

Appendix A

Plan and Policy Review

Plans and Policies Review

Existing plan policies and other actions will influence the analysis of land use and transportation issues and the alternatives to address these issues as well as other community objectives.

Boardman's Comprehensive Plan and implementing regulations were acknowledged by the Land Conservation and Development Commission (LCDC) in 1978. They were amended in 1991 as part of the city's first periodic review. In March 1998, the city completed a strategic plan to guide community and economic development activities in the coming years. The city is currently undertaking its second periodic review that will incorporate the results of the strategic plan as well a number of planning efforts.

JOINT MANAGEMENT AGREEMENT BETWEEN CITY OF BOARDMAN AND MORROW COUNTY

Morrow County and the City of Boardman adopted a new agreement for management of the urban growth boundary (UGB) in April 1997. The agreement provides that the City shall have responsibility for the comprehensive plan, implementing ordinances and implementation within the city limits and the County, for the urban growth area (UGA is defined as the area outside the city limits within the UGB). The agreement has a number of provisions related to coordination of land use processes. There are several provisions with particular relevance to this project:

[Section] 5. Public Facility Planning

5.3 The City and County shall jointly prepare and amend the transportation and storm water management elements of the public facility plan, with the County having primary responsibility for the UGA, and the City for the area within the city limits. Transportation plans shall be coordinated and consistent in road classification and construction standards.

[Section] 9. Road Jurisdiction and Standards

9.1. The City and County agree to adopt a joint standard for non-arterial roads equivalent to the County's Rural Collector II standard developed for the County's Transportation System Plan (TSP). All future non-arterial roads within the Urban Growth Boundary (UGB) will be constructed and maintained to this standard unless housing densities warrant a higher standard. In such cases, roads will be constructed and maintained to the County's Rural Collector I standard, also adopted by both the City and the County. Estimates of average daily traffic, based on number of proposed housing units served by a given road, will be used to determine whether the Rural Collector I or II standard will be required. Road standards subject to this agreement are shown in Exhibit C and the County Road Classification Map is shown as Exhibit D.

9.2. If any future arterials are constructed within the UGA the County and City will develop and adopt a joint arterial road standard for construction and maintenance.

9.3. Upon annexation, the City will assume jurisdiction and ownership of any county road improved to at least the minimum standards described above.

9.4. These provisions do not prevent the City or County from improving any road within the UGB to a higher standard, as needed or appropriate, subsequent or prior to annexation.

COMPREHENSIVE PLAN

The Plan consists of 15 chapters as follows:

- Chapter I: Citizen Involvement
- Chapter II: Land Use Planning
- Chapter III: Agricultural Land
- Chapter IV: Forest Lands
- Chapter V: Natural Resources
- Chapter VI: Air, Water and Land Resources Quality
- Chapter VII: Natural Hazards
- Chapter VIII: Recreational Needs
- Chapter IX: Economic Needs
- Chapter X: Housing
- Chapter XI: Public Facilities
- Chapter XII: Transportation
- Chapter XIII: Energy
- Chapter XIV: Urbanization
- Chapter XV: Administrative Procedures

Comprehensive Plan Map

The Recreation Chapter discusses concerns about developing an adequate bike path plan, as follows:

- Bike paths on both sides of the street may not be feasible in many areas without additional pavement width, at great expense to the City.
- Bike lanes on one side of the street would force the bike riders to travel against vehicular traffic half of the time. This would be in violation of existing traffic laws.
- Bike lanes on just the right side of the streets with the traffic flow and designated as one-way lanes would provide complete loop capabilities but it would be virtually impossible and undesirable to enforce.
- The Economic Development Chapter recognizes that the city is well positioned for economic development because of its proximity to several modes of transportation. Policies include:
- Advance the position of Boardman as a regional center for industry, power generation, commerce, recreation, and culture.
- Encourage tourist commercial activity near Interstate 84.
- Encourage industrial park development with adequate off-street parking, landscaping, and site screening.
- Promote cooperation among the city, the Port of Morrow, and other interested parties to facilitate the most effective uses of public facilities serving the planning area.
- One housing policy addresses the relation of housing to arterial streets:

- Locate high-density multiple-family developments in areas to offer a buffer between single-family residential and commercial or industrial uses, close to schools and shopping, and with quick access to arterial streets.

The Transportation Chapter makes the following findings:

- Because transportation is not restricted to a single mode, the City has a key advantage for economic development.
- Because of Boardman's small population, a mass transit system is not currently feasible.
- An interim and ultimate master arterial street plan has been adopted and implemented by the City. This plan provides for the safe movement of large traffic volumes connecting the central business district with residential areas and provides through traffic access from residential areas to the Port of Morrow industrial area, according to the plan. The interim plan provides for 36-foot wide street widths in residential areas and 44-foot wide streets in commercial, industrial and high-density residential areas. The concept of the interim versus ultimate plan is that the City would gain widening to the ultimate plan when streets are overlaid.
- Bike paths are needed for transportation alternatives to the automobile and for recreation. The City has constructed several bike paths.
- Transportation policies include:
 - Adopt an interim and ultimate master arterial street plan, including provisions for bicycles and pedestrians.
 - The City shall allow for street oversizing, intersections, and traffic control.
 - Sidewalks shall be required (as part of the subdivision process) along all City streets as per City standards. Property already subdivided and developed without sidewalks shall be encouraged to add sidewalks.

The following is a policy from the Energy Chapter:

- Consider alternative modes of travel to automobiles, such as bike paths.
- Urbanization policies within the Plan are important in this analysis:
- Encourage orderly conversion of rural land in a pattern to assure economical extension of municipal services.
- Avoid sprawl and leapfrog development.
- Provide for a variety of residential housing types, tourist and business, commercial, light and heavy-industrial uses.
- The land use plan will provide for controlled growth and separation of incompatible uses.
- The City MAY, on a case by case basis and upon approve of the City Council, extend utilities (water, sewer, storm drainage) outside the city limits. Normally, extension of facilities will be only within the Urban Growth Boundary; however, the City Council may provide utilities for special projects outside the UGB. The utilities shall be sized to only serve the identified project.

IMPLEMENTING REGULATIONS

The Zoning Ordinance (Ordinance No. 159) as amended, implements the Comprehensive Plan by establishing specific standards for use of the land by zoning districts and other development standards. The ordinance contains regulations for off-street parking, loading and internal access but does not have development standards related to streets, use of streets or access standards.

The Subdivision Ordinance (Ordinance 44), adopted in 1964, requires the dedication of streets in subdivisions and contains street standards including street widths, as follows:

Type of Street	Minimum ROW	Minimum Roadway
Major (e.g., arterial, collector)	80	44
Minor	60	36
Minor (unusual cases)	50	28
Radius of cul-de-sac turnaround	50	45
Alley	20	20

Other provisions include reserve strips; future extension of streets; intersection angles (no less than 80 degrees with 12-foot corner radii); existing streets; half streets; cul-de-sacs (maximum length of 400 feet); street names; grades and curves; and streets adjacent to railroad right-of-way. The ordinance provides for block length “preference” standards of 800 to 1,200 feet for residential and 800 feet or less for commercial except blocks bordering arterial streets, which are to be 1,200 feet long. The Planning Commission can require 10-foot wide pedestrian ways through unusually long blocks. The ordinance also has provision for planned unit developments.

The ordinance also provides that streets can be approved by deed as well as by platting; conditions are established for this approach. The ordinance was amended in 1997 to include the provision for master development plans for phased developments. This ordinance contains provisions that permit the Planning Commission to require a traffic impact analysis and a “street development pattern” for adjoining lands where the impact from the proposed development is unknown. A criteria for approval of the master development plan includes: the transportation plan provides access to adjacent properties that allows efficient and reasonable future land divisions and promotes orderly efficient circulation pattern for the City.

STRATEGIC PLAN

The City completed a Strategic Plan in March 1998. The plan identifies strengths, weaknesses, opportunities and threats to the community in a number of areas: economic development; community services and development; infrastructure; and health and safety. Goals and Attendant Strategies are identified as part of the Strategic Foundation. The following are specific actions proposed by the Strategic Plan that could affect the TSP and land use alternatives.

GOAL: Fully develop the business and economic potential of the Boardman community.

Strategy: Provide adequate infrastructure in water, sewer, and transportation.

Project: Street Improvement Program

GOAL: Develop quality community services and facilities.

Strategy: Develop community facilities in partnership with local and public financial resources.

Statement: Business District Plan

GOAL: Effectively manage land use and transportation needs.

Strategy: Establish transportation and facility standards.

Project: Community Development Program

Project: Street Improvement Program

Strategy: Promote and support development which is consistent with a comprehensive growth and development plan.

Project: Community Development Program

GOAL: Promote and foster a high quality of life

Strategy: Develop and support programs which promote personal and property health and safety.

Project: Street Improvement Program

The Community Development Program referenced in the plan is described to include the TSP, an infill and redevelopment strategy and the identification of a central downtown area. The Street Improvement Program includes the paving and redevelopment of Locust Road, widening, sidewalks, curbs and gutters on West Columbia Avenue/Boardman Avenue and improvement of the Marine Drive overpass to include pedestrian and bike facilities.

