# Strategically Significant Employment Lands Project





**Clackamas County Economic Development** 



Iron

✤FCS GROUP

### C. FINDINGS

### 1. Development Readiness

The analysis in this study shows some of the timing constraints associated with providing development ready employment land sites. For the purpose of this study, a "development ready" site is a site which has all infrastructure for water, sanitary sewer, regional stormwater utility, and transportation improvements necessary to serve the intended use available to the site (offsite infrastructure is stubbed to the site). Additionally, a "development ready" site also has completed: 1) any needed onsite wetland mitigation, 2) brownfield contamination mitigation, and 3) grading to mitigate slopes and/or surcharge of the soils for the building pad and site for its intended use. For the infrastructure requirements to serve the targeted use on the site, the project team utilized the Business Oregon Industry Profiles from the Industrial Site Certification program. The metrics for evaluation of "development ready" sites is the same as those utilized in the 2012 Regional Industrial Site Readiness Project completed by Metro, NAIOP, Port of Portland, Business Oregon, and the Portland Business Alliance. That project used the following tiers to categorize development readiness of a site:

- Tier 1 sites could develop within 6 months
- Tier 2 sites could develop within 30 months
- Tier 3 sites would require longer than 30 months to develop

It is also important to note that "development ready" as used in this analysis is not the same as the definition for "site certified" in the Business Oregon Industrial Site Certification. Business Oregon's Industrial Site Certification means a site is ready for construction within six months or less. The difference between these two classifications is that "development ready" is more closely aligned with a site that is ready for building construction for the intended use, and site certification means a site is able to commence onsite construction within 6 months, and would not include slope mitigation or soils surcharge. The "development ready" designation includes both the offsite infrastructure and the onsite preparation needed to allow building construction and also includes slope mitigation and surcharge time.

Of the sites analyzed, 9 of the 21 sites appear to qualify for site certification given the current requirements from Business Oregon, and these sites could be shovel ready within 6 months. Slope mitigation and surcharge would still need to be completed before these sites are pad ready; however, those factors would depend on the type of use and development size and location.

Many of these sites are significantly constrained with wetlands. For future employment land development on these sites, additional work to create regional wetland mitigation banks will become increasingly important throughout the County. Additionally, continued investment in transportation and utility infrastructure would also increase the readiness of additional sites.

Of all of the sites that were analyzed in this study, only one site was found to be development ready in 6 months or less. The site that is the most ready for development in this study is the Canby Development Site #1. This site may require some additional verification of the existing DEQ no further action (NFA) notice to verify the site complies with current standards, but all other development ready items have been addressed for the use assumed in the analysis.

This study analyzed approximately 1,000 gross acres of land for development. Subtracting for infrastructure, environmental constraints, and slope areas, the net developable acreage is approximately 800 acres for the 21 employment land sites. This 80% of net developable acreage is higher than would be expected for typical development of areas without infrastructure improvements in place. In fact, the gross acreage in the study already accounted for dedication of some roadways, some environmental mitigation, and also some sites with all utilities and roadways completed to the site. This increased the overall net developable acreage percentage due to previous investments made by property owners and communities to serve these sites. Following is a summary of the key items impacting developable areas and timing noted in this study.

Of these sites, 70% included all or a portion of the mitigation onsite. The remaining sites were assumed to either have no wetland impacts or to utilize offsite mitigation banks for all of the mitigation required.

Of the 1000 gross acres analyzed on all sites in the study, approximately 50 acres (5%) are reserved for wetland mitigation for impacts resulting from the development shown in the concept plan. Approximately 21 acres of offsite mitigation in a regional mitigation bank are needed.

When combined with the long lag times for permitting and mitigation, wetland mitigation is a key constraint to site development. Investment in resources, such as creation of wetland banks or a streamlined process, could move these sites further toward marketability at a relatively low **cost**.

### 2. Cluster Analysis

The *Clackamas County Strategically Significant Employment Lands Project* builds upon the statistical analysis and findings contained in the Clackamas County Economic Landscape report, which identified strategic clusters for Clackamas County. In addition to the location-specific data depicting estimated gross output (per 100-acre grid) and cluster employment growth trends for 11 key clusters, the project team compiled information for each site regarding: topography, wetlands, site area/configuration, property ownership, infrastructure capacity, highway/ rail transportation access, market and labor force proximity, and local development incentives. These factors were considered in the determination of site development opportunities and constraints. This information, along with each city's policies aimed at attracting targeted business types (derived from adopted economic opportunity analysis or economic strategy documents), helped the project team identify the most prospective clusters for all employment sites.

The resulting prospective cluster recommendations for the employment site locations are depicted in the following exhibit. The results indicate that employment areas appear to be well positioned to attract the following key clusters:

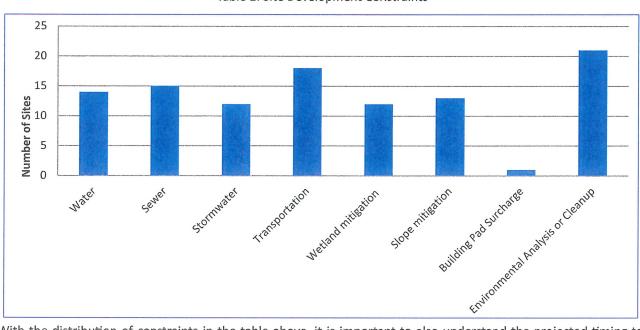
- Wholesale Trade (8 areas, multiple sites)
- Advanced Manufacturing—Machinery & Metals (7 areas, multiple sites)
- Health Care (5 areas, multiple sites)
- Food and Beverage Manufacturing (4 areas, multiple sites)
- Business and Professional Services (4 areas, multiple sites)

We identified only a few employment areas in the County with prospects of attracting:

- Advanced Technology—High Tech (2 areas: Canby & Molalla sites)
- Film and Media Production (2 areas: Oregon City and Estacada sites)
- Trucking and Distribution (1 area: Clackamas Industrial Area sites)
- Wood Product Manufacturing (1 area: Molalla Area sites)

The ability for Clackamas County to optimize its market potential (and related job growth) for these or other target clusters will depend on many factors. Notwithstanding the importance of regional and global economic conditions, Clackamas County and its local government partners will need to ensure that the identified employment sites can readily accommodate new development in the short-term. Long-term employment growth will likely require additional development sites and redevelopment locations, particularly for the key clusters with relatively limited current development "receiving areas."

Table 2: Site Development Constraints



**Executive Summary** 

With the distribution of constraints in the table above, it is important to also understand the projected timing to address each of these constraints and how the constraints impact the overall site time to delivery. In almost all cases, the time to achieve development readiness was determined by more than one constraint. The table below shows the distribution of constraints.

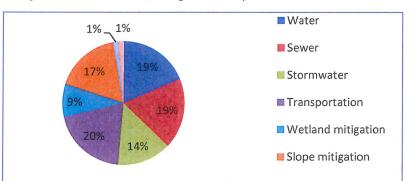


Figure 4: Constraint With Largest Development Period For The Site

This chart shows utilities (water and sewer) and transportation infrastructure are most often constructed together, resulting in a nearly identical number of sites needing improvement in these three categories to improve readiness. 17% of the sites required some form of onsite slope mitigation, accomplished through grading onsite. This reflects the challenges of placing large building footprints on rolling or hilly ground.

In addition to improving timing, the cost of infrastructure and mitigation for slope, wetlands, and environmental conditions has an impact on market absorption. Direct public investment to address off-site issues can have significant positive impacts on development readiness and net developable acres. As noted above, many of the sites in this analysis already have roadways and utility infrastructure in place to serve the conceptual development. The costs to construct infrastructure not only impact the timing, but also impacts the financial feasibility of a project. The sites with critical infrastructure deficiencies or onsite constraints are not likely to attract large firms if the costs for these elements are left solely to the private market.

Nearly 40% (8) of the 21 sites in this study are currently agricultural greenfields, some with residential uses, that have had no previous industrial use. As a result, brownfield remediation is the smallest dollar cost constraint across all sites, with a median cost of \$62,500. However, even where costs are quite small, environmental remediation is typically the first activity which must occur in the development process.

Simplifying and expediting permitting and other pre-development processes can have a significant financial impact on project feasibility. Activities that reduce uncertainty and delay will implicitly reduce time and risk costs and make

### 5. Marketing and Implementation Strategy

Based on the need profiles established for the key industry clusters, IronWolf Community Resources Inc. has developed a specific marketing prospectus and implementation strategy for infrastructure improvements and marketing materials for each of the 21 development sites in six separate jurisdictions.

The implementation plans developed were targeted to 8 key cluster industry clusters including:

- Advanced Manufacturing
- Film and Media
- Food Processing
- Health Care
- Nurseries and Greenhouses
- Professional Business Services
- Wholesale Trade
- Wood Products

Evaluation of a marketing strategy for each of these key industry clusters revealed that all require 6 key points of information necessary in outreach. In order to effectively communicate an opportunity to a perspective business looking to locate in a community, the following should be available to community partners for the sites being marketed:

- 1. Asking price of site
- 2. Willingness of sellers/actively on marketplace
- 3. Ownership of site: single owner, multiple owners, public sector ownership
- 4. Condition of site: environmental constraints, wetlands, etc.
- 5. Readiness of site: served by utilities and infrastructure
- 6. Available incentives: accelerated permitting, reduction/waiver/financing of SDCs, financial incentives

Basic strategies to build market awareness of opportunities within Clackamas County include work of land owners, brokers, and community economic development professionals to promote growth of the key industry clusters. The strategy should include three basic elements to align owners, brokers, and economic development professionals to maintain consistent messaging to Key Industry Cluster leaders currently within Clackamas County, as well as those targeted for recruitment. The three basic elements of a community-led marketing strategy include: Awareness Building Through a Communications Campaign; Enlisting the Support and Advocacy of Resident Companies; and Education of Local and Regional Officials.

The recommendations from this study for future steps and work to develop a marketing and implementation strategy for the Key Industry Clusters include recommendations to develop a convenient source for the 6 key points of information for each site being marketed, and implementation of a marketing and messaging strategy to build market awareness.

Specific steps for targeted outreach to each Key Industry Cluster can be found in Appendix D, as prepared by IronWolf in June 2014.

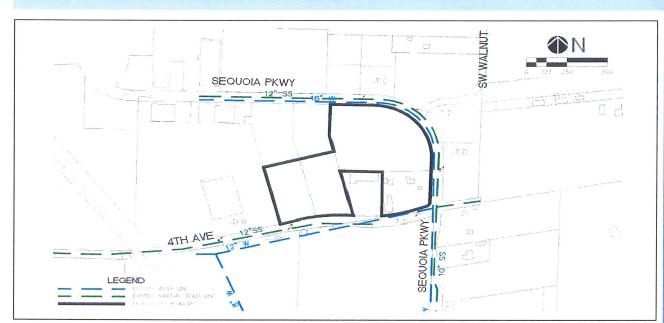
### 6. Existing Building Evaluations

This analysis looked at the reuse of two of the existing underutilized buildings on the Xerox campus in Wilsonville for repositioning in the current market as leased space. This analysis utilized a similar process for selecting uses. FCS Group completed a cluster analysis to determine likely industry clusters in this region. Additional consideration was given to the existing space configuration and location. Based on these factors, we evaluated reuse options including Large Data Center, Back Office Operations, and Light Manufacturing/High Tech R&D.

Next Steps

- Continue to evaluate and inventory sites within Clackamas County to increase the inventory of land and the understanding of site readiness.
- Develop a strategy to target investments in public infrastructure to improve the readiness of targeted industry development sites. The transportation infrastructure investments would impact the largest number of sites.
- Initiate a stakeholder outreach program to inform community leaders of the results of this study and to coordinate future efforts on business development and recruitment.
- Look for opportunities to increase the inventory of 100+ acre sites

# Public Utility Infrastructure Summary

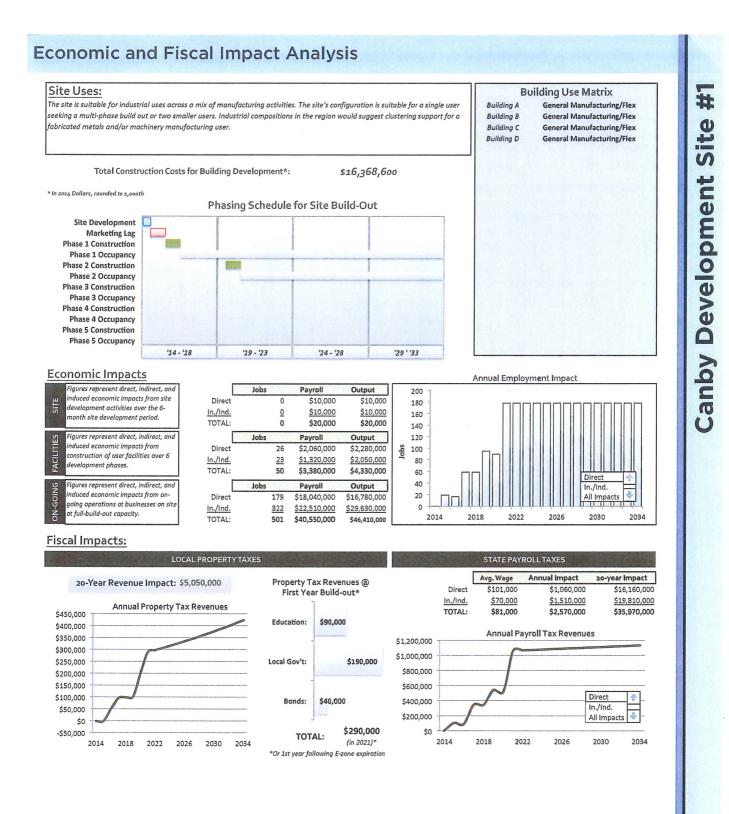


Water Distribution				Sanitary Sewer				Storm Drainage			
Existing Water Infrastructure				Existing Sewer Infrastructure				Existing Storm Infrastructure			
Nearest Water Location:			Nearest Sewer Location:				Nearest Storm Location:				
Public line in Sequoia Pkwy				Public line in Sequoia Pkwy and 4th Ave				Public line in Sequoia Pkwy			
	Water Provider: Canby Utility		Sewer Provider: City of Canby				Storm Provider: City of			ity of Canby	
		N/A	Sewer Service Basin:		South 4th Trunk		Storm System Outfall:				
		ent N/NE/E	Distance to Site:		Adjacent N/E/S				ent N/NE/E		
Water Main Si	ize:		16"	Sewer Pipe Size:		12"			Unknown		
								Detention / W	/Q Required:		Yes
Proposed W	Vater Improver	nents		Proposed S	ewer Improven	nents		Proposed S	torm Improven	nents	
Pipe Size	Pipe Length		Total Cost	Pipe Size	Pipe Length		Total Cost	Pipe Size	Pipe Length	Unit Cost	Total Cost
No water in	nprovements	Losses were seen and the second secon			mprovements				provements nee		
Total	Water Impro	vements Cost:	\$-	Tota	SewerImprov	vements Cost:	\$-	Tota	Storm Improv	ements Cost:	\$ -
Other Wate				Other Sewer Notes:			Other Storm Notes:				
Onsite well ha	s water rights	for irrigation us	se.					Assume storm drainage to onsite drywells			
Water Design: 0 months			Sewer Design: 0 months						0 months		
Water Permit / Construction: 0 months			Sewer Permit / Construction: 0 months			Storm Permit / Construction: 0 months			0 months		
Ruilding Par	d Surchargo			I		Clana Mitia	atio a				
<u>Building Pad Surcharge</u> No building pad surcharge expected.			<u>Slope Mitigation</u>								
No building pad surcharge expected.			Site slope less than 5% - no sl			lope mitigation	n expected.				



# Canby Development Site #1

♦ FCS GROUP APEX € CONTRACTOR





Metro MACKENZIE.

\* FCS GROUP

### **Proposed Development Scenarios**



### **Public Utility Infrastructure Summary**

### **Existing Water Infrastructure Existing Sewer Infrastructure Existing Storm Infrastructure Electric Service Infrastructure Natural Gas Service Infrastructure** · Provider: City of Canby · Provider: Canby Utility · Provider: City of Canby • Provider: Canby Utility • Provider: NW Natural • Distance to Site: Adjacent N, E, S · Distance to Site: Adjacent N. NE. E Distance to Site: Adjacent N. NE. E • Electric Service Available: Yes Natural Gas Service Available: Yes Nearest Sewer Location: • Nearest Water Location: Nearest Storm Location: · Available Capacity: Yes · Available Capacity: 6" lines in Public line in Sequoia Pkwy, and 4th Public line in Seguoia Pkwy. Public line in Seguoia Pkwy. Seguoia Parkway. Ave. Canby Utility can provide power Storm Pipe Size: Unknown • Water Main Size: 16" · Sewer Pipe Size: 12" of up to 3 megawatts at Seguoia Detention / WQ Required: Yes NW Natural must be consulted prior Sewer Service Basin: South 4th Trunk Parkway. Power supply provided by On site well has water rights for irrigation to any request for gas to determine Westcott Substation at 99E and N. use. ability to serve. Assume storm drainage to onsite Redwood Street. drywells. All stormwater must be contained and disposed of on site.

### **Location Overview**

The prominent location of Canby Site #1 provides high visibility and flexibility for development types and uses. It is zoned for light industrial uses with development standards in place that ensure an attractive and conducive industrial environment.

The site is surrounded on three sides by roadways built to industrial standards that provide superior access. The site is flat and offers outstanding views of Mt. Hood. Its location is in the heart of the Canby Pioneer Industrial Park. Amenities include a nearby park, shopping center, restaurants and health care facility. A food/beverage processor, a high tech fabricator, or a specialty manufacturer could combine material handling, processing, and front office functions easily on the site.

The proximity of the Canby site to a rich agricultural production area could be an opportunity to generate interest in the food processing sector.

Canby is a business friendly community with proactive economic development staff whose expressed goal is job creation to support the community. The City is motivated to support appropriate development opportunities.

### **Distance to Key Transportation Assets:**

- Interstate 5: 9 miles to Interstate 5
- Interstate 205: 9 miles to Interstate 205
- Portland International Airport: 27 miles
- Port of Portland Container Terminal Six: 32 miles
   Source: Google Maps

### Work Force:

- City of Canby Labor Force: 8,659
- Labor Force 5 Mile Radius: 16,305
- Median Household Income: \$58,741
- Average Commute: 25 minutes Source: Oregon Prospector

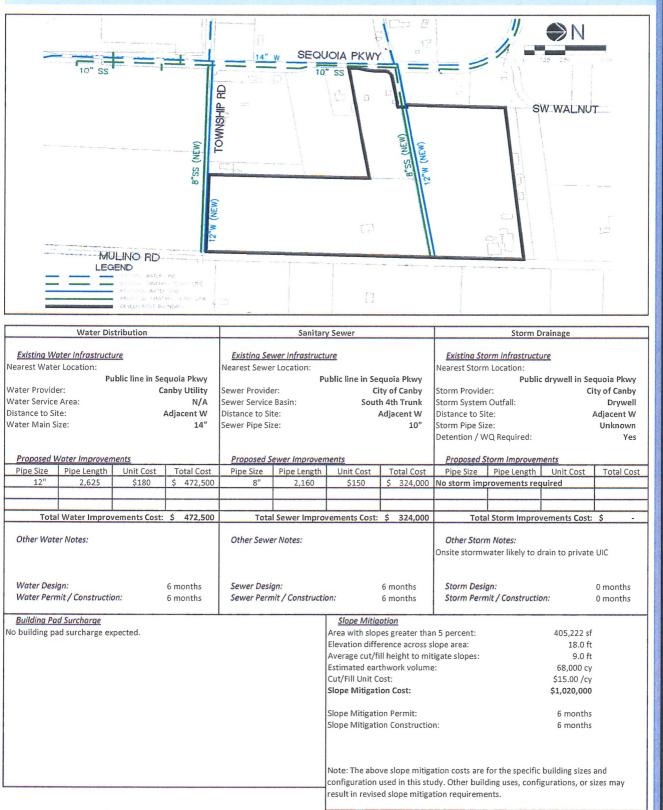
### Five Largest Canby Employers:

- Kendal Floral Supply: 400 emp.
- · Johnson Controls Battery Group: 250 emp.
- Canby Fred Meyer: 250 emp.
- Willamette Egg Farm: 200 emp.
- Wilson Construction Company: 200 emp. Source: Canby Economic Strategy, 2012; FCS Group

### **Clackamas County Key Industries:**

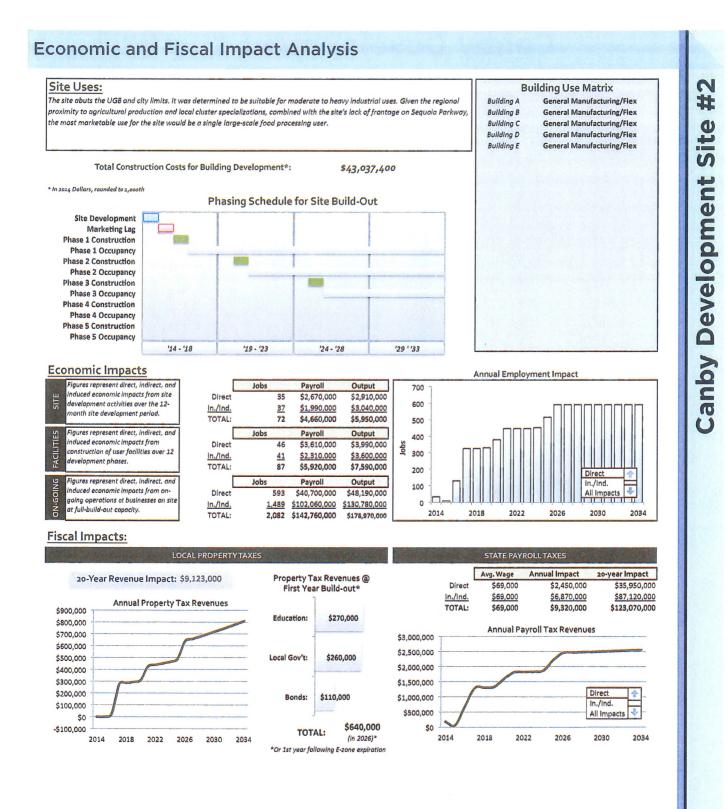
- Advanced Manufacturing and Technology
- Food Processing and Production
- Wholesale Trade and Distribution
- Professional Business Services
- Nurseries and Greenhouses
- Health Care
- Wood Product Manufacturing
- Film and Media Production

## **Public Utility Infrastructure Summary**













### **Proposed Development Scenarios**



### **Location Overview**

The size, configuration and location of Canby Site #2 provides flexibility of development types and uses. The site can accommodate up to four buildings ranging from 30,000 to over 250,000 square feet. It is located at the edge of the Canby Pioneer Industrial Park reducing most potential conflicts. It is relatively flat and offers outstanding views of Mt. Hood. It is zoned for light industrial uses with development standards in place that ensure an attractive and conducive industrial environment. Sequoia Parkway is built to provide commercial traffic and ample utilities.

The site could effectively be developed for a single user development that could accommodate various functions including raw material receiving, processing, storage, distribution and the associated front office functions. A food/beverage processor would be perfectly suited for the site, especially with the abundance of agricultural production proximate to the site available as raw materials.

Canby is a business friendly community with proactive economic development staff whose expressed goal is job creation to support the community. The City is motivated to support appropriate development opportunities.

### **Distance to Key Transportation Assets:**

- Interstate 5: 9 miles to Interstate 5
- Interstate 205: 9 miles to Interstate 205
- Portland International Airport: 27 miles
- Port of Portland Container Terminal Six: 32 miles
   Source: Google Maps

### Work Force:

- City of Canby Labor Force: 8,659
- Labor Force 5 Mile Radius: 16,305
- Median Household Income: \$58,741
- Average Commute: 25 minutes Source: Oregon Prospector

### Five Largest Canby Employers:

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### Clackamas County Key Industries:

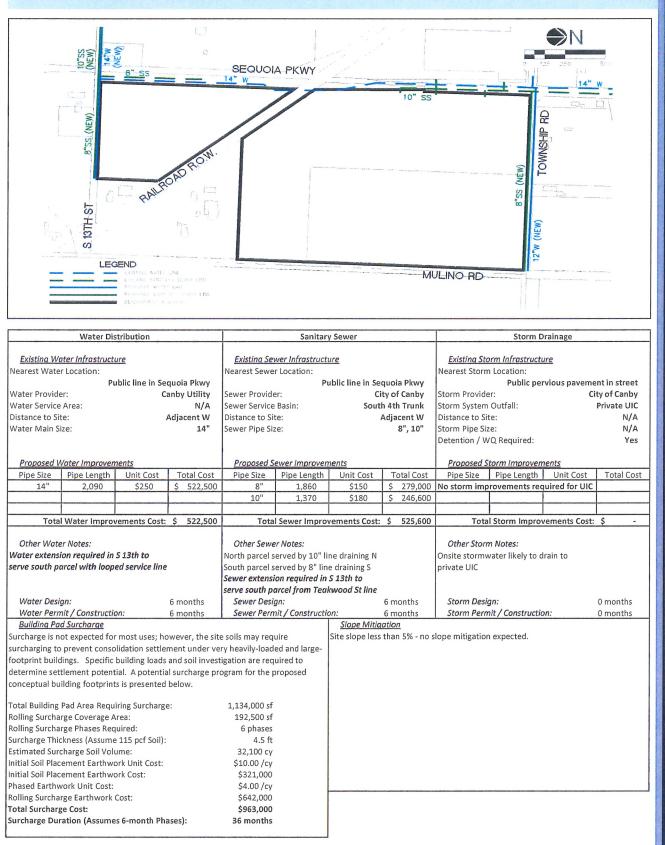
- Advanced Manufacturing and Technology
- Food Processing and Production
- Wholesale Trade and Distribution
- Professional Business Services
- Nurseries and Greenhouses
- Health Care
- Wood Product Manufacturing
- Film and Media Production

### **Public Utility Infrastructure Summary**

Existing Water Infrastructure	Existing Sewer Infrastructure	Existing Storm Infrastructure	Electric Service Infrastructure	Natural Gas Service Infrastructure
<ul> <li>Provider: Canby Utility</li> <li>Distance to Site: Adjacent W</li> <li>Nearest Water Location: Public line in Sequola Pkwy.</li> <li>Water Main Size: 14"</li> </ul>	<ul> <li>Provider: City of Canby</li> <li>Distance to Site: Adjacent W</li> <li>Nearest Sewer Location: Public line in Sequoia Pkwy.</li> <li>Sewer Pipe Size: 12"</li> <li>Sewer Service Basin: South 4th Trunk</li> </ul>	<ul> <li>Provider: City of Canby</li> <li>Distance to Site: Adjacent W</li> <li>Nearest Storm Location: Public drywell in Sequoia Pkwy.</li> <li>Storm Pipe Size: Unknown</li> <li>Detention / WQ Required: Yes</li> <li>Storm System Outfall: Drywell</li> <li>Onsite stormwater likely to drain to private UIC. All stormwater must be contained and disposed of on site.</li> </ul>	Provider: Canby Utility     Electric Service Available: Yes     Available Capacity: Yes Canby Utility can provide power of up to 3 megawatts at Sequoia Parkway. Power supply provided by Westcott Substation at 99E and N. Redwood Street.	<ul> <li>Provider: NW Natural</li> <li>Natural Gas Service Available: Yes</li> <li>Available Capacity: 6" lines in Sequoia Parkway.</li> <li>NW Natural must be consulted prior to any request for gas to determine ability to serve.</li> </ul>

### Public othing initiastructure Summa

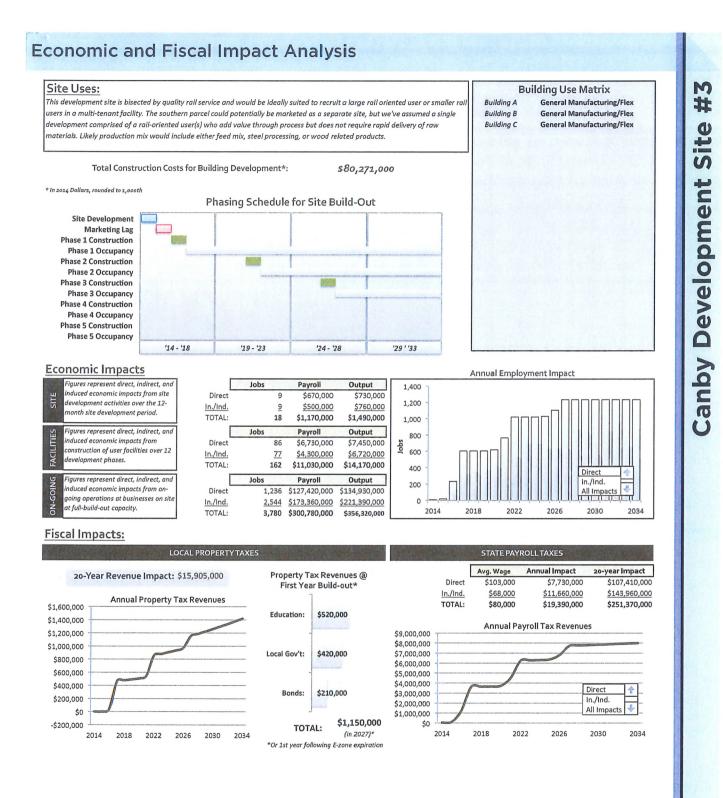
# Public Utility Infrastructure Summary







Canby Development Site #3







### **Proposed Development Scenarios**



### **Location Overview**

At 60 acres, this site is the largest in the Canby Pioneer Industrial Park. It can support one or several very large users ranging from about 200,000 to 1 million square feet. The site is at the east and southernmost part of the community well removed from potential conflicts with adjacent land uses. This is especially true for those heavy industrial uses that could be attracted to the site because it offers direct access to rail service. Sequoia Parkway easily accommodates commercial traffic and provides access to all sites within the industrial area.

The site has rail access to serve either a single or multi-user to move heavy, bulk products such as concrete, fertilizers or farm produce; large steel structural members or construction-related materials; or use as a railhead for multiple users that need rail to move their products.

Canby is a business friendly community with proactive economic development staff whose expressed goal is job creation to support the community. The City is motivated to support appropriate development opportunities.

### Distance to Key Transportation Assets:

- Interstate 5: 9 miles to Interstate 5
- Interstate 205: 9 miles to Interstate 205
- Portland International Airport: 27 miles
- Port of Portland Container Terminal Six: 32 miles
   Source: Google Maps

### Work Force:

- City of Canby Labor Force: 8,659
- Labor Force 5 Mile Radius: 16,305
- Median Household Income: \$58,741
- Average Commute: 25 minutes
   Source: Oregon Prospector

### Five Largest Canby Employers:

- Kendal Floral Supply: 400 emp.
- Johnson Controls Battery Group: 250 emp.
- Canby Fred Meyer: 250 emp.
- Willamette Egg Farm: 200 emp.
- Wilson Construction Company: 200 emp. Source: Canby Economic Strategy, 2012; FCS Group

### **Clackamas County Key Industries:**

- Advanced Manufacturing and Technology
- Food Processing and Production
- Wholesale Trade and Distribution
- Professional Business Services
- Nurseries and Greenhouses
- Health Care
- Wood Product Manufacturing
- Film and Media Production

### Public Utility Infrastructure Summary

Existing Water Infrastructure	Existing Sewer Infrastructure	Existing Storm Infrastructure	Electric Service Infrastructure	Natural Gas Service Infrastructure
<ul> <li>Provider: Canby Utility</li> <li>Distance to Site: Adjacent W</li> <li>Nearest Water Location: Public line in Sequoia Pkwy.</li> <li>Water Main Size: 14"</li> <li>Water looping in 13th Avenue will be required to serve both parcels.</li> </ul>	<ul> <li>Provider: City of Canby</li> <li>Distance to Site: Adjacent W</li> <li>Nearest Sewer Location: Public line in Sequoia Pkwy.</li> <li>Sewer Pipe Size: 8", 10"</li> <li>Sewer Service Basin: South 4th Trunk</li> <li>A portion of the north parcel is served by a gravity 10" draining line. The remainder of both parcels will require construction of the proposed redwood pump station funded by the City.</li> </ul>	<ul> <li>Provider: City of Canby</li> <li>Nearest Storm Location: Public pervious pavement in street</li> <li>Detention / WQ Required: Yes</li> <li>Storm System Outfall: Private UIC</li> <li>Onsite stormwater likely to drain to private UIC.</li> </ul>	<ul> <li>Provider: Canby Utility</li> <li>Electric Service Available: Yes</li> <li>Available Capacity: Yes</li> <li>Up to 3 megawatt service in place for the northern quarter of the site. Conduits and vaults are in place and will be sized for specific industry demand for the rest of the sites. Power supply provided by Westcott Substation at 99E and N. Redwood Street.</li> </ul>	<ul> <li>Provider: NW Natural</li> <li>Natural Gas Service Available: Yes</li> <li>Available Capacity: Yes, 6" lines.</li> <li>NW Natural must be consulted prior to any request for gas to determine ability to serve.</li> </ul>