



Economic Recovery Review Council

North Coast Business Park Regionally Significant Industrial Area: Staff Analysis

I. Executive Summary

The North Coast Business Park’s (NCBP) Regionally Significant Industrial Area (RSIA) nomination was submitted, June 27, 2014 by Clatsop County and the City of Warrenton. It included a narrative in support of the nomination and ten attachments, including: 1) a resolution supporting designation from the City of Warrenton; 2) a resolution supporting the designation from Clatsop County; 3) a Letter of Support from Clatsop Economic Development Resources (CEDR); 4) a Letter of Support from the Port of Astoria; 5) a Letter of Support from the City of Astoria; 6) a Letter of Support from the Astoria-Warrenton Chamber of Commerce; 7) a Comprehensive Plan Map; 8) an aerial tax lot map; 9) zoning map; and, 10) an aerial map showing arterial access. In accordance with Oregon Senate Bill 766, nomination for a Regionally Significant Industrial Area is submitted to the Economic Recovery Review Council (ERRC) for review and designation. The full RSIA nomination viewable at:

<http://www.orinfrastructure.org/Infrastructure-Programs/Industrial-Development/RSIA/nominations/NCBPapp.pdf>

This nomination is for a 162 acre lot of land owned by the City of Warrenton and Clatsop County, the nomination indicates that there are 117 developable acres. The subject area is located in the City of Warrenton on Hey 101, which leads to Hwy 30 and directly connecting to I-5 and I-84. The City of Warrenton is a scenic peninsula on the mouth of the Columbia River and is considered part of the larger Astoria metro area. It has quick access to the state of Washington, including its intermodal freight connections and distribution centers, and has the capacity to facilitate a labor pool hub for four nearby cities, including Astoria, Gearhart, Seaside, and Long Beach – all within 30 minute’s commute. The NCBP is comprised of four sites varying in acreage. It is within close proximity to deep-water terminals, a regional airport, and is outside the earthquake and tsunami zones. It is the largest single site of buildable, industrially-zoned land in the county. The nomination indicates this is a regionally significant site in that it is the only site of its kind, in the region, that is not heavily encumbered with development constraints.

Summary Evaluations: Strengths and Weaknesses

The primary strengths of the subject area will show that the designation is based on the area’s long-term potential for job creation, the need for protection from conversion to other uses and the prioritization of public and private investments of infrastructure.



- The NCBP is located on Hwy 30 and 101 routes and is near two major ports on the Columbia River, which is a significant logistical attraction for many types of industrial employers.
- The NCBP stands to serve as an industrial-based labor hub for the greater Astoria-Warrenton metro area, pulling from labor pools of nearby coastal cities and counties.
- The NCBP is vacant, was graded decades ago, and is appropriately zoned for an array of industrial end-users, making it an excellent candidate for both business attraction and expansion opportunities.
- The NCBP is presently being considered for Oregon Industrial Site Certification. If approved, this site will be considered one of Oregon's premier industrial sites and will be marketed to regional recruitment and expansion projects.
- The NCBP is not within an Enterprise/ Electronic Zone. The nomination indicates that an application is underway. If approved, this will enhance the chance of site development.
- The NCBP is served by all major utilities needed to attract an industrial end-user, and plans to enhance capacity for electrical and water, which appear to be well underway.

The primary weakness of the subject area relates to its ability to attract a wide range of industrial users due to the following factors:

- Wetland mitigation addressed in the Master Plan were not provided with this application but have been considered by DSL. It is highly recommended that documentation of the wetland mitigation plan is available for prospect employers, however it is likely that a permit will be obtained by the time this nomination is received by the ERRC.
- Presently, there is no internet access at the NCBP. Securing a letter from the service provider during the Certification process is recommended.

Conclusion of Staff Analysis: Staffs' Recommendation to the ERRC

The NCBP nomination for RSIA designation is strong. The staff evaluation found that there are no major issues facing this designation. There is appropriate zoning on the site, containing the expected uses for industrial end-users. However, a future project of modernization the industrial zoning code is recommended by DLCD staff. DSL and the Army Corps of Engineers have sufficiently reviewed the impacted wetlands and have provided feedback to the emerging master plan, which may receive permit prior to the date of the ERRC's review of this nomination. In addition to the NCBP's market readiness, the basic utilities, transportation, environmental are adequate to facilitate future expansion opportunities if necessary. However, ODOT does recommended a Traffic Impact Analysis prior to breaking ground. Aside from the aforementioned, the area appears uniquely positioned to attract employers, which would provide a significant economic impact for the region.



OBDD: After review of the application, department staff recommends approval of the NCBP nomination for RSIA designation.

DLCD: DLCD recommends approval. DLCD recommends the city apply in the fall of 2015 to update zoning and development code as needed.

ODOT: ODOT recommends approval of the application. ODOT has worked with the County for several years in the vicinity of the proposed designation area. The area has great potential to provide long term industrial jobs to the area. Designation would also help ensure the land is protected for industrial purposes.

DEQ: DEQ supports this nomination for RSIA status. A Phase I environmental site assessment was conducted for the North Coast Business Park in May, 2013. Based upon the results of the assessment, DEQ determined the North Coast Business Park property is currently protective of public health and the environment. DEQ issued a No Further Action (NFA) determination to Clatsop County in March, 2014.

DSL: After review of the application, department staff recommends approval of the NCBP nomination for RSIA designation.”

RST: No comment

II. Site Description/Summary:

OBDD: The subject area consists of 162 acres of vacant land, of which 117 acres are developable. The master plan for the site addresses 61 acres of mitigation. The area has immediate access to Hwy 101, which connects to I-5 and Hwy 30. There are deep water shipping facilities, a regional airport, and a ready labor force nearby. The area has significant wetland impacts but the site’s master plan was found sufficient to mitigate for development by DSL standards. Planned utilities enhancements and local leadership involvement appears both active and stable.

DLCD: No comment

ODOT: No comment

DEQ: No comment

DSL: A 2010 wetland delineation for this site identified a total of about 82 acres of wetland. Beginning in 2013, DSL and the Army Corps of Engineers have worked with the



County to develop a master plan for the site that avoids the highest functioning wetlands while still providing for marketable industrial lots.

Through that effort, a new master plan has been created that proposes avoiding about 21 acres of wetland and impacting about 61 acres of wetland. A mitigation plan to offset the loss of 61 acres of wetland is in development. It is DSL’s understanding that the County will apply for state and federal wetland permits in early 2015 based on this new master plan.

RST: No comment

III. Statutory Requirements:

(2) “Regionally significant industrial area” means an area planned and zoned for industrial use that:

(a) Contains vacant sites, including brownfields, that are suitable for the location of new industrial uses or the expansion of existing industrial uses and that collectively can provide significant additional employment in the region;

OBDD: The area contains a significant number of vacant and underutilized acreage zoned for industrial development and DEQ has considered the NCBP protective of public health with some considerations, as outlined below. This site could facilitate an employer that would provide a significant economic impact to the region.

DLCD: The site has been confirmed as properly zoned for industrial use by DLCDC regional representative.

ODOT: No comment

DEQ: DEQ supports this nomination for RSIA status.

The following information is provided for reference purposes. The property owner is encouraged to consult with DEQ to more thoroughly assess conditions before redevelopment in order to effectively incorporate any special requirements into the timeline.

Environmental Contamination

DEQ maintains the Environmental Cleanup Site Information (ECSI) database to track sites in Oregon with known or potential contamination from hazardous substances, and to document sites where DEQ has determined that no further action is required. A Phase I Environmental Site



Assessment was conducted for the North Coast Business Park in May, 2013. Information from the ESCI database is included below:

The site was previously forested and logged in the 1940s. The site was graded in the 1960s for the construction of an aluminum plant which was never constructed. The site was vacant until 2006 when the Clatsop County Parole and Probation Center was constructed at the southern end. [Consultant] did not find any recognized environmental conditions (REC), but noted soil stockpiles from an unknown location were found previously from a 2007 Phase I report. In February 2014, DEQ contacted Clatsop County requesting an update describing site activities between May 2013 and February 2014, and additional information regarding the soil stockpiles. Clatsop County indicated that the only activity conducted at the site during this period was the construction of SE Ensign Lane, which was completed on November 1, 2013. Clatsop County provided maps of the soil stockpiles, which are located south of NE 14th Place near the intersection of SE Jetty Ave. The stockpile material originated from the North Coast Business Park and was not imported to the site; soil was stockpiled as part of the road development for the site. (ESCI# 5879)

Based on the Phase I results and follow-up communication with the County, DEQ agreed that the North Coast Business Park property is currently protective of public health and the environment and requires no further action. DEQ issued a No Further Action determination to Clatsop County in March, 2014.

General permit requirements for new development

The following observations are provided for information purposes and apply to future development activities. None pose a reason to delay approval of the nomination for RSIA.

Air quality

Clatsop County meets all of the federal ambient air quality standards so there are no air quality rules that are unique to the area. Individual facilities locating in the area may need to obtain an air quality permit prior to beginning operations. OAR 340-216-0020, Table 1 (http://arcweb.sos.state.or.us/pages/rules/oars_300/oar_340/_340_tables/340-216-0020_10-24.pdf) contains a listing of the industrial categories that must obtain an air quality permit regardless of their emission levels. In addition, it should be noted that Table 1 includes a generic category that applies to all facilities that would have actual emissions, if the source were to operate uncontrolled, of 10 or more tons/year of any single criteria pollutant.

Water quality and sewer service

Water service is provided by the City of Warrenton, whose systems offer the required capacity. Drinking water is supplied by four surface water intakes, two permanent and two seasonal, located in the Youngs River Watershed in the Lower Columbia Basin. A source water assessment was conducted in 2003.



Sanitary sewer is provided by the City of Warrenton. The existing sewer has sufficient capacity to serve the southeastern and central portion of the NCBP. New sewer lines and an additional lift station will be required to serve the northern portion of the site. The City of Warrenton operates a wastewater treatment facility located in Warrenton, Oregon. Wastewater is treated and discharged to the Columbia River in accordance with National Pollutant Discharge Elimination System (NPDES) Permit number 100874.

Non-point source water quality

The North Coast Basins Water Quality Management Plan states, “*In the comparative risk ranking conducted in 1997, all three participating groups (technical experts, focus groups, and the general public) ranked loss of habitat and wetlands as the number one risk to public health, ecological health, and quality of life in the lower river and estuary.*” The North Coast Basin TMDL proposes restoring 16,000 acres of wetlands. Impacts to wetlands will be a significant issue in writing the 401 certification for the North Coast Business Park. Due to ongoing development in this area, wetlands impacts may require an anti-degradation analysis to determine the impacts to the region.

Post-construction stormwater management will also be reviewed. This site drains to both the Skipanon and Lewis and Clark Rivers. The Skipanon River is classified as water quality limited under the Federal Clean Water Act and is on the Section 303(d) list of impaired waterbodies for the parameters of dissolved oxygen, *E. coli*, and Fecal Coliform. The Lewis and Clark River is classified as water quality limited under the Federal Clean Water Act and is on the Section 303(d) list of impaired waterbodies for the parameters of dissolved oxygen and Fecal Coliform.

Industrial Stormwater

Under federal authority, DEQ issues an industrial stormwater general permit which requires certain types of industrial facilities to implement best management practices to reduce stormwater pollutants and meet water quality benchmarks that measure the success of these practices. In general, if an industrial facility is categorized under an applicable primary Standard Industrial Code (SIC) or industrial activity and has a stormwater runoff discharge to surface waters from its industrial area, the facility is required to obtain a permit from DEQ.

Construction Stormwater

Under federal authority, DEQ issues a construction stormwater general permit for stormwater discharges from construction activities including clearing, grading, excavation, and stockpiling. The permit is applicable to construction projects that will disturb one or more acres and discharge to surface waters of the state or conveyance systems leading to surface waters of the state. Also included are activities that disturb less than one acre of land and are part of a common plan of development or sale, if the larger common plan of development or sale will ultimately disturb one acre or more. The owner or operator of an applicable construction site, including sites within the North Coast Business Park, must obtain a permit from DEQ and



implement all necessary controls to minimize sediment transport and prevent the discharge of significant amounts of sediment to surface waters or conveyance systems leading to surface waters.

DSL: No comment

RST: No comment

Statutory Requirements (continued):

(III. (2)) (b) Has site characteristics that give the area significant competitive advantages that are difficult or impossible to replicate in the region;

OBDD: The NCBP is strategically located between four other cities, which will allow it to facilitate a major employment hub; it has access to intermodal freight; and, is the least constrained and largest industrial site in the county.

DLCD: No comment

ODOT: No comment

DEQ: No comment

DSL: No comment

RST: No comment

Statutory Requirements (continued):

(III. (2)) (c) Has superior access to transportation and freight infrastructure, including, but not limited to, rail, port, airport, multimodal freight or transshipment facilities, and other major transportation facilities or routes; and

OBDD: The NCBP has access to ports, interstates, and an airport. Highway and Interstate connections as well as being located in a major port industry has positioned the NCBP well for immediate development as a large industrial site with few major logistical or buildability constraints. It is served by municipal utilities. And, it is situated within a labor pool that would be attractive to a variety of prospect employers.

DLCD: No comment



ODOT: The proposed area has good highway access. ODOT over the past few years has worked with Clatsop County to build the new connector road, Ensign Lane between US 101 and US 101 Business. This new facility provides very good access to the proposed area. Additionally, the area has access to US 101 business through two public road connections. US 101 does encounter congestion issues often during heavier seasonal traffic periods.

While there is good highway access to the site, ODOT does recommend as a condition of approval to require traffic analysis as development occurs. Of particular note are the two public road connections to US 101 Business and the importance of ensuring these connections can continue to operate safely as traffic, particularly truck traffic, increases. Similarly, the connection of US 101 at US 101 Business should also be reviewed to ensure the intersection will operate safely with increased traffic.

The proposed site is located within a few miles of the Port of Astoria which provides deep draft marine shipping opportunities. Likewise, the Astoria Regional airport is located just north of the proposed area. The airport does provide some parcel level freight service that could benefit industrial users.

There is transit service along US 101 in the area provided by Sunset Empire Transit. If this area begins to develop, the County and City of Warrenton should work with Sunset Empire Transit to consider a possible loop through the business park. Providing more commute opportunities for employees in the area could help with highway operations.

Finally, unlike many of the other regionally significant area proposals, this particular area is not served directly by rail. Given the terrain of the area, it is not likely that rail service will ever be provided directly. The closest rail connection would be at Tongue Point along US 30 east of Astoria. This means trucks will need to provide direct freight service to the area. .

DEQ: No comment

DSL: No comment

RST: No comment

Statutory Requirements (continued):

(III. (2)) (d) Is located in close proximity to major labor markets.

OBDD: The NCBP in Warrenton is within commuting distance of Astoria, Seaside, Gearhart, and Cannon Beach – not to mention the State of Washington’s coastal communities.



The Warrenton-Astoria metro area could pull from neighboring counties to create a robust workforce for a variety of industries.

DLCD: No comment

ODOT: No comment

DEQ: No comment

DSL: No comment

RST: No comment

IV. ERRC Adopted Policy:

A. The ERRC intends to designate a variety of RSIA's determined to have the most potential for rapid job creation across the state.

OBDD: The subject area is the largest industrial site in the county; is centrally located and draws on a larger labor pool; and, has few constraints to development. The NCBP is an appropriate candidate for RSIA designation.

DLCD: No comment

ODOT: Designating an area on the north coast would add to the diversity of RSIA's across the state. With the proximity to major shipping and good highway connections to US 101 as well as the US 30 and US 26 connections to Portland, the proposed area could help promote job creation in this portion of the state.

DEQ: No comment

DSL: No comment

RST: No comment

ERRC Adopted Policy (continued)

(IV) B. For each nominated RSIA, ERRC will consider information regarding the purpose of the designation, whether one, two or all the following:



a. Preservation

i. Protection from land use conversion to other than industrial zone

ii. Assurance of compatible neighboring and uses

iii. Preservation of assets for best industrial use e.g. transportation access, utilities, site characteristics

OBDD: Department Staff supports DLCD’s recommendation that the City of Warrenton seek modernization of the industrial zoning code.

DLCD: No comment

ODOT: As mentioned earlier, designation of this area could help prevent future conversion to other uses. The proposed area currently does not have any non-compatible uses in the area and the transportation infrastructure in place could support industrial activities.

DEQ: No comment

DSL: No comment

RST: No comment

ERRC Adopted Policy (continued)

((IV) B.) b. Investment

i. Implementing a strategy of improvements for priority locations

ii. Targeting job growth in an area

OBDD: The NCBP nomination shows the city and county governments adopted resolutions in support of a RSIA designation and ports and the local economic development authorities have also provided letters of support for a NCBP RSIA.

DLCD: No comment

ODOT: No comment

DEQ: No comment

DSL: No comment

RST: No comment



ERRC Adopted Policy (continued)

((IV) B.) c. Marketing Advantage

i. Assuring attention for certified sites

ii. Complimenting cooperation and partnership of local and state government

OBDD: The NCBP is within the Astoria-Warrenton metro area and is the largest industrial site in Clatsop County; the NCBP’s RSIA designation is encouraged politically on a regionally level; and, industrial development is likely foster within its larger labor pool.

DLCD: No comment

ODOT: No comment

DEQ: No comment

DSL: No comment

RST: NCBP is uniquely situated in Warrenton. It is the largest site along the North Coast. If planned properly, NCBP presents a singular opportunity to attract and develop high-wage manufacturing jobs with significant spillover benefits in both employment and quality of life for the region.

V. Other Comments

OBDD: No comment

DLCD: No comment

ODOT: No comment

DEQ: No comment

DSL: No comment

RST: Members of the Regional Solutions Team have worked closely with Clatsop County and the City of Warrenton on the development of the North Coast Business Park for over a decade. The project is included on the RST Work Plan, and we fully support the County’s RSIA application. Our regional priorities, as identified by the North Coast Advisory Committee,



identify improving the “readiness of industrial land” as a key priority. Other priorities address aspects of the development of this site and its application, including: “growing NW Oregon businesses” and “increasing sites that are building ready.”