

PENDLETON INDUSTRIAL LAND REPORT

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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 F. 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)

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

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

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	0.42	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		219.261	

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

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."

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	8442	5025	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	467-425	325300		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 locational factors (i.e., the requirement to establish a logical UGB with effective buffers from agricultural land).

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

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	747- 759	532 557		All sites served by Barnhart Road Extension, Stage Gulch Road or Daniel Road Arterials

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 ~~neighborhood-commercial~~ 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.