

CLARK COUNTY RURAL INDUSTRIAL LAND BANK

Inventory of Possible Industrial Land Bank Areas

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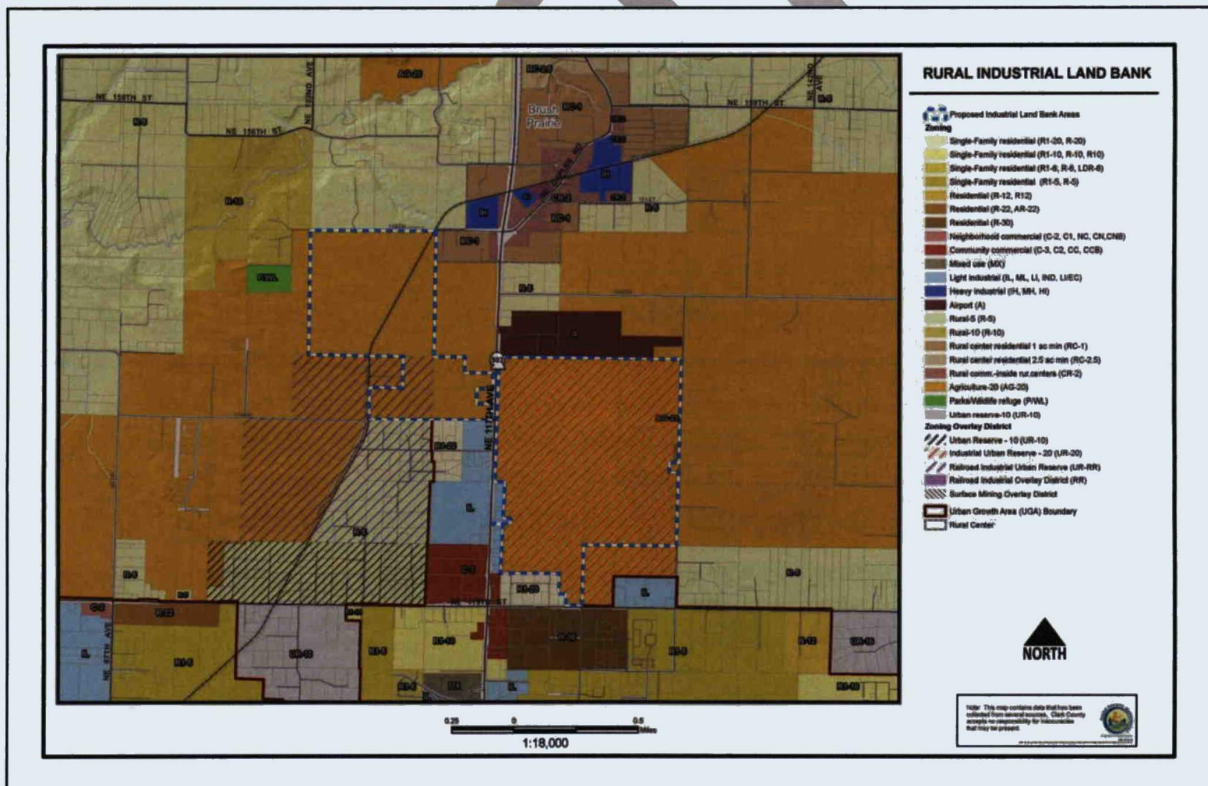
INTRODUCTION

Clark County is considering the establishment of a rural industrial land bank (RILB) as provided in the Growth Management Act (GMA) under RCW 36.70A.367. Clark County received a docket application to establish the RILB on two properties that straddle SR-503 north of the Vancouver UGA:

- Ackerland property west of 117th Avenue, 223.72 acres.
- Lagler property east of 117th Avenue, 378.71 acres.

Presently the zoning for both properties is Agriculture (AG-20). The requested zoning is Light Industrial (IL). See Exhibit 1.

Exhibit 1. Ackerland and Lagler Properties



Source: Clark County GIS August 2014

The Clark County Comprehensive Plan identifies the subject areas as agriculture of long-term commercial significance. Portions of the properties are identified as Railroad Industrial Reserve or

Industrial Reserve. No zoning implementing Comprehensive Plan overlays has been applied to the subject properties.

The sites have been studied for a variety of agricultural and employment uses including urban industrial uses in a 2007 [Environmental Impact Statement \(EIS\)](#); prior Comprehensive Plan amendments included the properties in the Vancouver UGA, but the expansions were removed after a Growth Management Hearings Board determination and compliance order requiring the County to do so. The sites have not previously been evaluated as part of potential RILB.

Clark County's approach to the RILB docket application is to:

1. review the needs of the County to see if a RILB is necessary,
2. consider site needs for [ILBs-industrial sties](#) and identify possible areas for designation as RILB, and
3. analyze those possible RILB areas to identify the best place for an RILB and pursue re-designation and rezoning of the identified RILB location.

INVENTORY

GMA allows consideration of major industrial activity outside urban growth areas (UGAs). The process involves "[d]esignation of an industrial land bank area in the comprehensive plan; and subsequent approval of specific major industrial developments through a local master plan process ..."

Key steps include identifying locations suited to major industrial use due to proximity to transportation or resource assets, identifying maximum size of the bank area, developing a programmatic environmental review with an inventory of developable land and alternative sites inside and outside of UGAs, and development of comprehensive plan amendments and development regulations for the bank and future specific major industrial developments:

- A. The comprehensive plan must identify locations suited to major industrial development due to proximity to transportation or resource assets. The plan must identify the maximum size of the industrial land bank area and any limitations on major industrial developments based on local limiting factors, but does not need to specify a particular parcel or parcels of property or identify any specific use or user except as limited by this section. In selecting locations for the industrial land bank area, priority must be given to locations that are adjacent to, or in close proximity to, an urban growth area.
- B. The environmental review for amendment of the comprehensive plan must be at the programmatic level and, in addition to a threshold determination, must include:
 1. An inventory of developable land as provided in RCW 36.70A.365; and
 2. An analysis of the availability of alternative sites within urban growth areas and the long-term annexation feasibility of sites outside of urban growth areas.
- C. Final approval of an industrial land bank area under this section must be by amendment to the comprehensive plan adopted under RCW 36.70A.070, and the amendment is exempt from the limitation of RCW 36.70A.130(2) and may be considered at any time. Approval of a specific major industrial development within the industrial land bank area requires no further amendment of the comprehensive plan.
- D. In concert with the designation of an industrial land bank area, a county shall also adopt development regulations for review and approval of specific major industrial developments through a master plan process. ***

The purpose of this document is to address steps A and B – identify sites suited to major industrial development and to prepare an inventory of developable land and available and alternative sites. The inventory (Step B.1) references RCW 36.70A.365 as providing a method:

RCW 36.70A.365(h) An inventory of developable land has been conducted and the county has determined and entered findings that land suitable to site the major industrial development is unavailable within the urban growth area. Priority shall be given to applications for sites that are adjacent to or in close proximity to the urban growth area.

RCW 36.70A.365(h) indicates the need to demonstrate that land suitable to major industrial development is unavailable within the UGA and that priority is to be given to sites adjacent to or in close proximity to a UGA.

LOCATIONS SUITED TO MAJOR INDUSTRIAL DEVELOPMENT

To help identify sites suited to major industrial development, Industrial Site Criteria have been developed. See Appendix A.

The purpose of the Industrial Site Criteria is to identify conditions under which industrial uses may be suitable to create an inventory of potential industrial sites for study that may then be further evaluated as alternatives. The purpose is to consider the needs of industrial uses in general before analyzing the particular docket site that is to be considered.

The criteria address:

1. Utilities: System Development Charges
2. Process Water – Capacity and adjacency (Volume and disposal)
3. Potable Water – Capacity and adjacency (Volume)
4. Fire Flow – Capacity and adjacency
5. Sewer – Availability to wastewater disposal (Clark Regional Wastewater District)
6. Power – Clark Public Utility
7. Natural Gas – Proximity, capacity, predictability, continuity, affordability (Northwest Natural)
8. Telecommunications - (varies)
9. Site Topography (0-8% Slopes (highly developable), 8-15% (moderately developable))
10. Soils
11. Presence of sensitive onsite critical areas (e.g. wetlands, floodplains, aquifer recharge areas/wellhead protection areas, fish and wildlife habitat conservation areas, geologic hazards)
12. Environmental Contaminants (prior uses, including Agriculture)
13. Geometry of the parcel(s): Rectangular, 100 acres minimum, and contiguous property preferred. Comprehensive Plan policy references 100 minimum acres for overlay and also that new industrial sites that are part of a major industrial land bank shall be required to have a minimum of 75 acres or more and shall not be subdivided less than 50 acres.
14. Ownership (common ownership versus multiple ownerships)
15. Comprehensive Plan and Zoning: Identified for commercial or industrial purposes through designation or overlay, presence of Agricultural Lands of Long-Term Commercial Significance, and zoned as such (commercial, industrial; consideration Ag-20 zoning)
16. Compatibility
17. Transportation impact fee burden

- 18 Access to a Regional Roadway Facility
- 19 Rail Access
- 20 Travel time to International Airport
- 21 Suitability for existing industrial cluster or targeted cluster consistent with the Clark County Economic Development Plan (commissioned by CREDC in 2011), and compatibility with Light Industrial (IL) zone uses [CCC 40 230 085 Employment Districts (IL, IH, IR, BP)]

An example inventory map using a portion of the criteria was prepared as an initial screen 13 – size and privately owned, 15 – commercial or industrial land use designation, 18 – proximity to roads (at the time based on designated major roads), 9 – slopes, and 11 – critical areas.

The purpose was to test criteria and identify sites for further evaluation. As a result of initial evaluation some incorrect UGA boundaries along the northern Battle Ground and Washougal UGAs were corrected to match more recent County information and GMHB decisions. A site purchased for tribal purposes was suitable but no longer available for fee simple ownership and is being identified for other tribal purposes (west of LaCenter), thus the site was removed from consideration. Criteria regarding transportation facilities were also amended including extending the distance to arterials from 0.25 to 0.5 miles, and by adding a criteria regarding access to freight routes also within 0.5 miles. Large sites within a half mile of an arterial and freight route could support industrial activities. Designated freight routes identified as T-1 or T-2 by Washington State Department of Transportation signify Strategic Freight Corridors.

Additionally, sites included in the County's Vacant Buildable Lands Model (VBLM) were removed because they were already evaluated in a prior study by the Columbia River Economic Development Council's (CREDC) 2011 Clark County Employment Land Inventory which had already applied similar criteria (proximity to water, sewer, presence of critical areas, arterial access, common ownership). The CREDC's study found

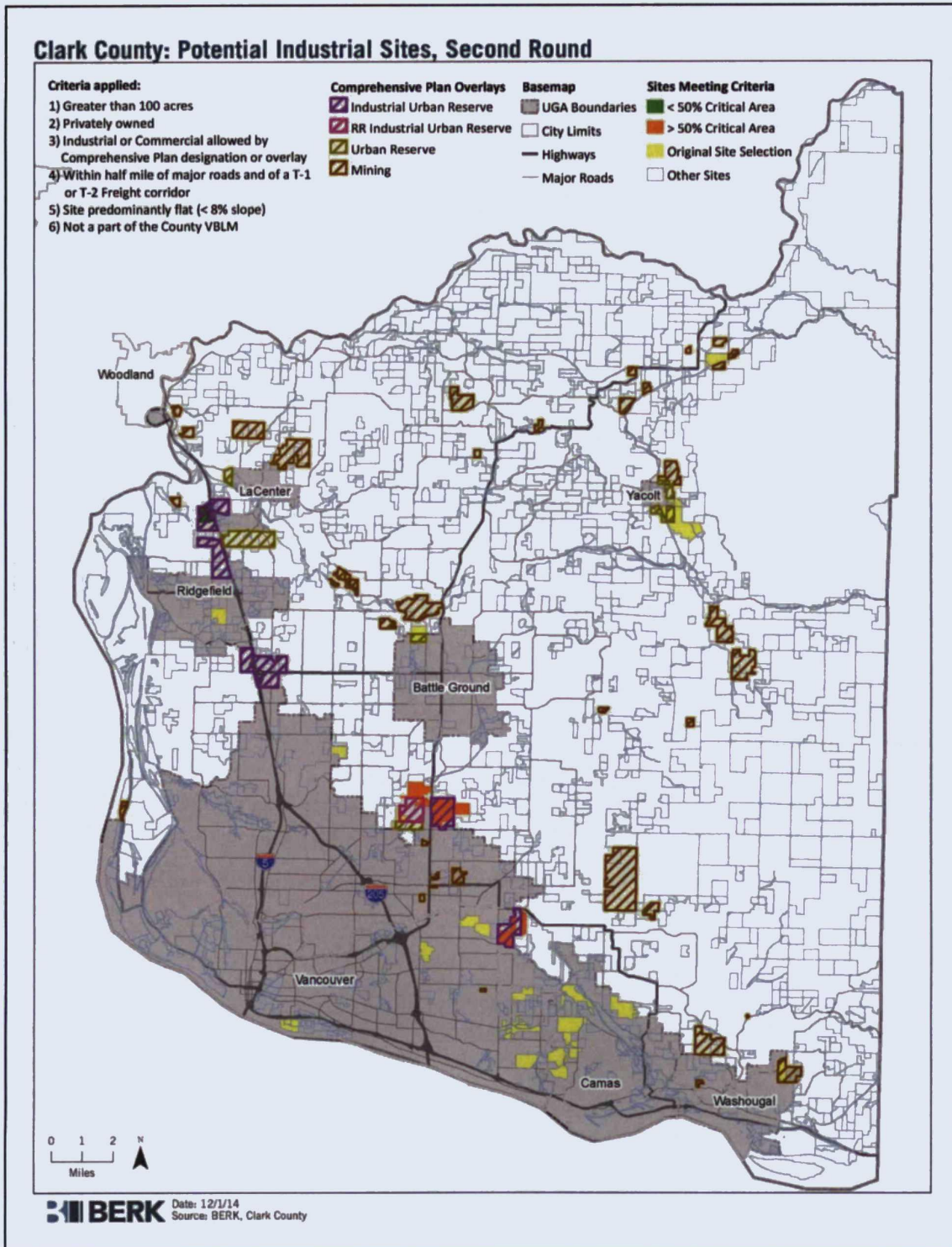
- Of the 70 potential employment land sites 15 are constrained by critical lands or geologic hazards, 27 are not in proximity to water service, 38 are not near sewer service, 43 have poor or challenging access, and 30 have multiple owners.
- 31 identified sites are in proximity (100 ft) of both water and sewer service.
- Only 3 of the sites in the inventory of 70 sites were 100 acres or larger.
- 12 properties, in total, are found to be under common ownership, have water and sewer access, and are easily accessible from a highway or minor arterial road and only 7 of these were zoned for industrial uses.

The 2011 study found that the majority of commercial and industrial development has occurred on sites 10 acres or less. There were few large sites in the analysis. The report concluded that while large parcels of land are important in future progress, smaller parcels may continue to be even more critical to subsequent growth countywide.

Aside from the 2011 study, it should be noted that several of the VBLM sites are partially developed with buildings taking up a portion of the site and others were already approved for master planned developments in progress (Section 30). Last most of the sites are not within a 0.5 mile of a freight route.

Exhibit shows the sites that were initially screened prior to the criteria adjustment and those that continue to be considered in the inventory.

Exhibit 2. Screen of Potential Industrial Sites Greater than 100 Acres



Source: Clark County GIS and BERK Consulting 2014

RECOMMENDED LOCATIONS FOR ALTERNATIVES

Exhibit 3 shows the sites meeting the updated criteria. ~~Three~~ Two sites appear to meet the revised screening criteria and lie adjacent to UGAs – the RILB application site (Site 1) and another site to the southeast (Site 4).

- 1) *Greater than 100 acres*
- 2) *Privately owned*
- 3) *Industrial or Commercial allowed by Comprehensive Plan designation or overlay*
- 4) *Within half mile of major roads and of a T-1 or T-2 Freight corridor*
- 5) *Site predominantly flat (< 8% slope)*
- 6) *Not a part of the County VBLM*

Two additional sites on Exhibit 3 (Site 2 and Site 3 along 1-5) meet the above criteria except for #1 where some sites are 50-75 acres under common ownership similar to the Policy 9.3.1 in Attachment A but less than the 100 acres in Policy 1.6.2; however, they lie within an industrial reserve overlay boundary that is larger than 100 acres. Thus they are included as candidate alternative sites.

Site 1 is the subject docket site north of the Vancouver UGA. Site 2 is adjacent to the ~~LaCenter~~ Ridgefield UGA, Site 3 is lies between the Vancouver and Ridgefield UGAs, and Site ~~43~~ is adjacent eastward of the Vancouver city limits. All ~~three~~ four sites are in Industrial Land Reserve Overlays; all have with base Agriculture designations and AG-20 zoning except Site 3 has predominantly Rural Comprehensive Plan designations implemented by Rural-5 and Rural Commercial zoning as well as some AG-20 zoning. All lie outside of the UGA. Each of these sites is proposed for review in greater detail applying the criteria in Appendix A. Following the more detailed criteria review, these sites would be considered candidate locations for an industrial land bank area.

No UGA locations met the initial screening criteria due to having been included in the VBLM and the 2011 study.

We ~~The consultant team~~ suggests studying at least one UGA location for comparison sake. For example the 2011 CREDC study identified the following sites as greater than 100 acres:

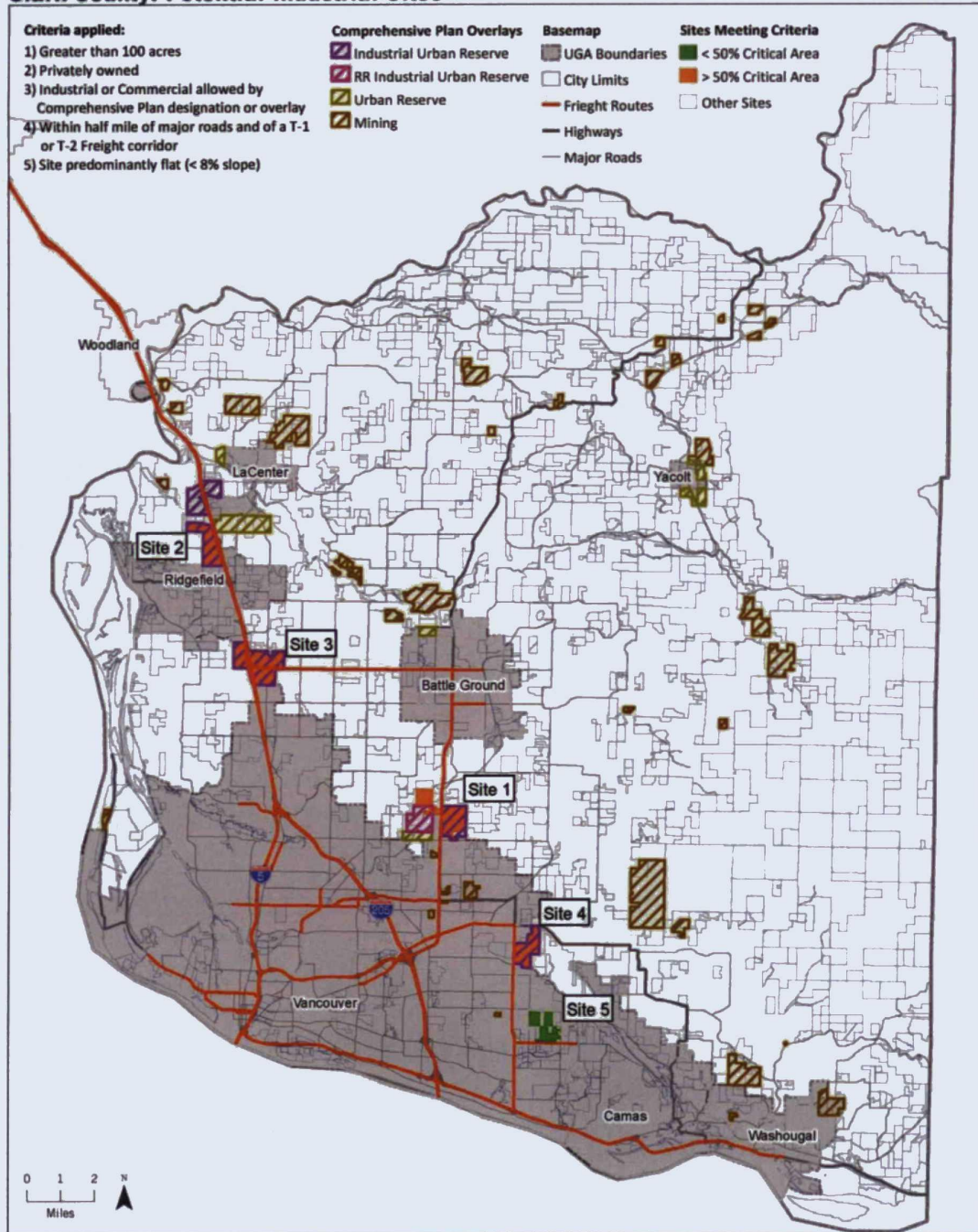
- Site 41, Section 30, Industrial, 224.81 acres, Vancouver
- Site 42, Section 30, Industrial, 100.19 acres, Vancouver

One other site at the Port of Vancouver was identified at 500 acres in size.

The two Section 30 properties (Sites 41 and 42 from the CREDC study) are shown as Potential Industrial Site 5 on Exhibit 3. Both would be studied together as candidate alternative sites.

Exhibit 3. Sites Selected for Further Evaluation

Clark County: Potential Industrial Sites



BERK Date: February 5, 2015
Source: BERK, Clark County

Source: Clark County GIS, BERK Consulting 2014

APPENDIX A. INDUSTRIAL CRITERIA

Study Area

Description	Comments
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Criteria

Criteria	Comments
Utilities	
4. System Development Charges <ul style="list-style-type: none"> • High costs • Medium costs • Low costs 	
5. Process Water - Capacity and adjacency (Volume and disposal; national averages)	
Capacity <ul style="list-style-type: none"> • High Tech Manufacturing 3 million gallons per day (GPD) • Light Industrial 20,000 - 40,000 GPD 	
Adjacency <ul style="list-style-type: none"> • Adjacent to the property (within 100' of property) • Within one mile of the property • Further than one mile of the property 	
6. Potable Water - Capacity and adjacency (Volume)	
Capacity <ul style="list-style-type: none"> • High Tech Manufacturing 3 million gallons per day (GPD) • Light Industrial 20,000 - 40,000 GPD 	
Adjacency <ul style="list-style-type: none"> • Adjacent to the property (within 100' of property) • Within one mile of the property • Further than one mile of the property 	

Criteria	Comments
7. Fire Flow – Capacity and adjacency	
Adjacency <ul style="list-style-type: none"> ● Adjacent to the property (within 100' of property) ● Within one mile of the property ● Further than one mile of the property 	
Capacity <ul style="list-style-type: none"> ● 1,200-1,800 gallons per day (preferred capacity) ● 800-1,200 gallons per day (adequate capacity) ● 400-800 gallons per day (minimal required capacity) 	
Pressure <ul style="list-style-type: none"> ● 95+ (exceeds pressure required) ● 45-75 psi (preferred range) ● 35 and lower (undesirable) 	
8. Sewer - Availability to wastewater disposal (Clark Regional Wastewater District)	
Adjacency <ul style="list-style-type: none"> ● Adjacent to the property (within 100' of property) ● Within one mile of the property ● Further than one mile of the property 	
Capacity <ul style="list-style-type: none"> ● High Tech Manufacturing 2 4 million gallons per day (GPD) ● Light Industrial 20,000-40,000 GPD 	
9. Power - (Clark Public Utility)	
Adjacency <ul style="list-style-type: none"> ● Adjacent to the property (within 100' of property) ● Within one mile of the property ● Further than one mile of the property 	
Capacity <ul style="list-style-type: none"> ● High Tech Manufacturing 2 separate sources at 115KV or 20 MW continuous ● Light Industrial 5,500 KW peak demand, 3,000,000 KWH/Month, 75% demand factor 	

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Criteria	Comments
Costs <ul style="list-style-type: none"> • High • Medium • Low 	
10. Natural Gas- Proximity, capacity, predictability, continuity, affordability (<i>Northwest Natural</i>)	
Adjacency <ul style="list-style-type: none"> • Adjacent to the property (within 100' of property) • Within one mile of the property • Further than one mile of the property 	
Capacity <ul style="list-style-type: none"> • High Tech Manufacturing 2,000 MCF @ 8 PSI • 50,000 therms or 5,000 MCF/Month 	
Costs <ul style="list-style-type: none"> • High • Medium • Low 	
11. Telecommunications-- (<i>varies</i>)	
Adjacency <ul style="list-style-type: none"> • Adjacent to the property (within 100' of property) • Within one mile of the property • Further than one mile of the property 	
Physical Parcel Constraints	
12. Site Topography <ul style="list-style-type: none"> • 0-8% Slopes (highly developable) • 8-15% Slopes (moderately developable) • 15%+ Slopes (undesirable) 	
13. Soils <ul style="list-style-type: none"> • Hydric soils (wetlands) • Infiltration capacity (High, Medium or Low) • Foundation bearing capacity (High, Medium or Low) 	

Criteria	Comments
<ul style="list-style-type: none"> ● Seismic vulnerability (High, Medium or Low) ● Moisture content (High, Medium or Low) ● Spill containment, (High, Medium or Low) 	
<p>14. Presence of sensitive onsite critical areas (e g wetlands, floodplains, aquifer recharge areas/wellhead protection areas, fish and wildlife habitat conservation areas, geologic hazards)</p> <ul style="list-style-type: none"> ● Yes ● No 	
<p>15. Environmental Contaminants (prior uses, including Agriculture)</p> <ul style="list-style-type: none"> ● Yes (High, Medium or Low contamination) ● No 	
<p>16. Geometry of the parcel(s)</p> <ul style="list-style-type: none"> ● Rectangular (preferred) ● Square (acceptable) ● Broken parcels (unacceptable) ● Common ownership (may assist parcel geometry to be acceptable or preferred instead of unacceptable) ● 400' parcel depths or conglomeration to make these depths (preferred) ● 100 acres minimum parcel requirement (contiguous property preferred) <ul style="list-style-type: none"> ○ Policy 1.6.2. The Industrial Reserve Area overlay should be applied at certain freeway or arterial interchanges or other sites well served by existing or planned transportation systems, or adjacent to technological or research related uses associated with industrial uses. The IRA designation shall be applied in a limited number locations, in contiguous areas of 100 acres or more. ○ Policy 9.3.1, last bullet. New industrial sites that are part of a major industrial land bank shall be required to have a minimum of 75 acres or more and shall not be subdivided less than 50 acres ● Adjacent parcels allows for future expansion 	

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Criteria	Comments
<p>17. Ownership</p> <ul style="list-style-type: none"> • Common ownership of properties (minimal acquisition time) • Multiple ownerships (maximum acquisition time) 	
Land Use	
<p>18. Comprehensive Plan and Zoning</p> <ul style="list-style-type: none"> • Identified for commercial or industrial purposes through designation or overlay, or zoned for such • Agricultural lands of long-term commercial significance / Agricultural-20 zone 	
<p>19. Compatibility</p> <ul style="list-style-type: none"> • Industrial friendly neighborhoods Adjacent Industrial or commercial zones, limited conflict with residential uses, common adjacent land uses and zoning • Visual quality - Ability to provide a buffer or increase quality of development • Proximity to complementary/ancillary uses • Proximity to employee workforce • Proximity to housing options 	
Transportation	
<p>20. Transportation impact fee burden</p> <ul style="list-style-type: none"> • High Costs • Medium Costs • Low Cost 	
<p>21. Access to a Regional Roadway Facility</p> <ul style="list-style-type: none"> • Convenient access (less than 0.5 mile driving distance) to a major road or minor or major arterial roadway facility as designated by the Clark County Arterial Atlas 	

Criteria	Comments
<ul style="list-style-type: none"> • Convenient access to a designated freight route¹ • Balances site circulation and access needs with regional mobility • Site circulation provides for appropriate separation between freight, employee, and nearby neighborhood access • More than one access point • Site is located in proximity to existing and planned residential areas within the County to ensure convenient access for employees 	
<p>22. Rail Access</p> <ul style="list-style-type: none"> • Adjacent to site (within 100' of property) • Rail Spur could be extended (1 mile length maximum) • Mainline can be easily accessed (5 mile radius maximum) 	
<p>23. Travel time to International Airport</p> <ul style="list-style-type: none"> • 20 minutes preferred • 40 minutes acceptable • 40 minutes or more undesirable 	
<p>Other criteria</p>	
<p>24. Suitability for existing industrial cluster or targeted cluster consistent with the Clark County Economic Development Plan (commissioned by CREDC in 2011), and compatibility with Light Industrial (IL) zone uses [CCC 40 230 085 Employment Districts (IL, IH, IR, BP)]</p>	
<ul style="list-style-type: none"> • Technology <ul style="list-style-type: none"> ○ Manufacturing of instruments & devices for medicine & science 	

¹ The Washington State Freight and Goods Transportation System (FGTS) Classification System designates roadways and railways based on tonnage. Roadways designated at T-1 or T-2 are considered to be Strategic Freight Corridors. The T-1 designation represents roadways carrying more than 10 million tons per year while the T-2 designation represents roadways carrying 4 million to 10 million tons per year. Per WSDOT, the FGTS is primarily used to establish funding eligibility for Freight Mobility Strategic Investment Board (FMSIB) grants, fulfill federal reporting requirements, support transportation planning process, and plan for pavement needs and upgrades.

Criteria	Comments
<ul style="list-style-type: none"> ○ Manufacturing of components for solar energy production ○ Data processing, software, & broadcast media ○ R&D services ○ Related IL Zone Uses <ul style="list-style-type: none"> • Computer and electronic product manufacturing • Publishing industries • Motion picture and sound recording industries • Broadcasting (except Internet) • Internet publishing and broadcasting • Telecommunications 	
<ul style="list-style-type: none"> ● Industry (traditional light manufacturing and distribution of goods where allowed by IL zone) <ul style="list-style-type: none"> ○ Food manufacturing, beverage and tobacco product manufacturing ○ Logistics & distribution, wholesale trade, transportation and warehousing (rail, truck, transit, pipeline, freight, etc), warehousing and storage ○ Other IL zone uses <ul style="list-style-type: none"> • Utilities • Construction • Textiles, apparel, footwear, and other leather and allied product manufacturing • Truss and other wood product manufacturing • Converted paper product manufacturing, printing, and related activities • Pharmaceutical and medicine manufacturing • Pharmaceutical and medicine manufacturing • Soap, cleaning compound, and toilet preparation manufacturing • Plastics and rubber products manufacturing • Clay product and refractory manufacturing • Glass and glass product manufacturing • Cement and concrete product manufacturing • Fabricated metal product manufacturing • Machinery manufacturing • Electrical equipment, appliance, and component manufacturing • Transportation equipment manufacturing • Furniture and related product manufacturing • Miscellaneous manufacturing 	
<ul style="list-style-type: none"> ● Professional Services 	

Criteria	Comments
<ul style="list-style-type: none"> ○ Wealth management services ○ Computer & engineering services ○ Related IL Zone Uses <ul style="list-style-type: none"> • Internet service providers, web search portals, and data processing services • Other information services • Professional, Scientific, and Technical Services • Management of Companies and Enterprises 	
<ul style="list-style-type: none"> ● Healthcare Services <ul style="list-style-type: none"> ○ Centralized services ○ Related IL Zone Uses <ul style="list-style-type: none"> • Ambulatory health care services 	

Based on the Clark County Economic Development Plan, the CREDC is focusing the following targeted industry sectors.²

² <http://www.credc.org/wp-content/uploads/2012/09/TargetIndustries5.pdf>