



128 S Main St.
PO Box 445
Condon, OR 97823
P: 541-384-2711
F: 541-384-2700

**CITY OF CONDON
WORK SESSION AGENDA
PLANNING COMMISSION OCTOBER 15 2019
Tuesday, October 15, 2019, 6:00 PM
CONDON CITY HALL**

1. Call the Meeting to Order
2. Election of Officers
3. Legislative Hearing to Update Economic Element of Comprehensive Plan
 - 3.1. EOA Report
 - 3.2. Staff Report - Dan Meader Tenneson Engineering
 - 3.3. Decision On Hearing
4. Other
5. Adjourn

Work Session agenda distributed October 3, 2019

Draft Economic Policy Recommendations

1.1 Introduction

This section includes Condon's current economic development goal and policies with draft amendments and new recommended draft community economic development policies and objectives consistent with Oregon Administrative Rules 660-009-0020. A list of recommended next steps is provided following the updated draft economic development comprehensive plan policies for Goal 9. The draft policies and objectives listed below are intended to guide positive economic development within the urban growth boundary.

Condon's existing stated economic goal and policies are shown in Section 1.2 (5.2 in the full report) below. Recommended amendments and new policies, objectives, and strategies are shown in **bold**. Existing language recommended to be deleted is shown with a strikeout line, like this.

1.2 Recommended Amendments to Current Economic Development Policies; Recommended New Policies; Objectives and Strategies

Goal 9: Economics

Strengthen, diversify and maintain the economy and living wage jobs in Condon by building upon the city's investments, assets and strengths, encouraging economic development and supporting Condon's industries including but not limited to downtown commercial development, value-added agriculture, value-added waste management, renewable energy, construction, recreation and government. ~~To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon cities.~~

Policies

1. Recognizing the City's finite commercial area, the City shall strive to maintain the viability of the downtown commercial core area.

Objective 1.2: Support better utilization of buildable vacant lands within the City's downtown commercial core for multiple types of businesses.

Objective 1.2: Develop a downtown improvement plan that builds on the work in the Community Assessment Report for Condon, Oregon, conducted by the Oregon Economic and Community Development Department's Main Street Program in March 2009, currently contained under the Economic Development element of Condon's Comprehensive Land Use Plan.

Objective 1.3: Help ensure a diverse housing stock to accommodate residents and employees that wish to start a business or work in Condon.

2. The City of Condon shall strive to provide adequate plans for economic activities that contribute to the well-being of the City.

Objective 2.1: Consider strategies to make Condon a destination for tourism as well as year-round residents and potential employers.

Strategies:

- **Develop a community vision that reflects community values and can serve as a basis for a five-year economic development strategy.**
- **Encourage unique opportunities to attract visitors to experience Condon's scenic and historic qualities consistent with the community's vision.**
- **Focus on quality of life draws such as theater, bowling alley, breweries, etc.**
- **Continue coordinating with Sherman, Wheeler, and Grant Counties on the John Day River Territory tourism marketing strategy.**

Objective 2.2: Support Oregon Aviation Department, Gilliam County, and Port of Arlington efforts that result in an updated Condon State Airport Master Plan and associated infrastructure improvements.

Objective 2.3: Regularly update the City's capital improvement program for public infrastructure needed to prioritize development of vacant and redevelopable commercial and industrial sites identified in the buildable employment lands inventory.

Objective 2.4: Change the zoning for the publicly owned land at the north end of Condon to employment to provide space to encourage business startups and expansions.

3. **The City shall strive to provide an adequate amount of **employment** (commercial and industrial) land for future needs.**

Objective 3.1: Maintain 20-year buildable land inventory of vacant Commercial and Industrial zoned sites proportionally to meet business expansion requirements for target industries that are identified in this Economic Opportunities Analysis (Section 3), as current sites develop.

Objective 3.2: Work with Gilliam County, the Port of Arlington, and Business Oregon to attract traded sector businesses on airport and industrial land that offer living wages (includes average wage rates higher than the statewide average median wage for all private business establishments).

Objective 3.3: Support full utilization of buildable vacant lands within the City for a full range businesses, including entrepreneurial, home-based, commercial and industrial enterprise.

Strategies:

- **Provide public services that can be extended to employment lands.**

- Track the development of employment lands on the City's buildable land inventory map.
 - Promote commercial and industrial lands for sale or for lease on Business Oregon's www.oregonprospector.com.
4. The City shall continue to support home-based occupations and provide for a streamlined review and approval process for them.

Objective 4.1: Support home-based business occupations.

Strategies:

- Upon City Council request, conduct annual survey of local businesses to determine local business expansion needs.
5. Strengthen economic development partnerships in and with Gilliam County.

Objective 6.1: Support City, Port, County, regional, state, academic (OSU, Columbia Gorge Community College) and federal projects and initiatives that may positively impact or influence business development especially production of living wage jobs in Condon.

Strategies:

- Participate in airport planning for the Condon State Airport Master Plan by the Oregon Aviation Department.
- Continue to plan for economic development with the US Department of Commerce Economic Development District for Condon – the Greater Eastern Oregon Economic Development District.
- Work with the Regional Solutions Team to encourage small business service extension from Columbia Gorge Community College.

Objective 6.3: Maintain working relationships with Gilliam County and the Port of Arlington to routinely obtain guidance and assistance with opportunities in the target industries.

Objective 6.4: Encourage and partner to develop educational and training programs within the construction trades to promote and retain a larger, more diversified pool of construction contractors within the local area.

1.3 Draft Recommended Next Steps

1. Work with the Condon Chamber and other local, state and regional partners to develop a community vision and economic development strategy through a community process to

help guide appropriate economic opportunities and development. An economic development strategy identifies city and partner roles and responsibilities.

2. In consultation with Gilliam County and other economic development partners, set a few economic development goals annually.
2. Continue to address workforce housing needs and opportunities. Seek funding from the Department of Land Conservation and Development to develop a Housing Needs Analysis. Partner also with Oregon Housing and Community Services to serve the full range of income needs including starter-homes and homes affordable to seniors.
3. Update the City's capital improvement program to focus public infrastructure investments to support and encourage needed employment and housing development.
4. Partner with technical and educational providers such as Columbia Gorge Community College to provide workforce training resources to the residents of Condon.

**ECONOMIC OPPORTUNITIES ANALYSIS
FOR THE CITY OF CONDON**

AND

**BUILDABLE LANDS INVENTORIES
FOR THE CITIES OF ARLINGTON AND LONEROCK**

EXEC SUMM AND AUGUST 5 UPDATED DRAFT POLICIES



Prepared for the
Oregon Department of Land Conservation and Development

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

and

FCS GROUP
Lake Oswego, Oregon

**ECONOMIC OPPORTUNITIES ANALYSIS
FOR THE CITY OF CONDON**

AND

**BUILDABLE LANDS INVENTORIES
FOR THE CITIES OF ARLINGTON AND LONEROCK**

**POLICY UPDATE
August 5, 2019**

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

and

FCS GROUP
Lake Oswego, Oregon

ACKNOWLEDGEMENTS

A special thanks to all those who served as members of the Technical Advisory Committee (TAC) for this project and to those who participated during the shared public meeting, generously sharing their time, knowledge, ideas, and support for the betterment of their community, Gilliam County, and the State of Oregon.

TAC Local Members

Rachel Weinstein, Community Development Coordinator, Gilliam County Community Development
Kathryn Greiner, City Administrator, City of Condon
Michelle Colby, Planning Director, Gilliam County
Dawn Parm, Deputy Clerk, Gilliam County

TAC State Agency Liaisons

Kirstin Greene, Economic Development Specialist, Oregon Department of Land Conservation and Development (DLCD)
Phil Stenbeck, Regional Representative, DLCD
Carolyn Meece, Regional Development Officer, Business Oregon
Nate Stice, North Central Region Coordinator, Regional Solutions

Consulting Team

Bill Searles, Senior Planner, Anderson Perry & Associates, Inc.
Todd Chase, Principal/Economist, FCS GROUP
Tim Wood, Project Consultant, FCS GROUP

This project was funded by a grant from the Oregon Department of Land Conservation and Development. The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

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FIGURE

Figure 3-1 City of Condon - Buildable Employment Lands Inventory Map

APPENDICES

- Appendix A Cities of Gilliam County EOA Market Opportunities Analysis and Employment Lands Needs,
Prepared by FCS GROUP
- Appendix B Interviews with City Officials for Lonerock and Arlington to Gauge Level of Satisfaction with
Existing Employment Land Supplies
- Appendix C Oregon Department of Land Conservation and Development Economic Opportunities
Analysis Map for Gilliam County and Cities

Executive Summary

In 2018, the Oregon Department of Land Conservation and Development (DLCD) received \$300,000 from the Oregon Legislature via House Bill (HB) 5201 for economic development planning assistance “for the purpose of providing technical assistance grants to eastern Oregon counties for economic opportunity analyses (EOAs).” The purpose of an EOA is to ensure that a city will have an 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. Implementation of HB 5201 by DLCD became known as the Eastern Oregon Economic Development Project. Cities and counties were invited to apply for technical assistance, and in August 2018, Gilliam County and the City of Condon were selected to receive funding assistance. The Cities of Arlington and Lonerock chose not to participate in the project. As a result, the project became locally referred to as the City of Condon EOA Project. Because EOAs apply only to areas within cities’ urban growth boundaries (UGB), Gilliam County served in a coordinating role for the project.

Anderson Perry & Associates, Inc. (AP) was selected as the consultant to provide technical planning assistance for the City of Condon EOA project. AP subcontracted with FCS GROUP to prepare the local, regional, state, and national economic trends and site needs analysis portion of the project, which can be found in Section 2.0 of this report and in Appendix A. Based on these trends, FCS GROUP found the following industries offered the City of Condon its best opportunities to target new businesses or to support expansion of existing businesses: value-added agriculture and light manufacturing; value-added waste management; renewable energy; tourism and recreation; and specialty trade contractors. Site needs, or the types and amounts of land needed by the City to accommodate projected growth and expansion of businesses associated with these target industries for the 20-year planning period, from 2019 to 2039, were identified. These site needs became the basis for determining, after a review of the existing supply of vacant buildable and redevelopable employment-type lands, whether Condon is expected to have an adequate land supply to meet these industry needs, as discussed in Section 3.0 of this report.

Based on the information and analyses contained in Sections 2.0 and 3.0 of this report, Section 4.0 sets out to reconcile whether the City of Condon is expected to have an adequate buildable land supply within its UGB that can accommodate projected growth and expansion for the target industries. AP found that Condon is expected to have a surplus of commercial and industrial land within its UGB during the 20-year planning period. The City owns 7.11 acres within its UGB, approximately two-thirds of a mile west of the Condon State Airport zoned for public use that can also be made available for industrial use, if needed.

An assessment of community economic development potential based on community strengths and locational factors in relation to each target industry is also contained in Section 4.0. Condon has potential to benefit from businesses or industries associated with value-added agriculture and light manufacturing, especially light manufacturing or processing that involves adding value to agricultural products produced in Gilliam County and the region. Hemp and hemp-related products may provide especially promising opportunities for Gilliam County and Condon. Waste management remains a strong industry in Gilliam County, with opportunities related to recycling, energy production, hazardous waste management, and composting. Renewable energy in the form of wind farms and solar farms is a growing industry in the County. The challenge for Condon will be determining how to tap into these

industries. Construction and maintenance of these facilities will continue to contribute to the City's economy whether directly or indirectly through support activities. Recreational assets in the County and region, such as the John Day River and Cottonwood Canyon State Park, provide attractions for boating, fishing, hiking, camping, sight-seeing, and other recreational activities that should provide opportunities for new or existing businesses in the tourism and recreation industry. With the right approach and strategies, Condon has potential to become more of a destination for artisans seeking quality of life factors to develop their crafts, which would, in turn, bring more visitors to the area.

Factors that tend to affect economic development in small cities in eastern Oregon, both positively and negatively, are briefly discussed in Section 4.0 of this report. These factors include environment and topography; location and lot sizes; access and public services; public water, wastewater, and storm drainage system capacities; ownership (of vacant buildable land supply); workforce housing; fiber optic broadband; and climate change. Condon has a historic downtown and wide-open views that help give it a certain quality of life feel. The City has more than adequate capacities in its public water and wastewater systems to accommodate projected growth. Like many other cities in the region, however, Condon has a severe lack of affordable workforce housing, which is a limitation for attracting new businesses to the community. Condon has worked with Gilliam County to bring high-speed fiber optic cable to the community, which is vital to attracting new businesses and helping existing businesses expand.

Throughout the entire planning process, a series of advisory committee meetings and a public meeting were held to review information and analyses provided by AP and FCS GROUP. Feedback from these meetings helped ensure that issues important to the community were addressed and assure a reasonable level of accuracy in the information provided to guide policy development.

Amendments to the City's Comprehensive Land Use Plan policies are recommended in Section 5.0 of this report and are intended to help the City implement its economic development plan. Recommended objectives and strategies are also included to help guide specific actions and provide measures for implementation of certain economic development policies.

Although the Cities of Arlington and Lonerock chose not to participate, AP identified the vacant buildable and redevelopable commercial, industrial, and other employment-type lands for each city, which are included in Appendix B of this report. Interviews with elected and/or appointed representatives for each city were conducted to assess the level of satisfaction by each city regarding its buildable vacant commercial and industrial land inventories. The City of Arlington updated the Goal 9 Economic Development element in its Comprehensive Land Use Plan in 2015, which included updates to its buildable vacant commercial and industrial land inventories. As a result, Arlington indicated it was satisfied with its buildable vacant commercial and industrial land inventories. The City of Lonerock, with a total population of 20, does not have any land planned or zoned for commercial or industrial use. All platted land within the City is zoned for residential use. A considerable amount of land within the City is used in conjunction with a couple of large ranches in the area. Gilliam County conducts Lonerock's land use planning due to the City's small size. Interviewees for Lonerock expressed that, for a number of reasons, a business in Lonerock would not be economically viable. These City representatives felt the citizens of Lonerock are satisfied with not having any commercial or industrial land within the UGB.

Appendix C contains a map of Gilliam County with insets of the Cities of Arlington and Condon created by the DLCD. This map provides a regional perspective of the cities within the County and surrounding

areas, and a broad overview of the employment type lands within each city. The map was presented along with the buildable land inventory map in Section 3 of this report (Figure 3-1) at the public meeting held on March 19, 2019, for comparison and review by the public.

Draft Economic Policy Recommendations

1.1 Introduction

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1. Recognizing the City's finite commercial area, the City shall strive to maintain the viability of the downtown commercial core area.

Objective 1.2: Support better utilization of buildable vacant lands within the City's downtown commercial core for multiple types of businesses.

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4. The City shall continue to support home-based occupations and provide for a streamlined review and approval process for them.

Objective 4.1: Support home-based business occupations.

Strategies:

- Upon City Council request, conduct annual survey of local businesses to determine local business expansion needs.
5. Strengthen economic development partnerships in and with Gilliam County.

Objective 6.1: Support City, Port, County, regional, state, academic (OSU, Columbia Gorge Community College) and federal projects and initiatives that may positively impact or influence business development especially production of living wage jobs in Condon.

Strategies:

- Participate in airport planning for the Condon State Airport Master Plan by the Oregon Aviation Department.
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1.3 Draft Recommended Next Steps

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- help guide appropriate economic opportunities and development. An economic development strategy identifies city and partner roles and responsibilities.**
- 2. In consultation with Gilliam County and other economic development partners, set a few economic development goals annually.**
 - 2. Continue to address workforce housing needs and opportunities. Seek funding from the Department of Land Conservation and Development to develop a Housing Needs Analysis. Partner also with Oregon Housing and Community Services to serve the full range of income needs including starter-homes and homes affordable to to seniors.**
 - 3. Update the City's capital improvement program to focus public infrastructure investments to support and encourage needed employment and housing development.**
 - 4. Partner with technical and educational providers such as Columbia Gorge Community College to provide workforce training resources to the residents of Condon.**

DRAFT

City of Condon
ORDINANCE NO. 2020-01

A PROPOSED ORDINANCE AMENDING THE CITY'S COMPREHENSIVE PLAN,
ADOPTED JANUARY 2012, TO INCORPORATE UPDATED ECONOMIC
DEVELOPMENT MATERIAL AND REVISE THE GOAL 9 ECONOMIC DEVELOPMENT
POLICIES IN THE PLAN; FURTHER THE SUPPORT DOCUMENTS, THE ECONOMIC
OPPORTUNITIES ANALYSIS (EOA), AND THE EXECUTIVE SUMMARY ARE HEREBY
ADOPTED AS A SUPPORT DOCUMENTS TO THE COMPREHENSIVE PLAN

LEGISLATIVE FINDINGS:

1. The City of Condon last updated its Comprehensive Plan in 2011 with adoption in early 2012.
2. In 2018, the Department of Land Conservation and Development (DLCD) funded a study, performed by Anderson & Perry Associates of La Grande, to complete an Economic Opportunities Analysis (EOA) for the City of Condon and Buildable Lands Inventory for the Cities of Arlington and Lone Rock. At the conclusion of that study, an Executive Summary was prepared, dated August 5, 2019, which proposed five revised policies for the Economic Goal in the Comprehensive Plan.
3. The City scheduled a public hearing on October 15, 2019 before the City Planning Commission as the initial hearing on the proposed update.
4. A final adoption hearing before the City Council was scheduled on _____, 2019.
5. At the close of the City Council public hearing, the City Council moved unanimously to approve the proposed updates.

NOW, THEREFORE, the Common Council of the City of Condon does hereby ordain:

1. The following five policies are hereby replacing the existing policies in the City's Comprehensive Plan:
 - A. Recognizing the City's finite commercial area. The City shall strive to maintain the viability of the downtown commercial core area.
 - B. The City of Condon shall strive to provide adequate plans for economic activities that contribute to the well-being of the City.
 - C. The City shall strive to provide an adequate amount of employment (commercial and industrial) land for future needs.

- D. The City shall continue to support home-based occupations and provide for a streamlined review and approval process for them.
 - E. Strengthen economic development partnerships in and with Gilliam County.
2. The City will adopt the Economic Opportunities Analysis for the City of Condon, dated May 2019, and the Executive Summary, dated August 5, 2019, as stand-alone documents that support the Comprehensive Plan.

ADOPTED by the Common Council of the City of Condon this _____ day of _____, 2019.

CITY OF CONDON

_____, Mayor

ATTEST:

Kathryn Greiner, City Administrator



TENNESON

ENGINEERING CORPORATION
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3775 CRATES WAY
THE DALLES, OR 97058

PHONE (541) 296-9177
FAX (541) 296-6657

September 5, 2019

Condon City Planning Commission
P.O. Box 445
Condon, Oregon 97823

Regarding: Proposed Comprehensive Plan Update
Staff Report

Dear Commissioners:

We have scheduled a public hearing for October 15, 2019 in the City Council Chambers of the Condon City Hall. The purpose of the public hearing is to consider the update of the City of Condon Comprehensive Plan. Very briefly, the last update of the plan was completed in December 2011 and adopted by the City Council in early 2012.

In 2018, the Department of Land Conservation and Development (DLCD) provided grant funds to Anderson & Perry, a La Grande based consulting firm, to develop an Economic Opportunities Analysis (EOA) for the City of Condon. That plan has now been completed and reviewed by DLCD. Subsequent to that review, a second document, an Executive Summary, has been prepared and as well as updated draft policies of the Economic Opportunities Analysis. The Department of Land Conservation and Development has requested the City adopt the revised policies into the City's Comprehensive Plan and further adopt both the EOA, dated May 2019, and the Executive Summary, dated August 2019, as stand-alone support documents for the City's Comprehensive Plan.

The process requires the City advertise the public hearing in a local newspaper at least ten days prior to the public hearing. It also requires a hearing before the Planning Commission and the City Council. The material must be adopted by ordinance by the Council and then submitted to DLCD. The policies that need to be adopted into the Comprehensive Plan are as follows:

1. Recognizing the City's finite commercial area. The City shall strive to maintain the viability of the downtown commercial core area.
2. The City of Condon shall strive to provide adequate plans for economic activities that contribute to the well-being of the City.
3. The City shall strive to provide an adequate amount of employment (commercial and industrial) land for future needs.
4. The City shall continue to support home-based occupations and provide for a streamlined review and approval process for them.

5. Strengthen economic development partnerships in and with Gilliam County.

There are a series of strategies and objectives that are contained in the support documents that the City can use to meet those policies.

Look forward to seeing you all on the 15th.

Sincerely,

/s/ Dan Meader

Dan Meader, Senior Planner

DM:kb
<wo#13100>