



PLANNING DEPARTMENT

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AGENDA

Morrow County Planning Commission

Tuesday, January 27, 2026, 6:00 pm

Morrow County Government Center, Irrigon, OR

For Electronic Participation See Meeting Information on Page 2

Members of Commission

Stacie Ekstrom, Chair

John Kilkenny, Vice Chair

Norma Ayala

Charlene Cooley

Stephen Henthorn

Karl Smith

Tripp Finch

Brian Thompson

Elizabeth Peterson

Members of Staff

Tamra Mabbott, Planning Director

Stephen Wreccics, Associate Planner, GIS

Michaela Ramirez, Administrative Assistant

Clint Shoemake, Planning Technician

Kaitlin Kennedy, Code Compliance Planner

1. **Call to Order**
2. **Roll Call**
3. **Pledge of Allegiance**
4. **Minutes:** (Draft) December 2, 2025 [pg. 4-7](#)
5. **Public Hearings** to begin at 6:00 PM (COMMISSION ACTION REQUIRED)
 - I. **Co-Adoption of the City of Boardman Transportation System Plan (TSP), ATSP-162-26.**
 The application is to co-adopt the Boardman TSP to apply to lands within the urban growth boundary. Criteria for approval include Morrow County Zoning Ordinance (MCZO) Article 8 Amendments. [pg. 9-116](#)
 - II. **Update Chapter 9 Recreation Element and Adopt the 2026 Morrow County Columbia River Heritage Trail Concept Plan, AC-163-26.** Criteria for approval include Morrow County Zoning Ordinance (MCZO) Article 8 Amendments. [pg. 118-274](#)
6. **Other Business:**
7. **Correspondence:**
 - I. November/December Monthly Update [pg. 276-297](#)

8. **Public Comment:**

9. **Adjourn**

Next Meeting: Tuesday, February 24, 2026, at 6:00 p.m.
Location: Bartholomew Building, Heppner, OR

ELECTRONIC MEETING INFORMATION

Morrow County Planning is inviting you to a scheduled Zoom meeting. Topic: Planning Commission
Time: January 27, 2026, 6:00 PM Pacific Time (US and Canada)

Join Zoom Meeting

<https://us02web.zoom.us/j/6554697321?pwd=dFMxR2xlaGZkK1ZJRrFVrS1Q0SmRlUT09&omn=84249165172>

Meeting ID: 655 469 7321

Passcode: 513093

Find your local number: <https://us02web.zoom.us/j/6554697321?pwd=dFMxR2xlaGZkK1ZJRrFVrS1Q0SmRlUT09&omn=84249165172>

Should you have any issues connecting to the Zoom meeting, please call 541-922-4624. Staff will be available at this number after hours to assist.

This is a public meeting of the Morrow County Planning Commission and may be attended by a quorum of the Morrow County Board of Commissioners. Interested members of the public are invited to attend. The meeting location is accessible to persons with disabilities. A request for an interpreter for the hearing impaired, or for other accommodations for persons with disabilities, should be made at least 48 hours before the meeting to Tamra Mabbott at (541) 922-4624, or by email at tmabbott@morrowcountyor.gov.

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**Draft Minutes of the Public Meeting of the
Morrow County Planning Commission
Tuesday, December 2, 2025, 6:00 pm
Bartholomew Building
110 N Court Heppner, OR**

COMMISSIONERS PRESENT:

Stacie Ekstrom, Chair
Tripp Finch
Stephen Henthorn
Liz Peterson
Brian Thompson
Charlene Cooley

COMMISSIONERS ABSENT:

Karl Smith

ATTENDANCE via ZOOM:

Norm Ayala
John Kilkenny

STAFF PRESENT:

Tamra Mabbott, Planning Director
Michaela Ramirez, Administrative Assistant
Clint Shoemake, Planning Technician

Staff Zoom:

Stephen Wrecsics, GIS Analyst
Kaitlin Kennedy, Code Compliance Planner

1. CALL TO ORDER

Chair Ekstrom called the meeting to order at 6:00 PM

2. ROLL CALL**3. PLEDGE****4. APPROVAL OF OCTOBER 2025 DRAFT MINUTES**

Recommended Action: Approve

Action: Unanimously Approved

Presented by: Planning Director Tamra Mabbott

Request: Goal 5 Aggregate Resources Amendment: AC-161-25, Comprehensive Plan Amendment

Conflicts of interest: None

Request: Cliff Dougherty, Applicant; Patricia Dougherty, Owner. Application is to identify an existing Goal 5 aggregate resource as a Large Significant Resource in the Goal 5 inventory. Criteria for approval include Morrow County Zoning Ordinance (MCZO) Article 8 Amendments, ORS 215.298, and OAR 660-023-0180(3)(5)(7), OAR 660-023-040, and OAR 660-023-060.

Chair Ekstrom asked the Commission if they had any questions for Staff.

Commissioner Ayala: commented that the maps that were presented did not match what was in the packet.
Staff Stephen Wrecsics: explained why the map appeared different.

Commissioner Finch: asked if the dig site would be visible from Sand Hollow Road?

Director Mabbott: responded, No, the dig would not cross the boundary. They would keep digging on the side of the hill.

Commissioner Finch: asked again if they would ever cross Spur Loop, and if it would be visible.

Cliff Dougherty: responded: no, it would not. He also said the boundaries are all on the hillside of the pit area.

Commissioner Finch: asked would the boundary be different in the future.

Cliff Dougherty: responded that the boundaries wouldn't change; they would just dig wider.

Commissioner Henthorn: asked if the creek was dry or active.

Cliff Dougherty: responded that at times it would dry up in the summer, and if there was water, they would work around it.

Director Mabbott: pointed out that they had looked at a FEMA map and noticed that it is in a floodplain area. She said that since they had it culverted, that would check the box.

Commissioner Peterson: asked if it ever flooded.

Cliff Dougherty: responded that it had only flooded once.

Chair Ekstrom asked if there were any further questions or comments for the applicant. There were none. Chair Ekstrom asked if there were any questions for the staff. There were none.

Chair Ekstrom called for applicants or persons in favor or opposed.

Testifying Parties:

Cliff Dougherty, 65450 Spur Loop Rd, Heppner, OR

Chair Ekstrom opened the Public Hearing for public testimony, comments, presentations, or rebuttal. There were none.

Chair Ekstrom then closed the Public Hearing.

She then asked if the Planning Commission had any questions for the Staff; there were none.

Recommended Action: The Planning Commission recommend that the BOC approve Goal 5 Aggregate Resources Amendment: AC-161-25, Comprehensive Plan
Motion: The Planning Commission recommended that the BOC approve Goal 5 Aggregate Resources Amendment: AC-161-25, Comprehensive Plan
Motion by: Commissioner Henthorn
Seconded by: Commissioner Thompson
Vote: Six of the seven Commissioners voted; Commissioner Ayala did not vote
Action: Approved

Presented by: Planning Technician Clint Shoemake

Request: Variance V-N-060-25: Rock It, LLC, Wade Aylett, Applicant and Owner

Conflicts of interest: None

Request: The property is described as tax lot 800 of Assessor's Map 5N 26E 23A. The property is zoned Rural Residential (RR) and located on Washington Lane, approximately 0.7 miles west of the Irrigon city limits. The request is to allow a variance to seek relief from the age requirement for a manufactured home. Criteria for approval include Morrow County Zoning Ordinance (MCZO) Section 4.110(B) Manufactured Homes in a Rural Residential Zone and 7.200 Major Variance.

Commissioner Thompson: asked if they were required to move the old manufactured home.

Staff Clint Shoemake: responded that they could give them a couple of options or list it as a condition, but leaving it on the property was not an option.

Chair Ekstrom called for applicants or persons in favor or opposed.

Testifying Parties:

Rebecca Place, 77258 County Line Rd, Hermiston, OR 97838

Rebecca: explained that Wade purchased the property and wanted to replace the homes.

Commissioner Henthorn: asked if there were two homes currently on the property.

Staff Clint Shoemake: responded yes, there were two homes.

Rebecca: shared that Wade also purchased neighboring properties in hopes of doing the same with them.

Commissioner Henthorn: asked if the property was zoned for two residences.

Staff Clint Shoemake: responded: that the property was grandfathered in and that the two homes existed before the requirement.

Chair Ekstrom: pointed out that the home presented (photos) were updated.

Chair Ekstrom asked if there were any further questions for the applicant. There were none.

Chair Ekstrom opened the Public Hearing for public testimony, comments, presentations, or rebuttal. There were none.

Chair Ekstrom then closed the Public Hearing.

Chair Ekstrom asked if the Planning Commission had any questions for the Staff; there were none.

Commissioner Henthorn: asked if the intent of the home was for the property owner or if it was for a rental.

Chair Ekstrom: responded that it was a rental.

Recommended Action: The Planning Commission Variance V-N-060-25: Rock It, LLC, Wade Aylett, Applicant and Owner. With the condition of the older homes being removed.

Motion: The Planning Commission Variance V-N-060-25: Rock It, LLC, Wade Aylett, Applicant and Owner.

Motion by: Commissioner Finch

Seconded by: Commissioner Peterson

Vote: Six of the seven Commissioners voted; Commissioner Ayala did not vote

Action: Approved

Correspondence:

Public Comment: Mary Killion, 78852 Toms Rd, Boardman, OR
Introduced a new group, Friends of Morrow County

Adjourned: Meeting adjourned at 6:34 PM

Next Meeting: Tuesday, January 27, 2026, at 6:00 p.m. The next meeting will be held in Irrigon, OR, in the Morrow County Government Center.

Respectfully submitted,
Michaela Ramirez

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P.O. Box 40 • 215 NE Main Ave. Irrigon, Oregon 97844
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January 15, 2026

MEMO

TO: Planning Commission
FROM: Tamra Mabbott, Planning Director *For TDM*
RE: Co-adoption, City of Boardman Transportation System Plan
ATSP-162-26

Background:

The City of Boardman adopted a new Transportation System Plan (TSP) on November 18, 2025, and requested the county co-adopt that plan to apply to lands within the city's Urban Growth Boundary (UGB). Currently, the county's TSP applies to the development of land in the unincorporated area within Boardman's UGB.

All city plans and codes apply to lands located within city limits, not to lands adjacent to and outside the City's corporate limits. The exception is where the county adopts a code or plan with the explicit application to lands within the UGB. This co-adoption, if it were to happen, would apply the city's TSP to lands within the Boardman UGB, known as the Urban Growth Area (UGA).

The principles for this are set out in Statewide Planning Goal 2 (Land Use Planning) and Statewide Planning Goal 14 (Urbanization) and Oregon Law (ORS 197.175, 197.190). Goal 2 requires cities and counties to coordinate land use planning, permitting and development in areas of mutual interest, typically within UGAs. Goal 14 is the basis for cities and counties to adopt a process for planning and regulating development within a UGA to ensure the orderly transition from rural to urban land uses as land within the UGA eventually annexes into the city.

City and County Land Use Coordination:

The formal land use coordination agreement between Boardman and Morrow County is set forth in the 1997 Joint Management Agreement (JMA)¹. The JMA identifies the county as

¹ The full Joint Management Agreement is found here:

https://www.morrowcountyor.gov/sites/default/files/fileattachments/planning/page/13941/boardman_jma.pdf

having the responsibility to apply the County Comprehensive Plan and implementing ordinances within the Boardman UGB.

Section 9 of the JMA outlines the standards and jurisdiction for roads within the UGA. Section 9.1 establishes that the city and county agree to adopt a joint standard for non-arterial roads equivalent to the County Rural Collector II standard in the County TSP. By co-adopting the City TSP, the county would apply the street standards identified in the City TSP to land in the UGA. The county would also use the city TSP as a guide for such things as street layout for subdivisions, new development, and access management standards.

Public Comments

Jonathan Tallman has submitted voluminous comments. The attached Laurel Lane Vicinity Map illustrates the proximity of his property and that of 1st John 2:17, LLC.

Process for adoption

The city carried out a robust public involvement process as part of its recent TSP update. Additionally, the city invited Morrow County Planning Commission and Board of Commissioners to attend a workshop with City Council and City Planning Commission on August 26, 2025.

The city provided appropriate notices, including notice to the State Department of Land Conservation and Development (DLCD) for the post-acknowledgement plan amendment (PAPA). To apply the City TSP to lands within Boardman's UGB, Morrow County is proposing that the county co-adopt the City TSP.

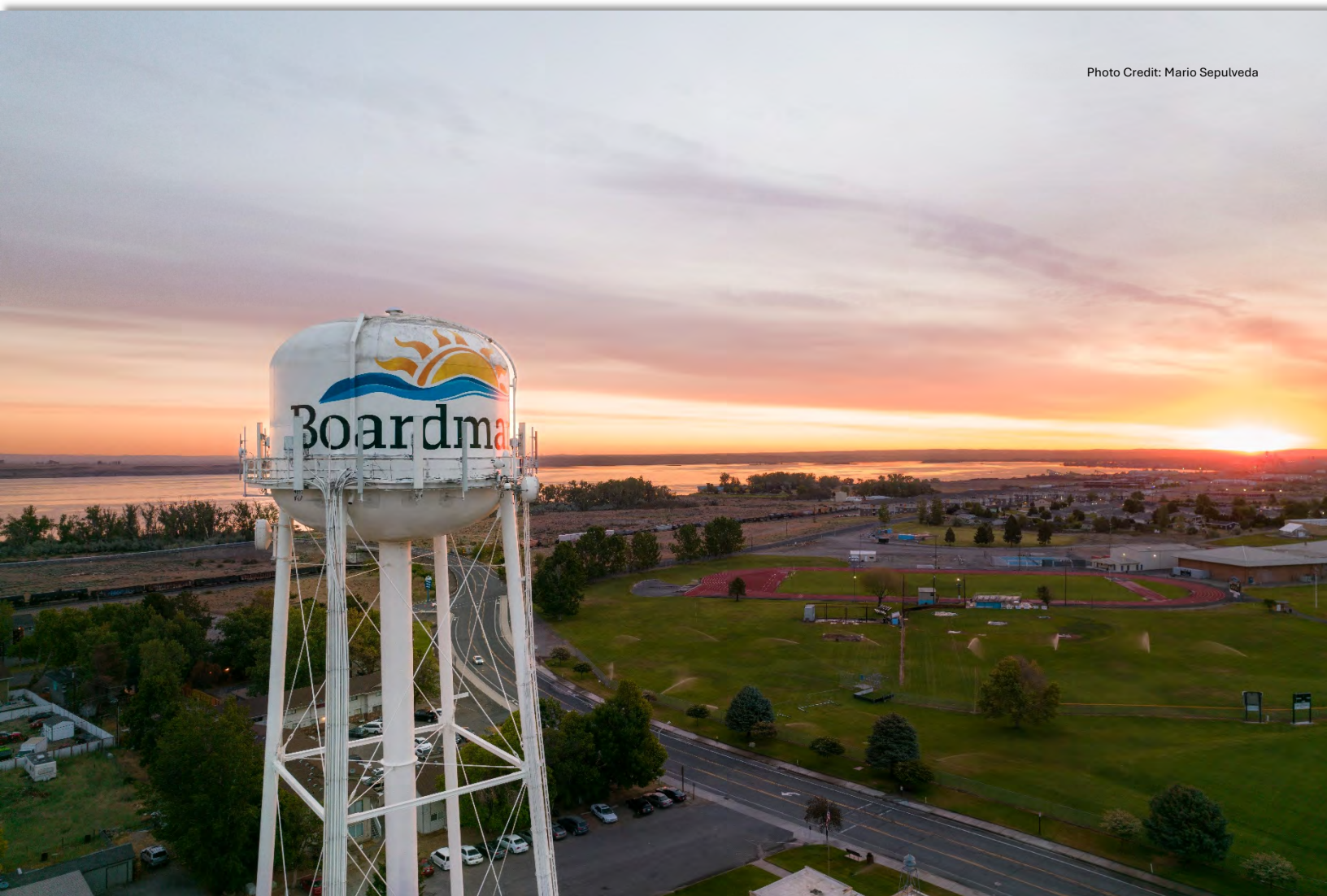
Attachments:

1. City of Boardman Final Adopted City TSP [pg. 11-83](#)
2. City of Boardman Adopting Ordinance 2025-10 [pg. 84-85](#)
3. City Planning Commission Findings [pg. 86-89](#)
4. Correspondence from Jonathan Tallman [pg. 90-115](#)
5. Laurel Lane Vicinity Map [pg. 116](#)

City of Boardman TRANSPORTATION SYSTEM PLAN



Photo Credit: Mario Sepulveda





City of Boardman TRANSPORTATION SYSTEM PLAN

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City of Boardman TRANSPORTATION SYSTEM PLAN

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City of Boardman TRANSPORTATION SYSTEM PLAN

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Acknowledgements

The City of Boardman would like to acknowledge the following committees and individuals who helped guide the development of the Boardman Transportation System Plan. Their time and effort devoted to the planning process was instrumental in the creation of the planning document.

Project Management Team

- Carla McLane; City of Boardman Planning Official
- Stephanie Case; City of Boardman Principal Planner
- Roy Drago Jr; City of Boardman Public Works Director
- Mike Lees; Anderson Perry & Associates
- Devin Hearing; ODOT Contract Project Manager

Project Advisory Committee (PAC)

- Heather Baumgartner; Boardman City Council
- Alex Hattenhauer; Business owner
- Jacob Cain; Port of Morrow
- Stephan Fuss; Local bike/ped advocate
- Gabe Hansen; Morrow County School District
- Kaitlin Kennedy; Morrow County Planning
- Eric Imes; Morrow County Public Works
- Steve Davis; The Loop
- Marlow Stanton; ODOT Region 5 Traffic Engineer
- David Jones; Boardman Planning Commission
- George Shimer; Boardman Parks and Recreation District
- Patty Perry; CTUIR
- Dawn Hert; Department of Land Conservation and Development (DLCD)
- Torrie Griggs; Boardman Chamber of Commerce
- Dejan Dudich; ODOT Transportation Planning & Analysis Unit (TPAU)
- Angie Jones; ODOT Region 5 Transit Coordinator

Consultant Team

- Kittelson & Associates, Inc.
- MIG
- Zan Associates

This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by Federal Highway Administration, local government, and the State of Oregon funds.

The contents of this document do not necessarily reflect views or policies of the State of Oregon.

TSP Organization

The Boardman Transportation System Plan (TSP) is presented in two volumes. Volume I constitutes the main TSP document and contains information that is likely to be of interest to the broadest audience. Volume II contains the technical analysis and all other supporting documents that were generated throughout the planning process.

Volume I

Volume I includes the following plan chapters:

- **Chapter 1 - Introduction:** An overview of the planning context for the TSP.
- **Chapter 2 – Goals and Objectives:** Goals and objectives that reflect the community’s long-term vision for the transportation system.
- **Chapter 3 – Transportation Context:** A high-level overview of the existing and future transportation system deficiencies and needs.
- **Chapter 4 – Guiding the Transportation Network:** An overview of the key system elements that guide future changes to the multimodal transportation system over the next 20 years.
- **Chapter 5 –Transportation Improvement Projects:** Recommended projects to support the city’s anticipated transportation needs over the next 20 years.
- **Chapter 6:** Overview of transportation funding and implementation.

Volume II Technical Appendices (Under Separate Cover)

Volume 2 includes the following technical appendices:

- Appendix A: Community Profile and Trends
- Appendix B: Plans and Policy Review
- Appendix C: Goals, Objectives, and Evaluation Criteria
- Appendix D: Code Assessment Memorandum
- Appendix E: Methodology Memorandum
- Appendix F: Existing Conditions Inventory and Analysis
- Appendix G: Future Conditions Analysis
- Appendix H: Proposed Solutions
- Appendix I: Implementing Ordinances
- Appendix J: Public Outreach Summary



City of Boardman TRANSPORTATION SYSTEM PLAN

Chapter 1 Introduction

The Boardman Transportation System Plan (TSP) establishes a vision for the multimodal transportation system within Boardman for the next 20 years. The transportation system is intended to move people, goods, and services to, through, and within the City of Boardman and its Urban Growth Boundary (UGB). The system is used in essential aspects of daily life, including commuting to and from workplaces and schools, fulfilling basic needs, and recreating. The TSP aims to support projects, programs, and further studies that will upgrade and maintain the local transportation system to meet the needs of all users.





TSP Purpose

The Boardman TSP identifies the transportation facilities, services, and investment priorities necessary to achieve the community's vision for a safe, efficient, and reliable transportation system. To meet future needs anticipated from ongoing growth over the next 20 years, the plan identifies priority investments, policies, and programs to support future transportation and land use decision making through the City's Comprehensive Plan. The TSP also serves as a resource for coordination amongst regional, local, and state agencies by providing:

- Location, function, and capacity of future streets, sidewalks, bikeways, pathways, transit services, and other transportation facilities.
- Solutions to address existing and future transportation needs for people walking, biking, riding transit, driving, and moving freight;
- Strategies to prioritize transportation investments that improve safety and access for all users of all ages and abilities; and
- Planning-level cost estimates for transportation infrastructure investments needed to support the community's vision, as well as possible funding sources and partners for these investments.

The TSP satisfies the state's requirements for a local transportation system plan to provide and encourage a safe, convenient, and economic transportation system, as established by Oregon Statewide Planning Goal 12: Transportation (OAR 660-012-0015).



TSP Process

The Boardman TSP was updated through a process that identified transportation needs, analyzed potential options for addressing those needs over the next 20 years, and provided a financial assessment of funding and a prioritized implementation plan. The following steps were involved in this process:

- Reviewing state, regional, and local transportation plans and policies that the Boardman TSP must either comply with or be consistent with.
- Gathering community input through regular interactions with a project advisory committee (PAC) and multiple public workshops/engagement activities.
- Establishing goals and objectives for the future transportation network
- Using a detailed inventory of existing transportation facilities and serve as a foundation to establish needs near- and long-term.

- Identifying and evaluating future transportation needs to support the land use vision and economic vitality of the urban area.
- Prioritizing improvements and strategies that are reflective of the community's vision and fiscal realities.



Guiding Principles and Context

The TSP was developed in compliance with Oregon Revised Statute (ORS) 197.712 and the Department of Land Conservation and Development (DLCD) administrative rule known as the Transportation Planning Rule (TPR, OAR 660-012). These rules require that the TSP provides for a transportation system that accommodates the expected growth in population and employment based on the visions and expectations of the Comprehensive Plan. As required by the TPR, the TSP was developed in coordination with local, regional, and state plans, which helped shape the TSP's goals and objectives, as detailed in Chapter 2.

Per the TPR, this TSP identifies multimodal transportation needs for users of all ages, abilities, and incomes. As such, the TSP identifies solutions to address existing and future transportation needs, with a focus on enhancing safety and connectivity for people bicycling, walking, using transit, and driving. Also per the TPR, updates for the City's development code have been prepared to support implementation of the solutions in the TSP (see TSP Vol II, Appendix I).

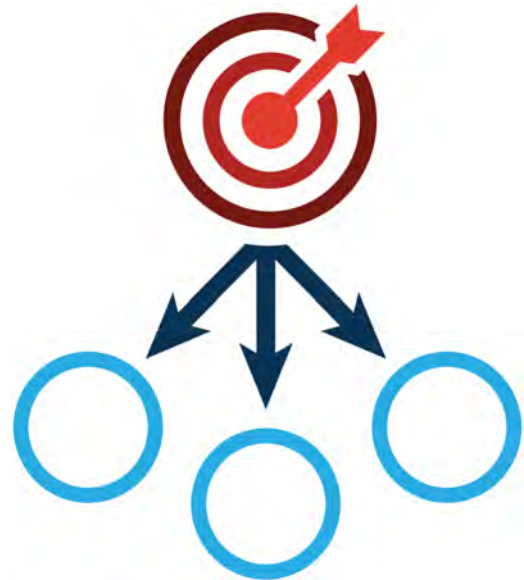


City of Boardman TRANSPORTATION SYSTEM PLAN

Chapter 2 Goals and Objectives

The TSP goals are broad statements that, at a high level, reflect the community's desires and vision for the local transportation system. At the onset of the planning process, Boardman defined six goals and supporting objectives for its transportation system. These goals and objectives helped guide the review and documentation of existing and future transportation system needs, the development and evaluation of potential alternatives to address the needs, and the selection and prioritization of preferred projects for inclusion in the TSP update. The goals and objectives will enable the City to plan for, and consistently work toward, achieving the community vision.

These goals and objectives are presented below. Each goal is equal in priority and presented in no particular order.





Goal #1: Safety

Goal Statement	Objectives
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

Goal Statement	Objectives
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

Goal Statement	Objectives
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 Focused

Goal Statement	Objectives
Provide a 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

Goal Statement	Objectives
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

Goal Statement	Objectives
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 creatively fund transportation improvements and supporting programs.
	Objective #6c: Identify and maintain stable and diverse revenue sources to address transportation needs.



City of Boardman TRANSPORTATION SYSTEM PLAN

Chapter 3 Transportation Context

This chapter provides a high-level overview of findings from the transportation needs assessment, describing existing and future deficiencies in the transportation system based on existing conditions of each travel mode, population forecasts, and the community's vision for a connected, accessible, and equitable transportation system.





Existing Transportation Conditions

The assessment provides a baseline understanding of the existing transportation system inventory and an analysis of how it operates, including traffic conditions, street connectivity, safety performance, and other aspects. The inventory also covers a review of land uses and population demographics to understand how they are served by the current transportation system.

Details on the inventory, review, and analyses of needs are provided in Volume II, Appendix D. Key highlights of the inventory and findings are presented in Table 3-1 with more details are provided in the following sections.

Table 3-1 Existing Conditions Key Findings

Needs Category	Key Findings
Land Uses & Population Demographics	<ul style="list-style-type: none"> The City of Boardman has significant residential growth potential, with many of these growth areas located south of the I-84 corridor. To ensure the transportation system effectively serves this growth, it is critical to plan for a balanced multimodal transportation system. The Boardman UGB is geographically large but limited in some areas by land use constraints that can restrict connectivity to and from certain areas. To address these challenges, targeted strategies and transportation system improvements are needed to enhance existing connections and identify feasible options for new connections. Ensuring access to key destinations and local activity centers including schools, recreation areas, parks, and businesses is important for maintaining a high quality of life for residents.
Streets	<ul style="list-style-type: none"> There are many infill development opportunities. An expansion of the existing street grid network is needed to service this development potential. Maintenance of existing facilities is a key need for the Urban Area.
Intersections	<ul style="list-style-type: none"> Intersection improvements are needed at locations that are currently exceeding or projected to exceed capacity limitations by 2045. These key intersections are located along the Main Street corridor and the two I-84 interchange terminals at Main Street and Laurel Lane.
Safety	<ul style="list-style-type: none"> No fatal crashes were identified at any study intersections. The observed crash rate at the S Main Street / Wilson Lane intersection exceeds the 90th percentile crash rate. The urban four-leg stop controlled crash rate was used in the comparison. It is noted that if the rural four-leg stop controlled rate was used then the observed crash rate would not exceed the 90th percentile crash rate. Angle and turning-movement crashes were predominantly observed at this intersection.

Needs Category	Key Findings
Walking & Biking Facilities	<ul style="list-style-type: none"> Walking and biking infrastructure is improving. While sidewalks exist on one or both sides of some key corridors like Main Street, there are still gaps in the supporting collector and neighborhood collector network. As infill development occurs, it will be important to address these gaps and ensure a fully connected network that meets the walking and biking needs of all community members.
Public Transportation	<ul style="list-style-type: none"> Continued coordination between the City, Morrow County, and other transit providers is necessary to ensure that transit is a safe, reliable, and efficient transportation option.
Freight, Rail, & Marine	<ul style="list-style-type: none"> The Boardman Urban Area has a variety of freight, rail, and marine infrastructure that serve vital roles in the movement of goods. To support economic growth and ensure the safe and efficient movement of freight through the Urban Area, it is essential that these critical facilities effectively meet regional transportation needs.



Population Forecasts

Future transportation needs were identified based on the existing transportation needs summarized previously and the anticipated growth in households within the Urban Area. The Portland State University (PSU) Population Research Center forecasts that the population within the UGB is expected to increase by 5,429 people as of the year 2045, representing an annual average growth rate of 3.5 percent.



Future No-Build Traffic Analysis

To understand the needs of people driving and transporting freight in the Boardman Urban Area in 20 years, a future no-build traffic analyses was performed at key intersections using forecast year 2045 traffic volumes. These analyses help identify areas that are expected to exceed applicable performance targets/standards in 2045 and inform transportation projects, policies, and programs needed to support economic growth through the planning horizon.

Details on how traffic volumes were developed are provided in Volume II, Appendix E. Ten intersections are forecast to exceed their mobility targets in either the weekday AM or PM peak hour conditions or both in 20 years including intersections owned by both ODOT and the City.



City of Boardman TRANSPORTATION SYSTEM PLAN

Chapter 4 Guiding the Transportation Network

Boardman manages its transportation network through a variety of management plans, regulations, and standards to ensure a cohesive and coordinated system and one that reflects the goals and objectives of the City. This chapter presents the key system elements that guide needed changes to the multimodal transportation system over the next 20 years. A detailed project list and associated cost estimates are provided in Chapter 5.

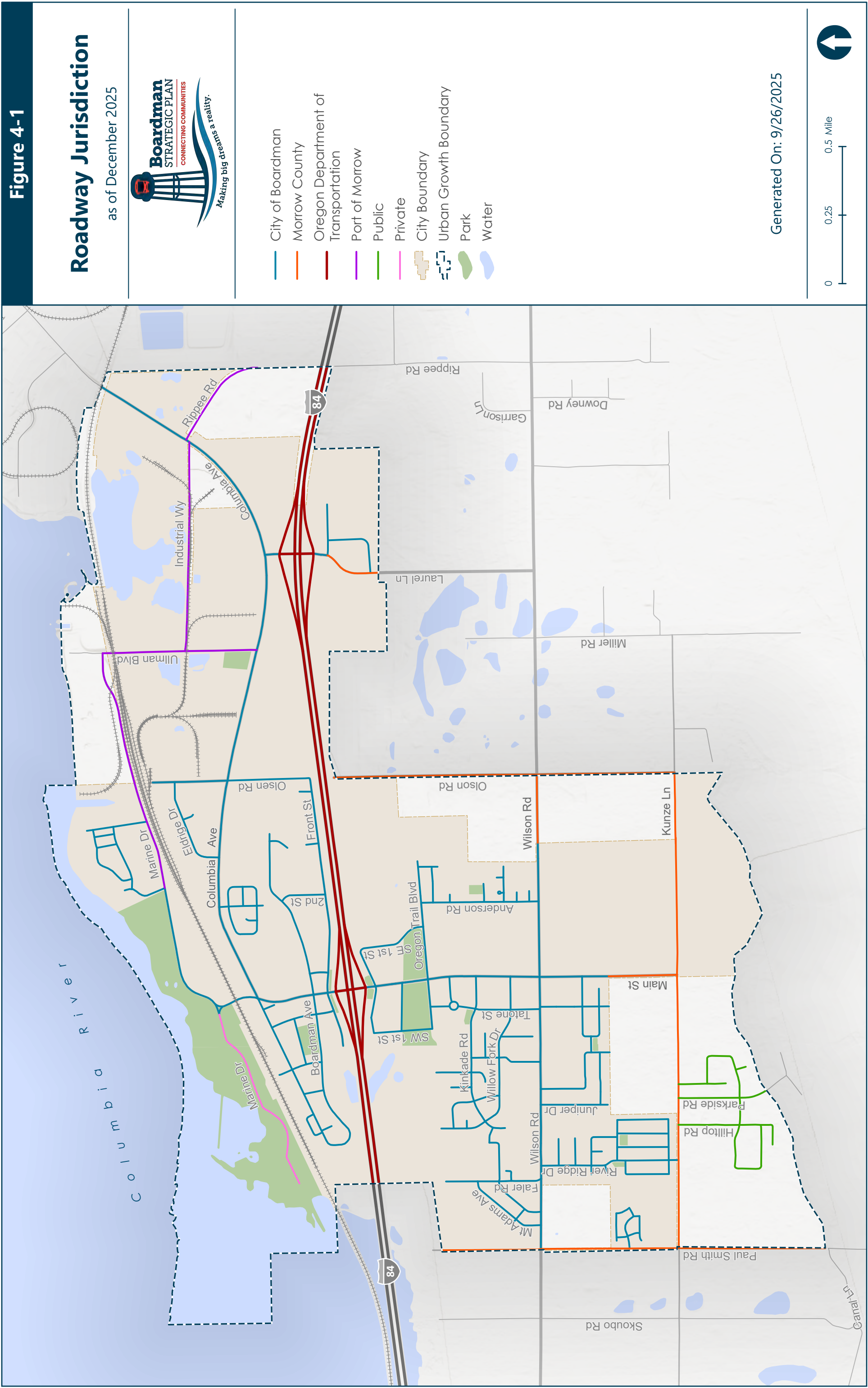


Roadway Jurisdiction

The roadways within the Boardman UGB fall under City, Morrow County, Port of Morrow, or ODOT jurisdiction. The respective jurisdiction of individual street segments is illustrated in Figure 4-1 as of December 2025.

The City, Port of Morrow, and County intend to continue managing and maintaining their streets. It is recognized that streets within the UGB currently under County jurisdiction could be transferred to City control over time through various land use actions, such as annexations. Future potential transfers will be evaluated individually and carried out in accordance with relevant agreements between the City and the County.







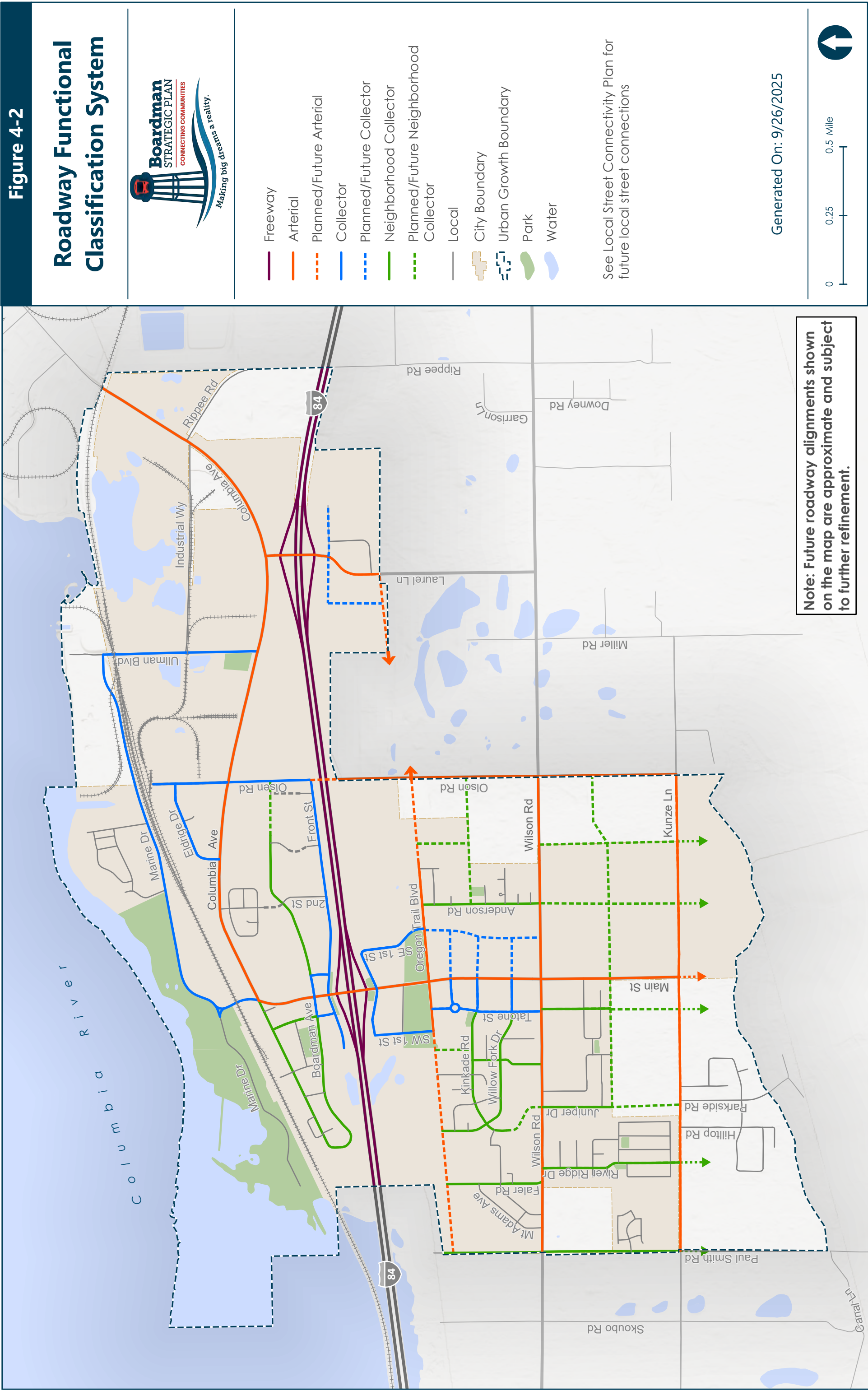
Roadway Functional Classification System

Roadway functional classifications organize the street network based on their role in the transportation system. The classifications define a roadway by their intended mobility and access control as they relate to land use. They designate desired street characteristics such as operational and design characteristics, pavement width, driveway (access) spacing requirements, and context-appropriate pedestrian and bicycle facilities.

The City's roadway functional classification system is illustrated in Figure 4-2 and consists of the following designations:

- **Freeways** are limited-access roads designed mainly for motorized vehicles traveling across regions or states. They provide the highest level of mobility and are typically high-speed routes with widely spaced access points in the form of interchanges.
- **Arterials** are major roadways designed primarily to facilitate traffic flow through the urban areas. They support significant intra-urban travel and connect Boardman to other regional travel corridors. While arterials may provide access to adjacent properties, their primary function is to accommodate major traffic movements. They accommodate bicycle and pedestrian movements.
- **Collectors** connect arterials to neighborhood collectors and the local street network. Collectors gather traffic from local streets and sometimes provide direct land access, channeling it toward arterial roads. They directly serve commercial/industrial land uses, are shorter than arterials, and operate at moderate speeds. They accommodate bicycle and pedestrian movements.
- **Neighborhood Collectors** extend into local neighborhoods, supporting local traffic circulation primarily within residential areas. They typically carry lower traffic volumes at slower speeds compared to collectors. They accommodate on-street parking and pedestrian movements with shared-lane markings for bicyclists.
- **Local Streets** are primarily intended to provide access to abutting residential land uses. Local street facilities offer the lowest level of mobility and consequently tend to be short, low-speed facilities. As such, local streets should primarily serve passenger cars, pedestrians, and bicyclists. They accommodate on-street parking and pedestrian movements.

Over time, as the city continues to grow, functional classifications will be periodically revisited to ensure that street designations are still appropriate. Future land use approvals may require changes to existing streets (beyond those identified in the TSP) consistent with functional classification requirements.





Multimodal Network Design

The multimodal network is guided by a policy framework that establishes the function, design, construction, and operation of travel ways in Boardman.

Roadway Design Framework

All roadways in Boardman will consist of different zones that accommodate motor vehicle travel, on-street parking, bicycle travel, landscaping/buffers, pedestrian travel, and utilities. These zones are outlined below. Figure 4-3 provides a visual representation of these zones as they are applied to the City's Functional Classification network.

CURB-TO-CURB ZONE

The curb-to-curb zone supports multiple travel zones and functions including:

- Motor Vehicle Zone – Supports motor vehicle functions.
- Median Zone – Supports motor vehicle turning functions and, where appropriate, medians for access management. The median zone is unique to the Arterial and Collector designations.
- On-Street Parking Zone – Supports on-street parking accommodations and is unique to the Neighborhood Collector and Local Street designations.
- Bicycle Zone – Supports bicycling accommodations such as striped bicycle lanes and shared/mixed travel lanes. Striped bicycle lanes are unique to the Arterial and Collector designations.

BUFFER ZONE

The buffer zone is a hardscaped (or landscaped in some situations) area that separates the motor vehicle functions in the curb-to-curb zone from the adjacent pedestrian zone. The buffer zone is unique to the Arterial and Local Street designations as shown in Figure 4-3.

PEDESTRIAN ZONE

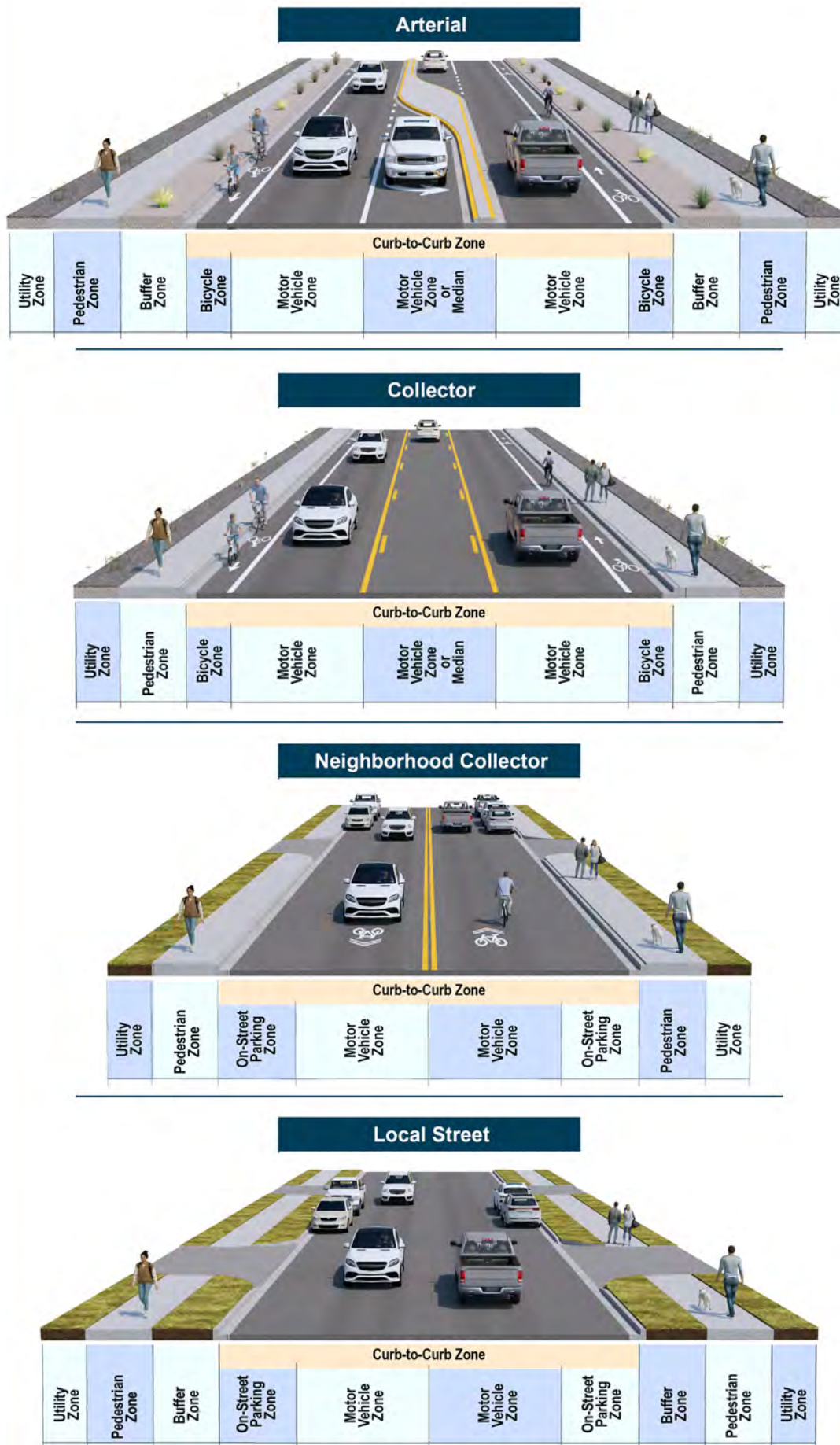
The pedestrian zone supports the sidewalk network. All roadways have a pedestrian zone, but the width and location vary by functional classification.

UTILITY ZONE

The utility zone is located outside the pedestrian zone and includes right-of-way for the placement of utilities and other supporting infrastructure.

Figure 4-3

Roadway Design Framework



Note: This figure is a policy framework that helps to establish the function, design, and operation of travel ways in Boardman. See Boardman Public Works Standards for roadway cross section design details and dimensions.

Based on this framework, the City of Boardman has developed detailed roadway cross section standards specific to each functional classification. These standards are contained in the City of Boardman's *Public Works Standards*. The street cross sections are intended to define a system that allows standardization of key characteristics to provide consistency, but also to provide criteria for application that provides some flexibility while meeting the design standards.

Unless prohibited by significant topographic or environmental constraints, newly constructed streets should meet the standards indicated in the cross sections. When widening an existing street, the City may use lesser standards than the maximum to accommodate physical and existing development constraints where determined to be appropriate by the Public Works Director.

SEPARATED MULTI-USE PATHS

Separated multi-use paths are designed to accommodate a variety of users, including pedestrians, cyclists, and other users of non-motorized forms of transportation. The pathways typically separate these uses from vehicular traffic to enhance safety and provide a more pleasant experience for all ages and abilities. Multi-use pathways are typically located in their own right-of-way. Multi-use pathway standards are contained in the City of Boardman's *Public Works Standards*.



Photo Credit: Amanda Mickles

Vehicle Performance Standards

Vehicle performance standards (also known as operational standards or mobility targets) for streets and intersections define the maximum amount of congestion that an agency or community has deemed acceptable. These standards are commonly used to assess the impacts of proposed land use actions on vehicular operating conditions and are one measure that staff use to determine transportation improvement needs for project planning.

Mobility targets are typically defined by motor vehicle level of service (LOS), which is presented as grades “A” (free-flow traffic conditions) to “F” (congested traffic conditions) and/or by a volume-to-capacity ratio (V/C), which represents the amount of measured traffic volumes that are utilizing the capacity of a street or intersection. As V/C ratios approach 1.0, traffic congestion increases.

City street performance standards for motor vehicles are identified in the Boardman Development Code (BDC).

Truck Freight System

Truck freight route classifications are provided at the State and Federal levels. In Oregon, the Oregon Highway Plan documents State freight designations. Locally, Boardman has established a local truck freight route network that supports truck freight movements off the State Highway System. The truck freight system is illustrated in Figure 4-3 and consists of the following:









- **Regional Truck Route** - Regional Truck Routes accommodate the continuous and regional flow of truck freight through the city. These routes serve as the primary travel routes for regionally oriented truck freight, connecting freight-generating land uses to the state highway network. They are consistent with the NHS Intermodal Connectors.
- **Local Truck Route** - Local Truck Routes serve local truck circulation and access and provide for goods and service delivery to individual commercial, employment, and residential land uses outside of industrial areas.



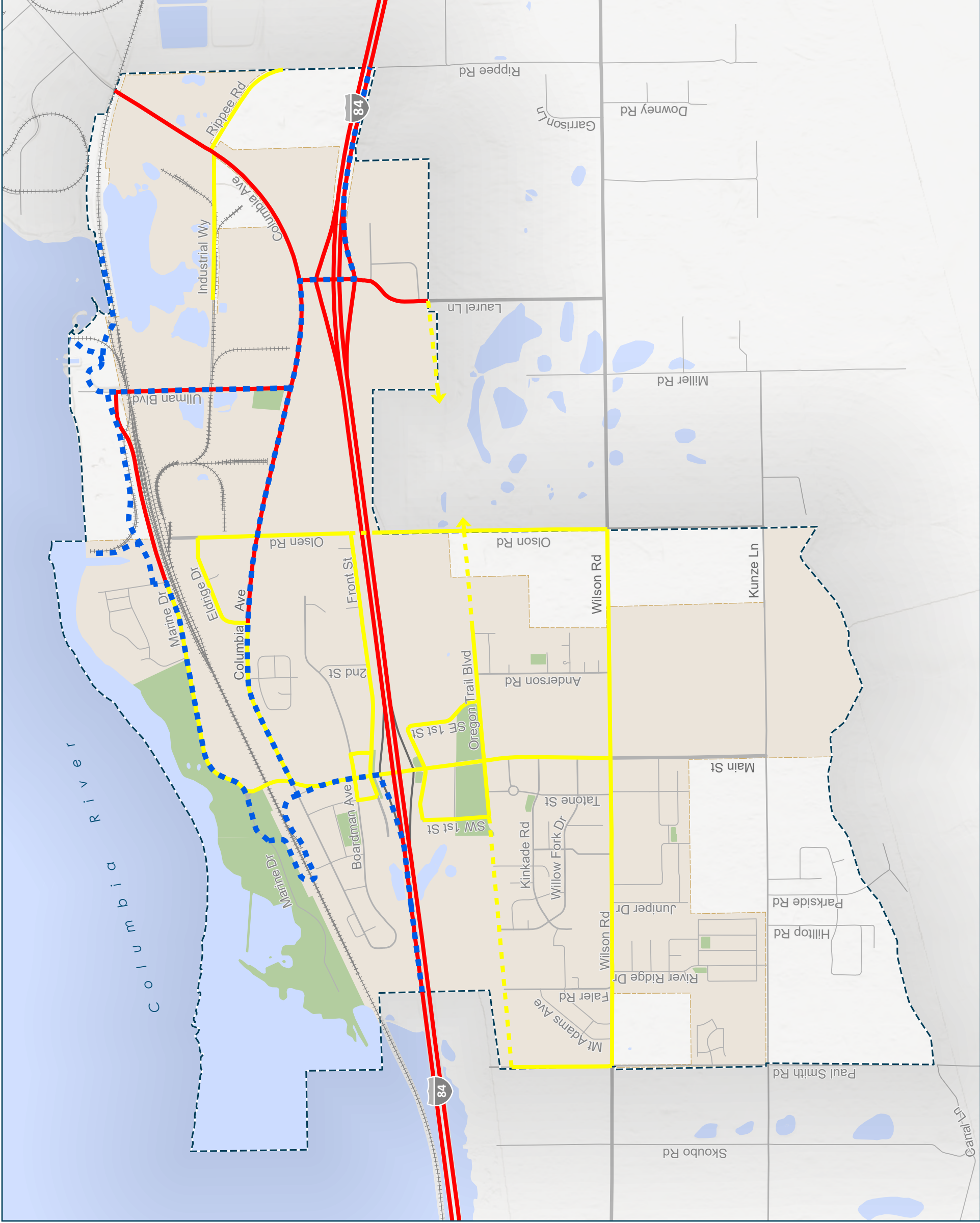
Figure 4-4

Truck Freight System



-  Regional Freight Route
 Local Freight Route
 Proposed Future Local Freight Route
 High, Wide, and Heavy Freight Routes
 City Boundary
 Urban Growth Boundary
 Park
 Water

Generated On: 9/26/2025



A vertical scale bar with tick marks at 0, 0.25, and 0.5 Mile.





City of Boardman TRANSPORTATION SYSTEM PLAN

Chapter 5 Transportation Improvement Projects

This chapter presents the transportation system improvement projects that are intended to address Boardman's circulation needs over the next 20 years. These projects represent recommended investments in the transportation system that can provide a (1) safe, (2) efficient, (3) interconnected, (4) community focused, (5) sustainable, and (6) achievable multimodal transportation network.



Projects were identified and prioritized through feedback obtained from the community and stakeholders, technical analysis of existing/projected travel patterns, input from partnering agencies, and forecast funding levels. Many of the identified projects carry forward the recommendations from prior plans or studies adopted by the City, Morrow County, and/or ODOT. Specific references are identified in the project tables contained in this chapter. Original priorities for projects identified in prior plans and studies have been maintained, unless findings from this TSP warranted adjustments; priorities for new projects were determined using the goals and policies in Chapter 2 and from community input.

Inclusion of a project in the TSP does not represent a commitment by the City of Boardman to fund, allow, or construct the project. Projects on the State of Oregon (“State”) Highway System that are contained in the TSP are not considered “planned” projects until they are programmed in the Statewide Transportation Improvement Program (STIP). As such, projects proposed in the TSP that are located on a State Highway cannot be considered until they are programmed into an adopted STIP or ODOT provides a letter indicating that the project is “reasonably likely” to be funded in the STIP. For the purposes of the TSP, transportation projects involving ODOT are identified for planning purposes and for determining planning-level costs. As part of the TSP implementation, the City will continue to coordinate with ODOT and other partner agencies regarding project prioritization, funding, and implementation.

This section presents the future transportation investment projects and are organized into five primary categories:

- Intersection Projects: These projects include intersection modifications that address either an identified capacity, geometric, or safety needs.
- Roadway Corridor Projects: These projects include new street connections and street modifications that address either connectivity, safety, or traffic calming needs – or the need for further study.
- Local Street Connectivity and Extension Plan: These projects include new street connections for future local circulation.
- Pedestrian Projects: These projects include pedestrian connections and crossing treatments that address either a system gap or safety need.
- Bicycle Projects: These projects include bicycle connections that address either a system gap or safety need.
- Transit Supportive Projects: These projects include various projects to support and facilitate access to transit stops/routes.



Project Prioritization

The projects presented in this chapter are prioritized as follows:

- **High Priority Projects:** Projects that address critical multimodal circulation needs for a variety of user groups and can reasonably be implemented based on funding forecasts.
- **Medium Priority Projects:** Projects that address general multimodal circulation needs and should be implemented as new funding sources are found.
- **Low Priority Projects:** Projects that address circulation needs associated with long-term growth and should be implemented as part of future development and/or new funding sources are found.
- **Vision Projects:** Aspirational projects that are associated with long-term development areas or may extend beyond the 20-year TSP planning horizon.

Financially Constrained Projects

Financially constrained projects are those critical multimodal infrastructure investments that the City anticipates being able to implement over the next 20 years through known financial resources. The financially constrained projects are highlighted in the modal project lists.

The City of Boardman recognizes financial resources, multimodal priorities, and needs can change over time. As such, the financially constrained projects are not required to be implemented first and that other projects on the list may be pursued as needs arise.

Unconstrained Projects

Unconstrained projects are all other multimodal infrastructure investments that are not likely to be implemented with known financial resources.



Intersection Projects

Intersection projects aim to enhance the operational efficiency, safety, and/or geometrics at intersecting roadways on the roadway network. These projects were identified through a combination of prior plans and studies, technical analyses, and community input to address the needs summarized in Chapter 3. Intersection projects are categorized by capacity and geometric changes, safety treatments, and access management applications. Projects may overlap between categories (e.g., capacity-induced changes can also have safety benefits). Intersection projects are illustrated in Figure 5-1 and described in the following table.



Table 5-1 Intersection Traffic Control, Capacity and/or Geometric Improvement Projects

Project ID	Intersection	Jurisdiction	Project Description	Project Source	Cost Estimate	Priority
I-1	N. Main Street / Boardman Ave	City	<ul style="list-style-type: none"> Signalize (with widening/re-striping of east and west approaches to provide separate left- and through/right-turn lanes). Project may be refined as part of R-25 (Main Street IAMP Refinement). <u>or</u> Construct a roundabout. Project may be refined as part of R-25 (Main Street IAMP refinement). 	2024 Main St Corridor Refinement	<ul style="list-style-type: none"> \$1.3M <u>or</u> <ul style="list-style-type: none"> \$3M 	High (Financially Constrained)
I-2	N. Main Street / N. Front Street	City	<ul style="list-style-type: none"> Modify intersection to be consistent with the outcome of Project R-25 (Main Street IAMP Refinement), which will reevaluate safety, operations, and access management needs. Modifications will be determined through that process. Until Project R-25 is completed, intersection modifications should not be implemented unless the adopted triggers of the 2009 IAMP are met. 	2009 Main Street IAMP	\$100k	High (Financially Constrained)
I-3	I-84 WB Ramp / N. Main Street	ODOT/City	<ul style="list-style-type: none"> Modify intersection to be consistent with the outcome of project R-25 (Main Street IAMP Refinement). Modifications may include a new interchange form, providing additional turn lanes, installing new traffic control improvements, widening the offramp to include separate left- and through/right-turn lanes, and/or lengthening of the offramp. 	2009 Main Street IAMP	\$35M+	Medium (Unconstrained)
I-4	I-84 EB Ramp / S. Main Street	ODOT/City	<ul style="list-style-type: none"> Modify intersection to be consistent with the outcome of project R-25 (Main Street IAMP Refinement). Modifications may include a new interchange form, providing additional turn lanes, installing new traffic control improvements, widening the offramp to include separate left- and through/right-turn lanes, and/or lengthening of the offramp. 	2009 Main Street IAMP		

Project ID	Intersection	Jurisdiction	Project Description	Project Source	Cost Estimate	Priority
I-5	S. Main Street / S. Front Street	City	<ul style="list-style-type: none"> Modify intersection to be consistent with the outcome of Project R-25 (Main Street IAMP Refinement), which will reevaluate safety, operations, and access management needs. Modifications will be determined through that process. Until Project R-25 is completed, intersection modifications should not be implemented unless the adopted triggers of the 2009 IAMP are met. 	2009 Main Street IAMP	\$100k	High (Financially Constrained)
I-6	S. Main Street / Oregon Trail Blvd	City	<ul style="list-style-type: none"> Modify intersection to be consistent with the outcome of project R-25 (Main Street IAMP Refinement). Modifications may include signalization or roundabout, and enhanced pedestrian crossing features. 	TSP analysis	\$750k-\$3M	Low (Un-constrained)
I-7	S. Main Street/ Kinkade Rd	City	<ul style="list-style-type: none"> Implement traffic control improvements to address capacity constraints when they arise. Improvements may include signalization or roundabout. 	TSP analysis	\$750k-\$3M	Low ¹ (Un-constrained)
I-8	I-84 WB Ramp / Laurel Lane / Columbia Blvd	ODOT/City	<ul style="list-style-type: none"> Combine the Laurel Lane/Columbia Boulevard and the Laurel Lane/I-84 WB ramp terminal intersections into one roundabout intersection. Modify the westbound offramp alignment accordingly and lengthen to current standards. 	2022 Port of Morrow IAMP	\$10- \$15M+	Med (Un-constrained)
I-9	I-84 EB Ramp / Laurel Lane	ODOT/City	<ul style="list-style-type: none"> Widen Laurel Lane south of the roundabout to include a 14-ft center turn lane to accommodate southbound left-turn movements at the EB on-ramp. Lengthen and widen the eastbound off ramp to provide separate left/through and right-turn lanes. 	2022 Port of Morrow IAMP	\$4M	Med (Un-constrained)

Note: The cost estimates presented do not include costs associated with right-of-way acquisition due to its high variability depending on location, parcel sizes, and other characteristics. The cost estimates also reflect the full cost of the projects, including costs likely to be funded by others, such as private development.

¹ Project anticipated to be primarily development driven.



Roadway Corridor Projects

Roadway corridor projects entail new roadway segments or modifications to existing roadway corridors. New roadway segments are intended to improve overall circulation in the city and meet the needs of future development. Modifications to existing roadway corridors are intended to improve or modernize the travel conditions on existing unimproved roadway segments. Some roadway corridor projects are carried forward from previously adopted plans and studies, while others are newly identified in this TSP. The combined corridor projects for Neighborhood Collectors and higher are illustrated in Figure 5-1 and described in the following table.

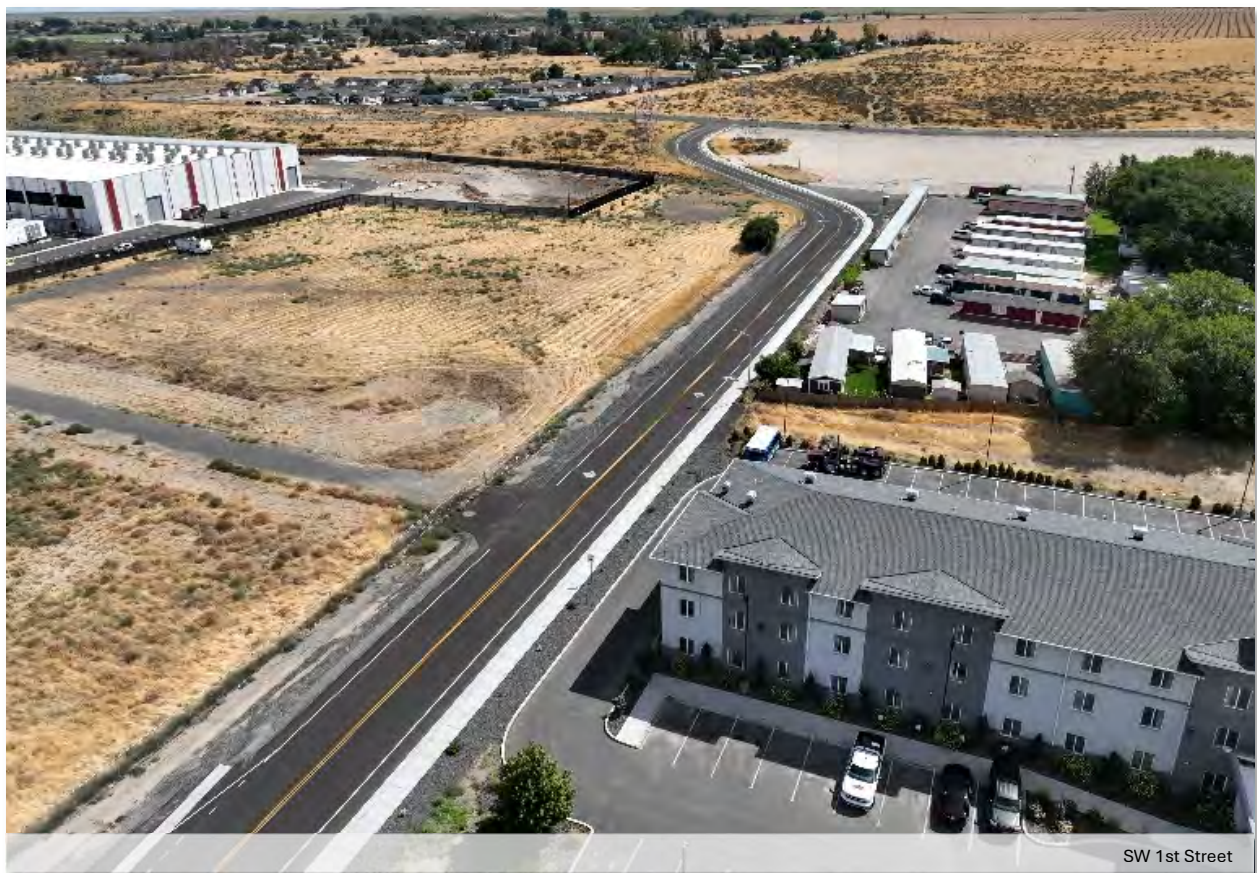


Table 5-2 New/Modified Roadway Corridor Improvement Projects

Project ID	Roadway Segment	Jurisdiction	Project Description	Project Source	Cost Estimate	Priority
R-1	NE Boardman Avenue: Eastern extents to NE Olson Road	City	<ul style="list-style-type: none"> Extend Boardman Avenue to Olson Road at Municipal street standards 	2001 TSP	\$1.6M	High (Financially Constrained)
R-2	NE 2nd Street: NE Boardman Avenue to Marshall Loop Road	City	<ul style="list-style-type: none"> Extend NE 2nd Street (at Municipal street standards) to fill in the gap between NE Boardman Avenue and Marshall Loop Road 	TSP Analysis	\$540k	High (Financially Constrained)
R-3	Oregon Trail Boulevard: S. Main Street to Paul Smith Road	City	<ul style="list-style-type: none"> Construct a new Oregon Trail Boulevard corridor between S Main Street and Paul Smith Road at Arterial standards 	2001 TSP	\$14.3M	High (Financially Constrained)
R-4	Oregon Trail Boulevard: Eastern extents to Olson Road	City	<ul style="list-style-type: none"> Extend Oregon Trail Boulevard to Olson Road at Arterial standards 	2001 TSP	\$4.9M	Med (Un-constrained)
R-5	Kinkade Road Western extents to Wilson Lane/Juniper Drive intersection	City	<ul style="list-style-type: none"> Extend Kinkade Road to Wilson Road at Neighborhood Collector standards 	TSP analysis	\$2.4M	Low ¹ (Un-constrained)
R-6	New East-West Roadway (west of Laurel Lane): Laurel Lane to New North-South Roadway	City	<ul style="list-style-type: none"> Construct a new east-west roadway from Laurel Lane to a future north-south roadway (R-7) at Collector standards 	TSP analysis	\$2.5M	Med ¹ (Un-constrained)
R-7	New North-South Roadway (west of Laurel Lane) Parallel circulation road to Laurel Lane	City	<ul style="list-style-type: none"> Construct a new north-south roadway that would link projects R-2 and R-8 at Collector standards 	TSP analysis	\$3.1M	Med ¹ (Un-constrained)
R-8	Oregon Trail Boulevard Laurel Lane to UGB line	City	<ul style="list-style-type: none"> Construct a new east-west roadway from Laurel Lane to the city limits at Arterial standards 	TSP analysis	\$4.6M	Med (Un-constrained)

Project ID	Roadway Segment	Jurisdiction	Project Description	Project Source	Cost Estimate	Priority
R-9	Paul Smith Road: Oregon Trail Boulevard Extension to Kunze Lane	City/ County	<ul style="list-style-type: none"> Upgrade Paul Smith Road between Kunze Lane and a future Oregon Trail Boulevard (R-3) to Neighborhood Collector standards 	TSP analysis	\$9.5M	Low (Un-constrained)
R-10	Juniper Drive: Current southern extents to Kunze Lane	City	<ul style="list-style-type: none"> Extend Juniper Drive to Kunze Lane at Neighborhood Collector standards 	TSP analysis	\$3.2M	Vision ¹ (Un-constrained)
R-11	Tatone Street: Current southern extents to Kunze Lane	City	<ul style="list-style-type: none"> Extend Tatone Street to Kunze Lane at Neighborhood Collector standards 	TSP analysis	\$3.2M	Vision ¹ (Un-constrained)
R-12	Anderson Road: Wilson Road to Kunze Lane	City	<ul style="list-style-type: none"> Extend Anderson Road to Kunze Lane at Neighborhood Collector standards 	TSP analysis	\$6.4M	Vision ¹ (Un-constrained)
R-13	New North-South Road: Oregon Trail Boulevard to New East-West Road (R-6)	City	<ul style="list-style-type: none"> Construct a new north-south roadway that would link R-4 and R-6 at Neighborhood Collector standards 	TSP analysis	\$2.5M	Low ¹ (Un-constrained)
R-14	New East-West Road: Juniper Drive to Olson Road	City	<ul style="list-style-type: none"> Construct a new east-west roadway between R-10 and Olson Road at Neighborhood Collector standards 	TSP analysis	\$15.5M	Vision ¹ (Un-constrained)
R-15	Kunze Lane: Paul Smith Road to Olson Road	City/ County	<ul style="list-style-type: none"> Upgrade Kunze Lane between Paul Smith Road and Olson Road at Arterial standards 	TSP analysis	\$13.5M	Vision (Un-constrained)
R-16	New North-South Road: Wilson Road to Kunze Lane	City	<ul style="list-style-type: none"> Construct a new north-south roadway between Wilson Road and Kunze Lane at Neighborhood Collector standards 	TSP analysis	\$6.4M	Vision ¹ (Un-constrained)
R-17	N. Front Street: N. Main Street to Olson Road	City	<ul style="list-style-type: none"> Upgrade Front Street from N. Main Street to Olson Road at Collector standards 	2024 Capital Improvement Plan	\$6.9M	High (Financially Constrained)

Project ID	Roadway Segment	Jurisdiction	Project Description	Project Source	Cost Estimate	Priority
R-18	SE 1st Street: Oregon Trail Boulevard to Wilson Road	City	<ul style="list-style-type: none"> Extend SE 1st Street from Oregon Trail Boulevard to Wilson Road at Collector standards 	TSP analysis	\$5.5M	Low ¹ (Un-constrained)
R-19	Kinkade Road: S. Main Street to Future Roadway	City	<ul style="list-style-type: none"> Extend Kinkade Road from S Main Street to Anderston Road at Collector standards 	TSP analysis	\$4.0M	Low ¹ (Un-constrained)
R-20	Wilson Road: Faler Road to Paul Smith Road	City	<ul style="list-style-type: none"> Upgrade Wilson Road between Paul Smith Road and S. Main Street at Arterial standards 	TSP analysis	\$9.2M	Med (Un-constrained)
R-21	Wilson Road: S. Main Street to Olson Road	City	<ul style="list-style-type: none"> Upgrade Wilson Road between S. Main Street and Olson Road at Arterial standards 	TSP analysis	\$6.8M	Low (Un-constrained)
R-22	Olson Road: Kunze Lane to End of Olson Road/UGB	City/ County	<ul style="list-style-type: none"> Upgrade S. Olson Road between Kunze Lane and northern extents at Arterial standards 	TSP analysis	\$10.1M	Vision (Un-constrained)
R-23	S. Main Street: Wilson Road to Kunze Lane	City	<ul style="list-style-type: none"> Upgrade S. Main Street between Wilson Road and Kunze Lane at Arterial standards 	TSP analysis	\$3.5M	Low (Un-constrained)
R-24	Olson Road	ODOT	<ul style="list-style-type: none"> Extend S. Olson Road underneath I-84 from northern extents to Front Street at Arterial standards 	2001 TSP	\$33.7M	Vision (Un-constrained)
R-25	Main Street Interchange Area Refinement Plan (IAMP)	City/ ODOT	<ul style="list-style-type: none"> Refine the 2009 Interchange Area Management Plan to specifically address interchange location/form, traffic control improvements at the I-84 ramp terminals, Main Street overpass limitations, and safety/operations/access management needs at adjacent Main Street intersections. 	TSP Analysis	\$175k	High (Financially constrained)

Project ID	Roadway Segment	Jurisdiction	Project Description	Project Source	Cost Estimate	Priority
R-26	New East-West street: S. Main Street to future R-18	City	<ul style="list-style-type: none"> Construct a new east-west road from S. Main Street to a future north-south roadway (R-18) at Collector standards 	TSP Analysis	\$2.4M	Low ¹ (Un-constrained)
R-27	Willow Fork Drive: S. Main Street to future R-18	City	<ul style="list-style-type: none"> Extend Willow Fork Drive from S. Main Street to a future north-south roadway (R-18) at Collector standards 	TSP Analysis	\$2.3M	Low ¹ (Un-constrained)
R-28	New North-South street: Kinkade Road to future Oregon Trail Blvd	City	<ul style="list-style-type: none"> Construct a new north-south road from Kinkade Road to a future Oregon Trail Boulevard (R-3) at Neighborhood Collector standards 	TSP Analysis	\$1.6M	Low ¹ (Un-constrained)
R-29	New East-West Road: Anderson Road to Olson Road	City	<ul style="list-style-type: none"> Construct a new east-west roadway between Anderson Road and Olson Road at Neighborhood Collector standards 	TSP analysis	\$5.8M	Low ¹ (Un-constrained)
R-30	NE 3rd Street: NE Front Street to NE Boardman Avenue	City	<ul style="list-style-type: none"> Extend NE 3rd Street (at Municipal street standards) to fill in the gap between NE Front Street and NE Boardman Avenue 	TSP Analysis	\$565K	High (Financially Constrained)
R-31	NE 4th Street: NE Front Street to NE Boardman Avenue	City	<ul style="list-style-type: none"> Extend NE 4th Street (at Municipal street standards) to fill in the gap between NE Front Street and a future extension of NE Boardman Avenue 	TSP Analysis	\$895K	High (Financially Constrained)

Note: The cost estimates presented do not include costs associated with right-of-way acquisition due to its high variability depending on location, parcel sizes, and other characteristics. The cost estimates also reflect the full cost of the projects, including costs likely to be funded by others, such as private development.

¹ Project anticipated to be primarily development driven.

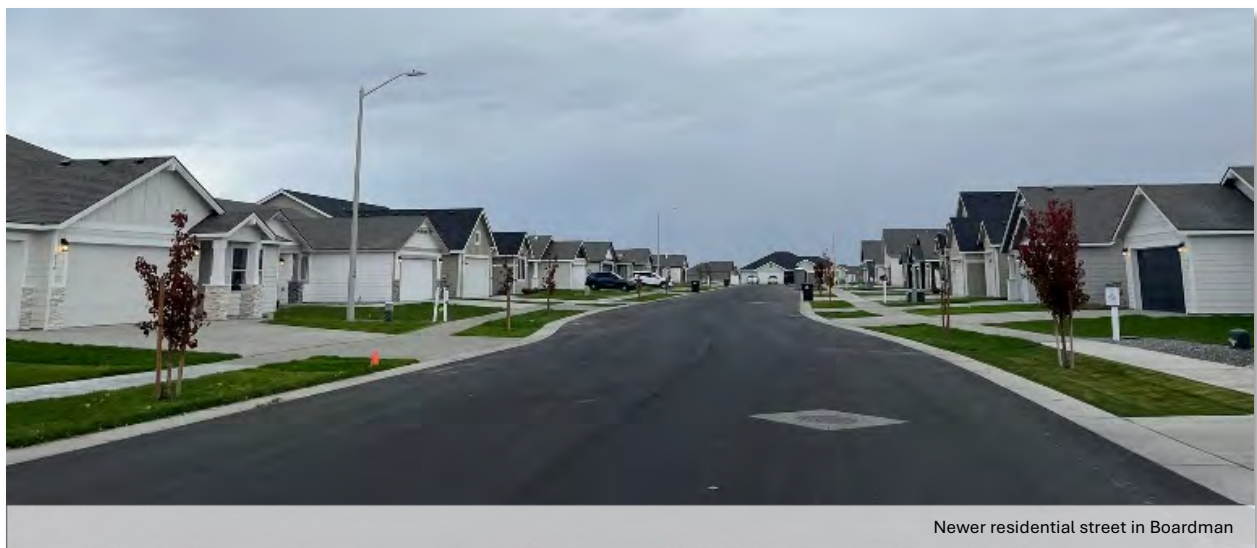


Local Street Connectivity and Extension Plan

Most streets within Boardman are classified as local streets. Most of Boardman's residential growth potential is located south of I-84. Development to date has been laid out on a partial street grid. With large parcels available for future infill and master-planned development, improvements to the street grid can be planned to create a more efficient local street network and maximize connections for motorists, cyclists, and pedestrians while accounting for potential neighborhood impacts. In addition, the quality of the transportation system can be improved by making connectivity improvements to the pedestrian and bicycle system separate from street connectivity, as discussed in previous TSP sections.







Local Street Connections

There are a number of areas within Boardman that could experience future residential development or redevelopment, including in the southwest, southeast, and northeast parts of the City. Within these areas, there are opportunities for new local streets that could improve access and circulation for all travel modes. Figure 5-2 illustrates the desired location of future local street connections to serve this development. The arrows shown in Figure 5-2 represent preferred connections and the general direction for the placement of the connection. In each case, the specific alignments and design will be determined upon development review. As shown, these local street extensions are consistent with the future Collector and Neighborhood Collector extensions identified in Figure 5-2.



Local Street Connectivity Plan

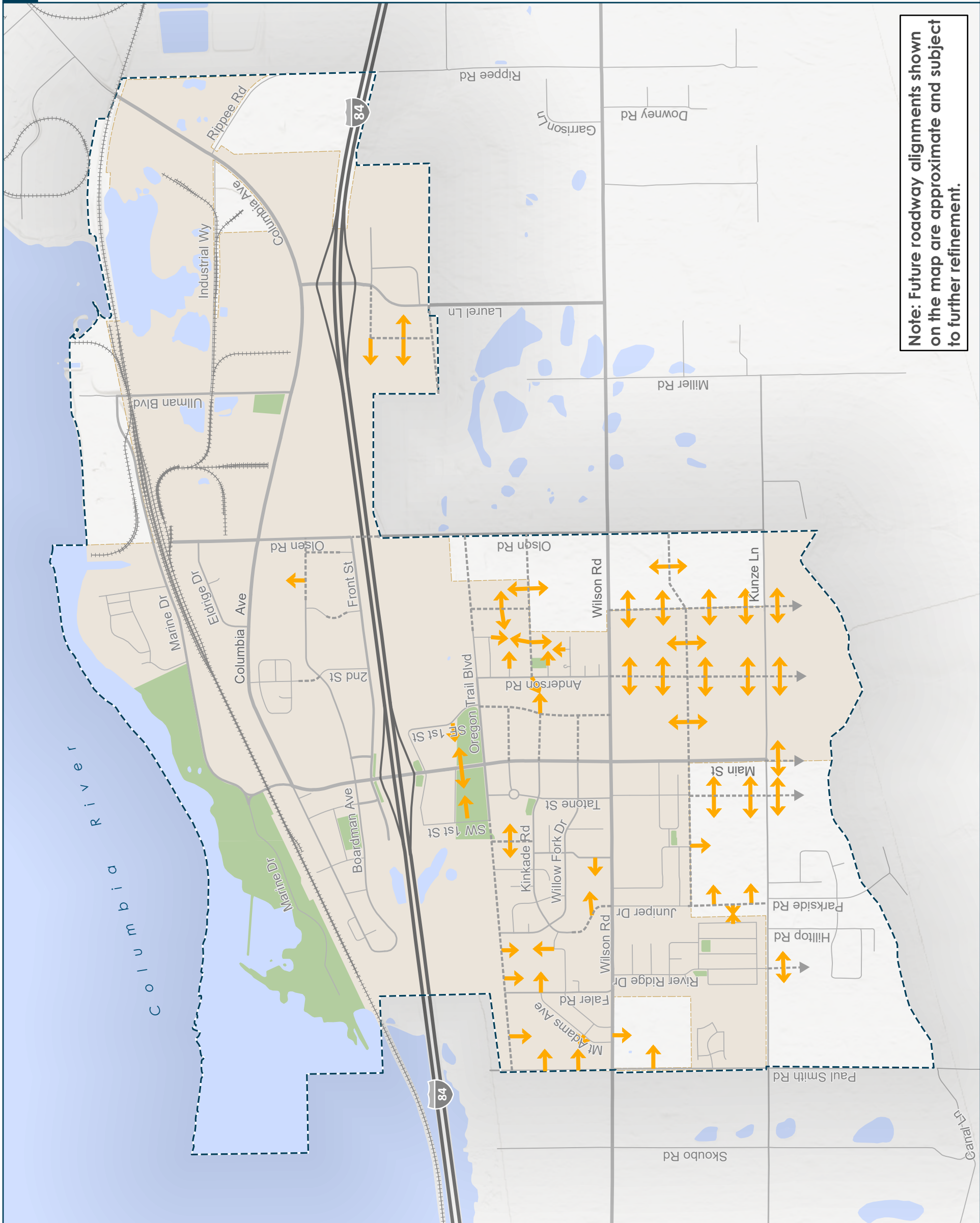


 Future Local Street Connection
 Planned Major Roadway Corridor
 City Boundary
 Urban Growth Boundary
 Park
 Water

Generated On: 9/26/2025

0 0.25 0.5 Mile

Note: Future roadway alignments shown on the map are approximate and subject to further refinement.





Active Transportation (Pedestrian and Bicycle) Projects

Active transportation projects include pedestrian and bicycle connections and crossing treatments that promote a safe, efficient, and connected active transportation network for people walking, biking, and rolling. Treatments include sidewalks, multi-use paths, enhanced crossings, and bicycle lanes.

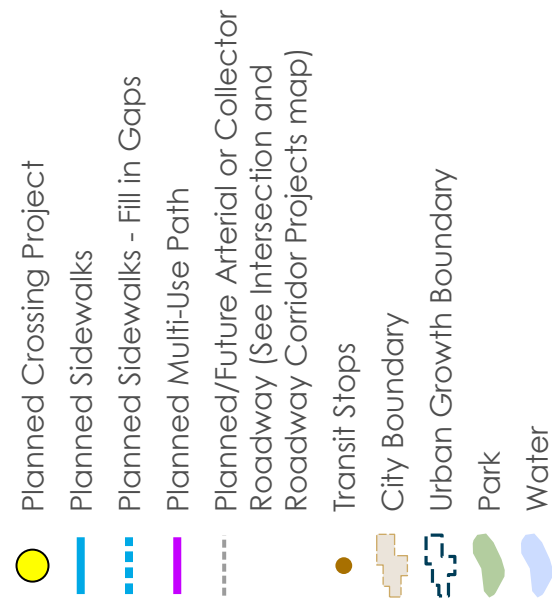
Pedestrian Projects

Pedestrian projects include new sidewalks, sidewalk improvements, other treatments such as enhanced pedestrian crossings, and multi-use paths. The pedestrian projects detailed in Figure 5-3 and the table below focus on improving overall connectivity and developing a complete network of pedestrian facilities in the city.



Figure 5-3

Planned Pedestrian Network



Generated On: 9/26/2025



Note: Future roadway alignments shown on the map are approximate and subject to further refinement.

Table 5-3 Pedestrian Projects

Project ID	Roadway Segment	Jurisdiction	Project Description	Project Source	Cost Estimate	Priority
MUP-1	Columbia River Heritage Trail: Marina Park to Riverfront Center	City	<ul style="list-style-type: none"> Reconstruct the Columbia River Heritage Trail to be an 8-foot multi-use path and construct a new connection to Marine Drive 	Columbia River Heritage Trail Plan	\$550k	Med (Un-constrained)
P-2	N Main Street: Marine Drive to Columbia Ave	City	<ul style="list-style-type: none"> Construct a new 6-ft sidewalk (west side) 	TSP analysis	\$1.5 M	High (Financially Constrained)
P-3	Boardman Avenue: Allen Court to NW 3rd St	City	<ul style="list-style-type: none"> Fill in the sidewalk gaps with new 5-ft sidewalk (north/east side) 	TSP analysis	\$460k	High (Financially Constrained)
P-4	Boardman Avenue: NW 2nd Street to NW 1st St	City	<ul style="list-style-type: none"> Fill in the sidewalk gaps with new 5-ft sidewalks (north and south side) 	TSP analysis	\$400k	High (Financially Constrained)
P-5	Columbia Avenue: Olson Road to Ullman Blvd	City	<ul style="list-style-type: none"> Construct a new 6-ft sidewalk (north side) 	TSP analysis	\$1.3 M	Med (Un-constrained)
P-6	Ullman Boulevard: Rail Crossing to Marine Drive	Port of Morrow/City	<ul style="list-style-type: none"> Construct a new 5-ft sidewalk (east side) 	TSP analysis	\$1.8 M	Med (Un-constrained)
P-7	Oregon Trail Boulevard: S. Main Street to east extents	City	<ul style="list-style-type: none"> Fill in the sidewalk gaps with new 6-ft sidewalk (south side) 	TSP analysis	\$810K	Med (Un-constrained)
P-8	Faler Road: Mt Hood Ave to future Oregon Trail Boulevard extension	City	<ul style="list-style-type: none"> Construct a new 5-ft sidewalk (east and west sides) 	TSP analysis	\$670k	Med (Un-constrained)

Project ID	Roadway Segment	Jurisdiction	Project Description	Project Source	Cost Estimate	Priority
P-9	Anderson Road: Wilson Road to 1/2 of Anderson Road	City	<ul style="list-style-type: none"> Fill in the sidewalk gaps with new 5-ft sidewalk (west side) 	TSP analysis	\$160k	High (Financially Constrained)
MUP -10	New Multi Use Path and I-84 over crossing: NE Boardman Ave to Oregon Trail Blvd	City	<ul style="list-style-type: none"> Construct an 8-foot multi-use path that connects NE Boardman Avenue on the north side of I-84 to a future Oregon Trail Boulevard extension (R-3) on the south side of I-84. This would include a grade-separated multi-use bridge across the I-84 corridor. 	TSP analysis	\$15M	Vision (Un-constrained)
P-11	Laurel Lane: Curve on Laurel Ln to UGB	City	<ul style="list-style-type: none"> Construct a new 6-ft sidewalk (east and west sides) 	TSP analysis	\$620k	Low (Un-constrained)
MUP-12	Laurel Lane/Columbia Ave: Yates Lane to Ullman Blvd	City/ ODOT	<ul style="list-style-type: none"> Construct a new 8-ft multi-use path (west/south side) 	POM IAMP	\$1.6 M	Low (Un-constrained)
P-13	N. Olson Road: N. Front St to Columbia Ave	City	<ul style="list-style-type: none"> Fill in the sidewalks gaps with a new 5-ft sidewalk (west side) 	TSP analysis	\$720k	Med ¹ (Un-constrained)
P-14	Wilson Road/ Jupiter Drive/ future Kinkade Rd intersection	City	<ul style="list-style-type: none"> When Kinkade Road is extended and connected to Wilson Road/Juniper Drive intersection, relocate nearby pedestrian crossing to the intersection and install enhanced pedestrian crossing treatment 	TSP analysis	\$125k	Med ¹ (Un-constrained)
P-15	Boardman Avenue: N. Main Street to NE 2nd Ave	City	<ul style="list-style-type: none"> Fill in the sidewalk gaps with new 5-ft sidewalks (south side) 	TSP analysis	\$910k	High ¹ (Un-constrained)

Project ID	Roadway Segment	Jurisdiction	Project Description	Project Source	Cost Estimate	Priority
P-16	S. Main Street/ S. Front Street intersection	City	<ul style="list-style-type: none"> Relocate the existing pedestrian crossing beacon on S. Main Street in conjunction with modifications planned for the corridor between S. Front Street and Oregon Trail Blvd 	TSP analysis	\$125k	Med (Un-constrained)
P-17	S. Main Street: Wilson Road to Kunze Lane	City/ County	<ul style="list-style-type: none"> Fill in the sidewalk gaps with new 6-ft sidewalks (east and west side) 	TSP analysis	\$ ⁻²	Low ¹ (Un-constrained)
P-18	Wilson Road: Fater Road to Paul Smith Rd	City/ County	<ul style="list-style-type: none"> Fill in sidewalk gaps with new 6-ft sidewalks (north and south side) 	TSP analysis	\$ ⁻²	Low ¹ (Un-constrained)
P-19	Paul Smith Road: Oregon Trail Blvd to Kunze Ln	City/ County	<ul style="list-style-type: none"> Construct a new 5-ft sidewalk (east side) 	TSP analysis	\$ ⁻²	Vision ¹ (Un-constrained)
P-20	Paul Smith Road: Wilson Road to Kunze Ln	City/ County	<ul style="list-style-type: none"> Construct a new 5-ft sidewalk (east side) 	TSP analysis	\$ ⁻²	Low ¹ (Un-constrained)
P-21	Kunze Lane: Paul Smith Road to S Main St	City/ County	<ul style="list-style-type: none"> Construct a new 6-ft sidewalk (north and south side) 	TSP analysis	\$ ⁻²	Vision ¹ (Un-constrained)
P-22	Kunze Lane: S. Main Street to Olson Road	City/ County	<ul style="list-style-type: none"> Construct a new 6-ft sidewalk (north and south side) 	TSP analysis	\$ ⁻²	Vision ¹ (Un-constrained)
P-23	Olson Road: Kunze Lane to Wilson Road	City/ County	<ul style="list-style-type: none"> Construct a new 6-ft sidewalk (west side) 	TSP analysis	\$ ⁻²	Vision ¹ (Un-constrained)
P-24	Olson Road: Wilson Road to north extents	City/ County	<ul style="list-style-type: none"> Construct a new 6-ft sidewalk (west side) 	TSP analysis	\$ ⁻²	Vision ¹ (Un-constrained)

Project ID	Roadway Segment	Jurisdiction	Project Description	Project Source	Cost Estimate	Priority
P-25	Front Street: S Main Street to Olson Road	City	<ul style="list-style-type: none"> Construct a new 6-ft sidewalk (north side) 	TSP analysis	\$ ⁻²	High (Financially Constrained)
P-26	Wilson Road: S Main Street to Olson Road	City/ County	<ul style="list-style-type: none"> Construct a new 6-ft sidewalk (north and south side) 	TSP analysis	\$ ⁻²	Vision ¹ (Un-constrained)
P-27	Wilson Road/ Tatone Street intersection	City	<ul style="list-style-type: none"> Install enhanced pedestrian crossing treatment 	TSP analysis	\$125k	High (Financially Constrained)
MUP-28	New Multi Use Path: S. Main Street to west UGB	City/ County	<ul style="list-style-type: none"> Construct an 8-foot multi-use path within the BPA transmission line easement 	TSP analysis	\$1.0M	High (Financially Constrained)
P-29	NE 2nd Street: NE Boardman Avenue to Marshall Loop Road	City	<ul style="list-style-type: none"> Fill in the sidewalk gaps with new 5-ft sidewalks (both sides) 	TSP analysis	\$215K	Med ¹ (Un-constrained)
P-30	NE 3rd Street: NE Front Street to NE Boardman Avenue	City	<ul style="list-style-type: none"> Fill in the sidewalk gaps with new 5-ft sidewalks (both sides) 	TSP analysis	\$205K	Med ¹ (Un-constrained)
P-31	NE 4th Street: NE Front Street to NE Boardman Avenue	City	<ul style="list-style-type: none"> Fill in the sidewalk gaps with new 5-ft sidewalks (both sides) 	TSP analysis	\$330K	Med ¹ (Un-constrained)
P-32	NE Boardman Avenue: Eastern extents to NE Olson Road	City	<ul style="list-style-type: none"> Fill in the sidewalk gaps with new 5-ft sidewalks (both sides) 	TSP analysis	\$625K	Med ¹ (Un-constrained)

Note: The cost estimates presented do not include costs associated with right-of-way acquisition due to its high variability depending on location, parcel sizes, and other characteristics. The cost estimates also reflect the full cost of the projects, including costs likely to be funded by others, such as private development.

¹ Project anticipated to be primarily development-driven.

² Pedestrian component costs included in the corresponding roadway reconstruction/modernization project (see Table 5-2).

Bicycle Projects

To encourage increased travel by bicycle, the TSP provides a list of bike facility projects as well as programs that will improve safety, convenience, and direct connections for this mode. Riding bikes can help promote health, has a lower environmental impact, and allows people to move independently throughout the community without motorized vehicles, including many who cannot or choose not to drive.

The bicycle project list includes a variety of on- and off-street facilities that provide various levels of separation between people biking and people driving. The projects detailed in Table 5-4 Bicycle Projects Table 5-4 focus on connectivity within, to, and from transportation disadvantaged areas, first- and last-mile connections to transit, and increasing recreational opportunities by enhancing connections to and from recreational trails and parks. The bicycle-focused projects detailed in Figure 5-4 and Table 5-4 focus on improving overall connectivity and serving riders of all ages and abilities.



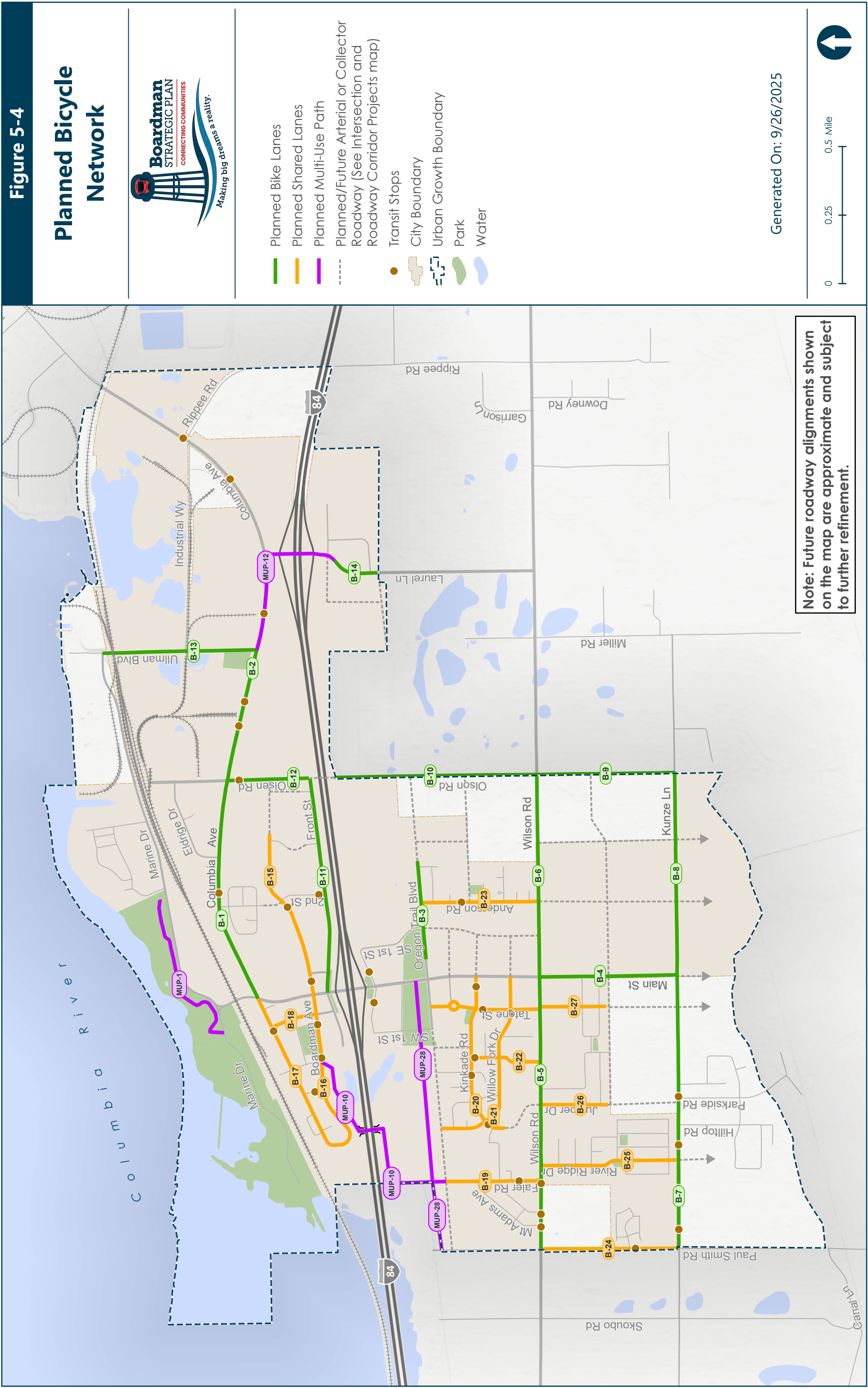


Table 5-4 Bicycle Projects

Project ID	Roadway Segment	Jurisdiction	Project Description	Project Source	Cost Estimate	Priority
B-1	Columbia Avenue: N. Main Street to N. Olson Road	City	<ul style="list-style-type: none"> Widen roadway and construct new 6-ft bike lanes (north and south side) 	TSP analysis	\$3.4 M	Med (Un-constrained)
B-2	Columbia Avenue: N. Olson Road to Laurel Ln	City	<ul style="list-style-type: none"> Widen roadway and construct new 6-ft bike lanes (north and south side) 	TSP analysis	\$3.5 M	Med (Un-constrained)
B-3	Oregon Trail Boulevard: S. Main Street to east extents	City	<ul style="list-style-type: none"> Widen roadway and construct new 6-ft bike lane (north and south side) 	TSP analysis	\$1.9M	Low (Un-constrained)
B-4	S Main Street: Wilson Road to Kunze Lane	City/County	<ul style="list-style-type: none"> Construct new 6-ft bike lanes (east and west side) 	TSP analysis	\$ ⁻²	Low ¹ (Un-constrained)
B-5	Wilson Road: Paul Smith Road to S. Main Street	City/County	<ul style="list-style-type: none"> Construct new 6-ft bike lanes (north and south side) 	TSP analysis	\$ ⁻²	Med ¹ (Un-constrained)
B-6	Wilson Road: S. Main Street to S. Olson Road	City	<ul style="list-style-type: none"> Construct new 6-ft bike lanes (north and south side) 	TSP analysis	\$ ⁻²	Low ¹ (Un-constrained)
B-7	Kunze Lane: Paul Smith Road to S. Main Street	City/County	<ul style="list-style-type: none"> Construct new 6-ft bike lane (north and south side) 	TSP analysis	\$ ⁻²	Vision ¹ (Un-constrained)
B-8	Kunze Lane: S. Main Street to S. Olson Road	City/County	<ul style="list-style-type: none"> Construct new 6-ft bike lane (north and south side) 	TSP analysis	\$ ⁻²	Vision ¹ (Un-constrained)
B-9	Olson Road: Kunze Lane to Wilson Road	City/County	<ul style="list-style-type: none"> Construct new 6-ft bike lane (east and west side) 	TSP analysis	\$ ⁻²	Vision ¹ (Un-constrained)

Project ID	Roadway Segment	Jurisdiction	Project Description	Project Source	Cost Estimate	Priority
B-10	Olson Road: Wilson Road to north extents	City/County	<ul style="list-style-type: none"> Construct new 6-ft bike lane (east and west side) 	TSP analysis	\$ ⁻²	Vision ¹ (Un-constrained)
B-11	NE Front Street: N. Main Street to N. Olson Road	City	<ul style="list-style-type: none"> Construct new 6-ft bike lane (north and south side) 	TSP analysis	\$ ⁻²	High (Financially Constrained)
B-12	Olson Road: NE Front Street to Columbia Ave	County	<ul style="list-style-type: none"> Widen roadway and construct new 6-ft bike lane (east and west side) 	TSP analysis	\$1.2 M	High¹ (Financially Constrained)
B-13	Ullman Blvd: Columbia Avenue to Marine Drive	Port of Morrow/City	<ul style="list-style-type: none"> Widen roadway and construct new 6-ft bike lane (east and west side) 	TSP analysis	\$2.3 M	Low (Un-constrained)
B-14	Laurel Lane: Yates Lane to south city limits	City/County	<ul style="list-style-type: none"> Widen roadway and construct new 6-ft bike lane (east and west side) 	TSP analysis	\$740k	Low ¹ (Un-constrained)
B-15	Boardman Avenue: N. Main Street to eastern limits	City	<ul style="list-style-type: none"> Install shared lane markings and signs 	TSP analysis	\$20k	Med (Un-constrained)
B-16	Boardman Avenue: N. Main Street to Columbia Avenue	City	<ul style="list-style-type: none"> Install shared lane markings and signs 	TSP analysis	\$20k	Med (Un-constrained)
B-17	Columbia Avenue: Boardman Avenue to N. Main Street	City	<ul style="list-style-type: none"> Install shared lane markings and signs 	TSP analysis	\$20k	Med (Un-constrained)
B-18	NW 1st Street: Boardman Avenue to Columbia Avenue	City	<ul style="list-style-type: none"> Install shared lane markings and signs 	TSP analysis	\$10k	Med (Un-constrained)
B-19	Faler Road: Wilson Road to north extents	City	<ul style="list-style-type: none"> Install shared lane markings and signs 	TSP analysis	\$20K	Med (Un-constrained)

Project ID	Roadway Segment	Jurisdiction	Project Description	Project Source	Cost Estimate	Priority
B-20	Kinkade Road: West extents to S. Main St	City	<ul style="list-style-type: none"> Install shared lane markings and signs 	TSP analysis	\$20k	Med (Un-constrained)
B-21	Willow Fork Drive: Cottonwood Loop to S. Main Street	City	<ul style="list-style-type: none"> Install shared lane markings and signs 	TSP analysis	\$20k	Med (Un-constrained)
B-22	Locust Road: Wilson Road to Kinkade Rd	City	<ul style="list-style-type: none"> Install shared lane markings and signs 	TSP analysis	\$20k	Med (Un-constrained)
B-23	Anderson Road: Wilson Road to Oregon Trail Boulevard	City	<ul style="list-style-type: none"> Install shared lane markings and signs 	TSP analysis	\$20k	Med (Un-constrained)
B-24	Paul Smith Road: Wilson Road to Kunze Lane	City	<ul style="list-style-type: none"> Install shared lane markings and signs 	TSP analysis	\$20k	Low (Un-constrained)
B-25	River Ridge Drive: Wilson Road to Kunze Lane	City	<ul style="list-style-type: none"> Install shared lane markings and signs 	TSP analysis	\$20k	Med (Un-constrained)
B-26	Juniper Drive: Sage Street to Wilson Road	City	<ul style="list-style-type: none"> Install shared lane markings and signs 	TSP analysis	\$10k	Med (Un-constrained)
B-27	Tatone Street: City Center Drive to South extents	City	<ul style="list-style-type: none"> Install shared lane markings and signs 	TSP analysis	\$10k	Med (Un-constrained)

Note: The cost estimates presented do not include costs associated with right-of-way acquisition due to its high variability depending on location, parcel sizes, and other characteristics. The cost estimates also reflect the full cost of the projects, including costs likely to be funded by others, such as private development.

¹ Project anticipated to be primarily development-driven.

² Biking component costs included in the corresponding roadway reconstruction/modernization project (see Table 5-2).

Transit Projects

The TSP promotes providing high-quality, available, and reliable transit service that can support the environment, economic development, and improve travel options for all residents. Public transportation service in Boardman is provided by Morrow County's The Loop and Kayak. To better facilitate access to these transit services, Table 5-5 identifies various transit supportive projects throughout Boardman.



Photo Credit: Morrow County Public Transit

Table 5-5 Boardman Transit Supportive Projects

Transit Facilities and Services	Improvement	Project Source
Service Frequency, Hours, Coverage	<ul style="list-style-type: none"> • Work with Morrow County to install signage at every bus stop that indicates the location of the stop and includes scheduling information for The Loop. • Work with Morrow County The Loop to explore service modifications and infrastructure enhancements to existing fixed route services lines as needed. 	<ul style="list-style-type: none"> • Morrow County TSP • Morrow County Coordinated Transit Plan
New Amenities	<ul style="list-style-type: none"> • Add transit shelters and/or benches to existing bus stops • As new service is added, improve ADA accessibility to all new/proposed stop locations (if needed) 	<ul style="list-style-type: none"> • Morrow County TSP • Morrow County Coordinated Transit Plan
Park and Ride Locations	<ul style="list-style-type: none"> • Explore establishing a shared park-n-ride at or near the Boardman Pool & Recreation Center/SAGE Center. • Explore establishing a park-n-ride at or near the Boardman City Hall. 	<ul style="list-style-type: none"> • Morrow County TSP • Morrow County Coordinated Transit Plan



City of Boardman TRANSPORTATION SYSTEM PLAN

Chapter 6 Traffic Management

The City of Boardman strives to provide a safe and efficient transportation network that accommodates travelers of all ages and abilities. Effectively managing traffic volumes and speeds on the transportation network is a means to this goal. This section identifies a variety of traffic management tools the city will use as situations arise.

The Traffic Management Toolbox provides information about specific treatments and considerations when applying the treatments. The treatments are generally intended to reduce traffic speeds through at least one of the following ways:

- Create a narrower cross-section (throughout a roadway corridor or at individual locations along the corridor) or tighter turning radii at intersections, which has been shown to slow traffic speeds;
- Create a visual change in context and/or gateways to the corridor to alert drivers of the need to reduce speed;
- Provide a visual or audible warning to drivers to reduce their speed;
- Create horizontal or vertical curvature in the roadway to reduce travel speeds; and/or
- Provide breaks in the corridor to slow or stop through traffic.

Narrow Cross-Section

RAISED MEDIANS

Cost: \$-\$\$\$



Physical medians constructed in the center of the roadway providing a physical barrier between travel directions. These features can be installed on a corridor wide scale or as individual median islands for site specific locations.

Benefits

- Physically narrows the pavement width and reduces the open feel of the street.
- Can facilitate pedestrian crossing refuge areas and increase pedestrian visibility, slowing vehicles.
- Changes visual and physical context of the roadway.
- Can include landscaping or monument sign and to serve as a gateway treatment.

Constraints

- Insufficient roadway width or right-of-way can prevent installation.
- Access must be maintained or accommodated to residential and business driveways and intersections, unless access restrictions are permitted.

Typical Applications

- Two-way streets with one or more lanes in each direction.
- Roadways with urban cross-sections.
- Arterials, collectors, and some local streets in urban or suburban settings.
- Midblock locations, intersection approaches, or through intersections. If through an intersection, the median becomes a barrier.
- Appropriate for any traffic volumes.

Design Considerations

- Adequate roadway width and/or right-of-way for installation.
- Residential and business driveways.
- Whether corridor-wide or median islands is the appropriate application.

Additional Guidance

- AASHTO Green Book
- ODOT Highway Design Manual
- FHWA Traffic Calming ePrimer

Narrow Cross-Section

REDUCED TRAVEL LANE WIDTH

Cost: \$-\$\$\$



Reducing travel lane widths encourages slower vehicle speeds as it heightens driver awareness of the environment and increases conscientiousness of driver behavior. Reducing travel lanes can be achieved within existing roadway cross-sections and without major modifications to existing curb and gutter.

Benefits

- Can be achieved with added on-street parking.
- Can be achieved with dedicated bicycle facilities of different variations.
- Can be achieved with raised medians.
- Can be achieved with street landscaping.

Constraints

- On-street parking may decrease visibility of other roadway users such as pedestrians.
- See Standard Bike Lane, Buffered Bike Lane, and Separated Bike Lanes.
- See Raised Medians.
- Street landscaping increases maintenance and costs.

Typical Applications

- On-street parking is appropriate for arterials, collectors, and local streets in urban or suburban settings. It can be installed on one- or two-way streets. Appropriate for urban speed limits and all traffic volumes.
- See Standard Bike Lane, Buffered Bike Lane, and Separated Bike Lanes.
- See Raised Medians.

Design Considerations

- Parallel on-street parking tends to be more effective than angle parking for slowing vehicle speeds.
- Emergency response vehicles, buses, and trucks.
- See Standard Bike Lane, Buffered Bike Lane, and Separated Bike Lanes.
- See Raised Medians.

Additional Guidance

- FHWA Traffic Calming ePrimer
- See Standard Bike Lane, Buffered Bike Lane, and Separated Bike Lanes.
- See Raised Medians.

Narrow Cross-Section

REDUCED CURB RADII

Cost: \$\$



Street corner is reconstructed with a smaller radius to reduce vehicle turning speeds.

Benefits

- Forces sharper turn by right-turning motorists and thus slower speeds.
- Reducing crossing distance for pedestrians and places pedestrian in better view for approaching vehicles.

Constraints

- Requires additional space that may not be available.
- Makes turning movements more challenging for large vehicles and may not accommodate all trucks.

Typical Applications

- Typically used at intersections with high vehicle speeds and high pedestrian volumes where space is available.

Design Considerations

- The street type, angle of intersection, land uses, etc. should be considered when designing the curbs.
- Maintenance vehicles, emergency vehicles, school buses, and other anticipated large vehicles should be accommodated in the design.
- The effective turning radius (considering presence of parking, bike lanes, medians, etc.) should be used rather than the curb return radius to evaluate the ability of vehicles to make a turn.
- In locations where reducing the curb radius is challenging based on design vehicles, consider using a compound radius, at-grade paving treatments, or advance stop lines.

Additional Guidance

- FHWA Signalized Intersections: An Informational Guide
- FHWA Pedestrian Safety Guide for Transit Agencies
- NACTO Best Practices for Pedestrian Master Planning and Design

Narrow Cross-Section

BULB-OUT/CURB EXTENSIONS AND PINCH POINTS

Cost: \$\$



An extension of the curb or the sidewalk into the street (in the form of a bulb), usually at an intersection, that narrows the vehicle path, inhibits fast turns, and shortens the crossing distance for pedestrians.

Benefits

- Shortens crossing distances for pedestrians and encourages pedestrian activity.
- Reduces motorist turning speeds.
- Increases visibility between motorists and pedestrians, heightening driver awareness.
- Accommodates on-street parking.
- Enables tree and landscape planting and water runoff treatment, providing additional traffic calming effects through a change in context.

Constraints

- Physical barrier can be exposed to traffic.
- Greater cost and time to install than standard crosswalks.
- Can present turning radius problems to large vehicles.

Typical Applications

- Mid-block or intersection pedestrian crossings on streets with unrestricted on-street parking.
- Streets with on-street parking where pedestrian volumes ≥ 20 pedestrians per hour, ADT $\geq 1,500$ vehicles per day, and average right-turn speeds ≥ 15 mph.

Design Considerations

- Include a narrow passage for bicyclists to prevent conflict with vehicles.
- Provide accessible curb ramps and detectible warnings.
- Include landscaping on the curb extension to differentiate path for pedestrian travel, especially for pedestrians with vision impairments.

Additional Guidance

- ITE/FHWA Report Traffic Calming: State of the Practice
- FHWA Designing Sidewalks and Trails for Access *Part II of II: Best Practices Design Guide*

Contextual Changes

SHARED LANE ROADWAYS

Cost: <\$



Shared lane roadways include roadways without separate bicycle facilities on which bicycle travel is not prohibited. Most roadways, with the exception of some limited access freeways, are “shared lane roadways” if they do not have a different type of bicycle facility. Shared lane roadways that are part of a designated bicycle network may include shared lane markings (“sharrows”) or signage to indicate the legal presence of bicyclists in the travel lane.

Benefits

- Allows for bicycle travel when other treatments are not feasible.
- Introduces bicycles to the roadway and can create a less car-centric environment, increasing driver awareness.
- Low- to no-cost.

Constraints

- Does not provide any separation from vehicles.
- Without additional traffic-calming treatments, it is likely to attract only strong and fearless bicyclists.

Typical Applications

- Rural roadways without shoulders often use “share the road” signage to indicate to road users that bicyclists may be present.
- Sharrows are typically used in urban or suburban locations on bicycle network links where other facilities are not present.

Design Considerations

- Sharrows should be placed at least 4 feet from the edge of the curb or on-street parking.

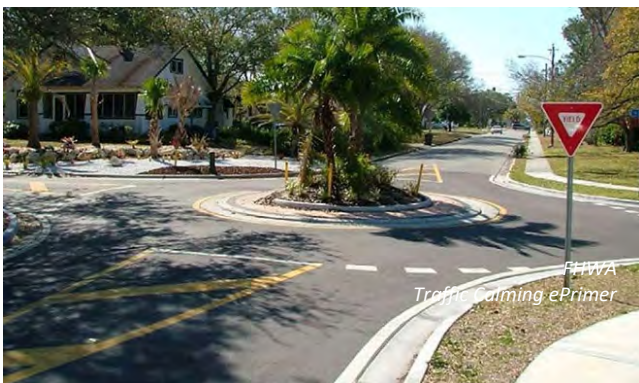
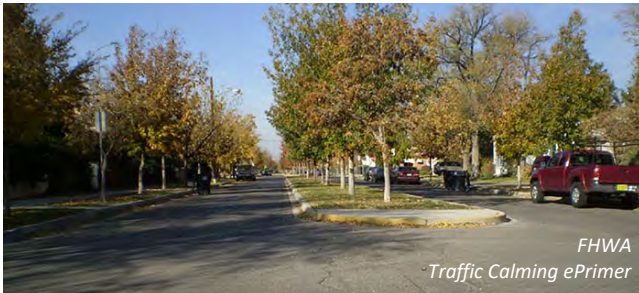
Additional Guidance

- ODOT Bicycle and Pedestrian Design Guide
- ODOT Highway Design Manual
- Manual on Uniform Traffic Control Devices (MUTCD)

Contextual Changes

GATEWAY TREATMENTS

Cost: \$\$\$



Gateway treatments create bookends to clearly indicate where the roadway environment changes. They may create segments within longer corridors and alert drivers to changing context and the need to slow speeds and be more alert for potential conflicts. Gateway treatments can be achieved through a variety of treatments including traffic circles, mini roundabouts, and landscape medians/buffers.

Benefits

- Provides a visual change to alert drivers they are entering a unique area and to drive with caution.
- Physical features naturally slow driver speeds.
- Can add beautification to streets.

Constraints

- Gateway treatments should accommodate the appropriate design vehicles for the specific location.

Typical Applications

- See Raised Medians for additional applications and considerations.
- Landscape buffers on the outside of the roadway may also be used to change the context and serve as gateway treatments.
- Traffic circles may be appropriate at intersections of low-volume local streets with urban cross-sections.
- Mini roundabouts may be appropriate at intersections of local streets or local streets with collectors.

Design Considerations

- Traffic circles require relatively low speeds (around <30 mph) and low traffic volumes (around <3,500 vehicles/day per approach); not typically appropriate at offset intersections.
- Mini roundabouts require low speeds or warning features for drivers approaching the intersection. They are appropriate for locations with lower traffic volumes than standard roundabouts. Unique mini roundabout designs such as dog-bone shaped roundabouts may be used at some offset intersections (Homedale Road/Harlan Drive).
- Designs must accommodate emergency vehicles, and in some locations designs should accommodate buses and trucks.

Additional Guidance

- FHWA Traffic Calming ePrimer

Contextual Changes

STREET FURNITURE AND LIGHTING

Cost: \$\$-\$\$\$\$



Street furniture includes pedestrian seating, information/wayfinding structures, and trash cans. Street furniture and lighting can be used to enhance the pedestrian experience and encourage pedestrian activity on a street. It changes the environment and alerts drivers to a more urban context.

Benefits

- Encourages walking and sense of comfort and security for pedestrians.
- Increases driver awareness of pedestrians and potential conflicts.
- Relatively inexpensive and easy installation.
- Creates the perception of an urban environment and increases driver behavior conscientiousness.

Constraints

- Requires space in potentially busy areas, such as sidewalks.

Typical Applications

- Typically provided at areas of high bicycle and pedestrian traffic such as bus stations, shopping centers, schools, and multi-use trails.
- Street furniture and pedestrian-scale lighting is usually provided on corridors with commercial activity and anticipated high-pedestrian use.

Design Considerations

- Street furniture should not be placed to block the entrance of a building or inhibit pedestrian flow.
- The type and size of street furniture should be based on the available space and anticipated demand.
- Street furniture should be accessible to all users.

Additional Guidance

- AASHTO Roadway Lighting Design Guide

Contextual Changes

HIGH VISIBILITY CROSSWALK

Cost: \$



High visibility crosswalks consist of reflective roadway markings and accompanying signage at intersections and priority pedestrian crossing locations.

Benefits

- Communicates potential for pedestrian crossings to motorists and increases driver awareness.
- Designates a preferred crossing location for pedestrians.
- Low cost.

Constraints

- Can be more effective with other types of traffic control (signals, stop signs).
- At uncontrolled locations (midblock), motorist compliance is not as high as with other treatments.

Typical Applications

- High visibility crosswalks are typically applied at intersections of arterials, collectors, and/or other facilities with moderate to high vehicle volumes and speeds.
- Can be applied at mid-block locations, especially in conjunction with other treatments.

Design Considerations

- Crosswalk striping can vary, and may include continental striping (top photo), ladder striping, zebra striping (middle photo), etc.
- Can be constructed with paint or thermoplastic material.
- Minimum width is 6 feet, but wider crossings are preferred in areas with high number of pedestrians.

Additional Guidance

- NCHRP Report 562 Improving Pedestrian Safety at Unsignalized Crossings
- ODOT Bicycle and Pedestrian Design Guide



Contextual Changes

CROSSING ISLAND (PEDESTRIAN REFUGE)

Cost: \$-\$\$



Portland, OR



Boardman, OR

A crossing island in the median provides a protected area in the middle of a crosswalk for pedestrians to stop while crossing the street. Also called pedestrian refuge islands or median refuges, they can be used at intersections or mid-block crossings.

Benefits

- Increases driver awareness of pedestrian activity.
- Can be used to narrow travel lanes.
- Reduces pedestrian exposure at marked and unmarked crosswalks.
- Requires shorter gaps in traffic to cross the street.
- Allows pedestrians to cross in two phases.

Constraints

- Streets with constrained right-of-way may not have sufficient width to allow for a crossing island.

Typical Applications

- Preferred treatment for crossings of multi-lane streets.
- Often used in areas with high levels of vulnerable pedestrian users, such as near schools or senior centers/housing.
- Often applied in areas with high traffic volumes or with a pedestrian crash history.

Design Considerations

- Must have at least 6 feet of clear width to accommodate people using wheelchairs.
- At crossing locations where bicyclists are anticipated, a width of 10 feet or greater is desirable to accommodate bicycles with trailers or groups of bicyclists.
- Can be applied in conjunction with other traffic control treatments.

Additional Guidance

- ODOT Bicycle and Pedestrian Design Guide
- NACTO Urban Streets Design Guide
- NCHRP Report 562 Improving Pedestrian Safety at Unsignalized Crossings

Warning Devices

RECTANGULAR RAPID FLASHING BEACON (RRFB)

Cost: \$\$-\$\$\$



Pendleton, OR



Irrigon, OR

These crossing treatments include signs that have a pedestrian-activated “strobe-light” flashing pattern to attract motorists’ attention and provide awareness of pedestrians and/or bicyclists that are intending to cross the roadway.

Benefits

- Provides a visible warning to motorists at eye level.
- Increases motorists yielding behavior at crossing locations over round yellow flashing beacons (80 to 100 percent compliance).
- Allows motorists to proceed after yielding to pedestrians and bicyclists.

Constraints

- Flashing beacons must be activated by pedestrians.
- Motorists may not understand the flashing lights of the RRFB, so compliance may be lower than with a traffic signal.

Typical Applications

- Midblock crossings with medium to high pedestrian or bicycle demand and/or medium to high traffic volumes.
- Locations where multi-use paths intersect with roadways.

Design Considerations

- The push button to activate the RRFB should be easily accessible by pedestrians, wheelchair users, and bicyclists (if applicable).
- Consider adding a push button in the median island for crossings of multi-lane facilities.

Additional Guidance

- Manual on Uniform Traffic Control Devices (MUTCD)
- NACTO Urban Street Design Guide
- NCHRP Report 562 Improving Pedestrian Safety at Unsignalized Crossings
- ODOT Bicycle and Pedestrian Design Guide

Warning Devices

RUMBLE STRIPS

Cost: <\$



Austin, TX



Libson, MD

Pavement surface treatments intended to cause drivers to experience vehicular vibrations signaling them to slow down. Rumble strips can be raised pavement markers across the roadway or grooves along the shoulder or centerline. Rumble strips are best used in conjunction with other traffic calming treatments.

Benefits

- Low cost.
- Speed reduction and increase in driver awareness.

Constraints

- Vibration noise created may be inappropriate in residential areas.
- Perceived more as a warning to slow down, than a physical measure that forces slower speeds.
- Impacts the comfort and control of bicyclists.
- Potential impacts on pavement deterioration based on pavement quality and placement.

Typical Applications

- Roadways with high speeds or where driver inattention is an issue.
- Rumble strips can be used on shoulders to alert drivers they are entering a part of the roadway not intended for use.
- Roadway rumble strips placed across the roadway are used to alert drivers of a changing roadway condition or the need for speed reduction.

Design Considerations

- All road users need to be considered and accommodated. Bicycles need particular attention, especially if they are expected to use the roadway or shoulders.
- There are a variety of types of rumble strips, so the site application should be considered to determine the most appropriate design.

Additional Guidance

- FHWA Technical Advisory: Shoulder and Edge Line Rumble Strips

Warning Devices

SPEED FEEDBACK SIGNS

Cost: \$



Digital signs mounted to posted speed signs that detect driver speed and provide real-time feedback to drivers.

Benefits

- Relatively low-cost and easy to install.
- Provides real-time feedback to drivers on speed and increases driver awareness.

Constraints

- Signs should be installed in conjunction with posted speed limit signs and at locations with speed issues or locations that serve as a gateway into slower speed corridors.

Typical Applications

- Sites where the 85th percentile speed or mean speed exceeds the posted speed limit by 5 mph or more.
- Roadways where average daily traffic exceeds 500 vehicles.
- Sites exhibiting a correctible speeding-related crash history within a recent time period.
- Sites with a pedestrian-related crash history.

Design Considerations

- Design specifications such as sign dimensions, text height, illumination, flashing wavelength, etc.
- Location-specific guidance for schools and parks, street conditions, and work zones.
- Research has shown effectiveness for speed feedback signs peaks approximately 1200 to 1400' upstream of the sign and lasts until approximately 300 to 500' past the sign. Speed feedback signs should be placed at the location of intended speed reduction (at locations with a documented speed issue or at gateways into locations with unique contexts).

Additional Guidance

- FHWA Effective Deployment of Radar Speed Signs report
- Spatial Effectiveness of Speed Feedback Signs

Curvature Features

RAISED PEDESTRIAN CROSSING

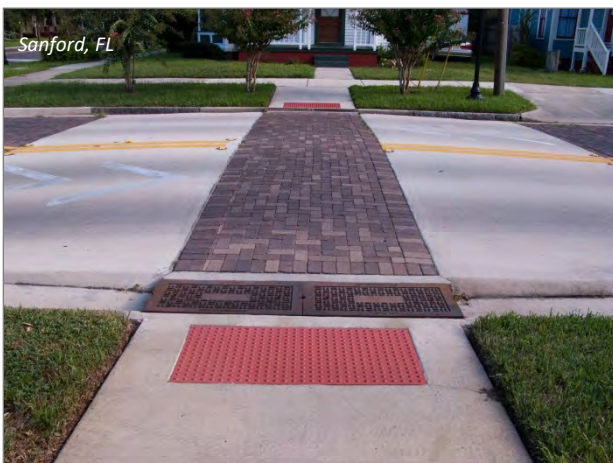
Cost: \$\$



Orlando, FL



Pendleton, OR



Sanford, FL

Raised pedestrian crossings bring the level of the roadway even with the sidewalk, providing a level pedestrian path and requiring vehicles to slow. Raised crossings can be used at midblock crosswalks or intersections.

Benefits

- Provides a better view for pedestrians and motorists.
- Slows down motorists.

Constraints

- Can be difficult to navigate for large trucks, snow plows, and low ground clearance vehicles.
- Relatively expensive.

Typical Applications

- Raised crosswalks are typically provided at midblock crossings on two-lane roads where pedestrian volumes ≥ 50 pedestrians per hour and speed control is needed.
- Raised crosswalks may be provided at intersections where low-volume streets intersect with high-volume streets or where a roadway changes character (such as from commercial to residential).
- Raised crosswalks should not be used on transit routes or where there are steep grades or curves.

Design Considerations

- Raised crosswalks should be even with the sidewalk in height and at least as wide as the crossing or intersection.
- Provide detectable warnings for pedestrians where they cross from the sidewalk in to the crossing area.
- Consider drainage needs and provide appropriate treatments.
- Use colored asphalt as opposed to brick or decorative surface materials to make the crossing smoother for those with mobility impairments.
- Design should accommodate emergency vehicle access.

Additional Guidance

- ITE/FHWA Report Traffic Calming: State of the Practice
- FHWA Designing Sidewalks and Trails for Access *Part II of II: Best Practices Design Guide*

Curvature Features

SPEED BUMPS, SPEED HUMPS, SPEED TABLES

Cost: \$\$



There are a number of raised treatments that can be used in the roadway to slow vehicular traffic, including speed bumps, humps and tables.

Speed humps utilize a larger vertical radius than speed bumps that results in wider widths and a gentler crossing by vehicles.

Speed tables are wide mountable obstructions installed on the pavement surface across travel lanes, and intended to cause vehicles to slow. Speed tables are wider flat-top speed humps, and are gentler on vehicles. They can be used on higher order roads than bumps or humps, because they allow a smoother ride and higher speeds.

Benefits

- Relatively inexpensive.
- Effectively slows vehicle speeds, with speed bumps and humps reducing speeds more than speed tables.
- Easily navigated by bicyclists.

Constraints

- May be considered noisy by nearby residents.
- Forces emergency vehicles to slow down.
- Inappropriate on streets with bus traffic due to rider comfort and reduced travel speeds.

Typical Applications

- Speed bumps or humps can be used on lower order roadways, while speed tables are appropriate on higher order roadways.
- Roadways where a reduction in speeds and traffic calming is desired.
- Speed bumps, humps, or tables work well with curb extensions.

Design Considerations

- Emergency vehicle access and drainage needs should be considered and accommodated.
- Treatments should be used midblock, not at intersections.
- Treatments are not appropriate on roadways with grades >8%.
- Advance signing and pavement markings on the treatment can be provided.
- Typically preferred for treatment not to cover a bike lane.

Additional Guidance

- ITE Traffic Calming Measures

Curvature Features

CHICANES

Cost: \$\$



Chicanes introduce curvature to straight roadways that force drivers to steer and naturally slow vehicle speeds. Curvature can be curves or lanes shifts, which occur in series. Chicanes can be achieved with curb extensions, on-street parking, raised/landscape medians, etc. Their placement is the important consideration.

Benefits

- Heightens driver awareness and forces drivers to steer/drive slower.
- Creates opportunities for street landscaping.

Constraints

- May require right-of-way depending on the existing horizontal curvature of the road.
- May not be as effective when traffic volumes are higher in one direction or when traffic volumes are low enough that opposing vehicles rarely interact.
- Not a preferred location for crosswalks as drivers should be focus on curvature.

Typical Applications

- Appropriate for local streets or low-volume collectors if enough horizontal curvature is present.
- Either applied midblock or for entire blocks if short.
- Installed on one- and two-way streets in an open or urban cross-section.
- Appropriate for streets with speed limits of 35mph or less and relatively low traffic volumes (i.e. 3,500 per day).

Design Considerations

- Should not require utility relocation.
- Avoid relocating drainage features.

Additional Guidance

- FHWA Traffic Calming ePrimer

Traffic Calming Toolbox⁷⁷

Corridor Breaks



INTERSECTION CONTROL CHANGES

Cost: \$\$-\$\$\$\$



Intersection control changes (including all-way stop-control, traffic signals, and roundabouts) can be used to create additional breaks in the corridor and force drivers to slow down on the approach to intersections.

Benefits

- Can be achieved with stop signs, traffic signals, roundabouts, mini roundabouts, and traffic circles.
- Creates breaks along corridors and forces drivers to slow down.
- Creates more crossing opportunities for pedestrians.
- Some treatments such as roundabouts create street beautification opportunities.

Constraints

- MUTCD warrants for all-way stop-control and traffic signals should be evaluated.
- The MUTCD all-way stop control warrant states that this intersection control should not be used for speed control but can be used for safety purposes.
- Each intersection control treatment has different warrants and purposes.
- Some control types require more right-of-way while others require long-term operation/maintenance.

Typical Applications

- See traffic circles in Gateway Treatments.
- Roundabouts and signals may be appropriate along arterials and collectors.
- Each intersection control has different application requirements and need individual evaluation.

Design Considerations

- Traffic volumes, posted speed, intersection locations, design vehicles, right-of-way and utility impacts. Each intersection control has different application requirements and need individual evaluation.

Additional Guidance

- NCHRP Roundabout Design Guide
- MUTCD
- FHWA Traffic Calming ePrimer

Corridor Breaks

TURN RESTRICTIONS

Cost: \$-\$\$



Turn restrictions are physical barriers at intersections that prevent specific movements and decrease vehicle speeds. In extreme cases, these can be road closures.

Benefits

- Can eliminate cut-through traffic.
- Can allow cross bike traffic.
- May slow vehicles along major street.
- Can improve vehicle safety by removing certain turning movements.
- Can improve bicycle and pedestrian safety on local streets with potential reduction in traffic volume.

Constraints

- May cause traffic diversion to other streets.
- Not expected to reduce speeds along local cross streets.
- Restricts emergency vehicle and bus passage.

Typical Applications

- Arterial or collector streets to prevent turn traffic from/to minor collectors or local streets
- Can be used on one- or two-way streets with an urban cross section.
- The maximum speed limit on the side street should be 25mph.

Design Considerations

- Emergency, transit, and access routes; not appropriate if such routes are blocked.
- Right turn curb radii.
- Barrier gaps for bicycles and pedestrians to pass through.
- Should extend 15 to 25 feet beyond intersection.

Additional Guidance

- MUTCD
- FHWA Traffic Calming ePrimer

Corridor Breaks

MINI ROUNDABOUTS

Cost: \$\$



Mini roundabouts are compact roundabouts that operate similar to a single lane roundabout with raised central islands in the center and splitter islands to direct traffic but have smaller intersection footprints and serve slightly lower traffic volumes in comparison with full-size roundabouts.

Benefits

- Helps slow vehicles along both streets.
- Reduces conflict points between vehicles at intersection.
- Typically cheaper to build than standard roundabouts, requiring less right-of-way.
- May have a fully traversable center island for heavy vehicles.
- Central island can be used as a landscaping or color/texture treatment opportunity.

Constraints

- Speed reduction largely dependent on geometric design.
- May discourage through truck traffic from use and encourage alternative routes.

Typical Applications

- Intersection of two local roads or a local road with a collector
- One- or two-way streets
- Urban and suburban settings and cross sections
- Lower traffic volumes than a single lane roundabout

Design Considerations

- Stormwater runoff draining away from center island
- Redesign/relocation of existing utilities, like manholes
- Potential need for additional street lighting

Additional Guidance

- FHWA Traffic Calming ePrimer
- FHWA Mini-Roundabouts Technical Summary



City of Boardman TRANSPORTATION SYSTEM PLAN

Chapter 7 Transportation Funding Plan

Given the uncertainty of today's fiscal environment for funding transportation projects, this plan includes a prudent and conservative list of transportation investments, emphasizes lower cost methods that strengthen multimodal mobility within the city, and increases reliance on partnerships to help implement projects.

The identified TSP projects are under City, Morrow County, Port of Morrow, and ODOT jurisdiction, and some may occur as part of private development activities. For this reason, each project may be funded through a different combination of Federal, State, City, County, or private sources.

This chapter presents the City's current funding sources and revenue, a summary of the overall cost for the recommended projects, and possible new funding mechanisms that could help implement projects during the life of the TSP. It is important to note that the possible new funding mechanisms presented in this chapter do not guarantee that every project that is contained in the TSP will be constructed over the next 20 years.



Current Funding, Project Costs, and Funding Gap

The City of Boardman currently receives transportation-related maintenance and capital funding from the state road tax (which is comprised of proceeds from excise taxes imposed by the state and federal government), the Columbia River Enterprise Zone (CREZ), and transfers from the City's General Fund.

Based on historical and forecast funding levels, the City reasonably expects to have about \$33 million through the year 2045 for funding transportation capital improvement projects identified in the TSP. While this amount is sufficient to fund the High-Priority Financially Constrained projects as summarized in Table 7-1 it is still far below the levels needed to implement the balance of other projects in the plan.

In comparing the City's projected capital funding to the estimated costs of the planned transportation solutions, the City will need to identify additional funding sources to implement future improvements to its transportation system. As such, the City will need to partner with other agencies, the private development community, and pursue alternative funding sources to address these 20-year transportation projects.

Table 7-1 Total Cost of Project Types

Facility/Project Type	Financially Constrained Projects	Unconstrained Projects
Intersections	\$3.2M	\$60.0M+
Roadways	\$24.9M	\$162.6M
Pedestrian Facilities	\$3.6M	\$25.7M
Bicycle Facilities	\$1.2M	\$12.1M
Total	\$32.9M	\$260.4+



Potential Future Funding Sources

Based on the current transportation funding sources, the City of Boardman needs to identify additional funding sources that can be dedicated to transportation-related capital improvement projects over the next 20 years. Reliance upon transportation improvements grants, partnerships with regional and state agencies, and other funding sources to help implement future transportation-related improvements is a reality. Table 7-2 summarizes the funding opportunities and identifies the intended use of the funds and any applicable project types, broken out into the following categories.

- Local Funding Mechanisms:** These mechanisms can currently be used to fund future projects or can be considered by elected officials for adoption as new funding sources. Inclusion of these sources in the TSP does not create a new funding source but identifies the various funding sources that local governments throughout Oregon have utilized. In general, local funding sources are more flexible than funding obtained from state or federal grant sources.
- State and Federal Grants:** The City can seek opportunities to leverage funding from grants at the state and federal levels for specific projects. Potential state funding sources are extremely limited, with some having significant competition. Any future improvements that rely on state funding may require City, County, and regional consensus that they are more important than transportation needs elsewhere in the region and the state. It will likely be necessary to combine multiple funding sources to pay for a single improvement project (e.g., combining state or City bicycle and pedestrian funds to pay for new bike lanes and sidewalks). At the federal level, many new grant opportunities have become available through the Infrastructure Investment and Jobs Act (IIJA). The City and partner agencies should continue to monitor available funding opportunities offered by this program through its end in fiscal year 2026.

Table 7-2 Potential Funding Sources for Boardman TSP Project Implementation

Funding Source	Description	Application
Local City-Wide Funding Sources		
Local Gas Tax	A local tax can be assessed on the purchase of gas within the urban area. This tax is added to the cost of gasoline at the pump, along with the state and federal gas taxes.	System-wide transportation facilities including streets, sidewalks, and bike lanes.
Street Utility Fees	A fee based on the number of automobile trips a particular land use generates; usually collected through a regular utility bill. Fees can also be tied to the annual registration of a vehicle to pay for improvements, expansion, and maintenance of the street system.	System-wide transportation facilities including streets, sidewalks, bike lanes, and shared use paths.
General Obligation Bond	Bonding allows municipal and county government to finance construction projects by borrowing money and paying it back over time, with interest. General obligation bonds are often used to pay for construction of large capital improvements and must be approved by a public vote because the cost of the improvement is added to property taxes over time.	Construction of major capital improvement projects within the urban area, street maintenance and incidental improvements.
Vehicle Registration Fee	An extra fee on all registered motor vehicles in the urban area. Requires county-wide approval and implementation.	Operations or capital programs.
State/Federal Sources for Specific Projects		
Statewide Transportation Improvement Program (STIP)	STIP is the State of Oregon's four-year transportation capital improvement program. ODOT's system for distributing these funds has varied over recent years. Generally, local agencies apply in advance for projects to be funded in each four-year cycle.	Projects on any facility that meet the benefit categories of the STIP.

Funding Source	Description	Application
Statewide Transportation Improvement Fund (STIF)	Introduced by the House Bill 2017 Transportation Funding Package to fund public transportation improvements across Oregon, STIF funds may be used for public transportation purposes that support the effective planning, deployment, operation, and administration of public transportation programs. This can include projects that are secondary but important to public transportation, such as walking and biking infrastructure near transit stops.	Pedestrian and bicycle improvements that provide connections to transit.
All Roads Transportation Safety (ARTS)	The federal Highway Safety Improvement Program is administered as ARTS in Oregon. ARTS provides funding to infrastructure and non-infrastructure projects that improve safety on all public roads. ARTS requires a data-driven approach and prioritizes projects in demonstrated problem areas.	Areas of safety concerns within the urban area, consistent with Oregon's Transportation Safety Action Plan.
Safe Routes to School (SRTS)	Administered by ODOT and focuses on infrastructure and non-infrastructure programs to improve access and safety for children to walk, roll, and/or bike to school.	Pedestrian and bicycle-related projects within the vicinity of local schools.
Community Paths Program	This is a State of Oregon program focused on helping communities create and maintain connections through shared-use paths.	Shared-use paths.
Oregon Parks and Recreation Local Government Grants	Oregon Parks and Recreation Department administers this program using Oregon Lottery revenues. These grants can fund acquisition, development, and major rehabilitation of public outdoor parks and recreation facilities. A match of at least 20 percent is required.	Trails and other recreational facility development or rehabilitation.
Rebuilding American Infrastructure with Sustainability and Equity (RAISE)	The RAISE Discretionary Grant program invests in projects that promise to achieve national objectives. RAISE can provide capital funding directly to any public entity, in contrast to traditional Federal programs which provide funding to very specific groups of applicants. The RAISE program provides supplemental funding for grants to the State and local entities on a competitive basis for projects that will have a significant local/regional impact.	Road, rail, transit, and port projects aimed toward national objectives with significant local or regional impact.
Infrastructure Investment and Jobs Act (IIJA)	The IIJA (aka "Bipartisan Infrastructure Law," BIL) signed into law in November 2021 includes a five-year (FY 2022-26) reauthorization of existing federal highway, transit, safety, and rail programs as well as new programs (resilience, carbon reduction, bridges, electric vehicle charging infrastructure, wildlife crossings, and reconnecting communities) and increased funding. Oregon will receive over \$4.5 billion through the life of the act.	Projects around the state that will benefit drivers, transit riders, cyclists, and pedestrians, and that help maintain roads and bridges, and address climate change.
Rural Surface Transportation Grant Program (Rural Surface)	This program will support projects to improve and expand the surface transportation infrastructure in rural areas to increase connectivity, improve safety and reliability for moving people and freight, and generate regional economic growth and improve quality of life.	Surface transportation infrastructure in rural areas.

**CITY OF BOARDMAN
ORDINANCE NO. 10-2025**

AN ORDINANCE ADOPTING THE CITY OF BOARDMAN TRANSPORTATION SYSTEM PLAN

WHEREAS, the City of Boardman has land use authority granted by Oregon Revised Statute (ORS) Chapter 227 City Planning and Zoning; and

WHEREAS, the City of Boardman has an acknowledged Comprehensive Plan, Transportation System Plan, and Development Code; and

WHEREAS, the City of Boardman applied for and was awarded a Transportation Growth Management program grant to update the City's Transportation System Plan that was adopted in 2001; and

WHEREAS, the City of Boardman, working with the Oregon Department of Transportation drafted a Scope of Work and assisted in choosing Kittelson & Associates, Inc. as the lead consultant; and

WHEREAS, the City Council appointed a Public Advisory Committee to support the development and review of the work done by Kittelson & Associates, Inc. consultant team; and

WHEREAS, three Public Advisory Committee meetings, a community open house, two joint Planning Commission/City Council workshops, and a joint City/County workshop were all held to inform the public about the Transportation System Plan and to assure that decision makers were aware of the project and the updated Transportation System Plan that was being drafted; and

WHEREAS, a Notice of Proposed Amendment was submitted electronically to the Oregon Department of Land Conservation and Development on September 10, 2025; and

WHEREAS, notice for the public hearing before the Planning Commission was published on September 24, 2025, and the notice for the public hearing before the City Council was published on October 29, 2025, both in the East Oregonian; and

WHEREAS, the Planning Commission held a public hearing on October 16, 2025, and heard testimony from Jonathan Tallman and Jennifer Bragar; and

WHEREAS, the Planning Commission, based on the staff report and testimony, recommended that the City Council adopt the updated Transportation System Plan, as amended; and

WHEREAS, the Boardman City Council held a public hearing on November 18, 2025, and received the recommendation of the Boardman Planning Commission and heard testimony from the public; and

WHEREAS, the Boardman City Council did accept the recommendation of the Planning Commission to adopt the proposed Transportation System Plan and moved to do so.

NOW THEREFORE, THE PEOPLE OF BOARDMAN DO ORDAIN AS FOLLOWS:

Section 1 Affected Document. The City Council of the City of Boardman adopts the Transportation System Plan to include both Volume I and the appendices that are contained in Volume II. The City Council also adopts as part of the record the Planning Commission Findings and attachments to be retained in the Planning Office.

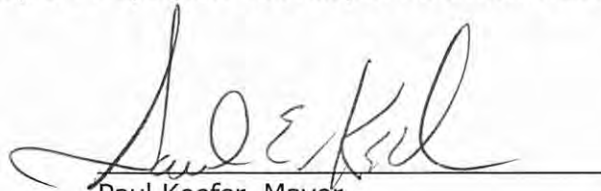
Section 2 Readings. The first reading of this Ordinance shall be on November 18, 2025, and with a full council no additional reading is necessary.

Section 3 Emergency Clause. To facilitate the start of the refinement needed to the Main Street Interchange Area Management Plan, identified within the updated Transportation System Plan as project R-25, an emergency is declared.

Section 4 Effective Date. This ordinance and the attached Transportation System Plan shall take effect immediately upon its passage.

Section 5 Attached Document. Attached to this Ordinance is the proposed Transportation System Plan Volume I and its appendices as Volume II.

Passed by the Council and approved by the Mayor, this 18th day of November 2025.


Paul Keefer, Mayor

ATTEST:


Amanda Mickles, City Clerk

**FINDINGS OF FACT
PLANNING COMMISSION
AMENDMENT**

REQUEST: To adopt a Transportation System Plan (TSP) replacing the 2001 TSP.

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

- I. GENERAL INFORMATION:** The current Boardman Transportation System Plan, originally adopted in 1998 and updated in 2001, lacks consistency with the Transportation Planning Rule and other guidance and regulatory requirements. The City of Boardman applied for and received a Transportation Growth Management grant which is funding this project with the City providing match in both cash and in-kind participation. To kick this project off the City Council appointed a Public Advisory Committee (PAC) that consisted of transportation experts and local citizens to provide input and guidance to the TSP. Over the course of the past year three PAC meetings have been held, an Open House was held in January 2025, and two joint workshops were held with the City Council and Planning Commission. Formal outreach concluded in August with a joint City of Boardman and Morrow County workshop that included both jurisdictions elected officials and Planning Commissions. Formal notice to the Department of Land Conservation and Development (DLCD) occurred on September 10.

The City of Boardman is working on a large Strategic Planning project that started with the development and adoption of five strategic goals as part of a strategic plan. That planning process acknowledged that several planning documents were identified for update or development including this TSP, a Parks Master Plan (PMP), an Economic Opportunities Analysis, a Housing Capacity Analysis, and an update to the Comprehensive Plan and Development Code. A refinement to the Main Street Interchange Area Management Plan has been added to this list of planning projects.

Both the TSP and the PMP discuss pedestrian and bicyclist needs suggesting projects over their respective planning horizons. While coordination was accomplished the intent of the planning projects are different and not all projects are identified in both Plans. City staff are also aware that some residents may not fully understand the variety of projects that are underway and how they may and more importantly may not interact with each other. As an example, a TSP does not have a role in a potential Urban Growth Boundary expansion, however a UGB expansion would likely require a Traffic Impact Analysis. Likewise, the adoption of the PMP, except for the intersection of pedestrian and bicyclist projects, has little to do with the adoption of the TSP.

- 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. Co-adoption is also required by Morrow County with public hearings before both the Planning Commission and Board of Commissioners.

- 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 12 Transportation.

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 legislative amendment will be heard by both the Planning Commission and the City Council, there will be at least two opportunities for public comment to the proposed change. 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.)

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 including the Transportation system Plan. The proposed amendment is consistent with and will support the comprehensive plan relative to development of transportation infrastructure. (Goal 2, Policy 3: The City has adopted the City of Broadman 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 12 requires the city to provide and encourage a safe, convenient and economic transportation system. Current TSP Goals within the Comprehensive Plan identify that the TSP is an element of the Comprehensive Plan, that the City will protect the function of existing and planned roadways as identified within the TSP, and that land use impacts be considered in land use decisions. Adoption of the TSP and the proposed modifications to the Comprehensive Plan and Development Code that will be forthcoming work to achieve these requirements.

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 update of the Transportation System Plan and that the adoption of these changes further supports that action. The desired result is a Transportation System Plan that provides for ...

As stated above Goal 12 requires the city to provide and encourage a safe, convenient and economic transportation system. Current TSP Goals within the Comprehensive Plan identify that the TSP is an element of the Comprehensive Plan, that the City will protect the function of existing and planned roadways as identified within the TSP, and that land use impacts be considered in land use decisions. Adoption of the TSP and the proposed modifications to the Comprehensive Plan and Development Code that will be forthcoming work to achieve these requirements.

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 Transportation System Plan does not specify properties but works to achieve a framework that transportation improvements can occur and that when development is proposed a clear and objective process is outlined that can access those projects and proposals. The current TSP is over 20 years old and does not adequately assume the growth that Boardman has seen, particularly over the past five to eight years. The proposed projects, including further refinement of the Main Street Interchange Area Management Plan, will provide guidance for infrastructure development to both the city and developers.


For these reasons, the criterion is met.

- | | | |
|-------------|--|---|
| IV. | LEGAL NOTICE PUBLISHED: | September 24, 2025
East Oregonian |
| V. | DLCD 35-DAY NOTICE: | September 10, 2025 |
| VI. | AGENCIES NOTIFIED: Dawn Hert, Department of Land Conservation and Development; Teresa Penninger and Rich Lani, Oregon Department of Transportation; | |
| VII. | HEARING DATES: | Planning Commission
October 16, 2025
Council Chambers
Boardman City Hall
200 City Center Circle
Boardman, Oregon 97818 |

City Council
 November 18, 2025
 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 Zone Change is compliant with the Statewide Planning Goals and the City's Comprehensive Plan Goal 1 and that the Planning Commission public hearing held to consider this request allowed for citizen involvement. 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 TSP adoption is compliant with the Statewide Planning Goals and the City's Comprehensive Plan Goal 2 and Goal 12.
- The Planning Commission finds that public facilities and development projects, when developed consistently with the proposed TSP, will be consistent with the Comprehensive Plan and Transportation Planning Rule.


 Zack Barresse, Chair
 Planning Commission


 Date

ATTACHMENTS:

- DRAFT TSP Volume I
- DRAFT TSP Volume II

From: [Tamra Mabbott](#)
To: [Michaela Ramirez](#)
Cc: [Clint Shoemake](#)
Subject: Re: Comments for the record at the January Planning Commission
Date: Sunday, January 18, 2026 9:06:46 AM
Attachments: [image001.png](#)

Thanks for doing this. Please go ahead and prep the packet, if you haven't done that already.

Please save this email from Tallman as well.

You, Clint and I can review on Tuesday.

From: Michaela Ramirez <mramirez@morrowcountyor.gov>
Sent: Friday, January 16, 2026 8:21 AM
To: Tamra Mabbott <tmabbott@morrowcountyor.gov>
Subject: FW: Comments for the record at the January Planning Commission

Morrow County Planning Dept.
 Michaela Ramirez, Administrative Asst.
 PO Box 40
 Irrigon, OR 97844
 541-922-4624



NEW EMAIL ADDRESS*** mramirez@morrowcountyor.gov

From: Jonathan Tallman <jonathan@tallman.cx>
Sent: Friday, January 16, 2026 5:39 AM
To: Michaela Ramirez <mramirez@morrowcountyor.gov>
Subject: Re: Comments for the record at the January Planning Commission

[EXTERNAL EMAIL] - STOP and VERIFY - This message came from outside of Morrow County Gov

Michaela,
 Thank you for compiling the materials. Please include my submissions in both proceedings: ATSP-162-26 and AC-163-26. I've reviewed the attached compilation and confirm it captures my submissions to date. Thank you for including me when the packet is distributed.
 Best,
 Jonathan Tallman
 1st John 2:17 LLC

On Thu, Jan 15, 2026 at 1:13 PM Michaela Ramirez
<mramirez@morrowcountyor.gov> wrote:

Hello Jonathan - I have assembled all of the emails you have submitted to date. Can you please review the attached and confirm I have captured everything? Also, please specify if you want the documents attached to Co-adopt of Boardman TSP (ATSP-162- 26) or the Goal 8 Amendment w/ Heritage Trail (AC-163-26), or both. We want to be sure we have included the correct materials for the appropriate hearing.

We plan to finalize the meeting materials and the Planning Commission packet Friday morning. Kindly reply today or early Friday morning. You will be included in the email when I send the packet out to the public.

Morrow County Planning Dept.
Michaela Ramirez, Administrative Asst.
PO Box 40
Irrigon, OR 97844
541-922-4624



NEW EMAIL ADDRESS***




mramirez@morrowcountyor.gov






Re: Transportation System Plan update currently listed in DLCD's database as DLCD File #002-25.

 Summarize



Jonathan Tallman <1stjohn217llc@gmail.com>

To  Tamra Mabbott;  Jeff Wenholz;  David Sykes;  August Peterson;  Matthew Jensen;  Justin Nelson

Cc  Michaela Ramirez;  HERT Dawn * DLCD;  Clint Shoemaker;  brandi.elmer@dlcd.oregon.gov;  George Shimer;



 Reply

 Reply All

 Forward



Wed 1/14/2026 5:27 AM

Dear Chair Sykes, Commissioners, Mr. Jensen, Ms. Mabbott, and County Counsel,

I write on behalf of 1st John 2:17 LLC, the owner of property identified within or affected by the Columbia River Heritage Trail corridor and related transportation and parks facilities currently being advanced by Morrow County, the City of Boardman, and the Boardman Park & Recreation District.

As the County is aware, the Heritage Trail has now been programmed as a capital project within the County's Capital Improvement Plan, with an estimated allocation of approximately \$2,000,000. That capital programming reflects an intent to advance implementation and, as a practical matter, renders corridor feasibility, alignment, and parcel-level impacts no longer speculative.

Recent City Actions Affecting the County Record

On January 13, 2026, the City Council of Boardman adopted the City's Parks Master Plan, following proceedings before the City Planning Commission and City Council. Public notices further indicate that additional City Planning Commission materials and proceedings are scheduled for January 15, 2026, following that adoption.

These recent City actions materially affect the sequencing, content, and intergovernmental context of the record now before the County Planning Commission in this post-acknowledgment planning action (PAPA).

At the same time, corridor alignment, right-of-way needs, and parcel-level impacts affecting the 1st John 2:17 LLC property have not been resolved through any coordinated acquisition, mitigation, or negotiated process. Advancing County land-use approvals or capital implementation steps in the absence of such coordination increases procedural risk and reliance concerns—particularly where capital funding and infrastructure assumptions precede good-faith engagement with affected landowners, as contemplated under ORS Chapter 35.

By way of background and for context only, the City of Boardman previously issued a non-binding Letter of Intent expressing an intent to acquire portions of the affected property for public purposes. While not determinative, that correspondence reflects prior

acknowledgment by public agencies that implementation of the corridor necessarily implicates private property interests requiring coordination.

Neither 1st John 2:17 LLC nor its tenant, The Farmer’s Cup, seeks to delay or disrupt the Heritage Trail, County funding timelines, or grant cycles. To the contrary, we seek a cooperative and lawful path forward that resolves property and process issues before they are embedded into adopted County findings, transmitted to the Oregon Department of Land Conservation and Development (DLCDD), or relied upon for capital implementation.

Why Coordination Is Appropriate at This Stage

This request is made now because the County remains at a point in its process where meaningful coordination is still possible.

Recent City and Park & Recreation District actions—when considered together with County capital programming—have elevated the corridor from conceptual planning into active reliance across multiple agencies. Once corridor assumptions are incorporated into adopted County findings, relied upon for funding, or advanced toward construction, the administrative record becomes fixed and later coordination becomes substantially more difficult.

Addressing corridor location, reliance, and parcel-level impacts at this stage:

- supports intergovernmental coordination obligations;
- improves record clarity and defensibility;
- preserves meaningful participation by affected landowners; and
- reduces the likelihood that unresolved issues later migrate into administrative appeals or remand.

As This timing is intended to support the County’s objectives—not delay them—by resolving coordination issues while flexibility remains.

Clarification Regarding Reliance and Technical Analysis

The County’s October 9, 2025 correspondence regarding the City of Boardman Parks Master Plan and the Columbia River Heritage Trail characterized both planning efforts as conceptual in nature, jurisdiction-specific, and not requiring co-adoption. That characterization is consistent with the City’s own descriptions of its planning materials as subject to future refinement.

Subsequent Planning Commission discussions and materials, however, appear to rely substantially on City-supplied mapping, alignments, and assumptions, notwithstanding the existence of County-retained consultants and technical review processes intended to evaluate corridor feasibility, alignment, and parcel-level impacts independently.

This correspondence does not assert a conclusion as to which materials should control. Rather, it respectfully requests clarification in the County record regarding:

1. which technical analyses and consultant materials are being relied upon;
2. the extent to which City-adopted conceptual plans are being treated as determinative for County action; and
3. how the County's own consultant work has been incorporated into corridor decisions affecting private property.

Clarifying this reliance at the PAPA stage will improve record transparency, reduce procedural risk, and ensure that adopted findings accurately reflect the basis for County action.

Request for Coordinated Process and Memorandum of Understanding

To facilitate a lawful and cooperative outcome, 1st John 2:17 LLC respectfully requests:

1. Initiation of a limited Memorandum of Understanding (MoU) between Morrow County and 1st John 2:17 LLC to address Heritage Trail corridor location, potential easements or acquisitions, construction timing, and coordination consistent with Oregon law. This request is procedural and cooperative in nature and does not predetermine valuation or waive any rights.
2. Delegation of appropriate coordination authority to the County Administrator, together with County Counsel, to engage in corridor-related discussions necessary to support lawful implementation.
3. Technical coordination through Planning staff, including clarification of how City-supplied mapping, adopted plans, Planning Commission testimony, and intergovernmental materials have been relied upon in identifying corridor alignments affecting our property.

For coordination relating specifically to The Farmer's Cup, the County may contact Ty K. Wyman of Dunn Carney LLP, counsel for that entity. This correspondence concerns 1st John 2:17 LLC as landowner and does not expand any existing scope of representation.

Notice of Supplemental Record Submissions

Because the City's Parks Master Plan adoption occurred on January 13, 2026, and because additional City Planning Commission materials are scheduled for January 15, 2026, the County Planning Commission packet for the January 27, 2026 hearing has not yet been finalized.

These supplemental submissions are intended to ensure that materials generated through the City of Boardman Planning Commission and City Council processes are properly considered as part of the County's PAPA record, including any reliance on City-adopted plans, maps, testimony, or capital assumptions.

Accordingly, 1st John 2:17 LLC intends to submit additional documents, correspondence, and exhibits into the County record once the operative County packet is updated and posted, so that any submissions are responsive to the materials actually relied upon by the Commission.

Nothing herein waives the right to supplement the record consistent with applicable procedures.

Request for Record Clarity and Meaningful Participation

To preserve transparency and procedural fairness, and consistent with Oregon land-use participation principles, 1st John 2:17 LLC respectfully requests that:

- the operative version of all staff reports, maps, amendments, findings, and exhibits relied upon by the Planning Commission be clearly identified;
 - such materials be made available sufficiently in advance of the January 27, 2026 hearing to allow meaningful review; and
 - the record remain open for a reasonable period following the hearing to allow written response to any new or revised information.
-

This correspondence is not intended to obstruct public projects. It is intended to ensure that County capital investments and land-use decisions proceed with clear authority, lawful process, and transparency, while reducing administrative, legal, and financial risk for all parties.

Please include this correspondence in the official Planning Commission record for Local File AC-163-26.

Nothing in this correspondence should be construed as consent to corridor location, reliance, or implementation affecting the 1st John 2:17 LLC property, nor as a waiver of any rights or remedies available under Oregon law. This request is made in advance of any County PAPA adoption or transmission to DLCD so that corridor reliance and parcel-level impacts can be addressed before the County record is fixed.

This correspondence also serves as notice that materials from the City of Boardman's January 13, 2026 proceedings and subsequent Planning Commission actions will be referenced and incorporated by citation into the County record.

For transparency and record continuity, this correspondence is copied to the City of Boardman, the Boardman Park & Recreation District, and DLCD.

Respectfully,

Jonathan Tallman

Managing Member

1st John 2:17 LLC

This message is copied to the City, County, Boardman Park and rec (George Shimer) and DLCD solely for transparency and record continuity.

I also note for the record that the Park & Recreation District meeting and the County Planning Commission hearing on the Heritage Trail are scheduled for the same evening, January 27, 2026. Because both proceedings address the same corridor affecting the same properties, this concurrent scheduling further underscores the need for clear intergovernmental coordination and record clarity before reliance becomes fixed through implementation or funding decisions. All rights reserved.

Re: Transportation System Plan update currently listed in DLCD's database as DLCD File #002-25.



Jonathan Tallman <1stjohn217llc@gmail.com>

To: Tamra Mabbott

Cc: Michaela Ramirez; HERT Dawn * DLCD; Clint Shoemaker; brandi.elmer@dlcd.oregon.gov



Tue 1/6/2026 11:46 PM

If there are problems with how this message is displayed, click here to view it in a web browser.

Click here to download pictures. To help protect your privacy, Outlook prevented automatic download of some pictures in this message.



Dear Chair and Members of the Morrow County Planning Commission,

My name is Jonathan Tallman. I write on behalf of 1st John 2:17 LLC, the landowner of record for property identified in planning materials associated with the proposed Columbia River Heritage Trail alignment and related transportation planning currently before the County.

I respectfully request that this correspondence be entered into the official Planning Commission record for the January 2026 hearings on the Heritage Trail proposal, as well as any subsequent Board of Commissioners proceedings and any materials transmitted to the Oregon Department of Land Conservation and Development (DLCD) associated with Local File AC-163-26 / DLCD File No. 005-25.

Purpose and Intent

I want to be clear about my intent. I am not requesting delay for delay's sake, nor am I seeking to impede planning. I am requesting that the County address a known procedural issue now, while the County and affected landowners remain in a position to resolve it cooperatively—rather than allowing unresolved private-property reliance to be deferred into DLCD review, appeals, or future litigation.

I am not asking the County to abandon the Heritage Trail or broader planning efforts. I am asking only that the County not be placed in the position of retroactively curing defects in a City decision that relied upon County action that had not yet occurred at the time of City adoption.

At prior meetings, including the October 28, 2025 Planning Commission hearing, I raised concerns that planning documents continue to identify and rely upon private property for public facilities without any executed right-of-way, easement, dedication, or acquisition. I raise this again because I have experienced firsthand the long-term consequences of unresolved planning assumptions, and I am seeking to avoid repetition of those issues at the County level.

ORS Chapter 35 — Procedural Clarification

What remains unresolved—and what this letter is intended to clarify for the record—is that the proposed Heritage Trail and related transportation planning continue to identify and rely upon private property for public use without initiation of a lawful acquisition or negotiation process under ORS Chapter 35.

This is not a valuation dispute. It is a process question. The issue is not what the property may be worth, but whether the County has identified negotiating authority and initiated a good-faith process before continued reliance on private property is embedded into adopted plans.

Proceeding with adoption while deferring this clarification does not eliminate risk; it shifts it forward. Early coordination avoids condemnation blight, title uncertainty, and downstream procedural complications, and it benefits both the County and affected landowners.

County Reliance and State Submissions

The County has transmitted materials to DLCD as part of its Post-Acknowledgement Plan Amendment (PAPA) filing for Local File AC-163-26 / DLCD File No. 005-25, including the proposed update to Chapter 9 of the Comprehensive Plan and adoption of the 2026 Morrow County Columbia River Heritage Trail Plan.

I understand from DLCD staff correspondence that the City of Boardman has represented to the State that County co-adoption of the Heritage Trail is anticipated in mid-February 2026. While I recognize that a Transportation System Plan does not generally require county co-adoption as a matter of law, that representation underscores the practical interdependence between the City’s adopted TSP and the County’s pending Heritage Trail action.

Because these materials have already been represented to the State, it is important that the County’s local record accurately reflect the status of property reliance, coordination, and acquisition at the time of adoption. Any characterization of the alignment or access as “conceptual” should be clearly reconciled with how the proposal is described locally and how it has been submitted to DLCD.

Record Clarification Requests

(Yes / No responses requested where applicable)

To ensure clarity and accuracy in the record—and to support good-faith coordination—I respectfully request written responses to the following:

1. Has the County identified a negotiating authority (by title or position) for any acquisition, easement, or right-of-way associated with the proposed Heritage Trail alignment on private property?
2. Has the County initiated a good-faith negotiation process under ORS Chapter 35 with any affected landowner for any portion of the proposed alignment located on private land?
3. Does the County contend that the Heritage Trail alignment affecting private property is “conceptual only” at this time?
 - If yes, please identify where that limitation is expressly stated in the materials submitted for adoption and what provisions prevent reliance or implementation.
4. Is the County relying on mapping, findings, or assumptions from the City of Boardman’s Transportation System Plan or related City planning documents in support of the Heritage Trail proposal?
 - If yes, please identify the specific materials relied upon.
5. Has the County completed and transmitted the full PAPA submission package to DLCD for File No. 005-25?
 - If yes, please provide a complete list of documents, exhibits, appendices, and maps included, or a link to the full submission set.
6. Did Morrow County perform any independent analysis or prepare any independent findings regarding the Heritage Trail or related transportation elements prior to transmitting the PAPA materials to DLCD?
7. Is the Economic Opportunities Analysis currently posted in the PAPA portal for File No. 005-25 a final, adopted document of Morrow County?
 - If yes, please identify the adoption date and action.

These questions are asked solely to ensure the County record is clear, complete, and aligned with the materials already provided to the State.

Record Supplement and Sequencing

For clarity, I intend to submit a separate supplemental communication containing photographs, maps, meeting materials, and planning documents in my possession that bear on whether the Heritage Trail alignment and related reliance on my property have been treated as conceptual or as fixed assumptions in practice.

Because the volume of this material is substantial, I intend to submit it after reviewing the County’s complete PAPA submission so that any supplementation is accurate, targeted, and responsive to the County’s representations. This sequencing is intended to support an orderly record and should not be construed as agreement with any characterization of the alignment as conceptual.

Path Forward

1st John 2:17 LLC remains prepared to engage in good-faith coordination under ORS Chapter 35, including identification of negotiating authority and discussion of lawful process. If helpful, I am willing to consider a limited memorandum of understanding (MOU)

focused solely on coordination, timing, and procedural clarity—without predetermining valuation, conceding property rights, or waiving remedies.

This correspondence is submitted to preserve the record, clarify process, and invite resolution at a stage where it remains efficient and constructive for all parties.

Non-Waiver

Nothing in this correspondence waives or concedes any rights, objections, claims, or remedies. No consent to acquisition, dedication, easement, or valuation is given or implied.

Thank you for your time, your service, and your consideration.

Respectfully,

Jonathan Tallman

1st John 2:17 LLC

November 18, 2025

City of Boardman
200 City Center Circle
Boardman, OR 97818

1st John 2:17
706 SW Mt Hood Ave
Boardman, OR 97818

Re: Letter of Intent to Purchase Three Parcels and Associated Personal Property

1st John 2:17:

The City of Boardman ("City") hereby expresses its intent to negotiate the purchase of three tracts of property from 1st John 2:17 ("Seller"), together with all associated personal property, including all tangible items, fixtures, equipment, and other assets located on or used in connection with the property at closing (collectively, the "Property"), for a total purchase price of Two Million Five Hundred Thousand Dollars (\$2,500,000), as requested by Mrs. Tallman in attached letter. The final terms will be set forth in separate Purchase and Sale Agreement.

The tracts are as follows:

Tract I: Parcel 2, of PARTITION PLAT 2018-1, in the County of Morrow and State of Oregon. **Tract II:** Beginning at the Northeast corner of the Southwest Quarter of the Southeast Quarter of Section 10, Township 4 North, Range 25 East of the Willamette Meridian, Morrow County, Oregon; thence West along the North boundary of said Southwest Quarter of the Southeast Quarter 470.3 feet to the true point of beginning; thence South 1°43' East 544.5 feet; thence South 89°31' West 1 feet to the West line of Southwest Quarter of the Southeast Quarter; thence North 1°43' West 544.5 feet to the Northwest corner of Southwest Quarter of the Southeast Quarter, thence North 89°31' East 800 feet along the North line of Southwest Quarter of Southeast Quarter of the Point of Beginning. EXCEPTING THEREFROM the West 50 feet. **Tract III:** A tract of land located in Section 10, Township 4 North, Range 25 East of the Willamette Meridian, in the County of Morrow and State of Oregon, described as follows: All of the Southeast Quarter of the Southeast Quarter of said Section 10 lying North and West of Laurel Lane; and the North 463.10 feet of the East 470.30 feet of the Southwest Quarter of the Southeast Quarter. EXCEPTING THEREFROM that portion conveyed to Morrow County by Roadway Dedication Deed recorded April 20, 1984 as M-23150 Morrow County Microfilm Records.

This proposed purchase is expressly contingent upon: (1) the City obtaining grant funding; and (2) Seller providing a title to the real property to the City, free and clear of all monetary liens and encumbrances.

This Letter of Intent is a non-binding expression of interest and does not create any enforceable obligation on either party. Any binding obligations shall arise only upon full execution of an Agreement approved by the appropriate governing bodies of the City of Boardman.

Sincerely,



Brandon Hammond

City Manager

City of Boardman

hammondb@cityofboardman.com

David M. Blanc
dmlanc@blancfirm.com
Licensed in OR & WA

David R. Blanc
drblanc@blancfirm.com
Licensed in OR & CA



39 SE Court
Pendleton, OR 97150
Phone: (541) 215-1111
Fax: (541) 215-1112
www.blancfirm.com

April 5, 2021

Mr. and Mrs. Terry Tallman
706 SE Mt. Hood Ave.
Boardman, OR 97818

RE: City of Boardman
Loop Road Right-of-Way

Dear Mr. and Mrs. Terry Tallman:

I represent the City of Boardman, who has asked that I write to you about obtaining the necessary right-of-way to construct a loop road on the west and east sides of Laurel Lane.

First, enclosed you will find a letter to Karen Pettigrew from Matt Scrivner, Morrow County Public Works Director, dated March 25, 2021. Please be advised Morrow County has provided notice that it will be closing and removing the unpermitted access within 30 days of March 25, 2021 if an approved approach permit and safety concerns have not been met. To comply and prevent closure, the City is required to finalize its plans to construct the loop road as shown on the map provided by the City to you with the letter dated March 1, 2021.

Second, the City has asked that I respond to your letter to Karen Pettigrew, dated March 17, 2021. In your letter you asked if the City had any objections to using the west 10 acres for residential housing. The property is zoned Service Center. The property must be used as allowed for that zone pursuant to the Boardman Development Code, unless a zone change is requested. The City cannot advise you on whether you should retain a lawyer or have your son, Jonathan, handle negotiations. If you choose to retain a lawyer, this letter should be delivered to that individual.

Third, with the deadline of the County to close the unpermitted access, action needs to be taken as soon as possible to resolve this issue. As an offer of compromise, the City is offering to pay the sum of \$30,000 for the necessary right-of-way. I need to hear from you on or before April 16, 2021. In the event this offer is not accepted by April 16, 2021, the City will have no choice but to proceed to the next step.

Morrow County planning will be busy in 2026

Heppner Gazette-Times, Heppner, Oregon Wednesday, December 31

-Continued from PAGE ONE

growth. One major project, the Umatilla-Morrow transmission line proposed by Umatilla Electric Cooperative, is under EFSC review and would connect substations in both counties.

"We've spent time with the applicant, UEC, because part of the line goes through the Army Depot with a complicated overlay zone," Mabbott said. "I think we have a path forward. Once we reach a resolution, we'll either come back in the short term or wait until we receive a revised application from EFSC."

Several wind and solar developers have also filed amendments to existing state site certificates, with more applications expected in the coming months.

New Solar Siting Standards

Morrow County commissioners gave final approval to an ordinance implementing new Eastern Oregon solar siting standards, completing a process that planning staff said was necessary to avoid confusion once state rules take effect.

"This is the second reading of an ordinance that you unanimously approved two weeks ago," Mabbott told commissioners.

The amendments implement solar siting rules adopted by the Land Conservation and Development Commission and become effective January 1, 2026.

Mabbott said the county's amendment was crafted to preserve flexibility at the local level.

"Our amendment was specifically made so that our code allows both the

existing Section 38 and OAR 660, as well as the new Section 44," she said. "So there's two permit path options at the local level."

She said staff were concerned that simply allowing the state rules to take effect without a local ordinance could create uncertainty.

"Dan (Kearns) and I were concerned if we didn't make this action, and we just allowed those rules to become effective Jan. 1, there might be some confusion or challenge to the fact that we explicitly wanted both options to be available," Mabbott said.

With no questions from the board, commissioners moved to adopt the ordinance on second reading. The motion was approved unanimously.

Water, Septic and Nitrates

Water planning remains a priority in Morrow County, particularly in the Lower Umatilla Basin Groundwater Management Area.

"With the Lower Umatilla Basin Groundwater Management Area and water quality issues, there's been concern about septic systems and nitrate contamination," said Mabbott.

Morrow County GIS Analyst Stephen Wrecsics completed a detailed GIS analysis estimating existing and potential rural dwellings, finding that current zoning could allow the number of rural residences to more than double.

"Through parcel data we know which parcels have dwellings. We assumed every dwelling outside city limits has a septic system," Mabbott said.

The analysis was

prompted by a request from the Oregon Department of Environmental Quality and may help estimate current and future septic system use. The data is intended for internal planning purposes.

"DEQ asked if we had an inventory or map of septic systems. We do not, and neither do they, even though they regulate and permit them," said Mabbott.

Wrecsics said they looked at the Lower Umatilla Basin as a whole in North Morrow County and pulled parcels that support dwellings, with focus on rural residential, farm residential, and Exclusive Farm Use.

While he said the data is not "100 percent" and there are still parcels to be verified, there's potential for big growth in the LUB-GWMA.

"The data shows approximately 950 existing dwellings, with potential for 1,697 additional dwellings, for a total build-out of 2,647," he said. "That's a 185 percent increase over current dwellings."

"We already have nitrate issues with exempt wells. We can't regulate wells or septic systems, and I'm not suggesting we should—but planners are trained to look at 20-year horizons," added Mabbott. "If all parcels build out, we more than double exempt wells in the basin. That has implications."

The department continues to support several water initiatives, including development of a county drinking water program, participation in the Clean Water Consortium, and implementation of the

Morrow-Umatilla County Drinking Water Roadmap funded by an EPA grant.

The West Glen area has been identified as a high priority for clean drinking water solutions due to elevated nitrate levels in wells.

Other Planning Updates

In other business, Morrow County commissioners also unanimously approved the second reading of an ordinance updating the county's zoning code to align with newly adopted state farm and forest land rules, along with several technical amendments.

The ordinance amends the Morrow County Zoning Ordinance to implement new Oregon administrative rules for the farm and forest lands, Mabbott explained. It also includes "a minor amendment to our flood hazard zone and some other housekeeping measures."

Mabbott reported that transportation planning efforts are also underway. Work continues on the Tower Road Interchange Area Management Plan, with final designs expected in early 2026.

The county is also preparing for a full update of its Transportation System Plan, with work expected to begin next year. Mabbott said that the planning department also included a portion of Lexington's request in their scope, focusing on access and design along Lexington's main street.

Planning staff are also finalizing updates to the Columbia River Heritage Trail Concept Plan. A draft will be presented to the Planning Commission in January,

with adoption by the Board of Commissioners expected in February. Once adopted, staff from the Planning and Parks departments will begin implementing trail recommendations.

Other updates included ongoing code compliance efforts, recruitment for a principal or senior planner position, staff training and conference participation, and coordination with state agencies on new land use and water legislation passed in 2025.

The BOC also approved two planning commission reappointments, Carl Smith from Boardman and Elizabeth Peterson for Ione.

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Jan 6 - Chili Burgers, Pickle Spears and Dessert

Jan 13 - Breakfast Casserole, Fruit cup and Coffee C

Jan 20 - Baked Pasta, Bread and Dessert

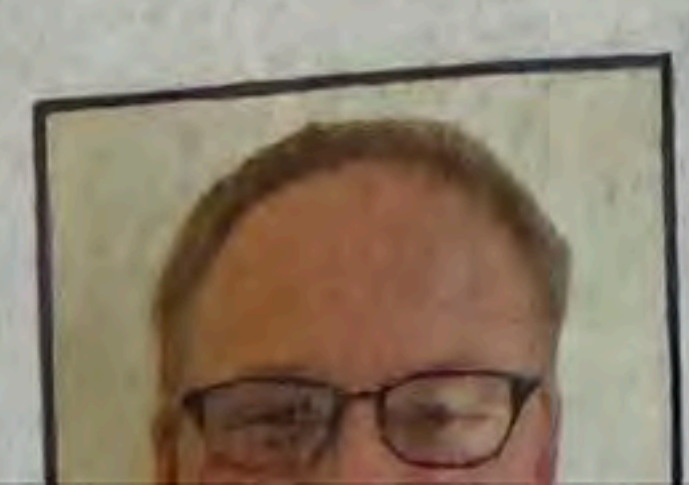
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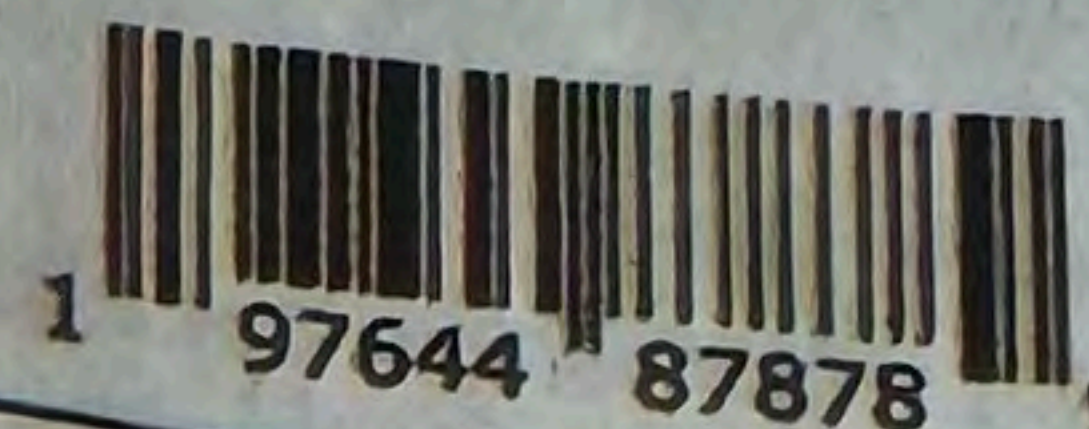
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From groundwater to gigawatts, county planning stays busy

By Andrea Di Salvo

From a South Morrow rock quarry to North Morrow well mapping, the Morrow County Planning Department has had a busy end to 2025, with no signs of slowing in 2026, Morrow County Planning Director Tamra Mabbott told the Morrow County Board of Commissioners at its Dec. 17 meeting in Irrigon.

Goal 5 Quarry Amendment

County commissioners unanimously approved an amendment to the Morrow County Comprehensive Plan designating an existing rock quarry as a large, significant Goal 5 aggregate site, clearing the way for expanded extraction beyond previously approved limits.

"This is a rock quarry that's been in existence many years," Planning Director Tamra Mabbott told commissioners, referring to the Dougherty quarry located off Spur Loop Road. "For a quarry site, [this is] as straightforward as we get."

The quarry was originally approved by the Planning Commission in 2019 under a conditional use permit that limited extraction to 500,000 tons of material. According to Mabbott, the applicant is now "getting really close" to that cap and requested reclassification under state rules.

"The way those administrative rules work, and also our code, is to declare it and classify it as a large, significant site," she said. "That means they have really no limitation on the area and the volume that



they can extract."

Mabbott noted the site already meets the key technical requirement for designation. "In lay terms—it meets ODOT asphalt spec," she said, adding that Morrow County has "pulled rock from this quarry for years, way, way before 2019."

No public opposition was raised during Planning Commission review or at the board hearing.

"They always get super complicated if you have some opposition," Mabbott said. "And we had none at the Planning Commission level. No opposition."

The county did identify a mapped floodplain crossing the property, but staff determined no additional environmental review was required.

"They've been operating in this quarry for a long time," Mabbott said, explaining that existing culverts allow drainage to continue. "With just a condition of approval that says they will continue their operation and not obstruct the floodplain, we did not need to send them through that super complicated environmental habitat review."

State and federal floodplain agencies were notified and did not respond.

"The good news is we navigated that regulatory piece well for them," Mabbott said.

Following the staff report, no testimony was offered in favor or opposition. The board approved the amendment unanimously.

"I think it's pretty straightforward," BOC Chair David Sykes said before the vote.

The amendment will return to the board Jan. 7 for a second reading of the adopting ordinance.

Energy and Data

Energy development continues to be a major focus for the department.

"Energy and data centers take up a large chunk of our time. We don't track it like the IRS or the GAO, but it takes up a lot of time," said Mabbott.

For instance, Mabbott said she and planning technician Clint Shoemaker held a pre-application meeting with Amazon on Dec. 15 to discuss three different campuses.

"One is brand new, one we've started the process on, and another is to add a

fifth building," she said. "It seems like an easy, over-the-counter permit, but it's not."

Meanwhile, four large renewable energy projects proposed in Morrow County are currently in the state permitting queue with the Energy Facility Siting Council (EFSC). Additional projects are anticipated, based on a surge in substation permit applications, which often precede full solar project proposals.

"My guess is some solar projects are trying to meet the IRS 'shovel-ready' requirement by July 1 to qualify for federal subsidies," Mabbott explained. "Permitting substations is easier. They can come directly to us and don't have to go through EFSC."

"It's speculation, but we've seen an unusual number of substation permits without the associated project identified," she added.

Recent executive orders issued by Gov. Tina Kotek aim to streamline renewable energy permitting statewide to help projects qualify for federal tax credits by July 2026, though county officials noted the orders do not override local land-use authority.

County planners also reported that a large solar project previously approved by the state has filed for Chapter 11 bankruptcy, leaving the project's future uncertain.

Transmission line development is also increasing due to energy projects, data centers, and regional

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CDA Board remains at impasse over employment plans

From: [Jonathan Tallman](#)
To: [Tamra Mabbott](#); [Michaela Ramirez](#)
Cc: adam.m.buell@dlcd.oregon.gov; [HERT Dawn * DLCD](#)
Subject: Re: Transportation System Plan update currently listed in DLCD's database as DLCD File #002-25.
Date: Tuesday, December 30, 2025 5:55:25 PM
Attachments: [IMG_4496.png](#)

[EXTERNAL EMAIL] - STOP and VERIFY - This message came from outside of Morrow County Gov

Dear Ms. Mabbott,

I am writing in my capacity as an affected landowner (1st John 2:17 LLC) regarding Local File AC-163-26 / DLCD File No. 005-25, concerning the proposed update to Chapter 9 (Recreation Element) and adoption of Columbia River Heritage Trail materials.

This correspondence is submitted for inclusion in the County's official record, including the January 2026 Planning Commission proceedings and any subsequent Board of Commissioners consideration. I am copying the City of Boardman and the Oregon Department of Land Conservation and Development (DLCD) solely for transparency and record continuity, as the materials at issue appear to intersect with both City and County planning efforts. This request is directed to Morrow County for clarification and record purposes only.

City–County Coordination and Reliance on City Materials

At the December 2, 2025 City of Boardman Council meeting, City Planner Carla McLane stated on the record that the City would be meeting with County staff to coordinate elements of the City's Transportation System Plan (TSP) with County planning efforts. That statement indicates that City–County coordination related to corridors and alignments remains ongoing.

Because the Heritage Trail materials appear to rely upon, overlap with, or be informed by corridors, assumptions, or mapping associated with the City's TSP, it is important that the County record clearly reflect the status and substance of that coordination prior to any final County action.

Accordingly, for clarity in the record, I respectfully request confirmation of the following:

1. Whether formal City–County coordination regarding the Heritage Trail alignment has been completed and documented;
2. Whether the County is relying on final, adopted City mapping and findings, as opposed to draft, consultant-level, or pre-appeal materials; and
3. Whether any portion of the Heritage Trail proposal relies upon corridors, access points, or assumptions that remain subject to pending land-use review or appeal.

Because the City's Transportation System Plan remains subject to ongoing land-use proceedings, clarity regarding any reliance on City materials is necessary to ensure the

County's decision is not premature or procedurally incomplete.

Property-Specific Impacts

It has been suggested informally that the Heritage Trail does not cross or affect my property. However, I possess photographs, maps, and meeting materials indicating that portions of the proposed alignment, access, or maintenance areas may affect or rely upon land owned by 1st John 2:17 LLC.

These materials will be submitted into the County record so that the Planning Commission's consideration is based on a complete and accurate factual record, including landowner-specific impacts. As of today, no easement, agreement, dedication, appraisal, or acquisition has been granted or initiated for my property.

Procedural Clarification and Path Forward

Because this proposal constitutes a comprehensive plan action with regional implications and appears interconnected with City planning actions that remain under coordination and review, I respectfully request that the County record address:

- Whether the County intends to proceed with adoption of the Heritage Trail materials prior to completion and documentation of City–County coordination;
- Whether adoption will be conditioned or deferred to allow resolution of alignment and property-specific issues; and
- Whether an interim coordination mechanism—such as a memorandum of understanding or alignment clarification—may be used to avoid unnecessary appeal while preserving the County's planning objectives.

To that end, 1st John 2:17 LLC remains willing to engage in good-faith coordination regarding any reliance on or impact to its property. Any such coordination must occur within the framework of ORS Chapter 35, including identification of negotiating authority and lawful process. This correspondence does not constitute consent to acquisition, dedication, easement, or valuation, nor does it waive any rights or claims. The purpose of this statement is to preserve a cooperative path forward and ensure the public record accurately reflects unresolved private-property dependence.

Record Inclusion

Please include this correspondence and any response in:

- The January 2026 Morrow County Planning Commission record;
- Any subsequent Board of Commissioners record related to this matter; and
- Materials transmitted to DLCD associated with DLCD File No. 005-25.

Please also advise on the preferred method and deadline for submitting supporting exhibits so they may be included in advance of the January hearing.

Thank you for your time and assistance.

Respectfully,

Jonathan Tallman

1st John 2:17 LLC

----- Forwarded message -----

From: **BUELL Adam M * DLCD** <adam.m.buell@dlcd.oregon.gov>

Date: Thu, Dec 4, 2025 at 9:23 AM

Subject: RE: 12/4/2025 and/or other Pre-Executive Session Submission to LCDC/DLCD

To: Jonathan Tallman <1stjohn217llc@gmail.com>

CC: TAYLOR Casaria * DLCD <Casaria.TAYLOR@dlcd.oregon.gov>

Good Morning Mr. Tallman,

Please feel free to sign up to testify for public comment tomorrow [online here](#). This item was not included in Executive Session this morning.

Thank you,

Adam M Buell



Commission Assistant | Director's Office

Pronouns: He/Him

Oregon Department of Land Conservation and
Development

[635 Capitol Street NE, Suite 150 | Salem, OR 97301-2540](#)

Cell: (971) 375-1864 | Main: 503-373-0050

adam.m.buell@dlcd.oregon.gov | www.oregon.gov/LCD

From: Jonathan Tallman <1stjohn217llc@gmail.com>

Sent: Sunday, November 30, 2025 10:50 AM

To: INFO DLCD * DLCD <dlcd.info@dlcd.oregon.gov>; HERT Dawn * DLCD <Dawn.Hert@dlcd.oregon.gov>; BUELL Adam M * DLCD <adam.m.buell@dlcd.oregon.gov>; DIRECTOR Dlcd * DLCD <dlcd.director@dlcd.oregon.gov>; ELMER Brandi * DLCD <brandi.elmer@dlcd.oregon.gov>; The Farmers Cup <thefarmerscup@gmail.com>

Cc: Derrin Tallman <derrin@tallman.cx>

Subject: 12/4/2025 and/or other Pre-Executive Session Submission to LCDC/DLCD

You don't often get email from 1stjohn217llc@gmail.com. [Learn why this is important](#)

Commissioners,

Before the December 4–5, 2025 LCDC executive session and public agenda, I submit this notice in order to preserve the record regarding the Boardman Transportation System Plan adopted on November 18, 2025.

I recognize that the Executive Session is noticed pursuant to ORS 192.660(2)(h) and (i). I make no assumption as to whether private land acquisition, acknowledgment exposure, or ORS 35 litigation risk will be discussed under subsection (h). This notice is therefore submitted in advance so that, if Boardman falls within the scope of litigation consultation or acknowledgment briefing, the Commission has the complete factual record prior to discussion or decision.

Based on all public information currently available, the adopted Boardman Transportation System Plan appears to be the only matter at this time involving private land dependencies, potential litigation exposure, or unresolved right-of-way acquisition under ORS 35 within the Boardman planning jurisdiction. No other pending land use action identified in the region reflects comparable risk conditions — specifically the inclusion of mapped public facilities on unacquired private property, emergency adoption, or

acknowledgment occurring with active landowner objection.

If DLCD is aware of any other property, proceeding, or invoked ORS 35 action relevant to the Commission's review or Executive Session consideration, I respectfully request that such matter be identified (via written communication) for the record so stakeholders understand whether Boardman is being examined uniquely or among multiple unresolved cases going forward.

This submission is not advocacy and contains no request for action against the City of Boardman.

It is notice for acknowledgment review and evidence preservation pursuant to ORS 35 and Goal 1 transparency requirements.

1. The adopted Boardman TSP + PMP contains private land not acquired under ORS 35

Planning Label	Location Status
"New RV Site"	Located on my property (1st John 2:17 LLC)
BPA Park Block Corridor	Crosses private land without ROW acquisition
Heritage Trail Alignment	Same status — no easement, appraisal, or negotiation

No ORS 35 offer has been initiated.

ORS 35 invocation has been formally made by the landowner as of 2025.

2. Amazon funding was publicly linked to the RV park on my parcel

Boardman PMP PAC Meeting 4/15/25 – transcript @ 1:52:51–1:53:10:

"Amazon is potentially funding the development of an RV park..."

"That café / coffee shop at the port exit."

The referenced location is my property.

No reference to Amazon financial participation or contingency appears in the adoption materials submitted for acknowledgment.

This omission creates potential acknowledgment exposure because private property + private funding interest was embodied in the adopted plan without ORS 35 process, disclosure, or negotiation.

3. DLCD staff attended the adoption vote

DLCD Planner Dawn Hert was present remotely during Boardman's November 18 adoption hearing.

This means acknowledgment review is not occurring in a vacuum — DLCD was contemporaneously aware at the time of adoption that:

- private land was embedded in the TSP,
- no right-of-way acquisition exists,
- and emergency adoption limited procedural challenge.

Acknowledgment without addressing these factors becomes a known-record issue, not an overlooked one.

4. Meeting procedure prevented rebuttal — this submission cures the record

Transcript excerpts:

- “This isn’t the time for dialogue — only for the council to listen.” (48:47–48:54)
- “Anyone may speak on any topic other than litigation or quasi-judicial matters.” (49:01)
- “Not appropriate to address staff directly.” (49:28–49:35)

Under emergency adoption, rebuttal could not be entered meaningfully into the record.

This notice therefore supplements and preserves evidence prior to state recognition or acknowledgment.

5. Prior LUBA Remand Evidence — Unresolved Collector/Roadway Defects Continue Into This TSP (Collectors)

In addition, the Oregon Land Use Board of Appeals has already ruled (LUBA No. 2022-062) that the City of Boardman’s handling of collector-road standards and right-of-way compliance was legally deficient and required remand. Findings in that opinion sustained challenges relating to classification, width, lateral improvements, and statutory process, ordering the City to correct those issues before moving forward with implementation.

No evidence has been presented to indicate that those defects have been cured or re-processed as required. The adopted 2025 TSP expands and formalizes those same roadway systems — including the Laurel Lane/Heritage Trail alignment crossing my parcel — without demonstrating ORS 35 acquisition, appraisal, easement or negotiation.

Acknowledgment under these conditions would therefore import unresolved remand defects into the statewide planning framework, creating avoidable exposure at the state level where deficiencies have already been adjudicated and placed on record.

6. Amazon NDAs executed by Boardman officials may have limited transparency in TSP decision-making

Multiple City of Boardman officials — including council members and planning authority personnel — executed nondisclosure agreements (NDAs) with Amazon during the same

period that the RV park location and the TSP road & trail alignment were being developed and adopted. These recorded NDAs are attached and include, among others:

Signatory	NDA Date
Rockwell, City Councilor	5/2/23
Pettigrew, City Councilor	5/2/23
McLane, Planning Director	5/3/23
Cuevas, City Councilor	5/2/23
Profitt, City Councilor	5/2/23
Hammond, City Manager	8/1/23
Mickles, City Clerk	11/6/23
Keefer, Mayor	5/2/23

(Attachments submitted: Amazon NDA – Rockwell 5.2.23, Pettigrew 5.2.23, McLane 5.3.23, Hammond 8.1.23, Keefer 5.2.23, Profitt 5.2.23, Cuevas 5.2.23, Mickles 11.6.23 — all redacted PDFs.)

I am not alleging misconduct or breach of process.

I am stating a material fact:

These nondisclosure contracts may have limited disclosure of Amazon’s RV siting involvement, including funding statements publicly recorded (1:52:51–1:53:10, PMP PAC 4/15/25), while TSP adoption simultaneously mapped an RV facility and heritage trail across unacquired private land.

Because NDAs require confidentiality, acknowledgment of the TSP — without full disclosure of the private funding component — may place the Commission in a position of certifying a plan developed under information constraints not shared with the public or with affected landowners. This increases Goal 1 procedural risk and creates a preventable acknowledgment exposure.

This information is submitted for notice only.

No allegation. Only record preservation.

Requested Handling — Not a Motion, Not an Objection

I respectfully ask that before acknowledgment the Commission:

1. Take notice that the adopted TSP includes private property without ORS 35 process.
 2. Acknowledge that the parcel is tied to an RV park with stated Amazon funding interest.
 3. Include this submission in the acknowledgment review packet so the Commission is not proceeding under incomplete record conditions.
-

Request for Full Commission Distribution

Because commissioner contact listings are not publicly accessible, I request DLCD staff distribute this notice and attachments to the entire LCDC ahead of session.

Also the adopted TSP relies on private land not acquired under ORS 35 — including my property identified for the RV park & trail system — I respectfully request consideration to attend or provide a brief factual statement during the Executive Session for the limited purpose of clarifying land ownership, acquisition status, and procedural risk to the Commission.

If attendance cannot be granted, please confirm that private-property matters will be discussed without the landowner present and that my written submission will be entered into the session briefing packet.

The DLCD Director and Commission Assistant have been copied to ensure routing.

I will also enter this into the public record during Friday's comment period so the acknowledgment file reflects it openly.

Please confirm receipt.

Respectfully,

Jonathan Tallman

1st John 2:17 LLC — Landowner effect by Boardman TSP draft.



Mr. and Mrs. Terry Tallman
706 SE Mt. Hood Ave.
Boardman, OR 97818

RE: City of Boardman
Loop Road Right-of-Way

Dear Mr. and Mrs. Terry Tallman:

I represent the City of Boardman, who has asked that I write to you about obtaining the necessary right-of-way to construct a loop road on the west and east sides of Laurel Lane.

First, enclosed you will find a letter to Karen Pettigrew from Matt Scrivner, Morrow County Public Works Director, dated March 25, 2021. Please be advised Morrow County has provided notice that it will be closing and removing the unpermitted access within 30 days of March 25, 2021 if an approved approach permit and safety concerns have not been met. To comply and prevent closure, the City is required to finalize its plans to construct the loop road as shown on the map provided by the City to you with the letter dated March 1, 2021.

Second, the City has asked that I respond to your letter to Karen Pettigrew, dated March 17, 2021. In your letter you asked if the City had any objections to using the west 10 acres for residential housing. The property is zoned Service Center. The property must be used as allowed for that zone pursuant to the Boardman Development Code, unless a zone change is requested. The City cannot advise you on whether you should retain a lawyer or have your son, Jonathan, handle negotiations. If you choose to retain a lawyer, this letter should be delivered to that individual.

Third, with the deadline of the County to close the unpermitted access, action needs to be taken as soon as possible to resolve this issue. As an offer of compromise, the City is offering to pay the sum of \$30,000 for the necessary right-of-way. I need to hear from you on or before April 16, 2021. In the event this offer is not accepted by April 16, 2021, the City will have no choice but to proceed to the next step.

5:32 AM Wed Dec 24

Department of Lar

Boardman

New Tab

PAPA On-Line Rep

db.lcd.state.or.us



Oregon Department of Land Conservation and Development

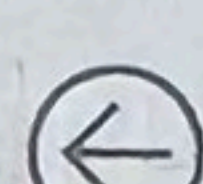
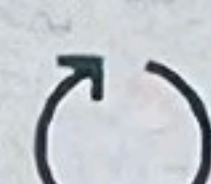
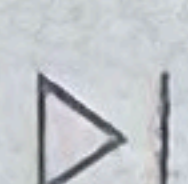
PAPA Online Reports

Amendment Detail Report - Current Version



2

of 2



100%



PAPA Current Version: Morrow County - Amendment 005-25

Page: 2

12/22/2025	Proposal_90pct CRHT-ConceptPlanUpdate_Nov5-2025_2025-12-22_01-28-27.pdf
12/22/2025	Revision_FORM_1_Notice_of_Proposed_Amendment (6)_2025-12-22_01-51-21.docx
12/22/2025	Revision_01272026 PC Public Notice (2)_2025-12-22_02-01-03.docx

notice of amendments to comprehensive plans or¹⁵
land use regulations for the local jurisdictions you
selected through the online notification subscription
service.

DLCD has received notice of the following proposed
and adopted comprehensive plan or land use
regulation changes:

Proposals Received:

Morrow County **Local File#:** AC-163-
26 **DLCD File#:** 005-25

Proposal Summary:

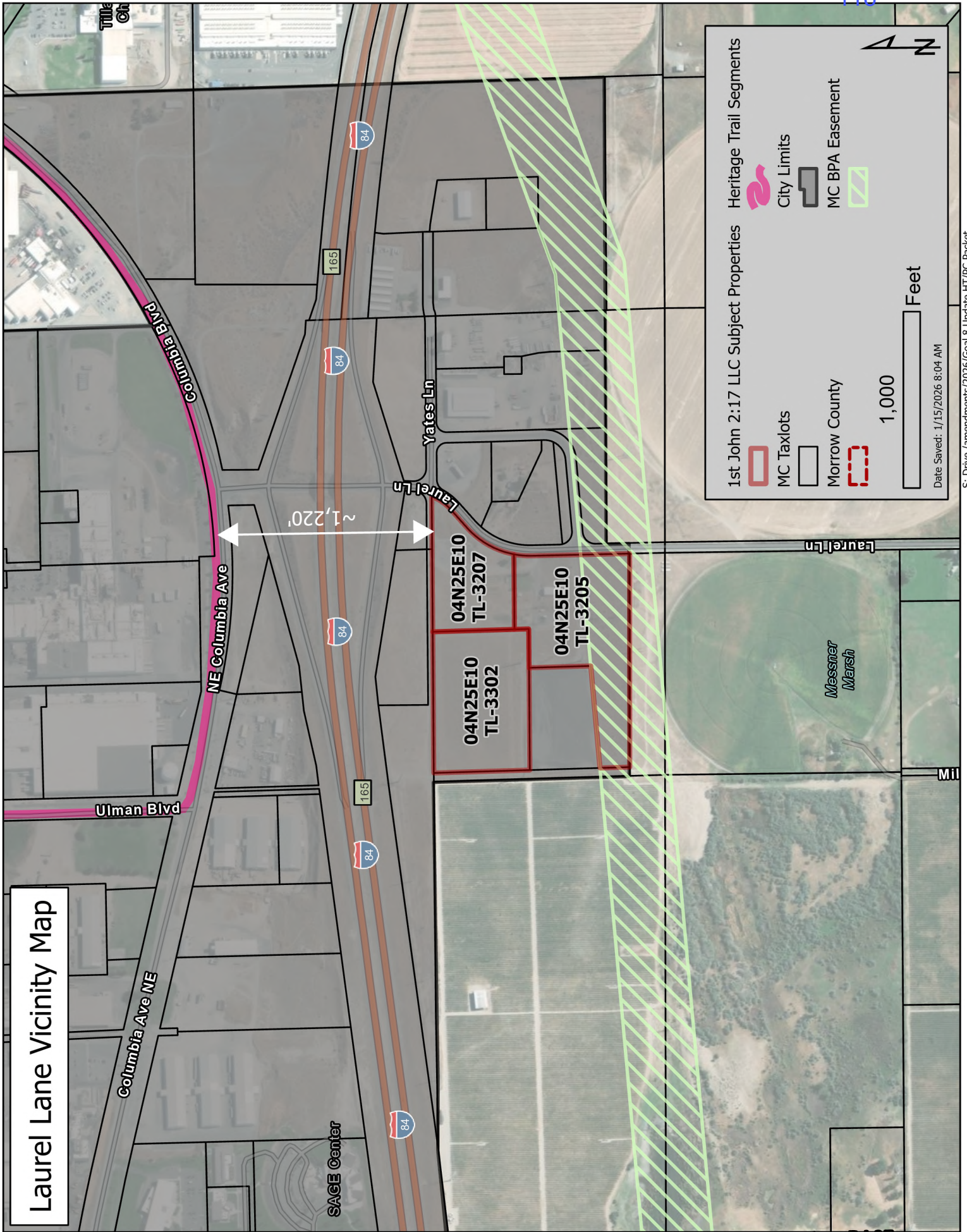
Update Chapter 9 Recreation Element and adopt
2026 Morrow County Columbia River Heritage Trail
Plan as an Appendix.

First Hearing Date: 01/27/2026

**Final Hearing
Date:** 02/18/2026

Local Contact: Tamra Mabbott 541-922-
4624

tmabbott@co.morrow.or.us



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PLANNING DEPARTMENT

PO Box 40 • Irrigon, Oregon 97844
(541) 922-4624

January 16, 2026

MEMO

TO: Planning Commission *FOR TSM*
FROM: Tamra Mabbott, Planning Director and Clint Shoemake, Planning Tech
RE: AC-163-26
Comprehensive Plan Goal 8 Recreation Update, and
Columbia River Heritage Trail Concept Plan Update

This purpose of this text amendment application is to rewrite and update Goal 8, Recreation Element. The changes include more recent data and descriptions of recreation facilities in Morrow County and, a reference to the updated Heritage Trail Concept Plan to be included as an appendix to Chapter 9. Only minor changes were made to the Findings and Policies section in the Goal 8 Section, Chapter 9.

As background, attached is Statewide Planning Goal 8, Recreation, the current Morrow County Comprehensive Plan Chapter 9 for reference, as well as the rewritten and updated Comprehensive Plan Chapter 9.

Heritage Trail Concept Plan Update

In 2000, the Columbia River Heritage Trail (CRHT) Concept Plan was published, detailing the vision, goals and concept for a recreational trail paralleling the Columbia River across the north boundary of Morrow County. In 2023, the county received a Local Government Grant from the State of Oregon Parks and Recreation Department (LG 23-042) to partially fund an update to this plan and further define expansion, development and management of the trail. Planning Staff, along with consultant JUB Engineering, have spent more than a year and a half developing this update through a multi-phase approach, drawing on input from community members, county staff, an advisory committee, and other stakeholders.

At the September 30, 2025, meeting, the Planning Commission heard a presentation from Planning Staff and JUB Engineering and then held a work session to review the 60% draft of the CRHT Concept Plan Update. The Commission provided feedback and requested follow-up from Planning Staff. At the October 28, 2025, meeting, Planning Staff provided an update.

JUB Engineering has now provided the attached 90% draft of the CRHT Concept Plan Update. This is intended to become the final version for adoption, pending any remaining comments from the Planning Commission or Board of Commissioners. The Heritage Trail Concept Plan will be adopted by Ordinance as an appendix to the Morrow County Comprehensive Plan, Chapter 9: Recreation Element, via amendment AC-163-26.

Public Input

Multiple approaches were applied to engage the public and stakeholders. A Technical Advisory Committee (TAC) consisting of representatives from affected agencies was formed to develop project goals. The TAC met with the County and consultants in an interactive workshop to refine trail alignments and priorities. An online survey was posted, followed by two public Open House events; one at

Boardman's SAGE Center and one during Irrigon's Music in the Parks event. Significant advertising efforts were made to encourage participation in the survey and public events, including postcards, flyers, and social media posts.

In addition to public comments received at the Open House events in Boardman and Irrigon, Jonathan Tallman has submitted lengthy written comments that he has requested be added to the record for this amendment. Mr. Tallman's written comments submitted after January 7th, the date of the Legal Notice, are attached. In summary, Mr. Tallman is concerned about the alignment and the potential taking of part of his land. Staff notes that the Heritage Trail alignment *does not intersect* with Mr. Tallman's property, nor that of 1st John 2:17 LLC. The attached map labeled "Laurel Lane Vicinity Map" illustrates the proximity of Mr. Tallman's property to the Heritage Trail.

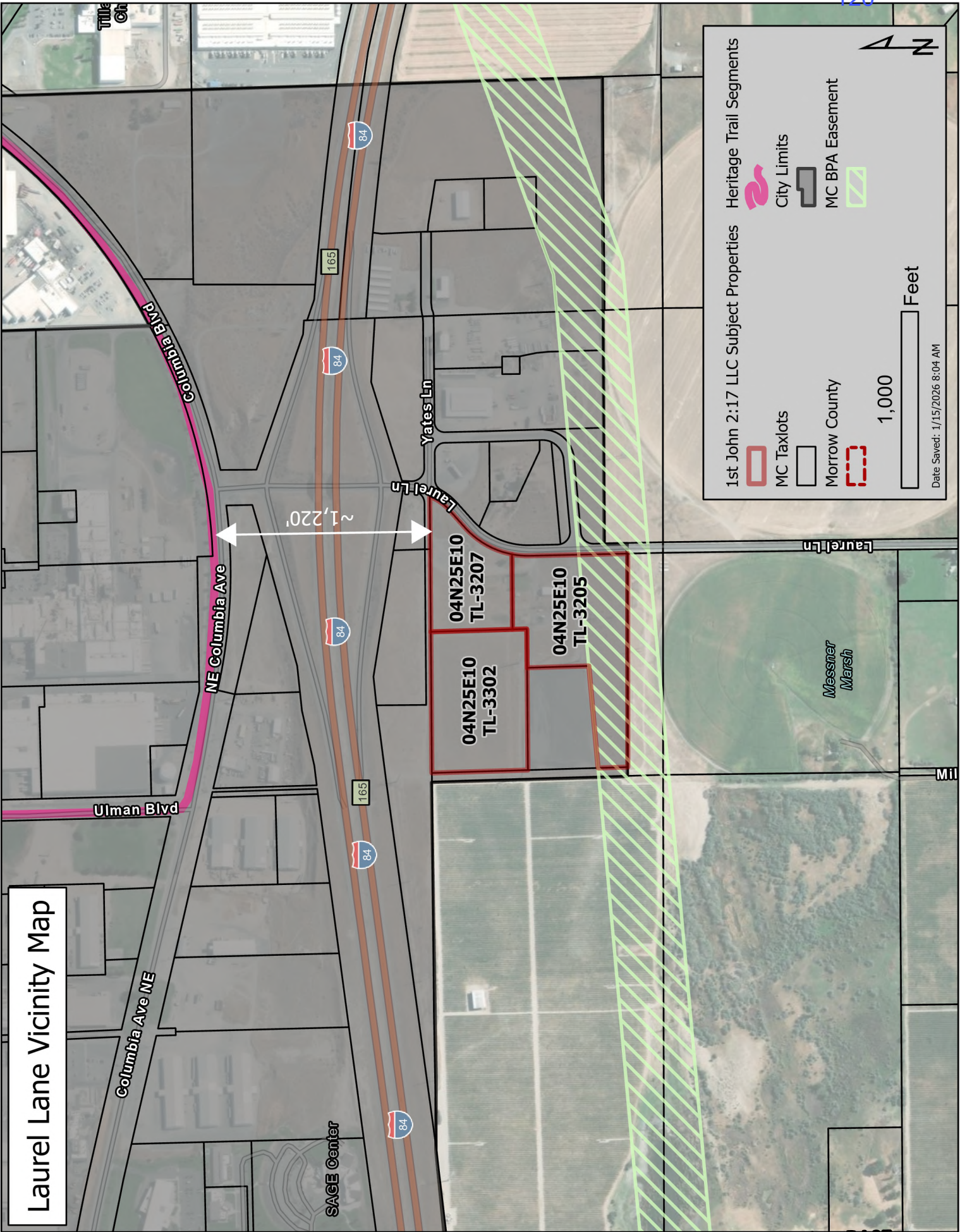
Mr. Tallman raises the issue of coordination with the City of Boardman and Boardman Parks and Recreation District, specifically, the locations of various trails. As noted above, the Heritage Trail planning effort included extensive public involvement and technical input. City staff and Boardman Parks and Recreation staff attended multiple meetings and provided input. Likewise, county staff reviewed the city master park plan and provided comments. What is noteworthy relative to this county Plan amendment is that the Heritage Trail does not intersect any place near property owned by Mr. Tallman and 1st John 2:17 LLC. Any future development of the City of Boardman and/or Boardman Parks and Recreation District trails would not affect the Heritage Trail alignment without further coordination.

Planning Commission Options

The role of the Planning Commission at the January 27th hearing is to make a recommendation to the Board of Commissioners, who are scheduled to take final action on February 18, 2026, at 1:30 p.m. at the Morrow County Government Center in Irrigon.

Attachments:

1. Laurel Lane Vicinity Map [pg. 120](#)
2. 2026 Goal 8 Update Working Draft [pg. 121-125](#)
3. 2011 Morrow County Comprehensive Plan-Goal 8 [pg. 126-132](#)
4. Statewide Planning Goal 8 [pg. 133-140](#)
5. Goal 8 Draft Preliminary Findings [pg. 141-146](#)
6. 2025 Columbia River Heritage Trail Concept Plan Update [pg. 147-248](#)
7. Jonathan Tallman comments [pg. 248-274](#)



2026 Updated Version

CHAPTER 9: RECREATION ELEMENT

Introduction

Recreational facilities and opportunities play an increasingly important role in quality of life and economic vitality. Rising standards of living, longer life expectancy, and earlier retirement have expanded leisure time for many residents. At the same time, advances in transportation and the growth of telecommuting provide businesses with greater flexibility in choosing locations. As a result, communities with strong recreational amenities and a high quality of life are more competitive in attracting and retaining a stable and productive workforce.

A well-developed recreation system is a factor in business and industrial site selection. Businesses increasingly seek locations that offer access to outdoor recreation, environmental quality, and livable communities for employees and their families.

The purpose of the Recreation Element of the Comprehensive Plan is to encourage use of existing parks and recreation areas, improve current facilities, and support the development of additional recreation and tourism opportunities. Recreation areas are intended to meet local needs while also contributing to the local economy through tourism and commercial recreation.

The overall goal of Morrow County is to meet the current and future recreational needs of residents and visitors by providing high-quality recreation areas, facilities, open space, and diverse opportunities. These include, but are not limited to, scenic open space; active and passive recreation areas; trails, roads, and travel corridors; sporting and cultural events; camping and picnicking; recreational lodging; visitor accommodations; water-based recreation; hunting and fishing; winter sports; and both structured and informal recreational activities.

Morrow County continues to work collaboratively with state, federal, and local partners to achieve these goals. Notably, the County has partnered with the Oregon Parks and Recreation Department to support development of the Morrow County Off-Highway Vehicle (OHV) Park, Cutsforth Park, and the Anson Wright Memorial Park in southern Morrow County. To expand these opportunities, the County has also partnered with Grant County. Along the Columbia River, Morrow and Umatilla Counties have jointly invested in a trail system that reflects the region's cultural heritage. These partnerships allow public investments to be leveraged more effectively and extend the benefits of recreational development.

Facility Descriptions and Inventory

Recreational attractions are distributed throughout Morrow County. In northern Morrow County, the Columbia River offers fishing, swimming, boating, and other water-based recreation. In 2025, Morrow County updated the 2000 Columbia River Heritage Trail Concept Plan. The Plan

is adopted as an Appendix to the Goal 8 Element of the Comprehensive Plan. When completed, the trail will extend approximately 42 miles along the Columbia River, connecting Umatilla County to Gilliam County. Initial development is focused on segments connecting Boardman and Irrigon, with future phases extending west of Boardman.

Additional recreational opportunities along the Columbia River include parks located on land owned by the Army Corps of Engineers, including a park in Irrigon and in Boardman. The Irrigon Park includes a boat launch, play area, softball and baseball fields, picnic area and a stage for entertainment. The Boardman Park features a boat launch and fish cleaning area, swimming areas, 63 RV campsites, a large shaded picnic area and a well-developed trail. These parks are maintained by the Irrigon Parks District and the Boardman Parks and Recreation District respectively. There is another park at the westernmost edge of the county, along the Columbia River called Quesnal Park that has a boat ramp and toilet facility on land owned and managed by the ACOE. Other lands owned by the ACOE located along the Columbia River are open for walking, birding, etc.

Southern Morrow County includes several county-owned parks located in forested areas. Anson Wright Memorial Park features 40 developed campsites, a cabin, a pond, playground equipment, and restrooms. Cutsforth Park includes 50 developed campsites, a pond, horse pens, meeting facilities, playground equipment, and restrooms. The Morrow County OHV Park offers over 70 developed campsites, 9 cabins, multiple ponds, and 9,000 acres of off-road trail riding.

Other recreational facilities are operated by state, federal, and local jurisdictions. The U.S. Forest Service manages several campgrounds south of Heppner, including Bull Prairie Lake Campground, Fairview Campground, Penland Lake, and Coalmine Hill Campground and Trailhead. These facilities offer camping, fishing, boating, OHV access, and accessible amenities. Willow Lake Park, adjacent to Heppner and operated by the Willow Creek Park District, provides camping with utilities, fishing, boating, and hiking.

The Morrow County Fairgrounds, located near Heppner along Hinton Creek, supports year-round activities, including the annual county fair and rodeo. The fairgrounds include seven year-round full-service campsites.

The county includes two nine-hole golf courses, located in Boardman and Heppner. Public swimming pools are located in Ione and Heppner. The bowling alley in Heppner operated for many years but was closed in the 2000s. While there are no theaters in the county, several are available in nearby Hermiston and Pendleton. Many youth recreation programs are supported through local schools and school facilities, the Boardman Parks and Recreation District and the Irrigon Parks District.

The Oregon Department of Fish and Wildlife manages several wildlife management areas in Morrow County, including sites near Irrigon, the Port of Morrow, and along Willow Creek. The Umatilla National Wildlife Refuge, located between Irrigon and Boardman, provides habitat for waterfowl and small mammals and supports hunting, birdwatching, and wildlife photography and a trail system.

Forest lands south of Heppner support a wide range of outdoor recreation, including hunting, fishing, camping, hiking, cross-country skiing, snowmobiling, and ATV use. While the county does not include major resort developments, outdoor recreation is an integral part of life in Morrow County and supports local sporting goods and outfitting businesses.

Tourism activity is concentrated along Interstate 84, particularly in Boardman. Motels and restaurants originally developed to serve construction projects now support visitors, travelers, and workers associated with industrial and agricultural development. Tourism in the national forest is also popular.

Lodging and Visitor Accommodations

Boardman includes seven motels and lodging establishments. Motels also provide short-term housing for construction and agricultural workers. Demand for additional lodging has increased with recent growth.

Irrigon does not have a commercial-scale motel or hotel, although there are some Airbnb-type homes. Heppner has a 15-unit motel that supports year-round visitation by forest service staff, agricultural workers, and visitors, and the Gilliam & Bisbee Event Center features individual and group suites upstairs. Ione offers bed-and-breakfast accommodations at the Woolery House.

Recreational Use

Approximately 139,000 acres of the Umatilla National Forest lie within Morrow County. Data collected by the U.S. Forest Service indicates significant use of forest facilities for camping, hunting, scenic viewing, and other outdoor activities. These figures do not include recreation on land managed by other agencies or private landowners.

Hunting and fishing are important components of the county's economy and culture. The Umatilla National Wildlife Refuge and private hunting preserves support a variety of species, including waterfowl, upland birds, and big game. Wildlife-related recreation contributes significantly to local economic activity and quality of life.

Needs and Opportunities

The Morrow County Parks Master Plan identifies high-priority needs, including improvements to existing parks, additional campsites, trails, boat launches, and the development of new recreational facilities. As the population grows, demand will increase for picnic areas, swimming facilities, ballfields, and courts.

Recreational and wildlife resources are also an important draw for retirees, residents, travelers, and temporary workers seeking a rural lifestyle. Growth in the northern county and increased travel along I-84 are expected to increase demand for tourism, convention, and multi-purpose indoor recreation facilities.

Findings

1. Recreation facilities are essential to maintaining and enhancing livability in Morrow County.
2. New residential development increases demand for park and recreation facilities.
3. Early acquisition of parkland is more cost-effective than delayed acquisition.
4. Coordinated planning ensures park locations align with population, utilities, and transportation.
5. Indoor recreation and arena facilities exist locally and regionally.
6. Shared use of school and recreation facilities reduces public costs.
7. Increased leisure time and conservation needs heighten demand for quality recreation.
8. The county offers river, mountain, and winter recreation opportunities.
9. Hunting and fishing opportunities are widespread.
10. Additional recreation options are needed for young adults.
11. Tourism activity is concentrated near I-84 and the Umatilla National Forest south of Heppner.
12. Wildlife resources contribute significantly to the local economy.
13. Select recreation and resort development could create jobs without increasing service demand.
14. Regional tourism organizations recognize the county's recreation assets.
15. Local tourism groups actively promote recreation.
16. Destination tourism often relies on coordinated packages and group travel.
17. OHV recreation is supported through state and regional partnerships.
18. Many trails support both OHV and snowmobile use.
19. The Morrow County Heritage Trail Concept Plan 2026 Update is a guide for future trail development.

Recreation Policies

1. Support the development of indoor and outdoor recreation facilities for all ages.
2. The Parks Master Plan is a guide for capital planning, facility improvements and coordination.
3. The 2026 Heritage Trail Concept Plan is a guide for capital planning, facility improvements and coordination.

4. Coordinate forest-area development with wildlife agencies.
5. Identify and protect future park sites through zoning and planning tools.
6. Require parkland dedication in new developments.
7. Encourage winter and water sports development.
8. Support tourist commercial uses near freeways where compatible with agriculture.
9. Protect fish and wildlife while encouraging appropriate resort development.
10. Coordinate tourism promotion with state agencies and tourism organizations.
11. Participate in regional tourism marketing.
12. Support high-quality private and public recreation development.
13. Prioritize non-motorized recreation and energy efficiency.
14. Ensure accessibility for residents with limited mobility.
15. Protect and acquire unique recreation sites using diverse tools.
16. Ensure recreation does not exceed environmental carrying capacity.
17. Review public land for recreation potential before disposal.
18. Explore revenue-generating recreation partnerships.
19. Implement recommendations in the Parks Master Plan.
20. Implement recommendations in the Columbia River Heritage Trail Concept Plan*.
21. Encourage private recreation facilities that complement public systems.
22. Coordinate with OHV regulatory programs.

**2026 Columbia River Heritage Trail adopted by reference as an Appendix.*

Amended 2026 (Ordinance MC-2026-)

Amended 2010 (Ordinance #MC-2-2011 and DLCD #005-10).

CHAPTER 9: RECREATION ELEMENT

INTRODUCTION

Recreational facilities and opportunities are increasingly important. The change is brought about in part by a higher standard of living and the resulting increase in leisure time. Early retirement and increasing life span have added leisure hours to the lives of a growing segment of our population. As a means of enhancing their ability to attract and retain a stable and productive work force, many businesses and industries locate in areas with a high quality of life and environmental quality. Improving our transportation systems and telecommuting opportunities provides greater flexibility for business and industrial site selection. A well developed recreation system is an important factor in attracting businesses and industries in the site selection process.

An objective of the Recreation Element to the Comprehensive Plan is to promote the use of existing parks and recreation areas within the county, to improve existing developments and facilities, and to promote the development of additional areas that have tourism and recreation potential. Recreation areas are intended to serve local recreation needs as well as to add to the local economy by recognizing the additional need to take advantage of commercial recreation opportunities.

It is the general goal of Morrow County to satisfy the existing and future recreational needs of the citizens of the county and visitors by providing quality recreation areas, facilities, open space and opportunities. These include but are not limited to open space, scenic landscapes, active recreation lands and facilities, roads and travel-ways, sporting and cultural events, camping and picnicking, recreational lodging, tourist and visitor accommodations, trails, waterway use facilities, hunting, angling, winter sports, active play and passive play opportunities.

Morrow County has and will continue to work with various partners to achieve not only these general goals, but more specific Recreation Element goals. A collaborative partnership has been established with the State or Oregon Parks and Recreation Department supporting the development of the Morrow County Off-Highway Vehicle (OHV) Park in southern Morrow County. To expand the OHV Park offerings Morrow County has established a partnership with Grant County. Along the Columbia River both Morrow and Umatilla County's have invested in a trail system recognizing our regions culture and heritage. These multifaceted partnerships provide mechanisms to allow each entities investment in recreational opportunities to go farther.

Facility Descriptions and Inventory

There are several recreational attractions located throughout the county. In northern Morrow County, the Columbia River provides opportunities for fishing, swimming, boating and water sports. In 2000 Morrow County adopted a Concept Plan for the Columbia River Heritage Trail. This trail, when complete, will connect Umatilla County to Gilliam County via a trail that travels approximately 33 miles mostly along the banks of the Columbia River. Initial focus will be on the portion of trail connecting and adjacent to Boardman and Irrigon with later phases being that portion of the trail to the west of Boardman. The Heritage Trail was conceived as a multi-jurisdictional partnership with Morrow County being the lead agency. Other opportunities include riverside parks developed by the Corps of Engineers at Irrigon and Boardman that provide picnic facilities, boat ramps and swimming areas. The Boardman Park has 63 campsites. The parks are maintained by the Irrigon and Boardman park districts.

There are several county owned and operated parks in the forest lands of southern Morrow County. Anson Wright Memorial Park has 30 developed campsites, a pond, playground equipment and restrooms. Cutsforth Park has 35 developed campsites, a pond, meeting facilities, playground equipment and restrooms. The Morrow County OHV Park is the newest addition to the county park system. When fully completed the OHV Park will have a variety of OHV trails, day-use staging areas, overnight campground and operation facilities. The Morrow County Parks Master Plan outlines a number of needed improvements to these parks. The improvements are necessary to upgrade the parks to a level needed if Morrow County is to achieve the recreation goal.

There are several other park facilities in the county that are operated by other various jurisdictions. The U.S. Forest Service operate the following campsites south of Heppner. Bull Prairie Lake Campground, has 30 campsites and a lake with a paved handicap assessable trail. Fairview Campground and OHV trailhead has five campsites and a handicap accessible restroom. Penland Lake has eight campsites, three picnic sites, a boat launch, boating and fishing. Coalmine hill Campground and Trailhead has five campsites and a handicap accessible restroom. Willow Lake Park is adjacent to Heppner, operated by the Willow Creek Park District, with 24 campsites, electricity, hiking, fishing and boating.

The Morrow County Fairgrounds is located on Hinton Creek essentially in Heppner and operated by the county. Both 4-H and FFA are strong within the County and supported through the annual Morrow County Fair. There is also an annual rodeo each year during the Morrow County Fair and the facilities are used throughout the year for a variety of activities. The fairgrounds has 20 campsites, water and restrooms.

There is one nine-hole golf course in Boardman and one in Heppner. There is a swimming pool in lone and another in Heppner. There is a bowling alley in Heppner. There are no theaters in the County, but there are several in Hermiston and Pendleton. Most youth activities within the County are provided through local school facilities and programs.

The Oregon Department of Fish and Wildlife maintains a series of wildlife management areas: one is just east of the City of Irrigon, a second is near the Port of Morrow along Interstate 84, and a third is along the Willow Creek on property owned by Threemile Canyon Farms. The Umatilla National Wildlife Refuge is located west of Irrigon and north of Boardman. These refuges provide habitat for many species of waterfowl and small mammals, and consequently provide opportunities for hunting, bird watching and photography.

Forest areas south of Heppner are used for hunting, stream and lake fishing, camping, picnicking, cross country skiing, snowmobiling and ATV use. Though there are no resort areas, outdoor recreation is an important part of life in Morrow County. As a result, sporting goods stores and other equipment outfitters both in and near the county benefit from this interest.

Tourism and recreational attractions in the county are primarily centered around I-84, which passes through Boardman. Motels and restaurants were built in Boardman to serve the workers involved in construction of the interstate, the John Day Dam and relocation of the City of Boardman. The noted enterprises also serve northern Morrow County and the traveling public..

Four motels in Boardman provide approximately 160 units. Peak use months are July, August and September. Construction workers attracted to the area by projects at the Port of Morrow and agri-business development often live in the motels until other housing becomes available.

Some live in motels during the work week and commute to permanent residences on the weekends. There is interest in additional motel development in Boardman, which is likely a result of recent growth in the area.

Bake's Motel serves Irrigon with six rooms and three apartments.

A motel in Heppner, in southern Morrow County, has 15 units. Visitors to Heppner, U.S. Forest Service employees, timber workers and agriculture-associated personnel provide fairly steady, year-round business.

In lone a Bed and Breakfast, the Woolery House, is available for traveler's accommodations.

Recreational Use

The Umatilla National Forest is located in both Oregon and Washington. Ten percent, or 139,000 acres, of the Umatilla National Forest lies within Morrow County. Data collected in 1997 by the U.S. Forest Service shows a total of 59,913 visitors to U.S. Forest Service facilities in Morrow County, accounting for 64,535 recreational visitor days. The "reason for use" counts for forest lands in the county show 40 percent for camping, 39 percent for hunting, 8 percent for scenery appreciation, 4 percent each for play and forest products gathering, and less than 1 percent for fishing, hiking, horseback riding, off-road vehicles, picnicking and nature studying. These figures, of course, do not account for land uses at locations other than U.S. Forest Service facilities. Data is not readily available for activities on property administered by others.

Hunting and fishing attractions are a significant portion of Morrow County's economy. Whether it is camping, hunting or just viewing, wildlife is important to the county. In northern Morrow County the United States Fish and Wildlife Service operates the Umatilla National Wildlife Refuge on land owned by the Army Corps of Engineers between the cities of Irrigon and Boardman. In southern Morrow County several Hunting Preserves provide fee hunting operations. A number of species can be found in Morrow County, including ducks and geese, chukars, pheasant, dove, multiple varieties of quail and grouse, and wild turkey.

Needs & Potentials

The Morrow County Parks Master Plan, as amended in 2010, states that "Morrow County's goal is to provide quality outdoor recreational opportunities to Oregonians and visitors from other states." It follows then, that Morrow County's high priority needs include existing park improvements, campsites, hiking trails, boat launch lanes, walking trails, some new park creations to serve all levels of users and some niche recreational facility developments. As the area grows—and it is growing—additional facilities are needed to meet the local needs. These include picnic, swimming, ballfields and tennis facilities.

Wildlife resources and related recreational opportunities are difficult to document. Value placed on an occasion to view and hunt waterfowl and large game, or to fish for trout and anadromous fish, is unquestionable. Those opportunities are certainly present. Employees may be willing to forego higher wages characteristically available in urban areas to live among these attractions.

Similarly, retired persons may be attracted to the area because of recreational and wildlife resources available to them. Mild climate and a growing promotional attitude may also attract more residents to Morrow County.

Development interests in the northern end of the county, growing population and increased travel on I-84 will generate demand for tourist and convention facilities. There is interest in taking advantage of a growing demand for multi-purpose indoor arena facilities in Morrow and neighboring counties.

An expressed policy of the county is to provide neighborhood recreational facilities. Minimum national standards for parks are used as planning guidelines. They are as follows:

TABLE 20

National Standards for Parks

<u>Type of Area</u>	<u>Acres Per 1,000 Population</u>	<u>Minimum Size</u>	<u>Radius of Area Served</u>
1. Playgrounds (Mini-parks)	1.5	2 acres	0.5 miles
2. Neighborhood Parks	2.0	5	0.5
3. Playfields	1.5	10	1.5
4. Community Parks	3.5	40	2.0

Findings

1. Recreation facilities and opportunities are necessary to retain and enhance the livability of Morrow County.
2. New residential development will significantly contribute to the increased need and resulting costs of park and recreational facilities.
3. Waiting to acquire park sites at future land values is less beneficial than acquiring park sites at current values. Early acquisition of known future park sites is a cost benefit to the public. The Morrow County Parks Master Plan is helpful in determining the suitability of future park sites.
4. Early acquisition of park lands by purchase or by park lands development fee contributions assures the availability of acceptable locations of park sites in relation to population distribution, utilities and transportation routes.
5. There is a small, private multi-purpose indoor arena facility in Irrigon. A second multi-purpose indoor arena facility is located at the Morrow County Fairgrounds in Heppner. Neighboring Crook County and Wallowa County both have similar facilities.
6. Combining certain recreation facilities and activities with the Morrow County School District reduces duplicate public costs.
7. The trend toward more leisure time, combined with a growing need to conserve resources, will increase the requirements for quality recreational opportunities.
8. Morrow County has within its boundaries two riverside parks with camping, boating and picnic facilities. The county has three mountain parks with full facilities and campgrounds. In addition, there are sites that can be considered for winter sports activities. The county has the potential for a water sport facility at Three Mile on the Columbia River.

9. Fishing and hunting areas abound throughout the County.
10. There is a need for recreational facilities for young adults.
11. Tourist commercial activity is significant along I-84, particularly near Boardman.
12. Wildlife and fishery resources contribute significantly to the economy of Morrow County.
13. Some potential recreation sites exist in the county that, if developed with vacation or resort facilities, could provide employment. Also, increased property tax revenue and personal income would result without materially affecting the permanent population or demand for services.
14. The Eastern Oregon Visitors Association recognizes the tourism and recreational opportunities in the area. With help from the State of Oregon, these economic segments can be promoted.
15. The Morrow County Tourism Committee and Chambers of Commerce in cities within the county promote recreational opportunities and tourism in the area.
16. Tourist dollars are often derived from destination-oriented vacationers. They often take advantage of group rates and package deals including transportation, accommodations and activity charges. The arrangements are usually made under a single sponsorship.
17. The Oregon Parks and Recreation Department has supported the development of the OHV Park in Morrow and Grant Counties. Additionally OHV Parks and trails have been developed throughout the Blue Mountains with a view to connecting those recreational opportunities. Many of the trails and their amenities support both OHV and snowmobiling activities.

Recreation Policies

1. Encourage the development of public meeting places and indoor recreational facilities for all age groups, with special attention to young adults.
2. Rely on the Morrow County Parks Master Plan for inventory of recreational facilities in order to coordinate efficient use and improvement of them.
3. Coordinate the review of development on private lands in forest areas of the county with the Oregon State Fish and Wildlife Department to assure the protection of resources for recreational purposes.
4. Establish future areas for parks and outdoor recreational facilities in order to meet the needs of residents and visitors as the county grows, and protect them with the use of overlay zoning.
5. Require the dedication of park land as a part of the review and approval of subdivisions and planned unit developments.
6. To encourage the development of a) winter sports and b) water sports areas.

7. Morrow County should seek to provide adequate tourist commercial land along freeways where it doesn't conflict with agricultural requirements. Where such tourist uses would conflict with agriculture, the county should seek to provide adequate and convenient access and sign notification from freeways to the core of cities adjacent to the freeway. The county should cooperate with civic groups in providing service accommodations for and promoting their tourist-based activities.
8. Since tourism and recreation are important to the economy, Morrow County shall protect fish and game resources and encourage resort and vacation development where not in conflict with timber, agricultural, scenery and wildlife habitat requirements. Hiking, water sports, vehicular recreation, bird-hunting and fishing should be promoted at appropriate locations in an effort to keep the number of game hunters proportionate to county game populations.
9. The County shall make all promotional materials and knowledge of local resources available to the Oregon Tourism Commission to take advantage of their marketing plan services listed in the Morrow County Parks Master Plan.
10. The County economy benefits from increased flow of dollars through any of its communities since significant savings can be realized through joint production of promotional materials. The county should encourage cooperation between the county, other jurisdictions and neighboring counties in developing, distributing and promoting such information.
11. The County shall encourage the development of quality private resorts and public parks based on special Morrow County attractions that provide convenient recreational experiences sought by urban vacationers.
12. Energy consequences shall be considered by all recreation plans to the extent that non-motorized recreational activities shall be preferred over motorized activities. Facilities directly serving the recreational needs of urban residents shall be built as close to a population center as possible in an effort to minimize transportation costs to the site.
13. Planning for recreation facilities and opportunities shall give priority to meeting the needs of Morrow County residents, persons with limited mobility and disabled individuals.
14. Unique areas and potential recreation sites that meet specific recreational needs shall be protected or acquired. Suggested methods include fee acquisition, assessments, cluster developments, preferential assessments, development rights acquisition, subdivision park land dedication, land leases, tax relief and overlay zoning.
15. No recreational use shall be allowed to exceed the carrying capacity of the air, water and land resources of an area. All recreational uses, including OHV uses specifically, shall minimize environmental deterioration.
16. No public land should be sold, traded or otherwise disposed of without first being reviewed for suitability as park land, recreational use or open space.

17. Concepts of mixing public recreation activities with revenue-generating commercial uses, such as restaurants or other concession activities, shall be explored in order to help finance recreation programming, park land acquisition and park maintenance.
18. The Morrow County Parks Master Plan further refines this element to more carefully inventory existing parks, identify potential parklands and evaluate other possible facilities. The Parks Master Plan shall be used to establish a program of priorities and schedules for acquisition, improvement and development of identified opportunities.
19. Private recreational facilities that complement the public system shall be considered as possible alternatives to supplement otherwise publicly financed and operated facilities. In some cases, agreements will be generated that ensure use by the public.
20. The county shall coordinate with existing state and federal OHV regulatory programs to encourage the identification, designation and development of areas or sites for such purposes.
21. Morrow County has and will continue to support the development of a speedway that has been proposed at the intersection of Interstate 84 and Tower Road. This development would be primarily privately financed, but may have public partners. The land use approvals provide for a variety of race tracks and ancillary development that would meet the recreation needs of not only Morrow County, but also the larger Columbia Basin region.

Amended in 2010 (Ordinance #MC-2-2011 and DLCD #005-10).

Oregon's Statewide Planning Goals & Guidelines

GOAL 8: RECREATIONAL NEEDS

OAR 660-015-0000(8)

To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

RECREATION PLANNING

The requirements for meeting such needs, now and in the future, shall be planned for by governmental agencies having responsibility for recreation areas, facilities and opportunities: (1) in coordination with private enterprise; (2) in appropriate proportions; and (3) in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements. State and federal agency recreation plans shall be coordinated with local and regional recreational needs and plans.

DESTINATION RESORT SITING

Comprehensive plans may provide for the siting of destination resorts on rural lands subject to the provisions of state law, including ORS 197.435 to 197.467, this and other Statewide Planning Goals, and without an exception to Goals 3, 4, 11, or 14.

Eligible Areas

(1) Destination resorts allowed under the provisions of this goal must be sited on lands mapped as eligible by the affected county. A map adopted by a county may not allow destination resorts approved under the provisions of this goal to be sited in any of the following areas:

(a) Within 24 air miles of an urban growth boundary with an existing population of 100,000 or more unless residential uses are limited to those necessary for the staff and management of the resort;

(b) On a site with 50 or more contiguous acres of unique or prime farm land identified and mapped by the United States Natural Resources Conservation Service or its predecessor agency; or within three miles of a High Value Crop Area except that "small destination resorts" may not be closer to a high value crop area than one-half mile for each 25 units of overnight lodging or fraction thereof;

(c) On predominantly Cubic Foot Site Class 1 or 2 forest lands, as determined by the State Forestry Department, that are not subject to an approved goal exception;

(d) In the Columbia River Gorge National Scenic Area as defined by the Columbia River Gorge National Scenic Act, P.L. 99-663;

(e) In an especially sensitive big game habitat as generally mapped by the Oregon Department of Fish and Wildlife in July 1984 and as further refined through development of comprehensive plans implementing this requirement.

(2) "Small destination resorts" may be allowed consistent with the siting requirements of section (1), above, in the following areas:

(a) On land that is not defined as agricultural or forest land under Goal 3 or 4; or

(b) On land where there has been an exception to Statewide Planning Goals 3, 4, 11, or 14.

Siting Standards

(1) Counties shall ensure that destination resorts are compatible with the site and adjacent land uses through the following measures:

(a) Important natural features, including habitat of threatened or endangered species, streams, rivers, and significant wetlands shall be maintained. Riparian vegetation within 100 feet of streams, rivers and significant wetlands shall be maintained. Alterations to important natural features, including placement of structures that maintain the overall values of the feature, may be allowed.

(b) Sites designated for protection in an acknowledged comprehensive plan designated pursuant to Goal 5 that are located on the tract used for the destination resort shall be preserved through conservation easements as set forth in ORS 271.715 to 271.795. Conservation easements adopted to implement this requirement shall be sufficient to protect the resource values of the site and shall be recorded with the property records of the tract on which the destination resort is sited.

(c) Improvements and activities shall be located and designed to avoid or minimize adverse effects of the resort on uses on surrounding lands, particularly effects on intensive farming operations in the area. At a minimum, measures to accomplish this shall include:

(i) Establishment and maintenance of buffers between the resort and adjacent land uses, including natural vegetation and where appropriate, fences, berms, landscaped areas, and other similar types of buffers.

(ii) Setbacks of structures and other improvements from adjacent land uses.

(iii) Measures that prohibit the use or operation in conjunction with the resort of a portion of a tract that is excluded from the site of a destination resort pursuant to ORS 197.435(7). Subject to this limitation, the use of the excluded property shall be governed by otherwise applicable law.

Implementing Measures

(1) Comprehensive plans allowing for destination resorts shall include implementing measures that:

(a) Adopt a map consisting of eligible lands for large destination resorts within the county. The map shall be based on reasonably available information, and shall not be subject to revision or refinement after adoption except in conformance with ORS 197.455, and 197.610 to 197.625, but not more frequently than once every 30 months. The county shall develop a process for collecting and processing concurrently all map amendments made within a 30-

month planning period. A map adopted pursuant to this section shall be the sole basis for determining whether tracts of land are eligible for siting of large destination resorts under the provisions of this goal and ORS 197.435 to 197.467.

(b) Limit uses and activities to those permitted by this goal.

(c) Assure developed recreational facilities and key facilities intended to serve the entire development and visitor oriented accommodations are physically provided or are guaranteed through surety bonding or substantially equivalent financial assurances prior to closure of sale of individual lots or units. In phased developments, developed recreational facilities and other key facilities intended to serve a particular phase shall be constructed prior to sales in that phase or guaranteed through surety bonding.

DEFINITIONS

Destination Resort -- A self-contained development providing visitor-oriented accommodations and developed recreational facilities in a setting with high natural amenities, and that qualifies under the definition of either a “large destination resort” or a “small destination resort” in this goal. Spending required under these definitions is stated in 1993 dollars. The spending required shall be adjusted to the year in which calculations are made in accordance with the United States Consumer Price Index.

Large Destination Resort -- To qualify as a “large destination resort” under this Goal, a proposed development must meet the following standards:

(1) The resort must be located on a site of 160 acres or more except within two miles of the ocean shoreline where the site shall be 40 acres or more.

(2) At least 50 percent of the site must be dedicated as permanent open space excluding yards, streets and parking areas.

(3) At least \$7 million must be spent on improvements for onsite developed recreational facilities and visitor-oriented accommodations exclusive of costs for land, sewer, and water facilities and roads. Not less than one-third of this amount shall be spent on developed recreational facilities.

(4) Commercial uses allowed are limited to types and levels necessary to meet the needs of visitors to the development. Industrial uses of any kind are not permitted.

(5) Visitor-oriented accommodations including meeting rooms, restaurants with seating for 100 persons, and 150 separate rentable units for overnight lodging must be provided. Accommodations available for residential use shall not exceed two such units for each unit of overnight lodging, or two and one-half such units on land that is in Eastern Oregon as defined by ORS 321.805. However, the rentable overnight lodging units may be phased in as follows:

(a) On land that is not in Eastern Oregon, as defined in ORS 321.805:

(A) A total of 150 units of overnight lodging must be provided.

(B) At least 75 units of overnight lodging, not including any individually owned homes, lots or units must be constructed or guaranteed through surety

bonding or equivalent financial assurance prior to the closure of sale of individual lots or units.

(C) The remaining overnight lodging units must be provided as individually owned lots or units subject to deed restrictions that limit their use to overnight lodging units. The deed restrictions may be rescinded when the resort has constructed 150 units of permanent overnight lodging as required by this section.

(D) The number of units approved for residential sale may not be more than two units for each unit of permanent overnight lodging provided under this section.

(E) The development approval shall provide for the construction of other required overnight lodging units within five years of the initial lot sales.

(b) On lands in Eastern Oregon, as defined in ORS 321.805:

(A) A total of 150 units of overnight lodging must be provided.

(B) At least 50 units of overnight lodging must be constructed prior to the closure of sale of individual lots or units.

(C) At least 50 of the remaining 100 required overnight lodging units must be constructed or guaranteed through surety bonding or equivalent financial assurance within five years of the initial lot sales.

(D) The remaining required overnight lodging units must be constructed or guaranteed through surety bonding or equivalent financial assurances within 10 years of the initial lot sales.

(E) The number of units approved for residential sale may not be more than 2-1/2 units for each unit of permanent overnight lodging provided under this section.

(F) If the developer of a resort guarantees the overnight lodging units required under paragraphs (C) and (D) of this subsection through surety bonding or other equivalent financial assurance, the overnight lodging units must be constructed within four years of the date of execution of the surety bond or other equivalent financial assurance.

(6) When making a land use decision authorizing construction of a "large destination resort" in Eastern Oregon, as defined in ORS 321.805, the governing body of the county or its designee shall require the resort developer to provide an annual accounting to document compliance with the overnight lodging standards of this definition. The annual accounting requirement commences one year after the initial lot or unit sales. The annual accounting must contain:

(a) Documentation showing that the resort contains a minimum of 150 permanent units of overnight lodging or, during the phase-in period, documentation showing the resort is not yet required to have constructed 150 units of overnight lodging.

(b) Documentation showing that the resort meets the lodging ratio described in section (5)(b) of this definition.

(c) For a resort counting individually owned units as qualified overnight lodging units, the number of weeks that each overnight lodging unit is available for rental to the general public as described in section (2) of the definition for "overnight lodgings" in this goal.

Small Destination Resort -- To qualify as a “small destination resort” under Goal 8, a proposed development must meet standards (2) and (4) under the definition of “large destination resort” and the following standards:

- (1) The resort must be located on a site of 20 acres or more.
- (2) At least \$2 million must be spent on improvements for onsite developed recreational facilities and visitor-oriented accommodations exclusive of costs for land, sewer, and water facilities and roads. Not less than one-third of this amount must be spent on developed recreation facilities.
- (3) At least 25 but not more than 75 units of overnight lodging shall be provided.
- (4) Restaurant and meeting rooms with at least one seat for each unit of overnight lodging must be provided.
- (5) Residential uses must be limited to those necessary for the staff and management of the resort.
- (6) The county governing body or its designee must review the proposed resort and determine that the primary purpose of the resort is to provide lodging and other services oriented to a recreational resource that can only reasonably be enjoyed in a rural area. Such recreational resources include, but are not limited to, a hot spring, a ski slope or a fishing stream.
- (7) The resort shall be constructed and located so that it is not designed to attract highway traffic. Resorts shall not use any manner of outdoor advertising signing except:
 - (a) Tourist oriented directional signs as provided in ORS 377.715 to 377.830; and
 - (b) Onsite identification and directional signs.

Developed Recreation Facilities -- are improvements constructed for the purpose of recreation and may include but are not limited to golf courses, tennis courts, swimming pools, marinas, ski runs and bicycle paths.

High-Value Crop Area -- an area in which there is a concentration of commercial farms capable of producing crops or products with a minimum gross value of \$1,000 per acre per year. These crops and products include field crops, small fruits, berries, tree fruits, nuts, or vegetables, dairying, livestock feedlots, or Christmas trees as these terms are used in the 1983 County and State Agricultural Estimates prepared by the Oregon State University Extension Service. The High-Value Crop Area Designation is used for the purpose of minimizing conflicting uses in resort siting and is not meant to revise the requirements of Goal 3 or administrative rules interpreting the goal.

Map of Eligible Lands -- a map of the county adopted pursuant to ORS 197.455.

Open Space -- means any land that is retained in a substantially natural condition or is improved for recreational uses such as golf courses, hiking or

nature trails or equestrian or bicycle paths or is specifically required to be protected by a conservation easement. Open spaces may include ponds, lands protected as important natural features, land preserved for farm or forest use and lands used as buffers. Open space does not include residential lots or yards, streets or parking areas.

Overnight Lodgings -- are permanent, separately rentable accommodations that are not available for residential use. Overnight lodgings include hotel or motel rooms, cabins, and time-share units. Tent sites, recreational vehicle parks, manufactured dwellings, dormitory rooms, and similar accommodations do not qualify as overnight lodgings for the purpose of this definition. Individually owned units may be considered overnight lodgings if:

(1) With respect to lands not in Eastern Oregon, as defined in ORS 321.805, they are available for overnight rental use by the general public for at least 45 weeks per calendar year through a central reservation and check-in service, or

(2) With respect to lands in Eastern Oregon, as defined in ORS 321.805, they are available for overnight rental use by the general public for at least 38 weeks per calendar year through a central reservation system operated by the destination resort or by a real estate property manager, as defined in ORS 696.010.

Recreation Areas, Facilities and Opportunities -- provide for human development and enrichment, and include but are not limited to: open space and scenic landscapes; recreational lands; history, archaeology and natural science resources; scenic roads and travelers; sports and cultural events; camping, picnicking and recreational lodging; tourist facilities and accommodations; trails; waterway use facilities; hunting; angling; winter sports; mineral resources; active and passive games and activities.

Recreation Needs -- refers to existing and future demand by citizens and visitors for recreations areas, facilities and opportunities.

Self-contained Development -- means a development for which community sewer and water facilities are provided onsite and are limited to meet the needs of the development or are provided by existing public sewer or water service as long as all costs related to service extension and any capacity increases are borne by the development. A "self-contained development" must have developed recreational facilities provided on-site.

Tract -- means a lot or parcel or more than one contiguous lot or parcel in a single ownership. A tract may include property that is not included in the proposed site for a destination resort if the property to be excluded is on the boundary of the tract and constitutes less than 30 percent of the total tract.

Visitor-Oriented Accommodations -- are overnight lodging, restaurants, meeting facilities which are designed to and provide for the needs of visitors rather than year-round residents.

GUIDELINES FOR GOAL 8

A. PLANNING

1. An inventory of recreation needs in the planning area should be made based upon adequate research and analysis of public wants and desires.

2. An inventory of recreation opportunities should be made based upon adequate research and analysis of the resources in the planning area that are available to meet recreation needs.

3. Recreation land use to meet recreational needs and development standards, roles and responsibilities should be developed by all agencies in coordination with each other and with the private interests. Long range plans and action programs to meet recreational needs should be developed by each agency responsible for developing comprehensive plans.

4. The planning for lands and resources capable of accommodating multiple uses should include provision for appropriate recreation opportunities.

5. The *State Comprehensive Outdoor Recreation Plan* could be used as a guide when planning, acquiring and developing recreation resources, areas and facilities.

6. When developing recreation plans, energy consequences should be considered, and to the greatest extent possible non-motorized types of recreational activities should be preferred over motorized activities.

7. Planning and provision for recreation facilities and opportunities should give priority to areas, facilities and uses that

(a) Meet recreational needs requirements for high density population centers,

(b) Meet recreational needs of persons of limited mobility and finances,

(c) Meet recreational needs requirements while providing the maximum conservation of energy both in the transportation of persons to the facility or area and in the recreational use itself,

(d) Minimize environmental deterioration,

(e) Are available to the public at nominal cost, and

(f) Meet needs of visitors to the state.

8. Unique areas or resources capable of meeting one or more specific recreational needs requirements should be inventoried and protected or acquired.

9. All state and federal agencies developing recreation plans should allow for review of recreation plans by affected local agencies.

10. Comprehensive plans should be designed to give a high priority to enhancing recreation opportunities on the public waters and shorelands of the state especially on existing and potential state and federal wild and scenic waterways, and Oregon Recreation Trails.

11. Plans that provide for satisfying the recreation needs of persons in the planning area should consider as a major determinant, the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.

B. IMPLEMENTATION

Plans should take into account various techniques in addition to fee acquisition such as easements, cluster developments, preferential assessments, development rights acquisition, subdivision park land dedication that benefits the subdivision, and similar techniques to meet recreation requirements through tax policies, land leases, and similar programs.

C. RESORT SITING

Measures should be adopted to minimize the adverse environmental effects of resort development on the site, particularly in areas subject to natural hazards. Plans and ordinances should prohibit or discourage alterations and structures in the 100 year floodplain and on slopes exceeding 25 percent. Uses and alterations that are appropriate for these areas include:

1. Minor drainage improvements that do not significantly impact important natural features of the site;
2. Roads, bridges and utilities where there are no feasible alternative locations on the site; and
3. Outdoor recreation facilities including golf courses, bike paths, trails, boardwalks, picnic tables, temporary open sided shelters, boating facilities, ski lifts and runs. Alterations and structures permitted in these areas should be adequately protected from geologic hazards or of minimal value and designed to minimize adverse environmental effects.

Findings of Fact
Morrow County
Zoning Ordinance Amendment
AC-163-26
As adopted and incorporated in ORD-2026-05

REQUEST: To amend and update Chapter 9, Recreation Element, of the Morrow County Comprehensive Plan, and to adopt the Heritage Trail Concept Plan Update as an Appendix to Chapter 9.

PROPONENT: Morrow County
P.O. Box 40
Irrigon, OR 97844

I SUMMARY OF PROPOSAL:

The application includes a redrafted and updated Goal 8, Recreation Element, including the addition of recent data and descriptions of recreation facilities in Morrow County and adoption of the updated Heritage Trail Concept Plan as an appendix to the Comprehensive Plan. Only minor changes were made to the Findings and Policies. Goal 8 Recreation is Chapter 9 in the Morrow County Comprehensive Plan. Staff from Morrow County Parks Department and County Tourism provided technical data.

For additional background, see attached memo dated January 16, 2026 to Planning Commission.

Heritage Trail Concept Plan Update

In 2000, the Columbia River Heritage Trail (CRHT) Concept Plan was published, detailing the vision, goals and concept for a recreational trail paralleling the Columbia River across the north boundary of Morrow County. In 2023, the county received a Local Government Grant from the State of Oregon Parks and Recreation Department (LG 23-042) to partially fund an update to this plan and further define expansion, development, and management of the trail. Planning Staff, along with consultant JUB Engineering, spent more than a year and a half developing this update through a multi-phase approach, drawing on input from community members, county staff, an advisory committee, and other stakeholders.

At the September 30, 2025, meeting, the Planning Commission heard a presentation from Planning Staff and JUB Engineering and then held a work session to review the 60% draft of the CRHT Concept Plan Update. The Commission provided feedback and requested follow-up from Planning Staff. At the October 28, 2025, meeting, Planning Staff provided an update.

JUB Engineering has now provided the attached 90% draft of the CRHT Concept Plan Update. This is intended to become the final version for adoption, pending any remaining comments from the Planning Commission or Board of Commissioners. If this legislative amendment is approved, the Heritage Trail plan will be adopted by Ordinance as an appendix to the Morrow County Comprehensive Plan, Chapter 9: Recreation Element, via amendment AC-163-26.

AC-163-26
Findings of Fact

II SUMMARY OF APPLICABLE CRITERIA

The following sections of the Morrow County Zoning Ordinances apply to this legislative amendment. The relevant County Ordinance sections are shown below in bold text, followed by a Finding in standard text. All of the following criteria must be satisfied in order for this request to be approved.

MORROW COUNTY ZONING ORDINANCE: SECTION 8.040. The proponent of the application or permit has the burden of proving justification for its approval. The more drastic the request or the greater the impact of the application or permit on the neighborhood, area, or county, the greater is the burden on the applicant. The following criteria shall be considered by the Planning Commission in preparing a recommendation and by the County Court in reaching their decision.

- A. The local conditions have changed and would warrant a change in the zoning of the subject property(ies).

Finding: No changes in zoning of properties are proposed; therefore, this standard does not apply.

- B. The public services and facilities are sufficient to support a change in designation including, but not limited to, water availability relevant to both quantity and quality, waste and storm water management, other public services, and streets and roads.
 - 1. Amendments to the zoning ordinance or zone changes which significantly affect a transportation facility shall assure that land uses are consistent with the function, capacity, and level of service of the facility identified in the Transportation System Plan. This shall be accomplished by one of the following:
 - a. Limiting allowed land uses to be consistent with the planned function of the transportation facility or roadway;
 - b. Amending the Transportation System Plan to ensure that existing, improved, or new transportation facilities are adequate to support the proposed land uses consistent with the requirements of the Transportation Planning Rule; or,
 - c. Altering land use designations, densities, or design requirements to reduce demand for automobile travel to meet needs through other modes.
 - 2. A plan or land use regulation amendment significantly affects a transportation facility if it:
 - a. Changes the functional classification of an existing or planned transportation facility;
 - b. Changes standards implementing a functional classification;
 - c. Allows types or levels of land use that would result in levels of travel or access that are inconsistent with the functional classification of a transportation facility; or
 - d. Would reduce the level of service of the facility below the minimal acceptable level identified in the Transportation System Plan. (MC-C-8-98)

AC-163-26 Findings of Fact

Finding: This legislative amendment does not include changes to existing zoning designations or text amendments that would impact transportation facilities. The Heritage Trail Concept Plan is a recreational facility adopted by reference and would not affect any functional classification of a transportation facility. The application complies with this criterion.

- C. That the proposed amendment is consistent with unamended portions of the Comprehensive Plan and supports goals and policies of the Comprehensive Plan, that there is a public need for the proposal, and that the need will be best served by allowing the request. If other areas in the county are designated for a use as requested in the application, then a showing of the necessity for introducing that use into an area not now so zoned and why the owners there should bear the burden, if any, of introducing that zone into their area.

Finding: The proposed amendment is intended to update the Comprehensive Plan to be more inclusive and complementary of other goals in the comprehensive plan and, to be consistent with Oregon Statewide Planning Goal 8 Recreation. An analysis of the anticipated impacts on statewide planning goals is provided below. The proposed amendments do not include a change in land use designation. This criterion is met.

- D. The request addresses issues concerned with public health and welfare, if any.

Finding: The intent of the Recreation Element is, in part, to enhance the quality of life for Morrow County residents and visitors. The recreation activities existing and proposed would improve opportunities for recreation and would not conflict with public health and welfare objectives. For these reasons, the county may find the application complies with this standard.

III APPLICABLE STATEWIDE PLANNING GOALS

Statewide Planning Goal 1: Citizen Involvement

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

Finding: Generally, Goal 1 is satisfied when a county complies with public notice and hearing requirements in the Oregon Statutes and in the local Comprehensive Plan and Land Use Code. The County's Zoning Ordinance is consistent with State law with regards to notification requirements. Pursuant to Section 9 of Morrow County Zoning Ordinance at least one public hearing before the Planning Commission and Board of Commissioners is required. Legal notice in a newspaper of general circulation is required. The County has met these requirements and notified DLCD of the proposal.

Statewide Planning Goal 2: Planning

To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

Finding: Goal 2 establishes the process that a county or a city needs to utilize when considering changes to their Comprehensive Plans and development codes. This amendment meets those requirements.

AC-163-26 Findings of Fact

Statewide Planning Goals 3: Agricultural Lands

To preserve and maintain agricultural lands.

Finding: The proposal does not include findings or policies that would conflict with land uses allowed in the Exclusive Farm Use Zone. This goal is satisfied.

Statewide Planning Goals 4-7: Forest Lands; Open Spaces, Scenic and Historic Areas, and Natural Resources; Air, Water and Land Resources Quality; Areas Subject to Natural Hazards.

To preserve, maintain, and protect forest lands, natural resources, scenic and historic areas. To maintain and improve the quality of air, water, and land resources. To protect people and property from natural hazards.

Finding: The proposed legislative amendment is consistent with Goals 4 through 7 insofar as recreational opportunities are either existing or are proposed to comply with protection of air, land and water quality. The Heritage Trail, for example, is proposed on vast lands owned by the Army Corps of Engineers. Permitting for development would necessarily require environmental review and permitting and therefore would be in compliance with Goals 4-7. To the extent new recreation assets are developed and may impact natural resources, they are found to be consistent with Goals 4-7.

Statewide Planning Goals 8-11: Recreation Needs; Economy; Housing; Public Services

To satisfy the recreational needs of the citizens and visitors of the state; provide adequate opportunities for a variety of economic activities; provide for the housing needs of the citizens of the state; and to plan and develop a timely, orderly, and efficient arrangement of public facilities for urban and rural development.

Finding: The subject Plan update is intended to identify and enhance recreational assets and opportunities in Morrow County. Those recreation assets in turn generate economic development by increasing tourism and visitors. Housing is not directly impacted by the proposed updates to the Recreation Element. The proposal is consistent with Goals 8-11.

Statewide Planning Goal 12: Transportation

To provide and encourage a safe, convenient and economic transportation system.

Finding: Goal 12 requires local governments provide and encourage a safe, convenient, and economic transportation system, implemented through the Transportation Planning Rule (TPR) at the state level and the Transportation System Plan (TSP) at the county level. The proposed Goal 8 Recreation Element update does not directly impact the county's transportation system, given the Heritage Trail is a recreational facility. However, the Heritage Trail will be considered during the forthcoming update of the County Transportation System Plan, to be inventoried as a recreational asset, and to identify a segment in the Irrigon area that may serve as a bicycle-pedestrian facility.

Statewide Planning Goal 13: Energy

AC-163-26

Findings of Fact

To conserve energy.

Finding: The proposal does not impact energy production or consumption. Goal 13 is not applicable.

Statewide Planning Goal 14: Urbanization

To provide an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

Finding: This application does not include a specific land use approval or decision; rather, the Comprehensive Plan Amendment establishes general Findings and Policies. The recreational assets and opportunities are located throughout Morrow County, both within and outside urban areas. No Finding would conflict with urbanization goals and standards. This application is therefore consistent with Goal 14.

IV DLCD 35 DAY NOTICE: December 22, 2025

V PROPERTY OWNER NOTICE: Not applicable

VI LEGAL NOTICE PUBLISHED: Heppner Gazette Times: January 7, 2026
East Oregonian: January 7, 2026

VII AGENCIES NOTIFIED: Oregon Parks and Recreation Department, Mark Cowan; Oregon Department of Fish & Wildlife, Steve Cherry and Melody Henderson; U.S. Army Corps of Engineers, Nicolas Albano, Terry Gray, Amy Redmond; U.S. Navy NAS Whidbey Island, Kimberly Peachler; West Extension Irrigation District, Bev Bridgewater; Brandon Hammond and Carla McLane, City of Boardman; Aaron Palmquist, City of Irrigon; Tera Farrow Furman, Cultural Resources Protection Program and Patty Perry, Planning Director, Confederated Tribes of the Umatilla Indian Reservation; Judge Patnode, Judge and Stephanie Case, Planning Director, Gilliam County; Lisa Mittelsdorf and Jacob Cain, Port of Morrow; Irrigon Park District; George Shimer, Director, Boardman Parks & Recreation District; Torrie Griggs, Boardman Chamber of Commerce; Brenda Shockman, Irrigon Chamber of Commerce; Heppner Chamber of Commerce; Willow Creek Valley Economic Development District; Eric Imes, Public Works Director; Vince Guerrero, Assistant County Administrator.

VIII HEARING DATES:

Planning Commission
January 27, 2026
Don Adams Conference Room
Morrow County Government Center
Irrigon, Oregon

AC-163-26

Findings of Fact

Board of Commissioners
February 18, 2026
Don Adams Conference Room
Morrow County Government Center
Irrigon, Oregon

- IX RECOMMENDATION: The foregoing findings may be adopted in support of Ordinance ORD-2026-05. Adopt Findings in support of Ordinance ORD-2026-05 to update Goal 8 Recreation Element, Chapter 9 of the Morrow County Comprehensive Plan.

MORROW COUNTY BOARD OF COMMISSIONERS

David Sykes, Chair

Jeff Wenholz, Commissioner

Gus Peterson, Commissioner

Approved As to Form:

Justin Nelson
County Counsel

AC-163-26
Findings of Fact



COLUMBIA RIVER HERITAGE TRAIL

**2025 Concept
Plan Update**



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01

INTRODUCTION



The Columbia River Heritage Trail (CRHT) is a vital recreational and cultural resource that celebrates the natural beauty and historical significance of the Columbia River region. Designed to offer residents and visitors opportunities for outdoor recreation, education, and heritage appreciation, the CRHT is envisioned as a continuous 25-mile trail for walkers, bicyclists, and other non-motorized users. Loosely paralleling the Columbia River and spanning the entire width of north Morrow County (County), the trail connects key historical sites, scenic viewpoints, and nearby communities while preserving and honoring the region's rich natural and cultural heritage.

Named a "heritage trail" to symbolize and celebrate the depth of history in the area, the CRHT links rural and urban landscapes, travels through diverse environments, and protects significant natural and cultural resources. It follows the Columbia River, the most significant waterway in the Northwest, passing through lands that have sustained Native American communities for centuries and continue to support wildlife refuges, historic sites, agricultural industries, and the Port of Morrow. With land under federal, state, and local ownership, this collaborative project has received broad support from managing agencies.

This report presents an update to the 2000 Columbia River Heritage Trail Concept Plan (Plan), reflecting changes in community needs, environmental considerations, and infrastructure development over the past two decades. The updated plan aims to enhance trail connectivity, accessibility, and amenities while ensuring long-term preservation of the region's invaluable resources. Through collaboration with stakeholders, agencies, and the public, this update provides a comprehensive vision for the trail's future, ensuring it remains a cherished asset for generations to come. This project was funded in part by a Local Government Grant from the State of Oregon Parks and Recreation Department (LG 23-042).

PURPOSE

This Plan will guide maintenance and improvements of the CRHT for the next 5-20 years. An updated Plan, developed with public input, is essential to obtain funding for future trail projects and guidance for project prioritization.

A large county trail, such as the Columbia River Heritage Trail, is a vital asset that enhances recreation, fosters economic growth, promotes cultural preservation, and supports environmental conservation. It provides a safe and scenic space for outdoor activities, improves community health, and attracts tourism, boosting local businesses. By preserving historical landmarks and natural landscapes, the trail fosters regional pride while also serving as an alternative transportation route that promotes sustainability and environmental conservation. Additionally, it strengthens community connections and provides a valuable amenity, making it a long-term investment in the county's well-being and future development.

The CRHT also serves several key purposes:

- » **Recreation:** The trail provides opportunities for walking, biking, and enjoying outdoor activities, promoting a healthy lifestyle for residents and visitors.

- » **Cultural Heritage:** It showcases the rich history and cultural heritage of the Columbia River region, offering educational experiences related to local indigenous communities, pioneer history, and the significance of the river itself.

- » **Environmental Awareness:** The trail promotes awareness of the region's natural resources and ecosystems, encouraging environmental stewardship and appreciation.

- » **Economic Development:** By attracting tourists and outdoor enthusiasts, the trail can boost local economies through increased visitation to nearby businesses, parks, and attractions.

- » **Connectivity:** The trail enhances connectivity between communities, parks, and recreational areas, making it easier for residents to access natural spaces and engage in outdoor activities.

Overall, the Columbia River Heritage Trail aims to enrich the community's quality of life while preserving and promoting the area's unique heritage and natural beauty.

HISTORY

Over 20 years ago, a group of citizens from Morrow and Umatilla counties attempted to develop a trail paralleling the Columbia River from Hat Rock State Park (in Umatilla County) westward to the City of Irrigon. The proposal involved gaining access to an abandoned railroad right-of-way, but it never came to fruition. Efforts in the late 1990s to develop a trail system along the entire northern boundary of Morrow County focused on the ribbon of public land bordering the Columbia River. That effort led to the creation of the original 2000 Concept Plan, which focused on the region's resources and their significance, the CRHT's vision and goals, and the trail concept. The plan detailed the recommended trail alignment, development strategies, and specific management actions.

THE PLANNING PROCESS

The planning process and the resulting Plan are designed to align with the County's Strategic Plan and serve as a clear guide for upcoming capital projects. This Plan was developed through a multi-phase approach, drawing on input from community members, County staff, an advisory committee, and other stakeholders. Together, they identified needs, gaps, and priorities while ensuring renewed eligibility for grant funding.



02

VISION & GOALS

VISION AND GOAL STATEMENTS

The Morrow County Columbia River Heritage Trail enriches the lives of residents and visitors, fostering a sense of community and connection. This multi-purpose recreational trail enables people to experience the area's natural and cultural heritage, as well as its industrial and agricultural activities, while promoting inclusivity, connectivity, and sustainability.

The trail:

- » **Is designed to be safe and accessible**, accommodating diverse users of all ages, abilities, and backgrounds.
- » **Strengthens connections between people**, communities, and regional trail systems, linking Boardman, Irrigon, and neighboring areas for a unified experience.
- » **Preserves, protects, and promotes resources** through sustainable practices, stewardship initiatives, and education.
- » **Provides expanded opportunities for recreation** for residents and visitors, including spaces for relaxation, exercise, and adventure.
- » **Serves as an alternative transportation route** for walkers, bicyclists, and other non-motorized users, enhancing regional connectivity and reducing environmental impacts.
- » **Acts as an outdoor classroom** to learn about natural resources, historical and cultural significance, and industrial/agricultural contributions, with special emphasis on diverse perspectives and heritage.
- » **Contributes to health, wellness, and quality of life**, supporting the vitality and economy of Morrow County through increased tourism and community engagement.
- » **Incorporates inclusive management practices** by fostering diverse partnerships, engaging underrepresented communities, and ensuring coordinated long-term stewardship.
- » **Features clear connectivity and visibility**, with signage, maps, and rest areas that improve access and enhance user experience.

This vision positions the Heritage Trail as a catalyst for cultural, environmental, and economic enrichment, promoting unity and sustainability for current and future generations.

Vision statement

The Morrow County Columbia River Heritage Trail will be a premier regional trail that connects communities, preserves cultural and natural heritage, and enhances quality of life. As a safe, accessible, and sustainable corridor, it will foster recreation, education, and economic vitality while promoting stewardship and regional connectivity. Through collaboration and innovation, the trail will serve as a lasting asset that inspires exploration, unites people, and strengthens Morrow County for future generations.



MANAGEMENT GOALS AND OBJECTIVES

The objectives of this trail plan aim to create a safe, accessible, and engaging trail network that connects communities, highlights the region's natural and historical features, and fosters a sense of community involvement. By enhancing accessibility, promoting inclusivity, and showcasing recreational and cultural opportunities, the plan seeks to enrich the user experience and ensure the trail serves as a valued resource for all.

The following goals and objectives for the CRHT Plan were developed through discussions with project stakeholders and the public. Each goal is supported by specific objectives that help achieve the respective goal.

GOAL 1: Expand Transportation Options



Objectives:

- » **Connect Community Trails:** Link the Columbia River Heritage Trail (CRHT) with trails in Boardman and Irrigon to establish a larger interconnected trail network that enhances regional access, connectivity, and active transportation.
- » **Promote diverse recreational opportunities:** Create safe and accessible biking, walking, and horseback riding trails to provide diverse recreational opportunities and promote outdoor activity for all users.

GOAL 2: Emphasize Key Points of Interest



Objectives:

- » **Highlight Trail Features:** Extend and enhance the trail to showcase significant landmarks, scenic views, and natural or historical features, creating recreational and educational opportunities and experiences.
- » **Attract Regional Trail Users:** Showcase recreational opportunities and nearby amenities to attract and engage trail users from neighboring communities in Morrow, Gilliam, and Umatilla counties.

GOAL 3: Increase Community Visibility and Involvement



Objectives:

- » **Provide Accessibility and Safety:** Install clear, consistent signage, including directional and informational signs, to improve trail visibility and a safe user experience.
- » **Foster Community Engagement:** Develop outreach programs targeting diverse groups, publish a trail newsletter, and organize speaker events or guest lectures.
- » **Encourage Community Participation:** Host annual trail cleanups and participate in heritage-themed local events.
- » **Promote Inclusivity:** Increase engagement with Hispanic residents, local Native American communities, and residents and visitors of all ages.

GOAL 4: Enhance User Amenities and Accessibility



Objectives:

- » **Design and Construct Rest Areas:** Develop strategically located rest stops along the trail with amenities such as seating, shade structures, drinking water, and bike racks to cater to diverse trail users and support longer trail use.
- » **Promote Exercise and Recreation:** Incorporate features like fitness stations, open spaces for group activities, and designated areas for recreational use, encouraging physical activity and social engagement.
- » **Sustainability and Aesthetics:** Use environmentally sustainable materials and landscaping to enhance the natural beauty of the trail, fostering a connection to nature while meeting user needs.

03

COMMUNITY ENGAGEMENT

The public involvement process guided the development of this plan. Multiple approaches were applied to engage the public and stakeholders. Their input shaped project direction and outcomes, including:

- » Identifying goals and objectives
- » Selecting priority projects
- » Developing a complete list of needs related to project goals

Engagement approaches included:

- » **Technical Advisory Committee (TAC)** – A TAC was developed to provide specific feedback on the goals of the Plan, needed connectivity, and other opportunities and constraints. The TAC comprised stakeholders from:
 - U. S. Army Corps of Engineers (USACE)
 - Oregon Department of Fish and Wildlife (ODFW)
 - City of Boardman
 - City of Irrigon
 - Port of Morrow
 - Confederated Tribes of the Umatilla Indian Reservation (CTUIR)
 - Boardman Parks Department
 - Irrigon Parks Department
 - Oregon Department of Transportation (ODOT)
- » **Survey and Web Map** – An online survey and web map were used to obtain feedback from the general public on specific locations of concern. The online survey was highlighted on the project website and promoted through flyers. Postcards were also distributed to County residents.
- » **Open House/Public Event** – Two events were available for the public to attend and provide feedback on the current progress of the Plan. These events included an open house at the SAGE Center and a booth at the Irrigon Music in the Parks.

OUTREACH AND PUBLIC PARTICIPATION

Internal Design Charrette

On November 12, 2024, Morrow County hosted a design charrette, an interactive workshop, to bring together County Staff, the TAC, and project consultants to refine trail alignments, identify key priorities, and ensure the updated plan reflects local knowledge and stakeholder input.

The charrette began with a review of the project's original goals: connecting the trail to existing systems in Boardman and Irrigon and emphasizing key points of interest along the route. Participants then discussed new goals that emerged through community feedback and field visits. These included:

- » Increasing trail visibility from major corridors
- » Enhancing signage
- » Incorporating rest areas with essential amenities such as water, shade, and seating
- » Increasing accessibility

Participants worked through six trail sections, discussing each area's opportunities, constraints, and alignment considerations. Throughout the session, several key themes emerged. Trail visibility and public access need improvement in multiple segments, particularly near high-traffic corridors such as Columbia Lane and Patterson Ferry Road. Participants emphasized the need for safe pedestrian crossings and recommended avoiding trail routes along busy roadways lacking sidewalks and shoulders.

Several opportunities were also identified. The Bonneville Power Administration (BPA) easement near Boardman presents a promising route for trail expansion, and the Port of Morrow and other partners may play a key role in addressing gaps in amenities, particularly in areas with limited rest stops or water access. The team also



discussed improvements to signage, aiming to guide users, highlight points of interest, and navigate complex jurisdictional boundaries.

Maintenance and land ownership were recurring topics of discussion, particularly in areas with overlapping agency responsibilities such as the Umatilla National Wildlife Refuge and properties owned or managed by ODFW, USACE, or the railroad. Participants emphasized the need to clarify maintenance responsibilities across jurisdictions.

Overall, the design charrette generated actionable input that helped shape the next phase of concept development. The ideas and feedback gathered will help ensure the CRHT serves as a safe, connected, and enjoyable trail experience, thereby enhancing recreation, access to nature, and community health throughout Morrow County. For a full summary, refer to Appendix 1.

SURVEY

A community input survey was made available from January 21, 2025, to May 1, 2025, to gather feedback from residents on the habits of trail users and overall priorities for the future. This survey provided an English and Spanish option for respondents. This input will help ensure the updated CRHT Plan reflects the community's evolving needs, preferences, and vision. A total of 56 (55 in English and 1 in Spanish) responses were received. Highlights from the survey are summarized in Appendix 2.

- » Most people use the trail for walking, either alone or with others, usually 1 - 3 miles at a time.
- » Some use it regularly, but about one-third rarely use it, and 16% never have.
- » Paved paths, benches, and scenic views are the most wanted features.
- » Top priorities for improvement are better maintenance, safety, and longer trail connections.
- » Main concerns include unleashed dogs, thorny plants, and poor trail upkeep.
- » Accessibility and wayfinding can be hard, especially for people with physical challenges.
- » People prefer to get trail updates through social media, rather than the trail website.
- » Most survey participants are over 35, showing a need to better engage younger people.

Overall, the trail is valued, but there's room to improve safety, access, and visibility.



OPEN HOUSE/PUBLIC EVENTS

SAGE Center Pop-Up Event

Morrow County, in coordination with J-U-B ENGINEERS, Inc. and The Langdon Group, hosted a public pop-up event at the SAGE Center, on February 12, 2025 to share information on the update to the Columbia River Heritage Plan. The event was promoted through the County's Facebook page, project website, direct emails to 50 stakeholders and agencies, flyers at local businesses, and a direct mail invitation to all 2,796 households in Boardman and Irrigon. Invitations also went home with 1,920 K-12 students.

The drop-in style event ran from 5:30 to 8:00 p.m. and included a welcome booth, informational displays, and opportunities to speak directly with project team members. Attendees received a project overview flier and were encouraged to participate in a dot-voting activity to prioritize trail features and amenities.

About 30 community members attended, with 15 participating in the activity. The top priorities identified were:

- » Public health facilities (bathrooms, water fountains, benches)
- » Directional signage to improve wayfinding
- » Public safety features and educational/historical signage

Participants also expressed concerns about trail access, including parking, shade, smooth/flat surfaces for mobility devices, and shorter loop options. Safety concerns regarding camping and after-hours use were also noted.

Irrigon Music in the Parks

Morrow County and J-U-B ENGINEERS, Inc., with support from The Langdon Group, hosted a public open house during Irrigon's Music in the Parks series at Marina Park (510 NE Seventh St, Irrigon) on July 21, 2025. The event was advertised through the County's Facebook page, project website, flyers at local businesses, and emails to stakeholders and partner organizations.

The drop-in style event was held from 6:00 to 7:30 p.m. and included a welcome booth, project information, fliers, and comment cards for written feedback. Thirteen attendees spoke with project team members and provided feedback on trail connectivity, desired amenities, signage (historical and environmental), and safety improvements.



04

TRAIL ALIGNMENT & INVENTORY

As outlined in the 2000 Plan, the Heritage Trail is designed as a single, primary route, complemented by spur and loop trails that stretch across the full width of the county. The trail spans approximately 30 miles, connecting the communities of Boardman and Irrigon, as well as extending into Gilliam and Umatilla Counties. Portions of the potential alignment are located within public right-of-way (ROW), which typically ranges from 60 to 80 feet in width depending on roadway classification and may include travel lanes, shoulders, drainage ditches, and utility corridors. Trail segments located within

County right-of-way (ROW) have not required individual property owner contact, as adjacent property owners do not have jurisdiction or decision-making authority over the use of public ROW.

The graphic below illustrates existing and potential trail segments, surface types, and access points along the CRHT.

Trail Facts



LENGTH

The trail corridor spans approximately 42 miles east to west across the full width of the county when measured “as the crow flies.” The existing trail system currently includes 27.2 miles, with an additional 29.7 miles identified as potential future trail segments, for a total planned network of approximately 56.9 miles when fully built out. *Note: At plan approval, ~11 miles of the potential trail are on private (non-federal) land; all other segments are on federal land or within County road rights-of-way.*

CONNECTED COMMUNITIES

City of Boardman and City of Irrigon, Gilliam County and Umatilla County



SURFACE TYPE

Paved and natural/primitive surface

- Paved - 15.9 miles
- Unimproved - 11.3 miles

TRAILHEADS & ACCESS POINTS WITH PARKING

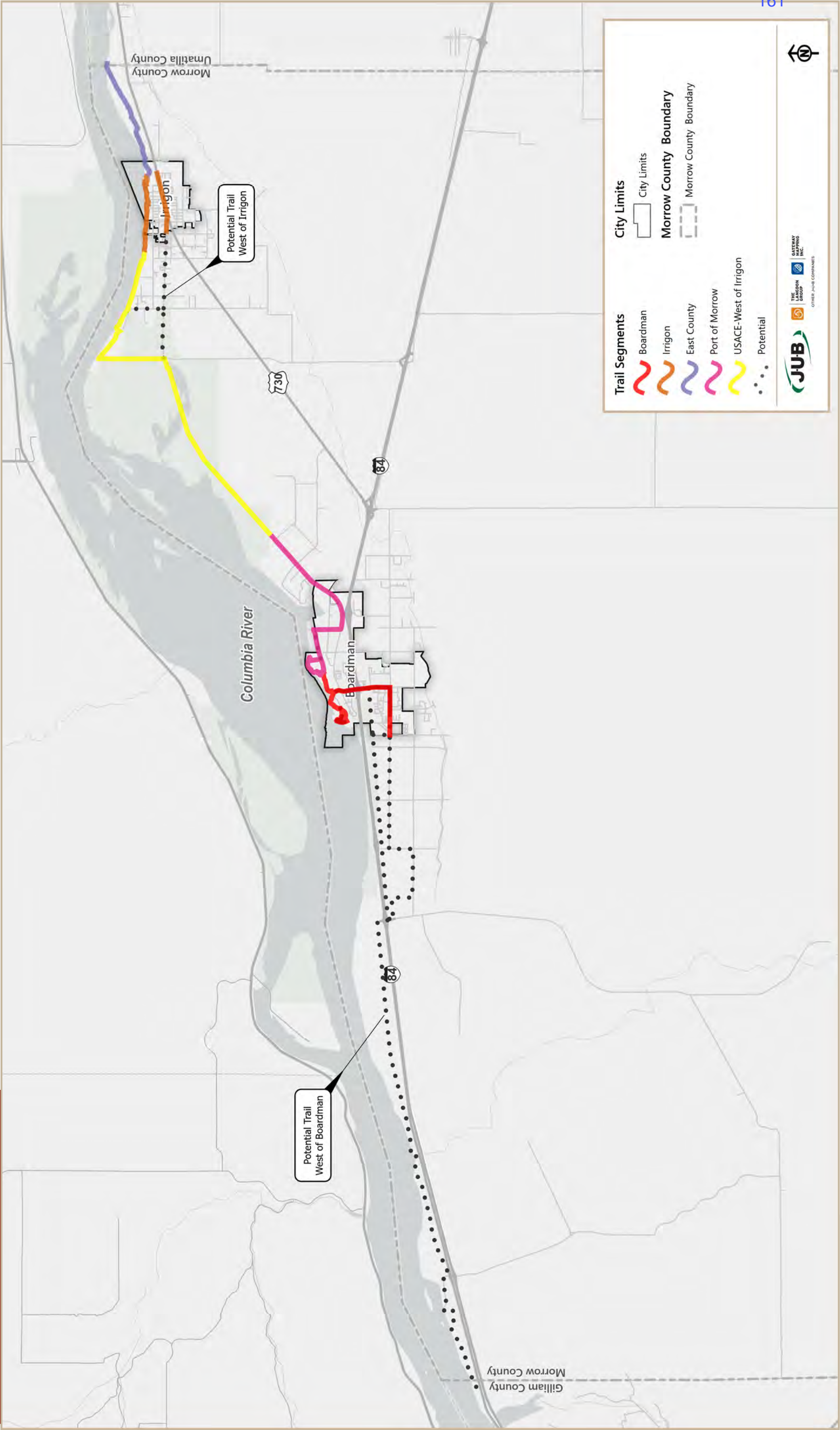
- Boardman Marina Park
- Port of Morrow
 - Marine Dr NE @ Port Dr
 - Marine Dr NE @ Shoreline Dr
- Wildlife Refuge @ Columbia Blvd
- Fish Hatcheries @ Riverview Ln
- Riverview Ln @ W 8th Rd
- Irrigon Marina Park
- NE 13th St
- Morrow County/Umatilla County Line @ Pleasant View Road



TRAIL SECTIONS

For ease in coordinating planning, construction, and maintenance, the Morrow County Columbia River Heritage Trail is divided into six sections, defined geographically by the underlying land ownership or management jurisdiction. Earlier meeting notes and draft materials numbered sections from east to west (1–6); in this report, sections are numbered from west to east (1–6), following the numbering in the 2000 Plan. Additionally, each section may benefit from a memorandum of understanding (MOU) between the parties involved. An MOU would clarify responsibilities, expectations, and collaboration approaches, and often serves as a first step before establishing a formal agreement or binding contract.

Figure 1 Trail Vicinity Map



SECTION 1

West County

KEY FEATURES:

- Threemile Canyon Park, a dry camping and fishing area with pit toilets, managed by the Army Corps of Engineers.
- Loves Travel Stop

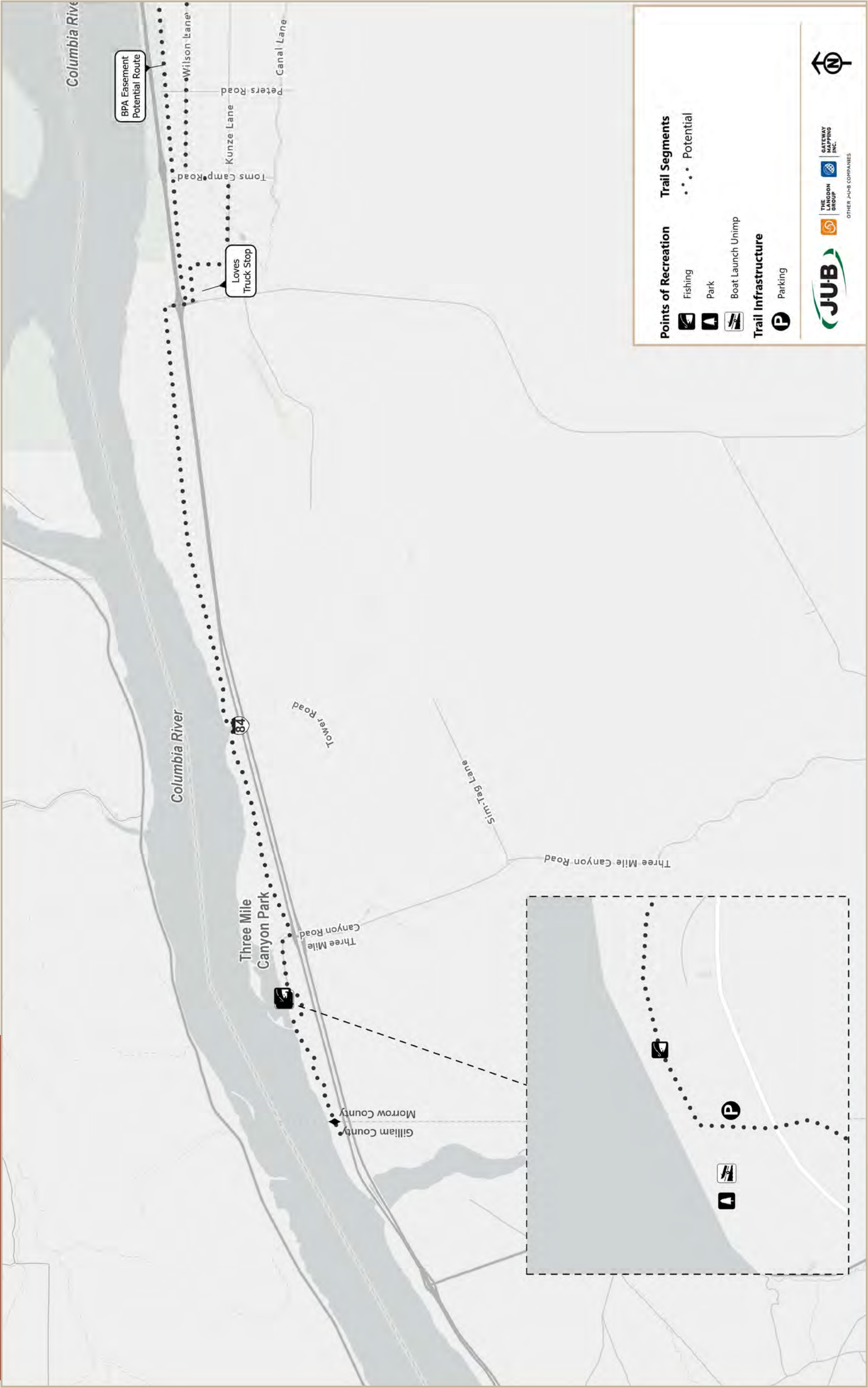
This potential 29-mile section of the trail connects Gilliam County to the Tower Road interchange at Interstate 84, west of the City of Boardman. It primarily follows an existing two-track path formed by vehicle use during hunting seasons, located near and parallel to the railroad right-of-way for most of its length. The lands are zoned industrial and are owned by the Port of Morrow and Threemile Canyon Farms. The Tower Road Interchange Area Management Plan (IAMP) will include a pedestrian facility, which will likely encourage more interest in a trail in this segment. The plan does not include specific recommendations for this section of the trail.

This section of the trail may benefit from a memorandum of understanding (MOU) to establish a mutual agreement between the county and the landowners. The MOU would clearly outline how the parties will work together, defining responsibilities and expectations. MOUs are often the first step before creating a formal agreement and binding contract.

Enhancement Opportunities

- » Compacting the trail surface with rock, gravel, or sand
- » Develop trailheads and parking
- » Add horse facilities at Three-Mile and Tower Road
- » Provide amenities: toilets, shade, picnic tables, bike racks
- » Control or eliminate invasive plants (e.g., Russian Olive and puncture vine)
- » Early intervention to control the spread of invasive plants (Russian Olive and puncture vine)
- » Install safety and non-motorized use signage (except during hunting season)
- » Establishment of an MOU between the parties involved to define roles and responsibilities

Figure 2 Section 1 West County



SECTION 2

Boardman

KEY FEATURES:

- Boardman Marina Park
- SAGE Center and Recreation Center (approximately ½ mile off the path)
- Downtown Boardman
- Facilities (restaurants, gas station, supermarket, health care facility, library, police station, city hall)

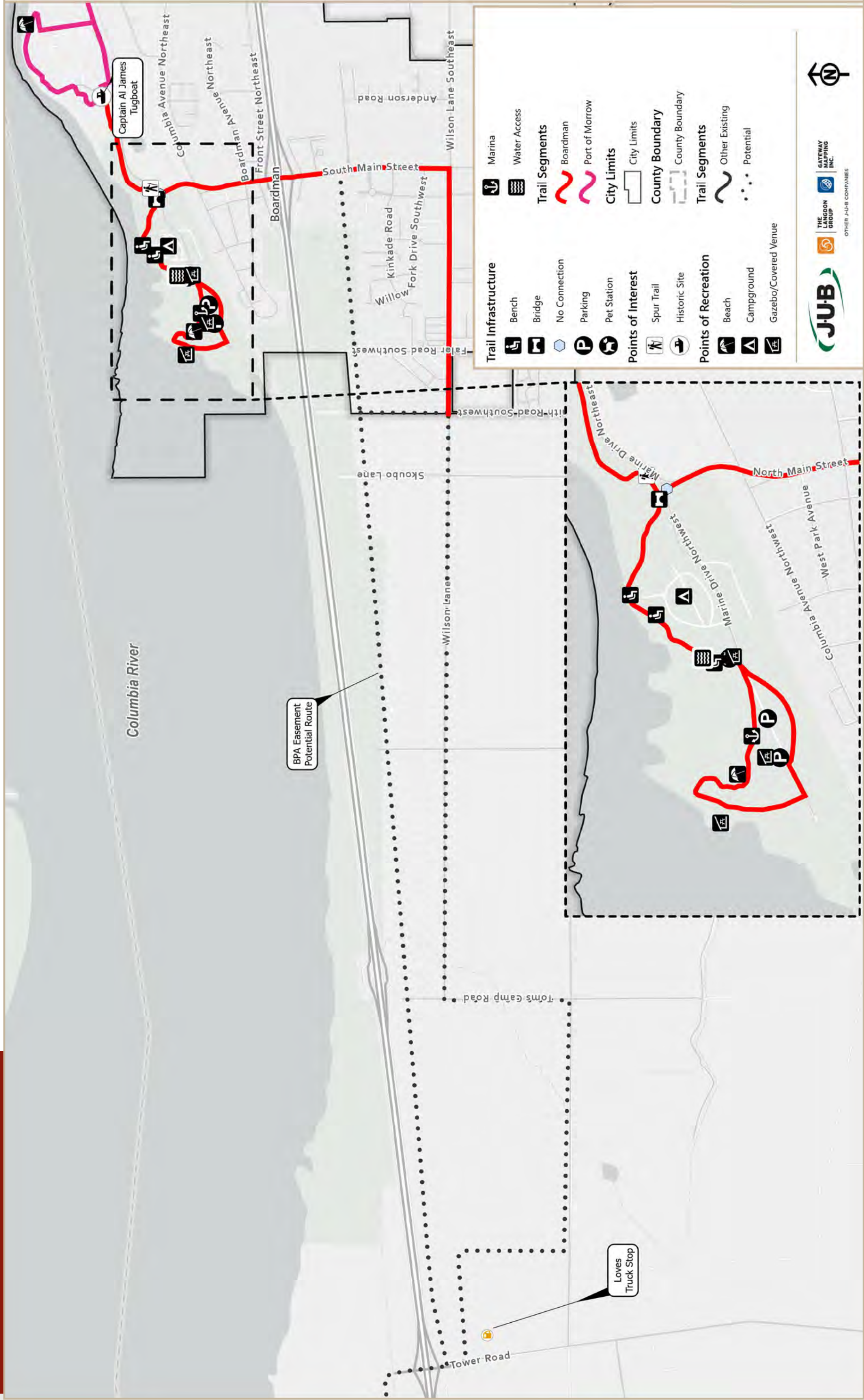
The Boardman trail section spans approximately 3.9 miles. It passes through the most densely populated area of Morrow County, the City of Boardman, serving as a vital urban-rural connection within the trail system. This section includes the area between the Tower Road Interchange at Interstate 84, to the west, and the Port of Morrow, to the east.

Enhancement Opportunities

- » Install bicycle and pedestrian signage and striping
- » Reconstruct the railroad overpass
- » Plant trees to provide shade and enhance trail experience
- » Provide restroom and water station
- » Improve ADA accessibility
- » Establish MOU to define roles and responsibilities

Trail Alignment Alternatives/Gaps:

Two primary alignment options have been identified for connecting this segment of the trail to South Main Street. The first option would utilize the BPA easement to reach S Main Street. The second option would follow Kunze Lane to Wilson Lane, and then continue to S Main Street. Another key location for consideration is the intersection of Main Street and Marine Drive, where connectivity and safety improvements may be needed.



SECTION 3

Port of Morrow

KEY FEATURES:

- Port of Morrow Riverfront Center
- Restaurants
- Lodging
- Benches
- Bathrooms



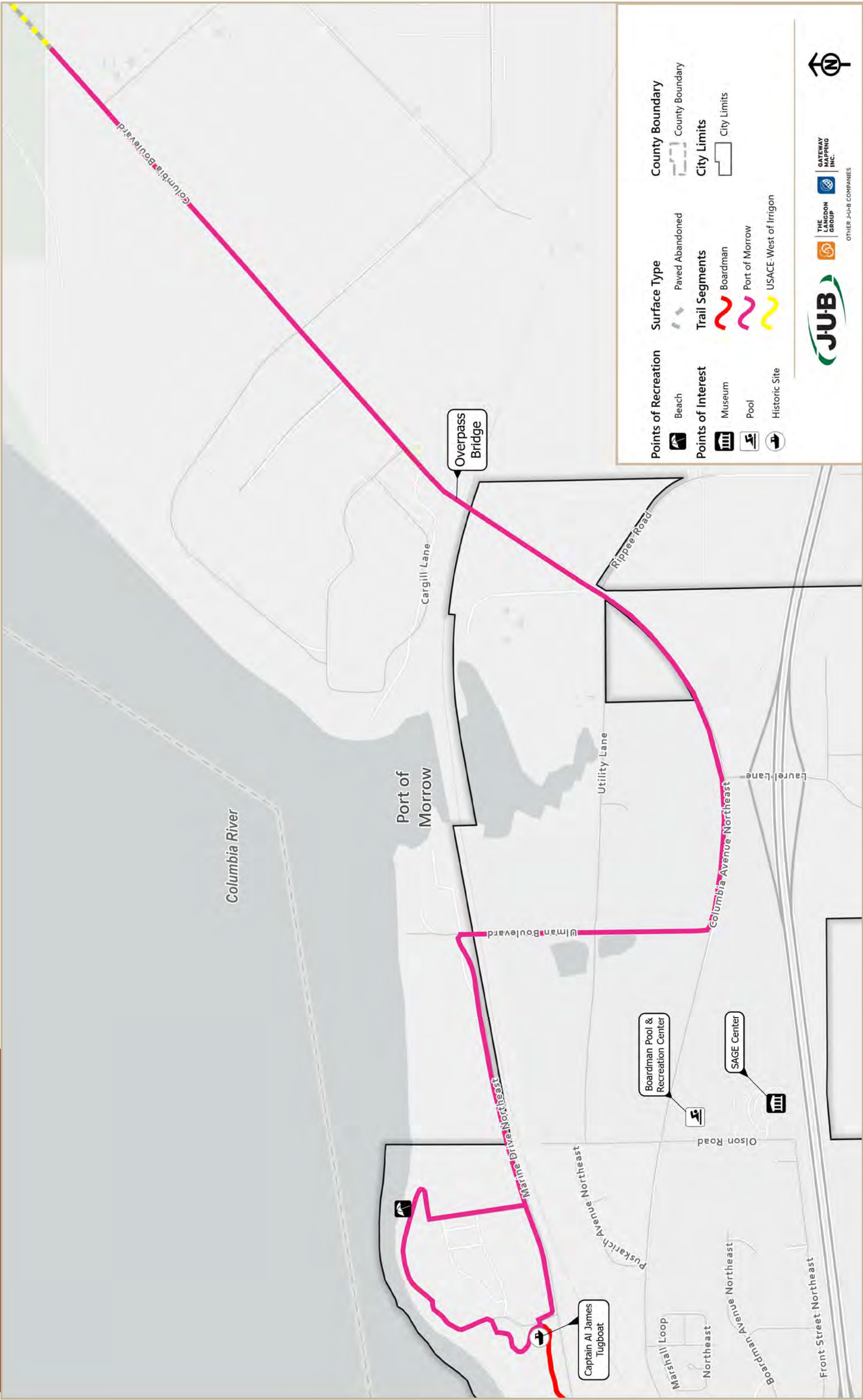
The “Port” trail stretches 5.9 miles, linking Boardman Marina Park in the west to the Umatilla National Wildlife Refuge in the east. As the only heavy industrial segment of the Heritage Trail, it offers users a unique opportunity to observe barge and truck export traffic, as well as other port activities, safely. Improvements were made along NE Marine Drive and Ullman Blvd., including new sidewalks, curb and gutter, and upgrades to the bridge/overpass.

Enhancement Opportunities

- | | |
|--|--|
| » Add bike lanes, curbing, and footpaths | » Install benches and water station |
| » Plant street trees | » Add solar lighting |
| » Upgrade trail crossings for safety and usability | » Establish MOU to define roles and responsibilities |

***NOTE:** This section of the trail has no proposed alternatives and contains no gaps requiring connection.*

Figure 4 Section 3 – Port of Morrow



SECTION 4

USACE - West of Irrigon

KEY FEATURES:

- Wildlife refuge
- McCormack Slough
- Fish Hatchery

The goal of the Umatilla National Wildlife Refuge (NWR) section of the trail is to provide an exceptional wildlife experience, foster a sense of connection, and create a memorable link to the Heritage Trail, all while safeguarding wildlife and minimizing conflicts between users and wildlife. This three-mile segment connects the Port of Morrow section to the City of Irrigon in the east, following the old highway. To reduce impacts on wildlife, this section will be limited to pedestrian and bicycle use only.

Enhancement Opportunities

- » Improve trail surface
- » Install signage
- » Establish MOU to define roles and responsibilities

Trail Alignment Alternatives/Gaps:

Two potential alignment options have been identified for this segment. Both would have the potential to create conflicts with sensitive wildlife habitat, though they differ in terms of existing infrastructure and user experience.

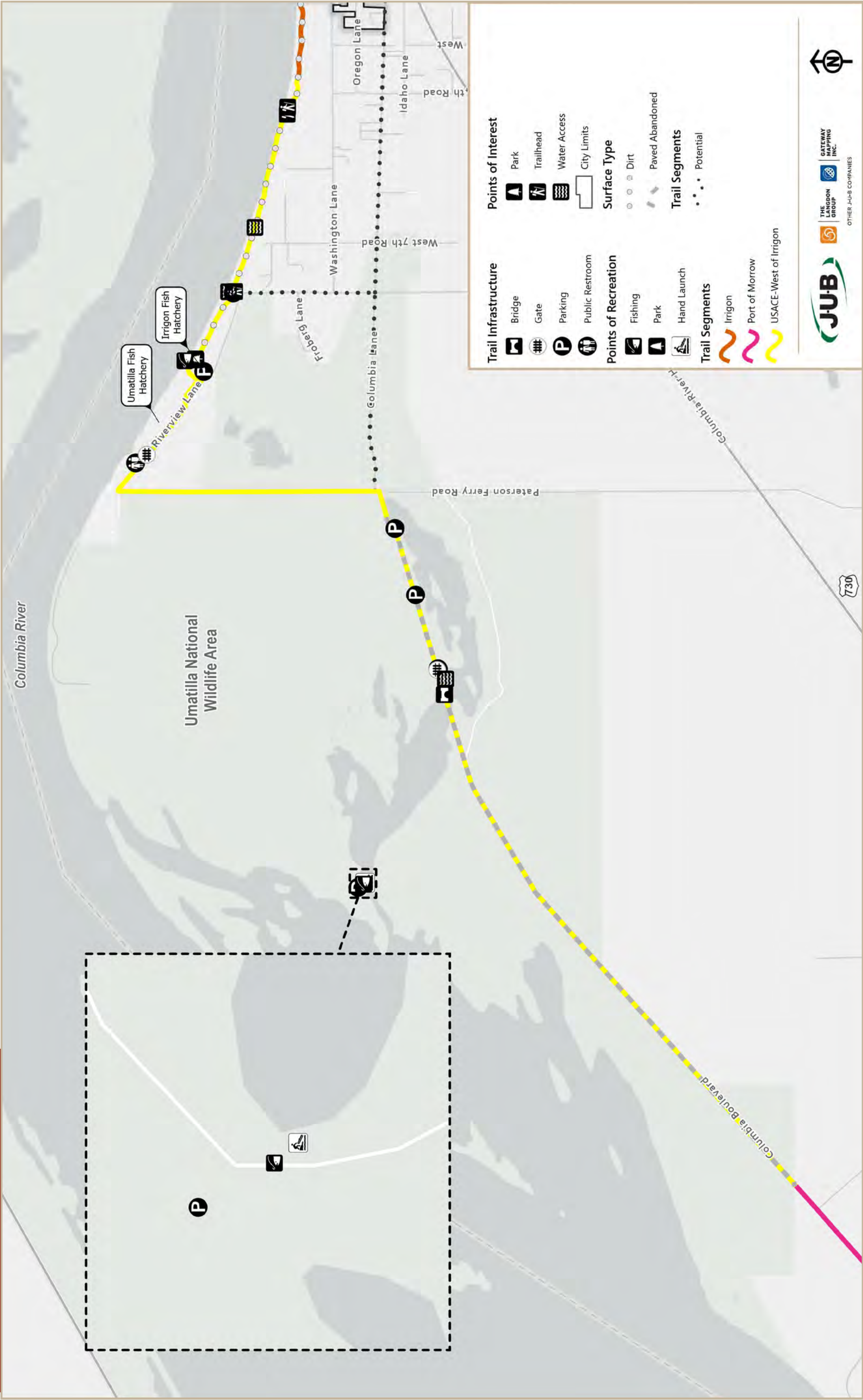
Option 1: Patterson Ferry Road to Riverview Lane (Primary Alignment - 11.5 miles)

This alignment would follow Patterson Ferry Road north, then turn east onto Riverview Lane creating a continuous 11.5 mile segment from start to finish. This route would utilize existing improved roadway corridors, reducing the need for new construction and avoiding the unimproved riverfront area, which could create maintenance challenges and increase potential impacts to the refuge. While it would provide less direct river access, it would offer a safer, more practical corridor with fewer environmental concerns.

Option 2: Columbia Lane to West 8th Road (Optional Spur - 4.86 miles) An alternative alignment would head east on Columbia Lane before turning north on West 8th Road, forming a 4.86 mile spur connection. This option would provide a slightly different connection to Irrigon, offering views of adjacent farmland and the refuge. However, this route may require additional coordination with property owners and improvements to support pedestrian and bicycle traffic.

Further study and coordination with stakeholders, including the U.S. Army Corps of Engineers, Umatilla NWR, and the City of Irrigon, will be needed to determine the preferred alignment.

Figure 5 Section 4 – USACE - West Irrigon



SECTION 5

Irrigon

KEY FEATURES:

- Fish Hatcheries
- Irrigon Marina Park

This 2.4 mile section of the trail serves as a vital trail segment spanning the City of Irrigon, Army Corps of Engineers (USACE) property east of the Umatilla National Wildlife Refuge, and the Irrigon Wildlife Area. It creates an opportunity to unite urban and rural areas, fostering connections between residents while offering recreation, commuting options, and outdoor education.

Spanning six miles, this segment will primarily run adjacent to the Columbia River, providing access to the Irrigon and Umatilla Fish Hatcheries and connecting to the more developed area around Irrigon Marina Park. A short bike path currently exists within the city limits; however, this path could be extended west to connect with Patterson Ferry Road and the trailhead, further improving trail connectivity.

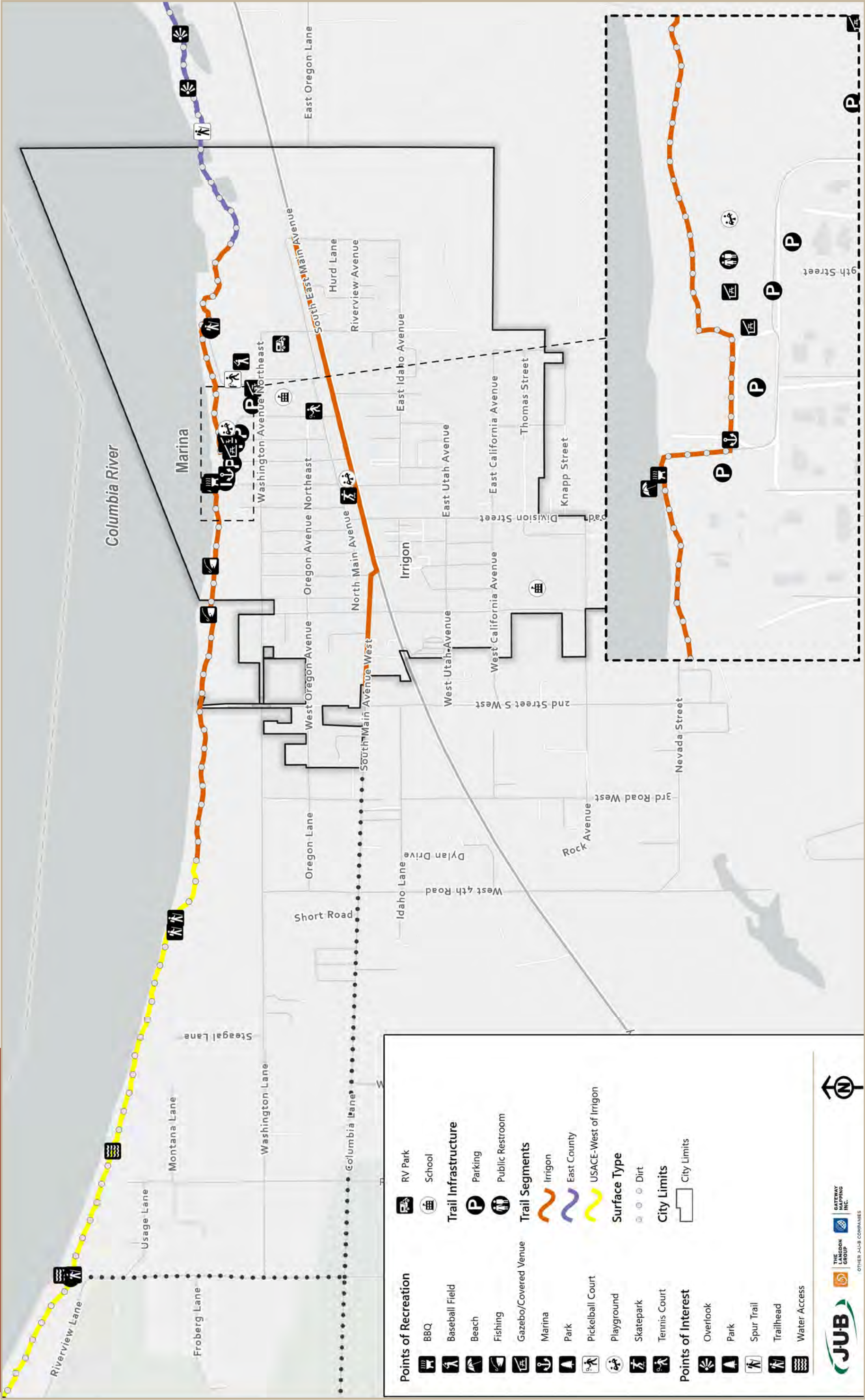
Enhancement Opportunities

- » Construct 8-foot-wide path along Patterson Ferry Road
- » Develop trailhead with parking
- » Grade and enhance trail surface
- » Establish MOU to define roles and responsibilities
- » Add safety crossings

Trail Alignment Alternatives/Gaps:

This segment of the trail features an alignment along Columbia Lane, serving as a key connector within the trail network. Key considerations for this alignment include roadway safety, accessibility, and potential enhancements to improve the trail experience.

Figure 6 Section 5 – Irrigon



SECTION 6

East County



KEY FEATURES:

- OR State Wildlife Area

The 3.5-mile-long stretch between the City of Irrigon and Umatilla County affords wildlife viewing, native plant communities, and unique and uncommon wildlife species. Although this section provides trail users an opportunity to experience the unique wildlife, there are concerns about people and nature interacting so closely. The Oregon Department of Fish and Wildlife manages this Wildlife Area, which serves as a resting and nesting area for many species of migratory birds. Depending on the season, various birds utilize the area for food and shelter. This Wildlife Area is a popular place for seasonal waterfowl hunters. ODFW may wish to monitor trail use to track the number of users and their conduct, and consider implementing seasonal closures or additional signage as needed to protect wildlife and minimize conflicts with hunting.

Enhancement Opportunities

- » Install signage
- » Improve parking area surface
- » Establish MOU to define roles and responsibilities

Trail Alignment Alternatives/Gaps:

Two potential alignment options have been identified for this section of the trail. One option would route the trail through the Wildlife Area, offering opportunities for nature viewing and habitat interpretation. The other option would follow the existing railbed, which could provide a more direct and potentially less environmentally sensitive alignment.

» Options

- Wildlife area
- Railbed

Figure 7 Section 6 – East County



05

CONCEPT DEVELOPMENT

Since the adoption of the 2000 Columbia River Heritage Trail (CRHT) Plan, the trail corridor has seen a variety of improvements and updates that have shaped its current condition. Building on these accomplishments, the CRHT Plan Update incorporated a comprehensive review of past projects, stakeholder input, and on-the-ground assessments to identify opportunities, address gaps, and develop a clear vision for future trail development. This chapter summarizes completed projects, the guidance provided by the Technical Advisory Committee (TAC) through meetings and workshops, and an analysis of trail gaps and areas for improvement. These findings collectively informed the development of conceptual designs and recommendations aimed at enhancing connectivity, safety, accessibility, and user experience along the CRHT. By presenting both existing conditions and forward-looking concepts, this chapter provides a bridge between planning analysis and actionable trail improvements.

PROJECTS COMPLETED SINCE THE 2000 CRHT PLAN

- » **Installed Directional Markers** – The County installed several directional trail markers along existing trail segments to improve user navigation.
- » **Interpretive Panel Update (In Progress)** – The County hired a consulting firm to redesign and produce updated interpretive signage. As of 2025, all panels have been fabricated.
- » **Sign Inventory** – The County Planning Department conducted a full inventory of directional signage along the CRHT corridor. The results were documented and shared with the project team for the 2025 CRHT update to support signage gap analysis and planning for future replacement.
- » **Irrigon Marina Parking Lot Expansion** – The City of Irrigon and the Irrigon Park and Recreation District expanded the parking area and added an ADA-compliant restroom near the boat launch.
- » **Port of Morrow Improvements** – Improvements were made along NE Marine Drive and Ullman Blvd., including new sidewalks, curb and gutter, and upgrades to the bridge/overpass.

TECHNICAL ADVISORY COMMITTEE INPUT

These completed projects established a foundation for trail enhancements, but gaps in connectivity, safety, and amenities remain. To address these, the project team relied on guidance from the Technical Advisory Committee (TAC). Their input shaped the trail vision, identified project goals and key priorities, and informed recommendations for trail alignment and design. This effort occurred through two key events:

- » August 2024 – Kick-Off Meeting
- » November 2024 – Design Charrette

Kick-Off Meeting

The project launched with a Kick-Off Meeting at Boardman City Hall, bringing together Morrow County staff, the consultant team, and partner agencies to establish shared goals, review the project scope, and conduct a site visit of the trail corridor.

At this meeting, the TAC established two new core goals for the CRHT Update:

- » Connect to existing trails/facilities in Boardman and Irrigon
- » Establish a trail alignment to emphasize key points of interest (POIs) in the area

The TAC also reviewed the scope of work for the concept plan update, which includes inventory and analysis, trail alignment development, capital improvement planning, funding strategies, and the production of the concept plan. Following this review, team members visited five key locations – the Boardman Marina Park, east and west entrances of the Umatilla National Wildlife Refuge, Irrigon Marina Park, and the Morrow/Umatilla County Line. This field visit revealed several gaps in trail connectivity and inconsistencies in signage, access, and amenities, particularly in the Port of Morrow and Wildlife Refuge sections. A complete summary of the kick-off meeting is in Appendix 3.

Design Charrette



The Design Charrette was held at the Irrigon Government Building and consisted of a hands-on workshop, during which the TAC collaborated to develop trail alignments, identify trail improvements, and design alternatives for key segments of the trail. Using the results of the kick-off meeting as a foundation, draft maps and GIS data were

used in the charrette to begin developing concepts for the trail concept plan.

In addition to reaffirming initial project goals, the group identified several new priorities:

1. Increase trail visibility and add signage near highways and decision points.
2. Establish rest areas with amenities such as water stations, bike racks, shade, and ADA-accessible features.
3. Improve safety in high-traffic or low-visibility areas such as Patterson Ferry Road and Columbia Lane.
4. Clarify permitting and maintenance responsibilities, particularly in areas managed by ODFW, BPA, USACE, and the Port of Morrow.

Each segment of the trail was analyzed in detail by the TAC. Feedback was summarized by location as follows:

- » **Section 1 West Morrow County** – Jurisdictional complexity, private land access, and topographic challenges require thoughtful coordination. Ownership and permitting constraints were common themes.
- » **Section 2 Boardman** – The BPA easement offers a promising alignment. North Main Street remains a significant obstacle to pedestrian connectivity.
- » **Section 3 The Port of Morrow** – Identified as an “amenity desert.” Alignment along Utility Lane was preferred, pending improvements and coordination with the Port.
 - A follow-up meeting with the Port of Morrow was held in December 2024 to review the preferred route on Utility Lane, which had been identified by the TAC as the preferred alignment. The Port expressed that this route was not acceptable due to safety concerns related to pedestrian safety, and potential conflicts with existing industrial uses. A summary of the meeting is in Appendix 4.
- » **Section 4 USACE – West of Irrigon** – Trail segments lack signage, rest areas, and safe pedestrian infrastructure. Several routes were proposed, taking into account environmental and hunting activity considerations.
- » **Section 5 Irrigon** – The existing primitive trail is favorable but needs coordination with the City of Irrigon and its Parks Department. Opportunities exist for school connections, spur trails, and improved signage to guide walkers seeking a continuous path.
- » **Section 6 East Morrow County** – The existing alignment is acceptable, but signage, access points,

and public information need enhancement. Permitting complexity and lack of restrooms remain a challenge.

The Design Charrette concluded with five clear goals for the development of design characteristics:

1. Establish sign standards and increase sign visibility throughout the trail corridor.
2. Define clear policies and procedures for permitting and interagency agreements for maintenance responsibilities.
3. Focus trail alignment on safe, low-traffic routes and away from dangerous crossings.
4. Emphasize key POIs and integrate rest area amenities to support long-distance trail use.
5. Balance recreation with the protection of wildlife and environmentally sensitive areas.

To maintain consistency with the original trail master plan and to better align with river miles and east-to-west flow of the Columbia River, the trail section numbers in the above summary and Chapter 4 have been updated. What was referred to as Section 1 (west of Boardman) in the TAC Kick-Off Meeting Summary and Design Charrette Summary is now designated as Section 6, with all other sections renumbered accordingly. This revised structure ensures the trail is presented in a logical, river-aligned sequence from west (Gilliam County line) to east (Umatilla County line).

TRAIL GAPS AND AREAS FOR IMPROVEMENT

Section 1 (West Morrow County) remains in the preliminary planning phase. An MOU between key stakeholders is anticipated to outline how the parties will work together and define their respective responsibilities and expectations. This foundational step should be completed before any formal agreements or binding contracts are executed, enabling the project to proceed. Coordination is crucial for the future implementation and effective management of improvement projects and long-term maintenance.

Section 2 (Boardman) contains a critical gap in trail continuity at the intersection of N Main Street and Marine Drive. Several site-specific challenges complicate the potential connection: a metal guardrail separates the roadway from the trail, there is a notable elevation change of approximately 15 feet between the trail and the intersection, and Marine Drive lacks safe pedestrian travel ways and street crossings. Although bike lanes are present, the absence of sidewalks or crosswalks renders the segment unsafe and inaccessible for pedestrians

and individuals with mobility limitations. The City of Boardman and the Boardman Parks and Recreation District are currently undertaking a trail planning effort, and the County intends to incorporate their plan into the broader trail strategy.

Portions of Section 3 (Port of Morrow), south of Marine Drive, and Section 4 (Wildlife Refuge) east of the wildlife refuge, are currently underserved in terms of user

amenities. These areas are considered “amenity deserts,” offering few to no support facilities such as restrooms, water stations, seating, or shade structures. This limits comfort and accessibility for trail users, especially over long distances.

RECOMMENDATIONS AND CONCEPTUAL DESIGNS

The following conceptual design recommendations build on the identification of trail gaps, input from stakeholders, and best practices in trail planning. Concepts were selected for further development based on a combination of factors, including the presence of vacant or underutilized land, missing trail connections, and opportunities to provide critical support infrastructure such as parking and field space. Additional complementary amenities, such as a bicycle pump track, were included to enhance recreational offerings and encourage active use of the trail corridor. These conceptual designs illustrate practical strategies for addressing connectivity, safety, and amenity gaps while improving the overall user experience along the CRHT.

Trailside Park Concept

This concept illustrates a potential design for a new park and trailhead that is adaptable to any suitable location along the CRHT. This multi-use recreational Trailside Park Concept addresses both amenity gaps and community desires for more active-use areas near the trail.



The concept is designed to be flexible and scalable, allowing amenities to be added, modified, or removed based on site conditions, community priorities, and available funding. The following examples illustrate potential elements that could be included as part of the park design. Key elements include:

- » **Bicycle Pump Track:** A looping course designed for cyclists of all skill levels to encourage youth activity and bike confidence.
- » **Trailhead:** A gathering space for trail users for resting. This trailhead features a permanent restroom facility, wayfinding signage for orientation and route visibility, and a bike rack to support multimodal use.
- » **Parking Area:** Designated parking to support trail users and park visitors. A total of 110 parking stalls are identified in this concept.
- » **Flexible Greenspace:** A flat, open lawn that can accommodate a full-size soccer field or serve as a multi-purpose area for recreational events or informal play.
- » **Landscape Berms:** Strategically placed berms offer wind protection, visual interest, and define the recreational zones.

This Trailside Park Concept can transform an underutilized area into a community asset. It strengthens the CRHT’s role as a connection between recreation, active transportation, and public access to the Columbia River.

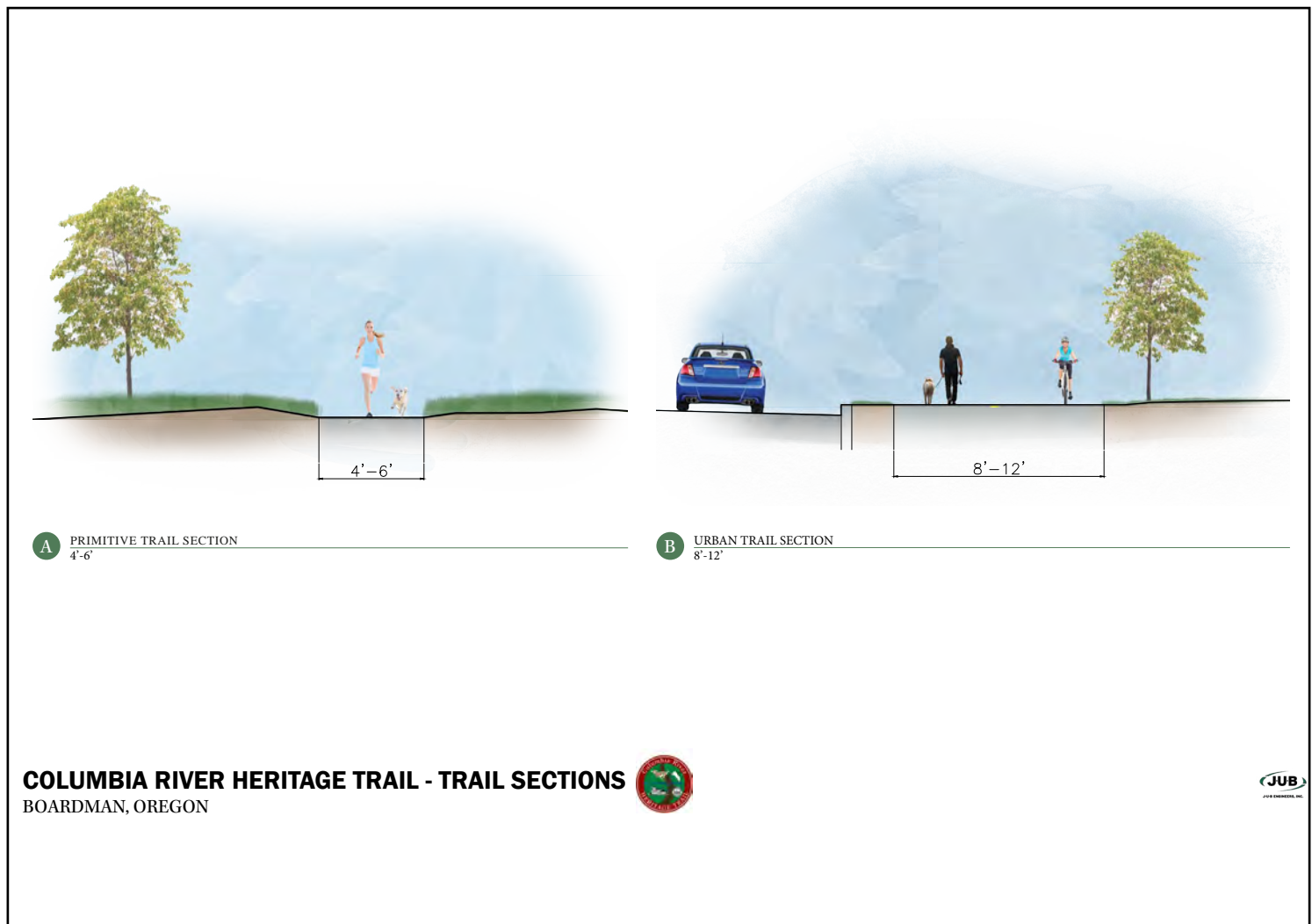
Trail Section Concepts

To support a cohesive and functional CRHT corridor, the design team developed consistent trail section standards that can be applied throughout the planning area. Establishing clear cross-section guidelines ensures future trail projects maintain continuity, safety, and accessibility while responding to the surrounding context. Primitive trail standards are recommended for natural or environmentally sensitive areas outside city limits, where low-impact design preserves habitat and minimizes disturbance. Urban, paved trail standards are recommended for heavily trafficked areas, such as within Boardman and Irrigon, where shared use by pedestrians, cyclists, and strollers, as well as ADA accessibility, is critical. These consistent design standards provide a framework for expanding connectivity, enhancing user experience, and maintaining a unified trail identity along the CRHT.

- » Primitive Trail Section: A 4-6-foot-wide compacted native soil or gravel path, appropriate for low-impact use in natural or sensitive areas such as the Wildlife Refuge section. This design minimizes environmental disturbances while preserving trail continuity.
- » Urban (paved) Trail Section: An 8-12 foot wide asphalt path with a gravel shoulder on each side. This design supports shared use by pedestrians, cyclists, and strollers while maintaining low maintenance needs and ADA accessibility.

Each trail section supports a flexible and cohesive trail identity as the CRHT expands.

Figure 9 Trail Section Concepts



Trail System Enhancements

To address these gaps, this concept proposes a series of improvements aimed at increasing connectivity, safety, and user comfort along the corridor. Key strategies include updating bridges and railroad crossings to improve pedestrian safety, adding bus stops integrated with the trail system, and developing an urban trail segment along Columbia Avenue that connects users to key destinations. Additionally, future trail extensions to the recreation center will enhance access to existing community amenities. Together, these enhancements provide a foundation for introducing supportive infrastructure, such as rest areas, shade, and wayfinding, within these currently underserved sections.



Trail Amenities and Support Infrastructure

To create a distinct, cohesive, and user-friendly experience along the CRHT, the trail corridor will be complemented by thoughtfully designed amenities, signage, and support infrastructure. These elements enhance safety, accessibility, and overall enjoyment for all users, while reinforcing the trail's identity and wayfinding. By establishing consistent standards for signage, trailheads, rest areas, and other facilities, the CRHT can provide clear orientation, essential services, and opportunities for rest and recreation, ensuring that the trail is functional and welcoming along its entire length.

Goal: CRHT to offer a distinct and memorable experience with an organized system of design, materials, signage, and furniture.

Signage Strategy

Clear and consistent signage helps trail users navigate the CRHT, find amenities, and understand distances. Updating the 2000 CRHT Plan signage ensures that everyone has a safe, easy, and enjoyable travel experience along the trail. The Sign Guidelines below have been adapted from the previous 2000 CRHT Plan:

- » **Trail Identifier:** The “Columbia River Heritage Trail” in name and graphic will be posted at jurisdictional boundaries and 1-mile intervals between the jurisdictional points.
- » **Milepost:** Mileage posted at 1-mile intervals, starting with “0” at the Morrow/Gilliam County line and increasing as one travels east, following the river’s flow, to the Morrow/Umatilla County line.
- » **Jurisdictional Boundary Signs:** To identify the sponsoring jurisdiction, a sign will be located 100 yards before each trail entrance that reads “Welcome to the (insert jurisdiction)” and a sign inside the exiting boundary that reads “Thank you for visiting the (insert jurisdiction).”

- » **Transition Points (access and intersections):** Directional signage to inform trail users about the location of the trail will be posted. For example, at a “T” intersection, a directional arrow may be needed to inform the traveler that the trail turns right, left, or continues in both directions. Directional and distance information can be added to support user orientation along the trail. For example, signs could indicate “→ Boardman 1 mi” or “← Irrigon 2 mi,” providing clear guidance for trail users.
- » **General Information:** Basic trail information will be needed at trailheads and primary trail facilities, such as the Boardman and Irrigon Marina Parks. This will include an overall Heritage Trail Map that notes the locations of restrooms, phones, parking, water, Visitor Information Centers, and other amenities, as well as the hours the trail is open, modes of transportation, accessibility, and mileage (this may be designated as an element of the trail identifiers).

Trailhead Infrastructure

Trailheads serve as key access points to the CRHT and should provide essential amenities to support trail users. A preliminary list of elements for consideration at trailheads includes parking, hitching posts, trail maps, bollards, bike racks, toilets or portable toilets, potable water, and phone access. Standardizing these features helps make trail access convenient, safe, and welcoming for all visitors.

Trail Design and Accessibility

The CRHT will be designed to accommodate users of all abilities while respecting environmental and cultural considerations. Following the CTUIR guidelines, the trail will be at least 20-30 meters from the edge of the river, as per the guidelines of the Confederated Tribes of the Umatilla Indian Reservation. Wherever possible, trail surfaces, widths, and alignments will support safe, accessible use for pedestrians, cyclists, and other trail users.



06

CAPITAL IMPROVEMENT PLAN

The Capital Improvement Plan (CIP) identifies specific projects, timelines, and resources needed to implement the vision and recommendations outlined in the concept plan. To allow for flexibility and future updates, the CIP is provided as an appendix to this plan. This format ensures that the concept plan remains a stable, guiding document while enabling Morrow County and its partners to revise the CIP over time in response to new funding opportunities, changes in project readiness, or evolving community priorities, without requiring a formal amendment to the entire plan.

The CIP in Appendix 5 includes projects identified during the concept plan update and prioritized based on the following criteria:

1. **Priority 1 (Immediate/High):** Projects that address critical safety, access, or continuity needs and are ready for near-term implementation.
2. **Priority 2 (5-Year/Medium):** Projects that fill important gaps or enhance user experience, but may require additional planning, funding, or coordination.
3. **Priority 3 (20-Year/Low):** Long-range or high-complexity projects that will be implemented as resources allow.

PROJECT SUMMARY INFORMATION

This section provides detailed summaries of key CIP projects identified for the CRHT corridor. Each summary includes an overview of existing conditions, potential improvements, anticipated benefits, and planning-level cost considerations. Presenting projects in this format enables stakeholders to clearly understand priorities, evaluate potential impacts, and make informed decisions about implementation, while maintaining the flexibility to respond to future funding and planning opportunities.

Trailside Park Concept

Project Description

As introduced in Chapter 5, this concept can transform an underutilized area into a vibrant community park and trailhead. It addresses key amenity gaps identified during the planning process and offers facilities that support both trail use and active recreation.

Existing and Potential Amenities

Existing: Many areas along the trail currently lack developed recreation infrastructure and are considered amenity deserts, characterized by limited public access, the absence of restrooms, and a lack of pedestrian and cyclist facilities.

Potential: Potential improvements may include a bicycle pump track, permanent trailhead and restroom facility, wayfinding signage, bike racks, parking areas, green spaces, and landscape berms.

Benefits

- » Fills a significant gap in CRHT user amenities
- » Creates a safe and accessible trailhead for cyclists and pedestrians
- » Supports community gatherings and active events

Planning-Level Cost Estimate

The preliminary estimate of probable cost for the Trailside Park amenities is \$2.15 million. This estimate includes all major elements of site development, park infrastructure, and amenities. The detailed cost estimate is located in Appendix 6.

ITEM	COST (\$)
Site Preparation & Grading <i>Mobilization, clearing, grading, and stormwater management</i>	\$318,600
Infrastructure & Hardscape <i>Curb and gutter, concrete flatwork, parking lot, and landscape edging</i>	\$671,300
Park Amenities <i>Restroom, benches, bike rack, park sign, and pump track</i>	\$316,600
Landscaping & Irrigation <i>Tree preservation, new trees, sod, planning beds, and irrigation</i>	\$347,600
Contingency (20%)	\$331,000
Contractor (10%)	\$165,500
TOTAL COST	\$2,151,625

Trail Section Concepts (Primitive & Paved)

Project Description

Chapter 5 outlines two typical trail sections (primitive and paved) to guide consistent trail development along the CRHT. These designs reflect the trail's varied context, striking a balance between environmental sensitivity, accessibility, and long-term durability.

Existing and Potential Amenities

Existing: The trail currently consists of a mix of surface types, including paved sections, abandoned or deteriorated pavement, gravel paths, and dirt trails. Conditions vary along the corridor, with some areas offering stable surfaces for walking and cycling, while others have uneven or minimally maintained surfaces, which limits accessibility and user experience.

Potential: 4-6 foot compacted soil or gravel primitive trail section, 8-12 foot paved asphalt with a 2-foot gravel shoulder paved trail section, and ADA-accessible.

Benefits

- » Improves trail accessibility and clarity for users
- » Support consistent identity across the CRHT
- » Minimizes environmental impact in protected or rural areas
- » Accommodates diverse users (walkers, cyclists, strollers, mobility devices)
- » Enhances long-term maintenance and durability

Planning-Level Cost Estimate

The preliminary cost estimate for the potential trail sections was prepared for three construction options, each based on a half-mile segment of trail. All estimates include mobilization, grading, and stormwater pollution prevention, with the Primitive Trail option providing a 4-foot-wide compacted road base surface. The Urban/Paved Trail options include a 10-foot-wide trail and a bus stop, with the primary difference between them being the surface material: asphalt or concrete. The detailed cost estimate is located in Appendix 6.

ITEM	PRIMITIVE	PAVED OPTION A ASPHALT	PAVED OPTION B CONCRETE
Site Preparation & Grading (mobilization, SWPPP, grading)	\$22,600	\$24,500	\$24,900
Trail Section (10' wide with road base)	\$10,560	\$23,760	\$31,680
Bus Stop	—	\$25,000	\$25,000
General Construction Subtotal	\$33,160	\$73,260	\$81,580
Contingency (20%)	\$6,632	\$14,652	\$16,316
Contractor GC, Bond, OH&P (10%)	\$3,316	\$7,326	\$8,158
TOTAL ESTIMATED COST (PER ½ MILE)	\$43,108	\$95,238	\$106,054

The CRHT Capital Improvement Plan positions Morrow County and its partners to take the next steps in building a safe, connected, and resilient trail system. By establishing clear priorities and cost expectations, the CIP provides the foundation needed to pursue funding, partnerships, and phased construction. With this roadmap in place, the County can move confidently from vision to implementation, creating a lasting legacy of access, recreation, and connection along the Columbia River.

Steve DeBoer Memorial Amenity

In 2001, twelve families and organizations contributed approximately \$2,500 in memory of Steve DeBoer to support bicycle amenities along the Columbia River Heritage Trail. Steve was an avid cyclist who often rode on Patterson Ferry Road and in the Umatilla Wildlife Refuge area. In collaboration with his family, Morrow County will install a bicycle-related amenity, such as a bike rack with shade cover or drinking fountain, at or near the Patterson Ferry/Columbia Lane trailhead.

A memorial plaque will be included at the site, with the majority of donated funds reserved for the amenity itself. This investment honors Steve's legacy while directly enhancing the trail experience for current and future users.

07

STRATEGIC FUNDING & PARTNERSHIP PLAN

A strategic approach to funding and partnerships is critical to the successful implementation of the CIP. By leveraging public and private resources, aligning projects with grant priorities, and strengthening relationships with key partners, Morrow County and its collaborators can build the capacity needed to deliver high-impact trail improvements. The strategies outlined here are designed to guide both near-term funding pursuits and long-term partnership development, ensuring the trail's success and sustainability.

FUNDING STRATEGY OVERVIEW

To support the Columbia River Heritage Trail Update in Morrow County, a wide range of federal and state funding programs offers significant opportunities. These programs target outdoor recreation, trails, multimodal transportation, historic preservation, and environmental resilience. The strategic approach focuses on aligning project elements with available funding sources, prioritizing those with the best fit and strongest alignment with project goals, and ensuring a manageable match with requirements.

Refer to Appendix 7 for the complete funding plan, which includes timelines, match percentages, and contact details.

PARTNERSHIP PLAN

The Columbia River Heritage Trail will be supported by a broad range of local, regional, state, and federal partners. Key collaborators include the cities of Boardman and Irrigon, their respective parks and recreation districts, and Morrow County agencies that support planning, public works, and tourism. Regional organizations, such as the Greater Eastern Oregon Development Corporation and the Eastern Oregon Visitors Association, may provide funding, support, and outreach. Local schools, community groups, and nonprofits will play crucial roles in education, volunteerism, and stewardship, while cultural partners, such as the Confederated Tribes of the Umatilla Indian Reservation (CTUIR) and the Tamástslikt Cultural Institute, will help ensure inclusive programming and cultural interpretation.

At the state and federal levels, agencies such as Oregon Parks and Recreation, the State Historic Preservation Office, Travel Oregon, the National Park Service, and U.S. Fish & Wildlife Service offer resources for funding, planning, conservation, and historic preservation. Partnerships with the Port of Morrow, utility providers, and agricultural stakeholders will support infrastructure coordination and land access. Some private donors, individuals and businesses, are also a potential source of funding. Together, these partnerships reflect a shared vision for creating a trail that serves the needs of recreation, heritage, and the community across the region.

For a complete list of partners, including roles, websites, and areas of support, please refer to Appendix 8.



08

IMPLEMENTATION

The Columbia River Heritage Trail (CRHT) Concept Plan outlines a comprehensive long-term vision for a safe, connected, and well-maintained trail system that celebrates the region's natural and cultural heritage. Turning this vision into reality will require a coordinated and sustained effort from County leaders, partner agencies, community organizations, and residents. This chapter outlines a practical path forward, including phasing, priority projects, partnership strategies, and funding recommendations. It identifies specific steps that can be taken immediately, along with long-range actions to build momentum over time. The following implementation framework is designed to support effective decision-making, encourage collaboration, and ensure the CRHT evolves as a valued public asset for generations to come.

RECOMMENDED ACTIONS

Establish a Trail Identity and Branding Toolkit

Developing a consistent visual identity for the CRHT, including a logo, trail signage standards, interpretive sign templates, and a messaging strategy, will enhance the user experience and strengthen the trail's regional presence. As part of the 2025 Concept Plan update, a style guide was created (see Appendix 9) to establish foundational branding standards for the trail. This guide should be used for all future CRHT signage, outreach, print materials, and partner communications. To put this action into motion, the following steps can begin immediately:

- 1. Distribute the CRHT style guide to all project partners:** Share the style guide with cities, Port staff, County departments, designers, and any consultants working on CRHT-related projects. Encourage its use for all public-facing materials related to the trail.
- 2. Apply branding standards to trail signage and public outreach materials:** For new wayfinding signage, community flyers, or webpage content, apply the logo, typography, and color palette from the style guide.
- 3. Develop standard templates for key materials:** Create editable templates for trail signage (directional, interpretive), flyers, and social media posts using the official CRHT branding. Store them in a shared folder for partner access and future use.

Create a Volunteer Stewardship Program

Engaging residents, civic groups, and schools in trail stewardship fosters community ownership, supports maintenance efforts, and enhances the long-term sustainability of the CRHT. A successful program should include a volunteer coordinator, an annual project calendar, safety and training protocols, and a system for recognizing volunteers.

This program can be anchored by a "Friends of the CRHT" initiative, a branded volunteer group that supports cleanup days, trail ambassador roles, and special events.

Action Steps to Launch the Program Now

- 1. Identify a Lead Organizer or Volunteer Coordinator:** Assign a staff person or partner organization to serve as the point of contact for all CRHT volunteer activities.
- 2. Create an Interest Form for Potential Volunteers:** Develop a quick online or printed form for individuals and groups to express interest in volunteering. Share this on city and county websites, social media, and at community events.
- 3. Plan and Promote a Pilot Event:** Schedule a low-barrier volunteer day to build momentum. Use it as a kick-off for the "Friends of the CRHT" and apply trail branding to shirts, banners, handouts, and other materials. Example events may include trail cleanups, invasive species removal, and sign installation, among others.

Long-Term Strategies to Sustain the Program

- 1. Develop a Structured Annual Calendar with Partner Roles:** Work with schools, civic groups, and recreation districts to schedule recurring events like spring cleanups, fall trail prep, or youth service projects. Share responsibilities for tools, marketing, and volunteer recruitment.
- 2. Create a Volunteer Recognition Program:** Develop a system to acknowledge and retain volunteers, such as branded thank-you gifts, shout-outs on social media, and annual appreciation events. Recognizing contributions helps build a lasting culture of stewardship.

Permitting and Environmental Review

» Develop a clear permitting roadmap for each section of the CRHT.

- Required reviews
- Agency contact information and timeline

Operations and Maintenance Strategy

To ensure long-term viability, each trail segment must have clear maintenance responsibilities. The plan recommends:

- » Defining lead maintenance agencies for each section
- » Establishing interlocal agreements where multiple jurisdictions overlap
- » Outlining routine O&M tasks: trail surface upkeep, signage repair, trash removal, vegetation control

Long-term trail success depends on clear ownership and consistent upkeep across jurisdictions. As the CRHT expands, establishing coordinated operations and maintenance (O&M) practices will be essential. This includes clarifying responsibilities, ensuring routine maintenance, and providing a mechanism for joint response in overlapping areas.

Three Action Steps to Begin Now

- 1. Assign a Lead Maintenance Contact for Each Trail Section:** Work with city, county, Port, and state/federal agencies to identify and document the primary O&M contact for each trail segment. This is the first step toward defining responsibility and accountability.
- 2. Document Existing Maintenance Practices and Gaps:** Conduct a simple assessment of what maintenance is currently being performed along the trail (e.g., mowing, garbage collection, signage repair), and where gaps or inconsistencies exist.
- 3. Develop a Shared O&M Task List:** Draft a standard list of basic maintenance tasks, like surface inspections, vegetation trimming, and graffiti removal, that all partners can use as a baseline. This can evolve into a checklist used in future agreements.

Long-Term Strategies for Sustainable Maintenance

- 1. Establish Interlocal Agreements or MOUs:** Formalize maintenance responsibilities through written agreements between jurisdictions. These should clarify who is responsible for what, how often, and under what conditions, especially in overlapping or unclear segments.
- 2. Explore a Regional Maintenance Fund or Shared Service Model:** Consider pooling funds or resources among jurisdictions (or through the Recreation District or a nonprofit partner) to support trail-wide maintenance tasks like signage replacement or seasonal upkeep. This could improve efficiency and reduce duplicated efforts.
- 3. Develop Internal Protocols for County Departments:** Establish a clear process to identify the lead department and define departmental responsibilities for trail maintenance and management.

Pursue Funding and Partnerships

Successful implementation of the CRHT will depend on securing diverse funding sources and cultivating strong public-private partnerships. By aligning project priorities with grant eligibility, leveraging partner support, and preparing competitive proposals, the County and its collaborators can steadily advance trail development and amenities.

Three Action Steps to Take Now

- 1. Identify Top Priority Projects with Funding Potential:** Select 2–3 high-priority, shovel-ready projects from the CIP that align with current grant cycles or agency priorities (e.g., trailhead, signage, paved segments).
- 2. Develop a Shared Grant Calendar:** Create a living spreadsheet of grant opportunities (e.g., OPRD, RTP, FLAP, LWCF) with deadlines, eligibility criteria, and potential lead applicants. Share it with project partners to coordinate applications.
- 3. Engage Key Partners for Letters of Support:** Reach out to cities, Port staff, school districts, tribes, and community organizations to secure letters of support or match commitments for near-term grant applications.

Long-Term Strategies to Sustain Funding and Partnership Capacity

- 1. Establish a Dedicated CRHT Funding Team or Lead Agency:** Designate a lead organization or team to coordinate funding strategy, pursue large-scale grants, manage reporting requirements, and track progress. This could be a County department, regional recreation district, or nonprofit partner.
- 2. Pursue Strategic Public-Private Partnerships:** Explore partnerships with local businesses, landowners, utility providers (e.g., BPA), and philanthropic organizations to support trail maintenance, amenities, or sponsorship opportunities (e.g., “adopt-a-segment” programs).



APPENDIX 1

Design Charrette Summary

MEETING AGENDA

MEETING INFORMATION

Date: 11/12/24 Time: 11:00 – 2:00 PM
Project Name: Columbia River Heritage Trail Update
Meeting Location: Irrigon Government Building
215 NE Main St., Irrigon, OR 97844

Purpose of the Meeting:

Review the proposed trail alignment, improvements, and amenities for implementation.

AGENDA ITEMS

1. Introductions

A Sign-In sheet was used to track attendance.

2. Overview of the project

Morrow County received funding to update the Concept Plan for the CRHT. This update will create be a roadmap to identify and prioritize future trail improvements and funding opportunities.

3. Completed Tasks

a. Kick-Off Meeting

In August, we held a kick-off meeting with this group to review the scope of work and schedule and gather additional information. At the kick-off meeting, two primary goals were identified:

- Connectivity to existing trails in Boardman and Irrigon
- Alignment to emphasize key points of interest in the area.

b. Site Visit

J-U-B and County staff conducted a site visit, visiting key locations along the trail, including Boardman Marina Park, West USFW Refuge Entrance, East USFW Refuge Entrance (Patterson Ferry), Irrigon Marina Park, and the Eastern County Line (border of Umatilla County).

c. Inventory

County staff collected GIS data along the trail, including trail surface type, restrooms, parks, and other amenities. Existing condition maps have been created and are available for comment. This information will be used to develop concept designs and refine the final master plan.



4. Internal Design Charrette

A Design Charrette is an intense, collaborative workshop where County staff and the TAC will develop ideas and solutions for the CRHT. At the meeting on November 12th, the TAC engaged in discussions, brainstormed, and participated in hands-on activities to explore design options and gather feedback.

a. Goals

- i. Confirm/identify points of connection to trails in Boardman & Irrigon
- ii. Confirm/identify points of interest

b. Opportunities, Constraints, Projects

- i. Opportunities – What should be highlighted/destination points?
- ii. Constraints – What & Where? Slope, lack of parking, lack of water, poor visibility, traffic conflicts, etc.
- iii. New trail segments
- iv. Trail surface improvements
- v. Trail wayfinding improvements (signage, striping, landmarks, etc.)
- vi. Trail amenities (restrooms, water stations, shade, picnic area, bike tools, parking, etc.)

Additional goals were identified during the design charrette and are summarized in the attached document. The collaborative process generated great feedback and discussion. A summary of those comments is attached.

5. Closing Comments/Next Steps

2024

- i. Concept Development (November-December)

2025

- ii. Public Survey (January)
- iii. Open House #1 (February)
- iv. Capital Improvement Plan (May)
- v. Open House #2 (June)
- vi. Strategic Funding Plan (July)
- vii. Draft Master Plan (August)
- viii. Final Master Plan (November)
- ix. Adoption (December)



Schedule

Task	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Kick Off Meeting & Site Visit																	
Translation & Public Involvement Support						S	O				O						
Inventory & Analysis																	
Concept Development				C													
Capital Improvement Plan (CIP)																	
Strategic Funding & Partnership Plan																	
Master Plan													D			F	A

- C: Internal Design Charrette
- O: Open House
- S: Public Survey
- D: Draft Master Plan
- F: Final Master Plan
- A: Adoption



CHARRETTE SUMMARY

GOALS

Existing Goals from Project Kick-off

- Connect to Boardman and Irrigon Trails
 - Link the CRHT with those in Boardman and Irrigon to create a larger, unified trail system.
- Emphasize Key Points of Interest
 - Design the trail to highlight important landmarks, scenic areas, amenities, and recreational opportunities.

New Goals from Design Charrette

- Increase Visibility and Signage
 - Ensure the trail is easy to spot and access from the highway with clear signage.
- Build Rest Areas with Amenities
 - Provide rest spots along the trail with seating, water, and/or other conveniences.
 - Increase ADA accessibility

SECTION SUMMARY NOTES

Section 1 – West County (Section between west county line and Tower Road)

This section of the trail does not have a defined alignment. The current Concept Plan identifies a proposed alignment that follows the Columbia River north of the Highway. This alignment was favorable but has a few challenges, including ownership (private, Union Pacific Railroad, ODFW, USACE), topography, and trail surface.

- Alignment
 - No deviations or alternatives are proposed at this time.
 - A portion of the proposed alignment follows Kunze Lane. Project participants noted that team should determine whether this section of Kunze Lane has been vacated or not.
- Map Section Notes
 - Long-term trail maintenance and operations: limited budgets, paved path not needed in upland game hunting areas
 - This section is used for hiking, hunting, and horseback (specifically from Irrigon, where horseback are required to stay on the trail)
 - One participant noted that Quesnal Park should be renamed to Three Mile Canyon Park



- Between County line (west) and Three Mile Canyon Road (east) there is a dirt/sand road and part of a farm road, which splits some private property and public easement land
- Near the County line, there is a public access sign for Willow Creek (WA ODFW/Army Corp)
- BIA-Tribal Treaty Fishing Site (public access prohibited) is located west of Three Mile Canyon Park
- Unimproved boat access is located west of Three Mile Canyon Park
- Participants expressed including information on permitting details or requirements for each jurisdiction with authority in the Plan will be helpful for future efforts.
- USACE owns the land, and ODFW manages the land (keep in mind for permitting timeline, understanding overlapping jurisdiction, matrix may be helpful)
- Property owned along the river, north of the railroad, alternates ownership between the Port and Three Mile Canyon – up to the Columbia River high water mark.
- Union Pacific Railroad easement/right of way traverses thru this section. Not clear if a trail would be allowed within the easement.
- Large rocks within trail along the proposed route are unsuitable for horses
- I-84 and Tower Road Interchange Area Management Plan (2026) is underway. Railroad crossing may change

Section 2 -Boardman (Section between Tower Road and Olson Road)

A majority of the discussion related to this section of the trail was the proposal to have the CRHT follow the existing Bonneville Power Administration (BPA) easement. Funding may be available if the alignment is presented and approved by the BPA.

- Alignment
 - Follow BPA easement
 - Crossing at N Main St is dangerous for pedestrians
 - Follow existing trail within Boardman Marina Park
- Map Section Notes
 - Point of Interest – Boardman Library has an interpretive panel
 - Trail between Boardman and Loves Truck Stop should be paved
 - Label the Port of Morrow Business Office
 - Connect trail to existing trails in Boardman near Port Office
 - Remove proposed trail without sidewalk near Boardman Trails
 - I-84 to N Main needs improvements at intersections
 - Crossing N Main St is a challenge



- Possible alignment following the BPA easement (rather than Kunze)
- BPA has easements for future trail location
- BPA has to mitigate ground disturbance through Federal Energy Regulatory Commission (FERC).

Section 3 – Port of Morrow (Section between Olson Road and Columbia Blvd. at USFW Property)

This section of the trail is an amenity desert, with unsafe pedestrian pathways, and limited route options. Additional signage is needed to increase visibility of the trail in this area. Future alignments and amenities will need to be coordinated with the Port of Morrow.

- Alignment
 - Travel along Marine Drive NE
 - South on Ulman Blvd
 - Two path options
 - Utility Lane
 - Columbia Ave NE
 - Continue northeast along Columbia Blvd.
- Map Section Notes
 - New Goal = Visibility (need signage from the highway, what is the permitting for additional signage?)
 - New Goal = Create rest areas with amenities
 - Signage west of Irrigon is inconsistent
 - Review the Port of Morrow Interchange Area Management Plan – bike/ped facility included in that IAMP.
 - Existing trail sign located at the intersection of Marine Drive NE and Ulman Blvd
 - Railroad near the Port is closed
 - Proposed alignments north of Utility Lane are not feasible or require serious traffic mitigation and coordination with Port
 - Utility Lane has improvements in progress, more favorable than Columbia Blvd for trail alignment
 - Laural Lane has a proposed roundabout north of I-84.
 - Columbia Blvd – 45 MPH, not pedestrian-friendly, trail needs separation from the road
 - Identify Coyote Springs Generating Plant on map.
 - Near Rippee Road, public access, 2-track sand road
 - Land north of Columbia Blvd after the overpass bridge is closed for public access. Will need to identify improvements to provide safe crossing.



- Port of Morrow section is an amenity dessert (no water or rest areas)

Section 4 – Wildlife (Area between USFW Refuge and Irrigon Marina Park)

The CRHT travels through the Umatilla National Wildlife Refuge for a majority of this section. A few concerns are related to maintenance along Columbia Blvd and pedestrian safety when traveling along or across Patterson Ferry Rd. Proposed alignments along Patterson Ferry or Columbia Ave were discussed. These alternatives both lack pedestrian facilities.

- Alignment
 - Path through the Umatilla National Wildlife Area along Columbia Blvd
 - Two path options
 - Continue along Columbia Blvd across Patterson Ferry Rd to W 8th Rd, head north to Riverview Lane
 - Continue along Columbia Blvd to Patterson Ferry Rd, head north to Riverview Ln, and continue east pass the fish hatcheries
 - Follow primitive trail along the River between Fish Hatchery and Irrigon Marina Park.
- Map Section Notes
 - Section of trail along Columbia Blvd – who maintains? Brush needs to be cleared regularly (County Road, Federal Land, opportunity for an Interlocal Agreement (IGA)
 - No (vehicle) through traffic along Columbia Blvd once you enter the Refuge
 - Points of Interest – kayak launch and Patterson Ferry Road and North Second Street.
 - Map of Access on ODFW website for Refuge
 - Spur Trail to Slough
 - This area is used by duck hunters, birdwatchers, fishermen, hunting blind lottery, seasonal deer hunting with limited access
 - No CRHT signage in this area
 - Farm Lease on the circles in Refuge
 - Label hatcheries
 - Map of public access land and ROW available?
 - Patterson Ferry, north of Columbia Blvd needs pedestrian safety improvements, road closes at dusk at hatcheries (see online public rules for hatchery access)
 - Potential trail alignment along Columbia Blvd, past Patterson Ferry and north on 8th St, no sidewalks
 - Land north of Columbia, east of Patterson Ferry and west of 8th St, is closed to all public access. Routing will likely need to be the existing roadway thru the fish hatchery area.



- Main point of access is from Patterson Ferry Road – heavy traffic, dangerous for pedestrians

Section 5 – Irrigon

This section has a primitive path that follows near the water's edge. Any deviation from the existing alignment will require coordination with the City of Irrigon and its Parks Department.

- Alignment
 - No deviations or alternatives are proposed at this time.
- Map Section Notes
 - Electric Bikes: Department of Interior allows E-Bikes, USDA/USFS considers e-bikes to be motorized and are not allowed. BLM allows on non-motorized trails allowing bicycles
 - Is it possible to connect Irrigon and Boardman with a paved path? Either the Heritage Trail or a spur trail along Columbia Boulevard.
 - Need to talk to the City of Irrigon (Aaron) about plans for trail in city.
 - This section has a good primitive route along the river
 - Washington Lane (parallel to HT on ACOE lands) has a narrow shoulder with no sidewalk
 - S Main Ave W is a good bike route, but need input from Irrigon Parks
 - Trail to connect to schools near Division Rd and Knapp Street
 - Label school near the Marina
 - Label RV Park

Section 6 – Oregon Wildlife

The existing alignment was favorable. Due to the existing management (ODFW) of this section of ACOE lands, this section of the trail comes with additional restrictions for permitting, use, and parking permit requirements. Increased signage through this section would be helpful.

- Alignment
 - No deviations or alternatives proposed for the existing trail at this time.
 - A proposed alignment was shown along Columbia River Highway and was suggested to be removed due to high traffic along this roadway with no pedestrian safety facilities. Improvements or expansion of the existing bike/ped along Columbia is an option to consider.
- Map Section Notes
 - Label RV Park and pickle ball courts to the west in Irrigon
 - Removed proposed trail alignment along Highway 730 – lots of traffic, not a great location for bike/pedestrian traffic



- Parking lots and wildlife viewing located along Columbia River Highway
- Add signage along highway with directions to the trail
- Multi-use trail for hunting and wildlife habitat, no off-leash dogs during the hunting season
- Wildlife Area Parking Permit is required in this area if you do not have a hunting or fishing license
- No restrooms feasible. (ODFW will not do maintenance).
- Is permitting easier for paved or gravel trails?
- The trail needs a non-profit group or other fund to maintain the trail.
- Make sure projects are designed so that they can be approved by USACE
- Non-motorized boat launch located at the east end of the trail
- Public access to parking lot located at the Umatilla County line.

KEY TAKEAWAYS

Permitting and Maintenance

- Summarize permitting steps for ODFW, BPA, and other agencies, highlighting specific requirements for things such as habitat mitigation and cultural resources.
- Confirm jurisdiction boundaries and include on section maps.
- Establish maintenance responsibilities, especially for trails on federal or county land.

Trail Alignment

- Focus on aligning trails along BPA easements, with a paved path for maintenance access near Boardman and Irrigon.
- Adjust sections to avoid heavy traffic areas (e.g., Columbia Blvd), prioritizing safer, slower routes like Utility Lane.
- Include spur trails where feasible, subject to public feedback.

Key Points of Interest (POIs) and Amenities

- Emphasize POIs along the trail in Boardman and Irrigon.
- Create rest areas with amenities (water, restrooms, bike repair, shelters).
- Consider additional support from the Port for amenities in “amenity desert” zones.

Safety and Visibility

- Improve pedestrian safety on high-traffic areas like Patterson Ferry Road, with barriers where needed.
- Enhance trail visibility from highways and add signage to attract visitors.
- Implement pedestrian improvements where no sidewalks exist (e.g., W 8th Ave, Washington in Irrigon).



Wildlife and Environmental Considerations


- Maintain natural trails preferred by ODFW, especially near wildlife areas.
- Ensure access for hunters and fishermen while protecting sensitive areas, like the slough spur.

Community Engagement and Feedback

- Engage with the community via bilingual surveys, bulk mailers, and public meetings.
- Seek input on desired amenities and trail locations



What Kind of Trail Amenities do you Want?




Public Health Facilities:
Bathrooms,
Water Fountains,
Benches

5 pink dots, 1 green dot




Educational and Historical Signage

2 green dots, 2 orange dots




Public Safety Features: Lighting,
Emergency Response Buttons
& Phones

5 pink dots, 2 orange dots




Directional Signage

4 green dots, 2 orange dots, 1 pink dot



Accessibility Access: Ramps,
Parking, Trail Widths & Lengths

2 orange dots, 2 green dots



Other Features:
Dog Waste Stations, Bike
Repair Station,
Fitness Equipment

1 pink dot, 2 green dots

BONUS: What type of trail surface do you prefer?

GRAVEL

PAVED

DIRT



APPENDIX 2

Public Survey Summary

SURVEY SUMMARY

Columbia River Heritage Trail (CRHT) Plan Update Community Survey

Morrow County received funding from the Oregon Parks and Recreation Department (OPRD) Statewide Comprehensive Outdoor Recreation Plan (SCORP) to update the Concept Plan for the CRHT, adopted in 2000. As part of this effort, a community input survey was made available from January 21, 2025, to May 1, 2025, to gather feedback from residents on the habits of those who use the trail and overall priorities for the future. This survey provided an English and Spanish option for respondents. This input will help ensure the updated CRHT Plan reflects the community's evolving needs, preferences, and vision. A total of 56 responses were received. Highlights from the survey are summarized below.

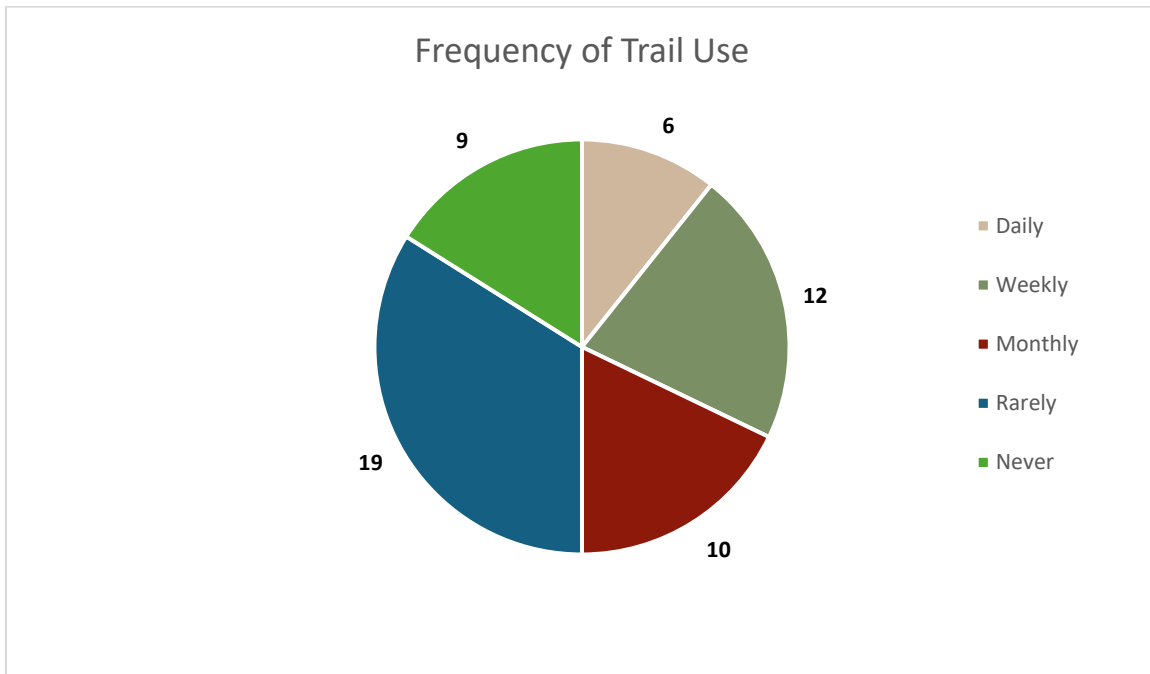
See below for a complete list of the survey questions:

1. How often do you use the trail?
2. How do you primarily use the Trail? Select up to three.
3. What distance do you typically travel on the trail?
4. Rank the following items. Which of these amenities would encourage you to use the trail more often?
5. What types of trail surfaces do you prefer?
6. Rank your favorability of the following improvements.
7. Do you experience any challenges when using the trail? Check all that apply.
8. How would you prefer to learn about trail updates or events?
9. What is your age range? (Optional)
10. What is your 5-digit zip code?



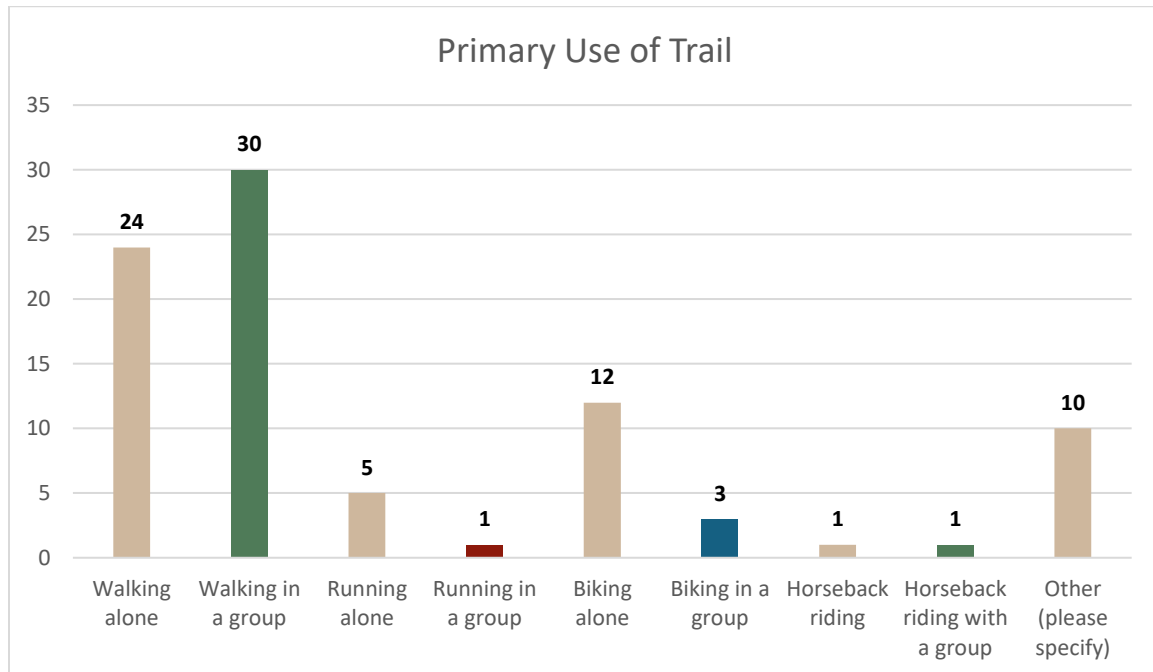
Question 1. How often do you use the trail?

[Multiple choice] When asked about the frequency that respondents use the trail, about one-third (19 responses) indicated they use the trail rarely, while others use the trail daily (6 responses), weekly (12 responses), or monthly (10 responses). This distribution shows that while a consistent group of residents use the trail, a significant portion of the community utilizes the trail infrequently or not at all. There were 56 responses and 0 non-responses to the question.



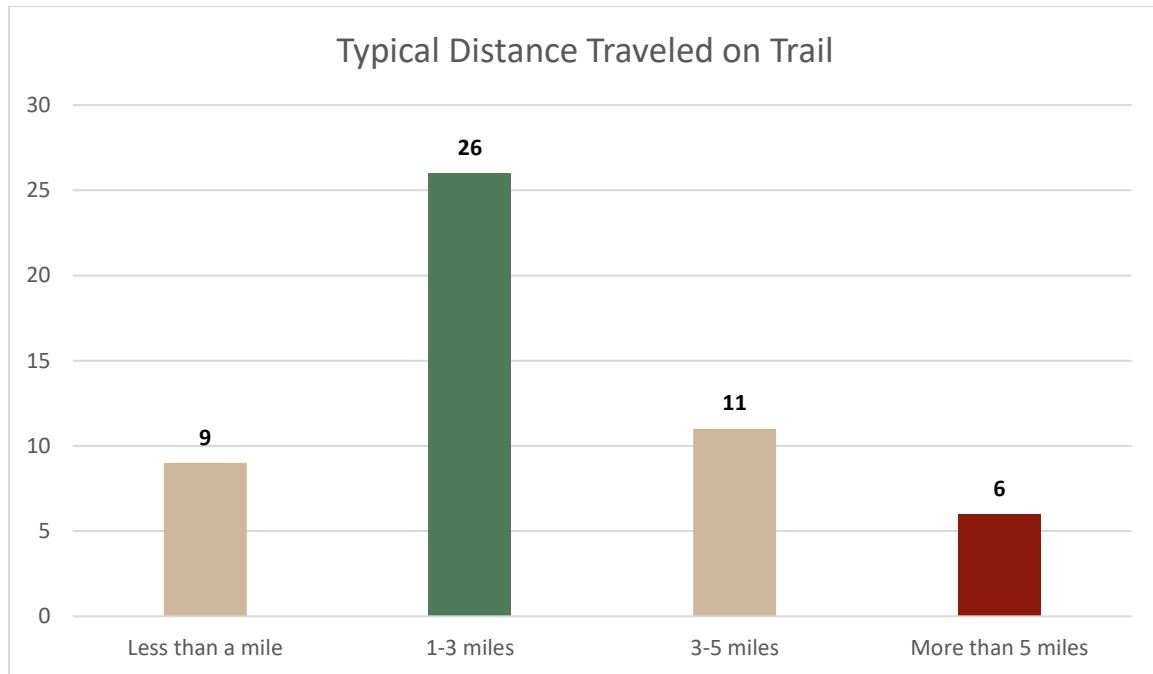
Question 2. How do you primarily use the Trail? Select up to three.

[Select 3 options] When asked how respondents primarily use the trail by selecting three options, a majority of the group selected walking in a group (54%) and walking alone (34%). These results show an overwhelming preference for walking along the trail. Biking, whether alone or in a group, is how 27% of respondents use the trail. The “other” option identifies users who use the trail for walking (with their dog or partner/spouse) and users who are either uninterested in using the trail or concerned about accessibility. There were 56 responses and 0 non-responses to the question.



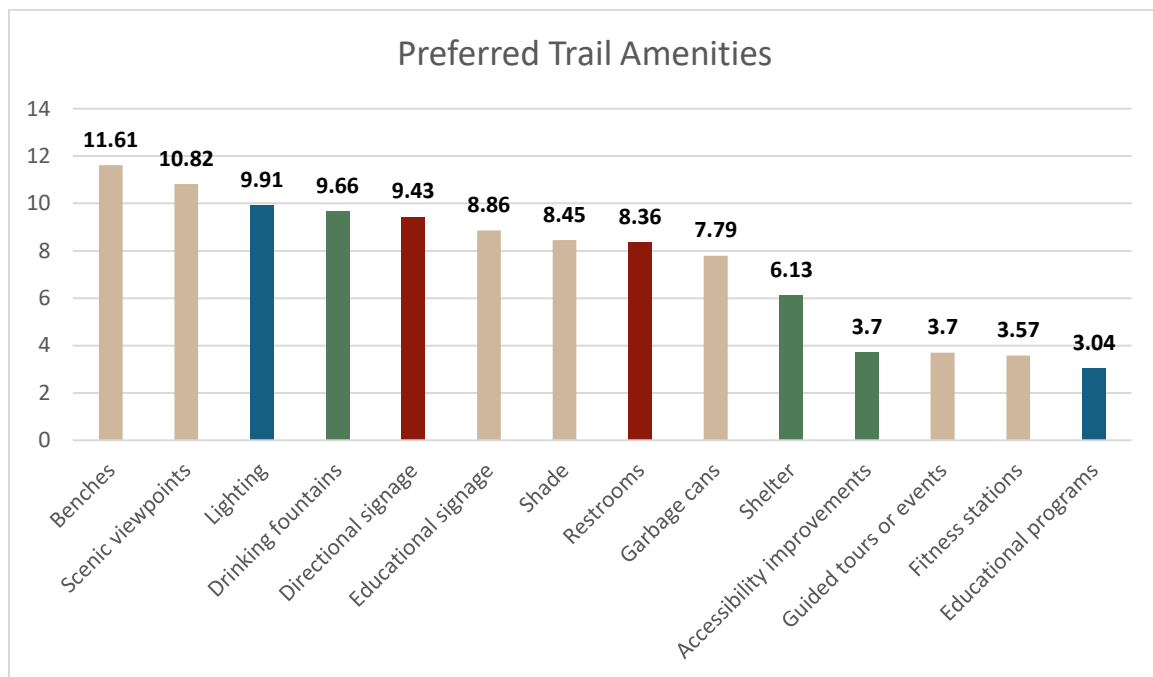
Question 3. What distance do you typically travel on the trail?

[Multiple choice] Half of the users typically travel between 1 and 3 miles on the trail (26 responses). About 21% of the users (11 responses) travel 3-5 miles, about 18% (9 responses) travel less than 1 mile, and about 12% (6 responses) travel more than 5 miles on the trail. These results suggest that users are utilizing the trail for short-to-moderate-distance outings. This aligns with results in Question 4, which highly value amenities supporting a casual and comfortable trail. There were 52 responses and four non-responses to the question.



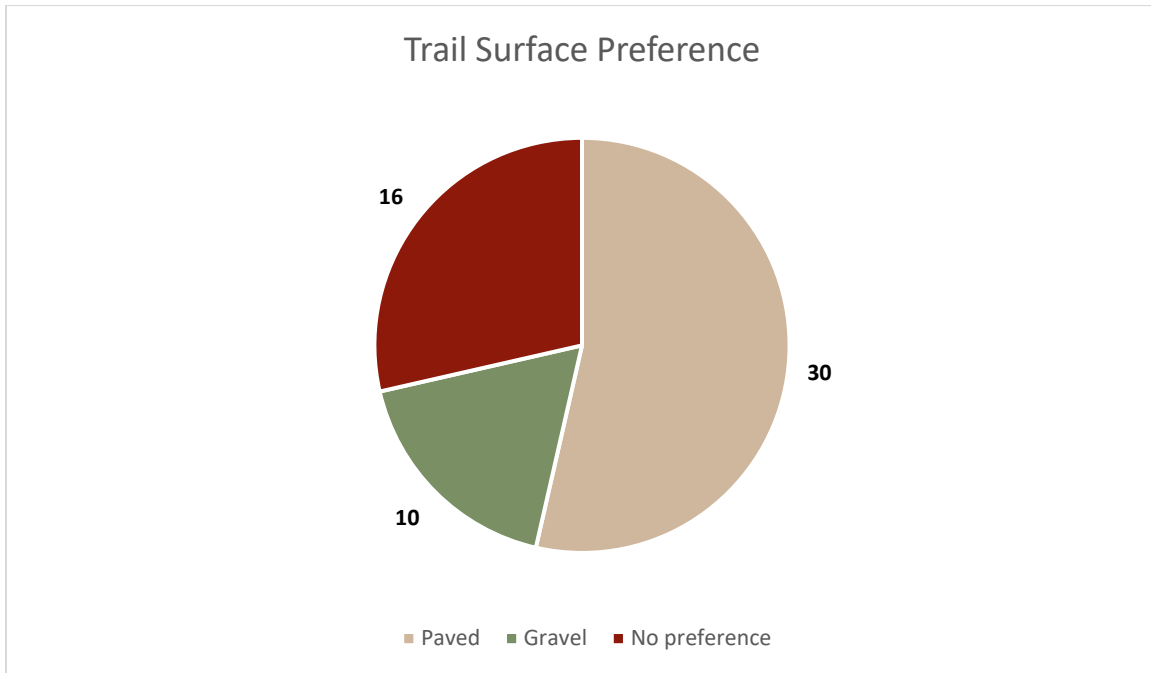
Question 4. Rank the following items. Which of these amenities would encourage you to use the trail more often?

[Rank list] When asked what amenities would encourage respondents to use the trail more often, benches (score: 11.61 out of 15) and scenic viewpoints (score: 10.82 out of 15) received the highest votes. This indicates users place a high value on opportunities to rest and enjoy the natural surroundings. Lighting, drinking fountains, and directional signage follow closely, suggesting a broader interest in comfort, orientation, and safety enhancement along the trail. There were 56 responses and zero non-responses to the question.



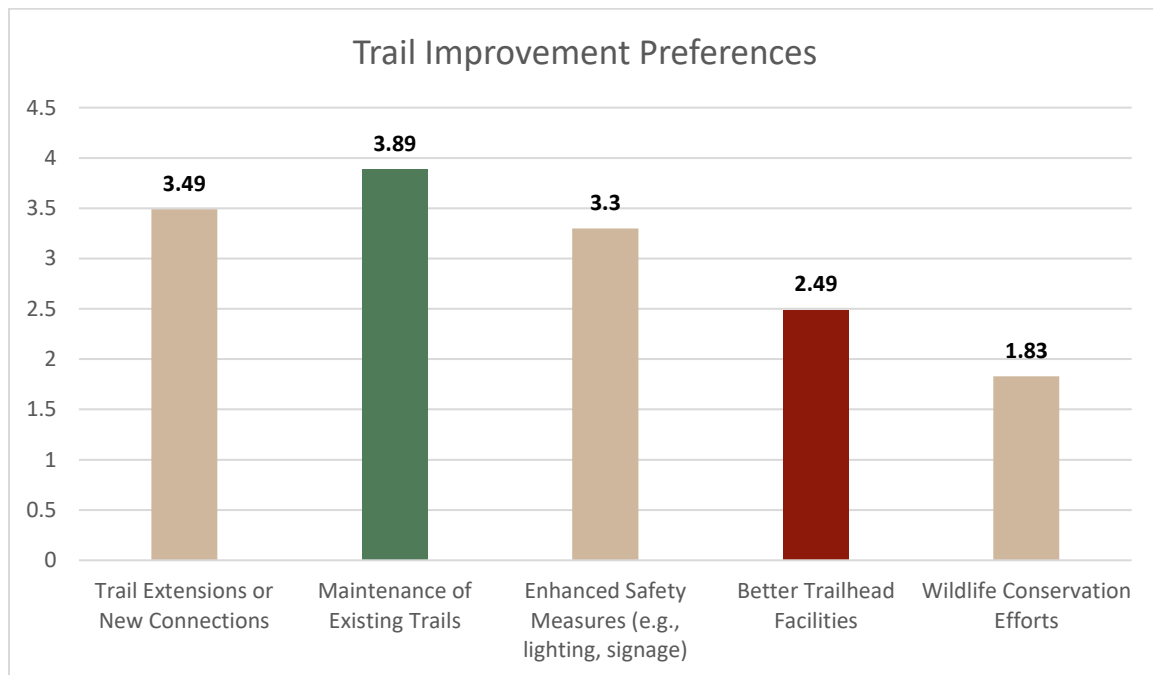
Question 5. What types of trail surfaces do you prefer?

[Multiple choice] Most respondents prefer a paved trail for recreation (30 responses). This suggests that future trail improvements should prioritize paved options. Gravel (10 responses) and no preference (16 responses) received less interest. There were 56 responses and 0 non-responses to the question.



Question 6. Rank your favorability of the following (trail) improvements.

[Rank list] Respondents were asked to rank the following trail improvements from most favorable to least favorable (1 being the most favorable and 5 being the least favorable). Maintenance of existing trails received the highest score (3.89 out of 5), with trail extensions or new connections (3.49 out of 5) and enhanced safety measures (3.3 out of 5) closely following in favorability. This suggests that individuals strongly prefer a reliable trail that is safe for recreation. Other areas, such as trailhead facilities (2.49 out of 5) and wildlife conservation efforts (1.83 out of 5), were less popular. There were 53 responses and 3 non-responses to the question.



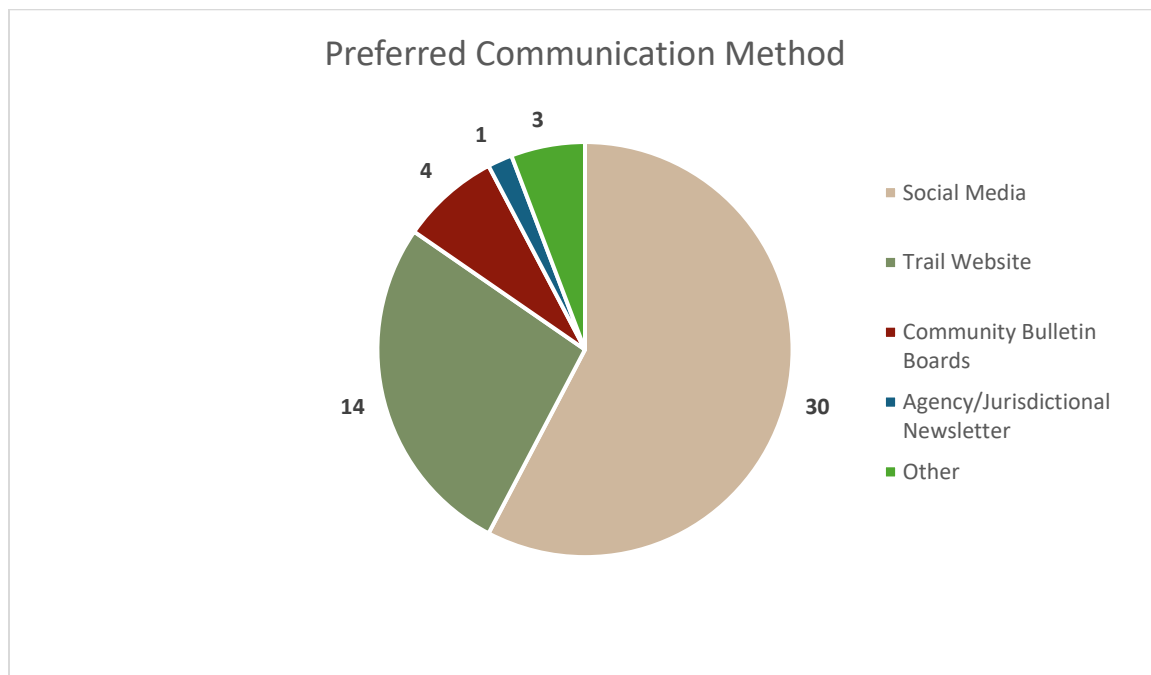
Question 7. Do you experience any challenges when using the trail? Check all that apply.

[Select all that apply] Safety concerns were the main issue when asked what challenges users experience when using the trail (21 responses). The “other” option was selected by 12 individuals. These comments included concerns about trail safety and maintenance, particularly the presence of puncture vines, loose or unleashed dogs, and crowding. Responses indicated that accessibility (9 responses) and navigation (9 responses) were other top priorities. Overcrowding (3 responses) received the least emphasis. There were 41 responses and 15 non-responses to the question.



Question 8. How would you prefer to learn about trail updates or events?

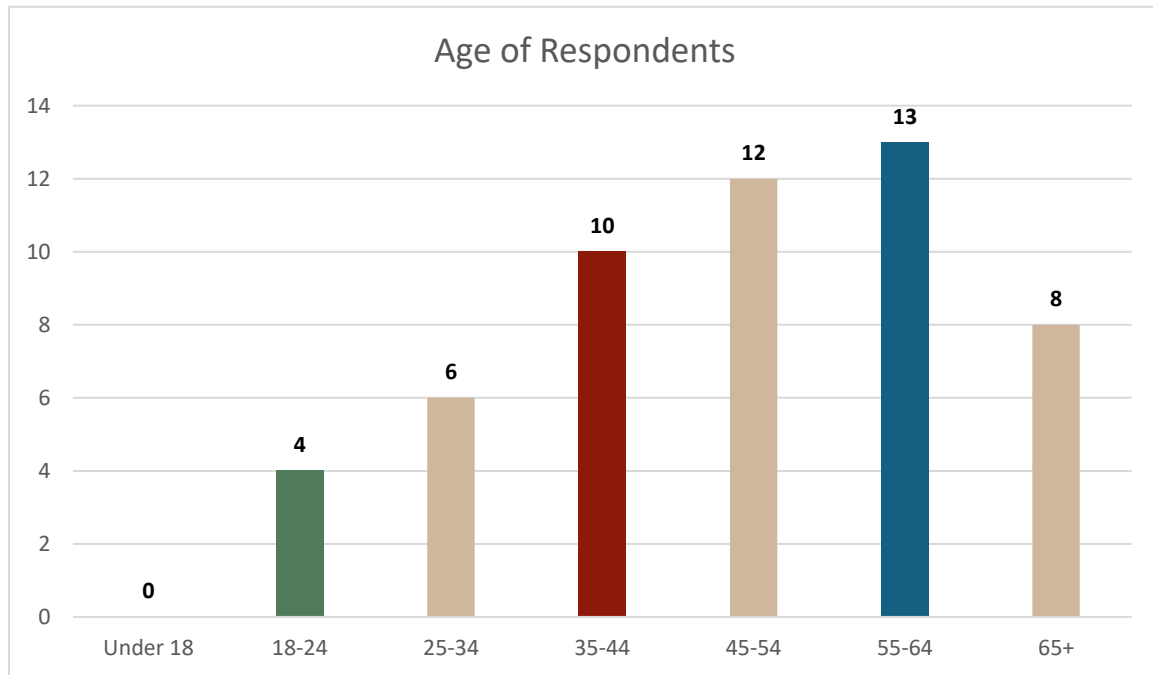
[Select all that apply] When asked the preferred method to learn about trail updates and events, social media stood out as the clear priority, with 30 respondents identifying it as the top method for updates. This suggests the need for more social media presence as the Trail has updates and events in the future. The Trail Website (14 responses) was the second most popular option, with Community Bulletin Boards (4 responses), Other (3 responses), and Agency/Jurisdictional Newsletter (1 response) receiving significantly less preference. Those who selected “Other” indicated that email or posting at trailheads would be beneficial. There were 52 responses and four non-responses to the question.



Question 9. What is your age range? (Optional)

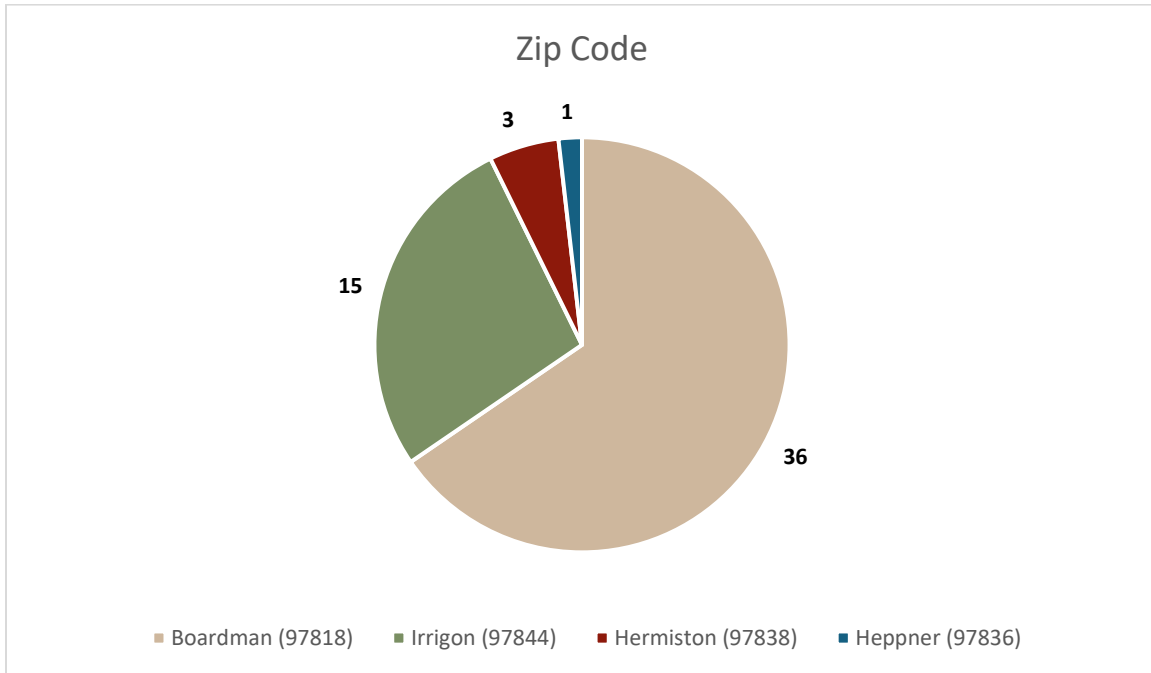
[Multiple choice] Over half of the respondents are over 35, with 13 individuals between 55 and 64.

The smallest group is relatively young (ages 18-24), indicating the younger populations are not utilizing the trail as often as the older age groups. There were 53 responses and three non-responses to the question.



Question 10. What is your 5-digit zip code?

[Multiple choice] Most respondents are from the Boardman area, zip code 97818 (36 responses), followed by the Irrigon area (15 responses). There was minimal participation from Hermiston and Heppner. There were 54 responses and 2 non-responses to the question.



Conclusion Summary

The Columbia River Heritage Trail (CRHT) community survey provided valuable insight into how residents currently use the trail and what improvements would encourage broader engagement. The results show that walking, either alone or in a group, is the primary activity, and most trail users travel short to moderate distances (1–3 miles). While a dedicated group uses the trail regularly, about one-third of respondents use it only rarely, and 16% reported never using it, pointing to opportunities for outreach and broader trail promotion.

Survey participants strongly preferred paved trail surfaces and placed high value on comfort and scenic enjoyment, with benches and scenic viewpoints being the most desired amenities. When asked about improvements, maintenance of existing infrastructure, safety enhancements, and trail extensions ranked as top priorities, reflecting the community's desire for a well-kept, safe, and connected trail experience.

Safety remains a key concern, with respondents citing issues like unleashed dogs, puncture vines, and trail maintenance. Accessibility and navigation also emerged as notable challenges for some users, particularly those with physical limitations or unfamiliarity with the trail system.

Regarding communication, social media is the preferred method for learning about updates or events, followed by the trail website. The survey results suggest strengthening the trail's online presence to keep the public informed and engaged.

Demographic data shows that most respondents are over 35, with limited participation from younger age groups, suggesting a need for targeted outreach or programming to engage younger residents.

Overall, the survey indicates that the CRHT is a valued recreational resource for many but has room for improvement in accessibility, safety, and visibility. These findings will guide the updated Concept Plan to reflect community needs better and enhance the trail's role in promoting outdoor recreation in Morrow County.





APPENDIX 3

Kick-Off Meeting Summary

MEETING SUMMARY

MEETING INFORMATION

Date: 8/14/24 Time: 1:30 – 3:00 PM
 Project Name: Columbia River Heritage Trail Update
 Meeting: Boardman City Hall, Planning Conference Room
 Location: 200 City Center Dr, Boardman, OR 97818
 County Staff & J-U-B:

<u> X </u>	Tamra Mabbott	<u> X </u>	Alina Estrada
	Planning Director		Planning Intern
<u> X </u>	Landon Jones	<u> X </u>	Elizabeth Smith
	Planning Technician		J-U-B Engineers, Inc.
<u> X </u>	Stephen Wreccics	<u> X </u>	Alison Tompkins
	GIS Analyst		J-U-B Engineers, Inc.

Purpose of the Meeting:

Review the scope of work for the Columbia River Heritage Trail (CRHT) Update Master Plan and project schedule and gather additional information about the project.

AGENDA ITEMS & NOTES

1. Introductions

Sign-in sheet provided for attendees representing other agencies.

2. Overview of the project

Morrow County received funding from the Oregon Parks and Recreation Department (OPRD) Statewide Comprehensive Outdoor Recreation Plan (SCORP) to update the Concept Plan for the CRHT, adopted in 2000. This update will create a comprehensive planning document to identify and guide improvements over the next 5-20 years.

3. Discuss County goals for the CRHT Update

After a thoughtful discussion, the group identified two primary goals for the CRHT Update:

1. Connectivity to existing trails/facilities in Boardman and Irrigon
2. Alignment to emphasize key points of interest (POIs) in the area

*Focus efforts on the trail alignment between Boardman and Irrigon

4. Review Scope of Work

Below is a summary of topics discussed during the Kick-Off Meeting.

- a. Translation and Public Involvement
- b. Inventory & Analysis



- Points of Interest
 - General
 - RV Parks
 - Restrooms
 - Parking Lots
 - Equestrian Centers (Equine is not allowed in City Parks)
 - Water Access
 - Fishing spots
 - Boat Launches
 - Historic or Conservation Areas
 - Bird Observatories
 - Hunting Spots
 - Parks (future and existing)
 - West of Boardman
 - Quesnal Park
 - Bike Rack at Loves Travel Stop (78665 Tower Rd, Boardman, OR 97818)
 - Between Boardman and Irrigon
 - Fish Hatcheries (one is state and one is federal): Umatilla Fish Hatchery & Irrigon Fish Hatchery
 - Sand Island
 - Refuge Interpretive Trail
 - East of Irrigon
 - Lewis and Clark Trail (County Line at Pleasant View Road)
 - Connect to Umatilla River Trail (Umatilla to Echo)

c. Concept Development

- The final trail alignment will be vetted through the master planning process. This may include the segments of the trail extending past city jurisdictions.
- Connecting the trail to the Umatilla National Wildlife Refuge will be an essential segment. The old highway that runs through the Refuge should be utilized.
- The City of Boardman is developing a scope of work for a Joint (Parks District and City) Parks Master Plan. This effort has a 9-month timeline (completion Summer 2025) and will include rebuilding South Main Street.



- The City of Irrigon is awaiting a decision on a recent Parks and Recreation funding application for a 10' pathway from 6th Street to 13th Street along the river/through the park.
 - Trail alignment near the Port of Morrow is not pedestrian-friendly.
 - The intersection of Marine Dr NW and N Main St (Boardman) is dangerous.
 - Threemile Canyon Road (Marty Myers Road) west of Boardman has river access north of Interstate 84.
 - Utilize BPA easement for proposed trail alignment.
- d. Capital Improvement Plan (CIP)
- Maintenance was a concern for existing and proposed improvements (this will be identified in the CIP). Suggested to coordinate with the Oregon State Representative and Oregon State Senator.
- e. Strategic Funding and Partnership Plan
- It is recommended that this be added to the final master plan as an appendix for future changes.
- f. Master Plan
- g. Project Management, Administration, Project Closeout
5. Project Schedule
- The schedule is provided below.
6. Closing Comments/Next Steps
- Begin Inventory and Analysis (through November) and develop concept plans (December). The concept plans will include trail design and alignment alternatives, which will be graphically illustrated using GIS maps, photos, and conceptual imagery/renderings.
 - Important Contacts:
 - Non-profit organizations ("Friends of the Trail") - Concept only.
 - Confederated Tribes of the Umatilla Indian Reservation (CTUIR)
 - Oregon Department of Fish and Wildlife
 - US Fish and Wildlife
 - Oregon Military Department – Todd Farmer
 - Three Miles Canyon Farms
 - Morrow County Unified Recreation District



7. Site Visit

1. Boardman Marina Park

- Amenities include: Boat Launch, playground, baseball fields, swimming access, Restrooms, Parking
- Trail follows the path along the river through the nearby RV Park and continues to Sailboard Beach along Marine Drive

2. West Wildlife Refuge Entrance of Port of Morrow

- The trail segment near the Port of Morrow is not pedestrian-friendly.
- This is not a pedestrian-friendly trailhead (a stretch along Columbia Blvd). It is a gravel road with semi-truck traffic (very dusty) and no shade.

3. East Wildlife Refuge (Patterson Ferry Road Entrance)

- Restrooms available
- Road access for parking lots in the Refuge

4. Irrigon Marina Park

- Amenities include: Boat Launch, parking, baseball field, covered stage, playground, restrooms, covered seating area
- The trail parallels the north edge of the parking lot and is not clearly defined or marked

5. Morrow/Umatilla County Line

- Parking at the trailhead
- Equine access (with trailer) may be difficult with limited turn-around space
- The sign posted about equine access was confusing on whether horses were allowed or not on the CRHT



Schedule

	2024												2025											
Task	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D							
010 Kick Off Meeting & Site Visit																								
020 Translation & Public Involvement						OH /S	S					OH												
030 Inventory & Analysis																								
040 Concept Development																								
050 Capital Improvement Plan (CIP)																								
060 Strategic Funding & Partnership																								
070 Master Plan																								

OH – Public Open House F – Final Master Plan

S – Public Survey A – Adoption

D – Draft Master Plan





APPENDIX 4

Port of Morrow Meeting Summary

POM CONCEPT MTG

MEETING INFORMATION

Date: 12/04/24 Time: 11:00 – 12:00 PM
 Project Name: Columbia River Heritage Trail Update
 Meeting Location: Virtual
 Attendees:

<input type="checkbox"/>	Tamra Mabbott Planning Director	<input checked="" type="checkbox"/>	Alison Tompkins J-U-B Engineers, Inc.
<input checked="" type="checkbox"/>	Jacob Cain Port of Morrow	<input checked="" type="checkbox"/>	Elizabeth Smith J-U-B Engineers, Inc.

Purpose of the Meeting:

Engage the Port of Morrow (POM) to discuss the existing and proposed CRHT alignment within their jurisdiction, explore alternatives and potential amenities, and review any plans for the POM.

NOTES

1. Implementation

The POM expressed interest in how the CRHT and planned improvements will be implemented (code requirements). The POM and County will need to collaborate on implementation efforts.

2. Trail Alignment

The POM shared their thoughts on the preferred alignment. See below.

- Connect the CRHT to the paved pathway at the Tugboat to Marker 40 beach.
- Utilize the sidewalk on Marine Dr (at Marker 40 Road) heading east to Ulman Blvd.
- Continue south on Ulman Blvd to Columbia Blvd.
 - The POM presents challenges for pedestrian use along Utility Lane because this runs parallel to critical infrastructure such as BPA lines, a high-pressure gas mainline, and utility facilities. The area is primarily industrial, with gravel roads, storage spaces, and scattered equipment, making it unsuitable for pedestrian-friendly development. The POM views Columbia Blvd as a more favorable location for pedestrian traffic, as it has been designated for such use, aligning better with the Port's infrastructure and planning goals.
 - The green space north of Utility Lane (Mesner Bay) is an unused shallow bay area hydraulically connected to the Columbia River. It includes riparian



zones and is designated as a wetland. Groundwater in the area is used for irrigation. Currently, the space is utilized for trash can storage and semi-truck trailers.

- Columbia Blvd has sidewalk infrastructure on the north side of the roadway for approximately 0.7 miles, terminating at the east entrance of Boardman Foods.
- The existing green space on the north side of Columbia Blvd, near the intersection of Columbia/Utility/Rippee, is over 60 feet wide and could be used for a future paved trail with existing lighting.
- The rail crossing at Columbia Blvd is unsuitable for pedestrian traffic and is rated “D,” meaning it cannot support heavy loads. The POM current redirects heavy loads to alternative routes to avoid this bridge. It is expected to need replacement within 15-20 years, at which time pedestrian facilities could be added as part of the upgrade.
- Green space along Columbia Blvd has light poles north of Cargil/Rail Loop Dr with anticipation of the trail alignment.
- 8’ paved path between Dewey and Lewis Clark along Columbia Blvd.

3. Amenities

The POM has installed and made improvements in various locations that may be incorporated into the CRHT. Amenities are described below.

- Marine Drive NE—The POM recently reconstructed Marine Drive NE, which includes accessibility for pedestrians, 4.5-foot sidewalks on both sides of the roadway, and a 4-foot paved shoulder for bicycle traffic.

The POM does not have plans for installing or reconstructing facilities that align with the CRHT. Although potential development may be suitable in the industrial area (gas/convenience store), the POM is sensitive to not taking development away from the nearby cities. The POM was favorable to other entities funding and building amenities on POM property, with prior approval.

The Loop, public transit provided by Morrow County, provides all residents with safe, caring, and reliable transportation services to enhance their quality of life. We discussed connecting with The Loop to identify potential future transit stop locations, explore opportunities for co-located amenities, and collaborate on multi-use stops that accommodate both trail and transit users along the CRHT.



4. Points of Interest

The POM has a rich history, especially along the waterfront. The below list of Points of Interest (POIs) should be highlighted in the trail maps.

- Captain A.L. James Tugboat – Located at the POMs Riverfront Center and Business Office, the Captain Al James Tugboat was a notable tugboat operating in the region during the mid-20th century.
- Marker 40 Beach – East of Anchor Lane lies Marker 40 Beach with day-use bathrooms, covered picnic areas, beach access, a parking lot, and an 8' paved path that connects the Beach and the CRHT at the Captain A.L. James Tugboat at the POM Business Office.
- Boardman Pool and Recreation Center—The Rec Center is owned (donated by POM) and operated by the City of Boardman. It is located 0.46 walking miles from the CRHT and has amenities ranging from a climbing wall to a full-size gymnasium.
- SAGE Center – Owned and operated by the POM, this interactive visitor center highlights sustainable agriculture and energy and is located 0.6 walking miles from the current CRHT alignment. The POM provided contact information for Torrie Griggs to inquire about Open House availability.
- The POM has a paved trail connecting Columbia Blvd and Olson Rd intersection near the Boardman Rec Center to the SAGE Center.

5. Overall

The POM highlighted the difficulty of balancing heavy industrial operations with pedestrian and bicycle traffic. As a major hub for heavy cargo transport, primarily via barge, the area is dedicated to industrial logistics and operations, with no current interest in or facilities for tourism activities. POM's priorities remain aligned with supporting and expanding its industrial infrastructure.

6. Next Steps

- a. Coordinate with the SAGE Center to schedule a February Open House.
- b. County will provide the existing CRHT alignment to POM (Jacob Cain) to begin the discussion on implementation with the POM Team.
- c. Contact The Loop to identify future transit plans that may align with the CRHT.





APPENDIX 5

Capital Improvement Plan

Section	Section Name	Category	Improvement	Priority 1 = Immediate/High 2 = 5 year/Medium 3 = 20 year/Low	Total Cost	Individual Cost	Quantity	Comments
1	West of Boardman	Infrastructure	Directional Signage	1	\$ -		0	0.25 mile intervals
1	West of Boardman	Trail Amenity	Fitness Stations	3	\$ -			Trailhead, Proposed Location - Love's Truck Stop Vicinity
1	West of Boardman	Trail Amenity	Garbage Cans	1	\$ -			Trailhead, Proposed Location - Love's Truck Stop Vicinity
1	West of Boardman	Trail Amenity	Kiosk, Map	1	\$ -			Trailhead, Proposed Location - Love's Truck Stop Vicinity
1	West of Boardman	Trail Amenity	Parking	2	\$ -			Trailhead, Proposed Location - Boardman Marina Park
1	West of Boardman	Trail Amenity	Picnic Table	3	\$ -			Trailhead, Proposed Location - Love's Truck Stop Vicinity
1	West of Boardman	Trail Amenity	Restrooms	3	\$ -			Trailhead, Proposed Location - Love's Truck Stop Vicinity
1	West of Boardman	Trail Amenity	Shade Structures	3	\$ -			Trailhead, Proposed Location - Love's Truck Stop Vicinity
1	West of Boardman	Trail Amenity	Shelter	3	\$ -			Trailhead, Proposed Location - Love's Truck Stop Vicinity
1	West of Boardman	Connectivity	Trail Connections - New Construction	2	\$ -			Connect to Wilson Rd SW
2	Boardman	Trail Amenity	Bench	2	\$ 8,000.00	\$ 2,000.00	4	0.5 mile intervals, 2.25 miles total
2	Boardman	Infrastructure	Directional Signage	1	\$ -		9	0.25 mile intervals, 2.25 miles total
2	West of Boardman	Trail Amenity	Drinking Fountains	3	\$ -			Trailhead, Proposed Location - Love's Truck Stop Vicinity
2	Boardman	Trail Amenity	Fitness Stations	3	\$ -			Trailhead, Proposed Location - Boardman Marina Park
2	Boardman	Trail Amenity	Kiosk, Map	1	\$ -			Trailhead, Proposed Location - Boardman Marina Park
2	Boardman	Connectivity	Trail Connections - Pedestrian Overpass	2	\$ -			Connection between Marine Dr NE and N Main St
3	Port of Morrow	Trail Amenity	Bench	1	\$ 16,000.00	\$ 2,000.00	8	0.5 mile intervals, 4 miles total
3	Port of Morrow	Safety	Crosswalks	2	\$ -			Marine Dr & Ulman Blvd
3	Port of Morrow	Infrastructure	Directional Signage	1	\$ -		16	0.25 mile intervals, 4 miles total
3	Port of Morrow	Trail Amenity	Drinking Fountains	3	\$ -			Green spaces
3	Port of Morrow	Trail Amenity	Drinking Fountains	3	\$ -			Trailhead - Proposed Location - Port Park, Columbia Ave @ Ulman Blvd

Section	Section Name	Category	Improvement	Priority 1 = Immediate/High 2 = 5 year/Medium 3 = 20 year/Low	Total Cost	Individual Cost	Quantity	Comments
3	Port of Morrow	Trail Amenity	Fitness Stations	3	\$ -			Trailhead - Proposed Location - Port Park, Columbia Ave @ Ulman Blvd
3	Port of Morrow	Trail Amenity	Garbage Cans	1	\$ -			Trailhead - Proposed Location - Port Park, Columbia Ave @ Ulman Blvd
3	Port of Morrow	Trail Amenity	Kiosk, Map	1	\$ -			Trailhead - Proposed Location - Port Park, Columbia Ave @ Ulman Blvd
3	Port of Morrow	Trail Amenity	Picnic Table	3	\$ -			Trailhead - Proposed Location - Port Park, Columbia Ave @ Ulman Blvd
3	Port of Morrow	Infrastructure	Port of Morrow Trailside Park	3	\$ -			Reference Port of Morrow Concept Plan
3	Port of Morrow	Trail Amenity	Rest Station	3	\$ -			Columbia Blvd @ Union Pacific Railroad, bench, lighting, shade
3	Port of Morrow	Trail Amenity	Restrooms	3	\$ -			Trailhead - Proposed Location - Port Park, Columbia Ave @ Ulman Blvd
3	Port of Morrow	Trail Amenity	Shade Structures	3	\$ -			Trailhead - Proposed Location - Port Park, Columbia Ave @ Ulman Blvd
3	Port of Morrow	Trail Amenity	Shelter	3	\$ -			Trailhead - Proposed Location - Port Park, Columbia Ave @ Ulman Blvd
4	Wildlife Refuge	Connectivity	Alternate Route - Delineate/Signage	1	\$ -			Connection from Patterson Ferry, E on Columbia Ln, N on W 8th Ave
4	Wildlife Refuge	Trail Amenity	Bench	2	\$ 4,000.00	\$ 2,000.00	2	Benches not permitted in Refuge, place at beginning and end
4	Wildlife Refuge	Safety	Crosswalks	2	\$ -			Patterson Ferry Rd & Refuge Entrance
4	Wildlife Refuge	Safety	Crosswalks	2	\$ -			Riverview Ln & Fish Hatchery
4	Wildlife Refuge	Plaque	DeBoer Memorial Plaque	2	\$ 2,500.00	\$ 2,500.00	1	Steve DeBoer Memorial Plaque (placed near bicycle or trailhead infrastructure)
4	Wildlife Refuge	Infrastructure	Directional Signage	1	\$ -		2	Signs not permitted in Refuge, place at beginning and end
4	Wildlife Refuge	Trail Amenity	Drinking Fountains	3	\$ -			Trailhead, Proposed Location - Columbia Blvd Trailhead
4	Wildlife Refuge	Trail Amenity	Fitness Stations	3	\$ -			Trailhead, Proposed Location - Columbia Blvd Trailhead
4	Wildlife Refuge	Trail Amenity	Garbage Cans	1	\$ -			Trailhead, Proposed Location - Columbia Blvd Trailhead
4	Wildlife Refuge	Trail Amenity	Kiosk, Map	1	\$ -			Trailhead, Proposed Location - Columbia Blvd Trailhead
4	Wildlife Refuge	Trail Amenity	Parking	3	\$ -			Trailhead, Proposed Location - Columbia Blvd Trailhead
4	Wildlife Refuge	Trail Amenity	Picnic Table	3	\$ -			Trailhead, Proposed Location - Columbia Blvd Trailhead

Section	Section Name	Category	Improvement	Priority 1 = Immediate/High 2 = 5 year/Medium 3 = 20 year/Low	Total Cost	Individual Cost	Quantity	Comments
4	Wildlife Refuge	Trail Amenity	Restrooms	3	\$ -			Trailhead, Proposed Location - Columbia Blvd Trailhead
4	Wildlife Refuge	Trail Amenity	Shade Structures	3	\$ -			Trailhead, Proposed Location - Columbia Blvd Trailhead
4	Wildlife Refuge	Trail Amenity	Shelter	3	\$ -			Trailhead, Proposed Location - Columbia Blvd Trailhead
5	Irrigon	Trail Amenity	Bench	2	\$ 8,000.00	\$ 2,000.00	4	0.5 mile intervals, 2 miles total
5	Irrigon	Infrastructure	Directional Signage	1	\$ -		8	0.25 mile intervals, 2 miles total
5	Irrigon	Trail Amenity	Fitness Stations	3	\$ -			Trailhead, Proposed Location - Irrigon Marina Park
5	Irrigon	Trail Amenity	Garbage Cans	2	\$ -			Trailhead, Proposed Location - N 2nd St
5	Irrigon	Trail Amenity	Kiosk, Map	1	\$ -			Trailhead, Proposed Location - Irrigon Marina Park
5	Irrigon	Trail Amenity	Water Access	1	\$ -			Improve river access & parking for fishing at N end 2nd St. ACOE land.
6	East of Irrigon	Trail Amenity	Bench	1	\$ 4,000.00	\$ 2,000.00	2	At both ends of this section.
6	East of Irrigon	Infrastructure	Directional Signage	1	\$ -		10	0.25 mile intervals, 2.5 miles total
6	East of Irrigon	Trail Amenity	Fitness Stations	3	\$ -			Trailhead, Proposed Location - County Line
6	East of Irrigon	Trail Amenity	Garbage Cans	1	\$ -			Trailhead, Proposed Location - County Line
6	East of Irrigon	Trail Amenity	Kiosk, Map	1	\$ -			Trailhead, Proposed Location - County Line, with bench
6	East of Irrigon	Trail Amenity	Parking	2	\$ -			Trailhead, Proposed Location - County Line
6	East of Irrigon	Trail Amenity	Picnic Table	3	\$ -			Trailhead, Proposed Location - County Line
6	East of Irrigon	Trail Amenity	Restrooms	3	\$ -			Trailhead, Proposed Location - County Line
6	East of Irrigon	Trail Amenity	Shade Structures	2	\$ -			Trailhead, Proposed Location - County Line
6	East of Irrigon	Trail Amenity	Shelter	3	\$ -			Trailhead, Proposed Location - County Line
7	East of Irrigon	Trail Amenity	Drinking Fountains	2	\$ -			Trailhead, Proposed Location - County Line
4 & 5		Infrastructure	Alternate Route - Delineate/Signage		\$ -			Continue city ot Irrigon path along Main St/Columbia Ln to Patterson Ferry

Section	Section Name	Category	Improvement	Priority 1 = Immediate/High 2 = 5 year/Medium 3 = 20 year/Low	Total Cost	Individual Cost	Quantity	Comments
4 & 5		Infrastructure	Bike/Ped Facility		\$ -			Dedicated improved bike/ped facility along alternate route
All	All	Infrastructure	ADA Improvements	2	\$ -			
All	All	Programming/Public Engagement	Develop and Maintain Social Media	2	\$ -			Used for event promotion & trail alerts
All	All	Programming/Public Engagement	Educational Programs	3	\$ -			TBD
All	All	Infrastructure	Educational Signage	3	\$ -			Partner with schools/tribes/etc
All	All	Programming/Public Engagement	Events	2	\$ -			Fun Run, Half Marathon, Trail Clean Up, etc.
All	All	Infrastructure	Lighting	2	\$ -			Solar lighting in high traffic areas
All	All	Programming/Public Engagement	MOU with all Agencies (Memorandum of Understanding)	1	\$ -			Formally recognize and adopt the Proposed alignment, establish protocol for improvements
TBD	TBD	Safety	Emergency Call Boxes	3	\$ -			Locations at high traffic areas, very challenging in rural areas
TBD	TBD	Trail Amenity	Scenic Viewpoints	2	\$ -			Overlook, interpretive signs. View points existing in refuge. Crow Butte or Sand Station?
TBD	TBD	Infrastructure	Trail Delineation - Striping		\$ -			What areas does the County want to add striping?
TBD	TBD	Infrastructure	Trail Surface - Gravel		\$ -			What sections need gravel maintenance or want graveled?
TBD	TBD	Infrastructure	Trail Surface - Paving	2	\$ -			What sections does the County want paved?
TBD	TBD	Trail Amenity	Water Access	1	\$ -			Do water access points need more signage?



APPENDIX 6

Design Concept Cost Estimate


COLUMBIA RIVER HERITAGE TRAIL

TRAILSIDE PARK

COST ESTIMATE

August 21, 2025

All cost estimates numbers provided herein are based on pricing as of the year 2025.

		ITEM DESCRIPTION	UNITS	QTY.	UNIT COST	TOTAL COST
TRAILSIDE PARK AMENITIES						
1		Mobilization (5%)	LS	1	\$78,900.00	\$78,900
2		Storm Water Pollution Prevention Plan (SWPP)	LS	1	\$10,000.00	\$10,000
3		Clearing and Grubbing	SF	254,406	\$0.35	\$89,042
4		Mass Grading (Fill)	CY	2,880	\$40.00	\$115,205
5		Fine Grading	SF	254,406	\$0.10	\$25,441
6		Curb and Gutter	LF	2,981	\$35.00	\$104,335
7		Tree Preservation	EA	12	\$110.00	\$1,320
8		Concrete Flatwork (4" concrete, 4" roadbase typ.)	SF	15,443	\$12.00	\$185,321
9		Restroom	EA	1	\$200,000.00	\$200,000
10		Bike Rack	EA	1	\$600.00	\$600
11		Park Sign	EA	1	\$10,000.00	\$10,000
12		Benches	EA	3	\$2,000.00	\$6,000
13		Deciduous Trees (2" CAL) Include amending soil in tree pit backfill	EA	35	\$900.00	\$31,500
14		Parking Lot	SF	42,374	\$9.00	\$381,364
15		Pump Track	LS	1	\$100,000.00	\$100,000
16		Sod Patch & Repair	SF	77,763	\$0.75	\$58,322
17		Irrigation Patch & Repair	SF	77,763	\$3.00	\$233,290
18		Landscape Bed (Plants + Mulch)	SF	4,033	\$6.00	\$24,198
19		Concrete Landscape Edging (Mowcurb)	LF	86	\$3.00	\$259
General Construction Total			\$1,655,096			
20% Contingency			\$331,019			
10% Contractor General Conditions, Bond, Overhead, and Profit			\$165,510			
TOTAL			\$2,151,625			


COLUMBIA RIVER HERITAGE TRAIL

URBAN TRAIL

COST ESTIMATE

August 21, 2025

All cost estimates numbers provided herein are based on pricing as of the year 2025.


		ITEM DESCRIPTION	UNITS	QTY.	UNIT COST	TOTAL COST
OPTION A: URBAN TRAILSECTION - Cost Per 1/2 Mile						
1		Mobilization (5%)*	LS	1	\$3,500.00	\$3,500
2		Storm Water Pollution Prevention Plan (SWPP)*	LS	1	\$6,000.00	\$6,000
3		Trail Grading Allowance	LS	1	\$15,000.00	\$15,000
4		Trail Section - Asphalt (3" asphalt, 6" roadbase) 10' Wide	LF	2,640	\$9.00	\$23,760
5		Bus Stop	EA	1	\$25,000.00	\$25,000
General Construction Total						\$73,260
20% Contingency						\$14,652
10% Contractor General Conditions, Bond, Overhead, and Profit						\$7,326
TOTAL						\$95,238
OPTION B: URBAN TRAILSECTION - Cost Per 1/2 Mile						
1		Mobilization (5%)*	LS	1	\$3,900.00	\$3,900
2		Storm Water Pollution Prevention Plan (SWPP)*	LS	1	\$6,000.00	\$6,000
3		Trail Grading Allowance	LS	1	\$15,000.00	\$15,000
4		Trail Section - Concrete Flatwork (6" concrete 4" roadbase)10' Wide	LF	2,640	\$12.00	\$31,680
5		Bus Stop	EA	1	\$25,000.00	\$25,000
General Construction Total						\$81,580
20% Contingency						\$16,316
10% Contractor General Conditions, Bond, Overhead, and Profit						\$8,158
TOTAL						\$106,054

*The total cost provided in this estimate will remain unchanged regardless of the final constructed length of the trail.

COLUMBIA RIVER HERITAGE TRAIL
PRIMITIVE TRAIL
COST ESTIMATE

August 21, 2025

All cost estimates numbers provided herein are based on pricing as of the year 2025.

 ITEM DESCRIPTION		UNITS	QTY.	UNIT COST	TOTAL COST
PRIMITIVE TRAIL SECTION - Cost Per 1/2 Mile					
1	Mobilization (5%)*	LS	1	\$1,600.00	\$1,600
2	Storm Water Pollution Prevention Plan (SWPP)*	LS	1	\$6,000.00	\$6,000
3	Trail Grading Allowance	LS	1	\$15,000.00	\$15,000
4	Trail Section - Roadbase 4' Wide	LF	2,640	\$4.00	\$10,560
General Construction Total					\$33,160
20% Contingency					\$6,632
10% Contractor General Conditions, Bond, Overhead, and Profit					\$3,316
TOTAL					\$43,108

*The total cost provided in this estimate will remain unchanged regardless of the final constructed length of the trail.



APPENDIX 7

Strategic Funding Plan

Project Name: Columbia River Heritage Trail Update - Morrow County				
Link to info	Fund Name	Fund Source	Estimated Schedule *subject to change	Description
Oregon Parks and Recreation : Land and Water Conservation Fund : Grants : State of Oregon	Land and Water Conservation Fund (LWCF)	Oregon Parks and Recreation Department Federally funded program	Opens Fall, 2025	<p>Eligible Projects:</p> <ul style="list-style-type: none"> Projects that enhance outdoor recreational areas and facilities and focus on acquiring, developing, or renovating public outdoor recreation areas. <p>Eligible Applicants</p> <ul style="list-style-type: none"> Cities, counties, park districts, and other local government entities. <p>Match:</p> <ul style="list-style-type: none"> 50% of total project cost. <p>Funds Available:</p> <ul style="list-style-type: none"> Typically receives around \$4 million annually to distribute among qualified projects.
Oregon Parks and Recreation : Recreational Trails Program : Grants : State of Oregon	Recreational Trails Program	Oregon Parks and Recreation Department Federally funded program	Opens September 2, 2025	<p>Eligible Projects:</p> <ul style="list-style-type: none"> Construction of new trails, major rehabilitation of existing trails, development or improvement of trailhead or other support facilities. Acquisition of land or easements for the purpose of trail development Safety and education projects. <p>Eligible Applicants:</p> <ul style="list-style-type: none"> Local, state, federal, Tribal, and other governments <p>Match:</p> <ul style="list-style-type: none"> 20% or more match <p>Funds Available:</p> <ul style="list-style-type: none"> Non-motorized proposals: Maximum request is \$150,000. Motorized proposals: There is no maximum request, although approximately \$480,000 total is available to be distributed among qualified projects.
2025 Preserving Oregon Grant Guidelines	Preserve/Preserving Oregon	Oregon Parks and Recreation Department State Historic Preservation Office, Oregon Heritage State funded program	<p>Est. open date: Spring, 2026</p> <p>A letter of intent was required for the last grant submission and was due a month before the due date</p>	<p>Eligible Projects:</p> <ul style="list-style-type: none"> Rehabilitation work on properties listed in the National Register of Historic Places Significant work contributing to identifying, preserving and/or interpreting archaeological sites. <p>Eligible Applicants:</p> <ul style="list-style-type: none"> Property owners, with priority given to public and nonprofit-owned properties <p>Match:</p> <ul style="list-style-type: none"> 1:1 match <p>Funds Available</p> <ul style="list-style-type: none"> Grant funds may be awarded for amounts up to \$20,000. The State Historic Preservation Office attempts to fully funds

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Project Name: Columbia River Heritage Trail Update - Morrow County				
Link to info	Fund Name	Fund Source	Estimated Schedule *subject to change	Description
				grant requests. The funding is by reimbursement for work completed.
Oregon Parks and Recreation : Local Government Grant Program : Grants : State of Oregon	Local Government Grant P Program (LGGP)	Oregon Parks and Recreation Department Grants State funded program	Est. open date January, 2026 Summary of 2025 grant application process (now closed) for 2026 planning: Jan/Feb: Workshops April 1: Large grant applications due May 1: Small grant applications due May 15: Planning grant applications due Scheduled to be awarded September, 2025	Eligible Projects: <ul style="list-style-type: none"> Land acquisition, development, and major rehabilitation projects that are consistent with the outdoor recreation goals and objectives contained in the Statewide Comprehensive Outdoor Recreation Plan (SCORP). Eligible Applicants: <ul style="list-style-type: none"> Cities, counties, metropolitan service districts, park and recreation districts, port districts. Match: <ul style="list-style-type: none"> Cities, districts under 5,000 population, counties under 30,000: at least 20% match Cities, districts between 5,000 and 25,000 population, counties between 30,000 and 50,000: at least 40% match Cities, districts over 25,000 population, counties over 50,000: at least 50% match Funds Available: <ul style="list-style-type: none"> Approximately \$6.3 million annually. Awarded annually, projects must be completed within two years.
Oregon Parks and Recreation : Recreational Trails Program : Grants : State of Oregon	Recreational Trails Grant	Oregon Parks and Recreation Department Federally funded program	Est. open date September 2, 2025 with webinars starting within 1-2 weeks.	Eligible Projects: <ul style="list-style-type: none"> Projects that construct new trails, restore existing trails, develop or restore trailheads Acquiring land or easements Purchasing equipment Projects to develop safety and educational materials Eligible Applicants: <ul style="list-style-type: none"> Cities, counties, state agencies, federal agencies, other governments, tribal governments, non-profits. Match: <ul style="list-style-type: none"> 20% Funds Available: <ul style="list-style-type: none"> Approximately \$1.6 million annually. Awarded annually, projects must be completed within two years.
The INFRA Grant Program US Department of Transportation	Infrastructure for Rebuilding America (INFRA) Program	US Department of Transportation Federally funded program	Est. open date early 2026	Eligible Projects: <ul style="list-style-type: none"> Highway freight projects on the National Highway Freight Network. Highway or bridge projects on the National Highway System. Freight intermodal, freight rail, or freight projects within public or private freight rail, water (including ports), or intermodal facilities. Highway-railway grade crossing or grade separation projects. Wildlife crossing projects.

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Project Name: Columbia River Heritage Trail Update - Morrow County				
Link to info	Fund Name	Fund Source	Estimated Schedule *subject to change	Description
				<ul style="list-style-type: none"> • Surface transportation projects connected to international border crossings. • Marine highway corridor projects connected to the National Highway Freight Network. <p>Eligible Applicants:</p> <ul style="list-style-type: none"> • States or groups of states. • Metropolitan planning organizations serving urbanized areas with populations over 200,000. • Units of local government or groups of local governments. • Political subdivisions of states or local governments. • Special purpose districts or public authorities with transportation functions, including port authorities. • Federal land management agencies applying jointly with states or groups of states. • Tribal governments or consortia of tribal governments. • Multistate corridor organizations. • Multistate or multijurisdictional groups of eligible entities listed above. <p>Required Match:</p> <ul style="list-style-type: none"> • Specific match requirements vary by project type and funding round. <p>Funds Available:</p> <ul style="list-style-type: none"> • Funding is made available under the MPDG combined Notice of Funding Opportunity (NOFO).
Oregon Parks and Recreation: Recreational Trails Program: Grants: State of Oregon	Recreational Trails Program (RTP)	Oregon Parks and Recreation Department Federally funded program	Est. open date September 2, 2025 with webinars starting within 1-2 weeks.	<p>Eligible Projects:</p> <ul style="list-style-type: none"> • Construction of new trails • Major rehabilitation of existing trails • Development or improvement of trailhead or other support facilities • Eligible trail types include motorized (OHV, snowmobile), non-motorized (hiker, biker, equestrian), and water trails. • Acquisition of land or easements for the purpose of trail development • Safety and education projects <p>Eligible Applicants:</p> <ul style="list-style-type: none"> • Public entities. • Non-profit organizations. • Private entities with public benefit. <p>Match:</p> <ul style="list-style-type: none"> • 20% match required (can include volunteer labor or other donations)

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Project Name: Columbia River Heritage Trail Update - Morrow County				
Link to info	Fund Name	Fund Source	Estimated Schedule *subject to change	Description
				<p>Funds Available:</p> <ul style="list-style-type: none"> Funding varies by project and application cycle.
Department of Land Conservation and Development : TGM Planning Grants : Transportation and Growth Management Program : State of Oregon	Transportation and Growth Management Program (TGM) Planning Grants	<p>Joint Program of Dept. of Land Conservation and Development and Oregon Department of Transportation</p> <p>Funding includes both state and federal funds</p>	<p>OPEN as of 5/27/25</p> <p>Pre-applications were due March 31, 2025</p> <p>May – application period begins</p> <p>July – applications due</p> <p>September – awards announced</p>	<p>Eligible Projects:</p> <ul style="list-style-type: none"> Planning Grants <ul style="list-style-type: none"> Category 1: Transportation System Planning, to develop transportation plans and measures that implement statewide policies and plans; increase opportunities for walking, biking, and transit; or reduce reliance on the state highway for local travel needs Category 2: Integrated Land Use and Transportation Planning, to encourage livable, affordable, and accessible communities for all ages and incomes; promote compact, mixed-use, walkable development to increase walking, biking, and transit; or support physical, social, and economic needs <p>Eligible Applicants:</p> <ul style="list-style-type: none"> Local jurisdictions Public entities Special districts, such as transportation districts, metropolitan planning organizations, ports, mass transit districts, parks and recreation districts, and metropolitan service districts <p>Match:</p> <ul style="list-style-type: none"> Both categories require a 12% match of total project cost <p>Funds Available:</p> <ul style="list-style-type: none"> Typically awards between \$2 and \$2.5 million statewide per year. Projects are selected on a competitive basis within each of the five ODOT regions.
	Oregon Department of Transportation : Pedestrian and Bicycle Strategic Funding Program Statewide Transportation Improvement Program : State of Oregon	<p>Statewide Transportation Improvement Program (STIP) / Oregon Transportation Commission</p> <p>Funding includes both state and federal funds</p>	<p>Est. pre-application open date August-September, 2025 with full application likely due November-January.</p>	<p>Eligible Projects:</p> <ul style="list-style-type: none"> Address pedestrian and bicycle gaps on the state system, such as missing sidewalks, bike lanes, and crossings. Prioritize projects at locations that provide equity and safety benefits. Leverage other ODOT projects like repaving or curb ramp replacement. <p>Eligible Applicants:</p> <ul style="list-style-type: none"> Public entities. <p>Match:</p> <ul style="list-style-type: none"> Typically requires a 20% match of the total project cost. <p>Funds Available:</p>

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Project Name: Columbia River Heritage Trail Update - Morrow County				
Link to info	Fund Name	Fund Source	Estimated Schedule *subject to change	Description
Port Infrastructure Development Program MARAD	Port Infrastructure Development Program (PIDP)	US Department of Transportation Federally funded program	OPEN as of 5/27/25 An amended FY25 PIDP NOFO was posted on Grants.Gov on May 2, 2025. In conjunction with the posting of the NOFO, MARAD has extended the application deadline to September 10, 2025.	<ul style="list-style-type: none"> \$55 million allocated for pedestrian and bicycle projects in the 2024-2027 STIP. <p>Eligible Projects:</p> <ul style="list-style-type: none"> Projects that improve the safety, efficiency, or reliability of the movement of goods into, out of, around, or within a port. Planning and capital projects for port and related freight infrastructure. Projects that support local and regional economies. <p>Eligible Applicants:</p> <ul style="list-style-type: none"> Ports in urban and rural areas. Industry stakeholders. <p>Match:</p> <ul style="list-style-type: none"> Specific match requirements vary by project type and funding round. <p>Funds Available:</p> <ul style="list-style-type: none"> \$450 million available for FY 2025 from the Infrastructure Investment and Jobs Act. Additional \$50 million available through the Full-Year Continuing Appropriations and Extensions Act, 2025.
Discretionary - PROTECT - Environment - FHWA	Promoting Resilient Operations for Transformative, Efficient, and Cost-Saving Transportation (PROTECT) Program	Infrastructure Investment and Jobs Act (IIJA) Federally funded program	Contact PROTECTdiscretionary@dot.gov directly for available funding opportunities through this grant	<p>Grant Types:</p> <ul style="list-style-type: none"> Planning Resilience Improvement Community Resilience and Evacuation Route At-Risk Coastal Infrastructure <p>Eligible Projects:</p> <ul style="list-style-type: none"> Projects that improve the resilience of surface transportation systems to weather events, natural disasters, and changing conditions. Includes highways, public transportation, ports, and intercity passenger rail. <p>Eligible Applicants:</p> <ul style="list-style-type: none"> States (including D.C. and Puerto Rico) or political subdivisions of a state. Metropolitan planning organizations. Units of local governments. Special purpose districts or public authorities with a transportation function, including port authorities and public transit agencies. Indian Tribes. Federal land management agencies applying jointly with a state or group of states.

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Project Name: Columbia River Heritage Trail Update - Morrow County				
Link to info	Fund Name	Fund Source	Estimated Schedule *subject to change	Description
				<ul style="list-style-type: none"> Multi-state or multi-jurisdictional groups of eligible entities. <p>Match:</p> <ul style="list-style-type: none"> Specific match requirements vary by project type and funding round. <p>Funds Available:</p> <ul style="list-style-type: none"> Over \$1.4 billion available over five years through the Infrastructure Investment and Jobs Act (IIJA).
Oregon Department of Transportation : Carbon Reduction Program : Climate Office : State of Oregon	Carbon Reduction Program	2021 Bipartisan Infrastructure Law Federally funded program	Contact Stephanie Millar, Stephanie.L.MILLAR@odot.oregon.gov , directly for available funding opportunities through this grant	<p>Eligible Projects:</p> <ul style="list-style-type: none"> Projects that reduce greenhouse gas emissions from transportation. Includes projects in small urban and rural areas, as well as statewide projects overseen by ODOT. <p>Eligible Applicants:</p> <ul style="list-style-type: none"> Counties, cities, rural areas, and tribal governments with populations less than 200,000. Transportation management areas in urbanized areas of Portland, Eugene, and Salem. <p>Match:</p> <ul style="list-style-type: none"> Specific match requirements vary by project type and funding round. <p>Funds Available:</p> <ul style="list-style-type: none"> \$82 million over five years. <ul style="list-style-type: none"> \$11.3 million awarded for 14 projects in 2024. \$12.5 million awarded for 15 projects in 2023.
Oregon Department of Transportation : Oregon Community Paths Program : State of Oregon	Oregon Community Paths Program	Funding includes both state and federal funds	Pre-applications due: Aug. 1 – Sept. 15, 2025 Full applications: Nov. 1, 2025 – Jan. 15, 2026 Project start: October, 2026	<p>Eligible Projects:</p> <ul style="list-style-type: none"> Regional Paths Projects: Focus on creating multiuse paths that connect communities and regions, enhancing transportation options and promoting active transportation. Critical Links Projects: Focus on closing gaps in existing pedestrian and bicycle networks to improve connectivity and safety for users.. <p>Eligible Applicants:</p> <ul style="list-style-type: none"> Public entities. <p>Match:</p> <ul style="list-style-type: none"> Typically requires a 10.27% match of the total project cost. <p>Funds Available:</p> <ul style="list-style-type: none"> Funded through the state Multimodal Active Transportation fund and federal Transportation Alternatives Program fund. Specific funding amounts vary by project and application cycle.

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Project Name: Columbia River Heritage Trail Update - Morrow County				
Link to info	Fund Name	Fund Source	Estimated Schedule *subject to change	Description
Oregon Department of Transportation : Small City Allotment Program : Local Government : State of Oregon	Local Government – Small City Allotment Program	State funded program	Est. application date March-April, 2026	<p>Eligible Projects:</p> <ul style="list-style-type: none"> Streets not part of the state highway system Streets within cities with populations of 5,000 or fewer persons Streets inadequate for the capacity they serve or in a condition detrimental to safety <p>Eligible Applicants:</p> <ul style="list-style-type: none"> Incorporated cities with populations of 5,000 or less <p>Match:</p> <ul style="list-style-type: none"> There is no match requirement and the ability to contribute funds to the project is not considered when scoring projects. <p>Funds Available:</p> <ul style="list-style-type: none"> \$5 million per year, sourced from highway funds and the State Highway Fund
Better Utilizing Investments to Leverage Development (BUILD) Grant Program US Department of Transportation	<p>Better Utilizing Investments to Leverage Development (BUILD) Grant Program</p> <p><i>Previously called RAISE or TIGER grant program</i></p>	<p>American Recovery and Reinvestment Act of 2009</p> <p>Federally funded program</p>	<p>Est. open date: January, 2026</p> <p>UDOT may require prior notice before submitting grants - TBD</p>	<p>Eligible Projects:</p> <ul style="list-style-type: none"> Highway, bridge, or other road project Public transportation projects Port infrastructure investments Intermodal projects <p>Eligible Applicants:</p> <ul style="list-style-type: none"> State and local governments Transit agencies Port authorities Counties Special purpose districts or authorities with a transportation focus <p>Match:</p> <ul style="list-style-type: none"> 20% match. Lower match requirements: available for rural communities, historically disadvantaged communities, and areas of persistent poverty. <p>Funds Available:</p> <ul style="list-style-type: none"> Planning grants: No minimum award amount Capital grants: Range from \$1-25 million for rural areas and \$5-25 million for urban areas.
Oregon State Marine Board : Boating Facility Grant Applications : Boating Facilities : State of Oregon	Waterway Access Grant (WAG)	State funded program	Est. open date: January, 2026	<p>Eligible Projects:</p> <ul style="list-style-type: none"> Nonmotorized recreational boating access Education or expanded opportunity grants for underserved communities Projects related to boating facilities <p>Eligible Applicants:</p> <ul style="list-style-type: none"> State and local governments

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Project Name: Columbia River Heritage Trail Update - Morrow County				
Link to info	Fund Name	Fund Source	Estimated Schedule *subject to change	Description
				<ul style="list-style-type: none"> • Nonprofit organizations • Educational institutions • Community Groups <p>Match:</p> <ul style="list-style-type: none"> • 20% match. Lower match requirements: available for rural communities, historically disadvantaged communities, and areas of persistent poverty. <p>Funds Available:</p> <ul style="list-style-type: none"> • Small grants from \$2,240 to \$29,997
Oregon Department of Transportation : Carbon Reduction Program : Climate Office : State of Oregon	Carbon Reduction Program	Federally funded program	2025 grant cycle ends Sept. 30, 2025 Next est. open date: spring, 2026	<p>Based on previous rounds:</p> <p>Eligible Projects:</p> <ul style="list-style-type: none"> • Electric vehicles and EV charging stations • Transit improvements • Bicycle and pedestrian infrastructure • Intelligent transportation systems <p>Eligible Applicants:</p> <ul style="list-style-type: none"> • Cities • Counties • Tribal governments • Local • State transportation agencies <p>Match:</p> <ul style="list-style-type: none"> • 10.27% local match <p>Funds Available:</p> <ul style="list-style-type: none"> • Est. remaining funds: \$58.2 million
Oregon Federal Lands Access Program FHWA	Oregon Federal Lands Access Program (FLAP)	Federally funded program	RFP opens Fall, 2025	<p>Eligible Projects:</p> <ul style="list-style-type: none"> • Projects that improve transportation facilities providing access to, adjacent to, or located within federal lands • This includes public highways, roads, bridges, trails, and transit systems <p>Eligible Applicants:</p> <ul style="list-style-type: none"> • State, county, local governments, and tribes • Projects must be jointly submitted by a local agency and a Federal Land Management Agency (FLMA) <p>Match Requirements:</p> <ul style="list-style-type: none"> • Typically, a 20% match is required from non-federal sources <p>Funds Available:</p> <ul style="list-style-type: none"> • Approximately \$35.7 million annually for projects
Oregon State Marine Board : Welcome Page : Boating Facilities : State of Oregon	Small Grant Program CONSTRUCTION AND PERMITTING	State of Oregon Marine Board State funded program	APPLICATION TIMELINES September 29, 2025-January 5, 2026 (board meeting April 2026)	<p>Application Process:</p> <ul style="list-style-type: none"> • Applicants are encouraged to contact the Marine Board for a pre-application conference to discuss the proposed project.

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Project Name: Columbia River Heritage Trail Update - Morrow County				
Link to info	Fund Name	Fund Source	Estimated Schedule *subject to change	Description
			May 1, 2026-July 31, 2026 (board meeting October 2026)	<ul style="list-style-type: none"> All approved projects must be completed within the State of Oregon Marine Board's biennial budget or earlier. Applications are accepted on a first-come, first-served basis until funding has been exhausted. <p>Eligible Projects:</p> <ul style="list-style-type: none"> Minor facility improvements related to recreational boating access: boat ramps, docks, parking, restrooms, etc. This program aims to enhance opportunities for non-government organizations to apply for funds to increase paddling access and boating safety education in local communities. <p>Eligible Applicants:</p> <ul style="list-style-type: none"> City, county, ports, park districts, state and federal agencies for public recreational boating access. <p>Match:</p> <ul style="list-style-type: none"> 25% minimum. Cash or "in-kind" materials/services are encouraged and can enhance a project's potential for funding. <p>Funds Available:</p> <ul style="list-style-type: none"> \$30,000 maximum grant award, \$50,000 maximum project cost Projects cannot be fragmented to fit within the grant thresholds.
Oregon State Marine Board: Welcome Page: Boating Facilities : State of Oregon	Small Grant Program NON-MOTORIZED BOATING EDUCATION AND OUTREACH	State of Oregon Marine Board State funded program	<p>APPLICATION TIMELINES</p> <p>September 29, 2025-January 5, 2026 (board meeting April 2026)</p> <p>May 1, 2026-July 31, 2026 (board meeting October 2026)</p>	<p>Application Process:</p> <ul style="list-style-type: none"> Applicants are encouraged to contact the Marine Board for a pre-application conference to discuss the proposed project. All approved projects must be completed within the State of Oregon Marine Board's biennial budget or earlier. Applications are accepted on a first-come, first-served basis until funding has been exhausted. <p>Eligible Projects:</p> <ul style="list-style-type: none"> Minor facility improvements related to recreational boating access: boat ramps, docks, parking, restrooms, etc. This program aims to enhance opportunities for non-government organizations to apply for funds to increase paddling access and boating safety education in local communities. <p>Eligible Applicants:</p> <ul style="list-style-type: none"> City, county, ports, park districts, state and federal agencies for recreational boating access and on-governmental organizations. <p>Match:</p> <ul style="list-style-type: none"> 25% minimum. Cash or "in-kind" materials/services are encouraged and can enhance a project's potential for funding. EOY

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Project Name: Columbia River Heritage Trail Update - Morrow County				
Link to info	Fund Name	Fund Source	Estimated Schedule *subject to change	Description
				Funds Available: <ul style="list-style-type: none"> \$30,000 maximum grant award, \$50,000 maximum project cost Projects cannot be fragmented to fit within the grant thresholds.
Contact Us - Morrow Soil & Water Conservation District EO Regional Grant - Eastern Oregon Visitors Association (EOVA)	Kevin Payne, Manager	Morrow Soil and Water Conservation District	To be determined (TBD)	Outreach initiated. Initial inquiry sent to the office in June 2025. Awaiting response to confirm whether they have designated funding priorities or prefer to review proposed projects for potential support.
	EO Regional Grant Alina Corolla	Under review	To be determined (TBD)	Outreach initiated. Initial inquiry sent to the office in June 2025. Awaiting response to confirm whether they have designated funding priorities or prefer to review proposed projects for potential support.

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APPENDIX 8

Partnership Plan

PARTNERSHIP PLAN

Identify existing and potential partnerships with shared values and vision for the trail

LOCAL & REGIONAL AGENCIES		
City of Boardman	City planning, trail permitting & municipal support	https://www.cityofboardman.com/
City of Irrigon	Permitting, park and marina coordination	https://ci.irrigon.or.us/
City of Boardman Parks and Recreation District	Trails events, marina support	https://www.boardmanorprd.gov/
City of Irrigon Park District	Park maintenance, community recreation	https://www.irrigonmarinaparkrec.org/
City of Boardman Hispanic Community Liaison	Equity outreach, bilingual engagement	Reach via City of Boardman website
Morrow County Public Works	Trail infrastructure and permit coordination	https://www.co.morrow.or.us/publicworks
Morrow County Recreation and Tourism	Marketing, tourism development	https://www.co.morrow.or.us/planning/page/recreation-and-tourism
Morrow County Economic Development Group	Regional economic planning and funding	https://www.co.morrow.or.us/planning/page/morrow-county-economic-development-group-0 This does not exist. TM will check with Vince, Matt on what to put here.
Umatilla County	Regional planning, inter-county coordination	https://www.co.umatilla.or.us/
Greater Eastern Oregon Development Corp. (GEODC)	Funding, business support	https://www.geodc.net/
STATE AGENCIES		
Oregon Department of Fish & Wildlife	Habitat review, signage support	https://www.dfw.state.or.us/
Oregon Parks & Recreation Dept (OPRD)	State trail grants, heritage interpretation	https://www.oregon.gov/oprd/Pages/index.aspx
Oregon State Historical Preservation Office (SHPO)	Cultural resource compliance, historic coordination	https://www.oregon.gov/oprd/oh/pages/default.aspx
Travel Oregon	Tourism promotion, grant assistance	https://traveloregon.com/
FEDERAL AGENCIES		
National Park Service (NPS) River, Trails, and Conservation Assistance Program (RTCA)	Trail planning assistance, community facilitation	https://www.nps.gov/orgs/rtca/index.htm
Oregon U.S. Army Corps of Engineers	River access infrastructure, permitting	https://www.nwp.usace.army.mil/ Local Contact: Portland Office – Realty Division
U.S. Fish & Wildlife Service	Habitat conservation, interpretive materials	https://www.fws.gov/

USFWS – Umatilla National Wildlife Refuge	Wildlife management, education support	https://www.fws.gov/refuge/umatilla
TRIBAL AND CULTURAL ORGANIZATIONS		
Confederated Tribes of Umatilla Indian Reservation (CTUIR)	Cultural interpretation, stewardship partnerships	https://ctuir.org/
Tamástslíkt Cultural Institute	Indigenous programming, museum-based partnerships	https://www.tamastslíkt.org/
Oregon Native American Chamber (ONAC)	Indigenous business outreach	https://nwnac.org/
Irrigon Multicultural Arts Center (IMAC)	Cultural events, inclusive programming	Contact via City of Irrigon or Facebook
COMMUNITY AND NONPROFITS		
Lewis & Clark Heritage Foundation	Historical interpretation, grant support	https://lewisandclark.org/
North Central Oregon Tourism Council	Regional tourism collaboration	Search “North Central Oregon Tourism Council”
Blue Mountain Land Trust	Trails and land conservation, stewardship	https://bmlt.org/
Eastern Oregon Visitors Association	Tourism marketing, visitor info, and assistance in grant writing.	https://eova.com/
Oregon Trails Coalition	Trail advocacy, best practices	https://www.oregontrailscoalition.org/
Local Rotary Clubs / Chambers	Volunteer recruitment, sponsorship	Example: Boardman Chamber
MC Unified Recreation District	Recreation funding, regional programs	https://www.mcurd.org/
Community Women’s Club (Irrigon)	Local volunteering, event support	https://business.boardmanchamber.org/list/member/community-women-s-club-1214
Boardman Food Pantry	Community access, bilingual outreach	https://business.boardmanchamber.org/list/member/boardman-food-pantry-1492
Stokes Landing Senior Center	Senior fitness, walking programs	https://business.boardmanchamber.org/list/member/stokes-landing-senior-center-1478
Blue Mountain Council – BSA	Youth stewardship, trail volunteerism	https://bluemountaincouts.org/
RECREATION AND OUTDOOR ADVOCACY		
Boardman Park & Rec District	Shared management with City of Boardman	https://www.boardmanorprd.gov/
Blue Mountain OHV / Morrow County OHV Park	Shared-use trail integration	https://ohv.morrowcountyparks.org/
Friends of the Columbia Gorge	Conservation, advocacy, outreach	https://gorgefriends.org/
Crag Rats (Hood River)	Volunteer emergency/rescue support	https://www.cragrats.org/

EDUCATION AND YOUTH

Morrow County School District	Educational programming, student involvement	https://www.morrow.k12.or.us/
Blue Mountain Community College	Workforce training, interpretive design	https://blueecc.edu/
Eastern Oregon University	Historic research, trail-related academic projects	https://www.eou.edu/
4-H / FFA Chapters	Youth agriculture/outdoor stewardship	https://extension.oregonstate.edu/morrow

INDUSTRY & UTILITIES (ADJACENT STAKEHOLDERS)

Port of Morrow	Trailhead infrastructure, SAGE Center programming	https://portofmorrow.com/
Umatilla Electric Cooperative (UEC)	Easements, utility corridor access	https://www.umatillaelectric.com/
Portland General Electric (PGE)	Infrastructure coordination, funding	https://www.pge.com/
Morrow County Grain Growers (MCGG)	Landowner outreach, educational programs	https://www.mcgg.net/



APPENDIX 9

Style Guide

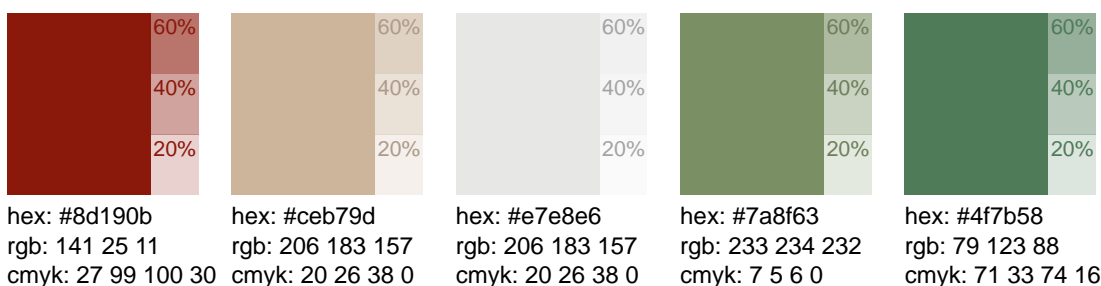
Columbia River Heritage Trail

STYLE GUIDE

Logo



Colors



Typography

Heading

Franklin Gothic Demi
1234567890
ABCDEFGHIJKLMN
OPQRSTUVWXYZ

Body

Kepler Std Regular
Italic, Medium, **Bold**
 1234567890
 ABCDEFGHIJKLMN
 OPQRSTUVWXYZ



NEW EMAIL ADDRESS*** mramirez@morrowcountyor.gov

From: Jonathan Tallman <jonathan@tallman.cx>
Sent: Friday, January 16, 2026 5:39 AM
To: Michaela Ramirez <mramirez@morrowcountyor.gov>
Subject: Re: Comments for the record at the January Planning Commission

[EXTERNAL EMAIL] - STOP and VERIFY - This message came from outside of Morrow County Gov

Michaela,
Thank you for compiling the materials. Please include my submissions in both proceedings: ATSP-162-26 and AC-163-26. I've reviewed the attached compilation and confirm it captures my submissions to date. Thank you for including me when the packet is distributed.
Best,
Jonathan Tallman
1st John 2:17 LLC

On Thu, Jan 15, 2026 at 1:13 PM Michaela Ramirez
<mramirez@morrowcountyor.gov> wrote:

Hello Jonathan - I have assembled all of the emails you have submitted to date. Can you please review the attached and confirm I have captured everything? Also, please specify if you want the documents attached to Co-adopt of Boardman TSP (ATSP-162- 26) or the Goal 8 Amendment w/ Heritage Trail (AC-163-26), or both. We want to be sure we have included the correct materials for the appropriate hearing.

We plan to finalize the meeting materials and the Planning Commission packet Friday morning. Kindly reply today or early Friday morning. You will be included in the email when I send the packet out to the public.

Morrow County Planning Dept.
Michaela Ramirez, Administrative Asst.
PO Box 40
Irrigon, OR 97844
541-922-4624



NEW EMAIL ADDRESS***





mramirez@morrowcountyor.gov






Re: Transportation System Plan update currently listed in DLCD's database as DLCD File #002-25.

 Summarize



Jonathan Tallman <1stjohn217llc@gmail.com>

To  Tamra Mabbott;  Jeff Wenholz;  David Sykes;  August Peterson;  Matthew Jensen;  Justin Nelson

Cc  Michaela Ramirez;  HERT Dawn * DLCD;  Clint Shoemaker;  brandi.elmer@dlcd.oregon.gov;  George Shimer;

  Reply  Reply All  Forward  

Wed 1/14/2026 5:27 AM

Dear Chair Sykes, Commissioners, Mr. Jensen, Ms. Mabbott, and County Counsel,

I write on behalf of 1st John 2:17 LLC, the owner of property identified within or affected by the Columbia River Heritage Trail corridor and related transportation and parks facilities currently being advanced by Morrow County, the City of Boardman, and the Boardman Park & Recreation District.

As the County is aware, the Heritage Trail has now been programmed as a capital project within the County's Capital Improvement Plan, with an estimated allocation of approximately \$2,000,000. That capital programming reflects an intent to advance implementation and, as a practical matter, renders corridor feasibility, alignment, and parcel-level impacts no longer speculative.

Recent City Actions Affecting the County Record

On January 13, 2026, the City Council of Boardman adopted the City's Parks Master Plan, following proceedings before the City Planning Commission and City Council. Public notices further indicate that additional City Planning Commission materials and proceedings are scheduled for January 15, 2026, following that adoption.

These recent City actions materially affect the sequencing, content, and intergovernmental context of the record now before the County Planning Commission in this post-acknowledgment planning action (PAPA).

At the same time, corridor alignment, right-of-way needs, and parcel-level impacts affecting the 1st John 2:17 LLC property have not been resolved through any coordinated acquisition, mitigation, or negotiated process. Advancing County land-use approvals or capital implementation steps in the absence of such coordination increases procedural risk and reliance concerns—particularly where capital funding and infrastructure assumptions precede good-faith engagement with affected landowners, as contemplated under ORS Chapter 35.

By way of background and for context only, the City of Boardman previously issued a non-binding Letter of Intent expressing an intent to acquire portions of the affected property for public purposes. While not determinative, that correspondence reflects prior

acknowledgment by public agencies that implementation of the corridor necessarily implicates private property interests requiring coordination.

Neither 1st John 2:17 LLC nor its tenant, The Farmer’s Cup, seeks to delay or disrupt the Heritage Trail, County funding timelines, or grant cycles. To the contrary, we seek a cooperative and lawful path forward that resolves property and process issues before they are embedded into adopted County findings, transmitted to the Oregon Department of Land Conservation and Development (DLCDD), or relied upon for capital implementation.

Why Coordination Is Appropriate at This Stage

This request is made now because the County remains at a point in its process where meaningful coordination is still possible.

Recent City and Park & Recreation District actions—when considered together with County capital programming—have elevated the corridor from conceptual planning into active reliance across multiple agencies. Once corridor assumptions are incorporated into adopted County findings, relied upon for funding, or advanced toward construction, the administrative record becomes fixed and later coordination becomes substantially more difficult.

Addressing corridor location, reliance, and parcel-level impacts at this stage:

- supports intergovernmental coordination obligations;
- improves record clarity and defensibility;
- preserves meaningful participation by affected landowners; and
- reduces the likelihood that unresolved issues later migrate into administrative appeals or remand.

As This timing is intended to support the County’s objectives—not delay them—by resolving coordination issues while flexibility remains.

Clarification Regarding Reliance and Technical Analysis

The County’s October 9, 2025 correspondence regarding the City of Boardman Parks Master Plan and the Columbia River Heritage Trail characterized both planning efforts as conceptual in nature, jurisdiction-specific, and not requiring co-adoption. That characterization is consistent with the City’s own descriptions of its planning materials as subject to future refinement.

Subsequent Planning Commission discussions and materials, however, appear to rely substantially on City-supplied mapping, alignments, and assumptions, notwithstanding the existence of County-retained consultants and technical review processes intended to evaluate corridor feasibility, alignment, and parcel-level impacts independently.

This correspondence does not assert a conclusion as to which materials should control. Rather, it respectfully requests clarification in the County record regarding:

1. which technical analyses and consultant materials are being relied upon;
2. the extent to which City-adopted conceptual plans are being treated as determinative for County action; and
3. how the County's own consultant work has been incorporated into corridor decisions affecting private property.

Clarifying this reliance at the PAPA stage will improve record transparency, reduce procedural risk, and ensure that adopted findings accurately reflect the basis for County action.

Request for Coordinated Process and Memorandum of Understanding

To facilitate a lawful and cooperative outcome, 1st John 2:17 LLC respectfully requests:

1. Initiation of a limited Memorandum of Understanding (MoU) between Morrow County and 1st John 2:17 LLC to address Heritage Trail corridor location, potential easements or acquisitions, construction timing, and coordination consistent with Oregon law. This request is procedural and cooperative in nature and does not predetermine valuation or waive any rights.
2. Delegation of appropriate coordination authority to the County Administrator, together with County Counsel, to engage in corridor-related discussions necessary to support lawful implementation.
3. Technical coordination through Planning staff, including clarification of how City-supplied mapping, adopted plans, Planning Commission testimony, and intergovernmental materials have been relied upon in identifying corridor alignments affecting our property.

For coordination relating specifically to The Farmer's Cup, the County may contact Ty K. Wyman of Dunn Carney LLP, counsel for that entity. This correspondence concerns 1st John 2:17 LLC as landowner and does not expand any existing scope of representation.

Notice of Supplemental Record Submissions

Because the City's Parks Master Plan adoption occurred on January 13, 2026, and because additional City Planning Commission materials are scheduled for January 15, 2026, the County Planning Commission packet for the January 27, 2026 hearing has not yet been finalized.

These supplemental submissions are intended to ensure that materials generated through the City of Boardman Planning Commission and City Council processes are properly considered as part of the County's PAPA record, including any reliance on City-adopted plans, maps, testimony, or capital assumptions.

Accordingly, 1st John 2:17 LLC intends to submit additional documents, correspondence, and exhibits into the County record once the operative County packet is updated and posted, so that any submissions are responsive to the materials actually relied upon by the Commission.

Nothing herein waives the right to supplement the record consistent with applicable procedures.

Request for Record Clarity and Meaningful Participation

To preserve transparency and procedural fairness, and consistent with Oregon land-use participation principles, 1st John 2:17 LLC respectfully requests that:

- the operative version of all staff reports, maps, amendments, findings, and exhibits relied upon by the Planning Commission be clearly identified;
 - such materials be made available sufficiently in advance of the January 27, 2026 hearing to allow meaningful review; and
 - the record remain open for a reasonable period following the hearing to allow written response to any new or revised information.
-

This correspondence is not intended to obstruct public projects. It is intended to ensure that County capital investments and land-use decisions proceed with clear authority, lawful process, and transparency, while reducing administrative, legal, and financial risk for all parties.

Please include this correspondence in the official Planning Commission record for Local File AC-163-26.

Nothing in this correspondence should be construed as consent to corridor location, reliance, or implementation affecting the 1st John 2:17 LLC property, nor as a waiver of any rights or remedies available under Oregon law. This request is made in advance of any County PAPA adoption or transmission to DLCD so that corridor reliance and parcel-level impacts can be addressed before the County record is fixed.

This correspondence also serves as notice that materials from the City of Boardman's January 13, 2026 proceedings and subsequent Planning Commission actions will be referenced and incorporated by citation into the County record.

For transparency and record continuity, this correspondence is copied to the City of Boardman, the Boardman Park & Recreation District, and DLCD.

Respectfully,

Jonathan Tallman

Managing Member

1st John 2:17 LLC

This message is copied to the City, County, Boardman Park and rec (George Shimer) and DLCD solely for transparency and record continuity.

I also note for the record that the Park & Recreation District meeting and the County Planning Commission hearing on the Heritage Trail are scheduled for the same evening, January 27, 2026. Because both proceedings address the same corridor affecting the same properties, this concurrent scheduling further underscores the need for clear intergovernmental coordination and record clarity before reliance becomes fixed through implementation or funding decisions. All rights reserved.

Re: Transportation System Plan update currently listed in DLCD's database as DLCD File #002-25.

Summarize



Jonathan Tallman <1stjohn217llc@gmail.com>

To: Tamra Mabbott

Cc: Michaela Ramirez; HERT Dawn * DLCD; Clint Shoemaker; brandi.elmer@dlcd.oregon.gov



Reply

Reply All

Forward



Tue 1/6/2026 11:46 PM



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Click here to download pictures. To help protect your privacy, Outlook prevented automatic download of some pictures in this message.



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Dear Chair and Members of the Morrow County Planning Commission,

My name is Jonathan Tallman. I write on behalf of 1st John 2:17 LLC, the landowner of record for property identified in planning materials associated with the proposed Columbia River Heritage Trail alignment and related transportation planning currently before the County.

I respectfully request that this correspondence be entered into the official Planning Commission record for the January 2026 hearings on the Heritage Trail proposal, as well as any subsequent Board of Commissioners proceedings and any materials transmitted to the Oregon Department of Land Conservation and Development (DLCD) associated with Local File AC-163-26 / DLCD File No. 005-25.

Purpose and Intent

I want to be clear about my intent. I am not requesting delay for delay's sake, nor am I seeking to impede planning. I am requesting that the County address a known procedural issue now, while the County and affected landowners remain in a position to resolve it cooperatively—rather than allowing unresolved private-property reliance to be deferred into DLCD review, appeals, or future litigation.

I am not asking the County to abandon the Heritage Trail or broader planning efforts. I am asking only that the County not be placed in the position of retroactively curing defects in a City decision that relied upon County action that had not yet occurred at the time of City adoption.

At prior meetings, including the October 28, 2025 Planning Commission hearing, I raised concerns that planning documents continue to identify and rely upon private property for public facilities without any executed right-of-way, easement, dedication, or acquisition. I raise this again because I have experienced firsthand the long-term consequences of unresolved planning assumptions, and I am seeking to avoid repetition of those issues at the County level.

ORS Chapter 35 — Procedural Clarification

What remains unresolved—and what this letter is intended to clarify for the record—is that the proposed Heritage Trail and related transportation planning continue to identify and rely upon private property for public use without initiation of a lawful acquisition or negotiation process under ORS Chapter 35.

This is not a valuation dispute. It is a process question. The issue is not what the property may be worth, but whether the County has identified negotiating authority and initiated a good-faith process before continued reliance on private property is embedded into adopted plans.

Proceeding with adoption while deferring this clarification does not eliminate risk; it shifts it forward. Early coordination avoids condemnation blight, title uncertainty, and downstream procedural complications, and it benefits both the County and affected landowners.

County Reliance and State Submissions

The County has transmitted materials to DLCD as part of its Post-Acknowledgement Plan Amendment (PAPA) filing for Local File AC-163-26 / DLCD File No. 005-25, including the proposed update to Chapter 9 of the Comprehensive Plan and adoption of the 2026 Morrow County Columbia River Heritage Trail Plan.

I understand from DLCD staff correspondence that the City of Boardman has represented to the State that County co-adoption of the Heritage Trail is anticipated in mid-February 2026. While I recognize that a Transportation System Plan does not generally require county co-adoption as a matter of law, that representation underscores the practical interdependence between the City’s adopted TSP and the County’s pending Heritage Trail action.

Because these materials have already been represented to the State, it is important that the County’s local record accurately reflect the status of property reliance, coordination, and acquisition at the time of adoption. Any characterization of the alignment or access as “conceptual” should be clearly reconciled with how the proposal is described locally and how it has been submitted to DLCD.

Record Clarification Requests

(Yes / No responses requested where applicable)

To ensure clarity and accuracy in the record—and to support good-faith coordination—I respectfully request written responses to the following:

1. Has the County identified a negotiating authority (by title or position) for any acquisition, easement, or right-of-way associated with the proposed Heritage Trail alignment on private property?
2. Has the County initiated a good-faith negotiation process under ORS Chapter 35 with any affected landowner for any portion of the proposed alignment located on private land?
3. Does the County contend that the Heritage Trail alignment affecting private property is “conceptual only” at this time?
 - If yes, please identify where that limitation is expressly stated in the materials submitted for adoption and what provisions prevent reliance or implementation.
4. Is the County relying on mapping, findings, or assumptions from the City of Boardman’s Transportation System Plan or related City planning documents in support of the Heritage Trail proposal?
 - If yes, please identify the specific materials relied upon.
5. Has the County completed and transmitted the full PAPA submission package to DLCD for File No. 005-25?
 - If yes, please provide a complete list of documents, exhibits, appendices, and maps included, or a link to the full submission set.
6. Did Morrow County perform any independent analysis or prepare any independent findings regarding the Heritage Trail or related transportation elements prior to transmitting the PAPA materials to DLCD?
7. Is the Economic Opportunities Analysis currently posted in the PAPA portal for File No. 005-25 a final, adopted document of Morrow County?
 - If yes, please identify the adoption date and action.

These questions are asked solely to ensure the County record is clear, complete, and aligned with the materials already provided to the State.

Record Supplement and Sequencing

For clarity, I intend to submit a separate supplemental communication containing photographs, maps, meeting materials, and planning documents in my possession that bear on whether the Heritage Trail alignment and related reliance on my property have been treated as conceptual or as fixed assumptions in practice.

Because the volume of this material is substantial, I intend to submit it after reviewing the County’s complete PAPA submission so that any supplementation is accurate, targeted, and responsive to the County’s representations. This sequencing is intended to support an orderly record and should not be construed as agreement with any characterization of the alignment as conceptual.

Path Forward

1st John 2:17 LLC remains prepared to engage in good-faith coordination under ORS Chapter 35, including identification of negotiating authority and discussion of lawful process. If helpful, I am willing to consider a limited memorandum of understanding (MOU)

focused solely on coordination, timing, and procedural clarity—without predetermining valuation, conceding property rights, or waiving remedies.

This correspondence is submitted to preserve the record, clarify process, and invite resolution at a stage where it remains efficient and constructive for all parties.

Non-Waiver

Nothing in this correspondence waives or concedes any rights, objections, claims, or remedies. No consent to acquisition, dedication, easement, or valuation is given or implied.

Thank you for your time, your service, and your consideration.

Respectfully,

Jonathan Tallman

1st John 2:17 LLC

November 18, 2025

City of Boardman
200 City Center Circle
Boardman, OR 97818

1st John 2:17
706 SW Mt Hood Ave
Boardman, OR 97818

Re: Letter of Intent to Purchase Three Parcels and Associated Personal Property

1st John 2:17:

The City of Boardman ("City") hereby expresses its intent to negotiate the purchase of three tracts of property from 1st John 2:17 ("Seller"), together with all associated personal property, including all tangible items, fixtures, equipment, and other assets located on or used in connection with the property at closing (collectively, the "Property"), for a total purchase price of Two Million Five Hundred Thousand Dollars (\$2,500,000), as requested by Mrs. Tallman in attached letter. The final terms will be set forth in separate Purchase and Sale Agreement.

The tracts are as follows:

Tract I: Parcel 2, of PARTITION PLAT 2018-1, in the County of Morrow and State of Oregon. Tract II: Beginning at the Northeast corner of the Southwest Quarter of the Southeast Quarter of Section 10, Township 4 North, Range 25 East of the Willamette Meridian, Morrow County, Oregon; thence West along the North boundary of said Southwest Quarter of the Southeast Quarter 470.3 feet to the true point of beginning; thence South 1°43' East 544.5 feet; thence South 89°31' West 1 feet to the West line of Southwest Quarter of the Southeast Quarter; thence North 1°43' West 544.5 feet to the Northwest corner of Southwest Quarter of the Southeast Quarter, thence North 89°31' East 800 feet along the North line of Southwest Quarter of Southeast Quarter of the Point of Beginning. EXCEPTING THEREFROM the West 50 feet. Tract III: A tract of land located in Section 10, Township 4 North, Range 25 East of the Willamette Meridian, in the County of Morrow and State of Oregon, described as follows: All of the Southeast Quarter of the Southeast Quarter of said Section 10 lying North and West of Laurel Lane; and the North 463.10 feet of the East 470.30 feet of the Southwest Quarter of the Southeast Quarter. EXCEPTING THEREFROM that portion conveyed to Morrow County by Roadway Dedication Deed recorded April 20, 1984 as M-23150 Morrow County Microfilm Records.

This proposed purchase is expressly contingent upon: (1) the City obtaining grant funding; and (2) Seller providing a title to the real property to the City, free and clear of all monetary liens and encumbrances.

This Letter of Intent is a non-binding expression of interest and does not create any enforceable obligation on either party. Any binding obligations shall arise only upon full execution of an Agreement approved by the appropriate governing bodies of the City of Boardman.

Sincerely,



Brandon Hammond
City Manager

City of Boardman

hammondb@cityofboardman.com

David M. Blanc
dmlanc@blancfirm.com
Licensed in OR & WA

David R. Blanc
drblanc@blancfirm.com
Licensed in OR & CA



39 SE Court
Pendleton, OR 97656
Phone: (541) 215-1111
Fax: (541) 215-1112
www.blancfirm.com

April 5, 2021

Mr. and Mrs. Terry Tallman
706 SE Mt. Hood Ave.
Boardman, OR 97818

RE: City of Boardman
Loop Road Right-of-Way

Dear Mr. and Mrs. Terry Tallman:

I represent the City of Boardman, who has asked that I write to you about obtaining the necessary right-of-way to construct a loop road on the west and east sides of Laurel Lane.

First, enclosed you will find a letter to Karen Pettigrew from Matt Scrivner, Morrow County Public Works Director, dated March 25, 2021. Please be advised Morrow County has provided notice that it will be closing and removing the unpermitted access within 30 days of March 25, 2021 if an approved approach permit and safety concerns have not been met. To comply and prevent closure, the City is required to finalize its plans to construct the loop road as shown on the map provided by the City to you with the letter dated March 1, 2021.

Second, the City has asked that I respond to your letter to Karen Pettigrew, dated March 17, 2021. In your letter you asked if the City had any objections to using the west 10 acres for residential housing. The property is zoned Service Center. The property must be used as allowed for that zone pursuant to the Boardman Development Code, unless a zone change is requested. The City cannot advise you on whether you should retain a lawyer or have your son, Jonathan, handle negotiations. If you choose to retain a lawyer, this letter should be delivered to that individual.

Third, with the deadline of the County to close the unpermitted access, action needs to be taken as soon as possible to resolve this issue. As an offer of compromise, the City is offering to pay the sum of \$30,000 for the necessary right-of-way. I need to hear from you on or before April 16, 2021. In the event this offer is not accepted by April 16, 2021, the City will have no choice but to proceed to the next step.

Morrow County planning will be busy in 2026

Heppner Gazette-Times, Heppner, Oregon Wednesday, December 31

-Continued from PAGE ONE

growth. One major project, the Umatilla-Morrow transmission line proposed by Umatilla Electric Cooperative, is under EFSC review and would connect substations in both counties.

"We've spent time with the applicant, UEC, because part of the line goes through the Army Depot with a complicated overlay zone," Mabbott said. "I think we have a path forward. Once we reach a resolution, we'll either come back in the short term or wait until we receive a revised application from EFSC."

Several wind and solar developers have also filed amendments to existing state site certificates, with more applications expected in the coming months.

New Solar Siting Standards

Morrow County commissioners gave final approval to an ordinance implementing new Eastern Oregon solar siting standards, completing a process that planning staff said was necessary to avoid confusion once state rules take effect.

"This is the second reading of an ordinance that you unanimously approved two weeks ago," Mabbott told commissioners.

The amendments implement solar siting rules adopted by the Land Conservation and Development Commission and become effective January 1, 2026.

Mabbott said the county's amendment was crafted to preserve flexibility at the local level.

"Our amendment was specifically made so that our code allows both the

existing Section 38 and OAR 660, as well as the new Section 44," she said. "So there's two permit path options at the local level."

She said staff were concerned that simply allowing the state rules to take effect without a local ordinance could create uncertainty.

"Dan (Kearns) and I were concerned if we didn't make this action, and we just allowed those rules to become effective Jan. 1, there might be some confusion or challenge to the fact that we explicitly wanted both options to be available," Mabbott said.

With no questions from the board, commissioners moved to adopt the ordinance on second reading. The motion was approved unanimously.

Water, Septic and Nitrates

Water planning remains a priority in Morrow County, particularly in the Lower Umatilla Basin Groundwater Management Area.

"With the Lower Umatilla Basin Groundwater Management Area and water quality issues, there's been concern about septic systems and nitrate contamination," said Mabbott.

Morrow County GIS Analyst Stephen Wrecsics completed a detailed GIS analysis estimating existing and potential rural dwellings, finding that current zoning could allow the number of rural residences to more than double.

"Through parcel data we know which parcels have dwellings. We assumed every dwelling outside city limits has a septic system," Mabbott said.

The analysis was

prompted by a request from the Oregon Department of Environmental Quality and may help estimate current and future septic system use. The data is intended for internal planning purposes.

"DEQ asked if we had an inventory or map of septic systems. We do not, and neither do they, even though they regulate and permit them," said Mabbott.

Wrecsics said they looked at the Lower Umatilla Basin as a whole in North Morrow County and pulled parcels that support dwellings, with focus on rural residential, farm residential, and Exclusive Farm Use.

While he said the data is not "100 percent" and there are still parcels to be verified, there's potential for big growth in the LUB-GWMA.

"The data shows approximately 950 existing dwellings, with potential for 1,697 additional dwellings, for a total build-out of 2,647," he said. "That's a 185 percent increase over current dwellings."

"We already have nitrate issues with exempt wells. We can't regulate wells or septic systems, and I'm not suggesting we should—but planners are trained to look at 20-year horizons," added Mabbott. "If all parcels build out, we more than double exempt wells in the basin. That has implications."

The department continues to support several water initiatives, including development of a county drinking water program, participation in the Clean Water Consortium, and implementation of the

Morrow-Umatilla County Drinking Water Roadmap funded by an EPA grant.

The West Glen area has been identified as a high priority for clean drinking water solutions due to elevated nitrate levels in wells.

Other Planning Updates

In other business, Morrow County commissioners also unanimously approved the second reading of an ordinance updating the county's zoning code to align with newly adopted state farm and forest land rules, along with several technical amendments.

The ordinance amends the Morrow County Zoning Ordinance to implement new Oregon administrative rules for the farm and forest lands, Mabbott explained. It also includes "a minor amendment to our flood hazard zone and some other housekeeping measures."

Mabbott reported that transportation planning efforts are also underway. Work continues on the Tower Road Interchange Area Management Plan, with final designs expected in early 2026.

The county is also preparing for a full update of its Transportation System Plan, with work expected to begin next year. Mabbott said that the planning department also included a portion of Lexington's request in their scope, focusing on access and design along Lexington's main street.

Planning staff are also finalizing updates to the Columbia River Heritage Trail Concept Plan. A draft will be presented to the Planning Commission in January,

with adoption by the Board of Commissioners expected in February. Once adopted, staff from the Planning and Parks departments will begin implementing trail recommendations.

Other updates included ongoing code compliance efforts, recruitment for a principal or senior planner position, staff training and conference participation, and coordination with state agencies on new land use and water legislation passed in 2025.

The BOC also approved two planning commission reappointments, Carl Smith from Boardman and Elizabeth Peterson for Ione.

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- Jan 6** - Chili Burgers, Pickle Spears and Dessert
- Jan 13** - Breakfast Casserole, Fruit cup and Coffee
- Jan 20** - Baked Pasta, Bread and Dessert
- Jan 27** - Baked Potatoes

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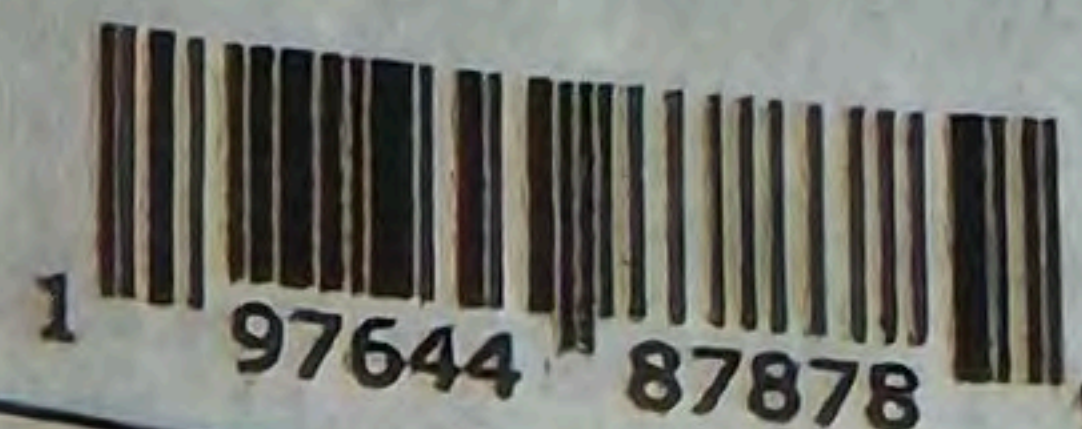
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From groundwater to gigawatts, county planning stays busy

By Andrea Di Salvo

From a South Morrow rock quarry to North Morrow well mapping, the Morrow County Planning Department has had a busy end to 2025, with no signs of slowing in 2026, Morrow County Planning Director Tamra Mabbott told the Morrow County Board of Commissioners at its Dec. 17 meeting in Irrigon.

Goal 5 Quarry Amendment

County commissioners unanimously approved an amendment to the Morrow County Comprehensive Plan designating an existing rock quarry as a large, significant Goal 5 aggregate site, clearing the way for expanded extraction beyond previously approved limits.

"This is a rock quarry that's been in existence many years," Planning Director Tamra Mabbott told commissioners, referring to the Dougherty quarry located off Spur Loop Road. "For a quarry site, [this is] as straightforward as we get."

The quarry was originally approved by the Planning Commission in 2019 under a conditional use permit that limited extraction to 500,000 tons of material. According to Mabbott, the applicant is now "getting really close" to that cap and requested reclassification under state rules.

"The way those administrative rules work, and also our code, is to declare it and classify it as a large, significant site," she said. "That means they have really no limitation on the area and the volume that



they can extract."

Mabbott noted the site already meets the key technical requirement for designation. "In lay terms—it meets ODOT asphalt spec," she said, adding that Morrow County has "pulled rock from this quarry for years, way, way before 2019."

No public opposition was raised during Planning Commission review or at the board hearing.

"They always get super complicated if you have some opposition," Mabbott said. "And we had none at the Planning Commission level. No opposition."

The county did identify a mapped floodplain crossing the property, but staff determined no additional environmental review was required.

"They've been operating in this quarry for a long time," Mabbott said, explaining that existing culverts allow drainage to continue. "With just a condition of approval that says they will continue their operation and not obstruct the floodplain, we did not need to send them through that super complicated environmental habitat review."

State and federal floodplain agencies were notified and did not respond.

"The good news is we navigated that regulatory piece well for them," Mabbott said.

Following the staff report, no testimony was offered in favor or opposition. The board approved the amendment unanimously.

"I think it's pretty straightforward," BOC Chair David Sykes said before the vote.

The amendment will return to the board Jan. 7 for a second reading of the adopting ordinance.

Energy and Data

Energy development continues to be a major focus for the department.

"Energy and data centers take up a large chunk of our time. We don't track it like the IRS or the GAO, but it takes up a lot of time," said Mabbott.

For instance, Mabbott said she and planning technician Clint Shoemaker held a pre-application meeting with Amazon on Dec. 15 to discuss three different campuses.

"One is brand new, one we've started the process on, and another is to add a

fifth building," she said. "It seems like an easy, over-the-counter permit, but it's not."

Meanwhile, four large renewable energy projects proposed in Morrow County are currently in the state permitting queue with the Energy Facility Siting Council (EFSC). Additional projects are anticipated, based on a surge in substation permit applications, which often precede full solar project proposals.

"My guess is some solar projects are trying to meet the IRS 'shovel-ready' requirement by July 1 to qualify for federal subsidies," Mabbott explained. "Permitting substations is easier. They can come directly to us and don't have to go through EFSC."

"It's speculation, but we've seen an unusual number of substation permits without the associated project identified," she added.

Recent executive orders issued by Gov. Tina Kotek aim to streamline renewable energy permitting statewide to help projects qualify for federal tax credits by July 2026, though county officials noted the orders do not override local land-use authority.

County planners also reported that a large solar project previously approved by the state has filed for Chapter 11 bankruptcy, leaving the project's future uncertain.

Transmission line development is also increasing due to energy projects, data centers, and regional

-Continued to PAGE SEVEN

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From: [Jonathan Tallman](#)
To: [Tamra Mabbott](#); [Michaela Ramirez](#)
Cc: adam.m.buell@dlcd.oregon.gov; [HERT Dawn * DLCD](#)
Subject: Re: Transportation System Plan update currently listed in DLCD's database as DLCD File #002-25.
Date: Tuesday, December 30, 2025 5:55:25 PM
Attachments: [IMG_4496.png](#)

[EXTERNAL EMAIL] - STOP and VERIFY - This message came from outside of Morrow County Gov

Dear Ms. Mabbott,

I am writing in my capacity as an affected landowner (1st John 2:17 LLC) regarding Local File AC-163-26 / DLCD File No. 005-25, concerning the proposed update to Chapter 9 (Recreation Element) and adoption of Columbia River Heritage Trail materials.

This correspondence is submitted for inclusion in the County's official record, including the January 2026 Planning Commission proceedings and any subsequent Board of Commissioners consideration. I am copying the City of Boardman and the Oregon Department of Land Conservation and Development (DLCD) solely for transparency and record continuity, as the materials at issue appear to intersect with both City and County planning efforts. This request is directed to Morrow County for clarification and record purposes only.

City–County Coordination and Reliance on City Materials

At the December 2, 2025 City of Boardman Council meeting, City Planner Carla McLane stated on the record that the City would be meeting with County staff to coordinate elements of the City's Transportation System Plan (TSP) with County planning efforts. That statement indicates that City–County coordination related to corridors and alignments remains ongoing.

Because the Heritage Trail materials appear to rely upon, overlap with, or be informed by corridors, assumptions, or mapping associated with the City's TSP, it is important that the County record clearly reflect the status and substance of that coordination prior to any final County action.

Accordingly, for clarity in the record, I respectfully request confirmation of the following:

1. Whether formal City–County coordination regarding the Heritage Trail alignment has been completed and documented;
2. Whether the County is relying on final, adopted City mapping and findings, as opposed to draft, consultant-level, or pre-appeal materials; and
3. Whether any portion of the Heritage Trail proposal relies upon corridors, access points, or assumptions that remain subject to pending land-use review or appeal.

Because the City's Transportation System Plan remains subject to ongoing land-use proceedings, clarity regarding any reliance on City materials is necessary to ensure the

County's decision is not premature or procedurally incomplete.

Property-Specific Impacts

It has been suggested informally that the Heritage Trail does not cross or affect my property. However, I possess photographs, maps, and meeting materials indicating that portions of the proposed alignment, access, or maintenance areas may affect or rely upon land owned by 1st John 2:17 LLC.

These materials will be submitted into the County record so that the Planning Commission's consideration is based on a complete and accurate factual record, including landowner-specific impacts. As of today, no easement, agreement, dedication, appraisal, or acquisition has been granted or initiated for my property.

Procedural Clarification and Path Forward

Because this proposal constitutes a comprehensive plan action with regional implications and appears interconnected with City planning actions that remain under coordination and review, I respectfully request that the County record address:

- Whether the County intends to proceed with adoption of the Heritage Trail materials prior to completion and documentation of City–County coordination;
- Whether adoption will be conditioned or deferred to allow resolution of alignment and property-specific issues; and
- Whether an interim coordination mechanism—such as a memorandum of understanding or alignment clarification—may be used to avoid unnecessary appeal while preserving the County's planning objectives.

To that end, 1st John 2:17 LLC remains willing to engage in good-faith coordination regarding any reliance on or impact to its property. Any such coordination must occur within the framework of ORS Chapter 35, including identification of negotiating authority and lawful process. This correspondence does not constitute consent to acquisition, dedication, easement, or valuation, nor does it waive any rights or claims. The purpose of this statement is to preserve a cooperative path forward and ensure the public record accurately reflects unresolved private-property dependence.

Record Inclusion

Please include this correspondence and any response in:

- The January 2026 Morrow County Planning Commission record;
- Any subsequent Board of Commissioners record related to this matter; and
- Materials transmitted to DLCD associated with DLCD File No. 005-25.

Please also advise on the preferred method and deadline for submitting supporting exhibits so they may be included in advance of the January hearing.

Thank you for your time and assistance.

Respectfully,

Jonathan Tallman

1st John 2:17 LLC

----- Forwarded message -----

From: **BUELL Adam M * DLCD** <adam.m.buell@dlcd.oregon.gov>

Date: Thu, Dec 4, 2025 at 9:23 AM

Subject: RE: 12/4/2025 and/or other Pre-Executive Session Submission to LCDC/DLCD

To: Jonathan Tallman <1stjohn217llc@gmail.com>

CC: TAYLOR Casaria * DLCD <Casaria.TAYLOR@dlcd.oregon.gov>

Good Morning Mr. Tallman,

Please feel free to sign up to testify for public comment tomorrow [online here](#). This item was not included in Executive Session this morning.

Thank you,

Adam M Buell



Commission Assistant | Director's Office

Pronouns: He/Him

Oregon Department of Land Conservation and
Development

[635 Capitol Street NE, Suite 150 | Salem, OR 97301-](#)

[2540](#)

Cell: (971) 375-1864 | Main: 503-373-0050

adam.m.buell@dlcd.oregon.gov | www.oregon.gov/LCD

From: Jonathan Tallman <1stjohn217llc@gmail.com>

Sent: Sunday, November 30, 2025 10:50 AM

To: INFO DLCD * DLCD <dlcd.info@dlcd.oregon.gov>; HERT Dawn * DLCD <Dawn.Hert@dlcd.oregon.gov>; BUELL Adam M * DLCD <adam.m.buell@dlcd.oregon.gov>; DIRECTOR Dlcd * DLCD <dlcd.director@dlcd.oregon.gov>; ELMER Brandi * DLCD <brandi.elmer@dlcd.oregon.gov>; The Farmers Cup <thefarmerscup@gmail.com>

Cc: Derrin Tallman <derrin@tallman.cx>

Subject: 12/4/2025 and/or other Pre-Executive Session Submission to LCDC/DLCD

You don't often get email from 1stjohn217llc@gmail.com. [Learn why this is important](#)

Commissioners,

Before the December 4–5, 2025 LCDC executive session and public agenda, I submit this notice in order to preserve the record regarding the Boardman Transportation System Plan adopted on November 18, 2025.

I recognize that the Executive Session is noticed pursuant to ORS 192.660(2)(h) and (i). I make no assumption as to whether private land acquisition, acknowledgment exposure, or ORS 35 litigation risk will be discussed under subsection (h). This notice is therefore submitted in advance so that, if Boardman falls within the scope of litigation consultation or acknowledgment briefing, the Commission has the complete factual record prior to discussion or decision.

Based on all public information currently available, the adopted Boardman Transportation System Plan appears to be the only matter at this time involving private land dependencies, potential litigation exposure, or unresolved right-of-way acquisition under ORS 35 within the Boardman planning jurisdiction. No other pending land use action identified in the region reflects comparable risk conditions — specifically the inclusion of mapped public facilities on unacquired private property, emergency adoption, or

acknowledgment occurring with active landowner objection.

If DLCD is aware of any other property, proceeding, or invoked ORS 35 action relevant to the Commission’s review or Executive Session consideration, I respectfully request that such matter be identified (via written communication) for the record so stakeholders understand whether Boardman is being examined uniquely or among multiple unresolved cases going forward.

This submission is not advocacy and contains no request for action against the City of Boardman.

It is notice for acknowledgment review and evidence preservation pursuant to ORS 35 and Goal 1 transparency requirements.

1. The adopted Boardman TSP + PMP contains private land not acquired under ORS 35

Planning Label	Location Status
“New RV Site”	Located on my property (1st John 2:17 LLC)
BPA Park Block Corridor	Crosses private land without ROW acquisition
Heritage Trail Alignment	Same status — no easement, appraisal, or negotiation

No ORS 35 offer has been initiated.

ORS 35 invocation has been formally made by the landowner as of 2025.

2. Amazon funding was publicly linked to the RV park on my parcel

Boardman PMP PAC Meeting 4/15/25 – transcript @ 1:52:51–1:53:10:

“Amazon is potentially funding the development of an RV park...”

“That café / coffee shop at the port exit.”

The referenced location is my property.

No reference to Amazon financial participation or contingency appears in the adoption materials submitted for acknowledgment.

This omission creates potential acknowledgment exposure because private property + private funding interest was embodied in the adopted plan without ORS 35 process, disclosure, or negotiation.

3. DLCD staff attended the adoption vote

DLCD Planner Dawn Hert was present remotely during Boardman’s November 18 adoption hearing.

This means acknowledgment review is not occurring in a vacuum — DLCD was contemporaneously aware at the time of adoption that:

- private land was embedded in the TSP,
- no right-of-way acquisition exists,
- and emergency adoption limited procedural challenge.

Acknowledgment without addressing these factors becomes a known-record issue, not an overlooked one.

4. Meeting procedure prevented rebuttal — this submission cures the record

Transcript excerpts:

- “This isn’t the time for dialogue — only for the council to listen.” (48:47–48:54)
- “Anyone may speak on any topic other than litigation or quasi-judicial matters.” (49:01)
- “Not appropriate to address staff directly.” (49:28–49:35)

Under emergency adoption, rebuttal could not be entered meaningfully into the record.

This notice therefore supplements and preserves evidence prior to state recognition or acknowledgment.

5. Prior LUBA Remand Evidence — Unresolved Collector/Roadway Defects Continue Into This TSP (Collectors)

In addition, the Oregon Land Use Board of Appeals has already ruled (LUBA No. 2022-062) that the City of Boardman’s handling of collector-road standards and right-of-way compliance was legally deficient and required remand. Findings in that opinion sustained challenges relating to classification, width, lateral improvements, and statutory process, ordering the City to correct those issues before moving forward with implementation.

No evidence has been presented to indicate that those defects have been cured or re-processed as required. The adopted 2025 TSP expands and formalizes those same roadway systems — including the Laurel Lane/Heritage Trail alignment crossing my parcel — without demonstrating ORS 35 acquisition, appraisal, easement or negotiation.

Acknowledgment under these conditions would therefore import unresolved remand defects into the statewide planning framework, creating avoidable exposure at the state level where deficiencies have already been adjudicated and placed on record.

6. Amazon NDAs executed by Boardman officials may have limited transparency in TSP decision-making

Multiple City of Boardman officials — including council members and planning authority personnel — executed nondisclosure agreements (NDAs) with Amazon during the same

period that the RV park location and the TSP road & trail alignment were being developed and adopted. These recorded NDAs are attached and include, among others:

Signatory	NDA Date
Rockwell, City Councilor	5/2/23
Pettigrew, City Councilor	5/2/23
McLane, Planning Director	5/3/23
Cuevas, City Councilor	5/2/23
Profitt, City Councilor	5/2/23
Hammond, City Manager	8/1/23
Mickles, City Clerk	11/6/23
Keefer, Mayor	5/2/23

(Attachments submitted: Amazon NDA – Rockwell 5.2.23, Pettigrew 5.2.23, McLane 5.3.23, Hammond 8.1.23, Keefer 5.2.23, Profitt 5.2.23, Cuevas 5.2.23, Mickles 11.6.23 — all redacted PDFs.)

I am not alleging misconduct or breach of process.

I am stating a material fact:

These nondisclosure contracts may have limited disclosure of Amazon’s RV siting involvement, including funding statements publicly recorded (1:52:51–1:53:10, PMP PAC 4/15/25), while TSP adoption simultaneously mapped an RV facility and heritage trail across unacquired private land.

Because NDAs require confidentiality, acknowledgment of the TSP — without full disclosure of the private funding component — may place the Commission in a position of certifying a plan developed under information constraints not shared with the public or with affected landowners. This increases Goal 1 procedural risk and creates a preventable acknowledgment exposure.

This information is submitted for notice only.

No allegation. Only record preservation.

Requested Handling — Not a Motion, Not an Objection

I respectfully ask that before acknowledgment the Commission:

1. Take notice that the adopted TSP includes private property without ORS 35 process.
 2. Acknowledge that the parcel is tied to an RV park with stated Amazon funding interest.
 3. Include this submission in the acknowledgment review packet so the Commission is not proceeding under incomplete record conditions.
-

Request for Full Commission Distribution

Because commissioner contact listings are not publicly accessible, I request DLCD staff distribute this notice and attachments to the entire LCDC ahead of session.

Also the adopted TSP relies on private land not acquired under ORS 35 — including my property identified for the RV park & trail system — I respectfully request consideration to attend or provide a brief factual statement during the Executive Session for the limited purpose of clarifying land ownership, acquisition status, and procedural risk to the Commission.

If attendance cannot be granted, please confirm that private-property matters will be discussed without the landowner present and that my written submission will be entered into the session briefing packet.

The DLCD Director and Commission Assistant have been copied to ensure routing.

I will also enter this into the public record during Friday's comment period so the acknowledgment file reflects it openly.

Please confirm receipt.

Respectfully,

Jonathan Tallman

1st John 2:17 LLC — Landowner effect by Boardman TSP draft.



Mr. and Mrs. Terry Tallman
706 SE Mt. Hood Ave.
Boardman, OR 97818

RE: City of Boardman
Loop Road Right-of-Way

Dear Mr. and Mrs. Terry Tallman:

I represent the City of Boardman, who has asked that I write to you about obtaining the necessary right-of-way to construct a loop road on the west and east sides of Laurel Lane.

First, enclosed you will find a letter to Karen Pettigrew from Matt Scrivner, Morrow County Public Works Director, dated March 25, 2021. Please be advised Morrow County has provided notice that it will be closing and removing the unpermitted access within 30 days of March 25, 2021 if an approved approach permit and safety concerns have not been met. To comply and prevent closure, the City is required to finalize its plans to construct the loop road as shown on the map provided by the City to you with the letter dated March 1, 2021.

Second, the City has asked that I respond to your letter to Karen Pettigrew, dated March 17, 2021. In your letter you asked if the City had any objections to using the west 10 acres for residential housing. The property is zoned Service Center. The property must be used as allowed for that zone pursuant to the Boardman Development Code, unless a zone change is requested. The City cannot advise you on whether you should retain a lawyer or have your son, Jonathan, handle negotiations. If you choose to retain a lawyer, this letter should be delivered to that individual.

Third, with the deadline of the County to close the unpermitted access, action needs to be taken as soon as possible to resolve this issue. As an offer of compromise, the City is offering to pay the sum of \$30,000 for the necessary right-of-way. I need to hear from you on or before April 16, 2021. In the event this offer is not accepted by April 16, 2021, the City will have no choice but to proceed to the next step.

5:32 AM Wed Dec 24

Department of Lar

Boardman

New Tab

PAPA On-Line Rep

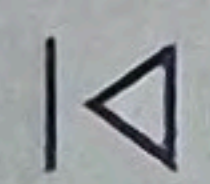
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Oregon Department of Land Conservation and Development

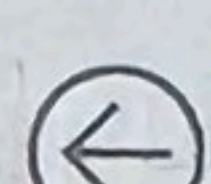
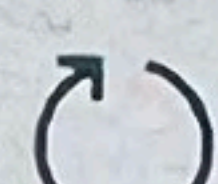
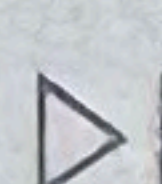
PAPA Online Reports

Amendment Detail Report - Current Version



2

of 2



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PAPA Current Version: Morrow County - Amendment 005-25

Page: 2

12/22/2025	Proposal_90pct CRHT-ConceptPlanUpdate_Nov5-2025_2025-12-22_01-28-27.pdf
12/22/2025	Revision_FORM_1_Notice_of_Proposed_Amendment (6)_2025-12-22_01-51-21.docx
12/22/2025	Revision_01272026 PC Public Notice (2)_2025-12-22_02-01-03.docx

notice of amendments to comprehensive plans or²⁷⁴
land use regulations for the local jurisdictions you
selected through the online notification subscription
service.

DLCD has received notice of the following proposed
and adopted comprehensive plan or land use
regulation changes:

Proposals Received:

Morrow County **Local File#:** AC-163-
26 **DLCD File#:** 005-25

Proposal Summary:

Update Chapter 9 Recreation Element and adopt
2026 Morrow County Columbia River Heritage Trail
Plan as an Appendix.

First Hearing Date: 01/27/2026

**Final Hearing
Date:** 02/18/2026

Local Contact: Tamra Mabbott 541-922-
4624

tmabbott@co.morrow.or.us

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To: Morrow County Board of Commissioners
 From: Tamra Mabbott, Planning Director
 CC: Planning Commission
 BOC Date: December 17, 2025
 RE: Monthly Planning Update



Mission Statement

Morrow County Planning Department provides guidance and support to citizens for short-term and long-range planning in land use, to sustain and improve the county's lands for future generations. Our goal is to foster development where people can live, work & play.

Planning Commission Meeting

Planning Commission combined the November and December meetings and met in Heppner on December 2nd. During the meeting, the Commission approved a Major Variance and reviewed an application for an aggregate site and recommended that the Board of Commissioners approve the site as a Large Significant Goal 5 aggregate site, which will allow the landowners to extract more than 500,000 tons. During public comment, a new citizen group called "Friends of Morrow County" introduced themselves.

Energy

Oregon Governor Tina Kotek issued another Executive Order 25-29, following her EO 25-25 EO directing state agencies to accommodate renewable energy permitting. The new EO 25-29 calls for additional streamlining for renewable energy projects. It is not clear how the orders might affect renewable energy permitting in Morrow County. Four projects proposed to locate in Morrow County are in the permitting queue with the Energy Facility Siting Council (EFSC) and may stand to benefit. Additional projects in Morrow County are expected, based on multiple applications submitted for substations, permitting that component of the development first, prior to the solar project application. Both Executive Orders are intended to help projects meet the July 4, 2026, deadline to qualify for federal tax credits. Federal tax credits are available in addition to state and local tax credits. A copy of the new Executive Order is attached, which includes a link to a FAQ. The Order does not apply to smaller projects that are permitted at the county level and, the Order does not have legal authority to override local permitting authority, which is required for every project in addition to a Site Certificate issued by the state Energy Facility Siting Council.

A large solar project approved by the State of Oregon has filed for Chapter 11 bankruptcy. The outcome of that process and status of the project is unknown.

For an update on energy projects in Morrow County is available on the Planning Department's web page here:

https://www.morrowcountyor.gov/sites/default/files/fileattachments/planning/page/16138/morrow_county_energy_project_list.pdf

Transmission Lines

Another energy development occurring in Morrow County is the siting of transmission lines. The new lines are a result of new energy development projects, data centers and other growth. The process for siting transmission lines is different than the process for permitting renewable energy projects. Transmission lines are permitted locally, at the county and city level, unless the line crosses multiple municipal jurisdictions and are ten (10) or more miles in length. The larger projects are permitted by EFSC, with county involvement at various stages of the state process, which culminates in a local land use permit.

The Umatilla Electric Cooperative (UEC) transmission line, called Umatilla-Morrow Project is one of the transmission line projects under review by EFSC. Currently, that project is in the stage where EFSC staff have issued a preliminary Application for Site Certificate (pASC). Siting Council (EFSC) as follow up to the county comments to EFSC dated September 3rd. The UEC project is a bi-county transmission line that will connect substations and switchyards in Umatilla and Morrow Counties. For more information about the project, here is a link to the Oregon Department of Energy website
<https://www.oregon.gov/energy/facilities-safety/facilities/Pages/UMCC.aspx>

Several permitted projects, wind and solar, have filed to amend their state Site Certificates (state permit). Planners are working with the developers and EFSC staff to navigate the permitting process and to review the amendments. Given the changes adopted in recent federal legislation, namely the Big Beautiful Bill, the renewable energy industry is feverishly working to permit projects and begin construction to qualify for taxation programs. Staff expect several new and amended applications over the next 10 months.

Here is a link to the Planning Department's online interactive energy map:
<https://www.arcgis.com/apps/dashboards/8508dc9076e84317a9fac30475a37bb0>

New Eastern Oregon Solar Siting Rules

At their August 20th meeting, the Board of Commissioners directed staff to begin the code amendment process to implement the new solar siting standards. The first hearing before the Planning Commission on October 28, resulted



Wheatridge Solar Facility near Lexington

in a vote to recommend Board of Commissioners approval. At the December 3rd, Board of Commissioners hearing, the Board voted to adopt the new rules. A second and final hearing is scheduled for December 17th. To review the language or background information about the new solar rules, a link to the packet is here:

<https://morrowcoor.portal.civicclerk.com/event/1320/files/agenda/3005>

Columbia River Heritage Trail Concept Plan Update

Planning staff and J-U-B Engineering are working on the final draft of the 2024-2025 Heritage Trail Concept Plan update. Following an overview and work session for the 60% draft of the updated plan at September 30, 2025, Planning Commission meeting, staff provided an additional progress update at the October 28, 2025, Planning Commission meeting. The 90% draft update will be presented to the Planning Commission for a recommendation at their January 27, 2026, meeting, with final adoption of the updated plan by the Board of Commissioners tentatively scheduled for February.

Planning staff and the consultant held an online meeting on November 25, 2025, to discuss progress. The next check-in meeting is scheduled for December 11, 2025. Additionally, the Planning Technician attended the Oregon Outdoor Recreation Summit in Pendleton on November 6, 2025, taking in informational sessions and networking with outdoor recreation professionals from the public and private sectors.

Once the plan is adopted, county staff from Planning and Parks Departments will begin to implement the numerous recommendations in the Concept Plan. Anyone interested in being involved in the trail planning activities is encouraged to contact Clint Shoemake, Planning Technician at (541) 922-4624 X 5517 or cshoemake@morrowcountyor.gov.

New Goal 3 Farmland and Goal 4 Forestland Administrative Rules

Planners prepared a code update to implement the new Land Conservation & Development Commission (LCDC) farm (Exclusive Farm Use) and forest (Forest Use) Administrative Rules. The statewide rules became effective January 1st and are applied directly; however, the code update will incorporate the language into the Morrow County Zoning Ordinance (MCZO). The code update process began with informal work sessions with the Planning Commission at

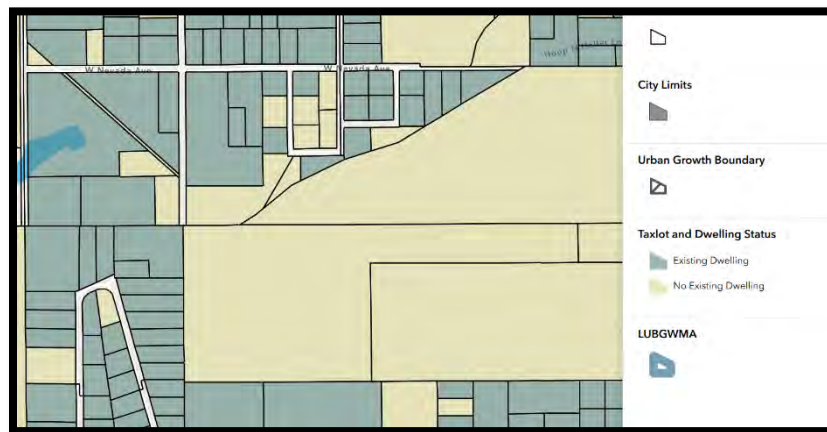
their June 24th meeting and with the Board of Commissioners on July 2nd. Staff incorporated some additional code amendments recommended by the Board. The amendments were unanimously recommended for approval by the Planning Commission during the first hearing at their September 30th meeting. The Board of Commissioners adopted followed the Planning Commission recommendation and adopted the code amendments on December 3.rd The final hearing is scheduled for December 17th. A link to the packet is here:

<https://morrowcoor.portal.civicclerk.com/event/1320/files/attachment/1824>

GIS Mapping and

Drone:

To better understand future development patterns and infrastructure needs within the Lower Umatilla Basin Groundwater Management Area (LUBGWMA), staff prepared a parcel-level analysis estimating existing and potential



dwellings in unincorporated Morrow County, including parcels within urban growth boundaries. The data calculation shows the potential to double the number of rural residential parcels in the existing rural residential zoned areas.

This work was initiated following a request from the Oregon Department of Environmental Quality for septic system information – data that is largely unavailable in a comprehensive form. This data analysis may provide a foundation for approximating current and future septic system counts, using a one-dwelling-to-one-septic-system assumption.

This map and analysis were prepared for internal staff use and are not intended for posting on public forums. While the information is not restricted from public release, it was developed to support internal planning efforts.

Anyone who wishes to view the map or discuss the underlying data may contact Stephen for access.



CODE COMPLIANCE

The Code Compliance Planner remains dedicated to upholding community standards and protecting public safety through education, inspections, and enforcement. In this month's update, Compliance Planner Kaitlin Kennedy highlights one of the more frequent types of complaints received by the Planning Department: violations of property zoning regulations. Under Morrow County Code Enforcement Article 5, Section 5.400, all properties must comply with zoning and subdivision ordinances. Recent concerns submitted include complaints related to animal density, unpermitted home occupations, and unpermitted structures or dwellings. These complaints underscore the importance of understanding and following applicable zoning requirements to ensure safe and lawful property use, which protects the landowner and neighboring landowners. Anyone with questions about zoning may contact planning staff, who are always willing to explain the codes and assist in navigating the department's website and in explaining the zoning designation or associated requirements. Please see attached MCCEO 5.400 and Rural Residential Zone example.

WATER AND PLANNING ACTIVITIES

Water Advisory Committee

A summary of work on the implementation of the four water initiatives adopted by the Board of Commissioners in December 2024, as recommended by the Water Advisory Committee (WAC), is below.

Initiative 1: Update the comprehensive plan Goals 5 and 6. Assembling materials and soliciting volunteers to serve on a working group. The recent data and mapping analysis will be useful for this task.

Initiative 2: Develop a Morrow County Drinking Water Program. Underway at the Public Health Department.

Initiative 3: Support Regional Water Planning; staff have included budget for this work. Staff continue to provide support for county efforts working with neighborhoods.

Initiative 4: Partner in a Clean Water Consortium. This effort is underway with the formation and initial meetings of the Clean Water Consortium, led by Board Chair David Sykes. Planning Director Mabbott is a Board member and is continuing with various efforts to secure funding.

EPA Grant - Morrow Umatilla County Drinking Water-ROADMAP

GSI Water Solutions Inc. is now working on the Stage 3 Scope of Work. The next Steering Committee meeting is scheduled for December 18th from 3-5 at the Stafford Hansell Government Center in Hermiston. The meetings are open to the public. An update on the status of the project is attached. Staff and GSI Water Solutions Inc. are beginning to look into opportunities and challenges to implement the recommendations, although they are preliminary at this point. Here is a link to the webpage for this project: <https://drinkingwaterroadmap.org/>

Clean Drinking Water Consortium (CWC)

Planning Director attended the November 14th CWC meeting held at the Port of Morrow Riverfront Administration Building in Boardman. Meetings are open to the public. The CWC has heard reports on possible funding opportunities and is beginning to look at securing additional funds. The West Glen Neighborhood has been a high

Priority for the CWC given the large number of wells with elevated nitrate contamination and density of well and septic systems. The CWC is beginning to look at other neighborhood needs for clean water supply.

West Glen Neighborhood and Area

This area has been identified as a high priority by Morrow County and the Clean Water Consortium to provide clean drinking water. Planners and GIS staff continue to provide data and maps to support outreach. Planning Director provides support to the County Administrator and consultants as needed. The Rural Engagement and Vitality Center (REV), a nonprofit organization affiliated with Eastern Oregon University (EOU), is contracted to conduct outreach work. Meier Engineering provided a final preliminary engineering design for extending water and sewer. REV and the county will host additional meetings to gauge interest in receiving water from sources other than existing domestic (exempt) wells. Anyone wanting more information about the West Glen outreach meetings may contact Grace Donovan, REV Director, at (541) 962-3012 or gdonovan@revcenter.org or Matt Jensen, County Administrator.

Transportation Planning



Tower Road Interchange Area Management Plan (IAMP)

The Planning Department remains committed to supporting public comments about the interchange design concepts and continues to work with the consultant team and ODOT in defining the county's role and financial contribution for this project. Team discussions are ongoing through bi-weekly check-ins. Currently, the engineer, Kittelson & Associates is reviewing finalize design concepts, evaluating phasing options, and anticipating Draft Technical Memoranda 6 and 7 for review in February 2026. After the consulting team, ODOT and the County agree on final designs, Morrow County will adopt the IAMP as a Comprehensive Plan amendment. Adoption by the Oregon Transportation Commission (OTC) will follow county adoption. These plans and designs and other materials can be found on the county's website under Transportation Planning. [Tower Road 2025 IAMP | Morrow County Oregon](#)

Transportation System Plan (TSP) Update

A Scope of Work for the Morrow County Transportation System Plan (TSP) has been completed. Procurement for the project consultant was posted by the State of Oregon. The bid closed Monday, October 27th, 2025. Planning Staff participated in a pre-evaluation kickoff meeting on Thursday, October 30th, 2025, together with ODOT planners. The State of Oregon has issued an initial Notice of Intent to Award (NOITA) to one of the consultant proposers. The Planning work is anticipated to begin in early 2026, after the contract has been officially awarded and negotiations on the final scope of work has been finalized.

Anyone interested in participating in serving on the transportation planning committee please contact Kaitlin Kennedy in the Planning Department at (541) 922-4624 or kkennedy@morrowcountyor.gov

2025 Oregon Legislature

Staff have reviewed most of the land use bills and several water bills that were passed by the 2025 legislature. Most of the bills will not require a code or plan amendment; however, several bills direct the Department of Land Conservation and Development (DLCD) staff to promulgate rulemaking. Most of those bills relate to housing within city limits and urban growth boundaries and will not directly affect lands in unincorporated Morrow County. Staff will monitor the rulemaking process of housing, urban reserves.

HB 2138 requires counties to allow siting of middle housing on unincorporated urban lands, lands within a UGB zoned for urban development. Middle housing refers to state-mandated zoning reforms primarily from HB 2001 (2021) that allow for a greater variety of housing types such as duplexes, triplexes and townhouses in areas historically zoned for single-family homes and within the boundaries of a public service provider. The rules do not apply to Morrow County because lands within UGB areas currently do not have a sewer or water provider. Rulemaking DLCD will undertake for this set of laws will address siting of manufactured homes. Staff will monitor the rulemaking process.

HB 3031 Housing Infrastructure Financing Program expands opportunities for infrastructure financing in the form of grants and loans. Such financing may be available for extension of clean drinking water. Staff will monitor the Oregon Business Development Department (OBDD) development of rules for the funds that were authorized in SB 5531.

HB 3681 modifies the EFSC contested case process for site certificate applicants and changes the review criteria for a certificate of public convenience and necessity for overhead transmission lines. It also directs the Public Utility Commission (OUC) to consider certificate petitions without requiring petitioner to first obtain required state or local land use approvals. This effectively streamlines the condemnation process.

A number of Bills relating to water passed, including HB 1154 that applies to the establishment of new groundwater quality areas. HB 1154 may have some implications for the Lower Umatilla Basin Groundwater Management Area (LUBGWMA) however, no changes to the county Zoning Ordinance or Comprehensive Plan are required.

HB 3874 established new siting thresholds for local permitting for wind energy projects. Code amendments are not required to be implemented however, staff may propose amendments to insure a project meets the intent of the portion of law that requires proper retirement at the end of the project lifecycle. The effect will be that larger projects may be permitted by a county rather than the Energy Facility Siting Council. The law becomes effective January 1, 2026 and allows a wind project of at least 50 megawatts and less than 100 megawatts to be permitted by a county and not EFSC.

SB 83 repealed the wildfire map and defensible space requirements for dwellings. Other existing defensible space standards will still apply to new development and of course is

encouraged as a wildfire mitigation action. SB 75 clarified language for building code home hardening requirements.

SB 179 makes temporary rule providing for immunity for landowners who allow public use of land without charge for recreational purposes. No code change is required but the law creates opportunities for projects such as public trails.

HB 3136 amends laws relating to when a city or county planning commission may have more than one licensed real estate professional on the commission. When a planning commission has five or fewer members there is a two-person limit. This does not affect the current composition of the county Planning Commission.

HB 3560 allows siting of childcare facilities outside the Metro area on residential lands and on commercial and industrial lands but not heavy industrial lands. Limits local government from adding condition of approval. Implementation of this bill will require code update by January 1, 2027.

Other

Planning Director attended the annual Association of Oregon Counties Fall Conference in Eugene, November 18-21st.

Planning Department is recruiting for a Principal Planner or Senior Planner. The position is posted on the county webpage. Please contact Tamra Mabbott, Planning Director, if you have an interest or would like to learn more about this exciting career opportunity.

<https://www2.appone.com/Search/Search.aspx?ServerVar=morrowcounty.appone.com>

Planning Director is working with a team of other County Planning Directors and staff at Department of Land Conservation and Development on a project to provide a better understanding of Statewide Planning Goals. This will continue through the next year.

Two planners took a field trip to the new Threemile Canyon Farms Dairy. The initial operation was scheduled to begin operations on December 3rd. It is a modern facility and very impressive. Aside from the milking parlor, the Department was involved in permitting the new water system.

Compliance Planner, Kaitlin Kennedy, attended the annual Legal Issues Workshop on Friday, December 5th. This is a valuable training for planners.

Planning Director was appointed to the Boardman Source Water Protection Plan and agreed to participate given the importance of clean drinking water for residents living in and around Boardman. The topic complements work underway for the Morrow Umatilla County Drinking Water Roadmap project. An update will be shared later.

Planning Staff, with the help of Parks Staff, teamed up to decorate a Christmas Tree for the Irrigon Chamber auction.

EXECUTIVE ORDER NO. 25-29

**EXECUTIVE ORDER ON REDUCING GREENHOUSE GAS EMISSIONS AND
ADVANCING OREGON'S CLEAN ENERGY FUTURE**

WHEREAS, Oregon faces increasing risks from climate change, including extreme weather events, wildfires, water scarcity, and rising energy costs, which threaten public health, safety, outdoor recreation, and economic stability; and

WHEREAS, affordable, abundant, and reliable clean energy is key to Oregon's economic future, and the state needs to deploy new energy infrastructure to enable sustained economic growth and to meet rising energy demands; and

WHEREAS, Oregon has adopted ambitious climate goals to reduce greenhouse gas emissions and transition to a clean energy economy, including targets established under House Bill 2021(2021) and other legislative and executive actions; and

WHEREAS, energy efficiency improvements across all sectors are among the most cost-effective strategies to reduce emissions and lower energy bills while maintaining economic productivity; and

WHEREAS, ensuring access to affordable, abundant, and reliable clean energy requires accelerated investment in electricity infrastructure, including renewable energy, energy storage, and grid modernization; and

WHEREAS, grid resilience is increasingly vital to support public safety in the face of climate-related disruptions, and investments in microgrids, battery storage, and grid hardening have a role to play in building greater resilience in Oregon's energy future; and

WHEREAS, Oregon can help reduce energy development costs and accelerate deployment of clean energy infrastructure needed to grow the economy by streamlining permitting, siting, and interconnection processes for clean energy projects; and

WHEREAS, public-private partnerships can mobilize investment, spur innovation, and create jobs that will be key to Oregon's growing clean energy economy; and

WHEREAS, a coordinated, statewide approach to planning and designating transmission corridors is essential to long-term infrastructure development that will support economic growth and ensure clean energy can be delivered efficiently and reliably to consumers.

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NOW, THEREFORE, IT IS HEREBY DIRECTED AND ORDERED:

I. FOSTER THE TRANSITION TO A CLEAN ENERGY ECONOMY

1. Prioritize Implementation of the Oregon Energy Strategy Pathways.

Executive branch agencies listed in Section II.1.a ("Agencies") are directed to adopt and implement greenhouse gas reduction strategies and align their decisions, activities, and investments as appropriate to advance the five least-cost pathways identified in the Oregon Energy Strategy. As appropriate, agencies will modify or add to current work plans and performance indicators to track and report on implementation activities to achieve the following objectives:

- a. Advance Energy Efficiency Across All Sectors.** Agencies shall take appropriate actions within existing authorities and budgets to align decisions, activities, and investments to increase cost-effective energy efficiency in new and existing buildings, including providing cost savings through retrofits of building appliances and equipment.
- b. Support Investment in Clean Electricity Infrastructure.** Agencies shall take appropriate actions within their existing authorities to accelerate investment in and deployment of least-cost and least-risk renewable energy resources, energy storage, demand response, and grid infrastructure in order to maintain and expand access to affordable and reliable clean electricity for Oregon ratepayers.
- c. Increase Strategic Electrification of Vehicles and Buildings.** Agencies shall take appropriate actions necessary within their existing authorities to align programs, decisions, and investments to advance the state's interest in increasing cost-effective, strategic electrification of vehicles, buildings, and water heating systems while also supporting affordable and reliable energy for Oregon ratepayers.
- d. Increase Supply and Use of Low-Carbon Fuels.** DEQ and the EQC shall evaluate the status and projected growth of the clean fuels market and update Oregon Clean Fuels Program rules to strengthen the Low-Carbon Fuels Standard (LCFS) to establish a reduction in carbon intensity of not less than 50% by 2040. DEQ is directed to evaluate the scope and stringency of the LCFS programs in neighboring states in proposing the new targets and

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propose additional rule revisions if needed to better align the Oregon Clean Fuels Program with those neighboring jurisdictions based on that evaluation. DEQ shall establish an agreed upon workplan within three months of this Order that sets forth a timeline for completing the required rulemaking.

- e. **Strengthen Resilience Across all Levels of the Energy System.** The PUC shall exercise its existing authority to evaluate and value grid resiliency benefits in electric utility resource planning processes. The PUC shall establish transparent criteria or processes for appropriately valuing the enhanced resiliency benefits from utility investments at all levels of the energy system, such as microgrids, energy storage, flexible loads, virtual power plant resources, and grid hardening, while also avoiding shifting costs from high-income ratepayers to energy burdened ratepayers.
2. **Get Clean Energy Projects Built.** Agencies are directed to develop and implement a coordinated, proactive approach to streamline land use and environmental reviews, siting and permitting, and interconnection processes for clean energy projects, energy storage, and associated transmission and distribution infrastructure, with particular focus on those that contribute to energy affordability and reliability. This includes but is not limited to the following initiatives:
 - a. **Reduce Barriers to Clean Energy Deployment.** The Oregon Department of Energy (ODOE), in coordination with the PUC and the Department of Land Conservation and Development (DLCD), shall inventory, assess, and analyze barriers to the permitting, construction and interconnection of clean energy projects and associated infrastructure. ODOE will recommend actions to overcome those barriers while balancing opportunities for public participation with the state's interest in accelerating deployment of clean energy infrastructure that benefits Oregon ratepayers. Recommended actions will be brought for discussion by ODOE to the Energy Facility Siting Council. ODOE will report its findings and recommendations to the Governor no later than September 1, 2026.
 - b. **Accelerate Clean Energy Deployment Through Oregon's Land Use Planning Framework.** The Department of Land Conservation and Development (DLCD) shall evaluate opportunities and barriers to clean energy development under Oregon's land use planning goals. DLCD will review existing rules and practices, including best practices from other

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jurisdictions, and recommend actions and rule changes as needed to accelerate deployment of clean energy resources and grid infrastructure needed to deliver reliability and clean energy to Oregon consumers. Recommended actions will be brought for discussion and direction by DLCD to the Land Conservation and Development Commission. DLCD will report its findings and recommendations to the Governor no later than July 1, 2026.

- c. **Streamline Clean Energy Siting.** Agencies identified in Section II.1.b of this Order shall evaluate and recommend actions to update siting and permitting processes to facilitate deployment of renewable energy, energy storage, and grid infrastructure needed to deliver reliable and affordable clean energy to Oregon consumers.
 - i. Agencies shall evaluate existing authorities, rules, and practices to identify opportunities to streamline or increase the efficiency of siting and permitting processes within their jurisdiction for projects that:
 - 1. Benefit Oregon ratepayers and enable clean energy projects to interconnect onto the grid; and/or
 - 2. Involve upgrades to existing grid infrastructure and transmission expansion or co-location of renewable energy resources in existing rights of way.
 - ii. Where opportunities are found to exist, agencies shall recommend actions to:
 - 1. Streamline existing processes;
 - 2. Establish parallel paths that enable required studies, reviews, and approval processes to occur contemporaneously; and/or
 - 3. Facilitate or accelerate interconnections for projects that reduce emissions, improve reliability, and benefit Oregon ratepayers.
 - iii. Agencies shall bring recommended proposed actions for discussion with their Boards or Commissions and will report their findings and recommendations to the Governor no later than September 1, 2026.
- d. **Identify Pathways to Facilitate Development of Clean Energy Infrastructure.** PUC staff, in partnership with ODOE and the Governor's Office, shall convene utilities, key agency leaders, local permitting authorities, and other interested parties to review progress toward achieving HB 2021's clean energy targets and explore opportunities for public-private partnerships

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to facilitate development of clean energy infrastructure that is needed to achieve clean energy targets and will provide benefits to Oregon ratepayers.

- e. **Develop a Framework for Strategic Transmission Siting.** ODOE, in coordination with the PUC and the Governor's Office, shall undertake a process to evaluate and propose a framework to strategically accelerate:
 - i. Identification and designation of transmission corridors, including on public lands (state and federal);
 - ii. Streamlined partial siting and permitting approvals for future projects in those corridors or within existing transmission rights-of-way; and
 - iii. Targeting direct financial support for projects that are determined to benefit the public interest.
 - f. **Deploy Energy Storage.** To support grid reliability and resilience, this Order establishes a goal of deploying 8 gigawatts of energy storage capacity in Oregon by 2045.
3. **Build a Resilient Clean Energy Economy:** Agencies listed in Section II.1.c of this Order shall align programs, decisions, and investments to advance the state's interest in growing a resilient clean energy economy that attracts and supports climate-friendly industries, creates jobs, and aligns with Oregon's climate goals. This includes but is not limited to the following initiatives:
- a. **Develop Public-Private Partnerships.** Agencies shall explore and prioritize opportunities for public-private partnerships to support development and deployment of clean energy technologies that align with Oregon's carbon-free energy and economic development priorities. Agencies will highlight those opportunities for the Governor's Office for review and consideration on a quarterly basis.
 - b. **Evaluate Emerging Clean Energy Technologies.** ODOE, DEQ, Business Oregon, the PUC, the Department of Geology and Mineral Industries (DOGAMI), and the Governor's Office, shall collaborate to identify and assess opportunities for advanced and emerging carbon-free energy technologies to play a role in Oregon's clean energy future; evaluate risks and barriers; and propose cross-agency frameworks to support development and deployment of advanced technologies that increase access to affordable, safe, and reliable clean energy. ODOE will report progress and key findings in its

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Biennial Energy Reports, including the Report that must be submitted to the legislature by December 1, 2026, and in each subsequent iteration of the Report.

II. ACCOUNTABILITY, COORDINATION, AND PROGRESS ON IMPLEMENTATION

- 1. Executive Branch Agencies Subject to this Order.** Progress on the direction and commitments of this Order will take focused and coordinated planning and execution by Oregon's natural resource agencies and their respective Boards or Commissions.
 - a. The following state agencies are subject to the goals and directives outlined in Section I.1 of this Order:
 - i. Oregon Department of Administrative Services (DAS);
 - ii. Oregon Department of Energy (ODOE), including the Oregon Climate Action Commission and the Energy Facility Siting Council;
 - iii. Oregon Department of Environmental Quality (DEQ);
 - iv. Oregon Department of Land Conservation and Development (DLCD);
 - v. Oregon Department of Transportation (ODOT); and
 - vi. Oregon Public Utility Commission (PUC).
 - b. The following state agencies are subject to the goals and directives outlined in Section I.2.c of this Order:
 - i. Oregon Department of Energy (ODOE), including the Oregon Climate Action Commission and the Energy Facility Siting Council;
 - ii. Oregon Department of Environmental Quality (DEQ);
 - iii. Oregon Department of Geology and Mineral Industries (DOGAMI); and
 - iv. Oregon Public Utility Commission.
 - c. The following state agencies are subject to the goals and directives outlined in Section I.3 of this Order:
 - i. Business Oregon;
 - ii. Oregon Department of Energy (ODOE), including the Oregon Climate Action Commission;
 - iii. Oregon Department of Environmental Quality (DEQ);

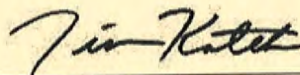
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- iv. Oregon Department of Geology and Mineral Industries (DOGAMI); and
 - v. Oregon Public Utility Commission.
- d. The following state agencies shall provide information and consultation to assist other agencies with the implementation of this Order as needed:
- i. Business Oregon;
 - ii. Oregon Department of Fish and Wildlife (ODFW);
 - iii. Oregon Department of State Lands;
 - iv. Oregon Department of Transportation (ODOT);
 - v. Oregon Parks and Recreation Department; and
 - vi. Oregon Water Resources Department (OWRD).
2. **Reporting and Accountability.** State agencies must deliver transparent, accurate reporting on public programs, maintain accountability to citizens and stakeholders, and establish clear feedback loops that enable public input and demonstrate responsive government action.
- a. **Agency plans.** Each of the following agencies shall develop (or incorporate into an existing planning process) a biennial plan that includes targets and metrics appropriate to the agency's intersection with this Order with the goal of focusing existing and new resources, programs and incentives to advance the goals and actions in Part I of this Order as applicable:
- i. Oregon Department of Energy (ODOE), including the Oregon Climate Action Commission and the Energy Facility Siting Council;
 - ii. Oregon Department of Environmental Quality (DEQ); and
 - iii. Oregon Public Utility Commission (PUC).
- b. **Public Feedback and Oversight.** Agencies will present their biennial plans to their respective board or commission for discussion, review, and comment at a public meeting where public testimony can be received.
- c. **Recommendations for Governor's Recommended Budget.** Biennial plans will be developed on a schedule and in a format to inform the development of the Governor's Recommended Budget starting with the 2029-2031 Agency Request Budget biennial cycle. Actions for consideration for the development of the 2027-2029 Governor's Recommended Budget will be expedited as needed.

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- d. Implementation Workplan.** Agencies shall immediately begin developing implementation timelines and pathways to comply with this Order.
- 3. Coordination and Oversight of Implementation.** The Governor's Office will take a leadership role in advancing the efforts associated with this Order. It is the responsibility of each respective agency director to ensure appropriate coordination and implementation contemplated by this Order is integrated into agency programs and initiatives.
- 4. Legislative & Public Engagement.** As requested, agencies shall provide updates and presentations on implementation work to relevant Boards, Commissions, Councils, Local Governments, Federal Agencies, and the Oregon State Legislature.
- 5. Engagement with Oregon's Nine Federally Recognized Sovereign Tribal Governments.** The State, through the Governor's Office and the State Agencies, shall collaborate with Oregon's nine federally recognized sovereign tribal governments to build, sustain, and enhance relationships to find common ground in support of the implementation of this Order.

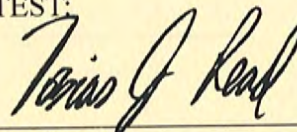
Done at Salem, Oregon, this 18th day of November, 2025.



Tina Kotek
GOVERNOR



ATTEST:



Tobias Read
SECRETARY OF STATE

Morrow-Umatilla Counties

DRINKING WATER ROADMAP

Key Updates

Connection Concept Designs - Stage 2
Complete - 2025

Sampling and Surveying - Stage 2
Complete - 2025

Non-connection concepts - Stage 3
Explore feasible options for non-connection solutions

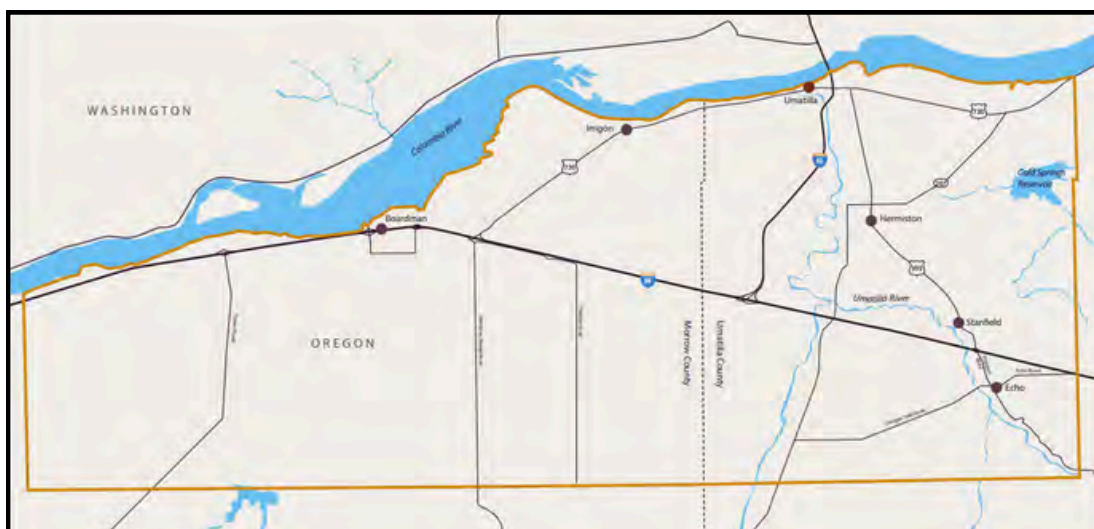
Sampling and Surveying - Stage 3
Additional focused well sampling and second round of surveying



Project Update: Concept Development, Sampling, and Community Input

Morrow and Umatilla Counties are facing a decades-long problem with elevated levels of nitrate in groundwater in northern parts of the two counties. This affects thousands of rural residents who rely on wells for drinking water. The Oregon Department of Environmental Quality (EPA) designated the affected region as the Lower Umatilla Basin Groundwater Management Area (LUBGWMA) when problems were first recognized in 1990.

Through a joint effort of Morrow and Umatilla Counties, the Drinking Water Roadmap Project was launched in 2024 to study safe and reliable drinking water solutions for domestic well users. The Roadmap Project is funded through a research grant from the EPA and is being managed by the Morrow County Planning Director ("Principal Investigator" under the EPA grant) with a consultant team led by GSI Water Solutions, Inc. to conduct the work.



Lower Umatilla Basin Groundwater Management Area (LUBGWMA)

Why It Matters

The Drinking Water Roadmap is a multi-stage effort to identify long-term solutions for residents of Morrow and Umatilla Counties who rely on private wells for drinking water. Elevated nitrate levels have been a decades-long challenge in parts of the LUBGWMA, and this project aims to turn years of data into practical solutions that ensure safe and reliable drinking water for the future.

Stage 2 of this project built upon that foundation by looking closer at the conditions in key Focus Areas that were defined as part of the project. This included developing potential concepts for Public Water System (PWS) connections. In addition, focused well sampling validated existing data in identified Focus Areas and a survey was distributed to well owners, providing insight into their concerns and what they know about nitrate.

Drinking Water Roadmap Objectives



Private Well Sampling

Over the past year, the Roadmap Project team sampled private domestic wells in [Stage 2 focus areas](#) of the LUBGWMA, primarily testing areas in Morrow County and parts of Umatilla County. These efforts were designed to confirm conditions in areas with limited or older data and ensure the groundwater information being used reflects current conditions. Two sampling rounds (November 2024 and May 2025) expanded the regional dataset, giving the team a clearer picture

of where nitrate levels are lower and where they remain elevated above EPA guidelines.

What's next?

The Drinking Water Roadmap team is now beginning Stage 3, which includes targeted sampling in a smaller set of wells to learn more about conditions in deeper basalt aquifers. These results will support the project's ongoing evaluation of long-term drinking water solutions.



Well Owner Surveying

The Drinking Water Roadmap project team distributed a survey in April 2025 to well owners in identified focus areas, gathering feedback on priorities and perspectives related to drinking water solutions. With more than 100 responses, participants shared valuable insights on their understanding of nitrate issues, what they see as the most practical and needed solutions, and the barriers they face in accessing clean water.

You can find the full report [here](#). Building on this effort, additional surveys have been mailed to target property owners in the remaining focus areas as the project enters its next stage.

If you are a private well owner or know someone in the LUBGWMA who may want to share their experience, you can complete the survey online at <https://www.surveymonkey.com/r/Drinkingwatersurvey>.



Conceptual Designs

The project team developed concept maps that show potential ways to connect homes on private wells to nearby city water systems in several Focus Areas. These early concepts are meant to give a sense of the scale and type of infrastructure that might be needed (such as new water mains, storage tanks, and pump stations) if communities choose a public water system connection.

What the concept design maps show

These maps illustrate early, planning-level concepts for extending city water to neighborhoods adjacent to Boardman, Hermiston, Irrigon, and Umatilla, where many private wells are affected by nitrate. They present possible pipe routes, connection points to each city's system, and locations where pumps or storage tanks might be needed to reliably serve homes and water for firefighting. The concepts were built from city master plans, mapping data, and workshops developed with city staff. They help visualize how a City's existing water system can be extended to serve clean drinking water to domestic well users impacted by nitrate.

[Click Here to see the Concept Design Maps](#)

The maps are not final designs or decisions. They are starting points to understand feasibility, rough costs, and impacts of the different concepts.

Non-connection options

In Stage 3, the project will compare these connection concepts with non-connection options such as in-home treatment or neighborhood-scale systems. The goal is to understand which solutions could be practical, affordable, and effective for areas where a PWS connection may not be feasible. Findings from this stage will help compare these alternatives with connection concepts developed in Stage 2.

Well Owner Survey



The Drinking Water Roadmap Survey is now open! The Drinking Water Roadmap Project team has sent surveys to well owners - but we are always looking for more!

Upcoming Open House



An open house will be held in the Spring of 2026 to share more information about the progress on the Drinking Water Roadmap project. More information to come!

Stay Informed



You can see progress updates and learn more about upcoming events/meetings for this project by visiting our website at [Drinkingwaterroadmap.org](https://drinkingwaterroadmap.org).

Contact for more information:

Tamra Mabbott
Morrow County Planning Director
541.676.5421
tmabbott@morrowcountyor.gov



Oregon Legislature 2025 General Session Land Use Laws

SB 1129	Requires the Land Conservation and Development Commission to amend its rules relating to urban reserves.	Effective Date	Code Amend?	Plan Amend?	Other?
HB 2138	Requires counties to allow middle housing and expands middle housing requirements to include urban unincorporated lands. Expands allowable single room occupancies. Makes retroactive the prohibition on private restrictions, including restrictions in governing documents of planned communities, that would limit middle housing, accessory dwelling units or housing density. Limits a local government's ability to reduce density requirements or allowances within urban growth boundaries. Reforms expedited land division provisions and makes such divisions land use decisions. Allows for plats that consolidate a land division and a middle housing land division and requires review within 120 days. Requires the Land Conservation and Development Commission to adopt rules by January 1, 2028, to promote housing development and implement various provisions of this Act.	January 1, 2026	Possibly. Law applies to cities with population 2,500 or larger and lands within UGA.		
HB 2168	Instructs the Oregon State University Extension Service to establish a program for providing assistance to households that rely on wells for drinking water or on septic systems for wastewater treatment. Appropriates moneys to the Higher Education Coordinating Commission out of the General Fund for distribution to the extension service for implementing the program. Appropriates moneys to the Water Resources Department out of the General Fund for deposit into the Water Well Abandonment, Repair and Replacement Fund. Appropriates moneys to the Department of Environmental Quality out of the General Fund for the septic system low-interest loan programs.				
HB 2258	Requires the Housing and Community Services Department to study housing and to report to the interim committees of the Legislative Assembly related to housing by September 15, 2026.				
HB 2316	Allows designation of Home Start Lands to be used for housing.				

HB 2347	Authorizes the Department of Land Conservation and Development to provide planning assistance for housing production to federally recognized Indian tribes.				
HB 2658	Prohibits cities or counties from conditioning a permit or zoning change on the development of an improvement project that has already been financed, planned or approved. Applies to cities or counties with a population of 15,000 or greater.				
HB 3136	Removes a requirement that a maximum of two real estate professionals may serve on a city or county planning commission.				
HB 3175	Removes the cap on fees a county may charge to fund the county's activities related to public land survey corners.				
HB 3336	Declares a state policy regarding the electric transmission system.				
SB 48/1537	Limits developers' ability to apply updated land use regulations To pending application. Applies to UGB only.	no			
SB 75	Removes wildfire map language from ADU language in RR zones	no	9/30/2025		
SB 83	Changes to building code standards for wildfire hazard mitigation.	Building Inspector	9/30/2025		
SB 817	Increase LUBA appeal motion to intervenw from \$100 to \$200	no	Immediate		
SB 967	Authorizes local gov't's to enter into agreements governing local improvements proposed for unincorporated areas within a city's urban growth boundary.	No change but a tool for extension of water	1/01/2026		
SB 974	Reduces to 45 days the time under which a county must decide a land use application for single-family dwellings.	possibly	1/01/2026		
HB 2316	Directs DAS to identify lands owned by the state inside UGBs to designated as Home Start Lands	No co change	9/26/2025		
HB 2258	Allows LCDC to adopt rules requiring local gov't's to issue land use decisions on lots meeting certain criteria. Applies to lands within UGB, zoned residential, not in areas protected for natural resources or hazards.		6/24/2025		
HB 3031	Housing Infrastructure Financing Program	No county change	7/01/2025		
SB 1154	Water Quality omnibus bill				

