South County Subarea Plan ~ Steering Committee Meeting

June 9, 2010 ~ 3-5 PM

St. Mary's Center

107 Spencer Rd., Toledo WA.

AGENDA

1. **Welcome and Introductions**

2. **Regional Utility update**

3. **UGA locations update based on comments received.**

4. **Briefing on preliminary approaches for land use designation and provisions, and environmental protection incentives.**

5. **Next Steering Committee Meeting: July 14, 2010 from 3-5:00 pm**

South Lewis County Sub Area
Steering Committee
St. Mary's Center
107 Spencer Rd., Toledo

May 12, 2010
Meeting Notes

1. Welcome and Introductions
Ms. Barb Kincaid called the meeting to order at 3:01 P.M. Self-introductions were made.

2. Discussion: Site Location and Land Use
Mr. Roger Wagoner stated the concepts are continuing to be refined. The schedule is important as this plan needs to be completed by October. To complete the EIS decisions need to be made about what is going to go into the plan. For any areas we want to take through the plan the County will need to notify the property owners.

Today we will go through the paper and answer questions and begin to narrow down the universe of options. We want to take a recommendation to the Planning Commission that is solid and easy to understand and on which the property owners and interested parties can comment appropriately.

We want to identify the areas to develop for non-residential economic purposes at a level which will require urban services, such as water, sewer, fire and safety. In Phase I we came up with the 2009 concept. Information was received from WDFW and DOE that is important for protection and preservation of critical and habitat areas.

At the end of 2009 the BOCC adopted the Agricultural Resource Land (ARL) zoning and the maps show those parcels that were adopted for long term commercial significance. Conversion of those lands to urban uses gets to be complicated. That is not to say they cannot be changed but as part of the South County plan it may require more work than we can do in the time allowed.

On Page 2 of the discussion paper is a list describing each area explaining what we thought in 2009 these areas would be suitable for. Now some of those areas are zoned ARL. If we want to keep it in the subarea plan and EIS we must deal with it. The area along the Lackamas Creek is the most important area to be protected. Except for #12 there are no other areas that fall under the environmental overlay.

The 2010 concept has the same amount of land as determined in 2009 but avoids the ARL lands, the hydrological areas and it gets more specific about the configuration of the parcels. One goal is to identify areas that have large parcels so developers do not have to buy several small parcels to get the size they need. These are listed on Page 3. The red outlined areas are supplemented by a few parcels that could be added or considered because they are high and outside of the resource areas. If we went with all of these areas we might be over the market demand threshold, which should add up to about 3000 acres. We need more overall land to compensate for the fact that all the land may not be available when we need it.

Barb informed the group that the complete market report and the watershed characterization report are on the website.

Mr. Phil Smith asked if his property was on the new concept map or was it eliminated. Roger stated it is not shown because of the wetlands there. Phil stated there is another 40-acre piece that is contiguous and even if it is a critical area it could be set aside and used as a buffer.

Mr. Skip Urling stated the transportation plan shows Camas Rd. being moved easterly. That will take out more property that could be used for private development.

Mr. Erik Martin, Lewis County Public Works, stated there is an alternative which has not been fleshed out yet for a potential intersection that could realign Camas Rd. Phil Smith stated the 42-acre strip should be on the record. The off ramp is going to be moved to the east and it will affect the entire parcel.

Roger stated at this point there is no way to get into that level of specifics. We could show area C going to the freeway but as far as where the interchange and off ramp is going to go is a long ways away before it is actionable. Erik agreed. Roger stated there will be a transportation section in the draft plan but we can't get too detailed. If the BOCC adopts the plan it cannot get contested because WDOT had not adopted it.

Mr. David Holland stated the biggest change from the 2009 to 2010 concept maps is areas A and B. He asked how the boundaries were determined in those areas in the 2010 concept.

Roger stated we stayed away from ARL and creeks and streams but the market will determine if it is big enough or not. If the subarea plan is adopted, there are a lot more steps to be taken to actually develop the land, such as sewer, which will be a challenge. The owners need to be interested in selling and the land has to be marketed. At this point we have identified areas that make sense with the knowledge we have and add up totally to the acreage we need.

Commissioner Grose asked, regarding areas A and B and the sewer issue, if areas around Vader and 505 have been considered. Roger stated yes, plus access issues. We need a good arterial and the Toledo Vader Road would take a lot of work.

Mr. Bill Jones compared areas A and B and stated adjacent freeway property was left out. Wetlands can be mitigated and should be included.

Mr. Dick Larman stated the industrial realignment from 2009 to 2010 is a concern. There are a lot of small properties in A and B and wetland mitigation may be easier but he does not know how the cost would compare.

Roger pointed out area F which is adjacent to the Toledo city limits. Knowing Toledo is interested in additional UGA and population targets there needs to be more land for residential development. We have not looked at residential demands and we know the area will grow and if there are new jobs people will want to live here. The cities are the places where affordable housing can be developed, with smaller lots, transportation, schools, etc. There is plenty of capacity for residential development. If you want to support the city's needs, areas E or F could be a UGA that would support Toledo's need for residential and possibly some commercial and industrial land.

Barb asked if area F is designated as a Toledo UGA does it take off the table the acreage for the number the market analysis supports. Mr. Andy Lane stated if F were to accommodate both Toledo's residential need and additional land for commercial and industrial, it is the city that would come out of the south county bank of demand.

Phil Rupp asked if E could be a separate UGA. Roger stated it could be; that the areas closest to a city are more likely to be annexed.

Mr. Dale Merten stated G-1 and G-2 look like an easier extension to utilities than constructing utilities to A and B. Roger reminded the group that we are looking at a 20-year timeline.

Roger asked the group to look at eliminating some things.

Suggestions that were made:

- 2009 concept more marketable for Areas A and B. People are interested in the interchange and land that is viewable and accessible from the freeway.
- Take some away from Area A and put some into Area B and address wetlands.
- Look around Area E.
- Look at Area 12 on the 2009 map for commercial and tourism. It could be mitigated and is a prime piece for county revenue.
- Set aside an area to the northeast of the airport. There is plenty of property to mitigate wetlands.

A question was raised regarding staying away from areas in A and B because of creeks. It was believed that some of those areas could be disputed if they are actually wetlands. Roger stated the only available information that is mapped is what the NWI maps and WDFW records with aerial photography. This information states there is likely that there are wetlands but does not say how valuable they might be. Under the adopted Critical Areas Ordinance for Lewis County, if someone owns property that NWI says have wetlands, the owner must hire a wetlands biologist to conduct a wetland delineation. If we had better information we might be able to be more specific. If we included these areas and someone states we have designated a wetland, it becomes a GMA problem and is hard to defend. We are trying to be conservative.

Mr. Greg Waddell stated DOE has information that has made us cut down the area around I-5 and 505. Roger added that this is the market analysis for the information we have and we must be realistic. If a development impacts a critical area it needs to be mitigated. We are trying to set the stage to do the work that a developer might need to have done.

Roger stated there needs to be a discussion on where sewer might go. There is no water plan yet. We need to identify sites that make the most sense for future development and the County will need to decide how to provide services to it.

Barb stated Area C on the 2010 map is a watershed habitat and it would be difficult to develop that.

Commissioner Grose stated if we need backup acreage we should battle with WDFW and put area 12 back where it was on the 2009 map, which will make up for acreage taken out of Area A.

Greg stated we need to fulfill the market demands. We are also talking about appropriate uses and we don't want to put tourist and commercial next to industrial. Sizes and locations need to be balanced. Andy stated lands that are made urban must match up with the needs analysis. We need to choose the best land that will achieve that number without going over it. We need to see the numbers.

Phil Rupp stated Area D is taking developable land out of the wetlands. Phil Smith stated area D has problems and Mr. Cy Meyers stated the city of Winlock stayed away from that area for its UGA for the same reasons.

Dick stated people are visual and when Ritchie Brothers is in there will be a lot of activity. Activity will attract more activity.

Eric stated the work done on 505 is going a long way to getting the improvements. We do not need a new structure.

There was discussion about mitigation. Barb will contact Mark Kline from DOE and have him talk to the group about strategies that are associated with using what the other agencies have given us.

Roger asked for feedback on the ideas discussed today and he will have a report based on those ideas at the next meeting. Greg encouraged everyone to contact Barb very soon with suggestions so there is time to put a report together. From the June 9 meeting until the end of June the draft report will be worked on.

A public meeting was discussed and it's possible one can be scheduled for next month. It was suggested holding it in an evening so more people could attend.

3. Vision
Greg passed out a paper showing the changes to the Vision Statement. He asked the steering committee to take copies home and send any new comments to Barb.

4. Next Meeting
The next meeting will be on June 9 from 3-5 at St. Mary's. Please bring map changes and hopefully someone from DOE and WDFW will be attending.

Barb stated that all the meeting materials are posted on the website.

The meeting adjourned at 4:25 PM.

SOUTH LEWIS COUNTY SUBAREA SITE LOCATION AND LAND USE DISCUSSION PAPER

For Steering Committee review and discussion, June 9, 2010

At the May 12th meeting, discussion of the "2010 Concept" potential UGA locations resulted in a direction to look further at the subarea, particularly the I-5/SR 12 interchange. In the following we describe how we have done that.

- ***Three areas have been studied using the available County and state data. We call the areas "Frost Road", "Highway 12 & I5 Eastside", "Highway 12 & Westside"," SR 505 & I5", "SR 506 & I5", and "Toledo". These are shown on the attached map.***
- ***Within these areas, we looked for concentrations of land that meet the criteria for urban scale development. We assume that site constrained by critical areas, existing development, or parcel size will require designation of more land in order to accommodate avoidance or mitigation requirements.***
- ***For each area, we looked at parcel sizes and ownerships, topography, critical areas, priority areas, existing development, and existing wells.***
- ***In this iteration, we are attempting to narrow the scale of the potential UGAs down so as not to result in UGA sizing that could appear to be "extreme" to some.***
- ***In a separate paper, we have outlined proposed land use designation and zoning language for the South County UGAs. This includes using the concept of "Urban Reserve" areas where future UGAs may be designated when the appropriate level of urban services can be assured. This iteration shows our thinking for using that designation in the Highway 12 areas.***
- ***The analysis for the "Toledo" area is provided for the City's use in creating its pending UGA expansion proposal.***

In the following, new information is shown in bolded, underlined, italicized text.

Background

The 2009 Phase One process defined a potential market demand for 800 acres of industrial and commercial land in South County by 2030. That analysis indicated the following in net acres:

- 600 acres for industrial uses (including manufacturing, processing, warehousing, and transportation uses;
- 100 acres for retail and service business uses; and
- 100 acres for tourism-related uses.

These numbers are rounded to the nearest 100. In order to arrive at this net demand, the estimated gross land area could be as much as 3,000 acres to accommodate public infrastructure, critical areas and other open spaces, and the market factor that acknowledges some land will not be available for development. The market analysis did not forecast a demand for future urban residential developments. The Cities' comprehensive plans will be the basis for showing any new residential urban growth areas.

During Phase One, sites were identified throughout South County as potential future urban growth areas to meet the demand. The principles used to do this were:

Sites Should Have:	***And***	**Sites Should Support Development That**:
Logical Locations		Avoids Impacts - or
Appropriate Access		Minimizes Impacts - or
Large Parcels		Mitigates Impacts

The Phase One report described the sites that we felt met the first 3 principles. At that time, no detailed analysis of the actual development potential was completed. The Phase One process also included analyses of the subarea hydrology and wildlife habitat conditions by the state Departments of Ecology and Fish and Wildlife. Late in 2009, the Board of County Commissioners adopted new land use designations and zoning for Agricultural Resource Lands (ARL) throughout the county. These actions have set the stage for the next round of site alternative development.

***Revised* Phase Two Alternative Analysis**

Using the additional information described above, we are refining the land use concept for South County to flesh out the range of potential urban growth areas. We gave a status report at the April 14 Steering Committee meeting ***followed by the May meeting discussion***. The total of these potential areas exceeds the target 800 net acres (plus necessary additional land area) we got from the market analysis. The Steering Committee needs to help us narrow them down to a smaller number for analysis in the EIS. On the other hand, if we have missed something, now is the time to decide if something else should be considered. Before finalizing the Draft Subarea Plan and EIS for public release, we will have to notify the owners of the areas under consideration so that they are aware of the process and can weigh in.

JUNE CONCLUSIONS – See June 2010 Concept Map

Industrial Areas

Of the 600 net acre demand, the industrial portion of the Winlock UGA would supply approximately 250-300 acres using the Hovee Report deduction factors for infrastructure, critical areas, and market factor. Therefore, the Subarea Plan should designate approximately 300-350 additional net acres as industrial UGA. This would compute to approximately 900-1,000 gross acres, depending upon the actual characteristics of the sites.

The availability of urban services, particularly water and sanitary sewer, will be crucial to industrial development as envisioned in the Plan. The Capital Facilities Element of the Plan must show how

these services are to be provided within the 20-year planning period, and it is important to commit to a phased program of implementation including financing. The current South County regional utility planning process will eventually produce a plan for providing utility system expansions, but a conservative approach to designating new UGAs favors locations reasonably close to the cities.

Taking these factors into account, the June 2010 Concept Map shows 2 potential industrial UGA locations totaling approximately 500-600 acres, most of which is not constrained by known critical areas. The "SR 505 – Jackson Highway Area" is located north of the SR 505/Jackson Highway intersection and slightly more than one mile east of I-5. The "SR 506 West Area" is located on the west side of I-5 at Exit 60 and on the Toledo-Vader Road.

The map also shows a potential 1,600 acre Urban Reserve Area designation on both sides of I-5 south of Avery Road and US 12. This designation would overlay the current rural zoning and would restrict the area from further subdivisions creating lots smaller than 20 acres until planning for urban services and facilities can be executed.

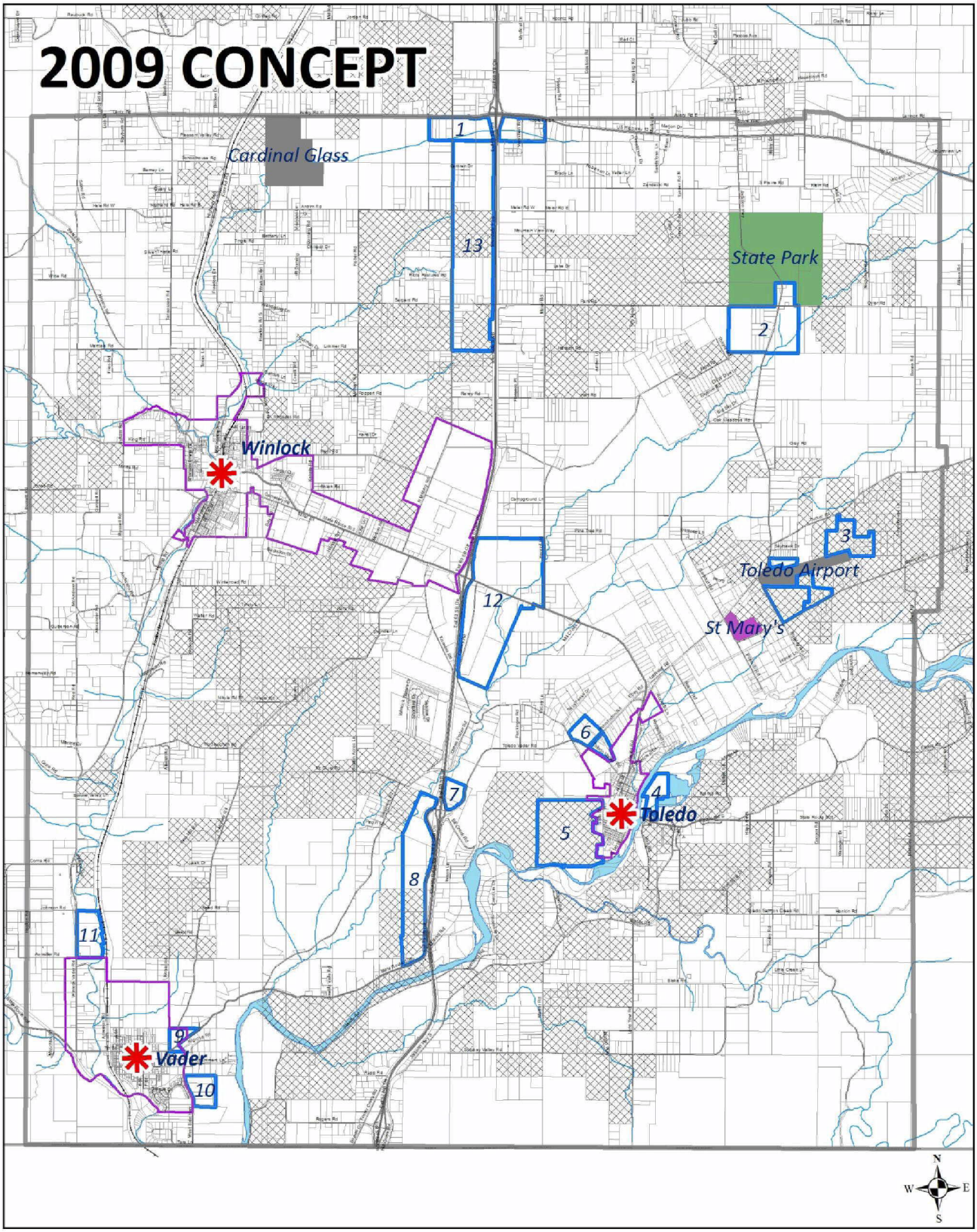
Regional Retail and Services Center
The market demand of 100 net acres (300+ gross acres) should be located at Exit 63 "SR 505 Area"). If this location were to also include the 100 acre demand for tourism-related uses, the gross UGA size would be 600+ acres.

Tourism-Related UGA
An alternative location for a UGA developed for tourism uses would be on the east side of I-5 at Exit 60 ("SR 506 East"). This would be approximately 100 acres in size.

DRAFT

The Homework Assignment

Please come to the June 9 Steering Committee meeting to share your ideas about these areas, or others you would like to be considered. We will have big maps to work with. If you would like to send comments before the meeting, please do so (to Barb Kincaid). If you have questions, contact Roger Wagoner at 206.505.3400, fax 206.505.3406, or email roger.wagoner@bhcconsultants.com. In you can't attend the meeting, this is not your last chance, but we would appreciate hearing from you soon. The next step is bringing this together into the draft Subarea Plan and EIS.


2009 CONCEPT
Cardinal Glass
State Park
Winlock
Toledo Airport
St Mary's
Toledo
Vader
1
2
3
4
5
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7
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9
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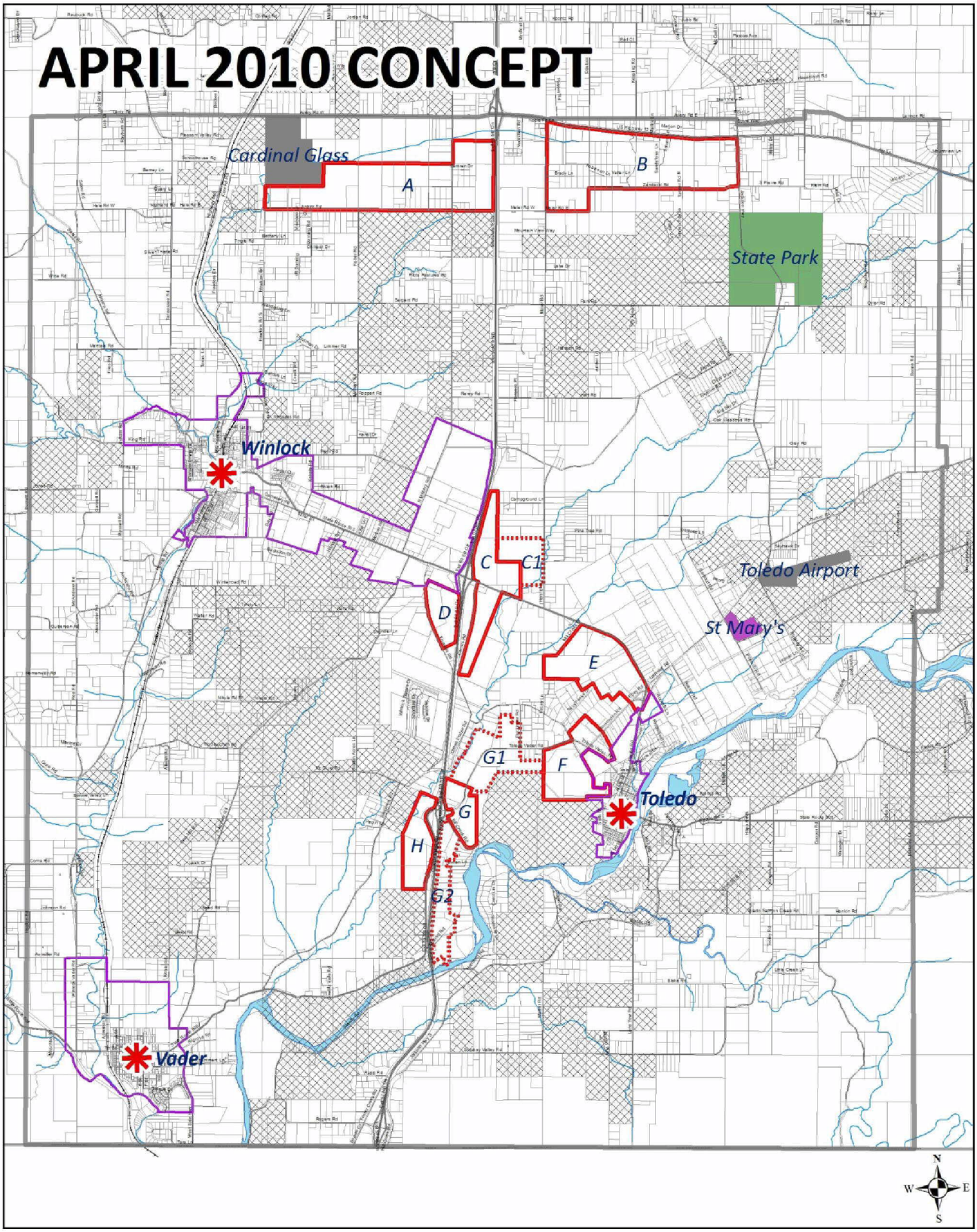
APRIL 2010 CONCEPT
Cardinal Glass
A
B
State Park
Winlock
C
C1
D
Toledo Airport
St Mary's
E
G1
F
Toledo
G
H
G2
Vader
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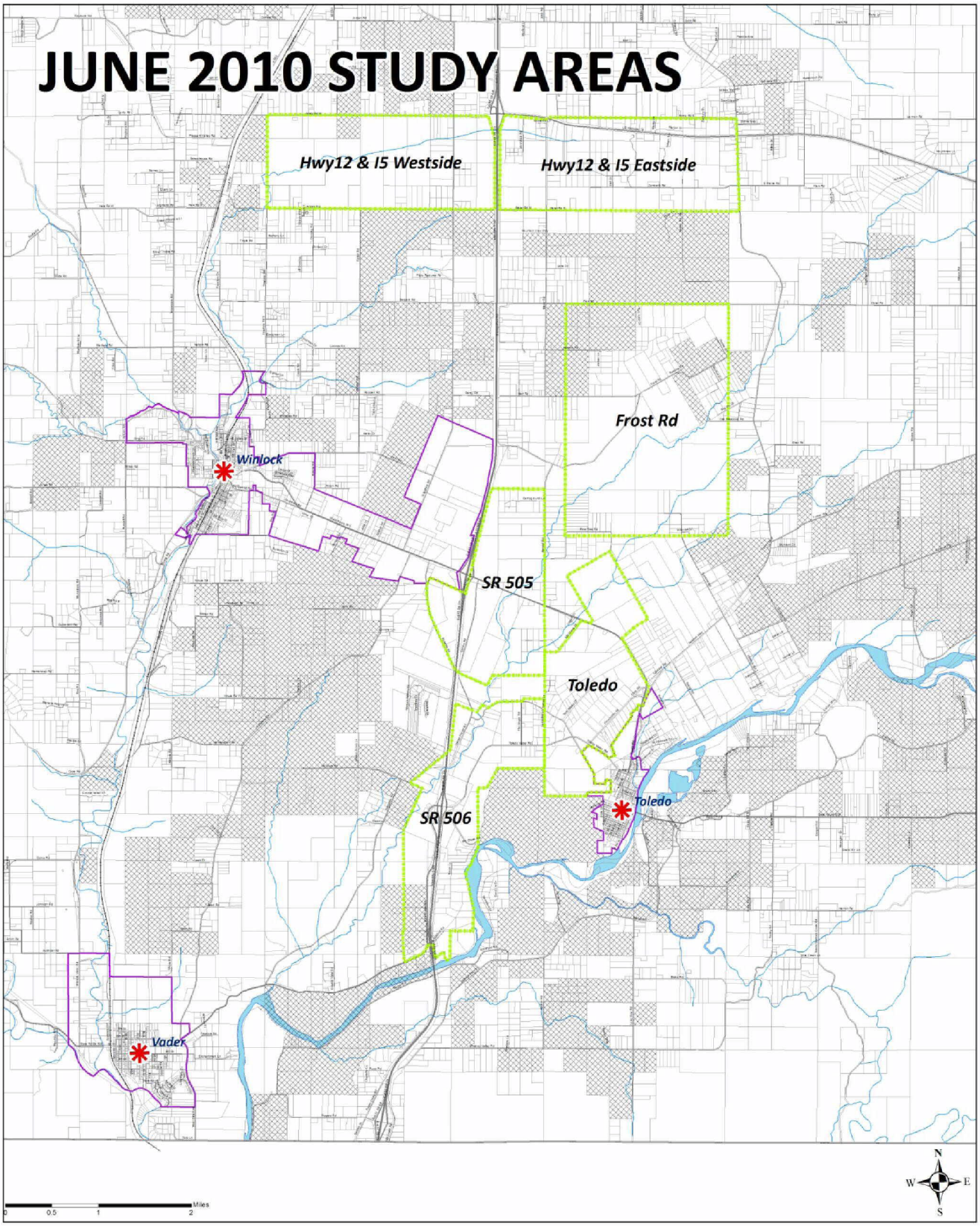
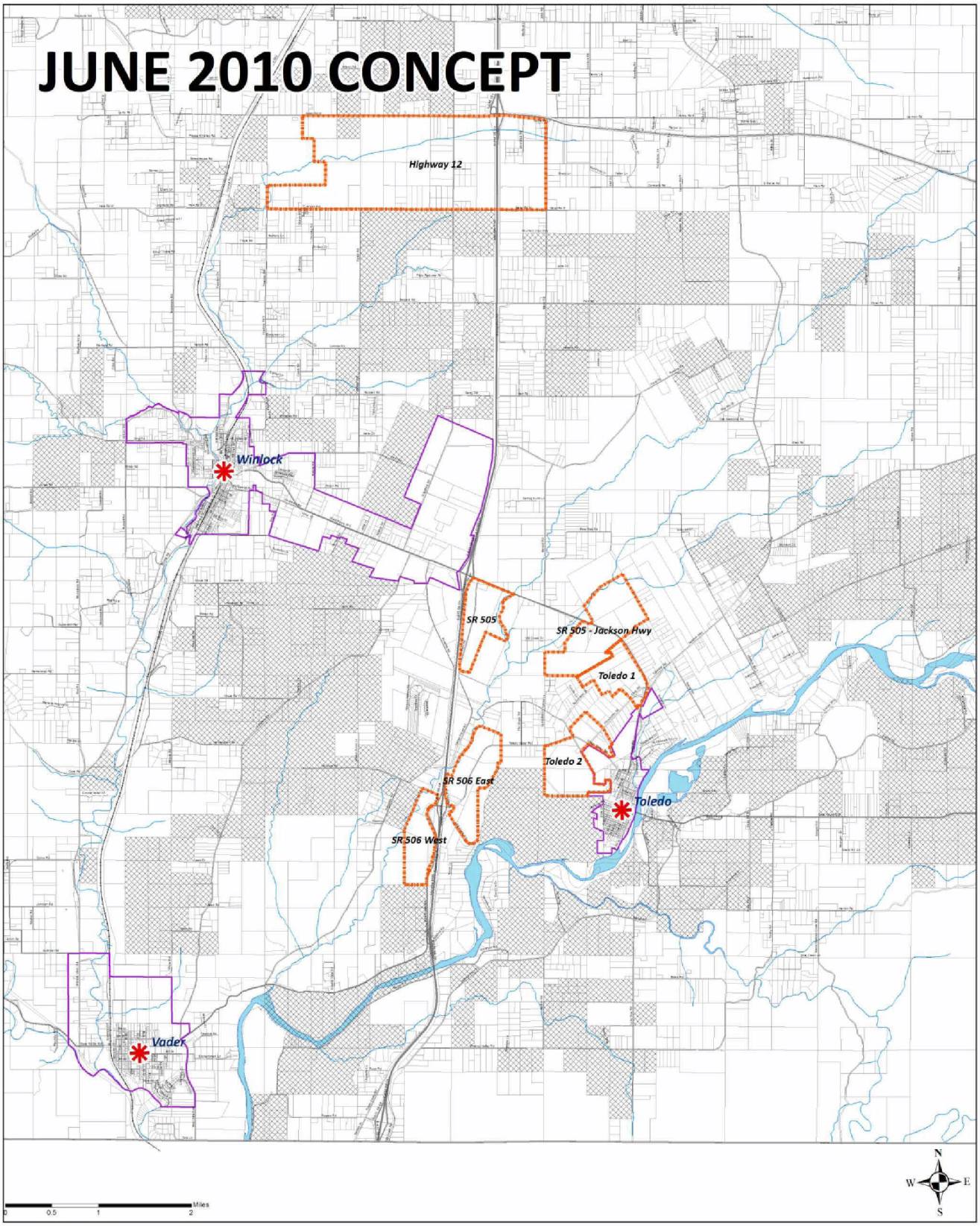

JUNE 2010 STUDY AREAS
Hwy12 & I5 Westside
Hwy12 & I5 Eastside
Frost Rd
Winlock
SR 505
Toledo
Toledo
SR 506
Vader
N
W
E
S
0
0.5
1
2
Miles


JUNE 2010 CONCEPT
Highway 12
Winlock
SR 505
SR 505 - Jackson Hwy
Toledo 1
Toledo 2
SR 506 East
SR 506 West
Toledo
Vader
Miles
0
0.5
1
2
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W
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