

**ECONOMIC OPPORTUNITIES ANALYSIS
FOR
UNION COUNTY, OREGON**

SEPTEMBER 2023



Prepared for the
Oregon Department of Land Conservation and Development

ECONOMIC OPPORTUNITIES ANALYSIS

FOR

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ANDERSON PERRY & ASSOCIATES, INC.
La Grande, Redmond, Hermiston, and Enterprise, Oregon
Walla Walla, Washington

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Executive Summary

In 2019, the Oregon Department of Land Conservation and Development received authorization from the Oregon Legislature via Senate Bill 2 to provide technical assistance grants for economic development planning assistance for ten eastern Oregon counties. The purpose of these technical assistance grants is to enable eastern Oregon counties to complete an economic opportunities analysis (EOA) and potentially rezone up to 50 acres of land to employment lands (commercial or industrial) in up to ten locations if a need is identified through the EOA. The purpose of an EOA is to ensure that a city/county has adequate available land supply to support economic growth. An EOA includes analysis of local and regional economic trends, evaluation of the community's opportunities and barriers to economic growth, and a determination of the types and amounts of land and infrastructure needed to support expected employment. Counties were invited to apply for technical assistance, and in December 2021, Union County was selected to receive funding assistance. Though this grant focus is on Union County, the eight cities of Union County have also been evaluated. See Figure 1, Location and Vicinity Maps.

Anderson Perry & Associates, Inc. (AP) was selected as the consultant to provide technical planning assistance for the Union County EOA project. AP completed outreach assistance with Union County and prepared an economic trends analysis. Based on these trends, AP identified that the following industries offered cities in Union County the best opportunities to target new businesses or to support expansion of existing businesses: natural resources (agriculture and timber), manufacturing (trailers and recreational vehicles), and visitor services/resident services (groceries, tourism services, travel). Projected growth was used to estimate land needed by each city and Union County to accommodate industrial and commercial land supply for the 20-year planning period. After a review of the existing supply of vacant buildable and redevelopable employment-type lands within each city's urban growth boundary (UGB), this became the basis for determining, whether each city is expected to have a sufficient land supply to meet these industry needs as discussed in Section 5.0 of this EOA. Rezoning opportunities are discussed in Section 6.0 of this EOA.

Throughout the entire planning process, advisory committee and public meetings were held to review information and the analysis conducted. Feedback from these meetings helped ensure that issues important to Union County were addressed and ensure a reasonable level of accuracy in the information provided to guide policy development. Appendix A provides the Inclusive Outreach Plan and associated documentation.

Based on the information and analyses contained in Sections 3.0 and 4.0 of this EOA, Section 5.0 reviews whether each city and Union County is expected to have an adequate buildable land supply within its UGB that can accommodate projected growth and expansion for the target industries.

Union County was found to have an approximate shortage of 321 acres of industrial and commercial land to meet the 20-year supply requirements.

Preliminary data indicate that the cities would generally have a surplus of industrial and commercial land (with the exception of the Cities of Cove and Summerville), but this preliminary review of vacant/available land will need to be reviewed by each city through its own EOA process. Section 5.0 presents the employment land supply of Union County and each city therein (see Figures 2 through 20).

The cities of Union County will need to identify and provide additional land supplies to address their deficiencies to comply with Oregon land use planning laws under Oregon Administrative Rules Chapter 660, Division 009. Union County has provided EOA data to serve as a starting point for individual city processes. Appendix B provides a summary of preparation for this EOA.

Section 6.0 provides a site analysis report for 17 properties in Union County identified by the public and the Technical Advisory Committee members that could potentially benefit from rezoning. Of the 17 sites, two were ultimately recommended for rezoning (see Figures 21a through 23).

Appendix C contains a WebMap of Union County with zoning, employment lands, and a draft buildable employment land inventory for Union County and each of the cities of Cove, Elgin, Imbler, Island City, La Grande, North Powder, Summerville, and Union. Figures 1 through 20 show abbreviated versions of the same material.

Recommended amendments to Union County's Comprehensive Land Use Plan policies are included in Section 7.0 of this EOA, and preliminary recommendations are made for the cities to promote employment land opportunities, as needed in each community.

Section 1.0 - Introduction

1.1 Project Background and Purpose

In 2019, the Oregon Department of Land Conservation and Development (DLCD) received authorization from the Oregon Legislature via Senate Bill (SB) 2 to provide technical assistance grants for economic development planning assistance for ten eastern Oregon counties. The purpose of these technical assistance grants is to enable eastern Oregon counties to complete an economic opportunities analysis (EOA) and potentially rezone up to 50 acres of land to employment lands (commercial or industrial) in up to ten locations if a need is identified through the EOA. The purpose of an EOA is to ensure that a city/county has adequate available land supply to support economic growth. An EOA includes analysis of local and regional economic trends, evaluation of the community's opportunities and barriers to economic growth, and a determination of the types and amounts of land and infrastructure needed to support expected employment. Counties were invited to apply for technical assistance, and in December 2021, Union County was selected to receive funding assistance. Though this grant focus is on Union County, the eight cities of Union County have also been evaluated, and this EOA provides an excellent starting point for individual EOAs, if desired. See Figure 1, Location and Vicinity Maps.

This project is intended to provide assistance to jumpstart the process for updating economic development plans for the cities in Union County, which have experienced lagging growth in population and employment. The Cities of Cove, Elgin, Imbler, Island City, La Grande, North Powder, Summerville, and Union are hereby provided with all materials included in this EOA to help them complete updated EOAs in accordance with Oregon Administrative Rules 660-009-0015, if desired. DLCD staff and Union County staff will work to support adoption of the updated analyses and associated policies into each city's and Union County's Comprehensive Land Use Plans following completion of the project, if desired.

1.2 Organization of Report

This EOA is divided into eight main sections with an Executive Summary. Specifically, this EOA includes the following:

- Section 1.0 - Introduction - Provides a brief overview of the background and purpose for the project, organization of the report, and the objectives this EOA is intended to meet.
- Section 2.0 - Public Process - Describes the public outreach plan activities, Technical Advisory Committee role, and methods by which the public was engaged in both the EOA and site analysis process.
- Section 3.0 - Goals and Vision - General goals for the outcome of both the EOA and site analysis process are described.
- Section 4.0 - Union County Trend Analysis - A trend analysis including population and employment changes is discussed.
- Section 5.0 - Existing Employment Land Inventory and Forecast of Needs - Methodology and results for mapping all lands currently designated for employment use and their availability in the cities and Union County are described. Future employment land needs are forecasted based on the trend analysis and what lands are currently available.

- Section 6.0 - Site Analysis Report - Describes the totality of properties considered for inclusion in a needed rezoning effort related to SB 2 criteria (50 acres, not high value farmland, up to ten locations). The review and selection process is also described.
- Section 7.0 - Draft Implementation Recommendations - Draft policy language and next steps are described.
- Section 8.0 - References.

Section 2.0 - Public Process

2.1 Overview

The economic opportunities analysis (EOA) process included an intensive community involvement component. Economic development activities must be supported by the communities served and embraced as a grassroots effort toward economic prosperity. Any attempt to force an outside perspective will ultimately fail due to a lack of understanding of the local culture, hardships, and priorities. Therefore, the public involvement component for the EOA consisted of multiple methods of outreach, including public meeting, stakeholder interviews, informal discussions, and Technical Advisory Committee (TAC) meetings. The TAC is composed of members of the Union County Planning Commission as this a representative, appointed body (see Appendix A, Task 1: Inclusive Outreach Plan for details). This section will document public participation with special attention on how participation was designed to allow for statewide equity and inclusion goals to be considered. Information will be posted on the Union County website, provided through notices in the newspaper, and through radio/Facebook announcements via Elkhorn Media Group.

2.2 Preparation Document

As required in Task 2: Preparation, a memo was prepared to document initial work on this process. Please see Appendix B Task 2: Preparation.

2.3 Inclusive Outreach Plan

An inclusive outreach plan was developed, reviewed by Oregon Department of Land Conservation and Development, and implemented (see Appendix A, Task 1: Inclusive Outreach Plan).

The outreach process included several presentations. The project was presented to the Cities of Elgin, Cove, Imbler, Island City, North Powder, and Summerville; the Northeast Oregon Rental Owners Association; and at the Union County Fair. Each organization was presented with the project goals and details. The following questions were asked at each meeting:

- Do cities or Union County want to grow?
- Does the city want to consider conducting an update to its individual Oregon's Statewide Planning Goals and Guidelines - Goal 9: Economic Development to help potentially stimulate employment land growth?
- Has the city ever been contacted about needing more commercial or industrial lands?
- Is there anyone we should contact within the city or county that may be limited by zoning to increase their employment base?
- Does anyone want on our mailing list to be kept informed about meetings or events we may hold as a part of conducting our Senate Bill (SB) 2 work?

A public outreach flyer was distributed to the following locations:

- Eastern Oregon University Multicultural Center
- Walmart
- Safeway
- The Market Place
- Nature's Pantry
- Northeast Oregon Network
- WorkSource Oregon

Community Connection of Northeast Oregon and the social security office declined to post the flyer. Emails were sent to Sara Miller with Northeast Oregon Economic Development District and the Soroptimist International of La Grande, Oregon. The Lighthouse Church and the Confederated Tribes of the Umatilla Indian Reservation's La Grande office were closed when distributing flyers. A newspaper article was included in The Observer that generated County-wide interest.

2.4 Public Meeting Summaries

2.4.1 County Meetings

County Commissioner Meetings - Starting in January 2022, Union County Planning Department staff presented progress updates monthly (at a minimum) to Union County Commissioners. As elected officials, Union County Commissioners provided an important connection to the populations who elected them and provided several leads on sites for rezoning opportunities.

2.4.2 Community Meetings

Union County Fair - On August 4, 2022, Union County Planning Department staff attended the Union County Fair and engaged in discussions with participants related to the sufficiency of the existing land supply, and whether additional employment lands would be beneficial to the community. Engagement was limited, and no specific ideas related to rezoning were conveyed.

Eastern Oregon Rental Owners Association Meeting - On January 12, 2023, Union County Planning Department staff gave a presentation at this association meeting. People in attendance were generally supportive of growth and consider growth a need for additional employment lands and for the region.

2.4.3 City Meetings

Summerville - Union County Planning Department staff attended the Summerville City Council meeting on March 15, 2022, in Summerville, Oregon. When the concept was presented, the City Council indicated that no additional growth of employment lands (commercial or industrial) was desired or needed. It was noted that several home occupancies for welding, auto repair, and computer repair occurred in the past, but it is believed those businesses will not require more space. It was stated that a new water and sewer line may be needed in the City soon. It was

stated that they appreciate being a bedroom community to workforce in the area and do not want rezoning for increased commercial land.

North Powder - Union County Planning Department staff attended the North Powder City Council meeting on April 4, 2022, in North Powder, Oregon. When the concept was presented, the City Council stated growth was likely desired within the working population of the community. However, some retired people might not want growth due to changes in community structure that new businesses might bring. It was stated that there was likely room to grow within the city limits (ample unoccupied industrial and commercial land within the city limits). The City expressed interest in updating its Goal 9 to help gain a broader understanding of what the community could be. Concerns regarding growth included whether there was adequate water and sewer capacity, if more housing was needed, etc.

Imbler - Union County Planning Department staff attended the Imbler City Council meeting on May 2, 2022, in Imbler, Oregon. When the concept was presented, the City Council stated that additional growth, especially related to employment lands, was not desired at this time. The City Council stated that they would support a comprehensive plan revision, and that they appreciate being a bedroom community to workforce in the area and do not want rezoning for increased commercial land.

Cove - Union County Planning Department staff attended the Cove City Council meeting on May 3, 2022, in Cove, Oregon. When the concept was presented, the City Council stated that additional growth, especially related to employment lands, was not desired at this time.

Elgin - Union County Planning Department staff attended the Elgin City Council meeting on May 10, 2022, in Elgin, Oregon. When the concept was presented, the City Council stated that additional growth, especially related to employment lands and the updating of Goal 9 of the Comprehensive Land Use Plan (CLUP) is desired. Elgin staff indicated that they would contact Union County staff for additional assistance.

Union - Union County Planning Department staff attended the Union City Council meeting on June 13, 2022, in Union, Oregon. When the concept was presented, the City Council stated that additional growth, especially related to employment lands, was not desired at this time.

Island City - Union County Planning Department staff attended the Island City Council meeting on September 12, 2022, in Island City, Oregon. Based on conversations, additional growth is desired in Island City; the City wants to consider updating its CLUP and Goal 9 to justify additional growth.

La Grande - Union County Planning Department staff did not present the SB 2 EOA process to the La Grande City Council meeting, as La Grande is concurrently conducting its own EOA and Goal 9 update process. Union County and La Grande planners informally discussed methods and the potential to collaborate.

2.4.4 Technical Advisory Committee Meetings

The TAC is composed of members of the Union County Planning Commission as this a representative, appointed body (see Appendix A, Task 1: Inclusive Outreach Plan for details).

First TAC Meeting (December 2022) - This meeting was held during a regular Union County Planning Commission Meeting. The concept was discussed, including a history of SB 2 and the land use planning process that completion of the EOA would facilitate.

Second TAC Meeting (January 2023) - A discussion of economic trends and primary growth sectors was initiated and a vision of Union County's future was informally discussed.

Third TAC Meeting (February 2023) - Mapping was reviewed and methodologies for the employment lands inventory were discussed.

Fourth TAC Meeting (March 2023) - Potential parcels for inclusion were discussed and informally evaluated.

Fifth TAC Meeting (April 2023) - Parcels and mapping were discussed. Union County staff summarized discussions with individual property owners related to property selection.

Sixth TAC Meeting (June 2023) - A draft report and recommendations were reviewed. The properties were selected based on size, suitability of development, zoning appropriateness, and the ability to support benefits to Union County's economic opportunity.

2.5 Evaluation for Inclusive Participation

The post-project evaluation framework enables evaluation of the representation of and participation by priority populations through outreach methods, as well as participation in the TAC. The project's success with inclusive outreach to priority populations is documented in the following framework:

- Were specific tasks accomplished as outlined in the outreach and engagement plan? This will be noted by where and when outreach materials were provided, how meetings were advertised, etc.
 - Answer: Specific tasks outlined in the outreach and engagement plan were met. Flyers, advertisements, and meetings were completed as written.
- Did priority populations participate in the process and at what level?
 - Answer: Priority populations participated at different levels. Engagement of rural populations and female populations was successful.
- Were there any specific outcomes that can be attributed to priority population participation?
 - Answer: None at this time.
- What went well in the outreach and engagement plan and what could be improved for future projects?
 - Answer: Flyers and a newspaper article generated beneficial attention to a wide audience for the project. Potentially a more specific call to action would generate better engagement as it can be difficult to understand the definition of employment land and determine what areas would benefit from being rezoned.

Section 3.0 - Goals and Vision

General goals were outlined and reviewed by the Technical Advisory Committee prior to the evaluation of properties.

3.1 Senate Bill 2 Goal

Union County hopes to achieve the following three goals through the Senate Bill (SB) 2 process.

- **Mapping** - Create an up-to-date mapping resource showing zoning and land availability for cities and Union County based on available data. The data will still need to be verified by individual cities and Union County by visually observing properties before mapping is utilized for land use decisions beyond this SB 2 process; however, it will provide a baseline dataset for cities to build from for individual processes.
- **Economic Opportunities Analysis (EOA) Initiation** - While this EOA is not intended to represent a complete EOA for each of the eight cities of Union County, it is Union County's hope that we can help jumpstart the EOA process or Goal 9 update process, if desired.
- **Rezoning** - If the EOA process indicates rezoning is needed and desired, find specific properties that would benefit from being rezoned into industrial and commercial lands.

3.2 Union County Economic Opportunity Vision Statement

Union County is 2,039 square miles located in northeast Oregon in the lush Grande Ronde Valley, surrounded by the Blue, Elkhorn, and Wallowa Mountain Ranges. Federal agencies manage approximately 51.5 percent of the land in Union County; the remaining 48.5 percent is privately owned. Historically, many tribes included the Grande Ronde Valley within their territories and utilized the abundant resources for hunting, fishing, and gathering food. These practices continue today and are important to the region's overall economic health.

According to Union County's 2021 Federal Land Use Policy, historically agriculture has been a primary economic driver with timber, public sector jobs, and a service economy also providing economic opportunities in the region. In the 1980s, the logging industry sharply declined, putting Union County into a time of economic hardship. Not only were logging operations strained, but multiple sawmills went out of business. Although exporting logs is becoming more prevalent, finished timber products still dominate the exports in Union County (Union County, 2021).

Union County's natural resource economy relies on agriculture and forestry, which have been able to remain in existence; however, environmental conditions, regulations, and other limitations have restricted the ability for these parts of the economy to grow. The natural resource component is only one part of Union County's overall economy. Retail trade, health services, construction, professional services, leisure and hospitality, natural resources and mining, manufacturing, financial activities, information services, and government services are also important economic drivers (Union County, 2011).

Currently, Union County faces challenges that include a weak economy where many citizens are forced to move away for economic opportunities. With expanded opportunities to work on employment lands,

significant improvements could be made to the economic viability of the region. Union County's goal is to continue to promote the custom and culture of the region to allow people to use their talents to make productive use of natural resources to provide a strong economic base for Union County communities.

Union County seeks to promote diversified and sustainable economic development. Union County's economy is supported by retail trade, health services, construction, professional services, leisure and hospitality, natural resources and mining, manufacturing, financial activities, information services, and government services (Union County, 2011). Union County recognizes economic value in the abundant natural resources present in the region. Timber resources can be harvested through private or forest stewardship contracts and sustainable energy development. Private livestock can graze in the summertime on portions of federally managed lands that will not negatively impact critical fish and wildlife habitats, riparian areas, or waterbodies. Other economic goals include support of recreational users (both local and non-local) who come to Union County and hike, bike, camp, ski, ride horseback, hunt, fish, snowmobile, ride all-terrain vehicles, and sightsee (Union County, 2021).

Union County has outlined five primary goal components:

- Maintain traditional hunting, fishing, gathering of First Foods, and other practices of regional tribes.
- Increase the ability of people to live in the area and make a living while enjoying a sustainable economy.
- Support agriculture and livestock grazing.
- Promote active management of forest resources, including habitat restoration.
- Foster tourism, recreation, service, and manufacturing services for a diversified economy.

3.3 Union County and Cities Goal 9 Review

The following sections review the approved Goal 9 sections of the Comprehensive Land Use Plans (CLUPs) for Union County and cities. Each of these plans has been formally adopted; however, most are outdated (beyond the 20-year update time frame). As such, static populations, businesses, and goals are referenced that may not be accurate for the present. A formal update to these documents should be considered when resources allow.

3.3.1 City of Cove

According to the City of Cove's 1984 CLUP, the economic base was limited to small commercial enterprises and light industry. The one industrial business was a fruit packing wholesaler that processed locally grown produce. Commercial enterprises included two markets, a tavern, a drive-in restaurant, a cabinet shop, and the Cove swimming pool. According to the CLUP, "Labor Force data from the 1974 Citizen Attitude Survey indicates that only 18 percent of Cove's work force was employed in Cove." The total unemployment in 1984 was 4 percent. Two main factors were identified that limit industrial and commercial development in Cove. The City of Cove lacks access to major railroads or highway routes, and La Grande is within proximity and functions as the commercial and industrial center in the region. Due to Cove's rural nature, future expansion is anticipated to be limited.

In 2023, a review of Cove's Goal 9 was conducted, and the following determinations were noted.

- The population of Cove was 653 people in 2019.
- Cove's existing central water and sewer infrastructure is capable of facilitating the growth of future commercial and industrial enterprises.
- The City of Cove's CLUP and Goal 9 had not been updated in 39 years; the City should consider updating them to consider current and future goals and needs.

3.3.2 City of Elgin

The City of Elgin created a CLUP in 1983, in which it states that the City's goal was to diversify and improve the economy. According to the CLUP, the economic base and the labor force at the time were centered around the timber industry, primarily Boise Cascade. The City recognized the need to diversify its economic base through the secondary processing of wood products or other high density industrial activities. Several factors were identified as areas able to attract economic growth and accommodate expansion of existing commercial and industrial enterprises. Elgin's vital location on Highway 82 to Wallowa County, and the accessibility to major transportation routes such as the Union Pacific Railroad, Joseph Branch, and Oregon Highway 82 and Highway 204 offer opportunities for economic growth.

A 2023 review of Elgin's Goal 9 was conducted, and the following determinations were noted.

- The population of Elgin in 2020 was 1,542 people.
- Elgin's public facilities, including central water and sewer infrastructure, are capable of supporting future growth.
- Elgin's transportation options of Highway 82, Highway 204, and railroad access offer support for future growth.
- The City of Elgin's Goal 9 had not been updated in 40 years; the City should consider updating it to examine current and future goals and needs.

3.3.3 City of Imbler

The City of Imbler created a CLUP in 1981, which noted that the need for commercial development is limited due to the number of potential customers in the area. The greatest limiting factor for the City of Imbler is the lack of water and sewer services.

A 2023 review of Imbler's Goal 9 was conducted, and the following determinations were noted.

- The population of Imbler in 2019 was 337 people.
- Imbler's lack of public facilities, including central water and sewer infrastructure, limit future growth.
- Imbler's transportation access includes Highway 82 and railroad access. Commercial and industrial land base had not changed since original acknowledgement.

- The City of Imbler's Goal 9 had not been updated in 42 years; the City should consider updating it to examine current and future goals and needs.

3.3.4 Island City

Island City's most recent CLUP was created in 1995. The economic goal stated was to diversify and improve the economy of the area. The CLUP demonstrates the City's ability to provide water service for a population of 3,127 and ability to provide sewer services to all land within the urban growth boundary. Island City's goal is to maintain its existing ratio of jobs to residents of 1:2. Since 1989, Island City's employment has increased; therefore, there is a need to provide additional buildable commercial land to accommodate the growth of jobs.

A 2023 review of Island City's Goal 9 was conducted, and the following determinations were noted.

- The population of Island City in 2019 was 1,022 people.
- Island City's public facilities, including central water and sewer infrastructure, are capable of supporting future growth.
- Island City's transportation access includes Highway 82, Highway 237, and railroad access.
- Island City's Goal 9 had not been updated in 28 years; the City should consider updating it to evaluate current and future goals and needs.

3.3.5 City of North Powder

The City of North Powder last updated its CLUP in 1983. According to the CLUP, the main economic base was agriculture and timber processing, commercial trade from local residents, nearby recreational developments, and travelers from Interstate 84 (I-84). In 1983, 33 percent of the population was retired, 57 percent of the population was employed, and 10 percent of the population was unemployed. A more stable economy would be developed if employment is increased; the City had plans to actively seek and encourage industrial growth. The primary limitation to growth is the City's distance from major markets.

A 2023 review of North Powder's Goal 9 was conducted, and the following determinations were noted.

- The population of North Powder in 2019 was 558 people.
- North Powder's central water and sewer infrastructure are capable of supporting future growth.
- North Powder's transportation access includes I-84, Highway 237, and railroad access.
- North Powder's Goal 9 had not been updated in 40 years; the City should consider updating it to evaluate current and future goals and needs.

3.3.6 City of Summerville

The City of Summerville last updated its CLUP in 1990. Summerville's commercial businesses are limited to two enterprises: the grocery store/tavern and the auto repair shop. It is estimated that 25 percent of the population of Summerville is retired. The majority of the labor force is employed in the timber processing industry at either the Elgin Boise Lumber Mill, the Island City Woodgrain Particle Board Plant, or the La Grande Woodgrain Lumber Mill. According to the CLUP, "Commercial and industrial development has been limited by the availability of centralized water and sewer systems, railroad access, and major state or federal highway access. At this time, no solution is anticipated to reduce or eliminate these limitations. Future development will have to be able to work around these restrictions."

A 2023 review of Summerville's Goal 9 was conducted, and the following determinations were noted.

- The population of Summerville in 2010 was 135 people.
- Summerville's lack of public facilities, including central water and sewer infrastructure, limit future growth.
- Summerville does not have access to highways or railroads.
- Summerville's Goal 9 had not been updated in 33 years (since 1990); the City should consider updating it to evaluate current and future goals and needs. It was noted that the City appears to only have four lots of (0.16, 0.22, 0.16, 0.24) totaling 0.78-acre vacant and available land for employment base lands.

3.3.7 City of Union

According to the City of Union's 1983 CLUP, the City's primary employer was the Hoff Company's Ronde Valley lumber mill, which employed 105 people in 1983. A significant part of Union's workforce commutes to La Grande. Throughout the 1970s and 1980s the City of Union made major improvements to public services, including water and sewer, that could allow for future industrial and commercial growth. Union's transportation access includes Highway 203 and Highway 237.

A 2023 review of the City of Union's Goal 9 was conducted, and the following determinations were noted.

- Union's improvements to public facilities, including central water and sewer infrastructure, have the potential to support future growth.
- Union's Goal 9 had not been updated in 40 years (since 1983); the City should consider updating it to evaluate current and future goals and needs.

3.3.8 City of La Grande

The City of La Grande completed a CLUP in 2013. The City of La Grande is the economic core of Union County, consisting of approximately 51 percent of the County's population. The largest economic sector in La Grande is public administration followed by manufacturing and retail trade, with education and health services making up a large portion of the workforce. The wood

production industry in La Grande is declining. Primary and secondary wood products provide an opportunity to diversify the industry. For example, the increase of small diameter timber may emerge as a growth opportunity. It is unlikely that this industry will match the economic growth of the traditional timber industry. Eastern Oregon University (EOU) has been an economic asset in the region since it was established in 1929. The economic growth trend of EOU is predicted to increase. EOU employes more than 1,500 people and produces nearly \$50 million in annual payroll and should continue to serve the labor needs of the region. The manufacturing industry is expected to produce vital jobs in the area.

3.3.9 Union County

In 1985, Union County completed its CLUP. Union County has detailed three main goals of the CLUP: encourage desirable growth, accommodate anticipated development, and make provisions for those uses that may be needed by a community but that may have such undesirable characteristics as noise, smoke, or odor (Union County, 1985). Union County relies on natural resources (timber and agriculture) as the primary employment opportunities for its residents. Union County's industrial park has provided land for manufacturing and industrial opportunities over the past decade; however, it requires additional land to increase these opportunities into the future.

3.4 Union County Priority Economic Sectors

Based on previous plans developed for Union County and cities, the following economic sectors were identified as important both historically and for the future.

3.4.1 Natural Resources

Renewable energy has the potential to play a significant role in Union County's future economic development. Alternative energy sources including hydroelectric, geothermal, wind, and solar have historically contributed to Union County's economy.

Agriculture and forest products still represent a significant percentage of local economic activity in Union County. Historically, the timber industry has been the main source of above average income jobs in the region. The timber industry started to decline in the mid-1980s; however, it remains one of the most important industries in the region. The role of timber production is directly related to federal land management policies and the market development of wood products such as biofuels, biochar, and mass timber. Agriculture remains one of Union County's largest commodities. Approximately 40 percent of the region's agricultural operations is raising cattle, followed by crop productions including hay, grain, grass seed, mint, potatoes, and sugar beets. Agricultural wages are generally lower than non-farm wages in the region (Northeast Oregon Economic Development District [NEOEDD], 2018).

3.4.2 Manufacturing

According to the NEOEDD Comprehensive Economic Development Strategy for 2018 to 2023, manufacturing offered one of the largest employment sectors in Union County. The main manufacturing industries in Union County are located in La Grande and Island City; this includes the trailer manufacturing of Northwood Manufacturing and Outdoors RV. Barreto Manufacturing is also located in La Grande. Wood product manufacturing still remains

important in the region (NEOEDD, 2018). Manufacturing jobs tend to be higher paying and support additional economic growth in other sectors (i.e., natural resources and resident services).

3.4.3 Visitor Services

Union County is a vacation destination for many people. From the Blue Mountains to the expanse of trails at the Mount Emily Recreation Area, Union County offers scenic vistas, excellent fishing, hunting, mountain biking, and local shopping featuring homemade arts and crafts. The leisure and hospitality industry is responsible for 18 percent of private employment in the northeast Oregon region. These jobs are known for lower than average annual wages; however, the tourism industry provides opportunities for business owners to benefit from sales (NEOEDD, 2018).

3.4.4 Resident Services

Resident services have historically been one of the largest employment sectors in Union County, with the Grande Ronde Hospital and schools making up the largest percentage of employers in the region. Government jobs such as police and public works also provide higher wage opportunities for residents. Grocery stores, convenience stores, agricultural supply stores, and pharmacies all play a role in both employment opportunities and supporting residents in the region. These services tend to increase proportionally with the population.

Section 4.0 - Union County Trend Analysis

4.1 Introduction

This trend analysis is intended to provide an overview of historic, current, and projected trends in population, demographics, and economic conditions in Union County.

4.2 Union County Population Trend

Union County and many of the cities therein have modest goals documented in their Goal 9 policies for population growth. There has been minimal change in population growth in the communities over time. Table 4-1 below shows Union County's population from 1890 to 2020.

**TABLE 4-1
UNION COUNTY POPULATION 1890 TO 2020**

Census Year	Population	Percent Change
1890	12,044	83.9
1900	16,070	33.4
1910	16,191	0.8
1920	16,636	2.7
1930	17,492	5.1
1940	17,399	-0.5
1950	17,962	3.2
1960	18,180	1.2
1970	19,377	6.6
1980	23,921	23.5
1990	23,598	-1.4
2000	24,530	3.9
2010	25,748	5.0
2020	26,196	1.7

(U.S. Census Bureau, 2023)

These historical patterns generally show low to modest growth. Based on Portland State University (PSU) Population Research Center (PRC) projections, the population is anticipated to continue to show even lower positive growth than historical data would indicate through 2040 and then slightly negative growth through 2070. Through a review of this economic opportunities analysis by the Union County Planning Commission, it was noted that the PSU PRC forecast appears to be lower than anecdotal evidence (especially migration) would suggest, particularly for years 2045 to 2070, which show consistently negative growth; see Table 4-2.

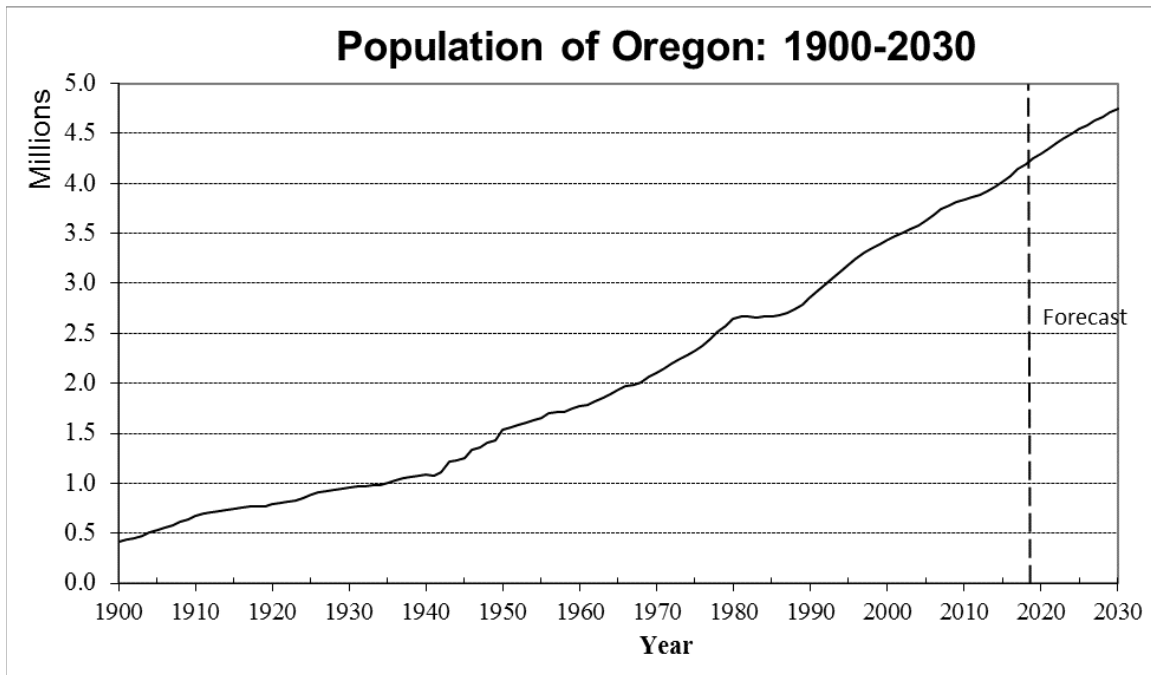
**TABLE 4-2
UNION COUNTY FORECASTED POPULATION 2020-2070**

Year	Population	Percent Change
2010 (Census Derived)	25,725	--
2020 (Census Derived)	26,196	1.8
2025 (PSU PRC Forecast)	26,502	1.2
2030 (PSU PRC Forecast)	26,782	1.1
2035 (PSU PRC Forecast)	26,936	0.6
2040 (PSU PRC Forecast)	26,977	0.2
2045 (PSU PRC Forecast)	26,918	-0.2
2050 (PSU PRC Forecast)	26,787	-0.5
2055 (PSU PRC Forecast)	26,609	-0.7
2060 (PSU PRC Forecast)	26,372	-0.9
2065 (PSU PRC Forecast)	26,051	-1.2
2070 (PSU PRC Forecast)	25,650	-1.5

(PSU PRC, 2023)

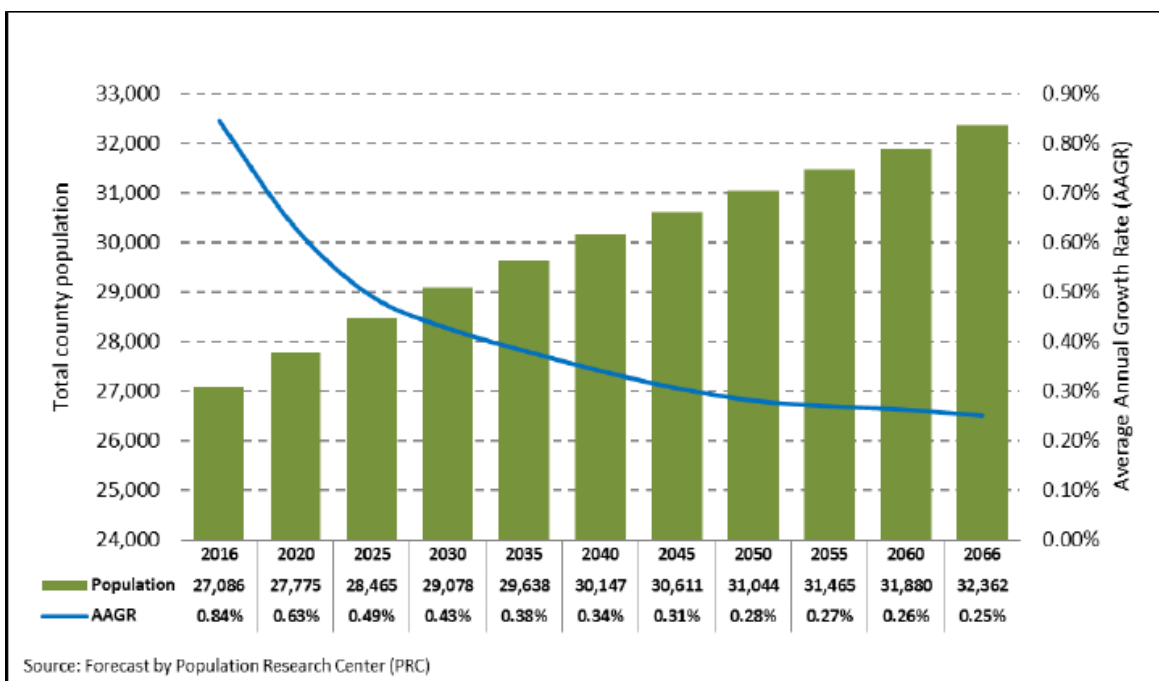
With the exception of the initial migration to the region in the 1890s/1900s and 1980s/1990s timber boom, and then contraction in timber industry, this fits into the State of Oregon population profile as a whole, which has shown modest population growth over time; this population trend is shown on Chart 4-1.

**CHART 4-1
POPULATION OF OREGON FROM 1990 TO 2030**



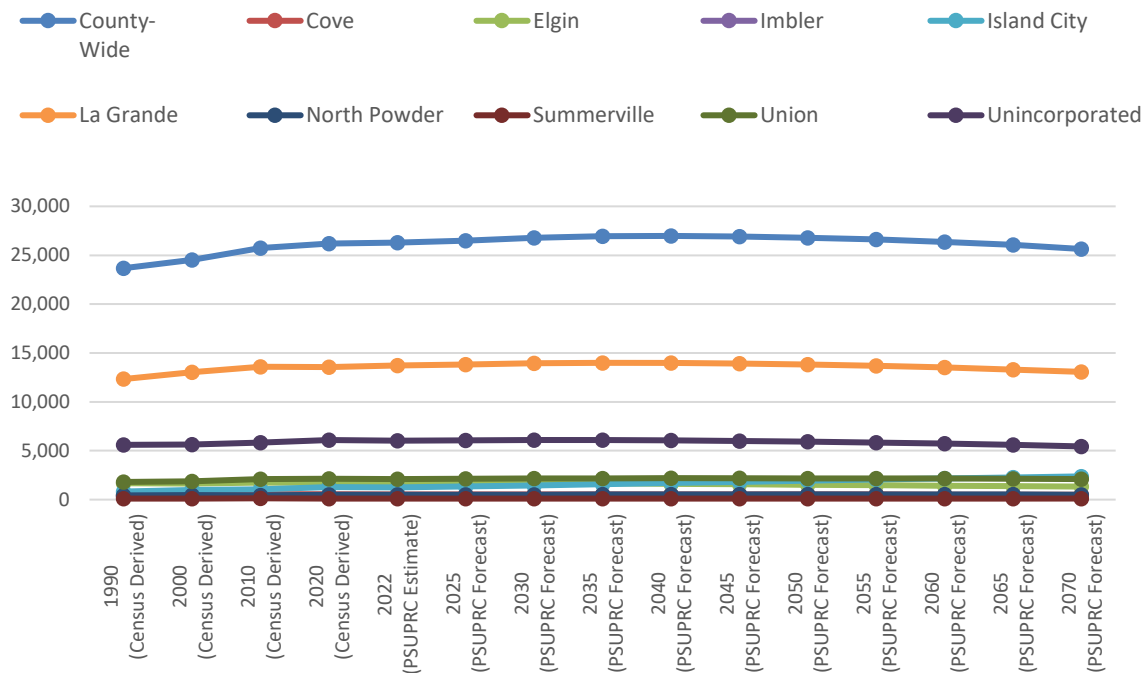
In the Northeast Oregon Economic Development District (NEOEDD) Comprehensive Economic Development Strategy for 2018 to 2023, Union County’s average annual growth rate (AAGR) is estimated to decline over the coming decades to only very slightly positive growth; see Chart 4-2.

**CHART 4-2
UNION COUNTY ESTIMATED AVERAGE ANNUAL GROWTH RATE**



The cities of Union County have followed a similar historical low growth trajectory, which is estimated to continue into the future. These trajectories are demonstrated on Chart 4-3.

**CHART 4-3
UNION COUNTY AND SURROUNDING CITIES POPULATION TRENDS AND FORECASTS**



4.3 Population Characteristics

According to the NEOEDD Comprehensive Economic Development Strategy for 2018 to 2023, Union County’s population is slightly older, less diverse, experience greater poverty, attain less post-secondary education, and are paid lower wages than the state at large (NEOEDD, 2018). These population characteristics have remained relatively static over time.

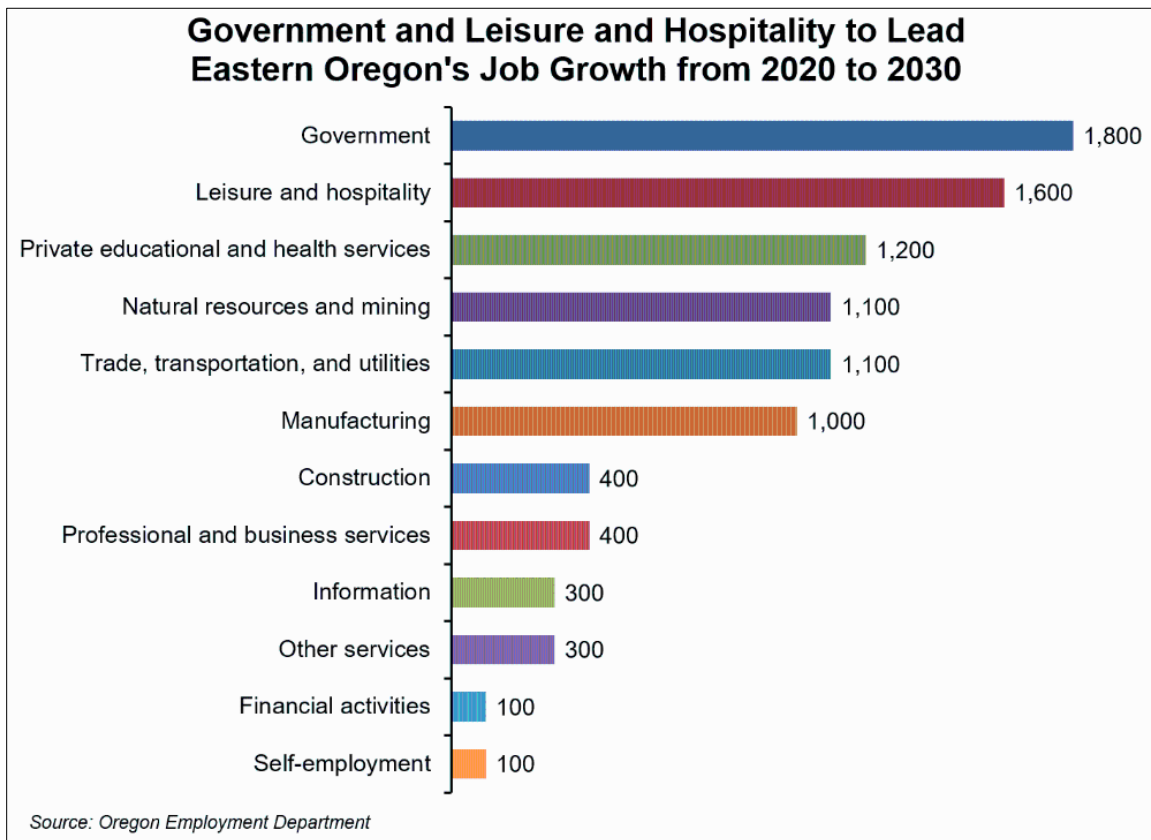
4.4 Union County Employment Trend

This section discusses categories of employment and areas of growth and decline in Union County.

According to Oregon Employment Department’s 2020 to 2030 Industry Employment Projections, jobs in the eastern Oregon area, which includes the Counties of Baker, Grant, Harney, Malheur, Morrow, Umatilla, Union, and Wallowa, are projected to increase from 78,800 to 88,100 by 2030. This equates to a 12 percent growth rate; however, this percentage is in part due to the area recovering from lower employment levels during COVID-19 recession (Oregon Employment Department, 2020).

The top five industries where jobs are expected to be added are government; leisure and hospitality; private education and health services; natural resources and mining; and trade, transportation, and utilities; see Chart 4-4.

**CHART 4-4
OREGON EMPLOYMENT DEPARTMENT JOB GROWTH AREAS FOR EASTERN OREGON**



(Oregon Employment Department, 2020).

According to NEOEDD Comprehensive Economic Development Strategy for 2018 to 2023, Union County’s economy continues to have a strong base in natural resources (timber and agriculture) while tourism is becoming more important. It was noted that the region has a high self-employment rate, which means that services for the local population are an important way that capital circulates in the region (NEOEDD, 2018).

The employment trends are shown by regional employer growth in government and manufacturing jobs over time. See Table 4-3.

**TABLE 4-3
UNION COUNTY EMPLOYMENT BY ORGANIZATION**

Employer	2006	2013	2018	Percent Change 2013 to 2018
Grande Ronde Hospital	288	331	450*	+36
Union County Schools (La Grande, Imbler, Cove, Elgin, Union)	478	402	414	+3
State Government	1,260	1,390	365**	-47
EOU	-	-	374**	N/A
Boise	696	527	342	-35

Employer	2006	2013	2018	Percent Change 2013 to 2018
Federal Government	230	280	298	+6
Northwood Manufacturing	335	245	272	+11
Outdoors RV Manufacturing (Fleetwood Industries before 2009)	280	205	234	+14
Union Pacific Railroad	226	250	191	-24
Walmart	200	270	167	-38
City Government (La Grande)	115	103	153	+49
County Government	124	142	152	+7
Waldrop Oil (includes one location in Baker City)	-	160	142	-11
Safeway	63	116	115	-1
New Day Enterprises	95	106	100	-6
Barreto Manufacturing	56	66	93	+41
Center for Human Development	59	66	81	+23
Anderson Perry & Associates, Inc.	-	60	74	+23
La Grande Post Acute Rehabilitation	-	-	35	N/A
Bi-Mart	-	33	29	-12
Mountain Valley Therapy	-	28	27	-4
Michael A. Becker General Contractor, Inc.	-	27	24	-11
D&B Supply	-	20	24	+20
Wallowa County Grain Growers/Tri-County Equipment			23	N/A
The Observer	38	33	20	-39
WC Construction	-	29	15	-48
Grocery Outlet	-	24	17	-29
Community Bank	-	20	18	-10
Moda Health Care (OR Dental Service before 2013)	57	60	0	Closed
Evergreen Health & Rehab	86	40	0	Closed
Evergreen Vista Health Center	-	37	0	Closed
Albertson's	38	0	0	Closed

*Estimated from a total employee number of 702 in 2016 (<https://www.grh.org/about-us/organizational-profile/>).

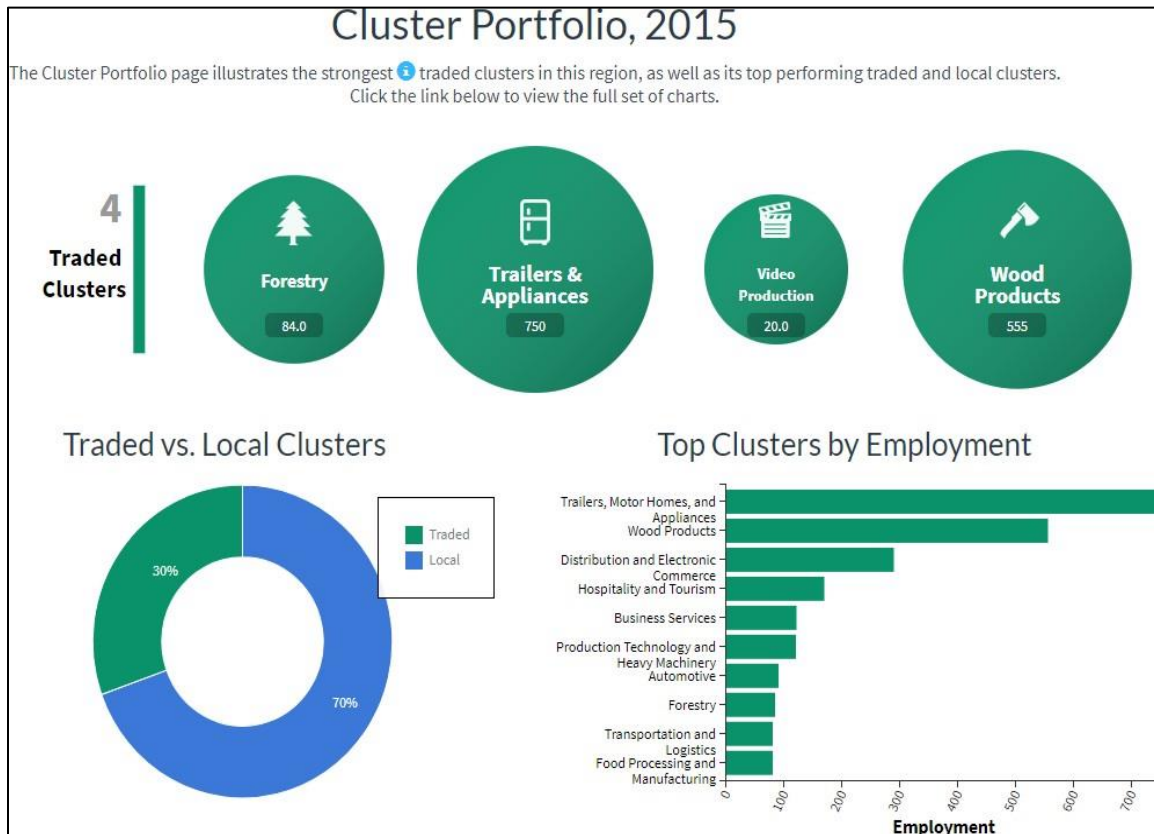
** The 2006 and 2013 state government numbers include EOU. In 2018, EOU is a separate number.

EOU = Eastern Oregon University

(NEOEDD, 2018)

Traded clusters grouped into similar employment activities identified in the NEOEDD report are shown below on Chart 4-5, and timber and manufacturing are shown as areas of export. Video production services rating seems to be an anomaly based on the employer listed on Chart 4-3 above.

**CHART 4-5
TRADED CLUSTER PORTFOLIO**



(NEOEDD, 2015)

These data match the visioning section of this EOA (Section 3.4), which indicates that natural resources (agriculture and timber), manufacturing (recreational vehicles and wood products), visitor services (tourism), and resident services are and will continue to be priority economic sectors for Union County.

A forecast provided by the Oregon Employment Department shows expected employment changes for all eastern Oregon counties combined; see Table 4-4.

**TABLE 4-4
INDUSTRY EMPLOYMENT PROJECTIONS, 2021 TO 2031
BAKER, GRANT, HARNEY, MALHEUR, MORROW, UMATILLA, UNION, AND WALLOWA COUNTIES**

	2021	2031	Change	Percent Change
Total Payroll Employment	74,600	80,800	6,200	8
Total Private	57,800	62,900	5,100	9
Natural Resources and Mining	7,400	7,900	500	7
Mining and Logging	500	500	0	0
Construction	2,700	3,200	500	19
Manufacturing	8,100	8,500	400	5
Trade, Transportation, and Utilities	15,200	16,300	1,100	7
Wholesale and Retail Trade	11,200	11,800	600	5

	2021	2031	Change	Percent Change
Transportation, Warehousing, and Utilities	4,100	4,500	400	10
Information	1,400	1,600	200	14
Financial Activities	1,900	1,900	0	0
Professional and Business Services	3,300	3,600	300	9
Private Educational And Health Services	9,600	10,900	1,300	14
Leisure and Hospitality	6,200	6,800	600	10
Other Services	2,000	2,200	200	10
Government	16,800	17,900	1,100	7
Federal Government	1,800	1,800	0	0
State Government	3,600	3,800	200	6
Local Government	11,400	12,300	900	8
Local Government Education	5,500	5,600	100	2
Self-Employment	5,550	5,440	-110	-2
TOTAL EMPLOYMENT	80,150	86,240	6,090	8

Contact: Chris Rich, Regional Economist, Christopher.M.Rich@employ.oregon.gov, 541-519-0315
Oregon Employment Department, Workforce and Economic Research Division
Published: February 9, 2023

(Oregon Employment Department, 2023)

4.5 Union County Employment Land Need Forecast

Taking the areas of projected job growth shown on Table 4-4, employment land needed can be forecasted. Due to the low population numbers, small changes in forecasting methods can change the results of land needed, so multiple methods were reviewed.

4.5.1 Union County Historical Data Method

Union County has not experienced significant growth in population or employment opportunities over the past decades, and if these metrics are used to predict future growth, an insignificant additional amount of employment land might be justified. However, Union County does not want to define future potential purely by past trends as this would not enable the County to justify having land available for potential growth opportunities when they occur. For example, Union County has recently been approached by an organization requesting 140 acres of mixed industrial and commercial land for a significant project and a second organization requesting 120 acres of industrial land. Union County was unable to provide the land as no industrial or commercial land is currently available. (Note: The 128 acres shown as vacant in the buildable employment land analysis has been purchased, and plans for development are in progress.)

Relying on past employment land needs shows several valuable data points from which to assess future land demand.

- Comprehensive Land Use Plan (CLUP) - In 1985, Union County’s CLUP designated 404.9 acres (according to GIS WebMap in Appendix C) for industrial use. In the 38 years

following that initial designation (1985 to 2023) all land has been disposed of, which equates to an average of 10.7 acres per year.

- Baum Industrial Park Land Transfers (2020 to 2023) - Over the past three years, Union County has sold the remaining 60 acres of the Baum Industrial Park at an average of 20 acres per year.
- According to Union County Planning Department staff, industrial land in Union County has historically required five employment positions per acre of land.

Using these metrics, it can be forecasted that Union County will need between 10 and 20 acres of industrial/commercial land per year for the next 20 years. This equates to a demand of 200 to 400 acres to achieve the 20-year land supply requirements (2023 to 2043). This is conservative as it assumes land demand would remain constant and does not assume any annual increases in demand.

4.5.2 American Community Survey/Oregon Department of Land Conservation and Development Method

Reviewing historical employment data reveals a similar picture. According to the most recent set of American Community Survey (ACS) 5-year estimate data profiles for Union County, an approximately 3 percent increase in employment occurred over ten years; see Table 4-5.

**TABLE 4-5
INDUSTRY FOR THE UNION COUNTY CIVILIAN EMPLOYEE POPULATION
16 YEARS OLD AND OVER (2011 TO 2021)**

Sector	Estimate (2011)	Percent	Estimate (2021)	Percent	Change	Percent Change
Agriculture, Forestry, Fishing, Hunting, and Mining	819	7	678	6	-141	-17
Construction	660	6	740	6	80	12
Manufacturing	1,204	11	1,255	11	51	4
Wholesale Trade	213	2	179	2	-34	-16
Retail Trade	1252	11	1,337	12	85	7
Transportation, Warehousing, and Utilities	675	6	620	5	-55	-8
Information	189	2	172	2	-17	-9
Finance, Insurance, Real Estate, and Rentals and Leasing	455	4	374	3	-81	-18
Professional, Scientific, Management and Administrative, and Waste Management Services	656	6	681	6	25	4
Educational Services, and Health Care and Social Assistance	2,851	26	2,808	25	-43	-2
Arts, Entertainment, Recreation, and Accommodation and Food Services	812	7	1,220	11	408	50
Other Services, Except Public Administration	534	5	533	5	-1	0
Public Administration	710	6	790	7	80	11
TOTAL	11,030	100	11,387	100	357	3

(ACS, 2023)

Combining these Census sectors into employment categories of industrial, retail, services, and government can help show population growth; see Table 4-6.

**TABLE 4-6
COMBINED INDUSTRY FOR THE CIVILIAN EMPLOYEE POPULATION
16 YEARS OLD AND OVER (2011 TO 2021)**

Category	2011	2021	Change	Percent
Industrial	3,571	3,472	-99	-3
Retail	2,064	2,557	493	24
Services	1,834	1,760	-74	-4
Government	3,561	3,598	37	1
TOTAL	11,030	11,387	357	3

Table 4-6 shows a 3 percent growth rate over ten years. This equates to a 0.3 percent growth rate per year.

The Oregon Department of Land Conservation and Development (DLCD) provides a statewide range of jobs required per acre of land. The low estimate of jobs for each category was used because of the low population in Union County compared to other counties in the state. Estimates are as follows:

- Eight jobs per acre for industrial land
- Fourteen jobs per acre for retail land
- Fourteen jobs per acre for service land
- Six jobs per acre for government land

Using the 2021 employment statistics shown on Table 4-6, this equate to approximately 788 new acres of employment land (including industrial, retail, and services, but excluding government land) required by 2021 (or approximately 40 acres per year); see Table 4-7.

**TABLE 4-7
2041 EMPLOYMENT LAND NEED ESTIMATE (0.3 PERCENT AAGR AND OREGON DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT JOBS PER ACRE)**

Category	2021	Jobs Per Acre	2021 Acres Needed	0.3 Percent AAGR 2041 jobs	2041 Acres Needed	New Acres Needed in 2041
Industrial	3,472	8	434	3,686	460.80	26.80
Retail	2,557	14	183	2,715	193.92	11.28
Services	1,760	14	126	1,869	133.48	7.76
Government	3,598	6	600	3,820	636.69	37.02
TOTAL	11,387	--	1,342	12,090	1,424.88	82.86
Total Employment Lands					788	46
Per Year					39	

4.5.3 Safe Harbor Method

The Harney County 2021 EOA and 2018 City of Lostine EOA utilized a different approach to forecasting job growth and associated land requirements. Johnson Economics pioneered this method and stated, “The Goal 9 statute does not have a required method for employment forecasting. However, OAR 660-024-0040(9)(a) outlines several safe harbor methods, which are intended to provide jurisdictions a methodological approach that will not be challenged.” This safe harbor method utilizes the most recent regional forecast published by the Oregon Employment Department. The most applicable method for Harney County, Lostine, and Union County is Oregon Administrative Rules 660-024-0040(9)(a)(A), which applies industry-specific growth rates for the Eastern Oregon Workforce Region (Baker, Grant, Malheur, Union, and Harney Counties) to the Union County base. This projection rate is 0.9 percent per year.

As of the 2021 U.S. Census ACS, Union County had total of 11,387 jobs. The percentage of jobs in employment categories was approximately 68 percent, with the remaining jobs considered government. Using the safe harbor growth rate of 0.9 percent growth of jobs per year, it is estimated that Union County will have approximately 2,357 new jobs over the next 20 years, and 1,603 of those new jobs would be located on industrial/commercial land.

Using the Union County supplied rate of five jobs per acre of employment land, it is estimated that an additional 320 acres of land will be needed to accommodate the 1,603 jobs located on employment lands (approximately 16 acres per year). This estimate falls squarely in the middle of the 10 to 20 acres of land per year estimated based on historical data.

4.5.4 Comparison and Employment Land Requirement Estimate

Because the Union County method and safe harbor method generated a similar, and reasonable range of land required, the safe harbor method was used for approximating growth needs; see Table 4-8.

**TABLE 4-8
20-YEAR SUPPLY OF EMPLOYMENT LAND BY ESTIMATE METHOD**

Method	Acres Per Year	Total Acres
Union County	10 to 20	200 to 400
ACS/DLCD	39	788
Safe Harbor	16	320

4.6 City Proportions of Growth

Table 4-9 shows how the County-wide estimate could potentially be divided by city (population only, not based on growth rate).

**TABLE 4-9
EMPLOYMENT LAND REQUIREMENT BY JURISDICTION**

Jurisdiction	2022 Population (PSU PRC Estimate)	City Percent of County Population	Total Jobs 2021 (5-Year ACS Estimate)	Estimated 20-Year New Jobs (2041) (Safe Harbor Method)	Employment Land Needed (Acres)*
County-wide	26,286	100	11,387	2,357	321
Cove	546	2	237	49	7
Elgin	1,756	7	761	157	21
Imbler	256	1	111	23	3
Island City	1,266	5	548	114	15
La Grande	13,726	52	5,946	1,231	167
North Powder	488	2	211	44	6
Summerville	115	0	50	10	1
Union	2,099	8	909	188	26
Unincorporated	6,034	23	2,614	541	74

*Assuming 68 percent of employment in commercial/industrial (government excluded) fields; assuming five jobs per acre.

4.7 Differences by City

Although regional trends are similar for all of eastern Oregon, Union County has localized differences, as do each city within the County. Items to note for cities that differentiate them from larger county-wide trends are noted below.

- **City of Elgin** - The lumber mill and associated real estate dominates the employment lands and opportunities in this community. Some retail and service sectors are present but to a smaller degree than in Island City and La Grande.
- **City of North Powder** - Due to the proximity to the highway, agriculture and visitor services are where the majority of jobs are in this community.

- **City of La Grande/City of Island City** - Resident services and retail dominate these communities with a hospital, grocery stores, and small businesses making up significant parts of the economy. Wood product services are also substantial.
- **City of Union** - Resident services and agriculture are the focal point of this community.
- **Cities of Cove/Imber/Summerville** - Agricultural land use and government services (schools) are the dominant employment sectors in these communities.

Section 5.0 - Existing Employment Land Inventory and Forecast of Needs

5.1 Introduction

Oregon's Statewide Planning Goals and Guidelines - Goal 9: Economic Development requires planning for a 20-year supply of commercial and industrial lands. Planning includes analyzing future needs and calculating baseline estimates of land needed by employment sectors through estimating the space per employee by business type.

This section presents data and information pertaining to the employment land supply of Union County and each of the cities therein. Employment land supply is based on current Comprehensive Land Use Plan (CLUP) and zoning designations within the planning area for each city and Union County. Employment lands consist of those properties included in each city's and Union County's commercial and industrial zones. For each city, the planning area is defined as all land with the city limits and urban growth boundary (UGB). Using GIS technology and spatial analysis techniques, maps of employment lands were prepared showing each city's and Union County's vacant, developed, and redevelopable commercial and industrial land supplies, along with summary tables identifying acreages included in the Buildable Employment Land Inventories (BELIs).

5.2 Purpose of Buildable Land Supply

The purpose of the BELIs for employment lands for the cities in Union County is to identify the types, sizes, and total amount of vacant and redevelopable industrial, commercial, or other employment-type land within each city's UGB. This information is used along with the employment land needs identified in Section 4.0 to reconcile whether reasonably sufficient land is available in each city to accommodate projected economic expansion and growth over the designated 20-year planning period.

Due to funding restrictions, this Senate Bill 2 analysis contains only a preliminary review of buildable land supply for the cities. Union County is the focus of this review, and it is anticipated that ground truthing of the data will need to be completed by cities before being used.

5.3 Oregon Regulatory Requirements for Buildable Employment Land Inventories

The requirement to include an inventory of vacant and redevelopable industrial and other employment lands when conducting an economic opportunities analysis (EOA) is contained under Oregon Administrative Rules (OAR) 660-009-0015(3). An inventory is required to include a description of the site characteristics of vacant or developed sites within each industrial, commercial, or other zoning district that provide significant employment opportunities. While OAR 660-009-0015(3)(a) indicates "vacant and developed" sites, the definition of "developed land" under OAR 660-009-0005 clearly refers to non-vacant industrial and employment-type lands likely to be redeveloped within the 20-year planning period. The term "redevelopable" is used, therefore, to refer to such lands to minimize the potential for confusion. Non-vacant employment lands not likely to be redeveloped within the 20-year planning period are discussed herein as "developed" along with "vacant" and "redevelopable" employment lands to provide a more wholistic view of each city's employment land supply. The BELIs may further take into

account lands that have one or more “development constraints” associated with them, as that term is defined under OAR 660-009-0005(2). This preliminary BELI includes a qualitative review of floodplains and high value cropland; however, constrained land is not removed from acreages in BELI tables.

5.4 Employment Lands Mapping Methodology

Using the ArcGIS Platform, Anderson Perry & Associates, Inc. (AP) prepared updated local zoning layers for each city and categorized employment-type lands into commercial, industrial, or other for areas within each city’s UGB. In cases where existing GIS data were not readily available, AP obtained the most recent CLUP/zoning map from city/Union County sources to delineate the zoning boundaries and assign local zoning code values (see Section 5.4.2, Data Analysis Caveats for accuracy concerns noted in the data). AP subsequently incorporated known plan amendment/zone changes approved by each city since adoption of its respective CLUP/zoning map to reflect the most up-to-date GIS employment lands maps possible. County zoning boundaries and zoning designations were obtained from Union County, combined with city zoning layers, and used to determine employment-type lands. Together, these inputs were used to identify all properties with employment-type zoning intended to accommodate economic development.

The CLUP/zoning map for each city shows its respective UGB and city limit boundaries as modified through the years. Cities have either commercial, industrial, or both zones. No other employment-type zoning designations were identified for any of the cities or Union County.

Conflicts between city and County zoning data, as well as tax assessor data were resolved when possible. Environmental features including Federal Emergency Management Agency floodways and high-value cropland were addressed in the analysis.

5.4.1 Determination of Vacant, Developed, and Redevelopable Employment Lands

Once the zoning data were determined to be of acceptable quality for this preliminary evaluation, AP performed an analysis of Union County tax lots and associated County Assessor data. The tax lot layer was overlaid with the zoning employment-type zoning designations and categorized into either commercial, industrial, or other. If a tax lot was partially inside and partially outside of the city limits or UGB, only the portion (acreage) of the tax lot that was within city jurisdiction was included in the results.

The County Assessor’s data were then used to compare the market improvement (MIMP) value to the market land (MLND) value for each tax lot, a standard assessment model used as a first step in determining whether each tax lot was vacant, developed, or redevelopable. Where the MIMP value was zero, the tax lot was considered vacant. Where the MIMP value was shown as greater than or equal to 40 percent of the MLND value, the property was considered to be developed. In those cases where the MIMP value was greater than zero but less than 40 percent of the MLND value, the tax lot was considered redevelopable. This approach and methodology was reviewed by Oregon Department of Land Conservation and Development. In limited cases, manual adjustments were made to the data as the assessment data for some tax lots were determined to be incorrect and several tax lots showed null values. Government/public buildings were excluded through the initial analysis as they were not zoned industrial or commercial.

Draft iterations of the zoning and BELI maps were reviewed by the Technical Advisory Committee. The final preliminary zoning and BELI maps (Figures 2 through 20) reflect changes from these meetings.

A WebMap was also developed and the link is included in Appendix C.

5.4.2 Data Analysis Caveats

Additional zoning verification and development potential of lands is needed. Cities and individuals seeking to utilize these data should conduct a “windshield” survey of lands identified as vacant, developed, or redevelopable prior to making planning decisions. It should also be noted that tax lot sizes reflected in the County Assessor’s GIS shapefiles tend to differ from those shown on the County Assessor’s paper maps.

Very few manual adjustments were made to the data; however, several lots with null values will need further review.

During the analysis, it became evident that even if land was considered “vacant” it was not necessarily available due to the lack of willingness to sell land. This is an important variable to consider when evaluating land supply, as numbers appear larger than can actually be considered available for a new industrial/commercial opportunity.

Therefore, all BELI data included in this EOA is indicated as preliminary until cities review and concur/adopt findings.

5.5 Overview of County and City Data

Based on trends identified in Section 4.0, approximately 321 acres of new employment land may be needed county-wide. The distribution of the land between the cities and Union County can be analyzed in a variety of ways (i.e., a division based on population and land currently identified as “vacant/redevelopable” could be assessed as shown on Table 5-1).

**TABLE 5-1
ESTIMATED 20-YEAR EMPLOYMENT LAND REQUIREMENTS**

Jurisdiction	Employment Land Available* Now (GIS WebMap)	20-Year Supply Needed Commercial/Industrial Land Assuming 68 Percent of Jobs are Commercial/Industrial and Five Jobs per Acre	Surplus or Deficit
Cove	3.5	6.7	-3.2
Elgin	96.2	21.4	74.8
Imbler	4.4	3.1	1.3
Island City	157.8	15.4	142.4
La Grande	368.8	167.4	201.4
North Powder	108.1	6.0	102.1
Summerville	0.7	1.4	-0.7
Union	68.2	25.6	42.6
Unincorporated**	0	73.6	-73.6
County-wide (Total)***	808	321	487

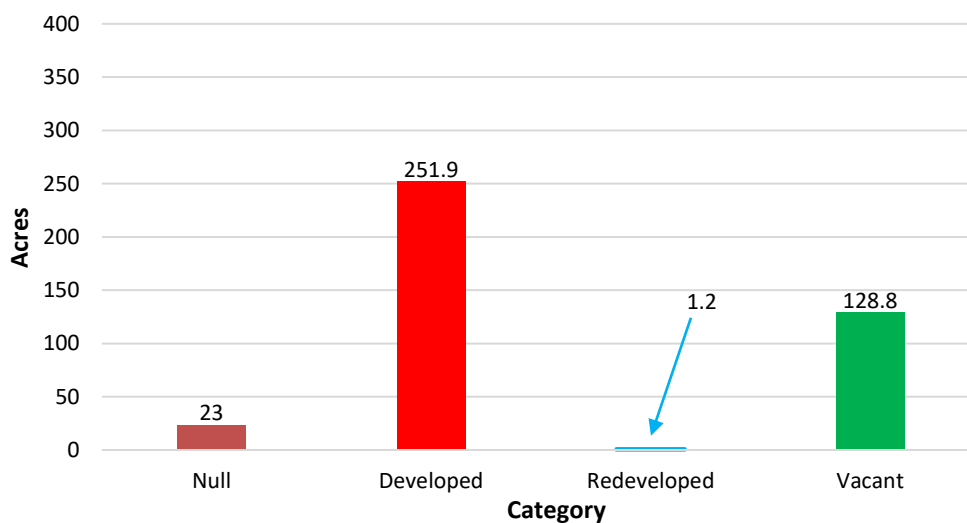
*Available land is land identified in the GIS map as “vacant or redevelopable.”

** The 130 acres are noted on the GIS map; however, Union County has determined these lots have been sold and are not available.

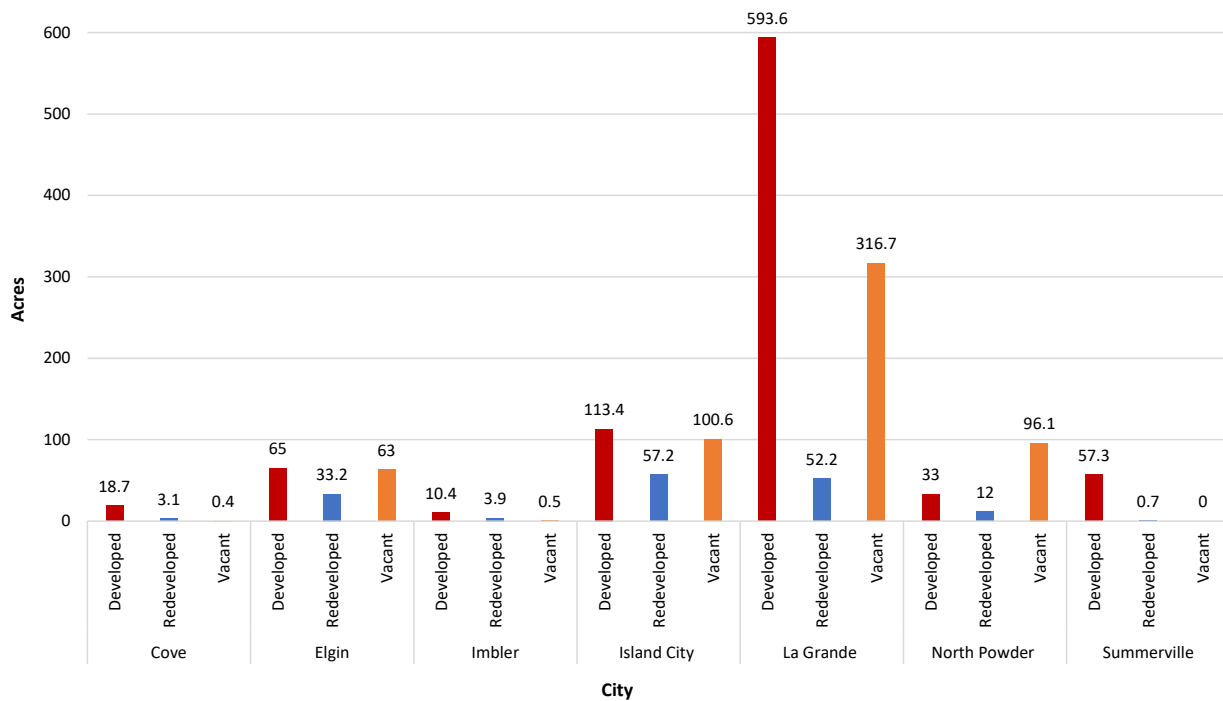
***Rounded to nearest acre.

This information is displayed visually in the WebMap include in Appendix C. Charts 5-1 and 5-2 show summaries of vacant, redevelopable, and developed land acreages.

**CHART 5-1
UNION COUNTY BUILDABLE EMPLOYMENT LAND SUMMARY**



**CHART 5-2
UNION COUNTY CITIES EMPLOYMENT LAND SUMMARY**



5.6 City of Cove Preliminary Buildable Employment Land Inventory

5.6.1 Existing Employment Land Inventory

The City of Cove last completed a BELI for the 1984 Goal 9 section of its CLUP. In the CLUP land was zoned and classified as shown on Table 5-2.

**TABLE 5-2
CITY OF COVE BUILDABLE EMPLOYMENT LAND INVENTORY (1984)**

Category	Acres
Existing Commercial Uses	4.87
Vacant Available Land	7.04
Cove Rural Fire District and Cove Public Library	0.12
Residential Uses	7.18
TOTAL COMMERCIAL PLAN CLASSIFICATION	19.21

Current land zoning has not changed significantly from the original CLUP. See Figure 2, City of Cove Current Employment Lands Map.

Table 5-3 shows the land available for the City of Cove, based on an analysis of the County Assessor’s data. Only 3.5 acres of commercial land are available in the City of Cove. See Figure 3, City of Cove Buildable Employment Lands Inventory Map.

**TABLE 5-3
CITY OF COVE BUILDABLE EMPLOYMENT LAND INVENTORY (2023)**

Category	BELI Category	GIS (Acres)
Commercial	Developed	18.7
Commercial	Redevelopable	3.1
Commercial	Vacant	0.4

5.6.2 Forecasted Future Demand for Employment Land

The Cove City Council did not indicate a goal to grow employment opportunities within the city limits.

The trend analysis in Section 4.0 indicates that with an approximately 0.9 percent annual growth rate projected for Union County for the next 20 years, the City of Cove could require 3.2 acres of additional commercial land to accommodate the projected increase in jobs. This forecast should be verified by the City when considering its specific goals.

5.7 City of Elgin Preliminary Buildable Employment Land Inventory

5.7.1 Existing Employment Land Inventory

The City of Elgin last completed a BELI for its 1983 Goal 9 section of its CLUP. In the CLUP land was zoned and classified as shown on Table 5-4.

**TABLE 5-4
CITY OF ELGIN BUILDABLE EMPLOYMENT LAND INVENTORY (1983)**

Category	Acres
Boise Cascade Committed Land	58.45
Boise Cascade Available Land	25.04
Other Land Committed Land	33.83
Other Available Land	30.0

Current land zoning has not changed significantly from the original CLUP. See Figure 4, City of Elgin Current Employment Lands Map.

Table 5-5 shows the land available for the City of Elgin, based on an analysis of the County Assessor’s data. Only 2.9 acres of commercial land are available and 93.3 acres of industrial land. It should be noted that this available land is primarily owned by Boise. See Figure 5, City of Elgin Buildable Employment Lands Inventory Map.

**TABLE 5-5
CITY OF ELGIN BUILDABLE EMPLOYMENT LAND INVENTORY (2023)**

Category	BELI Category	GIS (Acres)
Commercial	Developed	18.8
Commercial	Redevelopable	0.2
Commercial	Vacant	2.7
Industrial	Developed	46.2
Industrial	Redevelopable	33.0
Industrial	Vacant	60.3

5.7.2 Forecasted Future Demand for Employment Land

The City of Elgin City Council indicated a goal to grow employment opportunities within the city limits.

The trend analysis in Section 4.0 indicates that with an approximately 0.9 percent annual growth rate projected for Union County for the next 20 years, the City of Elgin is estimated to potentially require 21.4 new acres of land for the 20-year supply. Currently, 96.2 acres of employment land are available according to County Assessor data; see the WebMap in Appendix C. This is an approximately 74.8-acre surplus, so no additional land would be required. This forecast should be verified by the City when considering its specific goals.

5.8 City of Imbler Preliminary Buildable Employment Land Inventory

5.8.1 Existing Employment Land Inventory

The City of Imbler last completed a BELI for its 1981 Goal 9 section of its CLUP. In the CLUP land was zoned and classified as shown on Table 5-6.

**TABLE 5-6
CITY OF IMBLER BUILDABLE EMPLOYMENT LAND INVENTORY (1981)**

Category	Acres
Commercial Available	0.8
Commercial Committed	4
Industrial Available	5
Industrial Committed	5.6

Current land zoning has not changed significantly from the original CLUP. See Figure 6, City of Imbler Current Employment Lands Map.

Table 5-7 shows the land available for the City of Imbler, based on an analysis of the County Assessor’s data. Only 0.8 acre of commercial land and 3.6 acres of industrial land are available in the City of Imbler. See Figure 7, City of Imbler Buildable Employment Lands Inventory Map.

**TABLE 5-7
CITY OF IMBLER BUILDABLE EMPLOYMENT LAND INVENTORY (2023)**

Category	BELI Category	GIS (Acres)
Commercial	Developed	3.5
Commercial	Redevelopable	0.3
Commercial	Vacant	0.5
Industrial	Developed	6.9
Industrial	Redevelopable	3.6

5.8.2 Forecasted Future Demand for Employment Land

The City of Imbler City Council did not indicate a goal to grow employment opportunities within the city limits.

The trend analysis in Section 4.0 indicates that with an approximately 0.9 percent annual growth rate projected for Union County for the next 20 years, the City of Imbler is estimated to potentially require 3.1 new acres of land for the 20-year supply. Currently, 4.4 acres of employment land are available according to County Assessor data; see the WebMap in Appendix C. This is an approximately 1.3-acre surplus, so no additional land would be required. This forecast should be verified by the City when considering its specific goals.

5.9 City of Island City Preliminary Buildable Employment Land Inventory

5.9.1 Existing Employment Land Inventory

Island City last completed a BELI for the 1995 Goal 9 section of its CLUP. In the CLUP land was zoned and classified as shown on Table 5-8.

**TABLE 5-8
ISLAND CITY BUILDABLE EMPLOYMENT LAND INVENTORY (1995)**

Category	Acres
Commercial Available	9
Commercial Committed	118
Industrial Available	0
Industrial Committed	55.14

Current land zoning has not changed significantly from the original CLUP. See Figure 8, Island City Current Employment Lands Map.

Table 5-9 shows the land available for the City of Island City based on an analysis of the County Assessor’s data. The City of Island City has 96.5 acres of commercial land and 61.3 acres of industrial land available. See Figure 9, Island City Buildable Employment Lands Inventory Map.

**TABLE 5-9
ISLAND CITY BUILDABLE EMPLOYMENT LAND INVENTORY (2023)**

Category	BELI Category	GIS (Acres)
Commercial	Developed	96.9
Commercial	Redevelopable	37.8
Commercial	Vacant	58.7
Industrial	Developed	16.5
Industrial	Redevelopable	19.4
Industrial	Vacant	41.9

5.9.2 Forecasted Future Demand for Employment Land

The City of Island City Council indicated a goal to grow employment opportunities within the city limits.

The trend analysis in Section 4.0 indicates that with an approximately 0.9 percent annual growth rate projected for Union County for the next 20 years, the City of Island City is estimated to potentially require 15.4 new acres of land for the 20-year supply. Currently, 157.8 acres of employment land are available according to County Assessor data; see the WebMap included in Appendix C. This is approximately a 142.4-acre surplus, so no additional land would be required. This forecast should be verified by the City when considering its specific goals.

5.10 City of La Grande Preliminary Buildable Employment Land Inventory

5.10.1 Existing Employment Land Inventory

The City of La Grande last completed a BELI for the 2013 Goal 9 section of its CLUP. Currently, the City is completing an EOA update. In the CLUP land was zoned and classified as shown on Table 5-10.

**TABLE 5-10
CITY OF LA GRANDE BUILDABLE EMPLOYMENT LAND INVENTORY (2013)**

Category	Acres
General Commercial	67.26
Interchange Commercial	6.23
Business Park	61.84
Light Industrial	3.65
Heavy Industrial	7.79
TOTAL	146.76

Current land zoning has not changed significantly from the original CLUP. See Figure 10, City of La Grande Current Employment Lands Map.

Table 5-11 shows the land available for the City of La Grande based on an analysis of the County Assessor’s data. The City of La Grande has 138.8 acres of commercial land and 230 acres of

industrial land available. See Figure 11, City of La Grande Buildable Employment Lands Inventory Map.

**TABLE 5-11
CITY OF LA GRANDE BUILDABLE LAND INVENTORY (2023)**

Category	BELI Category	GIS (Acres)
Commercial	Developed	265.0
Commercial	Redevelopable	38.9
Commercial	Vacant	99.9
Industrial	Developed	328.6
Industrial	Redevelopable	13.3
Industrial	Vacant	216.8

5.10.2 Forecasted Future Demand for Employment Land

The City of La Grande has a goal to grow employment opportunities within the city limits; the City is actively pursuing an EOA, and this section will be replaced by that analysis once it is completed in 2023.

The trend analysis in Section 4.0 indicates that with an approximately 0.9 percent annual growth rate projected for Union County for the next 20 years, the City of La Grande is estimated to potentially require 167.4 new acres of land for the 20-year supply. Currently, 368.8 acres of employment land are available according to County Assessor data; see the WebMap included in Appendix C. This is approximately a 201.4-acre surplus, so no additional land would be required. This forecast should be verified by the City when considering its specific goals.

5.11 City of North Powder Preliminary Buildable Land Inventory

5.11.1 Existing Employment Land Inventory

The City of North Powder last completed a BELI for the 1983 Goal 9 section of its CLUP. In the CLUP land was zoned and classified as shown on Table 5-12.

**TABLE 5-12
CITY OF NORTH POWDER COMMERCIAL AND
INDUSTRIAL BUILDABLE LANDS INVENTORY (1983)**

Category	Acres
Commercial	6
Industrial	58.4

Current land zoning has not changed significantly from the original CLUP. See Figure 12, City of North Powder Current Employment Lands Map.

Table 5-13 shows the land available for the City of North Powder based on an analysis of the County Assessor’s data. The City of North Powder has 39.9 acres of commercial land and

68.2 acres of industrial land available. See Figure 13, City of North Powder Buildable Employment Lands Inventory Map.

**TABLE 5-13
CITY OF NORTH POWDER COMMERCIAL AND INDUSTRIAL BUILDABLE LANDS INVENTORY (2023)**

Category	BELI Category	GIS (Acres)
Commercial	Developed	11.3
Commercial	Redevelopable	1.1
Commercial	Vacant	38.8
Industrial	Developed	21.7
Industrial	Redevelopable	10.9
Industrial	Vacant	57.3

5.11.2 Forecasted Future Demand for Employment Lands

The City of North Powder Council indicated a goal to grow employment opportunities within the city limits.

The trend analysis in Section 4.0 indicates that with an approximately 0.9 percent annual growth rate projected for Union County for the next 20 years, the City of North Powder is estimated to potentially require 6 new acres of land for the 20-year supply. Currently, 108.1 acres of employment land are available according to County Assessor data; see the WebMap included in Appendix C. This is approximately a 102.1-acre surplus, so no additional land would be required. This forecast should be verified by the City when considering its specific goals.

5.12 City of Summerville Preliminary Buildable Land Inventory

5.12.1 Existing Employment Land Inventory

The City of Summerville last completed a BELI for the 1990 Goal 9 section of its CLUP. In the CLUP land was zoned and classified as shown on Table 5-14.

**TABLE 5-14
CITY OF SUMMERVILLE COMMERCIAL AND INDUSTRIAL BUILDABLE LANDS INVENTORY (1990)**

Category	Acres
Commercial Available	1.7
Commercial Committed	0.7

Current land zoning has not changed significantly from the original CLUP. See Figure 14, City of Summerville Current Employment Lands Map.

Table 5-15 shows the land available for the City of Summerville, based on an analysis of the County Assessor’s data. Only 0.7 acre of commercial lands is available in the City of Summerville. See Figure 15, City of Summerville Buildable Employment Lands Inventory Map.

TABLE 5-15
CITY OF SUMMERVILLE COMMERCIAL AND INDUSTRIAL BUILDABLE LANDS INVENTORY (2023)

Category	BELI Category	GIS (Acres)
Commercial	Developed	57.3
Commercial	Redevelopable	0.7

5.12.2 Forecasted Future Demand for Employment Lands

The City of Summerville City Council did not indicate a goal to grow employment opportunities within the city limits.

The trend analysis in Section 4.0 indicates that with an approximately 0.9 percent annual growth rate projected for Union County for the next 20 years, the City of Summerville is estimated to potentially require 1.4 new acres of land for the 20-year supply. Currently, 0.7 acre of employment land is available according to County Assessor data; see the WebMap included in Appendix C. This is approximately a 0.7-acre deficit, so additional land may be required. This forecast should be verified by the City when considering its specific goals.

5.13 City of Union Preliminary Buildable Land Inventory

5.13.1 Existing Employment Land Inventory

The City of Union last completed a BELI for the 1984 Goal 9 section of its CLUP. In the CLUP land was zoned and classified as shown on Table 5-16.

TABLE 5-16
CITY OF UNION COMMERCIAL AND INDUSTRIAL BUILDABLE LANDS INVENTORY (1984)

Category	Acres
Commercial Available	29
Commercial Committed	34.5
Industrial Available	32.01
Industrial Committed	52.12

Current land zoning has not changed significantly from the original CLUP. See Figure 16, City of Union Current Employment Lands Map.

Table 5-17 shows the land available for the City of Union based on an analysis of the County Assessor’s data. The City of Union has 57.5 acres of commercial land and 10.7 acres of industrial land available. See Figure 17, City of Union Buildable Employment Lands Inventory Map.

**TABLE 5-17
CITY OF UNION COMMERCIAL AND INDUSTRIAL BUILDABLE LANDS INVENTORY (2023)**

Category	BELI Category	GIS (Acres)
Commercial	Developed	98.9
Commercial	Redevelopable	37.8
Commercial	Vacant	19.7
Industrial	Developed	82.0
Industrial	Vacant	10.7

5.13.2 Forecasted Future Demand for Employment Lands

The City of Union City Council did not indicate a goal to grow employment opportunities within the city limits.

The trend analysis in Section 4.0 indicates that with an approximately 0.9 percent annual growth rate projected for Union County for the next 20 years, the City of Union is estimated to potentially require 25.6 new acres of land for the 20-year supply. Currently, 68.2 acres of employment land are available according to County Assessor data; see the WebMap included in Appendix C. This is approximately a 42.6-acre surplus, so no additional land would be required. This forecast should be verified by the City when considering its specific goals.

5.14 Union County (Unincorporated Area) Buildable Land Inventory

5.14.1 Existing Employment Land Inventory

Table 5-18 shows the land available for the unincorporated areas of Union County based on an analysis of the County Assessor’s data.

**TABLE 5-18
UNION COUNTY (UNINCORPORATED AREA) COMMERCIAL AND INDUSTRIAL BUILDABLE LANDS INVENTORY (2023)**

Category	BELI Category	GIS (Acres)
Industrial	Null	23.0
Industrial	Developed	251.9
Industrial	Redevelopable	1.2
Industrial	Vacant*	128.8

**All 128 acres of vacant land are located in the Baum Industrial Park and have been sold for development, so they are not included in the supply.*

See Figure 18, Union County Current Employment Lands Map and Figure 19, Union County Buildable Employment Lands Inventory Map for additional information.

Only 1.2 acres of industrial land is available in unincorporated Union County. No commercial land is available or has been designated. Much of the deficit is due to a significant percentage of Union County designated as high-value cropland. See Figure 20, Union County High Value Cropland Map.

5.14.2 Forecasted Future Demand for Employment Lands

Union County has identified a goal to increase employment lands within Union County.

Currently, Union County has no employment land available. When considering Union County as a whole (excluding potential land required by cities), it is estimated that approximately 321 acres of land could be required county-wide for the 20-year supply. Union County's unincorporated share of that by population would be 73.6 acres; however, based on the lack of desire by some communities to increase employment opportunities, it could be reasonably expected that more of those acres would need to be managed by Union County. For the purpose of this and future evaluations, Union County anticipated needing between 200 and 400 acres of employment land to accommodate the 20-year supply. It should be noted that this value is considered conservative due to recently expressed needs from two commercial/ industrial enterprises indicating the need for 120 acres and 140 acres of land. If those two businesses or similar ones relocate to the community, the 20-year land supply would need to be reevaluated.

Section 6.0 - Site Analysis Report

6.1 Introduction

Due to the deficit of employment lands identified in Sections 4.0 and 5.0, outreach efforts were conducted as described in Section 2.0 of this economic opportunities analysis (EOA). The results of public meetings, newspaper articles, and flyers being posted throughout the community follow. Of the 17 properties evaluated, two were recommended by the Technical Advisory Committee for rezoning to employment lands. See Figures 21a through 21d, Evaluated Properties.

6.2 Evaluated Properties

6.2.1 Loren Brown Property Summary

The Loren Brown property at 61468 Blackhawk Trail Lane, La Grande, Oregon, Tax Map 02S38E31, and Tax Lot 600 is located in the western part of La Grande adjacent to the Union County Fairgrounds and Mavericks Riding Club grounds. The 20.25-acre property is currently zoned A-4, Timber Grazing. See Figure 22, Loren Brown Property.

Loren and Richelle Brown would like to request the rezoning of approximately 6 acres for the purpose of creating a tiny home manufacturing facility. The manufacturing facility would operate out of an already existing warehouse building and would require a new proposed building. The growing need for housing across the state has made the demand for affordable housing increasingly necessary. The proposed manufacturing facility would initially include four to five employees with possible expansion in the future as needed. In addition, approximately 4 acres of the Brown's property could be utilized for further expansion of the business. Loren and Richelle also have an interest in rezoning an additional 2 acres of adjoining land for the use of a small wedding venue along with an area for self-contained overnight recreational vehicle (RV) parking for wedding guests. The need for a small, affordable venue is something that the region lacks and would greatly serve the community.

Rezoning would support the goals of manufacturing and visitor services identified in this EOA. Allowing the property to be rezoned for tiny home manufacturing would increase jobs and add additional manufacturing in the area. The small venue location has the potential to increase tourism in the area.

6.2.2 North Powder Property Summary

The North Powder property, Tax Map 06S39E22, and Tax Lot 600 is located adjacent to the Highway 30 and south of North Powder, on the west side of the Interstate 84 (I-84). This property is directly adjacent to 34 acres of City-owned land. The 26.26-acre property is currently zoned A-1, Exclusive Farm Use (EFU). See Figure 23, North Powder Property.

The request is to rezone approximately 15 acres of land to commercial. The rezoning is anticipated to support travelers' needs and nearby Anthony Lakes tourism. The rezoning of land would support visitor services and help increase industry in North Powder.

6.2.3 Kimberly Voelz Property Summary

The Kimberly Voelz property at 62088 Fruitdale Lane, La Grande, Oregon, Tax Map 02S38E32D, and Tax Lot 3000 is located on Fruitdale Lane adjacent to and east of a miniature golf business. This site is approximately 0.96 acre and currently zoned R-3, Farm Residential. This site is owned by K. Voelz Wines, LLC. See Figure 21c, Evaluated Properties.

The applicant requested, in accordance with Senate Bill (SB) 2, 1 acre designated to allow for a production/manufacturing facility for K. Voelz Wines, LLC. It was stated that it would create agricultural employment opportunities in farming, processing, manufacturing and wholesale.

Rezoning would support the goals identified in this EOA as it is anticipated it could support visitor services through tourism.

Kimberly Voelz ultimately determined a rezoning was not desired. She is looking for a wine tasting venue building in La Grande or Island City, so she can grow, harvest, and process grapes to wine for which the property is currently zoned.

6.2.4 North Powder Old Mill Property Summary

The North Powder Old Mill property at 150 Bidwell Road, North Powder, Oregon, Tax Map 06S39E22, and Tax Lot 1000 is located within the city limits of North Powder and is currently the site of Rich's Portable Cabins. The property is 15.39 acres and currently zoned A1, EFU and NP-I, North Powder Industrial. See Figure 21d, Evaluated Properties. The request is to convert zoning to I-2, Heavy Industrial. Rezoning is anticipated to support construction, thus supporting the goals identified in the EOA as it would increase the manufacturing services in the area.

The owner stated that he would likely not change the use of the property, so this rezoning would be unlikely to generate additional employment. This property was not recommended for rezoning.

6.2.5 Jamie Challis Property Summary

The Jamie Challis property at 64427 Airport Lane, La Grande, Oregon, Tax Map 03S38E, and Tax Lot 7800 is located in southeast La Grande. The property is 318.04 acres and is currently zoned A-1, EFU. See Figure 21c, Evaluated Properties. Jamie Challis expressed interest in rezoning the property for a commercial concrete business. Upon discussion with the County Planner, it was determined the property was already zoned for the desired use, and rezoning is not required.

6.2.6 Moe's Country Cupboards Property Summary

The Moe's County Cupboards property at 50267 Ellis Road, North Powder, Oregon, Tax Map 06S39E, and Tax Lot 3400 is located on Ellis Road near North Powder. The 185.53-acre property is currently utilized for cabinet making. The owner has requested rezoning to expand the business. However, due to a change of circumstances, this application was withdrawn.

6.2.7 Timothy Marcum Property Summary

The Timothy Marcum property, 505 S. 20th Street, La Grande, Oregon, Tax Map 03S38E16B, and Tax Lot 600 is located off of Hunter Road near a county building. This parcel is 36.76 acres and currently zoned EFU. See Figure 21c, Evaluated Properties. The request is to rezone it to commercial. Upon review, the land was determined to be high-value cropland and not eligible for the SB 2 rezoning process.

6.2.8 Todd Woodyly Property Summary

The Todd Woodyly property, Tax Map 06S39E22, and Tax Lot 500 is located at the interchange in the southern area of North Powder. This property is 33.43 acres and requested to be rezoned to commercial. See Figure 21d, Evaluated Properties. This rezoning has already occurred, so the property was withdrawn from consideration.

6.2.9 Hot Lakes Property Summary

The Hot Lakes property, Tax Map 4S39E05, and Tax Lot 801, is located at Hot Lake. The property is 23.57 acres. See Figure 21c, Evaluated Properties. The request is to change the RV park to a rural change center, motel, and multifamily housing apartment complex. After a discussion between the landowner and the County Planner, it was determined that the owner did not want to continue with the rezoning.

6.2.10 Anita Fager Property Summary

The Anita Fager property at 58043 Pierce Road, La Grande, Oregon, Tax Map 04S38E, and Tax Lot 3700 is located off Pierce Road by the I-84 rest area. See Figure 21c, Evaluated Properties. Due to the septic system requirements, rezoning was not feasible.

6.2.11 Mount Emily Recreation Area Property Summary

The Mount Emily Recreation Area property at 63571 Owsley Canyon Road, La Grande, Oregon, Tax Map 02S38E01203, and Tax Lot 1203 is located near the Owsley Canyon Trailhead. This property is zoned A-4, Timber and Grazing. See Figure 21b, Evaluated Properties. A commercial food service area or recharge station was thought to require it be rezoned. After discussion with the County Planner, it was determined that these uses were already allowed under current zoning. This property was withdrawn from consideration.

6.2.12 Medical Spring Property Summary

The Medical Spring property, Tax Map 02S38E, and Tax Lot 1203 is located on Highway 203, northwest of Medical Springs Big Creek Road. The property is 1,294.21 acres and zoned R-1, Rural Center. See Figure 21d, Evaluated Properties. There is a swimming pool and a post office located on the property. A request to rezone is not desired by the owner.

6.2.13 Blue Mountain Seed Property Summary

The Blue Mountain Seed property at 65267 Hull Lane, Imbler, Oregon, Tax Map 1S39E2, and Tax Lot 2400, is located east of Imbler. This property is 79.78 acres and is currently zoned A-1, EFU. See Figure 21b, Evaluated Properties. The request was to rezone the property to industrial; however, all adjacent land was determined to be high-value cropland so the request was not considered further.

6.2.14 Nella Mae Property Summary

The Nella May property at 69361 Antles Road, Cove, Oregon, Tax Map 3S40E15BC, and Tax Lot 104, is located north of Cove. The 5.13-acre property is currently zoned R-2, Rural Residential and being used as a small farm supporting local businesses and the farmers market. See Figure 21c, Evaluated Properties. The request was to rezone the property to commercial use and create a farm to table restaurant; however, the request to rezone is no longer desired by the owner.

6.2.15 Anthony Hilton Property Summary

The Anthony Hilton Property at 62209 Gaertner Lane, La Grande, Oregon, Tax Map 2S38E32, and Tax Lot 1700 is located north of the City of La Grande. The property is 9.99 acres and is currently zoned R-3, Rural Residential. See Figure 21c, Evaluated Properties. A small machine shop, Granite Precision Machining, LLC, is located on the property. This property was not pursued.

6.2.16 Steve West Property Summary

The Steve West property at 316 Antelope Drive, La Grande, Oregon, Tax Map 3S38E16BA, and Tax Lot 800 is located adjacent to Oregon State Police office. This property is 2.68 acres and is currently zoned as BP Industrial. See Figure 21c, Evaluated Properties. The property owner is currently running his business, Steve's Outdoor Adventures, out of this property. The business includes hunting and guide services, as well as ammunition sales. This property was not pursued.

6.3 Technical Advisory Committee Recommendations

The following properties were selected for employment land rezoning under the SB 2 authority (up to 50 acres) for the eastern Oregon counties.

6.3.1 Recommended Property Summary - Loren Brown

This 20.25-acre parcel of land is zoned A-1 and is adjacent to the Union County Fairgrounds and Mavericks Riding Club grounds. An existing warehouse occupies this site. A rezoning of 6 acres to industrial to support a tiny home manufacturing business would support production of affordable housing, as well as employ approximately four to five employees to support manufacturing employment goals identified in this EOA.

Rezoning an additional 3 acres as commercial for a wedding venue with a self-contained overnight RV parking area would support both resident and visitor service goals.

6.3.2 Recommended Property Summary - North Powder

This 26.26-acre parcel of land is zoned EFU and is located on the west side of I-84 near North Powder. The rezoning of 15 acres as commercial would expand employment opportunities related to visitor services such as highway travel, which is identified as an opportunity in this EOA. It is anticipated that services in this location would support both travelers and residents utilizing highway transportation or the Anthony Lakes recreation area.

Section 7.0 - Draft Implementation Recommendations

7.1 Introduction

This section discusses the potential next steps for the cities and Union County.

Each city's existing stated economic goal and policies were reviewed and compared to comments made during the outreach process. The cities and Union County have a responsibility to have a 20-year supply of land to accommodate growth. The process of periodic review has not been completed in Union County and cities, with the exception of the City of La Grande. Comprehensive Land Use Plans (CLUPs) in the State of Oregon are recommended to be updated every 20 years but not required for smaller jurisdictions.

Several lessons were learned during this process. There is a significant portion of land within Union County designated as high-value cropland, meaning that options for land rezoning to employment lands were minimal. Union County anticipates that this preliminary work and mapping will serve as a stepping stone for an exceptions process to increase employment land inventory within Union County through conversion and appropriate mitigation of high-value cropland.

7.2 Recommended Next Steps for Cities and Union County

7.2.1 City of Cove

The City of Cove City Council expressed satisfaction with how policies and recommendations for Goal 9 were represented in its CLUP. No desire for growth of employment lands was expressed. It is recommended that this economic opportunities analysis (EOA) and the attached WebMap be revisited if there is desire to update Goal 9 or the entire CLUP in the future.

7.2.2 City of Elgin

The City of Elgin City Council expressed a desire to update its CLUP to encourage growth of employment opportunities. Mapping and initial EOA review should serve as a means to jumpstart that process. It is recommended that this EOA and the attached WebMap be revisited if there is desire to update Goal 9 or the entire CLUP in the future.

7.2.3 City of Imbler

The City of Imbler City Council expressed satisfaction with how policies and recommendations for Goal 9 were represented in its CLUP. No desire for growth of employment lands was expressed. It is recommended that this EOA and the attached WebMap be revisited if there is desire to update Goal 9 or the entire CLUP in the future.

7.2.4 City of Island City

The City of Island City has a current CLUP. Mapping and initial EOA review could jumpstart that process. It is recommended that this EOA and the attached WebMap be revisited if there is desire to update Goal 9 or the entire CLUP in the future.

7.2.5 City of La Grande

Currently, the City of La Grande is undergoing a detailed EOA process. The City of La Grande contacted Union County during Union County's EOA process to share data and mapping procedures employed in the buildable land inventory process. The City of La Grande should complete and adopt its new EOA.

7.2.6 City of North Powder

The City of North Powder City Council expressed a desire to update its CLUP to encourage growth of employment opportunities. Mapping and initial EOA review could jumpstart that process. It is recommended that this EOA and the attached WebMap be revisited if there is desire to update Goal 9 or the entire CLUP in the future.

7.2.7 City of Summerville

The City of Summerville City Council expressed satisfaction with how policies and recommendations for Goal 9 were represented in its CLUP. No desire for growth of employment lands was expressed. It is recommended that this EOA and the attached WebMap be revisited if there is desire to update Goal 9 or the entire CLUP in the future. A Capital Improvements Plan update should be considered if water and sewer services are desired in the future.

7.2.8 City of Union

The City of Union City Council expressed satisfaction with how policies and recommendations for Goal 9 were represented in their CLUP. No desire for growth of employment lands was expressed. It is recommended that this EOA and the attached WebMap be revisited if there is desire to update Goal 9 or the entire CLUP in the future.

7.2.9 Union County

- Union County shall adopt the EOA and update its CLUP, if approved by the Planning Commission. This process shall include rezoning the two recommended properties.
- Additionally, many of the properties considered were withdrawn because landowners realized through the discussion process that they were already able to perform the desired objectives on their properties within current zoning regulations. Union County could conduct outreach on allowable uses of properties to encourage use of lands for employment opportunities.
- Several properties were rejected from the Senate Bill 2 rezoning opportunity because of being designated as high-value cropland. This EOA could be utilized to complete a Goal 3 exceptions process for further creation of needed employment lands. Union County identified a need for additional commercial and industrial zoned employment land;

however, due to restrictions related to high-value cropland designations and unwilling landowners, Union County was unable to identify enough land to rezone to meet the 20-year supply need. Union County could consider a more comprehensive rezoning process, including high-value cropland, through a Goal 3 exceptions process to develop a sufficient supply to support future growth. Based on this EOA, Union County is targeting 321 acres of land to rezone as employment land.

- To increase workforce participation, the cities and Union County could conduct a housing needs analysis to determine a strategy to increase housing.

Section 8.0 - References

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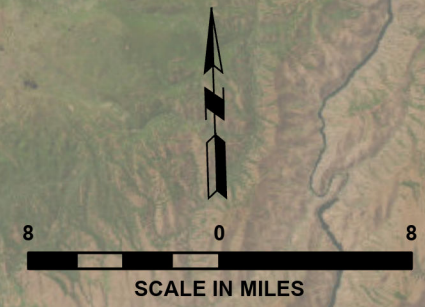
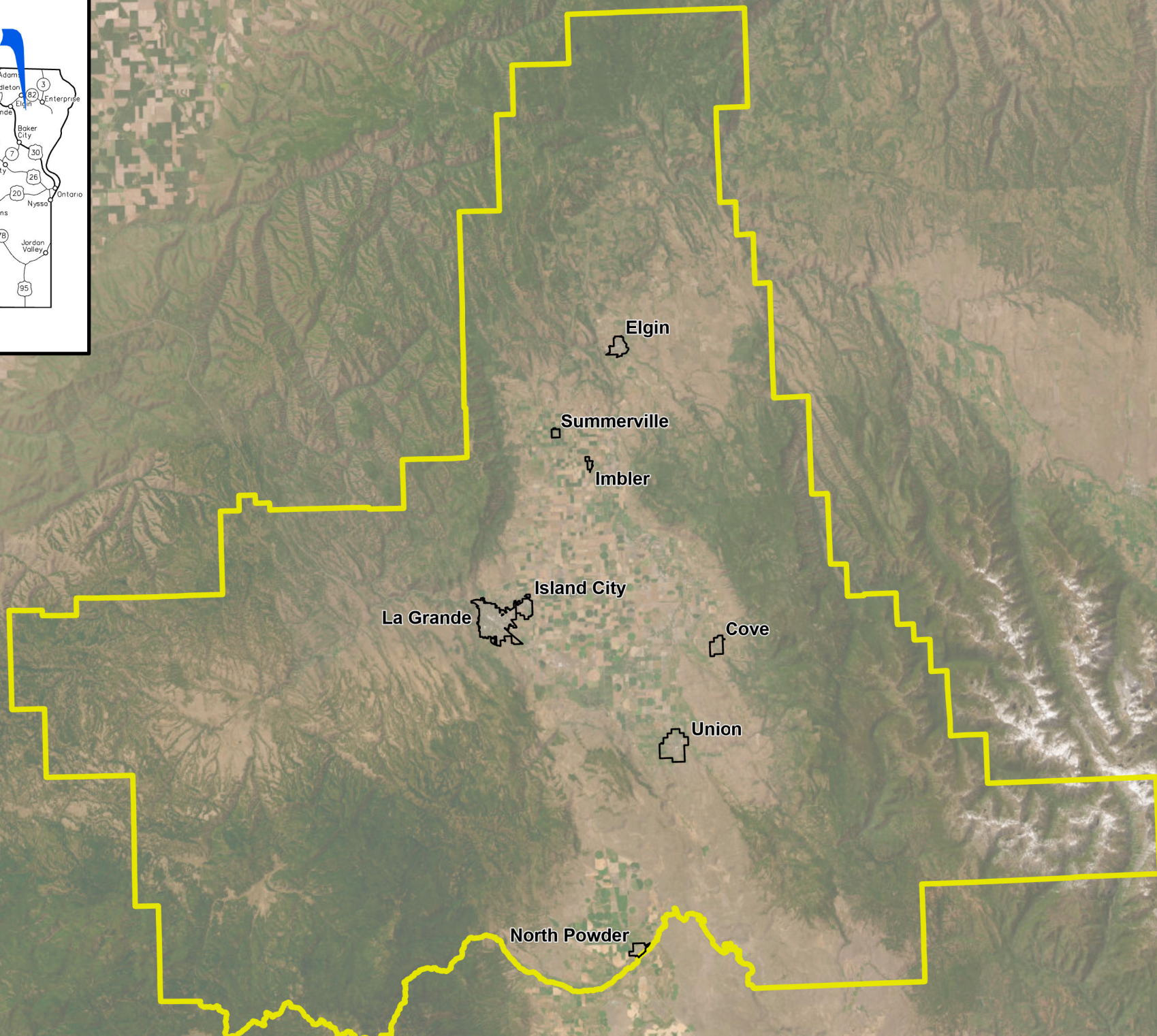
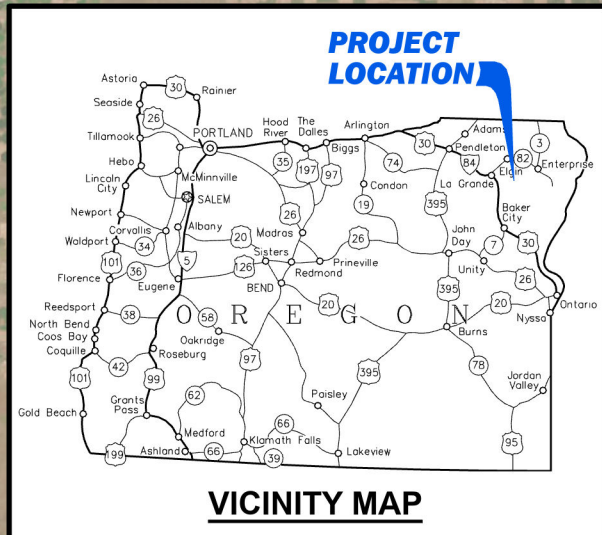
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Union County, 2021. Federal Land Use Policy. Ordinance 2021-06. Prepared by Anderson Perry & Associates, Inc.


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FIGURES



LEGEND

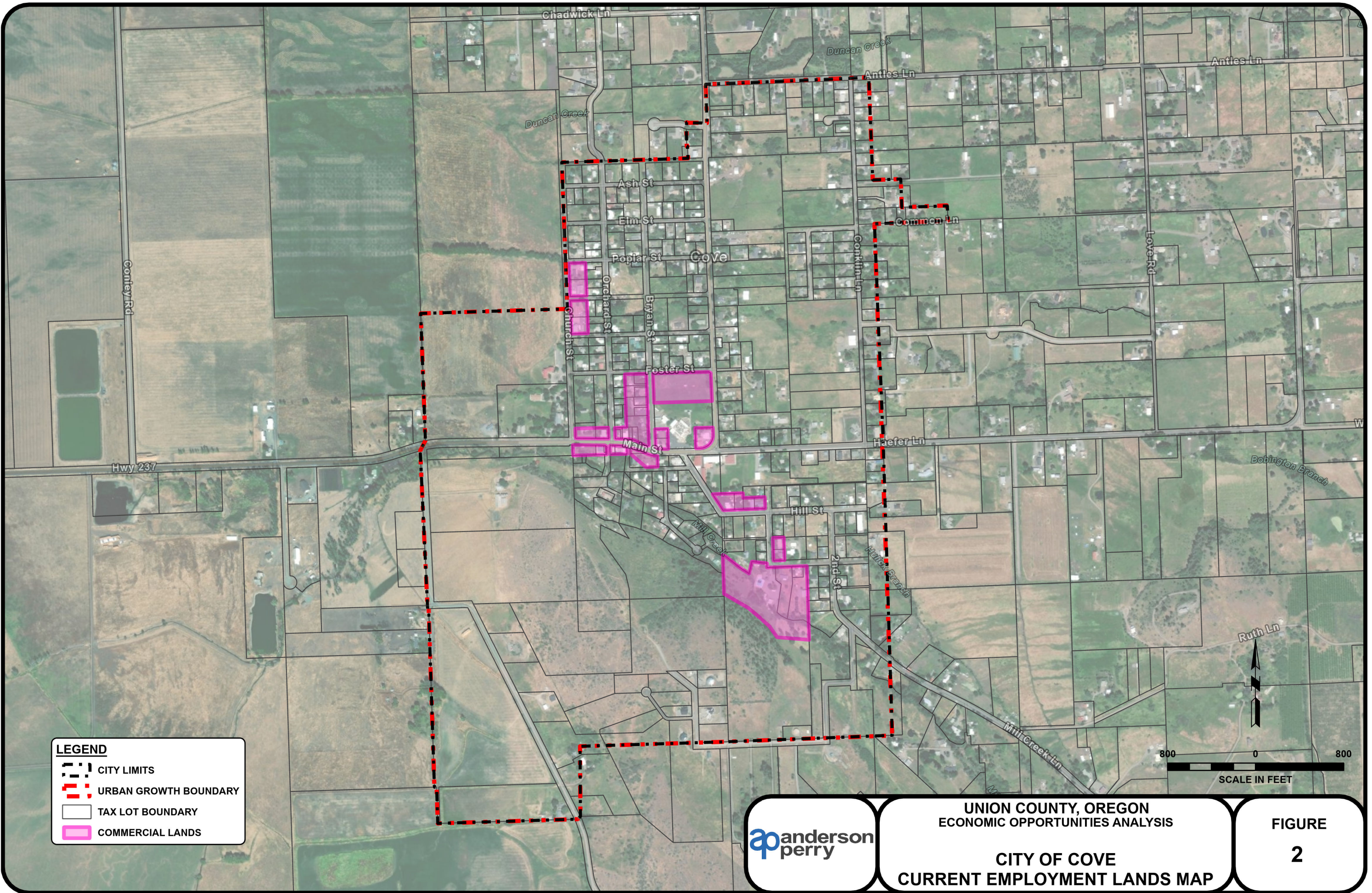
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-  UNION COUNTY BOUNDARY



UNION COUNTY, OREGON
ECONOMIC OPPORTUNITIES ANALYSIS

FIGURE
1

LOCATION AND VICINITY MAPS



LEGEND

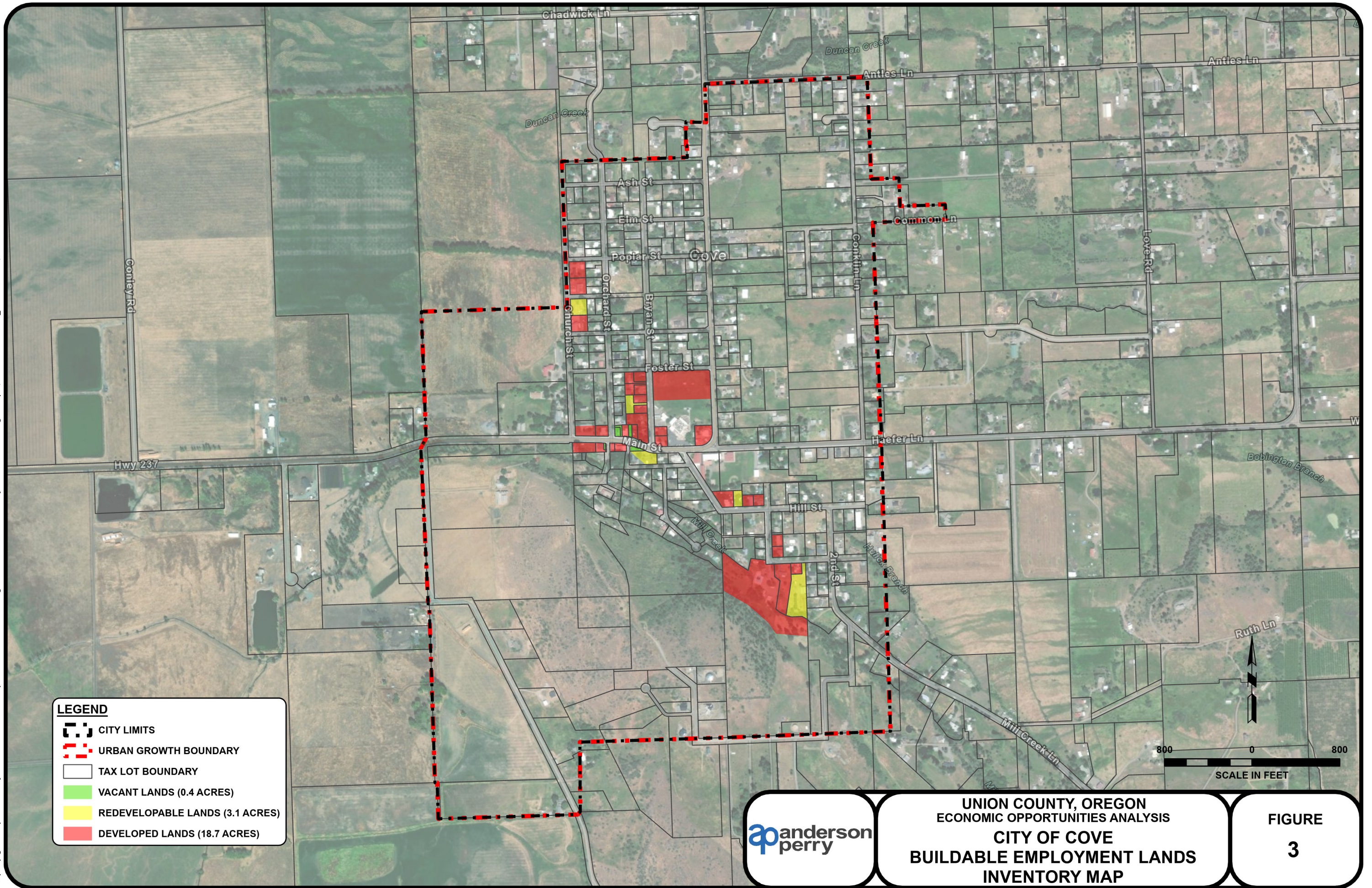
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- URBAN GROWTH BOUNDARY
- TAX LOT BOUNDARY
- COMMERCIAL LANDS

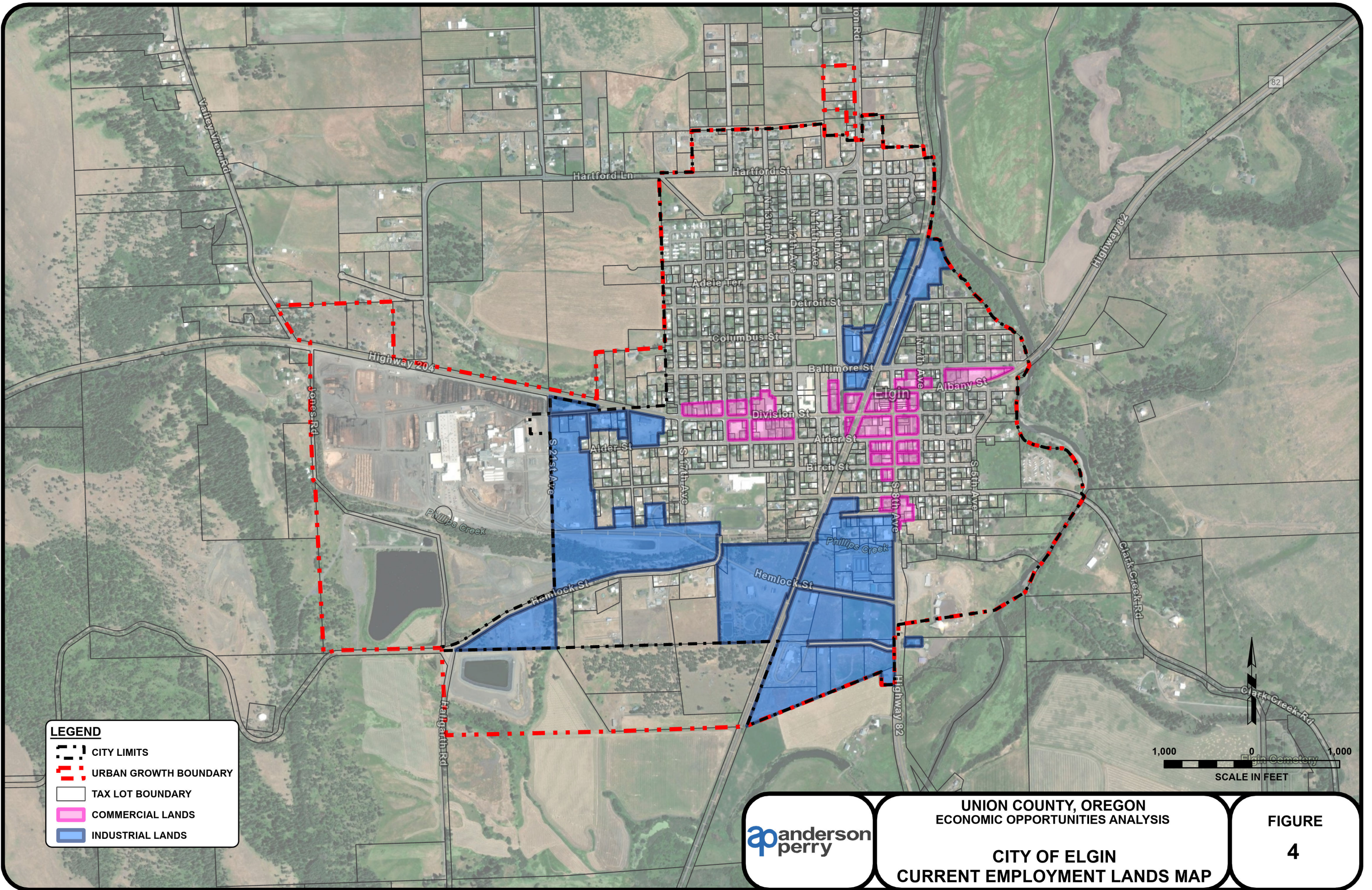
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SCALE IN FEET

UNION COUNTY, OREGON
ECONOMIC OPPORTUNITIES ANALYSIS

CITY OF COVE
CURRENT EMPLOYMENT LANDS MAP

FIGURE
2





LEGEND

- CITY LIMITS
- URBAN GROWTH BOUNDARY
- TAX LOT BOUNDARY
- COMMERCIAL LANDS
- INDUSTRIAL LANDS

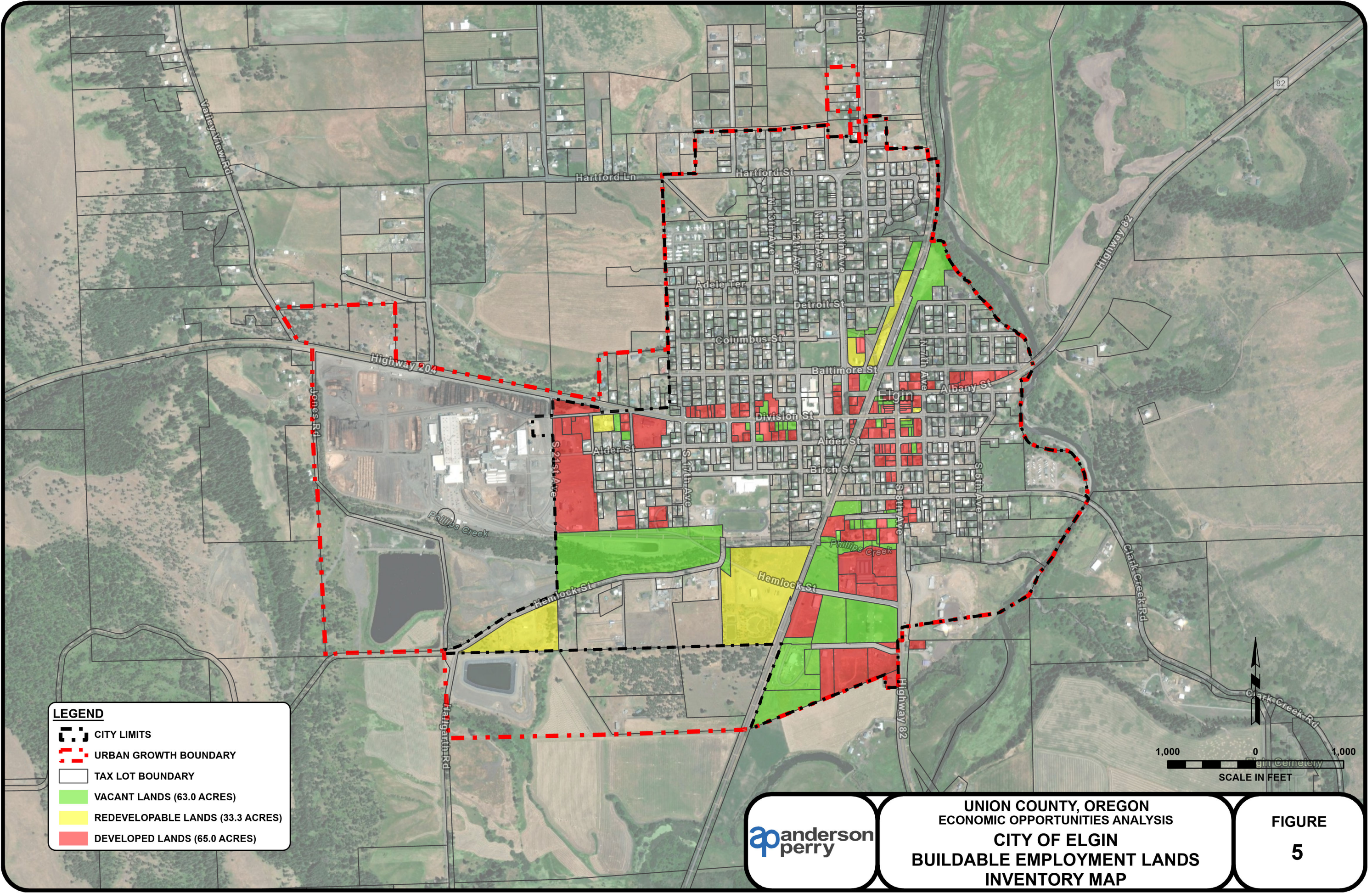
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SCALE IN FEET



UNION COUNTY, OREGON
ECONOMIC OPPORTUNITIES ANALYSIS

**CITY OF ELGIN
CURRENT EMPLOYMENT LANDS MAP**

**FIGURE
4**



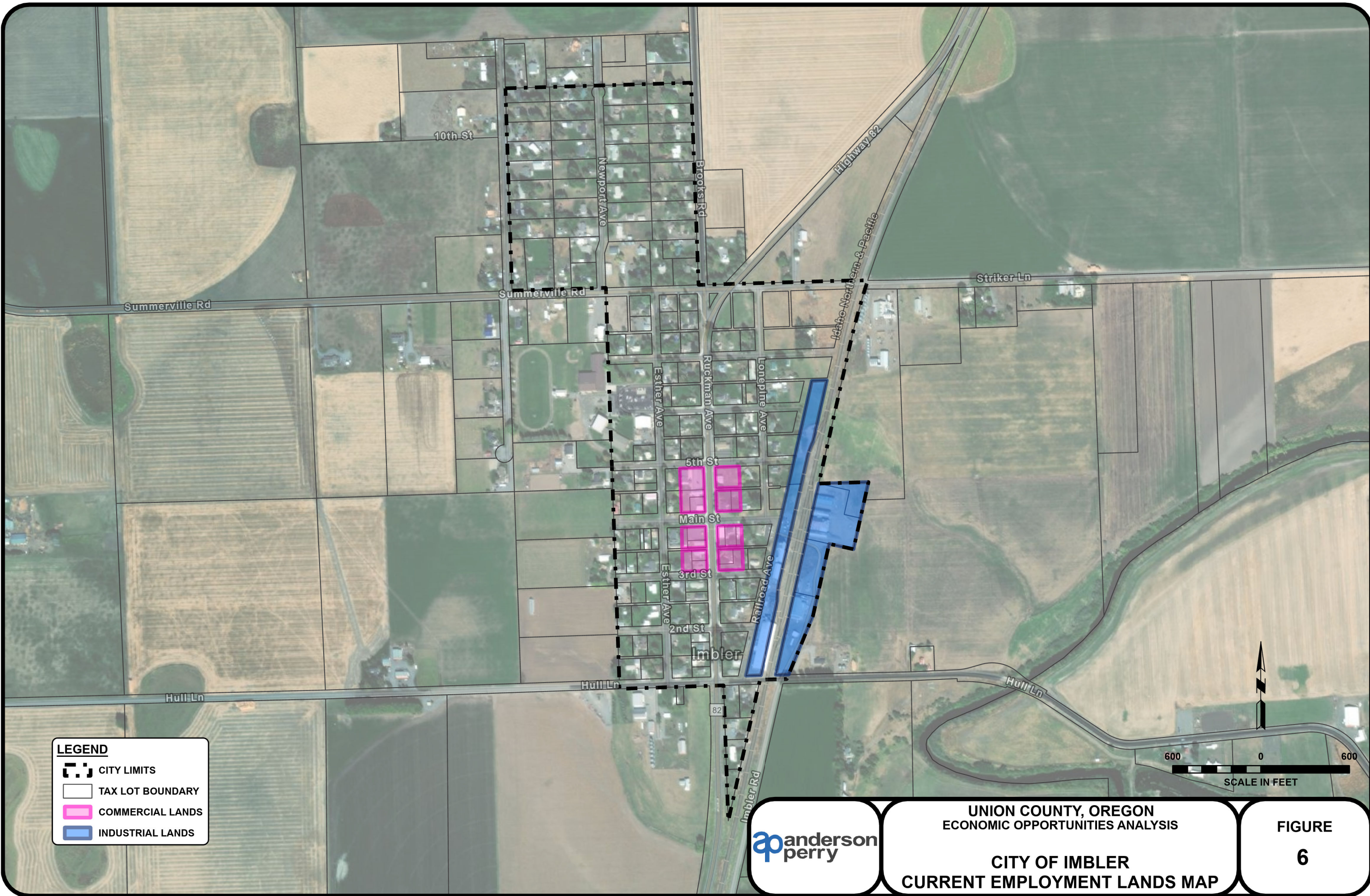
LEGEND

- CITY LIMITS
- URBAN GROWTH BOUNDARY
- TAX LOT BOUNDARY
- VACANT LANDS (63.0 ACRES)
- REDEVELOPABLE LANDS (33.3 ACRES)
- DEVELOPED LANDS (65.0 ACRES)



UNION COUNTY, OREGON
ECONOMIC OPPORTUNITIES ANALYSIS
CITY OF ELGIN
BUILDABLE EMPLOYMENT LANDS
INVENTORY MAP

FIGURE
5



LEGEND

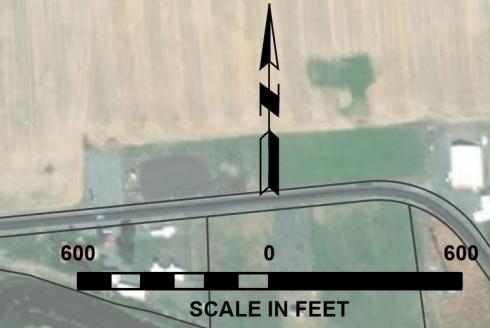
- CITY LIMITS
- TAX LOT BOUNDARY
- COMMERCIAL LANDS
- INDUSTRIAL LANDS

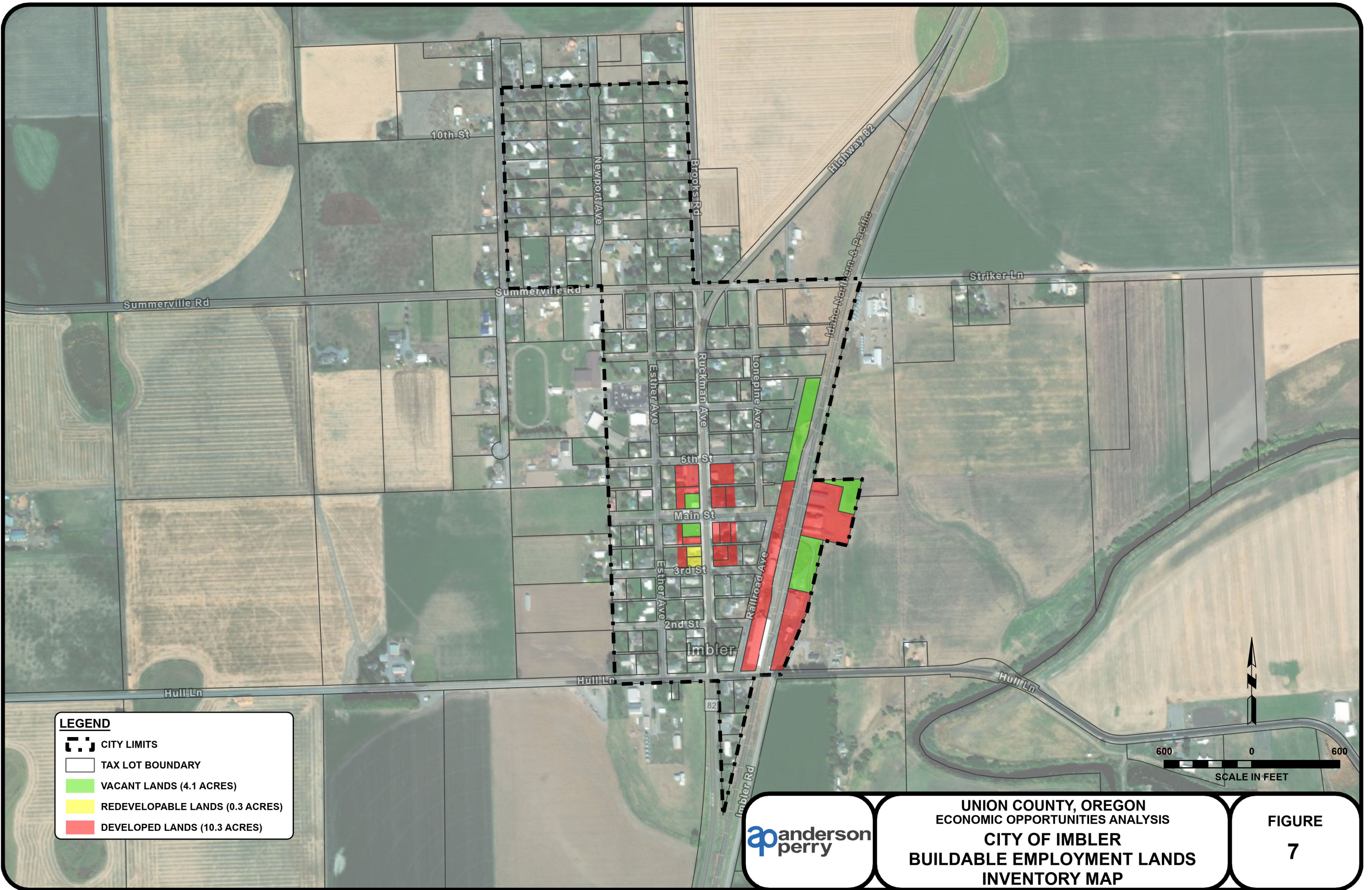


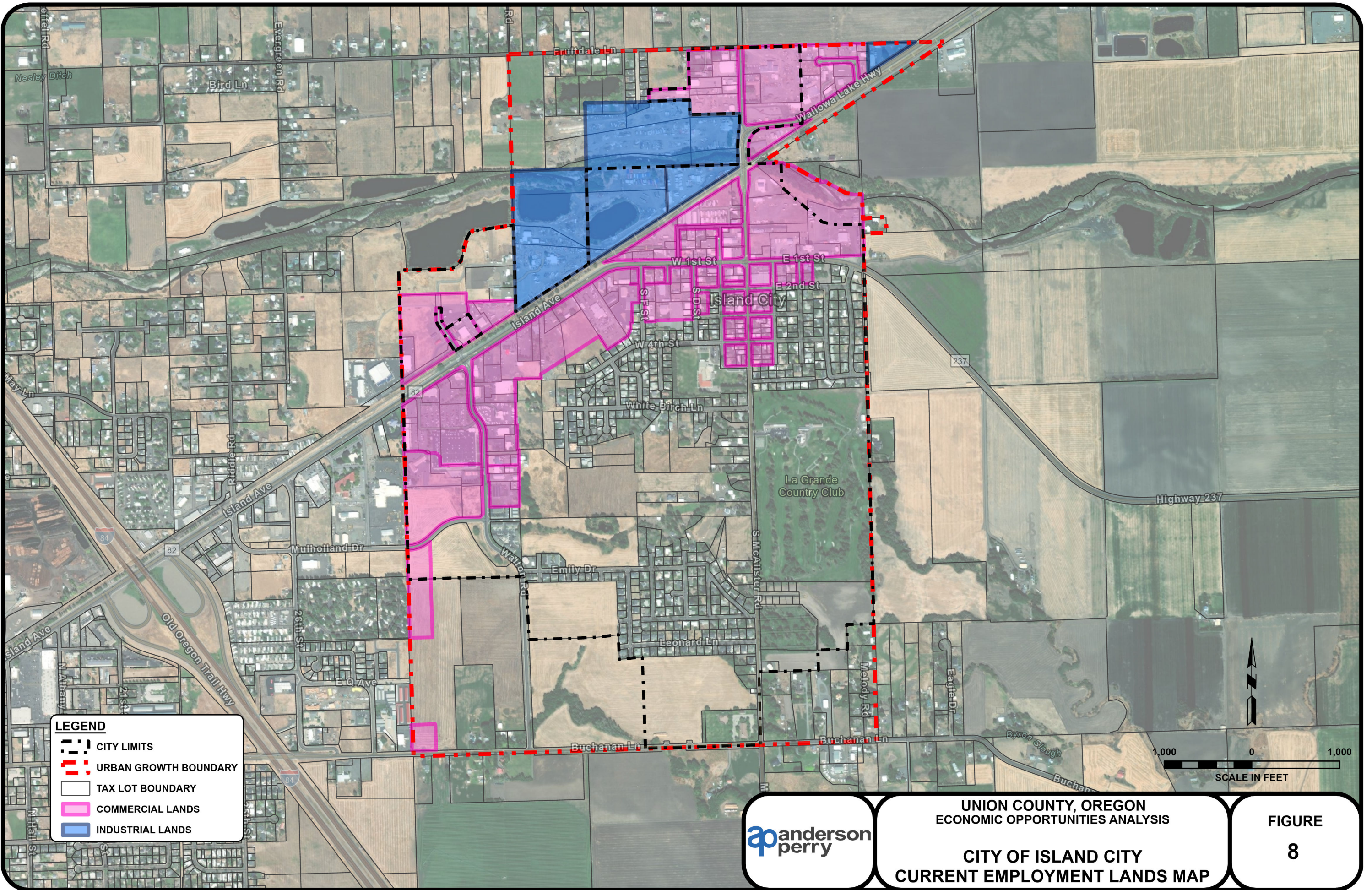
UNION COUNTY, OREGON
ECONOMIC OPPORTUNITIES ANALYSIS

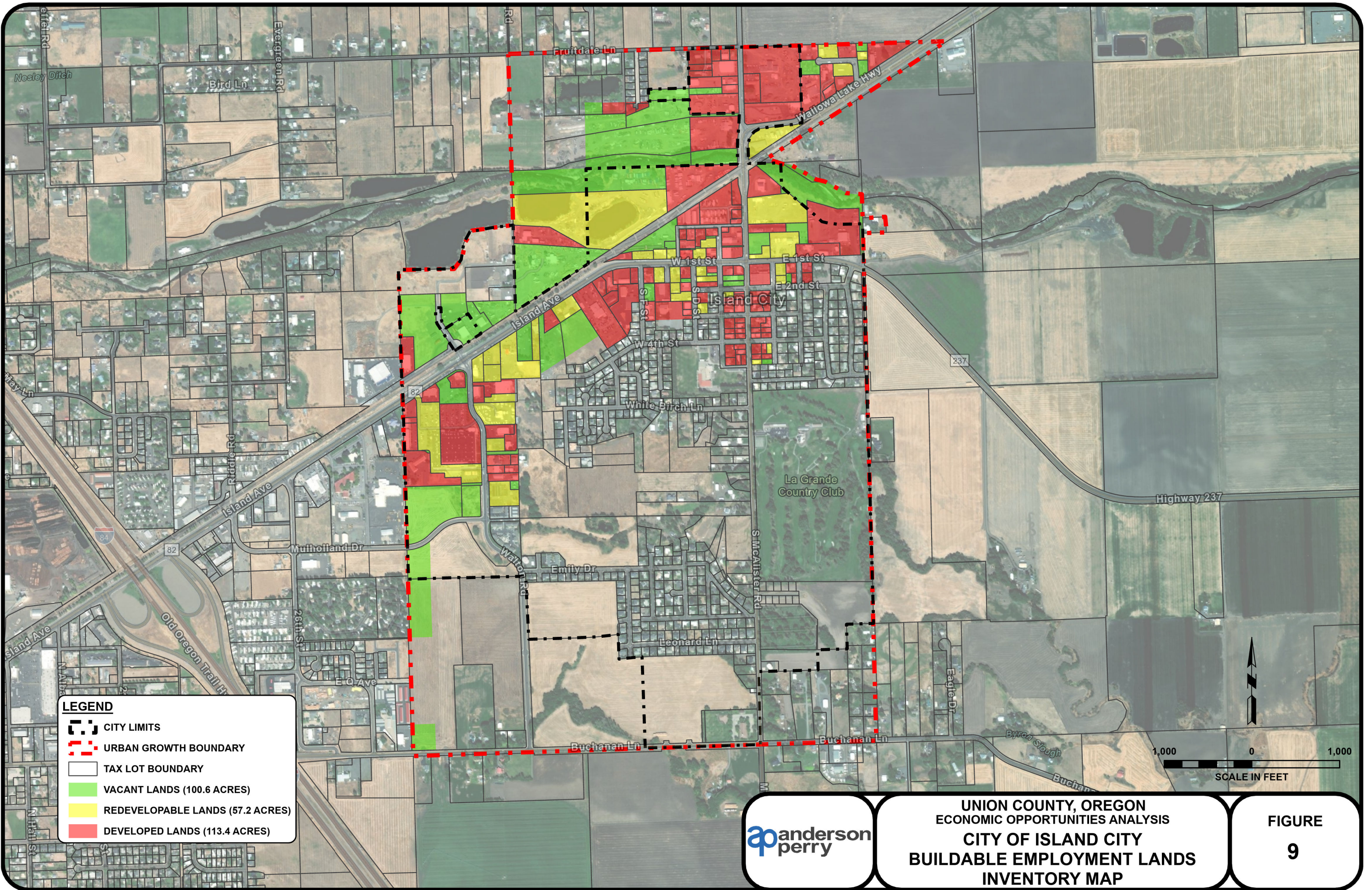
**CITY OF IMBLER
CURRENT EMPLOYMENT LANDS MAP**

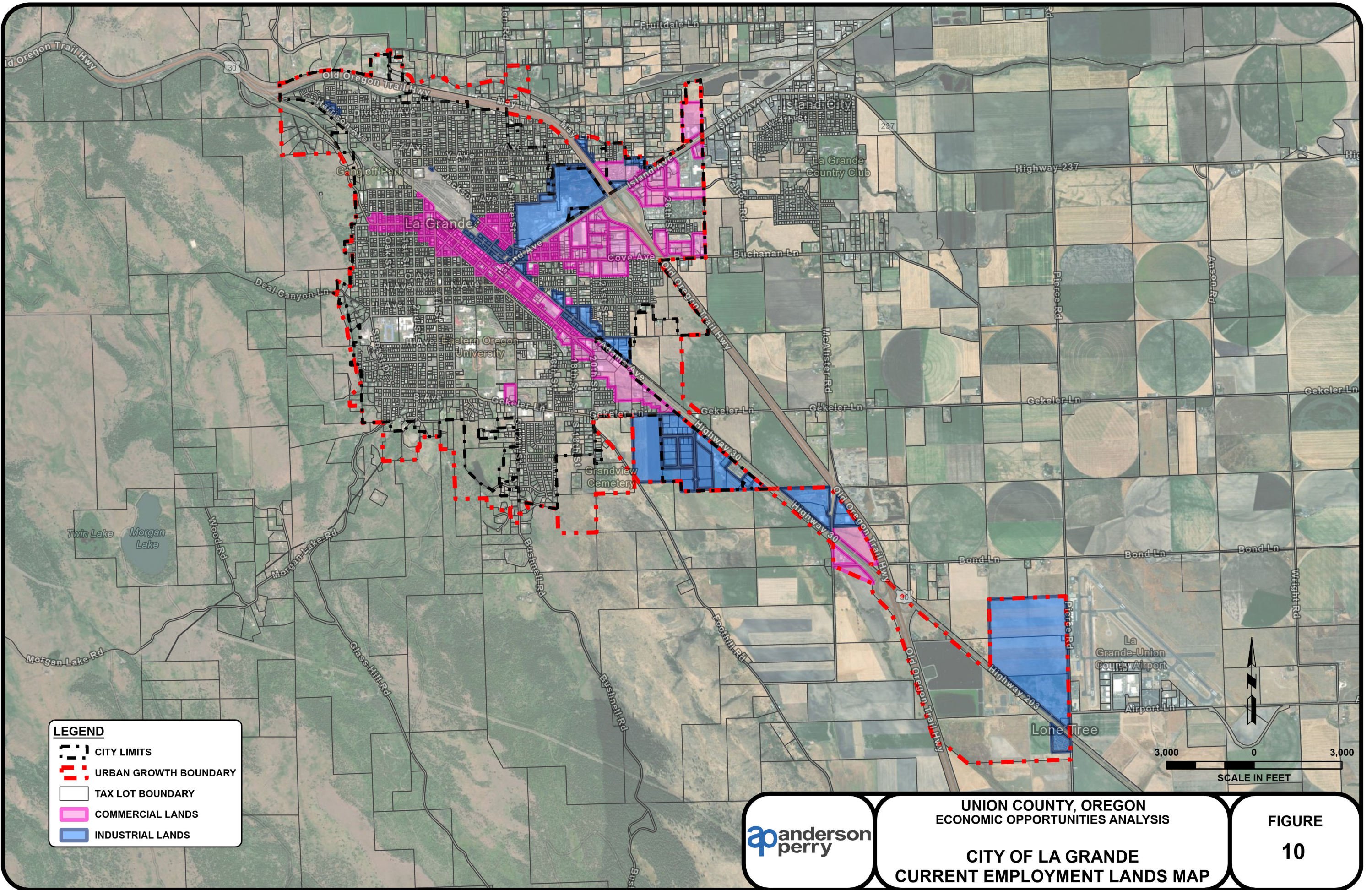
**FIGURE
6**











LEGEND

- CITY LIMITS
- URBAN GROWTH BOUNDARY
- TAX LOT BOUNDARY
- COMMERCIAL LANDS
- INDUSTRIAL LANDS

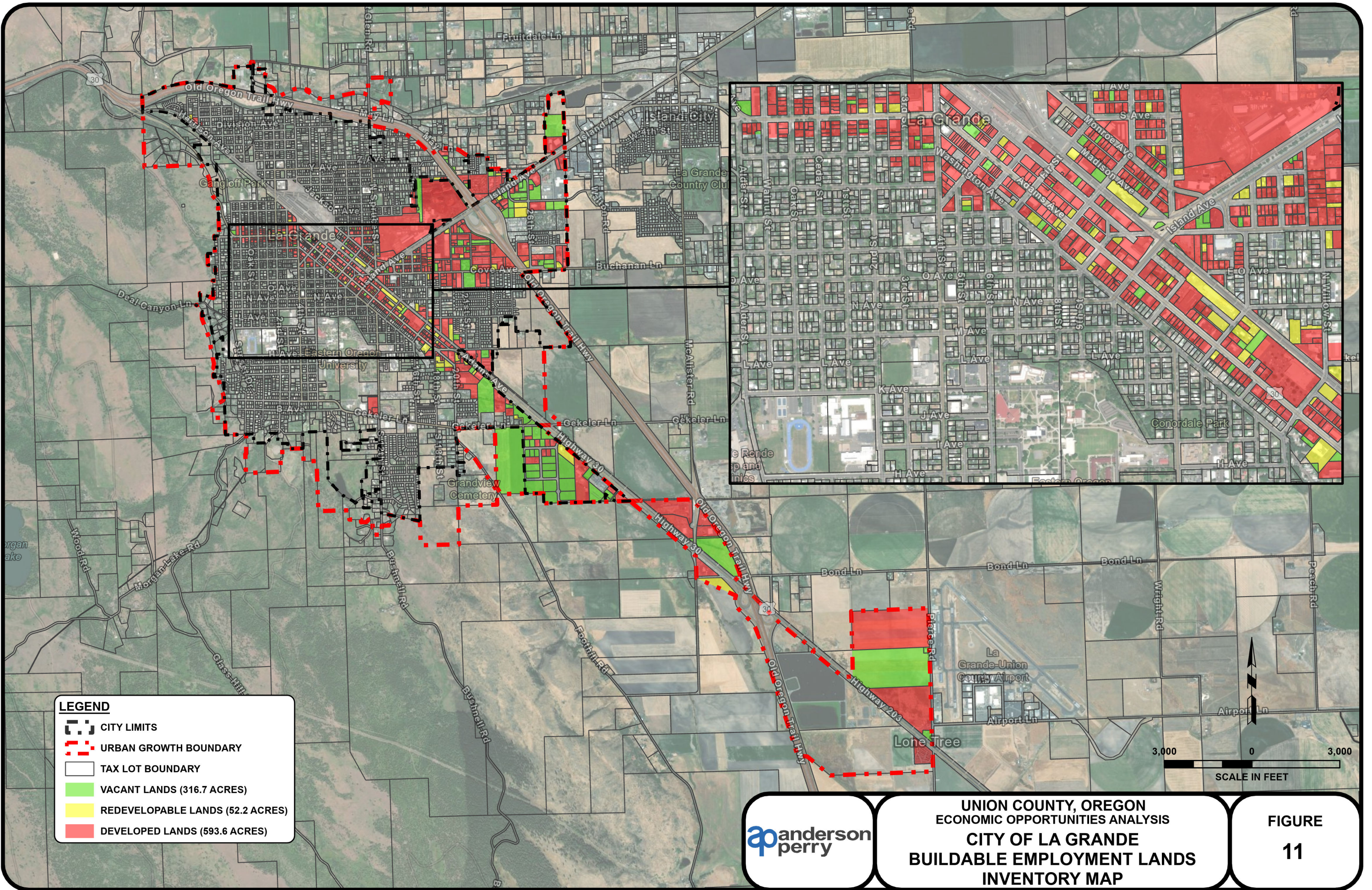
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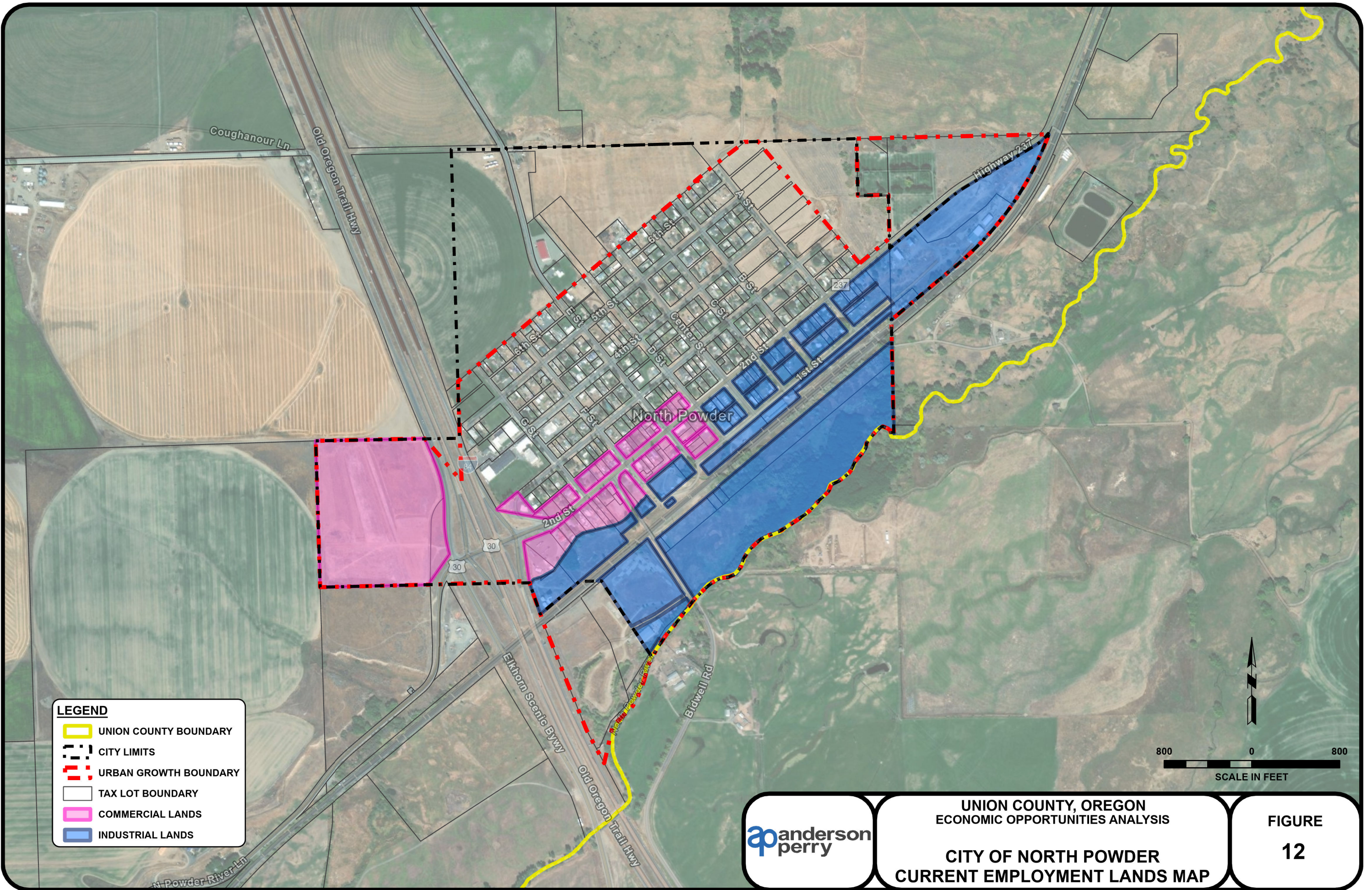
**UNION COUNTY, OREGON
ECONOMIC OPPORTUNITIES ANALYSIS**

**CITY OF LA GRANDE
CURRENT EMPLOYMENT LANDS MAP**

**FIGURE
10**

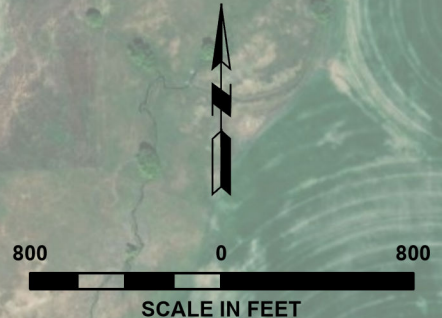
SCALE IN FEET

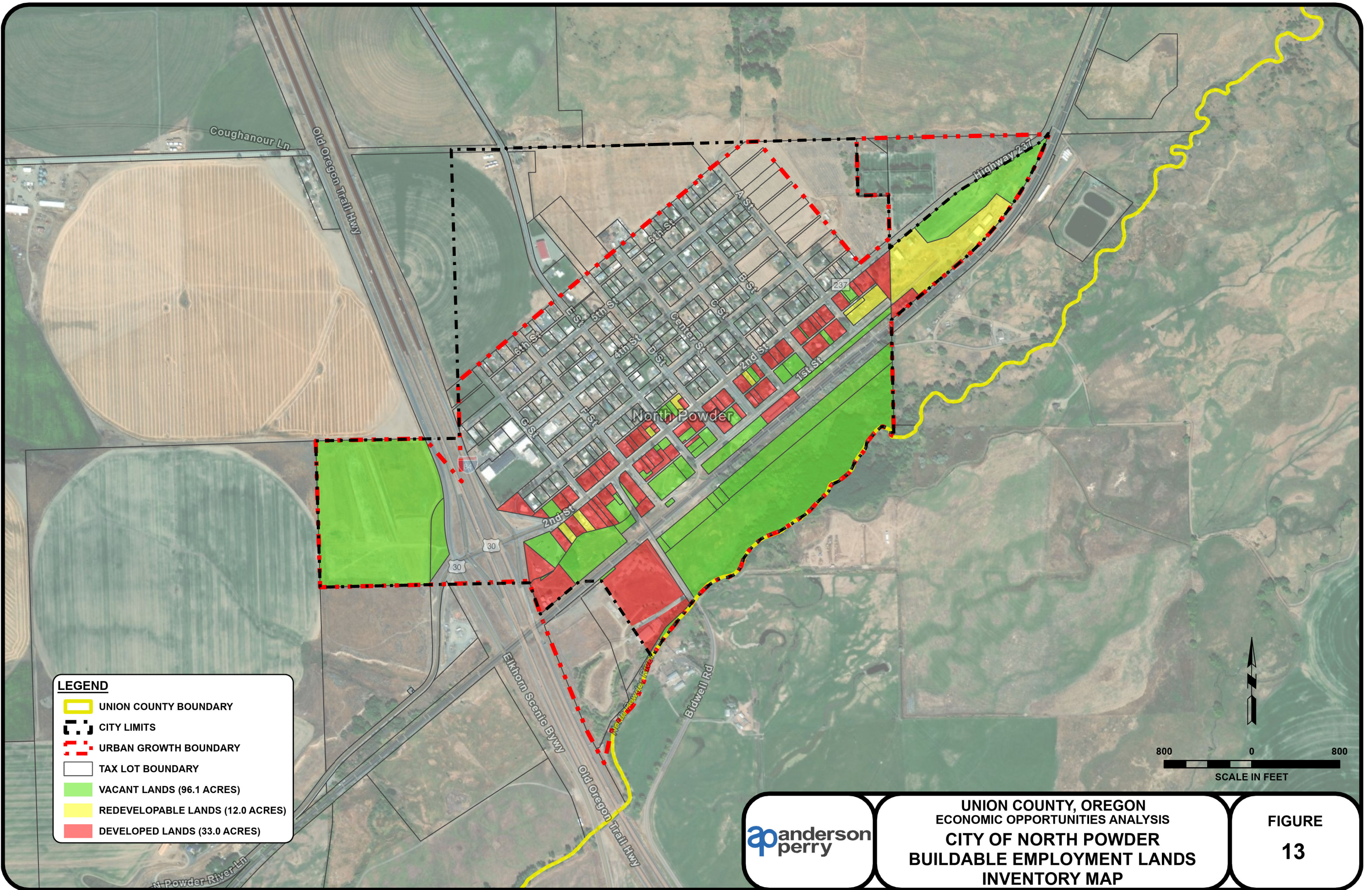


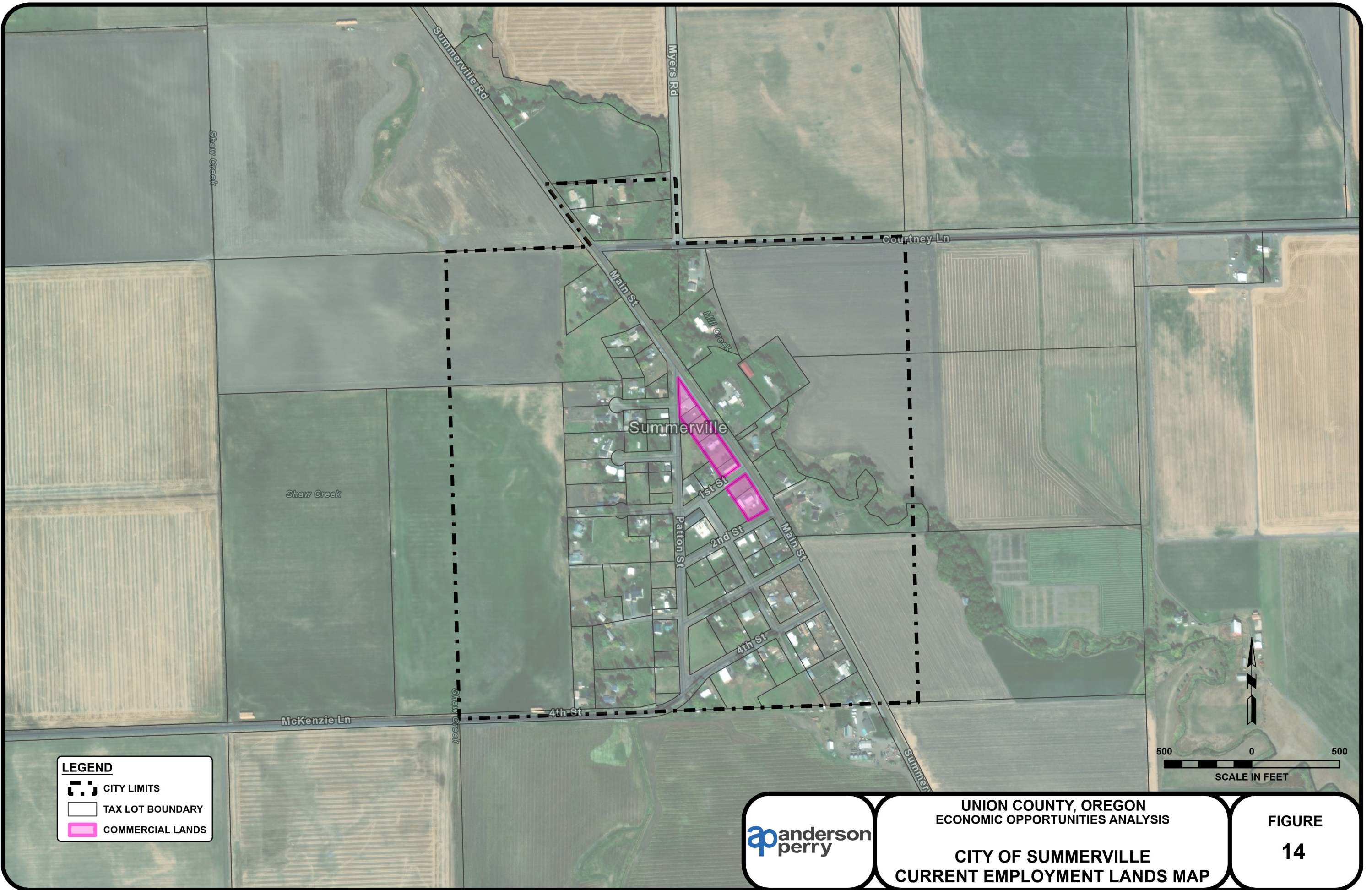


UNION COUNTY, OREGON
ECONOMIC OPPORTUNITIES ANALYSIS
**CITY OF NORTH POWDER
CURRENT EMPLOYMENT LANDS MAP**

**FIGURE
12**







LEGEND

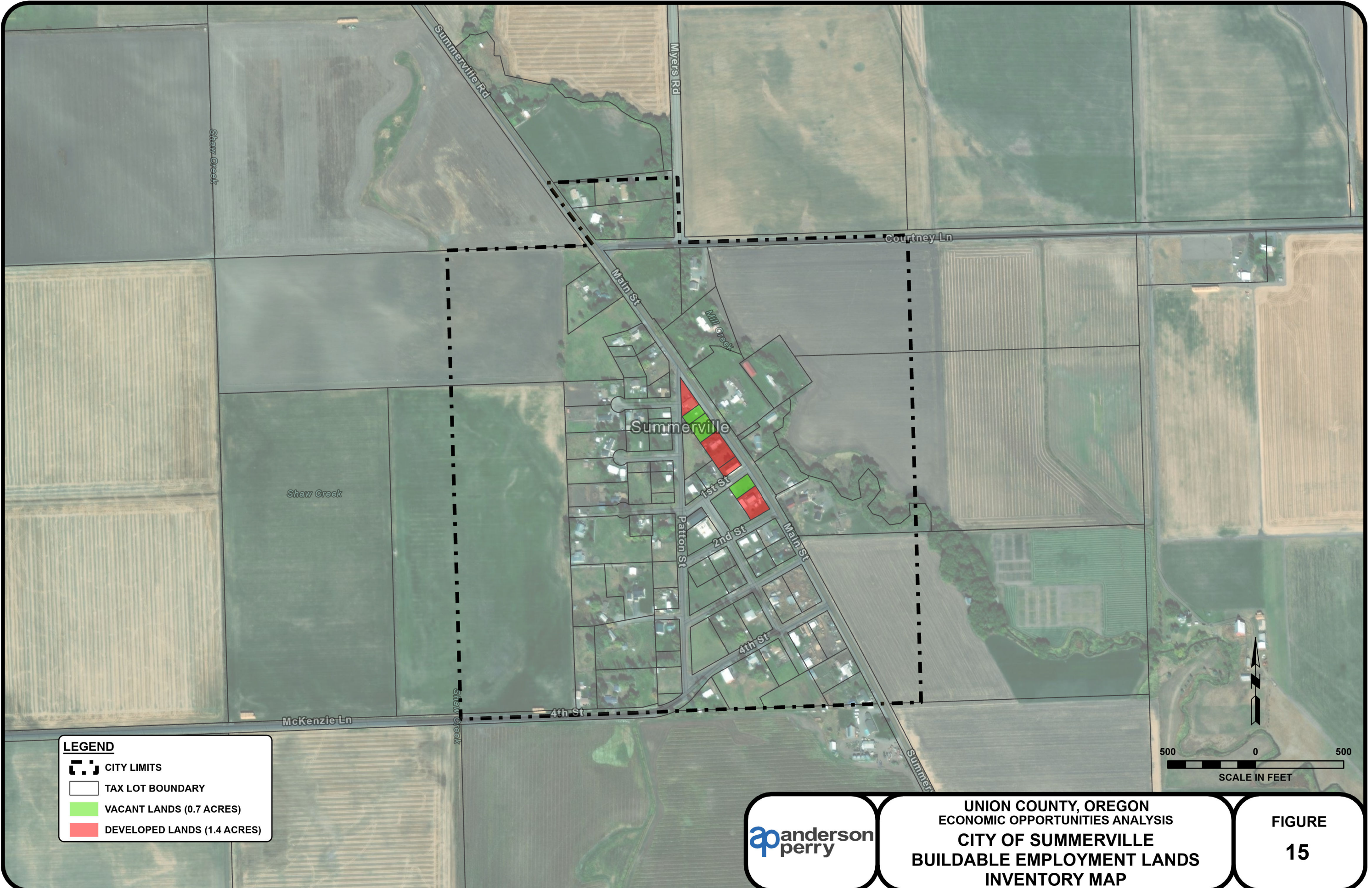
- CITY LIMITS
- TAX LOT BOUNDARY
- COMMERCIAL LANDS



UNION COUNTY, OREGON
ECONOMIC OPPORTUNITIES ANALYSIS

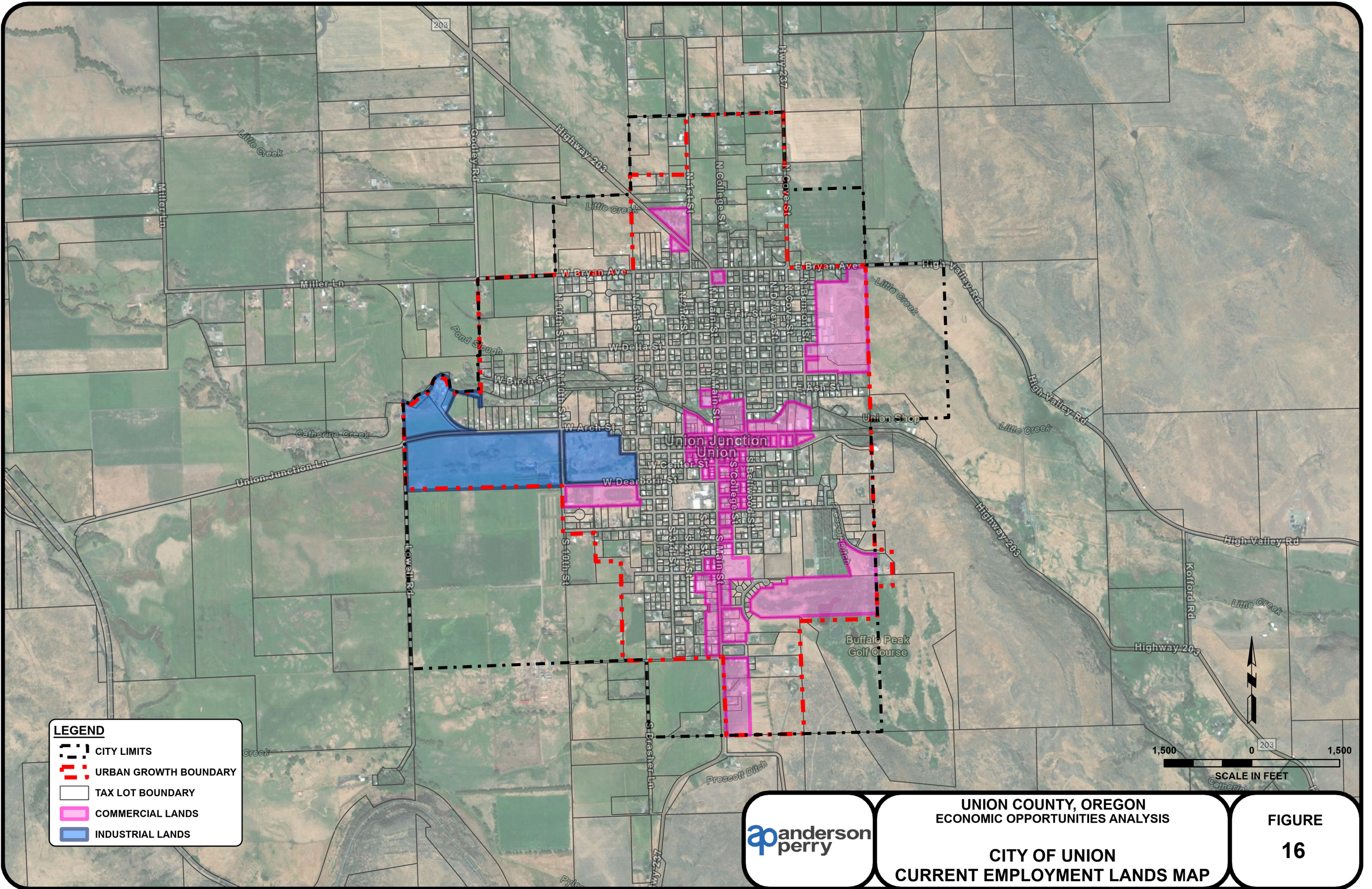
CITY OF SUMMERVILLE
CURRENT EMPLOYMENT LANDS MAP

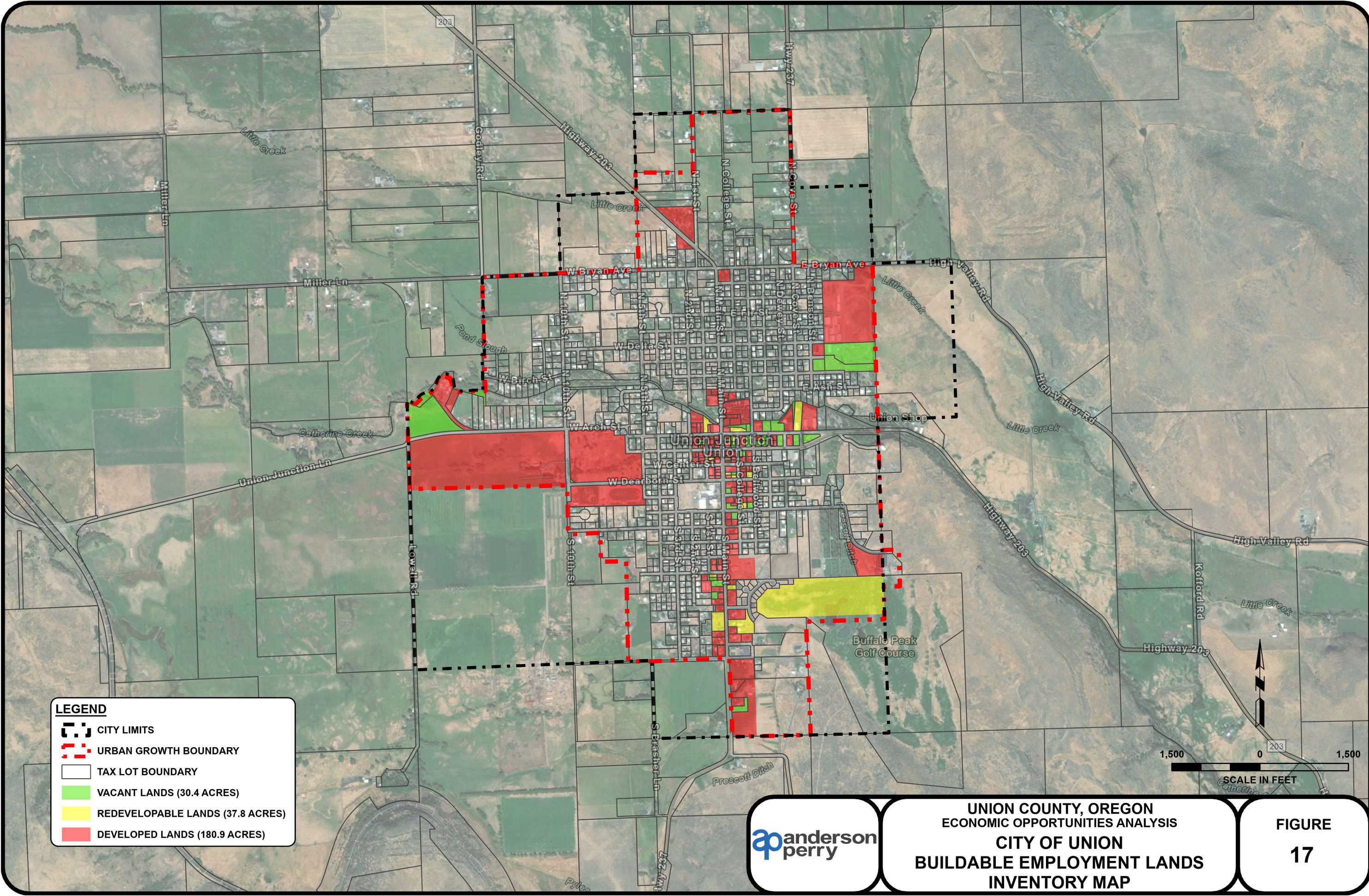
FIGURE
14



UNION COUNTY, OREGON
ECONOMIC OPPORTUNITIES ANALYSIS
CITY OF SUMMERVILLE
BUILDABLE EMPLOYMENT LANDS
INVENTORY MAP

FIGURE
15





LEGEND

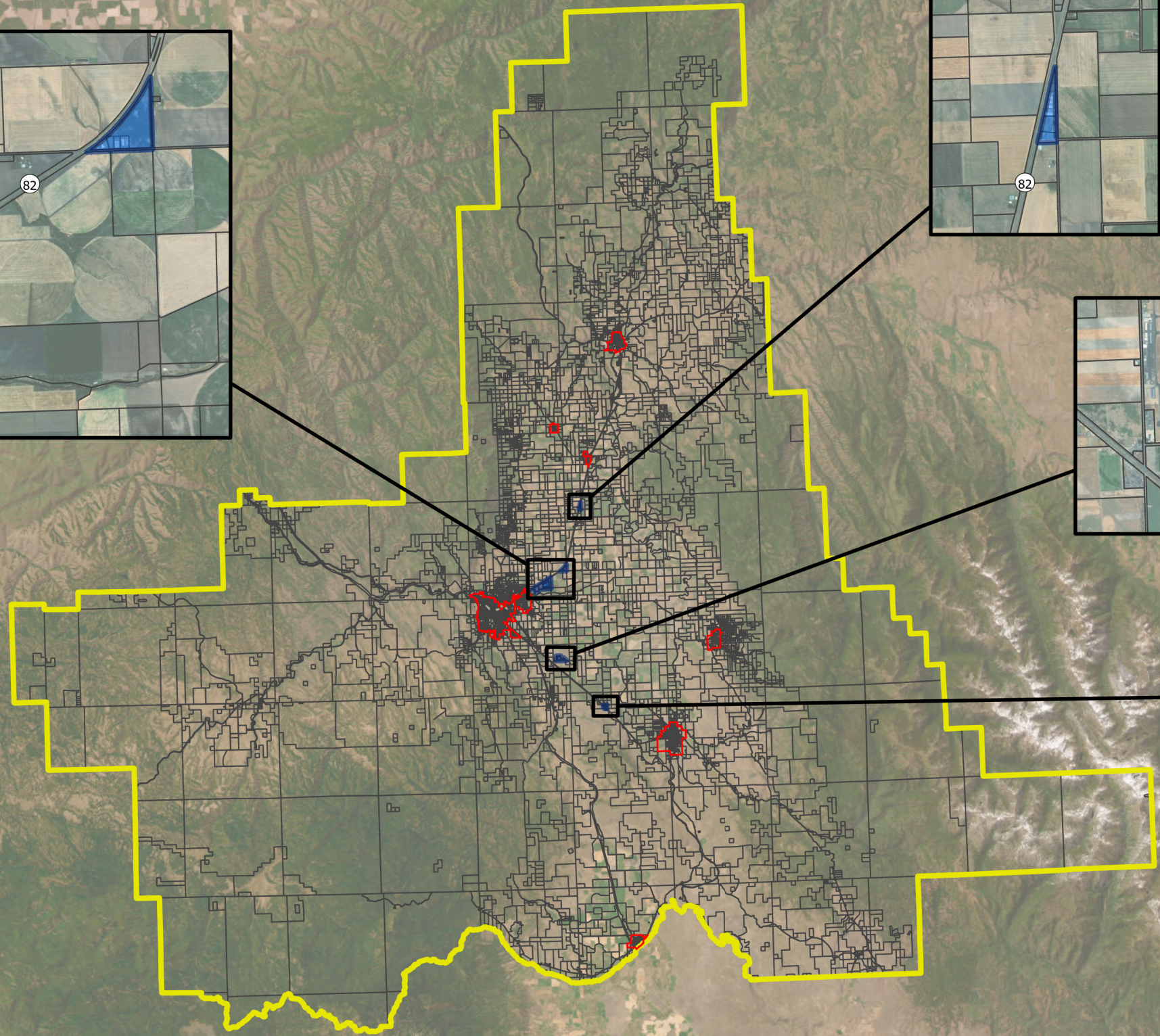
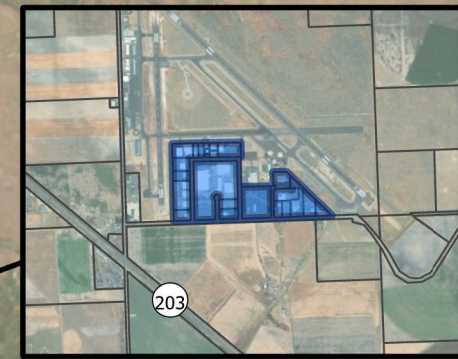
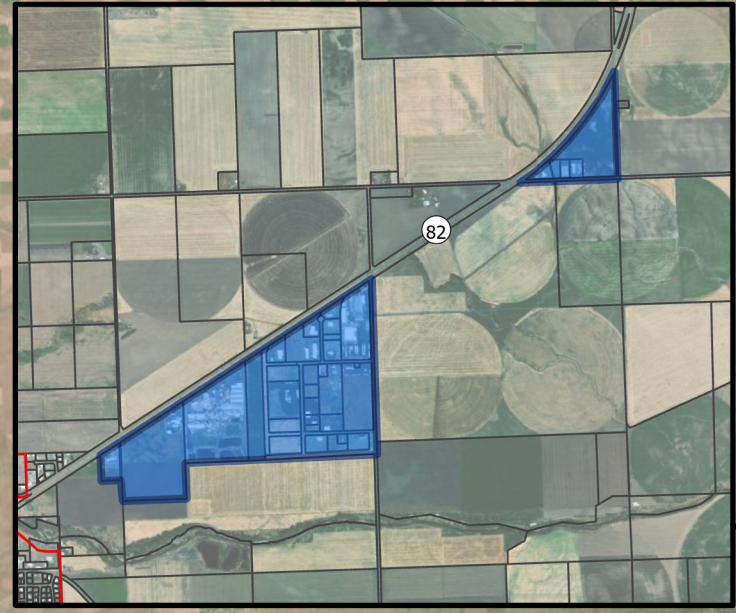
- CITY LIMITS
- URBAN GROWTH BOUNDARY
- TAX LOT BOUNDARY
- VACANT LANDS (30.4 ACRES)
- REDEVELOPABLE LANDS (37.8 ACRES)
- DEVELOPED LANDS (180.9 ACRES)

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**UNION COUNTY, OREGON
ECONOMIC OPPORTUNITIES ANALYSIS
CITY OF UNION
BUILDABLE EMPLOYMENT LANDS
INVENTORY MAP**

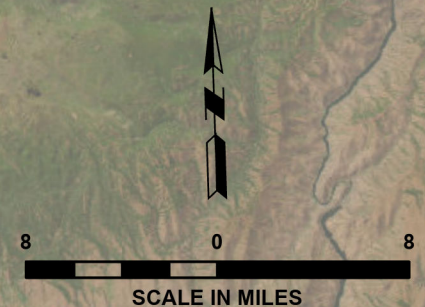
**FIGURE
17**

SCALE IN FEET
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LEGEND

- UNION COUNTY BOUNDARY
- CITY LIMITS
- TAX LOT BOUNDARY
- INDUSTRIAL LANDS









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**UNION COUNTY, OREGON
ECONOMIC OPPORTUNITIES ANALYSIS**

**UNION COUNTY, OREGON
CURRENT EMPLOYMENT MAP**

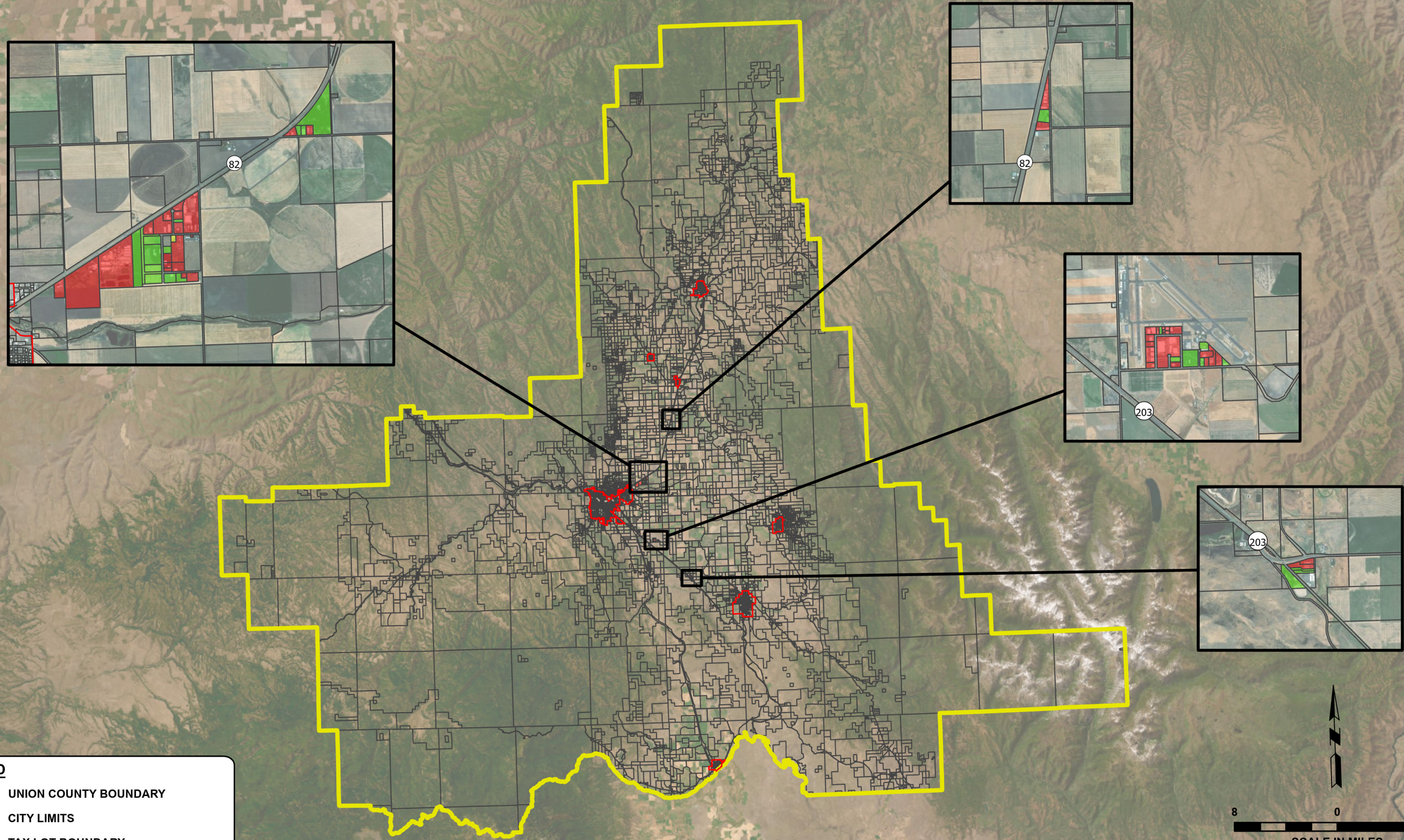
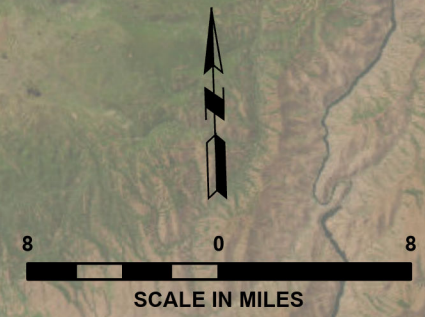
**FIGURE
18**

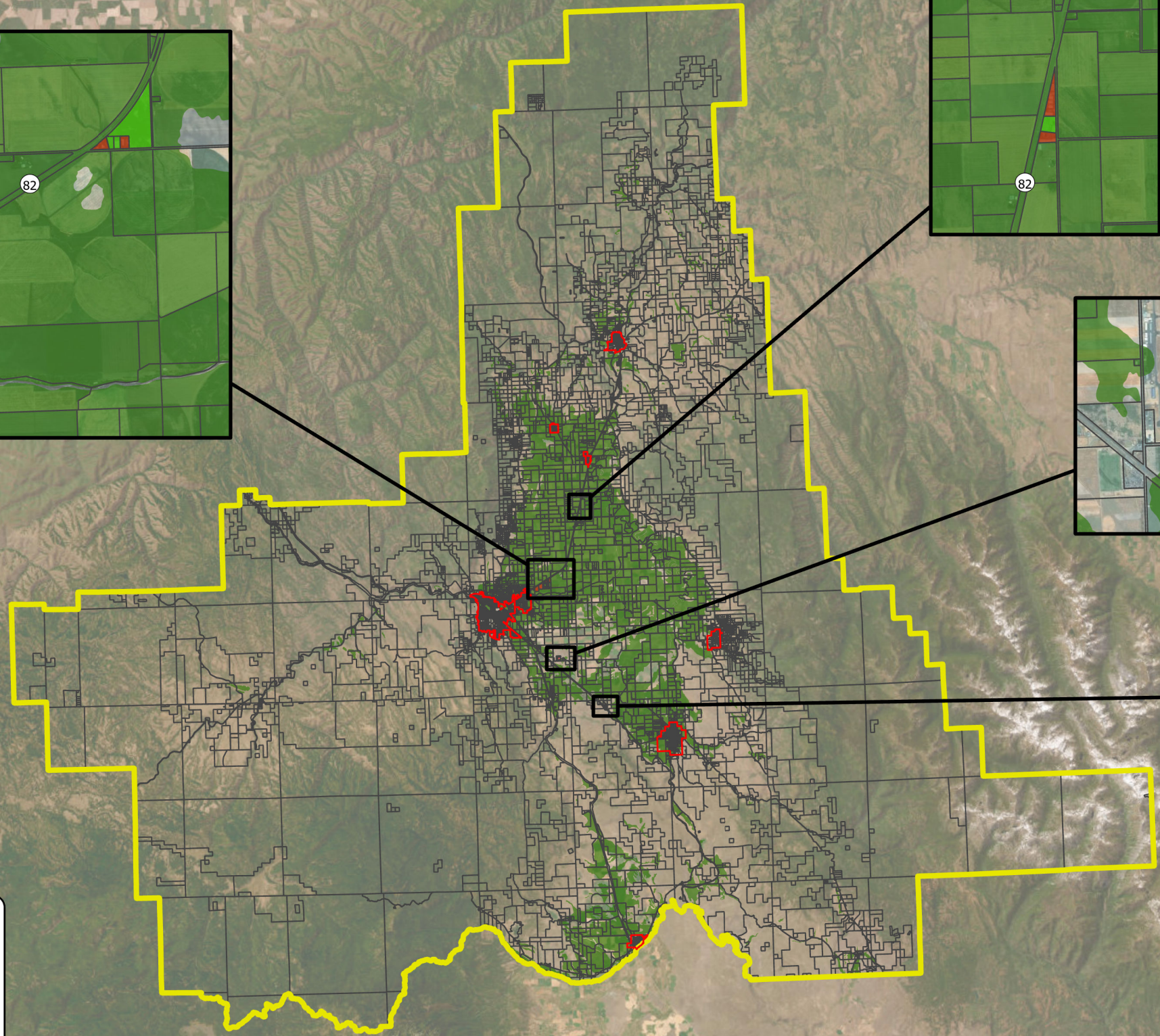
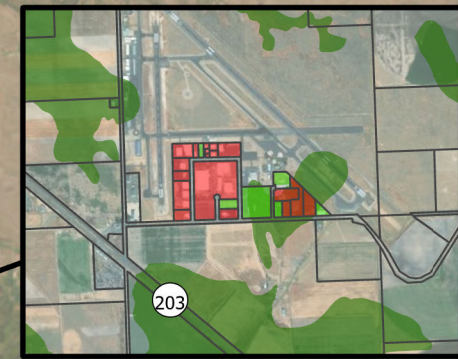
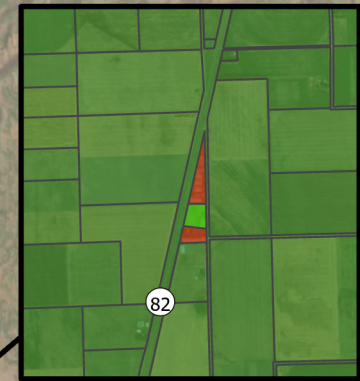
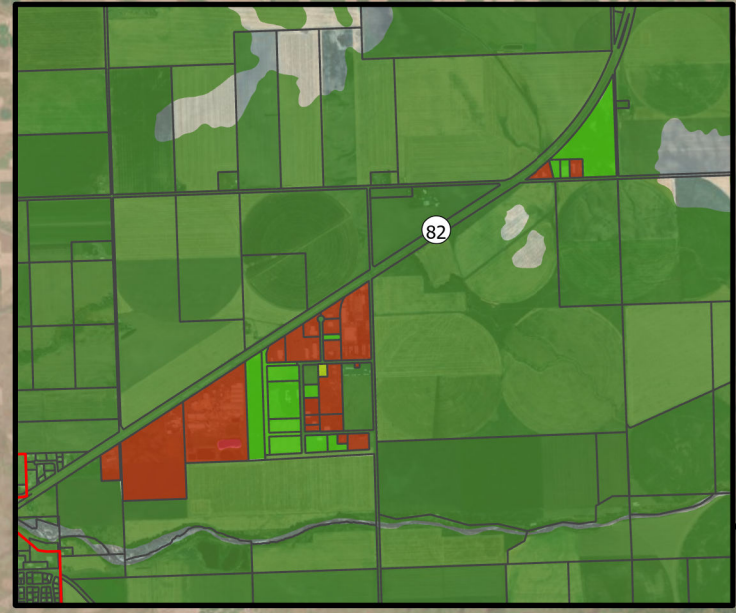
LEGEND

-  UNION COUNTY BOUNDARY
-  CITY LIMITS
-  TAX LOT BOUNDARY
-  VACANT LANDS (128.8 ACRES)
-  REDEVELOPABLE LANDS (1.2 ACRES)
-  DEVELOPED LANDS (251.9 ACRES)

 **UNION COUNTY, OREGON
ECONOMIC OPPORTUNITIES ANALYSIS
UNION COUNTY, OREGON
BUILDABLE EMPLOYMENT LANDS
INVENTORY MAP**

**FIGURE
19**





LEGEND

- UNION COUNTY BOUNDARY
- CITY LIMITS
- TAX LOT BOUNDARY
- VACANT LANDS (128.8 ACRES)
- REDEVELOPABLE LANDS (1.2 ACRES)
- DEVELOPED LANDS (251.9 ACRES)
- HIGH VALUE CROPLAND



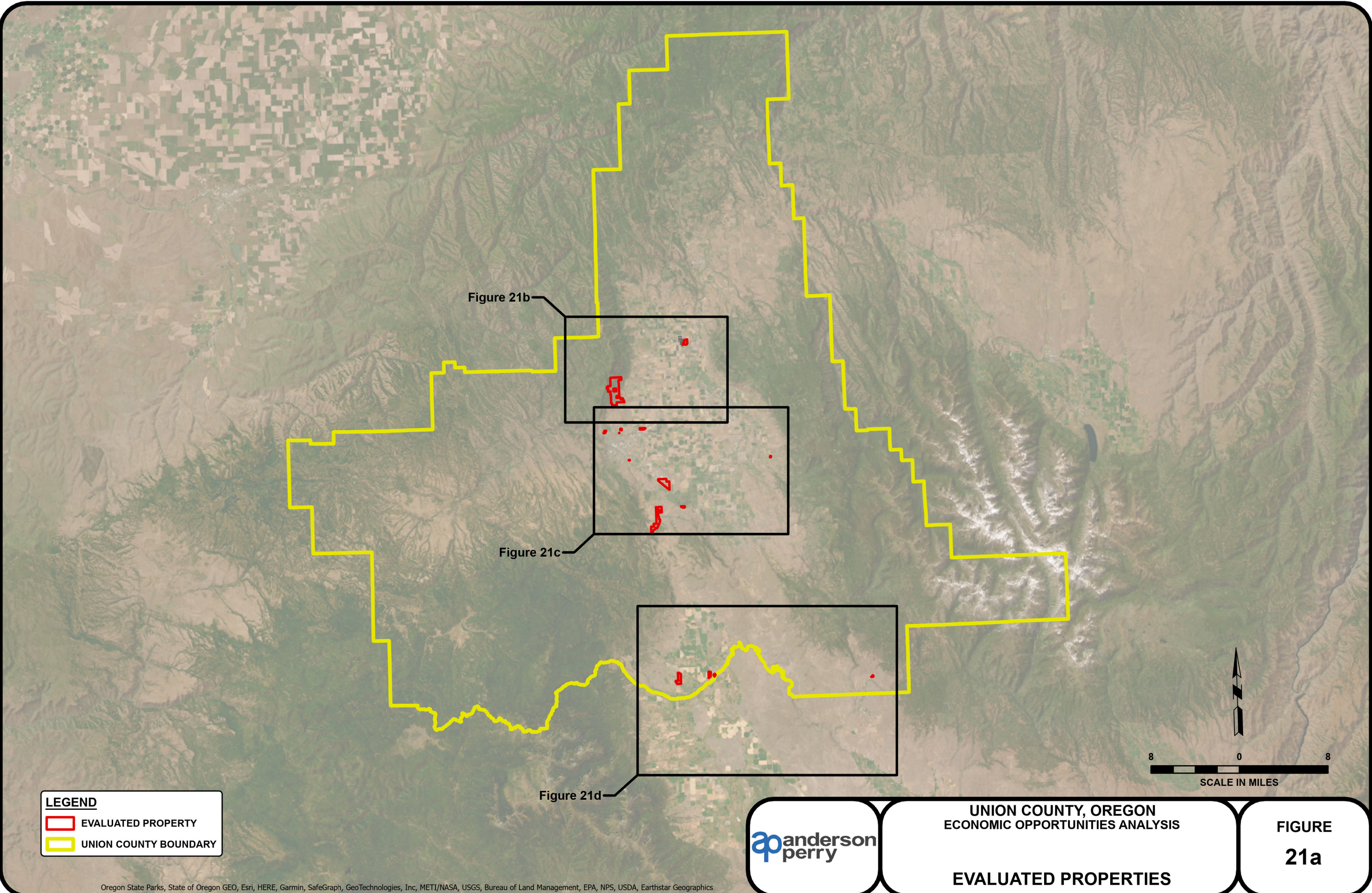
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**UNION COUNTY, OREGON
ECONOMIC OPPORTUNITIES ANALYSIS**

**UNION COUNTY, OREGON
HIGH VALUE CROPLAND MAP**

**FIGURE
20**

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LEGEND

- EVALUATED PROPERTY
- UNION COUNTY BOUNDARY

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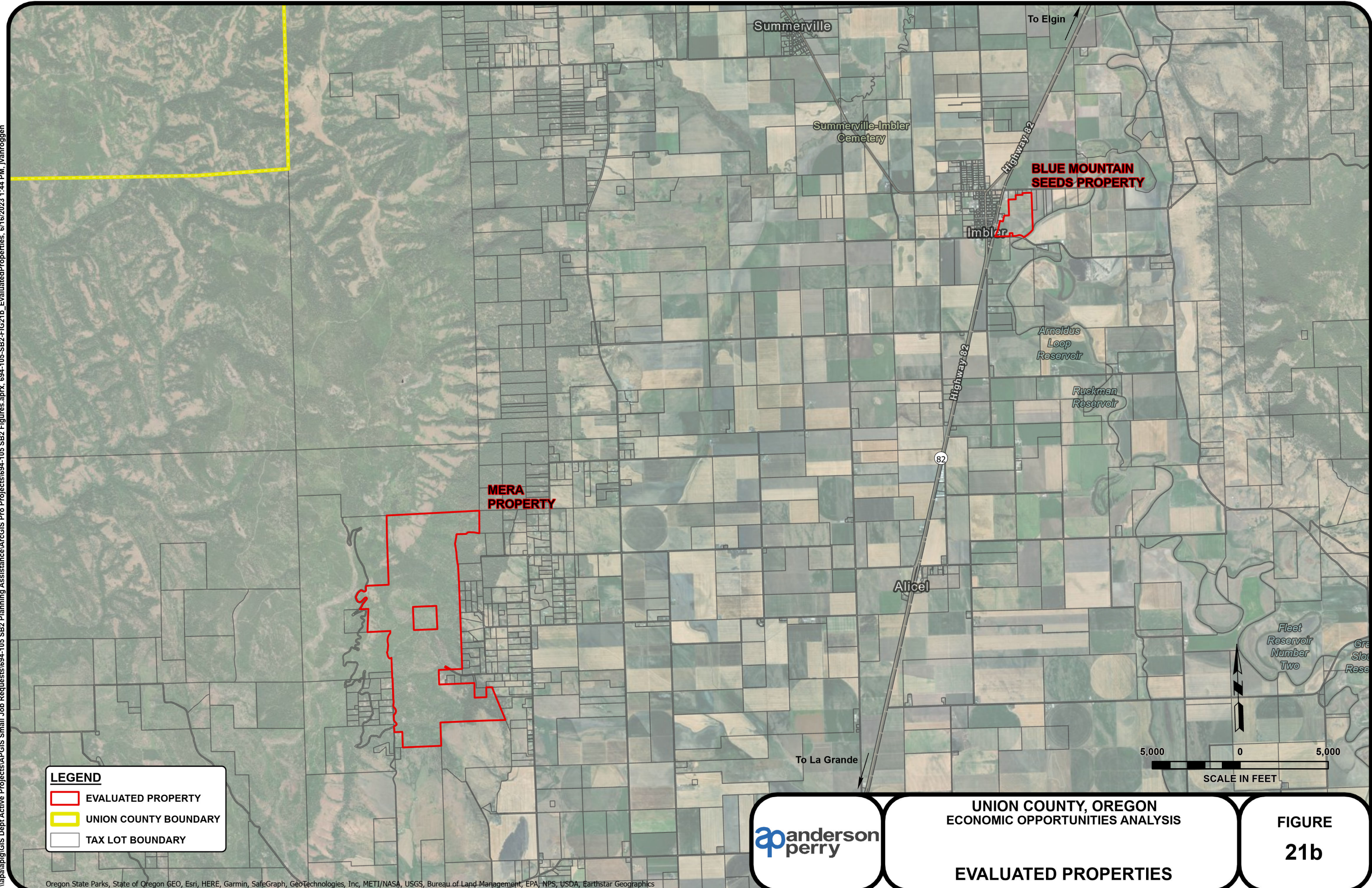
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**UNION COUNTY, OREGON
ECONOMIC OPPORTUNITIES ANALYSIS**

EVALUATED PROPERTIES

**FIGURE
21a**

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LEGEND

- EVALUATED PROPERTY
- UNION COUNTY BOUNDARY
- TAX LOT BOUNDARY



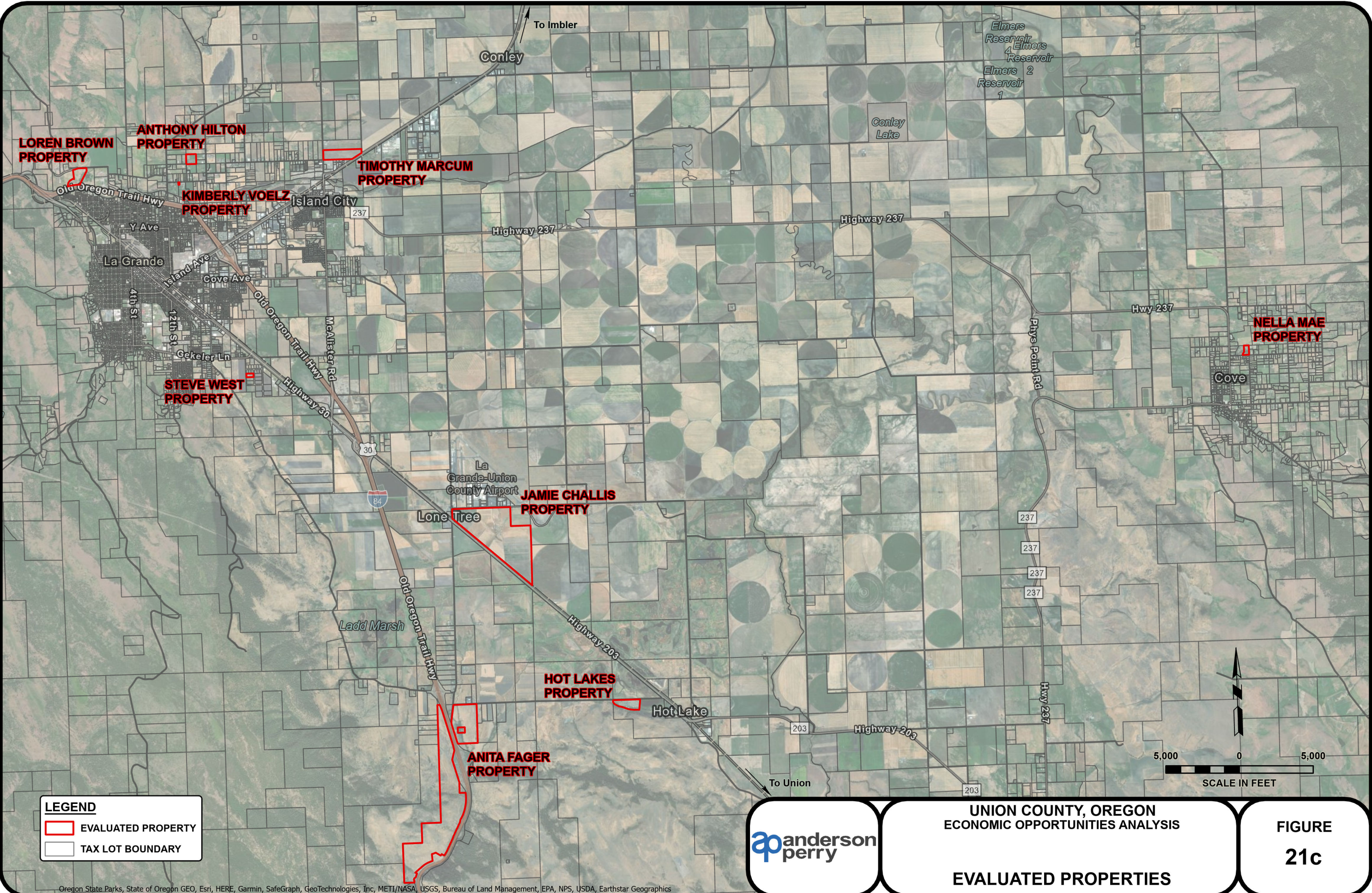
UNION COUNTY, OREGON
ECONOMIC OPPORTUNITIES ANALYSIS

EVALUATED PROPERTIES

FIGURE
21b

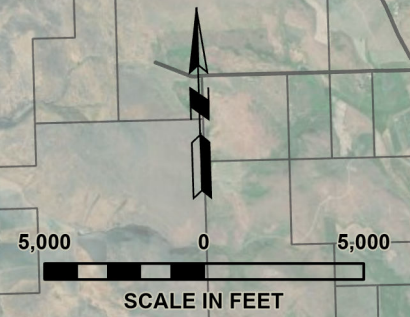
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LEGEND

- EVALUATED PROPERTY
- TAX LOT BOUNDARY



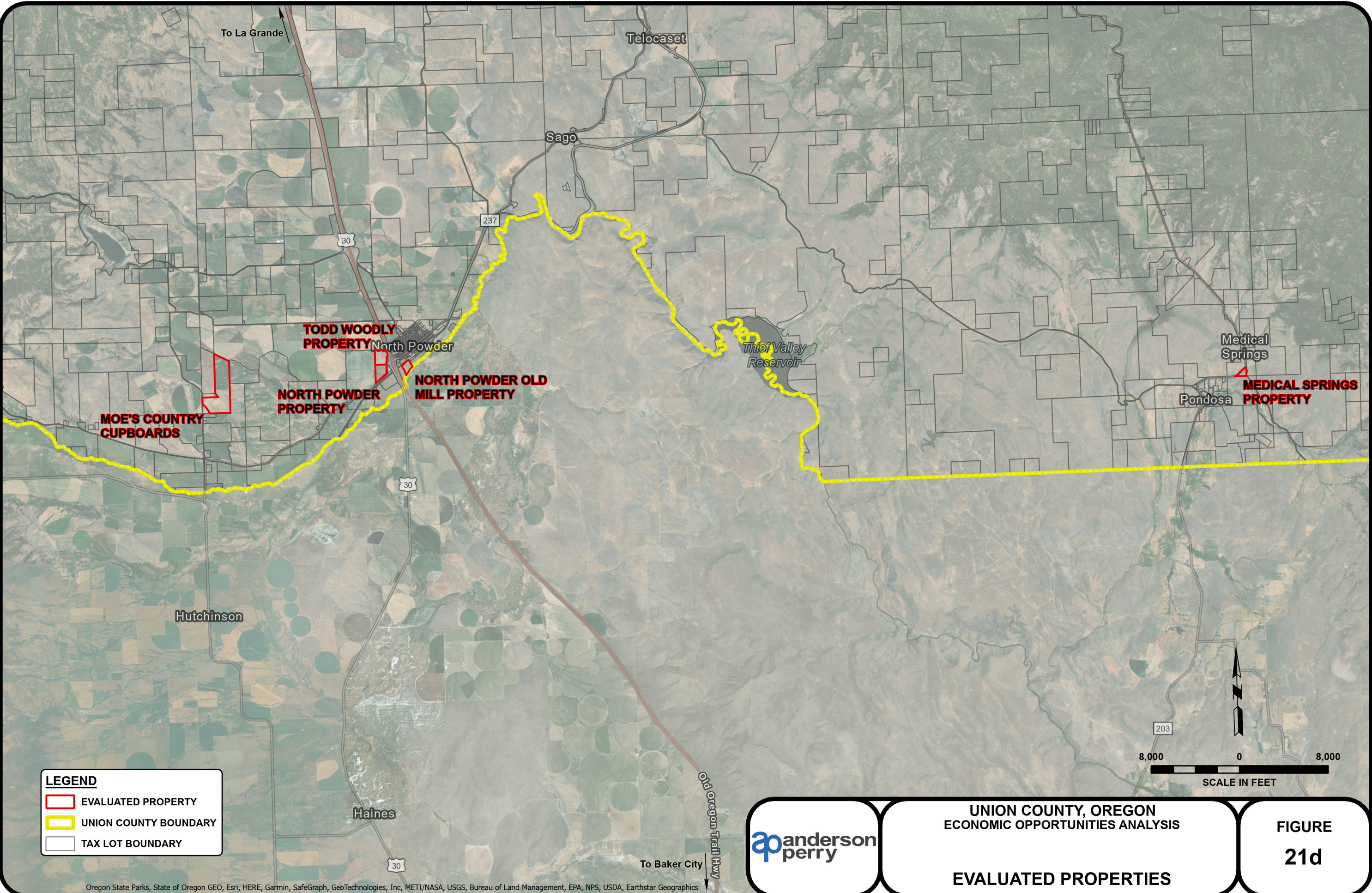
**UNION COUNTY, OREGON
ECONOMIC OPPORTUNITIES ANALYSIS**

EVALUATED PROPERTIES

**FIGURE
21c**

Oregon State Parks, State of Oregon GEO, Esri, HERE, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, USDA, Earthstar Geographics

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LEGEND

- EVALUATED PROPERTY
- UNION COUNTY BOUNDARY
- TAX LOT BOUNDARY



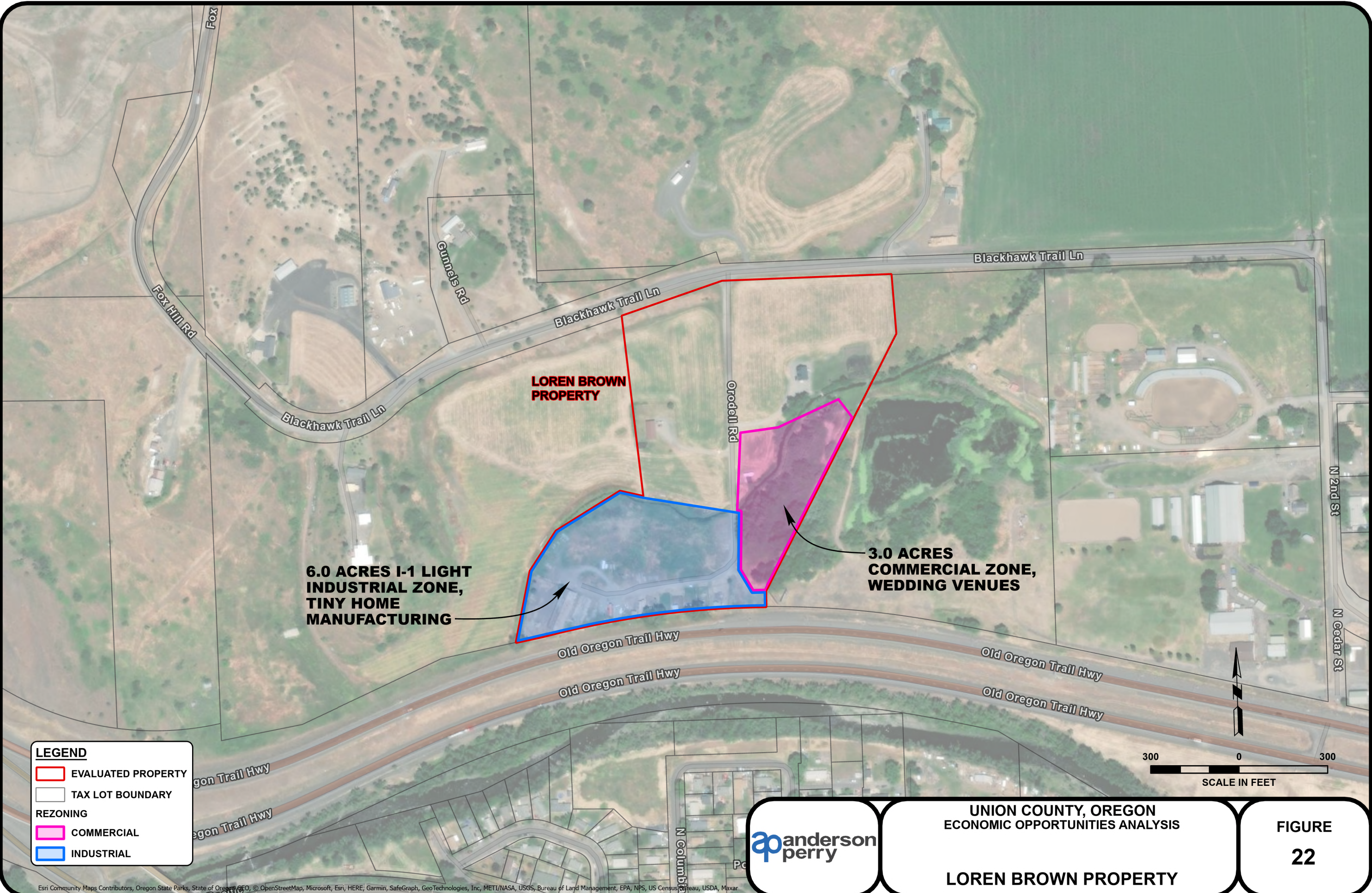
UNION COUNTY, OREGON
ECONOMIC OPPORTUNITIES ANALYSIS

EVALUATED PROPERTIES

FIGURE
21d

Oregon State Parks, State of Oregon GEO, Esri, HERE, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, USDA, Earthstar Geographics

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LEGEND

- EVALUATED PROPERTY
- TAX LOT BOUNDARY

REZONING

- COMMERCIAL
- INDUSTRIAL

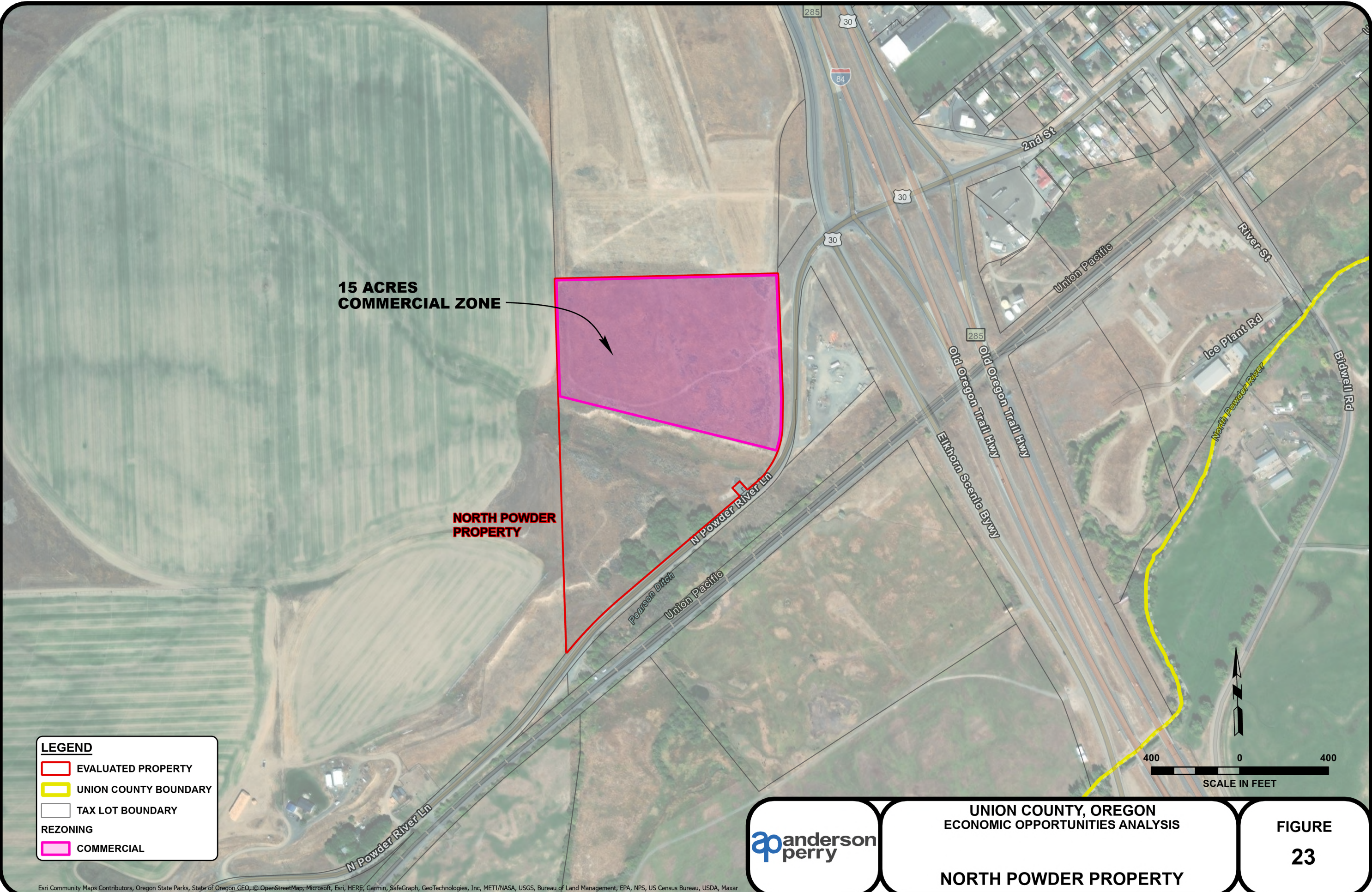


UNION COUNTY, OREGON
ECONOMIC OPPORTUNITIES ANALYSIS

LOREN BROWN PROPERTY

FIGURE
22

Esri Community Maps Contributors, Oregon State Parks, State of Oregon GEO, © OpenStreetMap, Microsoft, Esri, HERE, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, US Census Bureau, USDA, Maxar.



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Appendix B Task 2: Preparation

Appendix C Oregon Department of Land Conservation and Development Economic Opportunities
Analysis County Map (WebMap)

APPENDIX A

Task 1: Inclusive Outreach Plan



UNION COUNTY

Planning Department

Scott Hartell, Planning Director

1001 4th Street, Suite C

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FAX (541) 963-1039

Union County - Oregon Department of Land Conservation and Development Senate Bill 2 Grant No. SB-23-186 Task 1: Inclusive Outreach Plan

Overview

This inclusive outreach and engagement plan supports participation of priority populations in the review and advisory process.

Identification of Impacted Priority Populations

Union County's population as of the April 1, 2020 Census is 26,196. The Oregon Department of Land Conservation and Development document entitled "Guidance for Technical Assistance Grant Applicants Regarding Diversity, Equity, and Inclusion" lists priority populations including the following populations (all estimates from U.S. Census population estimates for Union County, Oregon as of July 1, 2021):

- Black or African American community members
- Indigenous Native American or Native Alaskan community members
- Persons of Color
- Community Members with Limited English Proficiency
- People with disabilities
- Extremely low-income and/or homeless community members
- Other locally identified underserved priority populations

Within the planning area the following priority populations and potential outreach methods have been identified:

- **Black or African American Community Members** - This group represents 0.8 percent of the Union County population. Some of these residents may be associated with Eastern Oregon University (EOU), so outreach materials will be provided in public spaces on the EOU campus.
- **Indigenous Native American or Native Alaskan Community Members** - This group represents 1.3 percent of the Union County population. Some of these residents may be associated with the Confederated Tribes of the Umatilla Indian Reservation (CTUIR). Although CTUIR is headquartered in Pendleton, there are offices in Union County. Outreach materials will be provided to the Community Center in Pendleton, as well as the CTUIR fisheries office in Union County.
- **Persons of Color** - This group represents 7.4 percent of the Union County population. No specific organization has been identified to conduct outreach for this group; however, outreach materials will be provided to local grocery stores as they serve as a food source for many County residents.

- **Community Members with Limited English Proficiency** - Five percent of residents of Union County live in a home where a language other than English is spoken. Approximately 2.9 percent of residents are classified as foreign born. Outreach materials will be provided to the EOU Multicultural Club and the Lighthouse Church. Additional recommendations will be sought to identify other places to share materials.
- **People with Disabilities** - Eleven percent of the Union County population under the age of 65 are documented as having a disability. Outreach materials will be provided at the social security office in Union County, as well as Community Connection of Northeast Oregon.
- **Extremely Low-income and/or Homeless Community Members** - Approximately 12.7 percent of the Union County population are documented as living in poverty. Outreach materials will be provided at Northeast Oregon Network (NEON), Union County Warming Center, as well as Community Connection of Northeast Oregon.
- **Other locally Identified Underserved Priority Populations (Women)** - Women in Union County are historically underrepresented in county and city leadership positions, as well as volunteer committee membership. There are no commissions where women and men are evenly represented. Soroptimist International of La Grande, Oregon will be provided outreach materials to distribute to members and contacts in the community.
- **Other Locally Identified Underserved Priority Populations (Rural Oregonians)** - Rural Oregonians have unique challenges for obtaining employment, housing, and access compared to the majority of the state's population that live in urban areas. Because all residents of Union County are considered Rural Oregonians, distribution of outreach materials in local grocery stores is anticipated to reach these populations.

The following is a description of the anticipated impacts and outcomes, including benefits to and burdens on, priority populations that may result from the proposed project:

- Additional economic opportunities in the planning area due to increased employment land could benefit priority populations.
- Potential increase in population to the planning area due to increased employment land and job opportunities could increase existing challenges finding affordable housing.
- Participation in a Technical Advisory Committee (TAC) could be burdensome on priority populations without stable childcare, with variable work schedules, and with transportation limitations.

Outreach and Engagement Plan for Priority Populations

The following outreach and public engagement plan is designed to involve impacted priority populations. The following are specific goals for participation:

- At least one priority population member participating in the TAC.
- Information will be posted to the Union County Planning Department website.
- Meetings will be advertised on Elkhorn Media, briefly in a section of the Observer, and potentially on the radio.

- Personal outreach may be conducted by County Commissioners, if needed, for additional participation.
- The TAC will be composed of the members of the Union County Planning Commission and a DLCD representative. This group was selected to represent the County and includes priority population members. Additional membership to the TAC is not anticipated at this time; however, meetings will be open to participation by the public. The TAC will serve in an advisory (non-decision-making) role so the public will also be able to support this function through commenting and participation in meetings.
- Outreach will occur through presentations at each City's City Council meeting, and other places such as the Union County Fair, Union County Rental Owners Association, and Chamber of Commerce as opportunities arise.
- Outreach materials will be provided to the following organizations. Each will be encouraged to share materials and encourage participation in specific ways (i.e., TAC participation, meetings, or other feedback methods)
 - NEON
 - Northeast Oregon Economic Development District
 - Community Connection of Northeast Oregon
 - Union County Warming Center
 - EOU Multicultural Club
 - Lighthouse Church
 - Social Security Office
 - CTUIR Headquarters in Pendleton
 - Soroptimist International of La Grande, Oregon
 - Local Grocery Stores (Safeway, Walmart)

Evaluation Framework for Inclusive Participation

This post-project evaluation framework enables evaluation of representation of and participation by priority populations through outreach methods as well as participation in the TAC. The project's success with inclusive outreach to priority populations will be documented in the following framework:

- Were specific tasks accomplished as outlined in the outreach and engagement plan (above section)? This will be noted by where and when outreach materials were provided, how meetings were advertised etc.
- Did priority populations participate in the process and at what level? This will be noted by meeting participation sign in sheets, and also tracked in a spreadsheet that will be kept up to date for the duration of the project.
- Were there any specific outcomes that can be attributed to priority population participation?
- What went well in the outreach and engagement plan and what could be improved for future projects?

This evaluation will be provided as a technical memo or section of the final report. This evaluation will be completed by Union County staff, Consultant, and DLCD as needed.

Attachments

Attachment 1 - Senate Bill 2 Contact List

Attachment 2 - Outreach Flyer

Attachment 3 - Outreach handouts

Attachment 4 - Outreach Article



UNION COUNTY

Planning Department

Scott Hartell, Planning Director

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Union County - Oregon Department of Land Conservation and Development Senate Bill 2 Grant No. SB-23-186

Project Staff: Union County Planning Department

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Stacy Warren, Associate Planner
Lorcinda Johnston, Department Specialist
1001 4th Street, Suite C, La Grande, Oregon 97850
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Consultant: Anderson Perry & Associates

Dana Kurtz, AICP, Senior Environmental Scientist
1901 N. Fir Street/P.O. Box 1107, La Grande, Oregon 97850
(541) 963-8309

DLCD Staff: Oregon Department of Land Conservation & Development

Leigh McIlvaine, Economic Development Specialist
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(503) 373-0050 (971) 701-1041

Advisory Committee:

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2605 N. Birch Street, La Grande, Oregon 97850

Mace Cadwell
P.O. Box 87, Cove, Oregon 97824

Pete Caldwell
62301 Fruitdale Lane, La Grande, Oregon 97850

Joel Hasse
1703 Z Avenue, La Grande, Oregon 97850

Silas Kely
1501 Jasper Street, Cove, Oregon 97824

Joe Kresse
602 Penn Avenue, La Grande, Oregon 97850

Amanda May
1214 1/2 Adams Avenue, La Grande, Oregon 97850

Geoffrey Robinson
62365 Igo Lane, La Grande, Oregon 97850

Chuck Sarrett
509 Benton Court, La Grande, Oregon 97850



We Want to
Hear from You!

Employment Land Rezoning Opportunity

Union County wants to support sustainable economic growth in the region! We lack commercial and industrial zoned land to help businesses grow and thrive here. Union County is working with the Department of Land Conservation and Development to conduct an Economic Opportunity Analysis to help us rezone properties to employment land designations (commercial and industrial)!

Do you know of any places that could benefit from a zone change?

Let us know by
May 5, 2023, and
we can evaluate
your site!

For more information contact:

Scott Hartell

Union County Planning Director 1001

4th Street, Suite C

La Grande, Oregon 97850

(541) 963-1014

shartell@union-county.org

COVE

Introduction

- Scott Hartell – Union County Planning Director
- Dana Kurtz – Anderson Perry Associates, Inc.

Why we are here tonight

- Union County entered into a Grant Agreement with the Department of Land Conservation and Development to study and implement SB2.

Senate Bill 2

(2019 Legislation)

- Allows 10 Eastern Oregon counties the opportunity to conduct an Economic Opportunity Analysis and potentially change zoning on 10 different locations and/or up to 50 total acres.
- This work also requires review of all eight incorporated jurisdictions Economic Opportunity Analyses or the Goal 9 section of your Comp Plan.
- Examples from SB2 Work completed in Harney County.
- Time Line: February 2022 to June 30, 2022.

Review of Imbler's Goal 9 Economy of the State

- 2019 Census - 653 people
- Central Water and Sewer infrastructure
- Highway 237 access.
- Commercial and Industrial land base has not changed since original acknowledgement
- Last review of Goal 9 Economy, March 1984

Questions

- Does the City want to grow?
- Does the City want to look at conducting an update to their Goal 9 Economy to help potentially stimulate employment land growth?
- Has the City ever been contacted about needing more commercial or industrial lands?

- Is there anyone we should contact within the City or county that may be limited by zoning to increase their employment base?

Does anyone want on our mailing list to be kept informed about meetings or events we may hold as a part of conducting our Senate Bill 2 work?

ELGIN

Introduction

- Scott Hartell – Union County Planning Director
- Dana Kurtz – Anderson Perry Associates, Inc.

Why we are here tonight

- Union County entered into a Grant Agreement with the Department of Land Conservation and Development to study and implement SB2.

Senate Bill 2

(2019 Legislation)

- Allows 10 Eastern Oregon counties the opportunity to conduct an Economic Opportunity Analysis and potentially change zoning on 10 different locations and/or up to 50 total acres.
- This work also requires review of all eight incorporated jurisdictions Economic Opportunity Analyses or the Goal 9 section of your Comp Plan.
- Examples from SB2 Work completed in Harney County.
- Time Line: February 2022 to June 30, 2022.

Review of Elgin's Goal 9 Economy of the State

- 2020 Census - 1,542 people
- Central Water and Sewer infrastructure
- Highway 82, 204 and rail access.
- Last review of Goal 9 Economy, 1983, but I think you have newer document.

Questions

- Does the City want to grow?
- Does the City want to look at conducting an update to their Goal 9 Economy to help potentially stimulate employment land growth?
- Has the City ever been contacted about needing more commercial or industrial lands?
- Is there anyone we should contact within the City or county that may be limited by zoning to increase their employment base?

- Does anyone want on our mailing list to be kept informed about meetings or events we may hold as a part of conducting our Senate Bill 2 work?

IMBLER

Introduction

- Scott Hartell – Union County Planning Director
- Dana Kurtz – Anderson Perry Associates, Inc.

Why we are here tonight

- Union County entered into a Grant Agreement with the Department of Land Conservation and Development to study and implement SB2.

Senate Bill 2

(2019 Legislation)

- Allows 10 Eastern Oregon counties the opportunity to conduct an Economic Opportunity Analysis and potentially change zoning on 10 different locations and/or up to 50 total acres.
- This work also requires review of all eight incorporated jurisdictions Economic Opportunity Analyses or the Goal 9 section of your Comp Plan.
- Examples from SB2 Work completed in Harney County.
- Time Line: February 2022 to June 30, 2022.

Review of Imbler's Goal 9 Economy of the State

- 2019 Census - 337 people
- No Central Water and Sewer infrastructure
- Highway 82 access and railroad access.
- Commercial and Industrial land base has not changed since original acknowledgement
- Last review of Goal 9 Economy, June 1981

Questions

- Does the City want to grow?
- Does the City want to look at conducting an update to their Goal 9 Economy to help potentially stimulate employment land growth?
- Has the City ever been contacted about needing more commercial or industrial lands?

- Is there anyone we should contact within the City or county that may be limited by zoning to increase their employment base?
- Does anyone want on our mailing list to be kept informed about meetings or events we may hold as a part of conducting our Senate Bill 2 work?

ISLAND CITY

Introduction

- Scott Hartell – Union County Planning Director
- Dana Kurtz – Anderson Perry Associates, Inc.

Why we are here tonight

- Union County entered into a Grant Agreement with the Department of Land Conservation and Development to study and implement SB2.

Senate Bill 2

(2019 Legislation)

- Allows 10 Eastern Oregon counties the opportunity to conduct an Economic Opportunity Analysis and potentially change zoning on 10 different locations and/or up to 50 total acres.
- This work also requires review of all eight incorporated jurisdictions Economic Opportunity Analyses or the Goal 9 section of your Comp Plan.
- Examples from SB2 Work completed in Harney County.
- Time Line: February 2022 to June 30, 2022.

Review of Island City's Goal 9 Economy of the State

- 2019 Census - 1,022 people
- Central Water and Sewer infrastructure
- Highway 82, 237 and rail access.
- Last review of Goal 9 Economy, 1995

Questions

- Does the City want to grow?
- Does the City want to look at conducting an update to their Goal 9 Economy to help potentially stimulate employment land growth?
- Has the City ever been contacted about needing more commercial or industrial lands?
- Is there anyone we should contact within the City or county that may be limited by zoning to increase their employment base?

- Does anyone want on our mailing list to be kept informed about meetings or events we may hold as a part of conducting our Senate Bill 2 work?

NORTH POWDER

Introduction

- Scott Hartell – Union County Planning Director
- Dana Kurtz – Anderson Perry Associates, Inc.

Why we are here tonight

- Union County entered into a Grant Agreement with the Department of Land Conservation and Development to study and implement SB2.

Senate Bill 2

(2019 Legislation)

- Allows 10 Eastern Oregon counties the opportunity to conduct an Economic Opportunity Analysis and potentially change zoning on 10 different locations and/or up to 50 total acres.
- This work also requires review of all eight incorporated jurisdictions Economic Opportunity Analyses or the Goal 9 section of your Comp Plan.
- Examples from SB2 Work completed in Harney County.
- Time Line: February 2022 to June 30, 2022.

Review of North Powder's Goal 9 Economy of the State

- 2019 Census - 558
- Central Water and Sewer infrastructure
- I-84, Highway237 and railway access
- (.16, .22, .16, .24) .078 acres vacant and available employment base lands
- Last review of Goal 9 Economy of the North Powder Comprehensive Land Use Plan was 1983.

Questions

- Does the City want to grow?
- Does the City want to look conducting an update to their Goal 9 Economy to help potentially stimulate employment land growth?
- Has the City ever been contacted about needing more commercial or industrial lands?

- Is there anyone we should contact within the City or county that may be limited by zoning to increase their employment base?
- Does anyone want on our mailing list to be kept informed about meetings or events we may hold as a part of conducting our Senate Bill 2 work?

SUMMERVILLE

Introduction

- Scott Hartell – Union County Planning Director
- Dana Kurtz – Anderson Perry Associates, Inc.

Why we are here tonight

- Union County entered into a Grant Agreement with the Department of Land Conservation and Development to study and implement SB2.

Senate Bill 2

(2019 Legislation)

- Allows 10 Eastern Oregon counties the opportunity to conduct an Economic Opportunity Analysis and potentially change zoning on 10 different locations and/or up to 50 total acres.
- This work also requires review of all eight incorporated jurisdictions Economic Opportunity Analyses or the Goal 9 section of your Comp Plan.
- Examples from SB2 Work completed in Harney County.
- Time Line: February 2022 to June 30, 2022.

Review of Summerville's Goal 9 Economy of the State

- 2010 Census - 135
- No central water or sewer
- No highway or railway access
- (.16, .22, .16, .24) totaling .078 acres vacant and available employment base lands
- No changes since 1990

Questions

- Does the City want to grow?
- Does the City want to look at establishing water and sewer facilities to help encourage growth in employment lands?
- Has the City ever been contacted about needing more commercial or industrial lands?

- Is there anyone we should contact within the City or county that may be limited by zoning to increase their employment base?
- Does anyone want on our mailing list to be kept informed about meetings or events we may hold as a part of conducting our Senate Bill 2 work?

Senate Bill 2 Economic Opportunity Analysis Northeast Oregon Rental Owners Association

Introduction

- Union County entered into a Grant Agreement with the Department of Land Conservation and Development to study and implement SB2.
- 2019 legislation sponsored by Senator Courtney, Bentz, Hansell
- Allows 10 Eastern Oregon counties that undertake economic opportunity analysis to designate up to 50 acres outside urban growth boundaries for industrial and other employment uses (commercial or industrial) notwithstanding statewide planning goals related to agriculture, forest use or urbanization. Excludes high-value farmland. Up to 10 locations.
- This work also requires review of all eight incorporated jurisdictions Economic Opportunity Analyses or the Goal 9 section of their Comp Plans.
- Examples from SB2 Work completed in Harney County.
- Time Line: February 2022 to June 30, 2023.

Work to Date

- Outreach to Cities conducted; mapping ongoing
- Technical Advisory Committee selected and concept introduced at initial meeting

Questions

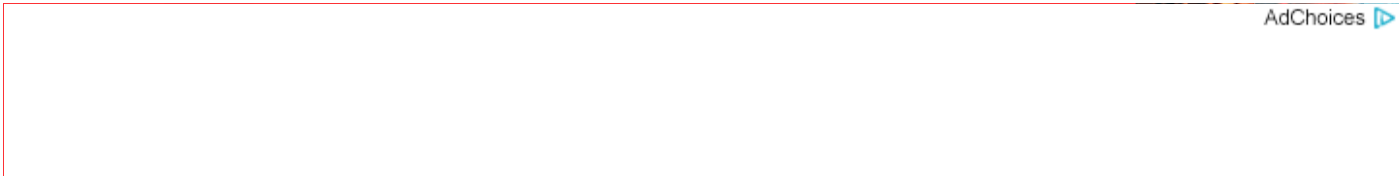
- Do Cities or County want to grow?
- Does the City want to look at conducting an update to their Goal 9 Economy to help potentially stimulate employment land growth?
- Has the City ever been contacted about needing more commercial or industrial lands?
- Is there anyone we should contact within the City or county that may be limited by zoning to increase their employment base?
- Does anyone want on our mailing list to be kept informed about meetings or events we may hold as a part of conducting our Senate Bill 2 work?

To learn more please contact Scott Hartell – Union County Planning Director shartell@union-county.org (541) 963-1014 or Dana Kurtz, AICP dkurtz@andersonperry.com (541) 963-8309

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AdChoices

The Observer, La Grande, Ore.

Union County seeking to rezone land for commercial, industrial development



Dick Mason, The Observer, La Grande, Ore.

April 6, 2023 · 3 min read



Apr. 6—LA GRANDE — Union County has a potential problem, one that is an indication of local economic strength.



Union County is facing the possibility it could run out of space where new businesses and industries can start up or expand. The main reason for the issue is Baum Industrial



TRENDING

Deverage.

Beverage said the fact Baum Industrial Park is now almost full is an indication of the strength of Union County's economy.

"This is a great sign that Union County is a regional hub for local business," she said.

Six businesses now operate at Baum Industrial Park, the majority of which moved their operations there from other places in Union County in order to expand.

Land at the Baum Industrial Park is sold for \$19,900 an acre.

To address the possible shortage caused by the filling up of Baum Industrial Park, owners of land in Union County outside of incorporated cities who might be willing to sell for commercial or industrial use are being encouraged to contact the county by Friday, May 5. Those who do will be able to have their land evaluated to see if it meets standards for rezoning for commercial or industrial use. Land that is

- 3. Hate taxes? This is for you: IRS boosts HSA limits for 2024 by record amount. Here's why.
- 4. SNAP users adapt to buying less and trading down after extra pandemic boost ends
- 5. You finally can afford the car. Now, what about insurance? Why that could be a problem.





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or moving into the county. Union County has a window of opportunity for land to be evaluated for rezoning because of Senate Bill 2, which the Legislature approved in 2019. The bill requires the state to provide funding to two Eastern Oregon counties each year to help them determine which land outside of towns — whose owners have expressed an interest in selling — could be rezoned for commercial or industrial purposes.

Union and Wheeler counties received funding for rezoning in the 2022-23 fiscal year. Union County received \$50,000 for the project.

Union County is working with the Department of Land Conservation and Development and Anderson Perry & Associates, a La Grande-based civil engineering firm, to conduct an economic opportunity analysis. All land submitted by owners as candidates for possible rezoning will be evaluated by the Union County Planning Department.

County cannot be evaluated with the help of funding from Senate Bill 2, the county wants landowners throughout Union County to have the opportunity to rezone to commercial or industrial.

"We want to promote all businesses in Union County. (Every) business helps the county economically," Beverage said.

Dick Mason is a reporter with The Observer. Contact him at 541-624-6016 or dmason@lagrandeobserver.com.

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APPENDIX B
Task 2: Preparation



UNION COUNTY

Planning Department

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Union County - Oregon Department of Land Conservation and Development Senate Bill 2 Grant No. SB-23-186 Task 2: Preparation

(1) Description of the Study Area and Planning Area -

The planning area is defined as the entirety of Union County, Oregon. This includes the eight cities within the boundaries of Union County.

For purposes of this project, “study area” is inclusive of the entire county, including unincorporated lands, unincorporated communities, lands within city limits and urban growth boundaries. “Employment lands” also includes lands both inside city limits and UGB’s as well as lands outside UGB’s that are zoned for employment use.

For purposes of this project the “planning area” are those lands under county jurisdiction located outside of an acknowledged UGB.

(2) Identify and compile Relevant Background Information -

The following relevant background information has been compiled for use in the Economic Opportunity Analysis (EOA):

- Goal 9 sections of each the city’s and Union County’s Comprehensive Land Use Plan (CLUP)
- EOA for La Grande and Island City
- City of La Grande Housing Needs Analysis
- Mapping of Union County and the cities employment lands (prime/unique farmland, etc.)

Gather and review any “available regional economic development, employment data, real estate market data and area context information that has been published by entities such as: state and local governments; economic development agencies; ports and other development districts; and Business Oregon.

- City of La Grande Economic Development Staff: Timothy Bishop
- Northeast Oregon Economic Development District
- Chamber of Commerce

Review and utilize existing and historical studies. For Union County this includes, but is not limited to, the current Community and Economic Development Strategy (CEDS) administered by the Northeast Oregon Economic Development District (NEOEDD), and the City of La Grande Comprehensive Plan Economic and Community Development Goals and objectives of cities and county.

- CEDS for the region and La Grande CLUP obtained

Gather current regional and local economic development strategies and reports; identify industry sectors that are prioritized for growth in existing plans. Meet with Regional Solutions and private sector representatives in focus industries.

- Courtney Crowell Regional Solutions
- NASH, Woodgrain, etc.

(3) Evidence of support and coordination from key cooperating organizations, cities, agencies, and members of the business community

Meet with federal, state, regional and local economic development agencies to discuss cooperation, participation, and possible sources of funding for planning and implementation activities, including Business Oregon Regional Development Officers.

- Meet with each City Council
- Business Oregon: Brian McDowell

(4) Identify focus industries and projects recognized as economic development priorities in study and planning areas.

Identify strategic business opportunities and establish priorities for implementation the county (and/or together with cities) can take to attain an achievable and sustainable result.

- None identified yet

Identify typical planning and implementation policies, activities and tools, and gather evidence of support from key business owners and representatives, cooperating organizations (especially municipal and county boards and commissions, and Oregon's Regional Solutions Team).

- County Commissioners are updated approximately monthly on this project.

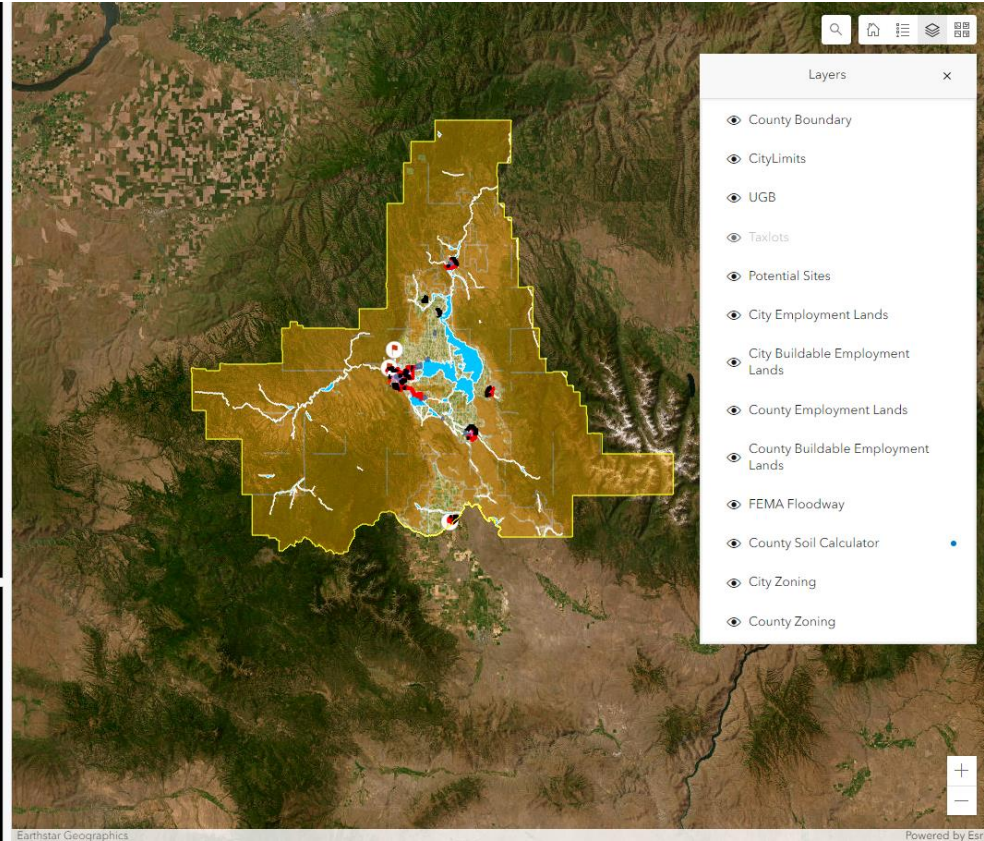
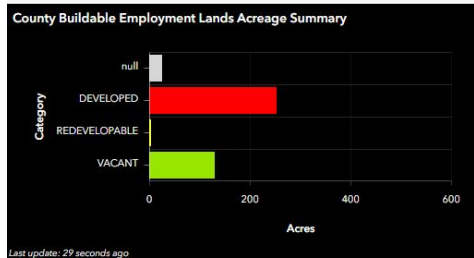
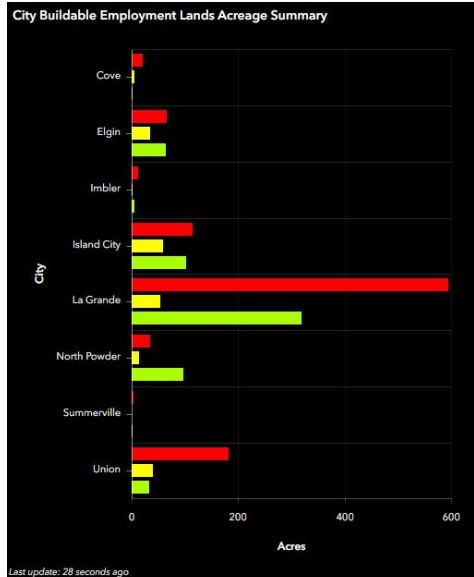
(5) Propose preliminary community engagement and outreach plans.

An Inclusive Outreach Plan has been developed to meet the requirements of Task 1 Inclusive Outreach Plan.

APPENDIX C

Oregon Department of Land Conservation and Development Economic Opportunities Analysis County Map (WebMap)

APPENDIX C



Please see Union County Planning Department for full WebMap access.