MEMORANDUM

DATE: MARCH 12, 2013
TO: CITY OF REDMOND REOA LARGE INDUSTRIAL LOTS ANALYSIS FILE
FROM: HEATHER RICHARDS, COMMUNITY DEVELOPMENT DIRECTOR
SUBJECT: INITIAL ANALYSIS OF 200+ ACRE CANDIDATE SITES

This memo outlines the initial analysis that the City of Redmond employed to map potential candidate sites for a 200+ large lot industrial site per Oregon Administrative Rule (OAR) 660-024-0045 and the Central Oregon Large Lot Industrial Land Needs Analysis. The Central Oregon Large Lot Industrial Land Needs Analysis evaluated size, type and quantity of land supply need for Central Oregon large lot industrial sites, and OAR 660-024-0045 identified the process to follow to identify candidate sites that will address the short-term inventory outlined in the Central Oregon Large Lot Industrial Land Needs Analysis.

OAR 660-024-0045(8)(a) states that “a participating city must show whether a suitable and available site is located within the existing UGB. If a participating city determines that a suitable site already exists within the city’s urban growth boundary, that site must be designated to meet the regional industrial land need. Cities shall not be required to evaluate lands within their UGB designated to meet local industrial land needs.”

Figure 29 from the Central Oregon Large Lot Industrial Land Needs Analysis provides the following recommendation for a short-term inventory.

FIGURE 29: RECOMMENDED COMPETITIVE LARGE LOT INDUSTRIAL INVENTORY

<table>
<thead>
<tr>
<th></th>
<th>50-100 ACRES</th>
<th>100-200 ACRES</th>
<th>200+ ACRES</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>SHORT TERM</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number of Sites</td>
<td>3</td>
<td>2</td>
<td>1</td>
<td>6</td>
</tr>
<tr>
<td>Jurisdictions</td>
<td>3</td>
<td>2</td>
<td>1</td>
<td></td>
</tr>
</tbody>
</table>

Redmond’s analysis is specific to the 200+ acre site identified in the table, and has chosen to evaluate all of its land within its UGB, including lands designated to meet local industrial land needs and lands which are not currently zoned industrial, and have not been identified as designated purpose lands per Oregon land use provisions.
The *Central Oregon Large Lot Industrial Land Needs Analysis* describes this site in the following manner.

“. . . a major, centrally located large-scale development near the region’s geographic and workforce center, and where key infrastructure is in place and has excess capacity. This would be optimally located on the north end of Bend, but infrastructure challenges will make this choice problematic for at least the short-term. The next most optimal location is on the southern end of Redmond, east of Highway 97. The area has few neighbors, possible secondary transport access and most of the municipal and franchise utilities with excess capacity.”

*(Page 60 of the Central Oregon Large Lot Industrial Land Needs Analysis)*

**STEP 1:** Identify 200+ contiguous acres of undeveloped land located in the southern and eastern quadrants of the city or adjacent to the city limits.

*Step 1 Results:* Map “A” (Exhibit 1) illustrates all contiguous parcels equaling 200 + acres and their respective ownership.

**STEP 2:** Review lands identified in Map “A” for development potential in terms of regulations which would prevent industrial development opportunities.

*Step 2 Results:* The following parcels were eliminated as potential candidate sites.

- 235.8 Acre parcel was eliminated due to the fact that most of the parcel is located inside the Roberts Field Airport security fence and thus cannot be developed per Federal Aviation Administration Regulations, only approximately 16 acres is located outside of the security fence. This site was deemed not worthy of further analysis.
• 297.6 Acre parcel is located inside the security fence of Roberts Field Airport and is the location of a future planned runway on the Airport Master Plan. This site was deemed not worthy of further analysis.

• 15.3 Acre parcel is located entirely inside the Roberts Field Airport security fence and is no longer viable due to size. This site was deemed not worthy of further analysis.

• 24.9 Acre parcel is no longer viable due to size. This site was deemed not worthy of further analysis.

**STEP 3:** Review lands identified in Map “A” for zoning which would prevent readiness for industrial development opportunities.

**Step 3 Results:**

• 186.9 Acre site located within the city limits is comprised of 38.0 Acres of Tourist Commercial (C5) zone, 104.1 Acres of Light Industrial (M1) and 99.7 Acres of Open Space Park Reserve (OSPR) which is identified a Oregon State Land Use Goal 5 resource land. The Light Industrial Acres of 104.1 are not contiguous with other developable light industrial zoned acreage. This site was deemed not worthy of further analysis.
• Aggregate parcels of 46.6 acres, 147.8 acres, 48.9 acres, 567.2 acres, and 1235.2 acres make up the Redmond Eastside Framework Plan per the map below and are located both within the city limits and the city’s urban reserve area. Of this acreage, 634 acres is designated for industrial uses which was identified as worthy of further analysis. All residential, commercial, open space and mixed use employment acreage was deemed not worthy of further analysis.
- 913.4 Acre Site (South Redmond Tract) located adjacent to the city limits but is not part of Redmond’s Urban Growth Boundary or Urban Reserve Area. However, in 2008, a South Redmond Tract Management Plan was adopted for the area identifying it as a future large industrial site. This site was deemed worthy of further analysis.

**STEP 4:** Review remaining lands selected as worthy of further analysis from Map “A” for the overall site characteristics identified in the *Central Oregon Large Lot Industrial Land Needs Analysis* and OAR 660-024-0045,

OAR 660-024-0045 (2)(g) defines “Site” as land that provides the site characteristics necessary for traded sector uses as set forth in the analysis, is 50 acres of larger, and is determined to be “available”.

OAR 660-024-0045 (2)(h) defines “Site Characteristics” as the same meaning given that term in OAR 660-009-0005(11), which describes attributes of a site necessary for particular industrial or other employment use as a minimum acreage or site configuration including shape and topography, visibility, specific types or levels of public facilities, services or energy infrastructure, or proximity to a major freight facility such as rail, marine ports and airports, multimodal freight or transshipment facilities, and major transportation routes.

The *Central Oregon Large Lot Industrial Land Needs Analysis* describes physical site characteristics (size, slope, configuration), infrastructure requirements (sewer, water, transportation, electrical, telecommunications, natural gas) and location (proximity to workforce, southern end of Redmond, east of US 97).
**Step 4 Results:**

The remaining sites from Step 2 were reviewed on a cursory level based on that guidance per the table below.

<table>
<thead>
<tr>
<th>Site Characteristic</th>
<th>Redmond Eastside Framework Plan (Area 1 on Map “B”)</th>
<th>South Redmond Tract (Area 2 on Map “B”)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Size (200 + contiguous acres)</td>
<td>789.6 Acres</td>
<td>913.4 Acres</td>
</tr>
<tr>
<td>Topography</td>
<td>No major obstacles</td>
<td>No major obstacles</td>
</tr>
<tr>
<td>Configuration</td>
<td>Okay</td>
<td>Okay</td>
</tr>
<tr>
<td>Sewer</td>
<td>Eastside Sewer Interceptor</td>
<td>Eastside Sewer Interceptor</td>
</tr>
<tr>
<td>Water</td>
<td>Capacity Exists</td>
<td>Capacity Exists</td>
</tr>
<tr>
<td>Electricity</td>
<td>PPL 115 KV Line</td>
<td>PPL 115 KV Line</td>
</tr>
<tr>
<td>Natural Gas</td>
<td>Available</td>
<td>Available</td>
</tr>
<tr>
<td>Fiber Optics</td>
<td>Redundant</td>
<td>Redundant</td>
</tr>
<tr>
<td>Transportation</td>
<td>Highway OR 126, proximity to Roberts Field Airport</td>
<td>Highway US 97, proximity to Roberts Field Airport and BNSF rail.</td>
</tr>
<tr>
<td>Workforce</td>
<td>Redmond employs 2329 residents, exports 5167 workforce, and imports 7,394 workforce. As a central location, Redmond is considered a workforce HUB for the region.</td>
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</tr>
<tr>
<td>Location</td>
<td>East of US 97</td>
<td>Southern Boundary of Redmond</td>
</tr>
</tbody>
</table>

**STEP 5:** Map remaining lands for a more in-depth analysis per Figure 24, *Central Oregon Large Lot Industrial Land Needs Analysis, “Industrial Development Profile Matrix”* and determination of availability per OAR 660-024-0045.

**Step 5 Results:**

Map “B”
Large-Lot Industrial Lands
Redmond, Oregon

City Limits
Urban Growth Boundary
Urban Area Reserve
Industrial Large Lot Areas

- Area 1 - 789.6 Acres
- Area 2 - 913.4 Acres

913.4 Acres
Regional Large Lot Industrial Land

(1) Local governments in Crook, Deschutes or Jefferson Counties may determine a need for large lot industrial land in the region and provide sites to meet that need in accordance with this rule.

(2) In addition to the definitions in OAR 660-024-0010, the following definitions apply to this rule:

(a) “Analysis” means the document that determines the regional large lot industrial land need within Crook, Deschutes, or Jefferson County that is not met by the participating local governments’ comprehensive plans at the time the analysis is adopted. The analysis shall also identify necessary site characteristics of needed land.

(b) “COIC” means the Central Oregon Intergovernmental Council.

(c) “Intergovernmental Agreement (IGA)” means the document adopted by the three counties and any participating city to implement the provisions of the analysis.

(d) “Participating city” means a city within Crook, Deschutes, or Jefferson County that has adopted the analysis and entered into the intergovernmental agreement to implement the provisions of the analysis.

(e) “Participating local government” means Crook, Deschutes, and Jefferson Counties, and participating cities.

(f) “Regional large lot industrial land need” means the need for a specific type of 20-year employment land need, as described in OAR 660-024-0040(1) and (5), that is determined based upon the analysis.

(g) “Site” means land in the region that:

(A) Provides the site characteristics necessary for traded sector uses as set forth in the analysis;

(B) Is 50 acres or larger as provided in section (3) of this rule; and

(C) Is determined to be “available,” as that term is defined in OAR 660-009-0025(7), for regional large-lot industrial users and for purposes identified by the analysis.

(h) “Site characteristics” has the meaning given that term in OAR 660-009-0005(1).
(i) “Traded Sector use” has the meaning given that term in ORS 285B.280.

(3) For purposes of subsection (2)(g) of this rule, a large lot is at least 50 acres if it is:

(a) A single lot, parcel that is at least 50 acres,

(b) An aggregation of existing lots or parcels under the same ownership that comprises at least 50 acres, or

(c) An aggregation of existing lots or parcels not in the same ownership created and maintained as a unit of land comprising at least 50 acres through a binding agreement among the owners.

(4) Participating local governments may adopt the analysis and implement its provisions. The analysis may demonstrate a need for six vacant, suitable and available sites in the region, and up to three additional sites that may be designated in order to replace one of the original six sites that is developed or committed to development as provided in section (12) of this rule. The original six sites must include two sites of at least 100 acres and not more than 200 acres, and one site more than 200 acres.

(5) If a participating city adopts the analysis, it is deemed to provide an adequate factual basis for the determination of regional large lot industrial land need for that city provided:

(a) The city and other participating local governments have entered into an intergovernmental agreement with the COIC, and

(b) The analysis is adopted by Crook, Deschutes and Jefferson Counties.

(6) Participating cities may adopt the analysis and enter into the intergovernmental agreement without amending the Economic Opportunities Analysis adopted by the city prior to the adoption of the analysis.

(7) The intergovernmental agreement shall describe the process by which the COIC shall coordinate with participating local governments in:

(a) The determination of a qualifying site that a participating city may designate in order to satisfy the regional large lot industrial land need; and

(b) The allocation of the qualifying sites among the participating cities in accordance with section (4) of this rule.

(8) A participating city may amend its comprehensive plan and land use regulations, including urban growth boundaries (UGB), in order to designate a site in accordance with the requirements of this rule, other applicable laws and the intergovernmental agreement, as follows:

(a) A participating city must show whether a suitable and available site is located within its existing UGB. If a participating city determines that a suitable site already exists within the city’s urban growth boundary, that site must be designated to meet the regional industrial land need.
Cities shall not be required to evaluate lands within their UGB designated to meet local industrial land needs.

(b) If a site is not designated per subsection (a), then a participating city may evaluate land outside the UGB to determine if any suitable sites exist. If candidate sites are found, the city may amend its UGB in accordance with Goal 14, other applicable laws and the intergovernmental agreement.

(9) A participating city that designates a site shall apply a regional large-lot industrial zone or overlay zone to the site in order to protect and maintain the site for regional large lot purposes. The zone or overlay zone must:

(a) Include development agreements and other provisions that prevent redesignation of the site for other uses for at least 10 years from the time the site is added to the city’s comprehensive plan to meet regional large lot industrial land needs;

(b) Prohibit division or separation of lots or parcels within the site to new lots or parcels less than the minimum size of the site need until the site is developed with a primary traded sector use requiring a large lot; and

(c) Limit allowed uses on the site to the traded sector uses, except as provided in section (10) of this rule.

(10) The zone or overlay zone established under section (9) may allow:

(a) Subordinate industrial uses that rely upon and support the primary traded sector use when a site is occupied by a primary traded sector use; and

(b) Non-industrial uses serving primarily the needs of employees of industrial uses developed on the site provided the zone includes measures that limit the type, size and location of new buildings so as to ensure such non-industrial uses are intended primarily for the needs of such employees;

(11) If a participating city adds a site to its plan pursuant to this rule, it must consider the site in any subsequent urban growth boundary evaluation conducted to determine local industrial land needs and the adequacy of land available to meet local industrial land needs.

(12) A site may be considered developed or committed to industrial development if a large-lot traded sector user demonstrates a commitment to develop the site by obtaining land use approvals such as site plan review or conditional use permits, and

(a) Obtaining building permits; or

(b) Providing other evidence that demonstrates at least an equivalent commitment to industrial development of the site as is demonstrated by a building permit.

(13) The participating local governments shall review the analysis after the regional supply of six sites has either been replenished by three additional sites or after ten years, whichever comes first.
OAR 660-009-0005

Definitions

For purposes of this division, the definitions in ORS chapter 197 and the statewide planning goals apply, unless the context requires otherwise. In addition, the following definitions apply:

(1) "Developed Land" means non-vacant land that is likely to be redeveloped during the planning period.

(11) "Site Characteristics" means the attributes of a site necessary for a particular industrial or other employment use to operate. Site characteristics include, but are not limited to, a minimum acreage or site configuration including shape and topography, visibility, specific types or levels of public facilities, services or energy infrastructure, or proximity to a particular transportation or freight facility such as rail, marine ports and airports, multimodal freight or transshipment facilities, and major transportation routes.

OAR 660-009-0025

Designation of Lands for Industrial and Other Employment Uses

Cities and counties must adopt measures adequate to implement policies adopted pursuant to OAR 660-009-0020. Appropriate implementing measures include amendments to plan and zone map designations, land use regulations, public facility plans, and transportation system plans.

(7) Availability. Cities and counties may consider land availability when designating the short-term supply of land. Available land is vacant or developed land likely to be on the market for sale or lease at prices consistent with the local real estate market. Methods for determining lack of availability include, but are not limited to:

(a) Bona fide offers for purchase or purchase options in excess of real market value have been rejected in the last 24 months;

(b) A site is listed for sale at more than 150 percent of real market values;

(c) An owner has not made timely response to inquiries from local or state economic development officials; or

(d) Sites in an industrial or other employment land category lack diversity of ownership within a planning area when a single owner or entity controls more than 51 percent of those sites.
Oregon Revised Statute: 285B.280 Definition of “traded sector.” As used in ORS 285B.280 to 285B.286, unless the context requires otherwise, “traded sector” means industries in which member firms sell their goods or services into markets for which national or international competition exists. [Formerly 285.765; 2005 c.835 §1]