



Climate Action Framework Progress Update

City Council Workshop, Oct. 23, 2023



Rebecca Small, Senior Policy Analyst, CMO

Stacey Dalgaard, Associate Climate Project Coordinator, CMO

Greenhouse gas (GHG) reduction goals:



2025: 80% reduction in municipal GHG emissions

2030: 80% reduction in GHG emissions by the Vancouver community

2040: Carbon neutral municipal operations and the Vancouver community

* Relative to baseline year 2007

Council Priorities for Implementation

- Aggressively reduce greenhouse gas emissions
- Protect vulnerable residents
- Demonstrate City leadership
- Ensure a just transition

Climate Investments for 2023-24

City Investments

\$11.7M allocated for climate efforts in 2023-24 budget

Supports **37 projects** with identified climate benefits

5 new FTE to implement climate work across departments

\$1.3M in Grants Awarded in 2023

\$650K

Multimodal travel projects

\$300K

Increased tree planting capacity and workforce training

\$237K

New 125.5 kW solar installation at Pearson Airport

\$100K

Solar + battery storage systems for resilient emergency centers

* Received to date

Progress Updates by Section

CAF Progress Update— 4



Equity & Green Economy



Buildings & Energy



**Transportation &
Land Use**



**Natural Systems &
Water Resources**



**Solid Waste &
Wastewater**



City Governance

Equity and the Green Economy

Protect vulnerable residents

Resilient emergency shelters

Enhanced heat safety plan

Youth Climate Leadership Program

Green workforce development

Create local economic opportunity

CAF Progress Update — 5



Buildings and Energy

Municipal efforts

- Energy efficiency audits, electrification, solar and EV studies for City buildings
- Participation in Clark PUD's new Community Solar East

Foundation for future development

- Green Building Policy



Transportation & Land Use



Comprehensive Plan update

Implement climate action
through land use policy

Transportation System Plan

Reduce overall driving and
create climate-friendly streets

Complete Streets projects

Retrofitting streets for
more than vehicle travel.

Transportation (City Fleet)

- Switch to renewable R99 diesel fuel has yielded the biggest reduction in City emissions to date
- 17 hybrids and EVs added to fleet; Propane conversions initiated on 18 heavy-emitting vehicles.
- 10 EV charging stations installed; 5 more planned for early 2024



Solid Waste and Wastewater



New wastewater solids system

Changing from “waste” to “resource” mindset

Organic waste diversion planning

Foundation for citywide composting and solid waste emissions reductions

Natural Systems

Tree canopy expansion

Doubled tree planting capacity
(4,000 trees budgeted)

Climate-resilient plantings

12K+ native plants and habitat features,
5K+ community education contacts

Carbon sequestration

Increased mulch and compost use in
parks and grounds maintenance



City Governance

Reducing employee vehicle trips

Commute Trip Reduction Program,
E-bike demo day

Green Procurement Policy

Phase I in development,
Contracted services and equipment in 2024

Two-cycle equipment transition

Piloting with municipal fleet
and City contractors

CAF Progress Update— 11





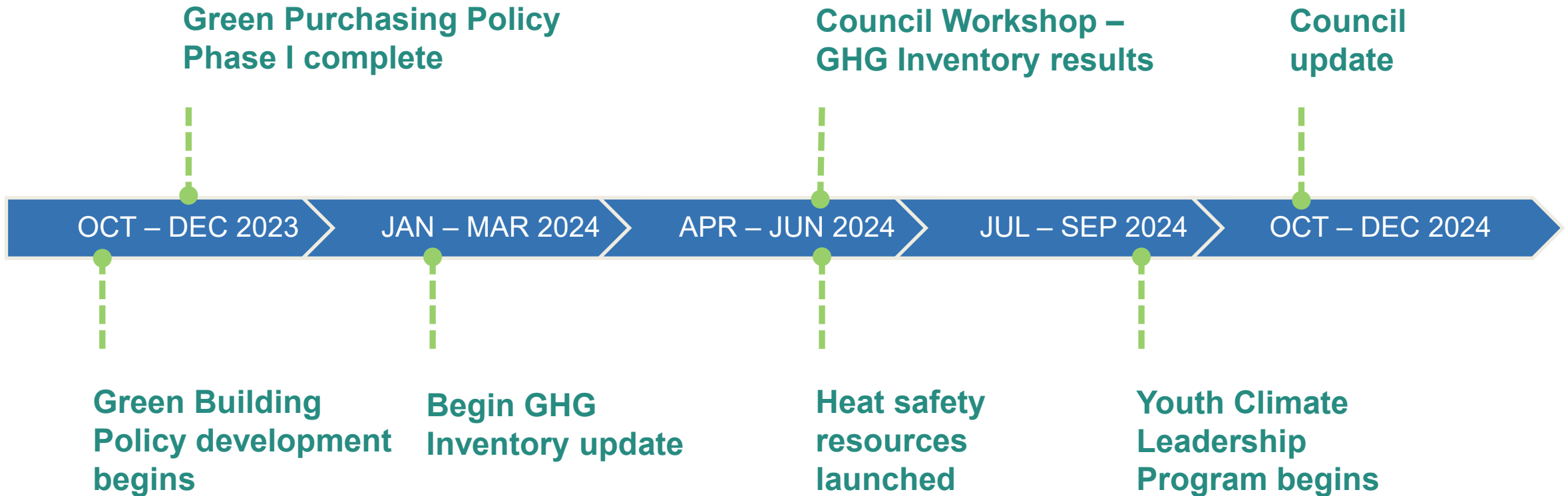
Looking Forward

Significant Climate Efforts for 2024

- **Community-wide EV Strategy**
Defining the role of City in EV infrastructure
- **Green Building Policy Development**
Guiding future construction in Vancouver
- **City Solar and EV study**
Assess City facilities for solar and EV charging
- **Youth Climate Leadership Program**
Support emerging youth and BIPOC climate leaders
- **Enhanced Heat Safety Capabilities**
Safeguard vulnerable community members
- **Green Procurement Policy**
Embed sustainability throughout our work

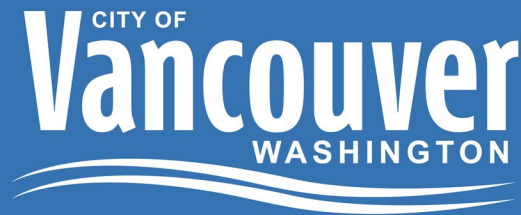
Continue to integrate climate goals into large-scale City projects.

Upcoming Climate Milestones



Thank You

To learn more, visit
cityofvancouver.us/climate



MEMORANDUM

DATE: Oct. 23, 2023

TO: Mayor and City Council

FROM: Eric Holmes, City Manager
Lon Pluckhahn, Deputy City Manager

RE: **Climate Action Framework Progress Update**

CC: Aaron Lande, Policy & Program Manager, CMO
Rebecca Small, Senior Policy Analyst, CMO
Stacey Dalgaard, Associate Climate Program Coordinator, CMO

Introduction

The City of Vancouver Climate Action Framework (CAF) is Vancouver's blueprint to reduce greenhouse gas emissions and build resiliency to climate change impacts. The CAF contains 14 key strategies and over 80 individual actions to facilitate a just and equitable transition to community-wide carbon neutrality by 2040 and to build the City's resilience to the impacts of climate change.

The workshop today will review progress made during the past 10 months since the Framework's adoption in each of the 6 sectors of the CAF: Equity and the Green Economy; Buildings and Energy; Transportation and Land Use; Natural Systems; Solid Waste and Wastewater; and City Governance.

The purpose is to familiarize City Council with the early efforts that are currently underway, to preview significant climate-specific efforts that staff will be moving forward in the next two years, and to provide a timeline with key Council touchpoints and Climate program milestones through the end of 2024.

Overview of CAF Progress

Since its adoption by Council in December 2022, City departments have worked to integrate climate action into their plans and budgets, build up their program teams, develop community partnerships, apply for grants, and lay the groundwork for the next 15 years of climate action.

In the 2023-24 Biennium Budget, 37 budget requests were approved for initiatives with an identified climate benefit for a total investment of \$11.7 million over two years. These requests included 5 new FTE and 1 new limited-term position, equipping departments with critical staff capacity needed to implement the many new projects and programs outlined in the CAF.

City teams have also brought in substantial outside funding to support climate action: to date in 2023, the City has been awarded \$1.3 million in state, federal, and regional funds for climate-focused projects.

A full report of CAF progress by sector is included as **Attachment A**.

Early Action Package update

In June 2022, Council adopted the Early Action Package as part of the Climate Priority Declaration - a list of 13 climate actions that community stakeholders recommended for immediate implementation even before the full CAF was adopted by Council. A table summarizing the Early Actions' status and their integration into the CAF is included as **Attachment B**.

City of Vancouver Green Fleet Conversion Plan Update

In previous climate touchpoints with Council, Councilmembers have expressed a particular interest in efforts to reduce carbon emissions from the municipal fleet. General Services and Public Works Fleet Services have prepared a memorandum to provide more information on their coordinated efforts toward achieving Council's stated GHG reduction targets. This memo is included as **Attachment C**.

Next Steps

Although the City is off to a strong start, much more work lies ahead if Vancouver is to achieve its goals of a just transition to carbon neutrality and community resilience. Key efforts moving forward in the next two years to accelerate progress toward our goals may include, but are not limited to:

- **Youth Climate Leadership Program:** A new program to support emerging youth and BIPOC climate leaders.
- **Enhanced Heat Safety Capabilities:** Strategies to safeguard vulnerable community members.
- **Green Procurement Policy:** Embedding sustainability in City purchasing.
- **Community-wide EV Strategy:** Define the City's role in expanding and accelerating access to electric mobility.
- **Green Building Policy Development:** Guiding future construction in Vancouver.
- **City Solar and EV study:** Assess City facilities for solar and EV charging installations.

An updated greenhouse gas (GHG) inventory of municipal and community-wide emissions will be conducted in early 2024, which will provide the City's first assessment of the measurable impacts of these early actions on GHG emissions. The results of this inventory will be shared with Council in late spring of 2024.

Attachments:

A: 2023 Progress Report

B: Early Action Package update

C: City of Vancouver Green Fleet Conversion Plan Update memo

Rebecca Small, Senior Policy Analyst, City Manager's Office
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Attachment A: 2023 Climate Action Framework Progress Report

City of Vancouver Climate Action Framework



The CAF in Action

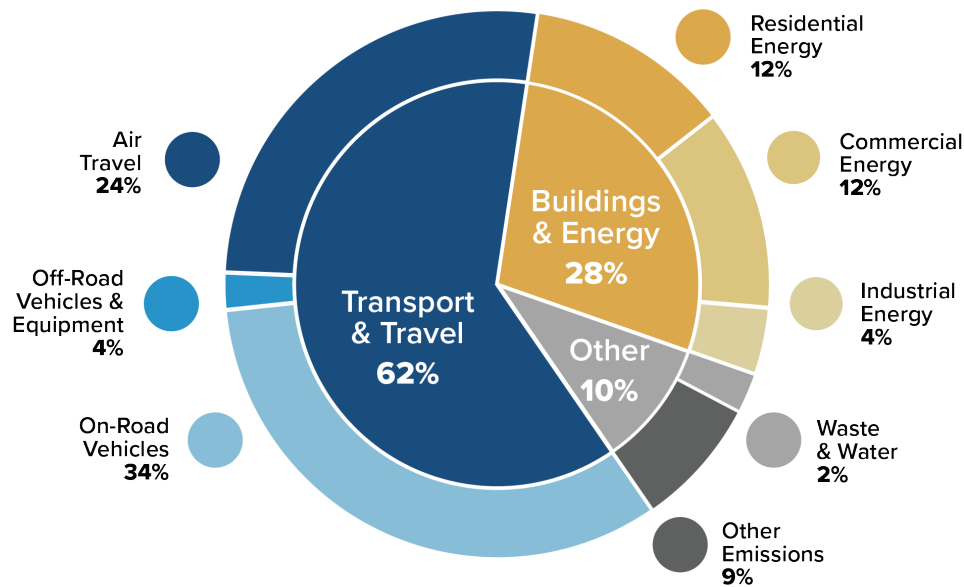
The City of Vancouver adopted its first Climate Action Framework (CAF) in December 2022, a blueprint to rapidly reduce greenhouse gas emissions and build resiliency to climate change impacts for all residents. In the first 10 months of action, the City has taken on significant efforts to reduce the carbon footprint of government operations, added staff capacity to shepherd a just community transition, and initiated the development of new programs to support community resilience and leadership. Staff are laying the foundation for

transformative climate action throughout Vancouver with new studies, community engagement, and policy development to shape upcoming investments while capitalizing on low-hanging fruit opportunities wherever possible.

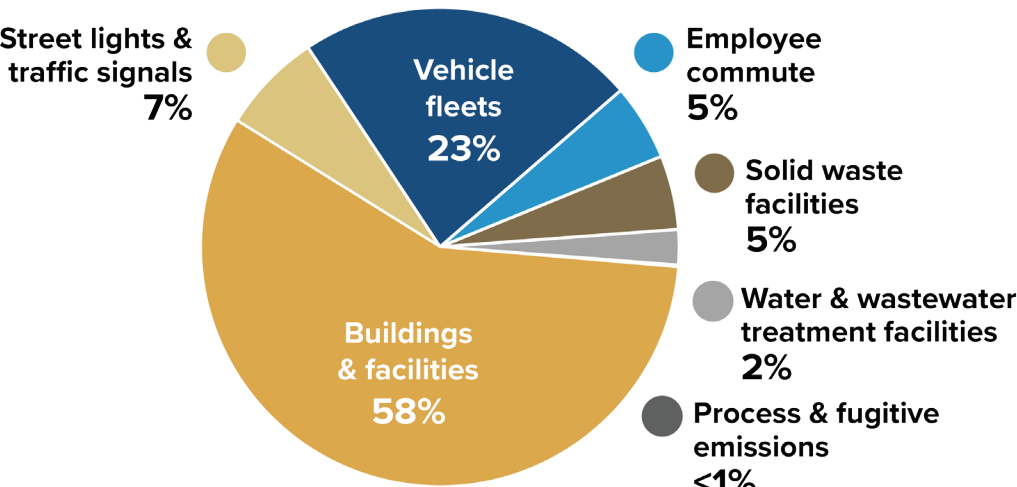
The following progress report highlights major climate initiatives underway by the City to meet our target of an 80% reduction in municipal greenhouse gas (GHG) emissions by 2025 and community-wide carbon neutrality by 2040.



Community emissions (2019)



Municipal emissions (2019)



Equity & Green Economy

Strategies

1. Enhance resilience of overburdened communities
2. Build a more community-driven, circular economy
3. Support growth of the green technology workforce

Approach

A just transition requires that our work be guided by those who are disproportionately impacted by climate change while ensuring that all community members benefit from climate investments and the growth of the green economy. Early work in this sector aims to enhance the safety of Vancouver's most vulnerable residents and build capacity for community leadership.

Key Efforts



Youth climate leadership program

The City will support emerging leaders from marginalized backgrounds to engage in climate action and community advocacy through a new program for high school-aged youth. Launching in Fall 2024, participants will be exposed to place-based climate change issues, City government resources and public policy processes, and collaborative problem solving.



Improving resiliency at emergency response centers

With a \$100,000 grant from Department of Commerce, the City is conducting feasibility studies to install solar power with backup battery storage at emergency response centers distributed geographically across Vancouver, including Firstenburg Community Center, Marshall Community Center, and key police precincts in underserved areas.



Enhanced heat safety capabilities

Staff will engage with community organizations, shelter and resource providers, and regional emergency managers to identify and coordinate culturally responsive and inclusive strategies to enhance the resilience of vulnerable community members during increasingly dangerous and disruptive extreme heat and other climate change-induced events.

Next Steps

Staff will update the City of Vancouver Natural Hazard Mitigation Plan chapter in early 2024 to ensure climate risks are adequately addressed. Staff will also explore options for improved access to community garden resources and opportunities to collaborate with community-driven Green Schoolyards initiatives.



Other Efforts

- Green workforce development through new **urban forestry paid job training** for young adults
- City's first public **Climate e-newsletter** launched

Challenges

Additional staffing and budget needed to implement and expand program priorities in Climate Action Framework

Buildings & Energy

Strategies

1. Increase use and storage of renewable energy while reducing consumption.
2. Decarbonize homes, businesses, and other buildings.

Approach

Early efforts in this sector have focused on shifting to renewable power and aggressively cutting the carbon footprint from government buildings, the largest source of municipal emissions. By leading the buildings and energy transition at City facilities, staff will be better positioned to serve as a resource to building owners citywide as they work towards compliance with WA Clean Building Standards. Staff have also begun the development of Vancouver's first Green Building Policy—a policy that will lay the foundation for future sustainable development community-wide.

Key Efforts



Municipal building assessments

Expert assessments of City facilities are underway to identify energy efficiency improvement projects and opportunities to swap gas-powered systems for lower-emission electric systems. Consultants will also review facilities for compliance with WA Clean Building Standards.



Switching to renewable energy sources

In September, the City purchased a 10-kW share (the maximum amount allowed) of Clark PUD's new Community Solar East project.

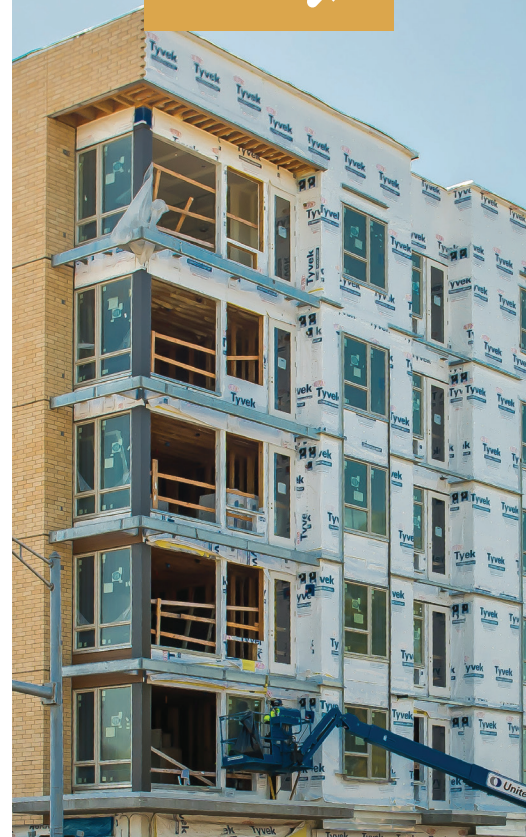


Comprehensive Green Building Policy

A consultant team has been hired to support development of the City's first comprehensive Green Building Policy, which will guide the construction of sustainable buildings that support our climate goals. Stakeholders will be engaged in a collaborative policy development process, with regular updates to Council throughout the process.

Next Steps

Integrating CAF Actions into all future facility capital projects: General Services created a tool to evaluate all City facility capital projects in development for compliance with other actions from the CAF, ensuring that factors like tree canopy and energy efficiency upgrades are integrated.



Other Efforts

- New solar array to **reduce on-site electrical usage by 80% at Pearson Airport** with \$237K WSDOT Sustainable Aviation Grant
- Municipal studies to determine siting and installation of **solar energy generation and EV charging infrastructure across City-owned facilities**

Challenges

Additional long-term staff capacity with engineering and electrical expertise will be needed to implement recommendations from the municipal Building Assessments project and to maintain new HVAC, solar, and EV systems.

Transportation & Land Use

Strategies

1. Create neighborhoods that support clean modes of transportation.
2. Shift driving trips to clean, active modes of transportation.
3. Decarbonize and electrify vehicles.

Approach

Transportation is Vancouver's largest source of emissions. Making headway in this sector requires transformative changes in Vancouver's transportation systems and the very form of the neighborhoods those systems connect. Foundational planning efforts underway will lay the groundwork for communities where residents can meet their daily needs with a 15-minute walk, roll or transit trip. The City has also cut municipal transportation emissions through early adoption of low-emission fuels and by prioritizing the purchase of hybrid and electric vehicles as gas vehicles are retired.

Key Efforts



Transportation System Plan update

The Transportation System Plan (TSP) sets climate-friendly transportation policies and programs into motion. The TSP contains more than 300 projects that advance climate goals and performance metrics to help us measure our climate progress.



Comprehensive Plan update

The Comp Plan implements the City's land use policies and is the single greatest mechanism for determining how people will travel and build for decades to come. Climate is integrated into the plan framework, and staff are analyzing growth scenarios for their effectiveness in increasing travel options and reducing vehicle miles traveled.



Complete Streets

The City has initiated 10 Complete Streets projects, encouraging shifts to green modes of transportation by addressing safety issues and improving the traveling experience for people on foot, using transit, bicycling, and using mobility devices (as well as driving) along key routes in Vancouver.

Next Steps

Community engagement to inform the development of the Comprehensive Plan will be ongoing throughout 2024. Departments will also continue to integrate cleaner alternative fuels for municipal vehicles and acquire hybrid and electric vehicles.



Other Efforts

- **Safe Routes to School programming** to make it easier for children to walk and bike to school safely
- 17 new **electric and hybrid-electric vehicles** introduced into municipal fleet
- All City-owned diesel fleet equipment converted to **renewable R99 fuel**, reducing diesel emissions by up to 75%

Challenges

- Transitioning low-density, auto-oriented land use patterns to walkable 15-minute neighborhoods will take many years
- Disruptions in procuring electric fleet vehicles tied to external market forces and manufacturer delays

Natural Systems & Water Resources

Strategies

1. Increase carbon storage in trees, vegetation, and soil
2. Improve ecosystem resilience
3. Conserve water resources

Approach

Healthy natural systems help us adapt to and mitigate climate change impacts by sequestering carbon, building resilience to extreme events, using water more efficiently, and providing essential ecosystem services that our communities depend on. Climate actions in this sector require a shift in how we design and manage landscapes from our backyards to City parks. Leading by example, the City has increased tree planting, expanded landscapes with native and drought-tolerant species, and improved soil health throughout municipal properties to sequester carbon and demonstrate new, climate-friendly models of landscape care.

Key Efforts



Accelerating Tree Canopy Goals

The City is doubling its tree planting capacity. In addition to increased funding in the City's 2023-24 budget, the department was awarded a \$300,000 USDA Forest Service grant to develop a new Urban Forestry Workforce Development Program and invest in underserved communities. In 2024-25, the City will train at least 4 new skilled workers and plant 4,000 urban trees.



Native & Climate-Resilient Plantings

In the past year, 2,476 native plants, trees, and habitat features were installed in demonstration pilots at local parks and another 12K in urban greenways and shoreline habitat areas like Burnt Bridge Creek. Naturespaces and Greenways programs are key outreach strategies to promote climate-resilient landscapes, soil health, and water quality benefits.



Carbon Sequestration on Public Lands

Increased use of mulch and compost has improved the carbon sequestration potential of soils and reduced the use of synthetic fertilizers in municipal landscaping and urban forestry projects. Multiple departments are testing models for transitioning high-maintenance turf landscapes.

Next Steps

The department will identify additional opportunities to convert park landscapes and deepen community engagement in natural climate solutions. Staff will also initiate a Natural Systems internal workgroup to share best practices and strategies for transitioning and managing naturalized landscapes between Parks, Forestry, and Operations.



Other Efforts

- More than 5,500 contacts to **educate and engage community members** on climate-resilient landscapes
- Strengthening **Critical Areas Ordinance** to incorporate best available science for environmentally sensitive areas
- Continued high-quality maintenance of street trees with **95% survival rate of newly planted trees**

Challenges

- Access to staging areas for materials and affordable native plant stock
- Training and capacity to design, retrofit, and manage naturalized landscapes
- Community buy-in to reduce turf and design parks with more natural areas
- Additional staffing and budget to implement and expand program priorities in Climate Action Framework

Solid Waste & Wastewater

Strategies

1. Require recycling and organic material management
2. Zero out emissions from wastewater operations

Approach

Shifting our community mindset in this sector from waste management to resource recovery helps achieve multiple climate goals, including reducing potent greenhouse gas emissions, generating renewable energy, and relieving pressure on precious natural resources. The City has completed planning phase 1 of 3 for the Wastewater Solids Renewal Program and adopted a Compost Procurement Ordinance that prioritizes the use of finished compost from locally diverted organic matter (e.g. yard debris, food scraps, etc.) in City operations and projects. Further actions in this sector rest on large-scale infrastructure upgrades, and foundational planning is underway to achieve our climate priorities.

Key Efforts



Wastewater Solids Renewal Program

The City is evaluating a shift in wastewater management that could produce beneficial end products and renewable energy while reducing carbon emissions. The project team has developed a decision framework to evaluate wastewater treatment alternatives and is preparing to collect community input to inform this generational investment.

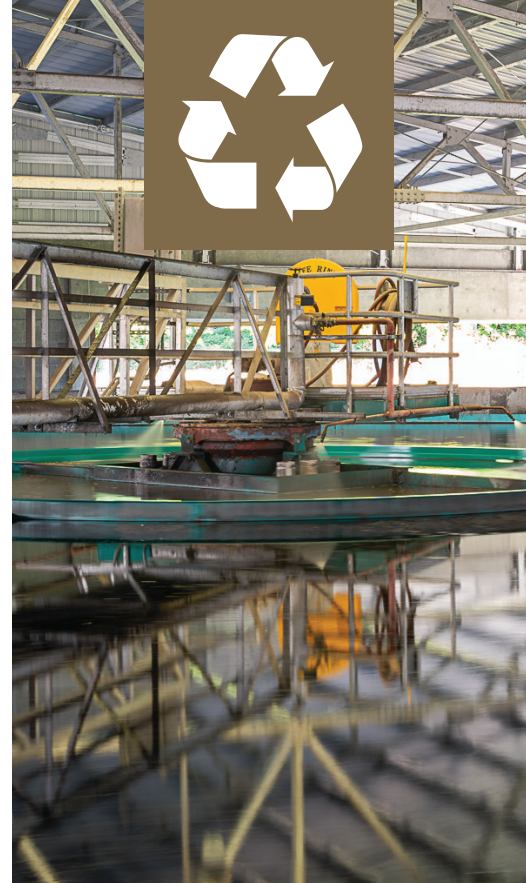


Organic Waste Diversion Planning

Expanding organics management in Vancouver requires interjurisdictional policy change and coordination. The department is actively engaging County-led planning efforts and our transfer station contract that underpin City climate priorities to ensure a strong foundation for citywide composting and organics diversion and other emissions reductions in our solid waste collection and transfer system.

Next Steps

The City will evaluate wastewater treatment alternatives based on core service values that include climate, environmental health, and equity. Community engagement will shape how wastewater solutions are prioritized. Departments will also work with the County to align solid waste management plans and contracts with the City's climate goals.



Other Efforts

- Continued **community education and resource programs** to improve citywide waste diversion, including free RecycleU classes, Neighborhood Cleanup events and mini-grants, and yard debris coupons

Challenges

- Regional organic waste infrastructure limitations; funding for capital improvements
- Success in organics management tied to outside agencies
- City Green Teams, Facilities and janitorial services support to expand waste diversion at City buildings
- Additional staffing and budget needed to implement new programs in Climate Action Framework

City Governance

Strategies

1. Mainstream sustainability at the City, including staff capacity.

Approach

Climate action begins with leadership, and the City aims to be a climate leader for the Vancouver community. The early work of this sector has focused on embedding sustainability into everything that we do, from the plans and projects that we deliver for the community to the supplies and equipment that we use to get the job done. Departments have also added critical staff positions so that their teams have the capacity to deliver on all the new work and ambitious strategies outlined in the CAF.

Key Efforts



Adding critical staff capacity

The 2023-24 biennium budget included five new permanent FTE and one Limited Term position across departments to support the implementation of more than 80 actions listed in the CAF, including an Associate Climate Program Coordinator in the City Manager's Office—the City's first full-time position dedicated entirely to advancing climate action.



Green Procurement Policy

Phase I of the City's new Green Procurement Policy will be introduced in 2023 and will focus on guidance for common workplace purchases such as office equipment and supplies, food for meetings and events, and cleaning products. Upcoming phases will cover contracted services and large equipment purchases.



Two-Cycle Equipment Transition

Two-cycle engines, typically found in leaf blowers, chainsaws, and other landscaping equipment, are known to be particularly inefficient and polluting. Staff will pilot new electric equipment in 2024 as well as consider approaches to help small businesses transition to cleaner tools that can still get the job done.

Next Steps

Staff will begin work on updating the City's Greenhouse Gas Emissions Inventory in early 2024. Staff will also begin coordination efforts to establish "Green Teams" to support City staff in leading sustainability initiatives in their departments or buildings.



Other Efforts

- **Reducing employee vehicle trips** through efforts like the Commute Trip Reduction Program, expanded incentives for walking or cycling to work, and offering an electric mobility demo day for employees to test ride e-bikes and scooters
- The **Climate Priority Declaration** was adopted by Council in June 2022

Challenges

Additional staffing needs across City departments to implement and expand program priorities in the Climate Action Framework.



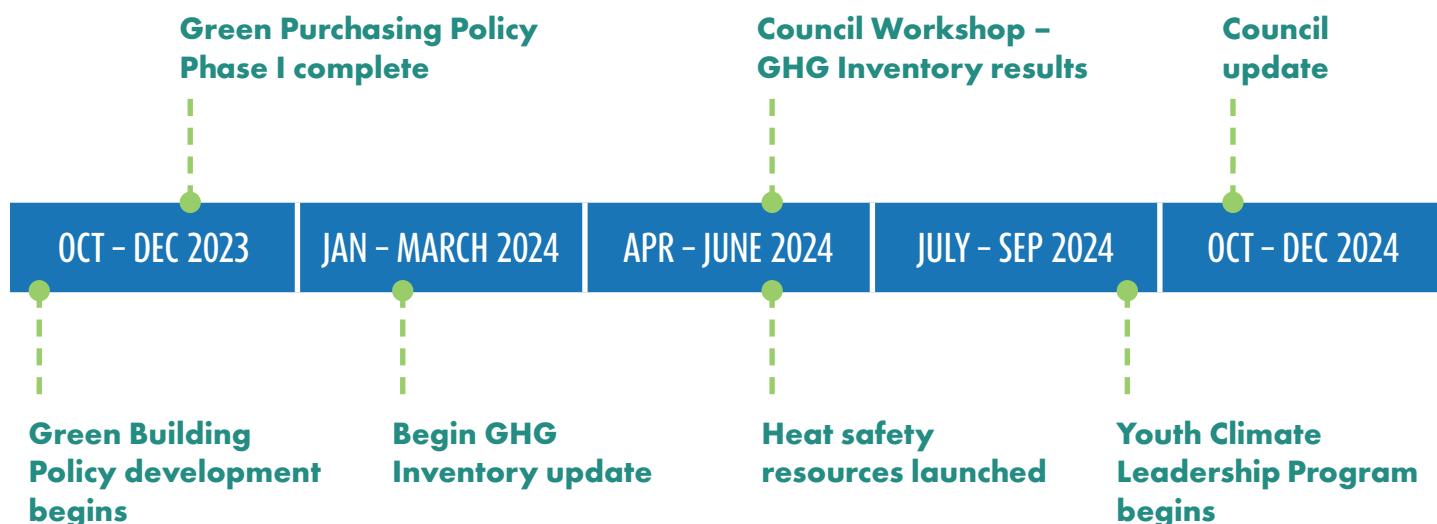
Looking Ahead

Our society spent many generations building the systems currently in place for transportation, designing cities, constructing and operating buildings, providing power to our cities, managing our natural resources and disposing of our waste. Transitioning these systems to carbon-neutral operations that serve all residents equitably will take time, but the City of Vancouver is building the foundations for these transitions today. In the next two years, the City will complete and adopt landmark plans that will ensure we build, travel, and grow in the direction of our climate goals. The City will also continue to advance its early work to improve community resilience so that those most vulnerable to the

impacts of climate change have protection and the resources they need to adapt.

Recognizing that reaching our climate goals will require diligent oversight and continuous improvement, the City is committed to conducting regular updates to our GHG Inventory and revising our CAF strategies accordingly. Staff will also meet regularly with Council to provide progress updates on key climate-focused efforts. The timeline below shows the anticipated schedule of the upcoming 2024 GHG inventory update, some key climate-focused efforts, and checkpoints with Council planned through the end of 2024.

Major Climate Efforts Coming in 2024



Attachment B: Early Action Package Update

In June 2022, Council adopted the Early Action Package as part of the Climate Priority Declaration. The Early Action Package is a list of 13 climate actions that community stakeholders considered to be high priorities recommended for immediate implementation, even before the full CAF was adopted by Council.

CMO staff have been tracking the Early Action Package as a stand-alone program since its June 2022 adoption. However, since all Early Actions were subsequently incorporated into the CAF, going forward they will be tracked as parts of the CAF instead of as a stand-alone package.

Table 1 (below) summarizes the Early Action Package items, their status, and the respective CAF action(s) into which they were incorporated. All actions in this package are either in progress or completed.

Table 1: Early Action Package actions	Status	CAF Integration
Buildings & Energy		
1. Develop a comprehensive green building policy for City-owned and occupied buildings and the private sector that is consistent with or exceeds state standards.	In Progress	BE-1.7 Green building policy (public) BE-1.8 Green building policy (private)
2. Expand energy and water conservation retrofits and operational improvements to all municipal buildings and operations, beginning with retrofits that staff have already identified as feasible and promising investments.	In Progress	BE-1.10 Municipal energy and water savings
3. Work with CPU to transition to 100% renewable energy for electricity use in municipal buildings, starting in 2021.	In Progress	BE-1.5 100% renewable energy for municipal buildings
4. Work with CPU and NWN to subsidize home energy efficiency and weatherization retrofits for affordable housing units and housing that serve low-and fixed-income populations.	In Progress	BE-1.1 Community energy efficiency incentives EQ-1.9 Air conditioning & filtration retrofits
(continued on pg 2)		

Early Action Package actions (continued)	Status	CAF Integration
Transportation & Land Use		
5. Partner with CPU, C-TRAN, and Waste Connections to expand electric buses and electric contracted waste collection vehicles, prioritizing implementation in communities overburdened by local air pollution and with higher rates of asthma and other respiratory ailments.	In Progress	TLU-3.22 Transit & waste collection fleet electrification
6. Develop and implement a fleet EV charging infrastructure program.	In Progress	TLU-3.19 EV infrastructure planning and implementation
7. Introduce a policy to replace City fleet vehicles with electric at the time of replacement. This policy applies to City-owned cars and light- and heavy-duty trucks.	In Progress	GOV-1.4 Environmentally Preferable Purchasing (EPP) policy; TLU-3.19. EV infrastructure planning and implementation
Solid Waste		
8. Develop and enforce a City of Vancouver environmentally preferable purchasing policy (EPP).	In Progress	GOV-1.4 Environmentally Preferable Purchasing (EPP) policy
9. Require food waste composting and glass and co-mingled recycling at all City buildings and for all municipal operations.	In Progress	SW-1.2 Municipal recycling & composting
Water & Wastewater		
10. Develop a solids management and resource recovery plan for wastewater facilities that generate renewable energy and beneficial materials.	In Progress	SW-2.6 Solids management and resource recovery plan
Governance		
11. Release a supplemental climate and sustainability priority declaration.	Complete	GOV-1.2 Climate priority declaration
12. Build critical staff capacity to support CAF development and implementation.	In Progress	GOV-1.1 Critical staff capacity
13. Establish a municipal energy fund to create a self-sustaining source of funds for investing in energy-efficient municipal operations.	In Progress	GOV-1.8 Municipal energy fund

Attachment C: City of Vancouver Green Fleet Conversion Plan Update memo



MEMORANDUM

DATE: August 25, 2023

TO: Eric Holmes, City Manager

FROM: Fleet Services, Public Works Department & General Services Department

RE: City of Vancouver Green Fleet Conversion Plan Update

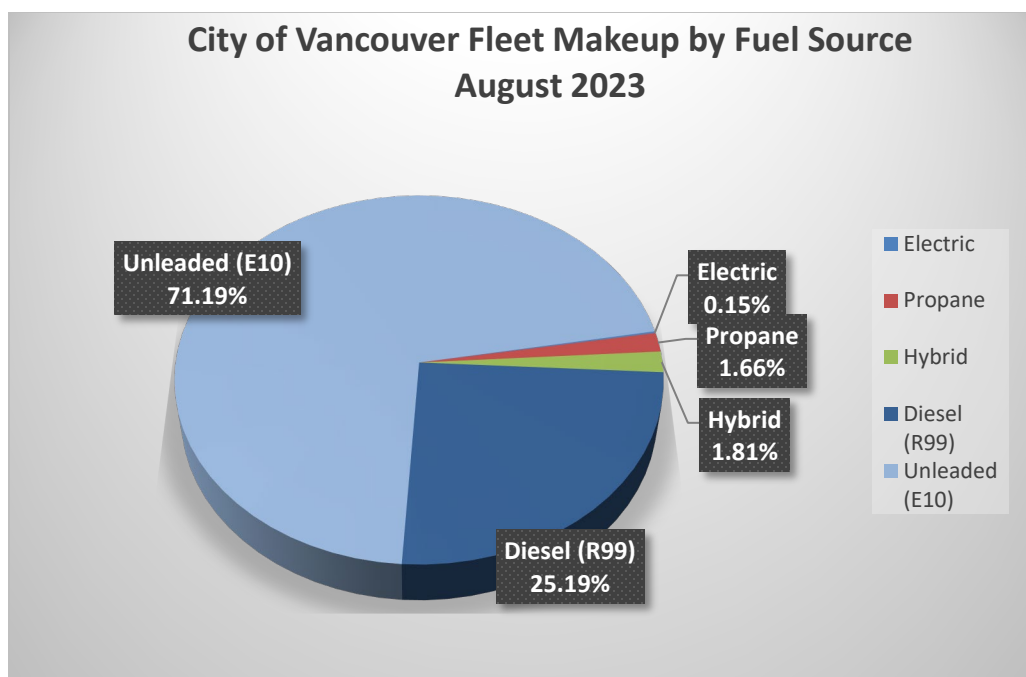
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Purpose

The purpose of this memorandum is to communicate the coordinated effort by General Services and Public Works Fleet Services progress to achieve Council's goals of greenhouse gas emission reduction targets and carbon neutrality by 2040.

Background

The City of Vancouver Public Works Fleet Services (PWFS) has a varied makeup of vehicles that support operations for the City. As of August 2023, PWFS has identified 663 assets in-service that are powered by a fuel source*. A breakdown of how City of Vancouver fleet is powered currently is reflected below.

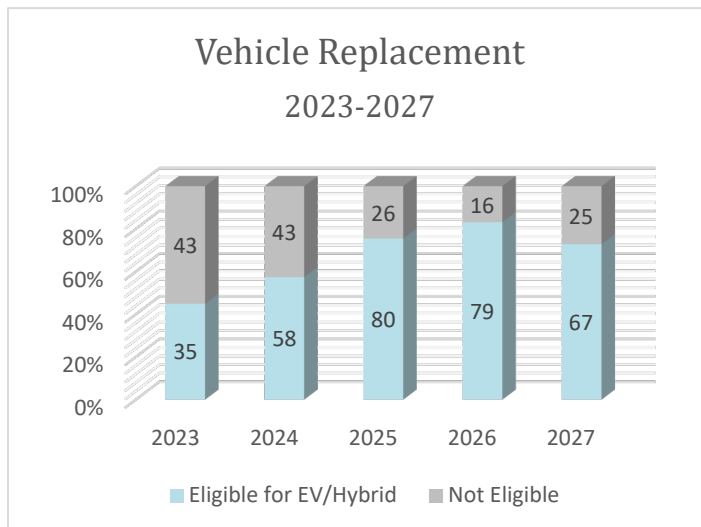


*excluding items like trailers and other assets not supported by fuel

Of those vehicles, there are approximately 400 eligible, as of August 2023, for zero-emission or low-emission alternatives based on current manufacture technology and operational readiness.

The City's approach is to not replace all vehicles at once, but rather to replace when the lifecycle of a vehicle is met or an addition to the fleet occurs. This methodical approach to the change of the fleet creates sustainability in operations and effective use of taxpayer funds. Based on current replacement modeling, the City will replace ~319 vehicles by 2027 with alternative technology and fuel sources.

The City's current fleet is now being fueled with cleaner burning fuels. Fuel options currently utilized includes unleaded (E-10) to replace traditional gasoline and has converted to renewable diesel's R99 blend, known to be the cleanest burning diesel available as of August 1, 2023.



Current Status

As supported by the RCW 43.19.648 and the Climate Action Framework approved in December 2022, PWFS has made progress while navigating the difficult contract and supply chain climate of the last few years. Itemized below highlights that progress through August 2023.

- Additional purchases to the fleet and replacement of current fleet totaled 38 assets with alternative fuels/technology. The makeup of those in-service or on order are listed below:
 - Bi-Fuel: 18 Ford Trucks and 3 Ford Transit Vans that are equipped for propane conversions.
 - Electric: 3 F-150 Lightnings for Grounds Maintenance, Police and Fire Departments.
 - Hybrid: 14, majority Ford Mavericks, purchased for various functions around the City.
- In response to the unavailability to order off existing contracts, as have traditionally been used, a collaborative effort between PWFS and City Finance utilized an alternative purchasing method called an Invitation to Bid (ITB), thus allowing the City to procure Vancouver Police's first electric vehicle.
- 50% of anticipated propane bi-fuel retrofits for 2023 have been successfully converted. This is for existing vehicles that are not due for replacement and have sufficient life left for use.
- Conversion from renewable diesel fuel R20 blend to R99 blend as of August 1st, 2023, which resulted in no increased cost to the City based on a successful partnership with SW Washington jurisdictions by developing a co-op contract.
- Hosting at CoV Public Works Operation Center for three electric street sweeper demos and attending Green Transportation Summit and Expo (GTSE) which provided a view of over 20 alternative units and opportunity to showcase the propane conversion in the main exhibit hall at the Green Transportation Summit and Expo in Tacoma, Washington.

To date, 10 electric vehicle charging stations have been installed in 2023, all of them at Police and Fire stations. This has enabled VPD and VFD to move their F150 lightning EV's between their sites as needed. An additional five to six charging stations are scheduled to be installed at the Operations Center in the first half of 2024 to support the transition of Operations vehicles to electric. The facilities team is also in the process of creating a strategic capital plan specific to EV charging stations in 2024 to help guide future capital investments.

Progress has not been without difficulties. The current climate for supply chain issues has seemed to lighten in recent months, but other difficulties are still causing disruptions in ordering and procuring electric fleet. Itemized highlights on the issues are below:

- 24 cancelled vehicle orders, 18 of which were Ford Interceptor Hybrids used by Vancouver Police in 2022. Due to operational need, unleaded (E10) fueled vehicles were procured.
- Contracts remaining closed for purchase with ambiguous open dates based on manufacturer model year allotment. This creates a level of unpredictability on when PWFS can procure and how many.
- Long lead times from the manufacturer. Some builds of vehicles can take as long as 18-24 months. Most average 8-12 months thus impacting the speed on the implementation of new vehicles. Before the pandemic the same types of assets would be delivered 60-120 days after order.

Next Steps

Moving forward, PWFS will continue to demo and roll out sustainable alternatives while still meeting our operational needs as a City. Some items on the horizon include:

- Continued purchases of eligible assets utilizing *WA Commerce Recommended Priority Alternative Fuel* flow chart for additional or replacement of vehicles where technology has been released to the market and to the extent is applicable and reasonable.
- Switching from bi-fuel propane autogas (aka liquefied petroleum gas or LPG) to renewable propane as soon as it is available, as early as 2024.
- Renewable unleaded rollout anticipated in 2025 pending availability and cost effectiveness.
- Continued representation in the following fleet association groups by PWFS staff:
 - NAFA – National Association of Fleet Administrators
 - PFMA – Public Fleet Managers Association
 - Columbia-Willamette and Western Washington Clean Cities
 - Green Transportation Summit and Expo

Staff Contacts

Tim Buck, Operations Manager; (360) 487-8261
Dan Zenger, Fleet Superintendent; (360) 487-8205
Amanda Akers, Finance & Logistics Supervisor; (360) 487-8255
Jacob Mahan, Management Analyst; (360) 487-8195
Geraldene Moyle, General Services Director; (360) 869-3990
Brian Taylor, Facilities Superintendent; (360) 784-0989



Fall 2023 Comprehensive Plan and Zoning Map and Text Amendments Vancouver City Council Workshop October 23, 2023



Bryan Snodgrass
Principal Planner
City of Vancouver Community Development Department

2023 Comprehensive Plan and Zoning Map and Text Changes – Workshop Outline

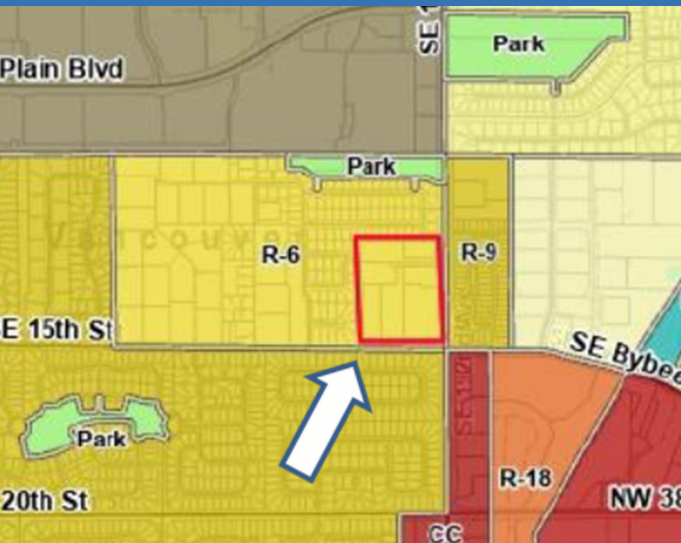
- Identify Council concerns and additional information needed prior to December 4 First Reading and December 18 Public Hearing
- Original October 10 Planning Commission hearing rescheduled to October 24
- To allow further Council discussion after Planning Commission hearing and potential community input, November 6 and if needed November 13
Communications time also reserved

**192nd Avenue
Comprehensive
Plan/ Zoning
Map Change -
UL/R-6 to UH/R-
22 on 9.8 acres
at the SE 192nd
Avenue and 15th
Street.**

**Planning Commission
(PC) hearing October
24.**



192nd Avenue Map Change – Background



- Proposal scaled back to R-22 from original R-30 request.
- Future development of 210-223-unit apartment complex of two and three-story buildings envisioned.
- Enhanced buffers and setbacks on north and west perimeter, and 5% of units affordable at 80% AMI; secured through a Development Agreement.
- Neighbor concerns focused on 15th Street and 192nd Avenue traffic, neighborhood character and growth
- Staff recommending approval to PC: Proposal facilitates needed denser and more affordable housing on major roadway with nearby park, and transit and commercial services.
- Enhanced buffering and two-story buildings included on north and west edge lessen impacts on adjacent neighborhoods. Street trees lessen visual impact to south and east.

192nd Avenue Map Change – Conceptual Site Plan

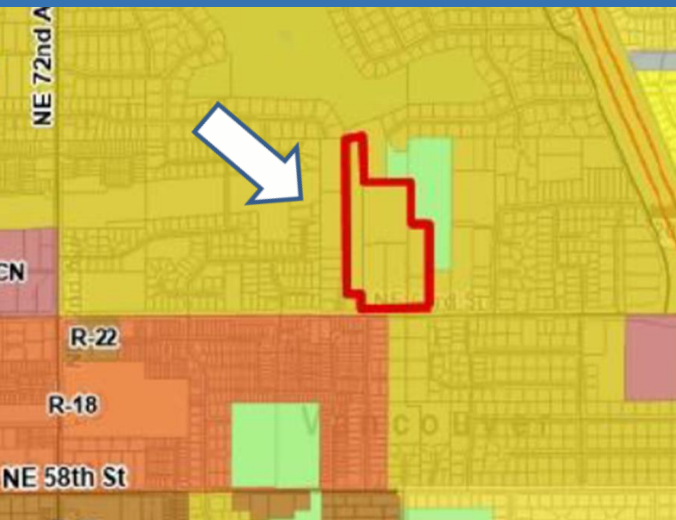


Wood Duck
Springs
Comprehensive
Plan / zoning
map change -
UL/R-9 to UH/R-
22 and
Commercial/CC
on 13 acres on
63rd Street.

Planning Commission
hearing October 24.



Wood Duck Springs Map Change – Background



- Proposal modified from original R-18 request.
- Future development of up to 248 market rate units envisioned, along with one-acre of commercial development.
- Two neighbor concerns to date, about access from the site to 63rd Avenue, and nearby traffic impacts to 84th Avenue
- Staff recommending approval to PC. Proposal facilitates needed denser housing on major roadway with commercial services and adjacent park.

CITY OF
Vancouver
WASHINGTON

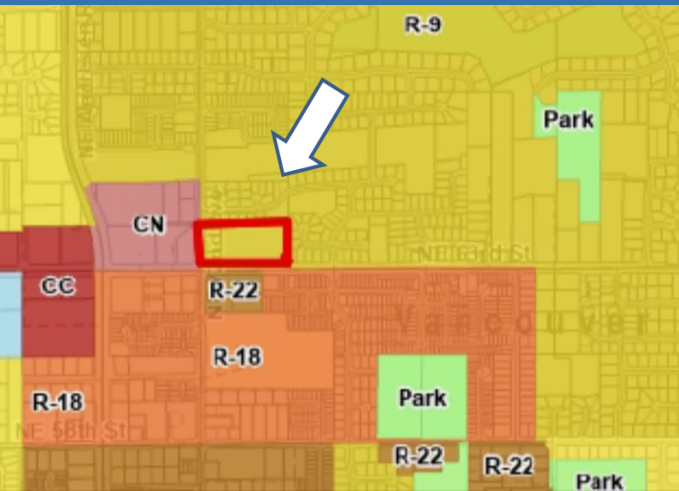


Miller Comprehensive Plan/zoning map change - UL/R-9 to UH/R-30 on 4 acres at 63rd Street and 72nd Avenue.

Planning
Commission hearing
October 24.



Miller Map Change – Background



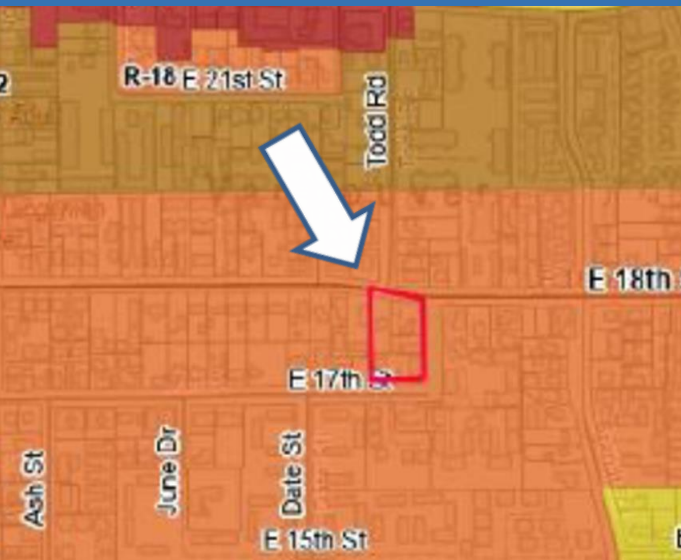
- Potentially up to 102 market rate apartment units. On-site wetlands likely to limit full development of site
- One neighbor concern to date about R-30 as opposed to R-22 density and related development quality
- Adjacent property on south side of 63rd Street developed for apartments by same applicant following zone change to R-22 in 2021
- Staff recommending approval to PC. Proposal facilitates needed denser housing on major roadway near transit and commercial services

Date Park Zoning Map Change – R-18 to R-30 on 1.2 acres south of Fourth Plain Blvd.

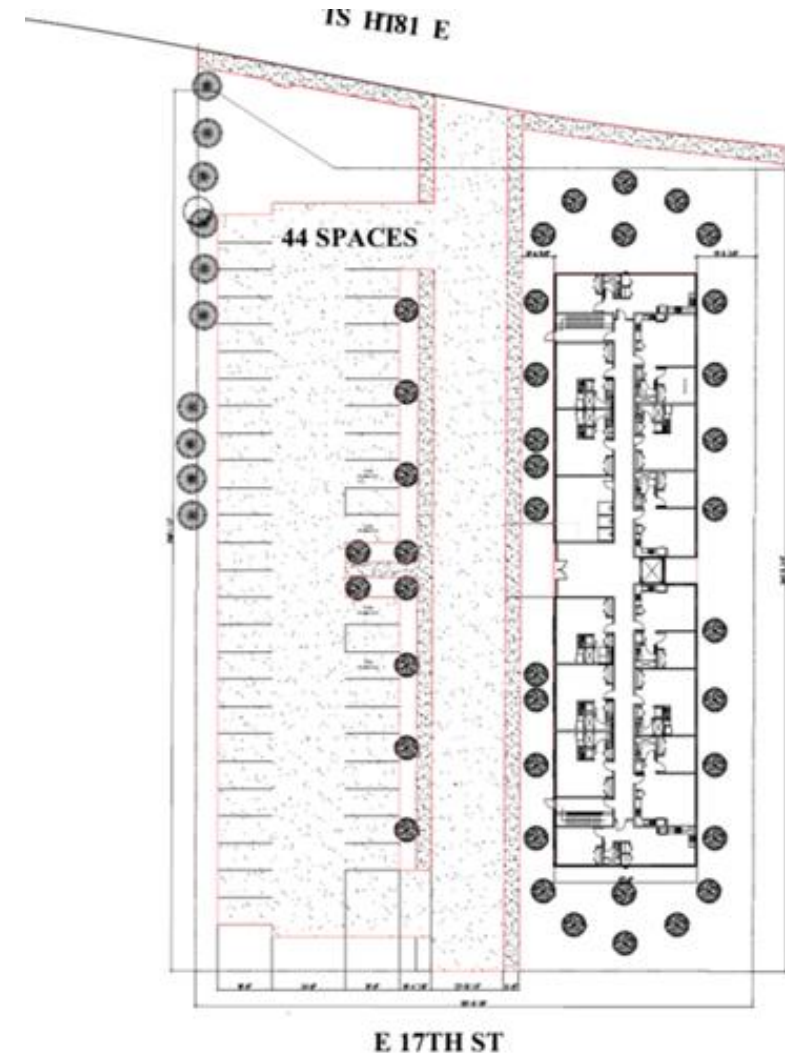
Planning Commission
hearing
October 24



Date Park Map Change – Background



- Conceptual site plan envisions 54 affordable housing units on east side of property adjacent to park, with parking on west side

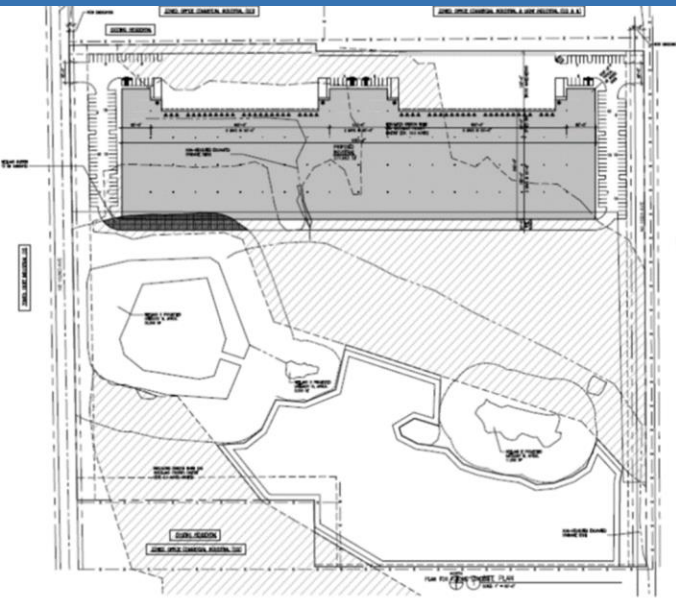


Burnt Bridge Creek West Zoning Map Change – OCI to IL on 33 acres southwest of Fourth Plain and 162nd Avenue.

PC recommended
approval 4-2 on
September 12.



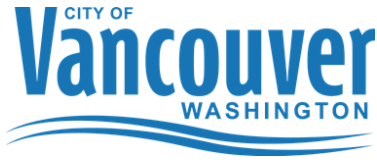
Burnt Bridge Creek West Map Change – Background



- Site plan envisions 278,000 sf warehouse on northern portion of site if rezone approved. Applicant study envisions 200-300 on-site jobs.
- Site heavily forested with Oregon White Oak trees, identified by state as Priority Habitat; VMC 20.740 Critical Areas Protection requires preservation of functions and values. Significant off-site mitigation required.
- Valid arguments for and against:
 - Staff recommend denial, finding rezone premature until resolution of citywide warehouse standards, Green Building Policy, and Comprehensive Plan update.
 - PC recommended approval 4-2, finding that Critical Areas Protection would apply under either designation, and proposed IL facilitates economic development sooner.

Proposed Comprehensive Plan and Zoning Text Changes (14 total)

- Comprehensive Plan text changes to add two individual downtown parking projects to capital facilities plan, and update public facilities chapter and Appendix to reference latest parks Comprehensive Plan.
- Zoning code text changes to definitions and use classifications, measurements, outdated references, submittal requirements, effective dates, and pre-existing home allowances in cluster developments.
- Zoning code text change to SEPA thresholds under VMC 20.790 SEPA as allowed by recent statutory changes intended to facilitate housing - exempt mid to small sized residential projects from requiring SEPA review unless critical lands or other factors are present to trigger review.



Memorandum

DATE: October 10, 2023

TO: Mayor and City Council

FROM: Bryan Snodgrass, Principal Planner, Community Development Department

RE: October 23, 2023 workshop for fall 2023 Comprehensive Plan and Vancouver Municipal Code Title 20 zoning map and text changes

CC: Eric Holmes, City Manager

I. Background

Proposed Comprehensive Plan and zoning map and text changes from private parties and City staff are reviewed annually by the Vancouver Planning Commission and City Council. With one exception, the 2023 items listed herein are scheduled for Planning Commission public hearing review on October 24, following a postponement of the originally scheduled October 10 hearing. These items were reviewed at Planning Commission workshops on July 25 and September 12, 2023.

The exception is the Burnt Bridge Creek West rezone, which the Planning Commission considered separately and recommended for approval by 4-2 vote at a September 12 public hearing.

A public hearing on the amendments addressed in this memorandum is scheduled for December 18, following First Reading on December 4. In order to allow for additional Council discussion following the Planning Commission hearing, Communications time has been reserved on November 6 and if needed November 13.

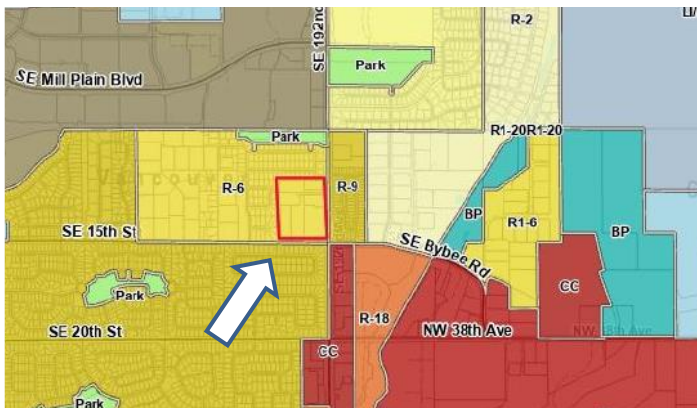
Public inquiries thus far have been limited, with the exception of the 192nd Avenue rezone and to a lesser extent Wood Duck Springs and Miller rezones described herein.

City long range planning, development review and transportation staff will be available at the October 23rd workshop to answer questions.

II. Proposed Amendments and Staff Recommendations:

A. Comprehensive Plan and zoning map changes

1. 192nd Avenue rezone – Urban Low Density/R-6 to Urban High Density/R-22 on 9.8 acres at the intersection 192nd Avenue and 15th Street



The site is in the Bennington Neighborhood and located in an area of detached single family homes to west and north zoned R-6, and across 15th Street and 192nd Avenue to the south and east zoned R-9. On the diagonally opposite corner of the intersection at 15th Street and 192nd Avenue are medical offices and restaurants zoned CC. Approximately 700 ft. north of the site is Columbia Tech Center that has a range of residential, commercial and employment activities.

The application originally proposed R-30 zoning, but has revised the proposal to R-22 following neighbor input. Future development of 210 to 223 housing units in two and three story buildings is envisioned, along with conversion of an existing single-family home on the site. Five percent of the units would be affordable to households earning 80% of Area Median Income (AMI) or lower. Enhanced buffering and setbacks are envisioned on the north and west property lines which immediately abut single family residential areas.

The applicant is working with staff to finalize a Development Agreement to ensure that future development follows a conceptual site plan with enhanced buffering and setbacks, provides for affordable housing as indicated, and addresses the City Council [Interim Green Building Policy](#).

Traffic analyses submitted with the original, denser application to R-30 indicated that future development would likely result in 1,457 more daily vehicle trips than under the current R-9 zoning, and approximately 89 more trips in the evening peak hour, with incremental increases in delay times at some nearby intersections but no significant change in Levels of Service. Further traffic analysis and review will be undertaken at the development review stage.

The C-Tran #37 bus runs north and south along 192nd Avenue abutting the site, with service between downtown and the Fisher's Landing Transit Center, at generally 15-minute intervals.

The site is served by Columbia Valley Elementary, Shahala Middle and Union High schools in the Evergreen School District. Information from the district on the enrollment status of those schools is pending, but overall the district has faced a general decline in enrollment from pre-pandemic levels. District school impact fees are \$3,753 per multi-family unit. Full development of the site as envisioned if the rezone is approved would result in \$1.1 million in impact fees towards District capital facilities.

City staff issued a recommendation of approval of the original rezone proposal to R-30 prior to postponement of the October 10 Planning Commission hearing, and is finalizing a similar approval recommendation for the revised R-22 zoning proposal for the rescheduled October 24 hearing. Staff finds that the proposal is consistent with VMC 20.285 approval criteria, and provides for needed higher density and affordable housing at a location on a major roadway with transit service, and in walking distance of a park and commercial services. The applicant proposes to provide enhanced setbacks and buffering on the north and west site borders directly abutting existing homes. Existing residential areas to south and east are separated from the site by SE 15th Street and 192nd Avenue, with visual impacts partially mitigated by street trees.

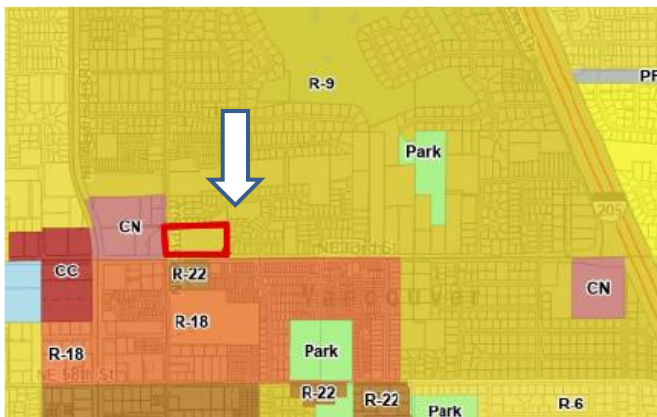
The need for smaller and more affordable housing is particularly acute given the housing affordability crisis and related local measures and state requirements. Locally these include establishment of a Vancouver Affordable Housing Task Force; formal declaration of an housing emergency; voter approval of a levy in 2016 and subsequent renewal in 2023; changes in local zoning standards and expansion of the Multi-Family Tax Exemption (MFTE) program; and recent initiation of the citywide Housing Action Plan intended among other things to facilitate increased

housing production, with a target of 2,500 housing units citywide per year, including 800 below market units, to address the local shortfall.

New state laws effectively require local governments in Clark County to collectively demonstrate capacity in their upcoming 20-year Comprehensive Plans to accommodate more than 100,000 additional housing units, affordable at various income levels (HB 1220); to effectively allow 4-6 units on almost all lots zoned for single family development (HB 1110), and to allow a minimum of two ADUs on single family zoned lots (HB 1337).

The applicant has provided additional public outreach through mailers and held two community meetings in Hanna Acres park near the site, the most recent on September 28 attended by approximately 20 neighborhood residents, City staff, and the applicant team. Neighborhood opposition to the proposal has emerged, with concerns around traffic impacts, particularly to 15th Street west of the site, and to 192nd Avenue, as well as neighborhood character, area growth, and public service impacts.

2. Miller – Urban Low Density/R-9 to Urban High Density/R-30 on 4.1 acres at 63rd Street and 72nd Avenue



The proposal is located on the northeast corner of the intersection 63rd Street and 72nd Avenue. The rezone site contains several existing single-family homes, outbuildings, and vacant land. North and east of the rezone site are single family homes zoned R-9. West across 72nd Avenue is a City of Vancouver Fire Station and training facility. To the south across 63rd Street are newly

constructed apartments (not shown in the above aerial) zoned R-22. The Miller rezone site is approximately ¼ mile west of the proposed Wood Duck Springs rezone site also under review in 2023, and approximately 900 feet east of a major commercial center at the southwest corner of 63rd Street and Andresen.

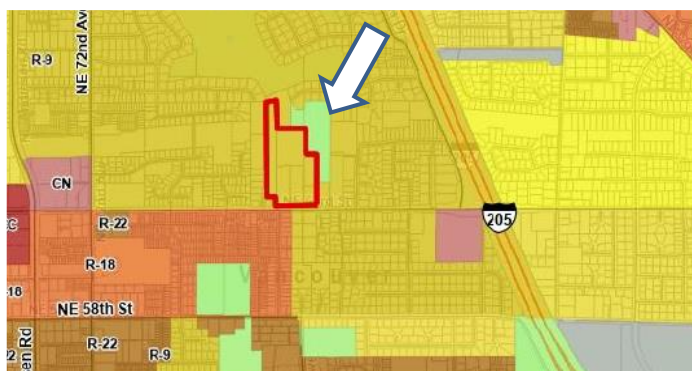
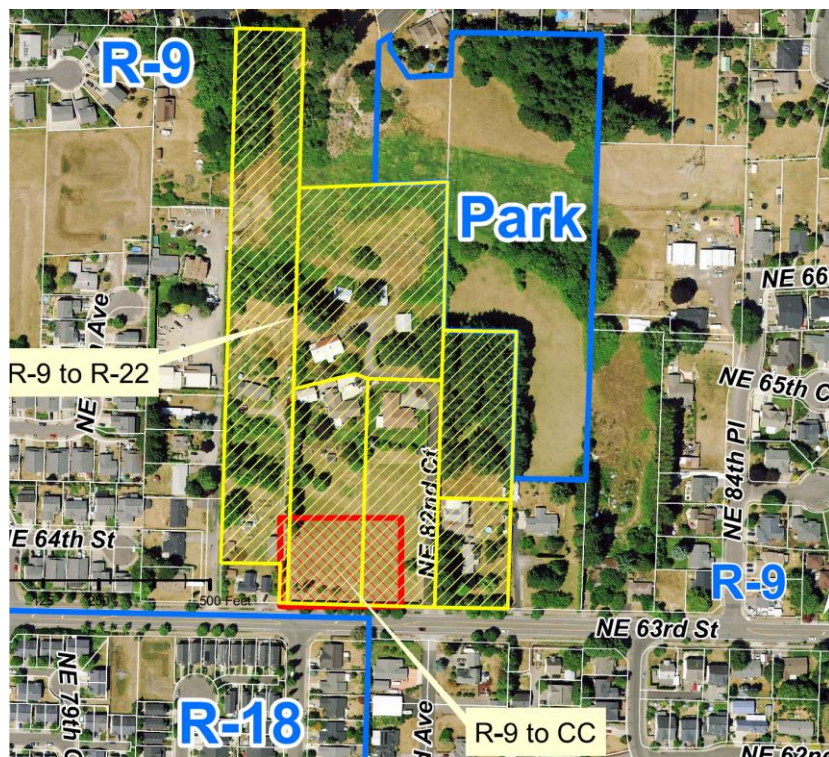
The rezone site contains extensive wetlands, so future development will not be able to utilize all of the property. Specifics will be determined at the time of site plan review. The site is served by Walnut Grove Elementary, Gaiser Middle and Fort Vancouver High schools in the Vancouver School District. Information from the district on enrollment status of those schools is pending, but overall the district has faced a general decline in enrollment from pre-pandemic levels. District school impact fees are \$2,486 per multi-family unit.

The C-Tran #32 bus runs north and south along Andresen Road approximately 900 feet west of the site, with service between downtown and the Vancouver Mall Transit Center, at generally 30-minute intervals.

No formal comments have been submitted to date. One individual contacted staff with concerns about the proposed density and potential quality of future development.

City staff is finalizing a recommendation of approval to the Planning Commission in advance of their October 24th public hearing. Staff finds that the proposal facilitates market rate multi-family housing along a major roadway in close proximity to transit and commercial services, in an area of Vancouver generally lacking higher density multi-family housing.

3. Wood Duck Springs – Urban Low Density/R-9 to Urban High Density/R-22 and Commercial /CC on 13 acres at 63rd Street and 82nd Court



The proposal is located on the north side of 63rd Street approximately one mile north of Vancouver Mall. The rezone site contains several existing single-family homes, outbuildings, and vacant land. North and east of the rezone site is Kelly Meadows Park, zoned R-9. East and west along 63rd Street are large lot single family homesites also zoned R-9. To the south across 63rd Street are smaller single- family homes zoned R-18 and R-9.

The application envisions likely development of the residential portion of the site with a mix of new market rate apartments and townhomes, and retention of two of the existing single-family homes. The application estimates a maximum of 283 units could be developed. If the rezone is approved, it would result in approximately 45% more daily trips than likely development under the current zoning. Potential users of the approximately one-acre commercial portion of the site are not known. The north central portion of the site contains wetland mapping indicators, which may reduce overall site development slightly, to be determined at the time of site plan review.

The site is served by the Walnut Grove Elementary, Gaiser Middle and Fort Vancouver High schools in the Vancouver School District. Information from the district on enrollment status of those schools is pending, but overall the district has faced a general decline in enrollment from pre-pandemic levels. District school impact fees are \$2,486 per multi-family unit.

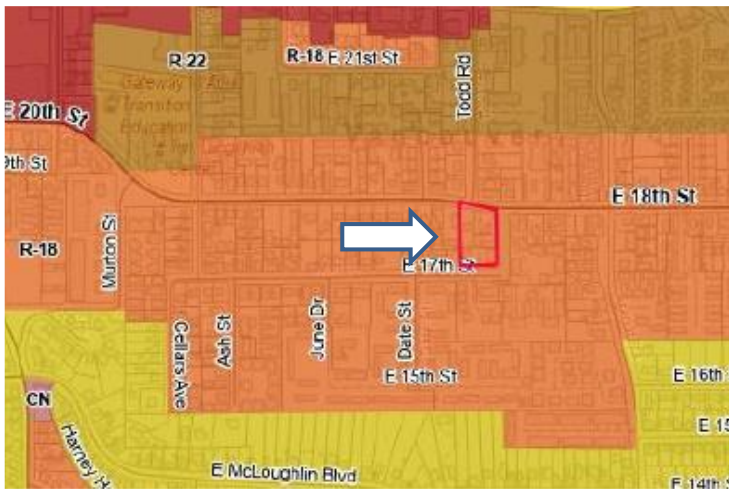
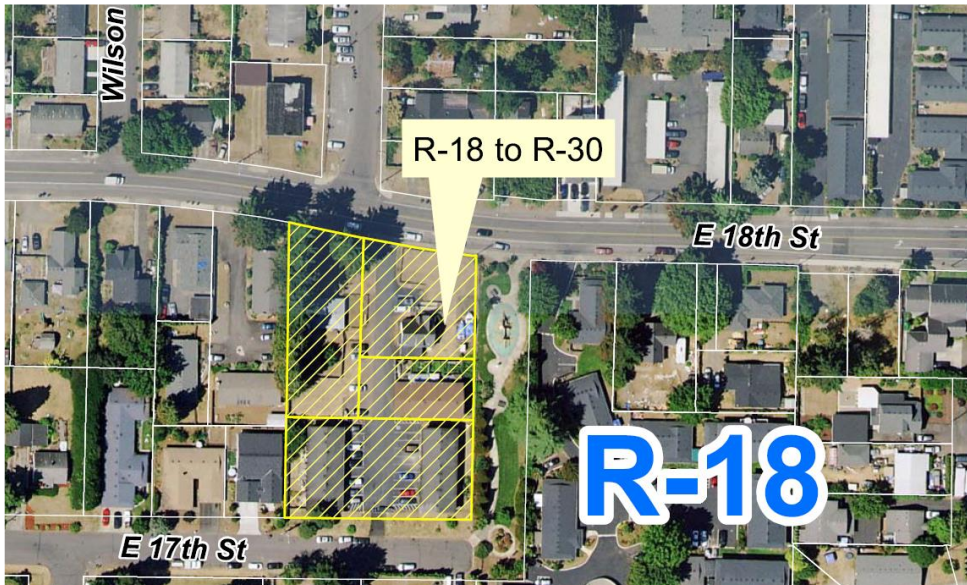
The C-Tran #32 bus runs north and south along Andresen Road approximately ½ mile west of the site, with service between downtown and the Vancouver Mall Transit Center, at generally 30-minute intervals.

The application originally proposed R-18 zoning throughout the 13-acre site without a commercial component. The proposal was amended to R-22 zoning with a one-acre commercial component, to provide an opportunity for local shopping and/or employment opportunities at the request of City staff to better conform with City objectives regarding climate and 15-minute neighborhoods. The modest increase in density can also result in smaller and less costly housing.

One telephone inquiry received to date raised questions about the access of the development onto 63rd Avenue.

Staff is in the process of finalizing a recommendation of approval for the October 24 Planning Commission public hearing. The proposal will provide needed increased housing opportunities on a major roadway adjacent to a park, and will include a commercial component.

4. Date Park – R-18 to R-30 on 1.2 acres in the Maplewood Neighborhood Association approximately 950 feet south of Fourth Plain Boulevard

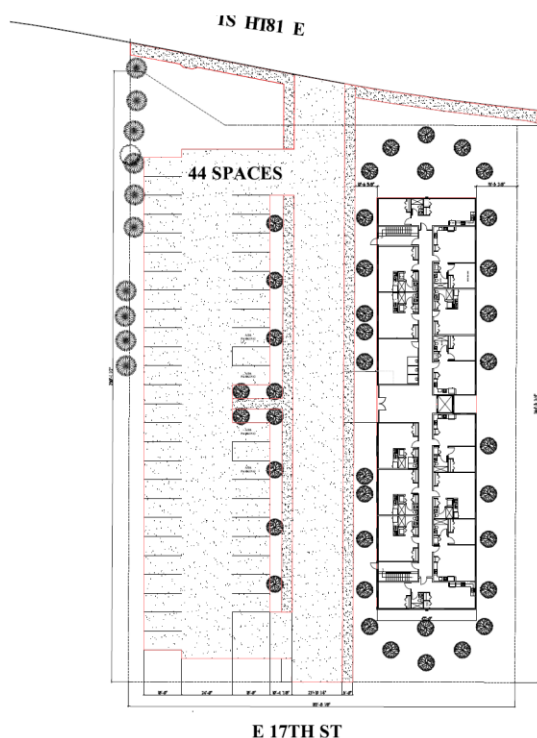


The proposal is located in an older residential area with a mix of housing types zoned R-18. North of the site across East 18th Street at the intersection with Todd Road is a small apartment building and a single-family home. West of the rezone site is a single-family home and a duplex. South across E 17th Street is a single-family home and small apartment. East is MyPark, a narrow park owned and operated by the City of Vancouver.

The site contains two existing homes and 13 Second Chance rental units. If the rezone is approved, the application proposes to replace all of the existing structures with four buildings providing 54 affordable housing units consisting of 24 studios and 30 one-bedroom units. The City of Vancouver Community Development Department is co-sponsoring the application, consistent with existing CDD policy in support of rezone applications which staff finds are consistent with rezone criteria and facilitate housing projects where at least 40% of units will be affordable to households earning 60% or less of Area Median Income.

Commented [KR1]: Please add affordability level they are proposing for these units

The applicant has provided a conceptual site plan indicating the buildings are proposed on the east end of the site adjacent to the park, with parking on the west side.



The applicant has provided a traffic analysis estimating development of the site under R-30 zoning would result in 327 daily vehicle trips, in comparison to 197 daily trips if built out under the current R-18 zoning. The site is directly served by the C-Tran #30 bus, with service on 18th Street at 30 minutes intervals. The applicant is working with staff to finalize a Development Agreement to ensure that future development follows the conceptual site plan including its enhanced setbacks and approximate building placement, provides for affordable housing as indicated, and addresses the City Council [Interim Green Building Policy](#).

Staff is finalizing a recommendation of approval in advance of the October 24 Planning Commission public hearing. The proposal provides for needed affordable housing at a site abutting transit service and a park, approximately 950 feet south of Fourth Plain Blvd., which provides access to significant services and amenities. The conceptual site plan submitted envisions development on the east side of the property, further removed from abutting residential development to the west.

Burnt Bridge Creek West – OCI to IL on 33 acres at 6103 NE 152nd Avenue approximately 1,000 feet west of 162 Avenue and south of Fourth Plain Blvd



The proposal is to change the zoning designation from OCI (Office Commercial Industrial) to IL (Light Industrial), in order to allow future development of an already submitted site plan for a 278,000 square foot warehouse on the northern third of the site. The property is heavily forested with Oregon White Oak trees, which are identified by the Washington Department of Fish and Wildlife as Priority Habitat requiring mitigation under [Vancouver Municipal Code \(VMC\) 20.740](#) critical areas protection standards, which will be addressed during the development review process under any zoning designation.

The site lies in the upper Burnt Bridge Creek area in northeast Vancouver, approximately 1,400 feet south of Fourth Plain Blvd, 1,300 feet west of 162nd Avenue, and 800 feet north of Burnt Bridge Creek. There are several small lot homesites abutting to the north and southwest, also zoned OCI. The site and the abutting small lot OCI properties are surrounded on all sides by larger, mostly undeveloped areas zoned IL. The site is not within a recognized Neighborhood Association.

The application estimates development of a warehouse under the proposed IL zoning would result in 1,112 new weekday daily trips with approximately 35% of the total daily traffic being trucks,

and that future development would propose construction of half street improvements for the future NE 59th Street extension, which is planned to be extended across the proposed project's northern property line. Future development would also propose installing a new traffic signal at the NE 162nd Avenue/NE 59th Street intersection according to the rezone application.

The application attached to the Planning Commission staff report argues that the existing zoning is intended for industrial economic development, and the proposed zoning provides more flexible opportunities for meeting this goal in a manner consistent with surrounding area zoning, while providing approximately 200-300 jobs and warehousing to meet current consumer demands. The application also includes a preliminary economic impact analysis projecting the fiscal benefits from anticipated development.

The City staff report acknowledged the proposal could be found consistent as well as inconsistent with applicable rezone standards, but recommended denial of the rezone on the basis that it was premature given the still pending citywide moratorium on large warehouses, Green Building Policy and other measures to implement the Climate Action Framework, and upcoming Comprehensive Plan update. The Planning Commission recommended approval of the rezone, noting that the same critical areas protection standards apply regardless of zoning, and that development would likely occur sooner under the proposed IL zoning.

The Planning Commission recommended approval of the rezone by 4-2 vote at a September 12 public hearing, noting that Critical Areas Protection standards would be applied under either the existing or proposed zone, and that development could proceed sooner under the proposed IL designation. More information is available at the meeting [video link](#) and [staff report, including the applicant materials](#).

B. Comprehensive Plan and Zoning Code Text Changes

Comprehensive Plan Section	Recommended Action
1. Comprehensive Plan Capital Facilities Project list (separate document adopted by reference into Comprehensive Plan)	Add two capital parking projects to citywide capital project list, Library Square/Riverwest Parking Structure, and Downtown Parking Extension Project.
2. Comprehensive Plan Chapter 5, Public Facilities and Services, Appendix E, and	-Amend Comprehensive Plan text on page 5-33 to clarify parks service areas as being within 1.5 miles of public access points - Amend Comprehensive Plan text on page 5-38, replacing outdated Table 5-15, the 2011-16 Parks Capital Facilities Plan, with new 2023-32 Capital Facilities Plan. - Amend Comprehensive Plan Appendix E, Documents adopted by reference, to include updated parks document references. See Attachment E1 - Amend Vancouver Parks, Recreation & Cultural Services Comprehensive Plan (2022-2031) to update capital facilities plans, service area provisions, and other provisions. See Attachment E2
Zoning Code Section	Issue/Action
3. Zoning Code Definitions, Breezeway, VMC 20.150.040.A	Require breezeways linking structures (so that a second structure is not separate and accessory) to include a roof. Breezeway. A roofed structure for the principal purpose of connecting the main building or buildings on a property with other main buildings or accessory buildings.
4. Use Classifications. VMC 20.160.020	Delete bus barns from the VMC 20.160.020.D.5 category of Warehouse/Freight Movement as its already covered under VMC 20.160.020.B.14 under bus facilities. Add associated fuel storage to the VMC 20.160.020.B.14 category of Transportation Facilities to clarify it is an allowed use. Add a definition for temporary uses, which are currently undefined. <i>D.5. Warehouse/Freight Movement. Uses involved in the storage and movement of large quantities of materials or products indoors and/or outdoors; associated with significant truck and/or rail traffic. Examples include freestanding warehouses associated with retail furniture or appliance outlets; household moving and general freight storage; food banks; cold storage plants/frozen food lockers; weapon and ammunition storage; major wholesale distribution centers; truck, marine and air freight terminals and dispatch centers; bus barns; grain terminals; and stockpiling of sand, gravel, bark dust or other aggregate and landscaping materials.</i>

	B.14. Transportation Facilities. Bus, trolley, streetcar, light and heavy rail transit stops, and stations <u>and other facilities</u>; water taxi and ferry stations; and accessory bicycle parking. <u>Includes associated fuel storage</u>. Excludes airports (see subsection (E)(2) of this section, Airports/Airparks); public streets and sidewalks; and heavy and light rail maintenance/switching yards (see subsection (D)(3) of this section, Railroad Yards); and heliports (see subsection (E)(7) of this section, Heliports). Such a facility that has regional or state-wide significance is classified as an essential public facility by the provisions of the Growth Management Act. E.10. Temporary Uses. <u>Includes uses that are temporary or interim in nature that are not subject to full compliance with the development standards for the applicable zoning district, or by which the city may allow seasonal or transient uses not otherwise permitted. Uses may include seasonal or special events involving tents, canopies, membrane structures or storage containers. Situations caused by an unforeseen event deemed by the planning official to be an emergency situation or a temporary trailer or prefabricated building for use on any commercial or industrial zoned property as temporary commercial or industrial office or space associated with the primary use.</u>						
5. Measuring Lot Widths and Depths, VMC 20.170.070	Clarify width and depth for flag lots <u>B. Criteria for measuring flag lot widths and depths. Flag lot widths and depths are measured from the midpoints of opposite lot lines of the flag portion of the lot, excluding the access stem.</u>						
6. Planning Fees, VMC 20.180.060 37.A (2-9 lots)	Delete 'short subdivision' reference which is addressed elsewhere in the fee code <table><tr><td>37.</td><td colspan="2">Subdivisions – Preliminary</td></tr><tr><td><u>A.</u></td><td><u>2 – 9 lots (not qualifying as a short subdivision)</u></td><td><u>\$8,220.00</u></td></tr></table>	37.	Subdivisions – Preliminary		<u>A.</u>	<u>2 – 9 lots (not qualifying as a short subdivision)</u>	<u>\$8,220.00</u>
37.	Subdivisions – Preliminary						
<u>A.</u>	<u>2 – 9 lots (not qualifying as a short subdivision)</u>	<u>\$8,220.00</u>					
7. Decision Making Procedures for Type II Applications, VMC 20.210.050	Remove outdated requirement that notices be through “regular” mail only, which eliminates option of notice via email, including to parties that have already commented through email. <i>F. Distribution of Notice of Application. The Notice of Application shall be published in a newspaper of local circulation and sent to the following persons by <u>regular</u> mail:</i> <i>J. Distribution of the Final Decision. The planning official shall provide an affidavit of mailing of the Final Decision as part of the file. The Final Decision shall indicate the date the Final Decision was mailed and demonstrate that the required Final Decision was mailed to the necessary parties in a timely manner. A Final Decision shall be sent by <u>regular</u> mail to:</i> <i>L. Distribution of Notice of Decision. The planning official shall provide an affidavit of mailing of the Notice of Decision as part of the file. The Notice of Decision shall indicate the date the notice was mailed and demonstrate that the required notice was mailed to the necessary parties in a timely manner. A Notice of Decision shall be sent on the same day as the Final Decision by <u>regular</u> mail to:</i>						
8. Conditional Use Permits Submission	Clean up submittal requirements for electronic submittals						

Requirements, VMC 20.245.030	10. Pre-application conference summary or approved pre-application waiver, as well as additional information required in the summary. 11. One set 8 1/2" X 11" plans. 120. One copy of a Completed SEPA (State Environmental Policy Act) checklist (as required), on City provided form. Include SEPA processing fee, pursuant to Chapter 20.180 VMC, Fees. 131. Required processing fee for Conditional Use Permit (See Chapter 20.180 VMC). 142. Concurrency letter, addressed to Transportation Manager, with summary of project with projected traffic impacts, 8 1/2" X 11" site map with appropriate fee. (See 20.180 VMC).
9. Site Plan Review Submission Requirements, VMC 20.270.040.C	Include location and dimensions of easements C. Proposed site development plan. The proposed site plan shall be drawn at the same scale as the existing conditions plan and shall include the following information: 5. Location, dimension, and purpose of existing easements.
10. Binding Site Plans, VMC 20.330	Fix broken links, add requirement for binding site plans to show easements with dimensions – See Attachment F
11. Lower Density Residential Districts, VMC 20.410.050 Development Standards	Clarify that single family streetfront standards adopted as part of 2022 Housing Code Updates apply to land divisions submitted after the 7/27/22 ordinance adoption date; Clarify role of Planned Developments, Infill, and Clusters in maximum density calculations See Attachment G
12. Critical Areas Protection, VMC 20.740	In response to new federal Flood Insurance Rate Maps (FIRM) going into effect in November, update local definitions, add reference to new FIRM maps, and modify the variance process for historic structures in the floodplain. See Attachment H
13. SEPA Categorical Exemptions, VMC 20.790.200	Pursuant to recent statutory changes allowing greater residential exemptions to facilitate housing, exempt apartments with fewer than 200 units from requiring SEPA review unless critical lands or other factors are present to trigger review 1. Residential projects : those containing 20 200 multi-family dwelling units or fewer, 30 single family units or fewer, or 100 single family units or fewer on lots less than 1500 square feet in size
14. Cottage Clusters, VMC 20.950	Clarify definition of density bonus and common area. Address minimum lots sizes and frontages, and allowance for pre-existing homes exceeding cluster requirements. See Attachment I

Analysis, findings, and recommendation

Staff finds the proposed Comprehensive plan and zoning code text amendments are consistent with applicable approval criteria of [VMC 20.285.070](#)

Proposed Comprehensive Plan changes are necessary to update existing project lists, and recognize the latest Parks, Recreation & Cultural Services Comprehensive Plan. Proposed zoning

code changes are primarily for updates, clarifications, and corrections. Updates to Vancouver zoning code SEPA provisions are to utilize recent allowances in state law to no longer automatically require SEPA review for small and mid-scale residential projects simply on the basis of the number of units involved, although review would still be required if other environmental factors are present.

Staff recommends that the Planning Commission forward a recommendation of approval of the proposed text changes to the City Council.

ATTACHMENTS:

- A. 192nd Avenue rezone application narrative
- B. Miller rezone application narrative
- C. Wood Duck Springs rezone application narrative
- D. Datepark rezone application narrative
- E1. Parks related changes to Vancouver Comprehensive Plan, 2011-2030
- E2. Changes to [Vancouver Parks, Recreation & Cultural Services Comprehensive Plan \(2022-2031\)](#)
- F. VMC 20.330, Binding Site Plans
- G. VMC 20.410, Single Family Residential District
- H. VMC 20.740.120 Frequently Flooded Areas
- I. VMC 20.950 Cottage Cluster Developments

Attachment A – 192nd Avenue rezone updated conceptual site plan and updated application narrative



2.0 PROJECT SUMMARY

2.1 Existing Conditions

Description of Original Requested Amendment

On behalf of the applicant, Vance Development, DOWL prepared a request for a Comprehensive Plan Amendment and concurrent Zone Change (CPA/ZC) for a group of parcels located northwest of SE 192nd Avenue and SE 15th Street intersection in East Vancouver, submitted in June of 2023. The request included a Comprehensive Plan Map change from Urban Low-Density (UL) to Urban High-Density (UH) and a corresponding Zone Change from Urban Low-Density Residential, R-6 (6 dwelling units (du) per acre) to Urban High-Density Residential, R-30 (30 du per acre). The request was supplemented with various supporting documents identified as Exhibits A-E, listed on Page 1 of this narrative. Following initial submittal of the application, a full Transportation Impact Analysis, prepared by Kittelson and Associates, Inc. and a draft Development Agreement prepared by Jordan Ramis, PC, were also submitted to the city in support of the requested amendment, these documents were submitted after the initial application and have been identified as Exhibits F and G, respectively.

Neighborhood and Public Outreach

The applicant began outreach efforts with neighbors within the vicinity of the site in early May and has continued through October. Initial contact was focused on individual property owners directly abutting the CPA/ZC site to the north and west. The applicant informed neighbors of the proposal and discussed site design commitments being proposed to address compatibility of the higher density zone with the existing neighborhood.

The applicant also organized and held two public meetings at Hanna Acres Park, on September 13th and September 28th, where he and representatives from DOWL and KAI participated in an informal presentation about the requested CPA/ZC and answered questions by attendants of the meetings.

Below is a table outlining most of the comments received during the neighborhood meetings as well as the applicant's response to those comments.

Comments from Neighbors	Applicant Response
Concern over the type, scale and density of housing anticipated on the site.	Changed request from R-30, (296 units in 3-4 story buildings) to R-22, (210-223 units in 2-3 story buildings).
Avoiding pedestrian and vehicle activity on existing neighborhood streets.	Gates and fencing at SE 191 st Avenue and SE 13 th Street will limit vehicular and pedestrian access to emergency access.
Parking demand and potential for future residents to park on adjacent neighborhood streets.	Target on-site parking ratio will exceed the minimum required by code to provide sufficient parking on site. Further, pedestrian access from neighborhoods to north and west will be blocked with fence and emergency access gate, which will discourage parking in the neighborhoods.
Traffic congestion along SE 15 th Street and SE 192 nd Avenue.	A TIA was completed to evaluate traffic impacts associated with the current and proposed zoning. As reflected in the study,

	included as Exhibit H, all study intersections will operate at an acceptable level of service under the proposed R-22 zoning.
Pedestrian and bicycle safety along SE 15 th Street.	A future development project on the subject site will include constructing sidewalks and bike lanes along the north side of SE 15 th Street adjacent to the property. The City of Vancouver should investigate additional safety concerns along SE 15 th Street.
Preserving trees and views along the edges of the property.	- Existing trees along the west and north property lines will be preserved to the extent practical. - Two-story buildings are planned adjacent to existing neighborhoods to the west and north. - Applicant will preserve the two existing homes, if practical. - Buildings will be two and three stories, which is similar to the predominantly two-story homes in the adjacent neighborhoods.
Providing fencing adjacent to properties to the north where none currently exists.	The applicant will ensure that there is a fence between the subject property and the neighboring properties.
No "low-income" housing.	No low-income housing is proposed at the property (defined as households earning 60% or 30% of Area Median Income (AMI)). The project will produce between 210-223 middle-housing units which are in high demand and short supply in the market. 5% of units will be leased to residents earning no more than 80% of AMI. 95% of the apartments will be "market rate" apartments.
Concern about overcrowding of schools.	According to the Evergreen School District, enrollment is down at nearby schools and the schools can accommodate additional students from this rezone application. Any future development will be required to pay school impact fees as prescribed by the Evergreen School District Capital Facilities Plan.

Description of Revised Requested Amendment

In response to neighborhood concerns, the applicant has elected to revise the application to request a Zone Change to Urban High-Density Residential, R-22 (22 du per acre), the prior

Comprehensive Plan Map Amendment request from UL to UH is unchanged from the original request. This narrative as well as a revised Transportation Impact Analysis (TIA), prepared by Kittelson and Associates, evaluating the traffic impacts of the requested change to Urban High-Density Residential, R-22, have been provided to support the requested change to R-22. The revised TIA is included as Exhibit H. No development requests are included with this CPA/ZC application; however, a conceptual site plan has been prepared (Exhibit I) and is discussed briefly with the CPA/ZC narrative to provide context for a future development scenario which could follow approval of this CPA/ZC request.

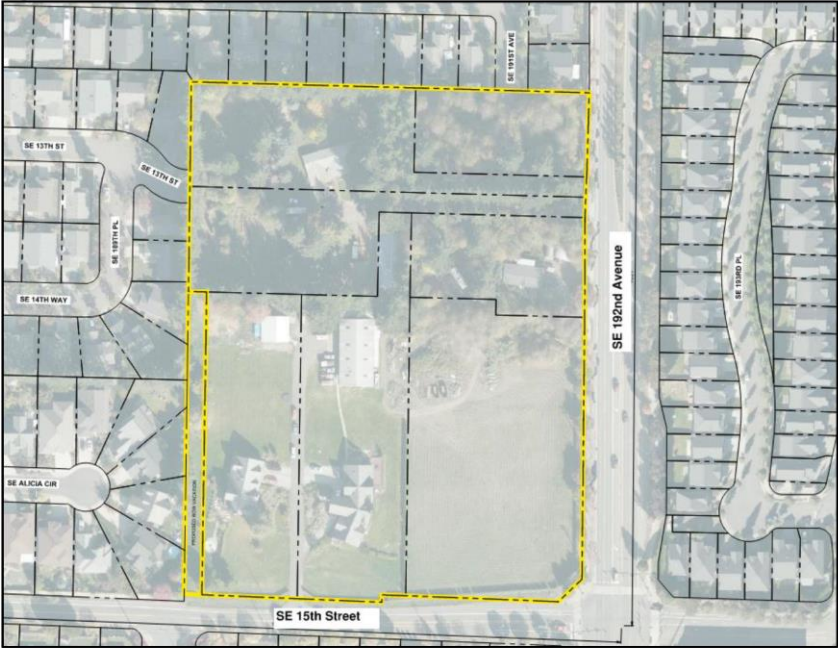
Existing Site Conditions

The project site consists of tax lots 177224000, 177224005, 177224010, together with a 27-foot-wide by approximately 445-foot-long unimproved right-of-way (ROW), further identified as Lots 1, 2, and 3 in the Nielsen Short Plat (Book 2, Page 634), and tax lots 177240000, 177242000, 177238000, and 177239000. The property is approximately 10 acres. Portions of the project are developed with single-family houses and appurtenant structures including carports, garages, decks, well(s), and on-site sewage facilities. There are no mapped indicators of critical areas on the project site. The project site is also relatively flat, with slopes typically ranging between 0-5 percent. A summary of the site is provided in Table 1 below. The assemblage sits northwest of the intersection of SE 192nd Avenue and SE 15th Street as reflected in the Site Vicinity Map, Figure 1, below, developed from Clark County Maps Online.

Table 1: Site Summary

Parcel ID	Zoning	Critical Areas	Use	Acreage
177224000	R-6	No mapping indicators	Single-Family Residential	1.43
177224005	R-6	No mapping indicators	Single-Family Residential	1.74
177224010	R-6	No mapping indicators	Vacant	2.52
177240000	R-6	No mapping indicators	Single-Family Residential	0.82
177242000	R-6	No mapping indicators	Vacant	0.79
177238000	R-6	No mapping indicators	Vacant	1.21
177239000	R-6	No mapping indicators	Single-Family Residential	1.36
Unimproved ROW	R-6	No mapping indicators	Vacant	0.28
Total:				10.15

Figure 1: Vicinity Map

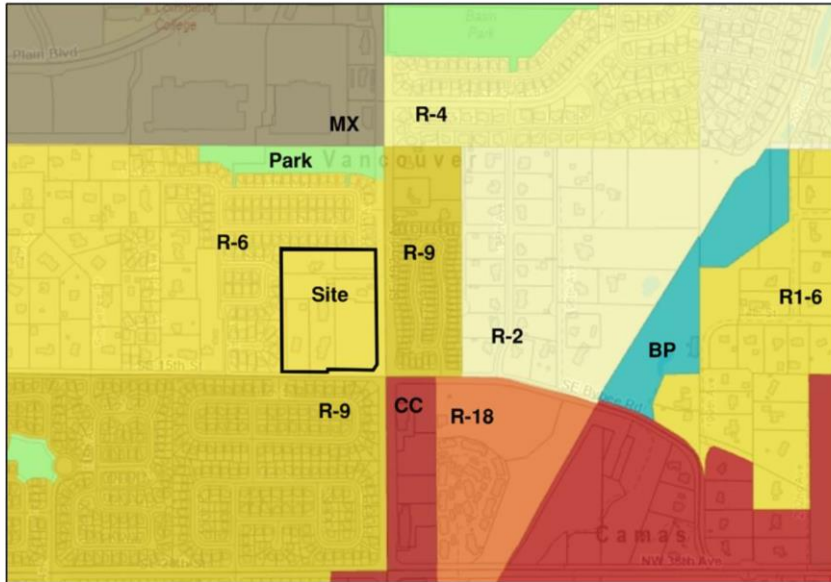


The site is bordered to the north and west by single-family dwellings, to the south by SE 15th Street and to the east by SE 192nd Avenue. Adjacent uses and underlying zoning of the land is identified in Table 2 below. Zoning in the vicinity of the project site is depicted on Figure 2, obtained from Clark County Maps Online.

Table 2: Adjacent Uses

	Zoning	Use
North	R-6	Single-Family Residential
South	R-9	Single-Family Residential
East	R-9	Single-Family Residential
West	R-6	Single-Family Residential

Figure 2: Zoning Map



Public Infrastructure Projects

There are no known public infrastructure projects planned within proximity of the CPA/Rezone property on the City's current six-year Transportation Improvement Program (TIP) or Capital Improvement Program (CIP).

Development Agreement

A draft Development Agreement (DA) was submitted to the city on September 8, 2023, proposing site development commitments related to the R-30 request. The city provided comments on the DA on October 11, 2023. The applicant is reviewing the comments and will submit a revised draft which aligns with the revised request to rezone the site to R-22 and addresses staff comments. The DA will include a commitment to affordable housing, green building goals, and other voluntary site development commitments provided the R-22 zone change request is approved.

Related Land Use Activity

A pre-application conference request for the subject CPA/ZC was submitted and processed in 2023 (PIR 83420). A copy of the pre-application conference notes issued by City staff were provided as Exhibit B with the original application request. Additionally, the requested amendment is subject to regulation under the State Environmental Policy Act (SEPA). A Non-Project Checklist was submitted as Exhibit C with the original application. The City issued a SEPA Determination of Non-Significance for the original CPA/ZC request on September 21, 2023. The applicant's request to change the proposal from a zoning of R-30 to R-22 will result in fewer housing units, and less vehicle trips associated with the rezone and as such city staff, acting as lead agency,

has determined that the original SEPA checklist and subsequent determination has adequately addressed impacts.

No development requests are included with this CPA/ZC request. However, a conceptual site plan for the R-22 zoning is provided with this request as Exhibit I and discussed briefly within the context of the CPA/ZC to provide an example of a potential development scenario for the site following approval of the requested change.

A review of the revised CPA/ZC request and its consistency with elements of the City's Comprehensive Plan, Draft Housing Action Plan, Strategic Plan and applicable sections of the City's Municipal Code, and state law is offered within this narrative and supplemented by the exhibits included with the application packet.

- (3) Transportation. Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.**

Response: As stated above, the CPA/ZC site is located in the northwest corner of the intersection of SE 192nd Avenue, a principal arterial, and SE 15th Street, a minor arterial. SE 192nd Avenue consists of two northbound and two southbound lanes a center median which is converted to a turn lane at intersections. The roadway includes detached sidewalks and striped bike lanes on each side. SE 15th Avenue is a variable width minor arterial with one travel lane in the east and one travel lane in the west direction. The road includes striped bike lanes and detached sidewalks along the south side of the roadway adjacent to the site. The requested CPA/ZC will not impact existing multi-modal facilities present along either roadway. Frontage improvements to SE 15th Avenue, including the installation of curb, gutter, sidewalk and the continuation of bike lanes would be expected for any future development of the site whether under the existing or proposed zoning. C-Tran Route 37, referred to as the Mill Plain/Fishers Route runs along SE 192nd Avenue between Mill Plain and SE 34th Street before heading west to connect with SE 164th Avenue and the Fisher's Landing Transit Center and eventually tying back in with Mill Plain. The route continues down Mill Plain and connects with Downtown Vancouver. The proximity to public transportation as well as multi-modal facilities including sidewalks and bike lanes make the subject site an ideal location for increased density to better meet other policy goals while also supporting and eventually enhancing multi-modal facilities by constructing a missing segment of public sidewalk along SE 15th Avenue adjacent to the site.

- (4) Housing. Plan for and accommodate housing affordable to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.**

Response: The requested CPA/ZC will convert land currently zoned primarily for detached single family residential development to high-density residential which allows a much wider variety of housing types which can serve more diverse economic segments of the population. The implementation of the R-22 zone at the site will set a new density range of 18.1 units (minimum) to 22 units (maximum) and will likely result in the development of multi-family units, a product type which is not widely available in the immediate vicinity. Further, the applicant will voluntarily commit to offering 5% of units to be leased at 80% of area median income (AMI). It is likely that some or all of the existing single-family homes within the site could be removed at the time of redevelopment, however the net increase in housing inventory, and the inclusion of some units at 80% AMI that would occur with future development responds to current shortages in the market for all housing, especially middle housing and affordable housing.

- (5) Economic development. Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic**

3.0 REVISED CODE OF WASHINGTON (RCW)

The applicable code provisions are set forth below with responses demonstrating the project's consistency with these provisions.

Planning Goals (RCW 36.70A.020)

The following goals are adopted to guide the development and adoption of comprehensive plans and development regulations of those counties and cities that are required or choose to plan under RCW 36.70A.040. The following goals are not listed in order of priority and shall be used exclusively for the purpose of guiding the development of comprehensive plans and development regulations:

- (1) **Urban growth. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.**

Response: The project site is located within the Vancouver city limits in an area currently served by public facilities and services. More specifically, water, sewer, stormwater, and franchise utilities are located along the entire project frontage on SE 192nd Avenue and along portions of the project frontage on SE 15th Street. As such, the applicant anticipates that the proposed R-22 zoning designation could be accommodated by existing urban services and that laterals to provide service to the site could be identified and addressed at the time of site development in the future. A TIA was completed to evaluate traffic impacts associated with the current and proposed zoning. As reflected in the study, included as Exhibit H, all study intersections will operate at an acceptable level of service under the proposed R-22 zoning. The study indicated that the existing eastbound left-turn lane at SE 192nd Avenue and SE 15th Street is expected to exceed the currently available storage length under future five-year conditions for both the current and proposed zoning and, as such, additional queuing storage would likely be required at the time of site development. The study further stated that the exact length of the eastbound left turn lane would be determined at the time of a future site development proposal and would be based upon the proposed density of the future project. The study did not identify any safety-based mitigation requirements.

- (2) **Reduce sprawl. Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.**

Response: The project site is underdeveloped and consists of single-family structures interspersed with vacant lots. Under the proposed CPA/ZC, land would be converted from low-density residential R-6 to the high-density residential R-22 zoning designation. The proposed conversion encourages higher density housing in an urban area within close proximity to employment opportunities, as well as personal and professional services located at the southeast corner of the intersection of SE 192nd Avenue and SE 15th Street. Additionally, public parks, schools and significant retail and employment opportunities are present within ½ mile of the site in either direction along SE 192nd Avenue, a major transportation corridor which is served by public transportation.

growth, all within the capacities of the state's natural resources, public services, and public facilities.

Response: The requested zone change permits the development of high-density residential uses which will add to the diversity of housing types and price points. The infusion of additional housing in the area will bring additional residents to the area and will reinforce economic vitality for existing and aspiring businesses within the immediate vicinity and in East Vancouver.

- (9) **Open space and recreation. Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.**

Response: The project site has mature trees clustered along the northern and western property lines that contribute to the unique character and aesthetic of the project site. The requested CPA/ZC does not prohibit the retention of open space or passive recreational activity and the applicant intends to preserve mature trees located within a 20-foot-wide landscape buffer along the western and northern site boundaries. The preservation of mature trees along the west and north property boundary provides a substantial benefit to the site and the existing neighborhoods. While the buffer may not provide active recreation opportunities, it will enhance aesthetics and provide shade, both of which are of public benefit. A Conceptual Site Plan has been provided to illustrate a possible development scenario for the site assuming a development of 210 to 223 dwelling units. The plan incorporates the aforementioned buffer to illustrate the value it could provide to both existing residents adjacent to the site as well as future residents of this site following redevelopment. The Conceptual Site Plan R-22 Alternative is included with this request as Exhibit I.

- (11) **Citizen participation and coordination. Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.**

Response: The review of this proposal is anticipated to follow the procedural requirements for a Type IV legislative review, including public notice and consideration by both Planning Commission and City Council. Citizen participation and coordination are encouraged through soliciting public comments and attendance at public hearings, consistent with this planning goal.

The applicant has worked diligently to meet with neighbors in the vicinity of the CPA/ZC site to discuss the request. The applicant attempted to meet in person with all neighbors sharing a property line with the project site and was able to talk with all but one. Additionally, two public meetings were organized and held at Hanna Acres Park September 13th and 28th. The applicant and representatives from DOWL and KAI were present at the meeting to discuss the project and answer questions. The applicant has also responded to comments and questions submitted by the public via email.

- (12) **Public facilities and services. Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the**

time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.

Response: The proposed CPA/ZC will result in an increase in density at the site, and thus higher demand on utilities than the current zoning. However, public facilities and services including water, sewer, stormwater, and franchise utilities are located along the entire project frontage on SE 192nd Avenue and along portions of the project frontage on SE 15th Street. The extension of utilities to serve development is likely and would occur at the time of site development. This, coupled with the payment of applicable impact fees and system development charges for public utilities and facilities including, schools, traffic, parks, fire, water, sewer and stormwater, will ensure that services are adequate to serve a higher density development.

The revised TIA prepared by KAI, and included as Exhibit H, evaluated traffic impacts of the proposed CPA/ZC under existing R-6 zoning and proposed R-22 zoning. The study assumed that the entire site, 10.15 acres, which includes 0.28 acres of unimproved ROW, would be rezoned and subsequently developed to the maximum density, or 223 units. The findings and recommendations outlined on pages 1 and 2 of the TIA are excerpted below:

Findings

- All of the study intersections were found to operate acceptably under opening year (2027) and five-year horizon (2032) traffic conditions with reasonable worst-case development of the site under both the existing (R-6) and proposed (R-22) zoning.
- The eastbound left-turn queues at SE 192nd Avenue / SE 15th Street are anticipated to exceed the currently available storage length under future five-year 2032 background (existing zoning) and total (proposed zoning) traffic conditions during the AM and PM peak hours assuming reasonable worst-case development of the site under both the existing (R-6) and proposed (R-22) zoning.
 - Subject to City of Vancouver direction and the specific traffic impacts of potential future site development, the eastbound left-turn lane at SE 192nd Avenue / SE 15th Street may need to be extended to provide up to 175 feet of storage based on the projections in this study.
 - The actual turn lane storage length needs will depend in part on the density of site development that is proposed in the future and can be best assessed at the time of site plan application as required by the Vancouver Municipal Code (VMC, Reference 1).
 - No safety-based mitigation needs were identified based on review of historic crash data at the study intersections.
- Washington State Department of Transportation (WSDOT) volume-based criteria for providing turn lanes at the anticipated site driveways on SE 192nd Avenue and SE 15th Street are not met under either weekday AM or PM peak hour traffic conditions. Southbound volumes on SE 192nd Avenue do meet the criteria for considering a right-turn pocket or taper;

however, installation of tapers is not recommended given the presence of the bicycle lane and intersection sight distance considerations. Potential turn lane needs at the site access driveways can be revisited at the time of a future site development application.

Recommendations

- Subject to City of Vancouver direction and per standard City development review practice, future site development applications for the study site (as well as other development in the area) should continue to assess the need for additional eastbound left-turn lane queue storage on SE 15th Street at SE 192nd Avenue. The City of Vancouver can monitor turn lane storage length needs through the City's development review process and require an extension of the turn lane in conjunction with a future site plan application based on the documented turn lane storage needs at the time of site plan application in accordance with the VMC.

4.0 WASHINGTON ADMINISTRATIVE CODE (WAC)

4.1 Urban Density. (WAC 365-196-300)

- (2) How the urban density requirements in the act are interrelated. The act involves a consideration of density in three contexts:
- (a) Allowed densities: The density, expressed in dwelling units per acre, allowed under a county's or city's development regulations when considering the combined effects of all applicable development regulations.
 - (b) Assumed densities: The density at which future development is expected to occur as specified in the land capacity analysis or the future land use element. Assumed densities are also referred to in RCW 36.70A.110 as densities sufficient to permit the urban growth that is projected to occur.
 - (c) Achieved density: The density at which new development occurred in the period preceding the analysis required in either RCW 36.70A.130(3) or 36.70A.215.

Response: According to the 2022 Buildable Lands Inventory (BLI) prepared by Clark County, the City of Vancouver had an observed residential density of 18.3 dwelling units per acre, between 2016-2020, which exceeds the assumed residential density target of eight (8) dwelling units per acre (Clark County BLI, Figure 9).

Despite the residential density achieved in the study period outlined in the BLI, housing production in the city, and county as a whole, is not keeping up with population growth resulting in a deficit in housing supply. In a Housing Strategies Workshop presentation prepared by City staff and delivered to City Council in July of 2022, staff indicated that home production has not kept up with growth and demand for housing. It was determined that the County had a deficit of 13,500 units through 2019, and of that deficit, 5,670 units (42%) of the underproduction was within the City of Vancouver. Staff estimated that the City would need to produce at least 2,500 housing units annually in order to keep pace with population projections and eliminate the housing deficit within 10 years. Housing strategies were identified to help the city close the gap, including:

- Land Use: use regulatory tools to upzone land in support of more housing development at greater densities;
- Direct Investment: invest public funds into development of income-based housing not otherwise provided by the market;
- Incentives: tax and fee incentives as well as regulatory flexibility to encourage development of new additional housing and density.
- Process: development regulations and review processes that are clear, consistent, fair and efficient.

The presentation concluded with recommended short- and medium-term actions to address the housing supply deficit including re-evaluation of density goals and strategies and updates to single family zoning to achieve naturally affordable housing.

The applicant's request implements the identified "Land Use" strategy by utilizing an existing regulatory process (annual comprehensive plan amendment and concurrent zone change) to upzone the site from R-6, a low-density residential zone with a net density range of 4.5 to 5.8 units per acre, to R-22, a high-density residential zone with a net density range of 18.1 -22 units per acre. The CPA/ZC request better meets the current direction of staff and the City Council to address the housing shortage in an urbanized area of the city.

4.2 Land Use Element. (WAC 365-196-405)

(2) Recommendations for meeting requirements. The land use assumptions in the land use element form the basis for all growth-related planning functions in the comprehensive plan, including transportation, housing, capital facilities, and, for counties, the rural element. Preparing the land use element is an iterative process. Linking all plan elements to the land use assumptions in the land use element helps meet the act's requirement for internal consistency. The following steps are recommended in preparing the land use element:

- (f) Counties and cities must obtain twenty-year population allocations for their planning area as part of a county-wide process described in WAC 365-196-305(4) and 365-196-310. Using information from the housing needs analysis, identify the amount of land suitable for development at a variety of densities consistent with the number and type of residential units likely to be needed over the planning period. At a minimum, cities must plan for the population allocated to them, but may plan for additional population within incorporated areas.
- (i) Counties and cities should select land use designations and implement zoning. Select appropriate commercial, industrial, and residential densities and their distribution based on the total analysis of land features, population to be supported, implementation of regional planning strategies, and needed capital facilities.

Response: As stated previously, the 2022 BLI suggests that sufficient land capacity is available to support the forecasted population across the city through 2035, however, the BLI is applying the observed density of 18.3 dwelling units uniformly

- (a) Housing goals and policies.
 - (iii) Housing goals and policies should address at least the following:
 - (A) Affordable housing;
 - (B) Preservation of neighborhood character; and
 - (C) Provision of a variety of housing types along with a variety of densities.

Response: The property is currently zoned low-density residential (R-6) which permits a maximum net density of 5.8 dwelling units per acre and a minimum net density of 4.5 dwelling units per acre in accordance with VMC Table 20.410.040-1. Housing on site and in the vicinity is predominately single family and thus are not attainable to persons at all income levels. The applicant requests a CPA/ZC to upzone the site to R-22, high-density residential, which has a minimum of 18.1 and a maximum of 22 dwelling units per net acre. The R-22 zone permits a variety of housing types, including townhouses and apartments which customarily have lower rents than single family homes.

If approved, the site could provide an opportunity to infuse the market with up to 223 dwelling units, a potential net increase of as many as 166 units over the existing zone. It will also likely result in development of apartments, a housing type that is not widely available in this area. Market rate units will likely have a lower monthly rental rate compared to single family detached units in the area thus offering up more options to a wider range of income levels. Finally, the applicant will commit to leasing 5% of the future housing units at 80% of AMI. The draft development agreement (Exhibit G) outlines the applicant's affordable housing commitments.

4.4 Transportation Element (WAC 365-196-430)

(1) Requirements. Each comprehensive plan shall include a transportation element that implements, and is consistent with, the land use element. The transportation element shall contain at least the following sub elements:

- (a) Land use assumptions used in estimating travel;
- (b) Estimated traffic impacts to state-owned transportation facilities resulting from land use assumptions to assist the department of transportation in monitoring the performance of state facilities, to plan improvements for the facilities, and to assess the impact of land-use decisions on state-owned transportation facilities;
- (g) Pedestrian and bicycle component to include collaborative efforts to identify and designate planned improvements for pedestrian and bicycle facilities and corridors that address and encourage enhanced community access and promote healthy lifestyles;

Response: As previously discussed, following a request from City staff, the applicant retained KAI to prepare a full TIA to evaluate traffic impacts under the current zoning and proposed zoning scenarios. The original TIA submitted August 3, 2023, evaluated development under the base zone assumption as well as the R-30 alternative (Exhibit F). The TIA was subsequently revised to compare development under the

across all residential land in the city, including lands zoned for lower density which could overstate the residential land capacity based upon established zoning and related density standards.

Recent research conducted by the city indicates that there is a deficit of housing within the city and across the county. The city is developing housing strategies to not only look at opportunities to reduce the gap, but also provide for population growth through 2035, which could exceed the projections from the current Vancouver Comprehensive Plan. Actions outlined in the strategy include, upzoning of existing residential land, revision to the Multifamily Tax Exemption (MFTE) program, code updates to remove barriers to density and more diverse housing typologies, refinement of the land use review process to increase efficiency, etc. The requested CPA/ZC will convert property zoned for detached single family residential to high density residential in an urban area with sufficient public and transportation facilities, thus presenting an opportunity for the site to develop consistent with the housing strategy.

- (j) Wherever possible, counties and cities should consider urban planning approaches that promote physical activity. Urban planning approaches that promote physical activity may include:**
 - (i) Higher intensity residential or mixed-use land use designations to support walkable and diverse urban, town and neighborhood centers.**
 - (ii) Transit-oriented districts around public transportation transfer facilities, rail stations, or higher intensity development along a corridor served by high quality transit service.**

Response: Increasing the density of the site would result in more efficient development of housing in a highly urbanized area with both employment and services. The construction of frontage improvements, including restriping of bicycle lanes and addition of sidewalks along SE 15th Street at the time of site development will connect with existing facilities on SE 192nd Avenue and will promote walkability to adjacent commercial and institutional uses in the vicinity and in particular along the SE 192nd Avenue corridor. Additionally, C-TRAN Route 37 runs north/south on SE 192nd Avenue and loops from Mill Plain to the Fisher's Landing Transit Center on SE 164th Avenue and from there, direct, and convenient access to Portland. Other significant transit facilities served by the relevant C-TRAN line include Clark College, the Vancouver Clinic, and shopping centers. The proximity of high-density residential to these significant transportation and urban service centers will reinforce economic vitality in the area.

4.3 Housing Element. (WAC 365-196-410)

- (2) Recommendations for meeting requirements. The housing element shows how a county or city will accommodate anticipated growth, provide a variety of housing types at a variety of densities, provide opportunities for affordable housing for all economic segments of the community, and ensure the vitality of established residential neighborhoods. The following components should appear in the housing element:**

current zone with development under the R-22 scenario assuming a total of 223 housing units. The revised TIA is included as Exhibit H. As discussed earlier in this narrative, the study found that study intersections would operate at an acceptable level of service under the R-22 alternative, and no safety mitigation measures were identified. The study does indicate that additional eastbound left-turn storage at the SE 192nd Avenue and SE 15th Street intersection will likely be necessary in the future following development of the site under existing and proposed zoning scenarios. A more targeted review should be completed at the time of future site development and should be based upon proposed density of the future project.

As previously discussed, C-TRAN Route 37 runs north/south on SE 192nd Avenue and loops from Mill Plain to the Fisher's Landing Transit Center on SE 164th Avenue and from there, direct, and convenient access to Portland. Other significant transit facilities served by the relevant C-TRAN line include Clark College, the Vancouver Clinic, and shopping centers.

This proposal does not include a request for development. However, at the time of development, frontage improvements will occur consistent with the design standards for Principal Arterials (SE 192nd Avenue) and Collector Arterials (SE 15th Street), which include sidewalks and bicycle lanes consistent with this element.

5.0 VANCOUVER COMPREHENSIVE PLAN

5.1 Community Development (Chapter 1)

Community Development Policies

The City of Vancouver adopts the following policies to guide land use and development in the city over the next 20 years. These policies are consistent with and implement Policy Sections 1.0, 2.0, and 12.0 of the Community Framework Plan, adopted by Clark County and local jurisdictions, and planning policies 36.70.A.020(1), (2) and (13) of the Washington Growth Management Act (see Appendix A).

CD-1 Citywide land supplies.

Establish land supplies and density allowances that are sufficient to accommodate adopted long-term City of Vancouver population and employment forecast allocations.

Response: The Vancouver Comprehensive Plan projects that the city's population will reach 202,300 persons and have an estimated 139,200 jobs by 2030. However, the April 1, 2022, Population of Cities, Towns and Counties annual report issued by the Office of Financial Management reported that the population estimate for the City of Vancouver reached 197,600 people in 2022. The rapid population growth coupled with underproduction of housing in the area has led to a housing deficit of approximately 5,670 units at the end of 2019 as reported by City staff during the Housing Strategies Workshop in July of 2022. The requested CPA/ZC will

CPA/ZC would permit development of multi-family housing in a neighborhood that currently lacks multi-family housing options and within proximity of existing commercial development centers with stores, restaurants and other personal and professional services, public and higher education facilities and various public parks and recreational facilities which are connected by pedestrian sidewalks and bicycle paths along SE 192nd Avenue and served by C-Tran Route #37.

CD-9 Compatible uses.

Facilitate development that minimizes adverse impacts to adjacent areas, particularly neighborhoods.

Response: Zoning designations adjacent to the project site consist of R-6 to the north and west and R-9 located across public roads to the south and east. The requested CPA/ZC would permit a higher density than those adjacent uses. In an effort to ensure compatibility with adjacent uses and to minimize any impact, the applicant is proposing to implement the following design requirements:

- Buildings adjacent to the west and north property lines will be setback at least 35 feet from the property line and will be limited to two stories;
- Buildings adjacent to SE 15th Street and SE 192nd Avenue will be limited to three stories;
- Any three-story building will be setback at least 120 feet from the north and west property line;
- A 20-foot-wide landscape buffer will be provided along the north and west property lines and will consist of existing mature trees to the extent practical.

As discussed above, the applicant submitted a draft development agreement to the city on September 8, 2023, reflecting site development considerations for the original R-30 proposal. The City of Vancouver and the applicant have been reviewing language and discussing changes to the document related to affordable housing and integration of the Interim Green Building Policy goals. The applicant has generally agreed to the revisions outlined by the city and will further revise the DA to align with compatibility-related design standards proposed for the R-22 alternative.

The request is for a CPA/ZC, and therefore a formal development plan has not yet been developed. However, a conceptual plan has been included with this application to illustrate a possible development scenario under the proposed CPA/AC. The Conceptual Site Plan R-22 Alternative, included as Exhibit I, implements the setbacks, building height and buffer standards detailed within this section and demonstrates how thoughtful site planning can produce a high-density residential development that is compatible with adjacent low density residential.

CD-10 Complementary uses.

Locate complementary land uses near one another to maximize opportunities for people to work or shop nearer to where they live.

Response: As discussed, the requested CPA/ZC would permit multi-family housing in an area currently lacking housing variety. The addition of multi-family housing offers more

diversity in housing options to broader economic segments of the population in an urbanized area with adjacent commercial and institutional uses, connected by public sidewalks, bicycle lanes and a public transit line.

5.2 Housing (Chapter 3)

Housing Policies

The City of Vancouver adopts the following policies to ensure an adequate supply of housing for all economic segments of the community. These policies are consistent with and implement Policy Section 2.0 of the Community Framework Plan, adopted by Clark County and local jurisdictions, and planning policy 36.70.A.020(4) of the Washington Growth Management Act (see Appendix A).

- H-1 **Housing options. Provide for a range of housing types and densities for all economic segments of the population. Encourage equal and fair access to housing for renters and homeowners.**
- H-4 **Innovative zoning. Encourage innovative housing policies that provide for affordable housing and maintain neighborhood character.**

Response: The subject property is located at the intersection of two major roadways within the city, SE 192nd Avenue (Major Arterial) and SE 15th Street (Minor Arterial) with existing residential development primarily consisting of single family detached homes. Major retail, business and service centers are located along the SE 192nd Avenue to serve east Vancouver residents. Development of the site following approval of the requested CPA/ZC will result in a significantly higher yield of housing units, will introduce a housing type not broadly available in the immediate area and will provide a combination of market rate rental units and affordable rental units (80% of AMI) which will serve broader economic segments of the population and will help address an immediate housing need identified by the city.

- H-5 **Housing placement near services and centers. Facilitate siting of higher density housing near public transportation facilities and in designated centers and corridors.**

Response: The requested CPA/ZC will result in higher density housing in an area with adequate public transportation facilities including SE 192nd Avenue, which is improved with sidewalks, bicycle lanes and is served by public transportation. Further, at the time of redevelopment, it is anticipated that frontage improvements would be completed along SE 15th Street, including the installation of sidewalks and restriping of bicycle lanes currently present within the road. Consistent with the Transportation System Plan, the subject site is located within the "Special Transit Service Area", a designated center, thereby consistent with these policies.

5.3 Public Facilities and Services (Chapter 5)

Transportation

The Vancouver Transportation Plan Vision establishes the framework for improving the city's transportation system and is supplemented by the updated Transportation Analysis

(2011) and regionally coordinated with the MTP and Clark County Transportation Resource Document (2002). The Transportation Analysis (2011) and reference plans provide extensive information about the transportation system conditions, forecast travel demands and patterns, and corresponding transportation system improvement needs.

PFS-1 Service availability. Consider water, sewer, police, transportation, fire, schools, storm water management, and parks as necessary facilities and services. Ensure that facilities are sufficient to support planned development.

PFS-2 Service standards. Establish service standards or planning assumptions for estimating needed public facilities, based on service capabilities, local land use designations and nationally recognized standards. Use LOS standards to encourage growth in designated centers and corridors

PFS-4 Transportation system. Develop and maintain an interconnected and overlapping transportation system grid of pedestrian walkways, bicycle facilities, roadways for automobiles and freight, transit and high-capacity transit service. Include support programs such as traffic operations, transportation demand management, neighborhood traffic management, and the regional trails program. Work towards completing and sustaining individual components and programs to ensure success of the entire system.

Response: A Revised Transportation Impact Study has been prepared and is included with this request as Exhibit H. The TIA evaluated anticipated traffic volumes under the existing and proposed zoning designations. As reflected in the study and discussed throughout this narrative, the TIA found that all study intersections would operate at an acceptable level of service under the opening year and five-year horizon (2023) for both development under the current and proposed zoning scenarios. Further, no safety-based mitigation improvements were identified based upon a review of historic crash data and the study intersections. The study did reveal that the eastbound left-turn lane at the SE 192nd Avenue and SE 15th Street would likely require additional queueing storage at the time of site development under either the current or proposed zoning. Review at the time of future site development to determine the exact storage needs was recommended.

This proposal does not include a request for development. However, at the time of development, frontage improvements will occur consistent with the design standards for Principal Arterials (SE 192nd Avenue) and Collector Arterials (SE 15th Street) adopted by the City. The completion of frontage improvements advances the policies of the Comprehensive Plan by completing a missing segment of the public sidewalk along the roadway and improving the roadway to meet standards.

6.0 VANCOUVER STRATEGIC PLAN

6.1 Goal 1

Ensure our built urban environment is one of the safest, most environmentally responsible and well maintained in the Pacific Northwest.

establish a significantly higher minimum and maximum density on the subject property which can provide some relief for the housing shortage in the short term as the city looks to update their Comprehensive Plan and incorporate housing strategies to comply with state law and to address housing insecurities in the city.

CD-2 Efficient development patterns.

Encourage efficient development throughout Vancouver to ensure achievement of average density of 8 units per acre set by countywide planning policies. Encourage higher density and more intense development in areas that are more extensively served by facilities, particularly transportation and transit services.

Response: As discussed, the property is currently zoned low-density residential (R-6) which permits a maximum density of 5.8 dwelling units per net acre and a minimum of 4.5 dwelling units per net acre as stated in VMC Table 20.410.040-1. The requested CPA/ZC will convert the site to high-density residential use and establish a minimum of 18.1 and a maximum density of 22 units per net acre in accordance with VMC Table 20.429.040-1. Higher density residential use within the site will introduce greater variety in housing density and types within an established area of the city with urban services, including a C-Tran bus route which serves the Fisher's Landing Transit Facility and downtown Vancouver.

As discussed, adequate public utilities and transportation facilities exist on the project site or can be extended to serve future development. Additionally, higher density development will result in additional payment of applicable impact fees and system development charge, both of which will ensure that development pays for the necessary capital improvements outlined in the adopted facility plans.

CD-3 Infill and redevelopment.

Where compatible with surrounding uses, efficiently use urban land by facilitating infill of undeveloped properties, and redevelopment of underutilized and developed properties. Allow for conversion of single to multi-family housing where designed to be compatible with surrounding uses.

Response: The retention of the existing low-density residential zoning designation will result in the site remaining underdeveloped in an area with a surplus of single-family homes. The proposed CPA/ZC will permit high-density development in an urban area and lead to desired infill development, consistent with the desired effect of this policy.

CD-6 Neighborhood livability.

Maintain and facilitate development of stable, multi-use neighborhoods that contain a compatible mix of housing, jobs, stores, and open and public spaces in a well-planned, safe pedestrian environment.

Response: Existing neighborhoods primarily consists of single-family homes with little variability in housing types and homogenous development patterns. Businesses are located along the SE 192nd Avenue corridor to the north and south of the site. The requested CPA/ZC offers a transition between the adjacent low-density residential (R-6) to the north and west and the major arterial roadways located south and east of the site. Within the context of the immediate area, the requested

Objective 1.1

Develop and maintain a safe, balanced and innovative transportation system that will meet the needs of future generations.

Response: As specified earlier in this response, the applicant has provided a TIA which evaluates traffic impacts associated with site development under the existing and proposed zoning. The analysis concluded that all study intersections would operate at acceptable levels of service following development of the site under either current or proposed zoning. No safety-based mitigation was identified.

This proposal does not include a request for development. However, at the time of development, frontage improvements will occur consistent with the design standards for Principal Arterials (SE 192nd Avenue) and Collector Arterials (SE 15th Street), thus presenting an opportunity for the site to develop consistent with these policies including the extension of sidewalks and bicycle lanes on SE 15th Street. Further, as recommended in the revised TIA, at the time of site development a review of the eastbound left-turn lane storage at the intersection of SE 192nd Avenue and SE 15th Street should be evaluated and expanded if deemed necessary based upon the scope and scale of the proposed development.

6.2 Goal 6

Facilitate the creation of neighborhoods where residents can walk or bike to essential amenities and services — “20-minute neighborhoods”.

Objective 6.1

Support a strong, active neighborhood program that enhances livability and community connections.

Response: The proposed R-22 zoning designation will permit high-density residential development, create diversity of housing options within a largely homogenous housing area, and will be immediately adjacent to commercial and employment uses. The prevalence of high-density residential in an urban environment well served with public community services is consistent with the intent of this policy.

7.0 VANCOUVER MUNICIPAL CODE

7.1 Text and Map Amendments (Chapter 20.285)

7.1.1 Applicability (20.285.020)

A. Types of proposals. The following types of proposals are reviewed under this chapter:

- 1. Map amendments to the comprehensive plan or to VMC Title 20 zoning designations applying to one or more properties.**
- 2. Development agreements that are included with property specific comprehensive plan or zoning map changes being reviewed under this chapter.**

Based on the information provided, the pre-application conference is intended to provide for a discussion of major issues and concerns and possible staff recommendation. Staff will provide a written summary within 14 days following the conference. Pre-application conferences are nonbinding, and do not vest the development rights of the proposals involved. Pre-application conferences shall not be required for city-initiated map amendments, or text amendments initiated by any party.

Response: A Pre-application Conference for this CPA/ZC was submitted and processed in 2023 (PIR 83420). A copy of the final comments issued by City staff was previously provided as Exhibit B.

7.1.4 Approval Criteria – Comprehensive Plan and Concurrent Zoning Map Amendments (20.285.050)

A. Overall proposed map amendments reviewed under this chapter shall be approved only if demonstrated by the proponent to be in the public interest, as based on a review of all applicable principals from the following:

- 1. How the proposal is more consistent than the existing designation with applicable policies of the Vancouver strategic plan and comprehensive plan.**

Response: Similar to the R-30 zoning designation previously requested, the proposed R-22 alternative permits high-density residential use in an urban environment lacking variety in housing, both in terms of affordability and type. The addition of housing units in the area is consistent with recent studies which reflect a significant housing deficit across Clark County and within the City of Vancouver. Development of the site following approval of the requested CPA/ZC will result in a higher yield of housing units, will introduce a housing type not broadly available in the immediate area and will provide a combination of market rate rental units and affordable rental units (80% of AMI) which serve broader economic segments of the population. Further, the request is consistent with actions outlined in the city's Housing Strategies presentation before the City Council in July of 2022 which included upzoning land to increase density.

As detailed in prior sections of this narrative, the request is consistent with Community Development, Housing and Public Facilities elements of the Comprehensive Plan in that it facilitates dense residential development in an urban area with adequate public services, including utilities, and is adjacent to employment and personal services such as grocery, restaurant and leisure. Redevelopment of the site is expected to include the completion of frontage improvements, which will likely include reconstruction of bicycle lanes and the addition of sidewalks on SE 15th Street which will improve multi-modal connectivity in the neighborhood. As reflected in the revised TIA, the eastbound left-turn queues at SE 192nd Avenue and SE 15th Street are expected to exceed the storage length currently provided on the roadway and, as such, the applicant anticipates that an extension of this turn lane will be required at the time of site redevelopment. Finally, the incorporation of specific site development compatibility considerations will facilitate integration with the existing neighborhood.

Response: This modified request is for a Comprehensive Plan Amendment from Urban Low-Density (UL) to Urban High-Density (UH) and a corresponding Zone Change from Urban Low-Density Residential, R-6 (6 DU/Acre) to Urban High-Density Residential, R-22 (22 DU/Acre).

In an effort to ensure compatibility with adjacent uses and to minimize any impact, the applicant is proposing to implement the following design requirements:

- Buildings adjacent to the west and north property lines will be setback at least 35 feet from the property line and will be limited to two stories.
- Buildings adjacent to SE 15th Street and SE 192nd Avenue will be limited to three stories.
- Any three-story building will be setback at least 120 feet from the north and west property line;
- A 20-foot-wide landscape buffer will be provided along the north and west property lines and will consist of existing mature trees to the extent practical.

In an effort to ensure compatibility with adjacent uses and to minimize any impact, the applicant is proposing to implement certain site design requirements to achieve compatibility with adjacent uses. The draft DA (Exhibit G) will be revised to reflect the R-22 alternative zone change request and associated site design commitments as noted above. The DA will also address the applicant's commitment to affordable housing as well as green building goals for new buildings within the site. A revised draft is anticipated in advance of the City Council Public Hearing.

7.1.2 Initiation (20.285.030)

A. Proposals reviewed under this chapter may be initiated by property owners or their representatives, the city of Vancouver, or private citizens or groups as follows:

- 1. Map Changes. Property owners or any individual, group or organization may initiate comprehensive plan and associated zoning map designation changes applying to one or more properties, through submittal of an annual review application and associated fees specified in Chapter 20.180 VMC. Standalone zoning changes not requiring a comprehensive plan change shall be subject to zone change application and associated fees per Chapter 20.180 VMC**

Response: A CPA/ZC was submitted by DOWL on behalf of the client for review by the City, consistent with this provision. This modified request is being submitted following feedback from the public on the original proposal as discussed previously in this narrative. The applicant and consultant team has coordinated with city staff to produce supplemental materials to support the requested adjustment to R-22.

7.1.3 Review Process (20.285.040)

B. Pre-Application. Comprehensive plan or zoning map amendments proposed by private parties shall require a pre-application conference. The conference shall be scheduled upon receipt of a complete Map Amendment Pre-application Form.

- c. Provide development which is compatible and integrated with surrounding uses in terms of scale, orientation, pedestrian enhancements, and landscaping;**

Response: The greatest difference in terms of development scale between the existing and proposed zoning designations is likely the maximum building height. Whereas the existing R-6 zone allows buildings of up to 35 feet in height, the proposed R-22 zone allows buildings of up to 50 feet in height. Site design considerations can be implemented to reduce the affect the change in building height could have on adjacent uses. A Conceptual Site Plan R-22 Alternative is included with this request as Exhibit I. The plan reflects a range of between 210 to 223-unit multi-family residential development. All multi-family buildings adjacent to the north and west site boundary lines will be limited to two stories in height, generally consistent with most homes in the adjacent neighborhoods, which have a maximum building height of 35 feet, and building heights within the site will transition to three-story buildings farther to the east. Buildings adjacent to the north and west site boundaries will be setback a minimum of 35 feet, exceeding the typical side yard setback of 5 feet required by the zone. The self-imposed building height limits and increased setbacks adjacent to the north and west property lines will help ensure compatibility with surrounding uses and reduce visual impacts of the three-story structures anticipated elsewhere in the site. Maintaining consistency with the adjacent neighborhoods and commercial buildings diagonal from the project site will be achieved through a combination of orientation and siting requirements and screening by the mature tree canopy along the northern and western property boundaries. As stated previously, the applicant has agreed to enter into a development agreement to memorialize site design standards which restrict building heights and setbacks relative to the east and north property lines to achieve compatibility and integrate with the existing neighborhood. The applicant is reviewing initial comments from staff regarding DA language and will submit a revised draft which aligns with the revised request to rezone the site to R-22 and addresses staff comments. The DA will include a commitment to affordable housing, green building goals, and other voluntary site development commitments provided the R-22 zone change request is approved.

- d. Conserve or enhance significant natural or historical features;**

Response: There are no mapped indicators on or immediately adjacent the project site to suggest the presence of significant natural or historical features. While not identified as a significant natural feature, the applicant intends to preserve the mature tree canopy along the northern and western property boundaries to the extent practicable. The mature trees will serve as a natural buffer between the adjacent R-6 zoning designation and the proposed R-22 zoning designation, while providing privacy and visual enhancement of the site.

- e. Provide adequate provision of transportation, water, sewer, and other public services;**

Response: The project site is located in an area with existing public facilities, including road, water, sewer, and other public services. Additionally, a revised TIA was prepared to evaluate the impacts of the requested comprehensive plan amendment and

Similarly, the request is consistent with both neighborhood development and transportation goals outlined within the Vancouver Strategic Plan in that it seeks to site dense residential development within an existing urban area interconnected with roads, sidewalks, bicycle lanes and public transportation routes. Further, the proximity to personal and professional services as well as employment and educational opportunities along the SE 192nd Avenue corridor reinforces connectivity within the existing neighborhood.

2. How the proposal is more consistent than the existing designation with each of the following objectives as applicable:

- a. Encourage more intensive development to locate in major urban centers and corridors, particularly downtown Vancouver. Encourage development of distinct neighborhoods served by commercial nodes, and discourage urban sprawl and strip commercial development;**

Response: The project site is located in an urban area adjacent to developed neighborhoods, and the SE 192nd Avenue corridor which has significant retail, commercial, employment, education and public uses. Under the proposed CPA/ZC, the land would be converted from low-density residential R-6 (UL) to high-density residential R-22 (UH). The proposed conversion encourages higher density in the immediate area, in close proximity to areas of employment (commercial zoning to the southeast and mixed-use institutional zoning farther north and south) with adequate urban services. It also supports new housing strategies which are in development by the city to address a significant deficit in housing inventory within the city.

- b. Provide development of uses which are functionally integrated with surrounding areas and neighborhoods in terms of local shopping, employment, recreational or other opportunities;**

Response: The retention of the existing low-density residential zoning designation will result in the site remaining underdeveloped in an area with a surplus of single-family homes. The requested zone change permits the development of high-density residential uses which will add to the diversity of both housing variety and associated rental costs. The site is located at the intersection of SE 192nd Avenue and SE 15th Street and is within close proximity to retail, services, and employment, including the commercial development at SE Mill Plain Boulevard and SE 192nd Avenue. The area also includes a variety of educational facilities including Columbia Valley Elementary School, Illahee Elementary School and Shahala Middle School and Union High School as well as the Columbia Tech Center Campus of Clark College, all within 1.5 miles of the site. Public recreational areas including Fisher Basin Community Park, Hannah Acres Park and Columbia Tech Center Park are also within approximately 1 mile of the site. The area is also served by a multi-modal transportation network consisting of sidewalks, bicycle lanes and public transit which connect with many of the service, education and recreational amenities outlined above.

zone change request to UH with a zone of R-22. The study concluded that the system could accommodate the requested change but noted that the eastbound left-turn queue length at the SE 192nd Avenue and SE 15th Street intersection is anticipated to be exceeded in the future five-year 2032 background (existing zoning) and total (proposed zoning) traffic conditions and, as such, indicates that an increase in queue length will likely be necessary. KAI recommends that this be further analyzed at the time of site development review based upon the actual proposed density of development, consistent with the VMC. The Revised TIA is included as Exhibit H.

f. Provide significant family wage employment opportunities and broadening of the Vancouver economy;

Response: Development of the project will create permanent property management/leasing and maintenance jobs, as well as temporary design, engineering, and construction jobs for the community. No commercial or industrial uses are proposed with this project.

g. Provide for the formation and enhancement of neighborhoods and communities; and

Response: The requested zone change permits the development of high-density residential uses which will add to the diversity of both housing variety and a broader range of economic groups. The increased density in the area will further support existing and new businesses in the area thus strengthening the neighborhood. The resulting development permitted under the proposed zoning designation would reduce sprawl and develop the site to its best use. The applicant also anticipates the project site will provide new pedestrian amenities that enhance walkability along public roadways and between adjacent neighborhoods.

h. Provide affordable or below-market-rate housing opportunities.

Response: The implementation of the R-22 zone at the site will set a new density range of 18.1 units (minimum) to 22 units (maximum) and will likely result in the development of multi-family units, a product type which is not widely available in the immediate vicinity and is more affordable to broader economic groups. Additionally, the applicant will voluntarily commit to offering 5% of units to be leased at 80% of AMI through the forthcoming DA.

8.0 CONCLUSION

As evidenced through this narrative and associated documents, the applicant's revised CPA/ZC request is consistent with long-range policies and regulations governing the allowance of these requests. Further, the modified request directly responds to comments and concerns raised by neighbors during the process, reducing the site's overall density allowance and limiting building heights to provide a softer transition with existing neighborhoods directly abutting the site to the north of west. Furthermore, the increase in housing yield and density is consistent with recent studies and policy discussions led by the City related to housing availability, diversity and affordability and directly implements an identified strategy to upzone land to encourage housing development. It is for these reasons and others outlined within this narrative that the applicant respectfully requests the City of Vancouver's approval of this application.

[illegible]

Project Description

The Miller Comprehensive Plan and Zoning Map Amendment proposes to rezone parcels 105145000, 105150000, and 105155000 from R-9 to R-30. This involves a Comprehensive Plan Amendment to move the parcels from an Urban Low to an Urban High designation. The site encompasses three parcels totaling approximately 4.17 acres. Currently the project site includes three separate owners. There is not a current plan for the development of all three parcels at this time. The larger parcel is being purchased by a developer and would be developed in the near future. The smaller parcels could be integrated into the development proposal or be developed separately. A formal application for site development will be submitted after the proposed comprehensive plan and zoning map amendment.

Density:

With 4.17 acres, the site could accommodate a maximum of 125 units (30 units per acre). Under the current zone (R-9) the maximum density would be approximately 36 single family units (8.7 units per acre). The larger site could develop separately from the spaller parcels and would have a density range of 60-99 units. The existing constraints of the site have not been studied to the extent that a reliable future unit count can be provided. It would be best to assume the maximum density when evaluating potential impacts of the proposed rezone.

Traffic Impacts:

Apartment buildings generate 6.74 average daily trips (ADT) per unit and single-family homes generate approximately 10 ADT per unit according to the ITE trip generation manual. The maximum possible development could generate up to 842.5 ADT, and development under the current zone would likely generate 360 ADT. The proposed rezone could result in a 57% increase in trips that would have otherwise been planned for in this area. A traffic study specific to the future development will be completed to ensure that the existing street system has adequate capacity for the increase in trips.

Comprehensive Plan and Zoning Map Amendment Approval Criteria

VMC 20.285.050

The following discusses the criteria that must be addressed for a comprehensive plan and zoning map amendment, and how this proposal complies:

A. Overall proposed map amendments reviewed under this chapter shall be approved only if demonstrated by the proponent to be in the public interest, as based on a review of all applicable principals from the following:

1. How the proposal is more consistent than the existing designation with applicable policies of the Vancouver strategic plan and comprehensive plan.

Response: The request is consistent with Objective 6.2.1 of the Vancouver Strategic Plan: “Develop a broader range of housing choices through incentives, changes in regulations and implementation of the Affordable Housing Task Force recommendations.” The intent of this amendment would be to allow zoning that would increase the overall supply of housing in the city, which would result in lower purchase prices and rental costs. While this does not provide “affordable housing” it goes a long way to make housing more affordable. Since the adoption of the strategic plan housing prices have continued to soar. This is partly due to a high demand for housing in the Vancouver region that far outpaces the new housing supply. Apartment units will provide additional housing at a lower price point.

2. How the proposal is more consistent than the existing designation with each of the following objectives as applicable:

a. Encourage more intensive development to locate in major urban centers and corridors, particularly downtown Vancouver. Encourage development of distinct neighborhoods served by commercial nodes, and discourage urban sprawl and strip commercial development;

Response: The site is within 0.25 miles of NE Andresen Rd. and approximately 2 miles from the nearest access to I-205, both major corridors in the area. Higher density residential development in this area would discourage urban sprawl.

b. Provide development of uses which are functionally integrated with surrounding areas and neighborhoods in terms of local shopping, employment, recreational or other opportunities;

Response: The site is within 0.5 miles of Raymond E. Shaffer Community Park and 1.5 miles from Orchards Community Park, providing ample recreational opportunities. Vancouver Mall, Costco and Home Depot are nearby providing employment and local shopping opportunities. A higher density multi-family residential development would integrate well with these areas.

c. Provide development which is compatible and integrated with surrounding uses in terms of scale, orientation, pedestrian enhancements, and landscaping;

Response: The south end of the site is bounded by NE 63rd Street, a collector arterial. South of the street are existing townhome and apartment developments. West of the site is a fire station. North and east of the site are existing single-family residences. This site is well positioned to be developed with a higher intensity use that will not have a significant effect on the existing neighboring uses. The site will have direct access to NE 63rd street and will not take access from the existing single-family residential streets.

d. Conserve or enhance significant natural or historical features;

Response: The applicant will hire a biologist to delineate any possible critical areas onsite and will work to avoid or minimize impacts where feasible.

e. Provide adequate provision of transportation, water, sewer, and other public services;

Response: Site access will be provided directly from NE 63rd Street. Water mains are located in NE 63rd Street NE 72nd Avenue adjacent to the site. CRWWD will be the sanitary sewer purveyor. Sanitary sewer lines run along both NE 63rd Street and NE 72nd Avenue.

f. Provide significant family wage employment opportunities and broadening of the Vancouver economy;

Response: Not applicable, this is a proposal for residential zoned property.

g. Provide for the formation and enhancement of neighborhoods and communities; and

Response: The redevelopment of these parcels will result in an attractive development at the corner of two arterial streets.

h. Provide affordable or below-market-rate housing opportunities.

Response: The proposal does not include affordable or below-market-rate housing, but the increase in housing supply will help make housing more affordable in the area. Apartments are an attractive affordable alternative in today's market.

3. Scope of review. Review and evaluation of proposed comprehensive plan or zoning map changes shall consider both the likely and possible future use of the site and associated impacts.

Response: The applicant intends to provide apartment units after the comprehensive plan and zoning map change approval. The request is a change from a lower density to a higher density, however it is still a residential zone so only residences will be proposed. Impacts created would be those of a higher density residential development, with typical impacts to local schools, emergency services and streets. Impact fees will be required to be paid to offset these impacts.

4. Cumulative Impacts. The review of individual comprehensive plan map or policy amendments, other than exceptions noted in VMC [20.285.040](#), shall also consider the cumulative transportation, land supply, and environmental impacts of other plan amendments proposed within the same annual cycle. (Ord. M-3922 § 13, 07/06/2009; Ord. M-3701 § 9, 05/02/2005; Ord. M-3643, 01/26/2004)

Response: The impacts of this development will need to be reviewed in conjunction with the other plan amendments within this review cycle.

ZONING MAP AMENDMENT APPROVAL CRITERIA

VMC 20.285.060.A. sets out the applicable zoning map amendment approval criteria not involving associated comprehensive plan map amendments.

This proposal is required to demonstrate the following:

1. How the proposal is more consistent with applicable policies of the Vancouver strategic plan and comprehensive plan than the existing designation; and
2. That a change in circumstances has occurred since the existing designation was established.

A. Consistency with Vancouver Strategic Plan

The City adopted a 2016-2021 Strategic Plan, and updated it in November 2018. The city is currently working on a new Strategic Plan, but it has not yet been adopted.

The request is consistent with Objective 6.2.1:

- 6.2.1 Develop a broader range of housing choices through incentives, changes in regulations and implementation of the Affordable Housing Task Force recommendations. Page 23.

In the final 2016 report the Affordable Housing Task Force discussed potential tools and programs to increase the supply of affordable housing units in the city. One of the high priority items discussed amending zoning/development regulations to encourage affordable housing options.

Option for Council Consideration	Description	Estimated Time for Staff to Develop and Present to Council	City Direct Costs/ Staff Time	Cost to Property Owner/ Developer	Potential to Increase Affordable Units	Considerations and Details Additional information to follow based on Council guidance and staff analysis.	Task Force Priority
EXPAND SUPPLY OF AFFORDABLE HOUSING							
Amend zoning/development regulations to encourage affordable housing options	- Allow/promote alternative housing, e.g.: ○ Cluster/apartment housing ○ Corner-lot duplexes ○ Micro-housing and single room occupancy (SRO) housing ○ Shared housing, including rooming/boarding houses - Reduced parking requirements	Medium to Long	\$5	\$	Medium	Details: - May be effective at increasing overall supply over a long period of time, but affordability not guaranteed - Marketing incentives/opportunities to property owners and developers - Can use current staff, but may be contracted out Questions: - Requires determination of priorities among several options - Need to determine appropriate level of incentives Task Force comments: Support for allowing a wider variety of housing types and sizes. This option may also provide low-income homeownership units, an opportunity to address affordable housing apart from rentals.	High

The intent of the option would be to increase overall supply of housing in the city which would result in lower purchase prices and rental costs. While this does not provide “affordable housing” it goes a long way to make housing more affordable. Since the adoption of the strategic plan housing prices have continued to soar. This is partly due to a high demand for housing in the Vancouver region that far outpaces the new housing supply.

In response to the strategic plan and the Affordable Housing Task Force recommendations, the City Council studied and approved housing code updates. The Housing Code Updates webpage states the following as a purpose of the update:

“Vancouver, like many communities, is facing a housing crisis. As the city continues to grow, there is a desire and need for new types of housing that would allow residents to live more affordably while also maintaining neighborhood livability. However, current city zoning rules prohibit many of these

Table 1-5. Vancouver comprehensive plan land use designations

Comprehensive Plan designation	Corresponding Zoning	General Intent
Residential		
Urban Lower Density	R-2, R-4, R-6, R-9	Predominantly single-family detached residential development, with some allowances for duplexes, townhouses, and single-family homes on small lots using infill standards
Urban Higher Density	R-18, R-22, R-30, R-35, MX	Predominantly apartments and condominiums, with some allowance for attached housing (such as duplexes, townhouses, and small-lot single-family homes) and mixed use

This request furthers the Community Development policies on page 1-14 to 1-15 of the Comprehensive Plan:

CD-2 Efficient development patterns Encourage efficient development throughout Vancouver to ensure achievement of average density of 8 units per acre set by countywide planning policies. Encourage higher density and more intense development in areas that are more extensively served by facilities, particularly transportation and transit services.

Response:

- The site is near a full-service grocery store/commercial area, elementary school, community park, and C-Tran Bus route 78 on NE Andresen Rd.
 - Safeway and Walgreens are both approximately 1/4 mile from the site. This is approximately a 5-minute walk. There is also a Starbucks (inside Safeway), Chase Bank, State Farm Insurance, The UPS Store, Sprint Store, Great Clips, Nail Salon, Drive through Coffee, and Subway.
 - Walnut Grove Elementary is south of the site.
 - Raymond E Shaffer Community Park is located approximately 1/4 mile to the southeast. This is a 10-acre park that connects to another 7-acre park to the south.
 - C-Tran Bus route 78 stops at NE Andresen Rd and NE 63rd Street. This is less than a 1/2 mile from the site.
 - The northbound and southbound busses arrive every 30 min from 6:00am to 9:00am and 3:00pm to 6pm
 - The northbound and southbound busses arrive every 60 min from 9:00am to 3:00pm and 6:00pm to 10pm

CD-3 Infill and redevelopment- Where compatible with surrounding uses, efficiently use urban land by facilitating infill of undeveloped properties, and redevelopment of underutilized and developed properties. Allow for conversion of single to multi-family housing where designed to be compatible with surrounding uses.

Response:

- This is a relatively small infill project, where the intent is to convert the existing underutilized land into an apartment housing project.

In addition, the request fulfills both CD-9, facilitating compatible uses adjacent to each other, and CD-10, placing housing near services (complementary land uses).

housing options. Changes to the development code can create opportunities for the private sector to deliver a more diverse, affordable housing stock.”

The project goals of the housing update are stated as the following:

“The goal of the project is to update City codes to allow for different, smaller and more affordable types of housing choices. Many are recommended in the Affordable Housing Task Force report (2016) and many are similar to what is allowed in Clark County and other Washington cities nearby and statewide.”

The specific goals include:

- Allowing for the development of diverse housing types to meet changing demographic needs and consumer preferences
- Expanding market rate, middle income, and affordable housing choices
- Maintaining neighborhood livability with incremental, rather than wholesale, change
- Providing more opportunities for people to live near where they work and attend school, and reduce costly commutes
- Facilitating development in areas with full existing public services

The current proposal is consistent with this plan and will help meet the City’s goals. The general proposal associated with the zone change will accomplish the following:

- The Miller Rezone project will add diversity to the housing options in the immediate vicinity of the site.
- The rezone will not have a large effect on adjacent homes as the proposed access is directly from an arterial street.
- The future project would match the style of apartments to the south and could result in an attractive development at the corner of two arterial streets.
- The site is located near schools, stores, and public transport that has the potential to reduce costly commutes.
- The project is in an area with full existing public services.

B. Consistency with the Comprehensive Plan

The applicant is requesting a concurrent change in the Comprehensive Plan designation. The current and proposed plan designations are residential and are compatible. The proposed plan results in a higher density, but can be designed to have less of an impact on the neighboring lower density community.

Chapter 3 of the Comprehensive Plan contains the City's Housing element. The Plan recognizes the need for diverse housing:

As the baby boom generation ages over the next 20 years, there is likely to be a greater need and demand for smaller units, retirement homes, and assisted living.
Page 3-3.

The plan notes that most residential housing is single-family housing (57%). *Id.* Housing affordability is also a City concern:

The Growth Management Act requires local jurisdictions to demonstrate that regulations allow and encourage housing for all economic segments of the community. Table 3-3 provides a breakdown of local households by income ranges, and the general share of Vancouver housing they can afford to buy or rent without having to spend more than 30% of their income.

There are several policies that would be furthered by this request, including:

H-1 Housing options
Provide for a range of housing types and densities for all economic segments of the population. Encourage equal and fair access to housing for renters and homeowners.

H-2 Affordability
Provide affordable housing by formulating innovative policies, regulations and practices, and establishing secure funding mechanisms. Target affordability programs toward households with incomes below the median.

C. Change in Circumstances

The proposed zone change is in response to the current housing shortage and affordability crisis that is currently occurring in SW Washington. This shortage of housing within the area that the subject property lies represents a change in conditions or circumstances since the zoning designation was established. The proposed zone change will result in additional housing units that will increase the housing supply in the area and contribute to improving housing affordability.

According to the 2016 Affordable Housing Task Force Report issued by the City of Vancouver, it was noted that:

Vancouver, Washington and the surrounding communities are experiencing an unprecedented demand for rental units. In June 2015, the vacancy rate in Vancouver was just below 2%, down from 3.8% at the end of 2010.¹ The tightening market has led to a dramatic increase in rents. Between October 2014 and October 2015, the increase in median rent for a 2-bedroom, 1-bath unit in Vancouver was the highest in the nation at 15.6% (a jump from \$900 to \$1,040 per month). Page 2.

While this report was issued in 2016, conditions have not improved in recent years. This report recognizes that higher densities can promote more affordable housing.

CONCLUSION

Approval of this application would result in a development that can be served by existing urban public services and will provide more flexibility in density and housing types, resulting in more affordable housing.

**Attachment C – Wood Duck Springs updated conceptual site plan and original
rezone application narrative**



Project Discussion

The Wood Duck Springs Comprehensive Plan and Zoning Map Amendment proposes to rezone parcels 105241000, 105242000, 105190005, 105190010, 105190000, 986042813 from R-9 to R-18. This involves a Comprehensive Plan Amendment to move the parcels from an Urban Low to an Urban High designation. The site encompasses six parcels totaling approximately 13.89 acres. Currently the project site includes a mix of existing single-family residences and vacant land. Future development plans for the site would likely retain two of the existing homes as an office or amenity space with the remainder of the site developed with apartments and condo/townhomes in a variety of densities. The applicant intends to provide a diversity of unit types and unit styles so that a wider range of housing needs may be met. This would include apartment units ranging from 1 to 3 bedrooms, townhouse style units that are 2 stories without garages and townhouse style units that are larger and have garages. The applicant is desirous of creating homes for sale at the bottom portion of the ownership market as they believe that the first step to wealth creation is a long-term controlled housing costs created via a 30-year mortgage. But the applicant is concerned about the negative legal environment for condominiums in Washington State at this time and would most likely create rentals for those units. One of the options that the applicant is reviewing is to build larger 3-bedroom units that could be condo converted at a later date if the liability laws become more favorable. The current applicant would likely also be the one to develop the site including site and building construction. A formal application for site development will be submitted after the proposed comprehensive plan and zoning map amendment.

Neighborhood Layout –

The applicant would propose that the 2 story tall townhouse style units would be built along the western side of the project in an attempt to build into the existing neighborhood. This is the only section of the abutting property that is expected to remain nearly the same for the foreseeable future due to the small existing lots as well as a long term commercial business; all of which are served by the existing private road that directly abuts to the projects west side. The applicant would also look at placing more townhouse units along a portion of the east side in an attempt to blend into the neighborhood as the parcel to the east with an existing house would be large enough for some infill redevelopment in the future.

The project north and a portion of the east abuts to City of Vancouver open space that is an undeveloped park. The applicant has already had discussions with the City of Vancouver Parks department in efforts to understand future park (Kelly Meadows) development plans as well as how the projects could benefit each other through better planning. This discussion included being able to generate better open space utilization, reducing expected parks impact on wetlands by moving a planned path from parks land to the applicant land, options for recreation along the trails, exploring build/PIF credits, trail connectivity, donations, trail materials within wetland buffers, land donation and overall planning and timing.

Density:

With 13.89 acres, the site could accommodate a maximum of 250 units (18 units per acre). With potential roadway dedications the net site area may be less, and the maximum unit count could be

around 235 units. Under the current zone (R-9) the maximum density would be approximately half of the proposed plan or 125 single family units.

Traffic Impacts:

Apartment buildings generate 6.74 average daily trips (ADT) per unit and single-family homes generate approximately 10 ADT per unit according to the ITE trip generation manual. Development under the proposed plan would generate 1685 ADT, and development under the current zone would likely generate 1250 ADT. The proposed rezone would result in a 35% increase in trips that would have otherwise been planned for in this area. Based on previous projects and traffic studies in the area, we do not believe the additional traffic will cause any capacity issues on NE 63rd Street. A traffic study specific to the proposed development will be completed to ensure that the existing street system has adequate capacity for the proposed development.

Additionally, this project solves a major issue around intersection spacing along 63rd by moving the access portion of this project to its east boundary directly opposite the intersection that is one of the major direct routes to the south.

Comprehensive Plan Map Amendment Approval Criteria

VMC 20.285.050

The following discusses the criteria that must be addressed for a comprehensive plan and zoning map amendment, and how this proposal complies:

A. Overall proposed map amendments reviewed under this chapter shall be approved only if demonstrated by the proponent to be in the public interest, as based on a review of all applicable principals from the following:

1. How the proposal is more consistent than the existing designation with applicable policies of the Vancouver strategic plan and comprehensive plan.

Response: The request is consistent with Objective 6.2.1 of the Vancouver Strategic Plan: “Develop a broader range of housing choices through incentives, changes in regulations and implementation of the Affordable Housing Task Force recommendations.” The intent of this amendment would be to allow zoning that would increase the overall supply of housing in the city, which would result in lower purchase prices and rental costs. While this does not provide “affordable housing” it goes a long way to make housing more affordable. The applicant has a great deal of experience in townhouse construction and has ideas that can create even more affordable products in the for-sale market. Unfortunately, within the existing codes this would require a condominium development which currently has significant issues due to current laws and insurance issues. In the event that laws change and the project can be converted into condominiums, the site would allow for home ownership at a relatively low price point. Since the adoption of the strategic plan housing prices have continued to soar. This is partly due to a high demand for housing in the Vancouver region that far outpaces the new housing supply. The first step to increasing affordability is to increase supply so that the basic tenants of the Econ 101 supply demand curve can be followed.

2. How the proposal is more consistent than the existing designation with each of the following objectives as applicable:

a. Encourage more intensive development to locate in major urban centers and corridors, particularly downtown Vancouver. Encourage development of distinct neighborhoods served by commercial nodes, and discourage urban sprawl and strip commercial development;

Response: The site is within 0.5 miles of NE Andresen Rd. and approximately 1.5 miles from the nearest access to I-205, both major corridors in the area. Higher density residential development in this area would discourage urban sprawl. NE 63rd Ave is an arterial that crosses I-205 and should be expected to be even more of a corridor as redevelopment happens.

b. Provide development of uses which are functionally integrated with surrounding areas and neighborhoods in terms of local shopping, employment, recreational or other opportunities;

Response: The site is adjacent to Kelley Meadows Park and very near to Green Meadows Golf Course, providing ample recreational opportunities. Vancouver Mall, Costco and Home Depot are nearby providing employment and local shopping opportunities. A higher density residential development would integrate well with these areas. The applicant is also willing to work with the City of Vancouver Parks department on the development and integration of recreation required by the development and advantageous to the Park and the neighborhood.

c. Provide development which is compatible and integrated with surrounding uses in terms of scale, orientation, pedestrian enhancements, and landscaping;

Response: The north end of the site includes a wetland area that will create a buffer between the site and the uses to the north, directly north of that wetland area is Green Meadows Golf Course. To the east is a city park along a majority of the shared property line. At the SE corner there is a single-family residence adjacent to the site. The south end of the site is bounded by NE 63rd Street, a collector arterial. On the west end of the site the applicant is proposing to 2 story townhomes that will blend in better to the neighborhood and will abut the existing private road to the west. This site is well positioned to be developed with a higher intensity use that will not have a significant effect on the existing neighboring uses. The site will have direct access to NE 63rd street and will only be directly adjacent to one single-family home that also has redevelopment potential.

To the SW of the proposed area is an area that was developed under R-18 code while that land was under Clark County jurisdiction.

d. Conserve or enhance significant natural or historical features;

Response: The applicant will retain the existing wetland and buffer areas located on the north end of the site. Additionally, the applicant is willing to work with the City Parks department to move planned park trails out of the wetland area and onto adjoining lands, thus reducing wetland impacts. The applicant has also demonstrated unique design features in the past in an effort to enhance wetland function. If possible, they will seek to duplicate this demonstrated success.

Project Discussion

The Wood Duck Springs Comprehensive Plan and Zoning Map Amendment proposes to rezone parcels 105241000, 105242000, 105190005, 105190010, 105190000, 986042813 from R-9 to R-18. This involves a Comprehensive Plan Amendment to move the parcels from an Urban Low to an Urban High designation. The site encompasses six parcels totaling approximately 13.89 acres. Currently the project site includes a mix of existing single-family residences and vacant land. Future development plans for the site would likely retain two of the existing homes as an office or amenity space with the remainder of the site developed with apartments and condo/townhomes in a variety of densities. The applicant intends to provide a diversity of unit types and unit styles so that a wider range of housing needs may be met. This would include apartment units ranging from 1 to 3 bedrooms, townhouse style units that are 2 stories without garages and townhouse style units that are larger and have garages. The applicant is desirous of creating homes for sale at the bottom portion of the ownership market as they believe that the first step to wealth creation is a long-term controlled housing costs created via a 30-year mortgage. But the applicant is concerned about the negative legal environment for condominiums in Washington State at this time and would most likely create rentals for those units. One of the options that the applicant is reviewing is to build larger 3-bedroom units that could be condo converted at a later date if the liability laws become more favorable. The current applicant would likely also be the one to develop the site including site and building construction. A formal application for site development will be submitted after the proposed comprehensive plan and zoning map amendment.

Neighborhood Layout –

The applicant would propose that the 2 story tall townhouse style units would be built along the western side of the project in an attempt to build into the existing neighborhood. This is the only section of the abutting property that is expected to remain nearly the same for the foreseeable future due to the small existing lots as well as a long term commercial business; all of which are served by the existing private road that directly abuts to the projects west side. The applicant would also look at placing more townhouse units along a portion of the east side in an attempt to blend into the neighborhood as the parcel to the east with an existing house would be large enough for some infill redevelopment in the future.

The project north and a portion of the east abuts to City of Vancouver open space that is an undeveloped park. The applicant has already had discussions with the City of Vancouver Parks department in efforts to understand future park (Kelly Meadows) development plans as well as how the projects could benefit each other through better planning. This discussion included being able to generate better open space utilization, reducing expected parks impact on wetlands by moving a planned path from parks land to the applicant land, options for recreation along the trails, exploring build/PIF credits, trail connectivity, donations, trail materials within wetland buffers, land donation and overall planning and timing.

Density:

With 13.89 acres, the site could accommodate a maximum of 250 units (18 units per acre). With potential roadway dedications the net site area may be less, and the maximum unit count could be

The applicant would also explore solar systems atop parking lot covers as well as on top of southerly facing apartment roofs. The applicant has used innovative hot water systems, lighting, appliances and design elements to reduce energy usage and would use these as well as others to reduce the carbon footprint of this development.

e. Provide adequate provision of transportation, water, sewer, and other public services;

Response: Site access will be provided directly from NE 63rd Street with access across from the existing 81st Ave intersection. A water main is located in NE 63rd Street and CRWWD will be the sanitary sewer purveyor. The site can be served with sanitary sewer with the development of parcel 105210000, and a potential easement from the park property (105240000) as well as a portion of it from sanitary sewer located within NE 63rd Street.

f. Provide significant family wage employment opportunities and broadening of the Vancouver economy;

Response: Not applicable, this is a proposal for residential zoned property. The applicant is investigating commercial uses that are appropriate to the area and development and is open to having 5% of the gross floor space being commercial use.

g. Provide for the formation and enhancement of neighborhoods and communities; and

Response: The redevelopment of these parcels will result in an attractive development, with improved public roadways that will be designed to build in with the nearby neighborhood.

h. Provide affordable or below-market-rate housing opportunities.

Response: The proposal does not include affordable or below-market-rate housing, but the increase in housing supply will help make housing more affordable in the area. Apartments are an attractive affordable alternative in today's market. If laws changed at the State of Washington level the applicant would be interested in developing smaller units that would most commonly be sold as a condominium.

3. Scope of review. Review and evaluation of proposed comprehensive plan or zoning map changes shall consider both the likely and possible future use of the site and associated impacts.

Response: The applicant intends to provide typical apartment units within the central portion of the project after the comprehensive plan and zoning map change approval and blend into the neighborhood with 2 story townhouse units along the west side. The request is a change from a lower density to a higher density, however it is still a residential zone so only residences will be proposed. Impacts created would be those of a higher density residential development, with typical impacts to local schools, emergency services and streets. Impact fees will be required to be paid to offset these impacts.

4. Cumulative Impacts. The review of individual comprehensive plan map or policy amendments, other than exceptions noted in VMC [20.285.040](#), shall also consider the cumulative transportation, land supply, and environmental impacts of other plan amendments proposed within the same

purpose of the update:

“Vancouver, like many communities, is facing a housing crisis. As the city continues to grow, there is a desire and need for new types of housing that would allow residents to live more affordably while also maintaining neighborhood livability. However, current city zoning rules prohibit many of these housing options. Changes to the development code can create opportunities for the private sector to deliver a more diverse, affordable housing stock.”

The project goals of the housing update are stated as the following:

“The goal of the project is to update City codes to allow for different, smaller and more affordable types of housing choices. Many are recommended in the Affordable Housing Task Force report (2016) and many are similar to what is allowed in Clark County and other Washington cities nearby and statewide.”

The specific goals include:

- Allowing for the development of diverse housing types to meet changing demographic needs and consumer preferences
- Expanding market rate, middle income, and affordable housing choices
- Maintaining neighborhood livability with incremental, rather than wholesale, change
- Providing more opportunities for people to live near where they work and attend school, and reduce costly commutes
- Facilitating development in areas with full existing public services

The current proposal is consistent with this plan and will help meet the City’s goals. The general proposal associated with the zone change will accomplish the following:

- The Wood Ducks Springs Rezone project will add diversity to the housing options in the immediate vicinity of the site.
- The rezone will not have a large effect on adjacent homes as the proposed access is directly from an arterial street.
- The future project would blend into the existing neighborhood as it would place 2 story townhomes on the west side by existing small lots, place apartments within the center and north portions of the project. This would also match the streetscape to the west in the R-18 zones.
- The site is located near schools, stores, and public transport that has the potential to reduce costly commutes.
- The project is in an area with full existing public services.

B. Consistency with the Comprehensive Plan

The applicant is requesting a concurrent change in the Comprehensive Plan designation. The current and proposed plan designations are residential and are compatible. The proposed plan results in a higher density but can be designed to have less of an impact on the neighboring lower density community.

annual cycle. (Ord. M-3922 § 13, 07/06/2009; Ord. M-3701 § 9, 05/02/2005; Ord. M-3643, 01/26/2004)

Response: The impacts of this development will need to be reviewed in conjunction with the other plan amendments within this review cycle.

ZONING MAP AMENDMENT APPROVAL CRITERIA

VMC 20.285.060.A. sets out the applicable zoning map amendment approval criteria not involving associated comprehensive plan map amendments.

This proposal is required to demonstrate the following:

1. How the proposal is more consistent with applicable policies of the Vancouver strategic plan and comprehensive plan than the existing designation; and
2. That a change in circumstances has occurred since the existing designation was established.

A. Consistency with Vancouver Strategic Plan

The City adopted a 2016-2021 Strategic Plan, and updated it in November 2018.

The request is consistent with Objective 6.2.1:

6.2.1 Develop a broader range of housing choices through incentives, changes in regulations and implementation of the Affordable Housing Task Force recommendations. Page 23.

In the final 2016 report the Affordable Housing Task Force discussed potential tools and programs to increase the supply of affordable housing units in the city. One of the high priority items discussed was amending zoning/development regulations to encourage affordable housing options.

Option for Council Consideration	Description	Estimated Time for Staff to Develop and Present to Council	City Direct Costs/ Staff Time	Cost to Property Owner/ Developer	Potential to Increase Affordable Units	Considerations and Details Additional information to follow based on Council guidance and staff analysis.	Task Force Priority
EXPAND SUPPLY OF AFFORDABLE HOUSING							
Amend zoning/ development regulations to encourage affordable housing options	- Allow/promote alternative housing, e.g. - Cluster/corridor housing - Corner-lot duplexes - Micro-housing and single room occupancy (SRO) housing - Shared housing, including rooming/boarding houses - Reduced parking requirements	Medium to Long	\$5	\$	Medium	Details: - May be effective at increasing overall supply over a long period of time, but affordability not guaranteed - Marketing incentives/opportunities to property owners and developers - Can use current staff, but may be contracted out Questions: - Requires determination of priorities among several options - Need to determine appropriate level of incentives Task Force comments: Support for allowing a wider variety of housing types and sizes. This option may also provide low-income homeownership with an opportunity to address affordable housing apart from rental.	High

The intent of the option would be to increase the overall supply of housing in the city which would result in lower purchase prices and rental costs. While this does not provide "affordable housing" it goes a long way to make housing more affordable. Since the adoption of the strategic plan housing prices have continued to soar. This is partly due to a high demand for housing in the Vancouver region that far outpaces the new housing supply.

In response to the strategic plan and the Affordable Housing Task Force recommendations, the City Council studied and approved housing code updates. The Housing Code Updates webpage states the following as a

Table 1-5. Vancouver comprehensive plan land use designations

Comprehensive Plan designation	Corresponding Zoning	General Intent
Residential		
Urban Lower Density	R-2, R-4, R-6, R-9	Predominantly single-family detached residential development, with some allowances for duplexes, townhouses, and single-family homes on small lots using infill standards
Urban Higher Density	R-18, R-22, R-30, R-35, MX	Predominantly apartments and condominiums, with some allowance for attached housing (such as duplexes, townhouses, and small-lot single-family homes) and mixed use

This request furthers the Community Development policies on page 1-14 to 1-15 of the Comprehensive Plan:

CD-2 Efficient development patterns Encourage efficient development throughout Vancouver to ensure achievement of average density of 8 units per acre set by countywide planning policies. Encourage higher density and more intense development in areas that are more extensively served by facilities, particularly transportation and transit services.

Response:

- The site is near a full-service grocery store/commercial area, elementary school, community park, and C-Tran Bus route 78 on NE Andresen Rd.
 - Safeway and Walgreens are both approximately 1/4 mile from the site. This is approximately a 5-minute walk. There is also a Starbucks (inside Safeway), Chase Bank, State Farm Insurance, The UPS Store, Sprint Store, Great Clips, Nail Salon, Drive through Coffee, and Subway.
 - Walnut Grove Elementary is south of the site.
 - Raymond E Shaffer Community Park is located approximately ¼ mile to the southeast. This is a 10-acre park that connects to another 7-acre park to the south.
 - C-Tran Bus route 78 stops at NE Andresen Rd and NE 63rd Street. This is less than a ½ mile from the site.
 - The northbound and southbound busses arrive every 30 min from 6:00am to 9:00am and 3:00pm to 6pm
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CD-3 Infill and redevelopment- Where compatible with surrounding uses, efficiently use urban land by facilitating infill of undeveloped properties, and redevelopment of underutilized and developed properties. Allow for conversion of single to multi-family housing where designed to be compatible with surrounding uses.

Response:

- This is a relatively small infill project, where the intent is to convert the existing underutilized land into an apartment housing project.

In addition, the request fulfills both CD-9, facilitating compatible uses adjacent to each other, and CD-10, placing housing near services (complementary land uses).

Chapter 3 of the Comprehensive Plan contains the City's Housing element. The Plan recognizes the need for diverse housing:

As the baby boom generation ages over the next 20 years, there is likely to be a greater need and demand for smaller units, retirement homes, and assisted living.
Page 3-3.

The plan notes that most residential housing is single-family housing (57%). *Id.* Housing affordability is also a City concern:

The Growth Management Act requires local jurisdictions to demonstrate that regulations allow and encourage housing for all economic segments of the community. Table 3-3 provides a breakdown of local households by income ranges, and the general share of Vancouver housing they can afford to buy or rent without having to spend more than 30% of their income.

There are several policies that would be furthered by this request, including:

H-1 Housing options
Provide for a range of housing types and densities for all economic segments of the population. Encourage equal and fair access to housing for renters and homeowners.

H-2 Affordability
Provide affordable housing by formulating innovative policies, regulations and practices, and establishing secure funding mechanisms. Target affordability programs toward households with incomes below the median.

C. Change in Circumstances

The proposed zone change is in response to the current housing shortage and affordability crisis that is currently occurring in SW Washington. This shortage of housing within the area that the subject property lies represents a change in conditions or circumstances since the zoning designation was established. The proposed zone change will result in additional housing units that will increase the housing supply in the area and contribute to improving housing affordability.

According to the 2016 Affordable Housing Task Force Report issued by the City of Vancouver, it was noted that:

Vancouver, Washington and the surrounding communities are experiencing an unprecedented demand for rental units. In June 2015, the vacancy rate in Vancouver was just below 2%, down from 3.8% at the end of 2010.¹ The tightening market has led to a dramatic increase in rents. Between October 2014 and October 2015, the increase in median rent for a 2-bedroom, 1-bath unit in Vancouver was the highest in the nation at 15.6% (a jump from \$900 to \$1,040 per month). Page 2.

While this report was issued in 2016, conditions have not improved in recent years. This report recognizes that higher densities can promote more affordable housing.

CONCLUSION

Approval of this application would result in a development that can be served by existing urban public services and will provide more flexibility in density and housing types, resulting in more affordable housing.

Attachment D – Datepark rezone application narrative

Datepark Residence Re-zoning Narrative:

Datepark Condominium Inc is an organization that provides “Second Chance” housing to help members of our community since 2005. This organization provides sustainable housing to low-income tenants in Clark County, City of Vancouver, City of Battleground, City of Camas, and other surrounding areas. We provide affordable housing for individuals who have barriers that prevent them from meeting common rental qualifications to obtain housing elsewhere in our community.

Our organization pertains of 4 female board members, with three of the four being East Indian. We have a combined experience of over 25 years in different fields that correlate to this project, including general construction and site development, property management, and real estate. Some past projects our board members have completed are a 45-mixed use apartment complex in Gresham, Oregon and a 31-unit apartment complex in NE Portland, Oregon. We have also remodeled and updated 7 Burger King locations throughout the Portland area.

In addition to that, we have 18 years of experience operating second chance housing complexes, and pride ourselves in serving our community and helping individuals in need to have a safe and stable place to call home. Our vision for Datepark is to provide a larger number of affordable rental units to our community. We intend to develop this property, while maintaining ownership. We will then maintain control of the complex and will be operating as the owners and property management team. We do not have any plans or intention to sell the complex at any point after this development is complete.

The property is located at 3607,3701 and 3701 ½ E 18th St Vancouver, WA 98661. It has been operating as a second chance housing complex since we acquired it in 2005. It currently has 13 rental units and two houses on four parcels of land. We will be tearing down all existing buildings to construct a 4-story, 54-unit complex on the property. We are very excited about this project. This new complex will stay a second chance housing complex and be financially affordable for all. We hope to help fill the need for low-income housing, and to maximize the amount of community members we can help in having a safe and secure place to call home.

Our plan is to develop Datepark Residence into an affordable housing complex. The land is subdivided into four parcels currently zoned at R-18 making our ability to help make an impact with the housing crisis severely limited. The existing houses and townhomes are older, with a large parking lot in the middle. There is some basic existing landscaping, but aesthetically the way the property is, it will need some maintenance. The property currently has a 20-unit parking lot, which will be increased to a total of 44 parking units. We are delighted to be able to move forward with building a beautiful new complex that will also be visually pleasing to the neighborhood and community. We are currently working with our architects and engineers to ensure the complex is functional, visually attractive and appealing on all sides of the property. We realize that a view of a beautiful building is better than a plain building, an aging building, and we want all our neighbors to be happy with their new view and the changes.

Sadly, housing is a comfort many individuals in our community do not have. A home is a safe space that provides stability and security to all families and individuals. High housing costs can cause individuals and families to spend less on basic needs such as food, clothing, and health

care. In addition, everyday many individuals in our community experience mental health crises. If they had a safe haven, it would build a sense of security, and help them with a better future.

This development is in the Fourth Plain International District. Residents will have access to local city parks, major department stores, shopping, and retail commerce. This project goes hand-in-hand with Fourth Plain Forward. Increased residents in the neighborhood will directly impact the local economy by bringing in more funds spent at local surrounding businesses in the International District.

In addition to potentially lessening the impact of the financial burden of a large homeless populace, we will be adding greater value to our local economy. As stated above, our property is in the Fourth Plain International District. We are also close to cultural centers, community centers, shopping and businesses, the VA Hospital, and many other healthcare facilities. We are located on a bus line to assist our residents in visiting locations that are not within walking distance, and to help individuals travel to and from work. Our tenants will shop locally, visit, and utilize these local resources, work in our community and even help ease the “lack of workers” many businesses are struggling with.

From our years of experience, we have a rich understanding of how to assist individuals in our community who face challenges such as mental health concerns, homelessness, addiction, and other struggles. We are not only seen as landlords to these families and individuals, but they also see us as counselors, friends, and most importantly, as someone who is willing to “take a chance on them” and help provide them with stability. This project will continue to build upon our past efforts and allow us to be a better benefit and invaluable resource to our community.

Each parcel is currently zoned at R-18. Rather than developing up to four smaller buildings on each parcel, we want to group the parcels and rezone all four lots to R-30. We intend on applying for the “affordable housing density bonus”. This will double the zoning and allow us to build one 54-unit complex. The main purpose for rezoning the site is to allow us to consolidate all units into one complex. The city has approved rezoning in the past to help increase affordable housing; we are hoping to utilize this practice and apply this policy to our property. We need the city's help to achieve our dream of becoming a beneficial resource and making a positive impact towards addressing our housing crisis while housing up to 162 individuals. With our proposed plan to keep 80% of our units below the Area Median Income (AMI) we can help create stability for individuals and families. This is why we are hoping the city will serve as the sponsor of our rezoning application.

Attachment E1 – Parks related changes to Vancouver Comprehensive Plan, 2011-2030

Page 5-33

Community parks provide a focal point and gathering place for broad groups of users. Usually 20 to 100 acres in size, community parks are used by all segments of the population and generally serve residents ~~from within a 1½-mile radius one-to-three-mile~~ service area ~~from the park's public access points~~. Community parks often include recreation facilities for organized activities, such as sports fields, skate parks, community gardens and play courts as well as programming such as the amphitheater at Esther Short Park. Community parks may also incorporate such as community or senior centers. Because of their large service area, community parks require more support facilities, such as parking and restrooms. Some middle and high school sites are included in the community parkland inventory, since these facilities can serve some of the community park needs. The acquisition standard is 3 acres per 1,000 people, or a total of 278.5 additional acres needed. In urban areas where an adequate or suitable community park site is no longer available, or where areas are poorly served by a community park, VCPRD considers the modification of neighborhood park standards to compensate for the lack of a community park. Specifically, consideration is given to increasing site size and type of development of neighborhood parks to allow for increased recreation opportunities. In addition, where dense existing neighborhoods may preclude the acquisition of typical acreage for neighborhood parks, VCPRD has acquired and developed small urban parks to address the need for public park spaces in compact urban environments

Page 5-38, Capital Facilities Plan

Table 5-14. ~~Vancouver Parks, Recreation & Cultural Services Comprehensive Plan 2023-2032~~
~~VCPRD Capital Facilities Plan for Vancouver City and UGA, 2011-2016~~

See Attachment B - Parks, Recreation & Cultural Services Comprehensive Plan, 2023 Capital Facilities Plan Summary

Replace existing Table 5-14 with below:

2023 Annual Review - Attachment B
2023-2032 Capital Facilities Plan Summary - Vancouver Parks, Recreation & Cultural Services.

2023-2032 CAPITAL FACILITIES PLAN SUMMARY

Project Name	Uninflated Local Cost	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	Total Estimated Local Cost	Potential Outside Funding
Project Type													
Park Acquisition	82,148,036	120,000	35,483,662	14,053,771	11,747,206	16,467,630	10,476,547	4,017,319	9,393,348	4,513,839	4,784,691	101,058,034	5,076,699
Park Development	182,367,000	4,372,000	5,618,000	8,643,855	21,214,774	43,007,961	23,875,729	30,736,472	21,092,925	33,340,114	60,260,336	252,162,165	12,113,114
Park Improvements	5,332,000	1,230,000	619,040	775,384	469,260	497,416	540,643	573,082	607,467	643,915	682,549	6,638,636	138,000
Trails Planning, Capital Repairs	17,067,210	165,000	692,180	1,593,265	11,622,184	1,537,697	405,482	451,089	1,939,330	2,626,662	478,123	21,530,912	-
Special Facility Devel. & Imp.	3,470,000	165,000	1,379,060	1,382,038	814,655	18,937	20,073	21,378	22,554	23,908	25,342	3,872,836	-
GRAND TOTAL	290,384,346	6,073,000	33,791,942	26,448,203	43,868,080	61,326,641	35,318,475	35,799,340	33,075,324	41,148,457	66,331,041	385,382,603	17,327,812

Appendix E

The following separate documents, providing technical data, analysis, and background information, are adopted as part of the Vancouver Comprehensive Plan:

I. Facilities and Services Plans

- Vancouver Parks, Recreation & Cultural Services Comprehensive Plan 2022-2031, and subsequent legislatively approved Park Plan and CFP amendments, Vancouver Parks, Recreation and Natural Areas Comprehensive Plan 2014, and 2017- 2022 Capital Facilities Plan
- Vancouver Urban Parks, Recreation and Open Space Plan 2002

II. Additional Plans.

- Clark County Natural Areas Acquisition Plan – Legacy Lands Program 2022-2027 ~~1990 Clark County Open Space Plan~~

Attachment E2 – Changes to Vancouver Parks, Recreation & Cultural Services Comprehensive Plan (2022-2031)

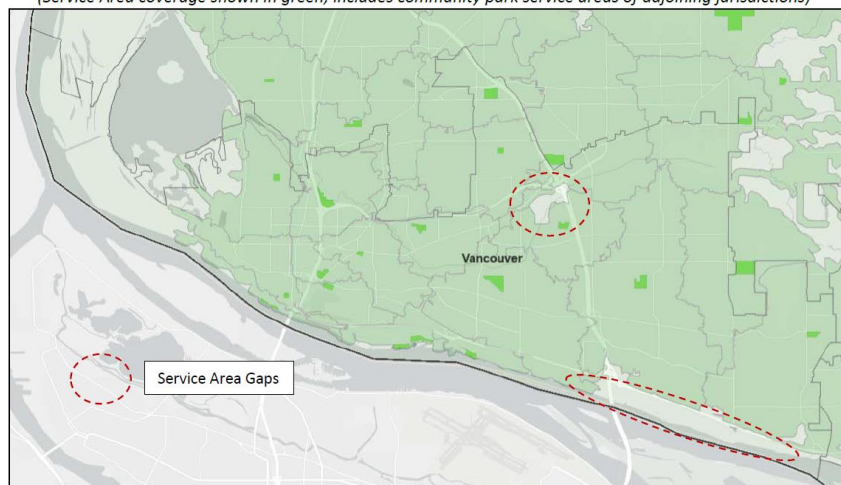
Attachment C:

Vancouver Parks, Recreation & Cultural Services Comprehensive Plan (2022-2031)

2023 Annual Review – Community Park Service Area Comparison

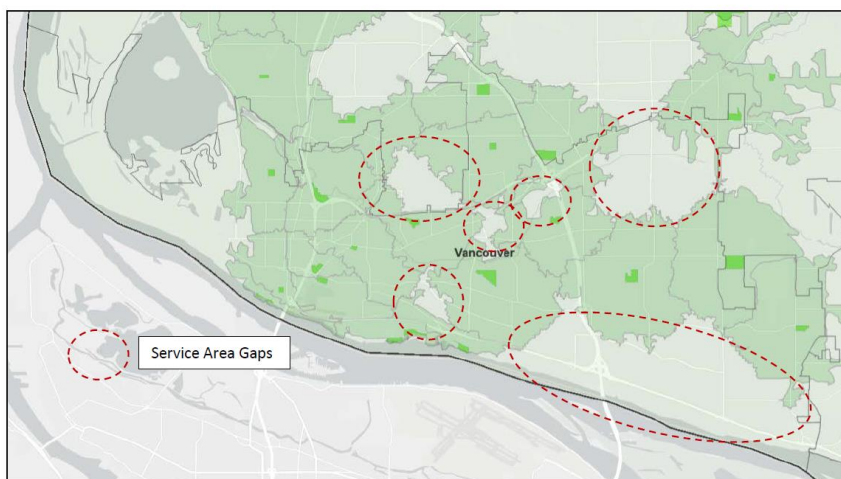
3-Mile Community Park Service Area Coverage

(Service Area coverage shown in green; includes community park service areas of adjoining jurisdictions)



1½-mile (radius) Community Park Service Area Coverage

(Service Area coverage includes community park service areas of adjoining jurisdictions)



Comparison of 3-Mile and 1½-mile Community Park Service Area Level of Service

Community Park Name	Park Acres (GIS)	Current 3-Mile Community Park Distribution Standard		Proposed 1 1/2-Mile Community Park Distribution Standard	
		Acres / 1000	LOS % of 3-Ac /1000 Standard	Ac / 1000	LOS % of 3-Ac / 1000 Standard
Bagley	16.19	0.20	7%	1.45	48%
David Douglas	40.17	0.56	19%	3.01	100%
Dollie and Ed's	9.59	0.20	7%	1.29	43%
Esther Short	5.34	0.12	4%	0.91	30%
Fenton	23.22	0.48	16%	2.14	71%
Fisher Basin	12.67	0.24	8%	1.19	40%
Leroy Haagen	29.55	0.30	10%	1.3	43%
Leverich	28.52	0.38	13%	3.5	117%
Marine	32.86	2.00	67%	71.92	2397%
Marshall	14.70	0.24	8%	5.13	171%
Memory-Mill Plain	11.24	0.20	7%	5.44	181%
Oakbrook	13.25	0.17	6%	0.99	33%
Raymond E. Shaffer	9.69	0.14	5%	0.55	18%
Vancouver Waterfront	6.88	0.18	6%	4.85	162%
Waterworks	5.46	0.08	3%	0.38	13%
Wintler Park	14.03	0.56	19%	6.02	201%
Average	17.09	0.36	13%	6.88	229%
Average w/o Marine		0.27	9%	2.54	85%
Avg w/o Marine & Waterworks		0.28	9%	2.70	90%

Attachment D:

Vancouver Parks, Recreation & Cultural Services Comprehensive Plan (2022-2031)
2023 Annual Review - Proposed Amendments (Listed by Park Plan chapter and page)

CLASSIFICATIONS & STANDARDS

Neighborhood Parks (pg. 57):

Neighborhood parks provide access to basic recreation opportunities for nearby residents for a healthy active lifestyle and respite, support vibrant and distinctive neighborhoods, provide opportunities for social engagement, and preserve and enhance natural resources. These parks are designed primarily for non-organized recreation. Neighborhood parks are generally three to five acres in size and designed to serve residents of all ages and abilities within ½-mile from the park's public access points, creating a half-mile, 10-minute 'walkable' service area walking distance. Sites may vary in size depending upon unique site characteristics and land availability.

Community Parks (pg. 58):

Ideally a minimum of 20 to 100 acres in size, community parks are used by all segments of the population to provide a focal point and gathering place for more organized recreational uses and community events. In addition to the assets typical of neighborhood parks, community parks often include recreation improvements for organized activities such as sports fields, skate parks, picnic shelters, community gardens, trails, event spaces and public art and cultural features. Community parks may also integrate passive recreation space, natural resource areas and community facilities such as community or senior centers. Because of their larger size and palette of recreational features, community parks require more support facilities, including parking and restrooms, and can draw users from a 1½-mile service area from the park's public access points ~~three-mile service area~~. Community parks also serve as the walk-to park of those within the ½-mile service area.

Geographic Distribution Standard (pg. 66):

Additional guidelines for the provision of neighborhood and community parkland include the equitable geographic distribution of parks with designated service areas. Trust for Public Lands, Urban Land Institute and the National Recreation Parks Association provide national benchmarks for the walkability of park access. Each of these agencies promote a ½-mile (radius), 10-minute walking distance service area standard to provide walkable access to the outdoors. Ninety eight percent (98 percent) of our community outreach survey respondents strongly support the importance of the ½-mile standard for park access.

The service area coverage of neighborhood and community parks are identified on Maps 6 and 7 and are available in Section 16, Maps. Service area mapping provides a tool to identify locations with access to parks based upon the adopted distribution standard, and conversely, reveals the service area gaps that inform need for additional acquisitions. The image to the left represents a clip of the mapping model and how it follows public rights of way and easements from all points of public access to a park site to determine the applicable service area. However useful, there are limitations to this tool that we have been working to improve.

**Replace Map 7 Inset: 1½-mile 3-mile Mile Service Area (Community Parks) *Correct title, legend, and service area layer.*

(cont. pg. 68):

Currently, all parks regardless of size, population density, socioeconomic variables, or quality of improvements have the same ½-mile radius service area for 10-minute walkable access.

Neighborhood Parks: Neighborhood Parks generally serve an area within a ½-mile (radius) service area, or 10-minute walking distance (Map 6). The walkable service areas encourage alternative modes of transportation and

reasonable access for people of all abilities from those in wheelchairs, parents pushing a stroller, the elderly using a cane, or an eight-year-old on a bicycle.

Park Type	Geographic Distribution Standard
Neighborhood Park	1/2 Mile Service Area
Community Park	3 Mile Service Area

Park Type	Geographic Distribution Standard
Neighborhood Park	1/2 mile Service Area (radius) from park public access points
Community Park	1 1/2 mile Service Area (radius) from park public access points

Based on our GIS modeling of the 1/2-mile service areas for both neighborhood and community parks, 75 percent of all city residents are within walking distance of park properties. However, not all our parks are built with quality assets. Fifteen (15) of our 107 neighborhood and community parks remain undeveloped parks, representing 14 percent of the inventory. Even if we assume all properties are built and of equal quality, 50,000 current residents remain without walkable access to a park. There's still a need for more parks to serve all residents equitably.

Community Parks - Community Parks serve an area with draw from a 1/2-mile to 1 1/2-mile 3-mile service area (Map 7). They provide the equivalent of a walk-to neighborhood park within the 10-minute service area as well as a 1 1/2-mile 3-mile service area as a drive or roll-to facility.

Further evaluation is needed to determine if future adjustments are needed to this standard.

PARK NEED & LEVEL OF SERVICE

Level of Service (pg. 100):

Skate Parks: At the present time, however, the vast majority of VPRCS's community parks do not contain skate features. In order to distribute major skate facilities more adequately throughout the community, it is suggested that the department assume a 1 1/2-mile 3-mile service area radius similar to community parks and develop skate parks in all areas of the city that are currently unserved. The 2021 NRPA standard average for cities of comparable size is 1 skate park per 110,000 residents.

Park Quantity, Quality, Safety and Sustainability Criteria (pg. 105):

The maps shown here provide an example of the potential information available with analysis by the 1/2-mile park service area. These maps identify the Level of Service within the individual park service areas by park type relative to the adopted standards of two acres per thousand residents for neighborhood parks, and three acres per thousand for community parks.

**Replace Map 20 Level of Service (Community Park 1 1/2-mile 3-mile service area) - Correct title, legend, and community park service area layer.*

The 2022 park planning process generated the first GIS analysis by individual park service area, offering detailed demographics and level of service details. A surprising result of the analysis was the low Level of Service of most existing community parks. In future Park Plan review, consideration could be given. This data led to a 2023 amendment to reduce the service area reach of the community park classification from 3-miles to 1 1/2 miles, or by individual park. Doing so would significantly improve community park level-of-service metrics and provides the mapping tools and data necessary to identify service gaps and guide where additional community park assets could be added to larger neighborhood parks, or where to locate new community park acquisitions are needed. The average level of service for community parks with the narrowed service area improved from approximately 9% of the community park standard to approximately 85%. An additional approach could be expansion of the user capacity within the parks with low Level of Service through additional assets for recreational variety and sustainability of the natural and built landscape.

APPENDIX A: TERMS & ACRONYMS

Community Parks (pg. 176):

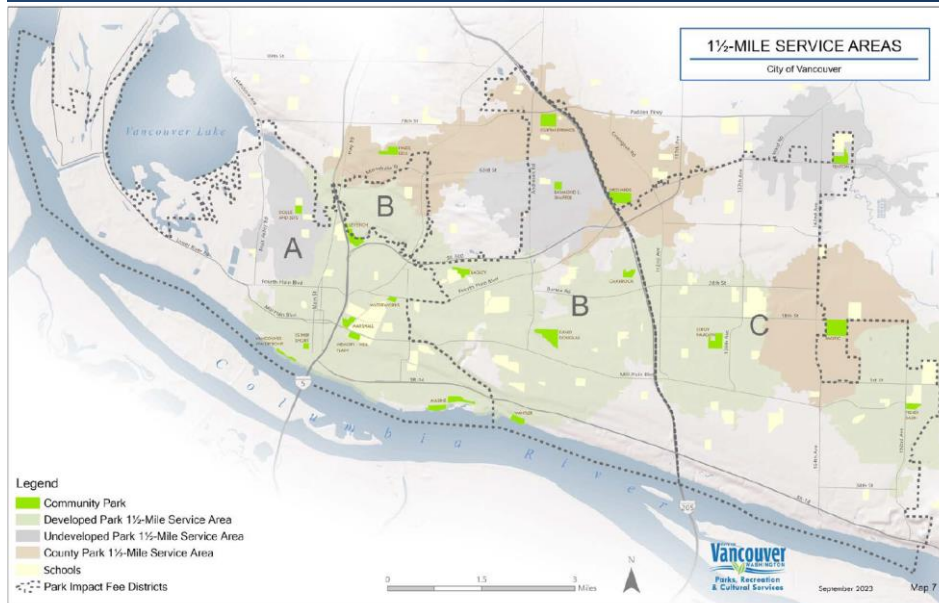
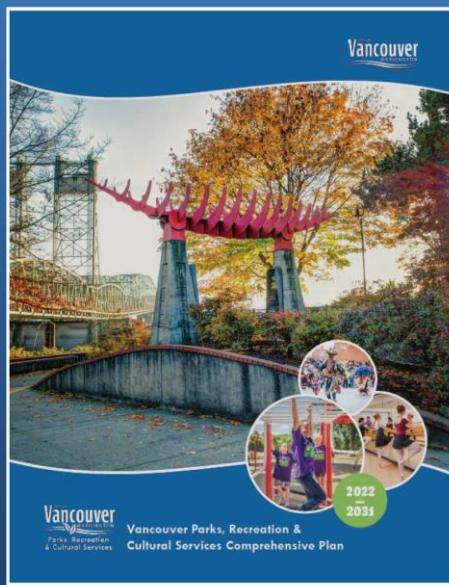
Urban Park Type, ideally 20+ acres, serving residents within a ~~1½-mile~~ **3-mile** radius area. Common amenities typically include walking paths, themed play areas, open lawns, benches, shelters, picnic tables, play courts and sport fields. Parking and restrooms are needed due to the larger service area.

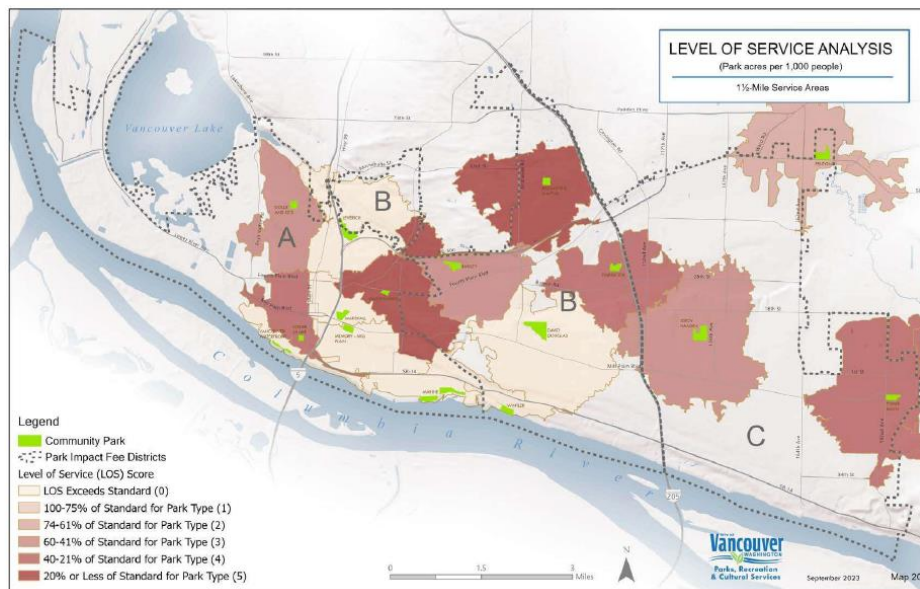
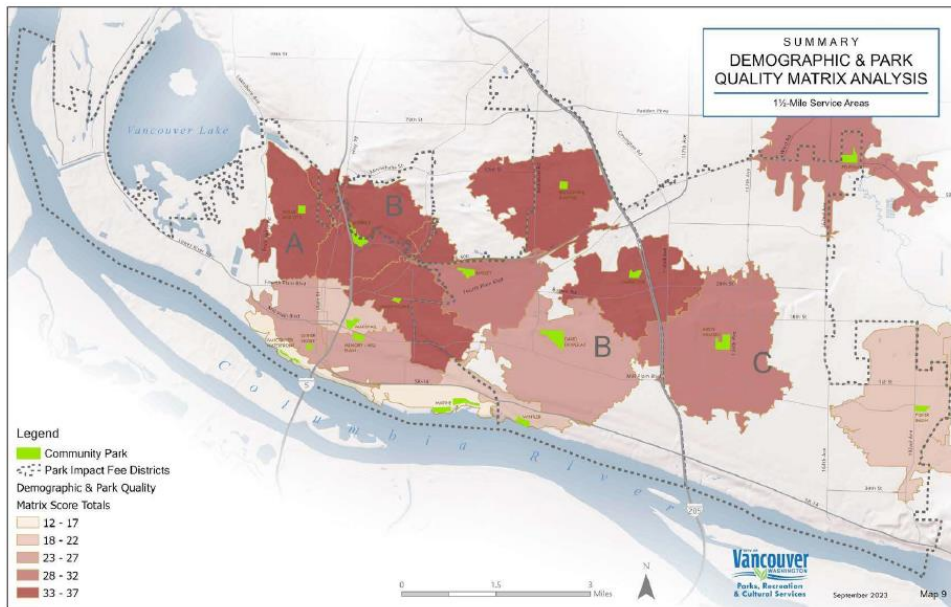
Neighborhood Park - Urban Park Type, typically 2–5 acres, serving residents within a ½-mile, or 10-minute walk service area. Common amenities include walking paths, play areas, open lawns, benches, picnic tables and sport courts. This is a walk-to destination to serve the local community and do not typically include supportive facilities such as restrooms and parking. Some high use areas may warrant expanded amenities and support services where community parks are not available or in higher density land use areas.

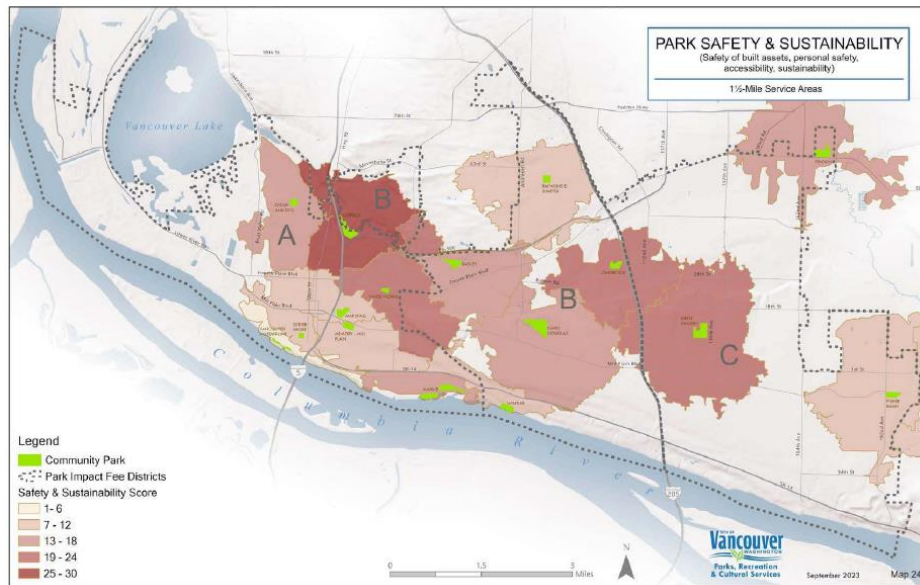
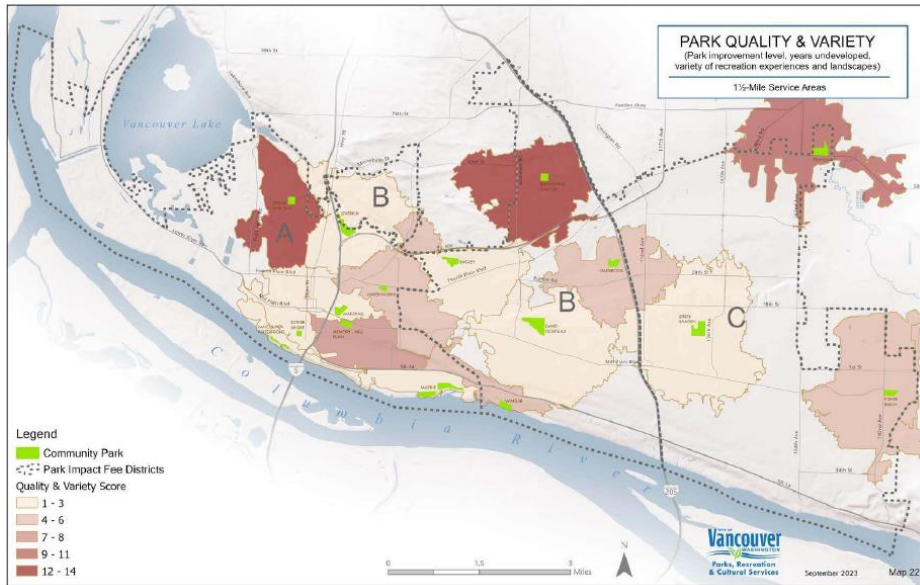
MAPS (pgs. 408-427):

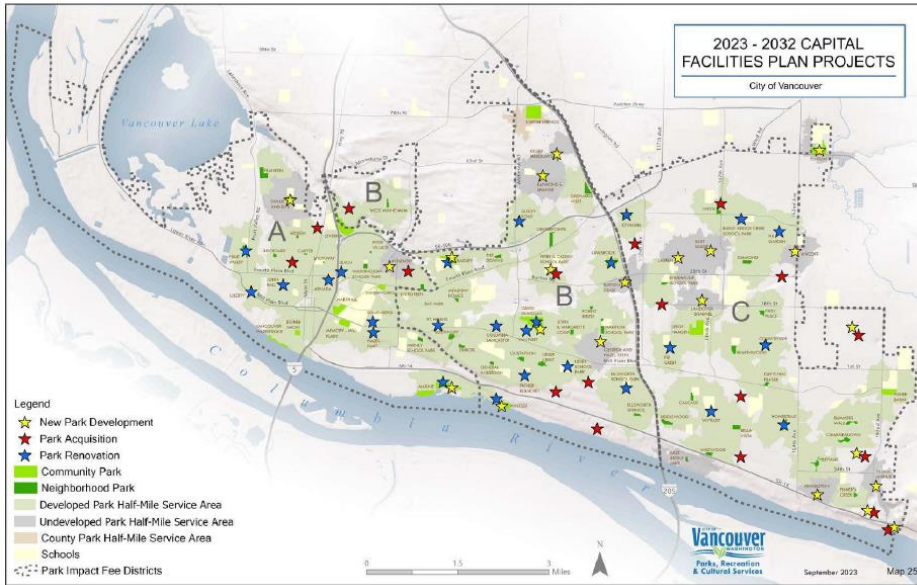
- Map 7 ~~1½-Mile~~ **Three-Mile** Service Area (Community Parks)
**Correct title, legend & service area layer*
- Map 9 Demographic & Park Quality Matrix Analysis (~~1½-Mile~~ **Three-Mile** Service Area)
**Correct title, legend & service area layer*
- Map 20 Level of Service (Community Park ~~1½-Mile~~ **Three-Mile** Service area)
**Correct title, legend & service area layer, and values for LOS*
- Map 22 Park Quality & Variety – Community Park ~~1½-Mile~~ **Three-Mile** Service Area
**Correct title, legend & service area layer (scores on legend will not change)*
- Map 24 Park Safety & Sustainability – ~~1½-Mile~~ **Three-Mile** Service Area
**Correct title, legend & service area layer (scores on legend will not change)*
- Map 25 2022-2031 Capital Facilities Plan Projects
**Correct title, legend, and determine if any of the stars for project locations need to change*

2023 Annual Review
Parks, Recreation & Cultural Services Comprehensive Plan
 Map Amendments – Attachment E









Attachment F – VMC 20.330, Binding Site Plans

Purpose. The purpose of the binding site plan process is to provide an alternative to the standard subdivision process for specific types of development. The binding site plan shall only be applied for the purpose of dividing land for:

- A. Sale or for lease of commercially- or industrially-zoned property as provided in RCW [58.17.040\(4\)](#);
 - B. A division for the purpose of lease as provided in [applicable](#) RCW [59.17.040\(5\)](#), when no other structure other than manufactured homes or travel trailers are permitted to be placed upon the land; provided, that the land use is in accordance with the requirements of this Title; and
 - C. Condominiums as provided in [applicable](#) either RCW [64.32](#) or [64.34](#) consistent with RCW [58.17.040\(7\)](#). (Ord. M-3643, 01/26/2004)
- C. Preliminary plat information. The applicant shall provide the following information:
- 1. Existing conditions plan. The following information shall be provided on one or more to-scale drawings:
 - a. A vicinity map showing streets and access points, pedestrian and bicycle pathways, transit stops and utility locations within a given radius of the site;
 - b. The site size, dimensions and orientation relative north;
 - c. The location, name and dimensions of public and private streets adjoining the site;
 - d. The location of existing structures and other improvements on the site, including structures, driveways, parking, loading, pedestrian and bicycle paths, passive or active recreational facilities or open space and utilities;
 - e. Elevation of the site at 2' contour intervals for grades 0% to 10% and at 5' contour intervals for grades more than 10%;
 - f. The approximate location of significant natural conditions as available from the City's and/or County's GIS system such as:
 - 1. The 100-year flood plain;
 - 2. The location of drainage patterns and drainage courses;
 - 3. Unstable ground (lands subject to slumping, slides or movement);
 - 4. High seasonal water table or impermeable soils;
 - 5. Areas having severe soil erosion potential;
 - 6. Areas having severe weak foundation soils;
 - 7. Significant wildlife habitat or vegetation;
 - 8. Slopes in excess of fifteen percent (15%);
 - 9. Significant historic, cultural or archaeological resources, rock outcroppings.

[10. Location, dimension, and purpose of existing easements.](#)

2. Preliminary Binding Site Plan. The proposed preliminary binding site plan shall include the following information presented on one or more drawings:

- a. The proposed site and its dimensions and area.*
- b. Proposed lots, tracts and easements including dimensions and total acreage.*
- c. Abutting properties or, if abutting properties extend more than 100' from the site, the portion of abutting properties within about 100' of the site, and the approximate location of structures and uses on abutting property or portion of the abutting property.*
- d. The location and dimensions of development if proposed, including the following:*
 - 1. Streets and other rights-of-way and public or private access easements on and adjoining the site;*
 - 2. All parking and circulation areas;*
 - 3. Loading and service areas;*
 - 4. Active or passive recreational or open space features;*
 - 5. All utilities;*
 - 6. Existing structures to be retained on the site and their distance from property lines;*
 - 7. Proposed structures on the site, including signs, fences, etc., and their distance from property lines if known at time of land division; and*
 - 8. The location and type of proposed outdoor lighting and existing lighting to be retained if known at time of land division.*
- 9. Location, dimension, and purpose of existing easements.*

Attachment G – VMC 20.410, Single Family Residential Districts

20.410.050 Development Standards.

A. Compliance Required. All developments must comply with:

1. All of the applicable development standards contained in the underlying zoning district, except where the applicant has obtained a variance(s) in accordance with Chapter [20.290](#) VMC.
2. All other applicable standards and requirements contained in this title.

B. Development standards. Development standards in low-density residential zoning districts are contained in Table 20.410.050-1 and apply to land divisions approved after the effective date (07/27/2022) of this ordinance (M-4377). These apply to all primary dwellings and accessory buildings on the site. For additional regulations governing accessory buildings, see Chapter [20.902](#) VMC.

20.410.040 Minimum and Maximum Densities.

A. Purpose. The purpose of this section is to establish minimum and maximum densities in each residential zoning district. To ensure the quality and density of development envisioned, the maximum density establishes the ceiling for development in each zoning district based on minimum lot size. To ensure that property develops at or near the density envisioned for the zone, the minimum density for each zoning district is set at just above the maximum density of the next less intense zone.

B. Maximum and minimum densities. The maximum and minimum densities for the low-density residential districts are contained in Table 20.410.040-1.

Table 20.410.040-1. Minimum and Maximum Densities and Lot Sizes^{1, 2}

Zone	Minimum Lot Size	Maximum Net Density	Maximum Average Size	Minimum Net Density
R-2	20,000 sf	2.2	30,000 sf	1.8
R-4	10,000 sf	4.4	19,000 sf	2.3
R-6	7,500 sf	5.8	10,500 sf	4.5
R-9	5,000 sf	8.7	7,400 sf	5.9
R-17	2,000 sf	21.8	4,900 sf	8.8

¹ The minimum and maximum density factors shall only be used for calculating densities of planned unit developments governed by Chapter [20.260](#) VMC, infill development, density transfer, cottage clusters and situations where an existing house is allowed on a larger than maximum lot size per subsection (C)(2)(c) of this section (Exceptions). Minimum and maximum densities shall be calculated based on the gross area of the site minus any public rights-of-way, street tracts, private road easements, lots for dwellings existing on December 11, 2004, or designated critical areas.

Attachment H – VMC 20.740.120 Frequently Flooded Areas.

This section shall apply to all special flood hazard areas within the boundaries of the city of Vancouver.

A. **Designation.** Frequently flooded areas are the areas of special flood hazards identified by the Federal Insurance ~~Administration~~ **Administrator** and the Federal Emergency Management Agency (FEMA), respectively, in scientific and engineering reports entitled Flood Insurance Study: Clark County, Washington and Incorporated Areas, Volumes 1 and 2 (Numbers 53011CV001A and 53011CV002A, respectively) effective September 5, 2012, and any revisions thereto, with accompanying Flood Insurance Rate Maps (FIRMs and their digital version, DFIRMs) and any revisions thereto, which are hereby adopted by reference and declared to be part of this chapter. The Flood Insurance Study (FIS), FIRMs and DFIRMs are available from the planning official, 415 West 6th Street, Vancouver, WA 98660. (See VMC [20.150.040](#), Meanings of Specific Words and Terms, for definitions for “areas of special flood hazards,” “floodplain,” “floodway,” and “frequently flooded areas.”)

When base flood elevation (BFE) data has not been provided in frequently flooded areas (Zone A), the planning official shall obtain, review, and reasonably utilize any base flood elevation and floodway data available from a federal, state or other source in order to administer the provisions of this chapter. This best available information for flood hazard area identification shall be the basis for regulation until a new FIRM/DFIRM is issued.

B. **Compliance.** All development within special flood hazard areas is subject to the terms of this chapter and other applicable regulations.

C. **Penalties for Noncompliance.** See VMC [20.740.090](#).

D. **Abrogation and Greater Restrictions.** This chapter is not intended to repeal, abrogate, or impair any existing easements, covenants, or deed restrictions. However, where this chapter and another ordinance, easement, covenant, or deed restriction conflict or overlap, whichever imposes the more stringent restrictions shall prevail.

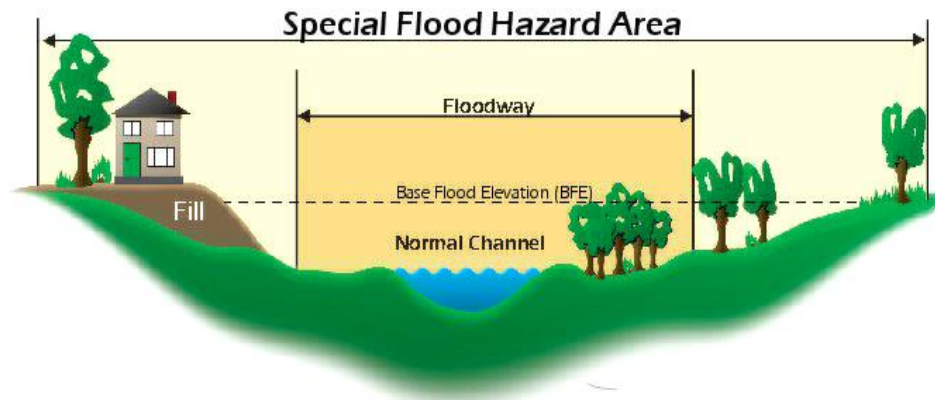
E. **Interpretation (Not Mandatory).** In the interpretation and application of this chapter, all provisions shall be:

1. Considered as minimum requirements;
2. Liberally construed in favor of the governing body; and
3. Deemed neither to limit nor repeal any other powers granted under state statutes.

F. **Warning and Disclaimer of Liability.** The degree of flood protection required by this chapter is considered reasonable for regulatory purposes and is based on scientific and engineering considerations. Larger floods can and will occur on rare occasions. Flood heights may be increased by manmade or natural causes. This chapter does not imply that land outside the areas of special flood hazards or uses permitted within such areas will be free from flooding or flood damages. This chapter shall not create liability on the part of the city of Vancouver, any officer or employee thereof, or the Federal Insurance ~~Administration~~ **Administrator** for any flood damages that result from reliance on this chapter or any administrative decision lawfully made hereunder.

G. **Severability.** This chapter and the various parts thereof are hereby declared to be severable. Should any section of this chapter be declared by the courts to be unconstitutional or invalid, such decision shall not affect the validity of the chapter as a whole, or any portion thereof other than the section so declared to be unconstitutional or invalid.

Figure 20.740.120-1. Frequently Flooded Areas/Areas of Special Flood Hazards



Adapted from *Floodplain Management: A Local Administrator's Guide to the National Flood Insurance Program, Fifth Edition, FEMA Region 10*

H. Designation of the Floodplain Administrator (44 CFR 59.22(b)(1)). The land use program manager is hereby appointed to administer, implement, and enforce this chapter by granting or denying development permits in accordance with its provisions. The floodplain administrator may delegate authority to implement these provisions.

1. Duties and Responsibilities of the Floodplain Administrator. Duties of the floodplain administrator shall include, but not be limited to:

a. Development Review. Review all proposed developments to:

i. Determine whether a floodplain permit is required;

ii. Make interpretations where needed as to the exact location of special flood hazard area boundaries, with respect to the flood insurance study maps and zoning district boundaries.

b. Permit Review. Review all development permits to determine that:

i. The permit requirements of this chapter have been satisfied;

ii. All other required state and federal permits have been obtained;

iii. The site is reasonably safe from flooding;

iv. The proposed development is not located in the floodway. If located in the floodway, assure the encroachment provisions of Section 5.4-1 are met;

v. Notify FEMA when annexations occur in the special flood hazard area.

I. Additional Critical Areas Report Requirements. In addition to the Critical Areas Report requirements in VMC [20.740.050](#), the following information shall be submitted. Elevation data shall reference the NAVD 1988 Datum.

Commented [BI2]: Not a new edit to LCMC from Suzanne, but something that was missing from VMC.

1. Base (100-year) flood elevation in relation to mean sea level. When base flood elevation has not been provided or is not available from an authoritative source, it shall be generated by the applicant for developments which contain at least 50 lots or 5 acres, whichever is less.
2. Elevation in relation to mean sea level, of the lowest floor (including basement) of all existing and proposed structures.
3. Elevation in relation to mean sea level to which any structure's lowest floor (including basement) is raised to be at least 1 foot above the base flood elevation or for nonresidential flood-proofed structures, the elevation in relation to mean sea level to which any structure is flood-proofed.
4. Location of the channel migration zone. See the Clark County Shoreline Inventory & Characterization Report, Volume 1, Lewis and Salmon-Washougal Watersheds and Rural Areas, Map 27, Potential Channel Migration Zone (CMZ) Areas for general locations of channel migration zones. The actual location of the channel migration zone on site must be identified by a qualified professional and mapped in accordance with the submittal requirements of VMC [20.740.050](#).
5. Description of strategies taken to avoid, minimize, and mitigate unavoidable impacts to public safety. When the base flood elevation has not been provided or is not available from an authorized source (VMC [20.740.120\(A\)](#)), the Critical Areas Report shall include a discussion of how and whether the proposed development would be reasonably safe from flooding. Historical data, high water marks, photographs of past flooding and other available information will be used as the basis for this discussion and conclusion.
6. Certification, documentation, and demonstration by a qualified professional of how the applicable standards of VMC [20.740.120\(J\)](#) will be met. To support the "no rise" analyses required in VMC [20.740.120\(J\)\(1\)](#), the documentation required in the most recently updated or amended FEMA Region 10 publication, Floodplain Management: A Local Floodplain Administrator's Guide to the National Flood Insurance Program shall be submitted.
- J. Performance Standards. Except as noted, the following standards apply to all structures and development (including but not limited to the placement of manufactured homes, substantial improvement, roads, railroads, trails, dikes, levees, or water, sewer, stormwater conveyance, gas, power, cable, fiber optic or telephone facilities) in all areas of special flood hazards and channel migration zones (CMZs). Additional restrictions apply in the floodway.

1. Encroachments.
 - a. Designated Floodway: Prohibited Encroachments. The following are prohibited in the floodway:
 1. Water wells ([20.740.120\(J\)\(4\)\(a\)](#)).
 2. On-site waste disposal systems ([20.740.120\(J\)\(5\)\(a\)](#)).
 3. Residential structures or other structures for human habitation including but not limited to:
 - a. Building envelopes within subdivisions ([20.740.120\(J\)\(9\)\(a\)](#));
 - b. New construction or reconstruction of residential structures ([20.740.120\(J\)\(10\)\(b\)\(1\)](#));
 - c. Placement or replacement of manufactured homes (all types) ([20.740.120\(J\)\(10\)\(b\)\(2\)](#));
 - d. Critical facilities housing vulnerable populations and emergency services ([20.740.120\(J\)\(12\)\(a\)](#)); and
 - e. Recreational vehicles ([20.740.120\(J\)\(13\)\(a\)](#)).

b. *Designated Floodway: Allowed Encroachments.* In areas where the base flood elevation has been provided and a regulatory floodway has been designated, other encroachments including but not limited to fill, new construction, replacement structures, substantial improvements and other development shall be prohibited unless:

1. Certification by a qualified professional (in this case, a registered professional engineer) is provided demonstrating through hydrologic and hydraulic analyses performed in accordance with standard engineering practice that the proposed encroachment would not result in a net increase in base flood elevation (less than 0.00 feet, rounded) or flood velocity during the occurrence of the base flood discharge. At a minimum, such "no rise" analyses shall include a step-backwater analysis and a conveyance compensation analysis as required in the most recently updated or amended FEMA Region 10 publication, *Floodplain Management: A Local Floodplain Administrator's Guide to the National Flood Insurance Program*; and

2. The applicable standards of VMC [20.740.120\(J\)\(2\)](#) through [\(J\)\(15\)](#) are also met.

c. *No Designated Floodway: Allowed Encroachments.* In areas where the base flood elevation has been provided but a regulatory floodway has not been designated, no encroachments including but not limited to new construction, substantial improvement, or other development (including fill) shall be permitted, unless:

1. The applicant has demonstrated that the cumulative effect of the proposed development, when combined with all other existing and anticipated development will not increase the water surface elevation of the base flood more than one foot at any point; and

2. The applicable standards of VMC [20.740.120\(J\)\(2\)](#) through [\(J\)\(15\)](#) are also met.

d. *Other Areas of Special Flood Hazards and CMZs.* In areas of special flood hazards except the floodway or where the BFE has not been provided, or in channel migration zones, encroachments, including but not limited to fill, new construction, replacement structures, substantial improvements and other development shall be prohibited, unless:

1. A qualified professional provides certification demonstrating that the proposed project would not result in a net loss of flood storage capacity; and

2. The applicable standards of VMC [20.740.120\(J\)\(2\)](#) through [\(J\)\(15\)](#) are also met.

2. *Property Damage.* Development shall not result in adverse impacts to other properties either upstream or downstream.

3. *Drainage.* Drainage paths around structures and on slopes shall be adequate to guide floodwaters around and away from proposed structures and adjacent properties.

4. *Water.*

a. Water wells are prohibited in the floodway.

b. In areas of special flood hazards except the floodway and in CMZs, water wells shall be constructed to withstand a 100-year flood without adversely impacting groundwater quality (WAC [173-160-171](#)).

c. All new and replacement water supply systems shall be designed to minimize or eliminate infiltration of flood waters into the system.

5. *Waste.*

a. On-site waste disposal systems are prohibited in the floodway.

b. In areas of special flood hazards except the floodway and in CMZs, on-site waste disposal systems shall be located to avoid flood damage to them or release of contaminants from them during a base flood event.

c. New and replacement sanitary sewage systems shall be designed to minimize or eliminate infiltration of flood waters into the systems and discharge from the systems into flood waters.

6. Construction Materials and Methods.

a. Construction methods and practices shall minimize flood damage.

b. Construction materials and utility equipment shall be resistant to flood damage. For guidance on flood-resistant materials see the most current FEMA Technical Bulletin 2, Flood-Resistant Materials Requirements.

c. Electrical, heating, ventilation, plumbing, and air conditioning equipment and other service facilities shall be designed and/or otherwise elevated or located so as to prevent water from entering or accumulating within the components during a base flood event. For guidance on the placement of building utility systems, see the most current FEMA Publication #348, Protecting Building Utilities from Flood Damage.

7. Anchoring. All new construction including substantial improvements and all types of manufactured homes shall:

a. Be elevated on a permanent foundation and securely anchored to an adequate foundation system to prevent flotation, collapse, or lateral movement of the structure resulting from hydrodynamic and hydrostatic loads including the effects of buoyancy.

b. Be installed or placed using methods and practices that minimize flood damage. Manufactured home placement shall follow the guidance in the most current FEMA P-85, Protecting Manufactured Homes from Floods and Other Hazards.

8. Enclosed Areas Below the Base Flood Elevation.

a. Enclosed areas below the base flood elevation shall be used only for vehicle parking, building access, or storage.

b. New or substantially improved enclosed areas below the base flood elevation shall be constructed in accordance with.

1. VMC [20.740.120\(J\)\(7\)](#), Anchoring

2. VMC [20.740.120\(J\)\(10\)\(c\)\(2\)\(d\)](#), Residential Construction

3. VMC [20.740.120\(J\)\(6\)\(b\)](#) and [\(J\)\(6\)\(c\)](#), Construction Materials and Methods

c. Enclosed areas below the BFE shall not be considered to be the lowest floor when they are not part of a basement and meet the requirements of VMC [20.740.120\(J\)\(10\)\(d\)](#).

d. Crawlspace Construction. Crawlspaces are a type of enclosed area below the BFE. Crawlspaces constructed at or above the lowest adjacent exterior grade are preferred. (Note: Insurance premiums for structures with below-grade crawlspaces will be higher than those with the interior elevation at or above the lowest adjacent exterior grade.) Refer to the most current FEMA Technical Bulletin 11, Crawlspace Construction for Buildings Located in Special Flood Hazard Areas (available from the Planning Official) for more information. Crawlspaces:

1. Are prohibited in areas with flood velocities greater than five feet (5') per second unless designed by a qualified professional (in this case an architect or professional engineer).

2. Shall meet the requirements of VMC [20.740.120\(J\)\(8\)\(a\)](#) through [\(J\)\(8\)\(c\)](#), Enclosed Areas below the BFE.
3. Shall not be considered "basements" for the purposes of VMC [20.740.120](#) when constructed according to the following standards:
 - a. The interior grade of a crawlspace below the base flood elevation must not be more than 2' below the lowest adjacent exterior grade.
 - b. The height of the below-grade crawlspace, measured from the interior grade of the crawlspace to the top of the crawlspace foundation wall must not exceed 4' at any point.
 - c. The crawlspace must be equipped with a drainage system that removes floodwaters from the interior area of the crawlspace in a reasonable period of time after a base flood event.
9. Subdivisions.
 - a. All subdivisions shall be designed:
 1. To ensure that no residential structure or other structures for human habitation are located in the floodway even though lots may extend into the floodway;
 2. To avoid placement of any structures in areas of special flood hazards and in CMZs;
 3. Where it is not possible to design a subdivision in a manner to avoid placement of any structures in areas of special flood hazards or CMZs, the subdivision shall be designed to minimize or eliminate potential flood damage.
 - b. All subdivisions shall have facilities such as sewer, gas, power, cable, fiber optic, telephone, stormwater and water systems located and constructed to minimize or eliminate flood damage. (See VMC [20.740.120\(J\)\(2\)](#), Property Damage; VMC [20.740.120\(J\)\(4\)](#), Water; VMC [20.740.120\(J\)\(5\)](#), Waste; VMC [20.740.120\(J\)\(6\)](#), Construction Materials and Methods; and VMC [20.740.120\(J\)\(7\)](#), Anchoring.)
 - c. All subdivisions shall have adequate drainage provided to reduce exposure to flood damage. (See VMC [20.740.120\(J\)\(3\)](#), Drainage.)
10. Residential Construction (Including Manufactured Homes).
 - a. Residential Construction in the Floodway.
 1. New construction and reconstruction of residential development including placement and replacement of all types of manufactured homes is prohibited in the floodway, unless sited as a temporary use in accordance with subsection.
 2. Existing residential structures and manufactured homes in the floodway are nonconforming, but may be repaired or improved, provided:
 - a. The repair or improvement does not increase the ground floor area of the structure; and
 - b. The repair or improvement does not result in adverse impacts to other properties either upstream or downstream; and
 - c. The cost of the repair or improvement does not exceed 50% of the market value of the structure either:
 1. Before the start of repair or improvement where there is no damage to the structure; or

2. Before flood or other damage to the structure occurred.
- d. Any project for improvement of a structure to correct existing violations of state or local health, sanitary, or safety code specifications which have been identified by the Planning Official and which are the minimum necessary to assure safe living conditions may be excluded from the 50%.
- e. Any project for improvement to a structure identified as a historic place may be excluded from the 50%.
- b. Residential Construction in Other Areas of Special Flood Hazards and CMZs. In areas of special flood hazards except the floodway and in channel migration zones:
 1. New residential construction and reconstruction, including all types of manufactured homes and other structures for human habitation shall meet all the provisions of this chapter, including VMC [20.740.120\(J\)\(8\)](#) and [\(J\)\(10\)\(c\)](#) through [\(J\)\(10\)\(d\)](#).
 2. New placement or replacement of all types of manufactured homes shall meet the standards of VMC [20.740.120\(J\)\(7\)](#), Anchoring.
 3. Repair or Substantial Improvement. All provisions of this chapter (including the elevation standards of VMC [20.740.120\(J\)\(8\)](#) and [\(J\)\(10\)\(c\)](#) and [\(J\)\(10\)\(d\)](#)), all state and local health, sanitary, safety codes, and where applicable, historic preservation codes shall be met when the cost of repair or improvement of an existing residential structure exceeds 50% of the market value of the structure either:
 - a. Before the start of repair or improvement where there is no damage to the structure; or
 - b. Before flood or other damage to the structure occurred.
- c. Elevation.
 1. BFE Established. The lowest floor (including basement) of new residential structures (including but not limited to reconstruction, substantial improvement, the placement or replacement of all types of manufactured homes) shall be elevated at least one foot above base flood elevation. Structures shall be elevated using means other than fill (such as extended foundation or other enclosure walls, piles, or columns) whenever feasible. Mechanical equipment and utilities shall be waterproofed or elevated at least one foot above the BFE.
 2. No BFE. In areas where the base flood elevation has not been provided or is not available from an authorized source (VMC [20.740.120\(A\)](#) and [\(I\)\(5\)](#)) and the Critical Areas Report demonstrates to the satisfaction of the Planning Official that the proposed development would be reasonably safe from flooding, new residential construction (including but not limited to substantial improvement and the placement of manufactured homes) shall be elevated at least 2' above the highest adjacent grade. (Note: Failure to elevate at least 2' above the highest adjacent grade may result in higher insurance rates.)
 - d. Fully Enclosed Areas Below Lowest Floor. Fully enclosed areas below the lowest floor that are subject to flooding are prohibited unless designed to automatically equalize hydrostatic flood forces on exterior walls by allowing for the entry and exit of floodwaters. Designs for meeting this requirement must be certified by a qualified professional (in this case, a registered professional engineer or architect), or must meet or exceed the following minimum criteria:
 1. Contain a minimum of 2 openings having a total net area of not less than 1 square inch for every 1 square foot of enclosed area subject to flooding;
 2. The bottom of all openings are no higher than 1 foot above grade; and
 3. Openings permit the automatic entry and exit of floodwaters even when equipped with screens, louvers, or other coverings or devices.

For guidance on flood openings, see FEMA Technical Bulletin 1-93, Openings in Foundation Walls.

4. A garage attached to a residential structure, constructed with the garage floor slab below the BFE, must be designed to allow for automatic entry and exit of floodwaters.

11. Nonresidential Construction. New construction and substantial improvement of any nonresidential structure shall either be elevated (subsection [\(J\)\(11\)\(a\)](#) or [\(J\)\(11\)\(b\)](#) of this section) or flood-proofed (subsection [\(J\)\(11\)\(c\)](#) of this section):

a. Be Elevated: BFE Established.

1. Have the lowest floor, including basement, elevated at least one foot above the base flood elevation or elevated as required by ASCE 24, whichever is greater;

2. Meet the same standards for space below the lowest floor as described in subsections [\(J\)\(8\)\(d\)](#) and [\(J\)\(10\)\(d\)\(1\)](#) through [\(J\)\(10\)\(d\)\(3\)](#) of this section; and

3. Have mechanical equipment and utilities waterproofed or elevated at least one foot above the BFE, or as required by ASCE 24, whichever is greater.

b. Be Elevated: No BFE.

1. In areas where the base flood elevation has not been provided or is not available from an authorized source (VMC [20.740.120\(J\)\(2A\)](#) and [\(3.120\(B\)\(5\)\)](#) and the Critical Areas Report demonstrates to the satisfaction of the Planning Official that the proposed development would be reasonably safe from flooding, new nonresidential construction shall be elevated at least 2' above the highest adjacent grade. Failure to elevate at least 2' above the highest adjacent grade may result in higher insurance rates; and

2. Meet the same standards for space below the lowest floor as described in [20.740.120\(J\)\(8\)\(d\)](#) and VMC [20.740.120\(J\)\(10\)\(d\)](#); or

c. Be Flood-Proofed. Together with attendant utility and sanitary facilities shall:

1. Be flood-proofed so that below one foot (or more) above the base flood elevation, the structure is watertight with walls substantially impermeable to the passage of water or dry flood-proofed to the elevation required by ASCE 24, whichever is greater;

2. Have structural components capable of resisting hydrostatic and hydrodynamic loads and effects of buoyancy;

3. Be certified by a registered professional engineer or architect that the design and methods of construction are in accordance with accepted standards of practice for meeting provisions of this subsection based on their development and/or review of the structural design, specifications and plans. Such certifications shall be provided to the Planning Official as set forth in VMC [20.740.120\(L\)](#).

12. Critical Facilities.

a. Critical facilities housing vulnerable populations and emergency services shall be prohibited in the floodway.

b. In areas of special flood hazards except the floodway and in CMZs, construction of new critical facilities shall be prohibited unless the applicant demonstrates that:

1. No feasible alternative site is available; and either:

- a. The lowest floor, entrances, egresses, and to the extent feasible access routes are elevated to three feet above the base flood elevation or to the elevation of the 500-year flood, whichever is higher; or
- b. The applicant demonstrates that other measures would ensure that in the event of a flood, the facility would remain safe and fully operational and that potentially harmful materials would not be displaced by or released into floodwaters. Such measures shall be conditions of approval of the Critical Areas Permit.

13. *Recreational Vehicles.*

- a. Recreational vehicles shall be located outside the floodway.
- b. Recreational vehicles in areas of special flood hazard except the floodway and in CMZs shall either:
 - 1. Be on the site for fewer than 180 consecutive days;
 - 2. Be fully licensed and ready for highway use, on its wheels or jacking system, attached to the site only by quick disconnect-type water, sewer, stormwater, gas, power, cable, fiber optic, telephone, and security devices, and have no permanently attached additions; or
 - 3. Meet the requirements of VMC [20.740.120\(J\)\(7\)](#), Anchoring; VMC [20.740.120\(J\)\(8\)](#), Enclosed Areas below the Base Flood Elevation; and VMC [20.740.120\(J\)\(10\)\(c\)](#), Elevation.

14. *Appurtenant Structures (Detached Garages and Small Storage Structures). For A zones:*

- a. Appurtenant structures used solely for parking of vehicles or limited storage may be constructed such that the floor is below the BFE, provided the structure is designed and constructed in accordance with the following requirements:
 - i. Use of the appurtenant structure must be limited to parking of vehicles or limited storage;
 - ii. The portions of the appurtenant structure located below the BFE must be built using flood-resistant materials;
 - iii. The appurtenant structure must be adequately anchored to prevent flotation, collapse, and lateral movement;
 - iv. Any machinery or equipment servicing the appurtenant structure must be elevated or flood-proofed to or above the BFE;
 - v. The appurtenant structure must comply with floodway encroachment provisions in Section 5.4-1;
 - vi. The appurtenant structure must be designed to allow for the automatic entry and exit of floodwaters in accordance with Section 5.2-1(5);
 - vii. The structure shall have low damage potential;
 - viii. If the structure is converted to another use, it must be brought into full compliance with the standards governing such use; and
 - ix. The structure shall not be used for human habitation.
- b. Detached garages, storage structures, and other appurtenant structures not meeting the above standards must be constructed in accordance with all applicable standards in Section 5.2-1.
- c. Upon completion of the structure, certification that the requirements of this section have been satisfied shall be provided to the floodplain administrator for verification.

15. Alteration of Watercourse.

a. The planning official shall notify adjacent communities and the state coordinating agency, Washington State Department of Ecology, prior to any alteration or relocation of a watercourse, and submit evidence of such notification to the Federal Insurance ~~Administration~~ Administrator.

b. Alteration or relocation of a watercourse shall be allowed only after:

i. Certification by a qualified professional that the alteration or relocation:

A. Is the only feasible alternative or is part of a restoration project approved by the appropriate state or federal agencies;

B. Will not diminish the flood-carrying capacity of the watercourse;

C. Will not block side channels;

D. Will be accomplished using soft armoring techniques wherever possible;

E. Will avoid to the extent possible and then minimize and mitigate removal of vegetation including downed woody vegetation; and

F. Will not endanger development in the channel migration zone.

ii. The applicant provides assurance acceptable to the planning official of maintenance of the relocated channel such that the flood carrying capacity of the watercourse is not diminished.

16. Changes to Special Flood Hazard Area.

a. If a project will alter the BFE or boundaries of the SFHA, then the project proponent shall provide the community with engineering documentation and analysis regarding the proposed change. If the change to the BFE or boundaries of the SFHA would normally require a letter of map change, then the project proponent shall initiate within 180 days of the information being made available, and receive approval of, a conditional letter of map revision (CLOMR) prior to approval of the development permit. The project shall be constructed in a manner consistent with the approved CLOMR.

b. If a CLOMR application is made, then the project proponent shall also supply the full CLOMR documentation package to the floodplain administrator to be attached to the floodplain development permit, including all required property owner notifications.

K. Variances and Minor Exceptions. Variances as interpreted in the National Flood Insurance Program are based on the principle that they pertain to a physical piece of property. They apply to the land and are not personal in nature, do not pertain to the structure, its inhabitants, or economic or financial circumstances. The development standards contained in VMC [20.740.120](#), Frequently Flooded Areas are required by the Federal Emergency Management Agency (FEMA) under the National Flood Insurance Program (NFIP) to protect life and property from flood damage.

Variances from the NFIP standards of VMC [20.740.120](#) shall meet the approval criteria and other requirements of VMC [20.740.120\(K\)](#) in addition to any other applicable variance criteria or requirements (e.g., VMC [20.290](#) or VMC [20.760](#)). Variances from the NFIP standards of VMC [20.740.120](#) shall be processed as Type I or II variances or shoreline variances as appropriate, not as Minor Exceptions (VMC [20.740.070](#)).

Variances or minor exceptions from other critical area standards (any standards of VMC [20.740](#) not in Section VMC [20.740.120](#)) shall meet the applicable criteria and follow the applicable procedures for the relief requested (VMC [20.740.070](#), VMC [20.290](#), or VMC [20.760](#))

1. NFIP variances may be allowed:

a. For Historic Structures. NFIP variances may be issued for the repair, reconstruction, rehabilitation or restoration of ~~structures listed on the National Register of Historic Places, the Washington Heritage Register, Washington's Heritage Barn Register, Washington's Historic Property Inventory Database, Clark County Cultural Resources Inventory, or Clark County Heritage Register, provided:~~ Historic Structures upon a determination that the proposed repair or rehabilitation will not preclude the structure's continued designation as a Historic Structure and the variance is the minimum necessary to preserve the historic character and design of the structure. This variance possibility is only available to those structures that are:

- i. Listed individually in the National Register of Historic Places (a listing maintained by the Department of Interior) or preliminarily determined by the Secretary of the Interior as meeting the requirements for individual listing on the National Register;
- ii. Certified or preliminarily determined by the Secretary of the Interior as contributing to the historical significance of a registered historic district or a district preliminarily determined by the Secretary to qualify as a registered historic district;
- iii. Individually listed on a state inventory of historic places in states with historic preservation programs which have been approved by the Secretary of the Interior;
- iv. Individually listed on a local inventory of historic places in communities with historic preservation programs that have been certified either:
 - a. By an approved state program as determined by the Secretary of the Interior or
 - b. Directly by the Secretary of the Interior in states without approved programs.
- v. The proposed development will not preclude the structure's continued designation as a historic structure;

b. From the Elevation Standard. An NFIP variance from the elevation standard may be issued for new construction and substantial improvements to be erected on a small or irregularly shaped lot contiguous to and surrounded by lots with existing structures constructed below the base flood elevation. As the lot size increases the technical justification required for issuing the variance increases.

c. From the Flood-proofing Standard for Non-Residential Buildings. NFIP variances may be issued for nonresidential buildings to allow a lesser degree of flood-proofing than watertight or dry flood-proofing where it can be determined that such action:

1. Will have low damage potential;
2. Complies with all other NFIP variance criteria except VMC [20.740.120\(K\)\(1\)\(g\)\(2\)](#);
3. Complies with VMC [20.740.120\(J\)\(4\)](#), Water; VMC [20.740.120\(J\)\(5\)](#), Waste; VMC [20.740.120\(J\)\(7\)](#), Anchoring; and VMC [20.740.120\(J\)\(9\)](#), Subdivisions.

d. For Allowed Development within the Floodway. NFIP variances may be issued for development within a floodway only when the requirements of VMC [20.740.120\(J\)\(1\)\(b\)](#) are met.

2. *NFIP Variance Approval Criteria.* NFIP variances from elevation and flood-proofing standards, and for development in the floodway (VMC [20.740.120\(K\)\(1\)\(a\)\(2\)](#) through (4) may be granted only if the applicant demonstrates that the requested action conforms to all of the following criteria:

- a. The NFIP variance is the minimum necessary, considering the flood hazard, to afford relief.
- b. The applicant has demonstrated good and sufficient cause.
- c. Failure to grant the NFIP variance would result in exceptional hardship to the applicant. (Exceptional hardship for an NFIP variance is described in a FEMA memorandum dated July 22, 1986 entitled Resource Materials on NFIP Variance Criteria available from the Planning Official.)
- d. Granting the NFIP variance will not result in increased flood heights or velocities, additional threats to public safety, significantly increased property damage potential, extraordinary public expense, or conflict with existing local laws or ordinances.
- e. Demonstration that the following factors have been considered:
 1. The danger that materials may be swept onto other lands to the injury of others;
 2. The danger to life and property due to flooding or erosion damage;
 3. The susceptibility of the proposed facility and its contents to flood damage and the effect of such damage on the individual owner;
 4. The importance of the services provided by the proposed facility to the community;
 5. The necessity to the facility of a waterfront location, where applicable;
 6. The availability of alternative locations for the proposed use which are not subject to flooding or erosion damage;
 7. The compatibility of the proposed use with existing and anticipated development;
 8. The relationship of the proposed use to the comprehensive plan;
 9. The safety of access to the property in times of flood for ordinary and emergency vehicles;
 10. The expected heights, velocity, duration, rate of rise, and sediment transport of the flood waters and the effects of wave action, if applicable, expected at the site; and
 11. The costs of providing governmental services during and after flood conditions, including maintenance and repair of facilities such as sewer, gas, electrical, stormwater, and water systems, and streets and bridges.
3. *Notices Required.* A notice to the applicant is required whenever a variance is approved, approved with conditions, or denied. Such notice shall include the decision and the reasons for the decision. When a variance from the elevation standard is approved or approved with conditions, such notice shall state that the structure will be permitted to be built with a lowest floor elevation below that normally required with respect to the base flood elevation and that the cost of flood insurance will be commensurate with the increased risk resulting from the reduced lowest floor elevation.
- L. *Information to be Obtained and Maintained.*
 1. For all new and substantially improved structures and development, the planning official shall complete Section B of a current elevation certificate and obtain and record on that certificate:

- a. For elevated (rather than flood-proofed) structures and development, the actual (as-built) elevation in relation to mean sea level of the lowest floor (including basement), and whether or not the structure contains a basement.
 - b. For nonresidential, flood-proofed structures, the elevation to which the structure was flood-proofed. All flood-proofing certifications shall also be maintained.
 - c. Maintain all records pertaining to development in frequently flooded areas subject to the provisions of this chapter, VMC [20.740](#), for public inspection.
2. Records of Variance Actions. The planning official shall keep records of all variance actions and report any approved variances to the Federal Insurance ~~Administration~~ **Administrator** upon request.
3. Records of Appeal Actions. The planning official shall keep records of all appeal actions. (Ord. M-4325 § 3, 2020; Ord. M-4020 § 2, 2012; Ord. M-4017 § 9, 2012; Ord. M-3844 § 2, 2007; Ord. M-3692 § 2, 2005)

Attachment I – VMC 20.950 Cottage Cluster Developments

20.950.020 Applicability.

A. *Permitted zones and required minimum project size.* Cottage cluster housing developments shall be allowed on properties 20,000 square feet or larger in size, in the R-17, R-9, R-6, R-4 and R-2 zoning districts. Lot size minimums of the underlying zone are not applicable to cottage cluster developments.

B. *Permitted Uses.* Cottage cluster development uses shall be limited to attached and detached single-family homes and associated outbuildings, public or private open space, and parking areas. Duplexes or attached single-family homes may constitute no more than 20 percent of the total number of units. Home occupations pursuant to Chapter 20.860 VMC shall be permitted only if there are no employees residing off site. Accessory dwelling units pursuant to Chapter 20.810 VMC shall be permitted only if located entirely within the single-family homes.

C. The narrow lot development standards in Chapter 20.927 VMC and R-17 zoning district standards of Chapter 20.410 VMC shall not apply to cottage housing developments. (Ord. M-4377 § 2(d), 2022)

20.950.030 Site Development and Design Standards.

A. General Standards.

1. Cottage housing developments may be allowed at up to two times 200 percent of the maximum density of the underlying zone, including any accessory dwelling units.
2. Cottage housing developments shall contain a minimum of four and a maximum of 12 units in a cluster; provided, that a cottage development may contain up to two clusters.
3. Each single-family cottage shall not exceed 1,600 square feet in total floor area, and each duplex cottage 3,000 square feet. Floor areas of attached or detached garages and outbuildings shall count towards these size limits, with the exception of the first 200 hundred square feet of garage or outbuilding per single-family cottage, or 400 square feet per duplex. Existing single-family homes may remain on site but will be counted toward the total density.
4. Building heights may not exceed 25 feet within 50 feet of the project site perimeter, and 30 feet elsewhere in the site. Roofs higher than 18 feet shall be pitched at a ratio of at least 6:12.
5. Covered porches shall be at least 60 square feet, with no dimension less than five feet.
6. Buildings shall be set back at least 10 feet from the nearest public or private road, and at least five feet from other buildings. Building setbacks to exterior property lines shall be that of the underlying zoning district.

B. *Cottage Orientation.* Cottages must be clustered around a common courtyard and must meet the following standards:

1. At least 75 percent of the cottage units shall be located within 25 feet of a common courtyard, and shall have covered porches and main entries which face the common courtyard or an adjacent public street.



Staff Report: 188-23

TO: Mayor and City Council

FROM: Eric Holmes, City Manager

DATE: 10/23/2023

SUBJECT Construction Acceptance - Ellsworth Water Plant Roof Replacement

Key Points

- This project provided a full roof replacement at the Ellsworth Water Treatment Plant.
- Roof Toppers exceeded the apprenticeship utilization goal of 3%.
- The contractor has completed construction and met all administrative requirements for project close out.

Strategic Plan Alignment

Climate and Natural Systems – Environmental stewardship and efforts to address climate change to ensure a sustainable future.

Present Situation

The existing metal, 1995 installed roof was replaced under this effort. Ancillary improvements were made to the building venting system and roof access that will improve operator safety and energy efficiency. The replaced roof will protect the plant structure and its equipment while extending the asset's performance life. In August 2022, City Council approved a contract with Roof Toppers, Inc. to complete this work.

The contractor has satisfactorily completed this project in accordance with the provided plans & specifications.

TOTAL CONTRACT COSTS	
Labor, Equipment and Materials	\$ 443,008.00
Sales Tax	\$ 38,533.74
Total	\$ 481,541.74
Retainage	
	BOND

Construction was delayed until the weather improved in May 2023. There were no major issues as

evidenced by no change orders. The final contract amount totaled \$481,541.73.

Apprenticeship Utilization goal of 3% was exceeded with Roof Toppers, and their subcontractors by delivering 100 apprentice hours of the total 2556 project hours (4%).

Advantage(s)

1. Provides a new roof to protect the water treatment building from precipitation.
2. Decreases maintenance and increases energy efficiency with an effective roof venting system.
3. Completes the City's contractual and statutory project acceptance process.
4. Formal acceptance allows for closure on third-party claims.

Disadvantage(s)

None

Budget Impact

Sufficient appropriation to fund this project was included in the 2023-2024 Water Capital Budget.

Prior Council Review

- Staff Report 097-22, Council approved bid award on August 8, 2022.
- Project approved in the 2023-2024 Water Capital Budget.

Action Requested

Accept the Ellsworth Water Treatment Plant Roof Replacement project as constructed by Roof Toppers Inc., of Vancouver, WA and authorize release of bond, subject to receipt of all documentation required by law.

Tyler Clary, Water Engineering Program Manager, 360-487-7169



Staff Report: 189-23

TO: Mayor and City Council

FROM: Eric Holmes, City Manager

DATE: 10/23/2023

SUBJECT Heights Equitable Development Plan

Key Points

- The Heights District Plan identified equitable development goals for the redevelopment of the community. As part of the implementation of the Heights District Plan, an equitable development plan has been prepared for how the City can achieve the goals.
- The plan is two pronged: 1) prevent or mitigate involuntary displacement caused by redevelopment activity in Central Vancouver and citywide; and 2) pursue inclusive redevelopment strategies in the Tower Mall Redevelopment Area (TMRA) of the Heights and Citywide.
- The Heights Equitable Development Plan ("Plan") was previously presented to City Council for review and feedback at workshops in August and September and staff now request Council to adopt the Plan to govern redevelopment of the Heights District and authorize the City Manager to implement the Plan.

Strategic Plan Alignment

Economic Opportunity - a place where a wide variety of businesses of all sizes grow and thrive.

Housing and Human Needs – meeting basic needs and partnering with organizations to support the community.

Vibrant and Distinct Neighborhoods – a variety of accessible places and spaces.

Safe and Prepared Community – a safe place to live, work, learn, and play.

Climate and Natural Systems – Environmental stewardship and efforts to address climate change to ensure a sustainable future.

Present Situation

- The Heights District Plan identified equitable development goals for redevelopment of the

District. As part of the implementation of the Heights District Plan, economics firm, ECONorthwest was consulted to develop an equitable development plan for how the City can achieve the goals.

- The Plan is two pronged: 1) pursue strategies to prevent or mitigate involuntary displacement caused by redevelopment activity; and 2) utilize a range of inclusive redevelopment strategies to ensure that the benefits of public investment accrue to those most in need of assistance.
- The Plan focuses on three different geographic areas; 1) the Tower Mall Redevelopment Area (TMRA); 2) Central Vancouver; and 3) the entire city. Although the Plan originally focused on the Heights District, the project team recognized that displacement pressures will extend beyond the Heights District and the policy framework the plan provides can be applied citywide to respond to existing displacement pressures and those caused by future public redevelopments and investments.
- The anti-displacement strategies build off of the work from Reside Vancouver and will effectively result in the implementation of the Reside Vancouver plan.
- The inclusive redevelopment strategies include: 1) development of affordable rental housing; 2) alternative homeownership options through trusts and co-ops; 3) affordable commercial space for local small businesses to lease and own; 4) the inclusion of commercial space for essential community services; and 5) workforce and procurement goals.
- The Plan will be used as a framework for redevelopment of the Heights District as well as future public redevelopment projects. Implementation of the Plan includes a range of best practices and tools to allow the City and development partners to adjust to market demands and available capital sources.
- The Plan also acknowledges that equitable development requires the allocation of time to incorporate community involvement and ownership in the development process.
- The Plan was presented to Council for review and feedback at workshops in August and September which Council indicated overall support for. Staff now return to Council to request adoption of the Heights Equitable Development Plan.

Advantage(s)

1. The Heights Equitable Development Plan creates a roadmap for achieving the community vision and goals of the Heights District Plan.
2. The Heights Equitable Development Plan represents a new approach to the City's redevelopment activities that aligns with the City's goals related to equity and climate action.

Disadvantage(s)

None

Budget Impact

The Height District Plan anticipated significant public investment in open spaces, infrastructure and affordable housing and commercial space to achieve the vision for the new district. While the Heights Equitable Development Plan, along the accompanying infrastructure design work, begins to estimate the required public investment, the total projected budget for work in the District is unknown at this point due to the range of development scenarios and changing market conditions.

Economic Prosperity and Housing has \$1.19M budgeted in 2023 for Heights Development

Phase 1 Design and Planning.

Prior Council Review

Workshop on August 21, 2023

Workshop on September 18, 2023

Action Requested

Staff requests Council to adopt the Heights Equitable Development Plan and authorize City Manager on behalf of the City to deploy resources and take necessary actions to implement the Heights Equitable Development Plan.

Amy Zoltie, Real Estate Project Manager, 360-487-7953

ATTACHMENTS:

- ▢ Heights Equitable Development Plan
- ▢ Appendix A_Additional Details on Recommended Strategies
- ▢ Appendix B_How this Plan Builds of the Heights District Plan
- ▢ Appendix C_Engagement Plan and Summary
- ▢ Appendix D_Heights Market Analysis
- ▢ Resolution
- ▢ Appendix E_Equitable Development Best Practices & Case Studies
- ▢ Appendix F_Feasibility Analysis
- ▢ Appendix G_Strategy Evaluation Criteria

THE HEIGHTS DISTRICT

Equitable Development Plan

September 2023

Prepared for:
City of Vancouver



ECO
NW

IMPACT THROUGH INSIGHT

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ABOUT THE HEIGHTS DISTRICT EQUITABLE DEVELOPMENT PLAN



Since acquiring the Tower Mall site on Mill Plain Boulevard, the City of Vancouver has been working to create a connected, mixed-use urban neighborhood center that is economically feasible, context sensitive, and equitably promotes community health and wellness. The Heights is uniquely positioned to capitalize on the City's continued population growth and growing importance within the Portland Metropolitan region. In addition to a central location near amenities like Burnt Bridge Creek and Blandford Canyon, a new \$50 million bus rapid transit line along Mill Plain that will connect the Heights to downtown and East Vancouver starting in late 2023 and recent investments in three new schools make the area more desirable.

The City of Vancouver owns more than half of the developable area within the Tower Mall Redevelopment Area (TMRA) and is planning significant infrastructure investments that will catalyze development throughout the area. This makes the TMRA a unique opportunity to leverage development momentum to achieve community goals and deliver public benefits. The City wants to ensure that benefits from the Heights redevelopment, including housing, business, and wealth creation opportunities, benefit local residents and people of color.

WHAT IS EQUITABLE DEVELOPMENT?

Equitable development purposefully endeavors to create communities that reflect the needs and desires of all its residents, particularly those who have been marginalized by past and current policies and structures.

The Heights District is a vibrant, connected neighborhood center. The center seeks to promote community health, wellness, and a shared identity. This identity reflects the value placed on the past and current community with an eye toward welcoming future generations in an inclusive, respectful, and equitable manner.
—The Heights District Plan,
Vision Statement

At the same time, public investment and redevelopment in places like the Heights District can cause property values (and rents) for both commercial and residential properties to increase. This rise in values and costs can make it harder for the people who live, work, and own businesses in the area to afford to stay. Lower-income households, renters, and small locally owned businesses are particularly vulnerable to these displacement pressures. The City wants to prevent these negative consequences from occurring as a result of public and private investment in the Heights redevelopment.

Implementing equitable development strategies and mitigating involuntary displacement impacts are necessary to deliver the City of Vancouver's vision for the Heights: a new neighborhood that is inclusive of community members from a variety of economic and racial/ethnic backgrounds, where all community members have equitable access to services and amenities located in the District. With this vision in mind, the City initiated the Heights District Equitable Development Plan.

What is the purpose of the Equitable Development Plan?

The City convened the Heights District Equitable Development Plan to outline how the City can achieve the housing, business opportunity, employment opportunity, and community service goals of the original Heights District Plan (adopted by City Council in 2020) in the context of Vancouver's current market conditions and housing needs. This plan identifies best practices for how the City can **maximize benefits of new Heights District development for the entire community while minimizing negative impacts of new development on existing businesses and lower-income residents.**

At the outset of this project, the project team (ECONorthwest) and City of Vancouver staff focused on the Heights District Plan Area as the geographic boundary for this plan. Over the course of the project, the project team and staff decided to shift the plan's focus to three geographic areas based on how and where the City can best achieve different equitable development and anti-displacement goals.

THIS PLAN IDENTIFIES BEST PRACTICES FOR THREE DIFFERENT "FOCUS AREAS."

The Tower Mall Redevelopment Area (TMRA). Most of the opportunities for delivering public benefits as part of the Heights District Plan will be concentrated in the TMRA, where most new development is likely to occur, and the City owns a large portion of the land. The TMRA provides a unique opportunity to deploy multiple equitable development strategies and serve as a case study for future equitable development opportunities throughout the City of Vancouver. This plan identifies equitable development best practices for the TMRA to:

- Articulate targets, phasing, and process for new development, including market-rate and affordable housing.
- Ensure the benefits of development, including wealth generation, accrue to local residents and people of color.
- Support infrastructure, public facility, and public realm improvements that serve the community.
- Support opportunities for new businesses to locate in the TMRA, such as providing affordable commercial space.

Central Vancouver. Displacement pressures from Heights investments and development will extend beyond the Heights District Plan Area, compounding existing displacement pressures in the area and impacts from other City investments across Central Vancouver. Because of this, this project triggered the City to reconvene the Reside Vancouver anti-displacement work across all of Central Vancouver, rather than a narrow focus on anti-displacement strategies in the Heights District Plan Area. This plan identifies anti-displacement and stabilization strategies to:

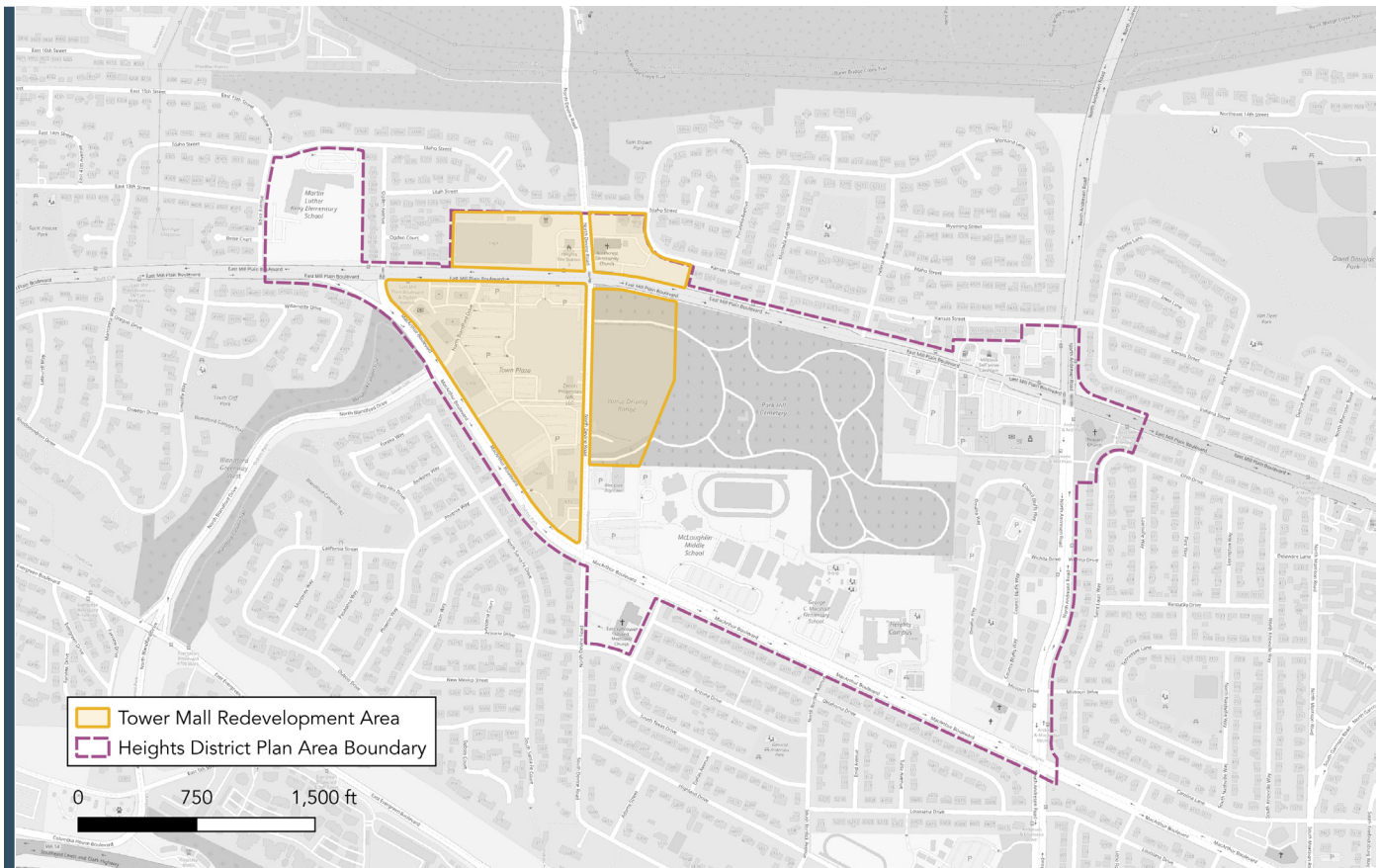
- Minimize negative impacts on existing businesses and lower-income residents in Central Vancouver.
- Provide support and create stability so existing residents and businesses can stay in the area and existing businesses can grow.
- Provide a set of strategies to employ in other areas in the City.

City of Vancouver. This plan provides a citywide policy framework to inform how the City responds to existing displacement pressures and incorporates anti-displacement strategies and equity into any public investments, including redevelopment.

¹ For the purposes of this report, Central Vancouver is defined as the area bounded by I-5 to the west, I-205 to the east, SR 500 to the north, and SR 14 to the south.

EXHIBIT 1. HEIGHTS DISTRICT PLAN AREA AND TOWER MALL REDEVELOPMENT AREA

Source: ECONorthwest



The project team worked with City staff to prepare objectives based on the Heights District Plan equitable development goals to inform the recommendations in this Equitable Development Plan.² **The objectives for the recommended strategies in this plan are to:**

1. Create a neighborhood that is **inclusive, accessible, and interesting** to all residents, as envisioned by the Heights District Plan.
2. Meet the City's **affordable housing goals** for the area and evaluate opportunities to ensure long-term affordability for housing in the Heights.³
3. Promote opportunities for alternative ownership models that create **avenues for wealth generation** and long-term stability.
4. Provide opportunities for affordable commercial space to **support small, locally owned businesses** and increase economic opportunities in the Heights.
5. **Mitigate displacement impacts** resulting from public and private sector investment in the Heights.
6. Phase strategies to **maximize impact** with limited resources.

² See Appendix B for a summary of the Heights District Plan Guiding Principles, Policies, and Goals that informed this plan.

³ See Appendix F for additional information on how the City could refine affordable housing targets for the Heights.

PROCESS FOR DEVELOPING THE EQUITABLE DEVELOPMENT PLAN



This project involved a multifaceted research approach to understand actions the City can take to prevent or mitigate displacement and purposefully promote equitable community benefits through new development in the Heights District. In addition, the City sought to understand how those actions might apply to other redevelopment areas across the City. This section summarizes how the plan was developed. Details on methodology are provided in the Appendices.

LEARN FROM THE COMMUNITY AND STAKEHOLDERS

The City conducted extensive community outreach as part of previous planning initiatives such as Reside Vancouver, the Heights District Plan, and Fourth Plain Forward. The project team reviewed and documented key themes from these efforts to inform the City's approach to the Heights redevelopment.

The City continued to engage with community members throughout the development of this Plan. Engagement included an online survey, two open house events, and several one-on-one and small-group conversations with social service agencies, housing providers, school staff, and community members living in the Heights area. The plan was also informed by recent engagement for the Affordable Housing Fund, HUD Consolidated Plan, Fourth Plain for All community investment strategy, Waterfront Gateway redevelopment, two City Council community forums and ongoing community visioning work, which started in summer 2022. Feedback from these efforts helped refine the list of recommendations and strategy details as this Plan was developed.

See Appendix C for more information.

HOUSING ENGAGEMENT

Throughout 2022 and 2023, community members have consistently mentioned housing as one of their top five priorities. In addition to concerns about homelessness, housing affordability, and housing availability, community members have also shared concerns about:

- The rising cost of rent, which creates instability and uncertainty for renters.
- Difficulty finding a home that is big enough for larger or multigenerational families.
- High home prices, which limit homeownership and the creation of generational wealth.
- The risk of displacement, including that they or their family or friends would have to move out of Vancouver due to the cost of housing.
- Experiences of discrimination when renting or buying a home or belief that some property managers engage in predatory practices.
- Increases in property taxes, which are especially concerning to seniors and those living on a fixed income.

ENGAGEMENT WITH BUSINESS OWNERS

Over the past year, the City has also conducted significant outreach and engagement with local small business owners and entrepreneurs, including Black, Latino, Asian, Indigenous, LGBTQ+, and women-owned businesses. While the needs of each business differ greatly, common concerns include:

- Lack of access to capital.
- High overhead costs, such as rent and utilities.
- Difficulty finding affordable rental space.
- Low inventory of commercial, retail, and restaurant spaces.
- The challenge of growing or scaling businesses, particularly those moving from less formal settings—such as food carts, home-based businesses, or stalls at the farmer's market—to brick-and-mortar operations.
- Difficulty navigating time-consuming and complex permit or licensing processes.

DEVELOP A LIST OF ACTIONS TO EXPLORE

To build the recommended strategies, the project team first developed a list of actions that had been recommended through community input in previous planning documents, including the Heights District Plan, Reside Vancouver, and Fourth Plain Forward. The project team supplemented this list and filled in gaps based on ECONorthwest's previous work on this topic in other geographies. Next, the project team reviewed this list with City staff to identify high-priority issues and topics of interest to study further, including but not limited to:

- Strategies for leveraging city-owned property to make strategic investments
- Affordable commercial leasing strategies
- Shared equity models

See Appendix E for more information.

DETERMINE BEST PRACTICES FROM OTHER COMMUNITIES THROUGH A LITERATURE REVIEW

The project team conducted a literature review and best practices study on equitable development and anti-displacement. This research included a series of case studies on some of the topics of interest identified by City staff to understand how these models operate in other jurisdictions.

See Appendix E for more information.

REFINE AND EVALUATE POTENTIAL ACTIONS

From this research, the project team developed a refined list of potential strategies the City could implement to meet the goals and objectives for the Heights. The strategies could be policies, programs, or other efforts, such as partnership building or funding, that the City could take to advance the goals in the Heights. This list of strategies was further refined through conversations with City staff and the feasibility analysis conducted by ECONorthwest.

See Appendix E for more information.

UNDERSTAND DEMOGRAPHIC AND REAL ESTATE TRENDS IN THE AREA

The project team conducted a market analysis to evaluate demographic and real estate trends in the Heights and across the City of Vancouver. The analysis highlighted key trends that will shape the future of the Heights and identified some of the policy implications of these trends. The analysis also informed the Development Feasibility Analysis for the TMRA, described below.

See Appendix E for more information.

EVALUATE DEVELOPMENT FEASIBILITY IN TOWER MALL REDEVELOPMENT AREA WITH A FOCUS ON PUBLIC BENEFITS

The project team conducted a feasibility analysis focused on redevelopment scenarios in the TMRA to understand how the City can leverage public and private development to meet the goals for the Heights. This study evaluated how the City can meet affordable housing goals alongside urban design goals and density targets for the Heights.⁴ This study also evaluated the feasibility of select alternative ownership models and equitable development strategies from the literature review in the TMRA.

See Appendix F for more information.

DEVELOP STRATEGY RECOMMENDATIONS

Using recommendations from past city plans, community and stakeholder input, and the best practices research and feasibility analysis conducted as part of this project, the project team developed a list of recommended strategies categorized by objectives identified by the project team and City staff. These recommendations are described in Section 4 of this Plan.

See Section 4 for more information.

⁴ The Equitable Development Plan was developed concurrently with infrastructure design work and a density capacity study for the Heights. ECONorthwest coordinated closely with First Forty Feet, the consultants preparing the density capacity study and infrastructure design work, throughout the course of this project to ensure the assumptions that built this Plan align with the density calculations, infrastructure phasing, and urban design considerations that will make up these other plan documents.

WHY DOES THE HEIGHTS NEED AN EQUITABLE DEVELOPMENT PLAN?



UNPRECEDENTED INVESTMENT REQUIRES A DELIBERATE PUBLIC BENEFIT STRATEGY

The City's unprecedented level of planned infrastructure investment and improvements and site control of large parcels makes the TMRA a prime opportunity for redevelopment to occur equitably by leveraging many of these recommended strategies. The City's site ownership provides a rare opportunity to intentionally use site control to produce equitable development and public benefits in the Heights.

ONGOING DISPLACEMENT RISK FOR CENTRAL VANCOUVER

Central Vancouver is home to Clark County's most racially and ethnically diverse populations, and residents in these neighborhoods are disproportionately low income and renters, making them particularly vulnerable to economic displacement. The City of Vancouver's displacement risk analysis (2015-2020) shows ongoing displacement risk across Central Vancouver. The displacement risk analysis categorizes census tracts in various stages of displacement vulnerability based on median household income, race, tenure, education level, share of low-income households, and rising home sales values. The analysis shows the neighborhood directly northwest of the Heights in a more advanced stage of displacement, based on displacement vulnerability factors, demographic changes, and housing market conditions. Other Central Vancouver census tracts north of the Heights and along Fourth Plain Boulevard are shown as being susceptible to, and in the early stages of, displacement.

ECONorthwest's market analysis (Appendix D) identified a number of recent real estate and demographic trends that could further exacerbate displacement risk across Central Vancouver:

- **Median sales prices have more than doubled in Central Vancouver since 2013**, increasing by 109% with a current average sales price of around \$446,000.
- **More owner-occupied households and a decrease in cost-burdened households could be indicative of early displacement pressures for the Heights for lower income households.** Though the Heights⁵ still has a higher share of renters than the City as a whole, the share of owner-occupied households in the Heights increased by 3% from 2010-2019 to 50% of households. The City of Vancouver has a slightly higher share of owner-occupied households at 52%. The increase in owner-occupied households and decrease in cost-burdened households are likely a sign of higher-income households moving into the area, which could increase displacement pressures for lower-income households.
- **Apartment rents have risen.** Rents for one-bedroom units in Vancouver have increased 17% since 2017. Although rents in Central Vancouver are lower than citywide, they have been increasing at a similar rate. Average market rent for one-bedroom units in Vancouver is currently higher than in Portland.
- **Nearly all low-income renters in the city are cost burdened.** Across Vancouver, lower-income households pay more than they can afford for rent. The resulting economic instability due to cost burden increases displacement vulnerability. Over 95% of renter households in Vancouver

⁵ The Height District Plan area overlaps portions of five census tracts. The Heights Market Analysis evaluates demographic data for these five census tracts which encompass the Plan District and include surrounding neighborhoods. See Appendix D for geographic boundaries.

earning less than \$35,000 per year are cost burdened. In total, 51% of renter households are cost burdened in Vancouver.

- **A growing share of people of color in the Heights.** Black and Hispanic residents show disproportionate rates of cost burden (spending more than a third of their income on housing) in the City of Vancouver. The share of people of color in the Heights increased from 26 to 34 percent from 2010 to 2019. In Vancouver as a whole, 29 percent of the population is made up of people of color.

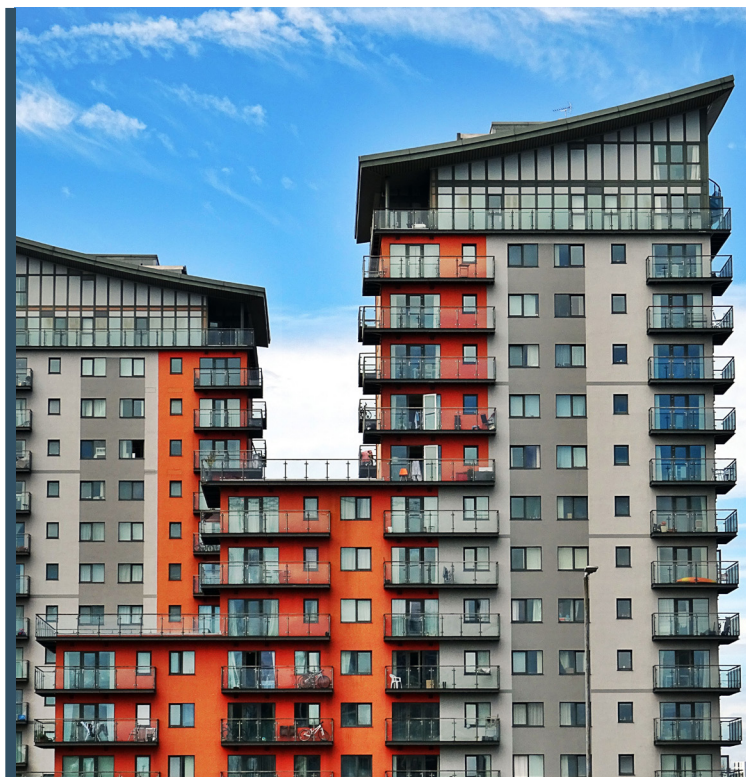
Planned improvements and private investment within the Heights District and along Fourth Plain Boulevard will further increase displacement risk for households and businesses in the Central Vancouver area. Areas with higher shares of low-income households, renters, people of color, and older residents will be most vulnerable to displacement pressure. Construction within the Tower Mall Redevelopment Area will have direct and indirect displacement impacts on businesses in the Heights District. To mitigate these impacts, the City should carry out the short- and long-term anti-displacement investments, policies, and protections that aim to support stabilization and reduce and/or prevent the involuntary removal of existing households, businesses, and service providers.⁶

The best way to prevent involuntary displacement generated by redevelopment is to stabilize existing residents and businesses before any new infrastructure or development occurs.

Because of this, the City recognizes the urgent need to implement the work they began with development of the Reside Vancouver anti-displacement strategy. The Heights Equitable Development Plan builds off the recommendations in the Reside Vancouver strategy, refining the Reside anti-displacement best practices into context-specific recommendations for the Heights and Central Vancouver (See Appendices A, B, and E for more information).

A NEED FOR HOUSING AT A WIDER RANGE OF INCOMES FOR CITYWIDE GROWTH

As housing prices increase in Vancouver, residents increasingly need affordable and moderate-income housing. To accommodate Vancouver's future population growth, the City will need more housing that is affordable at different income levels. The private market does not typically develop housing that is affordable for moderate- and low-income households—80 percent Median Family Income (MFI) and below—without subsidy. The City will need strategies and funding to facilitate development of needed housing for people at these income levels. Within the TMRA, the City should plan for approximately 900 units of housing available to households who earn 80 percent MFI and below over the next 20 years, according to an analysis of Washington Growth Management Act (GMA) housing targets by income category developed for Clark County.



⁶ Curren et al., Equitable Development as a Tool to Advance Racial Equity, 5.



Anti-Displacement Strategies

IMPLEMENTING RESIDE VANCOUVER

The City has already developed a blueprint for anti-displacement work in Central Vancouver through the Reside Vancouver anti-displacement strategy. As the Reside Vancouver strategy notes, it is essential that the City implements anti-displacement strategies before public investments and market changes trigger widespread involuntary displacement of vulnerable residents. While the City has made some strides in displacement mitigation work, the recommendations in Reside Vancouver have yet to be implemented on a wide scale. With Tower Mall redevelopment imminent, it is critical that the City begin a programmatic implementation of an anti-displacement strategy before it is too late.

The strategic recommendations in this Heights Equitable Development Plan build off the work from Reside Vancouver, as well as the Heights District Plan and Fourth Plain Forward. This plan refines the anti-displacement recommendations from these previous plans to provide specific implementation details and considerations in the context of the Heights District's current development program, and recent real estate market conditions and trends across Central Vancouver. (see Appendix E.) This plan recommends a two-pronged approach to implementation of an anti-displacement strategy: focus on supporting existing residents and businesses in Central Vancouver and implementing anti-displacement best practices citywide.

These approaches are described below. Specific strategies are further outlined in Appendix A.



FOCUS ANTI-DISPLACEMENT PROGRAMS IN CENTRAL VANCOUVER

As the Heights develops, public and private investment in the Tower Mall Redevelopment Area could increase displacement pressures in the surrounding neighborhoods. The neighborhoods north of the Heights District have a relatively high share of vulnerable households, and construction within the TMRA will directly and indirectly impact businesses in the Heights District. Planned improvements in the Heights District and along Fourth Plain Boulevard could further increase displacement risk for households and businesses in the Central Vancouver area.

To address this, the City should implement anti-displacement programs in Central Vancouver to protect existing residents and businesses and ensure they can stay and benefit from the new amenities in the TMRA. Although the plan focuses on anti-displacement strategies in Central Vancouver, these strategies can be applied citywide wherever public and private investment may cause displacement.

CENTRAL VANCOUVER ANTI-DISPLACEMENT STRATEGIES



Preserve existing affordable housing by acquiring low-cost market rental units. Central Vancouver still has low-cost market housing, but housing prices have been rising rapidly. Stabilizing existing unregulated affordable housing is a cost-effective way of ensuring residents can remain in their homes and neighborhoods. The City can support this effort in multiple ways, including establishing right of first refusal policies or supporting or subsidizing the purchase of unregulated affordable units by limited equity cooperatives or affordable housing partners.



Support low-income homeownership through down payment assistance and homeownership counseling. Supporting homeownership promotes stability and wealth generation opportunities for residents. The City can directly support homeownership by funding down payment assistance or Individual Development Account programs and providing homeownership counseling for income-qualifying individuals. The City can also promote and support alternative ownership models that generate wealth and long-term stability, such as community land trusts or limited equity cooperatives.



Support small businesses through technical assistance and targeted financing. The City already funds two nonprofit organizations that provide free business technical assistance services to income-qualified customers and has partnerships with organizations that provide an array of other technical and financial support to businesses. Increased investment (e.g., city funds or grants) towards these technical assistance partners will be key to expanding their capacity to support these small businesses. The City can promote awareness of these programs and resources to targeted businesses within Central Vancouver. Promoting and facilitating navigation of available resources may allow more existing local business owners to find the right program, funding, or other connection for their business, allowing them to stay in Central Vancouver as the area continues to develop.

CITYWIDE ANTI-DISPLACEMENT POLICY IMPLEMENTATION

In addition to targeting anti-displacement programs to Central Vancouver and other areas of concentrated public investment, the City should implement some anti-displacement policies city-wide. The City should focus on implementing renter protection policies and evaluating and mitigating displacement potential of city investments across all of Vancouver.

CITYWIDE ANTI-DISPLACEMENT STRATEGIES



Support low-income renters through tenant protections, including legal assistance, rental registration, and rights of first refusal. Reside Vancouver outlined several impactful actions the City can take to support low-income renters that the City supports but has not yet implemented. These actions include expanding legal protections and assistance for renters, providing emergency rental assistance, creating and maintaining a rental registration program of all rental properties, and establishing a right of first refusal policy. To be effective in preventing displacement, these actions need to be implemented in the near term to stabilize residents before investment and development exacerbate displacement pressures in Central Vancouver and other areas of displacement risk across the City.



Require equity assessments for all city investments and decision-making. The City should develop and implement an anti-displacement impact assessment tool to evaluate how proposed developments, zoning changes, public investments, or infrastructure projects could impact communities. These assessments can help reduce displacement by analyzing potential negative consequences and developing alternative strategies.



Equitable Development in the Tower Mall Redevelopment Area

The Tower Mall Redevelopment Area will experience most of the new development in the Heights District. City strategies here should maximize affordable housing, create opportunities for local and BIPOC-owned small businesses, and ensure that historically marginalized communities benefit from redevelopment through access to essential services and ownership in new developments.

Given the limited available resources for funding redevelopment, the City must consider how to leverage its site ownership to spur equitable outcomes while also delivering the scale of development planned for in the TMRA. The Heights density capacity study and the infrastructure design plan, which was prepared by First Forty Feet concurrently with the development of this Plan, analyzed the maximum density the TMRA can support. The Heights District Plan and the density capacity study identified substantial redevelopment potential in the TMRA, up to 1,800 new units. Not all of those units can be built at once, and the scale of City resources needed to support equitable development will not be available immediately. Development in the TMRA will likely occur over many years.

It is also important to note that the Heights District goals include density and urban design objectives, public realm and infrastructure improvements, as well as equitable development outcomes. All these objectives require consideration and public investment. Therefore, this strategy anchors equitable development outcomes in the context of other Heights District objectives.

MARKET CONTEXT FOR THE TOWER MALL REDEVELOPMENT AREA

The Heights Market Analysis (Appendix D) shows

strong and growing market demand for residential and commercial uses across Central Vancouver.⁷ These data indicate that there is market demand to support the mix of multifamily and commercial uses envisioned for the TMRA in the original Heights District Plan at the scale established in the density capacity study.

What factors will drive demand for housing in the TMRA?

- **Strength of the Vancouver housing market within the context of the larger Portland-Vancouver region will continue into the near future and provide tailwinds for residential demand in the TMRA.** Since 2017, rents for a 1-bedroom apartment in Vancouver have increased by 17 percent. Current average 1-bedroom rents in Vancouver are higher than average 1-bedroom rents in the City of Portland.
- **Strong market demand for ownership housing in both the City of Vancouver and the Heights will continue to be major drivers for housing demand in the area.** From 2013 to 2022, the median sales price for ownership housing in the Heights has increased 109% with an average sales price of around \$446,000 in Q1 of 2022.⁸
- **Most new residential construction in the City has been multifamily.** Over the past three years, 80 percent of new residential construction in the City has been multifamily development, but the Heights District itself has seen limited multifamily development. However, strong absorption of new units and low vacancy rates in Central Vancouver suggest a strong demand for multifamily in the area.

⁷ The Heights Market Analysis refers to Central Vancouver as the Heights Greater Market Area. This area was used to evaluate real estate trends that impact the Heights. Because there have been limited recent observations of development within the Heights District Plan Area, ECONorthwest utilized the interior highways to frame a greater market area in order to adequately capture market information within the observation years and identify trends that will influence development in the Heights.

⁸ Home sale prices for the Heights were sampled from homes within ¼ mile of the Heights District Plan area boundary.

What are current market conditions for retail?

- **Current retail vacancy rates in Central Vancouver are extremely low at less than 3%, which indicates potential near-term demand for new retail space in the TMRA.** While Central Vancouver saw a slight increase in vacancy rates in early 2020 following the beginning of the COVID-19 pandemic, which was also observed across the City of Vancouver, vacancy rates have continued to trend downward.
- **Current achievable retail rents in Central Vancouver are around \$21.21/sf, comparable to retail lease rates across the City of Vancouver.** The gap between Vancouver retail rents and rents in Central Vancouver has narrowed substantially over the last two years. From 2012 to 2022, rents in Central Vancouver increased by 57% while Vancouver rents increased by 35%.
- **This analysis indicates that there is sufficient demand for retail and services to support the 56,000 square feet of commercial retail space identified in the proposed development program of the Heights District Master Plan.** The highest retail categories of square footage demand for the Heights are food service and drinking places (restaurants, tap rooms, wineries, bars) with about 77,000 square feet of demand and health and personal care with about 91,000 square feet of demand. Additionally, demand for a broad range of retail uses could be programmed in a way to support locally owned and neighborhood-serving businesses.

Based on the Market Analysis findings, the City can expect an influx of private development interest in the TMRA. The City should leverage its site ownership and other strategies to ensure that affordable housing, affordable commercial opportunities, and other public benefits are delivered as the TMRA is developed. The following section outlines the targets, process, and phasing considerations that should inform the City's TMRA development strategy and outlines specific strategies to achieve equitable development goals in the TMRA.

SUMMARY OF HOUSING NEEDS ALLOCATION AND TARGETS

New housing in the TMRA must serve residents at all income levels to meet housing goals identified in the Heights District Plan and recent Washington Growth Management Act (GMA) housing targets for Clark County. The GMA housing targets estimate new housing needed at different income levels over a twenty-year period (expressed as a percentage of median family income, or MFI) for a range of population growth scenarios. GMA categories include a specific allocation for permanent supportive housing (PSH) for households with extremely low incomes transitioning out of homelessness. Meeting the unique needs for PSH is better planned at a citywide level. Therefore, this plan includes a proportional share of the needed non-PSH very low-income units (0-30%MFI) and assumes the City will develop a separate citywide approach for needed PSH units at or below 30% MFI. Exhibit 2 illustrates this proportional share and number of new units, assuming the TMRA is developed to its full capacity.



EXHIBIT 2. RECOMMENDED HOUSING TARGETS FOR TOWER MALL REDEVELOPMENT AREA BY INCOME LEVEL

Source: ECONorthwest

	<i>Extremely Low Income</i> 0-30% MFI (Non-PSH)	<i>Very Low Income</i> 30-50% MFI	<i>Low Income</i> 50-80% MFI	<i>Moderate Income</i> 80-100% MFI	<i>Moderate Income</i> 100-120% MFI	<i>High Income</i> 120%+ MFI
Share of units	15.2%	17.4%	15.9%	8.9%	42.6%*	
Total units for the TMRA	273	312	285	160	764*	

*For the purposes of this analysis, the upper-income categories are combined and categorized as market rate, given current market rents.

PROCESS

The City's majority share of site control on such a large parcel makes the TMRA a prime opportunity for redevelopment to occur equitably. To achieve the ambitious outcomes envisioned for the TMRA and the Heights District, the City will need a carefully considered process for selecting partners and guiding a long-term redevelopment effort. This process should include the following steps:

- **Establish a community redevelopment committee to advise the redevelopment of TMRA.** The City has done considerable community outreach to shape this equitable development plan, building upon earlier engagement for initiatives such as the Heights District Plan, Reside Vancouver, Fourth Plain for All, Waterfront Gateway redevelopment, and the citywide Affordable Housing Fund. A community redevelopment committee with diverse members representing nearby residents, local business owners, culturally specific organizations, and City staff should guide implementation of the strategies in this plan to ensure that this period of rapid city growth serves all community members. The City should partner with this committee on TMRA redevelopment implementation, including RFP development, developer selection, and program approval.
- **Phase development and infrastructure investments to support both urban design goals and equitable development objectives.** Some of the sites identified in the density capacity study will not be physically available until roads, parks, and a multimodal corridor are complete. Similarly, building affordable housing to meet the City's targets will require incremental development to access several cycles of competitive state funding. Coordinating development with the infrastructure phasing can help activate the TMRA by aligning public space investments with new housing for all incomes and commercial opportunities for a range of businesses.
- **Focus permanently affordable housing on City-owned parcels.** The City's levers for achieving affordable units within market-rate development are limited to voluntary incentive programs or negotiated developer agreements. There is also no guarantee that developments on privately owned sites will fully match the City's goals for density and capacity to achieve a proportional share of affordable housing. To help meet housing goals for residents with low and moderate incomes, the City can leverage its own sites by reducing the cost of land for affordable rental and alternative ownership housing.

- **Explore and develop partnerships to support alternative ownership structures over the life of the District build-out.** The City is interested in supporting housing options in the TMRA that are more affordable than conventional ownership and provide greater stability and permanent affordability than affordable rental housing. Building relationships with organizations that can develop alternative ownership housing (such as community land trusts and limited-equity housing cooperatives) is critical to enhancing the organizational capacity and financial ecosystem that can help these models scale along with the Heights District. The City should anticipate that units with alternative ownership models would not be developed until later phases.
- **Focus on Request for Proposal (RFP) and developer selection criteria to achieve urban design, affordability, and other equitable development objectives with market-rate development partners.** To ensure that proposals to develop city-owned property meet the City's vision for inclusive development that maximizes community benefits, solicitations should outline specific goals for affordable housing, affordable commercial space, contracting requirements, and public realm improvements. In the selection process, the City should look for development partners who can demonstrate experience with public-private partnerships and community engagement, financial capacity, investment partners, successful projects at a similar scale or in a similar urban context, and successful delivery of public benefits.

PHASING

Because the TMRA is a large site with many distinct parcels and varied ownership, development will happen in phases. The City's ownership of much of the site area—especially parcels that are ideally located for near-term development—creates an opportunity to set a template for mixed-income development and attract other development partners to help realize the City's vision. The City should be strategic about phasing development to achieve desired outcomes.

Near-Term Considerations

- The City should prioritize maximizing affordable housing development in early phases. The City can use existing and well-proven tools such as zoning and incentives to support mixed-income development and work with affordable housing partners to deliver housing developments with deeper levels of affordability on city-owned sites.

Longer-Term Considerations

- Later phases of development should focus on deploying strategies that may require more time to build capacity, develop relationships, and align financing.
- City-owned sites that will be development-ready in later phases are great opportunities to explore alternative ownership models.

Phasing Scenario⁹

Splitting this project into four phases could support gradual development that integrates with the surrounding neighborhoods, allows new housing and commercial spaces to be absorbed into the local market, and demonstrates the investment potential for additional private financing partners. The following phasing scenario describes how the TMRA could be built out over time, based on the timing of infrastructure investments, as well as capacity and ownership of parcels in the TMRA. These phases will likely occur over several decades.

⁹ See Appendix F for more information on phasing considerations.

1

2

3

4

THE FIRST PHASE

of redevelopment should start in the northern portion of the TMRA, along East Mill Plain Boulevard. This area does not require new roads to be built, aligns with near-term infrastructure investments, and will create a public-facing edge of the Heights District that begins to activate a multimodal corridor, the Grand Loop, with ground floor commercial uses. This phase could add new market-rate, mixed-income, and regulated affordable rental housing.

THE SECOND PHASE

would continue development along currently accessible parcels on East Mill Plain. This phase would also include the first major new infrastructure development—one segment of the Grand Loop and an adjoining park—to make development possible west of Devine Road. High-density housing serving a range of incomes, and some additional commercial spaces, could be added in this phase.

A THIRD PHASE

could focus on developing City-owned sites east of Devine Road with a variety of affordable rental housing and alternative ownership options. This phase could include housing affordable at a range of low and moderate incomes, including higher-density apartments or condominiums and medium-density housing types. This phase would also include large infrastructure investments to support new housing and public space.

A FOURTH PHASE

includes currently accessible sites along Macarthur Boulevard that can support high and medium-density housing. This phase may not occur last, but the development timeline of these privately owned sites is less certain.

TMRA EQUITABLE DEVELOPMENT STRATEGIES

The TMRA provides a unique opportunity to deploy multiple equitable development strategies and serve as a case study for future equitable development opportunities throughout the City of Vancouver. The following strategies outline the steps the City can take to support equitable development outcomes for the TMRA.



Advance opportunities for homeownership across different income categories. Creating opportunities for homeownership in the TMRA can support the City's goals for housing stability and inclusive access to the wealth created by investments in redevelopment.

- **Support Market-Rate Residential Ownership.** Zoning tools such as minimum densities, reduced off-street parking requirements, and other guidelines for building design can encourage housing types that work well for ownership, from townhomes to multiunit buildings. The City's urban design plan and development standards for the Heights will support a variety of housing options conducive to market-rate ownership, including townhome-scale development at the outer edges of the plan area and high-density condominium development in the District's core.
- **Support Workforce and Affordable Residential Ownership.** The City has tools to make ownership more affordable for people with incomes below the median. State tax exemption programs create affordable units within market-rate developments, and down payment assistance can fill financing gaps for moderate-income households. Expanding access to the stability and wealth-building opportunities provided by homeownership will require creative approaches and programs. Alternative ownership models can be a viable way to create permanently affordable housing with relatively low subsidies, especially with access to new tax incentives.

TMRA EQUITABLE DEVELOPMENT STRATEGIES (CONTINUED)



Invest in affordable rental housing to meet City goals. Creating a proportional share of housing affordable across income levels in the TMRA will require significant investments in rental housing. The City has multiple tools available to support affordable rental housing development, including tax incentive programs, competitive affordable housing awards, dedicated local funds, and its ownership of land in the TMRA. In order to achieve all of the affordability targets, the City will need a combination of market-rate developments providing a mix of affordable rental units at moderate incomes and multiple fully affordable developments accessing tax credit financing and other public subsidies. Thoughtfully balancing these resources and considering phasing will ensure that the TMRA includes housing options for all incomes and does not require all of the City's affordable housing resources for the entire redevelopment timeline.



Facilitate affordable commercial space to support small or locally owned businesses and increase economic opportunities. Code and policy choices can make new commercial spaces in the TMRA more accessible to existing small businesses and create economic opportunities for residents. Small businesses benefit from options to rent smaller spaces, share with multiple tenants, or have flexible lease terms. Offering support for tenant improvements for a variety of business types, from restaurant build-outs to makerspaces, or retail can also provide crucial support for growing businesses. The City can ensure these options are available through the development code or by negotiating development agreements. The City can also take a more active role by facilitating master leasing arrangements that provide flexible and affordable subleases to small businesses, either as a direct partner or with a local economic development organization.



Support opportunities for affordable commercial ownership. Opportunities for ownership in commercial developments provide another path for local residents and business owners to invest in the neighborhood and share in the profits of redevelopment. In buildings with a mix of uses, ground floor commercial spaces can be owned separately from the residential areas through commercial condominiums. This option may be especially beneficial for affordable housing developments that cannot use tax credit funding to build retail spaces or for alternative ownership models. There is a continuum of roles the City could play in supporting commercial ownership, from negotiating development agreements to allocating economic development funds to affordable commercial ownership programs.



Focus public space design and amenities on accessible and culturally relevant placemaking. Redevelopment in the TMRA will include substantial public space improvements and amenities, as laid out in the Heights District Plan. Fostering a sense of place and belonging can help mitigate the social impacts of redevelopment and neighborhood change. The City should focus on ensuring these spaces are welcoming, safe, and accessible to all and reflect the diverse cultural identities of the people of Vancouver. The City should continue to create opportunities to involve local residents and community organizations in the urban design of the TMRA, including wayfinding and signage, art installations, and public facilities so that they are welcoming, meet the needs of diverse communities, and affirm their history, present, and future in the City.

Conclusion

The City has established a bold vision for the Heights to create an equitable development inclusive of community members from a variety of economic and racial/ethnic backgrounds and to ensure that all community members have equitable access to services and amenities located in the District. This Plan outlines how to achieve this vision. Successful implementation of this plan will encourage development of new housing, business, and employment opportunities; promote stability and opportunity across Central Vancouver; and guide future redevelopment efforts across the city. Implementing the plan will take considerable time, money, and effort, but it is important that the City dedicate the resources to do it well.

Implementation of this plan will require flexibility. Conditions will change over the years it will take for the full build-out of the Heights. Implementation of all the equitable development strategies may be a challenge due to funding limitations or other resource

constraints. Many other factors that are outside of the City's control, such as market forces and access to capital, may influence how and when the Heights develops. Nonetheless, this plan can serve as a menu of options the City can implement over time.

As the City implements strategies in this Plan, both in the Heights and across Vancouver, staff should collaborate regularly with community partners to ensure that this period of rapid city growth serves all community members.

Advancing equitable development in the Heights District will create opportunities for existing and new residents and will help create a neighborhood that reflects the diversity, needs, and desires of Vancouver residents. Beyond that, the Heights could serve as a model for the City to replicate on other future large-scale redevelopment projects to advance equitable development across the rest of Vancouver.





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IMPACT THROUGH INSIGHT

Appendix A: Additional Details on Recommended Strategies

This Appendix provides details and recommendations on specific tools, policies, programs, or other actions the City can implement to support the recommended strategies in the Heights Equitable Development Plan. Recommendations are categorized by the Equitable Development Plan objectives they work to achieve. The City will not feasibly be able to implement every recommendation in this plan in the near term, so this section is followed by phasing considerations and recommendations.

Summary of Strategies by Objective

A. Meet the City's affordable housing goals for the area and evaluate opportunities to ensure long-term affordability for housing in the Heights.

To accommodate the housing needs of existing and future Vancouver residents, the City will need new housing that is affordable at a range of incomes. Housing that is affordable to lower-income households is not typically feasible without subsidy (e.g., land dedication or markdowns, direct funding contributions, or tax exemptions). The strategies below articulate how the City can facilitate the development of affordable housing and permanently affordable ownership as the Heights develops.

#	Strategy	Supports	Geography
A-1	Create development agreements to negotiate affordability requirements	Residents Businesses	TMRA/ Citywide
A-2	Develop and carry out land acquisition strategy for TMRA redevelopment or other public investments	Residents Businesses	TMRA/ Citywide
A-3	Seek additional funding for affordable housing development	Residents	Citywide
A-4	Contribute funding toward affordable housing development	Residents	TMRA/ Citywide
A-5	Provide property tax exemptions through MFTE	Residents	TMRA/ Citywide
A-6	Develop an investment strategy for permanently affordable ownership	Residents	Citywide

B. Promote opportunities for alternative ownership models that create avenues for wealth generation and long-term stability.

Local community ownership or shared equity models allow residents at all income levels to access opportunities to invest and share in the profits of existing and future development.¹ While shared equity and community ownership models differ, both aim to leverage the benefits of the market while protecting historically marginalized residents and businesses from increasing market pressures.

Residents participating in these projects may realize some of the gains typically realized only by those wealthy enough to own homes or invest in commercial development. The following strategies will lay the groundwork for development of alternative ownership models in the Heights. *All alternative ownership strategies also advance other Plan objectives around affordable housing, economic opportunities, and/or anti-displacement (Objectives A, C, and D).*

#	Strategy	Supports	Geography
B-1	Establish or deepen relationships with community land trusts	Residents	Citywide
B-2	Develop City capacity and knowledge to support limited equity housing cooperatives	Residents	Citywide
B-3	Support and help facilitate conversion of low-cost market rentals into limited equity cooperatives	Residents	Central Vancouver
B-4	Explore the feasibility of a collective commercial ownership model through a community investment trust in Central Vancouver	Residents Businesses	Central Vancouver
B-5	Explore the Feasibility of Community Investment Trust for new development in the TMRA	Residents Businesses	TMRA
B-6	Design a phased, medium-scale approach to developing cooperative housing	Residents	TMRA

¹ Karen Chapple and Anastasia Loukaitou-Sideris, [White Paper on Anti-Displacement Strategy Effectiveness](#) (California: California Air Resources Board, 2021), 13.

C. Provide opportunities for affordable commercial space to support small or locally owned businesses and increase economic opportunities in the Heights.

Development in the Heights District will cause both positive and negative ripple effects for businesses throughout Central Vancouver. Different resources may be necessary at various points in a business; helping entrepreneurs plan in their early stages, through transformative periods, and during next steps after an original business owner retires can ensure that intergenerational wealth continues to build for business owners. Creating a more centralized method of engaging with resources may allow more new or aspiring business owners to find the right program, funding, or other connection for their project.

The strategies in this category aim to create economic opportunities for Vancouver residents working in the construction trades, support businesses and entrepreneurs, create opportunities for local small businesses to access commercial space in the TMRA, and ensure that residents in the Heights have adequate services, like childcare, so they can access employment.

#	Strategy	Supports	Geography
C-1	Facilitate establishment of childcare facilities/prioritize affordable childcare and health services in City-led public investments	Residents Businesses	Central Vancouver
C-2	Master lease retail space and sublease at affordable rates	Businesses	TMRA
C-3	Implement workforce agreements (e.g., joint-labor management, project labor agreement, community workforce agreements) for Tower Mall redevelopment	Residents	TMRA
C-4	Partner with business assistance organizations to provide technical assistance to support entrepreneurship	Residents Businesses	Central Vancouver
C-5	Assess current public contracting rules to prioritize BIPOC and women-owned businesses for City contracts/public investment projects	Businesses	Citywide
C-6	Facilitate colocation of essential services in the Heights District (e.g., food, health, banks)	Residents Businesses	TMRA
C-7	Support opportunities for affordable commercial ownership	Businesses	TMRA

D. Mitigate displacement impacts resulting from public and private sector investment in the Heights.

Preventing displacement is fundamental to equitable development. Residents who are priced out due to rising property values, which lead to increases in rent and taxes, or who are involuntarily displaced through acquisition and redevelopment of their homes are often the ones who bear the negative consequences of inequitable development. This also includes economic and cultural displacement caused by dramatically changed environments that are no longer reflective of, or responsive to, the needs of community members.

Marginalized communities are the most negatively impacted by inequitable development and are the first to be displaced.² To mitigate these impacts, the City should carry out the needed short- and long-term anti-displacement investments, policies, and protections that aim to support stabilization and reduce and/or prevent the involuntary removal of existing households, businesses, and service providers.³ A mix of responsive and preventative actions is particularly necessary in Vancouver, as the City is actively investing in an underserved community where vulnerable community members reside, receive services, and operate small locally serving businesses. This section outlines the actions the City can take to stabilize existing residents and businesses as the Heights develops.

#	Strategy	Supports	Geography
Residents and Businesses			
D-1	Create an anti-displacement impact assessments checklist/tool kit and require anti-displacement impact assessments for public investment projects	Residents Businesses	Citywide
D-2	Facilitate the funding of an Individual Development Account program	Residents Businesses	Central Vancouver
Support Existing Businesses			
D-3	Provide relocation and retention assistance for displaced businesses within TMRA	Businesses	TMRA
D-4	Target technical assistance (financial or programmatic) to priority businesses	Businesses	Central Vancouver

² Danyelle Solomon, Conner Maxwell, and Abril Castro, *Systemic Inequality: Displacement, Exclusion, and Segregation* (Center of American Progress, 2019).

³ Curren et al., *Equitable Development as a Tool to Advance Racial Equity*, 5.

D-5	Establish storefront improvement and other business support programs	Businesses	Central Vancouver
D-6	Aim to establish construction disruption mitigation program for area businesses	Businesses	TMRA
D-7	Create and support a business district program to organize a network for small businesses	Businesses	Central Vancouver
D-8	Use a workforce navigator to improve utilization of existing job training services	Businesses	Central Vancouver
Support Existing Residents			
D-9	Support renters through expanded rental assistance and tenant protection programs	Residents	Citywide
D-10	Facilitate the funding of home repair loans/grants	Residents	Central Vancouver
D-11	Facilitate the funding of grants/tax rebates to reduce energy expenses	Residents	Central Vancouver
D-12	Expand access to the county's property tax exemption program for elderly residents and community members with disabilities	Residents	Central Vancouver
D-13	Establish and implement right of first refusal (ROFR) policies	Residents	Citywide
D-14	Establish and implement funding strategy for the preservation of low-cost market rentals	Residents	Central Vancouver

Description of Each Strategy

Objective A: Meet the City’s affordable housing goals for the area and evaluate opportunities to ensure long-term affordability for housing in the Heights.

A1. Create Development Agreements to Negotiate Affordability Requirements

How does it help? Creates affordable housing and mixed-income housing and can meet other objectives, including attracting BIPOC community-serving and BIPOC-owned businesses.

Description: Agreements that are negotiated between the City and property owners, which detail the obligations of both parties and establish specific standards and conditions that will guide the development of the property. While these agreements are voluntary, this is one main way the City can impose requirements around affordability, phasing, and project timing for public improvements. These agreements can be used to align negotiations with the Heights District vision and other city goals and objectives.

City Role: Acquire property and negotiate development agreements. Consider establishing baseline requirements for development agreements, including MWESB participation, workforce provisions, etc.

Phasing	Partners	Target Geography	Target Population
Do now assuming the City is ready to offer its property for redevelopment and has established affordability targets and funding.	Developers	TMRA & Citywide	Residents and Businesses

A2. Develop and Carry Out Land Acquisition Strategy for TMRA Redevelopment or Other Public Investments

How does it help? Enables City to determine future uses of strategic property. Can be used to increase and/or sustain affordability for current and future residents via development agreements (strategy A1).

Description: The City would purchase property within the TMRA to increase the availability of City-owned land for the development of affordable housing. (Appendix F of this report provides considerations around the prioritization of parcels for strategic acquisition to achieve Heights goals, see Exhibit 8.)

City Role: Ascertain strategic objectives, develop acquisition criteria (including equity principles), identify key parcels, negotiate purchases, and consider establishing relocation policies (as needed).

Phasing	Partners	Target Geography	Target Population
Do now assuming the City has staff capacity and can access funding to acquire needed property to fulfill Heights District goals.	TBD	TMRA & Citywide	Residents and Businesses

A3. Seek Additional Funding for Affordable Housing Development

How does it help? Increases the availability of City funds to support affordable housing development through City property acquisition and/or affordable housing gap funding.

Description: The City would evaluate and pursue new funding sources (such as state and federal grants, tax increment financing, local levy and bond funding, local improvement districts, etc.) in the near term to help fund affordable housing developments.

City Role: Identify and/or create new funding sources for affordable housing.

Phasing	Partners	Target Geography	Target Population
Do now assuming the City's affordable housing targets exceed existing affordable funding and staff capacity can be utilized to seek out and develop additional funding sources.	TBD	Citywide	Residents

A4. Contribute Funding Toward Affordable Housing Development

How does it help? Subsidizes development of new affordable housing.

Description: The City could use funding to acquire property to use for affordable housing projects and/or contribute funding directly to the development of affordable housing.

City Role: Contribute land and/or funding to existing affordable housing partners/programs or new affordable housing projects (e.g., subsidize LEC shares, subsidize property for CLTs, etc.).

Phasing	Partners	Target Geography	Target Population
Do Now assuming the City can leverage existing local housing funds while it seeks additional funding.	TBD	TMRA & Citywide	Residents

A5. Provide Property Tax Exemptions through MFTE

How does it help? Incentivizes multifamily housing development with affordability set asides by private developers.

Description: Provides a voluntary tax exemption for developers of eligible multifamily developments in exchange for income-restricted units. In the Heights, developers may be eligible for a 12-year exemption for

projects with 20% of units restricted to households earning up to 80% AMI.			
City Role: Expand program and ensure accessibility of MFTE benefits through effective marketing and the minimization of regulatory barriers.			
Phasing	Partners	Target Geography	Target Population
Do Now assuming there are interested developers that opt into the program.	Developers	TMRA & Citywide	Residents

A6. Develop an Investment Strategy for Permanently Affordable Ownership			
How does it help? Increases the share of permanently affordable homes within the city.			
Description: An investment strategy for permanently affordable ownership would include: • Creating a disposition strategy of public land for permanently affordable ownership • Creating a dedicated pool of funds for alternative ownership projects • Focusing the investment strategy on shared equity models to meet 80 percent MFI targets • Considering the timing and placement of public investment in the development process to meet affordability goals • Designing a phased, medium-scale approach to developing cooperative housing (see Appendix F for full description of these umbrella strategies)			
City Role: Develop an investment strategy that aligns housing goals for unit production, depth of affordability, and permanent affordability with dedicated resources, programs, and financing mechanisms.			
City Role	Partners	Target Geography	Target Population
Do now assuming the city is willing to use a portion of existing and new housing resources for this purpose.	Area Community Land Trusts	Citywide	Residents

Objective B: Promote opportunities for alternative ownership models that create avenues for wealth generation and long-term stability.

B1. Establish or Deepen Relationships with Community Land Trusts (CLTs)
How does it help? Ensures long-term affordability for lower-income homebuyers and allows for properties to be held at affordable levels in perpetuity.
Description: CLTs are a shared equity model that helps ensure long-term affordability through deed restrictions that require a portion of equity to be reinvested as subsidy to reduce the sale price for future buyers.

City Role: Reach out to regional land trusts to understand their current capacity and strategize partnership opportunities; consider reaching out to other Washington State CLTs; and consider opportunities to increase capacity of community land trusts in Vancouver.			
Phasing	Partners	Target Geography	Target Population
Do now assuming the City has staff capacity to build and maintain relationships with partner organizations.	Area Community Land Trusts	Citywide	Residents

B2. Develop City Capacity and Knowledge to Support Limited Equity Cooperatives			
How does it help? Preserves long-term affordability for current and future lower-income households and opportunities for these households to accumulate equity.			
Description: Limited equity cooperatives are a shared equity, member-run cooperative organization that limits the equity homeowners can accumulate and preserves long-term affordability for current and future lower-income households. Families purchase a “share” in the cooperative rather than a standard property interest in a home. Each member of the cooperative receives a right to occupy one unit, as well as a vote on matters of common interest.			
City Role: Develop partnerships with organizations that could construct a new LEC.			
Phasing	Partners	Target Geography	Target Population
Do now assuming the City has staff capacity and seed funding to build and maintain relationships with partner organizations.	LECs	Citywide	Residents

B3. Support and Help Facilitate Conversions of Low-Cost Market Rentals into Limited Equity Cooperatives (LECs)			
How does it help? Preserves the affordability of existing low-cost market rentals and provides former renters housing stability and control, making it a significant anti-displacement tool.			
Description: Limited equity cooperatives are a shared equity, member-run cooperative organization that limits the equity homeowners can accumulate and preserves long-term affordability for current and future lower-income households. Families purchase a “share” in the cooperative rather than a standard property interest in a home. Each member of the cooperative receives a right to occupy one unit, as well as a vote on matters of common interest.			
City Role: If and when the community has interest in an LEC, the City can support the preservation of affordable housing prices through subsidizing LEC buy-in costs and allocating funding for construction/rehabilitation costs for LECs.			

Phasing	Partners	Target Geography	Target Population
Do when partner organizations are identified and have capacity and the City has available capacity and/or funding to provide support.	LECs, tenant advocacy organizations	Central Vancouver	Residents

B4. Explore the Feasibility of a Collective Commercial Ownership Model through a Community Investment Trust in Central Vancouver

How does it help? Provides opportunities for lower-income residents to invest in/build equity from local commercial development at affordable prices.

Description: Community investment trusts (CITs) provide an affordable means for community residents to invest in and build equity from local commercial development. Residents buy a “share” of the CIT at affordable prices (ranging from \$10 to \$100 per month) and can build equity from the commercial development. This strategy may be more feasible with existing buildings as an anti-displacement tool.

City Role: Evaluate opportunities to both build relationships and community capacity and identify physical locations (existing buildings to acquire). Consider funding a technical assistance agreement with partner organizations to explore opportunities.

Phasing	Partners	Target Geography	Target Population
Do now assuming the City has staff capacity and seed funding to explore this concept.	TBD	Central Vancouver	Residents Businesses

B5. Explore the Feasibility of Community Investment Trust for New Development in the TMRA

How does it help? Provides ownership opportunities for lower-income residents to invest in/build equity from local commercial development at affordable prices.

Description: Community investment trusts (CITs) provide an affordable means for community residents to invest in and build equity from local commercial development. Residents buy a “share” of the CIT at affordable prices (ranging from \$10 to \$100 per month) and can build equity from the commercial development. This strategy may be more feasible with existing buildings as an anti-displacement tool.

City Role: Develop partnerships to determine the feasibility of a CIT for new development within the TMRA.

Phasing	Partners	Target Geography	Target Population
Do if City has funding and staff capacity to explore feasibility of CIT for new development.	TBD	TMRA	Residents Businesses

(CIT may be more feasible as an anti-displacement tool through acquisition of existing buildings than as an equitable development mechanism.)			
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B6. Design a Phased, Medium-Scale Approach to Developing Cooperative Housing

How does it help? Increases and/or sustains affordability for current and future residents and ensures the sustainability and longevity of LECs.

Description: An important consideration for investing in and scaling LECs is taking a phased approach to development. ECONW's conversations with cooperative housing organizations suggest that projects of approximately 20–50 units provide a solid foundation for establishing a cooperative board of directors while limiting the administrative scale of managing property and an owner community. See Appendix F for more details.

City Role: Partner with interested cooperative organizations to develop local best practices around building forms, approaches to self-governance, bylaws, shared appreciation, and other factors that can later be applied to larger scales.

Phasing	Partners	Target Geography	Target Population
Do when experienced cooperative organizations/developers are cultivated, interested, and have capacity to develop projects.	LECs	TMRA	Residents

Objective C: Provide opportunities for affordable commercial space to support small or locally owned businesses and increase economic opportunities in the Heights.

C1. Facilitate Establishment of Childcare Facilities/Prioritize Affordable Childcare and Health Services in City Led Public Investments

How does it help? Provides access to affordable childcare and/or health services. Increased access to childcare facilities would serve both existing and new residents and businesses in the Heights.

Description: The City could facilitate the establishment of childcare facilities in the project area or secure funding to support pre-existing childcare providers and expand their capacity, provide general childcare support for lower-income families, or provide specialized support for home-based childcare businesses.

City Role: The City could facilitate the establishment of childcare facilities in the project area via Development Agreements, technical assistance, and/or grant programs, or the City could secure funding to support preexisting childcare providers and expand their capacity. Consider expanding SELF's CDBG contract to provide specialized support for home-based childcare businesses to the Project Central Vancouver.

Phasing	Partners	Target Geography	Target Population
Do when funding and staff capacity are available.	TBD	Central Vancouver	Residents Businesses

C2. Master Lease Retail Space and Sublease at Affordable Rates

How does it help? Provides retail space to small businesses and microbusinesses at affordable rates.

Description: A public agency or nonprofit leases large retail space and subleases the space to small businesses or microbusinesses at affordable rates; may be paired with a business incubator.

City Role: Negotiate and execute master lease and either hire or serve as operator/property manager for subleasing space.

Phasing	Partners	Target Geography	Target Population
Do when negotiating development agreements for mixed-use development on city-owned property or if the City is able to lease commercial space in a private development in the TMRA.	TBD	TMRA	Businesses

C3. Implement Workforce Agreements (e.g., Joint Labor-Management, Project Labor Agreements, Community Workforce Agreements) for Tower Mall Redevelopment

How does it help? Implements existing Heights Master Plan and Reside Vancouver policy to provide job opportunities and improve worker skills and quality of lower-wage jobs.

Description: Agreements that outline specific terms and conditions for employment on construction jobs. Workforce agreements can include provisions for wages, training, apprenticeships, diversity goals, and worker conditions.

City Role: Develop standards and templates for workforce agreements and include as a requirement in development agreements and other funding agreements.

Phasing	Partners	Target Geography	Target Population
Do when the City has capacity to establish standards for wages, apprenticeship participation, and/or diversity targets in publicly funded projects.	Local business assistance organizations	TMRA	Residents

C4. Partner with Business Assistance Organizations to Provide Technical Assistance to Support Entrepreneurship

How does it help? Provides support to new and existing local businesses.

Description: Multiple organizations in Vancouver offer technical assistance to help entrepreneurs start and grow businesses, including marketing, financial literacy, permits, and business plans. Partnering with these entities can also have placemaking/activation benefits while increasing access to educational resources for under resourced entrepreneurs and small business owners.

City Role: Work with business assistance organizations to establish or expand partnerships and strategize efforts to increase technical assistance to entrepreneurs across Central Vancouver. Expand funding to these partners to increase their capacity to support more businesses.

Phasing	Partners	Target Geography	Target Population
Do now assuming the City has staff capacity and funding to augment support to community members in Central Vancouver.	Local business assistance organizations	Central Vancouver	Residents Businesses

C5. Assess Current Public Contracting Rules to Prioritize BIPOC and Women-Owned Businesses for City Contracts/Public Investment Projects

How does it help? Prioritizes minority- and women-owned businesses in the public procurement process to help ensure equitable participation.

Description: Restructuring public procurement processes to designate preferences for “qualified” businesses so that local, minority, and women-owned businesses are prioritized for public contracts and purchases.

City Role: Assess current procurement process and regulations and the outcomes they achieve. Based on current outcomes and desired metrics, the City should consider restructuring their public procurement processes to prioritize local, minority, and women-owned businesses for public contracts and purchase.

Phasing	Partners	Target Geography	Target Population
Do now assuming the City’s procurement staff has capacity to evaluate this opportunity.	TBD	Citywide	Businesses

C6. Facilitate Colocation of Essential Services in the Heights District (e.g., Food, Health, Banks)

How does it help? Promotes healthy foods, accessible childcare, affordable healthcare, and banks within the District.

Description: City requires developers to provide for specific uses in ground floor spaces on City property made available for redevelopment.

City Role: Identify key services needed in the Heights District and include those services as requirements in developer solicitations, negotiate development agreements, and consider funding eligible tenants (e.g., tenant improvement grant, etc.).

Phasing	Partners	Target Geography	Target Population
Do when the City makes property available for redevelopment.	Area community organizations	TMRA	Residents Businesses

C7. Support Opportunities for Affordable Commercial Ownership

How does it help? Provides a path for local residents and business owners to invest in the neighborhood and share in the profits of redevelopment.

Description: In buildings with a mix of uses, ground floor commercial spaces can be owned separately from the residential areas through commercial condominiums. This option may be especially beneficial for affordable housing developments that cannot use tax credit funding to build retail spaces or for alternative ownership

models.			
City Role: The City could play a number of different roles and will need to decide the preferred approach. The City's role could include negotiating development agreements or allocating economic development funds to affordable commercial ownership programs.			
Phasing	Partners	Target Geography	Target Population
Do when the City has decided on the preferred role to support commercial ownership, and suitable commercial space will be available.	TBD	TMRA	Businesses

Objective D: Mitigate displacement impacts resulting from public and private sector investment in the Heights.

D1. Create Anti-Displacement Impact Assessments Checklist/Tool Kit and Require Anti-Displacement Impact Assessments for Public Investments			
How does it help? Evaluates and helps identify displacement potential and informs mitigation or prevention opportunities.			
Description: Anti-displacement impact assessment tools evaluate how proposed developments, zoning changes, public investments, or infrastructure projects could impact communities. These assessments can help reduce displacement by analyzing potential negative consequences and developing alternative strategies.			
City Role: Implement an ordinance that requires staff and development partners to utilize an anti-displacement equity lens in publicly supported projects. Create anti-displacement impact tool.			
Phasing	Partners	Target Geography	Target Population
Do now assuming the City has staff capacity to complete the assessments and can act on the results.	Racial Equity Centered Organizations	Citywide	Residents and Businesses

D2. Facilitate the Funding of Individual Development Account Program			
How does it help? Supports the financial growth of eligible lower-income entrepreneurs. Could also be used to support homeownership, depending on how the program is structured.			
Description: Individual Development Accounts (IDAs) are savings account programs that support the financial growth of eligible lower-income entrepreneurs by matching (3:1 or 5:1) the investments made by the			

entrepreneur.			
City Role: Identify current capacity of Washington’s IDA programs and identify funding sources to increase these programs’ capacities (either matching ability and/or number of entrepreneurs they can match). Continue partnering/funding Clark County’s Asset Building Coalition’s IDA Program.			
Phasing	Partners	Target Geography	Target Population
Do when the City can secure funding.	IDA Programs	Central Vancouver	Residents and Businesses

Support Existing Businesses

D3. Provide Relocation and Retention Assistance for Displaced Businesses within TMRA			
How does it help? Mitigates the consequences of displacement for businesses directly impacted by redevelopment in the TMRA.			
Description: Relocation and retention assistance are funds allocated to businesses who experience direct displacement from new development. This assistance can be utilized by those directly displaced to relocate nearby and hopefully retain the success of their business.			
City Role: Fund grants and/or provide technical assistance to businesses within the TMRA area that will experience direct displacement because of the Heights Development.			
Phasing	Partners	Target Geography	Target Population
Do now assuming the City has funding and staff capacity to establish and/or implement relocation and retention assistance.	Existing businesses within the TMRA	TMRA	Businesses

D4. Target Technical Assistance (Financial or Programmatic) to Priority Businesses			
How does it help? Provides business support to businesses in areas likely to experience displacement pressures.			
Description: Technical assistance organizations provide comprehensive business development and support services to individuals looking to start a new business or grow an existing business.			
City Role: The City already funds two nonprofit organizations that provide free business technical assistance services to income-qualified customers. The City can increase funding and promote awareness of these programs to targeted geographies and populations within Central Vancouver.			

Phasing	Partners	Target Geography	Target Population
Do now assuming the City has staff capacity and available or expanded funding/program capacity to offer businesses in the Heights and Central Vancouver.	Business Assistance Organizations	Central Vancouver	Businesses

D5. Establish Storefront Improvement and Other Business Support Programs

How does it help? Assists targeted business owners in making improvements to their storefront to attract customers and enhance the neighborhood aesthetic.

Description: Storefront improvements, often in the form of grants or loans, help businesses make improvements to their storefronts in order to beautify them, attracting more customers while enhancing the neighborhood aesthetic.

City Role: According to City staff, the city developed a storefront improvement model for Fourth Plain using CDBG funding that limited rent increases via a covenant on the property. However, this program has not been implemented. The City should reassess this model and consider launching it as is or modifying it for use in Central Vancouver.

Phasing	Partners	Target Geography	Target Population
Do when the City has identified ongoing funding and staffing and has developed program parameters.	TBD	Central Vancouver	Businesses

D6. Aim to Establish Construction Disruption Mitigation Program for Area Businesses

How does it help? Helps existing businesses withstand the business interruption and disruption caused by construction in the Heights area.

Description: City and/or partner organizations provide technical assistance, funding, and/or marketing support (e.g., 'open for business,' directional signage, support local initiatives, etc.) to help businesses weather construction of public improvements or public-private partnership projects in the area.

City Role: Fund and either partner with organizations or implement program activities.

Phasing	Partners	Target Geography	Target Population
Do when designing infrastructure projects to ensure the program is operational prior to construction commencement.	TBD	TMRA	Businesses

D7. Create and Support Business District Program to Organize a Network for Small Businesses

How does it help? Creates a network of support services for small businesses in Central Vancouver.

Description: The City can help foster a network of small business support and cohesiveness. The City should facilitate connections between technical assistance organizations to ensure that best practices are shared and opportunities for collaboration are maximized.

City Role: The City can fund and either partner with organizations or implement program activities.

Phasing	Partners	Target Geography	Target Population
Do if staff capacity exists to support businesses on an ongoing basis, or partners and funding are available to maintain this network.	Small business support organizations	Central Vancouver	Businesses

D8. Use Workforce Navigator to Improve Utilization of Existing Job Training Services

How does it help? Increases access to existing job training and entrepreneurial services for under-resourced entrepreneurs, including small business owners and non-native English speakers.

Description: There are multiple job training and workforce development programs in and around Vancouver that provide multilingual access to their services and are currently being underutilized. Workforce navigators provide technical assistance to area residents to help access existing resources. They are often located in a

neighborhood-serving project.			
City Role: According to City staff, the City is currently piloting this strategy on Fourth Plain, with the hiring of a Workforce Navigator funded through a grant and managed by WSW. Based on the success of this pilot program, the City should consider expanding the program for the project to Central Vancouver.			
Phasing	Partners	Target Geography	Target Population
Do if the pilot program in Fourth Plain shows positive impact, and there is City capacity and interest in expanding the program. Do when grant funding is available for a navigator in the District.	TBD	Central Vancouver	Businesses

Support Existing Residents

D9. Support Renters through Expanded Rental Assistance and Tenant Protection Programs			
How does it help? Reduces and mitigates displacement. Emergency rental assistance and enhanced tenant protections and assistance provide direct support to prevent eviction for vulnerable renters. A rental registration program can help create a database of rental properties, which allows the City to assess where renters are living and assure that landlords are providing and maintaining units that comply with health and building codes.			
Description: This strategy could involve several separate but related initiatives: ▪ Providing emergency rental assistance ▪ Creating and maintaining a rental registration program of all rental properties ▪ Enhancing tenant protections through expanding legal protections and assistance for renters			
City Role: Evaluate whether to create new city-led programs and/or fund and support existing Clark County programs. Secure funds for and expand the Affordable Housing Fund.			
Phasing	Partners	Target Geography	Target Population
Do now assuming (1) the City has staff capacity and funding to support these opportunities, (2) long-term affordability or anti-displacement programs/opportunities are identified for residents after emergency rental assistance concludes, and 3) the City has the staff capacity to administer a rental inspection program.	TBD	Citywide	Residents

D10. Facilitate the Funding of Home Repair Loans/Grants
How does it help? Helps stabilize and assist low- and moderate-income homeowners by making improvements to their homes.

Description: Either through a city program or a nonprofit partnership, the City would provide funding or assistance to low- and moderate-income homeowners to make improvements to their homes.			
City Role: Fund grants for home improvements for lower-income homeowners			
Phasing	Partners	Target Geography	Target Population
Do when the City has sufficient funding (or desires to reallocate CDBG funding) and if partner organizations have capacity to collaborate on implementation.	TBD	Central Vancouver	Residents

D11. Facilitate the Funding of Grants/Tax Rebates to Reduce Energy Expenses			
How does it help? Offsets or reduces utility costs for income-qualifying individuals.			
Description: Grants and tax rebates are available to help reduce energy consumption and utility costs in homes of residents who are lower income.			
City Role: Identify additional funds to increase the number of grants and tax rebates that help reduce energy consumption in homes of residents who are lower income and reduce utility costs.			
Phasing	Partners	Target Geography	Target Population
Do if funding and partner organizations are identified and all parties have capacity to collaborate on implementation.	Organizations that facilitate home retrofits	Central Vancouver	Residents

D12. Expand Access to the County's Property Tax Exemption Program for Elderly Residents and Community Members with Disabilities			
How does it help? Reduces housing costs for vulnerable low-income homeowners.			
Description: Clark County has a property tax exemption program for low-income seniors and community members with disabilities.			
City Role: While the tax exemption program is administered by the county assessor, the City and local partners could increase participation in this program through education, coaching, and messaging.			
Phasing	Partners	Target Geography	Target Population
Do now assuming the City and partners are able to identify barriers to participation and have staff	Clark County	Central Vancouver	Residents

capacity to develop an approach to messaging and education.			
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D13. Establish and Implement Right of First Refusal (ROFR) Policies

How does it help? Helps preserve existing affordable housing by legally providing tenants the first right to purchase a rental building once placed for sale.

Description: Requires landlords to provide their tenants a first right to purchase their apartment building once placed for sale.

City Role: Establish policies and create a City ordinance for first right of refusal.

Phasing	Partners	Target Geography	Target Population
Do when partners and funding are identified to acquire properties identified through the ROFR process.	Area Community Land Trusts	Citywide	Residents

D14. Establish and Implement Funding Strategy for the Preservation of Low-Cost Market Rentals

How does it help? Sustains affordability for current and future residents.

Description: Use incentives to encourage landlords to agree to maintain affordable rents or provide funding for affordable housing partners to acquire low-cost market rentals.

City Role: Establish incentive programs and/or provide acquisition gap funding.

Phasing	Partners	Target Geography	Target Population
Do now assuming the Affordable Housing Levy funds can be used for this program or other funding sources can be identified.	TBD	Central Vancouver	Residents

Phasing Considerations: Do Now, Do When, Do If

The City will need to phase its investments to ensure it has the capacity to carry out the actions identified in this plan. Given the City's current funding and staffing capacity constraints, this Plan includes two phases for implementation. The "Do Now" strategies are recommended for the City to leverage and prioritize with available resources. The City should consider "Do When/Do If" strategies as conditions change, such as when more funds and/or partners are identified. Further considerations around TMRA site redevelopment phasing, which will begin in the next several years and likely continue for decades, are included in Appendix F.

Do Now

To meet its objectives, the City will implement a broad list of strategies prior to, during, and after redevelopment. Some of these strategies must be implemented in the near term. Other strategies are contingent on the City identifying new resources or building new relationships. In order to successfully implement the strategies in this plan, the City should focus on several actions immediately. These actions will lay the foundation for equitable development in the Heights and are critical to meeting the overarching goals for the District. In the near term, the City should focus on the following actions (*specific strategies aligned with these actions are described below*):

- **Build relationships and develop partnerships.** The City should collaborate with impacted community members, community-based organizations, service providers, housing partners, and culturally specific organizations to ensure their needs are met. Building and deepening relationships with new and existing housing partners will help lay the foundation for the development of needed housing in the Heights (both affordable housing and alternative ownership models). (*Strategies B-1, B-2, C-4, D-3, D-4, D-9*)
- **Secure funding.** The City will need to secure additional funding to subsidize affordable housing and commercial space in the Heights. The City should focus on evaluating and pursuing new funding sources (such as state and federal grants, tax increment financing, local levy and bond funding, local improvement districts, etc.) in the near term to help fund projects over the course of the 20-year planning period. (*Strategy A-3*)
- **Buy property.** To meet Heights District goals, including affordable housing and mixed-use development with affordable commercial space, the City may need to acquire additional property in the TMRA. (*Strategy A-2*)
- **Help renters.** Focus on strategies aimed at stabilizing low-income households and fixed-income seniors in Central Vancouver. (*Strategies D-9, D-14*)
- **Help existing businesses.** Reach out to businesses in the Heights District and across Central Vancouver to connect them with existing assistance programs. (*Strategies B-4, C-4, D-3, D-4*)
- **Decide on affordability targets for the Heights.** Appendix F provides a detailed analysis and recommendations to inform this decision.

These actions ensure primary anti-displacement mechanisms are in place, land is acquired, partnerships are built, and infrastructure is built for catalytic development in the near term. These strategies have the highest impact relative to staff capacity, funding, and/or partner requirements. Some strategies will be complex or expensive to administer but are important in meeting the City's goals for the Heights.

Exhibit 1. Do Now Strategies

Action	Assumptions
A. Affordable Housing and Long-term Affordability	
A-1. Create development agreements to negotiate affordability requirements.	The City is ready to offer its property for redevelopment and has established affordability targets and funding.
A-2. Develop and carry out land acquisition strategy for TMRA redevelopment or other public investments.	The City has staff capacity and can access funding to acquire needed property to fulfill Heights District goals.
A-3. Seek additional funding for affordable housing development.	The City's affordable housing targets exceed existing affordable funding, and existing staff capacity can be utilized to seek out and develop additional funding sources.
A-4. Contribute funding toward affordable housing development.	The City can leverage existing local housing funds while it seeks additional funding.
A-5. Provide property tax exemptions through MFTE.	There are interested developers that opt into the program.
A-6. Develop an investment strategy for permanently affordable ownership.	The City desires affordable homeownership and intends a portion of the City's existing and expanding housing resources will be utilized for this purpose.
B. Alternative Ownership Models	
B-1. Establish or deepen relationships with Community Land Trusts.	The City has staff capacity to build and maintain relationships with partner organizations.
B-2. Develop City capacity and knowledge to support limited equity housing cooperatives.	The City has staff capacity and seed funding to build and maintain relationships with partner organizations.
B-4. Explore the feasibility of a collective commercial ownership model through a Community Investment Trust in Central Vancouver.	The City has staff capacity and seed funding to explore this concept.
C. Affordable Commercial Space and Economic Opportunities	
C-4. Partner with business assistance organizations to provide technical assistance to support entrepreneurship.	The City has staff capacity and funding to augment support to community members in Central Vancouver.
C-5. Assess current public contracting rules to prioritize BIPOC and women-owned businesses for City contracts/public investment projects.	The City's procurement staff has capacity to evaluate this opportunity.

D. Anti-Displacement	
D-1. Create an anti-displacement impact assessments checklist/tool kit and require anti-displacement impact assessments for public investment projects.	The City has staff capacity to complete the assessments and can act on the results.
D-3. Provide relocation and retention assistance for displaced businesses within TMRA.	The City has funding and staff capacity to establish and/or implement relocation and retention assistance.
D-4. Target technical assistance (financial and programmatic) to priority businesses.	The City has staff capacity and available or expanded funding/program capacity to offer businesses in Central Vancouver.
D-9. Support renters through expanded rental assistance and tenant protection programs.	1) The City has staff capacity and funding to support these opportunities. 2) For rental assistance - Long-term affordability or anti-displacement programs/opportunities are identified for residents after emergency rental assistance concludes. 3) For the rental registration program - The City has the staff capacity to administer a rental inspection program.
D-12. Expand access to the County's property tax exemption program for elderly residents and community members with disabilities.	The City and partners are able to identify barriers to participation and have staff capacity to develop an approach to messaging and education.
D-14. Establish funding strategy for preservation of low-cost market rentals or acquisition of vacant parcels.	Affordable Housing Levy funds can be used for this program or other funding sources can be identified.

Do If/Do When Strategies

As the City and its partners further establish additional funding sources, it can continue into second phase strategies to realize the full vision of equitable development. Phase 2 strategies would require significant staff capacity, new funding, and/or partners in order to implement or administer the policy or program. The City should consider pursuing these strategies when or if sufficient staff capacity, funding, and/or partners become available.

Exhibit 2. Do If/When Strategies

Action	Do When/If...
B. Alternative Ownership Models	
B-3. Support and help facilitate conversion of low-cost market rentals into limited equity cooperatives.	Offer when partner organizations are identified and have capacity and the City has available capacity and/or funding to provide support.
B-5. Explore the Feasibility of Community Investment Trust for new development in the TMRA.	Do if a CIT for new development is financially feasible and there is sufficient staff and community capacity to implement. (CIT may be more feasible as an anti-displacement tool through acquisition of existing buildings than as an equitable development mechanism.)
B-6. Design a phased, medium-scale approach to developing cooperative housing.	Do when experienced cooperative organizations/developers are cultivated, interested, and have capacity to develop projects.
C. Affordable Commercial Space and Economic Opportunities	
C-1. Facilitate establishment of childcare facilities/prioritize affordable childcare and health services in City-led public investments.	Do when negotiating development agreements for publicly owned land.
C-2. Master lease retail space and sublease at affordable rates.	Do when negotiating development agreements for mixed-use development on City-owned property or if the City is able to lease commercial space in a private development in the TMRA.
C-3. Implement workforce agreements (e.g., joint labor-management, project labor agreements, community workforce agreements) for Tower Mall redevelopment.	Do when the City has capacity to establish standards for wages, apprenticeship participation, and/or diversity targets in publicly funded projects.
C-6. Facilitate colocation of essential services (e.g., food, health, banks).	Do when the City is able to secure essential services in developments through development agreements.
C-7. Support opportunities for affordable commercial ownership.	Do when the City has decided on the preferred role to support commercial ownership and suitable commercial space will be available.
D. Anti-Displacement	
D-2. Facilitate the funding of an Individual Development Account program.	Do when the City can secure funding.

D-5. Establish storefront improvement and other business support programs.	Do when the City has identified ongoing funding and staffing and has developed program parameters.
D-6. Aim to establish construction disruption mitigation program for area businesses.	Do when designing infrastructure projects to ensure the program is operational prior to construction commencement.
D-7. Create and support business district program to organize a network for small businesses.	Do if staff capacity exists to support businesses on an ongoing basis or partners and funding are available to maintain this network.
D-8. Use Workforce Navigator to improve utilization of existing job training services.	Do if the pilot program in Fourth Plain shows positive impact and there is City capacity and interest in expanding the program. Do when grant funding is available for a navigator in the District.
D-10. Facilitate the funding of home repair loans/grants.	Do when the City has sufficient funding and if partner organizations have capacity to collaborate on implementation.
D-11. Facilitate the funding of grants/tax rebates to reduce energy expenses.	Do if funding and partner organizations are identified and all parties have capacity to collaborate on implementation.
D-13. Establish and implement right of first refusal (ROFR) policies.	Do when partners and funding are identified to acquire properties identified through the ROFR process.

Appendix B: Background - How This Plan Builds from the Heights District Plan

The Heights Equitable Development Plan is an implementation framework designed to guide the City in implementing the equitable development vision and goals in the original Heights District Plan. This Appendix summarizes the key pieces of the original Heights District Plan and describes how they informed the development of the Heights Equitable Development Plan.

The Heights District Plan

In 2017, the City of Vancouver purchased the site of the former Tower Mall building and began engaging with the community to establish a vision to enhance and revitalize this older commercial center and surrounding properties in the Heights District. The City underwent an 18-month planning process for the Heights District, guided by a robust public involvement effort by the City. The plan was developed as a means to identify a long-range land use and transportation vision and plan for the Heights District, catalyze revitalization and private investment in central Vancouver, and develop a preferred conceptual development site plan for the 63-acre Tower Mall Redevelopment Area. Feedback from the community was incorporated into the plan and reflected in the plan's design drivers, its emphasis on connectivity and public open spaces, and strategies to ensure compatibility of new development with the existing neighborhood fabric. The result was a community vision for how the Heights District will develop over the next 20 years. The Heights District Plan established a policy framework to guide the Heights District toward fulfilling this vision, as well as a redevelopment plan with a proposed 20-year development program for the Tower Mall Redevelopment Area. This plan addresses the potential for displacement of existing residents as a result of public and private investment in the area, and includes strategies to avoid and mitigate these unintended impacts on Heights residents as the district develops. The Vancouver City Council adopted the Heights District Plan in August 2020.

Heights District Equitable Development Goals

- Provide housing for people and families at all income levels
- Retain and attract locally owned businesses
- Create opportunities for businesses owners from historically marginalized groups
- Support the creation of new businesses, which can meet the needs of local residents
- Offer a variety of employment opportunities that pay a living wage and are accessible to Vancouver residents from a range of educational and professional training backgrounds
- Connect residents to community services and amenities that benefit all ages and income groups

Source: Heights District Plan, summarized by City of Vancouver staff

Exhibit 1. Map of the Heights District Plan Area and Tower Mall Redevelopment Area

Source: The Heights District Plan



Heights District Plan Guiding Principles

The Heights District Plan included guiding principles developed from community input during the visioning process. Developing a robust mixed-income housing strategy and ensuring equitable development became the overarching principle guiding the Plan. Mixed-Income Housing, Community Health, Wellness and Equity, and Economic Development were the primary guiding principles in the development of the Heights Equitable Development Plan.

Exhibit 2. Heights District Plan Guiding Principles

Source: Heights District Plan

Overarching Guiding Principle

To create an equitable development that is inclusive of community members from a variety of economic and racial/ethnic backgrounds. Ensure that all community members have equitable access to services and amenities located in the District. Build on the area's rich history of providing housing and workforce opportunities to a diverse range of people, from the WWII era to the present.



Mixed-Income Housing

To provide for a variety of housing types, affordable to people of different incomes

Primary

Through stakeholder engagement, these three guiding principles emerged as key drivers.



Connectivity

To strengthen multi-modal connections and improve accessibility throughout The District and within the 20-minute walkshed.



Community Health, Wellness & Equity

To embrace and promote healthy living, universal design and social equity as core values of The District.



Sustainability

To reflect social, economic and environmental responsibilities.

Secondary

These four guiding principles serve to supplement and reinforce the primary drivers.



Public Realm

To create a variety of vibrant community spaces to enrich the quality of life for all residents and visitors.



Arts/Culture

To promote arts and culture in The District.



Economic Development

To attract private investment and deliver equitable public benefit, including housing and amenities that serve residents of diverse racial/ethnic and socioeconomic backgrounds.



Urban Character/Form

To promote good urban form that invites high-quality design and supports safe and vibrant public spaces.

The Heights District Plan addressed six broad categories, each including policies that identified how the vision and guiding policies would be achieved:

- Land Use and Zoning
- Equity, Jobs, and Housing
- Economic Vitality
- Access and Circulation
- Public Realm and Open Space
- Environmental Sustainability

The policies in the Heights District Plan—within the Equity, Jobs, and Housing and Economic Vitality categories in particular—provided the beginning framework from which this Equitable Development Plan was built. These policies were used as a starting point by ECONorthwest to develop specific anti-displacement and equitable development strategies for the Heights.

Exhibit 3. Heights District Plan Equity Jobs and Housing Policies

Source: Heights District Plan

D-1 Ensure residential units of all levels of affordability are constructed to a high standard of quality.

D-2 Create opportunities for homeownership at a range of prices.

D-3 Increase the variety of housing to include a mix of unit types from attached single-family houses to multifamily apartments and condos, with a focus on providing options appropriate for residents at all stages of life, including young professionals, working families, seniors, and people with disabilities.

D-4 Create diversity in housing types, as well as a mix of 2- and 3-bedroom units that are affordable for families, seniors and others on fixed or limited incomes.

D-5 Ensure affordable housing is sited and integrated appropriately with market rate housing. D-6 Provide mixed-income housing affordable to people at a variety of income levels.

D-7 Ensure a range of employment opportunities suitable for a variety of educational and job training backgrounds.

D-8 Ensure opportunities for seniors to age in place in The District.

D-9 Ensure continuity of access to social and religious services as the area transitions.

D-10 Expand the reach of the community center and social services at Skyline Crest by connecting to The District both physically and programmatically.

D-11 Include social and environmental responsibility criteria for selecting developers for City-owned land.

D-12 Expand the number of living wage jobs in The District.

Exhibit 4. Heights District Plan Economic Vitality Policies

Source: Heights District Plan

- E-1 Program locally owned and operated restaurants, food markets, and services that serve a range of preferences and affordability levels.
- E-2 Work with development partners to promote healthy food options within The District.
- E-3 Incentivize opportunities for education and innovation to occur within The Heights District.
- E-4 Maintain a small business culture by retaining existing locally owned businesses and attracting new local businesses, including minority- and women-owned and disadvantaged business enterprises.
- E-5 Ensure that branding and signage of larger businesses does not override the identity of The District.
- E-6 Ensure that all economic strategies are feasible and attract private investment as intended.
- E-7 Ensure that all economic strategies are equitable and deliver appropriate public benefit.
- E-8 Employ a phased development approach, with incremental growth leading successful implementation of the long-term vision.
- E-9 Avoid building the best site first, as it is more likely to realize its full potential after economic momentum has accrued.
- E-10 Leverage city landownership to make strategic investments and build economic momentum.
- E-11 Work to attract cafes, art galleries, incubator and maker spaces to activate the District. Consider interim uses like pop-up retail, food trucks, and temporary installations to provide short-term activation and energy.
- E-12 Consider interim uses for existing buildings such as creative industries, maker spaces, artist studios, and small businesses.
- E-13 Negotiate with property owners to seek tenants complementary to The Heights District vision, goals, and objectives.
- E-14 Promote programs that build community and allow opportunities to share resources, such as tool libraries.

Heights District Plan Land Use Scenario

Additionally, the Heights District Plan included a future land use scenario for the district and a detailed development program for the Tower Mall Redevelopment Area (TMRA). The TMRA development program planned for 1,340 residential units and 56,000 square feet of commercial space, as well as a mix of other uses, public facilities, and open space. Of the 1,340 planned residential units, the City aimed for 65 to 70 percent of those units to be market rate and 25 to 40 percent to be affordable at incomes of less than 100 percent area median income (AMI). The housing and commercial targets for the TMRA were refined in the course of developing this Equitable Development Plan, as is explained in Appendix F of this Plan.

Exhibit 5. Heights District Plan Tower Mall Redevelopment Program

Source: Heights District Plan

Land Use	Proposed 20-Year Development Program
Residential	1,340 units (1,000 sf avg.)
Commercial	56,000 sf
Office	65,000 sf
Hospitality	83,000 sf (156 hotel rooms)
Civic	16,000 sf
Church/Multi-Purpose	20,000 sf
Parks & Open Space	6.1 acres
Total	1.58M sf

Exhibit 6. Heights District Plan Implementation Strategy

Source: Heights District Plan

IMPLEMENTATION STRATEGY

The Heights District and Tower Mall Redevelopment Plan will be realized over a 20-year time period from adoption. These initial steps will set the stage for long-term fulfillment of the Plan.

2018–2019: INITIAL PLANNING

- The Heights District Plan
- Tower Mall Redevelopment Plan
- Urban Design Guidelines and Sustainability Program
- Conceptual Development Plan & Entitlements (next Phase)

2020–2021: POLICY UPDATES

- Comprehensive Plan
- Zoning Code
- Capital Facilities Plan
- Transportation Improvement Program

2021–2023: CONCEPT REFINEMENT

- Development Plan and Housing Strategy
- Streets and Public Realm Master Plan
- Lot Line Adjustments, Easements, and Acquisitions

2023–2039: DESIGN AND CONSTRUCTION

- Parks and Infrastructure
- Development Partnerships and Agreements
- Neighborhood Development Organizational Structure
- Building Project Delivery

This Equitable Development Plan is the next phase in planning for the Heights. This document builds off the policy framework in the Heights District Plan for equitable development of the District over time. The Heights District Plan outlined an implementation strategy consisting of four phases: Initial Planning, Policy Updates, Concept Refinement, and Design and Construction (see Exhibit 6). Initial Planning and Policy Updates have been complete. This project is part of the Concept Refinement Phase, representing the Development Plan and Housing Strategy in Exhibit 6. Concurrent with this project is the Streets and Public Realm master planning process (now called the infrastructure design work). The Equitable Development project team has coordinated with First Forty Feet, the infrastructure design team, throughout the course of this project and refined land use assumptions from the concurrent infrastructure design work have helped inform the recommendations in this Equitable Development Plan.

Appendix C. Engagement Plan and Summary

Heights Equitable Development Engagement Plan

I. Introduction

Context

The Heights District Plan envisions a vibrant, inclusive, and connected urban neighborhood center that is economically feasible, context sensitive, and promotes community health and wellness. The Heights District Plan area consists of the 63-acre Tower Mall Redevelopment Area within the broader 205-acre Heights District. The Plan established a policy framework to guide the Heights District toward fulfilling this vision, as well as a redevelopment plan with a proposed 20-year development program for the Tower Mall Redevelopment Area.

The City of Vancouver is in the next phase of planning for the Heights District with two concurrent projects: the Heights District Equitable Development Plan and the Heights District Infrastructure Plan. These projects, referred to collectively as the Heights District Project, will be led by the City of Vancouver and managed by a project management team consisting of City staff and project consultants (ECONorthwest for the Equitable Development Plan and Forty Feet, PBS, and Walker Macy for the Infrastructure Project).

The Heights District Equitable Development Plan and the Heights District Infrastructure Plan will have distinct but overlapping community engagement needs, so engagement activities will be closely coordinated. The City of Vancouver should lead and direct all community engagement for the Heights District Plan to present clear and coordinated messaging between projects. ECONorthwest will play a central role in helping the City develop strategic questions about equitable development for the Heights. This memorandum describes the community engagement needs specific to the Equitable Development Plan and outlines how and where the City of Vancouver might coordinate these needs with the Infrastructure Project engagement plan.

Purpose

The Heights District Equitable Development Plan will evaluate and operationalize public benefits goals, evaluate development feasibility of anticipated development types and the impact of public benefits to feasible development, and identify clear strategies for the City of Vancouver and community to carry forward as the Heights District Plan continues to be implemented.

Public input will inform the strategies and recommendations included in the Heights District Equitable Development Plan. It will also help decision-makers shape the project to meet the

needs of the communities it would serve. Public engagement activities will occur over two project phases, structured to inform the project. *Engagement Milestone #1* is intended to refine the goals from the Heights District Plan to inform the strategies and policies analyzed as part of the Equitable Development Plan, and *Engagement Milestone #2* will gather feedback from community members on prioritization and phasing of the recommended strategies.

As used throughout this document and project, a community is a group of people defined by a shared background. A stakeholder is an individual or entity that would be affected by the project, including businesses, residents, elected officials, local government, and community organizations. Engagement activities for the Equitable Development Plan should be tailored toward specific stakeholders and community members that will best inform the plan, including area residents that are at risk of displacement, impacted businesses, and neighborhood service providers.

- The purpose of this communication and public engagement plan is to:
 - Outline the goals for public engagement.
 - Specify the project decisions public input will inform.
 - Detail methods, techniques, timelines, and staffing assignments.

This document will guide both how the project is communicated to the public and how public input is used and shared. The remainder of this document is structured as follows:

- Section II: Engagement Goals and Objectives
- Section III: Outreach Strategy and Measures
- Section IV: Outreach Content and Materials Support
- Section V: Stakeholder Identification
- Section VI: Project Milestones and Engagement Topics
- Section VII. Engagement Methods
- Section VIII. Decision-Making Process

II. Engagement Goals & Objectives

The Heights District Plan engagement goals and objectives established by the City of Vancouver (COV) identify specific engagement goals and objectives to support the Plan in informing, gathering input, and using input from diverse stakeholders. Public engagement for the Equitable Development Plan will target specific underrepresented communities near the project area to better understand and mitigate potential unintended and unwanted outcomes of the development, such as displacement of existing residents and business owners.

A. Engagement Goals

1. **Communicate with neighboring residents, businesses, faith groups, and schools** in a proactive and timely manner:
 - Ensure that neighbors and interested stakeholders are clear about the project timeline and are invited to mark major milestones.
 - Provide regular progress updates, increasing awareness of work happening "behind the scenes" or in ways that are less visible to community members.
 - Ensure community values and input on the Heights District planning process is sought out and integrated regularly.
 - Ensure that neighbors know how to communicate with the City if they have questions and additional feedback.
 - Ensure the project is aligned with the needs and opportunities shared by the community.
 - Draw on local knowledge from a diverse group to create more effective, informed, creative, and practical solutions.
2. **Build on earlier community engagement**, and honor past commitments.
 - Acknowledging past participation and incorporating feedback into current planning ensures the City holds itself accountable to community needs and priorities, increases trust in the community, and improves the likelihood that project outcomes are widely accepted and successful.
 - For some groups, project-specific engagement may need the City to first acknowledge and address the trauma of past experiences across affected communities (when relevant). Engaging in dialogue on the deeper history of the project site may feel irrelevant but may be critical to arrive at a functional and equitable path forward.
3. **Engage stakeholders and the community** around equitable development strategies.
 - Invite the community (small business and residents) to learn and give feedback about strategies for anti-displacement and equitable development efforts in COV and share concerns and desires for an inclusive, livable, and workable Heights District.
 - Conduct engagement in a way that is focused on building capacity, accountability, and relationships with the community, as opposed to transactional, extractive engagement narrowly focused on gathering information.
 - LONG TERM: Take what was learned during these engagements and create an accountability tool/process to center community concerns and desires in future COV decision-making.

4. **Demonstrate how stakeholders and community feedback is being used to guide the current phase of work and overall plan.**
 - Report back on what was heard through previous engagement efforts and identify how feedback has shaped the work plan.
 - Provide opportunities for community members to receive updates on the project that clearly address how feedback influences the project.

B. Engagement Objectives

1. **Engage people with diverse experiences and views:** Ensure that people of different incomes, sectors of work, housing type, and racial and cultural identities can learn about and provide input for project decisions.
2. **Engage people who will be directly or indirectly impacted by the project,** especially those who may be involuntarily displaced. Actively work to remove and reduce barriers to participation.
3. **Strive to be inclusive and transparent** throughout the planning process.
4. **Build on previous work:** In communicating with stakeholders, proactively provide information on existing policies, visions, and goals from the Heights District Plan and Reside Vancouver and demonstrate how feedback from past engagement is being incorporated into this phase of planning. Use the themes from previous Heights District planning efforts and Reside Vancouver to inform the questions the City asks stakeholders.
5. **Ensure stakeholders are well informed:** Provide clear, timely, and accessible information about the project, its purpose, goals, schedule, and what it will mean for stakeholders. Utilize a variety of communication methods to engage diverse communities.
6. **Reflect and/or acknowledge input in decisions:** Show that the project is listening to stakeholders by reflecting on how input influences the assessment of equitable development strategies and the prioritization of City investment decisions. Throughout the planning process, the City and the project team will document input and provide feedback on how public input has influenced the plan.
7. **Strengthen community relationships and empower participants:** Through involvement in the District planning process, educate, embolden, and enable residents, stakeholders and community members as advocates and ambassadors in future City processes. Reduce or eliminate transactional engagement activities. Honor and compensate people for their expertise, when appropriate.
8. **Recognize the City's commitment to equity:** Communicate how the project will coordinate with citywide plans and initiatives to serve all residents, particularly

recognizing the historically disparate distribution of benefits and impacts among racial and socioeconomic groups as neighborhoods and cities develop and change.

9. **Foster self-determination:** Cultivate as many recommendations as possible and prioritize community feedback that advocate for greater power, control, resources, and capacity for community members to self-assess what they want and how they want to use such resources to build, protect, and develop their own communities.

III. Outreach Strategy and Measures

The Heights District Project outreach strategy and performance measures established by the COV identify core actions for outreach and dissemination of project information, equity guiding principles and values, key messaging, and measures of engagement success.

A. Core Actions

1. **Engage community members where they are. Reach out** to neighboring residents, businesses, service providers, faith groups, and schools in a proactive and timely manner; notify community of planned next steps.
 - For harder-to-reach communities, additional resources and consideration should be taken to locate and compensate key trusted messengers and reduce barriers.
 - Ensure messaging is accessible, culturally appropriate, and in key languages.
 - Use nontraditional methods to ensure harder-to-reach communities are aware of information and engagement opportunities.
2. **Use engagement activities to build and strengthen relationships and community capacity for future engagement.**
 - Identify and encourage opportunities for connection, coordination, and collaboration between community groups.
 - Share what is being learned in an open and transparent fashion for the benefit of all partners.
3. **Provide responsive information** that addresses community questions about safety, noise, traffic impacts, etc., including how to notify the City of concerns.
 - Use the project's Be Heard Vancouver page to accept questions and post responses related to the project. Create a key city staff phone number list for community members that are less likely to utilize the website.

B. Equity Guiding Principles and Values

- Equitable development, creating spaces that are welcoming and inclusive across all dimensions.

- Centering the needs of those most impacted.
 - Minimizing negative impacts
 - Delivering benefits
- Identifying roles for community members.
- Inspire a sense of possibility and hope for the future.
- Manage community expectations by being upfront, transparent, and honest.
- Let participants know upfront of any “nonnegotiable” aspects of the project.
- Be transparent in describing capacities and limitations (especially regarding community decision power, financial constraints, and time constraints).
- Continue engaging with community throughout project and beyond. Create pathways for ongoing communication and feedback.
- Ensure that promises and commitments made are kept.
- Fiscally compensate individuals and organizations for their time and labor. We will not ask or expect anyone to work for free. Collaborate with community to determine what fair (yet feasible) compensation for their time and emotional labor looks like.
- Look honestly and in depth at both the technical data and engagement data. If they are at odds with one another, do not discount the community perspective; it is also critical data, as community members are experts of their community.

C. Key Messaging

- **The Heights as a community project:** Highlight the ways that the plan is guided by shared values and robust community input. What community values are guiding current and upcoming work?
- **Commitment to a shared vision:** As time passes and work takes place behind the scenes, make it clear that the plan and vision created by the community will be implemented with fidelity. How is current work delivering on past promises?
- **Emphasize shared benefits:** Continually emphasize and demonstrate how the project will benefit the entire community, with an emphasis on those who live in the area now. How will the project improve livability for current and future residents?

D. Measures of Engagement Success

- Number of community members:
 - Reached from target audiences

- Reached in familiar community locations, such as schools, grocery stores, places of worship, etc.
- Participating in community meetings and small-group conversations
- Participating in interim activities held at the Heights property
- Number of businesses engaged:
 - Focus on retaining businesses that are currently onsite or nearby
- Timelines of communication, residents reporting feeling included:
 - Updates ahead of and following major milestones
- Community meeting evaluations (suggested best practice):
 - The number of participants new to conversations about the Heights
 - The number of participants reporting:
 - The meeting was helpful and that they learned information that was useful
 - They gained new perspectives about the Heights Project
 - They learned about ways that they can stay involved or play a role

Longer-term measures of success include:

- Strengthened partnerships and alliances between engaged communities and the City.
 - Community participants are seen and recognized as ongoing contributors, experts, and leaders.
- Established and mutually agreed-upon structures of engagement were upheld—such as financial compensation for community partners, requirements for equitable composition of governance or steering bodies, protocols to ensure integration of community partners into equity assessments, and arrangements for data sharing and ownership agreements, among others.
- Community-aligned solutions were developed and implemented.

IV. Outreach Content and Materials Support

Provide outreach and project status content and materials to support the COV in communications and outreach through established and newly developed communication channels. The existing Heights District Plan project email list, COV website, Be Heard Vancouver engagement platform, Vancouver Connects monthly newsletter, and My Vancouver app will be a primary source for Project information and supplement engagement efforts. Additional outreach to targeted harder-to-reach communities will take place via direct contact or through trusted partners. Materials will be adapted for use in Spanish, Russian, and other

languages as needed. Effort will also be made to ensure that materials are accessible to people with limited or no vision.

Project-specific outreach content and materials for use by the COV on the Project website, Be Heard, and established COV communications channels will consist of the following:

- **Project Orientation:** Project overview and graphics depicting the project area, process, and timeline (relative to the broader project and other related efforts) for use on the Project website and established communication channels.
- **Equitable Development Plan information:**
 - Summary of the project and project purpose
 - Summary of what was heard in past Heights engagement efforts
 - Calendar of engagement events
 - Frequently Asked Questions
 - Information on existing and potential City business and resident assistance programs
 - Information on potential equitable development strategies
- **Implementation Phase:** Outreach content, including schedule updates and description of work completed. After engagement for the project is complete, the City will publish an engagement report that summarizes what was heard.

Engagement presentation materials and deliverables will be prepared and suitable across in-person and virtual engagement platforms for print and digital viewing.

V. Stakeholder Identification

The Heights District Plan is an opportunity for the COV to partner with the private sector to bring new investment to Central Vancouver and ensure that new development provides benefits and opportunities to a broad range of residents and businesses now and into the future.

A. Community Partners

The following stakeholders are identified for engagement to provide diverse perspectives, direction, and build excitement, as well as to form and strengthen strategic partnerships and promote the project's community benefits.

- **City Council**

The City Council will be briefed to review and provide feedback on the project. City staff will determine the timing and content for Heights presentations to City Council. ECONorthwest will provide materials for the presentations as requested.

- **Boards and Commissions**

The City Center Redevelopment Authority will be briefed on the project to provide feedback on key findings and potential strategies. Other boards and commissions may be briefed on the Equitable Development Plan throughout the project as determined by City staff.

- **Public Agencies**

The City has several relevant public agencies to provide education and promote economic development, housing affordability, and services to seniors, people with disabilities, veterans, and other at-risk populations. These agencies can provide input on how to reach their constituents directly, what they think their constituents currently need, and what they'll need as the area redevelops. ECONorthwest will consult with COV to determine public agencies suitable for potential engagement such as:

- Vancouver Housing Authority
- McLoughlin Middle School and George C. Marshall Elementary School

- **Community-Based Organizations (CBOs) and Strategic Partners:**

Targeted engagement with CBOs and other strategic partners is critical to gathering the information needed to inform the Equitable Development Plan. These groups can provide input on what they need, what their constituents need, who to reach out to, and ways to reach community members directly. Engagement for the Equitable Development Plan should be targeted to the specific stakeholders and community members listed below. COV will provide a list of appropriate CBOs for potential engagement.

- Affected Businesses:
 - Affected businesses should be at the planning table to provide input on the assessment of community stabilization strategies, equitable development strategies, and the prioritization of City investment decisions.
 - Specific recruitment of small businesses owners, business owners who rent space, and business owners of color should be conducted to identify context/project-specific concerns and risks of displacement.
- Community members and residents:
 - Specific outreach to low-income renters, residents of multifamily units, and communities of color should be conducted to identify context/project-specific concerns and risks of displacement.
 - Specific outreach to low-income homeowners should be conducted to identify context/project-specific concerns and risks of displacement.
- Neighborhood service providers and community groups:

- The City should hold discussions with service providers, church groups, and other community-based organizations that serve the neighborhood to understand displacement risks and community priorities around development in the Heights.

B. External and Internal Groups

The COV with project team support will engage a wide range of external and internal groups to reach those who live, work, or attend school in the Heights District area, as well as communitywide audiences to inform infrastructure design, build excitement, be inclusive, form/strengthen strategic partnerships, and promote the public infrastructure's community benefits.

External partners

- Area neighborhoods
 - Evergreen Highlands
 - Father Blanchet Park
 - Harney Heights
 - Northcrest
 - Northwood
 - Vancouver Heights
- Businesses
 - Local restaurants and retail
- Faith-based organizations
 - Northcrest Community Church
 - Peoples Church
 - Ukrainian Baptist Church
 - St. Joseph Catholic Church
 - Grace Baptist Church
 - Trinity Baptist Church
 - Bah'ai Center
- Vancouver Public Schools
 - George C. Marshall Elementary
 - Martin Luther King Elementary
 - McLoughlin Middle School
- Boys and Girls Clubs of Southwest Washington
 - Heights O.K. 2 Clubhouse
(serving 1st–5th grade students)
- PeaceHealth Southwest Medical Center
- Vancouver Housing Authority

Internal partners

- Members of the project management team
- Consultants
 - First Forty Feet
 - PBS
- Members of the Heights District Project Technical Advisory Committee
- Equity Advisory Committee
- City Council and Mayor
- Boards and commissions (assigned City staff)
 - Vancouver Housing Authority Board of Commissioners (Roy Johnson)
 - Chief's Diversity Advisory Team (Heather Abbot)
 - Brownfields Advisory Committee (Shannon Williams)

- Community-based organizations
 - NAACP
 - Fourth Plain Forward
 - Southwest Washington Equity Coalition
 - Latino Community Resource Group
 - Workforce Southwest Washington
 - League of United Latin American Citizens SW WA
 - Habitat for Humanity
 - Vietnamese Community of Clark County
 - Sakura 39 (Chuukese/Pacific Islander organization)
- Broader citywide audiences
 - Business groups, developers, realtors, etc.
- Service providers
 - Bridgeview Resource Center
 - Veterans of Foreign Wars

VI. Project Milestones and Engagement Topics

A. Project Milestones

Engagement milestones will provide an opportunity to gather a range of stakeholder and community perspectives to inform the strategies that will be assessed and potentially recommended as part of the Equitable Development Plan. Stakeholders will be given the opportunity to provide input so that the types of strategies and phasing of strategy implementation provides the most benefit to the communities.

Engagement is intended to occur within two project milestones.

- **Engagement Milestone #1 - Refining Priorities for the Heights** – The initial phase of engagement will focus on moving to a level of specificity from goals in the Heights District Plan. The COV will collect current information from businesses and residents about their current and future needs (as the project builds out) and present preliminary information on strategies to implement goals from the Heights District Plan and Reside Vancouver. This information should be collected early in the project, as it will help inform the strategies and policies ECONorthwest focuses on in the Best Practices and Feasibility Analysis Tasks. *Expected timing: August – September 2022.*

- **Engagement Milestone #2 - Timing and Prioritization of Recommendations** - The second engagement phase will occur after ECONorthwest has completed the market analysis and best practices research and during the process of conducting the feasibility analysis. At this point the project team should have sufficient information on potential policies and strategies and will seek to gather feedback from community members on prioritization and phasing of these strategies. *Expected timing: October – November 2022.*

Engagement sessions could include focus groups, one-on-one interviews, meetings, Heights District open house events, and tabling at other community events.

B. Project Engagement Topics

The Heights District Equitable Development Plan will identify, evaluate, and recommend strategies related to two topics: (1) anti-displacement and community stabilization and (2) public benefits and equitable development. Engagement session questions and materials will be tailored to appropriate stakeholder participants.

- *Targeted Stakeholders:*

Lower-income neighborhood residents, renters, small business property owners and renters, area service providers, community groups, communities of color, and other underrepresented groups.

- *Purpose of Engagement*

Engagement sessions will gather feedback on anti-displacement, community stabilization, public benefit, and equitable development strategies to inform the Equitable Development Plan. ECONorthwest will work with the COV to develop specific questions related to these strategies corresponding to each milestone:

- *Milestone 1 - Refining Priorities for the Heights*

Questions in the initial phase of engagement will focus on understanding the current and future needs of businesses and residents. ECONorthwest will use this feedback to inform research on community stabilization strategies for existing households, businesses, and service providers in the Heights. Example questions are included in Appendix B to this document. ECONorthwest will also use feedback to refine the list of public benefits from the Heights District Plan and Reside Vancouver that are desired or needed by the community.

- *Milestone 2 - Timing and Prioritization of Recommendations*

Questions for the second round of engagement will depend on the strategies refined through the market analysis, best practices, and case studies research. ECONorthwest plans to identify and research a number of potential strategies related to anti-displacement, community stabilization, public benefits, and equitable development through Tasks 2, 3, and 4. Community feedback can help guide development of recommendations related to these strategies. Questions might revolve around identifying strategies that are the highest priority for community

members or getting feedback on how phasing of strategy implementation might best support residents, businesses, and community members. It is especially important that the COV coordinate messaging regarding the Equitable Development and Infrastructure Design Plans when discussing the prioritization of public benefits so the public may understand the trade-offs between potential strategies.

VII. Engagement Methods

The Heights District Stakeholder Engagement Process will include in-person, one-on-one, or group meetings; large-format community meetings; and feedback gathering via surveys, evaluations, and comment forms for use in online and in-person engagement.

A. In-Person Engagement

- **City Council Updates**

The COV will provide regular updates to City Council.

- **Community Events**

- *Target Stakeholders - Residents*

Community events are a forum for the COV and project team to share project information with the public and obtain input on issues and potential solutions. Open house meetings will be targeted toward engaging residents at risk of displacement.

Two community events will be held during the project, corresponding with the project's Engagement Milestones. The **Engagement Milestone #1** event will gather community insights from residents about their current and future needs and present preliminary information on strategies to implement goals from the Heights District Plan and Reside Vancouver. The **Engagement Milestone #2** event will gather community feedback from residents on prioritization and phasing of potential strategies. Coordination between the Equitable Development Plan and Infrastructure Design Plan will be important for these events to present clear messaging to residents about public benefits and trade-offs between projects. The City may consider holding joint community events that present information for both projects.

Open house meetings may be held at other project milestones as needed. Community events will be held at accessible locations. Agendas, information packets, presentation exhibits, and meeting summaries will be posted on the COV website and the Be Heard Vancouver platform.

- **Interviews**

- *Target Stakeholders – Community-Based Organizations*

To build a shared vision for the Heights District Project, the COV will conduct interviews with community-based organizations to inform their members about the project, timeline, and opportunities for engagement.

- **Tabling at Events, Pop-Ups, and Intercept Interviews**

- *Target Stakeholders – Community Members Who Have a Connection to the Heights*

Engaging people in a wide range of community settings, such as schools, faith communities, and cultural celebrations will help the team to learn more about community member needs, priorities, and hopes for the future.

- **Small-Group Conversations**

- *Target Stakeholders - Area Businesses and Service Providers*

For the Heights Equitable Development Plan, the COV will convene separate focus groups for neighborhoods businesses and service providers. ECONorthwest will prepare questions for these groups and may attend and prepare materials as requested by City Staff.

B. Online Engagement

- **Website**

The project website is hosted on the Be Heard Vancouver website and managed by the City. The project team will generate web content for engagement, including frequently asked questions and online engagement activities. The website will serve as an information resource and will provide a project overview, updates at key milestones, and documents such as the schedule, public participation calendar, and graphics. Printed materials will feature links to the project Be Heard Vancouver page and information about how to sign-up for email updates.

- **E-Newsletter**

Email updates will be distributed by the COV using its newsletter delivery tools at project milestones. Email updates will announce opportunities to get involved and share links to surveys and recent engagement summaries.

- **Social Media**

The popularity and accessibility of social media enables users to receive up-to-date information immediately. Social media channels will be used as a tool to help share information throughout the project; the COV's Facebook, Twitter, LinkedIn, and Instagram accounts will expand the reach of the Heights District Project among its followers. This allows information about the Heights District Project to reach a broader portion of the public, including underrepresented communities. Individuals who may not want to engage or be able to participate via traditional public engagement methods can still be a part of the engagement process if they use social media.

C. Collaboration with Other Engagement Efforts

The City is currently engaging residents across multiple projects in Central Vancouver and the broader community, including:

- The 2023-24 Biennial Budget, which included a scientific community survey
- Waterfront Gateway
- Affordable Housing Fund
- Fourth Plain Blvd Safety and Mobility Project
- Brownfields Assessment Project
- Fourth Plain Investment Strategy/ARPA
- Community Visioning/Comprehensive Plan

To improve alignment and reduce engagement fatigue, COV staff will actively work to break down silos between these and other engagement efforts. This may involve sharing research findings (what is being learned between projects), identifying overlap among target audiences, and reviewing stakeholder lists to ensure communications are aligned.

VIII. Decision-Making Process

A. Public Input Documentation

The COV will share summaries of engagement efforts and input received from City Council to help make key project decisions. Comments emailed or mailed to COV outside of a specific engagement event will also be included in the summaries. These summaries may take the form of a list of major themes discussed, verbatim input, or infographics depending on the content and depth of input collected. Summaries of engagement efforts and input received will be posted on the COV website, Be Heard Vancouver, and shared with project partners. This information will be shared at project milestones and leading up to project decisions to demonstrate that the input has been recorded and provided to decision-makers and the community.

B. Decision-Makers

The decision-making process is led by the following groups that are informed by input gathered from public engagement efforts.

- **CITY OF VANCOUVER**

The Heights Equitable Development Project will be organized and managed by a project management team (PMT) comprised of the COV Heights District project manager, COV staff as identified by the COV project manager, and the consultant (ECONorthwest).

- **TECHNICAL ADVISORY GROUP**

The Technical Advisory Group comprised of planning and public works staff from the City of Vancouver, and as needed agency partners as identified by COV, will provide technical input on issues related to design, the environment, engineering, construction, phasing, and funding of the Heights District Project. Technical Advisory Committee members will review technical documents and make recommendations to the project management team.

- **CITY COUNCIL**

City Council will provide the overall direction and guidance for the project. All City Council meetings will allow for public comment. The City Council will provide recommendations to the PMT on project decisions using input and findings from council meetings, technical analyses, and public engagement findings.

- **EQUITY ADVISORY COMMITTEE**

The Equity Advisory Committee will review this Engagement Strategy and provide input on stakeholders and outreach methods for the Equitable Development Plan.

- **TOPIC WORKING GROUPS**

Working groups consisting of commissions, community-based organizations, universal accessibility advocates, and affected businesses, owners, and residents will have one-on-one or group meetings where they will explore topics in depth with representatives from the COV. The COV will determine the timing for, and will convene, these meetings. ECONorthwest will provide materials and attend as needed.

C. Roles and Responsibilities

- **CITY OF VANCOUVER**

The City of Vancouver will lead all engagement efforts for the Heights District. The City will direct messaging around engagement events and coordinate messaging for the Equitable Development and Infrastructure Design Plans. The COV will convene and attend all events. The COV will work with ECONorthwest to determine timing and stakeholders for specific events.

- **ECONorthwest**

ECONorthwest will develop key questions for the Equitable Development Plan engagement events and will use community feedback to inform the strategies included in the plan. ECONorthwest will work with the COV to prepare the appropriate information for each event. ECONorthwest will attend two community events corresponding to engagement Milestones 1 and 2 and can attend commission meetings, focus groups, and interviews as necessary, to be determined in coordination with City staff.

Questions for Engagement Events

Example questions for businesses

Existing Conditions

- What percent of your income currently goes toward paying your rent?
- How have rent increases impacted your business? OR What would happen to your business if your monthly rent went up by \$300 or \$500?
- Is your current space sufficient for your needs/wants in size, affordability, condition, and health/safety?
- How is business today? Are you making a profit? Are you able to meet your family's needs?
- How would you describe the overall stability/health/condition of your business before vs. after the pandemic?
- How long has your business been in Vancouver?
- Who are your customers? Where are they located/coming from? What do they like about your business? How are they doing?
- Anything else you want to share about your business that was unaddressed by our previous questions?

Challenges

- What's your biggest challenge right now?
- How stable do feel in your business location/what barriers are present to stay?

Opportunities

- Do you see opportunities for new businesses in the area? If so, what kinds of businesses do you think are missing?
- What new businesses or services might complement your own business?

Business Support Needs as Redevelopment Occurs

- What do you need to thrive in your current location in the project area?
- What does "success" look like for your business? What additional resources would you need to make this a reality for your business?
- What is needed to keep your business going?

- Is your business receiving services from a community-based organization or government program?
- What types of business/technical assistance services would be helpful for your business?
- Are you aware of the city's current business assistance programs?
- What kinds of promotions and business activities could best support your businesses?
- What do your customers need to successfully visit/support your business?
- For BIPOC and other marginalized business owners who don't currently work in the Heights, what is needed in order to locate here, if they want to?
- As the Heights District develops, what kind of business assistance or support do you think you will need?

Relationship to the Heights

- How connected do you feel to the project area (or neighborhood)?
- Are you closely connected with other businesses in the area? Would you want to participate in a business association or related group? What would you want this group to do?
- Are there reasons you would look for another business location (expansion, lower rent, better market, loss of clientele, other)?
- If your business was located elsewhere before, what do you wish you had known about the area before you located here?
- As the Heights develops, what would make you want to stay?

Changes in the Heights

- Have rents and other costs been going up?
- Do you see your business being here in 10 years? If so, what long-term resources may you need to ensure your business is still here in 10+ years?
- What has changed about the area since you established your business here? How do you feel about these changes?
- As this neighborhood changes, what are the things that will make you want to stay and allow you to stay?
- As the Heights District develops, what other businesses, customers, or amenities would you like to see in the area?
- As the Heights District develops, what are you excited about? What are you concerned about?

Example questions for residents focused on anti-displacement

Questions on how things are going now, what they need now, do they want to stay in the area, and if so, what do they think they'll need (if anything) to do so as the area redevelops?

Existing Conditions

- Do you consider yourself a long-term resident or more of a newcomer?
- Are you a renter or homeowner?
- How much of your income (%) do you spend on rent/housing?
- How would you describe your relationship with your landlord?
- Have rents and other fees been going up?
- What would happen to your family if your monthly rent went up by \$100 or \$200?
- How stable do you feel in your housing? Why or why not?
- Is your current housing sufficient for your needs/wants in size, affordability, condition, and health/safety?
- Do you own your own home? If not, do you want to?
- Where do you work? Is it close by? Do you drive or take transit? What's your preference? Do you think good jobs are available in Vancouver?

Residents Support Needs

- What types of home repairs do you need assistance with to stay secure in your housing?

Challenges

- What are the challenges you face as a resident in the Heights?

Relationship to the Heights

- How/why did you choose to live in the Heights?
- What do you like about your neighborhood?

Changes in the Heights

- Do you think you will be living in the Heights in 10 years? If not, why?

- How do you see your community changing? How do you feel about these changes?
- As the area redevelops, what kinds of support do you think you'll need to stay here?

Inclusivity

- How connected do you feel to your neighborhood and neighbors?
- What community spaces in the Heights are the most important to you (community centers, religious spaces, social services, etc.)?
- What amenities and businesses do current/other residents value in the project area that contribute to their sense of belonging?
- What types of amenities and businesses do current residents of the project area want to see in the Heights? For BIPOC and other marginalized community members who don't live in the Heights – what would bring them there and contribute to a sense of belonging?
- What would success look like in the Heights District to you?
- What would they want to see in the redevelopment to make their neighborhood more appealing and still feel like home?

Interview Guide - Heights Residents

Overview

This framework provides core questions designed to elicit information relevant to the resident stabilization portion of the project; questions could be further tailored to the organization as appropriate. We also assume that initial questions will generate follow-up questions, and it is up to the interviewer to probe more deeply when required. We advise that the City take detailed notes documenting the interviewees' responses—the substance of these interviews is likely to be relevant to other parts of the broader project.

- *Target Key Stakeholders*

Neighborhood-area service providers, community groups, communities of color, and other underrepresented groups.

- *Purpose of Engagement*

Engagement sessions will gather feedback on displacement risk, community stabilization, and public benefits to inform the Equitable Development Plan. Questions in this initial phase of engagement focus on understanding the current and future needs of businesses and residents. ECONorthwest will use this feedback to inform research on community stabilization strategies for existing households, businesses, and service providers in the Heights.

Opening Script

Thank you so much for taking time out of your busy schedule to meet/talk with us today. We would like this to be as conversational as possible. While we have some questions to structure this discussion, we are hopeful that our conversation will lead to insights which we will build upon. None of your answers will be directly attributable to you but will be summarized by theme. Your name will be listed in an appendix as one of many we spoke with.

The City of Vancouver is working on a project in your area to revitalize the Heights District. We are planning to create a vibrant neighborhood center that is sustainable, healthy, equitable, accessible, and safe. It will include public open space, diverse housing, and safe transit opportunities to nearby neighborhoods. The questions below will give us greater insight into how to ensure that these new amenities are available to current residents and business owners.

Interview Questions

Note: These are high-level general questions to serve as a template. While we attempted to categorize the questions below by subject area, many of the questions overlap.

Relationship to the Heights

1. What are the highlights of the Heights District?

2. What makes this neighborhood special?
3. How do you see this community changing?

Challenges - for service providers

4. What are the current challenges you are seeing for the families/individuals who are residents in the Heights?
5. What housing issues are the families/individuals that you work with most concerned about? (e.g., cost of home ownership, cost of rent, discrimination, housing availability, quality of housing, other)

Resident Support Needs - for residents

6. Do you need assistance to stay secure in your housing? If so, what kinds of assistance would be most useful? (e.g., emergency rental assistance, home repair loans or grants, utilities assistance, other)

Inclusivity - for service providers and residents

7. How connected do you feel to your neighborhood and neighbors?
8. What community spaces in the Heights are the most important to you? (e.g., community centers, religious spaces, social services, etc.)
9. What amenities and businesses do you think current/other residents value in the project area that contribute to their sense of belonging?
10. What types of amenities and businesses do you think current residents of the project area want to see in the Heights? For BIPOC and other marginalized community members who don't live in the Heights—what would bring them there and contribute to a sense of belonging?
11. As the area develops, what would success look like in the Heights District to you?

Existing Conditions - for service providers

12. Are the families/individuals you are serving more long-term residents or newcomers?
13. Are the families/individuals you are serving more renters or homeowners?
14. Do you have a sense for whether the families/individuals you are serving feel stable in their housing?
15. Do you have a sense for whether the families/individuals you are serving feel that their current housing is sufficient for their needs/wants in size, affordability, condition, and health/safety?

Existing Conditions - for residents

16. What would happen to your family if your monthly rent went up by \$100 or \$200?
17. How stable do you feel in your housing? Why or why not?
18. Is your current housing sufficient for your needs/wants in size, affordability, condition, and health/safety?
19. Do you own your own home? If not, do you want to?
20. Where do you work? Is it close by? Do you drive or take transit? What's your preference?
Do you think good jobs are available in Vancouver?

Next Steps - for service providers and residents

21. We're looking to have more conversations like this one. Can you think of any other people we should talk to?

Interview Guide - Heights Businesses

Overview

This framework provides core questions designed to elicit information relevant to the business stabilization portion of the project; questions should be tailored to the individual or organization as appropriate. We also assume that initial questions will generate follow-up questions, and it is up to the interviewer to probe more deeply when required. Text in brackets after questions provides examples to help prompt responses if needed. We advise that the city take detailed notes documenting the interviewees' responses—the substance of these interviews is likely to be relevant to other parts of the broader project.

- *Target Key Stakeholders*

Heights area small business owners and commercial tenants and property owners.

- *Purpose of Engagement*

Engagement sessions will gather feedback on anti-displacement, community stabilization, public benefits, and equitable development strategies to inform the Equitable Development Plan. Questions in the initial phase of engagement focus on understanding the current and future needs of businesses and residents. ECONorthwest will use this feedback to inform research on community stabilization strategies for existing households, businesses, and service providers in the Heights.

Opening Script

Thank you so much for taking time out of your busy schedule to meet/talk with us today. We would like this to be as conversational as possible. While we have some questions to structure this discussion, I am hopeful that our conversation will lead to insights which we will build upon. None of your answers will be directly attributable to you but will be summarized by theme. Your name will be listed in an appendix as one of many we spoke with.

The City of Vancouver is working on a project in your area to revitalize the Heights District. We are hoping to create a vibrant neighborhood center that is sustainable, healthy, equitable, accessible, and safe. It will include public open space, diverse housing, and safe transit opportunities to nearby neighborhoods.

Interview Questions

Note: These are high-level general questions to serve as a template. While we attempted to categorize the questions below by subject area, many of the questions overlap.

Trends, Challenges, and Opportunities

1. What changes and dynamics have you observed running a business in the Heights over time?
2. What are some of the neighborhood trends that you are worried/excited about?
3. What are your biggest challenges right now?
4. How stable do feel in your business location/what barriers are present to stay?
5. Do you see opportunities for new businesses in the area? If so, what kinds of businesses do you think are missing?
6. What new businesses or services might complement your own business?

Business Support Needs as Redevelopment Occurs

7. What do you need to thrive in your current location in the project area?
8. What does “success” look like for your business? What additional resources would you need to make this a reality for your business?
9. What is needed to keep your business going?
10. Is your business receiving services from a community-based organization or government program?
11. What types of business/technical assistance services would be helpful for your business?
12. Are you aware of the city’s current business assistance programs?
13. What kinds of promotions and business activities could best support your businesses?
14. What do your customers need to successfully visit/support your business?
15. For BIPOC and other marginalized business owners who don’t currently work in the Heights, what is needed in order to locate here, if they want to?
16. As the Heights District develops, what kind of business assistance or support do you think you will need?

Relationship to the Heights

17. How connected do you feel to the project area (or neighborhood)?
18. Are you closely connected with other businesses in the area? Would you want to participate in a business association or related group? What would you want this group to do?
19. Are there reasons you would look for another location (expansion, lower rent, better market, loss of clientele, other)?
20. If your business was located elsewhere before, what do you wish you had known about the area before you located here.
21. As the Heights develops, what would make you want to stay?

Changes in the Heights

22. Have rents and other costs been going up?
23. Do you see your business being here in 10 years? If so, what long-term resources may you need to ensure your business is still here in 10+ years?
24. What has changed about the area since you established your business here? How do you feel about these changes?
25. As this neighborhood changes, what are the things that will make you want to stay and allow you to stay?
26. As the Heights District develops, what other businesses, customers, or amenities would you like to see in the area?
27. As the Heights District develops, what are you excited about? What are you concerned about?

Existing Conditions

28. What percent of your income currently goes toward paying your rent?
29. How have rent increases impacted your business? OR What would happen to your business if your monthly rent went up by \$300 or \$500?
30. Is your current space sufficient for your needs/wants in size, affordability, condition, and health/safety?
31. How is business today? Are you making a profit? Are you able to meet your family's needs?
32. How would you describe the overall stability/health/condition of your business before vs. after the pandemic?
33. How long has your business been in Vancouver?
34. Who are your customers? Where are they located/coming from? What do they like about your business? How are they doing?
35. Anything else you want to share about your business that was unaddressed by our previous questions?

Next Steps

36. We're looking to have more conversations like this one. Can you think of any other experts we should talk to?

Heights Equitable Development Strategy Engagement Summary

Housing Engagement

Engagement to inform the Equitable Development Strategy included an online survey, two open house events, and several one-on-one and small-group conversations with social service agencies, housing providers, school staff, and community members living in the Heights area. The plan has also been informed by recent engagement for the Affordable Housing Fund, HUD Consolidated Plan, Fourth Plain for All community investment strategy, Waterfront Gateway redevelopment, two City Council community forums, and ongoing community visioning work, which started in summer 2022.

Throughout 2022 and 2023, community members have consistently mentioned housing as one of their top-five priorities. In addition to concerns about homelessness, housing affordability, and housing availability, community members have also shared concerns about:

- The rising cost of rent, which creates instability and uncertainty for renters.
 - Difficulty paying for a deposit, plus first and last month's rent.
 - Increasing numbers of community members who report being "housing cost burdened," spending more than 30% of their income on rent and utilities.
- Difficulty finding a home that is big enough for larger or multigenerational families.
 - Affordable homes with three or more bedrooms were cited as especially needed.
- High home prices, which limit homeownership and the creation of generational wealth.
 - The increasing cost of down payments and high mortgage interest rates were cited by many as barriers to buying a home.
- The risk of displacement, including that they or their family or friends would have to move out of Vancouver due to the cost of housing.
 - Multiple community members shared that they or those they know have already left Vancouver to find more affordable rental housing or to purchase a home.
 - Among those who have continued working in Vancouver, these folks reported commuting further distances from nearby cities, such as Ridgefield, Brush Prairie and Battle Ground, and unincorporated parts of Clark, Cowlitz, and Skamania Counties.
- Experiences of discrimination when renting or buying a home or belief that some property managers engage in predatory practices.
- Increases in property taxes, which are especially concerning to seniors and those living on a fixed income.

Renters

Among renters, concerns about rent increases were a common theme. Multiple community members reported facing sizeable rent increases between 2021 and 2022, without similar increases in their income. This has led some renters to avoid moving to a home that would better suit their family's needs and have a harder time saving for the future. Some younger residents even spoke about delaying having children because of the cost of housing. Longtime renters reported significant increases in costs over the past two decades, often sharing how costs have increased since they first started renting in Vancouver. "When we first moved here, we thought \$1,200 was high for rent," said one resident. "Now we're paying more than \$2,100 per month."

Several renters cited low inventory or difficulty finding housing they could actually afford. These residents described spending a greater percentage of their income to find housing that matched their needs and feeling "priced out" of certain housing types entirely. For example, one woman shared her experience trying to find housing for her, her two teenagers, and her elderly mother. "Every house I find with more than three bedrooms, I can't afford," she said. A smaller number of community members also reported negative experiences with landlords or property managers, including concerns about the cost of fees for applications and background checks, difficulty getting maintenance requests fulfilled in a timely fashion, and unpredictable move-out costs such as cleaning or repair fees.

Housing advocates and some community members shared their desire to see the City and state implement additional renter protections or "pro-renter policies," including relocation assistance and just-cause eviction. A few community members also reported that they or someone they knew have experienced discrimination in the rental housing process. While some cited race, ethnicity, sexual orientation, or gender expression as factors, others said that having pets, children, or living with multiple roommates made them seem less appealing in the eyes of potential landlords. Community members also mentioned poor credit scores, criminal records, or past evictions as barriers to finding housing.

Homeowners

Many homeowners have also shared concerns about the rising cost of rent and home prices. Several residents said that they would "not be able to afford their current house today, if they were starting out in Vancouver." Longtime residents shared that they or their parents were previously able to buy a home in Vancouver while earning more modest incomes from middle or working-class jobs. Some of these residents say that they resent being perceived as "well off" or "rich, simply because we own a home." Longtime homeowners have also increasingly shared an awareness that the opportunities they faced, in terms of affordable homeownership, no longer exist for younger residents. In conversation with homeowners, it is common for them to mention the housing experiences of those who are close to them, including their children, grandchildren, friends, and coworkers.

Homeowners who are seniors, those who have a permanent disability, and those living on a fixed income are particularly worried that rising housing costs could force them to move from their current home or force them to leave Vancouver. For some, particularly those living on a fixed income, increasing property taxes are a concern. These residents report that although their home's assessed value has increased year over year, their income has not kept pace. For residents on a fixed income, this has meant spending a larger percentage of their income to pay taxes. Many community members appear to be unaware of property tax relief programs and eligibility requirements. There is also a persistent, inaccurate belief among many that property tax relief programs will require placing a lien on your house, selling the home to the county, or bills for those who inherit the home in the event of the homeowner's death. Among those who said they were aware of property tax relief programs, the application and renewal process were cited as potential barriers.

Many homeowners also shared concerns about the rising cost of electricity, natural gas, water, and trash collection. They expressed worry that these costs, combined with increased property taxes, would make it harder to pay for living expenses as they age. Among some residents who have already paid off their mortgages, there is a perception that little is being done to assist them or that the City "doesn't care about homeowners." Some also shared that the loss of housing security as they age has also felt like a betrayal. As one resident put it, "We've always paid our taxes. We supported local tax measures and school levies, even after our kids graduated. We've done everything right and we still might have to move."

Service Providers

Staff from local nonprofits, social service providers, housing organizations, and schools have reported concerns highly consistent with those of renters and homeowners. Staff from Vancouver Housing Authority and Council for the Homeless have reported unprecedented demand for income-based housing, including hundreds of community members on housing waitlists.

Staff at Martin Luther King Jr. Elementary School, McLoughlin Middle School, Fort Vancouver High School, and the Vancouver Public Schools district office have reported a record number of students and families reaching out for help with housing. These staff shared that they have observed an increase in the number of families experiencing homelessness; an unprecedented need for financial help, including rental assistance; multiple families living in the same home or "doubling up" to afford rent; and students being negatively impacted academically because of housing instability. Counselors also highlighted the need to expand housing supports for LGBTQ+ students who are kicked out by family members after coming out. Current services for these community members are limited.

Engagement with Business Owners

Over the past year, the City has also conducted significant outreach and engagement with local small business owners and entrepreneurs, including black, Latino, Asian, indigenous, LGBTQ+, and women-owned businesses. While the needs of each business differ greatly, common concerns include:

- Lack of access to capital.
- High overhead costs, such as rent and utilities.
- Difficulty finding affordable rental space.
- Low inventory of commercial, retail, and restaurant spaces.
- The challenge of growing or scaling businesses, particularly those moving from less formal settings, such as food carts, home-based businesses, or stalls at the farmers market, to brick-and-mortar operations.
- Difficulty navigating time-consuming and complex permit or licensing processes.

Many business owners said that they appreciate current business assistance programs, such as the City's Pre-Lease Program and those offered by partner organizations like the Greater Vancouver Chamber of Commerce and Hispanic Metropolitan Chamber of Commerce. A few business owners and nonprofit leaders suggested expanding these programs citywide and exploring additional partnerships with community-based organizations. They also identified the need for additional communication and promotion as ways to further expand awareness, access, and opportunity.

In addition to existing programs, business owners and community members said that they would like to see additional support for small business development, including streamlined permitting processes and expanded access to technical assistance, financial counseling, training programs, or marketing help. To support business incubators or start-ups, several business owners said that expanding access to affordable rental space and offering predictable, stable rents was particularly important. Additional engagement with business owners and the broader community in the coming months will help to further prioritize strategies.

The Heights Market Analysis

09/09/2022

Prepared for: City of Vancouver

Draft Report

ECONorthwest
ECONOMICS • FINANCE • PLANNING

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Executive Summary

Context

The Vancouver real estate market has changed drastically in the short period of time since the previous market analysis was conducted for the Heights District Plan in 2019. The purpose of this study is to understand current market conditions and future market potential and to provide context for how the Heights District is positioned within the broader Vancouver economy. This market analysis evaluates the changes to real estate market conditions, changes in the business mix, and household dynamics that are drivers of both residential and commercial demand. In this study, we assess market conditions and demand drivers for potential commercial, residential, and community-focused uses to help the City of Vancouver and community partners better understand opportunities to target tenancing strategies to support local, BIPOC-owned, and community-serving businesses.

Additionally, the market analysis tasks serve to inform two key elements of the Equitable Development Plan. First, they allow ECONW to set a baseline for anticipated development outcomes as a means to benchmark equitable development outcomes. Secondly, many of the data points collected in these tasks will serve as inputs or assumptions in the feasibility analysis and benefit evaluation.

Key Findings

What factors will drive demand for housing in the Heights?

- **Market strength of the Vancouver housing market within the context of the larger Portland-Vancouver region will continue into the near future and provide tailwinds for residential demand in the Heights.** Since 2017, rents for a 1-bedroom apartment in Vancouver have increased 17 percent. Current average 1-bedroom rents in Vancouver are higher than average 1-bedroom rents in the City of Portland.
- **Strong market demand for ownership housing in both the City of Vancouver and the Heights will continue to be major drivers for housing demand in the area.** Since 2013, the median sales price for ownership housing in the Heights has increased 109% with a current average sales price of around \$446,000.
- **Previous analysis conducted by ECONW indicates that both 4-story wood-frame and podium-scale development is likely feasible in the Heights District today.** Achievable rents in the Heights are at or near levels to support desired residential development types in the District.
- **The Heights Sub-Market has seen a slight increase in owner-occupied households over the study period,** though it still has a higher share of renters than the City as a whole. The share of owner-occupied households in the Heights increased by 3% from

2010-2019, to 50% of households. The City of Vancouver has a slightly higher share of owner-occupied households at 52%.

- **The Heights Sub-Market has seen an increase in three-person households** and a corresponding decrease in single-person households. This is indicative of an increase in families with children, which could drive a demand for single family homes as well as recreational opportunities.
- **Nearly all low-income renters in the city are cost burdened.** Over 95% of renter households in Vancouver earning less than \$35,000 per year are cost burdened. In total, 51% of renter households are cost burdened in Vancouver.
- **The Heights Sub-Market has seen a decrease in cost-burdened households over the study period.** This is likely a sign of higher-income households moving into the area and could be indicative of early displacement pressures for the Heights District.
- **Black and Hispanic renters are slightly more likely to be cost burdened than white renters in the City of Vancouver.**
- **There is a growing number of people of color in the Heights Sub-Market, and the area has a larger share of people of color than the City as a whole.** The share of people of color in the Heights increased from 26 to 34 percent from 2010 to 2019. In Vancouver as a whole, 29 percent of the population is made up of people of color.
- **Median household income varies widely in the Heights Sub-Market.** The tract at the northwest corner of the Heights District Plan Area, north of Mill Plain Boulevard, has a median household income of approximately \$37,300, while the tracts including the Heights Plan Area and the neighborhoods to the south across MacArthur Boulevard have a median household income of approximately \$71,500 and \$90,200, respectively.

What are current residential market conditions?

- **Rents have been on the rise in Vancouver.** Average market rent for 1-bedroom units in Vancouver is currently higher than in Portland. Rents in the Heights are lower than the City on average but have been increasing at a similar rate.
- **Most new residential construction in the City has been multifamily.** Over the past three years, 80 percent of new residential construction in the City has been multifamily development, but the Heights District itself has seen limited multifamily development. However, strong absorption of new units and low vacancy rates in the Heights Greater Market Area suggest a strong demand for multifamily in the area.
- **Home sales prices in the Heights Greater Market Area are lower than in the City of Vancouver as a whole.** Single family homes tend to sell for about \$50,000 less than the average home sales price for the City as a whole. In 2022, the average sales price of a single family home was about \$480,000 in the Heights Greater Market Area and \$530,000 for the City as a whole. The average sales price for townhomes in 2022 was approximately \$360,000 in the Heights Greater Market Area and \$395,000 for Vancouver.

What are current market conditions for office and retail?

Office

- **The office market has been less stable in the Heights Greater Market Area than in Vancouver as a whole**, with the Heights seeing greater fluctuations in rents and vacancy rates over the past ten years. However, office space in the Heights Greater Market Area currently has a low vacancy rate of 3.9 percent with rents at \$21.41 per square foot, which is higher than the average over the past ten years.
- **There has been no new office construction in the Heights Greater Market Area since 2018.** Since 2012, 68,000 square feet of new office space has been built in the Heights Greater Market Area. Net absorption of office spaces has been mostly positive over this time period with several large vacancies in 2014, 2015, and 2020.

Retail

- **Current achievable retail rents in the Heights are around \$21.21/sf, very comparable to retail lease rates across the City of Vancouver.** Retail rents in the Heights Market Area have been slightly lower than Vancouver as a whole since 2010, though that gap has narrowed substantially over the last two years. From 2012 to Q1 2022, rents in the Heights Market Area have increased by 57% or about \$7.74 per square foot. Comparatively, Vancouver rents have increased by 35% or about \$5.70 per square foot.
- **Current retail vacancy rates in the Heights are extremely low at less than 3%, which indicates potential near-term demand for new retail space in the Heights.** While the Heights Market Area saw a slight increase in vacancy rates in early 2020 following the beginning of the COVID-19 pandemic that was also observed across the City of Vancouver, vacancy rates have continued to trend downward.
- **Net absorption of retail space in the Heights Market Area has fluctuated over the past ten years.** Four years (2015, 2016, 2018, and 2021) saw high levels of positive absorption, while the other years saw low levels of vacancies. Delivery of new retail space in the Heights has been modest, with 68,500 square feet of new retail space constructed since 2012.
- **This analysis indicates that there is sufficient demand for retail and services to support the 56,000 square feet of commercial space identified in the proposed development program of the Heights District Master Plan.** The highest retail categories of square footage demand for the Heights are food service and drinking places (restaurants, taprooms, wineries, bars) with about 77,000 square feet of demand and health and personal care with about 91,000 square feet of demand. Additionally, demand for a broad range of retail uses could be programmed in a way to support locally owned and neighborhood-serving businesses.

Implications

This market analysis shows that there are two divergent trends that are likely to shape the future in the Heights. First, there is growing market demand for residential and commercial uses in the Heights; rents and home sales prices are on the rise; higher-income households and families are moving into the area; and there is a strong demand for additional retail and services in the area.

At the same time, there is a growing share of people of color in the Heights and an increasing share of cost-burdened renters citywide, with black and Hispanic residents showing disproportionate cost burden rates. There is a strong need for more affordable housing types in the Heights to meet the forecasted needs of Vancouver residents.

These trends have policy implications as the City plans for development in the Heights. As this area develops, the observed market demand has potential to increase displacement pressures on existing residents and businesses. This suggests the need to implement strategies to stabilize existing residents and businesses before development occurs. Additionally, there is a need to plan for and promote affordable housing development to meet the forecasted needs of residents at a range of income types.

Next Steps

The next steps in the Equitable Development Plan will help assess the most impactful and feasible strategies to meet the needs of current and future residents and businesses in the Heights. ECONW will evaluate various policies, projects, and programs to promote community stabilization, affordable housing, and equitable economic development opportunities in the Heights. We will gather community input and evaluate best practices and case studies on equitable development strategies and analyze feasibility of strategies in the context of the Heights. This information will be synthesized into a final report that will include recommendations for implementation strategies, programmatic investments, and development proposal evaluation criteria.

1. Introduction

Background and Purpose

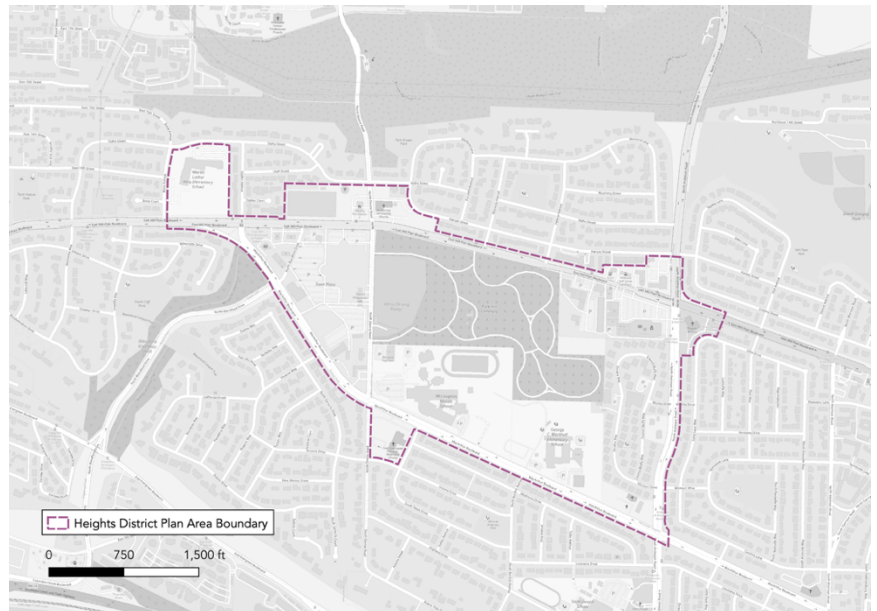
The Vancouver real estate market has changed drastically in the short period of time since the previous market analysis was conducted for the Heights District Plan in 2019. The purpose of this study is to understand current market conditions and future market potential and provide context for how the Heights District is positioned within the broader Vancouver economy. This market analysis evaluates the changes to real estate market conditions, changes in the business mix, and household dynamics that are drivers of both residential and commercial demand. In this study, we assess market conditions and demand drivers for potential commercial, residential, and community-focused uses to help the City of Vancouver and community partners better understand opportunities to target tenancing strategies to support local, BIPOC-owned, and community-serving businesses.

Additionally, the market analysis tasks serve to inform two key elements of the Equitable Development Plan. First, they allow ECONW to set a baseline for anticipated development outcomes as a means to benchmark equitable development outcomes. Secondly, many of the data points collected in these tasks will serve as inputs or assumptions in the feasibility analysis and benefit evaluation.

Site Overview

The Heights District Plan Area consists of the 63-acre Tower Mall Redevelopment Area within the broader 205-acre Heights District. The District area is bounded generally by MacArthur Boulevard, Mill Plain Boulevard, and Andresen Road (though the district extends beyond these streets in several locations). This study looks at demographic and real estate trends for the Heights District and surrounding Market Area to understand the demand for commercial and residential uses that will drive future development within the Heights District.

Exhibit 1. Heights District Plan Area



Geographies considered for this analysis

This analysis used a variety of data sources to understand demographic and real estate trends and demand drivers that affect the Heights. We delineated different geographic boundaries to assess these trends with the best available data sources. In addition to the Heights District Plan Area (shown above in Exhibit 1), this report refers to the following geographic areas in this report:

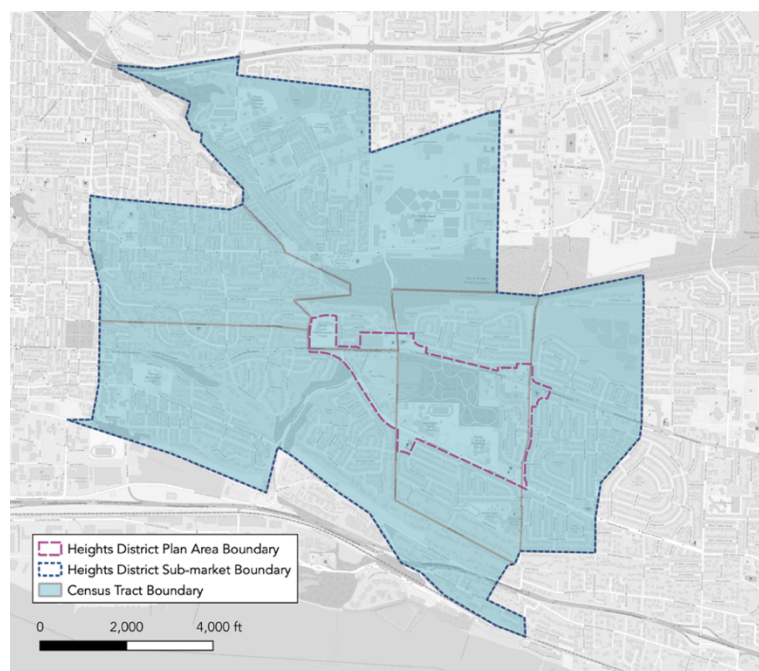
- The Heights District Sub-Market Boundary
- The Vancouver Public Use Microdata Area
- The Heights Greater Market Area
- The City of Vancouver

These geographies are described and shown below.

The Heights District Sub-Market Boundary

The Heights District Plan Area overlaps portions of five Census tracts, shown in Exhibit 2. This report looks at demographic data for these Census tracts, as tracts are the smallest geography available to compare similar data from the American Communities Survey (ACS) five-year estimates for the 2006-2010 and 2015-2019 years. This report uses these Census tracts (referred to as the Heights District Sub-Market Boundary in this report) for all demographic data, except the BIPOC cost burden estimates shown in Exhibit 12.

Exhibit 2. Heights District Sub-Market Boundary



The Vancouver Public Use Microdata Area

The Public Use Microdata Sample (PUMS) area covers the entire City of Vancouver. This is the smallest geographic boundary that can be used to accurately measure cost burden across racial and ethnic profiles. For the cost burden for renters by race, we utilized Public Use Microdata Samples (PUMS) from the 2019 five-year ACS. Because cost burden by race does not exist for the regular ACS survey, we utilized PUMS to estimate it. The smallest geography that can be used for this analysis is the Public Use Microdata Area (PUMA), which encapsulates almost all the of the City of Vancouver, as shown in Exhibit 3.

Exhibit 3. Public Use Microdata Area (PUMA)

Source: ACS 5-Year 2015-2019, PUMS

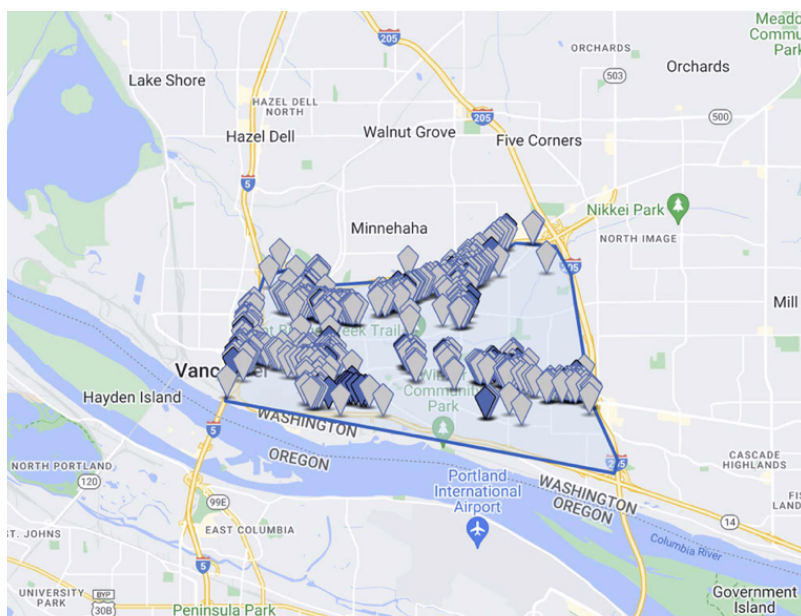


The Heights Greater Market Area.

This area was used to evaluate real estate trends that impact the Heights. Because the Sub-Market Area for the Heights was so small, we utilized the interior highways to frame a greater Market Area so that we could adequately capture market information within our observation years.

Exhibit 4. The Heights Greater Market Area

Source: ECONorthwest Analysis - CoStar

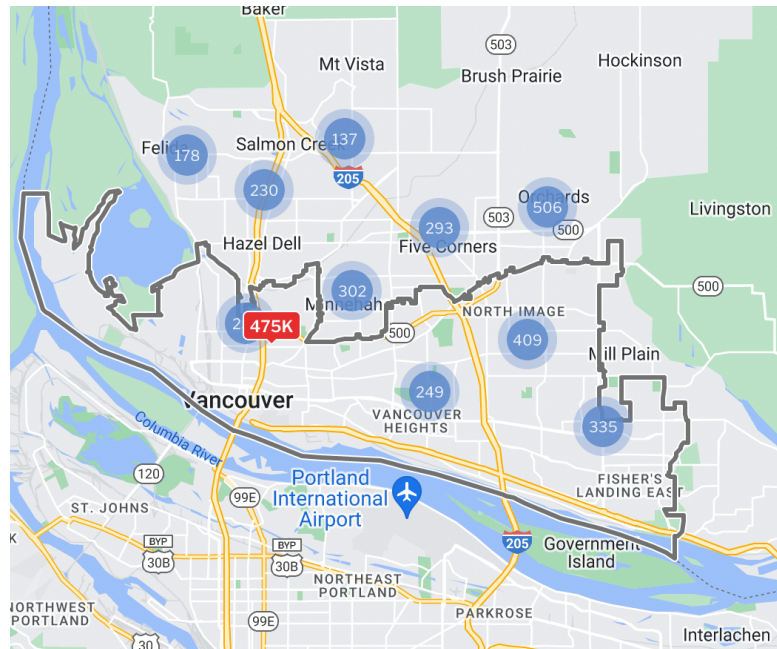


The City of Vancouver Market Area

This Market Area represents the entire City of Vancouver and will serve as the baseline for understanding real estate market conditions in the Heights compared to the City as a whole.

Exhibit 5. City of Vancouver Market Area

Source: ECONorthwest Analysis- RedFin



2. Socioeconomic Profiles

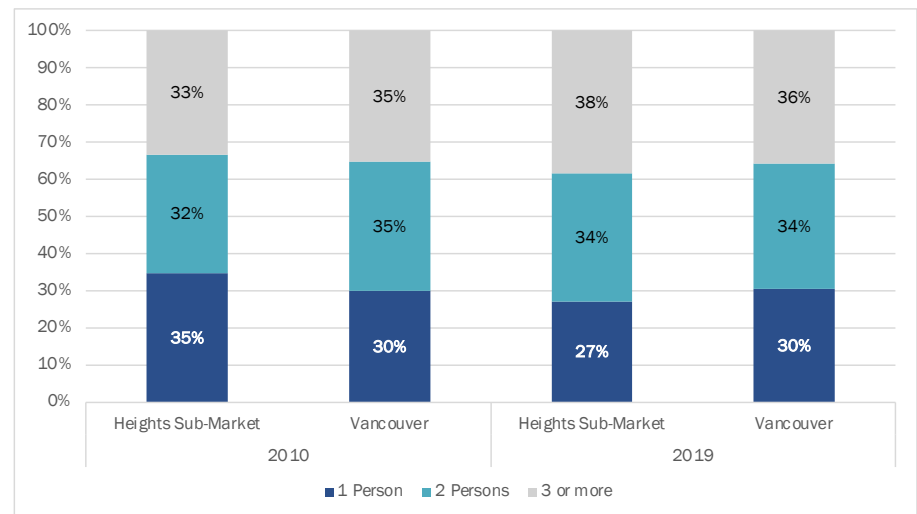
Demographics

Demographic conditions and socioeconomic trends will influence the structural demand for varying real estate development types. This section looks at demographic trends for the Heights Districts Plan Area and surrounding neighborhoods (the Heights Sub-Market, shown in Exhibit 2).

Household size in the Heights Sub-Market has seen a large (7%) decrease in single-person households and corresponding increase in both two-person and three-person households, implying that the neighborhood is becoming more couple/family oriented. This trend is not seen as sharply as in the City of Vancouver, where there was only a slight reduction in two-person households leading to an increase in three-person households.

Exhibit 6. Household Size in Vancouver and the Heights Sub-Market, 2022

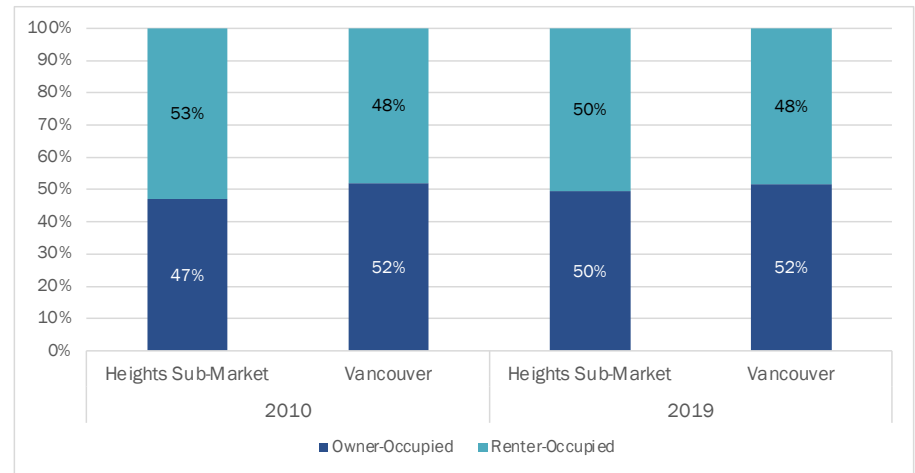
Source: ACS 5-Year 2006-2010 & 2015-2019



The Heights Sub-Market saw a slight increase in owner-occupied households over the study period. The share of owner-occupied households in the Heights increased by 3% from 2010-2019, to 50% of households. The City of Vancouver has a slightly higher share of owner-occupied households at 52%.

Exhibit 7. Housing Tenure in Vancouver and the Heights Sub-Market, 2022

Source: ACS 5-Year 2006-2010 & 2015-2019



Over 95% of renter households in Vancouver earning less than \$35,000 per year are cost burdened. In total, 51% of renter households are cost burdened in Vancouver.

Exhibit 8. Percent of Cost-Burdened Renter Households by Income Group, City of Vancouver, 2019

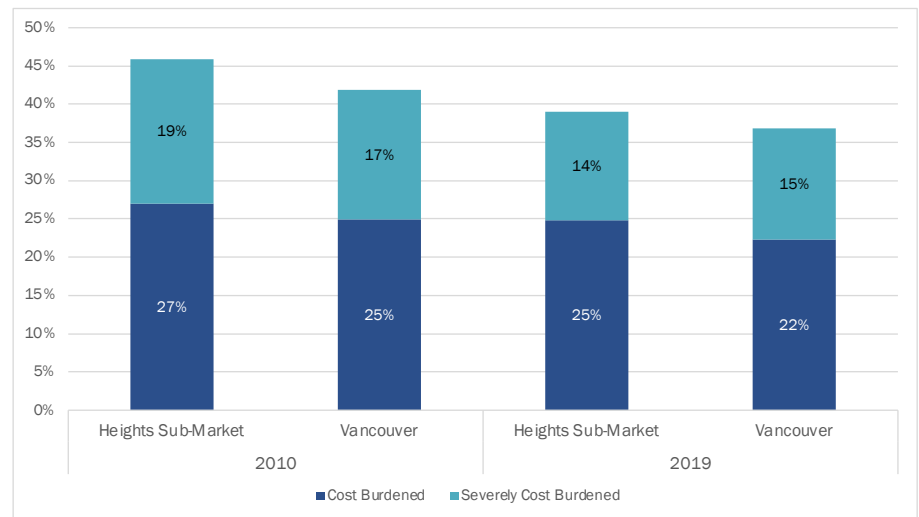
Source: Census ACS, 2019 1-year sample



In 2010, the Heights area had slightly over 45% of its households experiencing housing instability through cost burdening. This number has since dropped to just under 40% of its households with the largest drop coming from severely cost-burdened populations dropping five percentage points. Likewise, the City of Vancouver has seen a decrease, albeit much smaller than in the Heights, going from 42% in 2010 to 39% in 2019.

Exhibit 9. Cost-Burdened Households in Vancouver and the Heights Sub-Market, 2022

Source: ACS 5-Year 2006-2010 & 2015-2019

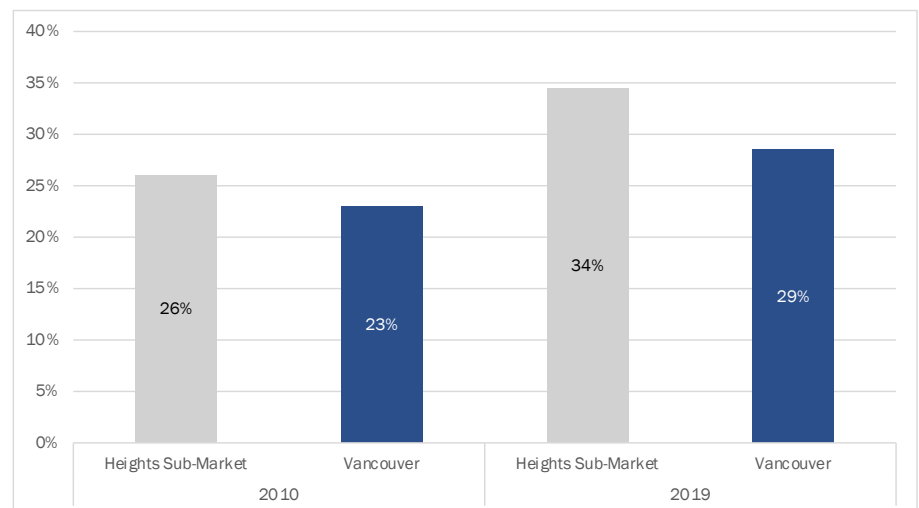


Share of people of color in the Heights has increased drastically by a total of twelve percentage points, with the City of Vancouver matching an upward trend, but at half the pace.

The share of people of color in the Heights increased from 26 to 34 percent from 2010 to 2019. In Vancouver as a whole, 29 percent of the population is made up of people of color.

Exhibit 10. People of Color in Vancouver and the Heights Sub-Market, 2022

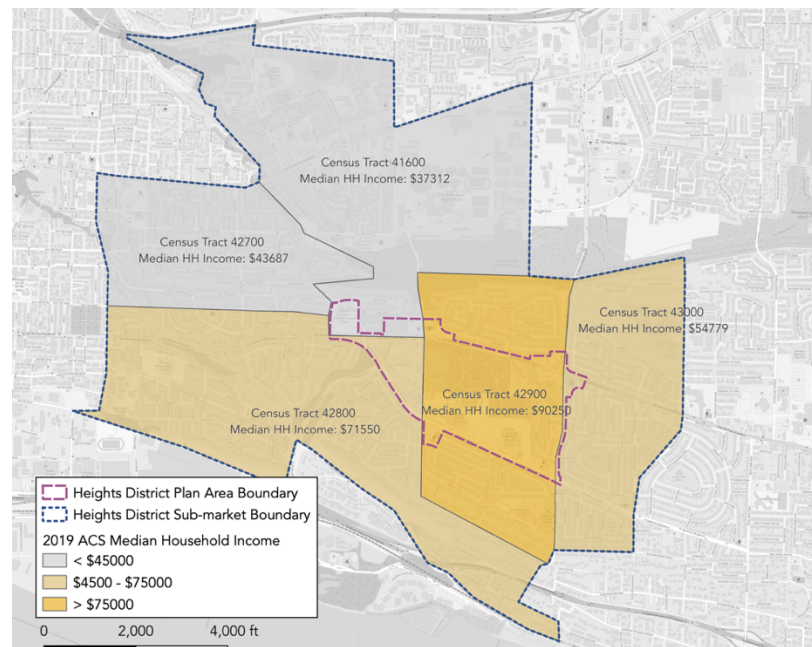
Source: ACS 5-Year 2006-2010 & 2015-2019



There is a large variation between median household incomes in the tracts that intersect with the Heights District. Tract 041600, at the northwest corner of the Heights District Plan Area north of Mill Plain Boulevard, has a median household income of approximately \$37,300. The tracts, including the Heights Plan Area and the neighborhoods to the south across MacArthur Boulevard (tracts 042800 and 042900), have a median household income of approximately \$71,500 and \$90,200.

Exhibit 11. Median Household Income in the Heights Sub-Market, 2022

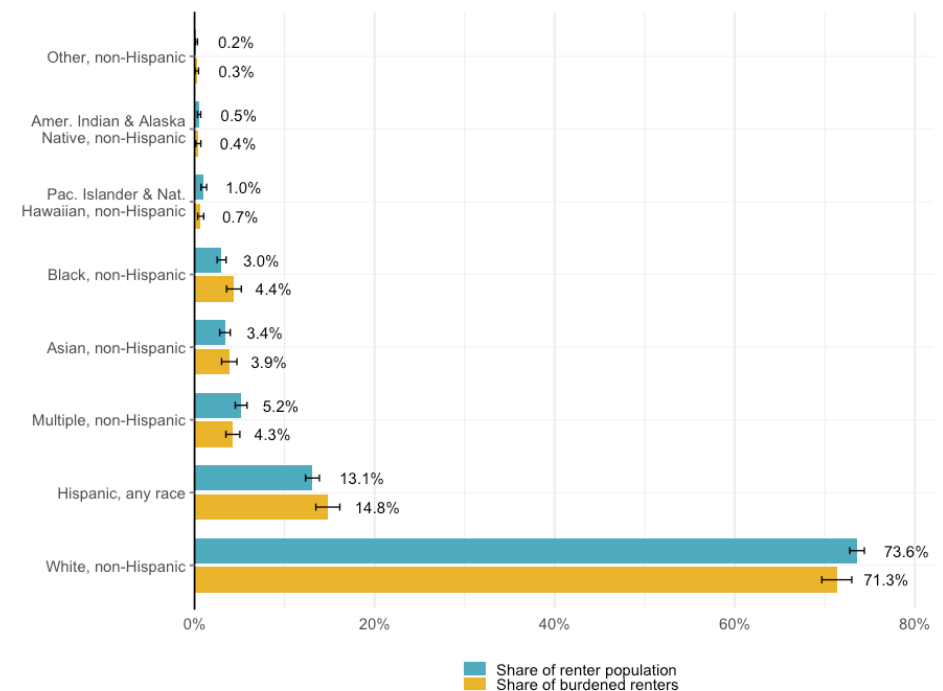
Source: ACS 5-Year 2015-2019



The large share of renters observed in our PUMS sample are non-Hispanic white, but white renters are less likely to be cost burdened than other groups. Hispanic and non-Hispanic Black renter populations have disproportionate shares of cost-burdening relative to white renters.

Exhibit 12. Renter Cost Burden by Race/Ethnicity for the City of Vancouver PUMA

Source: ACS 5-Year 2015-2019, PUMS



Source: ACS PUMS 2019 5-yr

3. Real Estate Trends

This section summarizes the current and recent historical real estate conditions for the Heights Market Area for the *commercial* and *residential* real estate sectors. We also provide market trends for Vancouver to compare how the Heights commercial and residential market has performed over time. For the purpose of this market study, we define *commercial* and *residential* real estate as follows:

- Commercial real estate is any nonresidential property used for commercial profit-making purposes. It includes office, industrial, flex space, retail, and hotel development types.
- Residential real estate includes any product type that is developed for people to live in. It includes rental and ownership housing such as apartments, condominiums, single family homes, townhomes, manufactured homes, and student housing. For purposes of this report, we only assessed multifamily residential apartments.

Market Areas for the real estate analysis

A market area is a large geography of which the Heights study area can capture a share of commercial and residential growth. For the purposes of this study, we analyzed two market areas to evaluate market conditions and the existing supply of commercial and residential real estate: the Heights Greater Market Area (Exhibit 4) and the City of Vancouver Market Area (Exhibit 5).

Summary of Real Estate Trends

This section details Vancouver's real estate conditions and identifies market drivers and trends that will influence the market appeal and viability of commercial and residential uses in the area.

Multifamily

- Multifamily rents in the Heights Market Area have risen at a similar rate to Vancouver since 2012, though rents are lower on average in the Heights. In Q1 2022, rents in the Heights are about 13 percent lower than Vancouver at \$1.56 per square feet compared to \$1.76. The Heights Market Area has experienced a strong multifamily market with most of the new units built being leased up quickly. Vacancy rates in both Market Areas have been below 5 percent in the past decade and are very low at 3.5 percent in Q1 2022. Typically, a healthy multifamily market will have a vacancy rate between 4 and 7 percent. A vacancy rate below 4 percent suggests a constrained market supply of multifamily units, which can result in upward rent pressures.

Office

- Office rents in the Heights Market Area increased from 2017 to 2020 and have since trended downward. Compared to the Heights Market Area, Vancouver has experienced steadier rent growth since 2012. Vacancy rates in both the Heights Market Area and Vancouver have generally been declining since 2015, with the exception of an increase in office vacancies in 2020 due to COVID-19. Both the Heights and the City have seen another slight increase in vacancy rates since 2021, with the Heights at 4 percent vacancy as of 2022 Q1. Total vacancy below 5 percent is indicative of a healthy market that will drive future rent growth.

Retail

- Retail rents in the Heights Market Area have been consistently lower than in Vancouver as a whole over the 2010-2021 study period, though that gap has narrowed over the past two years. Vacancy rates have generally declined for both the Heights and the City as a whole since 2013, except for an increase in 2020 due to COVID-19. Rates have since declined since 2020 to 2.2% in the Heights and 3.7% in Vancouver. Total vacancy below 5 percent is indicative of a healthy market and a major driver of rent growth—which has been seen in recent years.

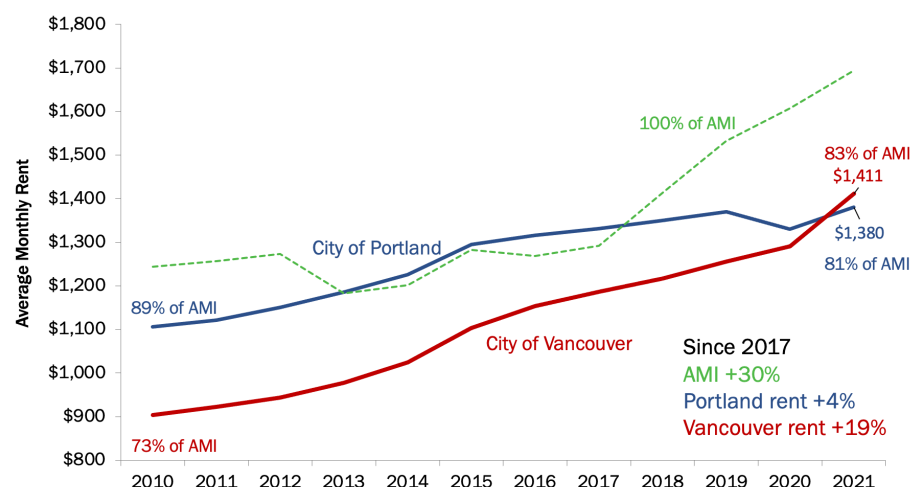
Residential Trends

Housing in Vancouver

Average market rent for 1-bedroom units in Vancouver is currently higher than in Portland. In 2021, average market rent for a 1-bedroom unit in Vancouver was \$1,411 (or 83% of AMI) and \$1,380 (or 81% of AMI) in Portland. Since 2017, Vancouver rent has increased 17 percent, while rent in Portland has increased 4 percent.

Exhibit 13. Average Market Rent for 1-Bedroom Units Compared to 100% of Area Median Income (AMI)

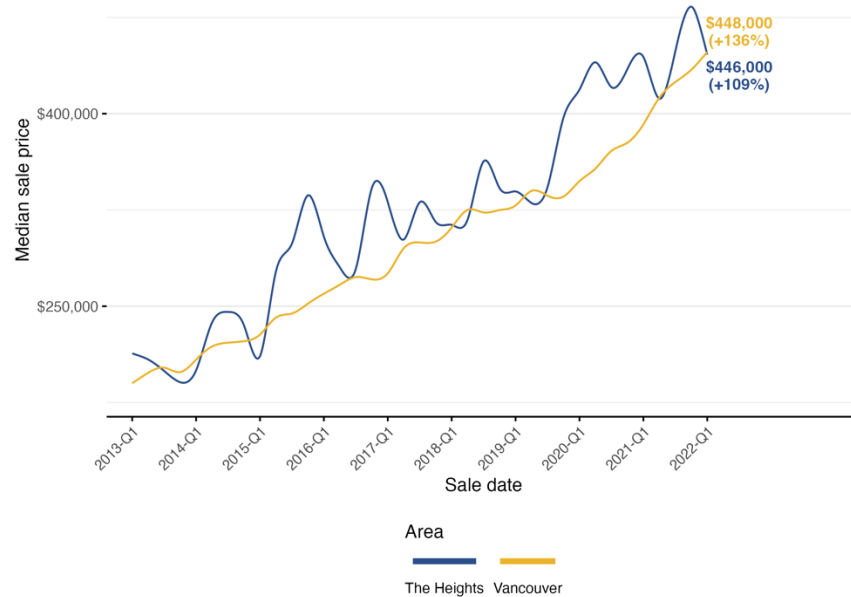
Source: CoStar, HUD



Median sales prices have more than doubled in the Heights and the City of Vancouver since 2013. In the Heights, median sales prices have increased 109% during this time, which is slightly lower than the 136% increase citywide. As of 2022 Q1, the median sales price was \$446,000 in the Heights and \$448,000 in Vancouver as a whole.

Exhibit 14. Median Home Sales Prices the Heights

Source: Clark County Assessor



Note: Prices were sampled from homes within ¼ mile of the Heights District Plan Area boundary.

Multifamily

Over the past three years, nearly 80% of new residential construction in the City has been multifamily.

Exhibit 15. Completed New Housing Units per Year in the City of Vancouver

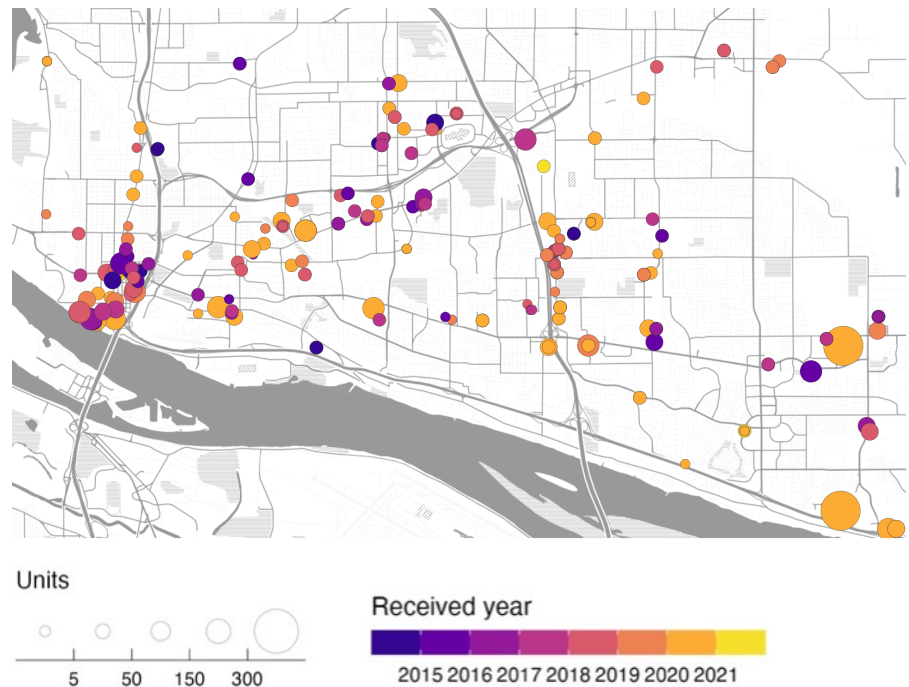
Source: City of Vancouver

Year	Multifamily	Single Family	Total
2019	1432	228	1660
2020	715	353	1068
2021	1690	468	2158
Total	3837	1049	4886
3-year average	1279	349	1628
Share of new units	78.5%	21.5%	

There has been minimal multifamily permitting activity near the Heights over the past six years. Most apartment construction has been concentrated in the downtown area, with some clusters of residential development permit activity along Fourth Plan and I-205.

Exhibit 16. Recent Residential Permitting Activity by Size and Location

Source: City of Vancouver

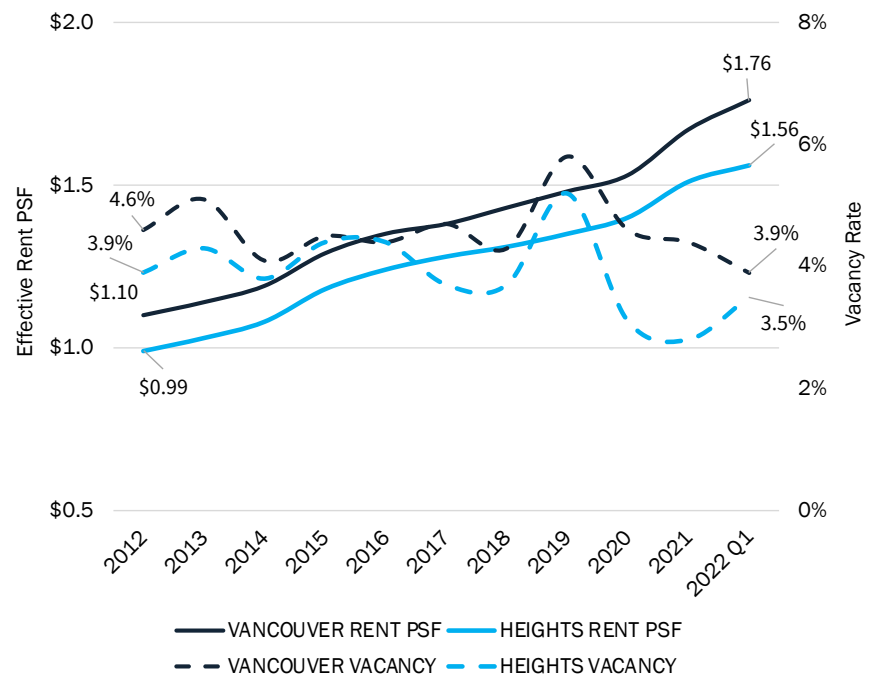


Multifamily rents in the Heights Market Area have risen at a similar rate to Vancouver since 2012, though rents are lower on average in the Heights. Over the 2012 to Q1 2022 period, rents in the Heights Market Area have increased by 58% or about \$0.57 per square foot. Comparatively, Vancouver rents have increased by 60% or about \$0.66 per square foot.

The COVID-19 pandemic has not reduced demand for multifamily in either market area. Since COVID-19, demand for housing has increased in both markets as shown in the relatively low vacancy rate of 3.5% in the Heights Market Area.

Exhibit 17. Multifamily Rent Per Square Foot and Vacancy Rate, the Heights and Vancouver, 2012–2022 Q1

Source: CoStar

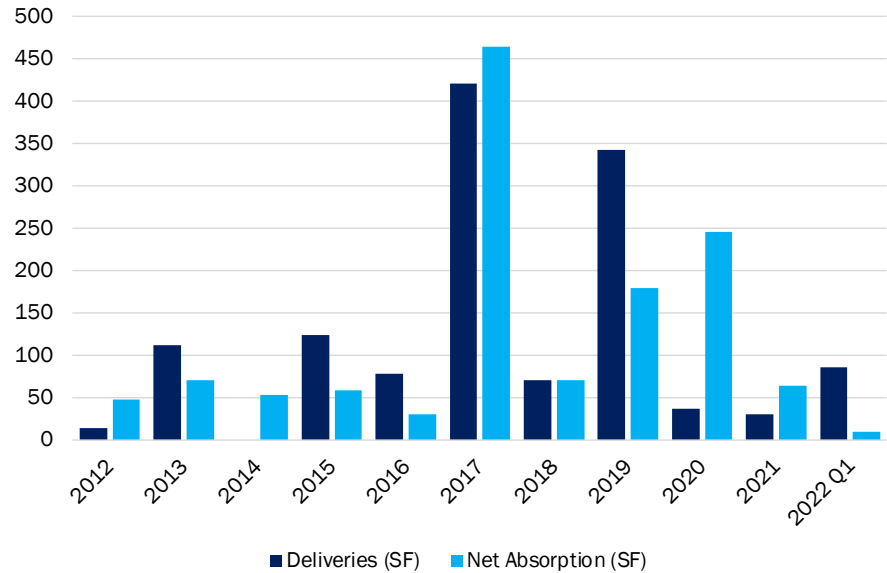


Between 2012 to 2022, a little over 1,300 units have been delivered to the Heights Market Area, while net absorption has remained positive in the past decade.

Net absorption trends indicate that all the new units that have been delivered in the Heights Market Area have been quickly leased up, suggesting a strong demand for rental units in the area.

Exhibit 18. Multifamily Deliveries and Net Absorption, the Heights Greater Market Area, 2011–2022 Q1

Source: CoStar



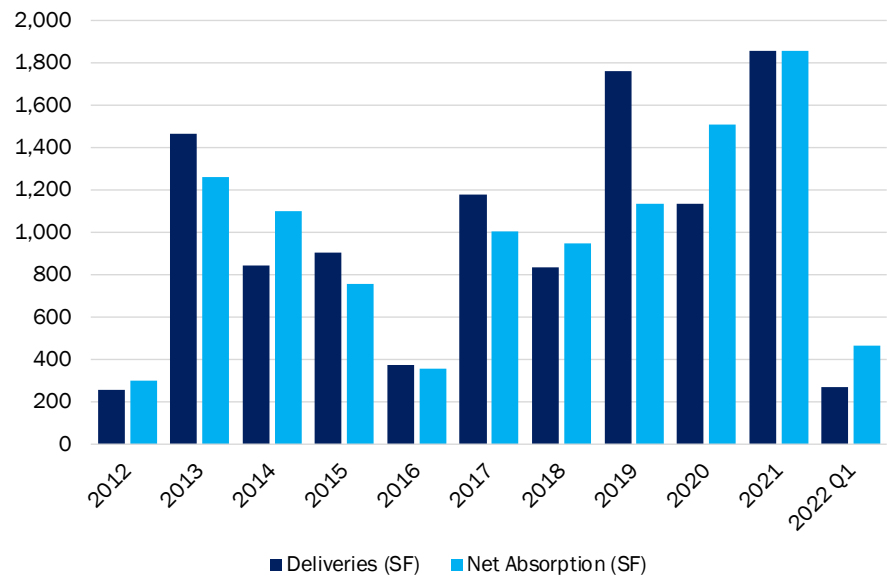
Between 2012 and 2022, a little over 10,886 units have been delivered to the Vancouver market, while net absorption has remained positive in the past decade.

Similarly to what is happening at the local level, strong demand for housing is evident citywide in Vancouver with most of the new units built being leased up very quickly.

This demand is also seen in the relatively low vacancy rate in both the Heights and Vancouver.

Exhibit 19. Multifamily Deliveries and Net Absorption, Vancouver, 2012–2022 Q1

Source: CoStar



Single Family Homes

Single family homes in Vancouver have been selling for an average sale price of about \$530,000 in 2022. RedFin trend data shows that, on average, homes in the Vancouver market sell for about \$50,000 more than in the Heights District.

Compared to the Heights Market Area, Vancouver's housing stock tends to be newer and much larger.

Exhibit 20. Single Family Homes Sold in the City of Vancouver in the Last Year, 2021-2022

Source: RedFin

Vancouver City	# of Homes	Average Price	Average Square Foot	\$/Square Foot	Average Year Built
Single Family Homes	2294	\$ 530,250.25	1,829	\$ 302.87	1983
0/Studio	3	\$ 409,033.33	1,385	\$ 352.00	1960
1-bedroom	10	\$ 437,269.00	1,306	\$ 406.70	1950
2-bedroom	230	\$ 417,629.86	1,172	\$ 374.86	1955
3-bedroom	1333	\$ 480,711.64	1,591	\$ 309.37	1984
4-bedroom	568	\$ 624,559.99	2,316	\$ 270.21	1991
5 or more	150	\$ 794,671.45	3,149	\$ 250.27	1989

In the Heights Market Area, single family homes have been sold for an average sale price of about \$480,000 in 2022.

Single family homes sold in the Heights Market Area tend to be smaller and older, which most often correlates with more affordable sale prices.

Exhibit 21. Single family Homes Sold in the Heights District in the Last Year, 2021-2022

Source: RedFin

Heights District	# of Homes	Average Price	Average Square Foot	\$/Square Foot	Average Year Built
Single Family Homes	568	\$ 479,521.46	1646	\$ 311.78	1966
0/Studio	1	\$ 336,100.00	1,400	\$ 240.00	1961
1-bedroom	4	\$ 314,750.00	1,045	\$ 308.25	1932
2-bedroom	99	\$ 364,447.05	1,026	\$ 375.73	1947
3-bedroom	339	\$ 452,525.55	1,514	\$ 311.59	1968
4-bedroom	101	\$ 653,241.93	2,425	\$ 271.24	1978
5 or more	24	\$ 637,884.88	2,902	\$ 224.92	1976

Townhomes

Sale trends indicate that townhomes offer a much more affordable housing option for homeowners, with sale prices averaging slightly below \$400,000 in 2022 across Vancouver.

Townhomes sold in Vancouver tend to be newer and slightly smaller than the typical single family home sold in the past year.

Exhibit 22. Townhomes Sold in Vancouver (City) in the Last Year, 2021-2022

Source: RedFin

Vancouver City	# of Homes	Average Price	Average Square Foot	\$/Square Foot	Average Year Built
Townhomes	240	\$ 393,926.96	1,548	\$ 257.43	2010
2-bedroom	41	\$ 362,159.88	1,327	\$ 276.20	2007
3-bedroom	191	\$ 395,544.58	1,574	\$ 253.48	2011
4-bedroom	7	\$ 497,842.86	1,952	\$ 258.43	1999
6-bedroom	1	\$ 660,000.00	2,804	\$ 235.00	2003

According to Redfin, the townhomes sold in the Heights Market Area are the most affordable housing options to purchase in 2022.

In the past year, townhomes in the Heights Market Area have sold for about \$360,000 and tend to be smaller and older than the townhomes that have been sold in Vancouver.

Exhibit 23. Townhomes Sold in the Heights District in the Last Year, 2021-2022

Source: RedFin

Heights District	# of Homes	Average Price	Average Square Foot	\$/Square Foot	Average Year Built
Townhomes	56	\$ 358,282.14	1477	\$ 249.70	1999
2-bedroom	15	\$ 328,520.00	1,181	\$ 282.53	1996
3-bedroom	39	\$ 364,207.69	1,562	\$ 238.13	2001
4-bedroom	2	\$ 465,950.00	2,061	\$ 229.00	1984

Commercial

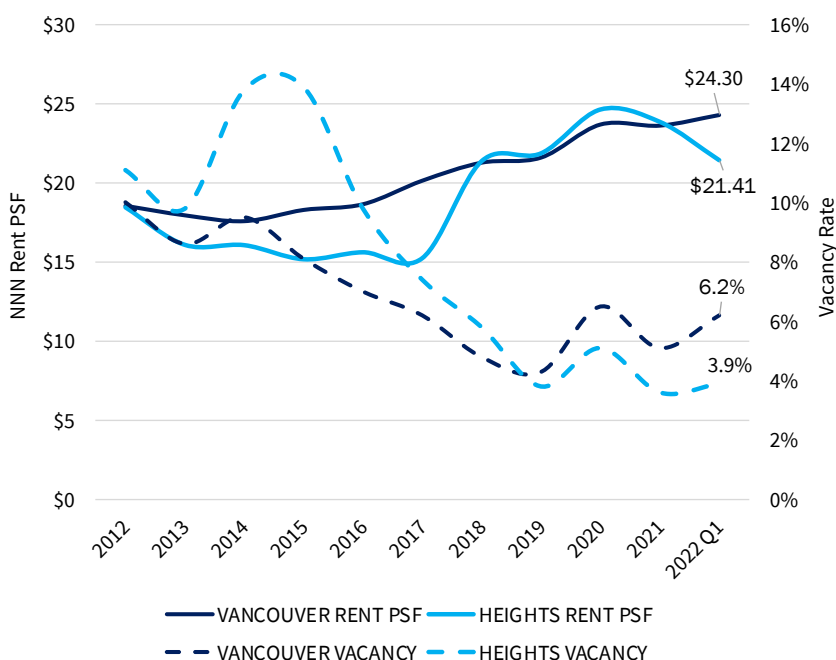
Office

Since 2012, office rents in the Heights Market Area have risen by 16% or about \$2.98 per square foot. Rents in Vancouver have risen at a faster rate of about 31% or \$5.74 per square foot.

Vacancy rates in both the Heights Market Area and Vancouver have been declining since 2015, with the exception of an increase in 2020 due to COVID-19. Both the Heights and the City have seen another slight increase in vacancy rates since 2021, with the Heights at 4 percent vacancy as of 2022 Q1.

Exhibit 24. Office Rent per Square Foot and Vacancy Rate, the Heights and Vancouver, 2012–2022 Q1

Source: CoStar

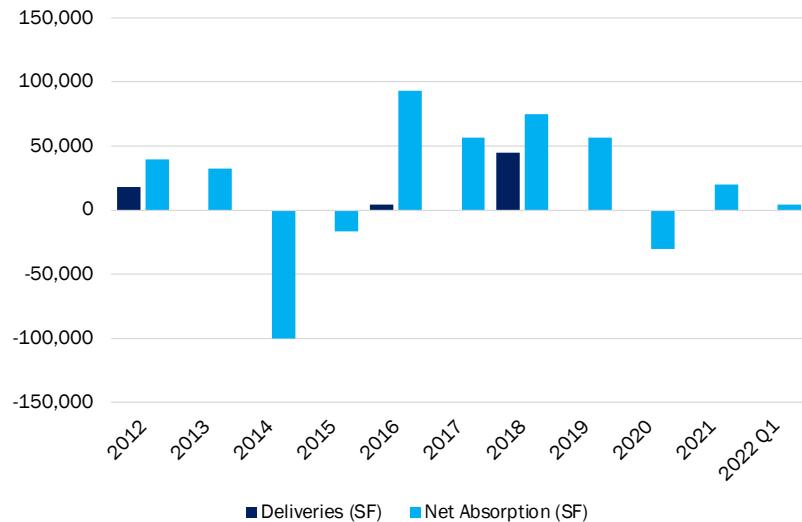


The Heights Market Area has a vacancy rate of 3.9%, which indicates a healthy market.

Within the Heights Market Area, 68,000 square feet of new office space has been built since 2012. Net absorption has been mostly positive with several large vacancies in 2014, 2015, and 2020.

Exhibit 25. Office Deliveries and Net Absorption, the Heights, 2011–2022 Q1

Source: CoStar

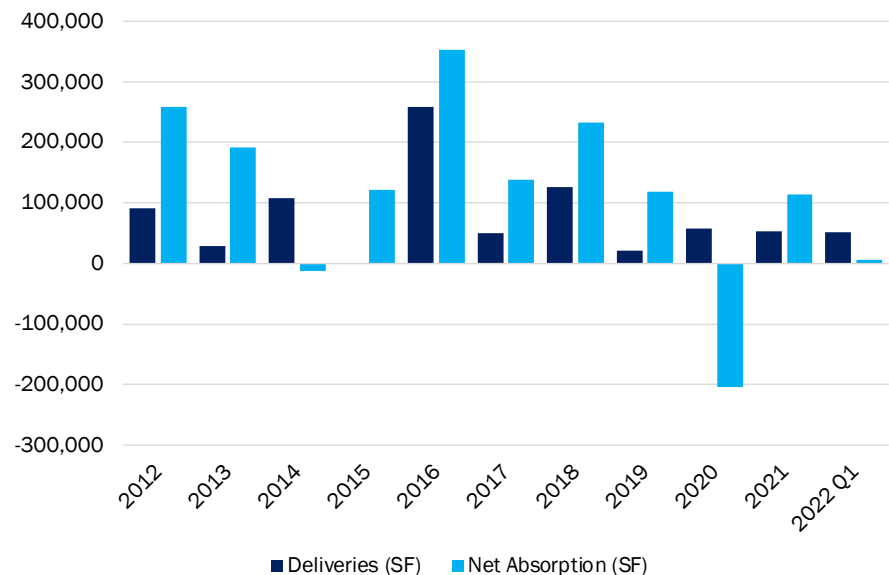


Overall, Vancouver has had a robust office market fueled by strong rent growth and new office space. Since 2012, Vancouver has experienced a positive net absorption, except for 2020.

Since 2012, 845,000 square feet of office space has been built in Vancouver.

Exhibit 26. Office Deliveries and Net Absorption, Vancouver, 2012–2022 Q1

Source: CoStar



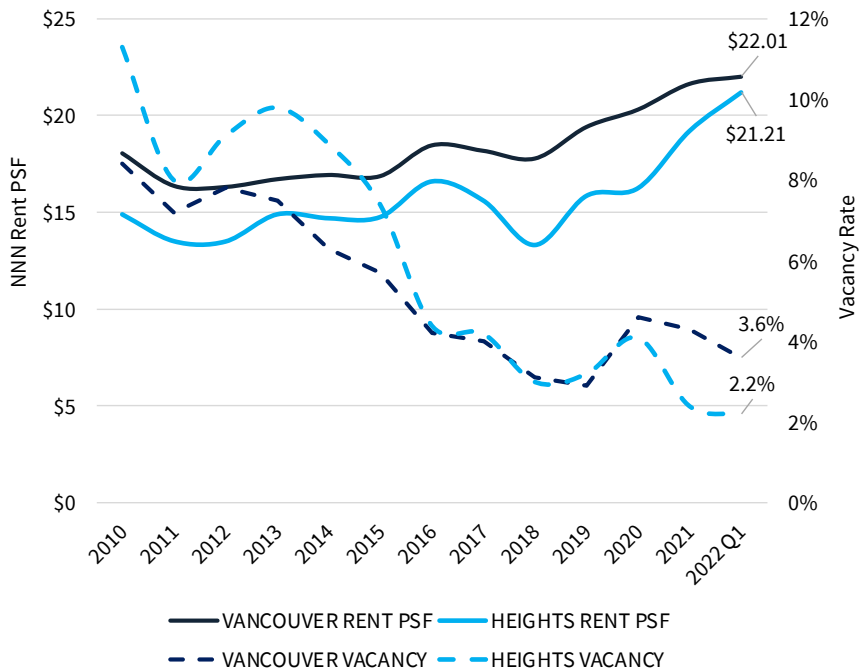
Retail

Retail rents in the Heights Market Area have been consistently lower than in Vancouver as a whole since 2010, though that gap has narrowed over the past two years. Over the 2012 to Q1 2022 period, rents in the Heights Market Area have increased by 57% or about \$7.74 per square foot. Comparatively, Vancouver rents have increased by 35% or about \$5.70 per square foot.

Overall, vacancy rates have declined since 2013, except for an increase in 2020 due to COVID-19. Rates have declined since 2020 to 2.2% in the Heights and 3.6% in Vancouver.

Exhibit 27. Retail Rent per Square Foot and Vacancy Rate, the Heights and Vancouver, 2010–2022 Q1

Source: CoStar

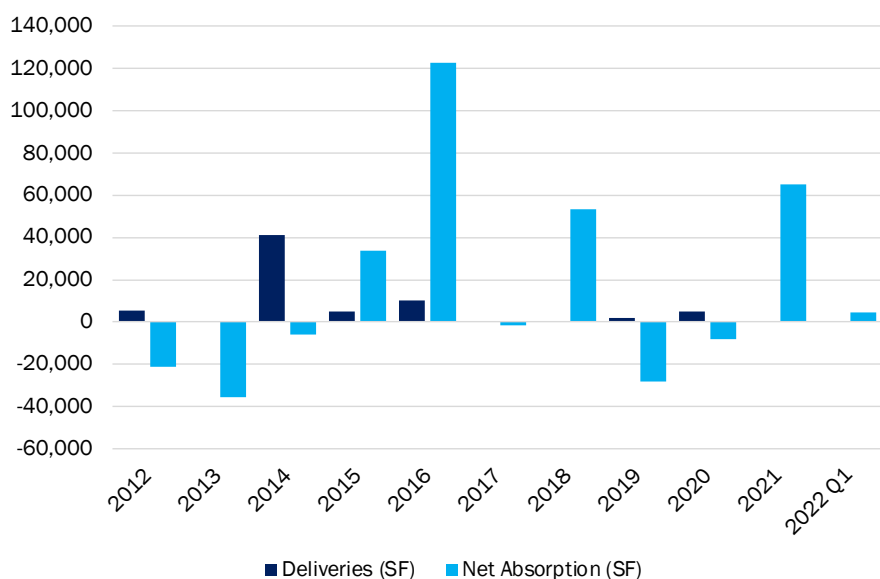


Since 2012, net absorption in the Heights Market Area has fluctuated between positive and negative over the years, but generally there has been large positive net absorption in the area.

Overall, 68,500 square feet of new retail space has been built in the Heights Market Area since 2012.

Exhibit 28. Retail Deliveries and Net Absorption, the Heights, 2012–2022 Q1

Source: CoStar

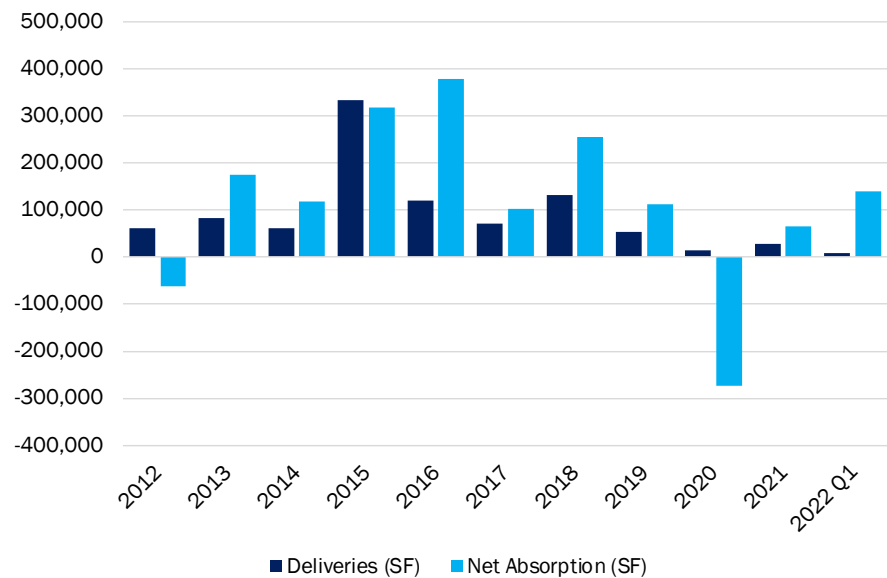


Net absorption has mostly been positive in Vancouver except for a few vacancies in 2012 and 2020.

Since 2012, almost 1,000,000 square feet of new retail space has been built in Vancouver. Most of this retail space was built between 2012 and 2018.

Exhibit 29. Retail Deliveries and Net Absorption, the Heights and Vancouver, 2012–2022 Q1

Source: CoStar



Retail Market Potential

ECONW conducted a retail leakage analysis using Claritas data to understand local spending and supply and demand. Retail “leakage” occurs when residents do not have competitive opportunities to purchase goods locally and must travel outside the market (or purchase online) to find desired products. The retail gap represents the difference between demand and supply within the specified trade area. A positive value represents leakage of retail opportunity outside the trade area. A negative value represents a surplus of retail sales, a market where customers are drawn in from outside the trade area. It is also important to note that while the retail demand sales estimates indicate that Vancouver as a whole is under-retailed, this is occurring in the context of cross-state tax structures that drive consumer expenditures across the Columbia River into Multnomah County where there is no sales tax.

While there is broad retail leakage occurring in the Heights Market Area, this analysis is focused on demand for retail and service categories that are consistent with the vision of neighborhood and community-serving uses as identified in the Heights District Master Plan. These retail and service categories are identified in Exhibit 30 below, along with summarized retail leakage in the Heights, the Heights Greater Market Area, and the City of Vancouver for each category. For the purposes of this analysis, the retail demand and leakage for the Heights Greater Market Area represents the most likely geography of demand to understand how future development of the Heights can include retail components that serve the broader communities in and adjacent to the District.

Exhibit 30. Summary of Retail Leakage by 3-Digit NAICS, the Heights and Comparison Geographies, 2022

Source: Claritas Retail Market Power Report

	The Heights	The Heights Greater Market Area	Vancouver (City)
Clothing and clothing accessories stores	\$516,537	\$27,400,933	\$57,101,253
Building material and garden equipment	\$440,815	\$20,737,227	\$50,300,679
Food services and drinking places	\$298,246	\$35,734,147	-\$3,142,343
Furniture and home furnishings stores	\$289,100	\$17,257,082	\$25,707,448
Electronics and appliance stores	\$180,973	\$12,697,173	\$29,969,700
Sporting goods, hobby, book, and music	-\$90,930	\$9,969,193	\$8,841,459
General merchandise stores	\$843,735		
Health and personal care stores	-\$226,904	\$32,033,813	\$62,535,011
Food and beverage stores	-\$4,231,284	-\$5,791,291	-\$17,201,586

The retail demand and retail leakage data from Exhibit 30 was used as an input to understand how retail leakage and demand within the Market Area could be captured by future retail spaces within the Heights District. Additionally, it was used to understand how much potential square footage of retail for each category could be supported by the current unmet demand. This analysis of the demand for retail square footage indicates that there could be demand for nearly 300,000 square feet of retail and service space within the broader Heights District. The highest retail categories of square footage demand for the Heights are food service and drinking places (restaurants, taprooms, wineries, bars) with about 77,000 square feet of demand and health and personal care with about 91,000 square feet of demand. Additionally, there is demand for a broad range of retail uses that could be programmed in a way to support locally owned and neighborhood-serving businesses. This analysis also indicates that there is likely not sufficient demand for a new grocery store or a larger-format general merchandise store. This analysis indicates that there is sufficient demand for retail and services to support the 56,000 square feet of commercial space identified in the proposed development program of the Heights District Master Plan.

Exhibit 31. Potential Retail Space Demand by 3-Digit NAICS, the Heights Market Greater Market Area

Source: Claritas Retail Market Power Report, ECONorthwest analysis

Retail Store Type	Heights Market Area Retail Leakage	Heights Market Area Demand Square Feet
Furniture & Home Furnishings	\$17,257,082	6,091
Electronics & Appliances	\$12,697,173	28,216
Clothing & Clothing Accessories	\$27,400,993	18,267
Health and Personal Care	\$32,033,813	91,525
Sporting Goods, Hobby, Books & Music	\$9,969,193	13,292
Food and Beverage	-\$5,791,291	
General Merchandise	-\$25,730,759	
Building Materials and Home Improvement	\$20,737,227	60,484
Food Services & Drinking Places	\$35,734,147	77,424
Total	\$155,829,628	295,299

4. Future Housing Needs

Observed population growth in Vancouver has continued to exceed prior population forecasts. The 2011-2030 Vancouver Comprehensive Plan forecast an annual average population growth of 1.17 percent.¹ However, observed population growth over this period of time indicates that the average annual population growth since 2010 has actually grown at 1.68 percent annually, a large increase above planned growth. This population growth has led to an increasingly strong demand for housing in the Vancouver market that shows no signs of slowing down in the near term, as Vancouver continues to capture a larger share of Portland-Vancouver region population growth and residential development.

Given that the observed changes in population and household growth have far exceeded the previous adopted forecast from the 2011-2030 Vancouver Comprehensive Plan, and that community conversations about updating the long-range vision for the update to the Vancouver Comprehensive Plan will be getting underway in 2023, this analysis has used a draft estimate of a potential refined housing need forecast based on updated population estimates from the Washington Office of Financial Management. This interim estimate of household needs across Vancouver is helpful to understand how housing targets in the Heights District

¹https://www.cityofvancouver.us/sites/default/files/fileattachments/community_and_economic_development/page/874/vancouver_comprehensive_plan_2011-2030_august_2021_update.pdf

relate to potential future demand for housing across the City of Vancouver. The interim population and household forecast conducted for this analysis indicates that Vancouver could reasonably see an additional 77,000 people and 32,000 new households in Vancouver from 2020-2040.

Exhibit 32. Interim Population and Household Forecast

Source: OFM Population Estimates, ECONorthwest Analysis

Year	Population	Households
2020	190,915	79,513
2042	268,000	111,618
Change 2020 to 2042		
Number	77,085	32,105
Percent	40%	40%
AAGR	1.55%	1.55%

The Future Land Use Scenario from the Heights District Plan identified an additional 1,800 new residential units that are planned for the District across all redevelopment areas (Exhibit 32). These 1,800 new units represent only 5.6% of the potential future housing units identified in the interim population and households forecast, a share that should easily be achievable given both strong market dynamics as well as the public investment in infrastructure across the district.

Exhibit 33. Heights District Plan Future Land Use Scenario

Source: City of Vancouver

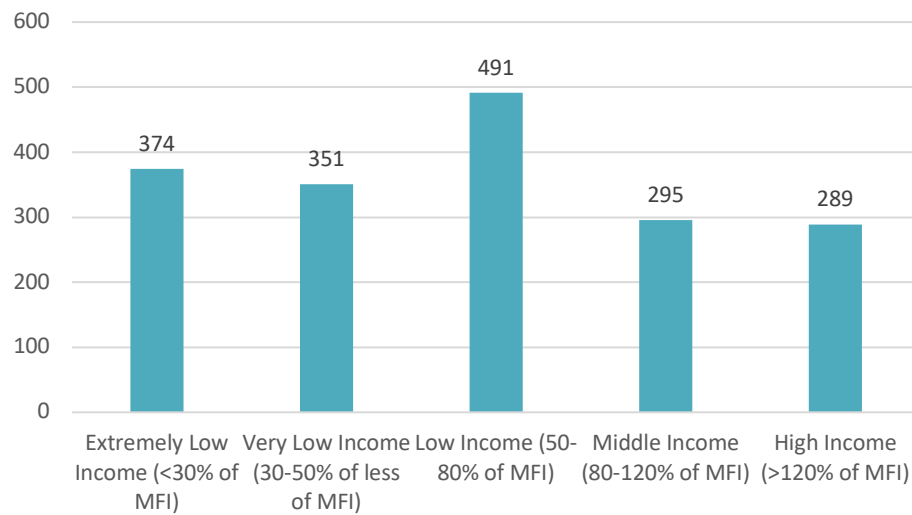


Of the 1,800 new units planned for the Heights District, there will need to be thoughtful consideration of how this housing can meet the housing affordability needs of future residents in the area. Using the current household income distribution of the City of Vancouver as a

whole, the following breakdown of units by income level could be needed in the Heights if the District were to have housing that reflects that current income distribution of Vancouver households today.

Exhibit 34. Interim Population and Household Forecast

Source: OFM Population Forecast, US Census Bureau, ECONorthwest Analysis



5. Next Steps

This market analysis shows that there are two divergent trends that are likely to shape the future in the Heights. First, there is growing market demand for residential and commercial uses in the Heights; rents and home sales prices are on the rise; higher-income households and families are moving into the area; and there is a strong demand for additional retail and services in the area.

At the same time, there is a growing share of people of color in the Heights and an increasing share of cost-burdened renters citywide, with black and Hispanic residents showing disproportionate cost burden rates. There is a strong need for more affordable housing types in the Heights to meet the forecasted needs of Vancouver residents.

These trends have policy implications as the City plans for development in the Heights. As this area develops, the observed market demand has the potential to increase displacement pressures on existing residents and businesses. This suggests the need to implement strategies to stabilize existing residents and businesses before development occurs. Additionally, there is a need to plan for and promote affordable housing development to meet the forecasted needs of residents at a range of income types.

The next steps in the Equitable Development Plan will help assess the most impactful and feasible strategies to meet the needs of current and future residents and businesses in the Heights. ECONW will evaluate various policies, projects, and programs to promote community stabilization, affordable housing, and equitable economic development opportunities in the Heights. We will gather community input and evaluate best practices and case studies on equitable development strategies and analyze feasibility of strategies in the context of the Heights. This information will be synthesized into a final report that will include recommendations for implementation strategies, programmatic investments, and development proposal evaluation criteria.

10/23/2023

RESOLUTION NO. M- [Resolution Number]

A RESOLUTION relating to the adoption of the Heights Equitable Development Plan (“Plan”) and authorizing the City Manager to implement the Plan.

WHEREAS, the Heights District Plan adopted by City Council in August 2020 set forth equitable development goals, and

WHEREAS, as part of the implementation of the Heights District Plan an equitable development plan was developed to set a framework for how the City can achieve the goals and vision set in the Heights District Plan, and

WHEREAS, the Plan was developed with the input of the community, and

WHEREAS, the Plan provides a citywide policy framework to inform how the City responds to existing displacement pressures and incorporates anti-displacement strategies and equity into any public investments, including redevelopment by maximizing the benefits of new development for the community and minimizing negative impacts of new development on existing businesses and lower-income residents.

NOW, THEREFORE,

BE IT RESOLVED BY THE CITY OF VANCOUVER:

Section 1. The City Council hereby adopts the Heights Equitable Development Plan and authorizes the City Manager on behalf of the City to implement the Heights Equitable Development Plan attached hereto as Exhibit “A”.

RESOLUTION - 1

ADOPTED at a Regular Meeting of the Vancouver City Council this _____, of _____, 2023.

Anne McEnerny-Ogle, Mayor

Attest:

Natasha Ramras, City Clerk

Approved as to form:

Jonathan Young, Acting City Attorney

RESOLUTION - 2

Heights Equitable Development Strategy

Best Practices and Case Study Review

December 7, 2022

Prepared for: City of Vancouver

Draft Report

ECONorthwest

ECONOMICS • FINANCE • PLANNING

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1. Introduction

Purpose

ECONorthwest is working with the City of Vancouver to prepare an Equitable Development Strategy for the Heights District, which will identify strategies to minimize negative impacts on existing businesses and lower-income residents and ensure the new Heights District development benefits the entire community. Equitable development goals for the plan area and surrounding neighborhoods include:

- Provide housing for people and families at all income levels
- Retain and attract locally owned businesses
- Create opportunities for business owners from historically marginalized groups
- Support the creation of new businesses, which can meet the needs of local residents
- Offer a variety of employment opportunities that pay a living wage and are accessible to Vancouver residents from a range of educational and professional training backgrounds
- Connect residents to community services and amenities that benefit all ages and income groups

This Best Practices and Case Study document has been prepared to inform the recommendations for the Heights District Equitable Development Strategy. This document summarizes the takeaways from ECONorthwest's anti-displacement and equitable development research. This research aimed to gather both broad national strategies and local, community-informed strategies for the City of Vancouver to consider in the next phases of their Heights Equitable Development project and other City-led redevelopment projects. To build off past community feedback and be mindful of this project's potential impact on adjacent neighborhoods, this report incorporates relevant recommendations from *Reside Vancouver*, *Fourth Plain Forward*, and the *Heights District Report*.

The strategies within this report are organized into two broad categories: (1) **anti-displacement and community stabilization strategies** and (2) **equitable development and public benefits**. Stabilization strategies include policies, programs, and tools that support the stabilization of existing households, businesses, and service providers. Equitable development and public benefit strategies aim to deliver public amenities that benefit the community, such as affordable housing, public facilities, and commercial spaces for local businesses.

This report includes six case studies that explore innovative anti-displacement and equitable development strategies, including land banking, shared equity models, and alternative residential and commercial ownership structures. This report highlights the outcomes and lessons learned from the following case studies:

- (1) C-Street Co-Op in Springfield, OR,
- (2) NorthEast Investment Cooperative in Minneapolis, MN,
- (3) Mercy Corps East Portland Community Investment Trust in Portland, OR,
- (4) Pike Place Market Preservation & Development Authority in Seattle, WA,
- (5) Casa Qui Neighborhood Business Incubator in Forest Grove, OR, and
- (6) 10th and Yamhill Master Leasing in Portland, OR.

In this report, ECONorthwest uses the findings from the literature review, case studies, and review of past city community feedback to identify a range of potential strategies the City of Vancouver could implement in the Heights, or citywide, to advance the City's equitable development goals for the plan area. The findings from this report will be synthesized into a final report with findings from other tasks in this project, including the market analysis, feasibility analysis, and community engagement. The final report will include context-specific recommendations for implementation strategies, programmatic investments, and development proposal evaluation criteria for the Heights District Plan Area.

Structure of This Report

This document consists of several sections:

- **Literature Review.** Section 2 describes current trends, research, and findings on equitable development and anti-displacement strategies.
- **Summary of Potential Equitable Development and Anti-Displacement Strategies.** Section 3 provides a summary of potential strategies to support the City's goals for the Heights District. Strategies are categorized by whether they provide support for affordable housing or businesses. Select strategies include case studies that provide insight into a program's funding, governance, impact, or legal structure.
- **Preliminary Evaluation of Strategies.** Section 4 provides a summary of findings for the potential strategies considered in this report.

2. Literature Review

Heights Equitable Development Project

ECONorthwest conducted a literature review of trends and best practices in anti-displacement strategies and equitable development. This research aimed to gather both broad national strategies and local, community-informed strategies. There is limited academic research on the effectiveness of anti-displacement, community stabilization, and equitable development strategies and programs. There is, however, an emerging acknowledgement and community-generated enthusiasm of what might be the most effective programs and strategies that could yield desired results at the neighborhood and district level. This section summarizes some of the high-level findings of this literature review, which can be used to guide thinking around the development and implementation of the Heights Equitable Development Strategy.

What Is Equitable Development?

Community development is the process of spurring positive change such as growth of the physical, environmental, social, economic, and demographic aspects of a community, often in neglected areas. Equitable development, at its core, is community development done purposefully with and for the benefit of all its community members, particularly those who have been marginalized by past and current policies and structures. This can be accomplished in multiple ways, including:

- power sharing in the form of community input and/or shared decision-making on what improvements the area receives,
- employing wealth-creation strategies that distribute the gains of neighborhood revitalization more broadly, and
- value capture strategies that generate revenue to fund other affordable housing and affordable commercial or anti-displacement strategies.

Local municipalities aiming to develop equitably are invested in improving the overall quality of life of their entire communities, centering those most historically marginalized. This means improving the conditions in which people are born, grow, live, work, and age.¹ The affordability of available housing, quality of education and childcare, range of living-wage employment, health of the environment, and accessibility of transportation and health services are all common metrics that determine one's quality of life.² Therefore, equitable development

¹ "Social Determinants of Health," World Health Organization, 2020, <https://www.who.int/teams/social-determinants-of-health>, See also "Social Determinants of Health," Centers for Disease Control and Prevention, <https://www.cdc.gov/about/sdoh/index.html>.

² Ryan Curren et al., *Equitable Development as a Tool to Advance Racial Equity*, (Government Alliance on Race & Equity, 2015), 5.

includes public and private investments, programs, and policies in neighborhoods that meet the needs of residents and reduce class and racial disparities.³

According to Government Alliance on Race and Equity (GARE),⁴ guiding principles of equitable development include:

- Meaningful decision-making and policymaking led and informed by the community
- Localized strategy and contextualization of strategies
- Preservation of affordable housing and commercial properties
- Expansion of accessible and affordable public transportation
- Promotion of environmental justice
- Prevention of displacement
- Increase economic opportunities

Emerging literature suggests that a key to equitable development is increasing reliable avenues toward *localized community ownership* or *shared equity models*, where residents at all income levels are provided opportunities to invest and share in the profits of existing and future development.⁵ While shared equity and community ownership techniques differ in important ways, they all aim to leverage the benefits of the market while protecting historically marginalized residents and businesses from increasing market pressures. In this way, gains typically realized only by those wealthy enough to own homes or invest in commercial development may be realized by a broader cross-section of the community.

For example, some shared equity strategies such as community land trusts buy property and disaggregate land ownership (held by the land trust) from ownership of the structure (owned by the resident). This enables lower-income households to own their own homes and build equity while maintaining long-term affordability for future community members with the help of deed-restricted covenants, which restrict resale prices.⁶ Community ownership models such as limited equity cooperatives and community investment trusts afford residents the opportunity to purchase shares in a residential or commercial development and build (restricted) equity.⁷ Each of these strategies seeks to increase the stability of community members and enable them to benefit from the rise in neighborhood property value while preserving the long-term opportunities for future community members.

³ Ibid.

⁴ Curren et al., [Equitable Development as a Tool to Advance Racial Equity](#), 8.

⁵ Karen Chapple and Anastasia Loukaitou-Sideris, [White Paper on Anti-Displacement Strategy Effectiveness](#) (California: California Air Resources Board, 2021), 13.

⁶ [Deed-restricted homeownership](#),” Local Housing Solutions, n.d.

⁷ Chapple and Loukaitou-Sideris, [White Paper on Anti-Displacement Strategy Effectiveness](#), 58.

What Is Anti-Displacement?

Preventing displacement is fundamental to the concept of equitable development. Residents who are priced out due to rising property values, which lead to increases in rent and taxes, or who are involuntarily displaced through acquisition and redevelopment of their homes are often the ones who bear the negative consequences of development. This also includes economic and cultural displacement caused by dramatically changed environments that are no longer reflective of, or responsive to, the needs of community members.

Studies show that marginalized communities are the most negatively impacted by inequitable development and are the first to be displaced.⁸ Therefore, it is important for cities to establish short- and long-term anti-displacement investments, policies, and protections that aim to support stabilization and reduce and/or prevent the involuntary removal of existing households, businesses, and service providers.⁹ This is particularly true when a city is actively investing in a neglected community where vulnerable community members reside, receive services, and operate small locally serving businesses.

Instituting a mix of responsive and preventative anti-displacement strategies is especially prudent for cities like Vancouver that are anticipating significant public and private investment and development. These anti-displacement strategies can range from short-term emergency rental assistance to long-term strategies such as affordable housing preservation, Individual Development Accounts (IDAs), affordable childcare, and down payment assistance.

Any equitable approach to development must address the two major obstacles, including 1) involuntary economic and cultural displacement of lower-income communities and communities of color and 2) lower-income communities of color having inequitable access to the key determinants of one's quality of life.¹⁰ In this way, equitable development and anti-displacement strategies mutually enforce one another.

⁸ Danyelle Solomon, Conner Maxwell, and Abril Castro, [Systemic Inequality: Displacement, Exclusion, and Segregation](#) (Center of American Progress, 2019)

⁹ Curren et al., [Equitable Development as a Tool to Advance Racial Equity](#), 5.

¹⁰ Ibid.

3. Potential Equitable Development and Anti-Displacement Strategies

The following strategies are a list of potential strategies that could consider implementing in the Heights or citywide, depending on resource availability and capacity of local partners, to advance the City's equitable development goals for the plan area. Because equitable development seeks to ensure affected community members influence what happens in their community and how it happens to them, ECONorthwest's initial search for specific anti-displacement and equitable development strategies began with reviewing recommendations from past Vancouver engagement efforts, including Fourth Plain Forward, the Heights District Report, and Reside Vancouver (see Appendix 1). ECONorthwest supplemented this list with research on local and national trends and best practices in equitable development.

Strategies are grouped by whether they provide support for affordable housing or businesses. Each strategy includes a brief description and is categorized as one or both of the following:

- **Anti-Displacement** - strategies that have the potential to prevent or mitigate displacement of existing businesses and residents in or around the plan area.
- **Equitable Development** - strategies that have the potential to provide new economic opportunities or affordable housing through new development and investment within the Heights District Plan Area.

3.1. Potential Affordable Housing Strategies

The affordable housing strategies include ongoing and new policy, program, and funding resource opportunities that can help build a more robust web of short- and long-term investments to preserve housing affordability, increase avenues to homeownership, and mitigate the potential negative impacts of new development.

HOUSING STRATEGIES	Anti-Displacement	Equitable Development
Funding to Support Affordable Housing Development – funding to partner organizations to support the development of regulated affordable housing units		✓
Land Acquisition and Management Strategy – plan and funding for acquisition of land and/or buildings to advance affordable housing development goals	✓	✓

Multifamily Tax Exemption Program (MFTE) – provides 8, 12, and 20-year property tax exemptions to incentivize multifamily housing development ¹¹		✓
Development Agreements – use legal agreements for public-private partnerships to meet housing goals, including: ▪ Create diversity in housing types ▪ Ensure affordable housing is sited and integrated appropriately with market-rate housing ▪ Provide mixed-income housing affordable to people at a variety of income levels		✓
Code and Design Guidelines – require universal design and other accessibility criteria for streets, sidewalks, parks, and commercial areas		✓
Right of First Refusal (ROFR) – policies that help preserve existing affordable housing by legally providing tenants the first right to purchase a rental building once placed for sale	✓	
Emergency Rental Assistance – direct payment to landlord to assist residents with paying rent to remain housed; this is particularly useful when bridging a short-term inability to pay or when paired with long-term voucher or other mechanism to ensure long-term stability (such as tenancy in a regulated affordable home)	✓	
Anti-Displacement Impact Assessment – require developers and public agencies to create and utilize an anti-displacement equity lens to analyze how proposed developments, zoning changes, public investments, or infrastructure projects could impact communities	✓	
Rental Registration Program – Create city database of all rental properties	✓	
Home Repair Loans and Grants – funding to stabilize and assist low- and moderate-income homeowners by making improvements to their homes	✓	
Community Land Trust (CLT) – shared equity model that helps ensure long-term affordability through deed restrictions that require a portion of equity to be reinvested as subsidy to reduce the sale price for future buyers	✓	
Limited Equity Cooperative (LEC) – a shared equity, member-run cooperative organization that limits the equity homeowners can accumulate and preserves long-term affordability for current and future lower-income households	✓	✓

¹¹“[Multi-Family Housing Property Tax Exemption Program](#),” Washington State Department of Commerce, updated 2022.

Deed-Restricted Homeownership – additional clauses on property titles that ensure long-term affordability for lower-income homebuyers	✓	
Conservation & Utilities Assistance – grants and tax rebates that help reduce energy consumption in homes of residents who are lower income and offset or reduce utility costs	✓	
Tenant Protection Enhancements - expand legal protections and assistance for renters to reduce and mitigate high costs of displacement	✓	

Housing Stabilization Program Research

While many of the strategies included in the section above are relatively straightforward, some of the potential activities are lesser understood or more complex. This section includes details on these novel or complicated strategies for the City of Vancouver’s review and consideration. Each strategy includes a description overview, their strengths and challenges, and the City’s expected role. Select strategies are paired with a case study to model how such a strategy has been applied either regionally or nationally and provide insight into a program’s potential funding, governance, impact, or legal structure.

Community Land Trust

Community Land Trust (CLT) is a shared equity model that helps ensure long-term affordability through **deed restrictions** that require a portion of equity to be reinvested as subsidy to reduce the sale price for future buyers, who are often families between 80% and 120% AMI.¹²

How It Works:

A community land trust (CLT) is a nonprofit organization that purchases land and places deed restrictions with the goal to increase commercial or residential affordability for lower-income communities. Residential CLTs are the most popular, providing households often at 120% AMI or below with opportunities to purchase affordable houses. This affordability is ensured through three main factors:

1. Households buy the house and lease the underlying land through a long-term (often 99-year) lease
2. A deed restriction is placed on the title to limit who can buy the property and to cap the resale price to ensure affordability for future buyers
3. A portion of the equity is reinvested into the property to subsidize resale price for future buyers¹³

CLTs usually have a three-leg organizational leadership structure, with representatives from each group below representing about a third of the organization.

1. Residents living/leasing property on CLT land
2. Public representatives
3. Community members¹⁴

¹² Chapple and Loukaitou-Sideris, [White Paper on Anti-Displacement Strategy Effectiveness](#), 58-60.

¹³ Ibid, 13., See also “[Commercial Community Land Trust](#),” Anti-Displacement Network, 2022.

¹⁴ “[Introduction to Community Land Trusts](#),” Burlington Associates In Community Development, 2012.

There is one Vancouver-based CLT ([Evergreen Habitat for Humanity](#)) and a Portland-based CLT ([Proud Ground](#)).

Example of funding sources for CLT-LECs include housing trust funds, silent loans from a municipality, HUD-SHOP forgivable loans, CDFI loan funds, CDBG funds, IDAs, etc.¹⁵

Strengths/ Opportunities	▪ Dual ownership between CLT and homebuyer ▪ Ensure permanently affordable residential or commercial property (99 years) ▪ Allow households to build equity from improvements while ensuring affordable resale price (e.g., homeowners keep 25% equity, 75% reinvested to subsidize future buyers) ▪ Residential and community ownership through nonprofit leadership structure
Challenges/ Limitations	▪ Require significant capital to acquire land and rehabilitate properties ▪ Often do not benefit households at 60% AMI or below ▪ Unsure of potential impact of housing prices adjacent to CLT-owned housing¹⁶
City's Role/s	▪ Acquire abandoned or tax delinquent properties and develop land banks¹⁷ ▪ Supply funding to subsidize initial sale price or leasing price ▪ Institute policy on deed restrictions to ensure buyers of 60% AMI or lower are prioritized for CLT-owned housing ▪ Provide educational materials to support cultural shift around CLTs

Limited Equity Cooperative

Limited equity cooperative is a shared equity model that is a member-run cooperative organization limiting the equity homeowners can accumulate, thereby preserving long-term affordability for current and future lower-income households.¹⁸

How It Works:

A limited equity cooperative (LEC) is a residential or commercial model where residents buy a share in a development (instead of an individual unit) and agree to a formula to determine a resale price that helps maintain affordable long-term buy-in costs. The buy-in costs help cover housing and operating expenses.

Residents who purchase a share may live within the LEC property or unit. While residents do not own property (or a unit) in a traditional sense, they accrue equity they can sell based on the predetermined resale share price, thus gaining access to a key benefit of homeownership.

Often LECs will either take on an existing building/house and pay for rehabilitation costs or build a brand-new development like C-Street Co-Op. However, given the potential cost impacts of both rehab and new construction, it is important for projects to consider what is more feasible: rehabilitating an existing building or starting from a blank slate. Additionally, while some LECs can be feasible with a small number of units, such as 20 and below, many LECs often suggest greater feasibility with 30 to 50-unit LECs. Therefore, the cost of developing/managing a 30 to 50-unit LEC should be weighed with the potential subsidies/funding available to ensure feasibility.

¹⁵Meagan Ehlenz, [Limited Equity Co-Ops by Community Land Trusts](#) (National Community Land Trust Network, 2013)

¹⁶ Chapple and Loukaitou-Sideris, [White Paper on Anti-Displacement Strategy Effectiveness](#), 59.

¹⁷ Ibid, 13.

¹⁸ Ibid, 58.

The formation of an LEC does not require a CLT; however, in literature, LECs that partner with CLTs are more successful as they also own the land underneath the LEC (ensuring permanent affordability with deed restrictions) and take on the administrative burden (see C-Street Co-Op Case Study). Many LECs are formed through tenant organizing (via right of first refusal), converting their apartment building into an LEC, and buying shares. Literature shows that LECs are more successful when there is existing high tenant engagement.

Example funding sources for LECs include housing trust funds, silent loans from a municipality, HUD-SHOP forgivable loans, CDFI loan funds, CDBG funds, IDAs, etc.¹⁹

Strengths / Opportunities	▪ Enable residents to build equity (unlike renting) ▪ Ensure long-term affordability through restricted equity on resale ▪ Provide residents greater control over their homes ▪ Increased affordability and stability through CLT-owned LECs (See C-Street Co-Op Case Study) ▪ Greater LEC uptake and success with first right of refusal policies²⁰ ▪ LECs more viable when community members are open to apartment-style living²¹
Challenges/ Limitations	▪ Buy-in costs can cause cost burden for some tenants ▪ Often benefit households between 80% and 120% AMI ▪ Require significant coordination, strong community volunteering capacity, and coordinated tenant action ▪ Construction/rehabilitation of LECs require significant capital ▪ While some LECs can be financially viable with 10 or fewer units, many LECs require 20-40 units to be financially feasible ▪ More common in other parts of the US, but gaining traction in Pacific Northwest²²
City's Role/s	▪ Supply funding to subsidize LEC buy-in costs ▪ Supply funding to help LEC acquire land/properties (with help of CLT) ▪ Provide educational materials to support and promote LECs ▪ Support co-op ecosystems (e.g., establish right of first refusal policies, provide predevelopment services for co-ops or educational materials to build awareness of co-ops)²³

¹⁹ Meagan Ehlenz, [Limited Equity Co-Ops by Community Land Trusts](#), 6.

²⁰ “[Limited Equity Cooperatives](#),” The Create Initiative, n.d., 1.

²¹ Cole Sinanian, “[The Forgotten Answer to the Affordable Housing Crisis](#),” *Eugene Weekly*, February 3, 2022 (accessed November, 2022).

²² Ibid.

²³ Dylan Lamar, Emily Picha, and Anne Thrall-Nash, *Affordable Middle Housing Co-ops: Opportunities and Barriers to Expanding Oregon Homeownership* (Portland, OR: ECONorthwest, March 2022), 2.

Community Land Trust/Limited Equity Cooperative Case Study - C-Street Co-Op



Springfield, Oregon - Completed Fall 2021

As an alternative homeownership model, the C-Street Co-Op located in Springfield, Oregon, is one of many emerging examples of limited equity cooperatives with a community land trust (CLT-LEC model). This CLT-LEC model includes six one-bedroom units built within a detached accessory dwelling unit (ADU) and single-family house. Each individual suite includes a bathroom and kitchenette (only two units have stoves due to zoning limitations). Additionally, the houses are Net Zero Energy Ready (with well-insulated 2x8 walls, triple-pane windows, and airtight construction) and are just a ten-minute walk from downtown Springfield, “thus, offering resident-owners the opportunity for a low-carbon, walkable lifestyle.”²⁴ The C-Street Co-Op was developed and designed by *Cultivate Inc.*, an architecture company, and *SquareOne Villages* is the local nonprofit that is serving as the community land trust, both providing administrative support for the LEC and ensuring the land beneath the LEC property remains affordable.

Completed in the summer of 2021, the C-Street Co-Op was specifically built to provide “resident-owned middle housing” for lower-income residents who are often only left with renting options with the inability to build equity. As Dylan Lamar, the C-Street Co-op architect and project manager, explained in a newspaper article on the project: “Renters are at a constant disadvantage to people who actually own their home because all of the land’s appreciation value goes to the property owners, while the renter is subject to rising rents as their property becomes more valuable over time.”²⁵ Therefore, to counteract this “wealth-extraction” of the renting model, the C-Street Co-Op chose to build a CLT-LEC model, allowing residents to buy affordable shares and become partial owners of such property with the ability to tap into its appreciation value whenever they choose to sell.²⁶

²⁴ Lamar, Picha, and Thrall-Nash, *Affordable Middle Housing Co-ops: Opportunities and Barriers to Expanding Oregon Homeownership*, 5.

²⁵ Sinanian, “[The Forgotten Answer to the Affordable Housing Crisis](#),” *Eugene Weekly*, 9.

²⁶ *Ibid*, 8-9.

Deed-Restricted Covenants

A deed restriction is one of the most common legal strategies affordable housing programs (both rental and homeownership) use to ensure compliance with federal and local program requirements.²⁷

How It Works:

Deed restrictions (also referred to as a “deed covenant” or “deed-restricted covenant”) are added clauses to property titles that dictate requirements around eligible buyers (% AMI), determine acceptable property uses, and restrict resale price.²⁸ Deed restrictions can be used on their own or in coordination with CLTs and CLT-LECs and right of first refusal policies to ensure long-term affordability for lower-income homebuyers.

When a property includes an income eligibility/resale price deed restriction, the eligible homeowner is able to obtain a mortgage loan for the entire property (including both land and home) for a purchase price well below market value. The homeowner then signs the deed covenant that details specific restrictions to the property’s resale. Most deed restrictions are designed for long-term/permanent affordability and are often considered inclusionary housing programs (also referred to as “inclusionary zoning”).²⁹

While some deed restriction programs have managed to provide 99-year terms, many deed covenants designed for shared equity homeownership (SEH) are limited to 30-year terms. These shorter terms are often a result of state law restrictions. To navigate these restrictions, the long-term affordability of homes is preserved through “ensuring the SEH program has the preemptive option to purchase the home and may transfer this option to an eligible buyer.” Moreover, these SEH programs sometimes also require every new homeowner to sign a new deed covenant with a new term. Thus ensuring “the affordable home is preserved and serves subsequent low-to-moderate-income homebuyers.”³⁰

Examples of deed restrictions can be found below:

- [Affordable Housing Deed Restrictions](#): City of Whitefish
- [Homeownership Deed Restriction Template](#): RIHousing (See Appendix 1)

Strengths / Opportunities	▪ Directly (through added funds) or indirectly (through inclusionary zoning requirements) subsidize the cost of a home to make sure the purchase price is affordable to moderate to low-income homebuyers ▪ Ensure long-term lease agreements for CLTs (often 99 years)³¹
Challenges/ Limitations	▪ Passing policies on inclusionary zoning deed restrictions can be politically controversial ▪ State regulations can limit term of covenants (30-year average)
City’s Role/s	▪ Require deed restrictions for affordable housing construction ▪ Provide funding for subsidies for CLTs, LECs, CITs, and other models that use deed restrictions

²⁷ Emily Thaden, [Permanent Affordable Housing: Sector Chart & Glossary of Terms](#) (National Community Land Trust Network, n.d.), 4.

²⁸ “[Deed-restricted homeownership](#),” Local Housing Solutions, n.d.

²⁹ Thaden, [Permanent Affordable Housing: Sector Chart & Glossary of Terms](#), 3.

³⁰ Ibid, 5.

³¹ Ibid, 3.

Right of First Refusal

Right of first refusal (ROFR) policies help preserve existing affordable housing by legally providing tenants the first right to purchase a rental building once placed for sale.

How It Works:

Right of first refusal (ROFR) or tenant/community opportunity to purchase are policies that require landlords to inform their tenants when and if they plan to sell the rental building and provide tenants the first chance to purchase their building (often in partnership with nonprofit organizations).³² The aim of these policies is to increase the supply of locally affordable properties owned by residents and mission-oriented community-based organizations.³³

Washington, DC's, Tenant Opportunity to Purchase Act (TOPA) is a popular long-standing example of an ROFR policy. In 1980, Washington, DC, passed a Rental Housing Conversion and Sale Act, which states that tenants in buildings up for sale must be offered the first opportunity to buy their building. To support this law, DC's housing department created two Tenant Purchase Assistance programs. The First Right Purchase Assistance program offers low-interest loans to income-qualified persons and tenant groups in the District to be used for (1) down payment, (2) earnest money deposits, (3) purchase, and (4) legal, architectural, and engineering costs.³⁴ The Tenant Purchase Technical Assistance program provides free, specialized development services for tenant groups pursuing the purchase of their apartment buildings as cooperatives or condominiums, including (1) assistance with organizing and structuring the group, (2) preparation of legal organizational documents, and (3) help with loan applications.³⁵

A more recent initiation of a similar policy includes San Jose, CA's, Community Opportunity to Purchase Program (COPA). In 2020, San Jose designed its COPA proposal program that provides qualified nonprofit organizations the right to make a first offer on residential property up for sale. Goals for this program include 1) preventing displacement of lower-income renters, 2) empowering tenants, 3) preserving affordable housing and stability, and 4) providing tools of support for homeownership and other asset-building opportunities.³⁶ Moreover, this program enables purchases with funding from the Accelerator Fund and the City's Small Site Acquisition Fund. The income limits and eligibility are 30-80% AMI, and these funds are mainly focused on smaller properties (3-25 units).³⁷

These ROFR policies, while newer and emerging strategies, are aimed to prevent displacement through preserving existing housing, ensuring long-term affordability, increasing tenant engagement, increasing transparency in rental property transactions, supporting wealth building, and promoting community collaboration and stability.³⁸

While these policies are a promising first step in residential preservation, it is important to note that these policies do not work well without additional supporting policies and programs. These additional supports include protecting residential and commercial renters who have subsidies, funding for the acquisition and rehabilitation of buildings with lower-income renters, and capacity building of local nonprofits who partner with tenants to purchase their buildings.³⁹

³² Chapple and Loukaitou-Sideris, *White Paper on Anti-Displacement Strategy Effectiveness*, 101.

³³ City of San Jose, [Community Opportunity to Purchase \(COPA\) Background and Proposed Program Summary](#) (City of San Jose Government, n.d.), 1.

³⁴ DC Department of Housing and Community Development, [Tenant Purchase Assistance Fact Sheet](#) (DHCD, n.d.)

³⁵ City of San Jose, [Community Opportunity to Purchase \(COPA\) Background and Proposed Program Summary](#), 2.

³⁶ *Ibid.*, 1.

³⁷ *Ibid.*, 2.

³⁸ *Ibid.*, 1.

³⁹ Karoleen Feng, "[As COVID-19 Reshapes the Real Estate Landscape, MEDA Triples Down on Preservation](#)," Mission Economic Development Agency (blog), July 13, 2020

Strengths / Opportunities	▪ Increase tenant engagement and power/rights ▪ Preserve affordable housing/rental units ▪ Increase wealth building for lower-income renters
Challenges/ Limitations	▪ Require significant capacity from partnering local nonprofits/community-based organizations ▪ Passing policies on ROFR can be politically controversial ▪ Require significant coordination/volunteer capacity ▪ Construction/rehabilitation of buildings can be expensive
City's Role/s	▪ Pass similar TOPA or COPA policies ▪ Provide funding programs and eligibility requirements to subsidize ROFR polices

Energy Conservation and Utilities Assistance

Home repair loan or grant to provide weatherization improvements or to upgrade energy efficiency, used primarily to support low-income homeowners. May be paired with utility payment assistance.

How It Works:

Expansion of a home rehabilitation program specifically for energy efficiency in older homes and lower-income areas helps stabilize the community and works toward mitigating displacement pressures.

Energy conservation and utilities assistance can be understood as a form of *housing rehabilitation*, and thus a preservation strategy. With new development on the horizon, any unsubsidized affordable units located within or adjacent to the Heights District Plan Area have the potential to face displacement pressure. Therefore, it is important for the City of Vancouver to consider expanding their funding for the preservation and rehabilitation of preexisting affordable housing (or Naturally Occurring Affordable Housing – NOAH). Implementing policies to preserve NOAH can be especially effective in avoiding displacement.⁴⁰ The expansion of this strategy will be based on priority criteria developed by the City, which could include “estimated rehabilitation cost, gentrification potential, proximity to transit, property size, property age, distance from hazards, etc.”⁴¹

This strategy, unlike CLTs and LECs, does not require the City to acquire and rehabilitate units but instead provides current households with financial incentives and technical assistance to improve their homes (and possibly build equity from such improvements).

Strengths / Opportunities	▪ Partner organizations available to provide these services ▪ May be paired with State and Federal funding sources ▪ Helps low-income homeowners remain in place and may help meet City’s climate goals
Challenges/ Limitations	▪ Requires funding and program implementation staff if directly implemented
City's Role/s	▪ Provide funding for partner organization or implementer of program ▪ Fund and directly implement program

⁴⁰ Chapple and Loukaitou-Sideris, White Paper on Anti-Displacement Strategy Effectiveness, 12.

⁴¹ Ibid.

Tenant Protection Enhancements

Expand legal protections and assistance for renters to reduce and mitigate high costs of displacement.

How It Works:

Tenant protection enhancements can include a broad set of strategies,⁴² such as:

- Rent regulations or legal limitations on how much landlords can increase rent and how often.
- Policies around just cause evictions that ensure tenants' protection against no-cause evictions.
- Policies and supporting programs that ensure tenants live in safe, up-to-code, and habitable spaces (e.g., Rental Registration program, low-barrier application screenings, translation services, educational materials on renter rights, etc.).
- Tenant opportunity to purchase policies that provide tenants the right to purchase their building when the landlord chooses to sell.
- Legal resources and services that provide tenants facing eviction representation at little to no cost (e.g., [Clark County's Volunteer Lawyers Program](#), which provides legal support for tenants who cannot afford an attorney).⁴³
- Policies that protect tenants from harassment or retaliation from landlords for organizing and fighting for tenant rights.

Regional examples⁴⁴ of tenant protection strategies include

- Laws requiring 120 days of advance notice for rent increases over three percent (e.g., Redmond, Kirkland, Kenmore, and Burien)
- Laws requiring 180 days of advance notice for rent increases over 10 percent (e.g., Unincorporated King County)
- Laws capping move-in fees with option for installment payments (e.g., Redmond, Kirkland, Kenmore, and Burien)
- Laws allowing renters on fixed incomes to change rent due dates to align with when they get paid (e.g., Redmond, Kenmore, and Burien)

Vancouver, Washington, already has a city ordinance (VMC 8.47) which legally requires landlords to give tenants 60 days' notice for a "no cause eviction."⁴⁵ This ordinance, therefore, gives month-to-month tenants the right to assert legal action against such landlords who fail to provide a 60-day notice.⁴⁶ However, this city ordinance only pertains to landlords of five or more units. One way to expand the Height's tenant protections would be to expand to all landlords and help "reduce legal loopholes available to landlords."⁴⁷ Another possible way to expand such tenant enhancements would be to create a supplemental city ordinance that defines and provides clear legal reasons for what "constitutes a legitimate reason for eviction," thereby providing stronger legal protections for tenants.⁴⁸ A third expansion strategy includes requiring mandated "Renter Relocation Assistance" to be provided to lower-income renters who either have their rents increased drastically (or over 10% in a twelve-month period), are evicted with no cause, and/or are not able to renew their lease.⁴⁹

⁴² Shelby R. King, "[Tenant Protections 101](#)," (blog) *Shelton Force*, November 15, 2022.

⁴³ "[About Us](#)," Clark County Volunteer Lawyers Program.

⁴⁴ Daniel Beekman, "[Five Seattle suburbs added new landlord-renter laws this year. Here's what they do](#)," (blog) *Seattle Times*, December 15, 2022.

⁴⁵ Thread Community Planning, [Reside Vancouver: An Anti-Displacement Plan](#) (Vancouver: City of Vancouver, n.d.), 41.

⁴⁶ City of Vancouver Washington, [Ordinances Protecting Vulnerable Renters](#) (Vancouver: City of Vancouver Washington, October 21, 2015).

⁴⁷ Thread Community Planning, [Reside Vancouver: An Anti-Displacement Plan](#), 41.

⁴⁸ Ibid.

⁴⁹ Ibid.

Strengths / Opportunities	▪ Enhancement strategies can be tailored to supplement tenant protections already in place ▪ Provide stronger legal protection for lower-income tenants ▪ Changes made through ordinance updates do not require ongoing funding sources ▪ Pairs well with other strategies, such as Renter Registration programs
Challenges/ Limitations	▪ Ordinance updates do require city staff capacity ▪ Additional funding may be needed depending on which enhancement strategy is chosen, i.e., renter relocation assistance
City's Role/s	▪ Create additional city ordinances to further enhance Vancouver's current tenant protections ▪ Fund programs, such as Volunteer Lawyers, to further provide resources for lower-income tenants

3.2. Potential Business Support Strategies

The affordable commercial strategies listed below include ongoing and new policy, program, and funding resource opportunities that can help build a stronger support structure for existing small businesses and create new opportunities for minoritized and BIPOC-owned businesses within and around the Heights District Plan Area.

BUSINESS SUPPORT STRATEGIES	Anti-Displacement	Equitable Development
Development Agreements - use legal agreements for public-private partnerships to meet business support and community amenities goals, including ▪ Program locally owned and operated restaurants, food markets, and services that serve a range of preferences and affordability levels ▪ Promote healthy food options within the District ▪ Attract cafes, art galleries, incubator, and makerspaces to activate the District. Consider interim uses like pop-up retail, food trucks, and temporary installations to provide short-term activation and energy ▪ Incentivize opportunities for education and innovation to occur within the Heights District ▪ Attract BIPOC community-serving and BIPOC-owned businesses		✓
Master Lease - public agency or nonprofit leases large retail space and subleases the space to multiple small businesses or		✓

microbusinesses at affordable rates; may be paired with a business incubator		
Childcare Support – grant funding that provide general childcare assistance for lower-income families or specialized support for home-based childcare businesses	✓	✓
Joint Labor-Management and Job Training Partnerships - programs designed to provide job opportunities, improve worker skills and quality of lower-wage jobs		✓
Tool Libraries - promote programs that build community and allow opportunities to share resources, such as tool libraries	✓	✓
Partner with Public Institutions to Shape Development - partner with Clark College on future developments to ensure benefits for the business district and community		✓
Individual Development Accounts (IDAs) – matching (3:1 or 5:1) savings account program that supports the financial growth of eligible lower-income entrepreneurs	✓	✓
“Qualified” Local Small Businesses in Public Procurements - restructuring public procurement processes to prioritize minority- and women-owned businesses		✓
Hire Workforce Navigator to Improve Utilization of Existing Job Training Services in the District – increase access to existing job training and entrepreneurial services for non-native English speakers	✓	
Establish a Business Owner–Centered Storefront Improvement Program – façade grant/loan program to assist targeted business owners in making improvements to the business storefront to attract customers and enhance the neighborhood aesthetic	✓	
Target Technical Assistance to Priority Businesses – perhaps with microfinance organization, provide business support in the form of access to capital, business skill acquisition, and other assistance	✓	✓
Support Business District Organizing - foster a network of small business support and cohesiveness	✓	✓

Commercial Development Program Research

Some of the business support strategies are currently in progress in the City of Vancouver while others are well understood but not yet attempted. However, some potential strategies are new and/or more complex. This section includes details on these novel or complicated potential

strategies for the City of Vancouver’s review and consideration. Each strategy includes a description overview, their strengths and challenges, and the City’s potential role. Various strategies are paired with a case study to model how such strategy has been applied either regionally or nationally.

Community Investment Trust

Community investment trusts (CITs) provide an affordable means for community residents to invest in and build equity from local commercial development.

How It Works:

A real estate investment cooperative or community investment trust (CITs) is a type of shared ownership model where residents pool together resources to collectively buy, sell, and lease local commercial properties. These for-profit entities enable residents to build equity and wealth from investing in their communities and local small businesses. These investments also help provide small businesses affordable leased spaces, and thus help BIPOC and minority-owned businesses remain in place.⁵⁰

CITs are often established by community members purchasing shares into a given commercial real estate property. These CIT buy-in rates can vary. Some investment trusts are lower barrier to entry; for example, Portland’s Mercy Corps CIT fee is as low as \$10 per month, while Nico REIT in Los Angeles starts their shares at \$100.⁵¹ The NEIC Case Study included in this report has a higher buy-in rate of \$1,000 compared to other CITs; however, they offer an installment plan for new members to overcome this barrier.⁵² Buy-in rates are determined by a board comprised of community residents and other key stakeholders (including small businesses, government or public agencies, banks or lending institutions, and real estate firms or developers, etc.). To purchase a commercial property, a CIT often works with attorneys and real estate brokers, and once purchased, the property is managed by a partner management firm (often either a nonprofit or CLT).

CITs can purchase either vacant or nonvacant commercial properties. For example, the NEIC Case Study focuses on vacant buildings in disrepair and those with absentee landlords, meaning that once it purchases a building, the cooperative also has to perform renovation work, which can often be more expensive than acquisition of buildings in better condition.

Partnerships with local banking institutions and public entities can provide critical gap financing, including both financing for CIT properties and as an ongoing partner for managing CIT shares. Finding a community-focused bank to provide patient capital can ensure greater success for CITs.

Additionally, a strong volunteer presence can help to jump-start and continue operations. CITs often rely on their volunteers for management, promotion, and outreach for a large part of their success without the overhead costs of full-time staff members. Most volunteers are also members and receive some compensation through dividends.

Strengths / Opportunities

- CITs are locally owned and operated
- Provide long-term affordability and stability for small business owners (tenants)
- Provide local lower-income residents opportunities to invest and build equity in commercial development

⁵⁰ “Community Investment Trusts and Cooperatives,” Anti-Displacement Network. n.d., <https://antidisplacement.org/tool/real-estate-and-community-investment-cooperatives/>

⁵¹ Invest Community Investment Trust, “Frequently Asked Questions (FAQ),” 1.

⁵² Oscar Perry Abello, “These Neighbors Got Tired of Waiting for Traditional Developers: In Minneapolis, a Co-Op Model for Real Estate Investment is Working,” Equity Factor (blog), Next City, August 30, 2016.

	▪ Increase neighborhood economic development and community culture building⁵³
Challenges/ Limitations	▪ State regulatory structures can make or break investment cooperatives. In some states it may be more difficult to implement cooperative models or require significant differences in their configuration ▪ Can be complicated to set up even in states without burdensome regulatory structures ▪ Limited funding for subsidies for CLTs buying commercial properties⁵⁴ ▪ High financial scrutiny ▪ Possibly inaccessible to low-income residents who can't afford the buy-in rate
City's Role/s	▪ Advocate for state support through tax credits for residents who invest in CITs⁵⁵ ▪ Help identify potential CIT partners, funders, and/or candidate properties ▪ Provide funding to establish a CIT or patient capital to enable a CIT to purchase property

⁵³ Anti-Displacement Network, "[Community Investment Trusts and Cooperatives](#)."

⁵⁴ Andrew Calkins et al., [Permanently Affordable Commercial Space: A Means of Preventing Business Displacement in Neighborhoods Facing Gentrification](#), (Evans School of Public Affairs, 2014), 14-15.

⁵⁵ Anti-Displacement Network, "[Community Investment Trusts and Cooperatives](#)."

Community Investment Trust Case Study - NorthEast Investment Cooperative



Minneapolis, Minnesota - Ongoing, Started 2011

In Minneapolis, Minnesota, community members formed the NorthEast Investment Cooperative (NEIC) in 2011 to improve vacant and disinvested commercial properties while maintaining local ownership in the Northeast neighborhoods of the city. The organization was first incorporated with about 50 people and has been led from the outset by volunteers and an owner-elected board. The real estate investment cooperative combines modest amounts of capital from residents to purchase properties in need of renovating, then funds rehabilitation work and either sells or leases out spaces to locally owned businesses based on bylaws created through member voting.

In 2012, the cooperative signed their first contingent purchase agreement for a former warehouse property on Central Avenue in Northeast Minneapolis. The first businesses to open in the space in 2014 after renovation work and a tenanting process were locally based Opened Fair State Brewing Cooperative and Aki's BreadHaus. A portion of the space was sold to the cooperative's partner, Recovery Bike Shop.

In 2015, the cooperative purchased another property, which they renovated and (after a lengthy process) leased in 2020 to a full-service general contractor and remodeling company. Both properties have positive cashflow, enabling NEIC to distribute a portion of profits annually to cooperative members.

How It Works

NEIC raises the bulk of its funds through two primary mechanisms. One is through new members who buy into the cooperative with an "A-share," which enables them to vote on key decisions and receive a percentage share of annual profits. Existing members can also buy additional interest-bearing "C-shares" or "D-shares" when plans are underway. These shares do not enable members a greater share of voting power but do provide modest dividends and asset appreciation over time. Members can request to exit following bylaw procedures, but the cooperative has the discretion to not buy out those shares if it compromises financial stability.

NEIC works with Northeast Bank (a local community bank) to supplement its financing. When the cooperative identifies a building and reaches an agreement with the owner, they sign a letter of intent with a deadline to raise capital. For their first plan in 2012, the cooperative combined member shares, conventional financing, a city loan, and nonprofit funding assistance.

Legal Structure

The existing regulatory framework in Minnesota includes unique features that are conducive to creating a real estate investment cooperative and different than many other states. This flexibility is in part related to the state's history of agricultural cooperatives and cultural familiarity with shared ownership structures. In Minnesota, Statue 308A.101 enables a group to form and incorporate a cooperative for any lawful business or combination of business purposes. The state's securities laws also give cooperatives more freedom to raise capital with limited requirements for reporting and notification when issuing a round of shares.⁵⁶

⁵⁶ Abello, "[These Neighbors Got Tired of Waiting for Traditional Developers: In Minneapolis, a Co-Op Model for Real Estate Investment is Working](#)," 2016.

Community Investment Trust Case Study - East Portland CIT



Portland, Oregon - Completed in 2017

After a two-year survey analysis of one of Portland's most diverse and high-poverty neighborhoods,⁵⁷ Mercy Corps Northwest learned that there was great community interest in investing in real estate; however, there was great concern regarding lack of savings and knowledge for investing.⁵⁸ Using this feedback and their own research into economic theory and behavioral economics,⁵⁹ Mercy Corps Northwest pursued a "long-term path to collective, communal ownership of real-estate" through the design and creation of a pilot East Portland Community Investment Trust (EPCIT).⁶⁰ This CIT incorporates two key elements of financial literacy training and affordable investment opportunities with little to no risk for low-income, BIPOC community members.

With the pro bono professional help of experts in securities law, commercial real estate, and finance, Mercy Corps Northwest purchased property for the EPCIT in 2014. They purchased a u-shaped, single-story strip mall⁶¹ of "29,000 square feet, of which 26,175 is leasable space for approximately 27 businesses and non-profit tenants at any given time."⁶² Through the EPCIT corporation, 300-500 community members who live in four Portland zip codes are eligible to become commercial investors through purchasing affordable shares for as little as \$10 a month⁶³ (the same price as a basic Netflix membership⁶⁴). With four low-dollar investment options (\$10, \$25, \$50, or \$100 a month) and "guaranteed protection from loss for investors through a direct pay letter of credit from a local bank," this pilot CIT provides low-income residents direct access to profit from commercial ownership within their local community.⁶⁵

Impact

- With the aim to "address asset poverty and inclusion by provid[ing] access to long-term investments," EPCIT has been able to attract 281 total local investors since their stock offering launch date in 2017⁶⁶ with a 91% investor stick rate (192 actively investing, 50 holding, 14 in process to invest, and 25 cashed out and have not reinvested).
- Additionally, with roughly \$16.4K monthly investment, the majority of the EPCIT investors (76 percent) invest at \$100 a month, while 17 percent invest at \$50 a month, 4 percent at \$25 a month, and three percent at \$10 a month.
- As of March 2022, 23,083 of EPCIT's total 45,000 issued shares (at \$10 a share) have been purchased.⁶⁷
- Regarding a return on investments, over four years, dividends have averaged 7.9% with a high of 9.6% and a low of 4.5%.⁶⁸

- A majority of the investors are first-timers, women, renters, and low-income, BIPOC/immigrants and refugees.⁶⁹
- In annual surveys of investors, 68% admit their civic engagement has increased and 98% renew their investment annually and recommend the investment to their friends and colleagues.⁷⁰⁷¹

Overcoming Legality & Financing Challenges:

Given the legal challenge of providing corporate offerings to unaccredited or lower-income people, Mercy Corps Northwest relied upon a great deal of pro bono work by attorneys to find a legal alternative pathway.⁷² Their volunteer attorneys found a securities law exemption (the Federal Security Act of 1933 known as 3[a]2) stating that a government guarantee or a direct-pay letter of credit from a bank could allow such corporate offering. With this discovery of legal alternative, Mercy Corps Northwest went in search of a bank and found Northwest Bank, a local bank who approved their need of credit under the Community Reinvestment Act of 1977. The Northwest Bank underwrote the mortgage loan with the direct-pay letter of credit, which covered “the entire value of shareholders’ share value...based on an annual appraisal of the property and the paydown of the amortized debt (just like owning a home).”⁷³

⁵⁷ John W. Haines, [A Missing Piece in Community Wealth Building: The Community Investment Trust - Financial Ownership and Real Equity](#) (Portland, OR: Invest Community Investment Trust, 2020), 1.

⁵⁸ Mercy Corps, [Case Study – The Community Investment Trust: A New Form of Real Estate Investment Can Help Low-Income People Build Assets and Resilience](#), (Portland: Mercy Corps, 2019), 4.

⁵⁹ “Behavioral economics,” is the study of the effects of psychological, social, cognitive, and emotional factors on economic decisions from John W. Haines, [Building an On-Ramp to A Culture of Fiscal Literacy and Financial Action](#) (Portland, OR: Mercy Corps, 2019), p.

⁶⁰ [“Building Community Ownership One Investor at a Time,”](#) Invest Community Investment Trust, n.d.

⁶¹ Derek Andersen, [“Mercy Corps Unveils First CIT,”](#) *Mid-County Memo* (blog), May 11, 2017.

⁶² [“Frequently Asked Questions \(FAQ\),”](#) Invest Community Investment Trust, July 24, 2020, 1.

⁶³ Ibid.

⁶⁴ [“Plans and Pricing,”](#) Netflix, n.d.

⁶⁵ Invest Community Investment Trust, [“Frequently Asked Questions \(FAQ\),”](#) 1.

⁶⁶ Ibid, 5.

⁶⁷ Ibid.

⁶⁸ Ibid.

⁶⁹ John W. Haines, [The Community Investment Trust: Revolutionizing Ownership in Real Estate, One Investor at a Time](#) (St. Louis, MO: Aspen Institute, n.d.), 418.

⁷⁰ [“Episode 6: From Owning to Owning,”](#) Sidewalk Labs, *SoundCloud* (podcast), n.d.

⁷¹ Invest Community Investment Trust, [“Frequently Asked Questions \(FAQ\),”](#) 5, See also, Reniya Dinkins, [A Community Investment Trust for Portland, Ore. residents to ‘buy back the block.’](#) (Brookings Institute, 2020).

⁷² Sidewalk Labs, [“Episode 6: From Owning to Owning,”](#) *SoundCloud* (podcast), n.d.

⁷³ Haines, [The Community Investment Trust: Revolutionizing Ownership in Real Estate, One Investor at a Time](#), 419-20.

Public Development Authority

City municipalities can enhance their funding and capacity toward local programs and affordable commercial and residential properties through the establishment of a public development authority or preservation and development authority (PDA).

How It Works:

Public development authorities (PDAs) are quasigovernmental entities that are created by an ordinance (city, town, or county level) and managed by a nonprofit organization to bring about a specific plan or public good/value.⁷⁴ PDAs are often created to help administer grants and municipal funding, manage local programs, and improve government service provision and efficiency.⁷⁵ For instance, a PDA “might manage low-income housing and commercial properties, construct and operate a public art museum, or help preserve a historic neighborhood.”⁷⁶ The included case study, Pike Place Market, is an example of a commercial and residential PDA in Seattle, Washington.

In Washington state, PDAs are legally authorized under the Revised Code of Washington, specially through the law/policy (RCW) 35.21.730, et seq. [1], which allows governments to create “public corporations, commissions, or authorities.”⁷⁷ Under this law, PDAs are authorized to:

- “Own and sell real estate property;
- Contract with a city, town, or county to conduct community renewal activities;
- Contract with individuals, associations, corporations, the State of Washington, and the United States;
- Sue and be sued;
- Loan and borrow funds and issue bonds and other instruments evidencing indebtedness;
- Transfer funds, real or personal property, property interest or services;
- Engage in anything a natural person may do; and
- Perform all types of community services.”⁷⁸

There are many active PDAs throughout Washington, with King County having the most PDAs.⁷⁹ To see a current list of these PDAs, go [here](#).

Literature suggests that further research should be done on identifying both when and why a PDA should be the strategy used to buy land and when/why a nonprofit or low-profit limited liability corporation (L3C) would be established to develop to operate such land.⁸⁰

Strengths / Opportunities	▪ PDAs can provide long-term affordable residential and/or commercial spaces ▪ PDAs require transparency in their operations and decision-making process ▪ PDAs are able to administer plans that may be too risky or challenging for a local municipality ▪ Reduce liability and financial risk due to legal separation of PDA from the local municipality ▪ Expand government capacity through professional management
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⁷⁴ “[Public Development Authority](#),” Tackling Commercial Gentrification, n.d.

⁷⁵ Washington State Legislation, [RCW 35.21.730 Public Corporations – Power of Cities, Towns, and Counties – Administration](#), (Washington State Legislation, n.d.).

⁷⁶ Tackling Commercial Gentrification, “[Public Development Authority](#).”

⁷⁷ Washington State Legislation, [RCW 35.21.730](#).

⁷⁸ Jay Reich et al., [Public Development Authorities](#) (MRSC, 2004), 1-2.

⁷⁹ “[List of Public Development Authorities \(PDAs\)](#),” Municipal Research and Services Center of Washington, updated on December 9, 2022.

⁸⁰ Calkins et al., [Permanently Affordable Commercial Space: A Means of Preventing Business Displacement in Neighborhoods Facing Gentrification](#), 31.

	▪ PDAs have access to both public and private funding (e.g., tax-exempt bonds guaranteed through local municipality) ▪ In the case of bankruptcy, any property owned by PDA is publicly owned and therefore cannot be sold to the private sector
Challenges/ Limitations	▪ PDAs require extensive volunteer capacity for their governing council - PDAs are only as strong as the abilities of the citizen volunteers serving on their governing council ▪ Less municipal oversight over PDAs than over their own municipal programs ▪ Amount of PDA control over land correlates with impact of PDA mandates, weak control, weak impact ▪ Financial sustainability is a challenge with changing state and federal tax codes ▪ Some PDAs require ongoing public funding to remain operatable
City's Role/s	▪ Approve the formation of a new PDA ▪ Appoint PDA council members ▪ Donate land or sell land to PDAs at low costs ▪ Provide stipends to support sustainability of volunteer work

Public Development Authority Case Study- Pike Place Market PDA



Seattle, Washington - Completed in 1971

Background

Founded in 1907, the Pike Place Market (PPMPDA) is one of the oldest public-operating markets in the United States, with a diverse collection of small businesses, farmers, crafters, and residents. Considered the “Soul of Seattle,” this market has also become one of the most studied markets nationwide. Reason for this is likely due to the creation of the market’s preservation & development authority (PDA) which has ensured the preservation and affordability of its commercial and resident spaces.

2021 marked the 50th year anniversary of the creation of the Pike Place Market PDA. Back in the 1960s the market was targeted for urban renewal and scheduled for extensive demolition; however, through citywide advocacy led by activist architect Victor Steinbrueck⁸¹ and the “Keep the Market” campaign, the “Let’s Keep the Market” initiative was voted on in 1971 and the market was saved.⁸² In 1973 the City of Seattle established the charter for the Pike Place Market PDA, a “not-for-profit organization” who would both “own and manage the day-to-day operations of the Market.”⁸³

The [charter](#) requires the Pike Place Market PDA’s leadership (a [twelve-member council](#))⁸⁴ to “preserve, rehabilitate, and protect the Market’s buildings; increase farm and food retailing opportunities, incubate and support small and marginal businesses; and provide services for low-income residents that call it ‘home.’”⁸⁵ These decades-long efforts of the PDA will likely safeguard the market for generations to come.⁸⁶ To learn more about Pike Place Market, one can access their free digital book detailing its rich 114-year history.⁸⁷

State Legal Support

“The Revised Code of Washington established the ability to create PDAs in Washington State through the (RCW) 35.21.730, et seq. [1]. Under these laws, a municipality can create a PDA to oversee a specific federal program or grant to receive and manage funds, goods, or services from private entities, to improve the efficiency of government services, or to improve the quality of life in urban areas for economic development purposes.”⁸⁸

Funding

The PPMPDA was unable to make necessary infrastructure updates to maintain market buildings long term as result of not earning enough through its leasing agreements. Therefore, in the late 1980s, the PPMPDA “had to fight a legal battle to maintain market property. Seattle voters approved a \$73 million levy to pay for these updates as recently as 2008.”⁸⁹

Impact

Now after 50 years of the PPMPDA, they are made up of five social service programs, over 220 independently owned shops and restaurants, at least 150 craftspeople, 70 farmers, 60 permitted buskers, over 450 residents in the market’s affordable housing, and one foundation.⁹⁰

Neighborhood Business Incubator

Neighborhood business incubators (NBI) are a type of **affordable shared commercial space** that provide both a physical location and programmatic business development support for entrepreneurs.

How It Works:

Neighborhood business incubators (NBIs) provide low-cost workspace, mentorship, access to investors, and working capital for start-up businesses.⁹¹ NBIs are often created by nonprofits but can also be started by venture capital firms, universities, and for-profit organizations. With often culturally relevant educational resources, access to e-commerce sites, and vending opportunities (e.g., pop-up spaces and farmers markets), NBIs provide vital support for lower-income and BIPOC entrepreneurs who have historically experienced greater barriers to business development.⁹²

Moving immediately into a stand-alone storefront space is often not a viable option for new businesses. It is more common for entrepreneurs to start with a minimal presence online or at pop-up events. Therefore, incubator spaces can help businesses scale up incrementally by providing entrepreneurs a shared incubator space before scaling up further. Furthermore, the small cohort-style programs of NBIs can help reduce prices paid by individual entrepreneurs. Similar to shared ownership models, distributing the cost of rent (which is often already provided below market by a nonprofit) between several small businesses reduces prices for each individual participant. Additionally, colocating a diverse mix of business types can also help to draw in more overall customers.

⁸¹ Tackling Commercial Gentrification, “[Public Development Authority](#).”

⁸² Pike Place Market PDA, [2021 Annual Report](#) (Seattle, WA: Pike Place Market, 2021), 10.

⁸³ “[About the Market](#),” Pike Place Market, n.d.

⁸⁴ Ibid.

⁸⁵ Ibid.

⁸⁶ Ibid.

⁸⁷ “[Free Downloadable Pike Place Market Book](#),” Pike Place Market, n.d.

⁸⁸ Tackling Commercial Gentrification, “[Public Development Authority](#).” <https://tacklingcommercialgentrification.wordpress.com/about/land-ownership-entities/public-development-agency/>

⁸⁹ Ibid.

⁹⁰ Pike Place Market, “[About the Market](#).”

⁹¹ “[Neighborhood Business Incubators](#),” Anti-Displacement Network, 2022.

⁹² Ibid.

Strengths / Opportunities	▪ NBIs provide free to low-cost workplaces for small businesses, reducing their overhead costs. ▪ Often NBIs offer additional resources (e.g., commercial kitchen space) that would otherwise be costly for small businesses. ▪ Culturally specific organizations can provide tailored support through their NBI, such as bilingual and Spanish services, application criteria for programs, and financial support to overcome systemic barriers through IDAs and microloans. ▪ NBIs can be tailored to support businesses at multiple states (see Casa Qui Case Study). ▪ Many NBIs support lower-income, immigrant, women, and BIPOC entrepreneurs.⁹³
Challenges/ Limitations	▪ Application process tends to be lengthy and highly competitive due to limited space and funding. ▪ Difficulty for some entrepreneurs to find capacity to commit to months or years of training, coaching, and workshops, which can be time-consuming and difficult to manage during a start-up phase.⁹⁴ ▪ Determining transition or graduation standards for businesses out of program can be difficult.⁹⁵
City's Role/s	▪ Financially support start-up capital and operating expenses.

⁹³ Ibid.

⁹⁴ Ibid.

⁹⁵ Calkins et al., [Permanently Affordable Commercial Space: A Means of Preventing Business Displacement in Neighborhoods Facing Gentrification](#), 37.

Neighborhood Business Incubator Case Study - Casa Qui Retail Business Incubator



Forest Grove, Oregon - Ongoing, Started in 2020

Adelante Mujeres is a nonprofit based in Forest Grove, Oregon, which operates a number of programs for Latinx community members, including multiple opportunities for small business development. Casa Qui is the organization's initiative to provide shared retail space on Forest Grove's Main Street that first opened in November 2020. The storefront is housed on the ground floor of Adelante Mujeres's existing building and includes enough space to colocate a cohort of up to eight entrepreneurs.

Alongside providing affordable space, Casa Qui also includes technical support for tenants to help incubator businesses learn about brick-and-mortar store operations, including applying for loans, meeting licensing requirements, designing displays, and tracking inventory. Cohort members also receive opportunities to participate in Adelante Mujeres's farmers markets, other festivals, and pop-up events.

How It Works

In order to participate, interested vendors go through an application process that includes a set of criteria set by the incubator program. Casa Qui is targeted specifically toward "products handmade and authentic made by the owners or imported from their countries of Latin origin through fair trade."⁹⁶ Participants are required to live and base their business in Washington County. If selected, incubator members must also include Adelante Mujeres as an additional insured in their business's general liability insurance policy.

Casa Qui is one part of Adelante Mujeres's robust schedule of services that it provides through the Empresas Small Business Development Program. It is a requirement that participants have attended other small business development courses before joining the incubator, and most participants so far have been graduates of other courses at the nonprofit, which include bilingual or Spanish classes for new start-ups, in-depth courses on specific business topics, and ongoing technical and financial support programs. Adelante Mujeres also offers low-cost access to its shared commercial kitchen at a rate of \$20 an hour.

Exhibit 1. Adelante Mujeres Business Development Services⁹⁷

Source: Adelante Mujeres

	Empresas Small Business Course	Emprende con Empresas	Cocinemos Course	Business Coaching	IDA/Kiva Zip
Target Audience	Aspiring new entrepreneurs and early start-ups	Graduates from small business courses, existing microbusinesses	Caterers, food truck owners, restaurateurs, food product manufacturers	Graduates from small business courses	Graduates from small business courses
Description	10-week course for small business basics	Monthly training on specific business topics	10-week food industry training course	One-on-one assistance and counseling	Matched savings incentive or microloans
Next Steps	Access to farmers markets; eligible for Casa Qui , coaching, IDA/Kiva Zip, and Emprende classes	Eligible for Casa Qui , coaching, and IDA/Kiva Zip	Access to shared kitchen and farmers market; eligible for Casa Qui , coaching, and IDA/Kiva Zip	Ongoing assistance and mentorship	Co-enrollment with business coaching

Costs and Resources

The incubator space is a part of Adelante Mujeres's main offices, reducing the need for the organization to lease a separate storefront that would drive up costs. This allows the nonprofit to transfer some of those savings toward incubator members.

The premise of Casa Qui helps entrepreneurs to bridge a common financial gap in the process of growing a small business. Many of the businesses in the incubator program have already established a presence in temporary/seasonal pop-up spaces like farmers markets but are not yet ready to scale up to a full stand-alone retail space. Monthly rent for a share of the storefront space is a considerably lower price point than most independent brick-and-mortar commercial spaces at \$200 per business for a lease term of 18 months, alongside other technical and financial assistance benefits.

Master Leasing

Shared commercial space leasing model that provides affordable leases to small and lower-income businesses.

How It Works:

The master lease model is a type of affordable shared commercial space where a single entity (usually a nonprofit, CLT, or public agency) leases commercial real estate that it subleases at an affordable rate to individual businesses (see 10th & Yamhill Case Study).

⁹⁶ "[Incubadora de Negocios – Casa Qui](#)," Adelante Mujeres.

⁹⁷ "[Empresas Small Business Development Program](#)," Adelante Mujeres.

In this model (sometimes also referred to as the Master Lessor model), a public entity or nonprofit will lease commercial property and then provide individual commercial space leases at lower monthly rates for smaller and lower-income entrepreneurs and business owners. These affordable leases provide alternative start-up support, as commercial space ownership is “not uniformly a high priority for many business owners in underserved communities.”⁹⁸

A very common alternative is to combine a master lease with a neighborhood business incubator, which can provide additional development assistance alongside affordable commercial spaces (see Casa Qui Case Study). However, on its own, master leasing is a form of technical support for businesses that uses the space without a comprehensive or cohort-style program—the way other incubators structure their start-up support.

Strengths / Opportunities	▪ Provide long-term affordable commercial spaces for smaller businesses. ▪ Compatible with NBI strategy for comprehensive business start-up support. ▪ Compatible with CLT model – (e.g., Anchorage Community Land Trust).⁹⁹ ▪ Partnerships and pooling financial resources can make master leasing feasible. ▪ Colocating small and moderate-sized spaces can accommodate entrepreneurs at different points in their development - opportunities for a range of businesses, including low-barrier space through the market hall for smaller start-ups and more established anchor tenants that are likely to draw in more customers. ▪ Program configuration can incorporate equity criteria to integrate specific goals for entrepreneurs of color and women, as well as a mix of different retail that encourage equitable access as well as diverse business types. ▪ Compatible with interagency partnership or outright ownership model.
Challenges/ Limitations	▪ Requires extensive capital for development/rehabilitation. ▪ Demands high nonprofit/public agency capacity/staff time. ▪ Master leasing alone isn’t as successful without combined NBI or IDA strategies.
City’s Role/s	▪ Gauge potential for master leasing property within city. ▪ Provide funding support for acquisition of commercial properties and subsidize leasing costs. ▪ Partner with key local, community-based organizations. ▪ Establish qualification/eligibility standards for businesses enrolling into master leasing program.

⁹⁸ Calkins et al., [Permanently Affordable Commercial Space: A Means of Preventing Business Displacement in Neighborhoods Facing Gentrification](#), 8 and 13.

⁹⁹ Ibid.

Master Leasing Case Study - 10th and Yamhill



Portland, Oregon - Completed Fall 2019

Overview

10th and Yamhill, also known as '10Y' is a master leased commercial space that is a part of Prosper Portland's Affordable Commercial Tenanting Program. 10Y provides approximately 21,000 square feet of affordable storefront opportunities for small businesses in Downtown Portland, Oregon, located on the ground floor of a parking garage near frequent foot traffic and large anchor retail locations like Nordstrom and Pendleton. It is one of several locations that the community development corporation operates in the city, including other locations in the Alberta and Lents neighborhoods.

Within 10Y, there is space for flagship retail, restaurant, specialty shop, and market hall opportunities with sizes ranging from 619 to 6,822 square feet. Since opening in fall 2019, the space has hosted a number of local businesses, with an emphasis on underrepresented entrepreneurs.

How It Works

The City's community development organization Prosper Portland leases a space in the bottom of the 10th and Yamhill SmartPark garage that is owned by the Portland Bureau of Transportation. Through an interagency partnership started in 2018, Prosper Portland contributed to initial capital improvement of storefront spaces, then set criteria for recruitment through a Retail Advisory Committee.

In seeking out tenants, they prioritized businesses that are owned by entrepreneurs of color, activate the ground floor, strengthen the retail mix, and bolster pedestrian activity throughout the day. Prosper also provides technical and financial support for its temporary tenants depending on need, but it is not a structured incubator program.

Exhibit 2. 10Y Available Space Details

	Inline Spaces	Anchor Spaces	Restaurant	Market Hall
Size	619 - 1,407 sq ft.	2,634 –2,937 sq ft.	2,800 sq ft.	6,822 sq ft. (individual stalls from 45 – 432 sq ft.)
Rent	\$2,000 – \$4,500 per month	Not determined	Not determined	Variable by size
Target Audience	Existing small retail businesses	Existing small to midsize businesses	Food-based businesses	Small start-ups and new entrepreneurs
Features	Shared storage, tenant improvement grants available	Visible corner locations, shared storage, TI grants	TI grants, storage; includes hood and grease trap	Flexibility in size and duration of leases

Costs and Resources

Prosper Portland's partnership with PBOT was also a part of bringing together the funds for renovation and improvement of commercial spaces. The renovation cost from garage to commercial space was approximately \$25 million, with \$20 million funded by SmartPark revenue and \$5 million by urban renewal funds.¹⁰⁰ Prosper Portland's partnership with PBOT made it possible to start this affordable commercial space. The two city agencies worked together to make improvements on the bottom floor of an existing parking garage through a combination of SmartPark and urban renewal funds, and for ongoing leasing. Although Prosper operates other similar spaces under different ownership models, this partnership enabled them to locate 10Y in such a central, high-opportunity downtown area.

Socially & Environmentally Responsive Criteria

Cities leverage strategic investments and build economic momentum through the integration of social and environmental metrics to score criteria for selecting developers for City-owned developments.

How It Works:

Municipalities typically establish developer characteristics or Development Agreement requirements/criteria for selecting developers for City-owned construction/development. However, to advance equitable goals and attract developers who are committed to social and environmental outcomes, cities may elect to establish specific socially and environmentally responsive criteria.

Environmental, social, and governance investing (ESG) refers to a set of standards used by potential investors to screen a company/or organization's behavior, policies, and objectives. Applying similar ESG criteria to developer selection would entail the following:

¹⁰⁰ "PBOT News Release: Renovation of 10th and Yamhill SmartPark Garage Begins Monday," Portland Bureau of Transportation, January 12, 2018.

- Consider how developer safeguards the environment (i.e., policies addressing climate change, energy uses, pollution, natural resource conservation, and treatment of animals)¹⁰¹
- Consider how developer manages relationships with employees, supplies, and other key stakeholders within the community (e.g., developer’s promotion of “ethical and socially conscious themes, including diversity, inclusion, community focus, social justice, and corporate ethics, in addition to fighting against racial, gender, and sexual discrimination”)¹⁰²
- Consider developer’s leadership style, audits, and shareholder rights (e.g., “embraces diversity on board of directors, corporate transparency, etc.”)¹⁰³

Strengths / Opportunities	▪ Prioritize developers with social and environmental commitments in developer selection ▪ New social and environmental scoring criteria can be added to preexisting developer characteristics or DA requirements ▪ Clarifies a jurisdiction’s preferred partner characteristics and avoids confusion during negotiation
Challenges/ Limitations	▪ Layering public policy objectives may increase gap funding required for project viability or reduce eligible developer pool
City’s Role/s	▪ Establish social and environmental responsibility criteria for developer selection

¹⁰¹ The Investopedia Team, “[What is Environmental, Social, and Governance \(ESG\) Investing?](#)” *Investopedia* (blog), September 27, 2022, See also, “[Environmental social and governance \(ESG\) Investing](#),” Organisation of Economic Co-Operation and Development (OECD), n.d.

¹⁰² The Investopedia Team, “[What is Environmental, Social, and Governance \(ESG\) Investing?](#)”

¹⁰³ Ibid.

4. Preliminary Evaluation of Strategies

This section summarizes a range of potential strategies the City of Vancouver could implement in the Heights, or citywide, to advance the City's equitable development goals for the plan area. Exhibit 3 summarizes the strategies evaluated in Section 3 of this report, along with preliminary evaluation criteria, including:

- **Administrative complexity** for implementation considers how much staff time and resources (financial or otherwise) are required to implement the action.
- **Cost** considers the anticipated funding requirement from the City to implement and maintain the strategy, policy, or program.
- **Target geography** indicates whether the policy would be most feasible and effective with new development within the Heights District Plan Area (inside plan area) or with existing homes and business in surrounding neighborhoods (outside the plan area). For instance, the focus of near-term residential anti-displacement strategies should be outside the plan area, while policies aimed at developing new affordable housing units would be most effective in vacant land inside the plan area.

ECONorthwest will synthesize the findings from this report with findings from other tasks in this project, including the market analysis, feasibility analysis, and community engagement, in a final Equitable Development Strategy report. The final report will include context-specific recommendations for implementation strategies, programmatic investments, and development proposal evaluation criteria for the Heights District Plan Area.

Exhibit 3. Summary of Strategies and Preliminary Evaluation

Strategy	Strategy Type (Residential or Commercial)	Strategy Focus (Anti-Displacement or Equitable Development)	Administrative Complexity	Cost	Target Geography
Funding to Support Affordable Housing Development	Residential	Equitable Development	Medium/High	High	Inside Plan Area
Land Acquisition and Management Strategy	Residential	Anti-Displacement / Equitable Development	Medium	Low	Inside/Outside Plan Area

Strategy	Strategy Type (Residential or Commercial)	Strategy Focus (Anti-Displacement or Equitable Development)	Administrative Complexity	Cost	Target Geography
Multifamily Tax Exemption Program (MFTE)	Residential	Equitable Development	Medium	Medium	Inside Plan Area
Development Agreements	Residential / Commercial	Equitable Development	Low / Medium	Variable	Inside Plan Area
Code and Design Guidelines	Residential	Equitable Development	Low / Medium	Low	Inside Plan Area
Right of First Refusal (ROFR)	Residential	Anti-Displacement	Low / Medium	Low	Inside / Outside Plan Area
Emergency Rental Assistance	Residential	Anti-Displacement	Medium	Medium / High	Outside Plan Area
Anti-Displacement Impact Assessment	Residential	Anti-Displacement	Medium	Low	Inside / Outside Plan Area
Rental Registration Program	Residential	Anti-Displacement	Medium	Low	Inside / Outside Plan Area
Home Repair Loans and Grants	Residential	Anti-Displacement	Medium	Medium	Outside Plan Area
Community Land Trust (CLT)	Residential	Anti-Displacement / Equitable Development	Low	High	Inside / Outside Plan Area
Limited Equity Cooperative (LEC)	Residential	Anti-Displacement / Equitable Development	Medium / High	Medium / High	Inside / Outside Plan Area
Deed-Restricted Homeownership	Residential	Anti-Displacement	Low / Medium	Low	Inside / Outside Plan Area
Energy Conservation & Utilities Assistance	Residential	Anti-Displacement	Medium	Medium	Outside Plan Area
Tenant Protection Enhancements	Residential	Anti-Displacement	Low / Medium	Low / Medium	Inside / Outside Plan Area
Master Lease	Commercial	Equitable Development	Medium / High	Medium / High	Inside Plan Area
Childcare Support	Commercial/ Residential	Anti-Displacement / Equitable Development	Medium	Medium	Inside / Outside Plan Area

Strategy	Strategy Type (Residential or Commercial)	Strategy Focus (Anti-Displacement or Equitable Development)	Administrative Complexity	Cost	Target Geography
Joint Labor-Management and Job Training Partnerships	Commercial	Equitable Development	Medium	Low	Inside Plan Area
Tool Libraries	Commercial/ Residential	Anti-Displacement / Equitable Development	Medium	Low / Medium	Inside / Outside Plan Area
Partner with Public Institutions to Shape Development	Commercial	Equitable Development	Medium	Variable	Inside Plan Area
Individual Development Accounts (IDA)	Commercial	Anti-Displacement / Equitable Development	Low / Medium	Medium	Inside / Outside Plan Area
“Qualified” Local Small Businesses in Public Procurements	Commercial	Equitable Development	Medium / High	Low	Inside / Outside Plan Area
Hire Workforce Navigator to Improve Utilization of Existing Job Training Services in the District	Commercial	Anti-Displacement / Equitable Development	Medium	Medium	Outside Plan Area
Establish a Business Owner–Centered Storefront Improvement Program	Commercial	Anti-Displacement	Medium	Medium	Outside Plan Area
Target Technical Assistance to Priority Businesses	Commercial	Anti-Displacement / Equitable Development	Low / Medium	Medium	Outside Plan Area
Support Business District Organizing	Commercial	Anti-Displacement / Equitable Development	Medium	Medium	Outside Plan Area

Appendix 1. Equitable Development and Anti-Displacement Strategies from Previous Vancouver Work

The Heights Equitable Development Strategy is based in part on previous City work and community input. To build off previous community feedback, priorities, and concerns, ECONorthwest’s initial search for specific anti-displacement and equitable development strategies began with reviewing recommendations from past Vancouver reports, including Fourth Plain Forward, the Heights District Report, and Reside Vancouver. [Exhibit 4](#) below summarizes the goals, policies, and recommendations from past city engagement activities that have informed this report. Each strategy includes a brief description and is categorized by the potential to mitigate business or residential displacement and/or provide new economic opportunities or affordable housing through new development/investment. In some cases, ECONorthwest provided supplemental information, tailored strategy descriptions to the Heights context, or identified specific strategies that could implement previously identified policies or goals.

Exhibit 4. Potential Equitable Development and Anti-Displacement Strategies from Existing Plans

Source: ECONorthwest, Fourth Plain Forward, the Heights District, Reside Vancouver

Strategy Name	Description	Strategy Type				Source
		Community Stabilization & Anti-Displacement		Outcomes for New Development		
		Businesses	Residents	Economic Opportunities	Affordable Housing	
Anti-Displacement Impact Assessments	Assess potential impact of projects	X	X			Reside Vancouver
“Qualified” Local Small Businesses in Public Procurements	Prioritize minority- and women-owned businesses for public procurements	X		X		Reside Vancouver
Joint Labor-Management & Job Training Partnerships	Design programs to provide job opportunities, improve worker skills & low-wage job quality	X		X		Reside Vancouver, Heights District Plan

Strategy Name	Description	Strategy Type				Source
		Community Stabilization & Anti-Displacement		Outcomes for New Development		
		Businesses	Residents	Economic Opportunities	Affordable Housing	
Community Investment Trusts	Collective commercial ownership model over physical location	X	X	X	X	Reside Vancouver
Manufactured Dwelling Park Zoning	Modify zoning codes to preserve mobile home parks		X			Reside Vancouver
Right of First Refusal	City ordinance to increase CLT/nonprofit property ownership to provide affordable housing		X		X	Reside Vancouver
Notification of Sale Policy for Affordable Rental Units	Require a notice of a proposed sale to the City & Tenant prior to property being placed on market		X		X	ECONW
Rental Registration Program	Create city database of all rental properties		X			Reside Vancouver
Emergency Rental Assistance Program	Prevent eviction of renters who are facing a temporary financial emergency		X			Reside Vancouver
Tenant Protection Enhancements	Expand legal protections for renters to reduce and mitigate high costs of displacement		X			Reside Vancouver
Affordable Housing Fund	Renew/expand City’s Affordable Housing Fund		X		X	Reside Vancouver, Heights District Plan
Land Acquisition & Management Strategy	Increase the land available for the development of affordable housing				X	Reside Vancouver

Strategy Name	Description	Strategy Type				Source
		Community Stabilization & Anti-Displacement		Outcomes for New Development		
		Businesses	Residents	Economic Opportunities	Affordable Housing	
Multifamily Tax Exemption (MFTE)	Restructure MFTE to leverage tax benefits in exchange for community benefit agreements				X	Reside Vancouver, Fourth Plain Forward, Heights District Plan
Community Land Trusts (CLTs)	Long-term affordable homeownership opportunity				X	Reside Vancouver, Heights District Plan
Limited Equity Trusts (LECs)	Affordable “share” model for part ownership in commercial or residential cooperative				X	ECONW
Improve Utilization of Existing Job Training Services	Increase access to existing job training and entrepreneurial services for non-native English speakers	X		X		Reside Vancouver, Heights District Plan
Energy Conservation and Utilities Assistance	Reduce energy consumption in homes of residents who are low income to lower utility costs		X		X	Reside Vancouver
Implement small business technical assistance strategically	Target adaptive reuse and prelease assistance programs to vacant storefronts	X				Fourth Plain Forward
	Establish a business owner–centered storefront improvement program	X				Fourth Plain Forward
	Target technical assistance to priority businesses	X				SOW, Fourth Plain Forward
	Establish an office or host office hours in the business district	X				Fourth Plain Forward

Strategy Name	Description	Strategy Type				Source
		Community Stabilization & Anti-Displacement		Outcomes for New Development		
		Businesses	Residents	Economic Opportunities	Affordable Housing	
	Foster a network of small business support	X				Fourth Plain Forward
Extend small business support to home-based microenterprises	Invest time and resources in community outreach to engage home-based businesses	X				Fourth Plain Forward
	Connect home-based businesses with institutional customers	X		X		Fourth Plain Forward
	Provide specialized support for home-based childcare businesses	X		X		Fourth Plain Forward
	Review code for barriers to establishing/operating home-based businesses	X		X		ECONW
Help small businesses and microenterprises access capital and build assets	Consider a partnership with a microfinance organization	X		X		Fourth Plain Forward
	Facilitate crowdfunded small business loans through Kiva Zip	X		X		Fourth Plain Forward
	Encourage small business owners to set up Individual Development Accounts through share	X		X		Fourth Plain Forward
Implement projects and partnerships to catalyze the growth of food businesses	Develop a commercial kitchen incubator			X		Fourth Plain Forward
	Partner with institutions and agencies to expand opportunities for food entrepreneurs	X		X		Fourth Plain Forward
	Extend the food truck pilot program to Heights			X		Fourth Plain Forward
	Sponsor vendor stalls at the Vancouver Farmers Market for low-income food entrepreneurs	X		X		Fourth Plain Forward

Strategy Name	Description	Strategy Type				Source
		Community Stabilization & Anti-Displacement		Outcomes for New Development		
		Businesses	Residents	Economic Opportunities	Affordable Housing	
	Weekday farmers market event at the Heights	X		X		ECONW
Encourage shared parking	Enhance regulations for transit-oriented development			X		Fourth Plain Forward, the Heights District Plan
Relax right-of-way improvement standards for midsize expansions	Enhance regulations for transit-oriented development	X		X		Fourth Plain Forward
Incentivize inclusive transit-oriented development	Target the Multifamily Tax Exemption program to the Heights and add transit-supportive requirements				X	Fourth Plain Forward
	Market development opportunities in the Heights			X	X	Fourth Plain Forward
	Provide the option of Type I development review to expedite the application process			X		Fourth Plain Forward
	Facilitate low-interest loans for projects with significant community benefit		X	X		Fourth Plain Forward
	Provide development fee relief for TOD projects			X		Fourth Plain Forward
	Establish a public development authority for the Heights			X		Fourth Plain Forward
Invest land and gap funding for affordable housing	Ensure residential units of all levels of affordability are constructed to a high standard of quality.				X	The Heights District Plan - Equity, Jobs,

Strategy Name	Description	Strategy Type				Source
		Community Stabilization & Anti-Displacement		Outcomes for New Development		
		Businesses	Residents	Economic Opportunities	Affordable Housing	
						and Housing Policies
Home repair loans and grants	Ensure opportunities for seniors to age in place in the District.		X			The Heights District Plan - Equity, Jobs, and Housing Policies
Support acquisition of buildings/commercial spaces for faith-based institutions	Ensure continuity of access to social and religious services as the area transitions		X			The Heights District Plan - Equity, Jobs, and Housing Policies
Include social and environmental responsibility criteria for selecting developers for City-owned land.	Integrate these components into scoring criteria for developer section and disposition strategies.			X	X	The Heights District Plan - Equity, Jobs, and Housing Policies
Support public partnerships (private, nonprofit, or VHA) that meet housing goals	Increase variety of housing to include a mix of unit types with a focus on providing options for residents at all stages of life		X		X	The Heights District Plan - Equity, Jobs, and Housing Policies
	Create diversity in housing types, as well as a mix of 2- and 3-bedroom units that are affordable for families, seniors, and others on fixed or limited incomes.		X		X	The Heights District Plan - Equity, Jobs, and Housing Policies

Strategy Name	Description	Strategy Type				Source
		Community Stabilization & Anti-Displacement		Outcomes for New Development		
		Businesses	Residents	Economic Opportunities	Affordable Housing	
	Ensure affordable housing is sited and integrated appropriately with market-rate housing.		X		X	The Heights District Plan - Equity, Jobs, and Housing Policies
	Provide mixed-income housing affordable to people at a variety of income levels.		X		X	The Heights District Plan - Equity, Jobs, and Housing Policies
Community Benefit Agreements/ Development Agreements/ Business Support Programs	Maintain a small business culture by retaining existing locally owned businesses and attracting new local businesses, including minority- and women-owned and disadvantaged business enterprises.	X				The Heights District Plan - Economic Vitality, ECONW
Master Leasing	Leverage city landownership to make strategic investments and build economic momentum.			X		The Heights District Plan - Equity, Jobs, and Housing Policies
Development Agreements	Negotiate with property owners to seek tenants complementary to the Heights District (vision, goals, and objectives)			X		The Heights District Plan - Economic Vitality, ECONW
Tool Libraries	Promote programs that build community and allow opportunities to share resources	X	X	X	X	The Heights District Plan - Economic Vitality

Strategy Name	Description	Strategy Type				Source
		Community Stabilization & Anti-Displacement		Outcomes for New Development		
		Businesses	Residents	Economic Opportunities	Affordable Housing	
Enter into public-private partnerships that meet Economic Vitality goals	Program locally owned and operated restaurants, food markets, and services that serve a range of preferences and affordability levels.	X	X	X		The Heights District Plan - Economic Vitality
	Work with development partners to promote healthy food options within the District.		X	X		The Heights District Plan - Economic Vitality
	Work to attract cafes, art galleries, incubator, and makerspaces to activate the District. Consider interim uses like pop-up retail, food trucks, and temporary installations to provide short-term activation and energy.		X	X		The Heights District Plan - Economic Vitality
	Consider interim uses for existing buildings such as creative industries, makerspaces, artist studios, and small businesses.	X		X		The Heights District Plan - Economic Vitality
Allocate resources to organize and program the business district	Create and fund a distinct manager position	X		X		Fourth Plain Forward
	Lead litter and graffiti removal efforts	X	X	X		Fourth Plain Forward
	Establish an ongoing public market	X		X		Fourth Plain Forward
	Partner with the Vancouver Police Department to improve safety		X			Fourth Plain Forward

Strategy Name	Description	Strategy Type				Source
		Community Stabilization & Anti-Displacement		Outcomes for New Development		
		Businesses	Residents	Economic Opportunities	Affordable Housing	
	Facilitate community placemaking		X			Fourth Plain Forward
	Host ongoing special events and festivals		X			Fourth Plain Forward
Partner with public institutions to shape development	Partner with Vancouver Public Schools in a way that benefits small businesses and the local community	X		X		Fourth Plain Forward
	Partner with Clark College on future developments to ensure benefits for the business district and community	X		X		Fourth Plain Forward
Implement Heights District Land Use and Zoning Policies	Ensure a mix of building typologies are applied to each land use throughout the District.				X	The Heights District Plan - Land Use and Zoning Policies
	Encourage a pedestrian-scale environment and walkability through smaller blocks and narrow street rights-of-way.		X			The Heights District Plan - Land Use and Zoning Policies
	Ensure public realm uses are prioritized, such as civic parks and neighborhood parks.		X			The Heights District Plan - Land Use and Zoning Policies
	Program dedicated, flexible venue space for arts and cultural events.		X			The Heights District Plan - Land Use and

Strategy Name	Description	Strategy Type				Source
		Community Stabilization & Anti-Displacement		Outcomes for New Development		
		Businesses	Residents	Economic Opportunities	Affordable Housing	
						Zoning Policies
	Ensure the availability of live/workspace, studio space, and other facilities to support local artists.	X		X		The Heights District Plan - Land Use and Zoning Policies
	Consider adding a neighborhood branch library or other civic uses as cultural amenities.		X			The Heights District Plan - Land Use and Zoning Policies
	Ensure the District is accessible for people of all abilities by requiring universal design and other accessibility criteria for streets, sidewalks, parks, and commercial areas.		X		X	The Heights District Plan - Land Use and Zoning Policies

Appendix B: Example of Deed Restriction Language

Homeownership Deed Restriction Template - RIHousing:

Affordability and Occupancy Requirement.

(a) This Deed Restriction shall remain in effect from the date this Deed Restriction is recorded in the land evidence records of the Municipality and continuing for a period of [_____] (____) years thereafter (the “Affordability Period”) unless earlier terminated in accordance with Section 3 or Section 5 hereof (the “Termination Date”). On and after the Termination Date, this Deed Restriction shall be of no further force or effect.

(b) During the Affordability Period, the Property shall be available for purchase at the maximum resale price only to an individual or household whose gross annual household income does not exceed [____] percent (____%) of area median income (adjusted for household size) for the [_____] Metropolitan/Non-Metropolitan Statistical Area as established from time to time by the U.S. Department of Housing and Urban Development (“HUD”) (an “Eligible Purchaser”). For purposes of this Deed Restriction, the “Maximum Resale Price” is determined to be the monthly housing costs (including principal, interest, taxes, insurance, and condominium fees, if any) that does not exceed thirty percent (30%) of the gross income of an individual or household earning [____] percent (____%) of area median income (adjusted for household size).

(c) To be considered an Eligible Purchaser, the individual or household must intend to occupy and thereafter must occupy the Property as his, her or their principal residence and must provide to the Monitoring Agent such certifications as to income, assets and residency as the Monitoring Agent may require to determine eligibility as an Eligible Purchaser. Any use of the Property or any activity thereon which is inconsistent with the purpose of this Deed Restriction is expressly prohibited.

(d) Except as provided in Section 3(a) hereof, the Property shall remain affordable during the Affordability Period without regard to the term of any mortgage on the Property or to any transfer of ownership thereof.

(e) This Deed Restriction’s compliance with the affordability requirements shall be monitored and enforced by the Monitoring Agent.¹⁰⁴

¹⁰⁴ <https://www.rihousing.com/wp-content/uploads/Homeownership-Deed-Restriction-Template.docx>

Appendix F. Feasibility Analysis and Recommendations

Context

The project team conducted a feasibility analysis to evaluate redevelopment options for the Tower Mall Redevelopment Area (TMRA) for their ability to meet key objectives of the Equitable Development Framework of the Heights District Plan. This appendix provides a summary of the technical analysis, considerations, phasing, and specific recommendations for applying a subset of equitable development recommendations to the TMRA. This site-specific analysis considers the following factors:

Equitable Development Strategies	Site/Design Factors
• Leverage city-owned sites to support equitable outcomes • Advance districtwide housing affordability targets • Support alternative ownership opportunities • Consider implications for affordable commercial within the broader development area	• Density and urban design objectives (see Design Capacity Study) • Infrastructure investment • Current property ownership

Each of these considerations affect what can be built where and by whom. The Recommended Site Scenario shown in the map in Exhibit 8 depicts the project team’s preferred alternative to maximize equitable development outcomes given urban design factors, market realities, and parcel ownership within the TMRA.

Tower Mall Redevelopment Area Opportunity

The Tower Mall Redevelopment Area provides a unique opportunity to deploy multiple equitable development strategies and serve as a case study for future equitable development opportunities throughout the City of Vancouver. The planning and engagement efforts to create the Heights District Plan have reinforced the City’s strong commitment to carrying out the vision for the site. As of spring 2023, the City of Vancouver:

- **Owns at least 60 percent of the land area within the boundaries of the TMRA**, based on current parcel ownership.

- **Conducted a Density Capacity Study** to estimate the potential building capacity of TMRA parcels. This work also identified zoning changes to support different uses and scales of development that could leverage the planned infrastructure investments, such as multiple higher-density residential buildings with ground floor retail.
- **Planned and designed infrastructure investments.** The Heights District Plan calls for the site to be subdivided with roads and larger utility lines to serve the increase in site occupants. The City engaged with consultants to design roads, parks, public realm improvements, a multimodal corridor called the Grand Loop, and underground utilities in the TMRA. This infrastructure design work is supported and informed by the Density Capacity Study.

The Heights District goals include density and urban design objectives, public realm and infrastructure improvements, and equitable development outcomes that require consideration and often public investment. Therefore, the feasibility analysis is guided by equitable development outcomes for the TMRA in the context of other Heights District objectives.

Equitable Development Considerations

Defining Affordability Targets for the TMRA

A key element of the City's vision for the Heights District overall, and TMRA in particular, is providing affordable rental and ownership options to meet housing goals identified in the Heights District Plan and recent Washington Growth Management Act (GMA) housing targets. We worked with City staff to identify preliminary affordability targets for the TMRA for the purposes of the feasibility analysis, given that the vision and planning work for the Heights District is ongoing.

Clark County has recently adopted an analysis of housing needs by income bracket as part of their compliance with the state's GMA. The allocation of units and the income targets to the City has still not occurred, these figures are therefore preliminary estimates and are subject to revision once the final allocation occurs. The figures used in this analysis are a starting point to model how the TMRA could contribute to meeting projected housing needs.

The County's housing needs analysis includes a range of estimates based on different target years and population growth scenarios (low, medium, or high). We assumed the target year of 2045 and medium population growth (approximately 670,000 people). For Clark County, these assumptions resulted in an estimated housing need of 51 percent of units affordable at or below 80 percent of median family income (MFI) and 36 percent of units at or below 50 percent of MFI, as shown in Exhibit 1.

Exhibit 1. Projected Countywide Housing Needs for Medium Population Growth

Source: ECONorthwest based on data from Clark County

	0-30% MFI (Non- PSH*)	0-30% MFI (PSH*)	30-50% MFI	50-80% MFI	80-100% MFI	100- 120% MFI	120%+ MFI
Net New Housing Needed (2020-2045)	13,101	5,221	14,975	13,676	7,675	7,257	29,400
Share of Total New Housing Needed	14.3%	5.7%	16.4%	15.0%	8.4%	7.9%	32.2%

*Permanent Supportive Housing

The project team used GMA county-level distribution of housing needs to calculate affordability targets for the TMRA. As of spring 2023, the TMRA planning work included approximately 1,800 units of new housing, which yields the affordability targets shown in Exhibit 2.

Exhibit 2. Recommended Housing Targets for Tower Mall Redevelopment Area by Income Level Based on Clark County Targets

Source: ECONorthwest

	0-30% MFI (Non-PSH)	30-50% MFI	50-80% MFI	80-100% MFI	100- 120% MFI	120%+ MFI
Share of units	15.2%	17.4%	15.9%	8.9%	42.6%*	
Total units for the TMRA	273	312	285	160	764*	

* For the purposes of our analysis, ECONorthwest combined the upper income categories and categorized them as market rate given current market rents.

The City can refine these targets once the citywide affordable housing needs forecast and the vision and planning work for the Heights District are complete.

Site Ownership Informs Development Strategies

The City of Vancouver has already invested heavily—and plans to continue investing—in the Heights, both through direct funding for site preparation and infrastructure and through an acquisition strategy to achieve City ownership and site control of parcels within the TMRA. These public investments contribute to affordable housing goals in a variety of ways. The feasibility analysis considered two nonexclusive options for leveraging public subsidy for affordable housing:

- Working with developers to access conventional financing programs such as low-income housing tax credits (LIHTC) or inclusionary housing incentives such as Washington's Multifamily Tax Exemption (MFTE) to create affordable rental housing.

- Working with developers interested in exploring alternative development financing and ownership mechanisms (such as community land trusts and limited equity housing cooperatives) to create affordable ownership housing that provides greater housing stability and the potential for building wealth.

As a first step to understand the ability of the TMRA to deliver on the multiple objectives for the Heights, the project team matched affordable units to proposed parcels and development scales for the TMRA.¹ Our baseline understanding of development economics and the conventional, market-based mechanisms for delivering affordable housing informed two assumptions that guided the mapping exercise:

- Privately owned sites are likely to be market-rate development unless they opt into providing below market rate (affordable units) through the MFTE program. These sites could meet the affordability targets for 80 percent of MFI and above identified in the GMA targets.
- City-owned sites could be leveraged to achieve deeper levels of affordability by reducing the cost of land. These sites could meet the GMA affordability targets for households earning less than 80 percent of MFI.

Taken together, these assumptions shaped four approaches to site ownership and financing within the TMRA:

1. **Privately owned sites developed by market-rate developers.** Privately owned sites will likely be developed by market-rate developers accessing conventional sources of money for market-rate development. These sites would likely only deliver affordability if they voluntarily participated in an MFTE program option that required a share of the units in the building to be set aside as affordable for the term of the tax exemption. Given proposed MFTE program options for the Heights, the project team assumed the highest affordability would be a 20 percent set aside of units at 80 percent of MFI. However, these units would only be affordable for the duration of the 12-year tax exemption.
2. **City-owned sites developed by market-rate developers via a development agreement.** The City could employ development agreements to have market-rate developers create some city-owned sites by providing access to conventional sources of money for market-rate development. The premise for this financing strategy would be to reduce the cost of the City-owned land in exchange for a market-rate developer to deliver greater affordability in a mixed-income project. Depending on the desired depth of affordability and the set-aside of units, the City might also have to consider offering additional incentives alongside the reduced land cost and MFTE program, such as reducing or exempting impact fees in order for development using conventional market-rate sources of money to be feasible.

¹ Proposed parcel boundaries will need to be negotiated as current land ownership boundaries differ from the planned TMRA site configuration.

3. **City-owned sites developed by affordable housing developers.** The City could leverage its sites to achieve deeper levels of affordability by reducing the cost of land. These city-owned sites could help meet the GMA affordability targets for households earning less than 80 percent of MFI while also supporting longer-term affordability. The City could partner with affordable housing developers that use conventional sources of money such as a low-income housing tax credit (LIHTC) to fund the development of regulated affordable housing. Interviews with LIHTC developers indicated that delivering an LIHTC with retail components is complex, so creative approaches and supplemental sources of funding may be needed to support projects with ground floor retail requirements or to meet urban design objectives. These interviews also indicated that most LIHTCs deliver units at multiple depths of affordability, meaning that LIHTC developments could achieve multiple affordability targets.
4. **City-owned sites developed with alternative ownership models.** The City of Vancouver is interested in supporting development in the TMRA that provides permanent affordability and greater housing stability than conventional ownership or affordable rental housing. Given the resource limitations associated with conventional sources and approaches to affordable housing development, we explored the feasibility of using alternative development financing and ownership mechanisms to help achieve the City's housing goals on multiple City-owned sites. More specifically, we explored how the City could support community land trusts (CLTs) and limited equity housing cooperatives (LEHCs) for new housing development in the TMRA.

Site Development Scenario

Given the mix of ownership in the TMRA, the project team created six alternative affordability scenarios that varied in their ability to deliver on the different goals. This involved mapping affordable unit set-asides to specific parcels to understand how each scenario could meet affordability targets and provide the mix of uses and densities in line with the goals of the Heights District Plan and the Density Capacity Study while still being aligned with market reality.² The site scenario shown in Exhibit 3 is the most illustrative in highlighting the scale of affordable housing development necessary to meet the goals of the District Plan and the need to maximize the utilization of each parcel within the TMRA to achieve an equitable redevelopment project. Because the redevelopment of the TMRA will be driven by community partners with particular strengths and funding capacity, actual development of the TMRA will in all likelihood differ from this scenario shown below.

² Modeled densities and housing typologies include townhome development for market-rate and affordable homeownership in line with the City's equitable development goals. At the time of this report, the HX zone minimum density requirements for the District Gateway subdistricts are 30 dwelling units per acre, which are not conducive to most townhome development on individual parcels.

Exhibit 3. Illustrative Site Scenario

Source: ECONorthwest



Note: Parcels in shades of blue represent land under current or proposed City of Vancouver site control; parcels in shades of orange represent privately owned sites; and darker shades of blue and orange represent deeper levels of affordability compared to other parcels in the same ownership category (i.e., private or city). Proposed parcel boundaries may be negotiated as current land ownership boundaries differ from the planned TMRA site configuration.

An immediate recommendation that came out of this mapping exercise is that to guarantee the City could achieve the affordability targets, the City should consider acquiring at least one additional site that could accommodate a substantial share of units. Given the City's understanding of interested property owners, the project team identified parcel G as the most likely site for city acquisition. The map in Exhibit 3 reflects the potential change in parcel ownership. As a near-term implementation step, the City could prioritize acquisition of important parcels to secure site control to advance equitable development outcomes.

The parcels identified in the illustrative site scenario map align with the infrastructure design work and the Density Capacity Study. These parcels do not reflect current land ownership boundaries and are thus approximations of possible development sites based on future infrastructure investments and parcel boundary adjustments. Additionally, the City is already

engaging with property owners through parcel boundary adjustments and land swaps to create the parcels that will be necessary to implement both the urban design vision as well as the equitable development goals and should continue with that approach in the immediate term.

The scenario in Exhibit 3 assumes the following distribution of site ownership, primary financing, and ownership strategy for the development, in addition to the affordability mix, as shown in Exhibit 4.

Exhibit 4. Illustrative Site Scenario Ownership, Affordability Mix, and Ownership Strategy

Source: ECONorthwest

Parcel Letter	Approximate Site Ownership	Affordability Mix	Financing and Ownership Strategy
A	Private	*20% at 80% MFI	Market / MFTE
B	City	50% at 100% MFI; 50% at 80% MFI	Developer Agreement
C	City	50% at 50% MFI; 50% at 30% MFI	LIHTC
D	City	50% at 100% MFI; 50% at 80% MFI	Developer Agreement
E	Private	*20% at 80% MFI	Market / MFTE
F	Private	*20% at 80% MFI	Market / MFTE
G	City	100% at 80% MFI	Alternative
H	Private	*20% at 80% MFI	Market / MFTE
J	Private	*20% at 80% MFI	Market / MFTE
K	Private	*20% at 80% MFI	Market / MFTE
L	Private	*20% at 80% MFI	Market / MFTE
M	City	100% at 80% MFI	Alternative
N	City	50% at 50% MFI; 50% at 30% MFI	LIHTC
O	City	100% at 80% MFI	Alternative
P	City	50% at 50% MFI; 50% at 30% MFI	LIHTC

* Under this scenario, we assumed the city-owned parcels could result in almost achieving targets for 30 percent and 50 percent of MFI and could also help deliver most of the total need for units at 80 percent and 100 percent of MFI. We also assumed privately owned parcels would use a potential MFTE program to deliver close units at the targets for 80 percent and 100 percent of MFI; however, as the MFTE program is voluntary and temporary, we footnote the total affordable units that were assumed to be through this potential program. We based this off the development capacity study draft at the time of the analysis (initially approximately 2,500 units and then decreased to 1,800 units).

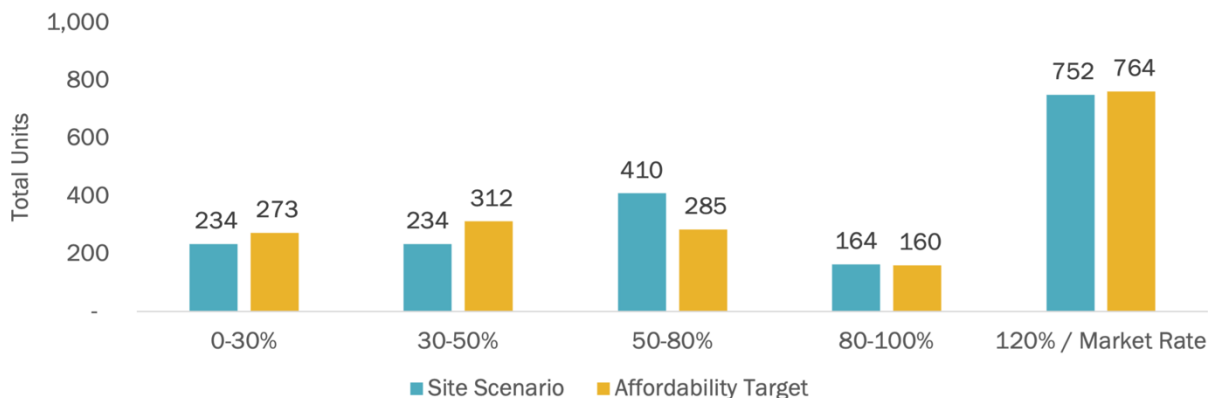
Meeting GMA Targets through Illustrative Site Scenario

Of the scenarios tested, the site scenario in Exhibit 3 was closest to achieving a mix of affordable units in line with the estimated GMA targets. Exhibit 5 shows the total housing units across all

levels of affordability yielded by that scenario compared to the proportional GMA targets for the TMRA.

Exhibit 5. Housing Unit Yield in Illustrative Site Scenario Compared to Affordability Targets

Source: ECONorthwest



Note: ECONorthwest assumed multiple privately owned properties would take advantage of MFTE, resulting in approximately 150 units at the 50–80% income target that might otherwise be in the 120%/Market Rate target if they do not participate in the program.

Risks to Realizing Affordability Targets in the TMRA

While the City can theoretically meet its affordability targets with a conventional approach to development and financing in the illustrative site scenario, there are important caveats and challenges:

- **Uncertain private market delivery.** There is no guarantee that privately owned sites will deliver the total number of units or the City’s desired share of affordable units modeled in the recommended alternative scenario. The City’s levers for achieving affordable units within market-rate development are voluntary incentive programs like MFTE or negotiated developer agreements. The volatility of the real estate market, including the cost of capital, is another dimension of uncertainty that drives development activity.
- **Preliminary nature of planned development scale.** This analysis relies on calculating the share of affordable units based on a defined total unit count and mix of development scales determined in partnership with the City. If actual development patterns in the TMRA do not reflect the modeled densities and building types identified in the Infrastructure Strategy, the feasibility of meeting the expected GMA targets will change. This will have impacts for specific funding sources and development strategies that might lend themselves to specific scales of development (we discuss this in more detail in subsequent sections).
- **Limited public resources.** More than a third of the units would need to be affordable to households earning 50 percent of MFI and below, which will require additional public subsidies beyond MFTE, such as an LIHTC. It would likely take two to three years of LIHTC funding cycles to generate enough funding for one planned development at the

density envisioned for the Heights. To fund all the targeted deeply affordable units in TMRA would commit the entirety of Clark County's LIHTC applications for decades.

Given the limitations associated with conventional sources and approaches to affordable housing development, we explored the feasibility of using alternative development financing and ownership mechanisms to help achieve the City's housing goals.

Alternative Development Financing and Ownership

In addition to meeting the goals for target unit counts and/or shares of affordable housing units, the City of Vancouver is interested in supporting development in the TMRA that provides permanent affordability and greater housing stability than conventional affordable rental housing provides. Two important methods for achieving these housing outcomes are to change the sources and terms of development capital and how the housing is owned.

The project team considered several alternative housing models, with a focus on owner-occupied housing. While there are options for raising low-cost or forgivable development capital from public or philanthropic sources for rental housing, our analysis evaluated models that create ownership opportunities for households earning below the median income. These models differ from rental housing because they rely (to varying degrees) on residents' capacity to secure debt to cover the cost of development through individual loans.

Ownership Structures and Trade-Offs

There are four primary legal structures for homeownership: fee simple, condominium, land lease, and cooperative. Each structure offers different benefits and drawbacks for owners in terms of autonomy, ability to access loan products, and potential for building wealth, as well as for meeting public policy goals related to housing affordability and stability.

Fee Simple

Fee simple ownership confers ownership of the structure and the land underneath it, which usually means that the home is not attached to any other building.³ This is the most common form of ownership and has the most options for accessing a mortgage. Fee simple ownership also offers the greatest potential for building wealth if the value of land and housing increases. Owning real property through fee simple ownership can also serve as collateral to take out loans for home improvements, education, and other life needs.

Condominium

In a condominium structure, units are owned by individuals while the common elements of the building—e.g., the roof, exterior walls, hallways—and the land underneath the building are owned by an incorporated homeowners association (HOA). This type of ownership is most common when homes are attached by walls or are in multistory apartment buildings. Many

³ In 2021, Oregon passed legislation allowing fee simple ownership and land divisions for attached townhome construction. See Senate Bill 458 (2021): <https://olis.oregonlegislature.gov/liz/2021R1/Measures/Overview/SB458>.

banks offer loans to buy condos, though it is more difficult for buyers with lower incomes to qualify for condo loans because of limits on the share of Federal Housing Administration loans allowed in a condo building.

An important difference from fee simple ownership is that condos have routine additional monthly costs beyond mortgage expenses. Condo owners pay monthly fees for maintenance and improvements to the common elements owned by the HOA. These fees also contribute to capital reserves to cover unexpected costs. These monthly fees are included in underwriting debt and therefore limit the maximum purchase price more than in fee simple property.

In most markets, the value of condos grows more slowly than the value of detached homes, which presents more limited options for building wealth. This is particularly the case for condos that are stacked vertically when compared to townhome developments that are legally structured as condos.

Land lease

One strategy to make homeownership more affordable is to separate ownership of the land from ownership of the home, whether a detached home or a multiunit building. Separating ownership in this way removes the cost of the land from the price of a home. A community land trust (CLT) is a nonprofit organization that owns and manages land on behalf of the broader community, whether for housing, agriculture, open space, or other community benefit.

CLTs usually lease the land through a long-term, low-cost ground lease to owners of homes or multiunit buildings. Sometimes CLTs also own buildings and lease those to tenants at affordable rents.

Cooperative

Like condos, cooperatives are a legal structure that allows shared ownership of real property. Unlike condos, individual owners do not hold title to property directly; instead, owners hold shares of a cooperative corporation which owns buildings, land, or both. This member ownership share comes with a long-term proprietary lease to occupy a unit owned by the cooperative. A cooperative structure can own any type of housing, including apartments, townhomes, cottage clusters, or detached homes.

Similar to HOAs, cooperatives charge monthly fees to cover the shared costs of maintaining the property. Cooperative fees also include shared costs for servicing debt held by the cooperative and paying property taxes, which are assessed on the property as a whole. These fees can vary widely based on the value of the property, local tax structures and incentives, and outstanding debt, as well as how the cooperative approaches building capital reserves.⁴

⁴ As of 2022, federal guidelines for condo lending require HOAs to meet a threshold for capital reserves. There are no such requirements for housing cooperatives.

Alternative Financing Mechanisms

Exploring alternative structures for owning property also opens possibilities for alternative (nonconventional) approaches to financing development. Land lease and cooperative ownership, in particular, offer more options for assembling alternative sources of capital. Community land trusts can offer free or low-cost land through ground leasing that is permanently separated from the cost of improvements on the land. Established CLTs also offer organizational stability and capacity to support owners, which can make lenders approach mortgages on CLT-affiliated properties as less risky. Cooperatives have the capacity to take on debt through a blanket mortgage on the property that is paid for proportionally by cooperative members and with terms that are based on the value and stability of the property as a whole.

These alternative structures and approaches also present different challenges compared to conventional development. CLTs are complex organizations that need time and resources to build the capacity to provide maximum benefit to residents and the broader community. Because cooperative residents do not own real property, they do not qualify for mortgages, which can place larger burdens on cooperative owners to fund their ownership shares. Share loans are mortgage-like products that help households finance the cost to purchase shares in a cooperative. Washington is one of a few states with lenders that offer share loan products, but they may not be active in all the state's regions.

Modeled Alternative Ownership Structures

A challenge for modeling multifamily affordable homeownership is there is no single template, given the variables and options for construction type, ownership structure, and capital sources. Because there are no large-scale programs—such as an LIHTC—to support alternative models, each project is relatively unique to its site context and specific development partners. There are, however, a few recent projects in Washington that are comparable to the development type and scale under consideration in the Heights.

These examples represent three different ownership and asset structures that helped inform the feasibility analysis for alternative approaches to affordable development in the TMRA. The discussion below is meant to provide detail on possible structures and attributes of alternative homeownership, rather than a set of fixed options. Elements of these structures can be combined in different ways or modified to meet the needs of different projects, residents, or City goals.

Deed-Restricted Condominium

Like other affordable homeownership programs, deed-restricted condos have covenants requiring they be sold to income-qualified buyers at an affordable price. The maximum affordable price is calculated with an “appreciation factor”—a multiplier that calculates the new sale price based on the previous sale price, often indexed to a federal measure like area median income. While the covenant sets the maximum sale price, it does not guarantee the unit will sell

for that price. A public agency or nonprofit organization is usually responsible for monitoring and enforcing these covenants, but otherwise they may have no involvement with homeowners.

Comparable Project: ARCH

A Regional Coalition for Housing (ARCH) is an interlocal partnership between King County and 15 east county cities to coordinate affordable housing planning and development. In addition to its policy and financing role, ARCH administers the inclusionary housing policies of its member cities, supports monitoring income restriction programs, and stewards affordability covenants on more than 700 ownership units,



Source: Northwest Multiple Listing Service

including condos. The appreciation factor ARCH uses to set resale prices on deed-restricted properties is the change in area median income since the previous sale.⁵

Community Land Trust Condominium

A deed-restricted condominium can also be affiliated with a community land trust even if the CLT does not own the underlying land. In these cases, the CLT sets the terms of price appreciation and monitors the enforcement of the affordability covenant. Some CLTs use a fixed-rate appreciation formula for resale. Others revalue properties with appraisals and allocate a share of the appreciation to the owner and the remainder to the trust. As with other land trust properties, an important benefit for CLT condos is the organizational stability and financial counseling provided to members of the land trust. CLTs often help secure public subsidies and grants to fill the gaps between the cost of acquiring or developing properties and sale prices that are affordable to income-qualified buyers. Many CLTs have also cultivated partnerships with regional lenders to provide mortgage products better tailored to their owners.

⁵ See ARCH sample covenant: <https://www.archhousing.org/arch-homeowner-program-policies>.

Comparable Project: Homestead CLT – Phinney Ridge

Seattle-based Homestead Community Land Trust has a portfolio of more than 200 homes in the Greater Seattle area.

Homestead CLT currently has two condominium projects in development in the Phinney Ridge neighborhood of Seattle. Each project has fewer than 30 units, of which 19 will be priced for households at 65 percent of MFI (with qualifying income capped at 80 percent of MFI), while the remaining units are market rate.



Source: Schemata Workshop

Prices for affordable units will likely be between \$240,000 and \$330,000. Development is being partially financed through land donation, grants, and low-cost loans from the City of Seattle. Rather than a ground lease, the condos will have resale restrictions recorded as covenants with a fixed formula appreciation value of 1.5 percent. Homeowners will be able to buy with a 1 percent down payment (i.e., \$2,500–\$3,300), which eliminates the need for down payment assistance. As in a typical condo development, owners will pay monthly fees to a homeowners association, as well as a small stewardship fee to Homestead to provide administrative support. These projects will not be leasing the land from Homestead.⁶

Limited Equity Housing Cooperative

Housing cooperatives can exist in market-rate and limited equity forms. In a limited equity cooperative, the value of membership shares appreciates at a low, fixed rate—usually lower than expected inflation. By keeping this appreciation rate low, the cost of joining the cooperative stays affordable to lower-income buyers over time. When a member leaves the cooperative, they recoup their initial investment, plus the appreciated value of their membership share according to the formula.

⁶ Interview with Kathleen Hosfeld. See also: <https://www.homesteadclt.org/about-homestead/new-homes-in-development>.

Comparable Project: HomeSight – U-lex Housing Cooperative

HomeSight is a nonprofit community development organization that provides technical assistance for small businesses and homebuyer education, in addition to developing affordable housing in Greater Seattle for the past 20 years.



Source: SKL Architects

After building dozens of detached single homes, townhomes, and condos, HomeSight is currently developing a limited equity housing cooperative in the Othello neighborhood of Seattle. The U-lex project has 68 units that will be affordable to households at 80 percent of MFI or less. Share prices for membership to the cooperative are expected to be \$86 per square foot, or \$58,000 for a one-bedroom apartment. HomeSight has partnered with a local credit union to offer share loans to households that need to finance the buy-in share price. In addition to maintenance, property management, and capital reserve fees that are roughly equivalent to HOA fees, monthly dues in a cooperative go toward paying the blanket mortgage and property taxes on the building. U-lex's total expected monthly dues for a one-bedroom apartment are \$1,750.⁷

Levers for Achieving Alternative Affordable Ownership

Each of these models takes a different approach to achieving permanent affordability and household stability while using different alternative financing structures. When modeling these different alternative affordable options in a pro forma, there are several key variables and assumptions:

- **Sources of capital.** In condominium models, development is ultimately financed through unit sales—a combination of down payments and take-out mortgages from buyers. In cooperatives, a majority of the project financing can come from a blanket mortgage on the development, which is shared proportionally by cooperative members. The remaining equity contribution comes from the share prices for cooperative membership. A cooperative's ability to take on debt at a project level—and the interest rate of that debt—affects monthly housing costs differently than a mortgage that is underwritten to a specific household's financial circumstances.
- **Down payment and loan terms.** The size of a down payment is an important factor in determining the monthly cost of housing. When buyers put down less than 20 percent of the total sales price, mortgage lenders require buyers to carry private mortgage insurance (PMI) until 20 percent of the loan has been repaid. Cooperative share prices

⁷ See <https://www.homesightwa.org/u-lex-cooperative-housing/>.

are roughly equivalent to a down payment in the sense that they are an up-front cost to buy cooperative membership. Share prices are driven by the size of the blanket mortgage on a cooperative property—if debt can cover 70 percent of the costs of construction, share prices would cover the remaining 30 percent. Depending on the blanket mortgage, share prices could be lower than a 20 percent down payment on an equivalent condo, or considerably more. The ability to finance a share price through a share loan also has an effect on feasibility, particularly at lower incomes. Loan terms and interest rates for individual mortgages, blanket mortgages, and shared loans also affect affordability.

- **Shared monthly costs.** Monthly housing costs that go toward shared expenses in condo models cover maintenance and utilities for common area amenities, required capital reserves, and property management in some cases. CLT condos add an additional stewardship fee that is paid directly to the land trust for overhead related to ongoing and on-call administrative support to homeowners such as financial counseling, foreclosure prevention, and other services. Monthly cooperative costs are higher because they include contributions toward the blanket mortgage and property taxes for the property as a whole. This cost is indirectly financed by homeowner households; that is, it cannot be refinanced or renegotiated in a way that might be available to an individual mortgage holder.
- **Property tax exemptions.** Washington offers different property tax abatements and exemptions to support affordable housing. Condo projects are eligible for a twenty-year tax abatement through the state's MFTE program. This abatement applies to the improvement value for developments in which at least one quarter of the units are affordable to households earning 80 percent of MFI or below. This abatement can be thought of as a temporary wealth transfer to the households that own an affordable unit within the first twenty years. It is a wealth transfer because lenders do not consider the abatement permanent for underwriting purposes. When targeting a unit to a particular income level, any MFTE tax abatement is therefore a benefit to the homeowner and doesn't impact the purchase price or the subsidy required to achieve the desired level of affordability.

In 2022, Washington created a renewable annual tax exemption for limited equity cooperatives in which more than 85 percent of units are affordable to households earning 80 percent of MFI or below. This exemption applies to the total real property owned by the cooperative, which can include both land and improvements.⁸ If renewal is guaranteed and this exemption is included in the underwriting assumptions for a blanket mortgage, this exemption provides a (potentially) permanent cost savings to cooperative owners. Though this statute is set to expire in 2033, the Legislature intends to study its impact on increasing the supply of affordable housing and may extend the exemption based on its performance.

⁸ See Revised Code of Washington 84.36.675: <https://app.leg.wa.gov/RCW/default.aspx?cite=84.36.675>.

Key Feasibility Findings

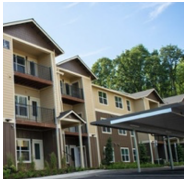
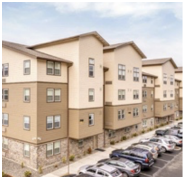
The findings below are based on a quantitative and qualitative analysis of both conventional and alternative development financing and ownership models. Our pro forma for alternative ownership models considered project feasibility and subsidies needed for initial construction but did not consider resale formulas and affordability over time.

Market-rate housing development at the densities proposed is likely feasible

The project team's prior analysis work for the City of Vancouver indicated that a midrise podium density was mostly feasible in the Heights and the next closest density we modeled, a 4-story wood-frame development, was feasible. Much of the development scale proposed for the TMRA is between these two densities we previously modeled. Our evaluation of the proposed built form is that it would be feasible for development, particularly with additional City support through investments in infrastructure and the option for reducing land costs for certain parcels.

Exhibit 6. Feasibility of Housing Development at Different Densities

Source: ECONorthwest

Small Plex	3-Story Walk-Up	4-Story Wood Frame	Midrise Podium	High-Rise Tower
				
Feasible	Feasible	Feasible	Mostly Feasible	Not Feasible

The City can leverage market-rate development to provide a mix of affordable units by offering an MFTE program

Higher-density development types for the TMRA are expected to perform better when accessing the City's proposed MFTE program. In order for the City to achieve all of the affordability targets, the City will need market-rate development to provide a mix of affordable units at 80 percent MFI and above. The project team's prior analysis indicates that, for the higher-density scales of development, an MFTE program improves the feasibility of development—higher-density development is more feasible when accessing a tax exemption program and providing a set-aside of affordable units than without the program. However, an MFTE program is voluntary—a developer does not have to participate in the program—

meaning that achieving 80 percent MFI and above affordability targets through private development is not guaranteed.

Affordable units are achievable with subsidies using alternative ownership models

The feasibility of affordable housing development is driven in part by the maximum allowable monthly housing costs for household incomes below the median. As of 2023, the Portland-Vancouver-Hillsboro MFI for a family of four is \$114,400. This increase makes alternative ownership models in the form of vertical multifamily and townhome development feasible at 80 percent MFI with moderate subsidies for construction, as shown in Exhibit 7. The minimum subsidy for units at 80 percent MFI reflects a nominal subsidy to trigger the state's tax exemption for LEHCs, which requires public investment in the project. At 50 percent MFI, we estimate per-unit subsidies ranging from \$134,000 to 193,000. This range reflects different construction types, operational models, and interest rates for debts, mortgages, and share loans.⁹

Exhibit 7. Subsidy Ranges Needed for Alternative Ownership Models, by MFI

Source: ECONorthwest

	Minimum	Minimum with down payment assistance	Maximum	Maximum with down payment assistance
80% of MFI	\$1k	\$68k–\$72k	\$40k–59k	\$119k–\$135k
50% of MFI	\$134k–\$150k	\$183k - \$219k	\$174k–\$193k	\$241k–\$265k

Our model considered down payment assistance as a separate subsidy from public sources needed to fill financing gaps for construction. Including full down payment assistance (or full share price assistance), per-unit subsidies range from \$68,000 to \$135,000 at 80 percent MFI and \$183,000 to \$265,000 at 50 percent MFI.

Shared equity models can increase affordability over time, but this is dependent on income growth

An important distinction between deed-restricted condos and ownership models linked to nonprofit steward organizations is the possibility of increasing affordability over time. With a deed-restricted condo, future sales prices are set by the recorded household income limit and the rate of income appreciation over time. Typically, a unit targeted to households earning 80 percent MFI will remain an 80 percent MFI unit upon every resale.

Models with fixed formulas for price appreciation have the option to increase the depth of affordability over time. This option is a result of intentional policy for setting price appreciation as well as the organization's bylaws governing shared equity during resale. Community land

⁹ Our assumptions modeled slightly lower interest rates for CLT-affiliated mortgages, senior debt on cooperatives, and share loans relative to deed-restricted condo mortgages, based on our interviews and a survey of available loan products.

trusts and limited equity housing cooperatives generally set price appreciation below estimates for income appreciation, 1.5 percent annually compared to 3 percent, for example. When the sale price is set by the price appreciation formula, and assuming incomes rise, over time the price of a CLT condo or cooperative share becomes affordable to households with lower incomes.¹⁰

While fixed appreciation formulas will create deeper affordability over the very long term, income growth is the most important factor in how quickly a unit will become affordable to lower-income households, as summarized in Exhibit 8. With a conservative assumption of 3 percent annual growth in median income, it would take more than 30 years for an 80 percent MFI condo to be affordable to households at 50 percent MFI. Assuming an income growth rate more in line with recent trends (4–5 percent), a condo could become affordable to 50 percent MFI households at 19 years, but they would not be able to afford the full property taxes after the expiration of MFTE until year 22. The fixed costs of blanket mortgages on cooperative buildings make those units more deeply affordable sooner. With 5 percent income growth, a 50 percent MFI household could afford monthly cooperative housing costs in year 11.

Exhibit 8. Time to Become Affordable to Households at 50 Percent MFI, by Income Growth Rate

Source: ECONorthwest

Income Growth Rate	Can Afford Mortgage	Can Afford Property Taxes*
CLT Condo		
3 percent	Year 30+	Year 30+
4 percent	Year 30+	Year 30+
5 percent	Year 19	Year 22
Co-Op		
3 percent	Year 22	-
4 percent	Year 15	-
5 percent	Year 11	-

* This model accounts for the expiration of the MFTE benefit in year 21 and whether households can absorb the additional costs of property taxes. Co-ops are assumed to receive an ongoing property tax exemption.

LEHCs have the additional possibility of resetting income qualifications and operational revenue requirements once the blanket mortgage on the property—the largest component of monthly cooperative dues—is paid off.

Alternative models have varying requirements for organizational capacity

Alternative homeownership models take a different operational approach to maintaining permanent affordability and supporting homeowner stability. Deed-restricted condos can be operationally lean—the responsibility for enforcing the affordability covenant can be taken on by a public agency or partnership (as with King County’s ARCH) or a designated nonprofit (e.g., Habitat for Humanity). Often this responsibility is limited to income verification during

¹⁰ In some shared equity models, the price appreciation formula determines the amount of equity received by the seller household, while the sale price is based on what is affordable for a target MFI. The organizational partner, like a land trust, receives the remaining equity from the sale.

sales transactions, though it may be necessary to allocate resources to monitor and enforce owner-occupancy rules and other requirements of the covenant.¹¹

Community land trusts can serve multiple functions for affordable ownership programs. They can help facilitate sales transactions, identify buyers, cultivate partnerships with lenders, and provide homeowner financial counseling. The support land trusts offer can be observed in lower rates of foreclosure among CLT owner households, even during the Great Recession.¹² This capacity can take time to build and operates more cost efficiently with greater scale—that is, a larger portfolio of properties. Condos connected with a community land trust will also have an independent HOA with its own operational needs.

Limited equity housing cooperatives are nonprofit corporations governed by a board of directors drawn from its members. In practice, they operate much like an HOA. Unlike with affordable condos, the cooperative itself would be the organization responsible for regulating affordability requirements. Well-functioning cooperatives benefit from providing training and ongoing support to members to establish strong practices of financial management and self-governance. Washington is home to a number of limited equity cooperatives as well as the Northwest Cooperative Development Center, which provides technical assistance and guidance to new cooperatives.

GMA targets may be difficult to achieve

Achieving a proportional share of GMA targets in the TMRA will be difficult due to a variety of factors. First is the scale of redevelopment identified in the Infrastructure Strategy—not only is the scale substantial, but approximately half of the sites are also privately owned. This means that development at the scale assumed at the time of this feasibility analysis is not guaranteed and therefore makes achieving a proportional mix of GMA targets a moving target that is difficult to meet.

Additionally, the GMA targets are weighted heavily toward deeper affordability levels—at least half of the units are needed at 80 percent of median family income (MFI) and below, and 36 percent of units are needed at 50 percent of MFI and below, as shown in Exhibit 1. The private market typically does not deliver units at these income levels which means a greater share of non-market-rate sources of money would need to be accessed to deliver development in the TMRA than what has been observed in similar master-planned projects. The dense scale of development planned for the TMRA is also more expensive to build than lower-density housing, requiring more public resources compared to lower-density buildings where cheaper types of construction are common.

Lastly, it is difficult to predict the future market rents and prices and how they might relate to the GMA target income levels. Today, new construction market rents are closer to 100 percent of

¹¹ <https://www.seattletimes.com/seattle-news/eastside/the-aim-was-to-create-affordable-housing-on-the-eastside-but-some-owners-have-violated-the-rules/>

¹² Emily Thadden, “[Stable Home Ownership in a Turbulent Economy: Delinquencies and Foreclosures Remain Low in Community Land Trusts](#),” *Lincoln Institute of Land Policy* [working paper], 2011.

MFI, if not as low as 80 percent of MFI in some parts of Vancouver. This makes the higher-income targets easy to achieve simply through market-rate development, but as median incomes and rents change, it will be challenging to guarantee that the market-rate units remain at 80 percent to 120 percent of MFI.

Site Development Phasing Strategy

With an estimated redevelopment capacity of 1,800 units in the TMRA, the project team recognizes that not all of those units can be built at once and that the scale of City resources needed to support equitable development cannot be made available immediately. Development in the TMRA will likely occur over decades. Understanding where development is likely to, or should, take place first is an important outcome of this work so the City can strategize and prioritize resources accordingly. The following principles guide the site development phasing strategy:

- **Coordinate development with infrastructure construction phasing as parcels become physically accessible.** Some of the sites identified in the Density Capacity Study will not be physically available until roads, parks, and the Grand Loop are complete. The City should plan for the first phase of development on the parcels that are physically accessible today, followed by the next batch of sites that become available after each infrastructure development phase. Coordinating with the infrastructure phasing can help ensure that public spaces are activated by surrounding development.
- **Prioritize development using conventional sources of money—both market rate and affordable (LIHTC)—to demonstrate the market.** The dearth of recent new development in the Heights will make financing partners concerned about investment risks. Deploying city resources to help development with readily available conventional sources of money to prove the market will make it easier for subsequent development, especially development using alternative financing and ownership structures that are less common.
- **Buy time to build relationships with, and find resources for, partners that can deliver affordable housing, especially via alternative ownership units.** LIHTC units typically require combining many competitive funding sources together over multiple funding cycles. Each LIHTC building will require years of funding cycles, which means these units will need to occur incrementally and not all in the same phase. Similarly, the City will need additional time to build relationships with, and identify financial resources to support, organizations that can develop alternative ownership units (i.e., CLTs and LECs). The City should anticipate that units with alternative ownership models will not be developed until later phases.

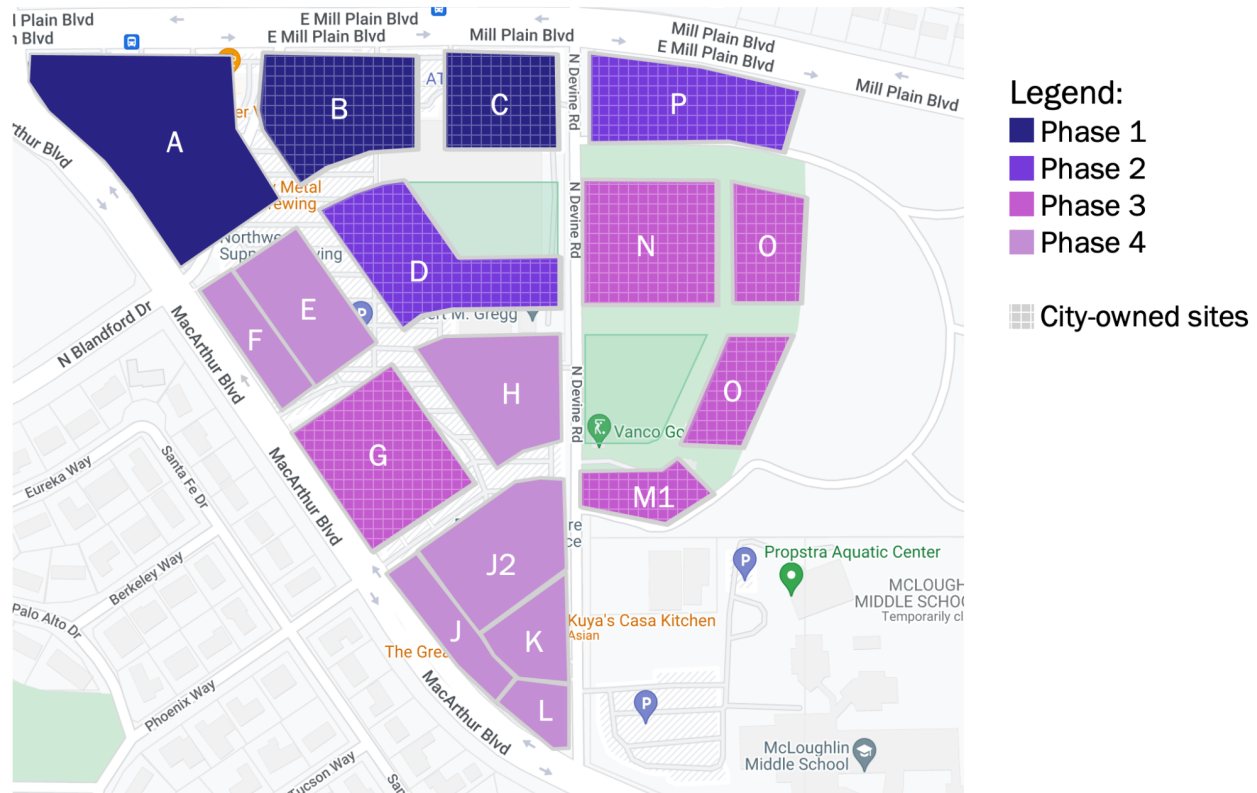
Phasing Plan

This phasing strategy segments development into parcels to prioritize for development sooner and parcels to prioritize later. Although the Heights could develop in four separate phases,

there is no guarantee the parcels will develop in this order. Breaking a large-scale development into phases can help the City understand likely near-term versus long-term development and the sheer unit delivery that needs to happen to deliver on its urban design and housing capacity estimates. The project team refers to the four phases (shown in Exhibit 9) as Phase 1, Phase 2, Phase 3, and Phase 4.

Exhibit 9. Recommended TMRA Phasing Plan

Source: ECONorthwest



Phase 1

Phase 1 should start in the northwest corner because of the existing site frontage on either East Mill Plain or MacArthur Boulevards. Phase 1 parcels align with near-term infrastructure investments, create a public-facing edge of the Heights District along Mill Plain Boulevard, and are beginning to activate the Grand Loop with ground floor commercial uses. These parcels can move forward with development without new right-of-way alignments. The total number of units planned for this phase is approximately 600 new units on three sites:

- **Parcel A** has an owner who has expressed interest in redevelopment and has already worked with the City to support parcel alignment that is oriented toward the future street grid.
- **Parcel B** is an opportunity for the City to negotiate a developer agreement in Phase 1 to achieve additional affordability targets.

- **Parcel C** could develop as 100% affordable using LIHTC, as it is close to a planned transit station on East Mill Plain.

Phase 2

The total number of units planned for this phase is approximately 300 new units on these two sites:

- **Parcel P** is already physically accessible and could be included in Phase 1 depending on funding availability. If development of this site requires use of LIHTC, similar to parcel C in Phase 1, development may need to wait until more tax credits become available to develop at the planned density.
- **Parcel D** would require some of the first phases of infrastructure development—both the northern part of the Grand Loop and the adjoining public plaza—before it would be physically accessible.

Phase 3

The total number of units planned for this phase is approximately 420. This phase is assumed to be exclusively City-owned parcels with a mix of more tax credit units as well as the first sites to develop with alternative ownership units.

- **Parcel N** could be the third and last LIHTC development which, given the proposed density, could require multiple years of tax credit awards.
- **Parcels G, M, and O** could be developed as a mix of alternative affordable ownership structures such as community land trusts, limited equity cooperatives, and potentially some deed-restricted condominium units. These three parcels would develop in this later phase after the City built relationships with, and found resources for, partners that could develop affordable units via alternative ownership structures. Parcel G is currently not city owned but is a good candidate for acquisition.

Phase 4

The total number of units planned for this phase is approximately 480. This phase may not occur last chronologically but is simply the most unknown, as it contains the remaining privately owned sites. At the time of this analysis, there were no planned developments on the privately owned sites, but the majority of these sites are at least physically accessible, either via MacArthur Boulevard or Devine Road.

Additional Recommendations

In addition to the strategic approaches, scenarios, and phasing discussed above, the project team recommends the City consider the following actions to align policies and resources to support the equitable development and urban design goals for the TMRA.

Advance Alternative Ownership Models

Expanding affordable homeownership through alternative models may help achieve the equitable development goals of the Heights District Plan in the TMRA. To further explore the opportunities offered by these models—and to understand which structures and features may best meet the City’s goals—the project team recommends these preliminary steps:

- **Establish or Deepen Relationships with Community Land Trusts.** Community land trusts, or CLTs, can provide critical organizational capacity to support individual homebuyers, affordable condo associations, or limited equity housing cooperatives (LEHCs) with financial counseling, property and asset management, and self-governance training. They could also partner with LEHCs in land lease arrangements to lower the cost of acquiring land.
- **Develop City Capacity and Knowledge to Support Limited Equity Housing Cooperatives.** The project team’s analysis shows that limited equity housing cooperatives (LEHCs) could be a viable model to create permanently affordable housing with relatively low subsidies depending on the depth of affordability targeted. The Washington Legislature also sees the potential for LEHCs to create affordable and stable housing options and is making an investment in this model through a renewable full property tax abatement, at least through 2033. This policy environment creates a window of opportunity for the City of Vancouver to explore how LEHCs could efficiently use public resources to help meet local housing needs and objectives. Partnering with experienced cooperative housing organizations and developers is critical for establishing LEHCs in Vancouver and determining how City resources can best support this model.
- **Design a Phased, Medium-Scale Approach to Developing Cooperative Housing.** If the City decides to pursue cooperative ownership projects in the TMRA, an important consideration for investing in and scaling LEHCs is taking a phased approach to development. While large-scale cooperative buildings exist in New York City and Washington, DC, the City of Vancouver should start with smaller developments because the model is less familiar. Our conversations with cooperative housing organizations suggest that projects of approximately 20 to 50 units provide a solid foundation for establishing a cooperative board of directors while limiting the administrative scale of managing property and an owner community. An ecosystem of moderately sized cooperatives also creates opportunities to experiment with different building forms, approaches to self-governance, bylaws, shared appreciation, and other factors to develop local best practices that can later be applied at larger scales.

Explore Creative Solutions for Affordable, Ground Floor Commercial

Given the location of the required ground floor retail, as currently planned in the Density Capacity Study and in the Vancouver Municipal Code, the City should explore taking an active role in owning and/or operating some of the retail spaces or facilitating creative partnerships to

do so. Retail in affordable projects, specifically LIHTC projects, is difficult as the tax credits are awarded to help cover the costs of the residential-serving spaces. This means the retail space will likely need to be under separate ownership and other sources of money will likely be needed to fund the development of these spaces. Fortunately, if the City or a partnering organization owns the retail space in an affordable building, this creates greater opportunity for achieving affordable commercial and employment goals.

For retail in other developments, specifically on City-owned sites, the opportunity remains to achieve affordable commercial and employment goals either through ownership, master lease agreements (and subleasing at affordable rates), or partnerships with community investment trusts.

This active role in ground floor commercial space could allow for the City to implement workforce agreements, facilitate colocation of essential services in the Heights, and create a space for the relocation of displaced businesses.

Design RFP and Developer Selection Criteria

The Heights District Plan recommends using a solicitation process to identify private development partners in the TMRA. This process will ensure that the development meets the vision put forth in the Height District Plan and that the City can set up an efficient process for all partners. Both the request for proposals (RFP) and the developer selection criteria should be designed to achieve urban design, affordability, and other equitable development objectives. Below is a list of considerations the City should incorporate into the RFP and developer selection criteria.

- Vision and phasing plan for the site furthers the goals and objectives stated in the development solicitation. Ensure the solicitation document clearly outlines the specific goals expected from the property redevelopment (e.g., number and depth of affordable housing units, affordable commercial, Workforce Agreements, MWESB participation, etc.).
- The proposed development is feasible based on preliminary financial information provided, including sources and uses for budget and requested gap funding, if any.
- The developer has the financial capacity to complete the proposed development, as demonstrated by evidence such as audited year-end financial statements, financial statements from completed projects, and/or letters of interest from investment partners.
- The development team and key project managers have completed successful previous public-private partnerships (based on conversations with references) with special attention to public engagement and working with adjacent property owners, refining a development program in collaboration with a public entity, successfully accessing funding sources, and a successful record of delivering public benefits in previous public-private partnerships.

- Representative projects included in the proposal are high quality, at a similar scale, and in a similar context.

Appendix G: Strategy Evaluation Criteria

Evaluation Criteria

This section provides an evaluation of each potential tool examined during the best practices research phase and evaluates each strategy against four criteria. The evaluation criteria, developed with input from City staff, include Administrative Complexity and Flexibility, Cost, Feasibility, and Impact. Application of these criteria varies somewhat between the different categories of tools (e.g., funding sources vs. tools that remove development barriers) but generally address the following types of questions:

Administrative Complexity & Flexibility	Cost (to the City)	Feasibility	Impact
How much staff time is required to establish the program? Is the program labor-intensive or complex to administer once in place? Can the tool be flexibly used to achieve multiple outcomes? Can the City change how the program is used over time?	Does implementation of the program require initial and/or ongoing funding by the City? Is establishment of the program dependent on finding new sources of funding?	Are there political, legal, or time constraints or other obstacles to implementation? Is the tool dependent on other agencies, organizations, or partnerships? Is the City already doing this program elsewhere in the City?	How many units might be produced, relative to other tools? How many households or businesses might benefit from this program? Can the tool leverage investments from other partners? How long will the impact last? How effective is the program at meeting the objectives for the Heights?

For each tool, we provide a qualitative assessment relative to each criterion that includes a short narrative and a score using the following color categories:

Color	Evaluation	Admin Complexity & Flexibility	Cost (to the City)	Feasibility	Impact
	Good	Low admin complexity. Could likely be accomplished with existing staff and administrative processes.	Low cost. Could likely be implemented with existing funding sources.	High feasibility. This strategy involves an existing program, or there is existing capacity, either within the City or	High impact. The strategy is important in meeting Heights goals and/or will benefit a large number of households or businesses.

				partner organization to implement.	
	OK	Moderate admin complexity. May require new staff and/or significant existing staff hours, but likely can be accomplished through modification of existing processes	Moderate cost. Costs vary depending on the approach the City takes. May require up-front costs but not likely to require ongoing funding. May need a new source of funding.	Moderate feasibility. There are few known obstacles to implementation, but successful implementation may depend on additional funding, staff capacity, or partner capacity.	Moderate impact. The strategy may serve Heights goals but is unlikely to have much impact without other investments or strategies in place. Impact is variable depending on how the strategy is implemented.
	Poor	High admin complexity. Needs new staffing and processes.	High cost. Needs a new dedicated and/or ongoing source of funding.	Low feasibility. The City may face political, legal, or other regulatory obstacles in implementation. Success is highly dependent on outside organizations.	Low impact. The strategy is likely to benefit few households or businesses, and/or has a high cost per household/business served by the program.

Evaluation Matrix

Exhibit 1 summarizes the evaluation of anti-displacement strategies and Exhibit 2 summarizes the evaluation of tools that promote equitable development.

Exhibit 1. Evaluation Matrix – Anti-Displacement Strategies

Strategy or Tool	Administrative Complexity & Flexibility (staffing, ongoing complexity, flexible use)	Cost (initial or ongoing, dependent on new sources?)	Feasibility (political, legal, time, dependent on partnerships?)	Impact (households or businesses impacted, meets objectives, leverages partner investments)
Tower Mall Redevelopment Area (TMRA)				
Provide relocation & retention assistance for displaced businesses within TMRA	Low City will need to allocate funds through grants to provide technical assistance to businesses who will experience direct displacement within the project redevelopment area. Reaching out to these businesses will require staff time.	Low to Moderate City staff should consider reaching out to these businesses to better understand the disruptions and costs associated with their direct displacement to understand the level of allocated funds necessary to relocate these businesses.	High Few political and legal obstacles, however, relocation-related resistance from these direct businesses may create challenges for City staff to build relations and understand these businesses' relocation needs.	High Relocation and retention assistance funds can have a high positive impact for businesses who are directly impacted by displacement. This form of direct assistance can help these businesses relocate nearby and hopefully retain the success of their business.
Aim to establish construction disruption mitigation program for area businesses	Low For this short-term strategy, City staff will need to allocate time to understand the construction disruptions needs of impacted businesses. Up-front and ongoing communication by City staff to potentially impacted businesses is crucial to understand businesses' needs and mitigate construction disruptions.	Low to Moderate This strategy will require the City to better understand the disruptions and costs associated with constructions for impacted businesses. This will help determine the level of funds and types of assisting strategies needed to support these businesses.	High Finding local partners can also increase staff capacity to meet business needs and improve the marketing and technical assistance businesses need to weather loss of revenue or customers.	High Meaningful mitigation for construction disruption entails a strategy for providing businesses support before, during, and after construction. When done intentionally, this strategy can provide businesses with various supports (e.g., marketing and technical assistance) to mitigate potential loss of revenue or customers due to construction.

Strategy or Tool	Administrative Complexity & Flexibility (staffing, ongoing complexity, flexible use)	Cost (initial or ongoing, dependent on new sources?)	Feasibility (political, legal, time, dependent on partnerships?)	Impact (households or businesses impacted, meets objectives, leverages partner investments)
Central Vancouver				
Create & support business district program to organize a network for small businesses	Moderate Administrative burden includes programming and holding events for small business networking and organizing. The City can decrease burden by partnering with business service providers (BSPs) to run programming. Creating networking programs and events for small businesses is replicable on various scales, and therefore flexible. The City can shape and mold networking programming over time to continue to meet the evolving needs of small businesses.	Low This strategy required in-kind support and direct costs to support staffing and event costs. The City could provide grants to BSPs instead of completing work itself.	High Few political and legal obstacles. The success of small business networking is reliant on small business participation, equitable engagement, inclusion, and meeting various needs.	Low to Moderate Low anti-displacement impact; however, moderate economic development impact in the long term. Creating spaces for small businesses to network, collaborate, share knowledge, resources, etc. can help foster an interdependent business ecosystem necessary for the city's business ecosystem to thrive.
	Moderate	High	Moderate	High

Strategy or Tool	Administrative Complexity & Flexibility (staffing, ongoing complexity, flexible use)	Cost (initial or ongoing, dependent on new sources?)	Feasibility (political, legal, time, dependent on partnerships?)	Impact (households or businesses impacted, meets objectives, leverages partner investments)
Establish and implement a funding strategy for preservation of low-cost market rentals	If City run, this strategy requires substantial staff time and up-front policymaking, plus ongoing administration and compliance monitoring. If the City contracted administration to an established preservation entity, the staff burdens would be lower.	The City can provide funding to preserve low-cost market rentals and/or acquisition of vacant parcels. Examples include offering low-interest loans or grants for unit rehabilitation in exchange for affordability covenants. Affordable housing levy funds could be a funding source. Unless established as a pilot program, it requires ongoing funding. Partnerships could include organizations that could vet and manage affordability requirements.	Requires a pipeline of interested property owners. Rehabilitation grants/loans must offset the impact of affordability restrictions.	With a large and steady investment, this program could encourage partnerships with local property owners to preserve existing low-cost market rental units. High impact for preserving low-cost market rentals.
Facilitate the funding of home repair loans/grants	Moderate	High	Moderate	Low to Moderate
	Moderate staff time will be required to develop and maintain partnerships with agencies that focus on this type of assistance.	The City would provide funds to be administered by a third party that support home repair assistance programs. The costs per household can be high for this type of assistance.	Feasibility depends on the availability of funding and the availability of a partner organization to administer this program.	This strategy may help low to moderate-income households stay in their homes. However, costs can be high enough per household that funding limits the number of households that can be helped.
	Low	Moderate	Moderate	Low

Strategy or Tool	Administrative Complexity & Flexibility (staffing, ongoing complexity, flexible use)	Cost (initial or ongoing, dependent on new sources?)	Feasibility (political, legal, time, dependent on partnerships?)	Impact (households or businesses impacted, meets objectives, leverages partner investments)
Facilitate the funding of grants/tax rebates to reduce energy expenses	Limited staff time would be required to build partners and connect with existing engagement. If operated as a City program, significantly more staff time would be required.	The City is not likely to operate these programs directly, but would work with Clark Public Utilities, Clark County, and other organizations that facilitate home retrofits. New funding sources would be required, including perhaps Inflation Reduction Act programs.	Existence and capacity of potential partner organizations are required for implementation. If the program targets renters, the City would need to engage with and incentivize involvement from property owners. The program would need to align with investment timelines for Inflation Reduction Act and other programs.	This strategy complements other actions for housing preservation in neighborhoods near the Heights, but on its own is unlikely to mitigate displacement. Program uptake depends on the amount of dollars available and how deep of subsidies the City/partners would want to provide.
Expand access to the county's property tax exemption program for elderly residents and community members with disabilities	Low to Moderate	Low	High	Low
	The County already has a property tax exemption program for lower-income seniors and community members with disabilities. The City's role could include partnering with local organizations to increase participation in this program through education, coaching, and marketing.	This strategy should not entail additional funds beyond staff time.	This program already exists. The City would focus on partnering with Clark County on outreach to eligible residents.	This strategy has potential to reduce housing costs for vulnerable low-income homeowners who are more likely to experience displacement pressures caused by new development. However, property taxes make up only a small portion of a homeowner's expenses.
	Low	Moderate	Low	Moderate

Strategy or Tool	Administrative Complexity & Flexibility (staffing, ongoing complexity, flexible use)	Cost (initial or ongoing, dependent on new sources?)	Feasibility (political, legal, time, dependent on partnerships?)	Impact (households or businesses impacted, meets objectives, leverages partner investments)
Support & help facilitate conversion of low-cost market rentals into limited equity cooperatives	The City could work to develop partnerships with potential partner organizations, share information and identify ways to build community capacity to support the formation of LEC. This could be done in partnership with a community land trust (CLT). Success of LEC is reliant upon 1) capacity of CLT or other supporting organizations, 2) size of apartment complex, 3) buy-in from tenants, and 4) landlord/seller willingness.	To support affordability, the City could assist LECs with capital gap funding for acquisition and rehabilitation. Other communities have used CDBG and other federal/state affordable housing dollars to support the buy-in share. Requires ongoing technical support for co-op board members to manage the upkeep and financial records of the property, which could be provided through a community land trust.	CLT or other support partners would likely be required for effective implementation. LECs are also reliant upon strong community volunteering capacity and coordinated tenant action. Right of first refusal (ROFR) policies enhance likelihood of LEC formation.	LECs can preserve the affordability of existing low-cost market rentals and provide former renters housing stability and control, making it a significant anti-displacement tool. Since LECs are complicated and expensive, overall impact may be limited without ongoing investment and attention by the City and/or partner organizations.
Target technical assistance (financial or programmatic) to priority businesses	Low The City and its partners offer multiple existing business technical assistance programs. Additional staff time would be required to conduct direct outreach to target businesses and communities to promote awareness and usage of these programs.	Low to Moderate The City already funds business technical assistance programs. Expanding the program could require additional staff time to increase utilization of these programs in the Heights. Additional funding may also be needed to assist more businesses.	High Small business technical assistance programs are already operating in Vancouver. City staff may need to make a case for why the City should target technical assistance in Central Vancouver.	Moderate Expanded programs could serve businesses in the Heights at risk of displacement. The City may work with existing partners to expand their capacity and consider bringing in new partners (e.g., organizations like MESO) to serve additional businesses.
	Moderate	High	Moderate	Moderate

Strategy or Tool	Administrative Complexity & Flexibility (staffing, ongoing complexity, flexible use)	Cost (initial or ongoing, dependent on new sources?)	Feasibility (political, legal, time, dependent on partnerships?)	Impact (households or businesses impacted, meets objectives, leverages partner investments)
Establish storefront improvement and other business support programs	Program start-up requires staff time and decision-making to identify parameters, search for and confirm funding, conduct outreach with prospective businesses. Ongoing management includes managing application processes, outreach with businesses, and verifying impacts over time.	Program requires ongoing funding. The City will need to pursue a source of stable funding if it wants to invest long term in supporting area businesses. The City could evaluate opportunities to use Community Development Block Grants (CDBG), tax increment financing (TIF), or general funds to support this program.	The City would likely administer this program on its own, requiring dedicated FTE.	The City could expect that several businesses could receive grants per year. The program would work in tandem with workforce training and technical assistance programs to support the viability of targeted businesses.
Explore the feasibility of a collective commercial ownership model through a community investment trust in Central Vancouver	Moderate	Moderate	Moderate	High
	Staff time and funding needed to build partnerships with Mercy Corps and consider the feasibility of CIT for commercial properties in the target area for CITs. CITs are relatively inflexible. In evaluating financial support, the City would consider eligibility requirements, share price options, and other accessibility criteria to maximize CIT access, especially for lower-income residents.	City funding would likely be required for initial technical assistance and gap funding may be necessary for acquisition of commercial property by the CIT.	There are no legal limitations (thanks to the work of Mercy Corps), however, the program is dependent on finding CIT partners, funders, and candidate properties. As an initial step, the City can partner with Mercy Corps to assess the viability of CIT in the target area.	When implemented, CITs have a high positive impact for local community businesses and stakeholders. CITs can provide long-term affordability for small businesses within the development, give lower-income residents the ability to invest and build equity in commercial development, and increase community cohesiveness and neighborhood stability. However, it should be noted that investment amounts and returns are limited.
	Moderate	Moderate	Moderate	Moderate

Strategy or Tool	Administrative Complexity & Flexibility (staffing, ongoing complexity, flexible use)	Cost (initial or ongoing, dependent on new sources?)	Feasibility (political, legal, time, dependent on partnerships?)	Impact (households or businesses impacted, meets objectives, leverages partner investments)
Use Workforce Navigator to improve utilization of existing job training services	According to City staff, the city is currently piloting this strategy (Workforce SW Washington) in Fourth Plain. Based on the success of the program, City should consider expanding the program to Central Vancouver	Current funding for the part-time navigator for Fourth Plain is \$40,000 in grant funding. Ongoing funding will be needed to expand and continue the program.	This program will compete for dollars with other priorities. Ongoing grant funding will be required.	Limited to moderate impact over time depending on program success. Residents who receive job training may be better able to bear the cost of rising rents.

Citywide				
Create an anti-displacement impact assessments checklist/tool kit and require anti-displacement impact assessments for public investments	Moderate	Moderate	Moderate to High	Moderate
	Initial and ongoing staff time is required to implement a policy requiring anti-displacement impact assessments. For each assessment, staff would need to assess development, zoning changes, public investments, and infrastructure projects in the TMRA. Once created, the City can use and modify the assessment tool in the TMRA and other parts of the city as desired.	Staff time is required to implement the policy and complete assessments. If an assessment shows potential displacement impacts, additional staff time would be required to revise the project or evaluate mitigation opportunities. The City should consider allocating additional resources to help mitigate displacement impacts.	Moderately high feasibility given the City would lead assessments.	Impact varies depending on how the City uses the tool. The tool could help meet goals for the Heights by bringing attention to displacement potential and informing mitigation or prevention opportunities, first in the TMRA and then to other areas of the city.
	Moderate to High	High	Moderate to High	Low to Moderate

Support renters through expanded rental assistance and tenant protection programs	Administrative complexity varies based on the tools the City implements. Rental assistance requires moderate staff time and funding to augment existing emergency rental assistance programs in the target area. Depending on city staff capacity, Vancouver may choose to continue a city-led rental assistance program or support Clark County's rental assistance program. Moderate staff time would be required to evaluate, develop, and implement local legal protections. Limited staff time would be required to coordinate with partner organizations who would provide technical assistance. A rental registration program requires significant staff time for full implementation and ongoing maintenance of the database. Most programs include regular inspections to ensure that units meet basic safety standards.	Rental assistance - Depending on the number of residents served, the cost of this program can be high. Tenant protections - Ongoing costs are needed to fund technical assistance positions, for example, with the Northwest Justice Project (CLEAR). Rental Registration - The City could offset a portion of staffing costs with rental registration fees, which would serve as a new source of funding for the program.	There is support amongst City staff and leadership for these renter assistance programs. Feasibility varies depending on the tools the City implements. Rental assistance - This is an existing rental assistance program of the City and feasibility is only dependent upon the City's ability to fund and scale the program. The City should evaluate whether to create new city-led programs and/or fund and support existing Clark County programs. Tenant protections - Developing local legal protections or funding assistance might not be feasible given staffing capacity and other gaps at potential partner organizations. The City could work with those organizations to understand their limitations. Certain tenant protection programs may require the implementation of a rental registration program. Rental Registration - This program will likely receive significant pushback from the real estate community, but many other communities have	Renter assistance programs are central to meeting the City's anti-displacement goals. Impact varies depending on the tools the City implements. Rental assistance - The impact of this program is temporary unless paired with longer-term anti-displacement/affordability strategies. Households receiving emergency rental assistance may still be at risk for displacement once emergency rental assistance payments end. Tenant protections - Expanded programs can serve more tenants throughout the neighborhoods serving the Heights. This tool can complement other anti-displacement actions like housing preservation, rent assistance, etc. Reaching the tenants that are most at risk of displacement is a key first step. Rental Registration - The City would need to determine how to use the information gathered from the program to support tenants. It could be a vehicle for identifying properties that could receive rehabilitation grants or tenants who could receive renter support.
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			successfully implemented similar programs.	
Establish and implement right of first refusal (ROFR) policies	Moderate	Low to Moderate	Moderate	Moderate
	Relatively low to moderate staff capacity is required to write, pass, and institute ROFR policies. With the passing of these ordinances, additional staff capacity is required to distribute education materials on ROFR policies. Ongoing complexity would depend on the monitoring and implementation procedures the City institutes.	While the passing of ROFR policies alone bear no direct costs to the city, a successful program would require financial support for organizations who want to purchase properties in the pipeline. Therefore, the City will likely need to establish funding source for these property purchases. The Affordable Housing Levy could be a funding source to help partners (e.g., CLT) or tenants acquire properties.	Local nonprofits would need the resources to acquire land/properties quickly. Sellers may want a market-rate price, making it a challenge to keep rents affordable unless the partner organization receives funding to do so.	Passing ROFR policies could mitigate displacement, but only when paired with additional supports, including residential and commercial renter subsidy protections, funding for the acquisition and rehabilitation of buildings with lower-income renters (i.e., LECs), and/or capacity building of local nonprofits who partner with tenants to purchase their buildings (i.e., CLTs). The passing of ROFR policies significantly supports other anti-displacement strategies, including the establishment of LECs, CLTs, deed restrictions, etc.
	Low	Moderate	Moderate	Moderate

Establish or deepen relationships with community land trusts	Assuming that the City would partner with an existing or start-up CLT, the City's role would be to provide funding, technical assistance, and community education. Immediate first steps would be to set up meetings with current CLTs to strengthen relationships and understand their needs and interest in expanding their presence in Vancouver.	City involvement relies on an active land trust partner. Cost depends on whether the City's role is as a partner/advocate or is limited to providing funding. The City could work with other public sector partners to sell land at below market rate to CLTs. CLTs require a lot of capital to acquire and subsidize land for homebuyers. Establishing long-term funding sources would be necessary for CLTs to make a meaningful impact. Some jurisdictions dedicate a portion of CDBG funding for this purpose.	This strategy is reliant on capacity of current CLTs (Evergreen Habitat of Humanity and Proud Ground) and partnerships to oversee and maintain new CLT properties in Vancouver. This tool can be used for unit preservation and development of land for new units. The City can establish goals and objectives coupled with its investments, and those can change over time.	CLTs create long-term homeownership affordability through deed restrictions (99+ years). The number of units produced is reliant upon a CLT's capacity to fund the acquisition of property and manage its assets. CLTs are unlikely to produce substantial unit numbers unless they can raise funds from a mix of funding partners. The City's funds can help to leverage investments from other partners and increase the impact by combining this strategy with a land acquisition strategy. CLTs can also be combined with co-ops to support co-op sustainability.
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Exhibit 2. Evaluation Matrix – Equitable Development Strategies

Strategy or Tool	Administrative Complexity & Flexibility (staffing, ongoing complexity, flexible use)	Cost (initial or ongoing, dependent on new sources?)	Feasibility (political, legal, time, dependent on partnerships?)	Impact (households or businesses impacted, meets objectives, leverages partner investments)
Tower Mall Redevelopment Area (TMRA)				
Create development agreements to negotiate affordability requirements	High Need staff capacity and expertise to negotiate development agreements on city-owned property for redevelopment. These agreements can specify public policy objectives provided in return for a reduced sales price. These agreements are very flexible and can be used to meet multiple policy goals, especially if the City is prepared to significantly reduce the price of the land.	Moderate/High The cost to the City is most often in the form of reduced sales price on city-owned land. However, the City could commit to a cash outlay or ongoing funding, such as affordable housing gap financing or an agreement to master lease ground floor retail.	Moderate Development agreements take time to negotiate and require city ownership or control of real property as well as capable and willing development partners.	High Development agreements are one of the most impactful tools available to jurisdictions seeking to meet policy objectives. By controlling property, clearly articulating policy objectives, and negotiating with development partners who have the capacity to deliver, the City can foster development that meets goals.
	High	High	Moderate	High

Strategy or Tool	Administrative Complexity & Flexibility (staffing, ongoing complexity, flexible use)	Cost (initial or ongoing, dependent on new sources?)	Feasibility (political, legal, time, dependent on partnerships?)	Impact (households or businesses impacted, meets objectives, leverages partner investments)
Develop and carry out land acquisition strategy for TMRA redevelopment or other public investments	Significant staff time to develop a land acquisition strategy and negotiate land acquisition agreements with private property owners. A strategy could require development of program criteria and guidelines. Requires staff well-versed in real estate.	High cost of directly purchasing additional land. Property owners know the City is planning for a build-out. Vacant land in high-opportunity areas with willing sellers is scarce in Vancouver.	Requires willing sellers for privately owned parcels. Depending on the parcel, this strategy may be more or less feasible. Both the capacity level of City staff and the City's ability to access funding to acquire needed property will be the main determinant of the feasibility of this strategy to fulfill Heights District goals. Land banking allows for patient investment in rental or ownership units. This is an important tool to use in "down market" conditions.	City ownership is critical to meeting the City's affordable housing goals for the Heights District. This strategy enables City to determine future uses of strategic property and can be used to increase and/or sustain affordability for current and future residents via land development agreements.
Facilitate colocation of essential services in the Heights District like food, health, banks	Low to Moderate City's role will include identifying key services needed within the Heights District and including these services requirements in developer solicitations and development agreements.	Moderate to High The City could also consider funding eligible tenants (e.g., tenant improvement grants), however, it will need to establish a funding source for this.	Moderate to High Because this strategy entails the city requiring developers to provide specific uses in ground floor spaces within City property made available to redevelopment, the feasibility will come down to developers. Potential incentives could be added to development agreements to increase developer interest.	High Can help promote healthy food options and increase access to childcare, affordable healthcare, and banks within the district.
	Low to Moderate	Low	Moderate	Moderate to High

Strategy or Tool	Administrative Complexity & Flexibility (staffing, ongoing complexity, flexible use)	Cost (initial or ongoing, dependent on new sources?)	Feasibility (political, legal, time, dependent on partnerships?)	Impact (households or businesses impacted, meets objectives, leverages partner investments)
Design a phased, medium-scale approach to developing cooperative housing.	City's role for this strategy includes partnering with interested cooperative organizations to develop local best practices around building forms, approaches to self-governance, bylaws, shared appreciation, and other factors that can later be applied at larger scales.	The development of a phased approach will not require additional funding; however, the creation and sustainability of cooperative housing does require ongoing City funds.	An important consideration for investing in and scaling LECs is taking a phased approach to development. Our conversations with cooperative housing organizations suggest that projects of approximately 20–50 units provide a solid foundation for establishing a cooperative board of directors while limiting the administrative scale of managing property and an owner community.	This strategy can increase and/or sustain affordability for current and future residents and ensure the sustainability and longevity of LECs.
Master lease large retail space and sublease at affordable rates	Moderate to High Whether staff manages the leased property or hires a property management company to do so, this program activity will require significant staff time and requires real estate expertise.	High Ongoing subsidies likely required, though the City could write down land costs up-front to minimize as part of a development agreement.	Moderate When the City leases property to businesses, there is a potential for political ramifications if the businesses encounter difficulties. Partner organizations providing technical assistance may help mitigate this risk.	High Critical to meeting the City's affordable commercial goals for the Heights District. The number of businesses that could benefit from this strategy depends on the amount of commercial space the City is able to lease and subsidize. The City could use this program to meet equitable development goals by providing community-serving retail/commercial that may otherwise not be available in the project area.
	Low to Moderate	Low	Moderate	Moderate

Strategy or Tool	Administrative Complexity & Flexibility (staffing, ongoing complexity, flexible use)	Cost (initial or ongoing, dependent on new sources?)	Feasibility (political, legal, time, dependent on partnerships?)	Impact (households or businesses impacted, meets objectives, leverages partner investments)
Implement joint labor-management and job training goals for Tower Mall Redevelopment Area	City role will include developing standards and templates for workforce agreements and including them as requirements in development agreements and other funding agreements.	Little or no direct cost to the City, but partners will need funding for staff to enhance existing job training programs and support new programs (particularly for the construction industry).	These programs best operate at scale. As part of development agreements, the City could concentrate funding to support skill building for people in the construction trades.	Impact depends on programs initiated. This strategy implements existing Heights Master Plan and Reside Vancouver policies and could improve worker skills, provide apprenticeships and job opportunities, and/or improve the quality of low-wage jobs.
Explore the feasibility of community investment trust for new development in the TMRA	High City will need to go through various steps to determine the feasibility of candidate commercial properties and establish partners and funders (i.e., bank).	Moderate to High CITs require the purchase of either vacant or nonvacant commercial properties. Renovations may be necessary, increasing cost. However, securing a partnership with a local banking institution can provide critical gap financing for both capital costs and ongoing share subsidies.	Low Must first determine state support for providing tax credits for residents who invest in CITs. Development of CIT is reliant upon many factors (including local interest and participation), and therefore has a low feasibility.	High Because CITs are locally owned and operated, they can provide local lower-income residents with opportunities to invest and build equity in their community's commercial development while also providing long-term affordability and stability for small business owners (tenants).
Support opportunities for affordable commercial ownership	High City will need to determine the feasibility of candidate commercial properties and establish partners and funders (i.e., bank).	High Cost varies depending on the approach the City takes. The cost of subsidizing affordable commercial ownership programs would be high per business served.	Moderate The City will need to identify funding and locations for commercial ownership opportunities and evaluate any potential legal obstacles associated with their chosen approach.	High Since affordable housing developments cannot use tax credit funding to build retail spaces, this strategy may be necessary for the feasibility of affordable housing developments with ground floor retail.

Strategy or Tool	Administrative Complexity & Flexibility (staffing, ongoing complexity, flexible use)	Cost (initial or ongoing, dependent on new sources?)	Feasibility (political, legal, time, dependent on partnerships?)	Impact (households or businesses impacted, meets objectives, leverages partner investments)
Contribute funding toward affordable housing development	Moderate	High	Moderate to High	High
	If the city chooses to increase the availability of City-owned land and/or funding for the development of affordable housing, City staff will need to develop a funding plan to deploy bond and other funding.	City will need to contribute funding to existing affordable housing partners/programs and fund new affordable housing projects (e.g., subsidize LEC shares, subsidize property for CLTs, etc.).	Feasibility of this strategy is moderate to high, assuming the City can leverage existing local housing funds, as they seek additional funding. However, the sustainability of these affordable housing developments will require ongoing City funds.	Contributing funding toward affordable housing developments would have a direct and significant impact on the production of new affordable units in the Heights. This strategy is likely necessary to meet the City's affordable housing goals, since it is unlikely that other mechanisms for generating affordable units in the TMRA (such as the LIHTC program and market-rate incentives) will generate enough units to meet the City's goals.
Central Vancouver				
	Moderate	High	Moderate	Moderate to High

Strategy or Tool	Administrative Complexity & Flexibility (staffing, ongoing complexity, flexible use)	Cost (initial or ongoing, dependent on new sources?)	Feasibility (political, legal, time, dependent on partnerships?)	Impact (households or businesses impacted, meets objectives, leverages partner investments)
Facilitate the funding of an Individual Development Account program	Relatively low staff burden to fund partner organization; often jurisdictions rely on partner organizations (like MESO) to implement IDA programs, so flexibility may be impacted by the capacity/existence of potential partners.	City must establish ongoing funding sources to secure long-term funding for IDAs. Some jurisdictions use CDBG funds for this purpose.	Legal criteria around IDAs may limit the flexibility around eligibility, however, there are little to no political or legal obstacles to support lower-income entrepreneurs or residents.	IDAs are commonly used to support the financial growth of lower-income entrepreneurs and homeownership. IDAs pair well with master leasing strategies and can provide extra support for a substantial number of lower-income business owners/entrepreneurs. However, the number of entrepreneurs served will rely on 1) level of city matching (e.g., 3:1 vs. 5:1), 2) total funding available, and 3) capacity of partner organizations.
	Moderate	High	Low	High

Strategy or Tool	Administrative Complexity & Flexibility (staffing, ongoing complexity, flexible use)	Cost (initial or ongoing, dependent on new sources?)	Feasibility (political, legal, time, dependent on partnerships?)	Impact (households or businesses impacted, meets objectives, leverages partner investments)
Facilitate establishment of childcare facilities/prioritize affordable childcare and health services in City-led public investments	Complexity depends on the approach the City takes. The City could facilitate the establishment of childcare facilities in the project area via development agreements, technical assistance, and/or grant programs, or the City could secure funding to support preexisting childcare providers and expand their capacity.	A new funding source would be needed to support this effort, unless it was included as part of a development agreement.	Childcare facilities are subject to significant regulatory requirements, which increase TI and real estate constraints (e.g., outdoor space, etc.). The City would need available licensed childcare provider partners and available property to implement this effectively. Additional costs of prevailing wage may decrease development feasibility for large-scale projects.	Demand for childcare, especially quality affordable childcare, outpaces supply. An adequate supply of childcare located near homes and businesses is important for businesses and residents alike. Because childcare facilities would serve both existing and new residents and businesses in the Heights, the establishment of such facilities is important in serving all other goals for the Heights. If the City can help establish additional childcare facilities in the TMRA, it could be highly impactful.
Partner with business assistance organizations to provide technical assistance to support entrepreneurship.	Low City staff time would be limited. If paired with a master lease managed by the City, staff time could include technical assistance to businesses. Likely need a manager who would support all entrepreneurs in Central Vancouver.	Low The City could consider supporting partner organizations such as WSU with grants or helping to secure grants for ongoing support.	Low Entirely dependent on partner organizations' capacity to add direct support in TMRA to their portfolio. Ongoing support needed for partner organizations to expand their programs to the area.	Moderate If adequate funding was secured, could support businesses throughout Central Vancouver. Aligns well with Workforce Navigator, storefront improvement, and other strategies to provide multipronged support to businesses.
Citywide				

Strategy or Tool	Administrative Complexity & Flexibility (staffing, ongoing complexity, flexible use)	Cost (initial or ongoing, dependent on new sources?)	Feasibility (political, legal, time, dependent on partnerships?)	Impact (households or businesses impacted, meets objectives, leverages partner investments)
Create development agreements to negotiate affordability requirements	Low to Moderate For this strategy, the City will need to acquire property and negotiate development agreements. The City should consider establishing baseline requirements for development agreements, including MWESB participation, workforce provisions, etc.	Low to Moderate Some staff time and capacity will be required to develop these agreements. However, once a framework/template of these development agreements is established, city staff capacity can focus on the negotiation of these agreements. That said, additional funding sources may need to be established to meet affordability targets.	Moderate to High These agreements are voluntary, therefore relying on voluntary participation from developers and property owners. The City should consider this strategy when it's ready to offer its property for redevelopment and has established affordability targets and funding.	High This strategy is one main way a City can impose requirements around affordability, phasing, and project timing for public improvements. These agreements can be used to align negotiations with specific city goals and objectives. This strategy can help create affordable housing and mixed-income housing and can meet other objectives, including attracting BIPOC community-serving and BIPOC-owned businesses.
Seek additional funding for affordable housing development	Moderate to High The City will need to identify and/or create new funding sources for affordable housing. Expected administrative complexity will depend on the strategy the City decides to make. However, applying for and tracking requirements of federal grant programs could take significant staff time.	Moderate to High The affordable housing levy, state resources, or federal resources could all be sources to support more affordability in Central Vancouver.	Moderate Many areas of Vancouver need affordable housing, so this area will compete for funding. The City/its partners will need to identify suitable sites for potential projects.	High This strategy can increase the availability of City funds to support affordable housing development through city property acquisition and/or affordable housing gap funding. If the City wants to meet GMA targets in the Heights, additional affordable housing funding is necessary to do so.
	Low	High	Moderate to High	Moderate

Strategy or Tool	Administrative Complexity & Flexibility (staffing, ongoing complexity, flexible use)	Cost (initial or ongoing, dependent on new sources?)	Feasibility (political, legal, time, dependent on partnerships?)	Impact (households or businesses impacted, meets objectives, leverages partner investments)
Provide property tax exemptions through MFTE.	The City has already established an MFTE framework but will need to establish a program specific to the Heights, which is already in process. Ongoing monitoring of unit affordability will be required.	The City and other taxing jurisdictions will forgo revenue as a result of these abatements.	Programs with eligibility requirements are already in place, however, the strategy will rely on interested developers that opt into the program.	Property tax abatements reduce ongoing operating costs for affordable housing projects, which can be beneficial for affordable housing developers. Combined with other programs, these abatements could help produce units that are affordable to households at different parts of the income spectrum. An MFTE program is voluntary - a developer does not have to participate in the program - meaning that achieving 80% MFI and above affordability targets through private development is not guaranteed.
	Low to Moderate	High	High	Low

Strategy or Tool	Administrative Complexity & Flexibility (staffing, ongoing complexity, flexible use)	Cost (initial or ongoing, dependent on new sources?)	Feasibility (political, legal, time, dependent on partnerships?)	Impact (households or businesses impacted, meets objectives, leverages partner investments)
Develop City capacity and knowledge to support limited equity housing cooperatives	Relatively low staff time will be required to develop partnerships with organizations that could construct a new LEC. Additional staff time, however, will be required to build and disseminate knowledge on limited equity housing cooperatives.	The costs of developing partnerships and building/disseminating knowledge on LECs are minor. However, the full strategy for LECs will require ongoing city funding.	Success of LEC is reliant upon 1) capacity of CLT, 2) size of complex, 3) buy-in from community, and 4) landlord/seller willingness.	While this strategy can preserve long-term affordability for current and future lower-income households and opportunities for these households to accumulate equity, the overall impact may be limited without ongoing investment and attention by the City and/or partner organizations. The number of LEC units that could be preserved through limited preservation is reliant on the interest of property owners, capacity of community land trusts or other alternative ownership organizational models, and support of other organizations that can support the transition.
	Low to Moderate	Low	Moderate	High

Strategy or Tool	Administrative Complexity & Flexibility (staffing, ongoing complexity, flexible use)	Cost (initial or ongoing, dependent on new sources?)	Feasibility (political, legal, time, dependent on partnerships?)	Impact (households or businesses impacted, meets objectives, leverages partner investments)
Develop an investment strategy for permanently affordable ownership	Staff time will be necessary for developing an investment strategy that aligns housing goals for unit production, depth of affordability, and permanent affordability with dedicated resources, programs, and financing mechanisms.	Cost around staff time for this strategy development will be relatively low, however, funds to ensure the long-term/permanent affordable homeownership development will need to be located, established, and/or increased.	With already potential partners like Proud Ground, this strategy has high feasibility and should be pursued by the city, assuming the city desires affordable homeownership and intends a portion of the city's existing and expanding housing resources will be utilized for this purpose.	Having an investment strategy will help the City meet its goals around increasing permanently affordable homes within the city.
Assess current public contracting rules to prioritize BIPOC and women-owned businesses for City contracts/public investment projects	Low to Moderate	Low	Moderate to High	Moderate to High
	Will require some staff time and potential legal support to complete assessment of current procurement process and regulations and the outcomes they achieve.	Minimal funding required. Direct costs could include additional staff time to conduct outreach with businesses to increase engagement.	Need to weigh this strategy against other evaluation criteria and research best practices for increasing program uptake. Need to work with prime contractors to determine potential barriers.	Depends on program formulation but would have a direct positive impact on small businesses. Meets economic empowerment goals for the Heights.



Staff Report: 190-23

TO: Mayor and City Council

FROM: Eric Holmes, City Manager

DATE: 10/23/2023

SUBJECT Main Street Promise Project

Key Points

- Main Street Promise Project proposes to fully reconstruct Main Street between 5th Street and 15th Street.
- Builds on 30 years of planning and community outreach.
- Provides improved transportation facilities for all users.
- Provides opportunities for businesses along the corridor to grow and thrive.
- Current estimate for the project is fully funded and includes a portion of the City's American Rescue Plan Act (ARPA) allocation.

Strategic Plan Alignment

Transportation and Mobility - a safe, future-ready and convenient transportation system.

Economic Opportunity - a place where a wide variety of businesses of all sizes grow and thrive.

Vibrant and Distinct Neighborhoods – a variety of accessible places and spaces.

Safe and Prepared Community – a safe place to live, work, learn, and play.

Present Situation

Background: The Main Street Promise project is the culmination of nearly thirty years of efforts to improve lower Main Street to meet the needs of our community and the multitude of businesses along the corridor. City Council's authorization of American Rescue Plan Act (ARPA) and General Fund ARPA local match now provides an opportunity to finally move ahead with this much needed and community supported project.

During initial scoping conversations with City Council, the Transportation Mobility Commission and community members, the City team was encouraged to "Think Big" and "Outside the Box." The team was instructed to consider Main Street as a place for moving people and not vehicles. As

such, the team has developed a design that provides a Safe, Accessible and Connected transportation system that supports Main Street Businesses and provides for a vibrant destination.

Project Design: The Main Street Promise Project features a complete reconstruction of lower Main Street between 5th Street and 15th Street. The project includes the reconstruction of sidewalks, curb ramps, streetlighting, traffic signals and the roadway surface. In addition, existing water, sewer, and stormwater utilities will be reconstructed. Other elements include the placement of bike racks (single racks and corrals) along the corridor, and the creation of streetscape areas where outdoor seating, public art, landscaping, and other amenities can occur. Decorative overhead catenary lighting will be installed along the corridor to improve nighttime aesthetics. And finally, a removable bollard system will be installed to facilitate future short-term closures for special events and activities with the potential for a more permanent closure of the corridor as guided by future policy decisions.

A key feature of the Main Street Promise design is a curbless street. Contrary to traditional street designs that feature a curb where the street transitions to the sidewalk, the Main Street project will not have a raised curb and instead, a curbless design will be employed. The curbless design allows for unimpeded mobility throughout the street section and sets the stage for converting Main Street from an auto-centric use to one more focused on pedestrians.

In accordance with the City's Climate Action Framework and with an eye towards promoting active transportation options, bike parking along Main Street will be greatly enhanced. The existing 82 bike parking stalls along the corridor will be increased to 112 stalls with several of these having access to electricity for e-bike charging operations. Speed tables will be installed in each block along the corridor to slow the speed of vehicular traffic, allowing for a safe shared use with bicyclists and small mobility users.

Public Engagement: The Main Street Promise public engagement process has endeavored to inform the community of this project, its design, and the methods we plan to use to minimize impacts to businesses and property owners along the corridor during the construction phase. Two Open House meetings have been held at the Vancouver Public Library where people have been invited to learn more about the project. In addition, the project team has met with a multitude of Boards and Commissions with varying degrees of interest in the project.

The public engagement process also featured the creation of a 15-member Project Advisory Group (PAG). PAG members represented a variety of interests along the corridor including businesses ownership, property ownership, patrons, parks and recreation, tourism, cycling, pedestrians, and residents. The PAG met during the Winter, Spring and Summer of 2023 to review design concepts and discuss the proposed business retention strategy.

A final Open House will be held at the Vancouver Public Library on November 29, 2023, at 4pm. Attendees will have the opportunity to review the final design and business retention strategy and can engage with the project team on the upcoming construction phase.

Business Retention Strategy: The most significant component of the Main Street Promise project is the Business Retention Strategy. This Strategy sets forth how the Main Street project will be constructed in a manner that minimizes impacts to downtown businesses and promotes economic vitality. The Vision of the Business Retention Strategy is guided by three essential principles:

- Corridor businesses remain open, and customer counts stable
- Broader business community is aware of the project and its long-term benefits
- Project information is easy to access

The goal of the Business Retention Strategy can be summarized as follows:

- Reach out to businesses in the project corridor to offer technical assistance
- Retain Main Street businesses and customers during project (current count: 293)
- Effectively spread the word that Main Street is open for business

The Business Retention Strategy is intended to serve as a benchmark for future capital projects and how they are conducted in a manner that promotes economic vitality.

Transportation Mobility Commission Recommendation: Based on the information contained herein and in the associated presentation, The Transportation Mobility Commission has recommended by a vote of 10-1 to forward a recommendation to City Council in support of the following:

- The final project design and public engagement process
- Implementation of the Business Retention Strategy
- Council to direct staff to return in three years following the completion of the project to present information on the benefits and impacts of temporary street closures of Main Street to vehicular traffic to inform a discussion of if/when a permanent closure of Main Street to vehicular traffic may be appropriate.

Advantage(s)

- Provides a much-needed improvement to a significant corridor within Downtown Vancouver
- Provides safer and more accessible facilities for users of all modes of transportation
- Fosters opportunities for business growth and vibrancy
- Sets the stage for future multi-purpose uses of the corridor

Disadvantage(s)

- Construction activities can be disruptive to regular and routine activities conducted along the corridor.
- Intermittent closures of the street and sidewalks may disrupt vehicle and pedestrian circulation.

Budget Impact

The current estimate of the project is anticipated to be funded with a combination of sources including the American Rescue Plan Act (ARPA) allocation and the General Fund local match for ARPA (\$12 million combined). The remaining cost of the project, will be funded by a combination of the street funds, utility funds and the MFTE Public Benefit Fund funds. The upcoming Supplemental appropriation updates the finding of the project consistent with the above allocation.

Prior Council Review

This project has been previously shared with the City Council as follows:

- December 2022 Workshop - Design Kickoff
- July 2023 Workshop - Review 60% Design

Action Requested

Adopt a resolution to accept the recommendation of the Transportation and Mobility Commission for the Main Street Promise Project.

Ryan Lopossa, Streets and Transportation Manager, 360-487-7706

ATTACHMENTS:

- ▢ Presentation
- ▢ Resolution

Main Street Promise

Vancouver City Council
Public Hearing
October 23, 2023

Agenda

City Strategic Plan Alignment

Prior TMC & City Council Review

Presentation of Final Design Elements

Community Outreach & Engagement

Business Retention Strategy

TMC Recommendation to City Council



Project Overview

Goals for Main Street

- Increase safety for people and vehicles
- Accessible to all
- Connected infrastructure
- Support Main Street businesses

Funding

- American Rescue Plan Act (ARPA)
- City Transportation Fund
- Multi-family Tax Exemption Public Benefit
- Utility Fund
- City of Vancouver General Fund



Guiding Principles



Honor and celebrate the history of downtown Vancouver



Build upon existing, and establish new, partnerships with local businesses and the community



Create a stronger sense of community identity and a welcoming place for Vancouver residents and visitors



Create an environment for renewed businesses and property owners' investment



Connect Main Street, Esther Short Neighborhood, the Waterfront and Fort Vancouver National Historic Site



Create an attractive, coordinated and quality downtown environment that can be a model for future improvements

City Strategic Plan Alignment

Livability

Equity and Inclusion

Innovation

Sustainability and Resilience

Trust and Relationships

Focus Area – Transportation and Mobility

- Mode Split
- Transportation User Experience

Focus Area – Economic Opportunity

- Business Diversity
- Job Creation

Focus Area – Vibrant and Distinct Neighborhoods

- Neighborhood Cohesion
- Diversity of Businesses
- Existence of Key Businesses



Prior TMC/City Council Review

TMC

- June 2022 Workshop – Design Kickoff
- February 2023 Workshop – Review 30% Design
- August 2023 Workshop – Review 60% Design
- September 2023 Workshop – Design Specifics
- October 2023 – Public Hearing

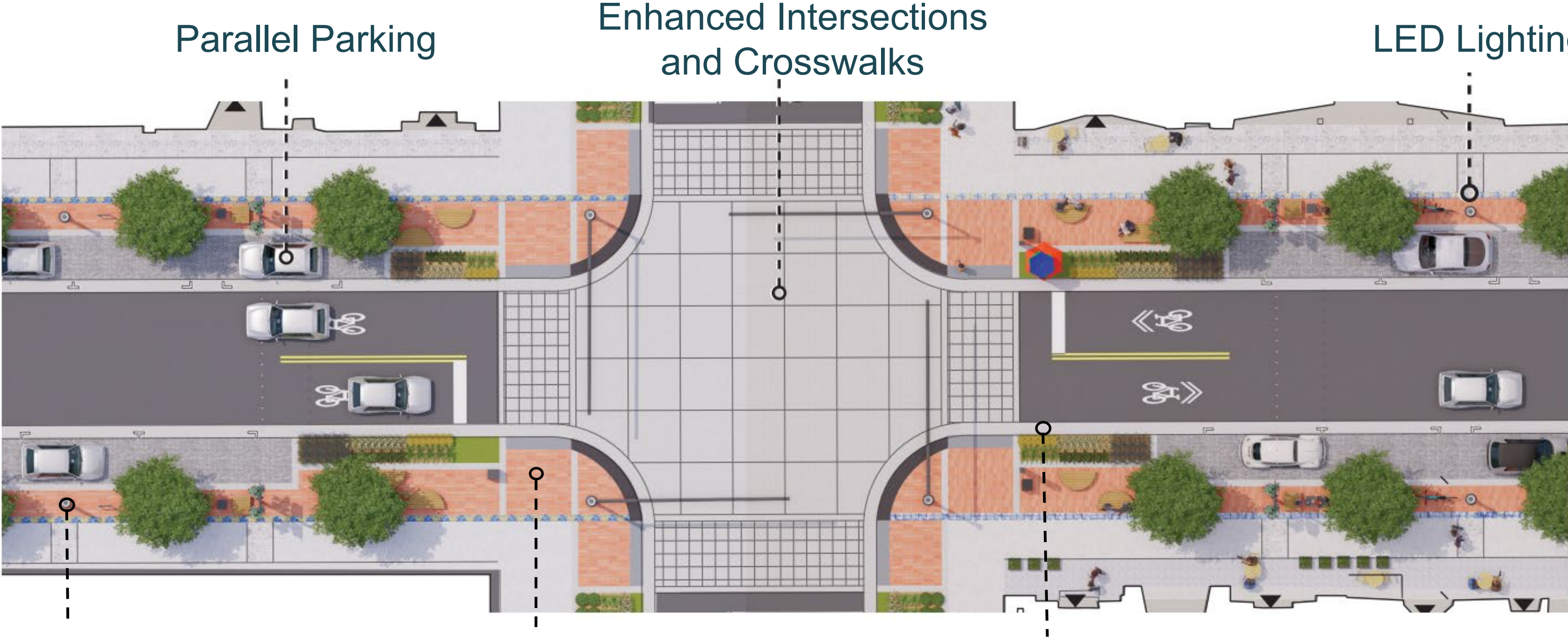
City Council

- December 2022 Workshop – Design Kickoff
- July 2023 Workshop – Review 60% Design
- October 2023 – Public Hearing



Final Design Elements

Safe: A safe environment for walking, biking, rolling and driving.



Parallel Parking

Enhanced Intersections and Crosswalks

LED Lighting

Pedestrian Scale Lighting

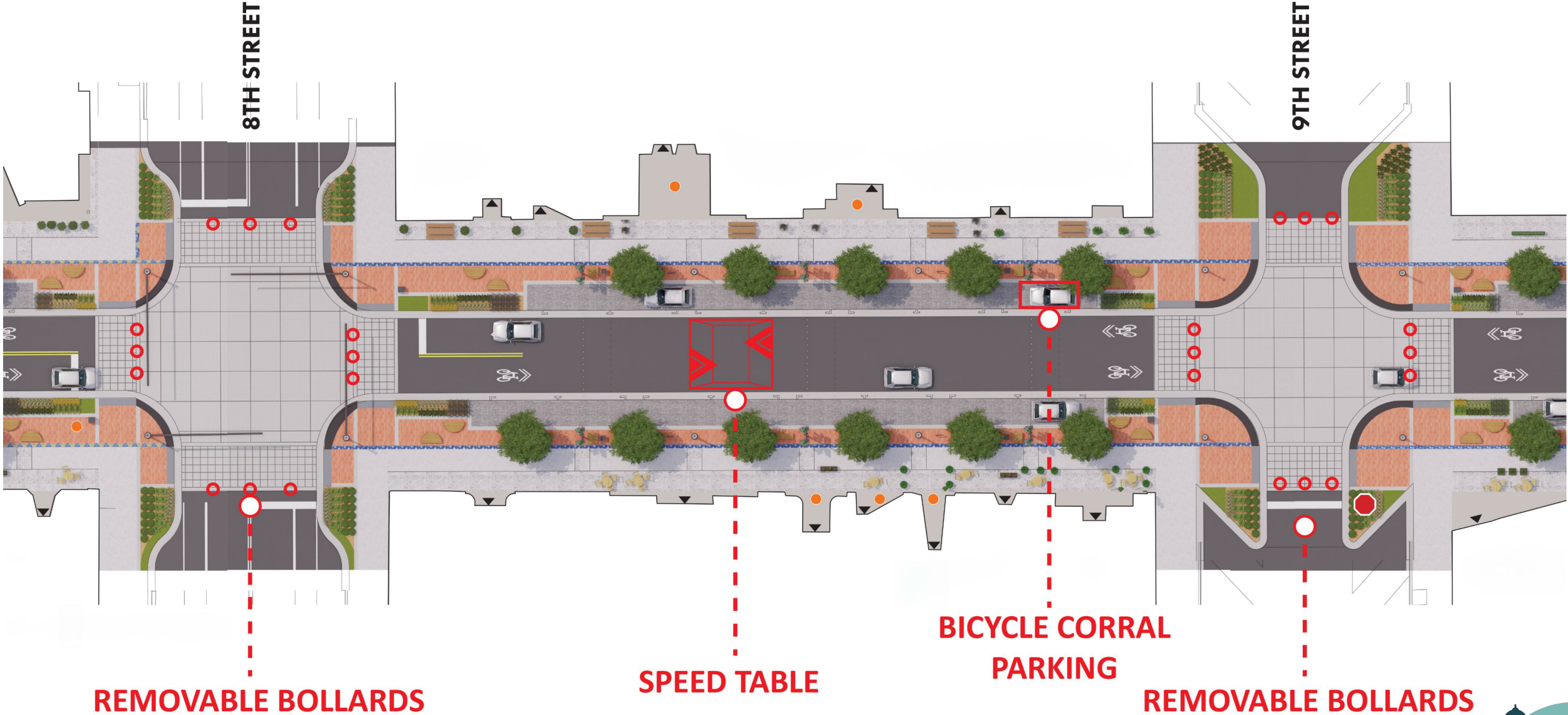
Extended Sidewalks

Curbless Condition



Final Design Elements

Safe: A safe environment for walking, biking, rolling and driving.



Final Design Elements



On-Street
Parallel Parking

Curbless Condition

Tactile Guidance

Wider Sidewalks



Project Advisory Group (PAG)

- **Adam Hendrix**, Union Chapel
- **Cliff Myers**, Visit Vancouver USA
- **Dean Irvin**, Property Owner
- **Diana Kirkpatrick**, Center Stage Clothiers
- **Earl Frederick**, Clark College Culinary Arts
- **Elise Chelak**, Pahlisch Commercial
- **Holly J. Williams**, Parks Commissioner
- **Janet Kenefsky**, Greater Vancouver Chamber
- **Jill D. Stryker**, Property Owner
- **Karen Knauss**, LSW Architects
- **Kimberly Quiroz**, Hispanic Metropolitan Chamber
- **Marianne Wilson Stein**, Dandelion Teahouse & Apothecary
- **Meghan Arntson**, Albina Fuel
- **Michael Lary**, Source Gym
- **Seanette Corkill**, Frontdoor Back

The PAG convened five times over the past nine months to learn about project updates and provide ongoing feedback

Community Open Houses

Open House 1 – November 30, 2022:

- Encouraged to “**THINK BIG**”
- Asked to “**prioritize pedestrian experience**” & accommodate accessible movement for people with mobility or visibility challenges – “**go curbless**”

Open House 2 - June 8, 2023

- **70%** of commenters **expressed support & excitement** for the project.
- “Curbless design and width of sidewalks and integrating art throughout the city - **great plans!**”

Open House 3 - November 29, 2023

- Downtown Vancouver Library (4pm-6pm)



Engagement with Public Boards and Commissions

- Vancouver Accessibility Task Force
- Transportation and Mobility Commission
- Historic Preservation Commission
- Culture, Arts & Heritage Commission
- Parks, Recreation & Cultural Services
- Urban Forestry Commission
- Parking Advisory Committee
- Vancouver's Downtown Association (VDA)
- VDA's Design Committee
- Uptown Village Business Association
- Arnada Neighborhood
- Esther Short Neighborhood
- NE Hazel Dell Neighborhood Association
- SW WA Small Business Providers Consortium
- Vancouver Farmer's Market Board
- Downtown Stakeholders Forum
- Visit Vancouver Board
- Columbia River Economic Development Council
- Cycle Vancouver Club
- I-5 Bridge Replacement Project Team
- WA State School for the Deaf
- WA State School for the Blind

Business Retention Plan

Vision

- Corridor businesses remain open, and customer counts stable
- Broader community is aware of the project and its long-term benefits
- Project information is easy to access

Goals

- Reach out to all businesses on the project corridor to offer technical assistance or connect with relevant financial resources
- Retain Main Street businesses and customers during project
- Effectively spread the word that Main Street is open for business



Business Retention Program

During Design – Pre-Construction

- Data collection: inventory & map of businesses on corridor
- One-on-one business visits
- Project Advisory Group (PAG) meetings
- Numerous business outreach and engagement activities
 - Virtual meetings, Open House events
 - Website, surveys, e-Newsletters, direct mail

During Construction

- Business grants and grant-finding assistance
- Technical assistance, workshops, and business classes
- Information sharing using Block Captains and Coffee Chats
- Media campaigns and programming to draw customers downtown
- Project Liaisons at the City (Julie Arenz) and VDA (Michael Walker)



Immediate Next Steps

Business & Community Engagement

- Open House #3 (November 29, 2023)
- Launch Block Captain Program (Q1 2024)
- Coffee Corner Program (Q1 2024)

Design

- Final Design (Estimated Completion: Q4 2023)

Construction

- RFQ Release for Bid (Estimated Q4 2023)
- Construction Begins (Estimated Q1 2024)



TMC Recommendation to City Council

Based on the information included in the Staff Report and Presentation, the Transportation and Mobility Commission has forwarded a recommendation to City Council in support of the following:

- The final project design and public engagement process as described in the Staff Report and Presentation
- Implementation of the Business Retention Strategy as outlined in the Staff Report and Presentation
- Council to direct staff to return in three years following the completion of the project to present information on the benefits and impacts of temporary street closures of Main Street to vehicular traffic to inform a discussion of if/when a permanent closure of Main Street to vehicular traffic may be appropriate



RESOLUTION NO. M- [Resolution Number]

A RESOLUTION relating to the adoption of the Main Street Promise Project and authorizing the City Manager to implement the Project.

WHEREAS, the Main Street Promise Project represents the culmination of nearly 30 years of community and business planning efforts to better meet the needs of a broader cross-section of our community within the City's downtown; and

WHEREAS, the Main Street Promise Project will be paid for with funds from a combination of American Rescue Plan Act (ARPA) and the City's General Fund ARPA local match dollars; and

WHEREAS, the infrastructure improvements will include a complete reconstruction of lower Main Street from 5th Street and 15th Street, including sidewalks, curb ramps, streetlighting, traffic signals, and utility facilities (water, sewer, stormwater); and

WHEREAS, the Main Street Promise Project will focus on creating an inviting pedestrian streetscape where outside seating, public art, landscaping, and other amenities can occur. Other features will include placement of additional bike racks (some with e-bike charging capability), curbless streets to eliminate transitions and promote greater mobility, and decorative overhead catenary lighting to improve nighttime aesthetics; and

WHEREAS, the Main Street Promise Project has included continuing commitment to engage area businesses in the design and process for the Main Street Promise Project with goals of reducing impacts during construction and maximizing the beneficial effect for our valuable business partners once the improvements have been completed. This engagement process featured the creation of a 15-member Project Advisory Group, which met throughout 2023 to review design concepts and the anticipated result on businesses; and

WHEREAS, the most significant component of the Main Street Promise Project is the business retention strategy, which is guided by three essential principles:

- (1) That corridor businesses remain open, with customer counts stable, during construction;

(2) The broader business community is aware of the project and its long-term benefits; and

(3) That project information is easy to access.

WHEREAS, the City's Transportation Mobility Commission considered the above information and recommended by a 10-1 vote that Council approve the final project design, public engagement process, implementation of the Business Retention Strategy, and that staff return to Council three years after completion of the Main Street Promise Project to report on the observed benefits and impacts of the temporary closure to vehicular traffic so the Council and community may have a discussion of whether to permanently close Main Street to vehicular traffic.

NOW, THEREFORE,

BE IT RESOLVED BY THE CITY OF VANCOUVER:

Section 1. The City Council hereby adopts the Main Street Promise Project, including final the project design, the engagement process, the implementation of the Business Retention Strategy, and directs staff to return to Council three years following completion of the project to present information on the benefits and impacts of temporary street closure of Main Street to vehicular traffic to determine if/when a permanent closure of Main Street to vehicular traffic may be appropriate, and authorizes the City Manager on behalf of the City to implement the Main Street Promise Project accordingly.

ADOPTED at a Regular Meeting of the Vancouver City Council this ____, of _____
_____, 2023.

Anne McEnerny-Ogle, Mayor

Attest:

Natasha Ramras, City Clerk

Approved as to form:

Jonathan Young, City Attorney



Staff Report: 191-23

TO: Mayor and City Council

FROM: Eric Holmes, City Manager

DATE: 10/23/2023

SUBJECT Columbia Mental Health CUP Appeal Resolution

Key Points

- On January 31, 2023, Northstar 20 LLC submitted an application of Conditional Use Permit (CUP) for a Medical Center Use on a 1.52 acres tract of land zoned General Commercial.
- The specific activity to operate on site was a substance treatment center (Opioids).
- Per VMC 20.430.030-1, Medical Center use within the General Commercial district requires a CUP via a Type III review process (Public Hearing before the Hearing Examiner).
- A decision of **APPROVAL** was issued by the Hearing Examiner on July 28, 2023.
- The appeal was filed by Appellant on August 11, 2023.
- On October 9, 2023, an Appeal Hearing was held before City Council with a request from the Appellant to reverse the Hearing Examiner's approval of Conditional Use Permit (CUP) LUP-83119.
- The City Council voted **DENIAL of the appeal** by a vote of 4 to 0 at the October 9, 2023, meeting.

Strategic Plan Alignment

N/A

Present Situation

On October 9, 2023, an Appeal Hearing was held before City Council with a request from the Appellant to reverse the Hearing Examiner's approval of Conditional Use Permit (CUP) LUP-83119. The City Council voted to deny the appeal by a vote of 4 to 0.

The resolution will memorialize City Council's final decision to close the record on this matter.

Advantage(s)

N/A

Disadvantage(s)

N/A

Budget Impact

N/A

Prior Council Review

On October 9, 2023, Council voted to deny the appeal by a vote of 4 to 0.

Action Requested

On October 23, 2023, subject to the appeal public hearing held on October 9, 2023, approve the resolution.

Kristian Corbin, Senior Planner, 360-487-7818

ATTACHMENTS:

- Resolution

10/23/2023

RESOLUTION NO. M- [Resolution Number]

A RESOLUTION, denying Sonesta International Hotels Corporation's ("Sonesta") appeal of the Hearing Examiner's decision granting a Conditional Use Permit to NorthStar 2.0 LLC d.b.a. Columbia River Mental Health ("CRMH") for an opioid treatment facility to be located at 7105 NE 40th Street.

WHEREAS, on January 31, 2023, CRMH submitted an application for a conditional use permit to operate an opioid treatment facility as a Medical Center use within an existing building located at 7105 NE 40th Street , and

WHEREAS, on June 6, 2023, a hearing was held before the city of Vancouver's hearings examiner to determine if the conditions for issuance of a conditional use permit had been met, and

WHEREAS, a substantial record was created by the Hearings Examiner including both the applicant information and exhibits and testimony of opponents of the facility, and

WHEREAS, July 28, 2023, the Hearings Examiner issued a Decision granting the application for a conditional use permit with additional conditions, and

WHEREAS, on August 11, 2023, Sonesta, through its legal council, appealed the Hearing Examiner's Decision to the Vancouver City Council, and

WHEREAS, on October 9, 2023, the Vancouver City Council held a closed record quasi-judicial hearing of Sonesta's appeal, and

WHEREAS, council members present at the hearing included Mayor Pro Tem Stober, Council Member Fox, Council Member Perez, and Council Member Paulsen, and

RESOLUTION - 1

WHEREAS, after thorough review of the written record and consideration of arguments from legal council for CRMH and Sonesta, the Vancouver City Council concluded that there was no substantial evidence presented to overturn the Hearing Examiner's Decision, and

WHEREAS, after thorough discussion by City Council, the City Council voted unanimously to deny Sonesta's appeal.

NOW, THEREFORE,

BE IT RESOLVED BY THE CITY OF VANCOUVER:

Section 1. After thorough review of the written record and arguments presented by legal council for Columbia River Mental Health and legal council for Sonesta International Hotels Corporation, Sonestas appeal of the Hearing Examiner's decision granting a Conditional Use Permit to NorthStar 2.0 LLC d.b.a. Columbia River Mental Health for a opiod treatment facility to be located at 7105 NE 40th Street is **DENIED**.

ADOPTED at a Regular Meeting of the Vancouver City Council this _____, of _____, 2023.

Anne McEnery-Ogle, Mayor

Attest:

Natasha Ramras, City Clerk

Approved as to form:

Jonathan Young, Acting City Attorney

RESOLUTION - 2



Staff Report: 192-23

TO: Mayor and City Council

FROM: Eric Holmes, City Manager

DATE: 10/23/2023

SUBJECT Urban Forestry Management Plan (UFMP) 2023-2047

Key Points

- The current City of Vancouver UFMP was adopted in 2007.
- The updated UFMP recommends direction and actions for the city to optimize the benefits of trees by envisioning an equitable, climate adaptive, integrated, and sustainable approach to managing the city's urban forest resources over the next twenty-five years.
- The update UFMP is consistent with the Vancouver Parks and Rec Plan, Vancouver Strategic Plan, City's Climate Framework, and the Vancouver Comprehensive Plan.
- The updated UFMP aligns with City Council's priorities by addressing Climate, Equity and Safety.
- An extensive public outreach plan supported the UFMP update process.
- The Urban Forestry Commission voted unanimously to support adoption of the updated UFMP.

Strategic Plan Alignment

Transportation and Mobility - a safe, future-ready and convenient transportation system.

Economic Opportunity - a place where a wide variety of businesses of all sizes grow and thrive.

Housing and Human Needs – meeting basic needs and partnering with organizations to support the community.

Vibrant and Distinct Neighborhoods – a variety of accessible places and spaces.

Culture and Heritage – celebrating culture and heritage.

Safe and Prepared Community – a safe place to live, work, learn, and play.

Climate and Natural Systems – Environmental stewardship and efforts to address climate change to ensure a sustainable future.

High Performing Government – a government that is reliable, fiscally responsible, equitable, and open to compromise.

Present Situation

In 2022, Vancouver's Urban Forestry Program secured a \$20,000 grant from WA Dept. of Natural Resources to fund an update to the adopted 2007 Urban Forestry Management Plan (UFMP).

The adopted 2007 Urban Forestry Management Plan helped guide Vancouver to make strategic improvements over the last 15 years with support from both internal City stakeholders as well as the greater community. The updated UFMP identifies strategic actions to work towards in the near term (the next 5 years) and longer term (10 years and beyond) with community input and support for those actions, including:

- Identify and create plans to address inequities in Vancouver's tree canopy.
- Review tree data, plans, policies and other available data.
- Plan for an equitable, climate resilient tree canopy in the future.
- Provide a roadmap to achieve a shared vision for the future of Vancouver's trees.

The purpose of the updated UFMP is to recommend direction and actions for Vancouver to optimize the benefits of trees by envisioning an equitable, climate adaptive, integrated, and sustainable approach to managing the city's urban forest resources over the next twenty-five years. The final draft UFMP includes: a comprehensive analysis of the current state of Vancouver's urban forest; a discussion of existing management structures and policies; a summary of community outreach activities and feedback; a vision for the future; and goals and action items to support the realization of the vision. The final draft UFMP also includes a monitoring plan and implementation schedule.

Community Engagement and Review Process

The development and update to the UFMP involved extensive research of other communities; review of existing plans, policy and workflows; broad community outreach and discussions with key stakeholders, including the Urban Forestry Commission and City staff. Community outreach efforts included two online meetings, one open house, an online community survey, and internal/external stakeholder outreach. The final draft Long-Term Framework in the UFMP identifies 3 Goals, 8 Objectives, 23 Strategies and over 50 Action items. These are broken down into short, mid, long term and ongoing actions.

The first draft of the UFMP was released for public comment on March 8, 2023. Additionally, the first draft was reviewed by the Urban Forestry Commission on March 15, 2023, and the Park and Recreation Advisory Commission on April 9, 2023. The second draft, released April 27, 2023, was reviewed with City Council during a workshop on May 8, 2023, and Planning Commission workshop on May 23, 2023. The second draft also underwent State review through the Department of Commerce and the State Environmental Policy Act (SEPA) process in May-July of 2023.

In August 2023, the project team refined and finalized the draft UFMP based on feedback received from the community, City Council, Vancouver Planning Commission, State agencies and others and is now posted on Project's Be Heard website. The Urban Forestry Commission voted to recommend Council adoption of the final draft UFMP on September 20, 2023. The Planning Commission reviewed and provided comments on the final draft during a workshop on September 26, 2023.

Advantage(s)

1. Adoption and implementation of the UFMP will help the City achieve its Strategic

Commitments, Climate Framework, as well as many of the goals identified in the City's Comprehensive Plan. It is part of the overall vision for the City's future, providing direction and guidance focusing on coordination and education to achieve a sustainable, resilient urban forest;

2. The UFMP will enable a comprehensive integrated approach between the City and the community to best manage the urban forest today and for future generations;
3. Consistent with changing social, economic, and environmental conditions inside Vancouver city limits-;
4. Necessary to further the public interest based on current and future needs including the urbanizing character of our city, land use patterns and conditions;
5. Accurately reflect the general priorities of the community identified in our public outreach and needs analysis;
6. Supports City assets, improved tree health and enhances the urban environment and the lives of residents.

Disadvantage(s)

Implementation of the UFMP across the city organization and broader community is important to realizing the vision and achieving the goals. Although the UFMP establishes benchmarks for the City, successful implementation of the UFMP relies heavily on partnerships and full participation at all levels within the community.

Budget Impact

This is a policy and planning document. Adoption of the UFMP has no direct impact on the City budget. However, implementation of individual action items will require some expenditure of funds and staff time. Action items can be implemented as departmental budgets, staffing levels, and work plans allow.

Prior Council Review

Council previously reviewed the draft UFMP at the workshop on May 8, 2023.

Action Requested

On October 23, 2023, approve the Urban Forestry Management Plan resolution.

Charles Ray, Urban Forestry Coordinator, 360-487-8328

ATTACHMENTS:

- ▣ UFMP Presentation
- ▣ UFMP Resolution

URBAN FORESTRY MANAGEMENT PLAN

City Council

October 23, 2023

Charles Ray
Urban Forester
City of Vancouver, Public Works Department



Alignment with City Council Priorities



Climate

- Addresses heat island effect, carbon sequestration and improves water and air quality



Equity

- Ensures that the benefits of trees are distributed equitably throughout the city



Safety

- Improves safety by reducing storm damage, traffic calming and crime reduction

Project Background



Purpose

“Urban trees and forests are considered integral to the sustainability of cities as a whole. Yet, sustainable urban forests are not born, they are made. They do not arise at random, but result from a community-wide commitment to their creation and management.”

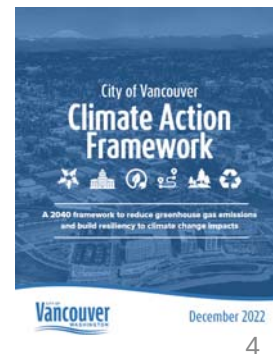
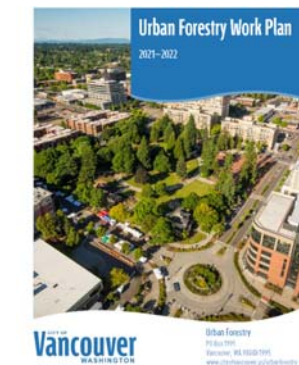
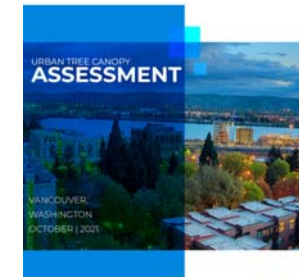
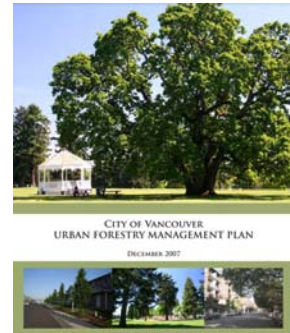
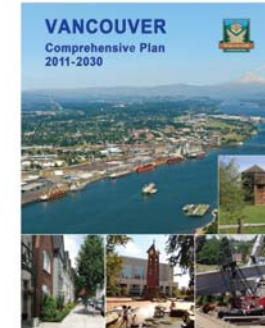
James Clark et al.: A Model of Urban Forest Sustainability



Project Background



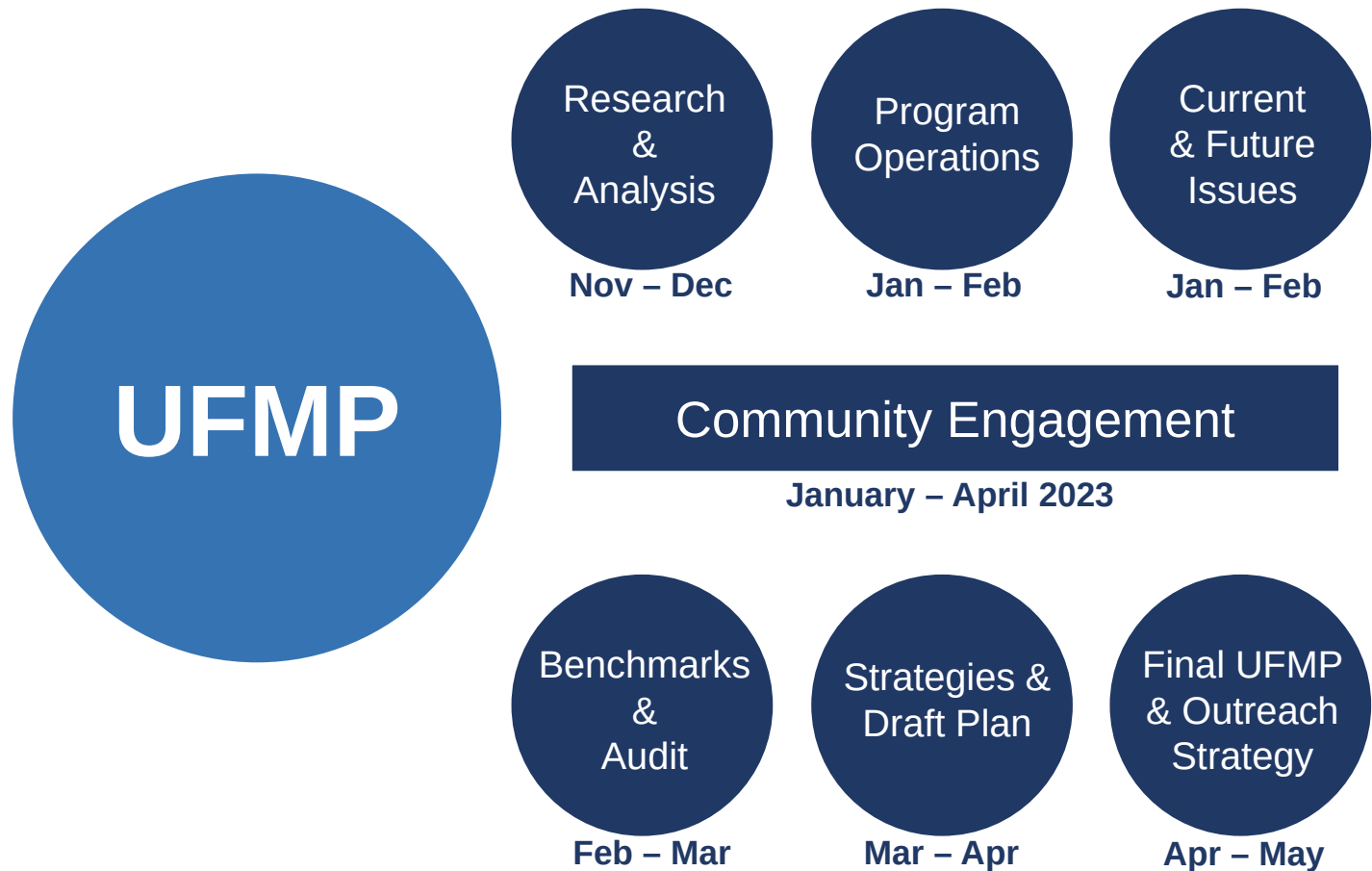
Context



Project Background



Scope & Timeline



Key Findings

Ecosystem Benefits

Citywide Urban Forest (18.9% canopy)

- \$44 million in total benefits
- 224,000 tons of carbon stored
- 7,000 tons of carbon sequestered
- 149 tons of pollutants captured
- 243 million gallons of stormwater prevented

Public Trees (~99k trees)

- \$9.9 million in total benefits
- \$100 per tree
- \$51 per capita
- \$4.12 ROI

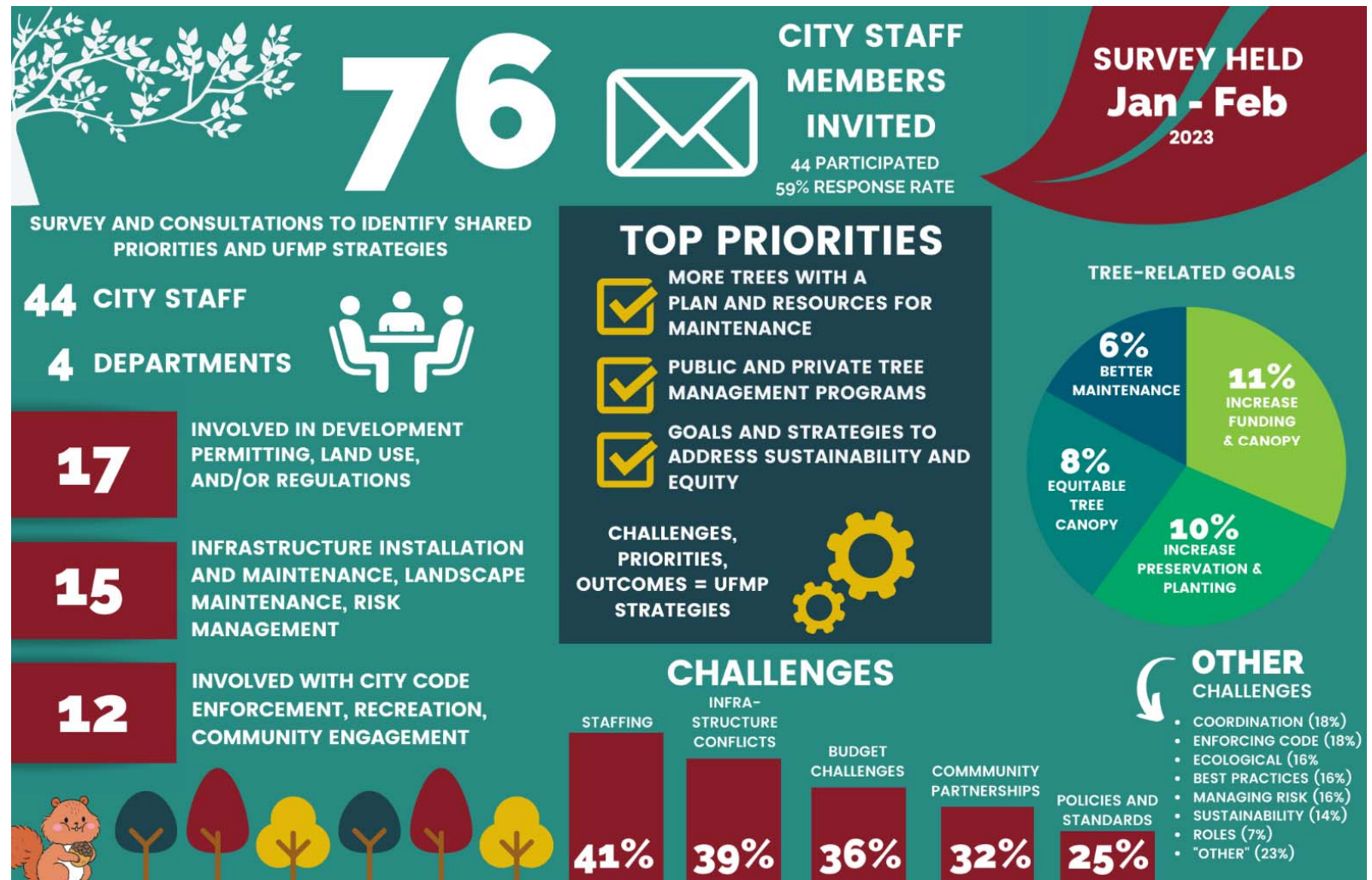
Other Benefits

- Property values
- Reduced health care costs
- Reduced crime
- Urban forest replacement value (\$500M)



Key Findings

City Staff Engagement



Key Findings

External Stakeholder Engagement



Opportunities for Public Input



Engagement Sessions

Be Heard Vancouver Website

Urban Forestry Management Plan



Trees are a valuable community asset, enhancing our parks and open spaces, cooling our neighborhoods, capturing air pollution, intercepting stormwater runoff and improving safety in our community. Growing and caring for our city's urban tree canopy is no small task; a healthy tree canopy is the result of proper planning, management and community involvement.

To guide the future of trees in our community, the City is developing an **Urban Forestry Management Plan (UFMP)**. This plan will engage the community in creating a vision for the future, so that trees can continue to benefit everyone who lives, works and plays in Vancouver for generations to come.

We invite you to share your thoughts by [taking the survey](#) below. You can also join us for a virtual community meeting on January 25 and in person on March 18, RSVP below.



+ What is an Urban Forest?

+ How Does the Urban Forest Benefit our Community?

+ What is an Urban Forestry Management Plan?

+ Meet the Project Team

+ Ways to Get Involved

Public Survey

Vancouver, WA Urban Forestry Management Plan

A Public Survey to Support the Development of the City of Vancouver, WA's Urban Forestry Management Plan



5) Where would you like to see the City prioritize future tree plantings? (Select all that apply)

- ☐ A) Street trees (planted in the median or adjacent to the street)
- ☐ B) Parks, greenways, and other public spaces
- ☐ C) Private residential property
- ☐ D) Commercial or industrial areas
- ☐ E) School campuses
- ☐ F) I do not support adding more trees or canopy cover
- ☐ Other: _____

Let's Talk Trees! Public Meeting



Vancouver, WA Urban Forestry Management Plan

Let's Talk Trees, Vancouver! – Noon Session

Key Dates



Let's Talk Trees: Online Project Kick-Off Meeting
January 25 2023

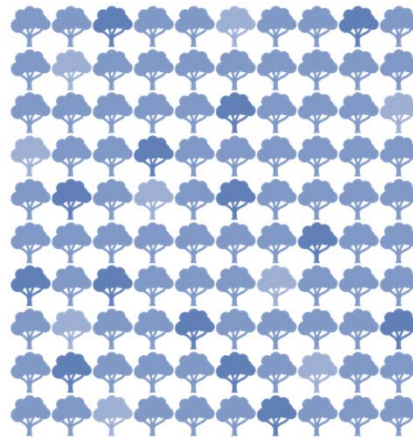
**March 18th 10-noon @ MLK Elementary
(4801 Idaho St, Vancouver, WA 98661)**

Canopy Goals & Planting Priorities

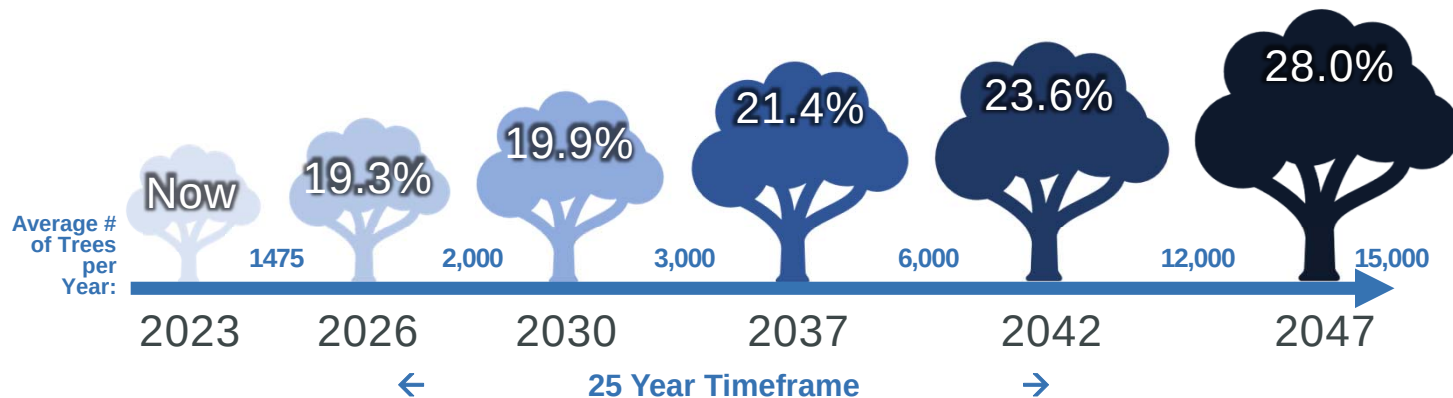


Canopy Goals

28% by 2047



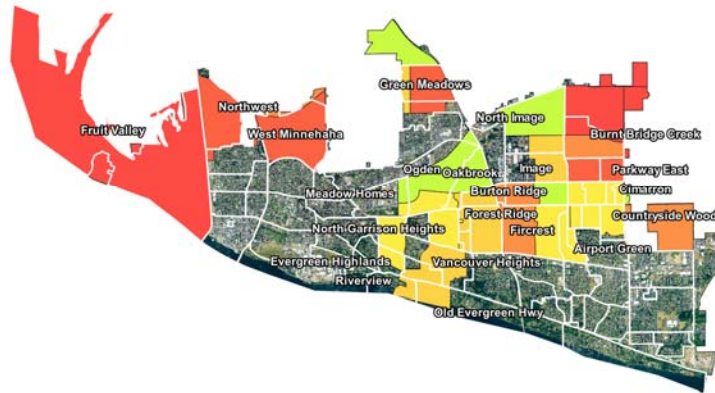
100 trees planted across the City that have large canopy cover at maturity equals 3 acres of new canopy cover. Approximately 3,000 acres of new canopy cover is needed to reach 28%



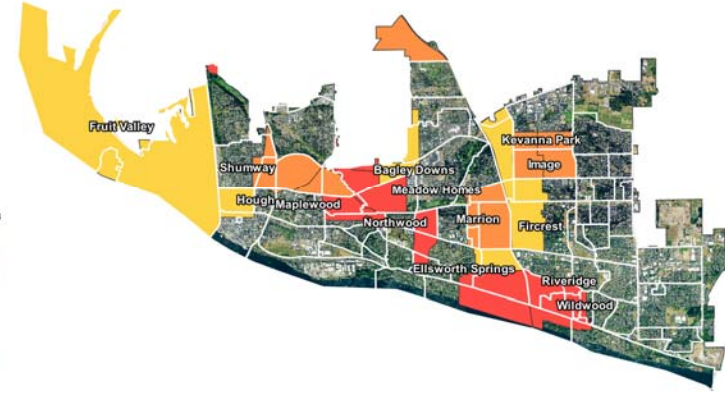
Canopy Goals & Planting Priorities

Priority Planting Areas

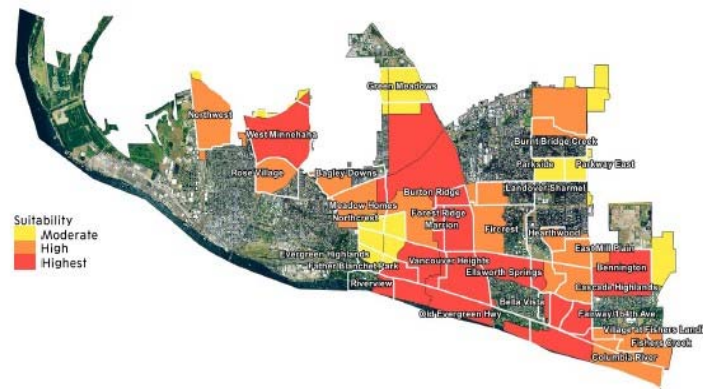
Greatest Available Space



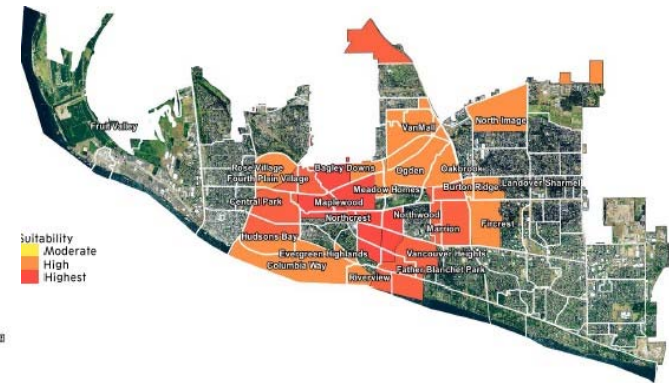
WA Environmental Health Disparities Priorities



Stormwater and Water Quality



Composite Map of High Priority Areas



Long-term Framework

Final Draft Goals

GOAL 1	GOAL 2	GOAL 3
Proactively manage public trees, continue to grow and expand a healthy canopy to achieve the 28% citywide canopy goal, maintain public safety, benefits.	Achieve environmental justice through a partnership with the City and its residents to improve well-being, human health, local economies, and urban forest sustainability.	Strengthen policies for preserving the environmental benefits, management, and the character of Vancouver's urban forest.

UFMP Draft Review

Review Process for Adoption

- ❖ City Council Workshop May 8th
- ❖ Planning Commission Workshop May 23rd
- ❖ Department of Commerce/SEPA Review

Process May-July



UFMP Adoption

Steps for Plan Adoption

- ❖ Urban Forestry Commission Sept 20th
- ❖ Planning Commission Sept 26th
- ❖ Seek Adoption by City Council
 - October 23, 2023 Resolution



Final Draft Urban Forestry Management Plan

THANK YOU!

www.beheardvancouver.org/UFMP
www.cityofvancouver.us/urbanforestry



Funding to support this project was provided by the State of Washington Department of Natural Resources Urban and Community Forestry Program.



10/23/2023

RESOLUTION NO. M- [Resolution Number]

A RESOLUTION relating to the adoption of the 2023 City of Vancouver Urban Forestry Management Plan as a policy and planning document to provide direction and actions for Vancouver to optimize the benefits of trees by envisioning and enabling an integrated and sustainable approach to preserving and enhancing the City's urban forest resources over the next twenty-five years.

WHEREAS, the 2023 City of Vancouver Urban Forestry Management Plan includes: a comprehensive analysis of the current state of Vancouver's urban forest; a discussion of existing management structures and policies; a vision for the future; and goals and action items to support the realization of the vision, and

WHEREAS, since 2007, the City of Vancouver has had an adopted Urban Forestry Management Plan to serve as a guideline for strategic urban forestry management, and

WHEREAS, trees enhance our lives by supporting clean water; improving air quality; producing oxygen; reducing the heat island effect; reducing runoff; cooling temperatures of rivers and creeks; preventing erosion of precious topsoil; lowering heating and cooling costs; reducing stress; and providing wildlife food and habitat, and

WHEREAS, the 2023 City of Vancouver Urban Forestry Management Plan aligns with City Council's priorities by addressing Climate, Equity and Safety, and

WHEREAS, Vancouver Urban Forestry Public Works has provided for significant public participation in the development of the 2023 City of Vancouver Urban Forestry Management

UFMP RESOLUTION - 1

Plan through the work of the Urban Forestry Commission, a series of community meetings, community surveys, and public work sessions, and

WHEREAS, the Urban Forestry Commission recommended adoption of the 2023 City of Vancouver Urban Forestry Management Plan on September 20, 2023, and

WHEREAS, the 2023 City of Vancouver Urban Forestry Management Plan was originally submitted to the Vancouver City Council on May 8, 2023, and Vancouver Planning Commission on May 23, 2023, after which suggestions were later incorporated into the current proposed plan, and

WHEREAS, the Vancouver City Council conducted a public hearing on the proposed 2023 City of Vancouver Urban Forestry Management Plan on November 6, 2023.

NOW, THEREFORE,

BE IT RESOLVED BY THE CITY OF VANCOUVER:

Section 1.

A) The adoption of the 2023 City of Vancouver Urban Forestry Management Plan is consistent with the applicable provisions of the Growth Management Act, state and federal law, or other legal mandates; and

B) The adoption of the 2023 City of Vancouver Urban Forestry Management Plan is consistent with the applicable provisions of the the Vancouver Comprehensive Plan; and

C) The adoption of the 2023 City of Vancouver Urban Forestry Management Plan is necessary to further the public interest based on present and future needs and conditions.

Section 2. Plan Adoption. Based on the above findings, the Vancouver City Council hereby adopts, by reference, the attached 2023 City of Vancouver Urban Forestry Management Plan.

ADOPTED at a Regular Meeting of the Vancouver City Council this _____, of _____, 2023.

UFMP RESOLUTION - 2

Anne McEnery-Ogle, Mayor

Attest:

Natasha Ramras, City Clerk

Approved as to form:

Jonathan Young, Acting City Attorney

UFMP RESOLUTION - 3



Staff Report: 193-23

TO: Mayor and City Council

FROM: Eric Holmes, City Manager

DATE: 10/23/2023
11/6/2023

SUBJECT Garbage, Recycling and Organics Collection Rate Increases for 2024

Key Points

- The comprehensive contract between the City of Vancouver and Waste Connections of Washington includes a rate-setting model that allows for an annual Inflation Adjustment Factor (IAF; a combination of the consumer price index and a fuel index), tip fee, and adjustments to the City Fee to be applied to rates paid by customers.
- Rates paid by customers for garbage, recycling and organics collection services were last modified effective January 1, 2023. (Ordinance M-4381).
- Rate increases calculated for January 1, 2024, and detailed in the ordinance and rate summary sheet, vary based on the type and level of services provided and generally range from 5.3 percent to 6.9 percent.
- For the typical residential customer, the net impact is a 9.9 percent increase (or \$3.50/month) for combined garbage, recycling and organics collection services.
- On January 1, 2024, the tip fee for waste disposal at the three transfer stations located in Clark County is anticipated to increase by 5.3 percent (or \$5.60 per ton) to \$111.94 per ton and this also impacts the rates that Vancouver customers will pay in 2024.
- A review of the Clark County approved per ton recyclables processing fee (going from \$41.73 per ton to \$72.89 per ton) results in increases to the recyclables processing surcharge amounts to be paid by City curbside (\$1.41/month) and multi-family (\$0.65/month) customers.
- The subject ordinance amends VMC 6.12.208, 6.12.209, 6.12.210, 6.12.211, 6.12.212, and 6.12.213 to provide for increases or adjustments in solid waste rates effective January 1, 2024.

Strategic Plan Alignment

Housing and Human Needs – meeting basic needs and partnering with organizations to support the community.

High Performing Government – a government that is reliable, fiscally responsible, equitable, and open to compromise.

Present Situation

City Council is the rate-making authority for garbage, residential recycling, and organics collection services within the City of Vancouver. The City contracts with a private company, Waste Connections of Washington, to provide comprehensive garbage, recycling and organics collection services to residents and businesses within city limits. The contract terms authorize Waste Connections to receive annual adjustments to customer rates based on changing operating conditions including:

- an inflation adjustment factor tied to a percentage of the CPI and fuel cost changes over the past year (July through June),
- disposal tip fee changes scheduled for the coming year,
- the number of customers served and,
- fees paid to the City to support solid waste related programs.

All adjustments to rates are made in accordance with Exhibit D of the contract. Garbage rates also include the City's utility tax that is embedded within them. The City's utility tax does not apply to recycling or organics collection services.

Consistent with the contract, the updated model for 2024 requires an increase of 6.9 percent for most garbage rates, while many recycling, organics and selected other fees, not linked to the disposal tip fee or utility tax, will need to increase by 5.3 percent, effective January 1, 2024. Key reasons for this increase are a 6.547 percent increase in the first half of the CPI for 2023, an 8.4 percent increase in the diesel fuel index, and an anticipated 5.3 percent increase in the disposal tip fee and an increase in the annual City Fee collected through rates to assure that current revenues are balanced with current solid waste fund expenditures. For the most typical residential customer with 32-gallons per week of garbage, every-other-week recycling and every-other-week organics collection (96-gallons for each) this means a monthly rate increase of 9.9 percent, from \$35.54 per month to \$39.04 per month, an increase of \$3.50.

Inflation Adjustment Factor

Under the contract, collection costs for garbage, recycling and organics are allowed to adjust at 80 percent of a blended and combined CPI (92 percent) and diesel fuel index (8 percent) – Inflation Adjustment Factor (IAF), which leads to a 5.36 percent increase for the collection and disposal cost component, the City Fee, and other miscellaneous fees.

Disposal Tip Fees

On January 1, 2024, the Clark County disposal tip fee is scheduled to increase \$5.60 per ton (or 5.3 percent) from \$106.34 per ton to \$111.94 per ton. In addition to the allowed CPI increase on the base tip fee (going from \$104.40 per ton to \$110.00 per ton), this tip fee includes \$0.51 per ton for additional work previously approved under the Clark County contract by Columbia Resource Company at the Central Transfer and Recycling Station and related to construction access improvements for safety, as well as \$1.43 per ton for a surcharge approved by the Clark County Council in 2017 to make up for lost state funding for regional solid waste programs and planning.

Recycling Fees

The rates proposed for January 1, 2024, removes the one-time rate-buy down approved in

2023 rates, and applies typical adjustments to curbside recycling collection fee (increasing from \$2.97 to \$3.89) and multi-family recycling collection fee (increasing from \$1.49 to \$1.57) based on the IAF (5.36%) detailed above, as well as annual adjustments to the recycling processing surcharges which were added April 1, 2019 to recover costs associated with the local response to the global market issues and the ongoing need for supplying quality materials to these markets. Based on a review of operational factors, Clark County has indicated that the \$41.73 per ton processing fee in 2023 will be adjusted to \$72.89 on January 1, 2024. The combined impact for curbside recycling fee and processing surcharge components is a 38.3 percent increase (\$1.46 per month) in curbside recycling charges. The multi-family combined impact for the recycling fee and processing surcharge is an increase of 16.1 percent (\$0.31 per month).

Organics Fees

The rates proposed for January 1, 2024, include 5.3 percent adjustments to the organics rates which are tied to the IAF, detailed above. For the standard subscription service of 96-gallons collected every-other-week, the current rate of \$8.81 per month adjusts to \$9.28 per month. Recommended 2024 rates at other levels of service, following the same every-other-week schedule, are \$8.03 for 64-gallon carts, \$6.78 for 32-gallon carts, and \$5.53 for 20-gallon carts.

City Fee

In adherence with the City's Financial Management Policies, the City Fee collected through rates will increase in 2024 to balance annual total revenues with annual enterprise fund expenditures. The City Fee paid by Waste Connections each month in 2024 as a result of rate adjustments detailed above is \$200,330.78. The 2023 monthly City Fee was set at \$162,027.00. The 31.07 percent adjustment to the City Fee in 2024 reflects three key factors: 1) reduced revenues over the last seven years due to lower global recycling market commodity values, 2) the one-time rate buy-down applied to residential recycling fee in 2023 drew from the City's Solid Waste fund balance and 3) City Financial Management Policies included in the 2023-2024 Biennial Budget associated with: balancing current revenues with current operating expenditures (Long-Range Financial Planning and Resource Utilization #3), exercising sound financial estimation of revenues through reasonably conservative but realistic assumptions (#8), applying the principle of full cost recovery in enterprise fund operations and utility rates (#17), maintenance of working capital reserves (Reserves #2) and maintenance of designated liability funding reserves (#4).

Typical Residential Rate Impact

For 2024 overall, the combined typical residential customer rates for 32-gallons of weekly garbage service with recycling and organics collection increases 9.9 percent or \$3.50 per month, under the proposed rates. This is comprised of a \$1.57 increase in garbage charges, a net \$1.46 increase in the combined recycling collection rate and recycling processing surcharge fees, and a \$0.47 increase in the organics charge. Households that have chosen different service levels may experience slightly different rate impacts.

Staff recommends adjusting customer rates as detailed in the Summary of Proposed 2024 Solid Waste Rates to meet the contractual obligations associated with the defined IAF and to set the City Fee amount for the coming year. If approved, all adjustments will be effective January 1, 2024.

Advantage(s)

1. Increasing customer rates maintains the City's high level of solid waste services including many different options for curbside collection of garbage, recycling and optional organics.
2. The recommendation continues to provide funds for the neighborhood cleanup programs including spring yard debris coupons and fall leaf coupons, Curbside Bulky Item Pickup or Saturday cleanup events and Saturday chipper events, as well as neighborhood mini grants.
3. Assures funds for addressing solid waste code compliance and litter abatement and illegal dumping response across the City.
4. Provides funds (through included tip fee element) for regional Solid Waste programs for administration of the solid waste transfer and disposal system, long-term solid waste management planning, as well as education and outreach.

Disadvantage(s)

Customers will have rate increases generally ranging from 5.3 percent to 6.9 percent, depending upon the types and levels of service selected.

Budget Impact

Recommended rate increases will provide the Solid Waste fund with an additional \$459,645 per year in revenue beginning in 2024. Adjusting solid waste rates and increasing the City Fee also positively impacts the General Fund programs through the embedded 28.9 percent City utility tax on city-owned and contracted utilities and provides an additional \$144,500 per year in revenue in 2024.

Prior Council Review

- This is an annual rate-setting process for Council.
- Council reviewed and approved Solid Waste funded programs and services within the 2023-2024 Biennial Budget setting process.
- Council previously reviewed solid waste rates during the November 7, 2022, public hearings on the 2023 Solid Waste Rates.

Action Requested

On October 23, 2023, approve ordinance on first reading, setting the date of second reading and public hearing for November 6, 2023.

Julie Gilbertson, Solid Waste Supervisor, 360-487-7162

ATTACHMENTS:

- ▣ Ordinance
- ▣ Summary of Proposed 2024 Solid Waste Rates

10/23/23 (Date of First Reading)
11/06/23 (Date of Public Hearing)

ORDINANCE NO. M- [Ordinance Number]

AN ORDINANCE relating to the collection of solid waste, recyclable materials and organics, and amending certain sections of VMC 6.12 to increase or adjust rates and charges consistent with approved utility user taxes and rates and in accordance with current contracts for the coming year; providing for savings, severability and an effective date.

WHEREAS, solid waste collection, residential recycling, and organics rates within VMC 6.12 were last changed by adoption of Ordinance M-4381 (November 7, 2022), and current rates became effective January 1, 2023; and

WHEREAS, the City's contract for Comprehensive Garbage, Recyclables, and Organics Collection Services, effective April 1, 2019, contains provisions for annual adjustments to rates charged by the Contractor based upon changes in the Consumer Price Index (CPI), a Fuel Index, changes in disposal and recyclables processing tip fees, and changes in the City Fee as calculated through the contract's Exhibit D rate model; and

WHEREAS, the Inflation Adjustment Factor (IAF) for rates set for the 2024 period has been calculated at 5.36% by combining a 6.547 percent increase in the Seattle-Tacoma-Bellevue CPI-W and a 8.4 percent increase in the Fuel Index (weighted 92 percent and 8 percent respectively) factored at 80 percent as the allowed annual compensation adjustment for the collection contractor; and

ORDINANCE - 1

WHEREAS, pursuant to Clark County's contract with Columbia Resource Company for the waste, recycling processing, transfer and disposal services, tip fees at transfer stations used to dispose of waste collected by the Contractor under the specifications of the comprehensive collection contract are set to increase by 5.3 percent to \$111.94 per ton of municipal solid waste effective January 1, 2024; and

WHEREAS, on February 19, 2019, Clark County established a recyclables processing fee for residential recyclables delivered under the contract with Columbia Resources Company. Based on a review of operational factors, revenues and allowable costs, Clark County has indicated the recyclables processing fee will be adjusted to \$72.89 per ton on January 1, 2024 (a 74.7 percent increase), therefore the recyclables processing surcharge amounts established for City curbside and multi-family customers will be impacted; and

WHEREAS, the City's comprehensive collection contract also contains provisions for annual adjustments in hauler compensation through rates for recycling and organics collection services based on the above-noted changes in the IAF (CPI and fuel index); and

WHEREAS, the City's Financial Management Policies, updated for the 2023-2024 Biennial Budget, provide guidance for balancing current revenues with current operating expenditures (#3), for exercising sound financial estimation of revenues through reasonably conservative but realistic assumptions (#8), for applying the principle of full cost recovery in enterprise (Solid Waste) fund operations (#17), and for maintenance of both working capital (#2) and designated liability funding (#4) reserves; and as these policies are variously addressed through the adjustment of rates and City Fee paid by the collector as allowed for in Exhibit D; and

NOW, THEREFORE,

ORDINANCE - 2

BE IT ORDAINED BY THE CITY OF VANCOUVER:

Section 1. VMC 6.12.208, adopted by Ordinance M-2665 and last amended by M-4381, is amended as follows:

6.12.208 Residential/multifamily cart rates.

The following table lists rates charged for residential/multifamily cart service:

Curb Service:	2023 <u>2024</u>
32-gallon cart service	
Weekly collection	22.89 <u>24.46</u> per month
Each additional cart	22.89 <u>24.46</u> per month
Every other week	17.17 <u>18.35</u> per month
Each additional cart	17.17 <u>18.35</u> per month
Once a month	10.30 <u>11.01</u> per month
64-gallon cart service	
Weekly collection	45.78 <u>48.92</u> per month
Each additional cart	45.78 <u>48.92</u> per month

Every other week	22.89 <u>24.46</u> per month
96-gallon cart service	
Weekly collection	68.67 <u>73.38</u> per month
Each additional cart	68.67 <u>73.38</u> per month
20-gallon cart service	
Weekly collection	17.17 <u>18.35</u> per month
Every other week	13.73 <u>14.68</u> per month

Carryout Service:

32-gallon cart service	
Weekly collection	34.34 <u>36.69</u> per month
Each additional cart	34.34 <u>36.69</u> per month
Every other week	25.76 <u>27.53</u> per month
Each additional cart	25.76 <u>27.53</u> per month

Once a month	15.45 <u>16.52</u> per month
64-gallon cart service	
Weekly collection	57.23 <u>61.15</u> per month
Every other week	48.65 <u>51.99</u> per month
96-gallon cart service	
Weekly collection	80.12 <u>85.61</u> per month
20-gallon cart service	
Weekly collection	25.76 <u>27.53</u> per month
Every other week	20.60 <u>22.02</u> per month

Special/Optional Services:

Extra 32-gallon or equivalent (or portion thereof)

Curb	9.02 <u>9.64</u> per pick up
Carryout	13.51 <u>14.44</u> per pick up

Return trip fee	13.15 <u>13.85</u> per trip
Overweight/overfilled cart	Billed as an extra
Cart replacement fee	At cost
Cart delivery, initial	0.00 <u>0.00</u>
Cart delivery, subsequent	16.36 <u>17.24</u>

Late Fee:

1.5 percent of balance outstanding at 30 days past due date.

Vacation Allowance:

Minimum period of two weeks.

Maximum of three vacations per year.

Section 2. VMC 6.12.209, adopted by Ordinance M-2665 and last amended by Ordinance M-4381, is amended as follows:

6.12.209 Commercial cart rates.

The following table lists garbage rates charged for commercial cart service:

Curb Service:**~~2023~~ 2024**

20-gallon cart service

Weekly cart service ~~19.10~~ 20.41 per monthEvery other week ~~15.28~~ 16.33 per month

32-gallon cart service

Weekly collection ~~25.46~~ 27.21 per monthEach additional cart ~~25.46~~ 27.21 per monthEvery other week ~~19.10~~ 20.41 per monthEach additional cart ~~19.10~~ 20.41 per monthOnce a month ~~11.46~~ 12.24 per month

64-gallon cart service

Weekly collection ~~50.92~~ 54.42 per monthEach additional cart ~~50.92~~ 54.42 per monthEvery other week ~~25.46~~ 27.21 per month

96-gallon cart service

Weekly collection ~~76.38~~ 81.63 per month

Every other week ~~57.30~~ 61.23 per month

Carryout Service:

20-gallon cart service

Weekly collection ~~28.65~~ 30.62 per month

Every other week ~~22.92~~ 24.50 per month

32-gallon cart service

Weekly collection ~~38.19~~ 40.82 per month

Each additional cart ~~38.19~~ 40.82 per month

Every other week ~~28.65~~ 30.62 per month

Each additional cart ~~28.65~~ 30.62 per month

Once a month ~~17.19~~ 18.36 per month

64-gallon cart service

Weekly collection	63.65 <u>68.03</u> per month
Every other week	38.19 <u>40.82</u> per month
96-gallon cart service	
Weekly collection	89.11 <u>95.24</u> per month

Special/Optional Services:

Extra 32-gallon or equivalent (or portion thereof)

Curb	9.98 <u>10.66</u> per pick up
Carryout	15.05 <u>16.08</u> per pick up
Return trip fee	13.15 <u>13.85</u> per trip
Overweight/overfilled cart	Billed as an extra
Cart replacement fee	At cost
Cart delivery, initial	0.00
Cart delivery, subsequent	16.46 <u>17.34</u>

Subscription-based commercial organics collection service is available at rates listed in VMC 6.12.213.

Late Fee:

1.5 percent of balance outstanding at 30 days past due date.

Vacation Allowance:

Minimum period of two weeks.

Maximum of three vacations per year.

Section 3. VMC 6.12.210, adopted by Ordinance C-33 and last amended by Ordinance M-4381, is amended as follows:

6.12.210 Container rates.

The following Table 6.12.210 lists garbage rates charged for container service:

Table 6.12.210. (~~2023~~ 2024 Rates)

Regular Containers
Weekly Frequency

Size (In Yards)	1	2	3	4	5	6	7
1	\$ 157.18 <u>\$167.96</u>	\$ 314.36 <u>\$335.92</u>	\$ 471.54 <u>\$503.88</u>	\$ 628.72 <u>\$671.84</u>	\$ 785.90 <u>\$839.80</u>	\$ 943.08 <u>\$1,007.76</u>	\$ 1,100.26 <u>\$1,175.72</u>
1.5	\$ 196.48 <u>\$209.95</u>	\$ 392.95 <u>\$419.90</u>	\$ 589.43 <u>\$629.85</u>	\$ 785.90 <u>\$839.80</u>	\$ 982.38 <u>\$1,049.75</u>	\$ 1,178.85 <u>\$1,259.70</u>	\$ 1,375.33 <u>\$1,469.65</u>
2	\$ 235.77 <u>\$251.94</u>	\$ 471.54 <u>\$503.88</u>	\$ 707.31 <u>\$755.82</u>	\$ 943.08 <u>\$1,007.76</u>	\$ 1,178.85 <u>\$1,259.70</u>	\$ 1,414.62 <u>\$1,511.64</u>	\$ 1,650.39 <u>\$1,763.58</u>
3	\$ 314.36 <u>\$335.92</u>	\$ 628.72 <u>\$671.84</u>	\$ 943.08 <u>\$1,007.76</u>	\$ 1,257.44 <u>\$1,343.68</u>	\$ 1,571.80 <u>\$1,679.60</u>	\$ 1,886.16 <u>\$2,015.52</u>	\$ 2,200.52 <u>\$2,351.44</u>
4	\$ 392.95 <u>\$419.90</u>	\$ 785.90 <u>\$839.80</u>	\$ 1,178.85 <u>\$1,259.70</u>	\$ 1,571.80 <u>\$1,679.60</u>	\$ 1,964.75 <u>\$2,099.50</u>	\$ 2,357.70 <u>\$2,519.40</u>	\$ 2,750.65 <u>\$2,939.30</u>
5	\$ 471.54 <u>\$503.88</u>	\$ 943.08 <u>\$1,007.76</u>	\$ 1,414.62 <u>\$1,511.64</u>	\$ 1,886.16 <u>\$2,015.52</u>	\$ 2,357.70 <u>\$2,519.40</u>	\$ 2,829.24 <u>\$3,023.28</u>	\$ 3,300.78 <u>\$3,527.16</u>
6	\$ 550.13 <u>\$587.86</u>	\$1,100.26 <u>\$1,175.72</u>	\$ 1,650.39 <u>\$1,763.58</u>	\$ 2,200.52 <u>\$2,351.44</u>	\$ 2,750.65 <u>\$2,939.30</u>	\$ 3,300.78 <u>\$3,527.16</u>	\$ 3,850.91 <u>\$4,115.02</u>
8	\$ 707.31 <u>\$755.82</u>	\$ 1,414.62 <u>\$1,511.64</u>	\$ 2,121.93 <u>\$2,267.46</u>	\$ 2,829.24 <u>\$3,023.28</u>	\$ 3,536.55 <u>\$3,779.10</u>	\$ 4,243.86 <u>\$4,534.92</u>	\$ 4,951.17 <u>\$5,290.74</u>

Regular Containers at Space Constrained Locations (Space Saver Rate)

Weekly Frequency

Size (In Yards)	1	2	3	4	5	6	7
1		\$ 259.35 <u>\$277.13</u>	\$ 345.80 <u>\$369.51</u>	\$ 432.25 <u>\$461.89</u>	\$ 518.69 <u>\$554.27</u>	\$ 605.14 <u>\$646.65</u>	\$ 778.04 <u>\$831.40</u>
1.5		\$ 345.80 <u>\$369.51</u>	\$ 561.92 <u>\$600.46</u>	\$ 605.14 <u>\$646.65</u>	\$ 821.27 <u>\$877.59</u>	\$ 950.94 <u>\$1,016.16</u>	\$ 1,167.06 <u>\$1,247.10</u>
2		\$ 432.25 <u>\$461.89</u>	\$ 605.14 <u>\$646.65</u>	\$ 778.04 <u>\$831.40</u>	\$ 1,037.39 <u>\$1,108.54</u>	\$ 1,210.29 <u>\$1,293.29</u>	\$ 1,383.18 <u>\$1,478.05</u>
3		\$ 605.14 <u>\$646.65</u>		\$ 1,210.29 <u>\$1,293.29</u>	\$ 1,556.08 <u>\$1,662.80</u>	\$ 1,815.43 <u>\$1,939.94</u>	\$ 2,074.78 <u>\$2,217.07</u>
4		\$ 778.04 <u>\$831.40</u>		\$ 1,556.08 <u>\$1,662.80</u>		\$ 2,334.12 <u>\$2,494.21</u>	
5							
6							
8							

Compactor Containers

Weekly Frequency

Size (In Yards)	1	2	3	4	5	6	7
1	\$ 352.80 <u>\$377.00</u>	\$ 705.60 <u>\$754.00</u>	\$ 1,058.40 <u>\$1,131.00</u>	\$ 1,411.20 <u>\$1,508.00</u>	\$ 1,764.00 <u>\$1,885.00</u>	\$ 2,116.80 <u>\$2,262.00</u>	\$ 2,469.60 <u>\$2,639.00</u>
1.5	\$ 441.00 <u>\$471.25</u>	\$ 882.00 <u>\$942.50</u>	\$ 1,323.00 <u>\$1,413.75</u>	\$ 1,764.00 <u>\$1,885.00</u>	\$ 2,205.00 <u>\$2,356.25</u>	\$ 2,646.00 <u>\$2,827.50</u>	\$ 3,087.00 <u>\$3,298.75</u>
2	\$ 529.20 <u>\$565.50</u>	\$ 1,058.40 <u>\$1,131.00</u>	\$ 1,587.60 <u>\$1,696.50</u>	\$ 2,116.80 <u>\$2,262.00</u>	\$ 2,646.00 <u>\$2,827.50</u>	\$ 3,175.20 <u>\$3,393.00</u>	\$ 3,704.40 <u>\$3,958.50</u>
3	\$ 705.60 <u>\$754.00</u>	\$ 1,411.20 <u>\$1,508.00</u>	\$ 2,116.80 <u>\$2,262.00</u>	\$ 2,822.40 <u>\$3,016.00</u>	\$ 3,528.00 <u>\$3,770.00</u>	\$ 4,233.60 <u>\$4,524.00</u>	\$ 4,939.20 <u>\$5,278.00</u>
4	\$ 882.00 <u>\$942.50</u>	\$ 1,764.00 <u>\$1,885.00</u>	\$ 2,646.00 <u>\$2,827.50</u>	\$ 3,528.00 <u>\$3,770.00</u>	\$ 4,410.00 <u>\$4,712.50</u>	\$ 5,292.00 <u>\$5,655.00</u>	\$ 6,174.00 <u>\$6,597.50</u>
5	\$ 1,058.40 <u>\$1,131.00</u>	\$ 2,116.80 <u>\$2,262.00</u>	\$ 3,175.20 <u>\$3,393.00</u>	\$ 4,233.60 <u>\$4,524.00</u>	\$ 5,292.00 <u>\$5,655.00</u>	\$ 6,350.40 <u>\$6,786.00</u>	\$ 7,408.80 <u>\$7,917.00</u>
6	\$ 1,234.80 <u>\$1,319.50</u>	\$ 2,469.60 <u>\$2,369.00</u>	\$ 3,704.40 <u>\$3,958.50</u>	\$ 4,939.20 <u>\$5,278.00</u>	\$ 6,174.00 <u>\$6,597.50</u>	\$ 7,408.80 <u>\$7,917.00</u>	\$ 8,643.60 <u>\$9,236.50</u>
8	\$ 1,587.60 <u>\$1,696.50</u>	\$ 3,175.20 <u>\$3,393.00</u>	\$ 4,762.80 <u>\$5,089.50</u>	\$ 6,350.40 <u>\$6,786.00</u>	\$ 7,938.00 <u>\$8,482.50</u>	\$ 9,525.60 <u>\$10,179.00</u>	\$ 11,113.20 <u>\$11,875.50</u>

Note: Above rates are for containers supplied by contractor. Rates for compacted solid waste apply only when such waste has been compacted by any mechanical device prior to its pickup by the collector. Loose waste dumped into the collector's packer truck from a container will be subject to the rates for noncompacted material. However, waste that has

been compressed or compacted by any mechanical device and then subsequently dumped into a loose yard container to be picked up by the contractor shall be subject to compacted container rates only upon prior written approval of the Director.

Special Services:

Special pickups shall be charged the extra yard rate multiplied by the size of the container plus the return trip charge.

	2023 <u>2024</u>
One-time delivery/pickup/disposal of 3-yard "Rent-a-Bin"	199.24 <u>212.91</u>
Additional "Rent-a-Bin" pickup	123.46 <u>131.93</u>
Return trip (blocked container, etc.)	19.28 <u>20.31</u>
Lock charge (if manual system used)	3.09 <u>3.26</u> per collection
Subsequent deliveries/moves/replacements	35.08 <u>36.96</u> per trip
Accessibility charge	4.38 <u>4.61</u> per collection
Rollout charge	
Greater than 15 feet	4.38 <u>4.61</u> per collection
Greater than 20 feet	7.01 <u>7.39</u> per collection
Steam cleaning (customer request or requirement)	52.63 <u>55.45</u> per container
Overfill/extra yardage (or portion thereof)	19.89 <u>21.25</u> per event

Overweight charges for container service:

If the contractor identifies that a customer's disposal weights are consistently in excess of 130 pounds per loose yard (if charged loose container rates) or 455 pounds per compacted yard, or per yard of heavy material such as dirt, rock, etc. (if charged compacted container rates) the contractor may charge a flat overweight surcharge in addition to the regular rates. The surcharge will be equal to the weight in excess of 200 pounds per loose yard or 700 pounds per compacted yard multiplied by the current disposal rates per pound, multiplied by the number of yards serviced per month. The surcharge may also be applied to any extra or special pickups. The contractor shall not charge the overweight container charge until the ongoing overweight account has been brought to the attention of the director. The contractor may charge the overweight charge once the director has investigated the issue and made a written determination as to whether or not the proposed charge is appropriate to the situation.

Late Fee: 1.5 percent of balance outstanding at 30 days past due date.

Vacation Allowance:

Minimum period of two weeks.

Maximum of three vacations per year.

Section 4. VMC 6.12.211, adopted by Ordinance M-2665 and last amended by Ordinance M-4381, is amended as follows:

6.12.211 Drop box and compactor rates.*

The following table lists garbage rates charged for drop box and compactor service:

Regular Service:	2023 <u>2024</u>
Initial placement fee	43.82 <u>46.17</u> per trip
Moving fee	43.82 <u>46.17</u> per trip
Steam clean	
(per customer request or as required)	4.72 <u>4.97</u> per yard
Minimum	45.87 <u>48.33</u> min
Plus: pickup and redelivery	43.82 <u>46.17</u> per trip
Trucking Fee (empty and return - roundtrip haul charge):	
Drop box	
10-yard	171.88 <u>181.09</u>
20-yard	171.88 <u>181.09</u>
30-yard	171.88 <u>181.09</u>
40-yard	171.88 <u>181.09</u>
Compactor	
10-yard	190.99 <u>201.22</u>
20-yard	190.99 <u>201.22</u>
30-yard	190.99 <u>201.22</u>
40-yard	190.99 <u>201.22</u>

Organics Trucking Fee (empty and return - roundtrip haul charge):

Drop box

10-yard	122.21 <u>128.75</u>
20-yard	122.21 <u>128.75</u>
30-yard	122.21 <u>128.75</u>
40-yard	122.21 <u>128.75</u>

Compactor

10-yard	135.79 <u>143.07</u>
20-yard	135.79 <u>143.07</u>
30-yard	135.79 <u>143.07</u>
40-yard	135.79 <u>143.07</u>

Add disposal pass through at amount of tipping fee and disposal transaction fees or taxes to above charges.

Daily demurrage - Per day	4.10 <u>4.32</u> per day
Monthly demurrage - Monthly maximum	123.39 <u>130.00</u> monthly max
Special/modified box rental	
(Lid/screen/winch, etc.) - Per day	5.88 <u>6.19</u> per day
Monthly maximum	177.04 <u>186.52</u> monthly max

Waiting time

(after first 10 minutes) - Charge per minute	2.08 <u>2.19</u> per minute
Mileage Charge (over 10)	3.80 <u>4.00</u> per mile
Locking system	
Materials plus labor - per hour	43.82 <u>46.17</u> per hour
"Check only" service	
(price per container and per check)	13.13 <u>13.83</u>
Return trip charge (per container)	35.08 <u>36.96</u>
Box Liner fee (per collection)	63.38 <u>66.77</u>

For organics and/or yard debris collection drop box service – the noted organics trucking fee applies in place of the regular trucking fee; however, the same rates apply to these streams as for all other regular drop box related services, and disposal will be charged at current organics and/or yard debris tip fees.

Late Fee: 1.5 percent of balance outstanding at 30 days past due date.

Section 5. VMC 6.12.212, adopted by Ordinance M-2665 and last amended by Ordinance M-4381, is amended as follows:

6.12.212 Other rates.

The following table lists garbage rates for types of pickup other than those set out in VMC 6.12.208 through 6.12.211:

Bulky item pickup:	2023 <u>2024</u>	
Stove	19.25 <u>20.28</u>	each
Washing machine	21.05 <u>22.18</u>	each
Dryer	17.43 <u>18.36</u>	each
Water heater	21.40 <u>22.55</u>	each
Refrigerator, freezer	34.81 <u>36.67</u>	each
Sofa	17.43 <u>18.36</u>	each
Chair	13.91 <u>14.66</u>	each
Mattress or box spring	15.76 <u>16.60</u>	each
Tires		
Auto/light pickup	8.29 <u>8.73</u>	each
with rim	12.83 <u>13.52</u>	each
Bus/heavy truck	25.99 <u>27.38</u>	each
with rim	42.89 <u>45.19</u>	each
Other bulky items	18.34 <u>19.32</u>	each

Note: the above rates are for pre-scheduled curbside pick-up at residential locations; however, they also may be applied to commercial and multifamily site pickups. For commercial and multifamily collections additional fees, detailed in VMC 6.12.210, may apply for requested special services that differ from the standard pre-scheduled curbside bulky item pickup.

Hourly equipment rental:

Sideloaded compactor truck	116.62 <u>122.87</u>	per hour
Rolloff truck/front load compactor Truck	120.11 <u>126.54</u>	per hour
Extra labor	53.18 <u>56.03</u>	per hour
Overtime rate	Extra labor rate x 1.5	

Section 6. VMC 6.12.213, adopted by Ordinance M-3069 and last amended by Ordinance M-4381, is amended as follows:

6.12.213 Residential recycling fees.

The following fees shall be charged for recycling program costs within the city of Vancouver:

1. *Curbside Recycling*
 - a. For each dwelling unit in a structure containing from one to four residential dwelling units, ~~\$2.97~~ 3.89 per month.
 - b. For each dwelling unit in a structure containing from one to four residential dwelling units, the contractor may invoice a recyclables processing surcharge of ~~\$0.87~~ 1.41 per month.
2. *Multi-family Recycling*
 - a. Five or more residential dwelling units on a consolidated solid waste collection bill, ~~\$1.49~~ \$1.57 per month per unit.

b. For each dwelling unit in a structure containing five or more residential dwelling units, the contractor may invoice a recyclables processing surcharge of ~~\$0.42~~ 0.65 per unit per month.

The following optional fees shall be charged to those residents or businesses who voluntarily subscribe for service:

Organics Collection Service

Residential Subscription Options:

~~2023~~ 2024

Basic subscription, with 96-gallon cart	\$8.81 <u>9.28</u> per month
Basic subscription, with 64-gallon cart	7.62 <u>8.03</u> per month
Basic subscription, with 32-gallon cart	6.44 <u>6.78</u> per month
Basic subscription, with 20-gallon cart	5.25 <u>5.53</u> per month

Commercial / Multifamily Subscription Options:

Every Other Week subscription, with 64-gallon cart	\$9.80 <u>10.32</u> per month
Weekly subscription, with 64-gallon cart	19.60 <u>20.65</u> per month

Special / Optional Organics Services:

Additional 32-gallon equivalent (or portion thereof, per volume)	4.03 <u>4.24</u> per pickup
Service restart fee, within one year of last service	11.99 <u>12.63</u>
Optional extra cart rental	1.99 <u>2.10</u> per month

Cart replacement fee	At cost
Cart delivery fee, initial	0.00
Cart delivery fee, subsequent (including cart swap request)	16.00 <u>16.86</u>
Late fee: 1.5 percent of balance outstanding at 30 days	
Vacation allowances in conjunction with garbage service vacations only.	

Note: For commercial and multifamily sites participating in organics collection service, the above subscription rates and special / optional Services fees apply so long as the customer is responsible for placing the cart(s) curbside or designated servicing location for the scheduled collection day(s). If the cart(s) at these sites is not placed at the curb on collection day(s) and/or if other special services are requested for these sites, then the special services fees detailed in VMC 6.12.210 may be added as additional charges for each collection. Depending on location specific challenges, organics collection service may not be offered at all multifamily or commercial sites.

Section 7. Savings. Those ordinances or parts of ordinances which are amended by this ordinance shall remain in full force and effect until the effective date of this ordinance.

Section 8. Severability. If any clause, sentence, paragraph, section, or part of this ordinance or the application thereof to any person or circumstance shall be adjudged by any court of competent jurisdiction to be invalid, such order or judgment shall be confined in its operation to the controversy in which it was rendered and shall not effect or invalidate the remainder of any parts thereof to any person or circumstances and to this end the provisions of each clause, sentence, paragraph, section or part of this law are hereby declared to be severable.

Section 9. Effective date. This ordinance shall become effective as of January 1, 2024, following the date of final adoption.

Read first time:

Ayes: Councilmembers

Nays: Councilmembers

Absent: Councilmembers

Read second time:

PASSED by the following vote:

Ayes: Councilmembers

Nays: Councilmembers

Absent: Councilmembers

SIGNED this _____ day of _____, 2023.

Anne McEnery-Ogle, Mayor

Attest:

Natasha Ramras, City Clerk

Approved as to form:

Jonathan Young, City Attorney

ORDINANCE - 23

SUMMARY

ORDINANCE NO. _____

AN ORDINANCE relating to the collection of solid waste, recyclable materials and organics, and amending certain sections of VMC 6.12 to increase or adjust rates and charges consistent with approved utility user taxes and rates and in accordance with current contracts for the coming year; providing for savings, severability and an effective date.

The full text of this ordinance will be mailed upon request. Contact Raelyn McJilton, Records Officer at 360-487-8711, or via www.cityofvancouver.us (Go to City Government and Public Records).

SUMMARY OF PROPOSED SOLID WASTE COLLECTION RATES for 1/01/24 as compared to rates in effect since 1/01/23 (3 pages)

\$X.XX shaded values are PROPOSED changes based on CPI/Fuel/Tip Fee, City Fee and adjusted Recycling Processing Fee. Changes to be adopted by Vancouver City Council:

First Reading: 10/23/2023

Second Reading/Public Hearing: 11/06/2023

The fees are expected to remain unchanged through 2024 (until Jan. 2025).

Questions on the rate changes may be addressed to Julie Gilbertson (360-487-7162)

Available Service Levels		Monthly Charge		
		Jan-23	Jan-24	Change
Residential/Multifamily Curb Service (VMC 6.12.208)				
32-gallon cart service				
A	weekly collection	\$22.89	\$24.46	6.9%
	each additional	\$22.89	\$24.46	6.9%
	every other week collection	\$17.17	\$18.35	6.9%
	each additional cart	\$17.17	\$18.35	6.9%
	once per month collection	\$10.30	\$11.01	6.9%
64-gallon cart service				
	weekly collection	\$45.78	\$48.92	6.9%
	each additional cart	\$45.78	\$48.92	6.9%
	every other week collection	\$22.89	\$24.46	6.9%
96-gallon cart service				
	weekly collection	\$68.67	\$73.38	6.9%
	each additional cart	\$68.67	\$73.38	6.9%
20-gallon cart service				
	weekly collection	\$17.17	\$18.35	6.9%
	every other week collection	\$13.73	\$14.68	6.9%
Residential Carryout Service				
32-gallon cart service				
	weekly collection	\$34.34	\$36.69	6.8%
	each additional cart	\$34.34	\$36.69	6.8%
	every other week collection	\$25.76	\$27.53	6.9%
	each additional cart	\$25.76	\$27.53	6.9%
	once per month collection	\$15.45	\$16.52	6.9%
64-gallon cart service				
	weekly collection	\$57.23	\$61.15	6.8%
	every other week collection	\$48.65	\$51.99	6.9%
96-gallon cart service				
	weekly collection	\$80.12	\$85.61	6.9%
20-gallon cart service				
	weekly collection	\$25.76	\$27.53	6.9%
	every other week collection	\$20.60	\$22.02	6.9%
Residential Special/Optional Services				
Extra Cart (32-gallon equivalent)				
	Curb (per pick-up)	\$9.02	\$9.64	6.9%
	Carryout (per pick-up)	\$13.51	\$14.44	6.9%
	Return Trip fee	\$13.15	\$13.85	5.3%
	Overweight/overfilled can	<i>Billed as an extra</i>		
	Cart replacement fee	<i>At cost</i>		
	Cart Delivery, Initial	\$0.00	\$0.00	
	Cart Delivery, Subsequent	\$16.36	\$17.24	5.4%
Residential Recycling & Organics Curbside (VMC 6.12.213)				
B	Single Family Recycling (EOW)	\$2.97	\$3.89	31.0%
	B' Recycling Processing Surcharge	\$0.87	\$1.41	62.5%
	Multi-Family Recycling (per unit/month)	\$1.49	\$1.57	5.4%
	Recycling Processing Surcharge	\$0.42	\$0.65	54.1%
C	Single Family Organics (EOW, subscription service)			
	Basic subscription 96-gal cart	\$8.81	\$9.28	5.3%
Pg. 3 Lists all Organics Cart Size & Pricing Options				
	Additional 32-gal per pickup	\$4.03	\$4.24	5.2%
	Service restart fee (<1yr)	\$11.99	\$12.63	5.3%
	Optional 64-gal Cart Rental	\$1.99	\$2.10	5.5%
	Cart replacement fee	<i>At Cost</i>		
	Cart delivery fee, initial	\$0.00	\$0.00	
	Cart delivery, subsequent	\$16.00	\$16.86	5.4%

Standard Service Level for Residential Customers (A + B)				
		Jan-23	Jan-24	Change
A	32-Gallon Weekly Garbage	\$22.89	\$24.46	6.9%
B	Single Family Recycling B + B'	\$3.84	\$5.30	38.3%
	TOTAL A + B (+B')	\$26.73	\$29.76	11.4%
C	Single Family Organics (w/basic 96-gal)	\$8.81	\$9.28	5.3%
	TOTAL A + B + C (Organics)	\$35.54	\$39.04	9.9%

Available Service Levels		Monthly Charge		
		Jan-23	Jan-24	Change
Commercial Curb Service (VMC 6.12.209)				
32-gallon cart service				
	weekly collection	\$25.46	\$27.21	6.9%
	each additional cart	\$25.46	\$27.21	6.9%
	every other week collection	\$19.10	\$20.41	6.9%
	each additional cart	\$19.10	\$20.41	6.9%
	once per month collection	\$11.46	\$12.24	6.8%
64-gallon cart service				
	weekly collection	\$50.92	\$54.42	6.9%
	each additional cart	\$50.92	\$54.42	6.9%
	every other week collection	\$25.46	\$27.21	6.9%
96-gallon cart service				
	weekly collection	\$76.38	\$81.63	6.9%
	every other week collection	\$57.30	\$61.23	6.9%
20-gallon cart collection				
	weekly collection	\$19.10	\$20.41	6.9%
	every other week collection	\$15.28	\$16.33	6.9%
Commercial Carryout Service				
32-gallon cart service				
	weekly collection	\$38.19	\$40.82	6.9%
	each additional cart	\$38.19	\$40.82	6.9%
	every other week collection	\$28.65	\$30.62	6.9%
	each additional cart	\$28.65	\$30.62	6.9%
	once per month collection	\$17.19	\$18.36	6.8%
64-gallon cart service				
	weekly collection	\$63.65	\$68.03	6.9%
	every other week collection	\$38.19	\$40.82	6.9%
96-gallon cart service				
	weekly collection	\$89.11	\$95.24	6.9%
20-gallon cart service				
	weekly collection	\$28.65	\$30.62	6.9%
	every other week collection	\$22.92	\$24.50	6.9%
Commercial Special/Optional Services				
Extra Cart (32-gallon equivalent)				
	Curb (per pick-up)	\$9.98	\$10.66	6.8%
	Carryout (per pick-up)	\$15.05	\$16.08	6.8%
	Return Trip fee	\$13.15	\$13.85	5.3%
	Overweight/overfilled cart	<i>Billed as an extra</i>		
	Cart replacement fee	<i>At cost</i>		
	Cart Delivery, Initial	\$0.00	\$0.00	
	Cart Delivery, Subsequent	\$16.46	\$17.34	5.3%
Container (Commercial) Special Services (VMC 6.12.210)				
Special Pickup - yard rate X yards + return trip charge				
One Time Delivery/Pickup/Disposal				
	of 3-yard "Rent-A-Bin"	\$199.24	\$212.91	6.9%
	Additional "Rent-A-Bin"	\$123.46	\$131.93	6.9%
	Return Trip fee	\$19.28	\$20.31	5.3%
	Lock Charge (automatic system)	\$0.00	\$0.00	
	Lock Charge (manual system)	\$3.09	\$3.26	5.5%
Subsequent Deliveries/Moves				
	Replacements (per trip)	\$35.08	\$36.96	5.4%
Accessibility Charge				
		\$4.38	\$4.61	5.3%
Rollout Charge (per collection)				
	Greater than 15 feet	\$4.38	\$4.61	5.3%
	Greater than 20 feet	\$7.01	\$7.39	5.4%
	Steam Cleaning (requested)	\$52.63	\$55.45	5.4%
	Overfilled/Extra Yardage (portion)	\$19.89	\$21.25	6.8%
Other Garbage Rates (Bulky Items and Hourly - VMC 6.12.212)				
	Stove	\$19.25	\$20.28	5.4%
	Washing Machine	\$21.05	\$22.18	5.4%
	Dryer	\$17.43	\$18.36	5.3%
	Water Heater	\$21.40	\$22.55	5.4%
	Refrigerator, Freezer	\$34.81	\$36.67	5.3%
	Sofa	\$17.43	\$18.36	5.3%
	Chair	\$13.91	\$14.66	5.4%
	Mattress or Box Springs	\$15.76	\$16.60	5.3%
	Tires			
	auto light pickup	\$8.29	\$8.73	5.3%
	with rim	\$12.83	\$13.52	5.4%
	bus/heavy truck	\$25.99	\$27.38	5.3%
	with rim	\$42.89	\$45.19	5.4%
	Other Bulky Items	\$18.34	\$19.32	5.3%
Hourly Equipment Rental				
	Sideloaded compactor	\$116.62	\$122.87	5.4%
	Rolloff truck	\$120.11	\$126.54	5.4%
	Extra labor	\$53.18	\$56.03	5.4%
	Overtime rate	Extra labor rate X 1.5		

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Available Service Levels	Monthly Charge		
	Jan-23	Jan-24	Change
Commercial Container Service (Non Compacted - VMC 6.12.210)			
One Yard Container (includes disposal w/in weight limits)			
once per week collection	\$157.18	\$167.96	6.9%
twice per week collection	\$314.36	\$335.92	6.9%
three collections/week	\$471.54	\$503.88	6.9%
four collections/week	\$628.72	\$671.84	6.9%
five collections/week	\$785.90	\$839.80	6.9%
six collections/week	\$943.08	\$1,007.76	6.9%
seven collections/week	\$1,100.26	\$1,175.72	6.9%
1.5 Yard Container (includes disposal w/in weight limits)			
once per week collection	\$196.48	\$209.95	6.9%
twice per week collection	\$392.95	\$419.90	6.9%
three collections/week	\$589.43	\$629.85	6.9%
four collections/week	\$785.90	\$839.80	6.9%
five collections/week	\$982.38	\$1,049.75	6.9%
six collections/week	\$1,178.85	\$1,259.70	6.9%
seven collections/week	\$1,375.33	\$1,469.65	6.9%
Two Yard Container (includes disposal w/in weight limits)			
once per week collection	\$235.77	\$251.94	6.9%
twice per week collection	\$471.54	\$503.88	6.9%
three collections/week	\$707.31	\$755.82	6.9%
four collections/week	\$943.08	\$1,007.76	6.9%
five collections/week	\$1,178.85	\$1,259.70	6.9%
six collections/week	\$1,414.62	\$1,511.64	6.9%
seven collections/week	\$1,650.39	\$1,763.58	6.9%
Three Yard Container (includes disposal w/in weight limits)			
once per week collection	\$314.36	\$335.92	6.9%
twice per week collection	\$628.72	\$671.84	6.9%
three collections/week	\$943.08	\$1,007.76	6.9%
four collections/week	\$1,257.44	\$1,343.68	6.9%
five collections/week	\$1,571.80	\$1,679.60	6.9%
six collections/week	\$1,886.16	\$2,015.52	6.9%
seven collections/week	\$2,200.52	\$2,351.44	6.9%
Four Yard Container (includes disposal w/in weight limits)			
once per week collection	\$392.95	\$419.90	6.9%
twice per week collection	\$785.90	\$839.80	6.9%
three collections/week	\$1,178.85	\$1,259.70	6.9%
four collections/week	\$1,571.80	\$1,679.60	6.9%
five collections/week	\$1,964.75	\$2,099.50	6.9%
six collections/week	\$2,357.70	\$2,519.40	6.9%
seven collections/week	\$2,750.65	\$2,939.30	6.9%
Five Yard Container (includes disposal w/in weight limits)			
once per week collection	\$471.54	\$503.88	6.9%
twice per week collection	\$943.08	\$1,007.76	6.9%
three collections/week	\$1,414.62	\$1,511.64	6.9%
four collections/week	\$1,886.16	\$2,015.52	6.9%
five collections/week	\$2,357.70	\$2,519.40	6.9%
six collections/week	\$2,829.24	\$3,023.28	6.9%
seven collections/week	\$3,300.78	\$3,527.16	6.9%
Six Yard Container (includes disposal w/in weight limits)			
once per week collection	\$550.13	\$587.86	6.9%
twice per week collection	\$1,100.26	\$1,175.72	6.9%
three collections/week	\$1,650.39	\$1,763.58	6.9%
four collections/week	\$2,200.52	\$2,351.44	6.9%
five collections/week	\$2,750.65	\$2,939.30	6.9%
six collections/week	\$3,300.78	\$3,527.16	6.9%
seven collections/week	\$3,850.91	\$4,115.02	6.9%
Eight Yard Container (includes disposal w/in weight limits)			
once per week collection	\$707.31	\$755.82	6.9%
twice per week collection	\$1,414.62	\$1,511.64	6.9%
three collections/week	\$2,121.93	\$2,267.46	6.9%
four collections/week	\$2,829.24	\$3,023.28	6.9%
five collections/week	\$3,536.55	\$3,779.10	6.9%
six collections/week	\$4,243.86	\$4,534.92	6.9%
seven collections/week	\$4,951.17	\$5,290.74	6.9%

** For Reference Only **

Tip Fees at Columbia Resource Company Transfer Stations			
	Jan-23	Jan-24	Change
Municipal Solid Waste (\$/ ton)	\$106.34	\$111.94	5.3%
Drop Box Waste (\$/ ton)	\$94.46	\$99.43	5.3%
Plus - Transaction Fee (per load)	\$10.00	\$10.00	0.0%
Organics Tip Fee (\$/ ton)	\$92.53	\$92.53	0.0%
Yard Debris - West Van (\$/ ton)	\$74.98	\$74.98	0.0%
Yard Debris - CTR (\$/ ton)	\$75.45	\$75.45	0.0%
Recyclables Processing (\$/ ton)	\$41.73	\$72.89	74.7%

Available Service Levels	Monthly Charge		
	Jan-23	Jan-24	Change
Commercial Compactor Container Service (VMC 6.12.210)			
One Yard Container (includes disposal)			
once per week collection	\$352.80	\$377.00	6.9%
twice per week collection	\$705.60	\$754.00	6.9%
three collections/week	\$1,058.40	\$1,131.00	6.9%
four collections/week	\$1,411.20	\$1,508.00	6.9%
five collections/week	\$1,764.00	\$1,885.00	6.9%
six collections/week	\$2,116.80	\$2,262.00	6.9%
seven collections/week	\$2,469.60	\$2,639.00	6.9%
1.5 Yard Container (includes disposal)			
once per week collection	\$441.00	\$471.25	6.9%
twice per week collection	\$882.00	\$942.50	6.9%
three collections/week	\$1,323.00	\$1,413.75	6.9%
four collections/week	\$1,764.00	\$1,885.00	6.9%
five collections/week	\$2,205.00	\$2,356.25	6.9%
six collections/week	\$2,646.00	\$2,827.50	6.9%
seven collections/week	\$3,087.00	\$3,298.75	6.9%
Two Yard Container (includes disposal)			
once per week collection	\$529.20	\$565.50	6.9%
twice per week collection	\$1,058.40	\$1,131.00	6.9%
three collections/week	\$1,587.60	\$1,696.50	6.9%
four collections/week	\$2,116.80	\$2,262.00	6.9%
five collections/week	\$2,646.00	\$2,827.50	6.9%
six collections/week	\$3,175.20	\$3,393.00	6.9%
seven collections/week	\$3,704.40	\$3,958.50	6.9%
Three Yard Container (includes disposal)			
once per week collection	\$705.60	\$754.00	6.9%
twice per week collection	\$1,411.20	\$1,508.00	6.9%
three collections/week	\$2,116.80	\$2,262.00	6.9%
four collections/week	\$2,822.40	\$3,016.00	6.9%
five collections/week	\$3,528.00	\$3,770.00	6.9%
six collections/week	\$4,233.60	\$4,524.00	6.9%
seven collections/week	\$4,939.20	\$5,278.00	6.9%
Four Yard Container (includes disposal)			
once per week collection	\$882.00	\$942.50	6.9%
twice per week collection	\$1,764.00	\$1,885.00	6.9%
three collections/week	\$2,646.00	\$2,827.50	6.9%
four collections/week	\$3,528.00	\$3,770.00	6.9%
five collections/week	\$4,410.00	\$4,712.50	6.9%
six collections/week	\$5,292.00	\$5,655.00	6.9%
seven collections/week	\$6,174.00	\$6,597.50	6.9%
Five Yard Container (includes disposal)			
once per week collection	\$1,058.40	\$1,131.00	6.9%
twice per week collection	\$2,116.80	\$2,262.00	6.9%
three collections/week	\$3,175.20	\$3,393.00	6.9%
four collections/week	\$4,233.60	\$4,524.00	6.9%
five collections/week	\$5,292.00	\$5,655.00	6.9%
six collections/week	\$6,350.40	\$6,786.00	6.9%
seven collections/week	\$7,408.80	\$7,917.00	6.9%
Six Yard Container (includes disposal)			
once per week collection	\$1,234.80	\$1,319.50	6.9%
twice per week collection	\$2,469.60	\$2,639.00	6.9%
three collections/week	\$3,704.40	\$3,958.50	6.9%
four collections/week	\$4,939.20	\$5,278.00	6.9%
five collections/week	\$6,174.00	\$6,597.50	6.9%
six collections/week	\$7,408.80	\$7,917.00	6.9%
seven collections/week	\$8,643.60	\$9,236.50	6.9%
Eight Yard Container (includes disposal)			
once per week collection	\$1,587.60	\$1,696.50	6.9%
twice per week collection	\$3,175.20	\$3,393.00	6.9%
three collections/week	\$4,762.80	\$5,089.50	6.9%
four collections/week	\$6,350.40	\$6,786.00	6.9%
five collections/week	\$7,938.00	\$8,482.50	6.9%
six collections/week	\$9,525.60	\$10,179.00	6.9%
seven collections/week	\$11,113.20	\$11,875.50	6.9%

Tip Fees subject to approval by Clark County

Disposal Fees: (pass through of tip fee, transaction fee & taxes)

Other Divertable Materials accepted at local transfer stations:
(pass through at current disposal fee or processing rate)

Special Waste: Yard Debris/Organics Fees: Adjustments for 2024 pending review
(pass through at current disposal fee or processing rate)

Recycling Processing Surcharge fee (pass through)

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Available Service Levels	Monthly Charge		
	Jan-23	Jan-24	Change
Space Saver Rate - Regular Containers at Space Constrained Locations (VMC 6.12.210)			
One Yard Container (includes disposal w/in weight limits)			
once per week collection	\$157.18	\$167.96	6.9%
twice per week collection	\$259.35	\$277.13	6.9%
three collections/week	\$345.80	\$369.51	6.9%
four collections/week	\$432.25	\$461.89	6.9%
five collections/week	\$518.69	\$554.27	6.9%
six collections/week	\$605.14	\$646.65	6.9%
seven collections/week	\$778.04	\$831.40	6.9%
1.5 Yard Container (includes disposal w/in weight limits)			
once per week collection	\$196.48	\$209.95	6.9%
twice per week collection	\$345.80	\$369.51	6.9%
three collections/week	\$561.92	\$600.46	6.9%
four collections/week	\$605.14	\$646.65	6.9%
five collections/week	\$821.27	\$877.59	6.9%
six collections/week	\$950.94	\$1,016.16	6.9%
seven collections/week	\$1,167.06	\$1,247.10	6.9%
Two Yard Container (includes disposal w/in weight limits)			
once per week collection	\$235.77	\$251.94	6.9%
twice per week collection	\$432.25	\$461.89	6.9%
three collections/week	\$605.14	\$646.65	6.9%
four collections/week	\$778.04	\$831.40	6.9%
five collections/week	\$1,037.39	\$1,108.54	6.9%
six collections/week	\$1,210.29	\$1,293.29	6.9%
seven collections/week	\$1,383.18	\$1,478.05	6.9%
Three Yard Container (includes disposal w/in weight limits)			
once per week collection	\$314.36	\$335.92	6.9%
twice per week collection	\$605.14	\$646.65	6.9%
three collections/week	\$943.08	\$1,007.76	6.9%
four collections/week	\$1,210.29	\$1,293.29	6.9%
five collections/week	\$1,556.08	\$1,662.80	6.9%
six collections/week	\$1,815.43	\$1,939.94	6.9%
seven collections/week	\$2,074.78	\$2,217.07	6.9%
Four Yard Container (includes disposal w/in weight limits)			
once per week collection	\$392.95	\$419.90	6.9%
twice per week collection	\$778.04	\$831.40	6.9%
three collections/week	\$1,178.85	\$1,259.70	6.9%
four collections/week	\$1,556.08	\$1,662.80	6.9%
five collections/week	\$1,964.75	\$2,099.50	6.9%
six collections/week	\$2,334.12	\$2,494.21	6.9%
seven collections/week	\$2,750.65	\$2,939.30	6.9%
Five Yard Container (includes disposal w/in weight limits)			
once per week collection	\$471.54	\$503.88	6.9%
twice per week collection	\$943.08	\$1,007.76	6.9%
three collections/week	\$1,414.62	\$1,511.64	6.9%
four collections/week	\$1,886.16	\$2,015.52	6.9%
five collections/week	\$2,357.70	\$2,519.40	6.9%
six collections/week	\$2,829.24	\$3,023.28	6.9%
seven collections/week	\$3,300.78	\$3,527.16	6.9%
Six Yard Container (includes disposal w/in weight limits)			
once per week collection	\$550.13	\$587.86	6.9%
twice per week collection	\$1,100.26	\$1,175.72	6.9%
three collections/week	\$1,650.39	\$1,763.58	6.9%
four collections/week	\$2,200.52	\$2,351.44	6.9%
five collections/week	\$2,750.65	\$2,939.30	6.9%
six collections/week	\$3,300.78	\$3,527.16	6.9%
seven collections/week	\$3,850.91	\$4,115.02	6.9%
Eight Yard Container (includes disposal w/in weight limits)			
once per week collection	\$707.31	\$755.82	6.9%
twice per week collection	\$1,414.62	\$1,511.64	6.9%
three collections/week	\$2,121.93	\$2,267.46	6.9%
four collections/week	\$2,829.24	\$3,023.28	6.9%
five collections/week	\$3,536.55	\$3,779.10	6.9%
six collections/week	\$4,243.86	\$4,534.92	6.9%
seven collections/week	\$4,951.17	\$5,290.74	6.9%

*Note: For Space Saver Rates, the darker shaded cells indicate collection frequencies where space constrained customers will experience savings

Available Service Levels	Monthly Charge		
	Jan-23	Jan-24	Change
Drop Box and Compactor Services (VMC 6.12.211)			
Regular Service (pass through amount of tipping fee and transaction fee taxes)			
Initial Placement (per trip)	\$43.82	\$46.17	5.4%
Moving Fee (per trip)	\$43.82	\$46.17	5.4%
Steam Clean (per yard)	\$4.72	\$4.97	5.3%
Minimum (Plus P/R)	\$45.87	\$48.33	5.4%
Box placement/move onsite	\$43.82	\$46.17	5.4%
Daily Demurrage	\$4.10	\$4.32	5.4%
Monthly Demurrage (Max.)	\$123.39	\$130.00	5.4%
Special/Modified Box Rent			
(lid,screen,winch/day)	\$5.88	\$6.19	5.3%
monthly maximum	\$177.04	\$186.52	5.4%
Waiting Time (per minute)	\$2.08	\$2.19	5.3%
Mileage Charge (over 10/mi)	\$3.80	\$4.00	5.3%
Locking System (materials			
plus labor @: per hr	\$43.82	\$46.17	5.4%
"Check Only" (per check)	\$13.13	\$13.83	5.3%
Return Trip Charge	\$35.08	\$36.96	5.4%
Drop Box Liner Fee	\$63.38	\$66.77	5.3%
Drop Box Trucking Fee (empty & return - roundtrip) (VMC 6.12.211)			
10-yard			
Drop Box	\$171.88	\$181.09	5.4%
Compactor	\$190.99	\$201.22	5.4%
20-yard			
Drop Box	\$171.88	\$181.09	5.4%
Compactor	\$190.99	\$201.22	5.4%
30-yard			
Drop Box	\$171.88	\$181.09	5.4%
Compactor	\$190.99	\$201.22	5.4%
40-yard			
Drop Box	\$171.88	\$181.09	5.4%
Compactor	\$190.99	\$201.22	5.4%
Drop Box ORGANICS Trucking Fee (roundtrip haul - VMC 6.12.211)			
Other VMC 6.12.211 service rates apply to Organics drop boxes/compactors.			
	Jan-23	Jan-24	Change
10-yard			
Drop Box	\$122.21	\$128.75	5.4%
Compactor	\$135.79	\$143.07	5.4%
20-yard			
Drop Box	\$122.21	\$128.75	5.4%
Compactor	\$135.79	\$143.07	5.4%
30-yard			
Drop Box	\$122.21	\$128.75	5.4%
Compactor	\$135.79	\$143.07	5.4%
40-yard			
Drop Box	\$122.21	\$128.75	5.4%
Compactor	\$135.79	\$143.07	5.4%
Organics Tip Fees: (pass through at current material processing rate)			
*2024 West Van Organics Tip Fee (\$/ ton):	\$92.53		0.0%
*Note: Organics Tip Fee for 2024 pending review and approval by Clark Co.			

Organics Collection Service (Yard Debris + Food)

Residential/Commercial ORGANICS Fees (VMC 6.12.213)

Residential Subscription Options:

Single Family Organics - subscription service, every other week collection

	Jan-23	Jan-24	Change
C 96-gallon cart (EOW)	\$8.81 *	\$9.28 *	5.3%
64-gallon cart (EOW)	\$7.62	\$8.03 *	5.3%
32-gallon cart (EOW)	\$6.44	\$6.78	5.3%
20-gallon cart (EOW)	\$5.25	\$5.53	5.3%

*Basic Rate (Pg 1) charge C

Commercial / Multifamily Subscription Options:

	Jan-23	Jan-24	Change
64-gallon cart service			
every other week collection	\$9.80	\$10.32**	5.3%
weekly collection	\$19.60	\$20.65**	5.3%

**Indicated monthly Commercial/Multi-Family Organics rates apply if carts are set at the curb for scheduled collection days - other 'Special Services' detailed in VMC 6.12.210 may be added as additional charges for each collection if the cart(s) are not placed at the curb. Depending on location specific challenges, organics collection service may not be offered at all multifamily or commercial sites.



Staff Report: 187-23

TO: Mayor and City Council

FROM: Eric Holmes, City Manager

DATE: 10/23/2023
11/6/2023

SUBJECT Evergreen and Grand Commercial Corridors Overlay District

Key Points

- Council adopted the Evergreen and Grand Commercial Corridors Strategy in February 2022, after a two-year planning process, which included significant community engagement, both in person and virtual.
- The Evergreen and Grand Commercial Corridors Overlay District before Council for adoption implements the Corridor Strategy by updating the development regulations to ensure future development aligns with its vision.
- City Council reviewed proposed overlay provisions at several points in the process, including a under communications on June 5, 2023, at a workshop on July 17, 2023, and under communications on October 2, 2023.
- The Planning Commission reviewed proposed overlay provisions throughout the code development process, including February 14, 2023, April 11, 2023, and June 13, 2023
- At their July 17 workshop, Council directed staff to review proposed step-down requirements to ensure they appropriately balanced managing impacts on adjacent residential development with development feasibility and the need for more housing.
- Following this, the project team reviewed the step down requirement and refined it to have different standards when abutting single family residential versus multifamily residential. This included a development feasibility analysis that confirmed this would have minimal impact on housing production.
- At a September 12 public hearing, the Planning Commission reviewed the refined proposal and voted 4-1 to forward a recommendation to Council to approve the Evergreen and Grand Commercial Corridors overlay as outlined in the PC staff report and presentation.

Strategic Plan Alignment

Transportation and Mobility - a safe, future-ready and convenient transportation system.

Housing and Human Needs – meeting basic needs and partnering with organizations to support the community.

Vibrant and Distinct Neighborhoods – a variety of accessible places and spaces.

Present Situation

The Evergreen and Grand Commercial Corridors Strategy document was adopted by City Council on February 28, 2022, intended to guide short-term zoning code changes and other longer-term land use, community development and transportation goals. The Strategy vision is to promote equitable and diverse corridor development that is vibrant, sustainable, and mixed use, as well as to foster development that recognizes and builds upon the neighborhood's unique setting, history, and character. Specific goals for future development outlined in the Strategy were to create ground floor use requirements to aid in the creation of active edges and a pleasant pedestrian environment, update building height and parking requirements, and identify opportunities to promote walkability, vitality, and affordability in the corridors.

Following the adoption of the Strategy, City Staff completed a competitive request for proposal process to secure a consultant to aid in the work of creating development regulations and additional implementation measures. Cascadia Partners, a full-service urban planning, real estate, environmental sustainability, and public engagement firm was chosen. The project team began work in October 2022 on development of the Evergreen and Grand Commercial Corridors Overlay District and Implementation Plan. Regular progress reports were given to the Planning Commission throughout the process, including workshops on February 14, 2023, April 11, 2023, and June 13, 2023. At these workshops the Planning Commission continued to indicate overall support of the project and provided feedback on a variety of code concepts, design requirements, and implementation efforts. Planning Commission feedback and guidance have been incorporated into the proposed final version of the Overlay District and Implementation Plan (See attachments B and D below). The project team presented under City Council communications on June 5, 2023, at a Council workshop on July 17, 2023, and at Council communications on October 2, 2023. The Council indicated overall support for the project and the direction of implementation work. At the July workshop Council asked staff a series of clarifying questions to which staff responded via memo (See attachment E). Council also asked staff to review and confirm Planning Commission support of proposed step-down requirements, which were refined in advance of the Planning Commission public hearing and were confirmed by the PC in discussions and with their vote to recommend approval.

Implementation is intended to facilitate development consistent with the overall Strategy goals and vision, through the development code as well as longer term implementation efforts. The code development process has included community outreach, including a public open house and a developer focus group to share code concepts and gather community input. Feedback received from the open house indicated continued support for the goals of the Strategy and that the development code language was in line with the vision of the Strategy. During the conversation there was a focus on identifying the other programmatic activities the city planned to do to support the corridor's growth. At the developer focus group, developers expressed that the draft code standards struck the right balance between high quality design outcomes and development feasibility and flexibility. There was considerable outreach conducted as part of the earlier Strategy planning process (see Attachment E for summary).

Following adoption of Overlay District, the next phase of work will focus on economic development, community building, and transportation improvements, and will occur over the next several years. The Evergreen and Grand Implementation Plan will guide this next phase of work.

Proposed development standards for the Evergreen & Grand Commercial Corridors Overlay District include the following code concept recommendations:

- Building Height- Maintain the existing 4-story height limit along Evergreen and western half of Grand. Increase to 5-story limit along eastern half of Grand near the new transit line.
- Building Form- Adopt new standards that address the shape and size of new buildings to address concerns about buildings being compatible with existing neighborhood.
- Required Ground Floor Commercial- Require ground floor commercial uses only along Grand and allow more flexibility for ground floor residential along Evergreen.
- Parking- Reduce parking requirements for multifamily developments and for commercial uses and eliminate required parking for ground floor commercial uses.

These code concepts have been integrated into the Evergreen and Grand Commercial Corridors Overlay District (see Attachment B) that will apply to the corridor boundaries consistent with the original Strategy document. The overlay district outlines the types of land uses permitted in the district and development standards around density, building orientation, building setbacks and buffers, building heights, building massing, and parking.

Through the overlay development process, the project team has identified needed adjustments to some of the specific provisions outlined in the Strategy Document. These proposed refinements are outlined in the chart titled “Evergreen and Grand Commercial Corridors Strategy Refinements” on page 5 of this report and respond to changing market conditions reflected in the findings in the Pro Forma analysis conducted by Cascadia Partners (see Attachment C) as well as new information about the scale of the City’s housing deficit. The pro forma analysis incorporated a parcel-by-parcel site inventory, development modeling, and current development patterns. Given the development climate today, the project team believes the below changes are necessary to make development in the corridor feasible. These changes continue to reflect the Strategy vision and community aspirations for the area, and support development feasibility and flexibility. In addition to addressing current market conditions, these changes align with goals outlined in the Climate Action Framework and respond to new state regulations related to housing production and parking requirements.

Objective design standards are also included in the Evergreen and Grand Commercial Corridors Overlay District to meet the vision of the Strategy document, focusing on the ground floor of buildings to create a vibrant street and pedestrian experience, and to address the unique challenges of creating an active street while preserving resident privacy. The standards are not intended to promote a particular architectural style or aesthetic. Use of objective standards is intended to allow for consistent administration and interpretation as opposed to more discretionary guidelines, with the goal of striking a balance between the number/complexity of standards and encouraging new development in the Corridor.

The following are the proposed design standards:

- Building Orientation
 - *Build-to-Line*: A minimum of 50% of the street-facing facade of the building must be located within 0-10 feet of the street.
 - *Parking Areas*: No more than 50% of the street frontage may be used for vehicle areas. Where parking is adjacent to the street, it must be screened with low wall and/or landscaping.

- Main Entrances
 - *Commercial Uses*: Must provide at least one entrance on either Evergreen or Grand. If on a corner, the entrance must be oriented to the corner.
 - *Residential Uses*:
 - Minimum 50% of ground floor residential units must have individual entrances.
 - Additional setback and design standards to create a transition from street to private units and activate the street.
- Ground Floor Commercial
 - *Minimum Height*: Ground floor commercial spaces must be 12-15 feet in height.
 - *Windows*: Minimum 60% of the ground floor elevation must be windows or other glazed openings.
 - *Weather Protection*: A minimum of 25-50% of the width of street-facing facade must include weather protection (awnings, canopies, etc.)
- Ground Floor Residential
 - Entrances to residential units must be setback 5-10 feet from street.
 - Must provide either a hardscape patio, landscaped private open space, raised private open space (patio, porch, etc.) or the dwelling unit must be raised above the street, or include steps to a terrace, among other design features that create a public private realm.
 - Must provide either a transparent low wall or fence (18-24") or landscape screening.
- Facade Articulation
 - *Applicability*: Buildings more than 20 feet high. The standard would only apply to larger buildings, not single-story commercial buildings.
 - *Standard*: Buildings must incorporate vertical and horizontal elements that articulate the facade.
 - These elements help to divide the mass of the building into a base, middle, and top with distinct physical transitions.
 - This standard does not dictate architectural style.
 - It requires details that break up larger facades, so they are interesting to people walking by and contribute to the identity of the Corridor.
- Screening and Fences
 - *No High Fences/Walls on Street*: Fences, walls, or hedges higher than 3 feet shall be prohibited between the street and the building.
 - *Ground Mounted Utilities/Equipment/Waste Receptacles*: New electric meters, gas meters, HVAC equipment, and waste receptacles must be screened from view from the street.
 - *Rooftop Utilities/Equipment*: must be set back at least 15 feet from roof edges on street-facing facades and include screening

Evergreen and Grand Commercial Corridors Strategy Refinements Table

	Current Development Code	2022 Strategy Document	Proposed Development Code
Maximum Building Height	50-feet throughout, typically 4 stories	3-5 stories, varying by parcel	50ft along Evergreen and west Grand (4 stories) 60ft on east side of Grand and crossroads of Grand and Mill Plain Blvd

			(5 stories)
Building Bulk and Massing	Silent beyond height limits and setbacks. Commercial abutting lower density residential requires 10-foot setback Upper portions need ½ foot setback for each foot of building height above 20 feet.	No standard directly proposed to address the development form beyond active edge requirements, maximum front setback of 0-5 feet at the ground floor	Maximum height step down only on rear face within 25 feet of a residentially zoned site Maximum building width, with breaks within the building
	Current Development Code	2022 Strategy Document	Proposed Development Code
Required Ground Floor Commercial	At least half of frontage along arterial/collector streets must be commercial or office	More flexibility along Evergreen, keep existing requirement on Grand	Allow for either ground floor commercial or residential along Evergreen. Require ground floor commercial along Grand
Required Minimum Off-Street Parking Spaces	0.75 per multi-family unit near frequent transit such as Evergreen and Grand 1/300sf for goods and services, 1/250sf for eating and drinking, 1/400sf office	1 per unit for residential 1/1000sf for commercial uses Zero for ground floor retail	0.5 per multi-family unit 1/1000sf commercial Zero for ground floor retail

Evergreen & Grand Commercial Corridors Implementation Plan

The full extent of the vision outlined in the Evergreen and Grand Commercial Corridors Strategy requires both development code regulations and other longer-term programmatic investments. The Evergreen and Grand Implementation Plan has been drafted to guide the work that falls outside the purview of the development code (see Attachments D) and is intended to guide ongoing City investments while also bringing in key partners like neighborhood associations, mobility advocates, businesses and technical assistance providers, nearby schools and service providers, affordable housing developers, and the community at large. The tasks have been broken down to four focus areas including housing and economic development, urban design, mobility, and parking, as outlined below. All will require resources to implement in the coming years.

- *Economic Development:*
 - Foster a unique and attractive corridor identity
 - Establish a business-friendly climate that supports a diversity of neighborhood-serving businesses
- *Housing:*
 - Maintain economic diversity and housing affordability, especially for low- and moderate-income households
- *Urban Design:*
 - Support a vibrant and active corridor

- Pursue opportunities for climate resilient design
- *Mobility:*
 - Leverage ongoing corridor and neighborhood-wide infrastructure projects
 - Support targeted interventions to improve mobility for all users and connectivity to transit
 - Improve safety for all corridor users
- *Parking:*
 - Evaluate and manage vehicular parking impacts to local residents
 - Support climate and parking goals by increasing micro mobility, shared parking options, and EV infrastructure

The two tasks below are highlighted here as shorter term non-regulatory implementation priorities, as they play a critical role in catalyzing several of the other implementation tasks.

- *ED 1.1:* Provide seed support for a locally based, self-created neighborhood Business District Organization that can meet the shared needs of new and future businesses through networking, marketing, promotions, special events, beautification, and advocacy.
- *ED 1.2:* Provide staff and resource support to the Business District Organization so it can develop into a fully-fledged, self-sustaining, and independent organization.

The goals and associated tasks that fall under the four implementation focus areas reflect input and expertise from various City departments who will lead them, with a particular emphasis on feasibility, timing, and resource needs. It will continue to be refined as the team collaborates with other partners. Note that Housing action 1.1 – *Extend the Multi-Family Tax Exemption (MFTE) program calibrated to implement the vision and goals for the corridor and consider adding workforce housing-* has already been completed and approved by City Council.

Advantage(s)

Adopts the Evergreen and Grand Commercial Corridors Overlay District to guide future development that supports the Evergreen and Grand Commercial Corridors Strategy vision and achieve Citywide goals and policies.

Disadvantage(s)

None

Budget Impact

No direct impacts of adopting Strategy documents, but of non-regulatory implementation actions will require resources and staffing to advance and will be addressed in future budget processes.

Prior Council Review

Presented under City Council communications on June 5, 2023, workshop on July 17, 2023, and communications on October 2, 2023.
First reading on October 16, 2023.

Action Requested

On Monday, approve ordinance on first reading, setting date of second reading and public hearing

for Monday, November 6, 2023.

Bryan Snodgrass, Principal Long Range Planner, 360-487-7899

ATTACHMENTS:

- ▣ Public Hearing Presentation
- ▣ Memo
- ▣ Attachment A - Ordinance Evergreen and Grand Commercial Corridors Overlay
- ▣ Attachment B- Evergreen and Grand Commercial Corridors Overlay District Chapter 20.950
- ▣ Attachment C- Cascadia Partners ProForma Feasibility Analysis
- ▣ Attachment D- Evergreen and Grand Implementation Plan
- ▣ Attachment E- City Council Memo providing follow up information requested by Council at their July 17, 2023, Workshop



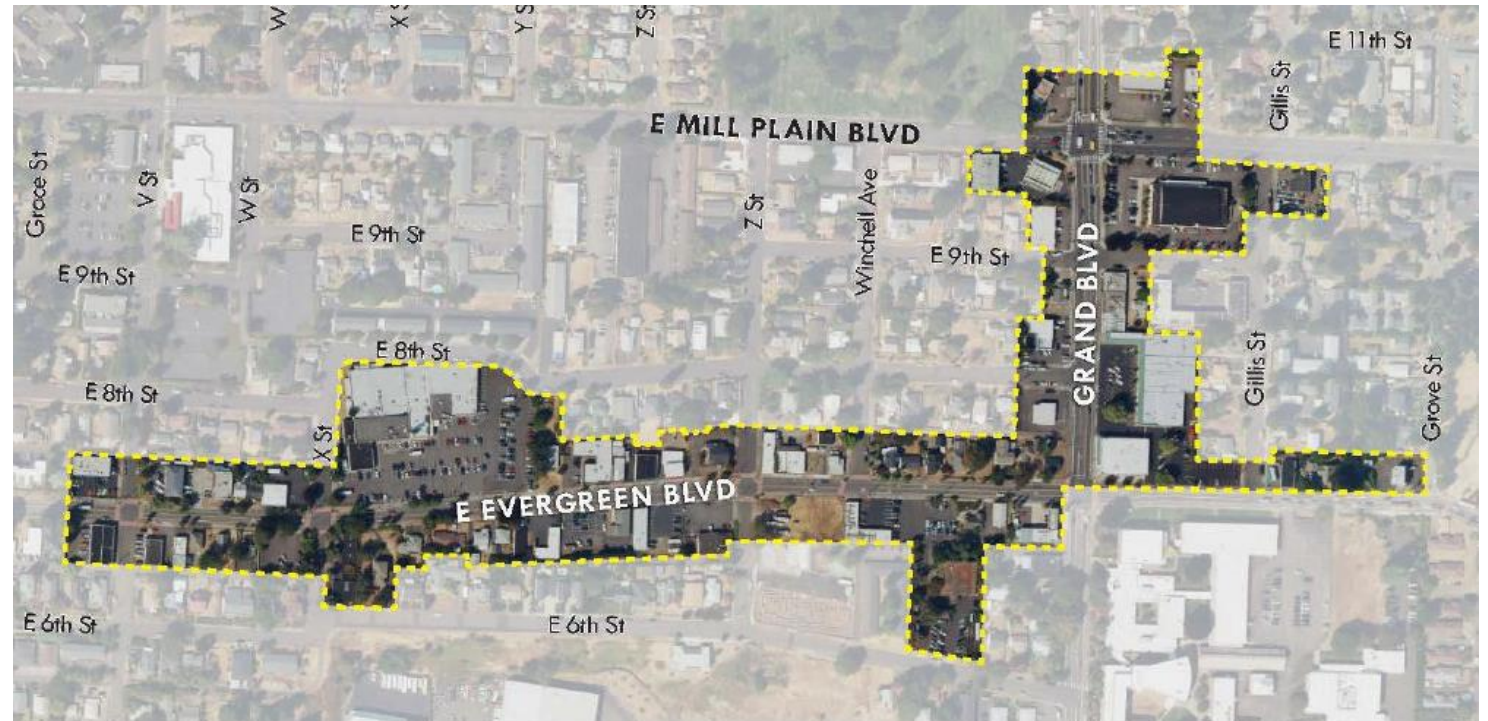
Evergreen and Grand Commercial Corridors Overlay District City Council Public Hearing October 23, 2023



Community Development Department
Bryan Snodgrass, Principal Planner

Overview of Evergreen and Grand Commercial Corridors Strategy Document

- Subarea plan adopted by City Council in February 2022
- Part of larger commercial corridors Citywide initiative



Evergreen and Grand Commercial Corridors Overlay District— 2

Evergreen and Grand Commercial Corridors Overlay District: Development and Design Standards



Uses and Density

Uses: Encourage pedestrian-oriented, active uses along the corridor.

Proposal: Prohibit auto-oriented uses such as gas stations, auto repair, and auto sales.

Density: Encourage higher density development to support transit ridership and economic vitality.

Proposal: Minimum density standards:

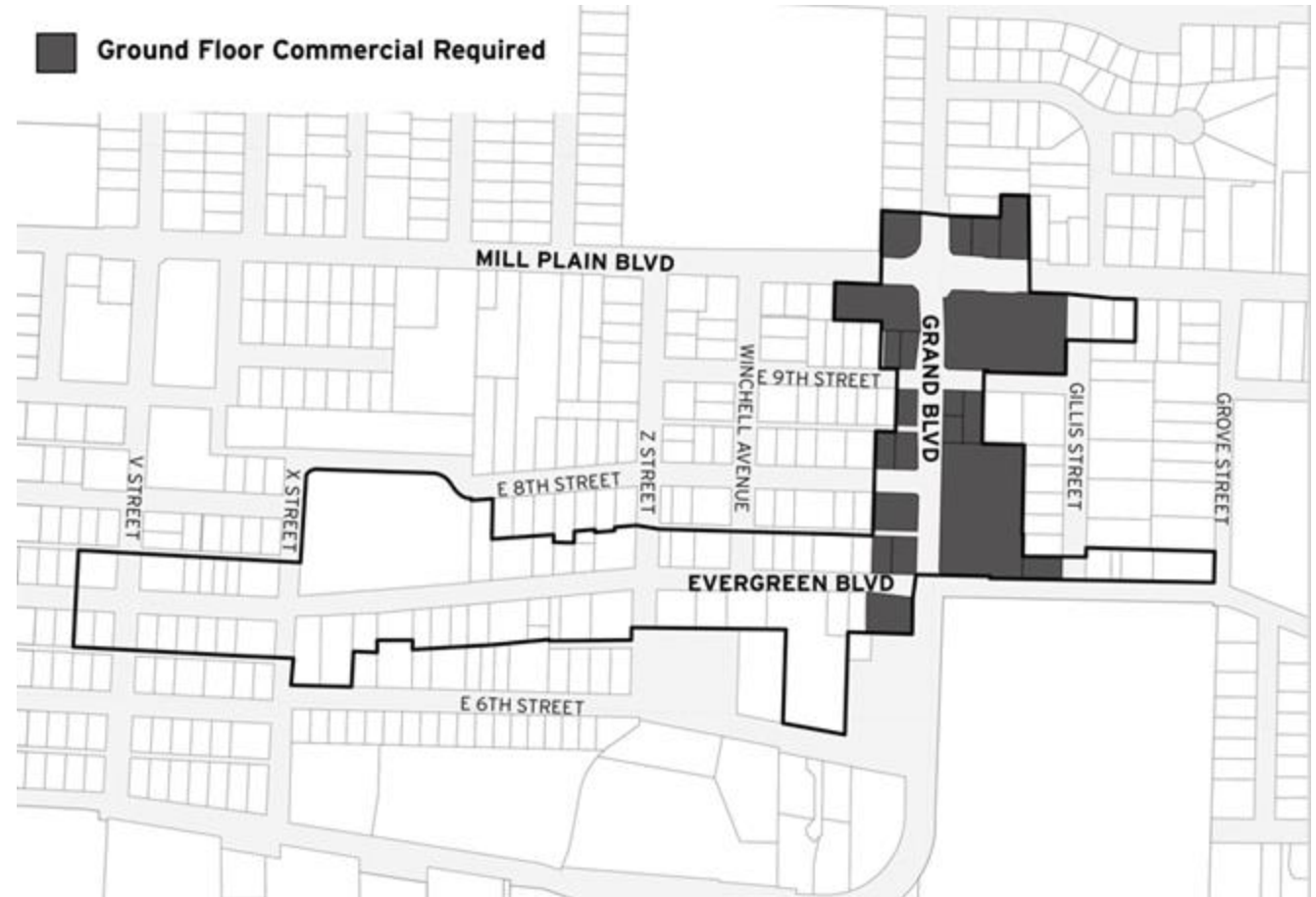
- 30 dwelling units/acre on Grand
- 22 dwelling units/acre on Evergreen



Required Ground Floor Commercial

Proposal:

- Require ground floor commercial along Grand.
- Allow for either commercial or residential uses along Evergreen.



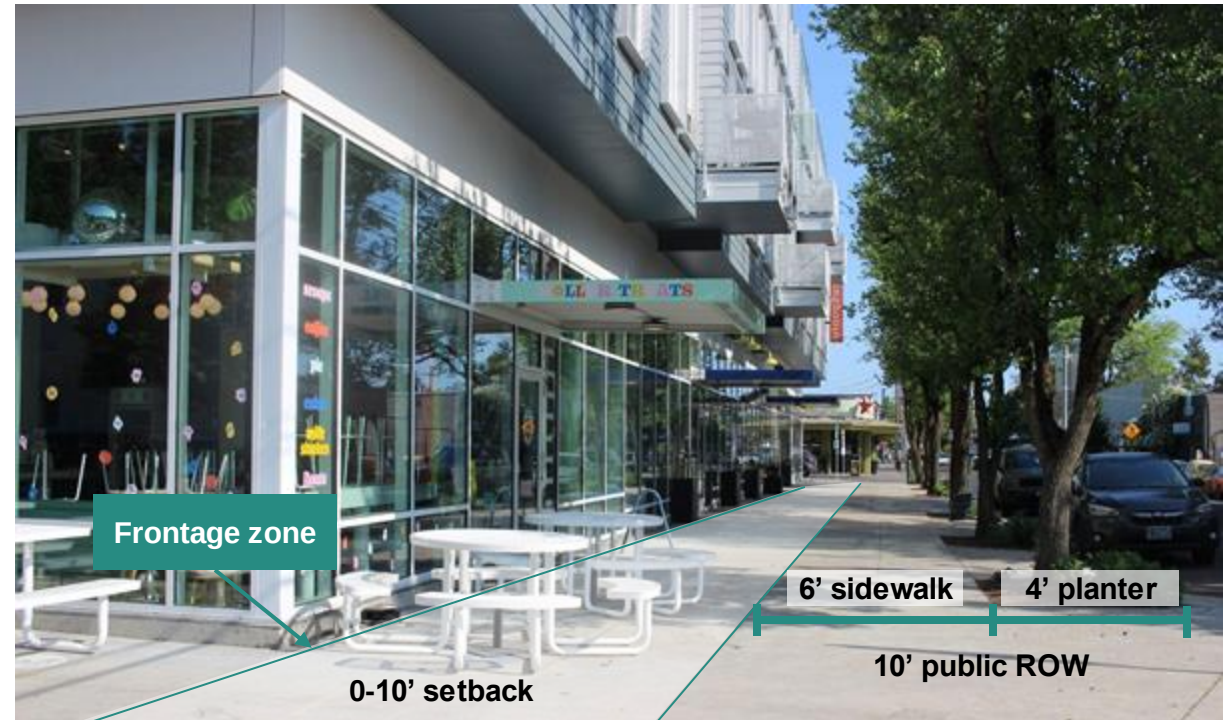
Building Orientation and Setbacks

Setbacks Proposal:

- Set a maximum front setback of 10 feet for ground floor commercial uses.
- No minimum setback

Building Orientation Proposal:

- All buildings must have at least one primary entrance facing the street
- A minimum of 50% of all ground floor residential units must have individual main entrances.



Maximum Building Height

Proposal:

- Maintain existing 50 feet (4-story) height on Evergreen / western half of Grand.
- Increase to 60 feet (5-story) on eastern half of Grand and the intersection of Grand and Mill Plain



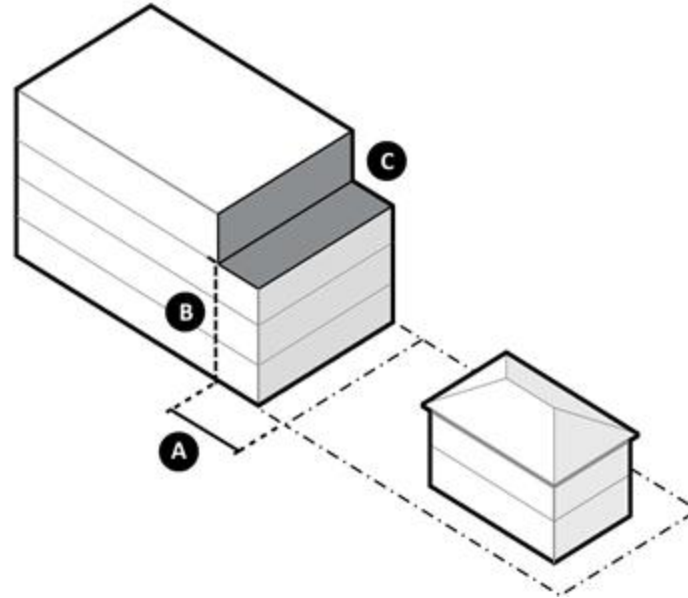
Height Stepdown Standard

Proposal:

- Low Density Residential Zones: Require rear of building next to low-density zones to step down portions of the building within 25 ft of the zone to 20 ft in height.
- High Density Residential Zones: Require rear of building next to low-density zones to step down portions of the building within 25 ft of the zone to 35 ft in height.

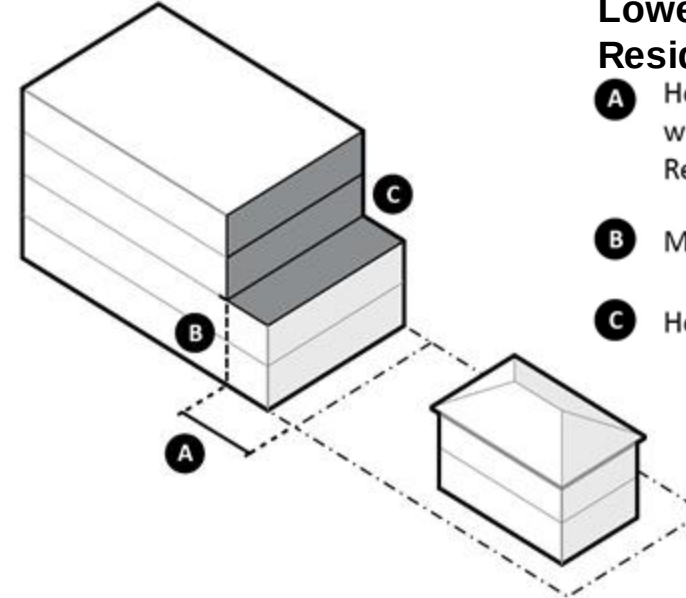
Higher Density Residential Zone

- Ⓐ Height step-down required within 25' of Higher Density Residential Zone.
- Ⓑ Maximum height of 35'
- Ⓒ Height step-down



Lower Density Residential Zone

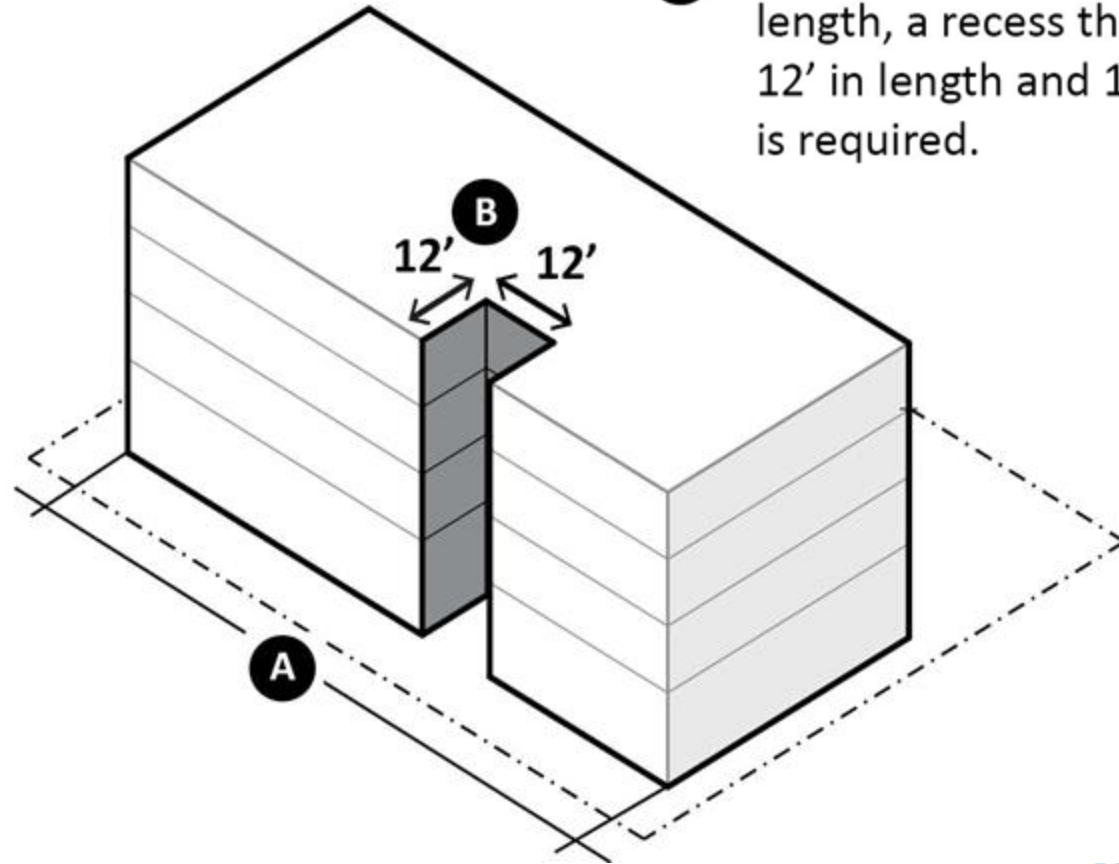
- Ⓐ Height step-down required within 25' of Lower Density Residential Zone.
- Ⓑ Maximum height of 25'
- Ⓒ Height step-down



Bulk and Massing

Proposal:

- Add new standard to limit maximum building length and require breaks in the building.



- A** Maximum building length for the portion of a building located within 12' of the street lot line is 100'.
- B** If a building is over 100' in length, a recess that is at least 12' in length and 12' in depth is required.

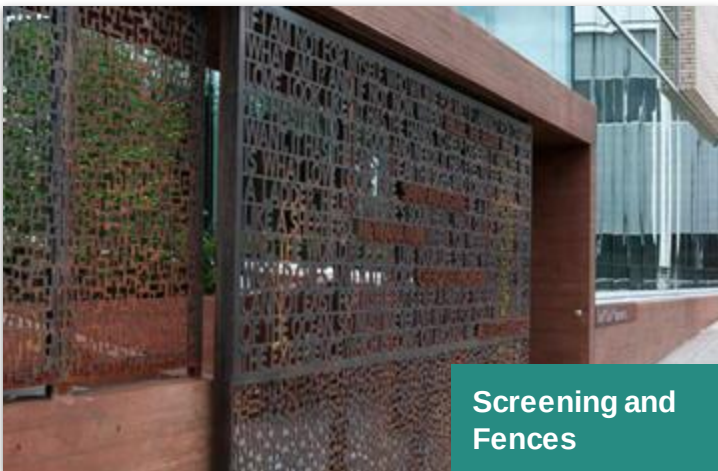
Parking Required

Proposal:

- Reduce ratios for commercial uses and do not require ground floor commercial uses to provide parking.
- Further reduce residential ratio from 0.75 to 0.5 spaces/unit.
- For bicycle parking, up to 50% of long-term spaces may be provided in individual dwelling units, if more than 20 spaces, must provide in shared facility

Parking Requirement	Existing	Proposed	Proposed Bicycle Parking
Multifamily	0.75/unit	0.50/unit	1/unit for buildings with 5+ units
Commercial	1/250sf	1/1000 sf	1/15,000 sf, 2 spaces minimum

Overview of Design Standards



Ground Floor Commercial

- **Minimum Height:** Ground floor commercial spaces must be 12 feet in height.
- **Windows:** Minimum 60% of the ground floor elevation must be transparent. Windows or doors may be used to meet this standard.
- **Weather Protection:** A minimum of 50% of the width of street-facing facade must include weather protection (awnings, canopies, overhangs, or other architectural features)



Ground Floor Residential

Ground floor residential requires a different approach than commercial.

- Create a transition from the public to private realm.
- Residential units must be setback a minimum of 5 feet, maximum of 10 feet from the street.
- Ground floor entrances must be separated from the street with minimum of two design treatments selected from a menu of options.



This would **not be allowed** under new standards



This would be **required** under new standards

Next Steps

- Implementation efforts will continue beyond development code and will be carried out through multiple departments and outside agency partners

Thank You

To learn more, visit <https://www.beheardvancouver.org/eag>



DATE: October 16, 2023

TO: Mayor and City Council

FROM: Eric Holmes, City Manager

CC: Bryan Snodgrass, Principal Planner, Community Development; (360) 487-7946, bryan.snodgrass@cityofvancouver.us

RE: Follow Up Information from 11/2 Evergreen & Grand Communications Item

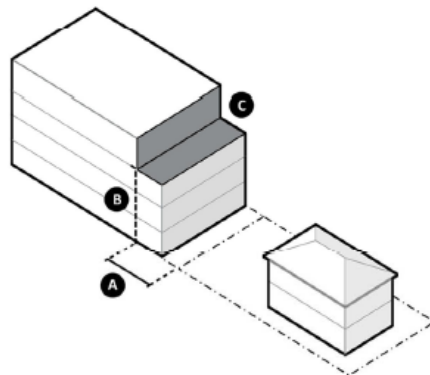
At the October 2 Communications discussion of the proposed Evergreen and Grand Commercial Corridors Implementation Standards, Council requested examples of what development could look like under the stepdown requirements being proposed.

The proposed new Vancouver standards is summarized as follows:

- Low Density Residential Zones: Require rear of building next to low-density zones to step down portions of the building within 25 ft of the zone to 20 ft in height.
- High Density Residential Zones: Require rear of building next to low-density zones to step down portions of the building within 25 ft of the zone to 35 ft in height.

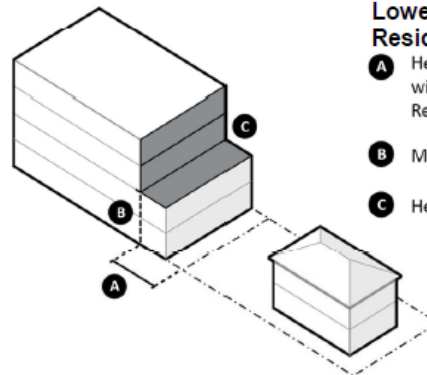
Higher Density Residential Zone

- A** Height step-down required within 25' of Higher Density Residential Zone.
- B** Maximum height of 35'
- C** Height step-down



Lower Density Residential Zone

- A** Height step-down required within 25' of Lower Density Residential Zone.
- B** Maximum height of 25'
- C** Height step-down



Below are three Oregon examples provided by project consultant Cascadia Partners:



ATTACHMENT A: ORDINANCE

10/16/23

10/23/23

ORDINANCE NO. M_____

AN ORDINANCE relating to Comprehensive Plan and Zoning for the City of Vancouver and Vancouver Municipal Code (VMC) Title 20; adopting the Evergreen and Grand Commercial Corridors Overlay District, intended to ensure new development contributes to achieving the goals of the Evergreen and Grand Commercial Corridors Strategy; providing for severability and an effective date.

WHEREAS, pursuant to the Growth Management Act the City Council has adopted a Comprehensive Plan for the City of Vancouver (Ordinance M-3994), and Title 20 zoning standards (last amended through Ordinance M-4034); and

WHEREAS, the Vancouver City Council adopted the Evergreen and Grand Commercial Corridors Strategy on February 14, 2022, which resulted from a two year community planning process to support neighborhood livability and create a walkable environment where businesses can thrive and envisioned implementation through subsequent regulatory changes achieved through an overlay zone; and

WHEREAS, the Vancouver Planning Commission reviewed draft proposals of the Evergreen and Grand Commercial Corridors Overlay District at duly advertised work sessions on February 14, 2023; April 4, 2023; and June 13, 2023, with each proposal addressing community feedback and Planning Commission deliberations and incorporating responsive revisions; and

WHEREAS, the Planning Commission held a duly advertised public hearing on September 12, 2023, considering the Evergreen and Grand Commercial Corridors Overlay District presented here, and at that hearing voted four to one to adopt certain findings of fact and conclusions, as set forth in the staff report presented at the hearing, determined that the Overlay District complies with

ORDINANCE - 1

the Washington Growth Management Act, the City's Comprehensive Plan, and the Vancouver Strategic Plan, and recommended that the City Council adopt the Overlay District described herein; and

WHEREAS, the City Council held a duly advertised workshop on July 17, 2023. The City Council conducted a duly advertised first reading of the proposed ordinance on October 16, 2023, and a public hearing on October 23, 2023, following which the Council agrees with the Planning Commission recommendation; and

WHEREAS, community outreach on the proposed Overlay District implementing the adopted Evergreen and Grand Commercial Corridors Strategy was conducted through a virtual community open house on March 16, 2023, a developer focus group on May 22, 2023, online survey and comment box, and mailing notification to the surrounding neighborhoods;

WHEREAS, the City Council finds and concludes that the proposed Overlay District is consistent with the policies and provisions of the Comprehensive Plan that encourage orderly development within the community and the Growth Management Act pursuant to the requirements of Chapter 36.70A. RCW;

NOW, THEREFORE,

BE IT ORDAINED BY THE CITY OF VANCOUVER:

Section 1. Findings and Conclusions. The Planning Commission findings of fact and conclusions, as set forth in the staff report for the September 12, 2023, public hearing, are hereby adopted as the City Council's findings of fact and conclusions.

Section 2. Adoption of Overlay District. The Evergreen and Grand Commercial Corridor Overlay District, attached hereto, is adopted, with the intent to ensure new development contributes to achieving the goals of the Evergreen and Grand Commercial Corridor Overlay District.

Section 3. Severability. If any clause, sentence, paragraph, section, or part of this ordinance or the application thereof to any person or circumstances shall be adjudged by any court of competent jurisdiction to be invalid, such order or judgment shall be confined in its operation to the controversy in which it was rendered and shall not affect or invalidate the remainder of any parts thereof to any other person or circumstances and to this end the provisions of each clause, sentence, paragraph, section or part of this law are hereby declared to be severable.

Section 5. Effective Date. This ordinance shall go into effect thirty (30) days after adoption.

Section 6. Instruction to City Clerk. The City Clerk shall transmit a copy of the revised development code to the Washington Department of Commerce.

DATE OF FINAL PASSAGE by the Vancouver City Council: _____.

SIGNED this _____ day of _____, 2023

Anne McEnerny-Ogle, Mayor

Attest:

Natasha Ramras, City Clerk

Approved as to form:

Jonathon Young, City Attorney

SUMMARY

ORDINANCE NO. M_____

AN ORDINANCE relating to Comprehensive Plan and Zoning for the City of Vancouver and Vancouver Municipal Code (VMC) Title 20; adopting the Evergreen and Grand Commercial Corridors Overlay District, with the intent to ensure new development contributes to achieving the goals of the Evergreen and Grand Commercial Corridors Overlay District; providing for severability and an effective date.

The full text of this ordinance will be mailed upon request. Contact Raelyn McJilton, Records Officer at 487-8711, or via www.cityofvancouver.us (Go to City Government and Public Records).

Chapter 20.590

EVERGREEN/GRAND CORRIDOR OVERLAY DISTRICT

Sections:

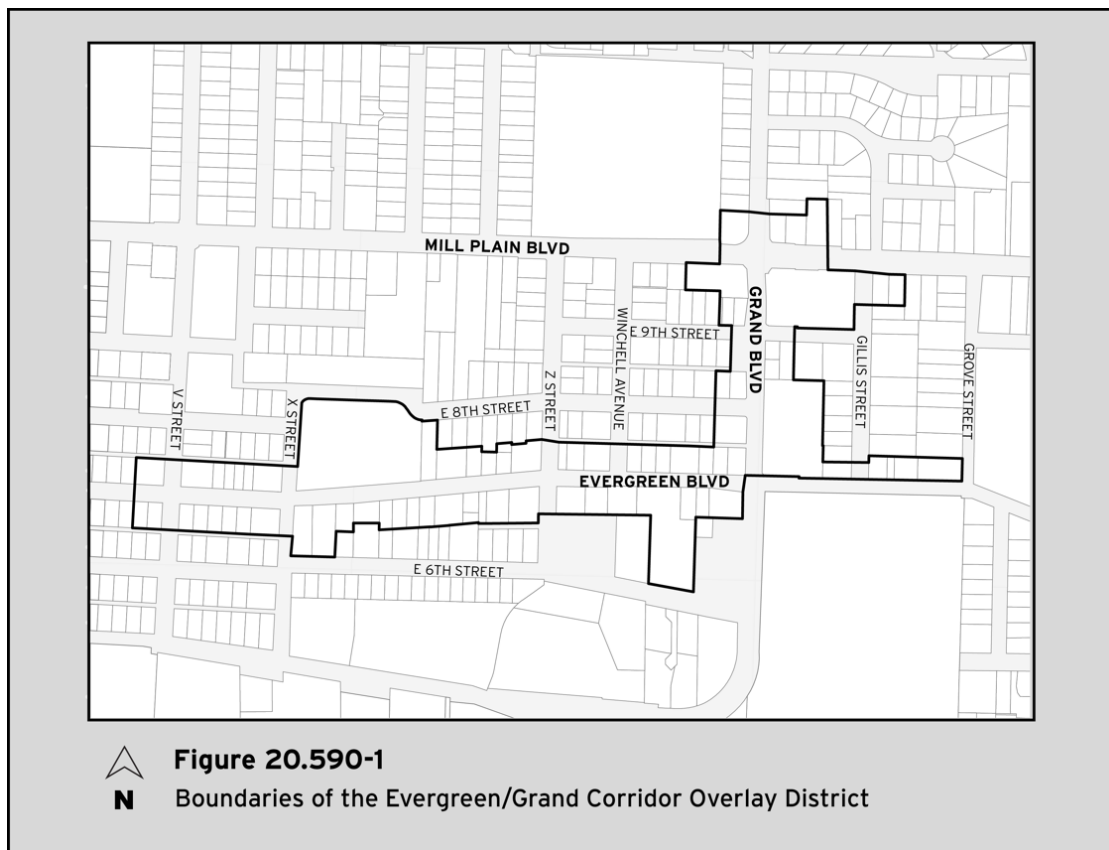
20.590.010	Purpose
20.590.020	Applicability
20.590.030	Regulation of Uses
20.590.040	Development Standards
20.590.050	Design Standards

20.590.010 Purpose

- A. *Purpose.* This chapter establishes standards for the Evergreen/Grand Corridor Overlay District (“Corridor”) in order to ensure new development contributes to achieving the goals of the Evergreen/Grand Corridor Strategy (“Strategy”) as follows:
1. Strengthen current businesses while providing an appropriate mix of commercial and residential uses.
 2. Establish a balanced, multi-modal network of motor vehicle, transit, walking, and biking routes through the corridors.
 3. Provide adequate parking to serve existing uses and future development.
 4. Create public and private spaces that are inclusive, integrated, and contribute positively to the livability of the corridors.
 5. Provide ample opportunities for small-scale, locally owned businesses to thrive.
 6. Contribute to a vibrant public realm that encourages interaction with an active edge along the ground floor, high-quality public spaces, and a walkable pedestrian environment.
- B. This chapter is not intended to prevent continued use, repair or modest expansion of lawfully existing buildings, or to render otherwise lawful development as nonconforming.

20.590.020 Applicability

- A. *Establishment of Boundaries.* The standards of this chapter apply to properties along Evergreen Boulevard and Grand Boulevard as indicated in Figure 20.590-1.

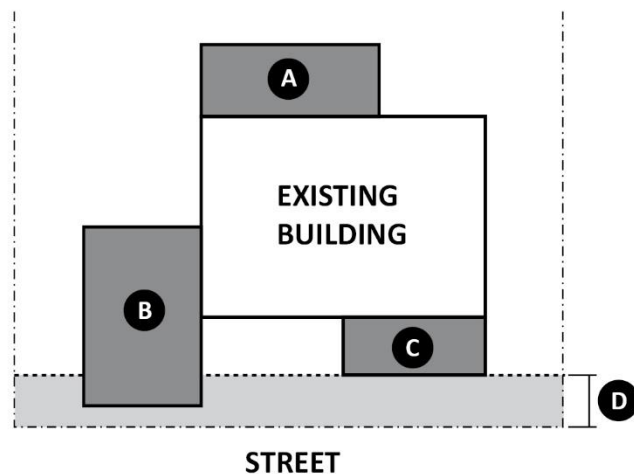


- B. *Relation to Other Standards.* These standards shall be in addition to other applicable standards of Vancouver Municipal Code or state law and shall supersede those standards where they conflict.
- C. *Types of Development.* All projects that involve new construction, modification of the exterior of an existing building or parking lot located within the area defined in Figure 20.590-1 shall be subject to approval by the Planning Official pursuant to this Chapter.
- D. *Exemptions:* The following activities shall be administratively exempt from complying with these standards:
1. Exterior work not visible from the public way;
 2. Public art; and
 3. Other minor construction such as replacement of doors, windows, awnings, etc., determined by the Planning Official to be exempt.
 4. Additions or modifications to single family dwellings and duplexes.
 5. Replacements for buildings or structures destroyed by fire or calamity as provided in VMC 20.930.
- E. *Nonconforming Development:* Existing lawful structures and/or improvements that exist at the effective date of this chapter may be continued so long as it remains otherwise lawful per Section 20.930.030.B.

- F. *Expansions and Alterations to Existing Nonresidential Buildings.* The standards of this chapter apply to expansions and alterations to nonresidential buildings that are subject to Site Plan Review. The standards are applicable as follows:
1. Expansions or additions to nonresidential buildings of over 500 square feet that are visible from a public street are required to be in conformance with the standards of this chapter. The standards only apply to the expansion or addition.
 2. Expansions or additions to nonresidential buildings must not increase the length of street-facing façade that does not conform to the maximum setback standard. The expansion or addition must, to the extent feasible, reduce the area dedicated to parking and vehicular circulation between the building and the right-of-way. See Figure 20.590-2.
 3. Exterior alterations or remodels of existing nonresidential buildings that do not conform to the design standards of Section 20.590.050 must improve compliance with these standards where possible, and at a minimum must not increase nonconformance.

Figure 20.590-2. Applying the Maximum Setback Standard to Additions/Expansions

- A** Additions not visible from a public street not required to conform to the standards of this chapter.
- B** Additions that increase the length of the street-facing façade must meet maximum setback standard.
- C** Additions that do not increase the length of the street facing façade that does not conform with the maximum setback standard are required to reduce the area dedicated to parking and vehicular circulation between the building and the right-of-way.
- D** Maximum allowed setback



20.590.030 Regulation of Uses

- A. *Uses.* Uses on properties in the Corridor shall be permitted, conditional, limited, or prohibited as per Table 20.430.030-1 Commercial and Mixed-Use Districts Use Table, with the following exceptions in Table 20.590.030-1.

Table 20.590.030-1. Special Use Regulations for Evergreen/Grand Corridor Overlay District

USE	
Household Living	L ¹
Group Living	L ¹
Home Occupation	L ^{1, 2}
HOUSING TYPES	
Single Dwelling Units, Attached	L ¹
Duplexes	X
Multi-Dwelling Units	L ¹
Affordable Housing Projects	L ^{1, 3}
CIVIC	
Park & Ride Facilities	
-Surface	X
-Structure	X
COMMERCIAL	
Motor Vehicle Related	
- Motor Vehicle Sales/Rental	X
- Motor Vehicle Servicing/Repair	X
- Vehicle Fuel Sales	X
Non-Accessory Parking	X
Self-Service Storage	X

¹ Residential uses are limited in some locations as specified by VMC 20.590.030(B)(1).

² Subject to the provisions of Chapter 20.860 VMC, Home Occupations.

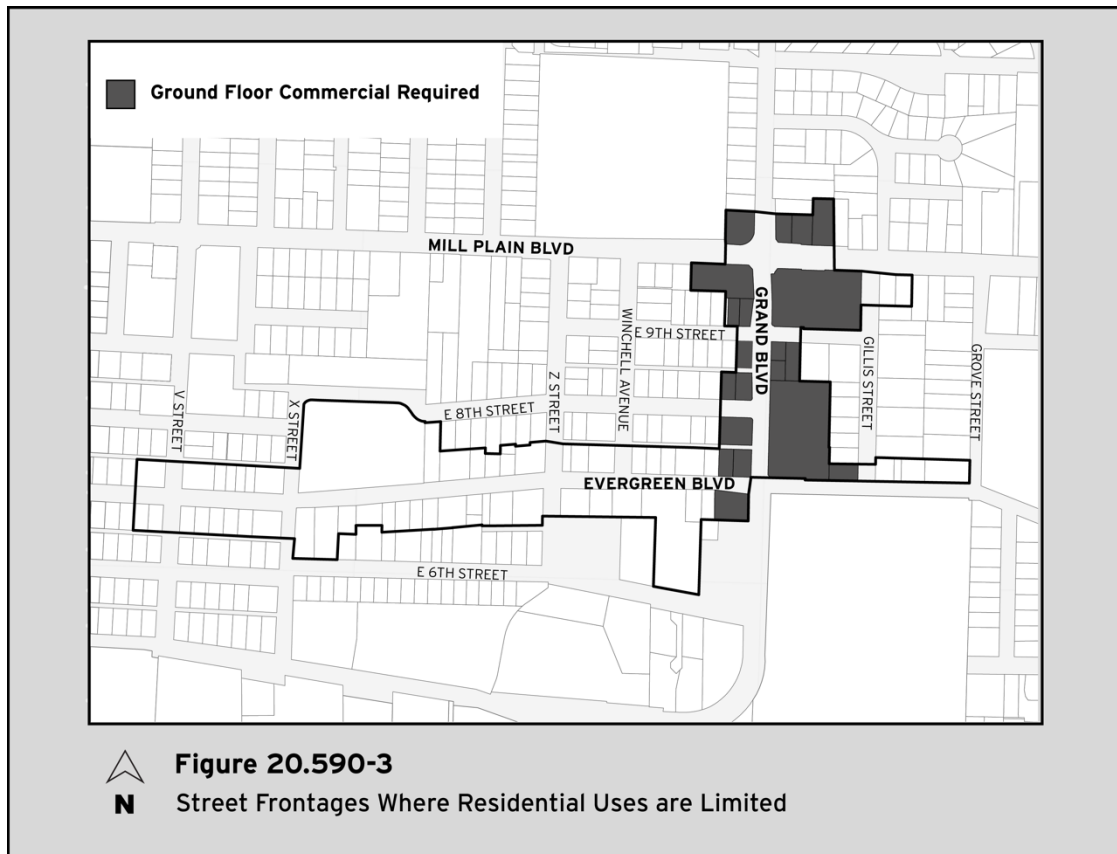
³ Eligible affordable housing projects must (a) demonstrate eligibility for Washington State Housing Finance Commission Low Income Housing Tax Credits by providing at least 40 percent of units affordable to households at 60 percent of Area Median Income or otherwise as demonstrated eligible for credits; (b) include a guarantee that the threshold is maintained for at least 30 years unless specified longer by the finance commission; and (c) be located on properties whose borders are within 1,000 feet of a bus rapid transit or other high capacity transit corridor, or transit corridors with existing weekday peak service frequencies of 35 minutes or less, as indicated in the C-Tran 2018-2033 Transit Development Plan.

B. Additional Use Standards.

1. A minimum of 50% of the lineal street front of the ground floor buildings along streets designated in Figure 20.590-3 must be devoted to commercial uses.
2. Drive-through facilities are prohibited on all properties.

C. Existing Uses. Limitations on uses set forth in Section 20.590.030 do not apply to existing uses continuing in existing buildings or structures, or in buildings or structures permitted to be replaced in the event of fire or calamity pursuant, as provided in VMC 20.930.

The Vancouver Municipal Code is current through Ordinance M-4392, passed November 21, 2022.



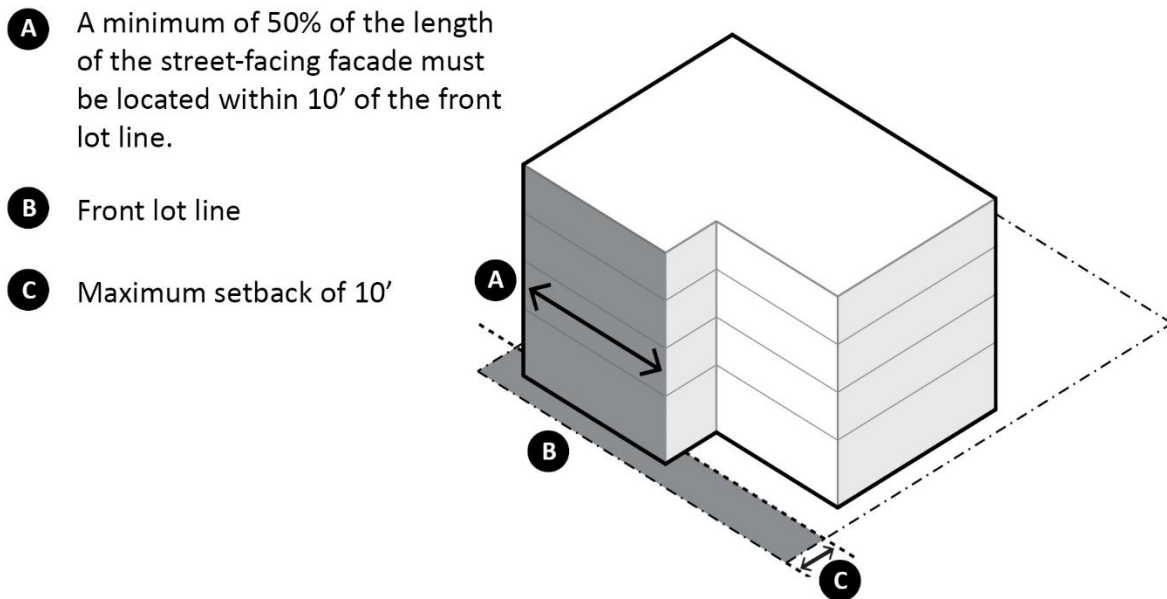
20.590.040 Development Standards

- A. *Minimum Density.* Any development that includes residential uses must include a minimum of the following number of dwelling units per acre of site area:
 1. *Sites on Grand Avenue:* 30 dwelling units per acre
 2. *Sites on Evergreen Boulevard:* 22 dwelling units per acre
- B. *Building Orientation*
 1. *Maximum Setback.* A minimum of 50 percent of the length of the street-facing façade of the building must be located within ten feet of the front lot line. See Figure 20.590-4 below.
 2. *Ground Floor Residential Setbacks.* A minimum setback of five feet and a maximum setback of ten feet is required for ground-floor residential uses. A transition area must be provided per VMC 20.590.050.3 Ground Floor Separation standard.
 3. *Improvements Between the Building and the Street.* Off-street parking is not allowed between a building and a street lot line along the following streets in the Corridor: E. Evergreen Boulevard, Grand Boulevard, and E. Mill Plain Boulevard. The land between any building and a street lot line must be landscaped to at least the L1 level (see VMC 20.925) and/or hard surfaced for use by pedestrians.
 4. *Main Entrance.* These standards apply to the primary building(s) on a site (e.g., not to accessory structures).

The Vancouver Municipal Code is current through Ordinance M-4392, passed November 21, 2022.

- a. *Entry Orientation.* All buildings must have at least one primary entrance facing the street (i.e., within 45 degrees of the street property line). For multi-tenanted nonresidential buildings, buildings with multiple entrances, or buildings with multiple frontages, only one primary entrance must comply with this standard.
- b. *Walkway Connection.* All primary entrances to a building (e.g., tenant entrance, lobby entrance, breezeway entrance, or courtyard entrance) must comply with VMC 20.945.040(H)(7) Pedestrian access, circulation and connections.
- c. *Ground Floor Residential Entrances.* A minimum of 50 percent of all ground floor residential units abutting the street must have individual main entrances that open directly onto the right of way rather than the interior of the building or parking lot. Entries must meet the Ground Floor Separation Design Standard (VMC 20.590.050.C.3). For buildings with a central common open space opening to the street, primary entries for ground floor units abutting the courtyard must open directly onto the courtyard.

Figure 20.590-4. Building Orientation Standards



C. Building Setbacks and Buffer Landscaping.

1. *Front Yard or Street Side Yard.* No front or street-side yard setback is required except for residential uses as provided in 20.590.040(B). Buildings must meet the maximum setback standard of VMC 20.590.040(B).
2. *Side or Rear Yard.*
 - a. *Abutting a Residential Zone.* Minimum building setback of 10 feet. Parking or open space areas may be placed within the side or rear setback. A 5-foot buffer that is landscaped to the L4 High Wall standard (see VMC 20.925) is required.
 - b. *Abutting a Commercial or Mixed-Use Zone.* No side or rear yard setback required.

D. Building Height

1. **Maximum Height.** Maximum building height varies by location as provided in Figure 20.590-5.
2. **Height Step Down.** Buildings must be stepped down to create a transition to adjacent residential zones with lower maximum building heights:
 - a. Sites with property lines that abut residential zones for less than a five-foot length are exempt from these standards.
 - b. Any portion of a building within 25 feet of a Lower Density Residential Zone shall be no higher than 25 feet. See Figure 20.590-6.
 - c. Any portion of a building within 25 feet of a Higher Density Residential Zone shall be no higher than 35 feet. See Figure 20.590-7.
 - d. No height step down is required on the portion of a site adjacent to a Commercial and Mixed Use Zone.

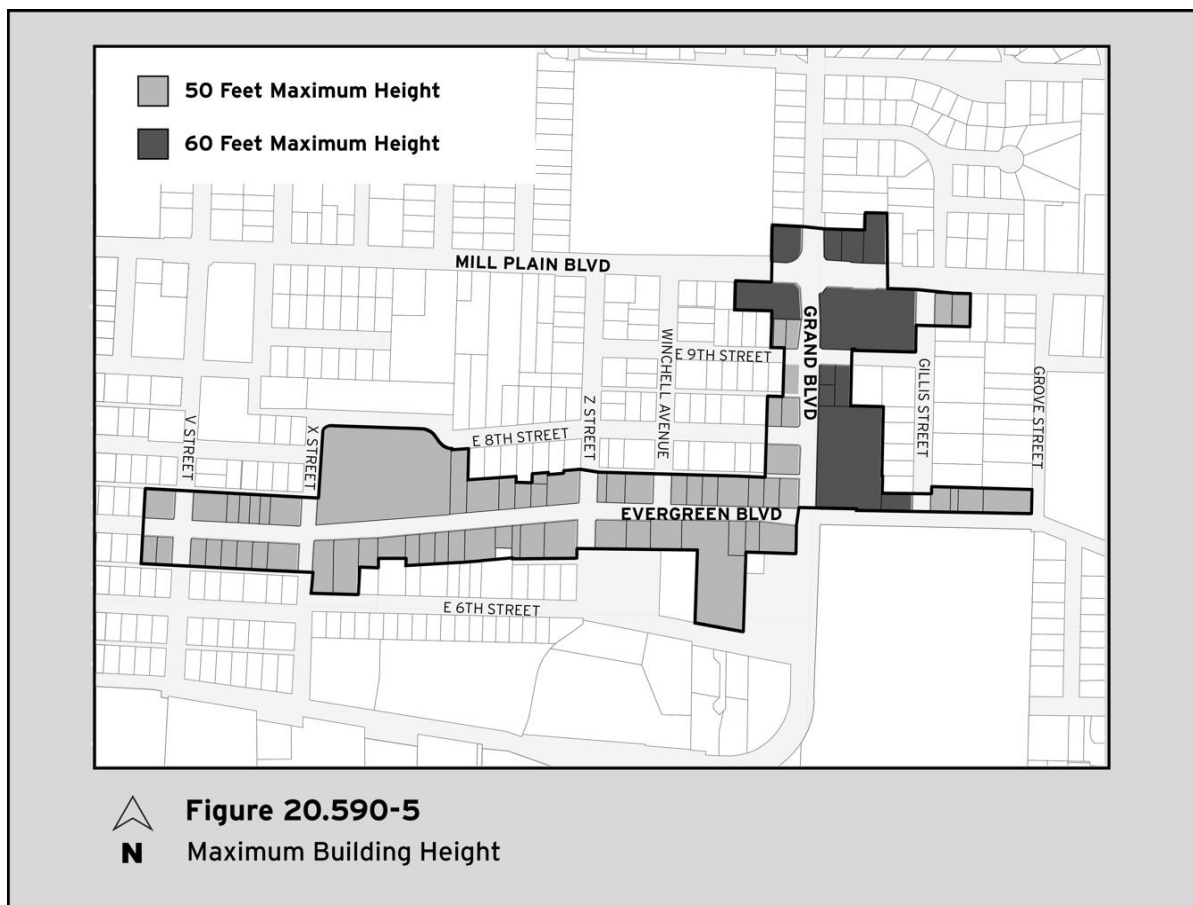
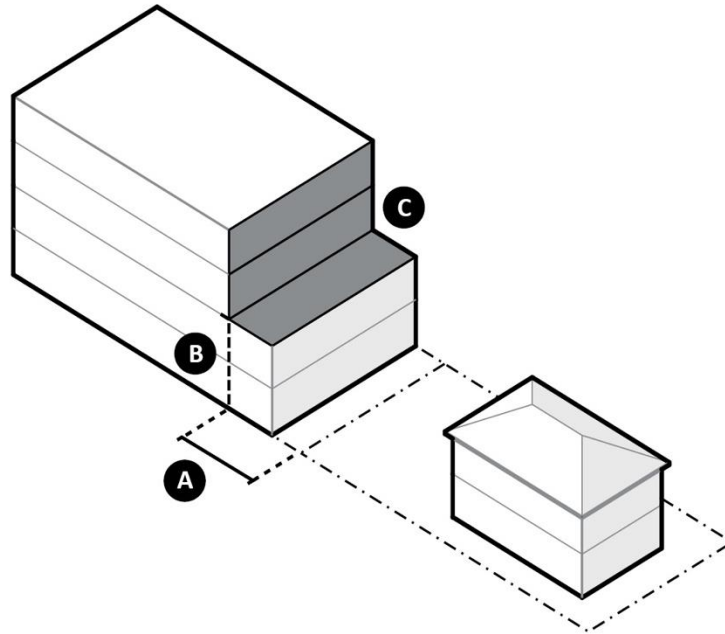
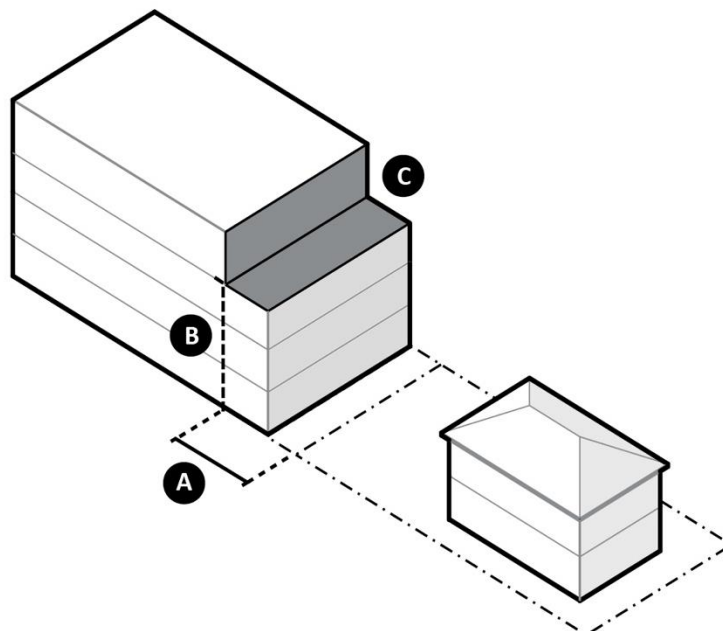


Figure 20.590-6. Height Step Down Adjacent to Lower Density Zones

- A** Height step-down required within 25' of Lower Density Residential Zone.
- B** Maximum height of 25'
- C** Height step-down

**Figure 20.590-7. Height Step Down Adjacent to Higher Density Zones**

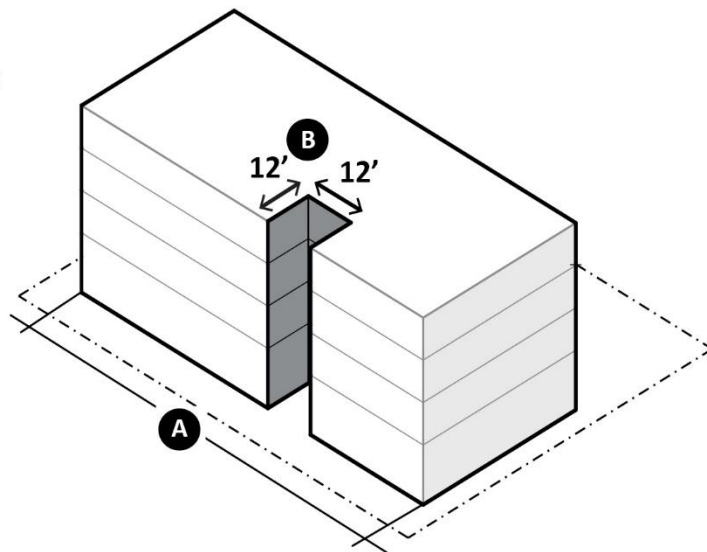
- A** Height step-down required within 25' of Higher Density Residential Zone.
- B** Maximum height of 35'
- C** Height step-down



- E. Maximum Building Length.* The maximum building length for the portion of a building located within 12' of the street lot line is 100'. This standard is met if two buildings are entirely separated, or when one building over 100' includes a recess that is at least 12 feet in length and 12 feet in depth (see Figure 20.590-8).

Figure 20.590-8. Maximum Building Length

- A** Maximum building length for the portion of a building located within 12' of the street lot line is 100'.
- B** If a building is over 100' in length, a recess that is at least 12' in length and 12' in depth is required.



F. Parking

1. *Minimum Spaces Required.* Parking and loading requirements shall be as specified in VMC 20.945, with the following exceptions for properties in the Corridor:
 - a. Market Rate Multifamily Dwelling Units: 0.5 spaces per dwelling unit.
 - b. Housing for Low-Income Households Earning Under 60% Median Area Income: 0.5 spaces per dwelling unit.
 - c. All Commercial Uses permitted in the CC zone: 1 space/1,000 gross square feet.
 - d. Commercial uses on the ground floor of a mixed use building that includes residential uses are exempt from minimum off-street parking requirements in Table 20.945.070-2.
 2. *Location of Parking Areas.* Parking and loading areas are prohibited per VMC 20.590.040.B.3. The following additional standard applies:
 - a. *Attached single dwelling units.* Garage entrances are prohibited on the street-facing façade of attached single dwelling units. A shared drive aisle may be used to access parking located to the rear of dwelling units. Where possible, access shall be provided from an alley or, if located on a corner parcel, from a secondary street.
- G. *Bicycle Parking.* Bicycle parking shall be provided in a safe, accessible, and convenient location. Bicycle parking shall meet the standards contained in Table 20.590.040-1 and shall be consistent with the standards of VMC 20.945.050 and the city of Vancouver Bicycle Parking Guidelines.

1. *Standard.* Up to 50 percent of long-term bicycle parking spaces shall be provided in individual residential dwelling units, if they meet the following criteria:
 - a. The bicycle parking is located within 15 feet of the entrance to the dwelling unit.
 - b. The bicycle parking is located in a closet or alcove of the dwelling unit that includes a rack.
 - c. For buildings with no elevators, only ground floor units can utilize in-unit long-term bicycle parking provision.

Table 20.590.040-1. Bicycle Parking Minimums

Uses	Required Short-Term Bicycle Parking	Required Long-Term Bicycle Parking
Residential	0.05 per dwelling unit, 2 spaces minimum	1 per dwelling unit for buildings with 5 or more dwelling units
Commercial	1 per 5,000 sf of floor area, 2 spaces minimum	1 per 15,000 sf of floor area, 2 spaces minimum
Office	1 per 25,000 sf of floor area, 2 spaces minimum	1 per 5,000 sf of floor area, 2 spaces minimum
Civic/Institutional Buildings	1 per 5,000 sf of floor area, 2 spaces minimum	1 per 15,000 sf of floor area, 2 minimum
Lodging	2 spaces minimum	1 per 10 rooms, 2 spaces minimum
Parks	1 per 5,000 sf park area, 2 spaces minimum	None

2. *Additional Development Standards.* The following standards apply to sites where more than 20 long-term bicycle parking spaces are required and provided in one or more shared bicycle parking facilities outside of individual dwelling units:
 - a. *Minimum Number of Horizontal Bicycle Parking Spaces.* At least 20 percent of spaces must be in a horizontal rack, or on the lower level of a stacked bicycle parking rack.
 - b. *Parking for Larger Bicycle Spaces.* At least five percent of spaces must accommodate a larger bicycle space for cargo bikes, placed in a horizontal rack. These spaces must be a minimum of three feet (36 inches) in width, 10 feet (120 inches) long with three feet and four inches (40 inches) of height clearance.

- c. *Electrical Outlet Requirement.* At least 20 percent of spaces must have electrical sockets within four feet of the spaces. Each electrical socket must be accessible to horizontal bicycle parking spaces.
- d. *Signage.* Entry and directional signs shall be provided by the property owner if bicycle parking facilities are not directly visible and obvious from the public right-of-way. The signs shall be used to properly direct bicyclists from the public right-of-way to the bicycle parking facilities.
- e. *Grade.* Bicycles should not be required to ride up and down ramps greater than 12%.

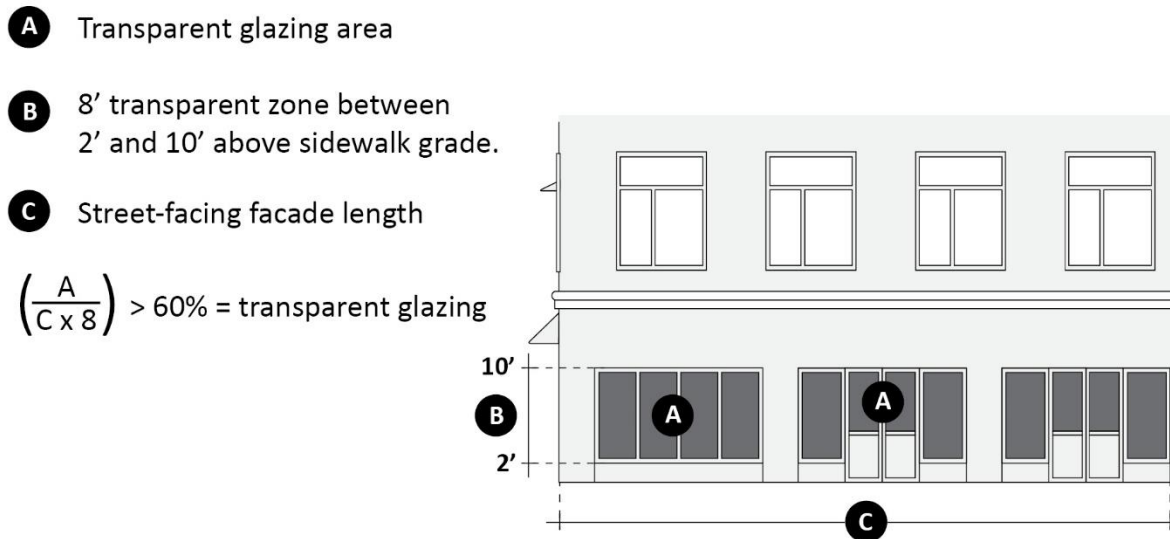
20.590.050 Design Standards

- A. *Exceptions.* The Planning Official may allow exceptions to a design standard in Section 20.590.050 without the need to obtain a variance in accordance with Section 20.290. For each standard for which an exception is sought, the applicant must demonstrate that at least one of the following criteria is met:
 - 1. The alternative design results in a variance of 20 percent or less to a numerical design standard and the design cannot be modified to meet the standard due to the physical characteristics of the site or existing structure(s).
 - 2. The alternative design better complies with the intent of the standard as described in the relevant subsection of this chapter.
- B. *Ground Floor Design, Nonresidential Uses.*
 - 1. *Applicability.* These standards apply to all multi-story buildings with non-residential uses on the ground floor. The following standards apply to the portions of ground floor walls of a street-facing façade that is 20 feet or closer to a street lot line or a publicly-accessible plaza.
 - 2. *Minimum Height.*
 - a. *Intent.* The intent of this standard is to promote building designs which maximize the visibility of ground floor spaces to passing pedestrians, emphasize the importance of the ground floor in providing access to services and amenities, and encourage active commercial uses on the ground floor.
 - b. *Standards.*
 - i. The minimum distance from the finished floor to the bottom of the ceiling structure must be at least 12 feet.
 - ii. The area meeting this standard must be at least 25 feet deep, measured from the street-facing façade.
 - 3. *Transparency.*
 - a. *Intent.* The intent of this standard is to create an interesting environment for pedestrians by opening up the ground floors of buildings for views into activity and merchandise. The intent of the standard is also to support natural surveillance of public spaces.
 - b. *Standards.* The ground floor wall of street-facing facades must provide at a minimum 60 percent transparency between 2 and 8 feet above sidewalk grade.

The Vancouver Municipal Code is current through Ordinance M-4392, passed November 21, 2022.

- i. Windows and/or doors may be used to meet this standard.
- ii. Windows shall not be mirrored or treated in such a way to block visibility into the building.
- iii. Windows into storage areas, vehicle parking areas, mechanical and utility areas, and garbage and recycling areas do not qualify.

Figure 20.590-9. Ground Floor Transparency, Non-Residential Uses



4. *Weather Protection.*

- a. *Intent.* The intent of this standard is to create a more comfortable experience for pedestrians on the sidewalk by providing protection from sun and rain.
- b. *Standards.* Weather protection must be provided along at least 50 percent of the street-facing façade located within 20 feet of a street property line. For the purposes of this standard, weather protection may be in the form of awnings, canopies, overhangs, or other architectural features. The weather protection must:
 - i. Project out at least 4 feet from the adjoining wall;
 - ii. The height must be between 9 and 15 feet above the grade underneath it and consistent with the provisions of VMC 20.630.030; and
 - iii. Where applicable, weather protection shall be designed to accommodate pedestrian signage (e.g., blade signs) while maintaining required vertical clearance.

B. Ground Floor Design, Residential Uses

- 1. *Applicability.* These standards apply to any residential dwelling unit that is located on the ground floor of a building and that is 20 feet or closer to a street lot line or a publicly accessible plaza.
- 2. *Minimum Height.*

- a. *Intent.* The intent of this standard is to promote attractive and livable ground floor residential units and emphasize the importance of the ground floor as the architectural base of the building.
 - b. *Standard.* The minimum distance from the finished floor to the bottom of the ceiling structure must be at least 10 feet.
3. *Transparency.*
- a. *Intent.* The intent of this standard is to promote attractive and livable ground floor residential units and support natural surveillance of public spaces.
 - b. *Standards* The ground floor wall of street-facing facades must provide at a minimum 25 percent transparency between 2 and 8 feet above sidewalk grade.
 - iv. Windows and/or doors may be used to meet this standard.
 - v. Windows shall not be mirrored or treated in such a way to block visibility into the building.
 - vi. Windows into storage areas, vehicle parking areas, mechanical and utility areas, and garbage and recycling areas do not qualify.
4. *Ground Floor Separation.*
- a. *Intent.* The intent of this standard is to provide an interesting experience for pedestrians, define the transition between public and private space, provide spaces for residents to gather and spend time outdoors, and provide sufficient privacy for residents.
 - b. *Standards.* For the purposes of this standard, separation is required between the public right of way and residential entrances. Entrances must be set back at least 5 feet from the street lot line but no more than 10 feet and have at least two of the following elements within the setback to create a sense of transition from the public space to the private dwelling space and encourage interaction between residents and passerby. In addition to any elements provided from the list below, the standards of VMC 20.95.030-2 must be met.
 - i. A low wall, railing, or fence that is a maximum of 30 inches in height and at least 75 percent transparent;
 - ii. Raised landscape planters a minimum of 18 inches in height and a maximum of 30 inches in height with a minimum horizontal depth of 2 feet that contains landscaping;
 - iii. One small canopy tree per unit;
 - iv. Individual private space of at least 48 square feet with a minimum dimension of 4 feet in width that is 20% paved and areas not paved are landscaped with a combination of shrubs, groundcover, and perennials; or
 - v. A change of grade where the door to the dwelling unit is 18 to 36 inches above the grade of the right of way. All residential development must comply with all applicable state and federal accessibility requirements.

C. *Façade Articulation.*

The Vancouver Municipal Code is current through Ordinance M-4392, passed November 21, 2022.

1. *Applicability.* The standard applies to the street-facing elevations of buildings more than 20 feet in height.
2. *Intent.* The intent of this standard is to promote visually interesting building facades by prohibiting large expanses of blank walls facing the street and requiring building facades to be divided into smaller planes.
3. *Standard.* Buildings must incorporate vertical and horizontal articulation and divide the vertical mass of the building into a base, middle, and top using distinct physical transitions.
 - a. Base: The ground level of the building must be articulated using at least one of the following elements:
 - i. Materials that are different than upper stories
 - ii. Awning or canopy line
 - iii. Molding, belt course or other horizontally articulated transition piece that makes ground floor distinguishable from upper floors
 - iv. Transom windows
 - b. Middle: The middle of the building must be articulated using at least one of the following elements:
 - i. Recesses or extensions a minimum depth of two feet
 - ii. Vertically oriented windows
 - iii. Pilasters that project from the façade
 - c. Top: The top of the building must be articulated using at least one of the following elements:
 - i. Cornice that is a minimum of eight inches tall and projects a minimum of three inches beyond the façade of the façade
 - ii. Change in material or color
 - iii. Upper-level setback
 - iv. A roof overhang that is a minimum of eight inches beyond the face of the façade
 - v. Change in roof form

D. *Materials.*

1. *Intent.* The intent of this standard is to limit the use of materials that lack surface texture and visual interest, do not promote a sense of quality and permanence, or more easily deteriorate over time.
2. *Standard.* The following building materials are prohibited on street-facing building façades and shall not collectively be used on more than 35% of any other building façade:
 - a. Vinyl PVC siding
 - b. T-111 Plywood

- c. Exterior insulation finishing (EIFS)
- d. Corrugated metal
- e. Plain concrete or concrete block
- f. Sheet pressboard

E. Location of Utilities.

1. *Applicability.* These standards apply to any roof-mounted mechanical equipment under two feet in height or ground level mechanical or service equipment located at grade. These standards shall not apply to any solar energy production equipment, wind energy production equipment, and/or green roof features.
2. *Intent.* The intent of this standard is to ensure that utilities and equipment are screened, integrated into building and landscape design and/or located in less prominent locations to minimize the visual impact on the pedestrian experience.
3. *Standard.* Utilities shall be located away from primary streets and pedestrian sidewalks and located on alleys or secondary streets wherever possible. Utilities shall be located below grade in vaults or inside buildings where possible. If not possible, the following standards apply:
 - a. *Ground Level:* Ground level mechanical and service equipment shall be located behind or beside buildings. Equipment must be set back a minimum of five feet from the front lot line. Ground level mechanical and service equipment, including but not limited to electric meters, gas meters, HVAC equipment, and waste receptacles, shall be screened with landscaping or a site-obscuring fence or wall per VMC 20.970 and may not be visible from the street, ground-level private open space, or common open space.
 - b. *Rooftop:* Rooftop mechanical equipment shall be set back at least 15 feet from roof edges on street-facing facades and include screening to minimize visual impact on the public right-of-way by one of the following methods:
 - i. A screen around the equipment that is made of a primary exterior finish material used on other portions of the building, wood fencing, or masonry.
 - ii. Green roof features or regularly maintained dense evergreen foliage that forms an opaque barrier when planted.

Required screening shall not be included in the building's maximum height calculation.

- c. *Venting System Locations.* Venting of air exhaust and mechanical building systems shall be away from primary streets and main pedestrian areas and shall be architecturally incorporated into buildings.
- d. *Wall-Mounted Utilities.* Utilities mounted on building walls shall not intrude on the public right-of-way space adjacent to a pedestrian path of travel, shall be set back, or have a landscape zone for a buffer.
- e. *Mechanical Vents.* Mechanical vents required on building exteriors shall be located eight feet above grade or between grade and 18 inches and shall be integrated into the facade design to minimize visual impacts.

F. Fences.

The Vancouver Municipal Code is current through Ordinance M-4392, passed November 21, 2022.

1. *Applicability.* These standards shall be in addition to VMC 20.912 and shall supersede those standards where they conflict.
2. *Intent.* The intent of this standard is to limit the visual impact of taller fences and surface parking areas on the pedestrian experience and to promote natural surveillance of public spaces.
3. *Standard.*
 - a. Solid free-standing walls, fences, or hedges higher than 3 feet shall be prohibited between the street-facing façade of a building and a street lot line. Fences greater than 36" must be at least 75% transparent.
 - b. New barbed razor wire, electric, vinyl, or chain link fences shall be prohibited in the Overlay district.
 - c. Off-street parking areas shall be screened per VMC 20.945.040(1)(2) to a maximum height of 3 feet.

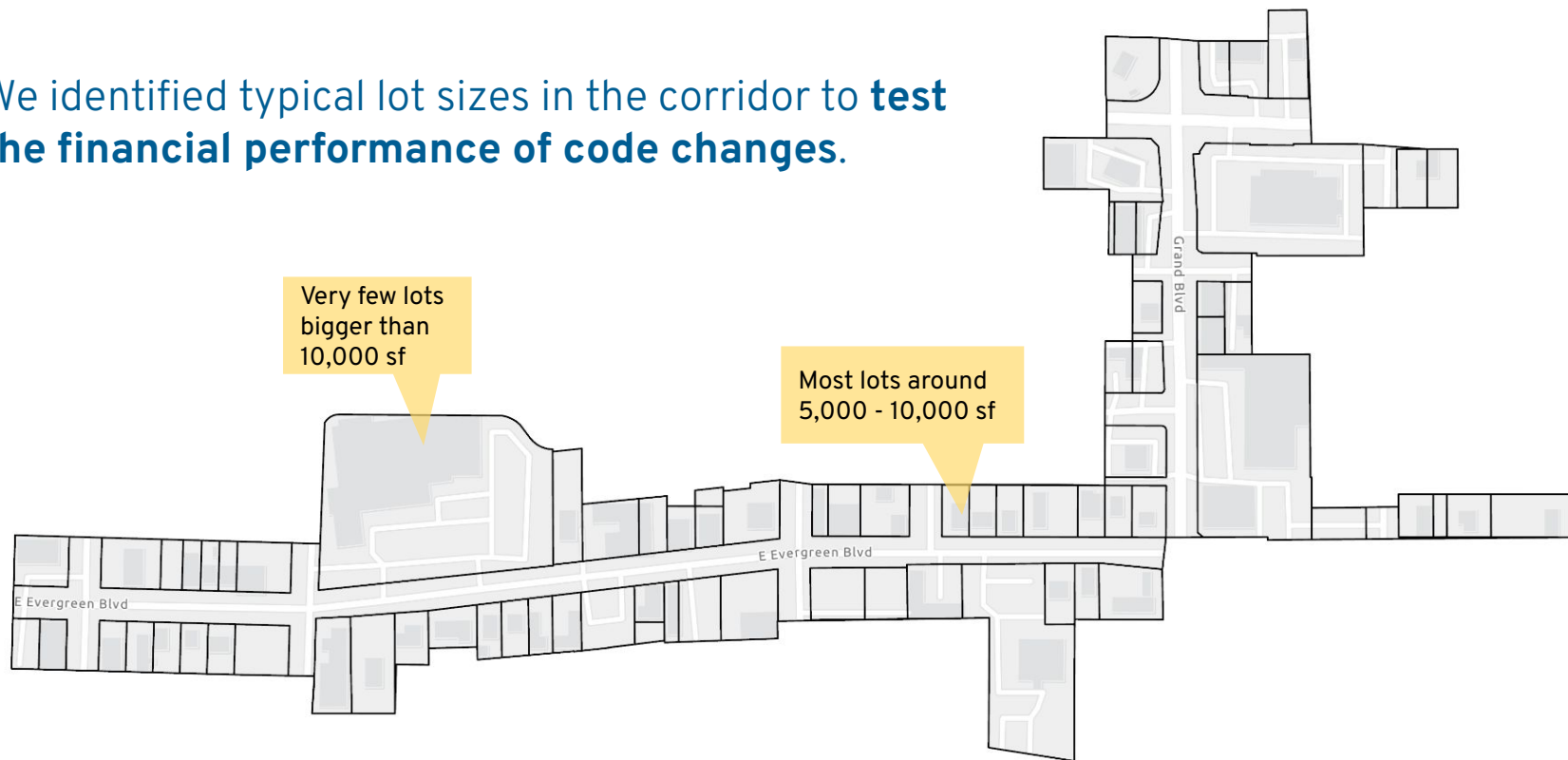


APPENDIX A

FINANCIAL FEASIBILITY ANALYSIS OF CODE CONCEPTS

LOT SIZE ANALYSIS: 5,000 AND 10,000 SF LOTS

We identified typical lot sizes in the corridor to **test the financial performance of code changes.**



TEST PROTOTYPES

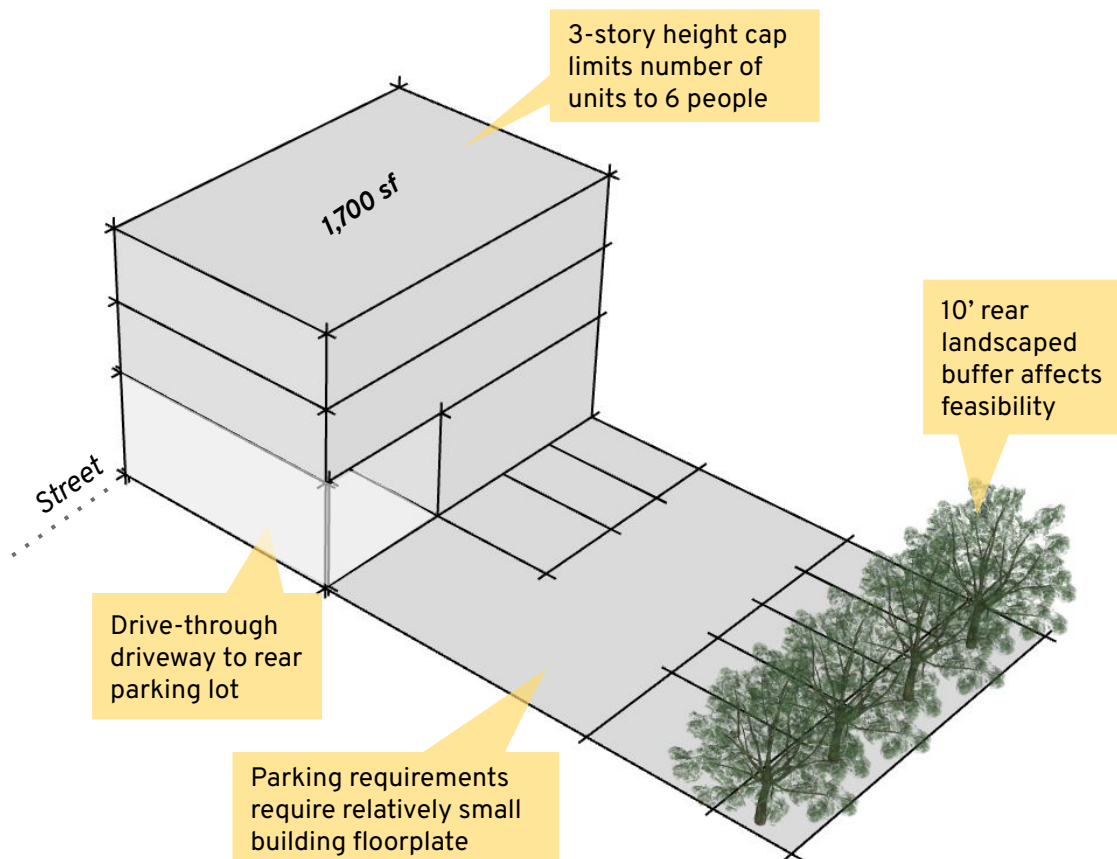
TEST NAME	LOT SIZE(S)	HEIGHT	GROUND FLOOR COMMERCIAL	PARKING RATIOS
1. Residential Small Lot (3-stories)	5,000 sf	3 stories	None	0.75 per unit
2. Mixed-Use Small Lot (3-Stories)	5,000 sf	3 stories	50% of frontage	0.75 per unit No parking for ground floor commercial spaces
3. Residential Small Lot (4-stories)	5,000 sf	4 stories	None	0.75 per unit
4. Mixed-Use Small Lot (4-stories)	5,000 sf	4 stories	50% of frontage	0.75 per unit No parking for ground floor commercial spaces
5. Residential Large Lot (5-stories)	10,000 sf	5 stories	None	0.75 per unit
6. Mixed-Use Large Lot (5-stories)	10,000 sf	5 stories	50% of frontage	0.75 per unit No parking for ground floor commercial spaces

RESIDENTIAL SMALL LOT (3-STORIES)

52 units/acre

1. Residential Small Lot

Lot Size	5,000 sf
Height	3 stories
Parking Spaces	8
# of Residential Units	6
Avg. Unit Size (sf)	600
Retail Space (sf)	-
Construction Cost	\$260/sf
Avg. Residential Rent / Unit	\$1,500/month
Retail Rent	-
Internal Rate of Return (Target 10%)	6.1%

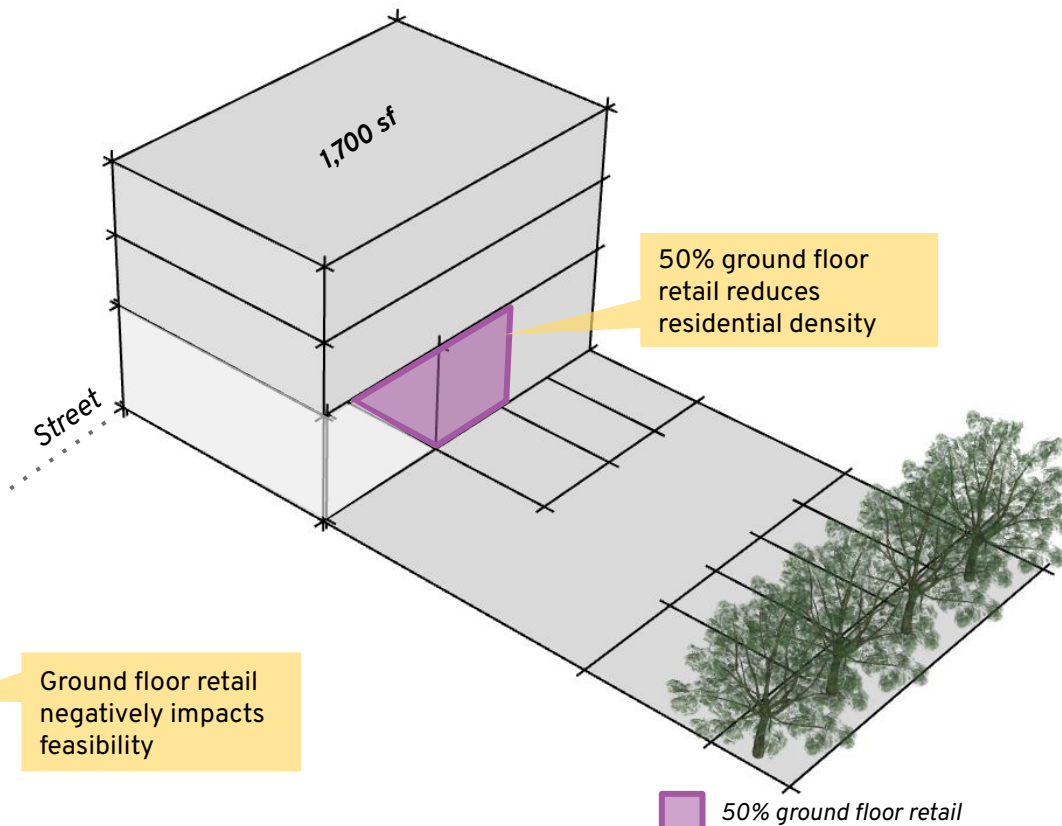


MIXED-USE SMALL LOT (3-STORIES)

44 units/acre

2. Mixed-Use Small Lot

Lot Size	5,000 sf
Height	3 stories
Parking Spaces	8
# of Residential Units	5
Avg. Unit Size (sf)	600
Retail Space (sf)	510
Construction Cost	\$260/sf
Avg. Residential Rent / Unit	\$1,500/month
Retail Rent	\$25/sf
Internal Rate of Return (Target 10%)	5.3%

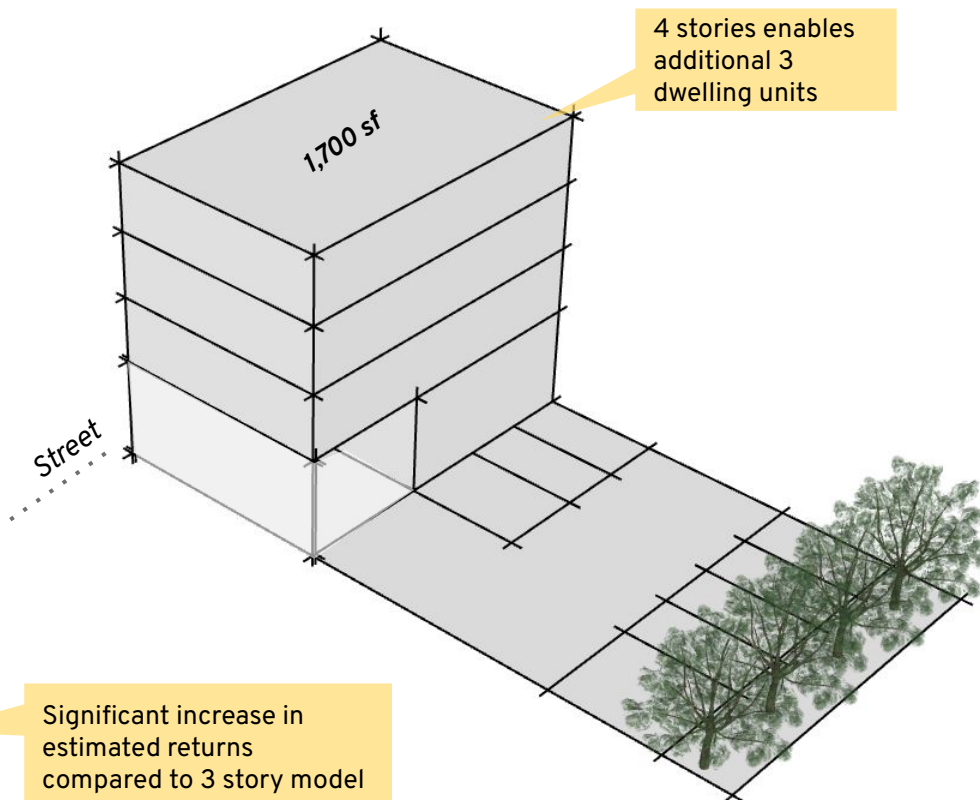


RESIDENTIAL SMALL LOT (4-STORIES)

78 units/acre

3. Residential Small Lot

Lot Size	5,000 sf
Height	4 stories
Parking Spaces	8
# of Residential Units	9
Avg. Unit Size (sf)	600
Retail Space (sf)	-
Construction Cost	\$215/sf
Avg. Residential Rent / Unit	\$1,500/month
Retail Rent	-
Internal Rate of Return (Target 10%)	7.9%

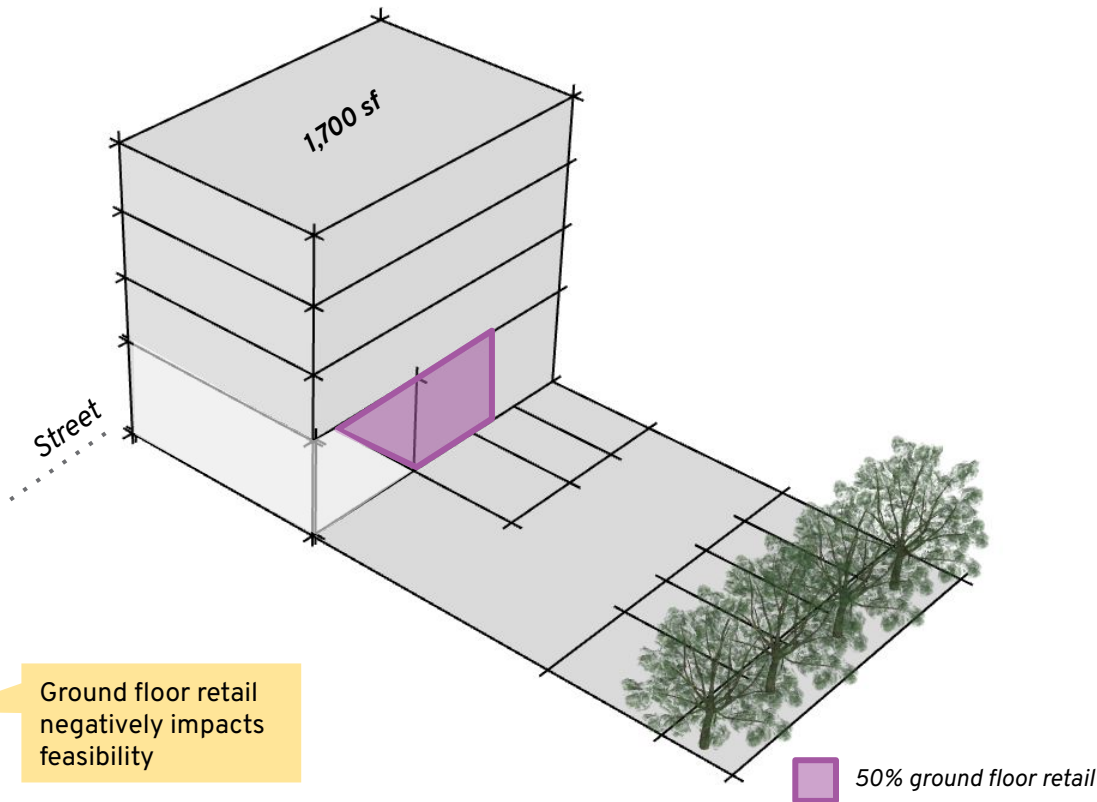


MIXED-USE SMALL LOT (4-STORIES)

70 units/acre

4. Mixed-Use Small Lot

Lot Size	5,000 sf
Height	4 stories
Parking Spaces	8
# of Residential Units	8
Avg. Unit Size (sf)	600
Retail Space (sf)	510
Construction Cost	\$260/sf
Avg. Residential Rent / Unit	\$1,500/month
Retail Rent	\$25/sf
Internal Rate of Return (Target 10%)	7.4%

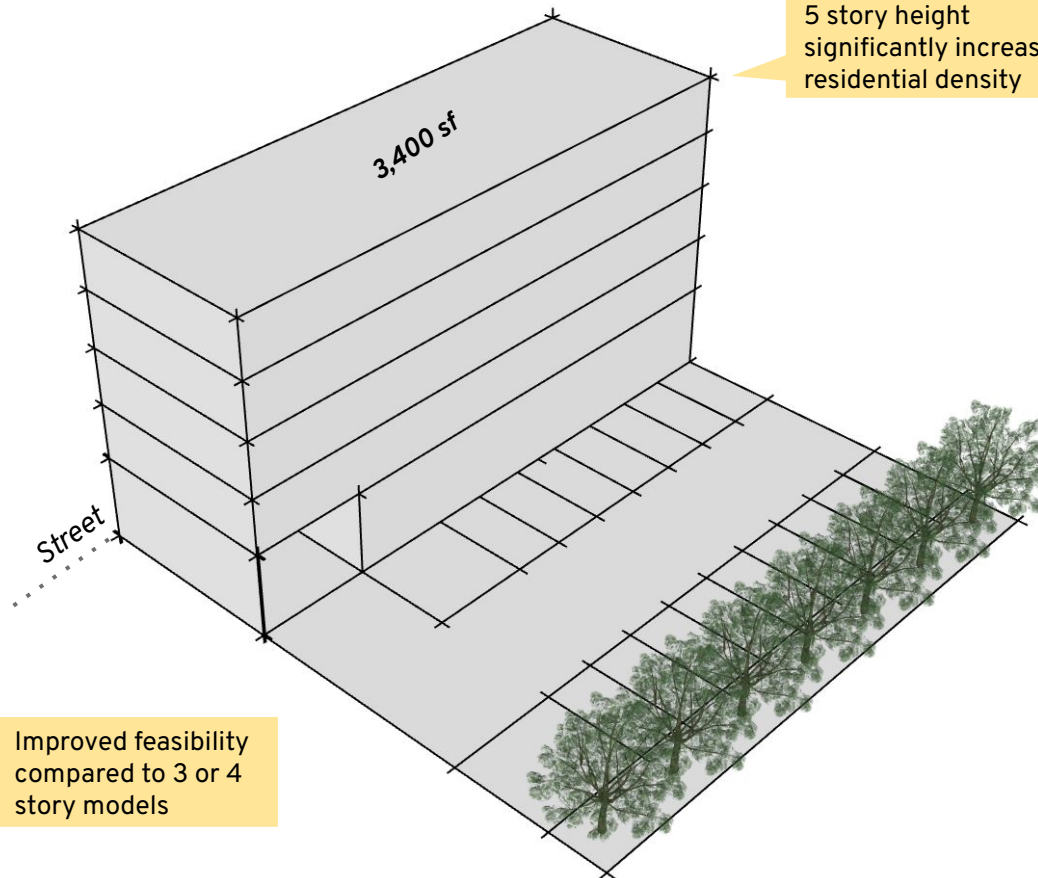


RESIDENTIAL LARGE LOT (5-STORIES)

100 units/acre

5. Residential Large Lot

Lot Size	10,000 sf
Height	5 stories
Parking Spaces	18
# of Residential Units	23
Avg. Unit Size (sf)	600
Retail Space (sf)	-
Construction Cost	\$260/sf
Avg. Residential Rent / Unit	\$1,500/month
Retail Rent	-
Internal Rate of Return (Target 10%)	8.5%

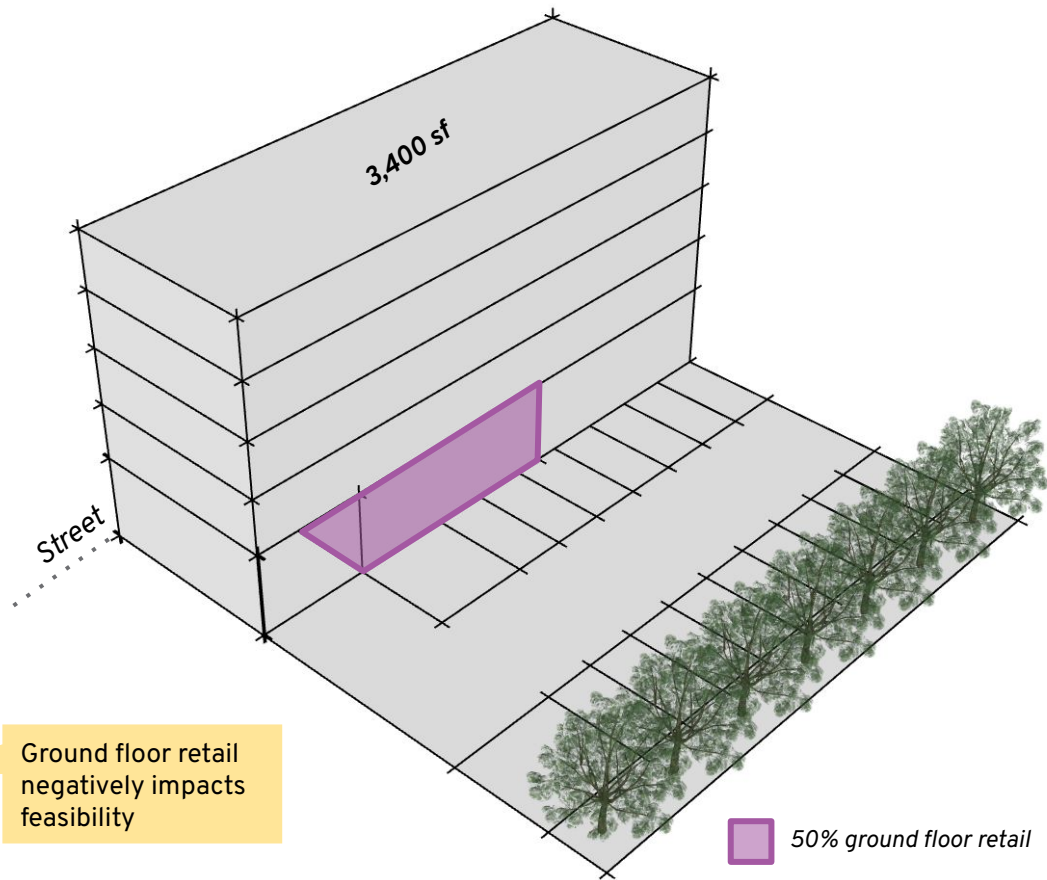


MIXED-USE LARGE LOT (5-STORIES)

91 units/acre

6. Mixed-Use Large Lot

Lot Size	10,000 sf
Height	5 stories
Parking Spaces	18
# of Residential Units	21
Avg. Unit Size (sf)	600
Retail Space (sf)	1,360
Construction Cost	\$260/sf
Avg. Residential Rent / Unit	\$1,500/month
Retail Rent	\$25/sf
Internal Rate of Return (Target 10%)	8.2%



SUMMARY OF RESULTS

SCENARIO	1. Residential Small Lot (3-Stories)	2. Mixed-Use Small Lot (3-Stories)	3. Residential Small Lot (4-Stories)	4. Mixed-Use Small Lot (4-stories)	5. Residential Large Lot (5-Stories)	6. Mixed-Use Large Lot (5-stories)
Lot Size	5,000 sf	5,000 sf	5,000 sf	5,000 sf	10,000 sf	10,000 sf
Height	3 stories	3 stories	4 stories	4 stories	5 stories	5 stories
Site Program	Pure Residential	Residential w/ 50% Ground Floor Retail	Pure Residential	Residential w/ 50% Ground Floor Retail	Pure Residential	Residential w/ 50% Ground Floor Retail
# of Residential Units	6	5	9	8	23	21
Retail Space (sf)	-	510	-	510	-	1,360
# of Parking Spaces	8	8	8	8	18	18
Internal Rate of Return (Target 10%)	6.1%	5.3%	7.9%	7.4%	8.5%	8.2%

PRO FORMA TESTING | IMPLICATIONS

- **Height increase from 3 to 4 stories has a significant positive impact on development feasibility.** The impact of increasing to 5 stories is also positive but not as significant as the increase from 3 to 4 stories. This is partly explained by the small lots on the corridor: height is more important for maximizing density on small, constrained lots.
- **All-residential buildings performed better than mixed use buildings.** Retail spaces are not as productive because rents are lower on a per square foot basis than residential units. However, the negative impact on feasibility is limited because only 50% of the ground floor is required to be commercial space. On sites larger than 10,000 square feet (not modeled here) it is not clear that overall demand for retail will support filling those spaces at the rents modeled here. Lowered rents in this situation would further erode feasibility.
- **Reduced parking standards proposed in the Corridor Strategy were critical to feasibility on smaller lots.** If current Title 20 parking standards for commercial spaces were required then many of these models would be physically impractical to build.
- **Further parking reductions may result in more projects being economically feasible.** If the residential parking standards were reduced to 0.5 spaces per unit or lower, it may stimulate more infill development in the corridor than if the current ratio of 0.75 spaces per unit were maintained. However, it is unclear if the current parking standards are binding; developers may continue to provide parking at a higher ratio than 0.5 if they are concerned about marketability.
- **The 10' rear landscaped buffer negatively impacts feasibility on smaller lots.** Allowing parking spaces, but not buildings, in this buffer area would have a meaningful impact on achievable densities on small lots.

		SOURCE	LEAD	PARTNERS	Scope for Strategy			Funding		Timing				Priority
					Time Commitment	Public Engagement	Requires Council Consideration	Staffing/FTE Needs	Upfront Costs, Ongoing Costs, or Both	Immediate Term (Coming Year)	Short-Term (1-3 Years)	Long-Term (3+ Years)	Ongoing	* = Priority
HOUSING & ECONOMIC DEVELOPMENT Provide ample opportunities for small-scale, locally-owned businesses to thrive, and maintain livability for current and future residents														
Economic Development 1: Foster a unique and attractive corridor identity														
ED 1.1	Provide seed support for a locally based, self created neighborhood Business District Organization (or a less legally formal non-profit business association) that can meet the shared needs of new and future businesses through coordinated networking, marketing, promotions, special events, beautification, and advocacy. <i>First steps: Meet with Fourth Plain Forward to learn about its founding and how its first leader was selected or identified. Network with Corridor Strategy engagement participants as well as local businesses and non-profits to identify leads for who might assist with the endeavor. Consider expanding the district's geographic area beyond the Evergreen-Grand corridor itself to encompass adjacent businesses and home-based businesses.</i>	Commerical Corridor Strategy	Economic Prosperity and Housing Department	Communications, Office of Neighborhoods							X			★
ED 1.2	Provide staff and resource support to the Business District Organization so it can develop into a fully fledged, self-sustaining, and independent organization. <i>First step: Explore whether a Business District Organization might be eligible for CDBG funds administered by the City to organizations like Fourth Plain Forward, as well as what other funds might be accessible. For example, donations from businesses to Main Street Organizations seem to be eligible for significant tax credits, offsetting the value of the donation. And Business Improvement Districts seem to be able to create a special assessment within a restricted geography, raising money for programs and services.</i>		Economic Prosperity and Housing Department	Communications, Office of Neighborhoods, Business District Organization								X		★
ED 1.3	Support the Business District Organization as it establishes a brand identity for the corridor and launches an initial marketing campaign (e.g. launching a website, attracting journalistic and social media coverage), providing staff, resources, and connections as needed.	Commerical Corridor Strategy	Economic Prosperity and Housing Department	Communications, Office of Neighborhoods, Business District Organization								X		
ED 1.4	Establish a placemaking program along Grand Boulevard and in the BRT Hub, using signage and tactical urbanism (see Urban Design 1.2) to affordably communicate the place's new identity and support.		Economic Prosperity and Housing Department	Communications, Office of Neighborhoods, Business District Organization				Lodging tax grant				X		
ED 1.5	Support the establishment of a storefront improvement program, based on prior programs, in partnership with the Business District Organization to promote corridor identity and attractiveness of existing business spaces	Reside Vancouver + Vancouver Culture, Arts, & Heritage Plan	Economic Prosperity and Housing Department	Business District Organization							X			
ED 1.6	Periodically convene a meeting between a liaison from the local Hudson's Bay and Edgewood Park Neighborhood Associations and Business District Organization to coordinate on corridor improvements and programming.	Hudson's Bay Neighborhood Action Plan (ED Action Item 1.4)	Office of Neighborhoods	Hudson's Bay and Edgewood Park NAs, Business District Organization								X		
ED 1.7	Provide technical assistance and seed funding to designate a non-profit in pursuit of a state Main Street designation that will support the vision for the corridor's identity and economic development		Economic Prosperity and Housing Department	Business District Organization							X			
Economic Development 2: Establish a business-friendly climate that supports a diversity of neighborhood-serving businesses														
ED 2.1	Evaluate existing federal, state, and local grants and incentives (e.g. Opportunity Zone designation, City's Pre-Lease and Adaptive Reuse programs) that would support corridor businesses or real-estate development. Promote incentives to ensure existing businesses are aware of these opportunities.		Economic Prosperity and Housing Department										X	★
ED 2.2	Promote the Public Works' Street Eats program and the use of other relevant programs and incentives along the corridor.	Corridor Strategy	Public Works	Community Development Department							X			★
ED 2.3	Identify if any sites on the corridor would require environmental remediation (brownfields), then leverage environmental remediation funding opportunities as an incentive to develop eligible sites	Corridor Strategy	Economic Prosperity and Housing Department	Business District Organization		Property Owners	No	Existing grant funds		X				★
ED 2.4	Meet with a representative from the Greater Vancouver Chamber of Commerce's to explore the possibility of greater partnership, such as creating an Evergreen-Grand business cohort to participate in GVCOC's business workshops, coaching, and consultation.		Economic Prosperity and Housing Department	Greater Vancouver Chamber of Commerce							X			
ED 2.5	Explore opportunities for outdoor local markets, sellers, and microbusinesses (e.g. farmers market, art fair), such as by connecting with representatives from Micro-Enterprise Services of Oregon (MESO) and the Vancouver Farmers Market to better understand potential scale, scope, City role, and first steps.	Reside Vancouver + Vancouver Culture, Arts, & Heritage Plan	Economic Prosperity and Housing Department	Vancouver Farmers Market, Micro-Enterprise Services of Oregon								X		
ED 2.6	Support evidence-based approaches to enhancing community safety along the corridor, including by coordinating between the Vancouver Police Department, Business District Organization, and other relevant City staff and community stakeholders.		Economic Prosperity and Housing Department	Business District Organization, Vancouver Police Department								X		
Housing 1: Maintain economic diversity and housing affordability, especially for low- and moderate-income households														
Housing 1.1	Extend the Multi-Family Tax Exemption (MFTE) program calibrated to implement the vision and goals for the corridor and consider adding workforce housing	Corridor Strategy	Economic Prosperity and Housing Department	Community Development Department		BeHeard	Yes			X				★
Housing 1.2	Access Vancouver Affordable Housing Levy funds, recently reapproved by voters, to support the creation or preservation of affordable housing in the neighborhood.	Cascadia Partners	Economic Prosperity and Housing Department	Community Development Department, Local Affordable Housing Providers									X	
Housing 1.3	Contact the Vancouver Housing Authority for a copy of the displacement risk assessment they commissioned in 2023 and use it to inform the City's understanding of the local risk factors. Similarly, review "Reside Vancouver: An Anti-Displacement Plan" produced by a PSU Masters of Urban Planning student group for the City in 2019 as well as recent academic literature on the highly nuanced connections between development, investment, and displacement.	Cascadia Partners	Economic Prosperity and Housing Department	Vancouver Housing Authority							X			★
Housing 1.4	Identify opportunities to support houseless communities	Corridor Strategy	Economic Prosperity and Housing Department							X				

URBAN DESIGN Create public and private spaces that are inclusive, integrated, and contribute positively to the livability of the corridors.														
Urban Design 1: Support a vibrant and active corridor														
Urban Design 1.1	Work with development community to identify and dedicate publicly accessible community or plaza space as part of private development projects in a central location along the corridor	Corridor Strategy	Community Development Department	Parks and Recreation, Business District Organization									X	
Urban Design 1.2	Identify potential locations for a food cart pod to affordably activate the corridor, providing a local amenity, and offer opportunities for new low-barrier businesses.	City Staff	Economic Prosperity and Housing Department											
Urban Design 1.3	In partnership with the Business District Organization, execute programmatic and tactical urbanism interventions in the public spaces (such as farmers markets, arts installations, cultural events, pop-up parklets, painted intersections, bikes lanes, etc) to promote pedestrian-friendly, activated, and inviting spaces.	(1) Reside Vancouver (2) Vancouver Culture, Arts, & Heritage Plan	Community Development Department	Business District Organization, Office of Neighborhoods								X		★
Urban Design 1.4	In pursuit of a complete arts and culture ecosystem, leverage Culture, Arts, and Heritage Grant funding to fulfill critical gaps in the corridor's arts and cultural network, such as performance spaces, public art, or historical plaques in the public realm.	(1) Vancouver Culture, Arts, & Heritage Plan	Business District Organization	Parks and Recreation									X	
Urban Design 1.5	Explore the possibility of seeking a historic district designation for the corridor, so long as it does not undermine the intent and purpose of this work's parallel updates to development code.	City Staff	Economic Prosperity and Housing Department	Community Development Department										
Urban Design 2: Pursue opportunities for climate resilient design														
Urban Design 2.1	Coordinate with Surface Water Management to implement stormwater best management practices in alignment with the City's Low Impact Development standards and the Climate Action Framework.	(1) Corridor Strategy (2) Climate Strategy NS-3	Community Development Department	Environmental advocacy and educational groups (Watershed Alliance, Columbia Springs, Lower Columbia Nature Network, Water Resources Education Center) and Residential and commercial building owners									X	★
Urban Design 2.2	In accordance with the Complete Streets Program and the Climate Action Plan, preserve existing street trees and identify opportunities to introduce additional climate resilient tree canopy	(1) City's Tree Canopy Assessment (2021) (2) Climate Strategy NS-1 and NS-2 (3) Complete Streets Program	Urban Forestry Department	Community Development Department, City Manager's Office										X
Urban Design 2.3	Increase community awareness by using educational plaques or public art to commemorate climate-resilient infrastructure or design elements.	Cascadia Partners												
MOBILITY Establish a balanced, multi-modal network of motor vehicle, transit, walking, and biking routes through the corridors.														
Mobility 1: Leverage ongoing corridor and neighborhood-wide infrastructure projects														
Mobility 1.1	Explore funding strategies for transportation investments that serve the entire district, such as improvements at critical intersections that connect the corridor with neighborhoods to the North.	(1) Corridor Strategy	C-Tran	Community Development Department									X	★
Mobility 1.2	Ensure the designs for future transportation projects and real estate developments prioritize creating safe, multi-modal streets throughout the corridor.	(1) Complete Streets Policies	Community Development Department											X
Mobility 1.3	Improve the neighborhood's connectivity to nearby destinations such as Downtown Vancouver, the Fort Vancouver National Historic Site, and the Pearson Field Airport by identifying and being at the table for key transportation projects (e.g. Vine BRT)	(1) Corridor Strategy	Economic Prosperity and Housing Department	Community Development Department										X
Mobility 1.4	Advocate on behalf of the corridor in support sustainable and active transportation within citywide initiatives, such as the Transportation System Plan, improvements to transit, the deployment of electric scooters, and regulation and buildout of public and private EV charging infrastructure.	Planning Commission	Economic Prosperity and Housing Department	City and State Transportation Departments								X		★
Mobility 2: Support targeted interventions to improve walkability, bikeability, and connectivity to transit														
Mobility 2.1	Develop a funding strategy for projects that retrofit Evergreen and Grand with a street design aligned with the corridor's TSP Modal Designation.	Corridor Strategy	Public Works	City and State Transportation Departments					Would require FTE					X
Mobility 2.2	Boost the effect of the forthcoming Transportation Demand Management program through complementary programming and built environment interventions that promote multimodal travel to and through the corridor and manage overall commuting activity.	Corridor Strategy	Community Development Department	Public Works, Economic Prosperity and Housing					Grant funding		X	X		
Mobility 3: Improve safety for all corridor users														
Mobility 3.1	Improve user safety and comfort through crossing signage, speed limits, and school zone demarcations in key areas.	Corridor Strategy	Public Works Department										X	
Mobility 3.2	Study and construct enhanced safe crossings at Grand & 6th and Evergreen & V as well as traffic calming measures along the length of Grand (e.g. school zone near Washington School for the Deaf, speed cushions)	Corridor Strategy (pg 45)	Public Works Department						Funding for design and construction needed				X	
Mobility 3.3	Create an intake process for residents to request traffic calming measure for vehicle speeds and traffic volumes when thresholds for the City's existing Neighborhood Traffic Calming Program are met	Corridor Strategy	Public Works Department	Hudson's Bay and Edgewood Park Neighborhood Associations, Business District Organization									X	

PARKING Support adequate parking to serve existing uses and future development.													
Parking 1: Evaluate and manage vehicular parking impacts to local residents													
Parking 1.1	Conduct parking study to inventory all on-street parking available and current utilization rate	Cascadia Partners	Economic Prosperity and Housing Department								X		*
Parking 1.2	Create a parking mitigation plan once parking occupancy exceeds 85% on adjacent residential streets, as found through a parking study.	Corridor Strategy	Economic Prosperity and Housing Department								X		
Parking 1.3	Explore the possibility of a parking benefit district with permitted parking for residents to address concerns related to spillover parking	Cascadia Partners	Economic Prosperity and Housing Department									X	
Parking 1.4	Apply the Vancouver Curb Policy to the corridor	Curb Policy Document	Economic Prosperity and Housing Department									X	
Parking 2: Support climate and parking goals by increasing micromobility, shared parking options, and EV													
Parking 2.1	Advance availability of short-term bike parking amenities by identifying suitable right of way sections on or near residential and commercial sites; support implementation of new parking stations.	TSP	Public works									X	
Parking 2.2	Support the Vancouver Climate Strategy by setting evidence-based EV charging station targets in the corridor and participating in any citywide code updates related to EV charging	Climate Strategy TLU-3 (19)	Economic Prosperity and Housing Department	Community Development Department, Private Developers					Federal grant money			X	*



MEMORANDUM

DATE: August 18, 2023

TO: Mayor and City Council

FROM: Eric Holmes, City Manager

RE: **Follow up information on the Evergreen & Grand overlay following a July 17 Council workshop on this topic.**

CC: Bryan Snodgrass, Principal Planner, and Becky Coutinho, Associate Planner, Community Development Department

Introduction

This memorandum is intended to provide additional information and clarification on the Evergreen and Grand commercial corridors implementation process, following discussion at a July 17 City Council workshop.

Response to Council Questions

- Potential impacts of HB 1110 and 1337:
HB 1110 will allow for 4 units per lot, 6 units per lot that are within a ¼ mile walk to a major transit stop, and 6 units per lot if 2 of the units are affordable on properties zoned for single family development. HB 1337 mandates that the City create development regulations to encourage the use of accessory dwelling units (ADUs), subject to a program adopted by the city with effective binding commitments or covenants that the units will be primarily utilized for long-term housing consistent with the public purpose generating the authorization. This includes the R-9 lower density zone adjacent to the Evergreen and Grand Corridors. Any units built on parcels within the R-9 zone will still have to follow the base zoning development requirements, including maximum height of 35 feet. While this law increases allowed density, it will not significantly impact the overall form of the residential development surrounding the Corridors. Regulations for the new density requirements established by both bills will be developed as part of the Comprehensive Plan and Title 20 update process that is currently underway.
- Potential impacts of HB 1220:
 - HB 1220 requires cities to plan for and accommodate set numbers of housing units for all income levels. The proposed Evergreen & Grand overlay standards accommodate for and encourage infill and medium density development, which is intended to create the maximum housing units appropriate for the Corridors. In

addition, the City extended the boundaries of the MFTE program to include the Corridors to encourage housing development that will support the production of housing units and in some cases encourage some level of affordability. A full vision for how the City will accommodate the total number of units at the affordability levels required based on our allocation (to be determined this fall through the County population and jobs allocation process) will be established through the Comprehensive Plan and Title 20 update process that is currently underway.

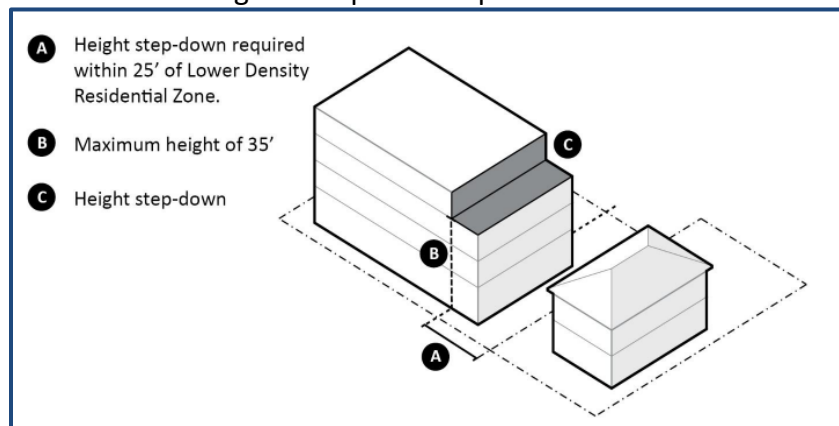
- Proposed bicycle parking standards:
 - Proposed required bicycle parking ratios are listed in the below table:

Uses	Required Short-Term Bicycle Parking	Required Long-Term Bicycle Parking
Residential	0.05 per dwelling unit, 2 spaces minimum	1 per dwelling unit for buildings with 5 or more dwelling units
Commercial	1 per 5,000 sf of floor area, 2 spaces minimum	1 per 15,000 sf of floor area, 2 spaces minimum
Office	1 per 25,000 sf of floor area, 2 spaces minimum	1 per 5,000 sf of floor area, 2 spaces minimum
Civic/Institutional Buildings	1 per 5,000 sf of floor area, 2 spaces minimum	1 per 15,000 sf of floor area, 2 minimum
Lodging	2 spaces minimum	1 per 10 rooms, 2 spaces minimum
Parks	1 per 5,000 sf park area, 2 spaces minimum	None

- Up to 50% of long-term bicycle parking spaces may be provided in individual units.
- In properties where more than 20 long-term bicycle parking spaces are required (this would be in buildings with more than 20 units) and provided in a shared bicycle parking facility inside the building rather than in individual dwelling units, additional standards apply including a minimum number of spaces that are not vertically stacked, a minimum number of larger spaces for cargo-type bikes, entry and directional signage, and standards around grade to ensure ease of access for users.

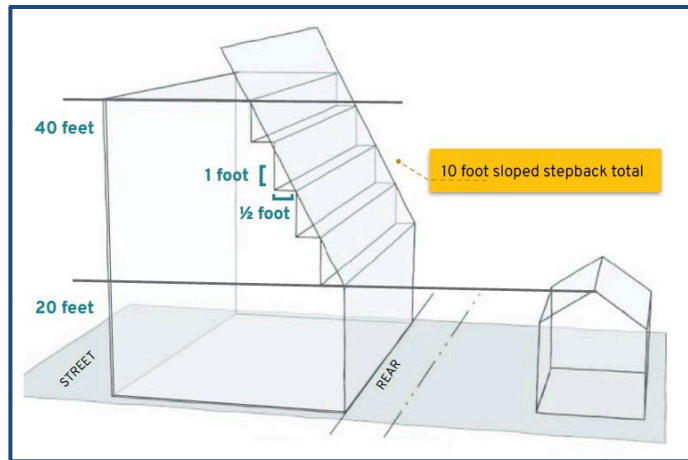
- Vehicle parking standards for use changes from commercial to residential or a flexible use:
 - See the reference [20.945.E Change of use](#) to address concerns about adequate parking. When an existing structure is changed from one use to another, the amount of required parking is required to meet the standards of the new use. This is determined through the site plan review process. If a project is proposed as a flexible use, the highest parking requirement must be followed.
- Step-down at the rear of new buildings:
 - The proposed standard requires development abutting a lower density residential zone to step-down any portion of the building within 25 feet of that lower density residential zone. The maximum height of the stepped-down portion of the building must be no higher than 35 feet. The remaining portion of the building beyond 25 feet of the lower density residential zone can be a maximum height of 50 or 60 feet, depending on the location parcel within the Corridors. In addition, buildings abutting a residential zone must be setback 10 feet. See below image 1. The intention of this standard is to create opportunities for higher density development to meet the Cities housing goals, while also allowing for a gradual transition between the Corridors and surrounding neighborhood. The new proposed standard was calibrated so that properties abutting the Corridors would maintain access to privacy and light.

Image 1- Proposed Step-down standard



- The current zoning in the Corridors require buildings in the CC zone abutting lower density zones to step-down a 1/2 foot for every foot of building height over 20 feet with a maximum height of 50 ft and must be setback 5 feet- see below image 2.

Image 2 - Existing standard



- The project team is currently reevaluating the proposal to understand if there are alternative ways to balance compatibility with existing development and allowing for higher density development on corridors to address housing needs. This will be discussed in detail with the Planning Commission at the Sept. 12 public hearing, per direction from Council at the July 17 workshop.
- *Note: the project team is developing clearer graphics for existing versus proposed stepdown standards for the PC and Council process and will share these when available.
- Community Engagement conducted to date:
 - Outreach conducted as part of the planning phase of the Evergreen and Grand Commercial Corridors Strategy, which was adopted by Council in early 2022:
 - One-on-one and small group coordination with primary stakeholders, including neighborhood associations and leaders, property owners, businesses, neighborhood residents, agency partners like the State School for the Deaf, State School for the Blind, and C-TRAN, as well as other community stakeholders.
 - In person open house on February 13, 2020
 - Online survey in early 2020
 - Four virtual open houses on August 26, 2020, and August 27th, 2020, February 4th, 2021, October 21st, 2021
 - Offered and attended meetings with neighborhood associations.
 - Small group meetings with property owners
 - Regular email updates on project workshops and public hearings sent to project emailing list and neighborhood associations.
 - Physical mailing notice of open houses and public hearings
 - Outreach conducted to date as part of implementation of the Strategy document:
 - Virtual open house on March 16, 2023
 - Physical mailer notice of open house
 - Online survey and project webpage
 - Developer focus group on May 22, 2023

- Three Planning Commission workshops in February, April, and June of 2023
- Primary stakeholders included eight neighborhood associations and leaders, property owners, businesses, neighborhood residents, agency partners.
- Active communication with the eight neighborhood associations located in proximity to the project area throughout process, including notification of public hearings.
- Physical mailing notice of Planning Commission public hearing
- Ongoing opportunity to provide comment on project website.
- Regular email updates on project workshops and public hearings sent to project emailing list and neighborhood associations.

Next Steps

- The project team has deferred the Planning Commission public hearing to September 12 to provide additional time to notify key stakeholders and share the proposed standards, as well as to consider potential refinements to the proposed building stepdown standards based on Council feedback.
- Following Planning Commission public hearing, staff anticipate providing Council a brief update under Communications in advance of scheduled first read and public hearing.
- City Council first reading is scheduled on October 16th and the public hearing is scheduled on October 23rd. A mailer noticing the Council dates will be sent out to properties within the Evergreen and Grand Corridors and surrounding neighborhoods, in addition to email and notification and direct outreach to key partners.

VOUCHER APPROVAL

We, the undersigned council members of the City of Vancouver, Clark County, Washington, do hereby certify that the merchandise or services hereinafter specified have been received and that the vouchers listed below are approved for payment in the amount of:

\$ 11,853,012.50 this 23th day of October 2023.

DocuSigned by:
Anne McEnerny-Ogle
MAYOR

Cyndi A. Turner
Digitally signed by Cyndi A. Turner
Date: 2023.10.16 17:15:23 -07'00'
AUDITING OFFICER

DocuSigned by:
Ty Stib
COUNCILMEMBER

DocuSigned by:
M W
COUNCILMEMBER

DATE	INCLUSIVE CHECK NUMBERS	CHECK TOTAL
October 09, 2023 - October 15, 2023	Accounts Payable Checks (see attached)	\$ 7,805,682.08
October 09, 2023 - October 15, 2023	Hansen City Payments (see attached)	\$ 38,201.88
October 09, 2023 - October 15, 2023	Visa Refunds (see attached)	\$ 2,777.41
October 09, 2023 - October 15, 2023	Payroll Checks (see attached)	\$ 4,006,351.13
TOTAL		\$ 11,853,012.50

INVOICE PAYMENTS REPORT

<u>Payment Category</u>	<u>Payment Type</u>	<u>Transaction Reference</u>	<u>Payment Date</u>	<u>Payment Amount</u>	<u>Payment Payee</u>	<u>Memo</u>
Supplier Payment	Check	14232	10/10/2023	6,470.18	Aflac	
Supplier Payment	Check	14233	10/10/2023	5,589.60	AFSCME Local #307	
Supplier Payment	Check	14234	10/10/2023	334.00	California State Disbursement Unit	
Supplier Payment	Check	14235	10/10/2023	491.00	Hawaii SDU	
Supplier Payment	Check	14236	10/10/2023	739.90	IAM Local #1374	
Supplier Payment	Check	14237	10/10/2023	8,736.23	Life Insurance Company of North America	
Supplier Payment	Check	14238	10/10/2023	875.00	MFS Service Center Inc	
Supplier Payment	Check	14239	10/10/2023	75.00	OPEIU Local #11	
Supplier Payment	Check	14240	10/10/2023	4,352.84	OPEIU Local #11	
Supplier Payment	Check	14241	10/10/2023	672.00	Teamsters Local #58	
Supplier Payment	Check	14242	10/10/2023	227.50	UA Local #290	
Supplier Payment	Check	14243	10/10/2023	3,349.50	Western Conference of Teamsters	
Supplier Payment	Check	14244	10/10/2023	953.58	Western Metal Industry Pension Plan	
Ad Hoc Payment	Check	14245	10/11/2023	134.13	Angela or Clarence III, Davis	Utility Refunds: 0107005220-08
Ad Hoc Payment	Check	14246	10/11/2023	257.81	Babcock, Suzanne	Utility Refunds: 0101000673-04
Ad Hoc Payment	Check	14247	10/11/2023	208.70	Barnes, Shannon	Utility Refunds: 0163001038-02 Consolidated refund created from multiple refunds
Ad Hoc Payment	Check	14248	10/11/2023	360.55	Carpenter, Gregory	Utility Refunds: 0109000204-04
Ad Hoc Payment	Check	14249	10/11/2023	201.50	Cedar Hills Homes LLC	Utility Refunds: 0500006170-01
Ad Hoc Payment	Check	14250	10/11/2023	8.92	Charlotte Wilson or Eric Rathja	Utility Refunds: 0028026700-09
Ad Hoc Payment	Check	14251	10/11/2023	1,879.36	Clark College	Utility Refunds: 0002000111-02
Ad Hoc Payment	Check	14252	10/11/2023	303.16	Connolly, Patrick or Andrea	Utility Refunds: 0032015508-06
Ad Hoc Payment	Check	14253	10/11/2023	50.08	Coy, Karen	Utility Refunds: 0082000664-03
Ad Hoc Payment	Check	14254	10/11/2023	167.96	Crane, Ian or Cindi	Utility Refunds: 0147012500-01
Ad Hoc Payment	Check	14255	10/11/2023	73.04	Crystal Cabrera or Kevin Saechao	Utility Refunds: 0500002152-02
Ad Hoc Payment	Check	14256	10/11/2023	800.00	Deborah or James Thompson	Utility Refunds: 0000004433-02
Ad Hoc Payment	Check	14257	10/11/2023	103.26	Dufay, Heather	Utility Refunds: 0002000111-02
Ad Hoc Payment	Check	14258	10/11/2023	29.51	Erik, Michelle, or William Deboard or, Melissa Northfleet	Utility Refunds: 0107020150-05
Ad Hoc Payment	Check	14259	10/11/2023	51.17	Gayle, Louie	Utility Refunds: 0000002523-02 Consolidated refund created from multiple refunds
Ad Hoc Payment	Check	14260	10/11/2023	69.60	Hart, Kevin	Utility Refunds: 0118039600-03
Ad Hoc Payment	Check	14261	10/11/2023	48.01	Hoyt, Terry	Utility Refunds: 0000003619-04
Ad Hoc Payment	Check	14262	10/11/2023	326.38	Invest West Management	Utility Refunds: 0124001172-06
Ad Hoc Payment	Check	14263	10/11/2023	187.82	Jennifer Hill or Hovey Bruce Hill	Utility Refunds: 0117052424-02
Ad Hoc Payment	Check	14264	10/11/2023	225.54	Kellie A Warren or Harrison John Henry Warren	Utility Refunds: 0020006900-08
Ad Hoc Payment	Check	14265	10/11/2023	110.65	Kevin W Woolridge or Deann Tschantre	Utility Refunds: 0026006500-02
Ad Hoc Payment	Check	14266	10/11/2023	115.00	Linda Hall Trustee for, Linda Hall Living Trust	Utility Refunds: 0124001046-03 Consolidated refund created from multiple refunds
Ad Hoc Payment	Check	14267	10/11/2023	203.77	Macy, Sandra or Jon	Utility Refunds: 0058021300-08
Ad Hoc Payment	Check	14268	10/11/2023	23.00	Marla Sampson or Terrence Davis, or Estate of Teddy Davis	Utility Refunds: 0024057000-00
Ad Hoc Payment	Check	14269	10/11/2023	46.91	Matthew or Brooke Fescenmeyer	Utility Refunds: 0000006729-02
Ad Hoc Payment	Check	14270	10/11/2023	195.94	McDermott, Lorie	Utility Refunds: 0107003204-06
Ad Hoc Payment	Check	14271	10/11/2023	139.10	McDonough, Kimberly	Utility Refunds: 0089089001-01
Ad Hoc Payment	Check	14272	10/11/2023	20.62	Nickell, Karen	Utility Refunds: 0033080300-01
Ad Hoc Payment	Check	14273	10/11/2023	76.58	Nylund Homes Inc	Utility Refunds: 0129002606-02
Ad Hoc Payment	Check	14274	10/11/2023	104.20	Pamela Mcewan or Derek Egbert	Utility Refunds: 0500004399-02
Ad Hoc Payment	Check	14275	10/11/2023	822.35	Peterson, Daryl	Utility Refunds: 0017087200-02 Consolidated refund created from multiple refunds

INVOICE PAYMENTS REPORT

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Ad Hoc Payment	Check	14276	10/11/2023	163.79	Prodan,Nataliya	Utility Refunds: 0080067100-21 Consolidated refund created from multiple refunds
Ad Hoc Payment	Check	14277	10/11/2023	66.43	Shuler,Linda	Utility Refunds: 0116116000-03
Ad Hoc Payment	Check	14278	10/11/2023	582.36	Slamp,David or Kathleen	Utility Refunds: 0000002383-02 Consolidated refund created from multiple refunds
Ad Hoc Payment	Check	14279	10/11/2023	91.34	Wilson,Charlotte	Utility Refunds: 0028026700-09
Ad Hoc Payment	Check	14280	10/11/2023	2,296.60	Zimmerman,Shanna	Utility Refunds: 0002000111-02
Customer Refund	Check	14281	10/11/2023	660.00	MAX LYONS	
Miscellaneous Payment	Check	14282	10/11/2023	227.27	110 Home Solutions LLC	DMO-341299
Miscellaneous Payment	Check	14283	10/11/2023	74.00	4 A Roofing	RES-343020
Miscellaneous Payment	Check	14284	10/11/2023	1,300.00	American Cancer Society Relay for Life	ES Park Refund
Miscellaneous Payment	Check	14285	10/11/2023	580.00	ASHLYN MEDINA	Refund of COV business license endorsement. Business moved out of city limits.
Miscellaneous Payment	Check	14286	10/11/2023	663.85	Barbara Kipp	Witness expenses
Miscellaneous Payment	Check	14287	10/11/2023	967.63	Becki McGrew	RES-343047
Miscellaneous Payment	Check	14288	10/11/2023	1,500.00	BRAVO! Concerts Northwest	
Miscellaneous Payment	Check	14289	10/11/2023	379.13	Dynalectric Company	MPE-336878
Miscellaneous Payment	Check	14290	10/11/2023	7,212.95	Edmundo Rodriguez	Claim #GL20230927
Miscellaneous Payment	Check	14291	10/11/2023	1,640.28	Ericka Lytle	Claim #GL20230942
Miscellaneous Payment	Check	14292	10/11/2023	549.56	GB Manchester Inc	FRI-343482
Miscellaneous Payment	Check	14293	10/11/2023	406.90	Ian Crane	Claim #GL20230921
Miscellaneous Payment	Check	14294	10/11/2023	91.00	KILADA LLC	Refund of duplicate payment to invoice#77051181
Miscellaneous Payment	Check	14295	10/11/2023	297.00	KINGS CROSS AUTOMOTIVE	Refund duplicate payment to INV#77056281
Miscellaneous Payment	Check	14296	10/11/2023	100.00	Landover Sharmel Neighborhood Association	2023 Resource Conservation Challenge
Miscellaneous Payment	Check	14297	10/11/2023	112.82	Marcella Fleming-Reed	Witness expenses
Miscellaneous Payment	Check	14298	10/11/2023	433.33	NORTHWEST SURGICAL SPECIALISTS, P.C.	Refund to customer for overcharge on Business License Invoice#00036111
Miscellaneous Payment	Check	14299	10/11/2023	1,300.00	Parkinson's Resources of Oregon	ES Park Refund
Miscellaneous Payment	Check	14300	10/11/2023	74,484.49	PDC Seattle LPIV BB/TH LLC	LUP-82703
Miscellaneous Payment	Check	14301	10/11/2023	50.00	PRAIRIE LIVING LLC	Refund COV endorsement from business license fees
Miscellaneous Payment	Check	14302	10/11/2023	74.00	Rolland Walters	CMI-344120
Miscellaneous Payment	Check	14303	10/11/2023	2,589.28	Shelton Louie	Claim #GL20220758
Miscellaneous Payment	Check	14304	10/11/2023	124.59	STAFFDNA LLC	Refund to customer for overcharge on Business License Invoice#00036215
Miscellaneous Payment	Check	14305	10/11/2023	1,944.11	Steven M. Jones	Claim #GL20230914
Miscellaneous Payment	Check	14306	10/11/2023	2,465.37	Team Construction LLC	CMI-340349
Miscellaneous Payment	Check	14307	10/11/2023	434.50	Tyler Trenda	
Miscellaneous Payment	Check	14308	10/11/2023	1,300.00	Vancouver for Peace	ES Park Refund
Miscellaneous Payment	Check	14309	10/11/2023	2,754.86	Zane Smith	Claim #GL20230838
Supplier Payment	Check	14310	10/11/2023	351.00	Accurate Corporate Services Inc	
Supplier Payment	Check	14311	10/11/2023	10,892.13	Action Technology Systems	
Supplier Payment	Check	14312	10/11/2023	40.38	Airgas, Inc	
Supplier Payment	Check	14313	10/11/2023	2,393.76	AKS Engineering & Forestry LLC	
Supplier Payment	Check	14314	10/11/2023	1,649.07	A-Line Asphalt Maintenance Inc	
Supplier Payment	Check	14315	10/11/2023	2,277.00	Allegis Group Holdings Inc Remit-To: TekSystems Inc - Atlanta	
Supplier Payment	Check	14316	10/11/2023	790.00	AmeriGlo Holdings, LLC	
Supplier Payment	Check	14317	10/11/2023	3,966.46	Anixter Inc	
Supplier Payment	Check	14318	10/11/2023	831.56	Annas Consultants Inc	
Supplier Payment	Check	14319	10/11/2023	292.84	Aramark Uniform & Career Apparel LLC - Remit-To: Aramark - Pasadena	
Supplier Payment	Check	14320	10/11/2023	34,456.21	Arborscape Ltd Inc	
Supplier Payment	Check	14321	10/11/2023	8,429.95	AT & T Mobility II LLC	
Supplier Payment	Check	14322	10/11/2023	86.46	AT & T Mobility II LLC	
Supplier Payment	Check	14323	10/11/2023	18,376.00	Ballard Marine Construction LLC	
Supplier Payment	Check	14324	10/11/2023	17,812.50	Barran Liebman LLP	
Supplier Payment	Check	14325	10/11/2023	10,887.50	Berry Dunn McNeil & Parker LLC	
Supplier Payment	Check	14326	10/11/2023	6,405.19	BHC Consultants LLC	
Supplier Payment	Check	14327	10/11/2023	266.62	Bound Tree Medical LLC	
Supplier Payment	Check	14328	10/11/2023	17,701.29	Brightview Holdings Inc	

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Supplier Payment	Check	14329	10/11/2023	109,282.75	Brown and Caldwell - Remit-To: Brown & Caldwell - San Francisco	
Supplier Payment	Check	14330	10/11/2023	8,482.75	BSK Associates - Remit-To: Supplier BSK Associates	
Supplier Payment	Check	14331	10/11/2023	14,500.00	Cascade Inn	
Supplier Payment	Check	14332	10/11/2023	1,947.50	CBG Communications Inc	
Supplier Payment	Check	14333	10/11/2023	839.83	Cellco Partnership - Remit-To: Cellco - Dallas	
Supplier Payment	Check	14334	10/11/2023	1,224.89	Chicago Title Company of WA	
Supplier Payment	Check	14335	10/11/2023	138.00	City of Vancouver - Remit-To: COV Main	
Supplier Payment	Check	14336	10/11/2023	6,700.00	Clark County Fire District 3	
Supplier Payment	Check	14337	10/11/2023	20,486.25	Clark County Fire District 5	
Supplier Payment	Check	14338	10/11/2023	884,770.75	Clark County - Remit-To: Clark County - Treasurer Vancouver	
Supplier Payment	Check	14339	10/11/2023	103,754.87	Columbia Resource Company	
Supplier Payment	Check	14340	10/11/2023	108.33	Comcast Holdings Corporation - Remit-To: Comcast Business - City of Industry	
Supplier Payment	Check	14341	10/11/2023	64.95	Comcast Holdings Corporation - Remit-To: Comcast Business - City of Industry	
Supplier Payment	Check	14342	10/11/2023	193.33	Comcast Holdings Corporation - Remit-To: Comcast Business - City of Industry	
Supplier Payment	Check	14343	10/11/2023	32.53	Comcast Holdings Corporation - Remit-To: Comcast Business - City of Industry	
Supplier Payment	Check	14344	10/11/2023	32.91	Comcast Holdings Corporation - Remit-To: Comcast Business - City of Industry	
Supplier Payment	Check	14345	10/11/2023	19,903.73	Comcast Holdings Corporation - Remit-To: Comcast Holdings Corporation - Philadelphia	
Supplier Payment	Check	14346	10/11/2023	21,361.88	Consor North America Inc	
Supplier Payment	Check	14347	10/11/2023	22,312.11	Copiers Northwest	
Supplier Payment	Check	14348	10/11/2023	17,743.21	CUES Inc - Remit-To: CUES Inc - Cincinnati	
Supplier Payment	Check	14349	10/11/2023	525.16	CyberSource Corporation - Remit-To: CyberSource - Los Angeles	
Supplier Payment	Check	14350	10/11/2023	8,400.00	Davidson Benefits Planning	
Supplier Payment	Check	14351	10/11/2023	268.00	Dex Media West	
Supplier Payment	Check	14352	10/11/2023	10,917.74	Epic Land Solutions, Inc.	
Supplier Payment	Check	14353	10/11/2023	935.00	Examworks Inc	
Supplier Payment	Check	14354	10/11/2023	56.52	Experian Marketing Solutions - Remit-To: Experian - Los Angeles	
Supplier Payment	Check	14355	10/11/2023	144.57	Fazio Bros Sand Co Inc	
Supplier Payment	Check	14356	10/11/2023	1,896.82	Ferguson Enterprises - Remit-To: Ferguson - Dallas	
Supplier Payment	Check	14357	10/11/2023	1,252.35	FFA Architecture and Interiors, Inc	
Supplier Payment	Check	14358	10/11/2023	1,014.20	Galls LLC	
Supplier Payment	Check	14359	10/11/2023	9,486.33	Genuine Parts Company - Remit-To: NAPA - Vancouver	
Supplier Payment	Check	14360	10/11/2023	2,919.18	Global Transportation Engineering Corporation	
Supplier Payment	Check	14361	10/11/2023	500.00	Gregory Martin Ayers	
Supplier Payment	Check	14362	10/11/2023	38,493.98	HDJ Design Group - Remit-To: HDJ - Portland	
Supplier Payment	Check	14363	10/11/2023	1,721.16	Intravaia Risk Management Group LLC	
Supplier Payment	Check	14364	10/11/2023	1,988.54	Invintus Media LLC	
Supplier Payment	Check	14365	10/11/2023	1,466.10	Jamestown Networks	
Supplier Payment	Check	14366	10/11/2023	5,520.00	Jennifer J Wallenberg	
Supplier Payment	Check	14367	10/11/2023	1,942.31	J Frank Schmidt and Son Co - Remit-To: J Frank Schmidt and Son Co	
Supplier Payment	Check	14368	10/11/2023	885.00	Karapace Consulting , LLC	
Supplier Payment	Check	14369	10/11/2023	34,626.64	KBT Distributing LLC	
Supplier Payment	Check	14370	10/11/2023	10,171.10	Keller Associates Inc	
Supplier Payment	Check	14371	10/11/2023	1,173.98	Kurita America Inc - Remit-To: US Water - Minneapolis	

INVOICE PAYMENTS REPORT

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Supplier Payment	Check	14372	10/11/2023	45,890.84	L.N. Curtis & Sons - Remit-To: Supplier L.N. Curtis & Sons	
Supplier Payment	Check	14373	10/11/2023	9,880.00	Lacamas Northwest LLC	
Supplier Payment	Check	14374	10/11/2023	13,090.82	Lakeside Industries Inc - Remit-To: Lakeside - LB Seattle	
Supplier Payment	Check	14375	10/11/2023	273.82	Langley's Ace Inc	
Supplier Payment	Check	14376	10/11/2023	11.00	LENDINGCLUB BANK, NATIONAL ASSOCIATION	
Supplier Payment	Check	14377	10/11/2023	2,473.89	Level 3 Financing, Inc	
Supplier Payment	Check	14378	10/11/2023	3,630.12	Loomis Armored US LLC - Remit-To: Loomis - Palatine	
Supplier Payment	Check	14379	10/11/2023	326.11	Mark IV Enterprises Inc	
Supplier Payment	Check	14380	10/11/2023	52,500.00	Marvin Schram Sr	
Supplier Payment	Check	14381	10/11/2023	808.05	Northwest Health and Safety Inc	
Supplier Payment	Check	14382	10/11/2023	11,962.23	Northwest Natural Gas Company - Remit-To: NW Natural - Portland	
Supplier Payment	Check	14383	10/11/2023	19,096.04	Northwest Staffing Resources Inc - Remit-To: Northwest Staffing Resources	
Supplier Payment	Check	14384	10/11/2023	1,455.20	One Call Concepts Inc	
Supplier Payment	Check	14385	10/11/2023	6,929.63	Oregon Rifleworks	
Supplier Payment	Check	14386	10/11/2023	150.00	Performance Occupational Health Services, LLC	
Supplier Payment	Check	14387	10/11/2023	9,336.51	Physio-Control Inc - Remit-To: Stryker Medical	
Supplier Payment	Check	14388	10/11/2023	229.46	Porter W Yett Company	
Supplier Payment	Check	14389	10/11/2023	1,919.00	Portland Adventist Medical Center	
Supplier Payment	Check	14390	10/11/2023	43,171.38	PPC Solutions Inc	
Supplier Payment	Check	14391	10/11/2023	7,129.02	Prestige Care & Rehabilitation - Camas	
Supplier Payment	Check	14392	10/11/2023	499.00	Professional Translators and Multicultural Experts Inc	
Supplier Payment	Check	14393	10/11/2023	2,877.61	Qwest Corporation - Remit-To: Qwest Corp- Seattle	
Supplier Payment	Check	14394	10/11/2023	3,460.36	Ralph Schram	
Supplier Payment	Check	14395	10/11/2023	3,608.81	Rampart USA Corp	
Supplier Payment	Check	14396	10/11/2023	4,959.00	Rapid Response Bio Clean Inc.	
Supplier Payment	Check	14397	10/11/2023	7,342.08	Retail Lockbox Inc	
Supplier Payment	Check	14398	10/11/2023	71,392.01	Right Systems Inc	
Supplier Payment	Check	14399	10/11/2023	5,000.00	Right-Way CDL Academy, LLC	
Supplier Payment	Check	14400	10/11/2023	38,261.19	San Diego Police Equipment Co Inc	
Supplier Payment	Check	14401	10/11/2023	3,000.00	Scott Donaldson	
Supplier Payment	Check	14402	10/11/2023	6,922.84	SeaWestern Inc	
Supplier Payment	Check	14403	10/11/2023	2,398.59	Shrums Pest Control	
Supplier Payment	Check	14404	10/11/2023	2,733.00	Site Workshop Landscape Architecture, LLC	
Supplier Payment	Check	14405	10/11/2023	16,292.85	Southwest Clean Air Agency	
Supplier Payment	Check	14406	10/11/2023	1,085.96	State of Washington Department of Transportation	
Supplier Payment	Check	14407	10/11/2023	6.69	Stericycle Inc - Remit-To: Shred-It	
Supplier Payment	Check	14408	10/11/2023	2,175.00	Summit Law Group	
Supplier Payment	Check	14409	10/11/2023	204,564.03	TCF Architecture, PLLC	
Supplier Payment	Check	14410	10/11/2023	1,755.00	The Loudenback Corporation	
Supplier Payment	Check	14411	10/11/2023	1,437.67	Transunion Risk & Alternative Data Solutions Inc	
Supplier Payment	Check	14412	10/11/2023	1,035.00	Triangle Resources Inc	
Supplier Payment	Check	14413	10/11/2023	1,310.23	Trilogy MedWaste West, LLC	
Supplier Payment	Check	14414	10/11/2023	4,868.54	Triple J Enterprises	
Supplier Payment	Check	14415	10/11/2023	1,580.00	United States Postal Service - Remit-To: United States Postal Service Caples	
Supplier Payment	Check	14416	10/11/2023	152.00	Vancouver Aire LLC	
Supplier Payment	Check	14417	10/11/2023	81.53	W.B. Sprague Co. Inc.	
Supplier Payment	Check	14418	10/11/2023	3,466.50	Wallis Engineering PLLC	
Supplier Payment	Check	14419	10/11/2023	3,886.55	Walter E Nelson Company	
Supplier Payment	Check	14420	10/11/2023	24,177.88	Waste Connections of Washington - Remit-To: Waste Connections - Vancouver	
Supplier Payment	Check	14421	10/11/2023	5,770.00	Water Systems Consulting Inc	

INVOICE PAYMENTS REPORT

Payment Category	Payment Type	Transaction Reference	Payment Date	Payment Amount	Payment Payee	Memo
Supplier Payment	Check	14422	10/11/2023	16,973.55	Wav LLC	
Supplier Payment	Check	14423	10/11/2023	627.54	Wex Bank	
Supplier Payment	Check	14424	10/11/2023	6,549.45	Whitney Equipment Company Inc	
Supplier Payment	Check	14425	10/11/2023	1,468,047.03	Willis Towers Watson Insurance Services West Inc	
Supplier Payment	Check	14426	10/11/2023	8,550.28	Wire Works LLC	
Supplier Payment	Check	14427	10/11/2023	2,282.68	Zayo Group Holding Inc - Remit-To: Zayo Group Holding Inc	
			Check	3,815,613.13		
Cash Advance Payment	Direct Deposit	EFT-00217090	10/12/2023	321.50	Mark Ghezzi	Travel Advance
Expense Payment	Direct Deposit	EFT-00217091	10/12/2023	367.75	Udobong Obotette	Employee Reimbursement
Cash Advance Payment	Direct Deposit	EFT-00217092	10/12/2023	90.00	Erica Nilsen	Travel Advance
Cash Advance Payment	Direct Deposit	EFT-00217093	10/12/2023	103.50	Nathan Leek	Travel Advance
Cash Advance Payment	Direct Deposit	EFT-00217094	10/12/2023	103.50	Tige Harmon	Travel Advance
Cash Advance Payment	Direct Deposit	EFT-00217095	10/12/2023	103.50	Brennan Blue	Travel Advance
Cash Advance Payment	Direct Deposit	EFT-00217096	10/12/2023	58.50	Kristi Lucht	Travel Advance
Cash Advance Payment	Direct Deposit	EFT-00217097	10/12/2023	674.95	Ann Hawkins	Travel Advance
Cash Advance Payment	Direct Deposit	EFT-00217098	10/12/2023	379.50	Dale Barnette	Travel Advance
Cash Advance Payment	Direct Deposit	EFT-00217099	10/12/2023	35.00	Brian Wilson	Travel Advance
Cash Advance Payment	Direct Deposit	EFT-00217100	10/12/2023	284.50	Andrew Jorgenson	Travel Advance
Cash Advance Payment	Direct Deposit	EFT-00217101	10/12/2023	434.50	Robert Givens	Travel Advance
Cash Advance Payment	Direct Deposit	EFT-00217102	10/12/2023	284.50	Shane LaBeck	Travel Advance
Cash Advance Payment	Direct Deposit	EFT-00217103	10/12/2023	284.50	Chad Lawry	Travel Advance
Expense Payment	Direct Deposit	EFT-00217104	10/12/2023	10.85	Luigi Cartasegna	Employee Reimbursement
Expense Payment	Direct Deposit	EFT-00217105	10/12/2023	373.94	Janetta Menzies	Employee Reimbursement
Expense Payment	Direct Deposit	EFT-00217106	10/12/2023	209.25	Rodrigo Osorio	Employee Reimbursement
Expense Payment	Direct Deposit	EFT-00217107	10/12/2023	60.00	Nick Imbery	Employee Reimbursement
Expense Payment	Direct Deposit	EFT-00217108	10/12/2023	691.45	Cole Benak	Employee Reimbursement
Expense Payment	Direct Deposit	EFT-00217109	10/12/2023	21.74	Darren McShea	Employee Reimbursement
Expense Payment	Direct Deposit	EFT-00217110	10/12/2023	150.70	Heidi Scarpelli	Employee Reimbursement
Expense Payment	Direct Deposit	EFT-00217111	10/12/2023	63.75	Erik Jennings	Employee Reimbursement
Expense Payment	Direct Deposit	EFT-00217112	10/12/2023	36.00	Shannon Olsen	Employee Reimbursement
Expense Payment	Direct Deposit	EFT-00217113	10/12/2023	2,201.96	Uma Vedantham	Employee Reimbursement
Cash Advance Payment	Direct Deposit	EFT-00217114	10/12/2023	284.50	Heidi Scarpelli	Travel Advance
Expense Payment	Direct Deposit	EFT-00217115	10/12/2023	500.00	Isidoro Flores	Employee Reimbursement
Expense Payment	Direct Deposit	EFT-00217116	10/12/2023	1,016.41	Erik Paulsen	Employee Reimbursement
Cash Advance Payment	Direct Deposit	EFT-00217117	10/12/2023	172.50	Michael Whitney	Travel Advance
Expense Payment	Direct Deposit	EFT-00217118	10/12/2023	243.88	Nicholas Popravak	Employee Reimbursement
Cash Advance Payment	Direct Deposit	EFT-00217119	10/12/2023	379.50	James Kelly	Travel Advance
Cash Advance Payment	Direct Deposit	EFT-00217120	10/12/2023	329.50	James Demmon	Travel Advance
Expense Payment	Direct Deposit	EFT-00217121	10/12/2023	55.41	Timothy Brown	Employee Reimbursement
			Direct Deposit	10,327.04		
Supplier Payment	EFT	EFT-00217040	10/10/2023	12,544.08	Vancouver Police Officer Guild	
Supplier Payment	EFT	EFT-00217041	10/10/2023	153.91	Legal Shield	
Supplier Payment	EFT	EFT-00217042	10/10/2023	17,843.97	Allegiance Benefit Plan Management Inc	
Supplier Payment	EFT	EFT-00217043	10/10/2023	1,431.78	Vancouver Command Guild	
Supplier Payment	EFT	EFT-00217044	10/10/2023	28,876.43	IAFF Local #452	
Supplier Payment	EFT	EFT-00217122	10/12/2023	21,655.83	Mead and Hunt Inc	
Supplier Payment	EFT	EFT-00217123	10/12/2023	101.31	Praxair Distribution Inc	
Supplier Payment	EFT	EFT-00217124	10/12/2023	359.82	Retail Lockbox Inc	
Supplier Payment	EFT	EFT-00217125	10/12/2023	2,795.00	BCE Engineers, Inc.	
Supplier Payment	EFT	EFT-00217126	10/12/2023	1,483.24	State of Washington Consolidated Technology Services	
Supplier Payment	EFT	EFT-00217127	10/12/2023	39,483.00	Keen Independent Research LLC	
Supplier Payment	EFT	EFT-00217128	10/12/2023	54,097.98	Western Water Works Supply Co Inc	
Supplier Payment	EFT	EFT-00217129	10/12/2023	7,816.42	Waxie's Enterprises Inc	
Supplier Payment	EFT	EFT-00217130	10/12/2023	6,155.00	Coffman Engineers Inc	
Supplier Payment	EFT	EFT-00217131	10/12/2023	7,503.78	Fire Systems West	
Supplier Payment	EFT	EFT-00217132	10/12/2023	35,473.35	Halbert Construction Services LLC	
Supplier Payment	EFT	EFT-00217133	10/12/2023	14,965.75	Jacobs Engineering Group Inc	
Supplier Payment	EFT	EFT-00217134	10/12/2023	1,495.06	Key Code Media, Inc	
Supplier Payment	EFT	EFT-00217135	10/12/2023	1,644.63	RELX Inc. - Remit-To: LexisNexis - Chicago	
Supplier Payment	EFT	EFT-00217136	10/12/2023	6,841.80	CivicPlus, LLC	
Supplier Payment	EFT	EFT-00217137	10/12/2023	1,630.50	Apex Hood Cleaning	
Supplier Payment	EFT	EFT-00217138	10/12/2023	616,798.69	Operations Management International Inc	
Supplier Payment	EFT	EFT-00217139	10/12/2023	7,993.73	Opis Architecture LLP	

*Please contact Procurement Services if you would like to review the justification for EMERGENCY procurement.

INVOICE PAYMENTS REPORT

Payment Category	Payment Type	Transaction Reference	Payment Date	Payment Amount	Payment Payee	Memo
Supplier Payment	EFT	EFT-00217140	10/12/2023	7,108.18	Picard Corp	
Supplier Payment	EFT	EFT-00217141	10/12/2023	24,550.70	Lynn K Wittwer MD PC	
Supplier Payment	EFT	EFT-00217142	10/12/2023	2,286.08	Canopy Wellbeing	
Supplier Payment	EFT	EFT-00217143	10/12/2023	5,045.00	Pitney Bowes Inc	
Supplier Payment	EFT	EFT-00217144	10/12/2023	19,416.82	Evoqua Water Technologies LLC	
Supplier Payment	EFT	EFT-00217145	10/12/2023	8,445.64	Tierra Right of Way Services LTD	
Supplier Payment	EFT	EFT-00217146	10/12/2023	63,471.59	T2 Systems Inc - Remit-To: T2- Atlanta	
Supplier Payment	EFT	EFT-00217147	10/12/2023	5,005.00	Brad Piesch Aggressive Enterprises, Inc	
Supplier Payment	EFT	EFT-00217148	10/12/2023	30,197.36	Meterereaders LLC	
Supplier Payment	EFT	EFT-00217149	10/12/2023	17,943.08	Columbia West Engineering	
Supplier Payment	EFT	EFT-00217150	10/12/2023	6,071.75	PBS Engineering and Environmental Inc	
Supplier Payment	EFT	EFT-00217151	10/12/2023	1,281.00	State of Washington Auditor's Office	
Supplier Payment	EFT	EFT-00217152	10/12/2023	740.00	Rotschy Inc	
Supplier Payment	EFT	EFT-00217153	10/12/2023	1,862.73	Accurate Investigation Services	
Supplier Payment	EFT	EFT-00217154	10/12/2023	7,100.94	HDR Engineering Inc - Remit-To: HDR Engineering - Chicago	
Supplier Payment	EFT	EFT-00217155	10/12/2023	14,883.10	George Elevator Service LLC	
Supplier Payment	EFT	EFT-00217156	10/12/2023	1,750.57	Linguava Interpreters Inc	
Supplier Payment	EFT	EFT-00217157	10/12/2023	862.52	Del Sol Inc	
Supplier Payment	EFT	EFT-00217158	10/12/2023	787.17	Miller Mendel Inc	
Supplier Payment	EFT	EFT-00217159	10/12/2023	2,189.19	Power Systems West	
Supplier Payment	EFT	EFT-00217160	10/12/2023	966.00	Allegiance Benefit Plan Management Inc - Remit-To: Pensioners	
		EFT		1,111,109.48		
Supplier Payment	Manual Wire		10/6/2023	230.99	Allegiance Benefit Plan	
Supplier Payment	Manual Wire		10/10/2023	32,150.00	Vancouver Firefighters Union Health & Welfare Trust	
Supplier Payment	Manual Wire		10/10/2023	22,300.00	Washington State Firefighters	
Supplier Payment	Manual Wire		10/10/2023	654.00	Oregon SDU	
Supplier Payment	Manual Wire		10/10/2023	1,438.46	Vancouver Fire Command Officers	
Supplier Payment	Manual Wire		10/10/2023	22,460.35	Western States Health & Welfare Trust	
Supplier Payment	Manual Wire		10/10/2023	5,784.58	Washington SDU	
Supplier Payment	Manual Wire		10/10/2023	266,416.64	International City Management Association Retirement Corporation	
Supplier Payment	Manual Wire		10/10/2023	51,777.93	State of Washington Department of Retirement Systems (DRS)	
Supplier Payment	Manual Wire		10/10/2023	195,309.69	Blue Cross Blue Shield of Oregon	
Supplier Payment	Manual Wire		10/10/2023	17,926.70	Washington Dental Service	
Supplier Payment	Manual Wire		10/10/2023	283.75	Keybank National Association	
Supplier Payment	Manual Wire		10/11/2023	1,179,364.37	Internal Revenue Service	
Supplier Payment	Manual Wire		10/12/2023	44,255.99	State of Oregon Department of Revenue	
Supplier Payment	Manual Wire		10/12/2023	3.00	City of Portland Revenue Division	
Supplier Payment	Manual Wire		10/12/2023	13,354.05	Bank Of America N.A. - Remit-To: Charlotte NC	
Supplier Payment	Manual Wire		10/13/2023	58,764.81	Clark County - Remit-To: Clark County - Treasurer Vancouver	
Supplier Payment	Manual Wire		10/13/2023	883,800.29	State of Washington Department of Retirement Systems (DRS)	
Supplier Payment	Manual Wire		10/13/2023	72,356.83	Liberty Mutual Group Inc.	
	Manual Wire			2,868,632.43		
	Checks			3,815,613.13		
	Direct Deposit			10,327.04		
	EFT			1,111,109.48		
			10/16/2023	38,201.88	City Payments	Posted 10-09-23 to 10-15-23
				38,201.88		
			10/16/2023	1,431.24	Miscellaneous	Parks Class Refunds FCC 10-09-23 to 10-15-23
			10/16/2023	1,346.17	Miscellaneous	Parks Class Refunds MCC 10-09-23 to 10-15-23
				2,777.41		
				4,006,351.13		
				11,853,012.50		

*Please contact Procurement Services if you would like to review the justification for EMERGENCY procurement.

INVOICE PAYMENTS REPORT

<u>Payment Category</u>	<u>Payment Type</u>	<u>Transaction Reference</u>	<u>Payment Date</u>	<u>Payment Amount</u>	<u>Payment Payee</u>	<u>Memo</u>

*Please contact Procurement Services if you would like to review the justification for EMERGENCY procurement.

City of Vancouver
Payroll Council Report
October 9, 2023 - October 15, 2023

Check No.	Date	Explanation	Amount
1662 - 1693	10/10/23	October 10th Payroll	\$ 12,316.26
215120 - 217039	10/10/23	October 10th Direct Deposits	\$ 3,994,034.87
N/A	10/10/23	10/10/2023 NACHA Return	\$ (3,734.79)
217161	10/12/23	Replacement for 10/10/23 NACHA Return	\$ 3,734.79

\$ 4,006,351.13



Staff Report: 194-23

TO: Mayor and City Council

FROM: Eric Holmes, City Manager

DATE: 10/23/2023
11/6/2023

SUBJECT Annexation- Cojocarú Property

Key Points

- Single owner request to annex into the City of Vancouver.
- Site is approximately .85 acres located at 14503 NE 70th Street.
- Applicant has requested to change to the Comprehensive Plan and zoning designation from single family residential to commercial.

Strategic Plan Alignment

Economic Opportunity - a place where a wide variety of businesses of all sizes grow and thrive.

Safe and Prepared Community – a safe place to live, work, learn, and play.

Present Situation

City staff has received a notice of intent to annex from a singular property owner. The subject site is located at the northern city limits at 14503 NE 70th Street, also abutting Fourth Plain Boulevard. The site is .85 acres in size and contains only an accessory shop building. Surrounding uses include single family residential to the north and west, and commercial uses to the east and south. The applicant intends to develop the property in the future for commercial use.

The proposed annexation will use the “direct petition” annexation method under RCW 35.13.125. This annexation process requires several public meetings with City Council and the Planning Commission. There is an initial meeting at which council votes on a Resolution to allow the annexation process to proceed. The applicant would then need to go through the Comprehensive Plan and zone change process through the Planning Commission and City Council. If the plan and zone designation change process is successful, then there would be a final City Council ordinance hearing for the annexation. The initial annexation resolution meeting is required for Council to determine:

1. The physical boundary of the annexation area.

2. The proposed Comprehensive Plan and zoning designations for the annexed area.
3. Whether to require the applicant to assume any City indebtedness.

Annexation Boundary

The boundary of the annexation area is shown graphically on Exhibit B and specifically delineated in the legal description, Exhibit A, attached to the Notice of Intent to Annex. The City will annex any right of way of Fourth Plain Boulevard south of the subject site. (The County GIS mapping shows a small gap of right of way area between the mapped northern City limits and south line of the subject annexation parcel).

The current service providers for the annexation boundary area include:

- Fire District 5 (currently serviced by Vancouver Fire Department)
- Vancouver water district (will remain)
- Vancouver Sewer district (will remain)
- Clark County Park District 5 (will change to City Park District C)
- Clark County Sheriff's Office (will change to Vancouver Police Department)
- Development review/ permits (will change to City of Vancouver)

Comprehensive Plan and zoning designations

The applicant is seeking to change the existing Comprehensive Plan designation of the site from Clark County Urban Low (UL) to City of Vancouver Commercial (COM) and changing the existing zoning designation of the site from Clark County single family R1-7.5 to City of Vancouver Community Commercial (CC) as depicted in exhibits "C" and "D".

Assumption of indebtedness

The annexation statutes authorize city councils to require property in an area being annexed to assume a pro rata share of the city's outstanding indebtedness that had been approved by the voters, incurred prior to the date of annexation. In this case the City Finance Director confirmed that there is not any City indebtedness to pass on to the annexation applicant.

Advantage(s)

- Supports owner annexation request.
- Ensures land is developed under City of Vancouver standards.
- City potentially receives future retail development generated taxes.

Disadvantage(s)

None known based on the size of the development.

Budget Impact

Minimal, based on the size of the annexation area. The City will assume property/retail taxes from the annexed area. The site will continue to be served by Vancouver water and sewer utility providers. Vancouver Fire Department already serves this area under contract with Fire District #5. Vancouver Police Department will assume service from the Clark County Sheriff's Office.

Prior Council Review

None

Action Requested

Following a public meeting on October 23, 2023, vote to adopt the resolution to proceed with the requested annexation process.

Bryan Monroe, Associate Housing Project Coordinator, 360-487-7958

ATTACHMENTS:

- ▢ Annexation- Cojocaru Resolution
- ▢ Annexation- Cojocaru Resolution Exhibits
- ▢ Annexation- Cojocaru Presentation

10/23/2023

RESOLUTION NO. _____

A RESOLUTION relating to support of an annexation request (Exhibit “E”) using the 60% direct petition method pursuant to RCW 35.13.130; establishing the geographic extent, determining the Comprehensive Plan and land use designations, and determining whether the property owners will assume all or any portion of existing City indebtedness for the proposed annexation area.

WHEREAS, pursuant to RCW 35.13.005, no city located in a county in which urban growth areas have been designated under RCW 36.70A.110 may annex territory beyond an urban growth area; and

WHEREAS, pursuant to chapter 36.70A RCW, the City has an urban growth area designated under the Growth Management Act; and

WHEREAS, the proposed annexation area, located at 14503 NE 70th Street, Vancouver, WA 98682 (Tax ID 107662684), is within Vancouver’s urban growth boundary and is contiguous to the City along the northern right-of-way line of Fourth Plain Boulevard, approximately 250 east of NE 143rd Avenue; and

WHEREAS, pursuant to RCW 35.13.125, the owners of the subject property notified the City of their intent to commence annexation proceedings through submittal of initiation petitions equaling ten percent (10%) or more of the assessed valuation of the proposed annexation area; and

WHEREAS, pursuant to RCW 35.13.140, the Vancouver City Council scheduled and advertised a public meeting with the interested parties to decide whether to accept, reject or

RESOLUTION - 1

geographically modify the proposed annexation area; whether to require simultaneous adoption of Comprehensive Plan and land use zoning designations as provided for in VMC 20.230.030; and whether to require assumption of all or any portion of the existing City indebtedness by the area to be annexed; and

WHEREAS, the .85-acre site proposed for annexation is currently within the City's urban growth area and is adjacent to the City limits as shown in Exhibit "B"; and

WHEREAS, the site is currently designated as Urban Low (UL) in Clark County for Comprehensive Plan and single family R1-7.5 for zoning; using the straight conversion under VMC 20.230.030 (B), the proposed annexation site would convert to the City's corresponding Urban Lower Density (UL) Comprehensive Plan designation and single-family R-6 zoning; and

WHEREAS, the Applicant is seeking to change the existing Comprehensive Plan designation of the site from Clark County Urban Low (UL) to City of Vancouver Commercial (COM) and changing the existing zoning designation of the site from Clark County single family R1-7.5 to City of Vancouver Community Commercial (CC) as depicted in exhibits "C" and "D"; and

WHEREAS, in accordance with VMC 20.230.030(C), the Applicant has proposed to complete the Comprehensive Plan and Zone Change process through the Planning Commission prior to returning to City Council for the final annexation ordinance hearing; and

WHEREAS, there is no existing indebtedness for the annexation area.

RESOLUTION - 2

NOW, THEREFORE,

BE IT RESOLVED BY THE CITY OF VANCOUVER:

Section 1. Pursuant to chapter 35.13 RCW, and as discussed in the associated Staff Report, the proposed annexation area is .85 acres of unincorporated land located within Vancouver's urban growth boundary and is contiguous to the City along the northern right-of-way line of Fourth Plain Boulevard, approximately 250 feet east of NE 143rd Avenue. The legal description of the proposed annexation area is set forth in Exhibit "A", attached hereto and incorporated herein. A map of the proposed annexation area is set forth in Exhibit "B", attached hereto and incorporated herein.

Section 2. City Council hereby supports the proposed annexation.

Section 3. Under VMC 20.230.030(C) and VMC 20.285.070, a land use plan will be adopted, to become effective in the event the subject property is annexed by the City.

Section 4. Currently there is no City indebtedness for the annexation area to assume; therefore assumption of existing debt is not required.

Section 5. This Resolution shall become effective immediately upon adoption and, as provided in RCW 35.13.125, is not subject to appeal.

RESOLUTION - 3

Signed this 23rd day of October 2023.

Anne McEnery-Ogle, Mayor

Attest:

Natasha Ramras, City Clerk

Approved as to form:

Jonathan Young, City Attorney

RESOLUTION - 4

**EXHIBIT A
LEGAL DESCRIPTION**

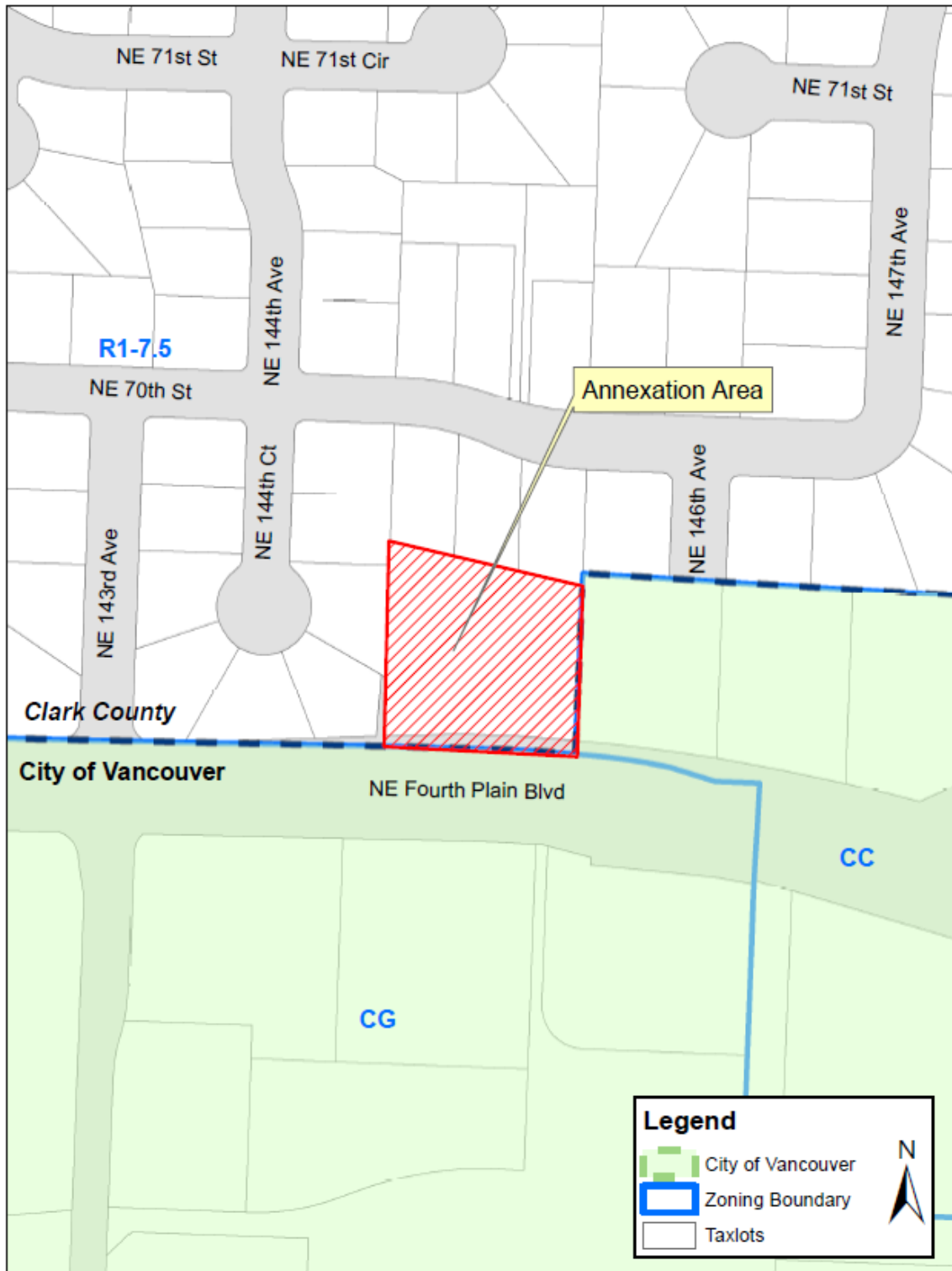
Taxlot #107662684

LOT 9 OF THE JUNES ESTATES SUBD RECORDED IN BOOK J PAGE 287 OF PLATS,
RECORDS OF CLARK COUNTY, WASHINGTON.

INCLUDING ANY CLARK COUNTY JURISDICTIONAL RIGHT OF WAY WITHIN
FOURTH PLAIN BOULEVARD ABUTTING SOUTH LINE OF THE ABOVE DESCRIBED
PARCEL.

RESOLUTION - 1

EXHIBIT B PARCEL MAP



RESOLUTION - 2

EXHIBIT C
Proposed Comprehensive Plan

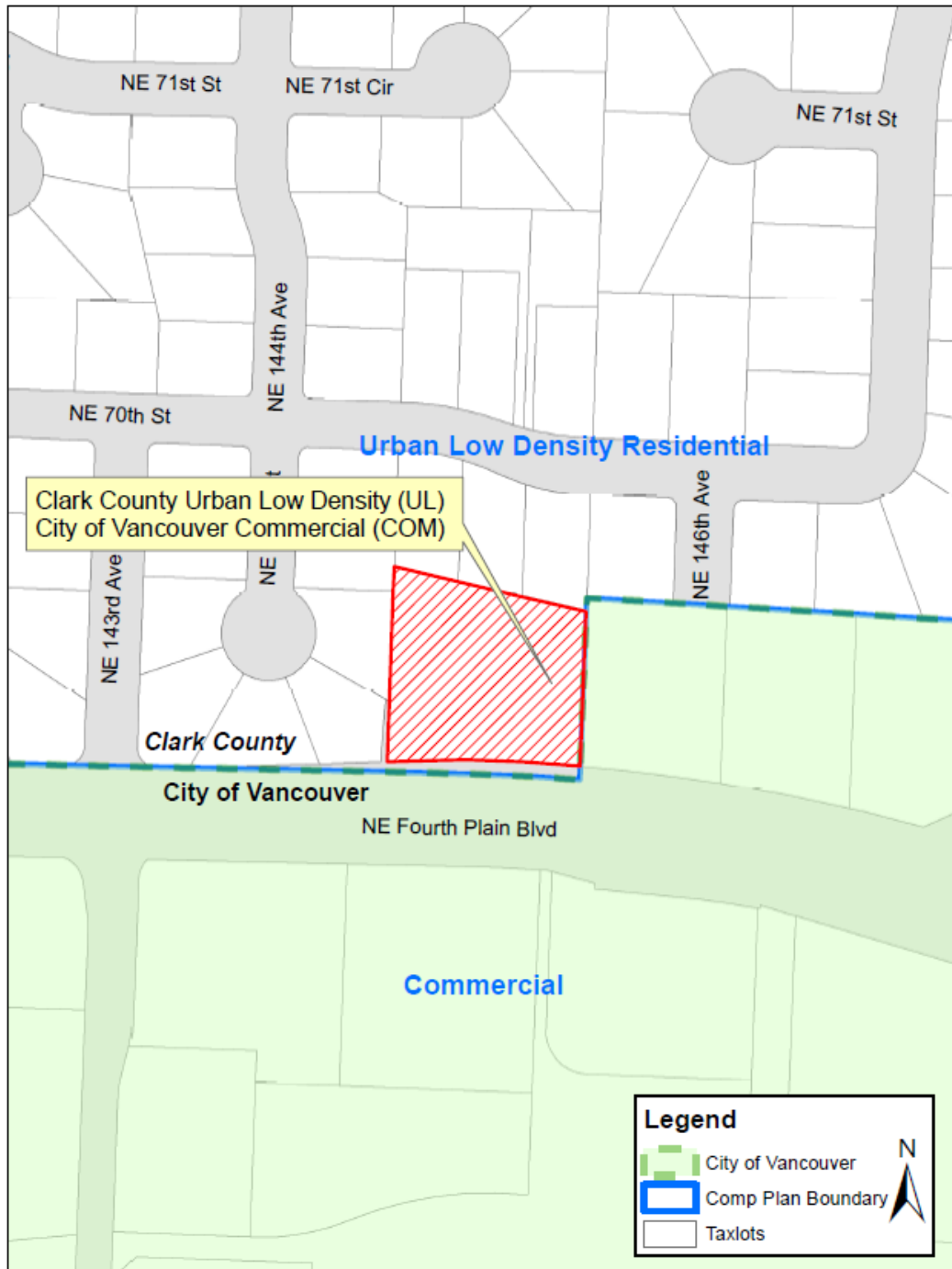
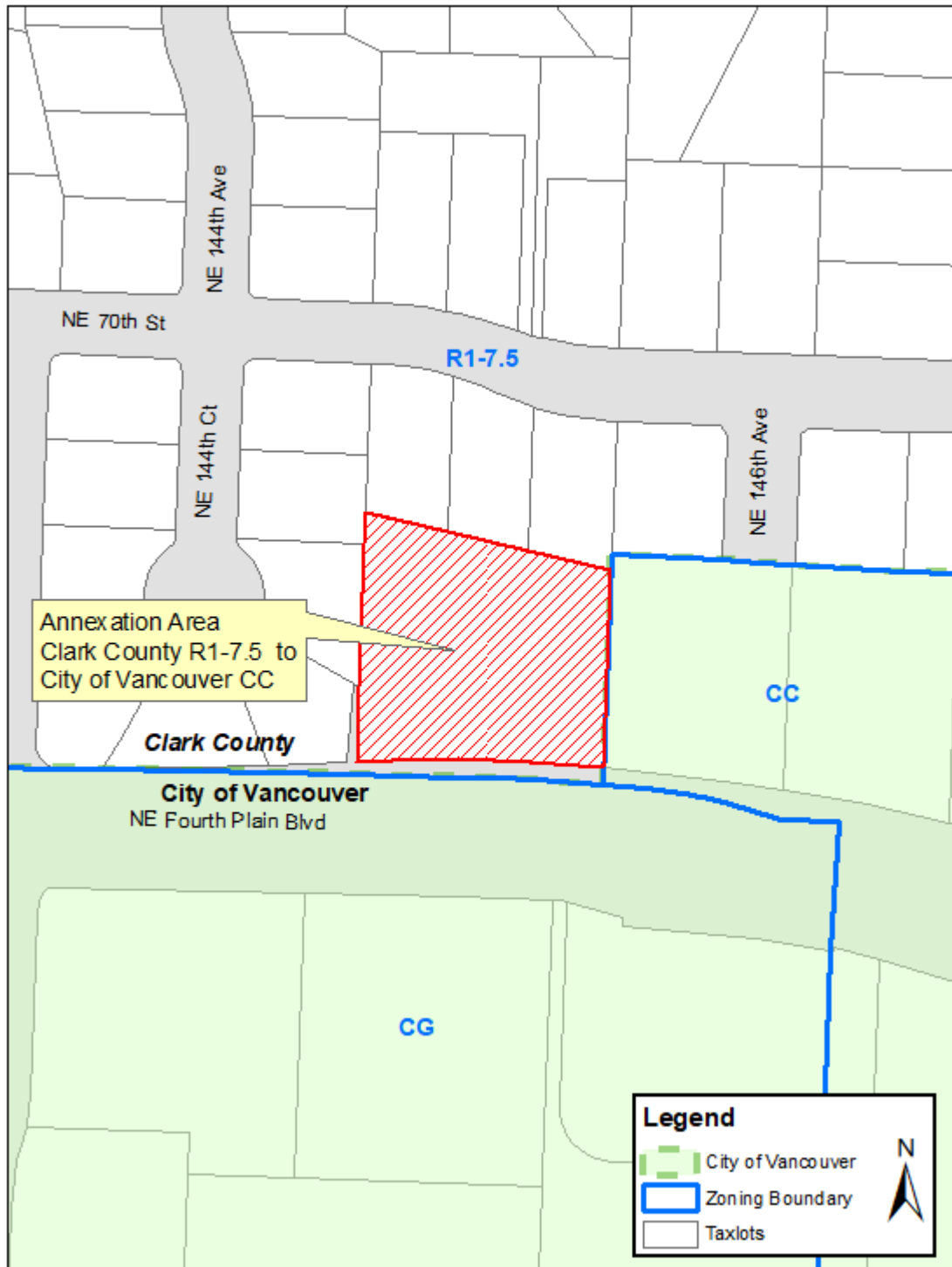


EXHIBIT D

RESOLUTION - 3

Proposed Zoning



RESOLUTION - 4

EXHIBIT E NOTICE OF INTENT

NOTICE OF INTENT TO COMMENCE ANNEXATION PROCEEDINGS TO THE CITY OF VANCOUVER WASHINGTON

TO: Honorable Mayor and City Council of Vancouver, Washington

This is a Notice of Intent, submitted to the City Council of Vancouver, Washington, that states the undersigned property owner request that City Council commence annexation proceedings to annex certain property to the City of Vancouver.

This Notice of Intent is presented on behalf of the undersigned property owner who owns real property in the unincorporated Vancouver Urban Growth Area, which is adjacent and contiguous to the City of Vancouver, Washington, and which is legally described in **Exhibit A**. The parties to this Notice of Intent to commence annexation proceedings request annexation of parcels as shown on the map provided as **Exhibit B**. The area proposed to be annexed is approximately .85 acres in size. The undersigned owns more than ten percent of the assessed value of the total area as shown in the database provided as **Exhibit C**. This meets the requirements of RCW 35.13.125, the statute under which this Notice of Intent is filed. The City Council of the City of Vancouver, Washington, is hereby requested to proceed under RCW 35.13.125 and to schedule a public meeting to be held within sixty days after the filing of the Notice of Intent and to determine the following:

1. Whether the City of Vancouver will accept this proposed annexation as defined in **Exhibit A** and shown in **Exhibit B**; and,
2. Whether City of Vancouver shall require the simultaneous adoption of comprehensive plan and land use zoning designations; and,
3. Whether the City of Vancouver shall require the assumption of all or any portion of the existing City indebtedness by the area to be annexed.

RESOLUTION - 5

The undersigned property owners hereby request the following:

1. That the City of Vancouver accept the proposed annexation as defined in **Exhibit A** and shown in **Exhibit B**; and,
2. That the City of Vancouver shall simultaneously adopt the most similar comprehensive plan of COM and land use zoning designation CC as provided for by Clark County and as defined in VMC Table 20.230.030.1; and,
3. That the City of Vancouver shall not require the assumption of any portion of the existing City indebtedness by the area to be annexed.

Dated this 8/13/2023 Day of August, 2023

[Signature]
(Signature)

VIOREL COJOCARU
(Print Name)

[Signature]
(Signature)

Alin Chende
(Print Name)

[Signature]
(Signature)

TEODORA TOTOREANU
(Print Name)

Teodora Totoreanu
Alin Cosmin Chende
Viorel Cojocaru
(Print Name)

STATE OF WASHINGTON)
)
COUNTY OF CLARK) SS

I hereby certify that I know or have satisfactory evidence that they are all signed this instrument, on oath stated that she/he is authorized to execute the instrument as a

Owners of N/A
(Position/Title) (Name of Corporation)

and acknowledge it to be their free and voluntary act of such party for uses and purposes mentioned in the instrument.

EMILY MICHELLE RODRIGUEZ
NOTARY PUBLIC
STATE OF WASHINGTON
License # 23022348
Commission Expires 05/17/2027

[Signature]
(Signature of Notary)

Emily Michelle Rodriguez
(Print Name of Notary)

My Appointment Expires: 05/17/2027
Notary Public for the State of Washington

Cojocar Annexation Petition

Vancouver City Council
October 23, 2023



Bryan Monroe
Associate Housing Coordinator
Economic Prosperity and Housing

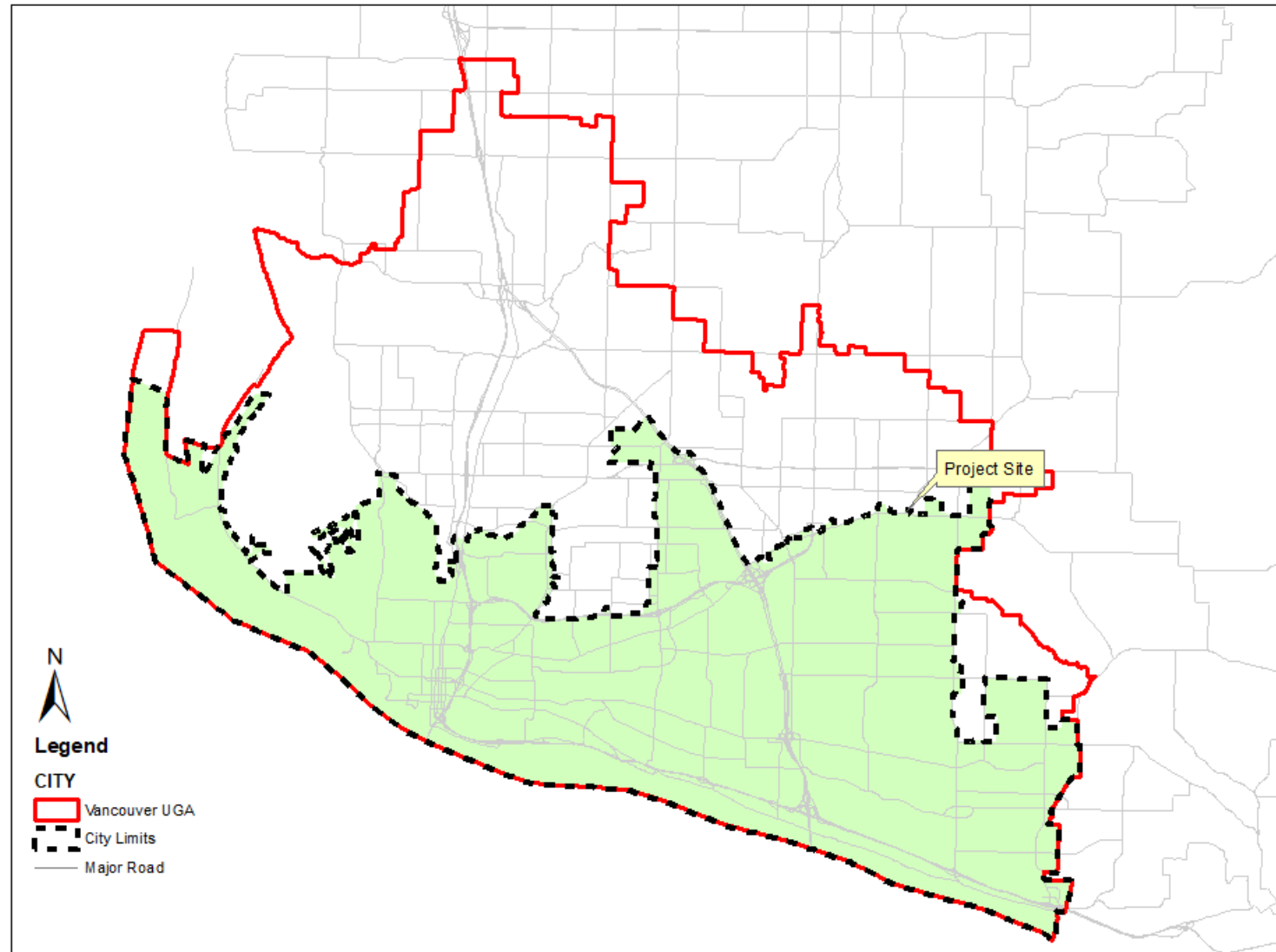
Presentation Overview

- Annexation Process
- Location / Site Characteristics
- Approval Criteria
- Next Steps

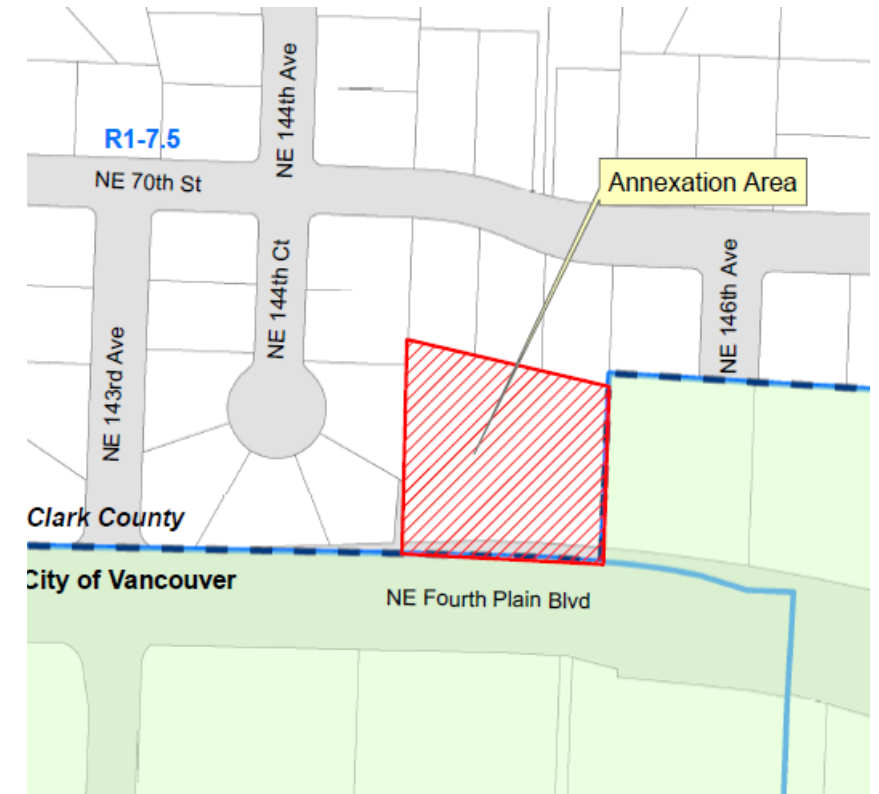
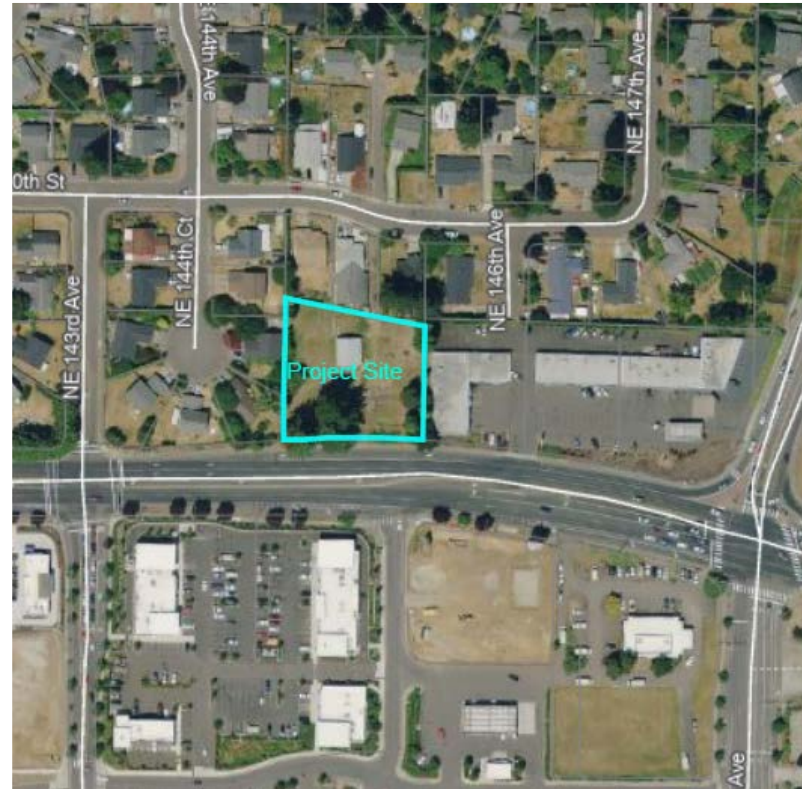
Annexation Process

- Direct Petition Annexation Method
- Initial 10% Ownership Resolution
- Comp Plan / Zone Change Process
- Petition Signature Certification
- 60% Ownership Ordinance hearing

Location- Urban Growth Area



Location- Vicinity Map

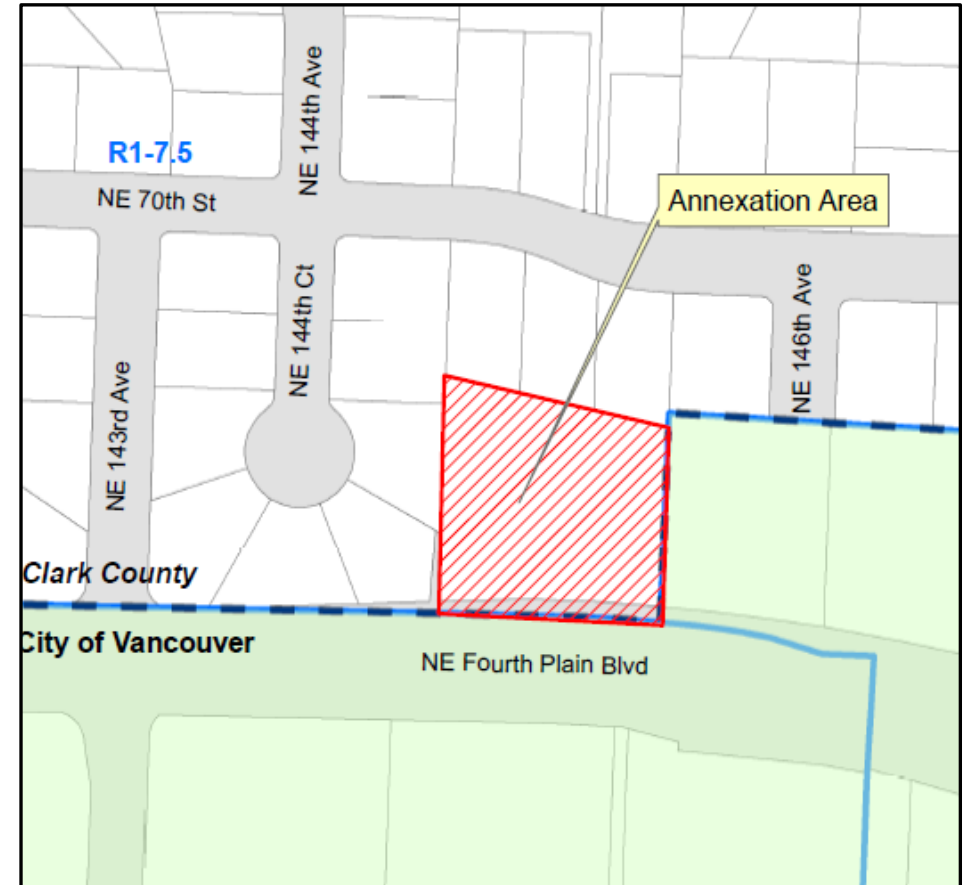


Annexation Resolution Criterion

- Determine Geographic Area
- Determine Initial Comprehensive Plan and Zoning Designations
- Determine Assumption of Indebtedness for Annexed Area

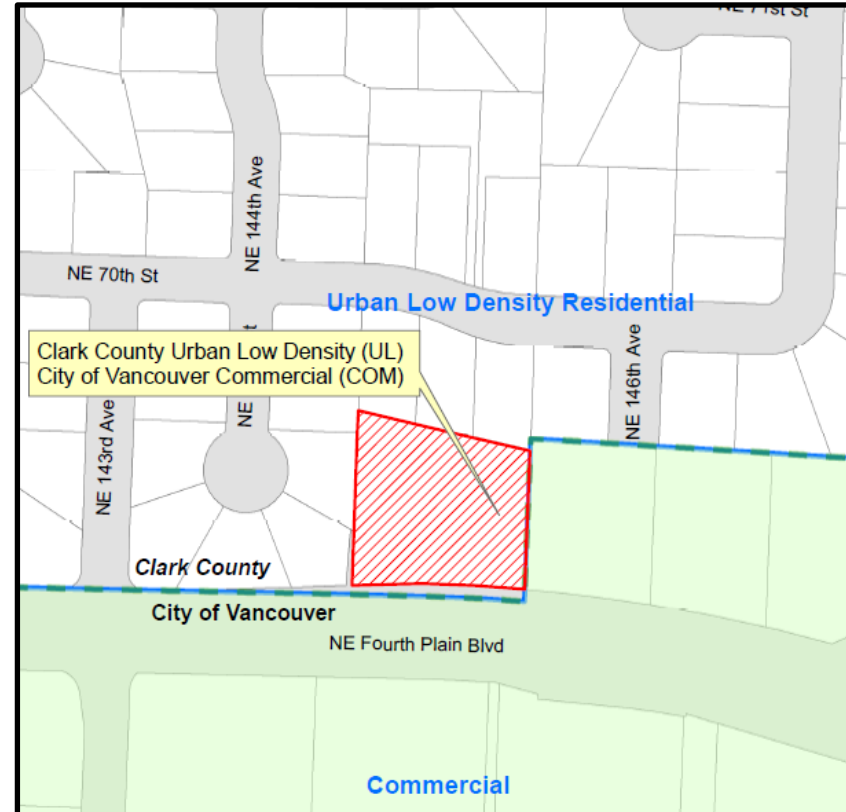
Geographic Area

- 14503 NE 70th Street
- .85 Acres

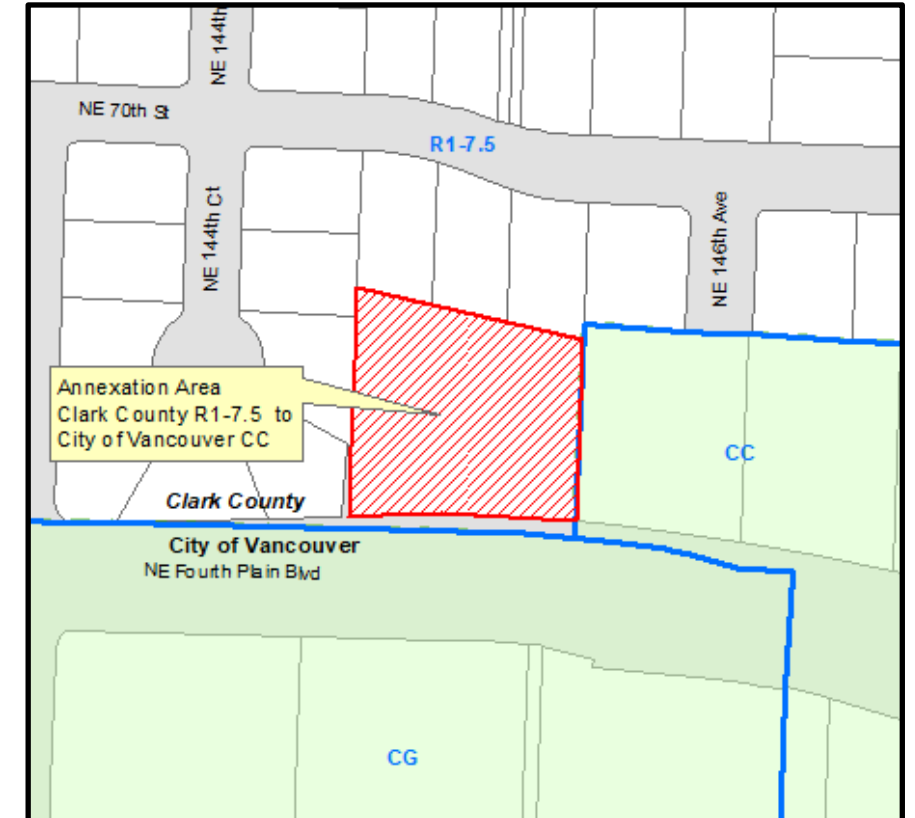


Comprehensive Plan

Zoning Designation



Comp Plan:
UL to COM



Zoning:
R1-7.5 to
Community Commercial

Assumption of Indebtedness

- There is no pre-existing debt to pass on to the annexing property owner

Next Steps

- Comp Plan / Zone Change Process
- Petition Signature Certification
- Annexation Ordinance Hearing

Requested Action

Following the public meeting on October 23, 2023, vote to adopt the resolution to proceed with the Cojocarú property annexation.

Thank You

Bryan Monroe, Associate Housing Coordinator
bryan.monroe@cityofvancouver.us

To learn more, visit www.cityofvancouver.us/cdd/page/annexation





Staff Report: 195-23

TO: Mayor and City Council

FROM: Eric Holmes, City Manager

DATE: 10/23/2023
11/6/2023

SUBJECT Annexation- 94th Avenue Vancouver Operations Center

Key Points

- City initiated annexation proposal for the future site of the Vancouver Operations Center.
- Municipal Purposes annexation method will be used.

Strategic Plan Alignment

Safe and Prepared Community – a safe place to live, work, learn, and play.

Present Situation

The City of Vancouver Public Works Department has requested annexation of this property, which has been chosen as the site of the future City Public Works and Emergency Operations Center. The proposed 31.94-acre annexation area is located at 8713 NE 94th Avenue.

The property is within the City of Vancouver's Urban Growth Area (UGA), which is established by Clark County. Under the State's Growth Management Act, all properties within the City's UGA are intended to be annexed into the City at some point.

The site is currently zoned Light Industrial in Clark County. Surrounding uses include single family residences to the south, east and west, with vacant industrial lands to the north.

The City typically uses the "Direct Petition" method for annexation areas that directly abut city limits. In this case, however, the proposed annexation area does not directly abut current city limits. The annexation area is approximately .75 miles east of the current City limits. Therefore, the "Municipal Purposes" method will be used. RCW 35.33.570 allows first class charter cities such as the City of Vancouver to exercise all powers that are available to second class cities. This includes the authority to use the Municipal Purposes method described in RCW 35.13.180 to facilitate an annexation of non-contiguous property into the City of Vancouver. The municipal purposes method requires that the annexed site be used only for municipal purposes. In this case the site will be the future City of Vancouver operations and maintenance facility. Another

requirement of the municipal purposes method is that all property owners consent to the annexation. At the time of the preliminary annexation resolution meeting in December of 2021 it was discovered that a 35 x 100-foot area of land owned by Clark County was erroneously included in the purchase agreement and annexation legal description. A property boundary line adjustment around the existing Clark County flare station equipment has been completed and the City now owns 100% of the property within the annexation area. The annexation area maps and legal description have been adjusted accordingly. In this instance for maintenance and continuity purposes the abutting right-of-way for NE 94th Avenue will not be included in the proposed annexation area.

A public notice of the proposed annexation was published in the Columbian newspaper and posted in several locations near the subject property. In addition to the annexation hearing notice requirement an additional outreach campaign has already begun with the abutting neighborhood regarding the project site plan land use entitlement process.

The County comprehensive plan designation for this site is currently Industrial with a Light Industrial zoning designation. Upon annexation the comprehensive plan and zoning designations of the annexation area would remain the same. The regulations of the City land use and building code ordinances would be applied to future development. Following the annexation, the proposed building and site improvements will be processed under the City's development standards by the City of Vancouver. In addition to controlling review timelines, annexation will also allow the City of Vancouver to capture permitting fees and sales tax revenue generated from the construction of the facility.

Advantage(s)

1. Future development will be subject to City land use and building regulations.
2. The City will receive any permitting fees resulting from the future site development.
3. The City will receive any related construction sales taxes resulting from the future site development.

Disadvantage(s)

Creates a temporary jurisdictional island until surrounding properties annex into the City of Vancouver.

Budget Impact

None. Construction sales tax will be generated and collected from future site construction.

Prior Council Review

- Ratification of the Property Purchase and Sale Agreement of the future Operations Center site November 2019
- Initial Annexation Resolution meeting December 20, 2021

Action Requested

On Monday, November 6, 2023, adopt an ordinance to approve the annexation request.

Bryan Monroe, Associate Housing Project Coordinator, 360-487-7958

ATTACHMENTS:

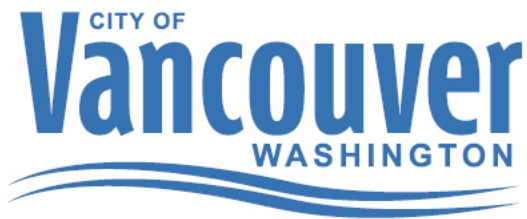
- ▣ Annexation- Vancouver Operations Center Presentation
- ▣ Annexation- Vancouver Operations Center Ord.
- ▣ Ordinance Exhibits



Vancouver Operations Center Annexation

November 6th, 2023

Vancouver City Council

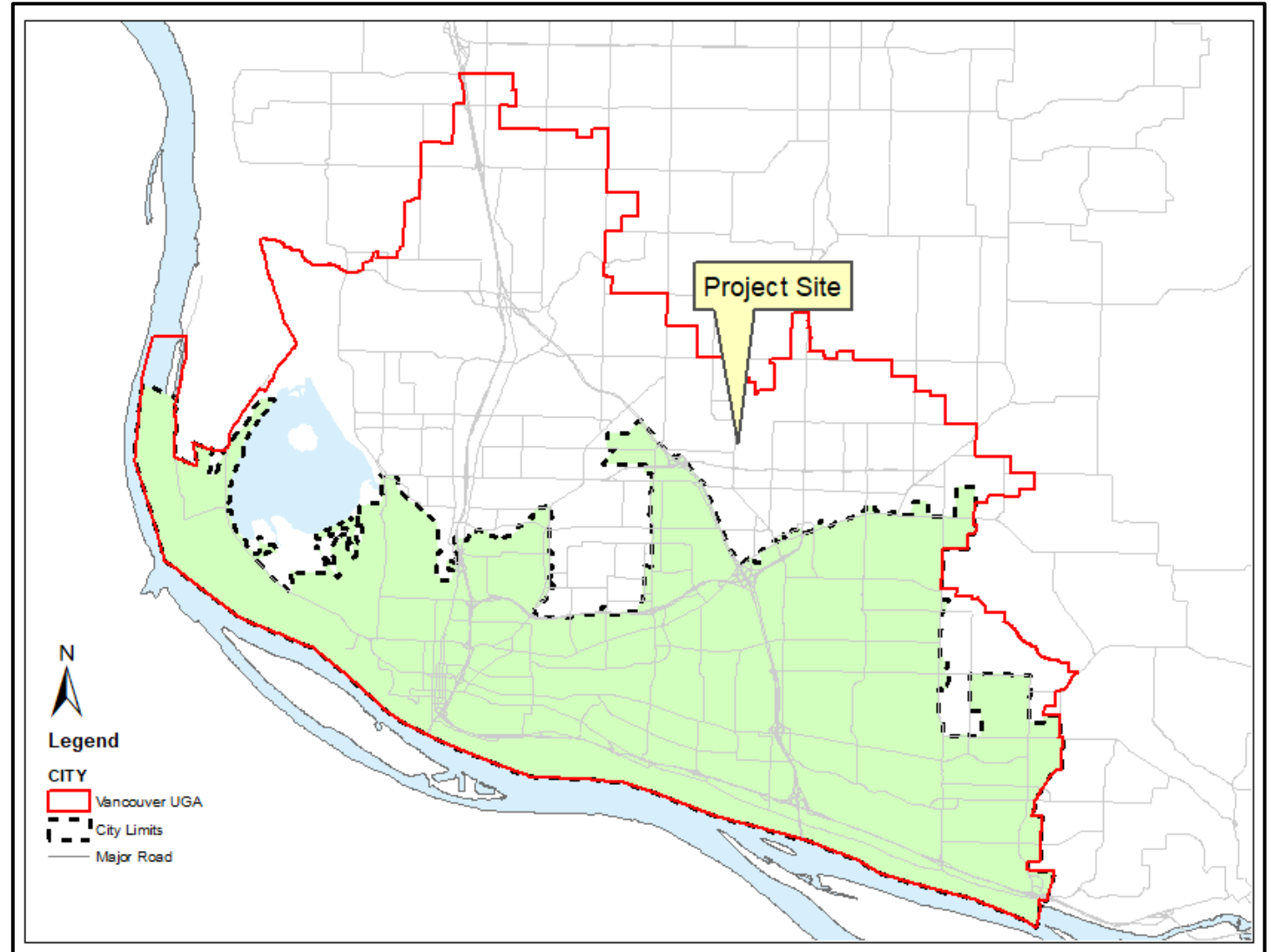


Bryan Monroe
Associate Housing Coordinator
Economic Housing and Prosperity

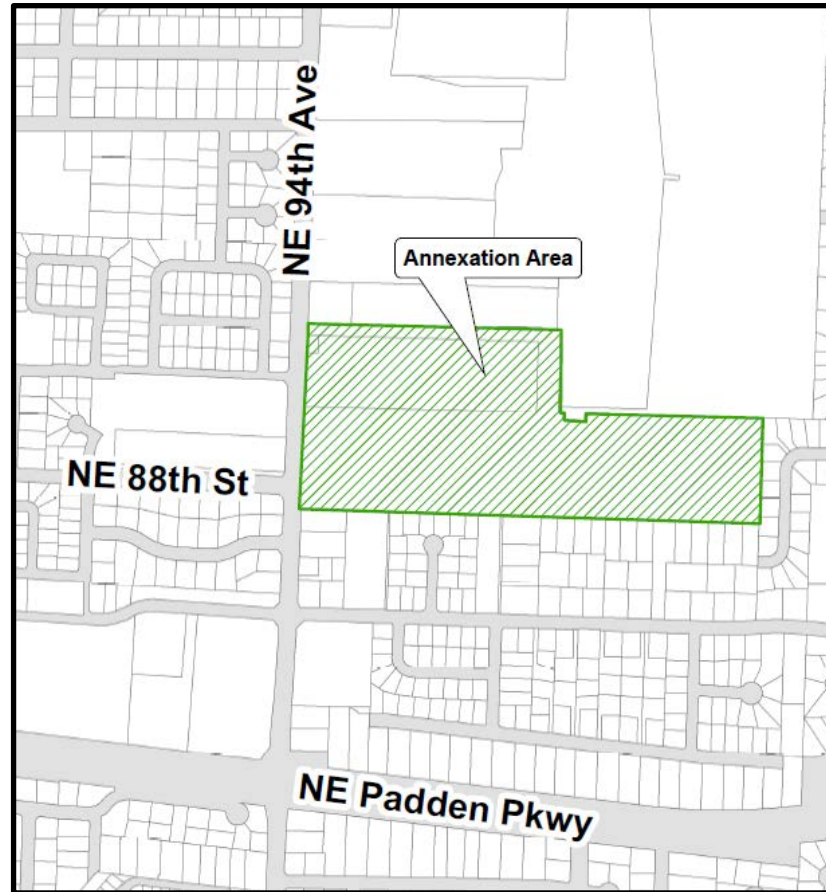
Presentation Agenda

- Annexation Location
- Method of Annexation
- Comp Plan / Zone Designations
- Assumption of Debt
- Next Steps

Proposed Annexation Area



Proposed Annexation Area



- 31.94-acre site
- 8713 NE 94th Avenue
- East of I-205 /North of Padden Parkway
- 94th Avenue right-of-way excluded

Vancouver Operations Center Annexation- 4

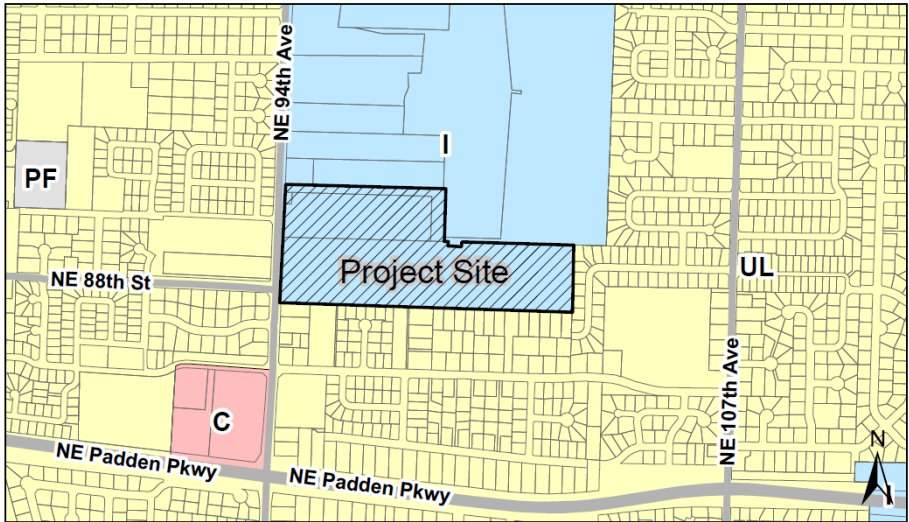
Method of Annexation

Municipal Purposes (RCW 35.13.180)

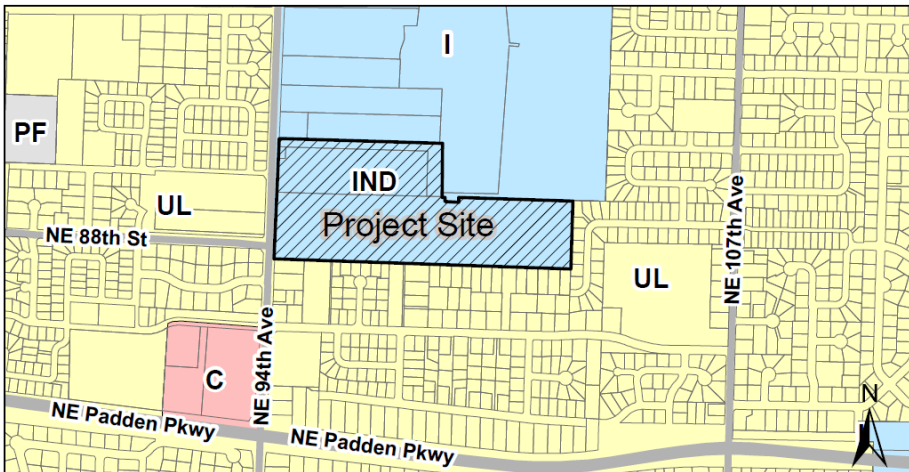
- Land may be non-contiguous
- Land must be used for municipal purposes
- 100% ownership required

Comprehensive Plan

Currently Clark County Comprehensive Plan – Industrial (I)



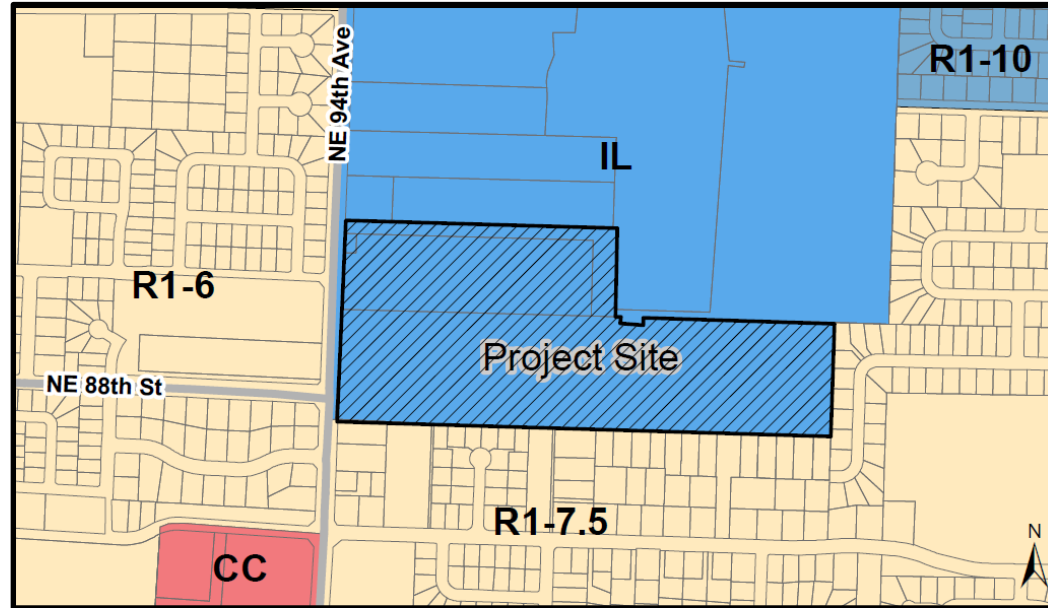
Proposed City of Vancouver Comprehensive Plan – Industrial (IND)



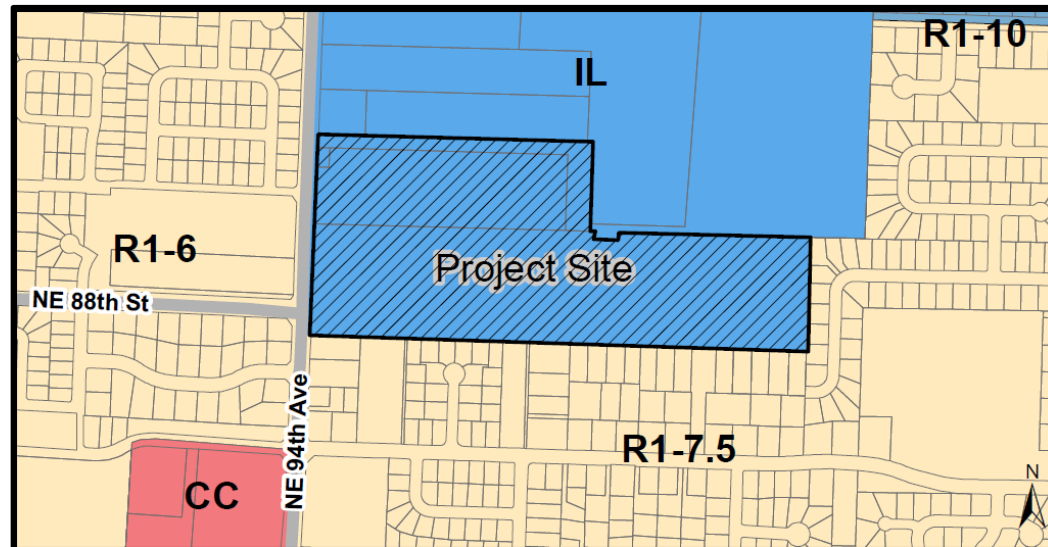
Zoning Designation

Subhead or
description text
here

Current County Zoning Designation – Light Industrial (IL)



Proposed City Zoning Designation- Light Industrial (IL)



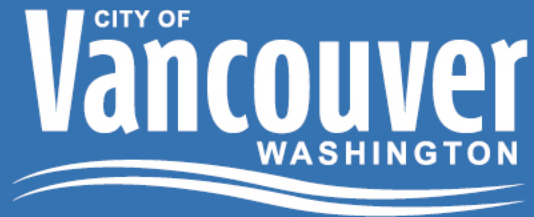
Assumption of Debt

As the City of Vancouver is the applicant there will be no assumption of any debt to pass on.

Next Steps

- Annexation effective in 30 days
- Land Use / Building Permitting 2024
- Construction 2025

Thank You



10/23/2023
11/6/2023

ORDINANCE NO. _____

AN ORDINANCE relating to approval of an annexation pursuant to RCW 35.13.180; establishing the geographic extent, defining the Comprehensive Plan and land use designations, and determining the assumption of all or any portion of existing City indebtedness; accepting the certified petition supporting annexation; and providing for an effective date for the Vancouver Operations Center annexation.

WHEREAS, pursuant to RCW 35.13.005, no city located in a county in which urban growth areas have been designated under RCW 36.70A.110 may annex territory beyond an urban growth area; and

WHEREAS, pursuant to chapter 36.70A RCW, the City has an urban growth area designated under the Growth Management Act; and

WHEREAS, the 31.94 acre proposed annexation area is located in the City's urban growth boundary at 8713 NE 94th Avenue, Vancouver, WA 98662; and

WHEREAS, City and town councils may by a majority vote annex new unincorporated territory outside the city or town limits, whether contiguous or noncontiguous, for municipal purposes when such territory is owned by the city or town; and

WHEREAS, the land proposed to be annexed is non-contiguous to the current City limits;
and

WHEREAS, the City owns 100% of the land proposed to be annexed; and,

WHEREAS, pursuant to RCW 35.13.180, the land in question must only be used for
municipal purposes; and

WHEREAS, the land proposed to be annexed will be used for a municipal operations
center; and

WHEREAS, on December 20, 2021, Vancouver City Council conducted an initial public
meeting, considered public testimony, voted to allow the annexation request to proceed; defined the
geographic extent of the proposed annexation; determined the Comprehensive Plan and zoning
designations; and did not require assumption of all or any portion of the existing city indebtedness
by the area to be annexed.

NOW, THEREFORE,

BE IT ORDAINED BY THE CITY OF VANCOUVER:

Section 1. Location of Annexation Area: Pursuant to chapter 35.13 RCW, the proposed
Vancouver Operations Center annexation area is located within Vancouver's urban growth
boundary. The legal description of such annexing land is set forth in Exhibit "A", attached hereto
and incorporated herein. A parcel map of such annexing land is set forth in Exhibit "B", attached
hereto and incorporated herein.

Section 2. Comprehensive Plan and Zoning Designations: Currently the proposed
annexation area has Clark County Comprehensive Plan designation of Industrial (I), and zoning
designation of Light Industrial (IL). Upon annexation, the Comprehensive Plan designation for the
parcel will be City of Vancouver - Industrial (IND). Upon annexation the zoning designation shall

be City of Vancouver - Light Industrial (IL) as set forth in Exhibits “C” and “D” attached hereto and incorporated herein.

Section 3. Comprehensive Plan and Zoning Maps: The Comprehensive Plan and zoning designations provided for in Section 2 shall, upon the designated effective date, be applied to the land being annexed, as shown on the maps attached hereto and incorporated herein as Exhibits “C” and “D”.

Section 4. Indebtedness: As decided by City Council on December 20, 2021, the City will not require the property owner within the annexation boundary to assume any existing City indebtedness.

Section 5. Annexation Approval: City Council hereby approves the Vancouver Operations Center annexation as described herein.

Section 6. Effective Date: This ordinance shall become effective thirty (30) days following the date of final adoption.

DATE OF FINAL PASSAGE by the Vancouver City Council: _____.

SIGNED this 6th day of November, 2023.

Anne McEnery-Ogle, Mayor

Attest:

Natasha Ramras, City Clerk

Approved as to form:

Jonathan Young, City Attorney

SUMMARY

ORDINANCE NO. _____

AN ORDINANCE relating to approval of an annexation pursuant to RCW 35.13.180; establishing the geographic extent, defining the comprehensive plan and land use designations, and determining the assumption of all or any portion of existing city indebtedness; and providing for an effective date for the Vancouver Operations Center annexation thirty (30) days following the date of final adoption.

The full text of this ordinance will be mailed upon request. Contact Raelyn McJilton, Records Officer at 487-8711, or via www.cityofvancouver.us (Go to City Government and Public Records).

Exhibit A

Legal Description

A tract of land lying in Section 4, Township 2 North, Range 2 East of the Willamette Meridian, Clark County, Washington, being a portion of the McAllister Donation Land Claim, more particularly described as follows:

Beginning at the Southwest corner of the James McAllister Donation Land Claim;

Thence easterly a distance of 45.00 feet along the South line of said Donation Land Claim, also being the South line of Parcel 2 as described in Statutory Warranty Deed, Clark County to City of Vancouver, recorded December 17, 2020 under Auditor's File Number 5836206, records of Clark County, Washington, to the East right-of-way line of NE 94th Avenue, also being the True Point of Beginning;

Thence northerly along said right-of-way line, parallel with and 45.00 feet east of the West line of said Donation Land Claim, a distance of 236.53 feet to the South line of Parcel 1 as described in Statutory Warranty Deed, Clark County to City of Vancouver, recorded December 17, 2020 under Auditor's File Number 5836206, records of Clark County, Washington;

Thence westerly along said right-of-way line and the South line of said Parcel 1 a distance of 5.00 feet to a point 40.00 feet east of the West line of said Donation Land Claim;

Thence northerly along said right-of-way line, parallel with and 40.00 feet east of the West line of said Donation Land Claim a distance of 140.00 feet to the North line of Parcel 4 as described in Statutory Warranty Deed, Clark County to City of Vancouver, recorded December 17, 2020 under Auditor's File Number 5836206, records of Clark County, Washington;

Thence easterly along the North line of said Parcel 4 a distance of 1143.34 feet to the West line of that certain Tract conveyed to Northern Pacific Railway Company by deed, recorded in Book 71, at Page 255 of said records, as shown on Record of Survey Book 18, Page 9 of said records;

Thence southerly along said West line a distance of 376.53 feet to the South line of said Donation Land Claim, also being the North line of Parcel 3 as described in Statutory Warranty Deed, Clark County to City of Vancouver, recorded December 17, 2020 under Auditor's File Number 5836206, records of Clark County, Washington, and as shown on Record of Survey Book 18, Page 9 of said records;

Thence easterly along the South line of the said Donation Land Claim line and the North line of said Parcel 3 a distance of 913.11 feet to the East line of said Parcel 3 as shown on Record of Survey Book 50, Page 97 of said records;

Thence southerly along the East line of said Parcel 3 a distance of 473.71 feet to the South Line of said Parcel 3 as shown on Record of Survey Book 50, Page 97;
Thence westerly along the South line of said Parcel 3 a distance of 981.21 feet as shown on said Survey, Book 50, Page 97;

Thence southerly along said South line of Parcel 3 a distance of 0.41 feet as shown on said Survey Book 50, Page 97;

Thence westerly along the South line of said Parcel 3 a distance of 1074.46 feet to the said East right-of-way line of NE 94th Avenue being 45.00 feet east of the West line of said Donation Land Claim;

Thence northerly along said East right-of-way line a distance of 466.2 feet to the Point of Beginning.

Excepting any lands conveyed to Clark County through the boundary line exemption recorded on 6/27/2023 under auditors file 6127774 BLA.

Exhibit B
Annexation Boundary Map

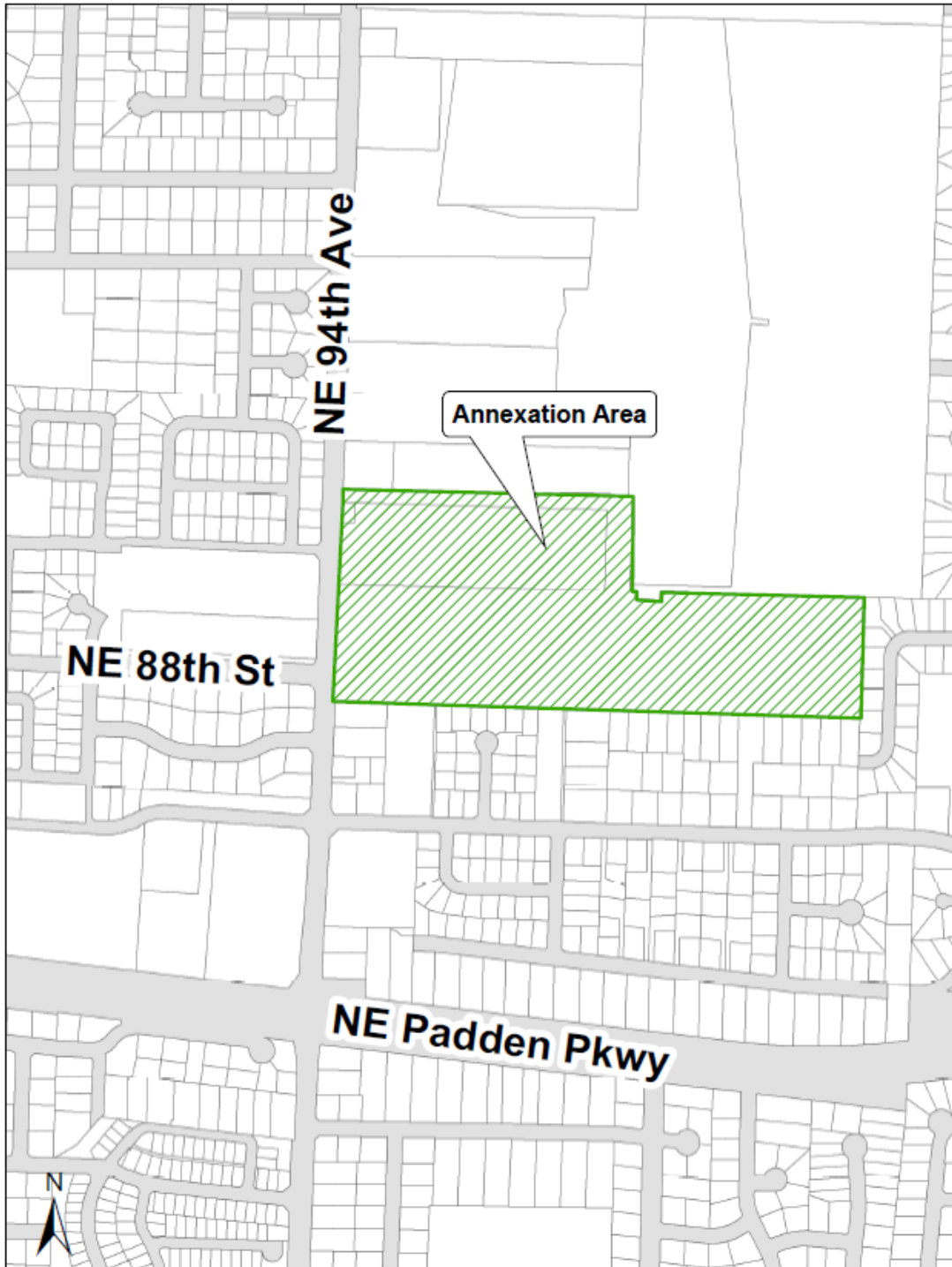
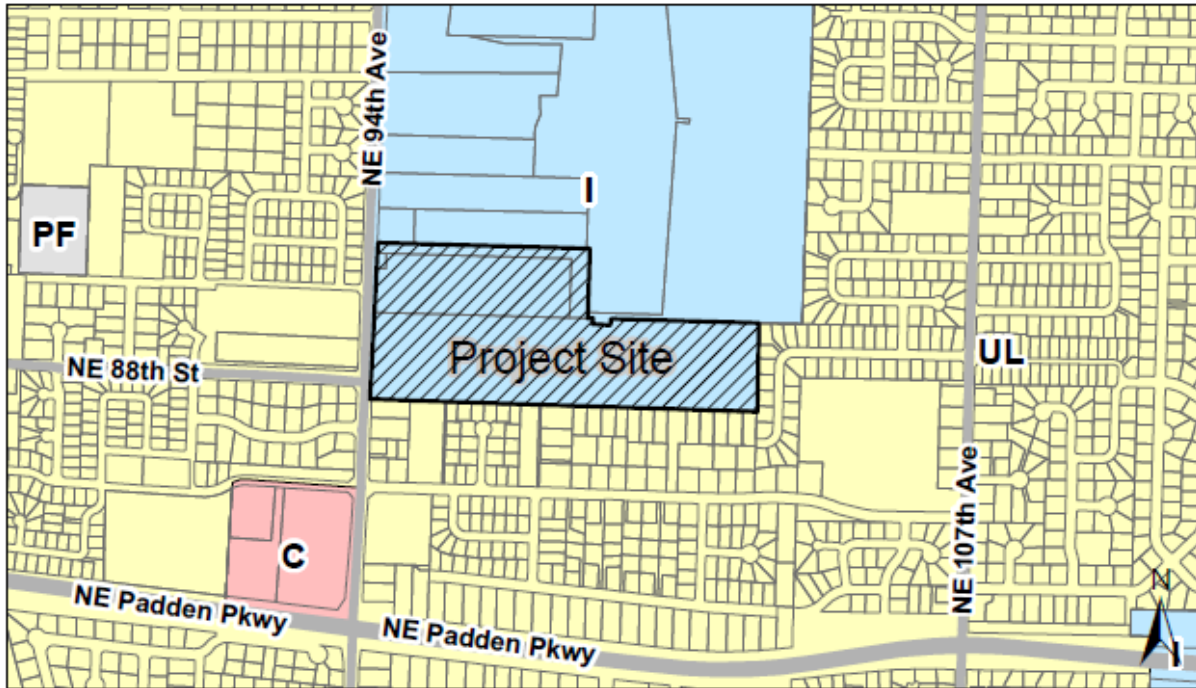


Exhibit C
Comprehensive Plan Maps

Current Clark County Comp Plan Designation



Proposed City of Vancouver Comp Plan Designation

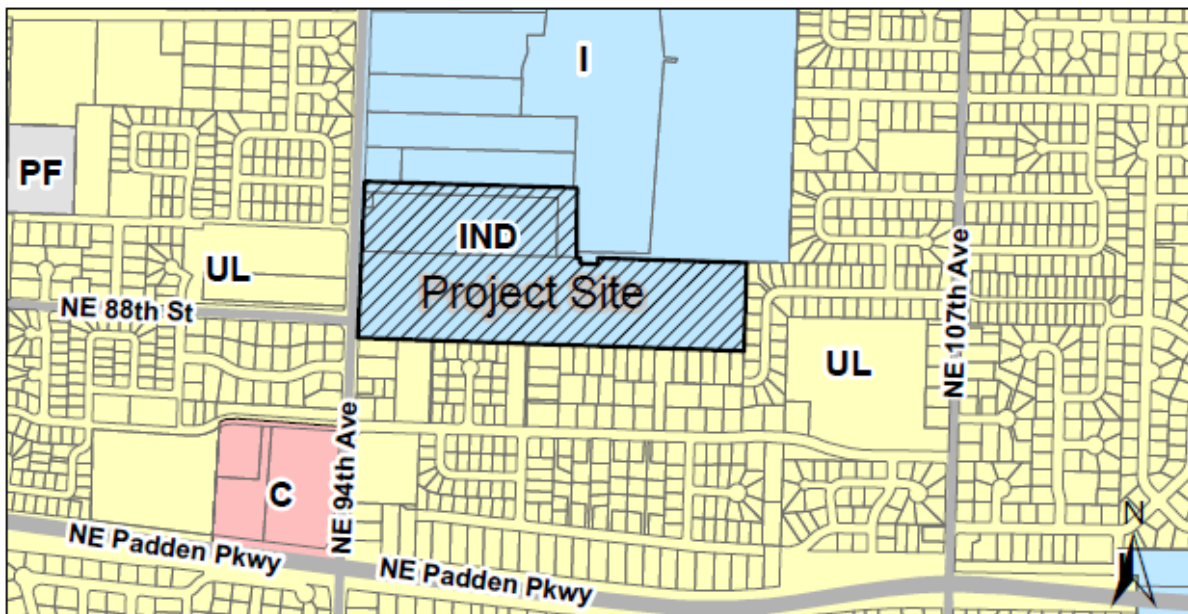
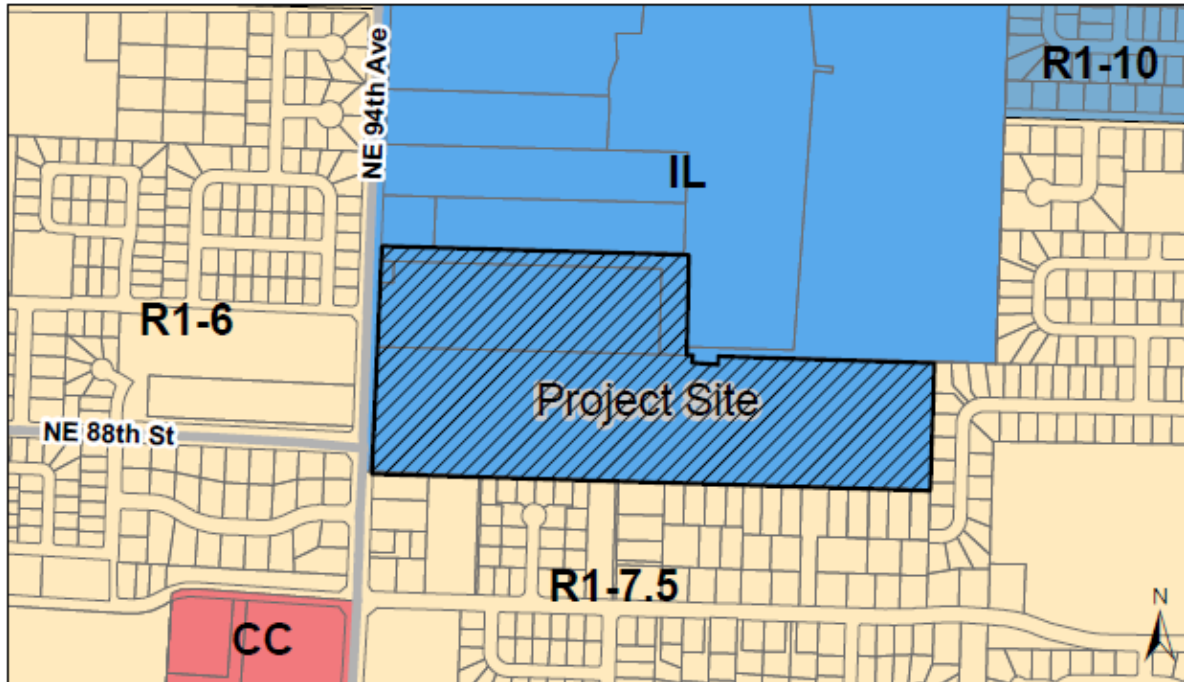


Exhibit D
Zoning Designation Maps

Current Clark County Zoning Designation



Proposed City of Vancouver Zoning Designation

