



Oregon

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Department of Land Conservation and Development

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NOTICE OF ADOPTED AMENDMENT

August 2, 2007



TO: Subscribers to Notice of Adopted Plan or Land Use Regulation Amendments

FROM: Mara Ulloa, Plan Amendment Program Specialist

SUBJECT: City of Pendleton Plan Amendment
DLCD File Number 003-07

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Copies of the adopted plan amendment are available for review at DLCD offices in Salem, the applicable field office, and at the local government office.

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: August 17, 2007

This amendment was submitted to DLCD for review prior to adoption with less than the required 45-day notice. Pursuant to ORS 197.830 (2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

***NOTE: THE APPEAL DEADLINE IS BASED UPON THE DATE THE DECISION WAS MAILED BY LOCAL GOVERNMENT. A DECISION MAY HAVE BEEN MAILED TO YOU ON A DIFFERENT DATE THAN IT WAS MAILED TO DLCD. AS A RESULT YOUR APPEAL DEADLINE MAY BE EARLIER THAN THE DATE SPECIFIED ABOVE.**

Cc: Gloria Gardiner, DLCD Urban Planning Specialist
Mark Radabaugh, DLCD Regional Representative
Darren Nichols, Dlcd Community Services Division Manager
Larry Ksionzyk, Community Development Planning Specialist
Bob Cortright, DLCD Transportation & Growth Management Coordinator
Michael Muller, City of Pendleton

<paa> ya

FORM 2

DLCD NOTICE OF ADOPTION

DEPT OF

This form must be mailed to DLCD within 5 working days after the final decision per ORS 197.610, OAR Chapter 660 - Division 18

(See reverse side for submittal requirements)

JUL 30 2007

LAND CONSERVATION AND DEVELOPMENT

Jurisdiction: CITY OF PENDLETON Local File No.: NONE (If no number, use none)

Date of Adoption: JULY 17, 2007 (Must be filled in) Date Mailed: JULY 26, 2007 (Date mailed or sent to DLCD)

Date the Notice of Proposed Amendment was mailed to DLCD: APRIL 3, 2007

- X Comprehensive Plan Text Amendment X Comprehensive Plan Map Amendment
Land Use Regulation Amendment Zoning Map Amendment
New Land Use Regulation Other: (Please Specify Type of Action)

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached." ADOPTED THE ECONOMIC OPPORTUNITIES ANALYSIS & THE APRIL 11, 2007 INDUSTRIAL LAND REPORT AND AMENDMENTS TO THE CITY OF PENDLETON'S COMP. PLAN TEXT & MAPS TO: EXPAND THE CITY'S UGB BY APPROX 325 SUITABLE ACRES FOR INDUSTRIAL & BUSINESS PARK USES; CREATE A 532 INDUSTRIAL RESERVE AREA.

Describe how the adopted amendment differs from the proposed amendment. If it is the same, write "Same." If you did not give notice for the proposed amendment, write "N/A." IMPLEMENTATION OF AMENDMENTS TO THE ZONING CODE & MAP WILL BE ACTED UPON SEPARATELY. THE ADOPTED AMENDMENT RETAINED APPROX 42 ACRES OF FUTURE INDUSTRIAL LAND & INCREASED THE URBAN RESERVE AREA BY APPROX 42 ACRES

Plan Map Changed from: COUNTY AGRICULTURAL to CITY UGB/URBAN RESERVE AREA
Zone Map Changed from: NA to NA
Location: NORTH & WEST OF AIRPORT Acres Involved:
Specify Density: Previous: NA New: NA
Applicable Statewide Planning Goals: 9, 11, 12 & 14
Was an Exception Adopted? Yes: No: X

DLCD File No.: 003-01 (16012)

Did the Department of Land Conservation and Development **receive** a notice of Proposed

Amendment **FORTY FIVE (45) days prior to the first evidentiary hearing.** Yes: No:

If no, do the Statewide Planning Goals apply. Yes: No:

If no, did The Emergency Circumstances Require immediate adoption. Yes: No:

Affected State or Federal Agencies, Local Governments or Special Districts: UMATILLA COUNTY,
OE & COO, OREGON GOVERNOR'S COMMUNITY SOLUTIONS OFFICE

Local Contact: MICHAEL W. MULLER Area Code + Phone Number: 541-966-0261

Address: 500 SW DORION AVE City: PENDLETON

Zip Code+4: 97801-2090 Email Address: mike.muller@oci.pendleton.or.us

ADOPTION SUBMITTAL REQUIREMENTS

This form **must be mailed** to DLCD **within 5 working days after the final decision**
per ORS 197.610, OAR Chapter 660 - Division 18.

1. **Send this Form and TWO (2) Copies of the Adopted Amendment to:**
ATTENTION: PLAN AMENDMENT SPECIALIST
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT
635 CAPITOL STREET NE, SUITE 150
SALEM, OREGON 97301-2540
2. Submit **TWO (2) copies** the adopted material, if copies are bounded please submit **TWO (2) complete copies** of documents and maps.
3. **Please Note:** Adopted materials must be sent to DLCD not later than **FIVE (5) working days** following the date of the final decision on the amendment.
4. Submittal of this Notice of Adoption must include the text of the amendment plus adopted findings and supplementary information.
5. The deadline to appeal will not be extended if you submit this notice of adoption within five working days of the final decision. Appeals to LUBA may be filed within **TWENTY-ONE (21) days** of the date, the "Notice of Adoption" is sent to DLCD.
6. In addition to sending the "Notice of Adoption" to DLCD, you must notify persons who participated in the local hearing and requested notice of the final decision.
7. **Need More Copies?** You can copy this form on to 8-1/2x11 green paper only ; or call the DLCD Office at (503) 373-0050; or Fax your request to:(503) 378-5518; or Email your request to Mara.Ulloa@state.or.us - ATTENTION: PLAN AMENDMENT SPECIALIST.

ORDINANCE NO. 3757

AMENDING ORDINANCE 3442 (THE 1990 COMPREHENSIVE PLAN) TO ADOPT CHANGES RESULTING FROM PENDLETON'S 2006 PENDLETON ECONOMIC OPPORTUNITIES ANALYSIS

Whereas, Over the past 1½ years Pendleton has conducted *The 2006 Pendleton Economic Opportunities Analysis*; and

Whereas, *The 2006 Pendleton Economic Opportunities Analysis* provides the factual basis for Pendleton's economic plan; and

Whereas, Pendleton adopted *The 2006 Pendleton Economic Opportunities Analysis* to assure that Pendleton can provide the infrastructure and land base necessary to attract and maintain commercial and industrial employers that are reasonably likely to expand or locate in the Pendleton area; and

Whereas, implementing *2006 Pendleton Economic Opportunities Analysis* requires certain changes to the Pendleton's Comprehensive Plan;

Now, Therefore;

THE CITY OF PENDLETON ORDAINS AS FOLLOWS:

Section 1: The Pendleton Comprehensive Plan adopted by Ordinance 3442 is amended at page 8 (Economic Plan) as follows:

- Pendleton shall maintain a continuous 20-year supply of commercial and industrial sites within the Pendleton UGB. This land will be held in reserve to meet the specific siting requirements of prospective employers.
- Pendleton will work with property owners and prospective employers to plan for and finance the extension of public streets, sanitary sewer and water improvements necessary to serve designated employment sites.
- Pendleton and Umatilla County will identify and protect additional large industrial sites within a 50-year Industrial Reserve Area (IRA) to ensure an adequate supply of sites will be available to meet the longer-range needs of targeted employers.
- As industrial sites develop and consistent with Goals 9 (Economy) and 14 (Urbanization), the City and County will legislatively amend the Pendleton Comprehensive Plan to transfer needed sites from the IRA to the UGB.

- Pendleton and Umatilla County will amend the Urban Growth Management Agreement (UGMA) to facilitate the timely transfer of industrial land from the IRA under the following circumstances:
 - (a) A prospective industrial firm provides specific information regarding its site requirements.
 - (b) The City demonstrates that these site requirements cannot reasonably be met on suitable land within the existing UGB.
 - (c) The prospective industrial firm has signed a purchase agreement for the subject IRA site.
 - (d) The City of Pendleton has prepared a feasible plan for extension of sanitary sewer and water services to the subject site within one year of adoption of the UGB amendment.
- The City and County will work with the Department of Land Conservation (DLCD) and the Governor's Economic Revitalization Team (ERT) to achieve an expedited process to the transfer of a needed site from the IRA to the UGB.

Section 2: The Pendleton Comprehensive Plan adopted by Ordinance 3442 is amended at page 32 (Commercial Plan) as follows:

- In order for the Goad Road site to develop for planned neighborhood commercial and residential zones, the following must occur:
 - (a) After considering buildable land within the Pendleton UGB, 20-year need for additional commercial and residential land must be shown.
 - (b) The City must adopt amendments to the Pendleton Zoning Map showing the location of neighborhood commercial and residential uses that is consistent with the needs analysis and master development plan described above.
 - (c) The City and/or property owner will prepare a master development plan showing the location of principal streets, sanitary sewer and water services necessary to serve commercial and residential land.
 - (d) The land must be annexed to the City of Pendleton.
- The City will encourage more intensive development of Central Pendleton for retail, office, and tourist commercial uses, while encouraging heavy commercial uses to consider location and expansion in the Airport Business Park.

Section 3: The Pendleton Comprehensive Plan adopted by Ordinance 3442 is amended at page 42 (Industrial Plan) as follows:

- Pendleton shall provide and maintain an adequate supply of suitable industrial sites to attract targeted firms consistent with Statewide Planning Goal 9 (Economy

of the State), the recommendations of the Pendleton Technical Advisory Committee, and the 2006 Pendleton Economic Opportunities Analysis (EOA).

- As sites are developed for targeted industrial users, the City and County shall periodically amend the Urban Growth Boundary (UGB) provide replacement sites from the Industrial Reserve Area (IRA).
- Land within the Airport Industrial District shall be reserved for the general types of industrial uses identified in the EOA as summarized on Policy Table A:

Table A. Airport Industrial Sites – Pendleton UGB

Site Name	Gross Acres	Suitable Acres	Site Need	Location / Comment
Site I-A	133	70	General Industrial	Within original UGB; City owned lease-only land N of Barnhart Road Extension
Site 1-OE (Pinkerton)	100	75	Regional Distribution Center + General Industrial	Within 2001 UGB; mostly South of Barnhart Road Extension
Pinkerton 1-N	160	106	Large Site + General Industrial	West of Stage Gulch Road, North of Barnhart Road Extension
Pinkerton 2-S	127	125	Regional Distribution Center	South of Barnhart Road Extension; Combine w/ Site 1-OE (Pinkerton) for 200-acre site
Miller 1-W	8442	5025	General Industrial	Retain to meet general industrial needs; East of Stage Gulch Road, North of Daniel Road
Airport 1-W	100	45	Master Planned Business Park	Retain as master planned business park; East of Stage Gulch Road, North of Airport
Total	704662	471446		All sites served by Barnhart Road Extension or Stage Gulch Road Arterial

- Pendleton shall continue to aggressively market privately-owned industrial sites in East-Central Pendleton and at the Westgate Interchange. Together, these sites have approximately 96 suitable industrial acres with available sewer, water and transportation services.
- To provide for greater flexibility in siting light industrial / heavy commercial, office and supporting service commercial uses, a new Business Park designation shall be applied to lease-only sites owned by the City of Pendleton west and north of the Pendleton Airport. This designation will be implemented by a new “Business Park” zoning district.

Business Park Policies

- To ensure that land within the Business Park designation is suitable and available for a wide range of employment uses in a timely manner, the City shall prepare a new “Business Park” zone.

- To improve the marketability of lease-only land and provide limited commercial development options, the Business Park zone will allow a mix of light industrial, heavy commercial, office and supporting service commercial uses.
- To ensure development efficiency and compatibility of land uses, the Business Park zone will require a master development plan showing the location of access streets, sanitary sewer and water facilities necessary to serve lease-only land.

Section 4: The Pendleton Comprehensive Plan adopted by Ordinance 3442 is amended at page 72 (Transportation Plan) as follows:

Airport / Agricultural Reserve Policies

- Land designated Airport / Agricultural Reserve on the Pendleton Comprehensive Plan Map shall be retained in Exclusive Farm Use (EFU) unless needed (a) to expand airport facilities, or (b) extend public facilities necessary to serve industrial and business park land efficiently. If Airport / Agricultural Reserve land is needed for these limited purposes, rezoning to Airport Activities (AA) shall be required.

PASSED by the City Council and approved by the Mayor July ____, 2007

APPROVED: _____
Phillip W. Houk
Mayor

ATTEST: _____
Judi Zoske
City Recorder

APPROVED AS TO FORM:

Peter H. Wells
City Attorney

PENDLETON INDUSTRIAL LAND REPORT

APRIL 26, 2007

FUNDED BY A TECHNICAL ASSISTANCE GRANT FROM
THE DEPARTMENT OF LAND CONSERVATION & DEVELOPMENT

TABLE OF CONTENTS

Introduction	2
Acronyms	2
Map List	2
Work Program	3
Work Completed Over Last Several Months	3
Conclusions	4
Section 1: Industrial Land Needs	4
1.1 Industrial Site Size Needs	5
1.2 Site Characteristics Required by Targeted Industries	5
1.3 Industrial Site Supply within Existing UGB	6
Table 1. Industrial Land Supply in Pendleton Urban Growth Boundary	6
1.4 Unmet Industrial Site Needs	7
Section 2: Proposed Expansion Areas	7
2.1 Urban Growth Boundary	7
Table 2. Proposed Industrial Sites - Pendleton Urban Growth Boundary	8
2.2 Industrial Reserve Area	9
Table 3. Proposed Industrial Sites - Pendleton Industrial Reserve Area	9
2.3 Impact on Agricultural Lands	10
Section 3: Comprehensive and Zoning Ordinance Amendments	11
3.1 Amend Comprehensive Plan Map and Employment Policies	11
3.1.1 Protect Industrial Sites for Intended Use	11
3.1.2 Encourage Development of Serviced Areas within UGB	11
3.1.3 Plan for Sewer, Water & Street Extensions	12
3.1.4 Establish an Expedited UGB Amendment Process for Industrial Sites	12
3.1.5 Designate Goad Road Site for Future Commercial and Residential Use	12
3.2 Amend Industrial Zones	12
Summary of Recommendations	13

Introduction

This report summarizes the results of coordinated industrial land planning efforts in 2006-07. This report includes the recommendations of the Pendleton Technical Advisory Committee (TAC) regarding industrial and commercial land need and supply.

In simple terms, the City has re-examined the City's industrial site needs and the supply of industrial sites within the existing Urban Growth Boundary (UGB). Based on this information, this report recommends amendments to Pendleton's 20-year UGB and 50-year Industrial Reserve Area (IRA). The proposed UGB and IRA are shown on Maps A and E. These maps also show large industrial sites within the existing Pendleton UGB.

The TAC has also recommended amendments to the Pendleton Comprehensive Plan and Zoning Ordinance to ensure that new industrial sites will be provided with urban services and protected for their intended industrial use. As indicated in the Table of Contents, the report is organized to achieve the City's work program objectives simply and effectively.

Acronyms

UGB = Urban Growth Boundary (20 year land supply)

IRA = Industrial Reserve Area (30-50 year land supply)

EOA = Economic Opportunities Analysis (identifies target industries and their site requirements)

TAC = Technical Advisory Committee (the committee assigned by the City to review the EOA and make recommendations regarding UGB and IRA expansion)

ODOT = Oregon Department of Transportation

DLCD = Department of Land Conservation and Development

ERT = Governor's Economic Revitalization Team

Map List

The project team has used existing maps in the Pendleton Comprehensive Plan and has worked with City staff to prepare the following maps:

Map A: Proposed 2026 Urban Growth Boundary (UGB) and 2056 Industrial Reserve Area (IRA)

Map B: Existing Industrial Sites within Pendleton UGB (TBAC - 2000)

Map C: Agricultural Soils outside Pendleton UGB

Map D: Flat Areas outside Pendleton UGB

Map E: Public Facilities Plan for Pendleton UGB and IRA (Pendleton Public Works) (revised)

Map F: Employment Sites within Proposed 2026 UGB and 2056 IRA

Map G: The Barnhart Road Extension (Pendleton Public Works)

Map H: Goad Road Property as adopted (new)

Work Program

The DLCD Technical Assistance Grant included three basic tasks to meet the City's objectives and comply with state law.

- A. Based on interviews and input from the Technical Advisory Committee, prepare an Economic Opportunities Analysis that identifies the site requirements of targeted industries and compare these needs with the existing industrial land supply to determine UGB expansion needs.
- B. Prepare draft amendments to Pendleton Comprehensive Plan and the Pendleton Zoning Code to implement the recommendations of the Economic Opportunities Analysis as reviewed by the Technical Advisory Committee.
- C. Work with City staff to prepare maps showing the location of the proposed UGB expansion.

The project team also provided industrial and commercial site needs information that served as the basis for identifying 50-year industrial land needs to serve as the basis for designating an industrial urban reserve area.

This report incorporates all four tasks into a single, concise document.

Work Completed Over Last Several Months

This has been a team effort - involving City staff, the Governor's Economic Revitalization Team (Cheri Davis), and the Department of Land Conservation and Development (Darren Nichols). Since our last TAC meeting in August, the project team has re-examined the conclusions of the Economic Opportunities Analysis (ECONorthwest, 2006) and the Pendleton Urban Fringe Land Use Study, Phase II (TBAC, 1999). In addition to a series of phone conferences, there have been a dozen or so task meetings in Salem, Portland and Pendleton. During this time, the City documented additional inquiries from potential major employers that have reinforced the justification for large industrial sites.

Public Works' analysis has been critical to the team's success. Public Works prepared detailed topographic maps to refine industrial land supply numbers; and analyzed the feasibility of extending sanitary sewer and water facilities to serve alternative industrial sites. See Maps B and E.

As a result of this work, this report includes the recommendations of the project team and the TAC regarding *how much and what kind of land to add to the UGB and where to add it*. The report also includes recommendations regarding establishment of the Industrial Reserve Area (IRA); amendments to the Pendleton Comprehensive Plan; and corresponding changes to the Pendleton Zoning Ordinance.

Conclusions

This work led to several key conclusions:

- Pendleton has less suitable industrial land than originally thought;
- Pendleton should meet large-scale industrial expansion needs on flat, serviceable sites, with several owners, that are close to the Airport and have access from both Barnhart and Airport Roads; and
- Reaching further westward (over a series of ravines that would require a series of expensive sanitary sewer pump stations) to the Barnhart Road interchange would be prohibitively expensive and would rely on a single owner (Pinkerton) for meeting most of the communities long-term industrial needs.

The proposed UGB and IRA include flat and serviceable sites with willing sellers (Pinkerton, Miller, Lorenzen and Nelson) or that can be leased from the City of Pendleton.

Section 1: Industrial Land Needs

The Benkendorf Associates Corporation's (TBAC's) 1999 *Urban Fringe Land Use Study, Phase II* (Table 67) used the "employee-per-acre" method to project a Year 2020 industrial land need of 142 buildable acres. In contrast, ECONorthwest's 2006 *Economic Opportunities Analysis* (Table S-5) used the "site needs" method to project a Year 2026 industrial land need of 326 buildable acres in various site sizes.

Based on inquiries from two large warehouse and distribution firms and comments from the Technical Advisory Committee, ECONorthwest revised the *Economic Opportunities Analysis* to include a special need for a large (200-acre), flat site (less than 7% slope), with I-84 access (via the relatively level Barnhart Road Extension). In addition, the City has received inquiries from an aeronautics manufacturer and a computer firm in the last two months, each of which desired a site in the 30-50 acre range.

Table S-5 of the *Economic Opportunities Analysis* now projects a Year 2026 *industrial* land need for 526 suitable acres including sites in various size ranges, as discussed below. (Note: 173 acres are needed to meet *retail commercial and service* land needs.)

1.1 Industrial Site Size Needs

Table S-5 also shows the site sizes that will be needed by targeted industries. In the larger site categories, ECONorthwest projects that Pendleton will need: two sites in the 20-50 acre range (two medium sized firms); three sites in the 50+ acre range (two large firms + a business park site); and one site in the 150-200 acre range (one regional distribution center).

1.2 Site Characteristics Required by Targeted Industries

The *Economic Opportunities Analysis* (Table 4-6) describes the site characteristics required by categories of targeted industrial firms. In summary, industrial firms that are likely to come to Pendleton require:

- Flat sites with slopes of 7% or less with less are required by all targeted industries.
- Rectangular sites (as opposed to irregular sites) that can efficiently accommodate parking, truck maneuvering areas, and large buildings.
- Direct access to the arterial street system and I-84 (all target industries).
- Direct access to rail or air transportation (some target industries).
- Sanitary sewer, water and electrical power services (all target industries).
- Land use buffers from residential uses (most target industries).
- Location outside of airport runway approach zones (all target industries).

Other site requirements were determined locally and include the following:

- **Sites must be accessible to semi-trailer truck traffic.** Technical Advisory Committee members and City staff identified a specific access-related site requirement. Industrial sites must have an arterial street connection to I-84 with a *relatively level grade* to safely accommodate large, semi-trailer trucks. One reason why Pendleton had been rejected by wholesale distribution users such as Wal-Mart and Bi-Mart was the steep grade of Airport Road leading to the City's airport industrial area.
- **Only 15% of local site need will be met on City-owned airport property.** Another locally-identified site requirement relates to land ownership. According to Larry Dalrymple, Airport Manager and Economic Development Director, many firms have

chosen not to locate on land near the Pendleton Airport because of *federal leasing requirements*. As documented in the Urban Fringe Land Use Study, Phase II, only 15% of industrial land need can be met on airport land owned and leased by the City.

- **Unaccounted for flood plain limitations.** Public Works staff has documented *flood plain limitations* that were not identified in the TBAC study. Location outside the 100-year floodplain is a site requirement for all targeted industries.

1.3 Industrial Site Supply within Existing UGB

Over the last six months, the project team has refined the industrial site inventory prepared by Benkendorf in 1999. (See Map G: Industrial Sites within Existing Pendleton UGB.) One of the key findings in the 1999 TBAC study (Table V.3) was that only 15% of Year 2020 industrial land need would be met on Airport Industrial Sites A-D owned by the City of Pendleton, because most industrial users prefer to own industrial property free and clear.¹

Table 1 applies the same 15% calculation to the 327-acre Year 2026 general industrial land need (excluding the 200-acre distribution center site) projection developed by ECONorthwest, leading to the conclusion that 48 acres of the City-owned airport industrial land will be developed during the planning period. After accounting for new industrial uses and site constraints, Table 1 shows that the City now has 219 net acres that are suitable for industrial use.

Table 1. Industrial Land Supply in Pendleton Urban Growth Boundary

Site Reference	Site Location	Suitable Acres	Comment
Industrial A-D	Pendleton Airport - City	48	15% of 327 needed acres (less 200 acre distribution center site need)
Industrial - E	Westgate: I-84	15	Phase II Inventory (1999)
Industrial - F	Interchange NE	26	Phase II Inventory (1999)
Industrial - G	Westgate: I-84 Interchange SW	54	Phase II Inventory (1999)
Industrial - H		0	Phase II Inventory (1999)
Industrial - I		0	Site completely within 100-year floodplain
Industrial - J	East Pendleton	1	Phase II Inventory (1999)
Industrial - OD	Goad Road	42	Site added to UGB in 2000 and has 159 buildable acres; but most lacks direct arterial street access to I-84. <i>Re-designate for commercial and residential uses.</i>
Industrial - OE	West Airport	75	Phase II Inventory (1999) – Site added to UGB in 2000
Total		261	

¹ Table V.3 of the Urban Fringe Land Use Study, Phase II (p. 49), states that: "Lease-only land need is estimated at 15% of total industrial land need of 189.5 acres = 28.4 acres. Sites [I-A, I-B, I-C, & I-D] listed as having 132.7 gross buildable acres or 104.3 excess acres of lease-only land."

Source: TBAC Inventory updated by City of Pendleton Public Works Department

1.4 Unmet Industrial Site Needs

Pendleton needs 327 suitable acres plus a 200-acre site for a regional distribution center, for a total of 527 suitable acres. After accounting for land with slope, floodplain, access, airport (approach zone), and ownership (leased airport land) constraints, Pendleton has a total of 219 suitable acres, resulting in an unmet aggregate need of 308 suitable acres. Unmet large site needs include the following: three sites in the 50 acre range (two additional large firms + a second business park site) and one additional site in the 200 acre range (a second regional distribution center).

Section 2: Proposed Expansion Areas

The only area immediately outside the Pendleton UGB that meets these industrial site requirements is found near the Pendleton Airport. This area is relatively flat, lies outside the floodplain, has proximate urban services, and will be accessible from the Barnhart Road Extension. This planned arterial street will connect large, flat sites on the plateau shared by the Pendleton Airport with the Barnhart Interchange. This means that heavy truck traffic will have direct access to public and private land in the Airport Industrial Area without having to drop back down into the Umatilla River Valley.

2.1 Urban Growth Boundary

The Pendleton UGB must be expanded by about 308 acres to provide suitable sites for most target industries. To meet site suitability requirements the sites must:

- have flat, developable areas with slopes of 7% or less;
- be outside the 100-year floodplain;
- have arterial street access to I-84 with gradients that can accommodate large, semi-trailer trucks and without having to travel through residential areas; and
- be proximate to existing sanitary sewer and water lines.

Although access to the airport is important for some target industries, most require private land that can be purchased rather than leased. For these reasons, the Pendleton UGB should be expanded north and west of the existing airport, mostly on to private land.

Pendleton Public Works looked carefully at the cost of providing urban services to land further to the west of the Airport - towards the Barnhart Interchange. Due to a series of intervening

ravines, the cost of extending sanitary sewer (with a series of lift stations) would be prohibitively high.

By expanding north on *both sides of Stage Gulch Road and west along both sides of Barnhart Road*, infrastructure costs can be shared by the City and benefiting properties. This has the effect of lowering per acre development costs and creating incentives for cooperation among property owners to participate in street, sanitary sewer and water improvement costs.

The proposed UGB is designed to minimize adverse impacts on existing farming operations. Most of the proposed UGB is bounded on the north by Stage Gulch Road or the unimproved extension of Airport Road, on the east by the existing UGB, and on the south by unbuildable land that is also too steep for wheat production.²

Finally, the City considered the need for multiple owners - rather than having the entire large-site industrial land supply under the control of a single owner. This was an important reason for expanding the UGB north to include a portion of the Miller property (Stage Gulch Road), as well as portions of the Pinkerton property (Stage Gulch and Barnhart Roads).

Table 2 identifies industrial sites and corresponding suitable land area proposed for inclusion within the Pendleton Year 2026 Urban Growth Boundary. To determine suitable acres (as opposed to gross) acres, this report used the same method used by TBAC for subtracting out unbuildable areas. **A total of 467 gross acres are proposed within the 2026 UGB, 325 of which are suitable** (after accounting for existing and future streets, the airport approach zone and unbuildable ravines and natural drainageways) **for industrial or business park use.**

Table 2. Proposed Industrial Sites - Pendleton Urban Growth Boundary

Site Name	Gross Acres	Suitable Acres	Site Need	Location / Comment
Pinkerton 1-N	160	105	Large Site + General Industrial	West of Stage Gulch Road; North of Barnhart Road
Pinkerton 2-S	127	125	Regional Distribution Center	South of Barnhart Road; Combine with UGB land (Site I-OE also owned by Pinkerton) for 200-acre site
Miller 1-W	42	25	Large Site + General Industrial	Retain to meet general industrial needs; East of Stage Gulch Road, North of Daniel Road
Airport 1-W	100	45	Master Planned Business Park	Retain as master planned business park; East of Stage Gulch Road; North of Airport
Total	425	300		All sites served by Barnhart Road Extension or Stage Gulch Road Arterial

The over supply (17 acres) shown on Table 2 was based on large site needs and Goal 14

² Due to its south-facing slope, this land could be used for viticulture.

locational factors (i.e., the requirement to establish a logical UGB with effective buffers from agricultural land).

2.2 Industrial Reserve Area

The EOA projects that Pendleton's industrial site needs will be roughly the same for the period 2026-2056 as they are from 2006-2026: approximately 526 suitable acres with the same site size, topographical and locational characteristics. Some of this need can be met on property owned by the City that is subject to long-term lease requirements, and the remainder will be met on land held in private ownership that is available for purchase.

For reasons stated above, the Industrial Reserve Area also should be located on the plateau near the Pendleton Airport that can be accessed via the Barnhart Road Extension. By clustering industrial uses on the relatively flat and serviceable plateau outside the floodplain, site suitability requirements will be met and long-term land use conflicts with residential areas will be avoided.

The willingness of property owners to sell their land for industrial development was an extremely important factor in the City's decision to draw the IRA boundary as shown on Map A. The Engdahl family was adamantly opposed to inclusion within the IRA, whereas the Miller, Lorenzen and Nelson families were supportive. By including four willing owners, plus the City of Pendleton, the City will ensure that land prices will be competitive.

Table 3 identifies industrial sites and corresponding suitable land area proposed for inclusion within the Pendleton Year 2056 Industrial Reserve Area. **A total of 706 gross acres are proposed, 532 of which are suitable** (after accounting for streets, airport approach zone and natural drainageways) **for industrial use.** Over the next 50 years, there will be a six acre surplus.

Table 3. Proposed Industrial Sites - Pendleton Industrial Reserve Area

Site Name	Gross Acres	Suitable Acres	Large Site Need	Location / Comment
Airport 2-N	100	63	Business Park (2)	East of Stage Gulch Road; South Daniel Road
Miller 1-W	42	25	Large Site + General Industrial	East of Stage Gulch Road, North of Daniel Road
Miller 2-E	76	54	Large Site + General Industrial	North of Daniel Road and Airport Business Park
Miller 3-N	40	30	General Industrial	North of Stage Gulch Road
Lorenzen	40	30	General Industrial	North of Stage Gulch Road
Nelson	62	44	General Industrial	Northeast of Airport Business Park; served by Daniel Road and Hagen Road
Pinkerton 3-N	189	121	Large Site + General Industrial	North of Barnhart Road Extension
Pinkerton 4-S	210	190	Regional Distribution Center (2)	Retain large site for distribution center S of Barnhart Road

Total	759	557	All sites served by Barnhart Road Extension, Stage Gulch Road or Daniel Road Arterials
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2.3 Impact on Agricultural Lands

The project team considered land within a half-mile or more of the existing UGB as potential industrial expansion areas. Over time, the Umatilla River and its tributaries have carved a canyon from upland plateau. Generally speaking, high value agricultural land is found on the valley floor or on the plateau; conversely, poorer Class III-VII agricultural soils are found in the natural drainageways, and along the dry wash ravines and canyon walls, where the very good soil has been eroded by the elements. The plateau on both sides of the Umatilla River canyon is comprised of non-irrigated Walla Walla and Anderly silt loams, Class II and III soils that support dry land wheat and, more recently, canola oil production. However, only land on the north side of I-84 is accessible to semi-trailer truck, air and rail transportation facilities.

As shown on Map C and D, suitable industrial land is also high value agricultural land. In the Pendleton area, flat land is associated with either: (a) the Umatilla River valley floor; or (b) the plateau above the City. Unfortunately, both of these areas have high value farmland with predominantly Class II agricultural soils. In contrast, large tracts of land with lower value Class III-VII agricultural soils typically are too steep to be suitable for industrial uses or they are located in the 100-year floodplain.

Most of the City's industrial and commercial land supply is found on the Umatilla River valley floor within the UGB. This land has both rail and highway access and is suitable for meeting the needs of many potential employers. However, this land has either been developed or accounted for in Table 1. The supply of flat land within the existing UGB is insufficient to meet long-term employment needs, as documented in the Pendleton Economic Opportunities Analysis.

There is a reason why the Pendleton Airport located on the plateau above the Umatilla River: the land is flat, plentiful and separated from residential areas. Similar to industrial firms, airports need large tracts of flat land without residential conflicts. Until recently, however, highway access to the plateau has been limited by steep road grades.

However, the Pendleton Airport Industrial Area will soon be accessible from the Barnhart Road Extension, which provides direct and level access from the Barnhart Road Interchange to the industrial land near the Pendleton Airport. Similar access to I-84 is not available to the upland plateau on the south side of the river. This makes the Airport Industrial Area uniquely suited to meet Pendleton's long-term industrial siting needs.

With regard to compatibility with agricultural practices, it is noteworthy that farming operations in the Pendleton area have co-existed with the airport and associated industrial uses since the airport was built in World War II. Unlike residential uses, industrial uses do not create serious

conflicts with neighboring agricultural activities and, therefore, the need for natural or artificial buffers is reduced.

Nevertheless, the proposed UGB and IRA boundaries have been drawn along road rights-of-way (Stage Gulch, Daniel and Snyder Roads and I-84) or the centerlines of natural drainageways (southern seasonal tributary to Stage Gulch), and the UGB where feasible. In addition to separating industrial from agricultural activities, providing natural or artificial buffers means that farming equipment associated with plowing, planting and harvesting operations will not need to cross ravines or roads to access large wheat or canola fields.

Section 3: Comprehensive and Zoning Ordinance Amendments

Appendix A includes proposed amendments to the Pendleton Comprehensive Plan. Appendix B includes proposed amendments to Pendleton's M-1 Light Industrial Zone and establishes a new Business Park mixed industrial - commercial zone.

3.1 Amend Comprehensive Plan Map and Employment Policies

Proposed Comprehensive Plan amendments ensure that industrial and business park land will be maintained in large parcels until provided with urban transportation, sewer and water facilities, and developed for targeted industrial uses. Plan policies also encourage more intensive and appropriate development of remaining land within the UGB.

3.1.1 Protect Industrial Sites for Intended Use

Map A shows industrial and business park sites added to the 2026 UGB and established in the 2026-56 IRA. Table 2 shows how each site will meet the needs of targeted industries.

Amended comprehensive plan policies make it clear that:

- Commercial and residential development will be prohibited on industrial sites (Pinkerton 1-N and Miller 1-W) ;
- One very large site (Pinkerton 2-S combined with the southern portion of Site I-OE) will be reserved exclusively for a regional distribution center); and
- The business park located on City-owned airport property (Airport 1-W) will allow a range of industrial, heavy commercial, office and supportive commercial uses subject to an approved but flexible master plan.

3.1.2 Encourage Development of Serviced Areas within UGB

Amended comprehensive plan policies encourage the use of serviced industrial and commercial sites within the existing UGB. While the City has demonstrated a need for large, flat sites north and west of the Pendleton Airport, Pendleton's economic development efforts will continue to focus on vacant and partially vacant and serviced industrial and commercial sites accessed from the West I-84 Interchange.

Plan policies also recognize the unique role played by the Central Pendleton commercial area in meeting regional commercial, office and tourist needs. This area currently has a wide range of retail, office, tourist and heavy commercial / light industrial uses. In an effort to encourage the revitalization of the historic downtown core of the City, Pendleton will work with heavy commercial / light industrial businesses to find more suitable locations in the Airport Business Park or on designated industrial land.

3.1.3 Plan for Sewer, Water & Street Extensions

The 2006-07 economic planning process would not have been successful without the active involvement and creative problem-solving of the Pendleton Public Works Department.

Map B shows the location of the planned Barnhart Road Extension, as well as sanitary sewer lines (primarily gravity flow) that will be extended to serve industrial and business park sites within the UGB and IRA.

Appendix C is a summary of sanitary sewer, water and transportation costs necessary to serve industrial and business park sites within the UGB and IRA expansion areas.

3.1.4 Establish an Expedited UGB Amendment Process for Industrial Sites

The Technical Advisory Committee requested that Winterbrook prepare an expedited process for transferring needed industrial sites from the IRA to the UGB. The comprehensive plan now includes such a process, to go into effect if a major industrial firm cannot find a suitable site within the Pendleton UGB. This policy explicitly recognizes that the EOA may not have targeted all potential industrial users or their specific site needs.

3.1.5 Designate Goad Road Site for Future Commercial and Residential Use

The Goad Road site was included within the UGB in 2001. At that time, TBAC determined that the 438-acre site had 139 "buildable" acres. However, the site has since been found to be unsuitable for industrial use due to access and topographical constraints (Martin Davis Consulting in 2003 and ECONorthwest in 2006). The 2006 EOA excluded this land from the inventory of suitable industrial sites. Consequently, the comprehensive plan will include explicit policy direction to re-designate this 438-acre site for a combination of commercial and residential use, upon demonstration of 20-year need. In the meantime, the Goad Road site would retain its current EFU zoning.

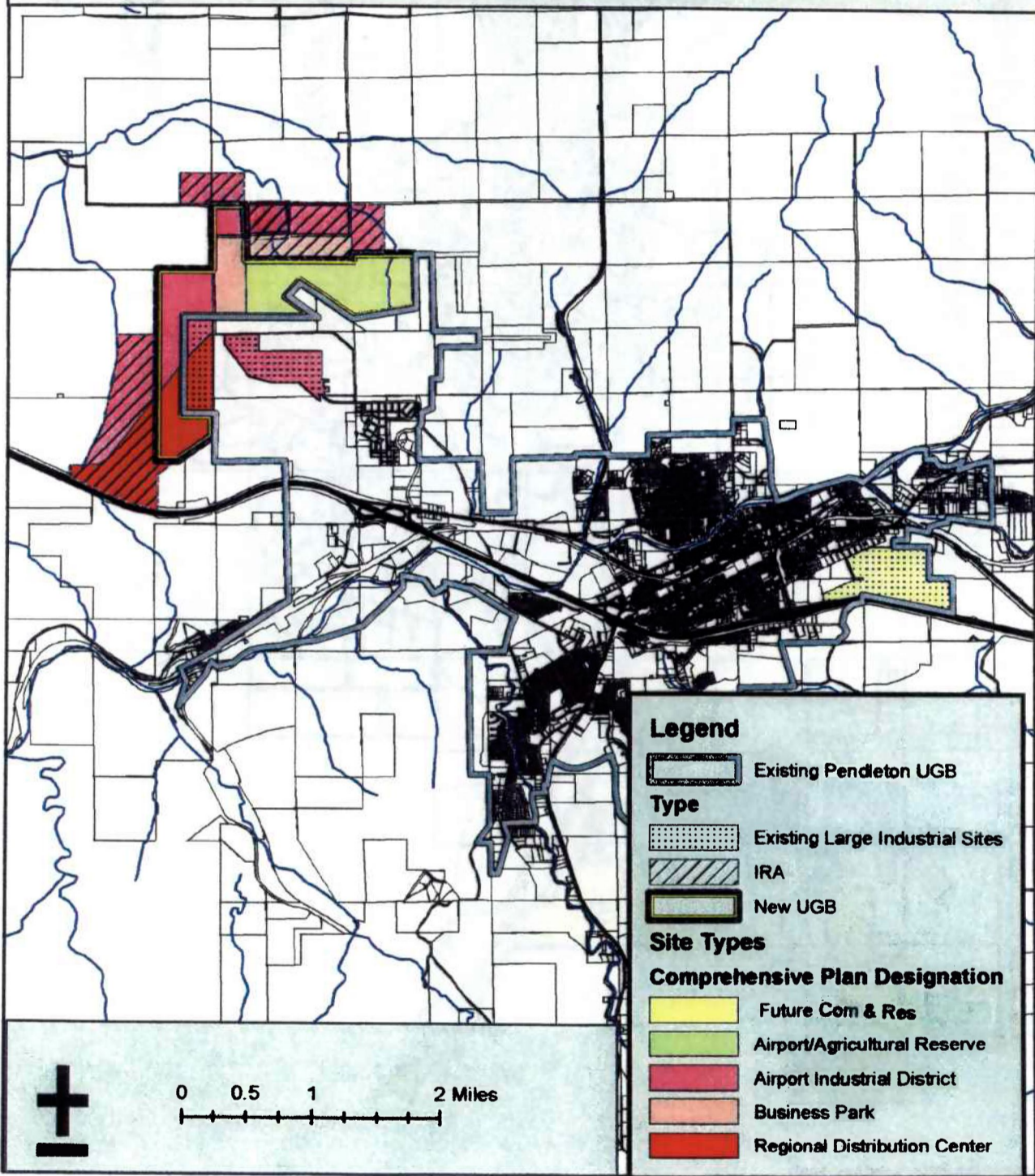
3.2 Amend Industrial Zones

Pendleton now has two industrial zones (M-1 Light Industrial and M-2 Heavy Industrial). These zones need to be modified slightly to implement the policies discussed in Section 3.1.1 above. In addition, a new "Business Park" zone is proposed. This zone will be applied to City-owned airport property. The Business Park zone would allow a range of industrial, heavy commercial and supporting service commercial uses (restaurants, banks, personal service) subject to an approved master plan.

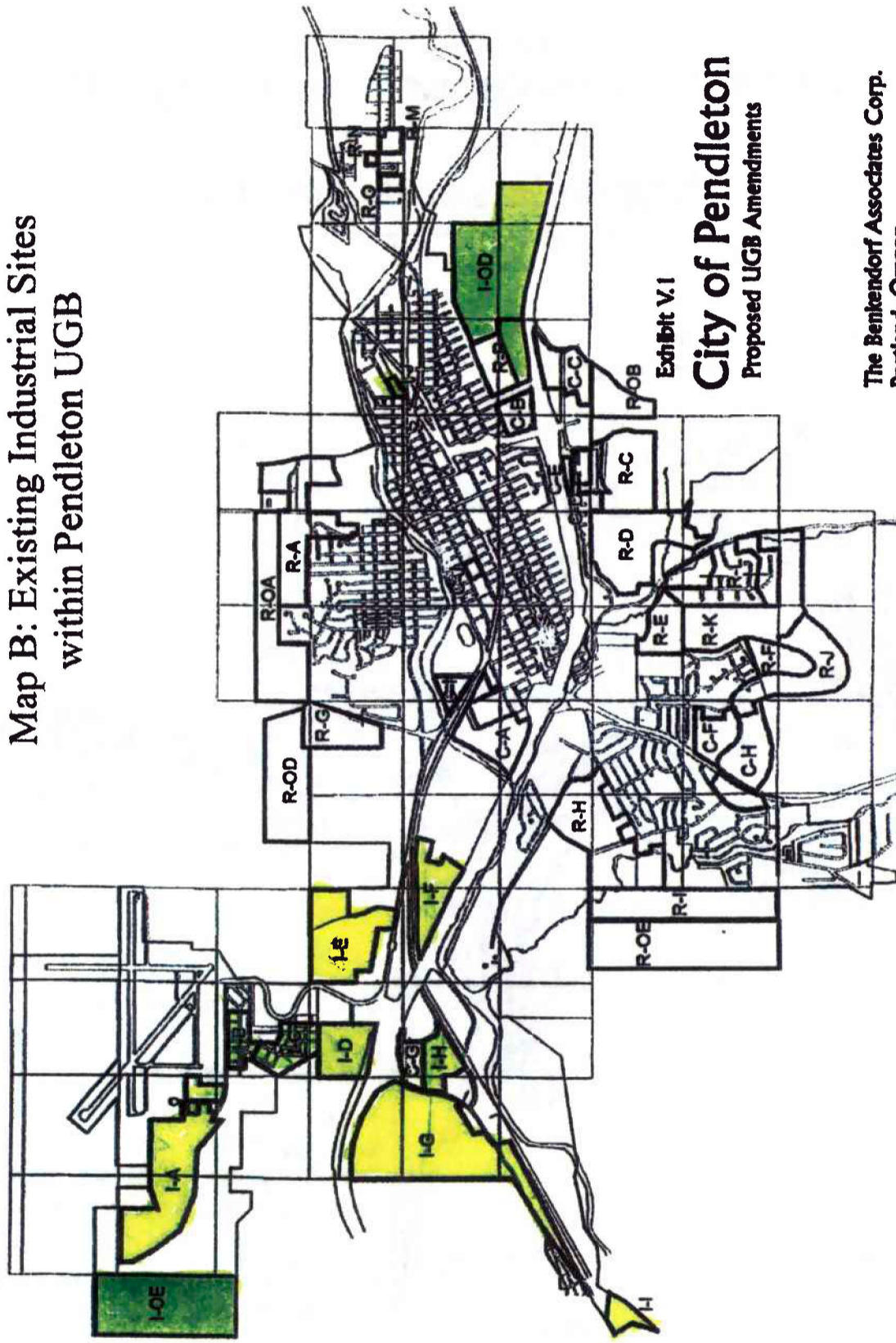
Summary of Recommendations

- A. Amend the Pendleton and Umatilla Comprehensive Plan text and maps to:
1. Expand the Pendleton Urban Growth Boundary (UGB) to include 325 suitable acres of industrial and business park land west of the Airport (served by the planned Barnhart Road Extension and Stage Gulch Road). See Maps A and F, and Table 2. As urban services are extended to these areas, *this land is immediately available for industrial and business park development.*
 2. Establish the Pendleton Industrial Reserve Area (IRA) to include 532 suitable acres west and north of the Airport (served by the planned Barnhart Road Extension, Stage Gulch Road and Daniel Road) within an industrial reserve. See Maps A and F, and Table 3. *This land will be first priority for inclusion within the UGB when specific need is demonstrated.*
 3. Focus economic development efforts on serviced industrial and commercial land within the UGB.
 4. Reserve large industrial sites within the Pendleton UGB for their intended industrial use.
 5. Create a new "Business Park" designation to allow light industrial, heavy commercial and supporting service commercial uses in a master planned setting.
 6. Re-designate the Goad Road industrial site for a combination of commercial and residential use.
 7. Create an expedited process for bringing industrial sites from the IRA to the UGB where need can be shown and services provided in a timely manner.
- B. Amend the Pendleton Zoning Ordinance to implement Policies 1.4 through 1.6.

Map A: Proposed 2026 Urban Growth Boundary (UGB) and 2056 Industrial Reserve Area (IRA)

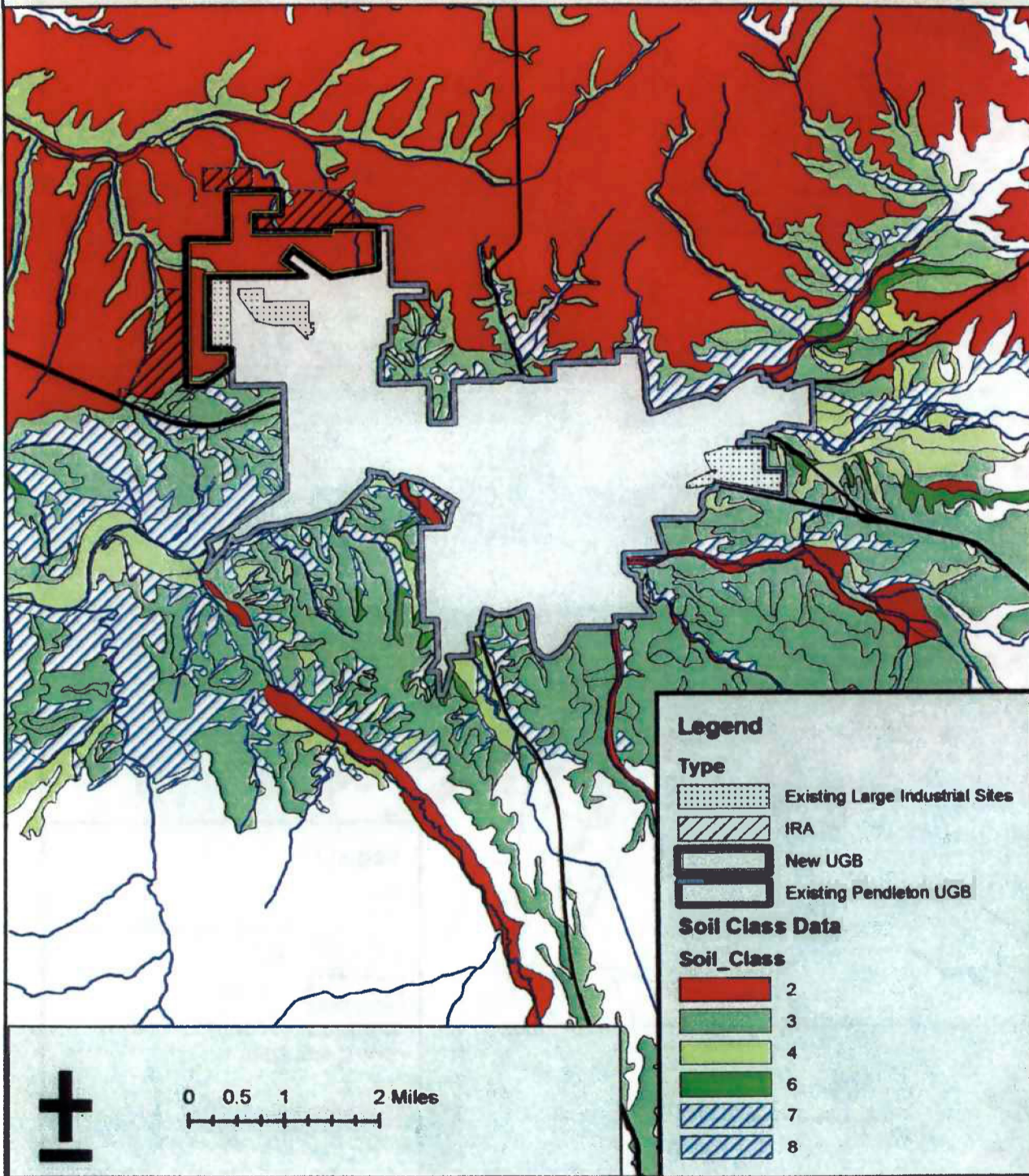


Map B: Existing Industrial Sites
within Pendleton UGB

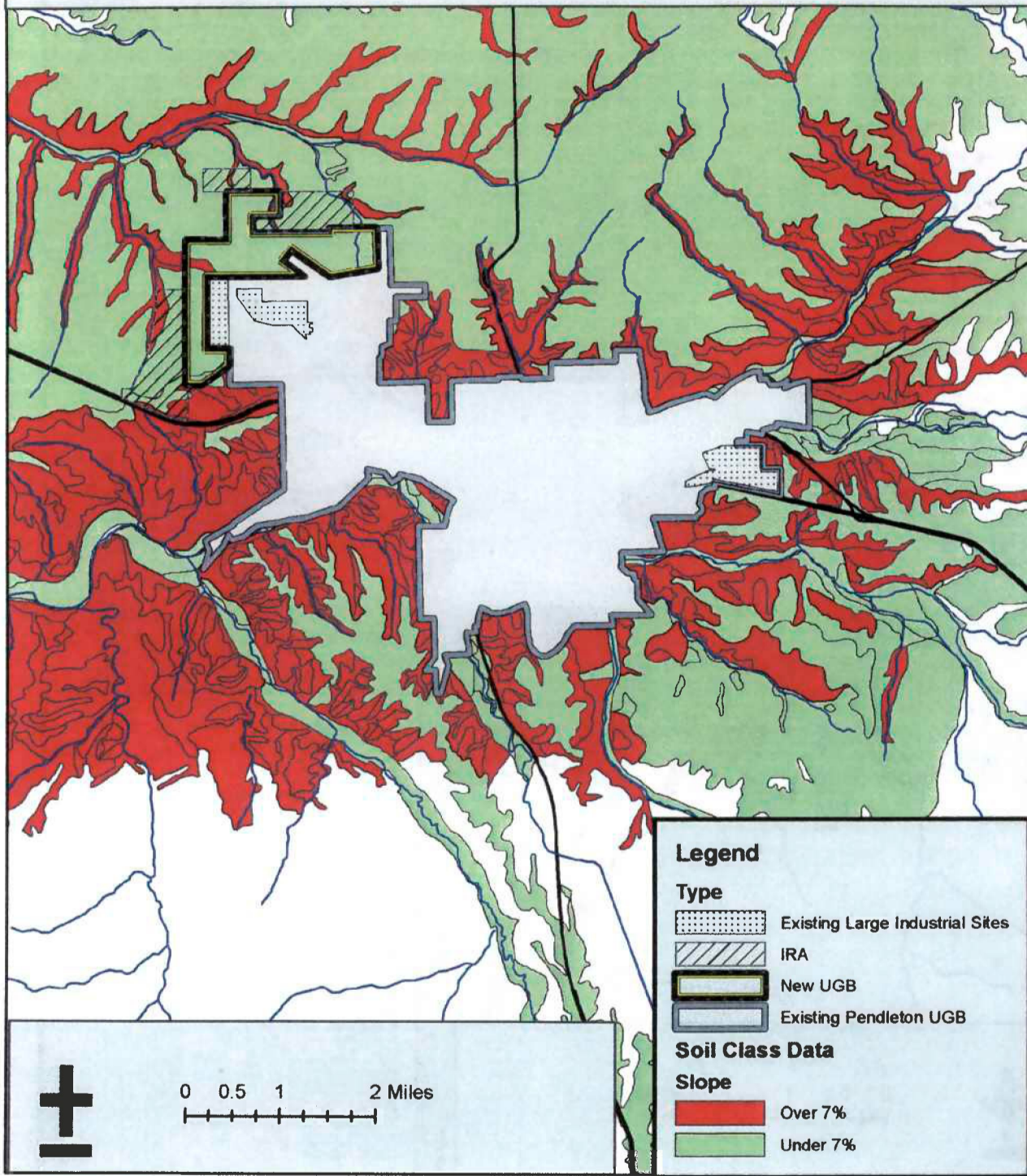


The Benkendorf Associates Corp.
Portland, Oregon

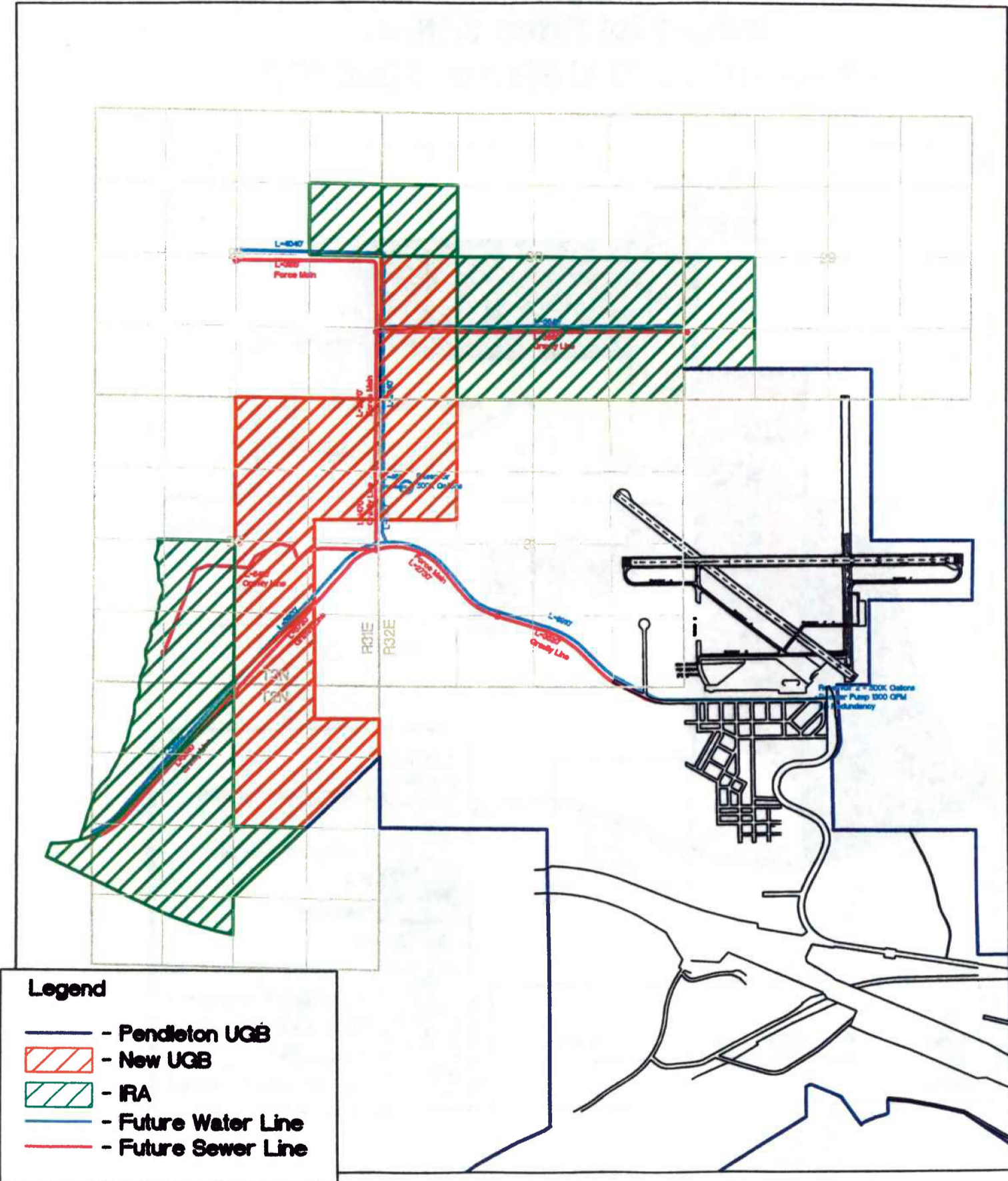
Map C: Agricultural Soils Outside Pendleton UGB



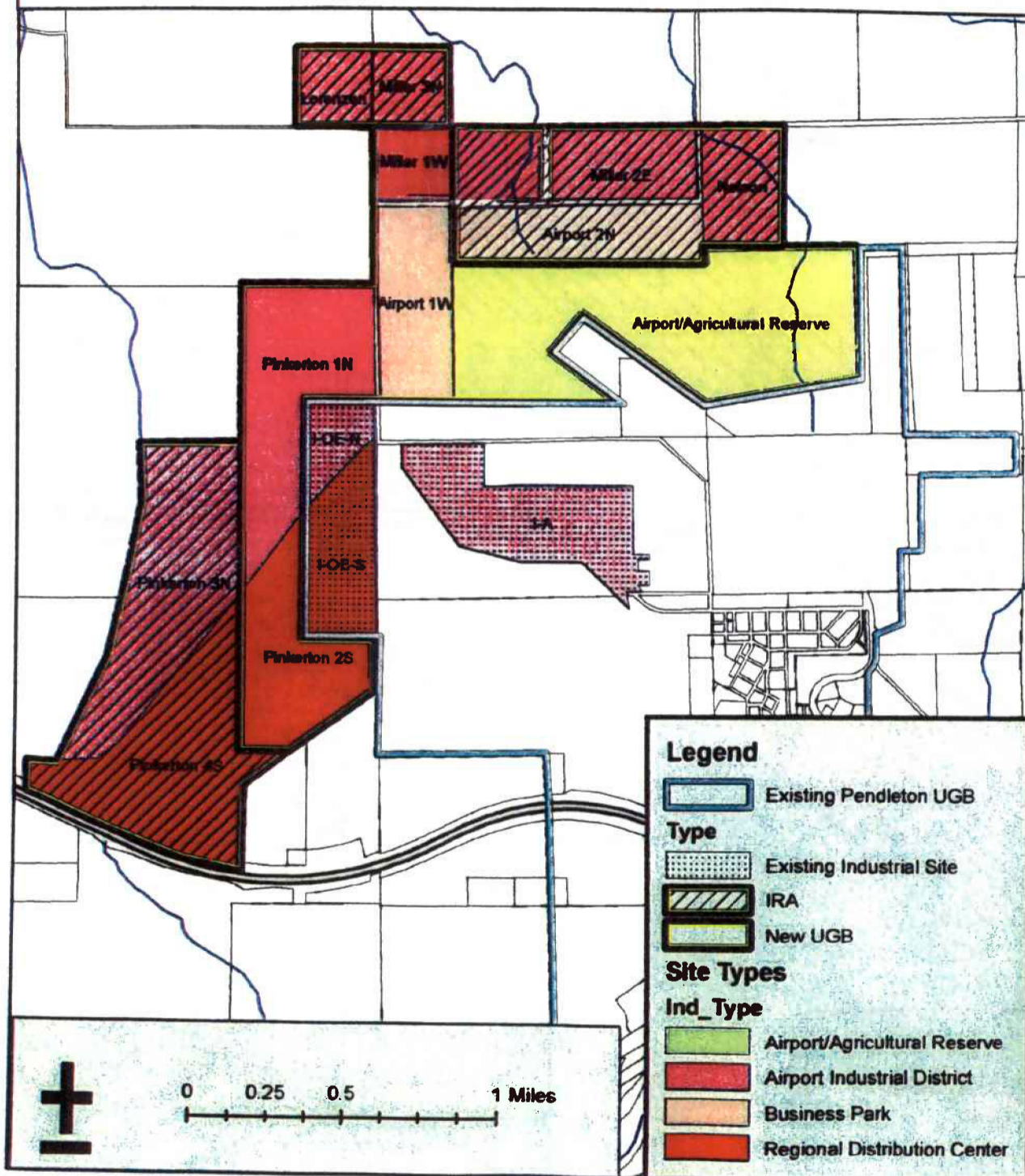
Map D: Flat Areas Outside Pendleton UGB



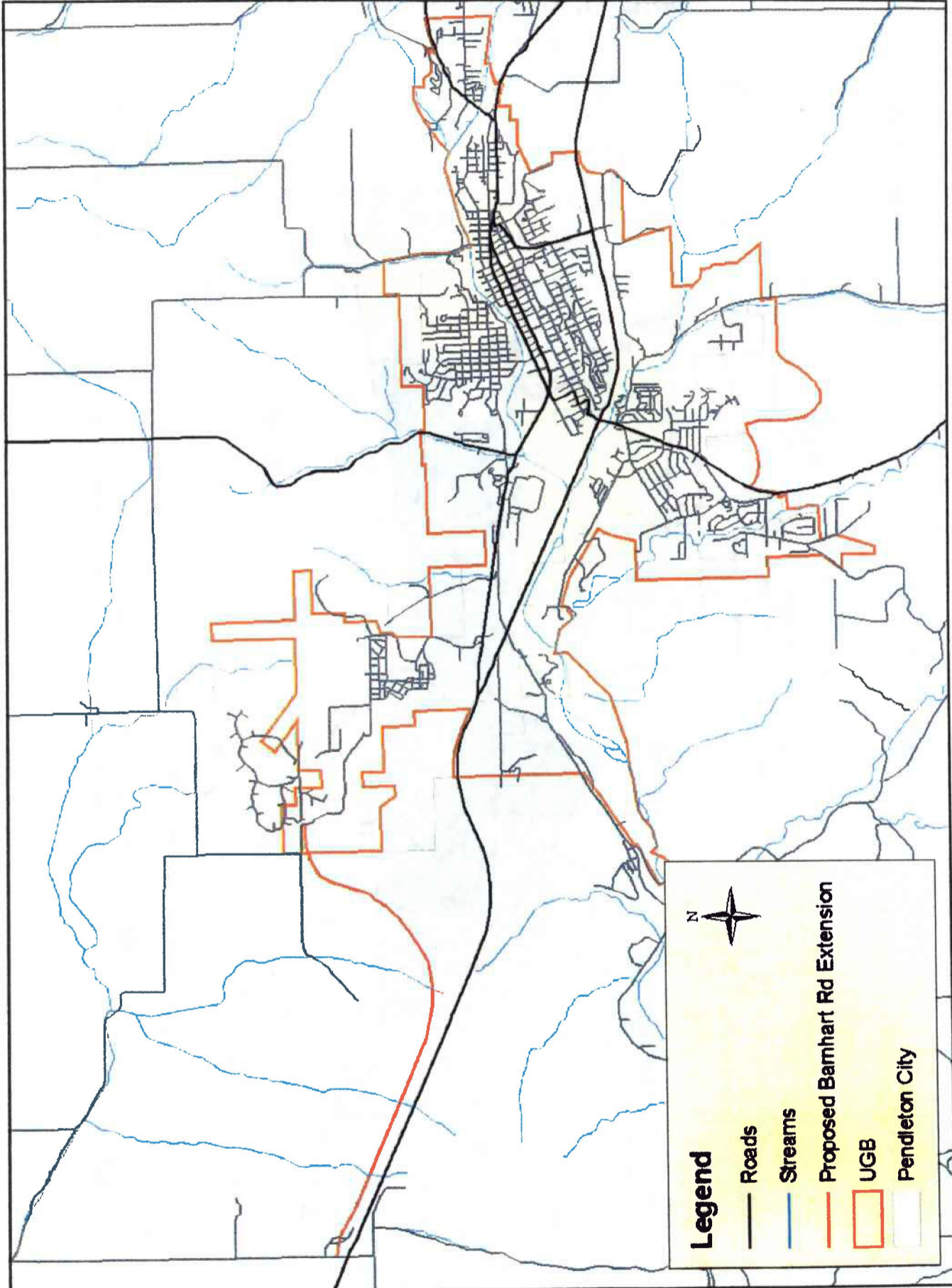
Map E: Public Facilities Plan for Pendleton UGB and IRA (Pendleton Public Works)



Map F: Industrial Sites Within Proposed 2026 UGB and 2056 IRA



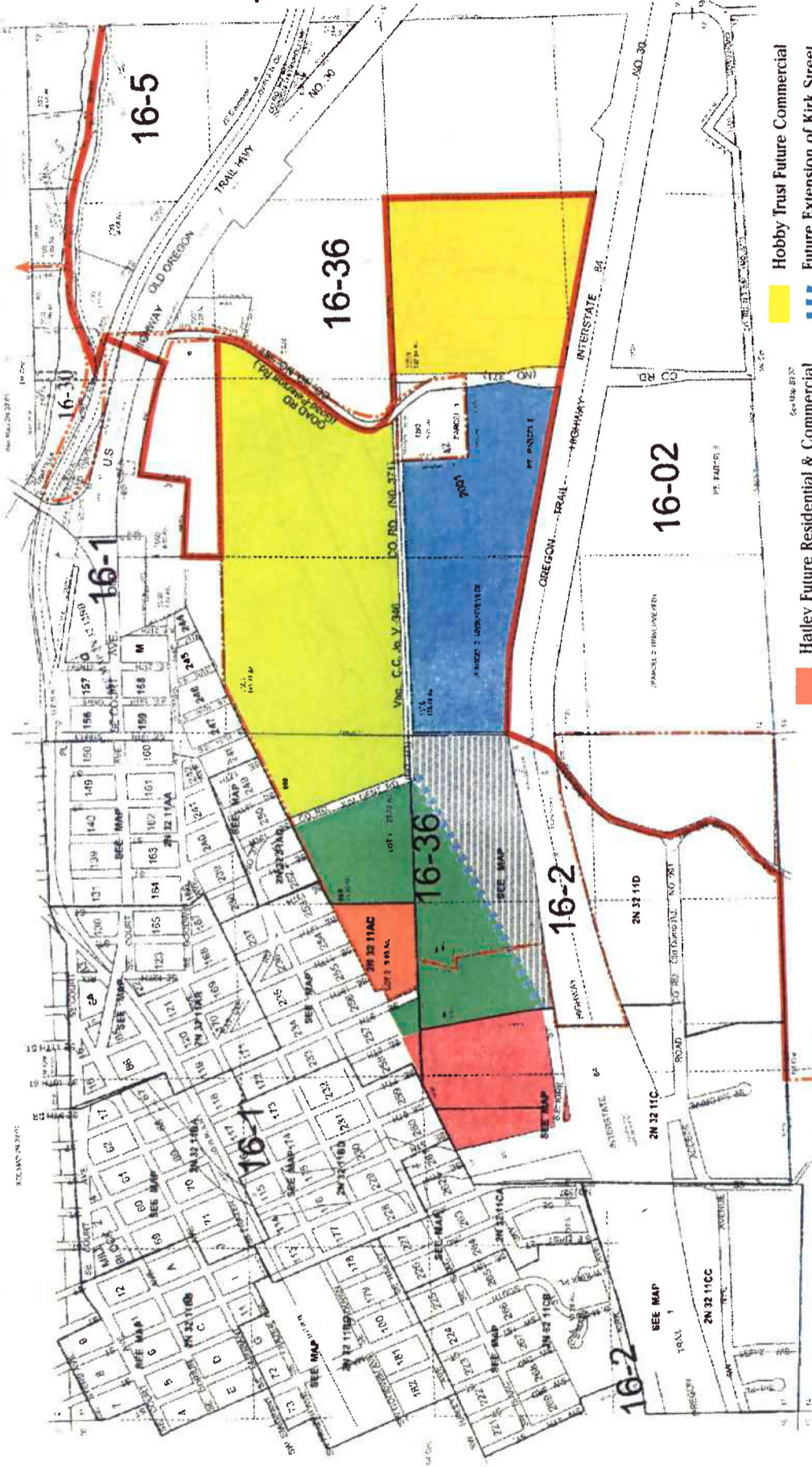
Map G: Barnhart Road Extension



Map H: Goad Road Property

UMATILLA COUNTY
 SECT 12 T2NR32E WM

SEC 11 T2N R32E WM



- Color Key:**
- Existing Commercial C3
 - Existing Residential R1
 - Existing Residential Future Commercial
 - Hobby Trust Future Commercial
 - Hailey Future Residential & Commercial
 - Rees Future Industrial
 - Goad Future Residential & Commercial
 - Future Extension of Kirk Street
 - Urban Growth Boundary
 - Pendleton City Limits

Appendix A

Proposed Amendments to Pendleton Comprehensive Plan Text and Policies

Note: The Pendleton Comprehensive Plan (PCP) includes “Economic”, “Industrial”, “Commercial” and “Transportation” plans.

The following amendments are proposed to pages 8 (Economic Plan), 32 (Commercial Plan), 42 (Industrial Plan) and 72 (Transportation Plan) of the PCP.

TABLE OF CONTENTS

Economic Plan Amendments	2
<i>Economic Plan Policies</i>	2
Industrial Plan Amendments	4
Industrial Land Needs	4
Urban Growth Boundary – Year 2026 Employment Needs	5
Industrial Reserve Area (IRA) – Year 2026-2056 Employment Needs	6
Business Park Needs	7
<i>Industrial Policies</i>	8
Table A. Airport Industrial Sites – Pendleton UGB	8
<i>Business Park Policies</i>	9
Commercial Plan.....	9
Commercial Land Needs.....	9
<i>Commercial Policies</i>	10
Transportation Plan	10
Eastern Oregon Regional Airport (Pendleton Airport)	10
<i>Airport / Agricultural Reserve Policies</i>	11

Economic Plan Amendments

The 2006 *Pendleton Economic Opportunities Analysis* (EOA) provides the factual basis for Pendleton's economic plan. Generally, Pendleton is committed to providing the infrastructure and land base necessary to attract and maintain commercial and industrial employers that are reasonably likely to expand or locate in the Pendleton area. For Pendleton to be competitive, it must make the most of its key comparative advantages:

- An abundant supply of suitable (flat, accessible and serviceable) industrial and commercial sites;
- Access to major highway, air and rail transportation facilities;
- A highly-motivated work force;
- A commitment to supporting educational and training opportunities;
- A high quality of life; and
- A tradition of regional leadership.

In 2006-07, Pendleton established a Technical Advisory Committee (TAC) to review the EOA and recommend amendments to the Pendleton Comprehensive Plan – including expansion of the Urban Growth Boundary (UGB) – to meet identified employment land needs. On April 26, 2007, the TAC recommended major expansions to the 20-year UGB, as well as the designation of an Industrial Reserve Area (IRA) that earmarks industrial land for the next 50 years.

The TAC also recommended that an expedited process be developed for transferring land from the IRA to the UGB where necessary to meet specific siting needs of interested industrial users. [Where the UGB amendment involves less than 50 acres, the application would be subject to Post-Acknowledgement Plan Amendment procedures (ORS 197.610). UGB amendments of 50 acres or more are subject to Periodic Review procedures (ORS 197.626).]

Economic Plan Policies

- **Pendleton shall maintain a continuous 20-year supply of commercial and industrial sites within the Pendleton UGB. This land will be held in reserve to meet the specific siting requirements of prospective employers.**
- **Pendleton will work with property owners and prospective employers to plan for and finance the extension of public street, sanitary sewer and water improvements necessary to serve designated employment sites.**
- **Pendleton and Umatilla County will identify and protect additional large industrial sites within a 50-year Industrial Reserve Area (IRA) to ensure an adequate supply of sites will be available to meet the longer-range needs of targeted employers.**
- **As industrial sites develop and consistent with Goals 9 (Economy) and 14 (Urbanization), the City and County will legislatively amend the Pendleton**

Comprehensive Plan to transfer needed sites from the IRA to the UGB.

- **Pendleton and Umatilla County will amend the Urban Growth Management Agreement (UGMA) to facilitate the timely transfer of industrial land from the IRA under the following circumstances:**
 - (a) **A prospective industrial firm provides specific information regarding its site requirements.**
 - (b) **The City demonstrates that these site requirements cannot reasonably be met on suitable land within the existing UGB.**
 - (c) **The prospective industrial firm has signed a purchase agreement for the subject IRA site.**
 - (d) **The City of Pendleton has prepared a feasible plan for extension of sanitary sewer and water services to the subject site within one year of adoption of the UGB amendment.**

- **The City and County will work with the Department of Land Conservation (DLCD) and the Governor's Economic Revitalization Team (ERT) to achieve the transfer of a needed site from the IRA to the UGB within 100 days.**

The 100-day expedited IRA to UGB transfer process will work as follows:

- **Day 1:** Once Steps (a)-(d) have been completed, a joint City Council – Board of Commissioners public hearing to review the proposed UGB / plan amendment will be scheduled on or near Day 60.
- **Day 5:** The City and County will provide local notice and 45-day notice of the first evidentiary hearing to the Department of Land Conservation and Development (DLCD), as required under ORS 197.610. [If the proposal involves 50 acres or more, the Periodic Review provisions of OAR 660-025-0130 shall be followed.]
- **Day 30:** The City will complete a draft staff report addressing Goal 14 and Goal 9 administrative rule requirements (OAR 660, Divisions 009 and 024) and forward this staff report to the County, affected property owners, and DLCD for review.
- **Day 45:** Within 15 days of receipt of the staff report, the City and County will urge DLCD staff to provide written comments on the proposed findings, and any recommended conditions of approval, for consideration by City and County elected officials.
- **Day 60:** Consistent with notification dates, the City Council and County Board of Commissioners will hold a joint public hearing and make a decision to approve UGB application, deny it, or approve it with conditions necessary to satisfy concerns raised during the public review process.
- **Day 65:** Following adoption of the UGB amendment and findings by the City and County, the City and County will immediately notify DLCD and those who participated in the local review process, as required by ORS 197.615 [or OAR 660-025-0140, as appropriate].

- **Day 70:** Within 5 working days following notification by the City of Pendleton, DLCD shall provide notice to those who requested notification in writing as required by ORS 197.615. [If the UGB amendment is subject to Periodic Review, the City and County will urge DLCD to find the application complete within 5 working days of receipt of the application package consistent with OAR 660-025-0130.]
- **Day 100:** If no appeal is filed within the 21-day appeal period following notification, and if the DLCD Director is satisfied that the adopted UGB amendment is consistent with Goal 9 and 14 administrative rule requirements and applicable statutory rule provisions, then the UGB amendment shall be deemed acknowledged under ORS 197.625. [If the application is subject to Periodic Review, the City and County will urge the Director to make a final decision approving the Periodic Review task (UGB application) as authorized by OAR 660-025-0150.]

Industrial Plan Amendments

Industrial Land Needs

Pendleton has five existing industrial areas with 219 suitable acres:

- East Central Pendleton (a largely developed mixed industrial / commercial area served by SE Court Street)
- Westgate (I-84 Interchange with Airport, Rieth Road and NW Golden Avenue, including Sites I - E through J)
- Airport Leased Industrial Area (includes Airport Lease Sites I - A through D)
- Airport Industrial (includes Site I - OE – Pinkerton, added to the UGB in 2000)

All of these sites can be provided with sanitary sewer, water and transportation services can be provided with urban services within 0-3 years, and therefore are considered available for short-term development.

In 2003, Martin Davis Consulting prepared the *City of Pendleton Shovel Ready Industrial Lands Project Report*. Mr. Davis coordinated with the City of Pendleton and the Round-up City Development Corporation (RCDC) in reviewing four sites to determine “what do we really have available for industrial development in the short term.” As a result of this study, the 70-acre Brogoitti site at Westgate (Site I-G) was certified as “project ready” by the State of Oregon. *However, Mr. Brogoitti’s property is now in probate, and hence cannot be deemed available in the short-term.*

The Airport Industrial District site (70 suitable acres) owned by the City of Pendleton (Site I-A) also has received state certification as “project ready.” This site has direct access to I-84 via Airport Road, but is limited by federal leasing requirements and the relatively steep grade via Airport Road from the Westgate interchange. In 2007, this site

was recently considered by national aviation manufacturer and a nationally known high tech firm.

In 2000, Pendleton amended its UGB to include the Goad Road Industrial Site (Site I – OD). However, subsequent evaluations of this site determined that it was unsuitable for industrial use due to topographical, access and service constraints.

- In 2003, Martin Davis Consulting determined that the Goad Road site did *not* qualify for project ready status, due to the high costs of extending sewer, water and transportation facilities to the site, the lack of I-84 access, and the relatively small suitable land area. The Davis Report (p. 7) notes that “In markets such as Pendleton it makes no sense to expend about a million dollars to serve a site based solely on speculation. Industrial properties do not turn over fast enough on the east side of the state to make this a wise investment of City funds.”
- In 2006, *The Pendleton Economic Opportunities Analysis* (EOA) also looked at this site and recommended that it be taken off the industrial land inventory altogether.
- The Pendleton TAC agreed and determined that this site is best suited, in the long-term, for a combination of residential and commercial uses.

Urban Growth Boundary – Year 2026 Employment Needs

The Pendleton EOA determined that the City has an immediate need for large, flat, accessible and serviceable parcels to attract new industrial employment to the community. In 2007, Pendleton identified the need for 527 suitable industrial acres to meet 20-year industrial and business park needs. After accounting for the 219 suitable acres within the existing UGB, there is an unmet need for 308 suitable acres.

Large sites are needed for the following types of industrial uses:

- Large manufacturing firms targeted in the EOA;
- Regional distribution centers; and
- Business parks that can accommodate light industrial, heavy commercial and supporting commercial needs in a master planned but flexible setting (see discussion under “Business Parks” below).

Large, flat, accessible and serviceable industrial sites can only be found on the upland plateau near the Pendleton Airport and served by the planned Barnhart Road Extension. In the Pendleton area, such sites are synonymous with high value wheat land located on the upland plateau above the Umatilla Valley.

To meet the City’s economic development objectives and the based on discussions with property owners, several large, privately-owned parcels west and north of the Pendleton Airport have been added to the UGB and reserved *exclusively* for industrial employment use.

- **Pinkerton 1-N.** This 160-acre site is located north of the Barnhart Road Extension and west of Stage Gulch Road. This site can be combined with the

northern portion of Site I-OE (Pinkerton) to meet the need for large and small industrial users. *This site is designated Airport Industrial District on the Pendleton Comprehensive Plan Map.*

- **Pinkerton 2-S.** This 127-acre site is located south of Barnhart Road and can be combined with the southern portion of Site I-OE (Pinkerton) to create a 200-acre site for a regional distribution center. *This combined site is designated Regional Distribution Center (RDC) on the Pendleton Comprehensive Plan Map.*
- **Miller 1-W.** The westerly half of this 84-acre site is located north of Daniel Road and east of Stage Gulch Road. This site is will meet the need for large and small industrial users. *This site is designated Airport Industrial District on the Pendleton Comprehensive Plan Map.*

To ensure that sites served by the Barnhart Road Extension are reserved primarily for targeted industrial uses, Pendleton has adopted policies to prevent the re-designation of industrial sites in the Airport Industrial District to inappropriate commercial or residential plan designations. In addition, large minimum parcel sizes will ensure needed large employment sites are retained for their intended uses.

Industrial Reserve Area (IRA) – Year 2026-2056 Employment Needs

Pendleton has also coordinated with Umatilla County to designate land within an Industrial Reserve Area (IRA) to meet industrial and business park expansion needs (approximately 500 acres) through the Year 2056. The following sites are included within the Pendleton IRA:

- **Airport 2-N.** This 100-acre site is owned by the City of Pendleton and located south of Daniel Road and west of Stage Gulch Road. This site is reserved for a master-planned business park allowing light industrial, heavy commercial and supporting commercial uses. *This site is designated IRA – Business Park on the Pendleton Comprehensive Plan Map, but will retain a Umatilla County Plan Designation of Agriculture.*
- **Miller 2-E and 3-N and the easterly half of 1-W.** These sites comprise 141 acres and are located north of Daniel Road and the Airport. The sites are reserved for large and small industrial users. *This site is designated IRA – Airport Industrial District on the Pendleton Comprehensive Plan Map, but will retain a Umatilla County Plan Designation of Agriculture.*
- **Nelson.** This 62-acre site is located northeast of Airport and is accessed from Daniel Road. The site is reserved for general industrial use. *This site is designated IRA – Airport Industrial District on the Pendleton Comprehensive Plan Map, but will retain a Umatilla County Plan Designation of Agriculture.*
- **Lorenzen.** This 40-acre site is located northwest of Airport and is accessed from Stage Gulch Road. The site is reserved for general industrial use. *This site is designated IRA – Airport Industrial District on the Pendleton Comprehensive Plan Map, but will retain a Umatilla County Plan Designation of Agriculture.*
- **Pinkerton 3-N.** This 189-acre site is located west of Airport and is accessed from the Barnhart Road Extension. The site is reserved for large and small industrial

users. *This site is designated IRA – Airport Industrial District on the Pendleton Comprehensive Plan Map, but will retain a Umatilla County Plan Designation of Agriculture.*

- **Pinkerton 4-S.** This 210-acre site is located south of Barnhart Road and is intended to site a second regional distribution center. *This site is designated IRA – Regional Distribution Center on the Pendleton Comprehensive Plan Map, but will retain a Umatilla County Plan Designation of Agriculture.*

Business Park Needs

Both the Target Industry Marketing Study for the City of Pendleton (Elesco Ltd., 1998) and the Pendleton Economic Opportunities Analysis (ECONorthwest, 2006) identified a specific need for a business park. According to the Elesco Study (Section 1 – 41):

“Pendleton does not have industrial parks with multi-tenant or speculative buildings ready for occupancy with minimal tenant improvements. These kinds of industrial (or business) parks are common in larger cities where there is sufficient continuous demand to assure that they can be readily leased. The only area in the region with these kinds of facilities is the Tri-Cities.”

The Pendleton EOA (p. 67) also identifies a 20-year need for a business park site of approximately 50 suitable acres:

“The City should consider establishing a business park designation that could accommodate office uses as well as certain light manufacturing uses. . .there is an unmet need for a business park of approximately 50 acres. This land should be relatively flat, have direct access to the planned Barnhart Road Extension, and should be adjacent to the existing UGB and urban services.”

Two sites are identified for meeting this need on land owned by the City of Pendleton – one in the UGB and one in the IRA:

- **Airport 1-W.** This 100-acre site is located east of Stage Gulch Road and is reserved for a master-planned business park allowing for a mixture of light industrial, heavy commercial, office and supporting commercial uses. This site is within the 2026 UGB. *This site is designated Business Park on the Pendleton Comprehensive Plan Map.*
- **Airport 2-N.** This 100-acre site is located east of Stage Gulch Road and south of Daniel Road, and is reserved for a master-planned business park allowing for a mixture of light industrial, heavy commercial, office and supporting commercial uses. This site is within the 2056 IRA. *This site is designated IRA – Business Park on the Pendleton Comprehensive Plan Map, but will retain a Umatilla County Plan Designation of Agriculture.*

Industrial Policies

- **Pendleton shall provide and maintain an adequate supply of suitable industrial sites to attract targeted firms consistent with Statewide Planning Goal 9 (Economy of the State), the recommendations of the Pendleton Technical Advisory Committee, and the 2006 Pendleton Economic Opportunities Analysis (EOA).**
- **As sites are developed for targeted industrial users, the City and County shall periodically amend the Urban Growth Boundary (UGB) provide replacement sites from the Industrial Reserve Area (IRA).**
- **Land within the Airport Industrial District shall be reserved for the general types of industrial uses identified in the EOA as summarized on Policy Table A:**

Table A. Airport Industrial Sites – Pendleton UGB

Site Name	Gross Acres	Suitable Acres	Site Need	Location / Comment
Site I-A	133	70	General Industrial	Within original UGB; City owned lease-only land N of Barnhart Road Extension
Site 1-OE (Pinkerton)	100	75	Regional Distribution Center + General Industrial	Within 2001 UGB; mostly South of Barnhart Road Extension
Pinkerton 1-N	160	106	Large Site + General Industrial	West of Stage Gulch Road, North of Barnhart Road Extension
Pinkerton 2-S	127	125	Regional Distribution Center	South of Barnhart Road Extension; Combine w/ Site 1-OE (Pinkerton) for 200-acre site
Miller 1-W	84	50	General Industrial	Retain to meet general industrial needs; East of Stage Gulch Road, North of Daniel Road
Airport 1-W	100	45	Master Planned Business Park	Retain as master planned business park; East of Stage Gulch Road, North of Airport
Total	704	471		All sites served by Barnhart Road Extension or Stage Gulch Road Arterial

- **Pendleton shall continue to aggressively market privately-owned industrial sites in East-Central Pendleton and at the Westgate Interchange. Together, these sites have approximately 96 suitable industrial acres with available sewer, water and transportation services.**
- **To provide for greater flexibility in siting light industrial / heavy commercial, office and supporting service commercial uses, a new Business Park designation shall be applied to lease-only sites owned by the City of**

Pendleton west and north of the Pendleton Airport. This designation will be implemented by a new "Business Park" zoning district.

Business Park Policies

- **To ensure that land within the Business Park designation is suitable and available for a wide range of employment uses in a timely manner, the City shall prepare a new "Business Park" zone.**
- **To improve the marketability of lease-only land and provide limited commercial development options, the Business Park zone will allow a mix of light industrial, heavy commercial, office and supporting service commercial uses.**
- **To ensure development efficiency and compatibility of land uses, the Business Park zone will require a master development plan showing the location of access streets, sanitary sewer and water facilities necessary to serve lease-only land.**

Commercial Plan

Commercial Land Needs

The 2006 EOA determined that Pendleton has an adequate supply of commercial sites through the Year 2026, but eventually will need to add commercial sites to meet needs through the Year 2056. Pendleton has six existing commercial areas:

- Central Pendleton (the downtown area generally between the Umatilla River and the Union Pacific / Burlington Northern Tracks)
- East Central Pendleton (a largely developed mixed industrial / commercial area served by SE Court Street)
- East Interchange: SE 3rd Street and Nye Avenue (south of I-84)
- Tutuilla Road (south of I-84)
- US 395 Interchange (south of I-84)
- West Interchange: US 30 and Airport Road (north of I-84)

In 2007, Pendleton identified two additional areas to meet Pendleton's longer-term commercial needs:

- **Goad Road** (County Road 987 between SE Court Avenue and I-84). The Goad Road commercial site will have approximately 20 suitable acres. The Goad Road commercial site is intended to meet commercial needs because the site does not have direct access to Interstate 84. The location of this site will be determined

based on future planning process. *This site is designated Future Commercial and Residential on the Pendleton Comprehensive Plan Map.*

- **Airport Business Park** (Northwest of the Airport at Stage Gulch and Daniel Roads). This site has an estimated 45 suitable acres, after accounting for streets and airport approach zone impacts. *This site is designated Business Park on the Pendleton Comprehensive Plan Map.*

Commercial Policies

- **In order for the Goad Road site to develop for planned commercial and residential zones, the following must occur:**
 - (a) **After considering buildable land within the Pendleton UGB, 20-year need for additional commercial and residential land must be shown.**
 - (b) **The City must adopt amendments to the Pendleton Zoning Map showing the location of commercial and residential uses that is consistent with the needs analysis and master development plan described above.**
 - (c) **The City and/or property owner will prepare a master development plan showing the location of principal streets, sanitary sewer and water services necessary to serve commercial and residential land.**
 - (d) **The land must be annexed to the City of Pendleton.**
- **The City will encourage more intensive development of Central Pendleton for retail, office, and tourist commercial uses, while encouraging heavy commercial uses to consider location and expansion in the Airport Business Park.**

Transportation Plan

Eastern Oregon Regional Airport (Pendleton Airport)

The existing Pendleton UGB, the 2026 UGB, the 2056 IRA, and the north-south runway completely enclose the remaining 340 acres of City-owned land immediately north of the Pendleton Airport. This land is currently designated Agriculture on the Umatilla County Comprehensive Plan Map and is used for growing wheat. As the airport expands, some of this agricultural land will be needed for airport runway expansion. Additional land may be needed to extend streets, sanitary sewer and water facilities to serve suitable industrial and business park land.

For the above locational reasons, and to simplify the public facilities planning and airport expansion in the future, this land has been included within the Pendleton UGB. This land will retain EFU zoning. A zone change to Airport Activities will be required to extend urban transportation or sanitary sewer facilities through this area. *This area is designated Airport / Agricultural Reserve on the Pendleton Comprehensive Plan Map.*

Airport / Agricultural Reserve Policies

- **Land designated Airport / Agricultural Reserve on the Pendleton Comprehensive Plan Map shall be retained in Exclusive Farm Use (EFU) unless needed (a) to expand airport facilities, or (b) extend public facilities necessary to serve industrial and business park land efficiently. If Airport / Agricultural Reserve land is needed for these limited purposes, rezoning to Airport Activities (AA) shall be required.**