

THE HEIGHTS DISTRICT PLAN APPENDICES



Plan Prepared For:
Community and Economic
Development Department
City of Vancouver, Washington

August 2020

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APPENDIX A COMMUNITY ENGAGEMENT

COMMUNITY ENGAGEMENT STRATEGY

EXECUTIVE SUMMARY

The Heights District Plan is envisioned as a catalyst for creating a new, vibrant urban neighborhood center in central Vancouver, with new residential and commercial development, parks and open spaces, and transportation infrastructure that will benefit surrounding neighborhoods as well as new residents. In order to ensure that the plan reflects community values and the needs and aspirations of a variety of stakeholders, the project team undertook a robust community engagement process. Since planning for The Heights District was initiated in late 2017, the project team has conducted public outreach and involvement using a variety of methods, designed to engage a diverse group of stakeholders as well as the broader community.

Some highlights of the community engagement strategy include:

- The Community Advisory Committee (CAC), convened at the outset of the planning process and consisting of 20 members representing a broad spectrum of stakeholders, has met monthly since the beginning of the project to provide feedback and guidance on the plan.
- Three public open house events drew hundreds of participants who reviewed and gave feedback on the plan as it was developed. Each open house event was accompanied by an online open house, which presented similar information along with opportunities to provide feedback, attracting a combined 2,620 online visitors and gathering 585 survey responses.
- The project team organized nearly 60 meetings to interview or present to individuals, focus groups, community organizations, and student groups.
- The Heights District Plan and associated public involvement opportunities were promoted with a variety of methods including a project website, social media, email updates, media releases and interviews, distribution through schools, and postcards mailed to thousands of households.

- Recognizing that residents of the neighborhoods surrounding The Heights District include some of the most demographically and socioeconomically diverse communities in the City, the project team engaged in efforts to encourage engagement among communities that are typically underrepresented in planning processes, especially people of color, immigrants, renters, youth, and people with disabilities. In order to engage people whose first language is not English, materials were regularly translated and interpreters were provided on request for all in-person events.
- 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.

Community engagement goals and objectives

Engaging community members in the planning and public decision-making processes is a core commitment of the City of Vancouver. It is essential to understanding the unique characteristics, assets and challenges of an area, and creating a well-vetted plan that incorporates community values and achieves buy-in from the public. At the outset of The Heights District Plan process, the project team developed a Public Outreach and Communication Plan establishing the project's communication strategy and providing a roadmap for public engagement throughout the process. The foundation of the plan was a commitment to engage in a meaningful dialogue and involve a broad range of community and neighborhood stakeholders in developing the vision for The Heights District, and to incorporating stakeholders' concerns and aspirations into the final plan. Over the course of a nearly two-year process, community members provided thousands of comments on various elements of the plan, on topics ranging from the broad vision to street level issues impacting specific neighborhoods. Their feedback directly shaped key components of

the plan, from design principles to concept alternatives, and, ultimately, the development of a preferred plan for the Heights District and the Tower Mall Redevelopment Area.

The public involvement objectives for The Heights District Plan include the following:

- **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.
- **Strive to be inclusive and transparent** throughout the planning process.
- **Build on previous work:** In communicating with stakeholders, proactively provide information on existing policies, visions, and goals — including the Comprehensive Plan, neighborhood plans, and others — that apply to the District as those inform the criteria for developing and analyzing the vision and alternatives.
- **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 in order to engage diverse communities.
- **Reflect and/or acknowledge input in decisions:** Show that the project is listening to stakeholders by reflecting how input influences designs, alternative evaluation, and other project 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.
- **Strengthen community and empower participants:** Through involvement in the District planning process, educate, embolden and enable citizens as advocates and ambassadors in future City processes.
- **Recognize the City’s commitment to equity:** Communicate how the project will coordinate with city-wide plans and initiatives to serve all residents, particularly recognizing the historically disparate distribution of benefits and impacts among racial and socio-economic groups as neighborhoods and cities develop and change.
- **Engage the private sector:** Encourage accessibility and awareness of the shared vision and Vancouver’s commitment to the District so that private partners have the information they need to buy-in and invest.

With the goal of informing and engaging with a diverse set of stakeholders and the broader Vancouver community, the project team employed a range of methods to meet the objectives outlined above.

Community Advisory Committee

The project’s Community Advisory Committee (CAC) was formed to ensure representation of voices from the neighborhoods surrounding The Heights District as well as stakeholders from the broader Vancouver community. The 20-member group is comprised of neighborhood association leaders, business owners, and community advocates, as well as representatives from local government agency partners, community organizations, and the faith community. The CAC has met monthly since June 2018 (with the exceptions of August 2018 and February 2019), and has played a fundamental and leading role in the development of The Heights District Plan. They have provided direction on every major component of the plan. This includes a central role in establishing the primary projects drivers and essential urban design principles, and elevating areas of special importance, including affordable housing and sustainability strategies. Early on, the CAC established three primary design drivers that would guide the plan and provide a basis for the criteria used to evaluate preliminary design alternatives. The design drivers are: connectivity; community health, wellness, and equity; and sustainability.

The CAC also shaped the project’s Vision Statement, which originally was to “establish a vision for a vibrant urban center that is economically feasible and context sensitive.” CAC provided feedback that this needed to be more sensitive to the neighborhood context, and thus the Vision Statement was changed to replace the word “urban” with “neighborhood.” CAC members also engaged in broader public outreach efforts, taking on an “ambassador” role by answering questions and advocating for the plan in their communities and at project Open House events and coffee talk sessions.



CAC members who attended Open House #3 wore buttons with this design

OUTREACH EVENTS

Four major outreach events were held: a Leadership Summit kick-off meeting, and three Open House events held at McLoughlin Middle School in The Heights District. An estimated 500 total participants attended the open houses. Concurrently with each open house event, an Online Open House website was made available that presented much of the same information and provided the opportunity for visitors to respond with their feedback. The three online open houses counted a total of 2,620 unique visitors, 585 of whom responded to the survey.



Leadership Summit (May 3, 2018)

The purpose of the Leadership Summit (pictured above) was to introduce the project to key stakeholders, provide information related to timeline and process, and develop a shared understanding of key concepts related to urban mixed-use development. The 29 attendees at the meeting included elected officials, Planning Commission members, staff from City departments, representatives from partner agencies (C-TRAN, Vancouver Housing Authority, and Clark County Public Health), and CAC members. Participants engaged in a visioning exercise to identify measures of success for the project, and filled out a questionnaire to affirm the key community values that have informed the goals of the project.



Open House #1 (June 23, 2018)

An estimated 230 participants attended the first Open House event (pictured above). The intent of the Open House was to introduce community members to The Heights District Plan and its goals, the geographic and socioeconomic context of The Heights, and relevant urban design concepts such as public realm and connectivity. Attendees were asked to mark on a map where they live and where they identify areas of concern and opportunity. As part of a visioning exercise, attendees were prompted to leave comments about The Heights regarding their concerns and aspirations for the neighborhood and measures of success. Some of the themes that emerged from participant feedback included:

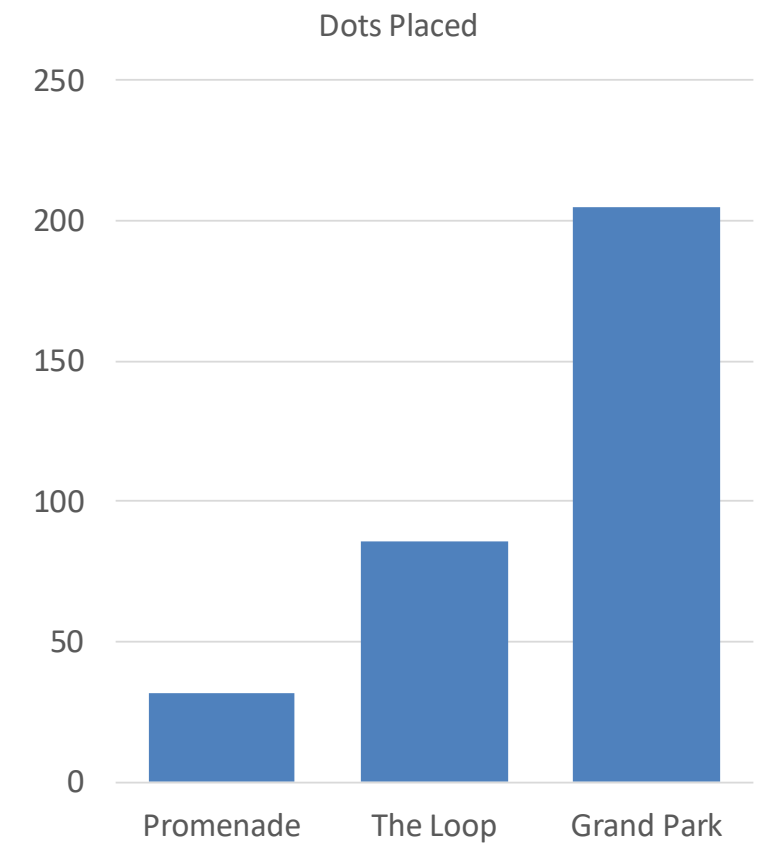
- Residents value the area's central location and access to other places, its safe and quiet character, walkable neighborhood streets, parks, and friendly neighbors.
- Residents desire neighborhood amenities such as restaurants, specialty grocery stores, parks and green open spaces, community gathering spaces, walkable connections, and sustainable development.
- Concerns about the neighborhood include housing affordability, quality of new buildings, and impacts associated with homelessness and new low-income housing.

Online Open House and Survey #1 (June 20–July 11, 2018)

The first online open house engaged 420 unique visitors, 167 of whom responded to one or more of the survey questions. The survey included open-ended questions that asked them what they like about Vancouver and The Heights, and opportunities to make The Heights better. Responses were similar to those gathered at the Open House event, indicating that people value the livability of Vancouver and would like to see more walkability and amenities in The Heights, including restaurants, retail, gathering spaces, and recreational opportunities. One question asked respondents to identify on a map the locations of transportation challenges in the area around The Heights; many of the responses described traffic safety issues such as places where drivers tend to go too fast or dangerous pedestrian crossings, or expressed desire for better sidewalks and bike facilities.

The Online Open House also contained a set of demographic questions. Most users responded that they live in The Heights and surrounding areas. User demographics skewed high-income compared to the Clark County average, with more than half reporting household income above \$80,000 and over 80% homeowners.



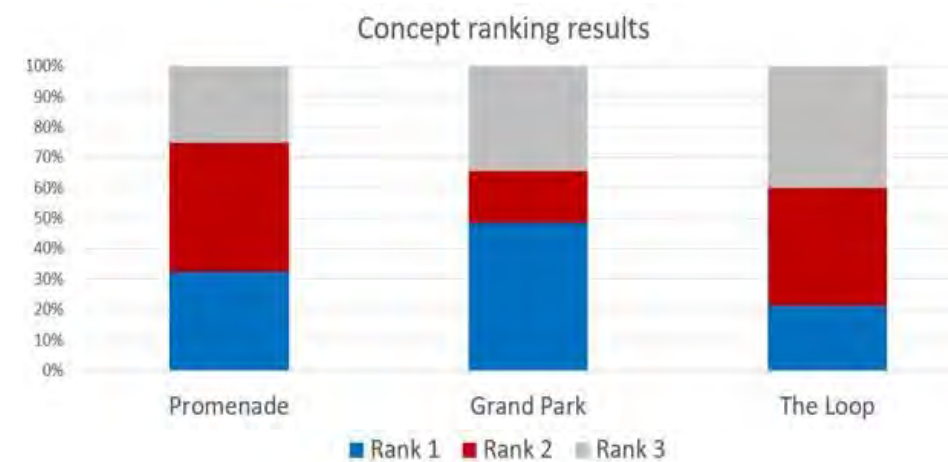


Open House #2 (October 6, 2018)

Approximately 110 people attended the second Open House, where participants reviewed three preliminary concept plans for the Tower Mall Redevelopment Area. Participants ranked their preference for the alternatives and provided comments about what they liked or did not like about each one. The intent was to gather information regarding specific features and amenities for each concept and why. The Grand Park alternative was ranked highest, with many participants appreciating the concept’s large open space that would create a buffer separating dense new development from established suburban neighborhoods. Some expressed concern that such a large park would be costly to maintain, and that the residential development in the concept would be too dense and tall. The second-highest ranked alternative was the Promenade, which received positive comments about its central open space feature that would invite walking and gathering, although some felt it lacked accessibility to the surrounding area. The Loop was ranked lower although it was appreciated for its connectivity and the way green space is distributed around the area with walking connections that promote social interactions and a neighborhood feel. Negative comments included concerns about density and impacts to the neighborhood, and that it lacked sufficient retail activity along Mill Plain Boulevard.

Online Open House and Survey #2 (October 5–26, 2018)

With 2,003 visitors, the second Online Open House drew the largest number of participants among the three. Nearly 400 users submitted responses to the survey questions. The online version asked visitors to rank the three concept alternatives the same way as the Open House. Online responses, like those from the in-person Open House, showed top preference for the Grand Park alternative. However, there was stronger support for the Promenade and the Loop compared to the responses gathered at the in-person Open House.

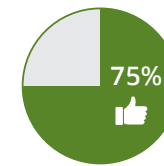




Open House #3 (April 13, 2019)

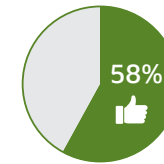
The focus of the third open house (pictured above) was the draft concept for the Tower Mall Redevelopment Area where most of the redevelopment in The Heights District is anticipated to take place. The estimated 250 attendees were invited to provide feedback about the proposed redevelopment concept and feedback forms prompted responses regarding the concept’s mix of uses and urban form, income-based housing target, and parks and open spaces. Feedback on these topics was mixed but generally positive, though there were still significant concerns about density, traffic impacts, and the amount of green space within the area.

Presentation boards at the open house displayed several renderings of what the planned build-out could look like, as well as information about the plan’s transportation elements, including new streets within the Tower Mall Redevelopment Area and improvements to existing streets in the District. Leadership students from McLoughlin Middle School presented the results of their survey project about The Heights.



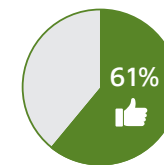
Income Based Housing

Main Takeaway: Around the right balance of Income-Based housing including family and senior housing
Concern: Too few ownership opportunities
Action Item: Investigate funding and implementation strategies that promote higher ownership rates



Public Space

Main Takeaway: Open space strategy provides a sufficient variety of functions and experiences
Concern: Not enough green space
Action Item: Utilize surrounding open space network and promote additional usable green spaces such as roof gardens



Mix of Uses and Urban Form

Main Takeaway: Strong support for loop concept and variety of experiences, so long as existing businesses are retained
Concern: Traffic and parking may spill over into adjacent neighborhoods
Action Item: Neighborhood traffic control measures and street improvements where appropriate

Online Open House and Survey #3 (April 12–May 3, 2018)

The third online open house attracted far fewer participants than the first two, with 211 visitors and 24 survey responses, although the same promotion methods were used. Survey questions prompted feedback on the topics of design/land use, mixed-income housing, streets, public realm/open space, and envisioned usage of The Heights. Themes emerging from the responses were similar to what was heard at the open house, with mixed opinions regarding the proposed design of the Tower Mall Redevelopment area. While many welcomed increased connections and amenities and new investment, others expressed concern about density, traffic, and parking.

MEETINGS AND PRESENTATIONS

Over the course of the planning effort for The Heights District, project staff and consultants have given presentations and talked with stakeholders and the general public at dozens of meetings and public events.

Focus groups

Three focus groups were convened in May and June 2018 to get feedback from stakeholders in The Heights District, including health and social service providers, churches, and business owners and managers. A fourth focus group in May 2019 convened representatives from the disability community.

Health and social service providers in The Heights discussed reasons why they have located in the area, such as its central location, low rents, and ample supply of parking. Providers that own their properties indicated they plan to stay in the neighborhood long-term, while those leasing space in the Tower Mall building expressed desire to remain in the neighborhood, if possible.

Discussion with church leaders revealed that they are open and optimistic toward potential changes coming to The Heights. Some have been reconsidering their mission, programs, and how they use their buildings, with an eye toward greater involvement in the community and finding new opportunities to activate and program buildings that are mainly used on Sunday mornings. Other churches have developed strong ties to the neighborhood through their charitable programs.

Owners and managers of small businesses in The Heights expressed some of the concerns they have about the neighborhood, such as perceived safety issues pertaining to homelessness and squatting in vacant properties. Business representatives observed that The Heights is gradually changing as long-term residents grow older and are replaced by younger families. They are optimistic about growth and economic activity arising from new development in The Heights.

The focus group of disability advocates, representing seniors and people with mobility challenges and visual impairments, engaged in a lively discussion about accessible design. They emphasized the importance of innovative design standards that go above and beyond minimum ADA guidelines, and provided insight into how mobility access and wayfinding can be improved. Members of the focus group advocated for changes to the plan's policy language, and for more accessible formats for plan distribution, including tactile maps and greater compatibility with screen readers.

Individual meetings

Project staff and consultants have organized nearly 60 small meetings to speak with property owners, churches, businesses, agency partners, developers, and individual members of the Community Advisory Committee. This includes the 11 private property owners in the Tower Mall Redevelopment Area, as well as leaders of many of the churches and businesses in The Heights. Agency partners include: Vancouver Public Schools, which is currently constructing a new school building in the District and has plans to renovate another; Vancouver Housing Authority, which owns and operates the Skyline Crest community on Andresen Road and will likely be involved in developing new income-based housing in the District; and C-TRAN, which plans to build a new bus rapid transit line, similar to the Vine, along Mill Plain Boulevard. Staff have met individually with CAC members to address their questions and concerns, and to clarify aspects of the plan to better equip them to inform their neighbors and community organizations.

Presentations to community groups and schools

Staff have presented information about The Heights District Plan to community groups on an ongoing basis since the beginning of the plan process, including 18 presentations to neighborhood associations adjacent to or near The Heights District: Northcrest, Dubois Park, Vancouver Heights, Southcliff, Evergreen Shores, Evergreen Highlands, Edgewood Park, Harney Heights, and Ellsworth Springs, as well as the Vancouver Neighborhood Alliance. Outreach to educational institutions includes presentations to King Elementary School parents and staff and to the National Federation of the Blind chapter meeting at the Washington State School for the Blind. Staff also presented to students in the leadership course at McLoughlin Middle School (more about the students' project below).

Staff presented information and answered questions about The Heights District Plan at public events, including the Vancouver Heights Neighborhood Association annual picnic, Harney Heights Festival in the Park, two National Night Out events attended by hundreds at neighborhood parks, and at an open house for C-TRAN's Mill Plain BRT plan.

Coffee Talks

Staff participated in four "coffee talks" at coffee shops located in The Heights, which were designed as informal discussion sessions where community members could drop in to ask questions and provide feedback. Several Open House attendees indicated they felt the event format made it difficult for them to engage with staff, so the coffee talks were provided as a quieter and more relaxed forum. One or two Community Advisory Committee (CAC) members also participated in each coffee talk, serving as ambassadors for the project and as community-based experts able to answer questions about the plan and how the CAC as a whole landed on certain decisions. Approximately 30 community members attended the coffee talks.

MEDIA AND PUBLICITY

Project planning staff and consultants, with support from the City’s Communications department, have used an array of methods to inform the public about The Heights District Plan and to publicize outreach events, including a project website, social media, printed flyers and postcards, news releases, email updates, media interviews, and direct correspondence with Vancouver residents and stakeholders.

Project website

Four web pages were created and frequently updated for the project, hosted on the City of Vancouver’s website at cityofvancouver.us/theheights. The main page provides a project overview including a map, list of project goals, timeline, and a field to sign up for the email list; it has also been routinely updated to include prominent mention of upcoming outreach events such as the Open Houses. As of November 2019, the page has attracted nearly 8,000 views. The main page links to three other frequently asked questions; ways to get involved, with lists of past and upcoming community engagement opportunities; and a project documents and links page where project background documents, presentations, and deliverables are archived.

Open House promotion

In an effort to draw diverse participants, Open House events and their corresponding Online Open Houses were publicized with multiple methods. Event flyers were translated into Spanish, Russian, and Chuukese, and staff visited businesses and churches in the District to distribute them. Social media publicity included Facebook event pages that were “boosted” to users in Vancouver, as well as posts on Instagram and Nextdoor. Promotional postcards were mailed to thousands of households in the vicinity of The Heights. Flyers were distributed to families of McLoughlin Middle School students through the school’s Peachjar distribution system. News releases were sent to *The Columbian* and resulted in articles about the planning process and opportunities to get involved. Mentions of the Open House events appeared in neighborhood association newsletters, Vancouver Connects (a monthly email newsletter sent by the City of Vancouver to about 8,800 subscribers), City Five (a brief television news program produced by the City), and on the City’s online calendar of events. For the Online Open Houses, link tracking statistics show that most traffic came from links on Facebook and other social media.



City looks for feedback on Heights District plans
The Tower Mall site and surrounding areas seen as Vancouver’s next major urban center

By **Calley Hair**, *Columbian* staff writer
Published: April 8, 2019, 7:09 PM

The city of Vancouver is seeking public input on a draft plan detailing the future of the Heights District, which is being eyed as the city’s next major urban center.

City staff will solicit comment at a community open house from 11 a.m. to 2 p.m. Saturday in the McLoughlin Middle School cafeteria, 5802 MacArthur Blvd., in Vancouver.

“This is the first opportunity for the public to weigh in on the draft plan for The Heights District, which reflects input received from the community over the past year,” a media release from Long Range Planning Manager Rebecca Kennedy stated. “It provides a framework for how the area will develop over the next 20-30 years.”

The draft plan includes three components: a plan for the entire 228-acre Heights District, including housing, business development and transportation; a detailed plan for the 53-acre city-owned Tower Mall site, and an Environmental Impact Statement that includes an analysis of how the proposed development might affect the area.

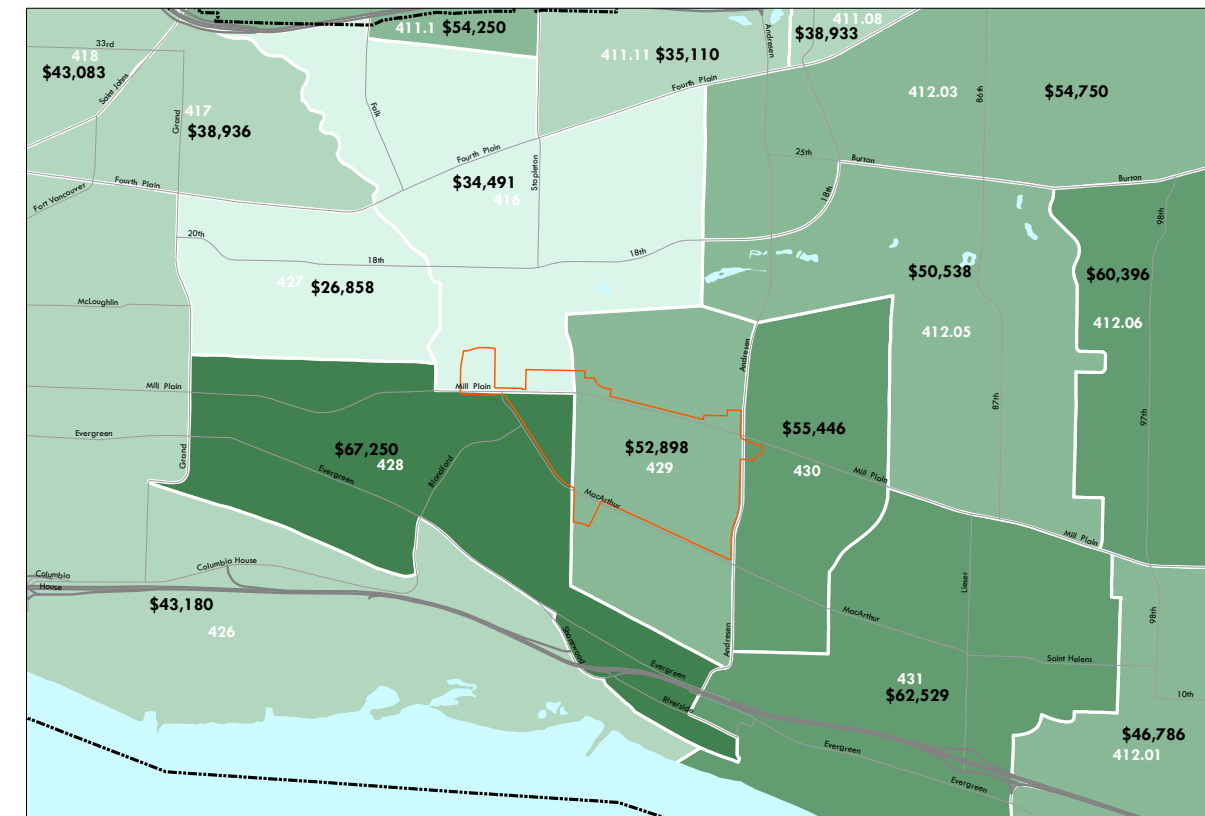
Originally developed as housing for wartime employees at the Kaiser shipyards, the city purchased a strategic chunk of the Heights District in 2017 to help revitalize the area.

The draft plan for that piece, the 53-acre Tower Mall property located at Mill Plain Boulevard and Devine

EFFORTS TO REACH UNDER-REPRESENTED COMMUNITIES

According to data from the US Census and American Community Survey, neighborhoods surrounding The Heights District are diverse in terms of socioeconomic status and populations of people of color. The Harney Heights neighborhood, to the northwest of the District, has larger shares of renter households and people of color and a lower median household income and median age than the rest of the city, while neighborhoods to the south and southeast of the District are among the most affluent in the city, with higher-than-average rates of homeownership and a smaller share of people of color. Planners often observe that participants in local planning processes skew toward a whiter, older, wealthier, home-owning demographic, and The Heights District Plan has been no exception, particularly for attendees at the large open house events and online open houses, which requested demographic information from participants. Project staff have engaged in multiple strategies to encourage participation among communities that are typically under-represented in planning, especially people of color, immigrants, renters, youth, and people with disabilities.

The following map shows the disparities in median household income (MHI) in census tracts surrounding The Heights District Plan (the plan boundary is shown as an orange outline). The MHI in tract 427, which includes most of the Harney Heights neighborhood, is less than half that of tract 428 immediately adjacent to the south, and tract 430 on the eastern edge of the District boundary.



Median Household Income in Census Tracts Near The Heights District

Email list

Regular project updates, including promotions for outreach events, are sent to an email list with 600 subscribers, primarily collected from a sign-up form on the project website and from sign-in sheets at public events. As of the time of this document's publication in November 2019, 16 update emails have been sent to the list since May 2018. Subscribers will continue to be notified of future public involvement opportunities regarding the Plan's adoption process and ongoing implementation.

Media interviews

Project staff have participated in phone and on-camera interviews with local media including *The Columbian*, *ClarkCountyToday.com*, and TV news programs.

Direct correspondence

Project staff have engaged in ongoing communication with individual stakeholders and interested community members through phone and email correspondence. Staff have responded to hundreds of email comments and requests for information, and have frequently followed up these communications by meeting one-on-one with community members with more detailed or nuanced questions.

Support from Communications staff and other City of Vancouver departments

Planning staff in the Long Range Planning division of City of Vancouver's Community and Economic Development department have led community engagement efforts for The Heights District Plan with support from Communications department staff who have assisted in strategizing publicity methods, writing and distributing news releases, maintaining the project website, designing flyers and postcards, coordinating translations, creating and monitoring social media posts, and photographing events.

Staff from a variety of City departments and disciplines have been instrumental in informing the plan and providing citizens will follow up responses to specific questions or concerns. These include Parks and Recreation, Public Works, Community and Economic Development, Finance, Law, the Office of Neighborhoods, Vancouver Fire Department, and Vancouver Police Department.

Translation of project materials

Statistics collected by Vancouver Public Schools show that after English, the top three languages spoken in the central Vancouver area are Spanish, Russian, and Chuukese (from the Micronesian region of western Pacific islands). Flyers for Open House events were translated into these three languages and made available for download on the project website and through links in email updates and McLoughlin Middle School's Peachjar newsletter. Printed flyers were distributed to neighborhood businesses (including those with Spanish-speaking clientele and employees) and churches (including one with a primarily Russian-speaking congregation) in The Heights. Open House flyers and postcards included the offer of interpretation services upon request. The project fact sheet has also been translated into Spanish.

Outreach to the disability community

As described above, a focus group was convened in May 2019 to discuss accessibility issues pertaining to The Heights District Plan. Staff have also presented to the National Federation of the Blind, the Washington State School for the Blind, and DeafVibe (an education/job training non-profit located in The Heights District), and consulted with people with vision impairments to improve the accessibility of outreach materials.

Outreach to schools

Project staff made efforts to increase the effectiveness of outreach to diverse populations by connecting with students at McLoughlin Middle School in The Heights District, where the student body is 68% people of color (higher than the school district-wide 43% share) and a quarter of the students are counted as English Language Learners (double the district-wide share). The second Open House event was promoted with the school's Peachjar system that is used to distribute informational materials to students' families. At the Open House, students were invited to participate in a mapping activity where they could locate their routes from home to school and view presentations about improvements to streets and walkways in the District that would make their commute safer and more pedestrian-friendly. Staff also worked with McLoughlin faculty to develop a project based learning opportunity for the leadership course taught by Preston Antisdell. City staff visited the class and gave an overview on urban planning and civic engagement, as well as specific information on the Heights District Plan. Students then surveyed people in their community (mainly their own relatives) about issues and concerns pertaining to urban planning and quality of life in the city, such as housing, safety, traffic, and public amenities. Approximately 45 students conducted more than 75 surveys, gathering input from communities that have been relatively difficult to reach through traditional methods. Students presented the results of their project at the third Open House event.

Project staff also met with the Hispanic Parents Group at King Elementary School in the District, sharing information about the planning process and ways to be involved in the project.

ДЕНЬ ОТКРЫТЫХ ДВЕРЕЙ ДЛЯ ОЗНАКОМЛЕНИЯ СООБЩЕСТВА С ПЛАНом ЗАСТРОЙКИ РАЙОНА ХАЙТС

13 августа 2019 г., суббота | 11:00 – 14:00
Кафетерий в средней школе Маклафлин | 5802 MacArthur Blvd.

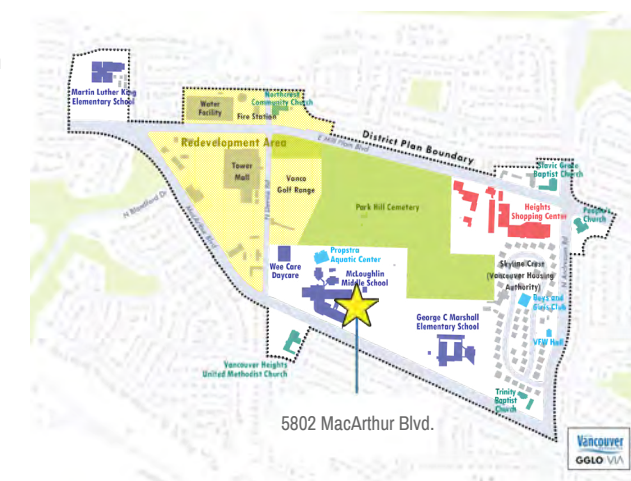


ВОЗМОЖНОСТЬ ОЗНАКОМИТЬСЯ С ПРОЕКТом ПЛАНА ЗАСТРОЙКИ РАЙОНА ХАЙТС

Благодаря вкладу общественности были разработаны планы застройки района Хайтс, территории площадью 228 акров, обозначенной как районный общественный центр в комплексном плане города и расположенной на бульваре E. Mill Plain между бульваром MacArthur и улицей Andresen в центральной части г. Ванкувер.

Посетите это мероприятие для того, чтобы ознакомиться с проектом плана и высказать своё мнение относительно этого плана. В план застройки включена территория бывшего торгового центра Tower Mall и прилегающая к нему зона, где предусматривается строительство нового жилья, точек розничной торговли, офисных зданий, парков и общественных мест, а также усовершенствования транспортной системы и инфраструктуры. Будут предложены лёгкие напитки и закуски, а также развлечения для детей. Приглашаем всех желающих!

С вопросами и запросами на предоставление особых условий для лиц с ограниченными возможностями здоровья обращайтесь к Андреа Пастор по телефону (360) 487-7947 или andrea.pastor@cityofvancouver.us
Оставьте на связи с нами: www.cityofvancouver.us/theheights



PORTLAND STATE UNIVERSITY GRADUATE STUDENT PROJECT

The Master of Urban and Regional Planning (MURP) graduate program at Portland State University requires a capstone project in which student groups engage in a significant planning project in collaboration with a community organization or government agency. Recognizing that The Heights District Plan and other major planned municipal investments in central Vancouver will likely increase the cost of housing and commercial space and could result in displacement of vulnerable populations in the area, project staff worked with a group of six MURP students to develop an anti-displacement strategy for central Vancouver. The scope of work included demographic research, community outreach, and a set of policy recommendations. The student group, named Thread Community Planning, conducted months of outreach to renters and low-income residents in central Vancouver, including door-to-door canvassing at apartment buildings that reached over 500 people, 31 stakeholder interviews, four focus groups, 108 surveys, and nine community events. The final report, titled "Reside Vancouver: An Anti-Displacement Plan", was released in June 2019 and includes a set of strategies to protect vulnerable people, preserve and produce affordable housing, and catalyze and support economic prosperity for area residents.

The report is available to download at www.cityofvancouver.us/ced/page/reside-vancouver-anti-displacement-strategy.



Participants in a focus group conducted by Thread Community Planning

HOW COMMUNITY ENGAGEMENT HAS IMPACTED THE PLAN

Feedback from the extensive community engagement performed by project staff and consultants for The Heights District Plan has informed the development of the plan in significant ways. Early in the planning process, the Community Advisory Committee identified three primary values, or "design drivers", for The Heights: connectivity; community health, wellness, and equity; and sustainability. As a result, connectivity is emphasized in the plan with the design of the Tower Mall Redevelopment Area's street network and planned improvements to surrounding arterial streets, which will enhance connectivity in the area for all users. Active transportation, access to healthy food options, features that enable aging in place for older residents, and a range of housing types including income-based housing will enhance the community's health and wellness and provide equitable opportunities. Sustainability is reflected in the plan's emphasis on efficient land use, access to non-motorized transportation, and green features such as stormwater management and tree canopy.

Some prominent concerns have emerged in feedback from the general public and stakeholders, gathered through Open House events, surveys, and other outreach methods. Many residents expressed concern that the proposed housing density in preliminary concept alternatives for the Tower Mall Redevelopment Area was too high and incompatible with the surrounding neighborhoods, which are dominated by single family homes on large lots. In response, the planned number of housing units in the Redevelopment Area was reduced from 1,800 to 1,300. The plan also includes the creation of a new zoning district with design guidelines and height limits that will enhance the compatibility of development at the edges of the Redevelopment Area, to create a smoother transition between old and new. The positive response to the Grand Park concept, one of the three preliminary alternatives presented at the second Open House, indicated that residents value green space and tree canopy. In response, elements of the Grand Park concept were added to the preferred Loop concept, including the neighborhood park; the plan also includes significant new tree canopy on MacArthur Boulevard and preservation of mature trees along Devine Road, and enhances connections to existing parks and green spaces near the District. Residents of adjacent neighborhoods have expressed concern about dense development resulting in parking spillover and cut-through traffic on their quiet streets, and in response, the plan includes a generous supply of parking as well as neighborhood traffic control measures and street improvements where appropriate.

NEXT STEPS

Ongoing community engagement

After the Draft Plan is released in fall 2019, staff will continue to engage the public and solicit feedback through the remainder of the project planning timeline which is expected to conclude in early 2020 with adoption of the plan by City Council. The public is invited to provide comments to staff or to testify at public meetings of the City Council and Planning Commission. Details about additional engagement activities are available on the project website: www.cityofvancouver.us/theheights.

APPENDIX B

DEMOGRAPHICS

DIVERSITY IN THE HEIGHTS

From the 1940s to today, the neighborhoods surrounding The Heights District have been home to people of diverse socioeconomic status. Temporary housing built for World War II shipyard workers welcomed people of all races during a time when integrated housing was an exception to the norm. As shown by the maps on the following pages, the area today is home to racially diverse communities as well as some of Vancouver's most and least affluent neighborhoods with a wide range of homeownership rates. The Heights District Plan acknowledges this diversity and aims to support it in the following ways: by building new housing for individuals and families with a range of income levels, including a substantial amount of income-based housing for households with low and moderate incomes; by designing inclusive and accessible public open spaces that are welcoming to community members from a variety of backgrounds and experiences; and by improving the public right of way to ensure that people of all ages, abilities and mobility levels can access and safely move around the new district, regardless of whether they walk, bike, drive or take transit.

A history of integration

The Heights District is located in the area that was called McLoughlin Heights in the mid-20th century. Before World War II, the land was mainly farms and orchards. Vancouver's population was almost exclusively white, and African Americans living in the city were counted in the dozens at most. During WWII, the city's population exploded as wartime

industries attracted tens of thousands of workers and their families. Nearly 9,000 African Americans arrived in Vancouver between 1943 and 1945 and lived in temporary housing built and managed by the Vancouver Housing Authority (VHA) in McLoughlin Heights and other areas around the city. Unlike in Portland and many other places in the country at the time, VHA housing and associated community facilities were racially integrated, and the City of Vancouver did not adopt segregationist policies.

After the war's end in 1945, Vancouver shipyard jobs decreased substantially and most wartime workers moved away. Despite the lack of formal discriminatory policies in the city, many of the African American families who remained faced employment and housing discrimination as jobs became scarce and residents sought homes in the private market as wartime temporary housing was phased out and demolished. In response, the City of Vancouver promoted racial integration with activities such as the 1957 formation of the Committee on Open Housing to address the discrimination and racial friction that many African-American individuals experienced from white neighbors, home sellers, and landlords.

Beginning in the mid-1950s, VHA liquidated its housing in McLoughlin Heights and the land was sold to private developers who created suburban neighborhoods of single-family homes on large lots at prices affordable to middle class and affluent families. Surveys found that a majority of African American

residents of VHA housing wished to remain in Vancouver, although most lacked the means to purchase homes in the newly developed areas. Facing scarce housing and employment opportunities in the city, by 1960 fewer than 500 African Americans resided in Vancouver.

The Heights District Plan recognizes and acknowledges this history, and the communities of color that currently reside in neighborhoods and attend schools within and around the Heights. Through a robust mixed-income housing strategy and other policies designed to provide community benefits as the area redevelops, the Plan will ensure this area remains a place that is accessible, welcoming and attractive to families and individuals from a range of backgrounds, cultures and experiences.

Research sources:

Jolotta, Pat. *Legendary Locals of Vancouver* (2012).

Vancouver Housing Authority. *Housing in War and Peace* (1972).

Williams, Melissa E. E. *Those Who Desire Very Much to Stay: African Americans and Housing in Vancouver, Washington, 1940 to 1960* (2007). Master's thesis, Washington State University.

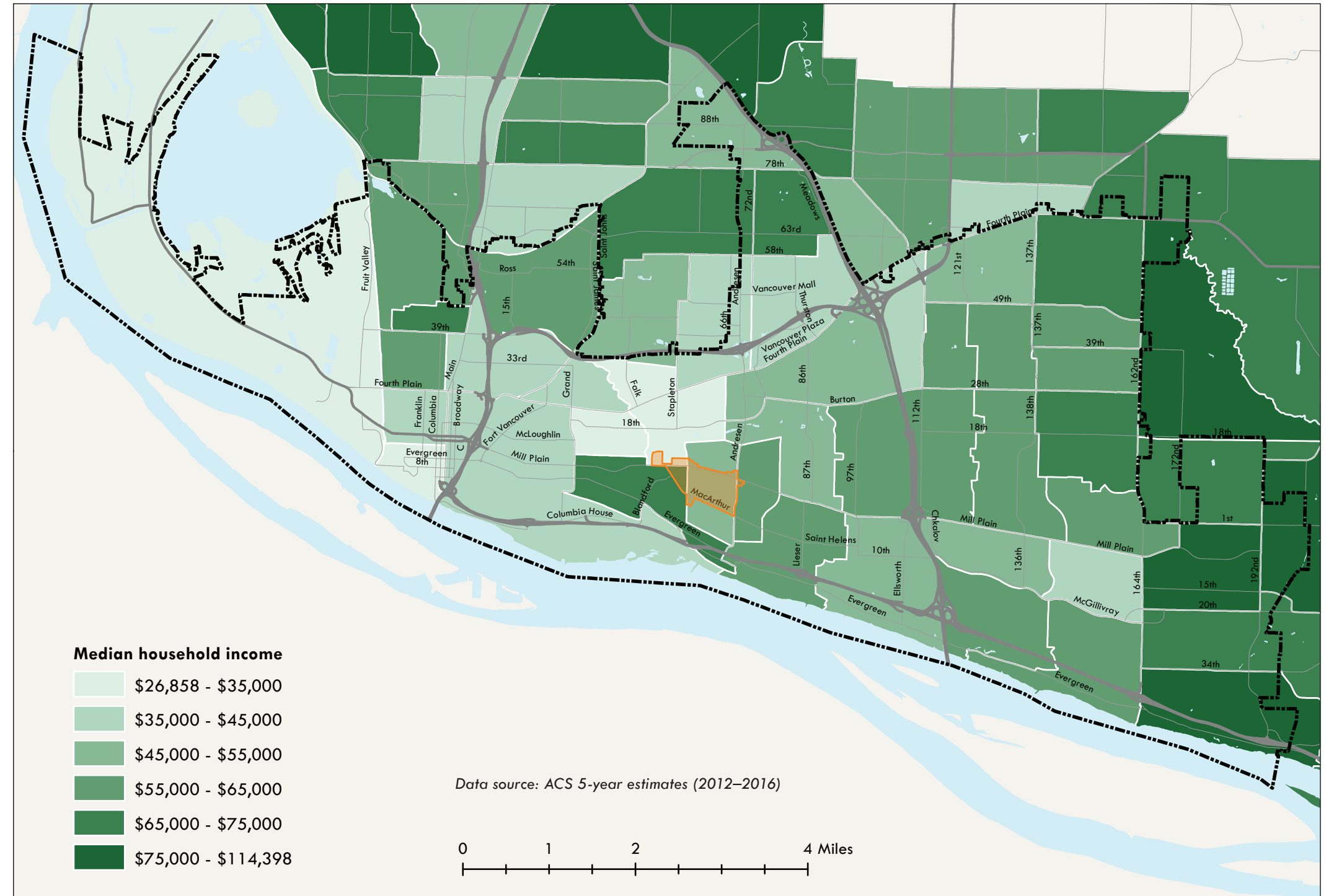
INCOME

Median household income, by census tract

Elwood Caples and the Vancouver Housing Authority

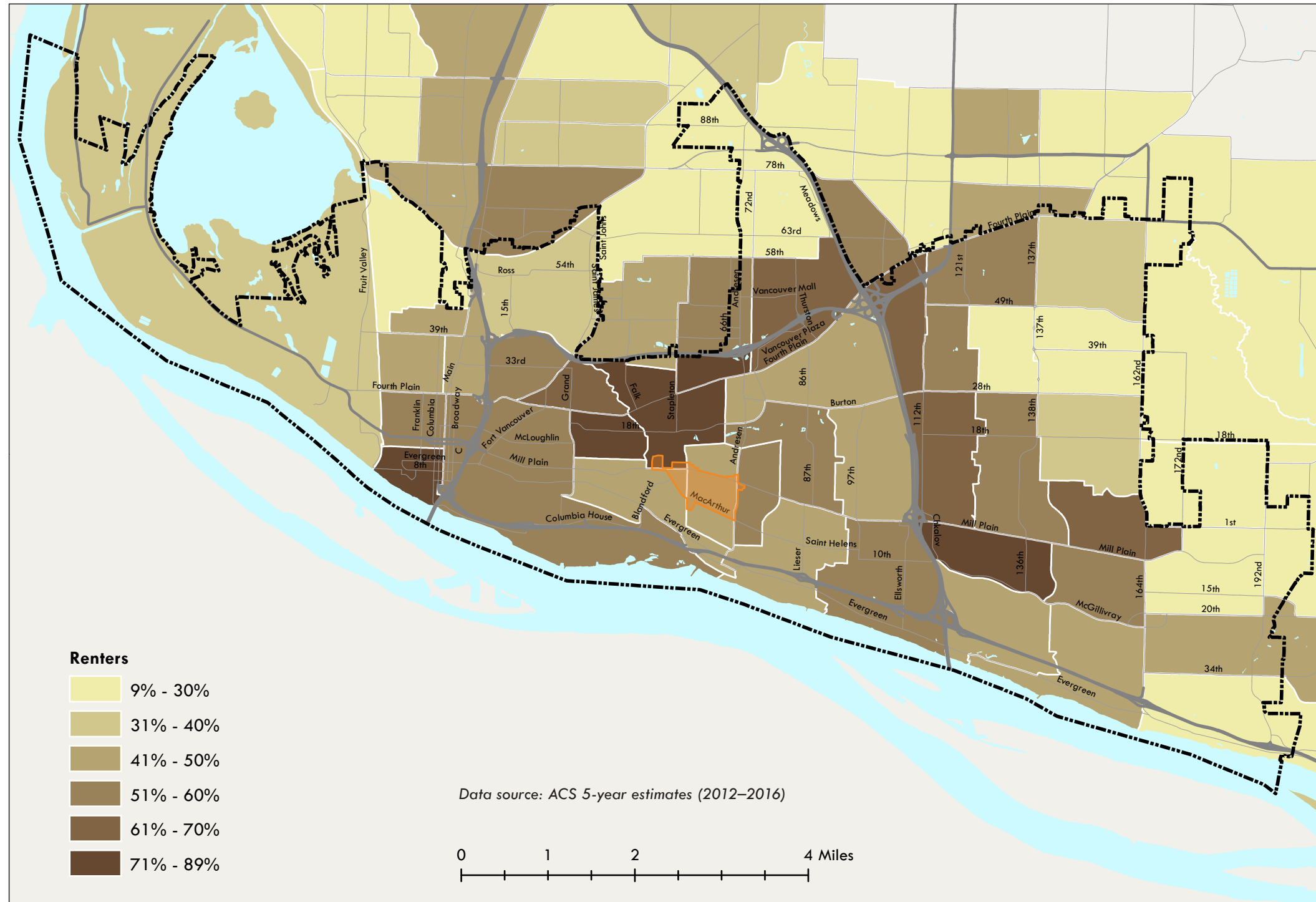
"[Elwood Caples] is best known as the driving force of the Vancouver Housing Authority during the boom years of World War II. The construction of the six wartime cities was accomplished during his watch. Perhaps more than anyone else, Caples saw that the remnants of the wartime housing would become a horrendous slum. He convinced the Housing Authority to buy the Heights, dismantle the projects, and redevelop the areas. The transformation was accomplished and the mortgage was paid off in 18 months. More important was his determination that there be no segregation in housing in the new areas, or anywhere else. Working with churches, the NAACP, and volunteers, that goal was accomplished. The city today has no ghettos."

—Pat Jollota, *Legendary Locals of Vancouver*



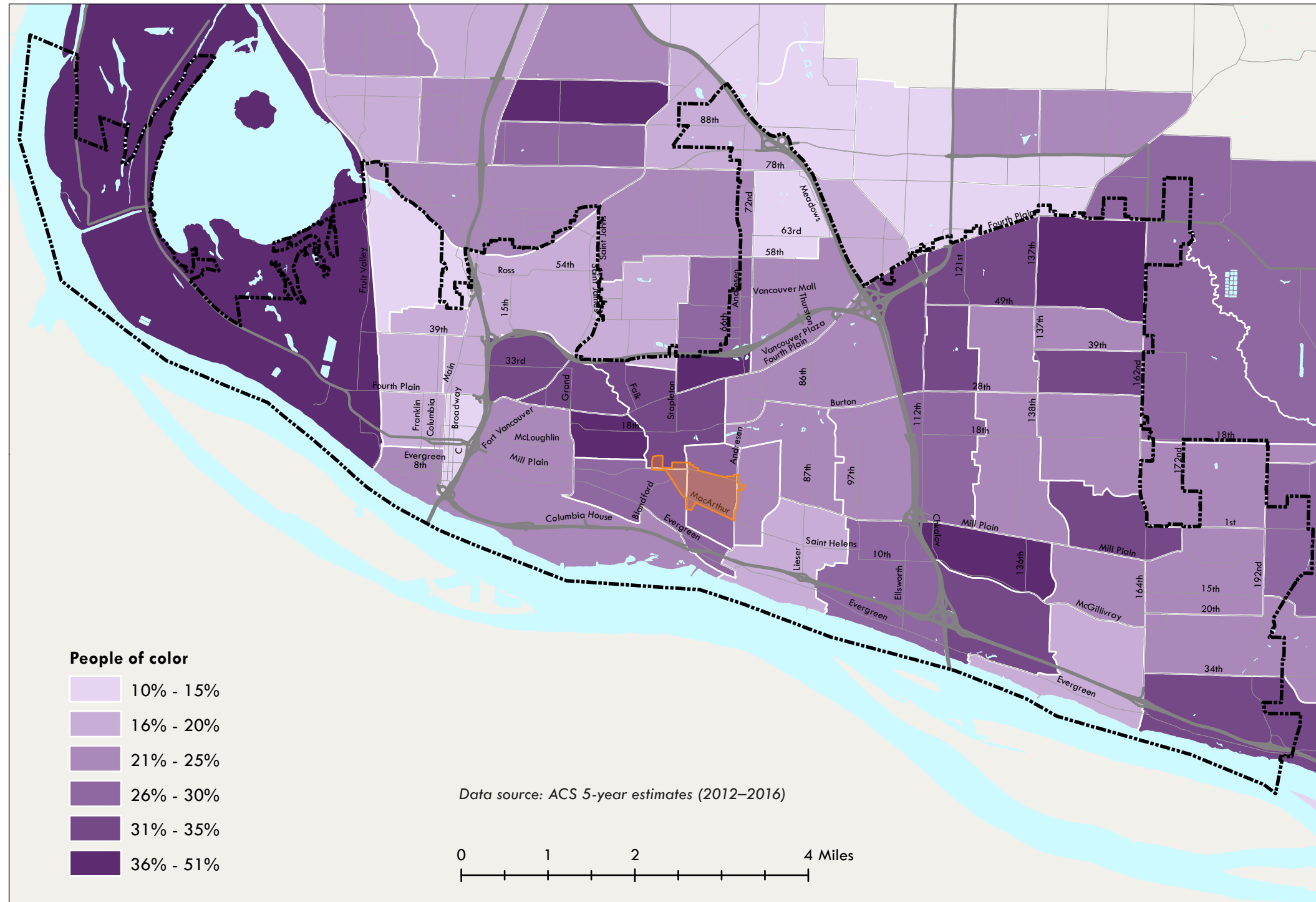
RENTERS

Share of rental households, by census tract



PEOPLE OF COLOR

Share of people of color, by census tract



APPENDIX C

INCOME-BASED HOUSING



DATE: June 21, 2019
TO: Rebecca Kennedy; City of Vancouver
FROM: Lorelei Juntunen, Matthew Craigie
SUBJECT: THE HEIGHTS – MIXED INCOME MEMORANDUM - REVISED

Mixed-income development is the intentional design of neighborhoods to include residents of diverse economic means. Research indicates that mixed-income development leads to the deconcentration of people in poverty and can help address the negative effects of historic urban planning policies that have resulted in spaces segregated by race and income with an unequal distribution of opportunities (such as quality schools, health care, and transit).

Recent mixed-income development projects have focused efforts on integrating housing units for low-income and public housing residents into market rate development programs to encourage greater community stability, safety, and access to opportunity for vulnerable populations. In the last two decades, many cities have adopted this strategy, facilitated by the federal government's HOPE VI program and more recently, the Choice Neighborhood Initiative, and by proactive equitable development strategies adopted by public sector agencies.

IDENTIFYING MIXED INCOME HOUSING TARGETS IN THE HEIGHTS DISTRICT

The City of Vancouver, its community partners, and a consultant team are working to develop a Subarea Plan for The Heights—a large contiguous urban infill area in central Vancouver. As the Subarea Plan moves closer to its final form, the project partners and key stakeholders want to better understand how to successfully incorporate income-based housing into the mix of proposed land uses. The City of Vancouver has multiple ongoing income-based housing efforts, and its partners are poised to provide income-based housing in The Heights.

Ultimately, the key question driving this analysis is: **What is an appropriate target ratio for income-based housing units to market rate housing units in the Heights?** The following are important considerations in determining an income-based housing ratio:

- What are the current and best practices for building successful mixed-income communities?
- The distribution of household incomes in The Heights will influence the type and scale of retail uses that choose to locate in the area. How will policy choices about housing type and density influence the local retail environment?

Infrastructure and ongoing programming and maintenance of public space represent significant future costs for the Heights and likely will be shared by the City and private sector partners. Affordable housing developers are often less able to fund off-site infrastructure improvements and ongoing programming and maintenance, and therefore, in most cases, market rate development supports more of these costs. Given these realities, what income-based housing targets are likely to enable a private sector contribution to infrastructure, programming, and maintenance without having a substantial affect on development feasibility?

INCOME-BASED HOUSING IN THE HEIGHTS: BEST PRACTICE REVIEW

A review of successful mixed-income communities around the country showed a wide range of income-based to market rate housing unit ratios (for more detail, see the case studies on page 118). Some, notably the communities that were funded through the Hope VI program, have a majority of income-based units. Others, like the Holiday Neighborhood in Colorado, feature only a small portion of income-based units. The split between income-based and market rate units within these communities is largely a result of two factors: development funding sources, and property ownership.

The case study communities with the highest income-based to market rate ratios have one important variable in common: they were funded through large-scale Federal programs (e.g. Hope VI). These programs, which are no longer active, provided significant funding and programmatic support for mixed income community development. These programs enabled mixed income communities to be built with a large portion of subsidized units—in fact, creating a large number of income-based units was the core goal of the program. More recently developed mixed income communities relied more heavily on limited Federal dollars (e.g. Low-Income Housing Tax Credits), and typically smaller allocations from state, regional, and local funding sources.

Another common factor across case studies is that the public sector either owned or acquired much of the property underlying the income-based units. Like any other mixed-income project, the production of income-based housing in Vancouver will rely largely upon publicly controlled property and the amount of funding that can be secured to finance the creation of non-market income-based housing units.

The City of Vancouver will need to leverage its property control and its partnerships with income-based housing funders, as well as its own resources, to implement a successful mixed income community at the Heights.

The information in this section provides a foundation for City discussions as it considers potential targets and other associated policies to implement income-based housing within the Tower Mall Redevelopment Area. Specifically, it uses information from the case studies as a foundation to identify the variables that are most important to ensuring successful implementation (site control and funding) and then considers those variables in the context of The Heights District Plan Area. This information supports our recommended targets in the next section.

What do we mean by 'income-based housing'?

Definitions for 'affordable housing' can vary greatly, but they are often tied to median family income. In this study, we are using the term 'income-based' to mean housing units that are publicly subsidized and are made available to low-income households at price points below market rates. This is an imperfect, but frequently used definition. As conversations regarding the scale and target populations of income-based housing units continue, the City may want to create more specific definitions. Housing units for the lowest income households or those targeting special populations (e.g. low income seniors), have different designs and costs than other types of income-based housing units.

MIXED INCOME COMMUNITIES: ACHIEVING SUCCESS

Empirical research has shown that mixed income communities have historically had varying levels of success. The complex nature of mixed-income housing development means that each project must be adapted to address specific community and project goals, the needs of local target populations, and a range of constraints. For this study, we conducted case study research of mixed-income communities that share some similarities in geography and scale to The Heights. Our case study research found three common factors among notably successful mixed-income projects:

- A conscious design of the housing and public space
- A strong focus on supportive services for the target populations
- Spatial and economic integration of the project into the surrounding community

A survey of successful, new mixed-income communities identified key elements, described below. Many of these design related practices presented here are core tenets of good neighborhood planning for all types of communities. The Heights Master Plan already includes many of these ideas. Other practices, such as those related to property management and supportive services, arrive later in the development process.

Design

- Create shared communal spaces (parks, gardens, recreation center, etc.).
- Allow for a mix of unit sizes to accommodate larger and smaller families, single individuals, and couples.
- Construct buildings at various heights to break up uniformity.
- Maximize environmentally efficient components to ensure low utility bills for residents.
- Consider inclusive design beyond American with Disability Act (ADA) requirements that allows residents of various abilities and ages to live comfortably and safely.
- Allow flexibility in individual project development to assist developers in meeting their financial requirements.

Supporting Services

- Successful mixed income communities employ property management firms that are sensitive to the needs of low-income residents.
- Alternatively, since many market-rate leasing agencies are unfamiliar with the process of vetting incomes, contract with a supportive entity (e.g. a housing authority) that will assist with lease-up compliance on income-based units.
- Conduct strong outreach for market-rate units to help the long-term viability of the community.

- Establish targeted employment assistance services and job training for low-income residents.
- Provide neighborhood programs where residents of all income levels can interact.

Neighborhood Integration

- Encourage formalized and informal events that bring residents together such as farmers markets, barbecues, and cultural celebrations representative of local communities.
- Allow for a mix of rental and homeownership opportunities to respond to changing neighborhood economic conditions and promote economic longevity and stability within the community.
- Incorporate connectivity and walkability within the community and to nearby destinations and transit services. Align or integrate the community’s design into the surrounding street and transit networks.
- Encourage mixed-use development to activate ground-floor spaces and to bring visitors and shoppers into the community.
- Target commercial and retail businesses that meet the needs of residents with a variety of incomes, such as childcare services or medical services.

MIXED INCOME COMMUNITIES AND RETAIL ENVIRONMENT

Finding the best mix of retail tenants to support a mixed-income, mixed-use development requires proactive partnerships with developers and marketing of retail spaces. The distribution of household incomes in The Heights will have an influence on the type and scale of retail properties that locate in the area. To determine site location in The Heights, retailers will consider the total number of households surrounding a retail location as well as household incomes.

The case study research identified policy choices that the City of Vancouver and its development partners could make to promote a desirable retail environment. These include:

- **Tenant mix.** Achieving the desired retail tenant mix requires conversations with potential retail partners (brokers and prospective tenants) to understand their sizing requirements, complementary uses, key target demographics, and other considerations, especially the potential anchor tenants.
- **Incentives.** The City and its development partners can offer incentives to attract retailers, especially smaller local retailers. Incentives can include split financing or condoized spaces and subsidies or tax incentives.

- **Creative ground floor uses.** Many mixed income projects have seen success providing grants or set-asides to non-traditional alternatives to retail tenants that provide an amenity for the developments’ households, such as community gathering spaces.
- **Design.** Design approaches can maximize the utility of a development project for a diverse set of retail tenants through maximizing visibility of retail tenants along major roads, ensuring safe, well-lit, and accessible transit stops, and providing open spaces for the neighborhood.

The local retail environment will also be influenced by both the density of local housing and the incomes of local households, i.e. the number of total rooftops within the market area and the income distribution of the households those rooftops represent. A district with a higher concentration of low-income households is likely to have a different composition of retailers than an area with higher income households, because many retailers rely on proximity to households with select income profiles. Establishing income-based housing targets will require more City leadership and intervention to achieve a desired retail environment.

MIXED INCOME HOUSING TARGETS AND INFRASTRUCTURE PROVISION

Income-based housing projects are less likely than market rate developments to be able to financially support local infrastructure development or other off-site costs that cities commonly look to the private sector to develop alongside their projects. If an area has a higher concentration of income-based housing projects, private resources are less likely to be available to pay for road connections, sidewalks, utilities, and other off-site infrastructure that is commonly tied to new market rate projects. In order to facilitate income-based housing development at the Heights, the City will likely need to identify other sources of funding to support infrastructure development, and should be prepared to invest in off-site improvements that would normally be completed by market-rate development.

Committing to a target ratio also has implications for phasing of redevelopment. At the current time, it is generally agreed among real estate experts that we are at or near the top of the development cycle. Real estate development has started to slow across most sectors, and noticeably in the housing sector. Income-based housing production, although partially reliant on market forces, primarily relies upon non-market related funding sources. For this reason, an income-based housing project is one of the strongest near-term development possibilities for The Heights. This timing may allow for income-based housing to lead development of The Heights, perhaps with a higher final ratio of income-based to market rate units. Leading with a significantly sized income-based housing project could also set the tone for the district, play a strong role in attracting retail tenants, and identify needs and locations for first phase infrastructure and open space investments.

MIXED-INCOME HOUSING TARGETS FOR THE HEIGHTS

The City of Vancouver is interested in seeing a meaningful but achievable amount of income-based housing developed at The Heights. Specifically, the City would like to set a target percentage of income-based units to provide clarity for partners about the City's intent for the scale of development of income-based housing units at The Heights, to inform and focus funding and other implementation steps, and to support effective monitoring of the development's overall success during the implementation phase.

Given our understanding of local market conditions, property control, and the type and scale of residential development proposed in The Heights District Plan, we recommend that the Plan's policies target between 25 and 40 percent of all housing units as income-based. This would mean the development of 450 to 720 total income-based housing units in The Heights, roughly equivalent to two to three income-based multifamily apartment buildings or a combination of apartment units and income-based townhomes. This amount should be reasonably achievable given the amount of property that the City controls and the planned development on the sites, while still allowing for sufficient market rate development to support some key infrastructure investments and long-term success of retail tenants.

While creating certainty and leverage for the development of income-based units, this target ratio also still allows significant private, market-rate development on City-owned sites. It is important that some City-owned sites are able to develop in the private market for a variety of reasons. As with income-based development, land ownership is the most important tool that the City has to support implementation of a wide range of public benefits, and to support development of infrastructure, control phasing of development, and to ensure that the Master Plan's income-based units are truly integrated with market-rate development in a mixed-income community.

This section describes a recommended target for income-based units and considerations for ensuring that it is successfully implemented, to support City discussions for arriving at Master Plan policies regarding affordability.

We provide the target in a range and recommend that the policies in the Master Plan also describe a target range, to allow flexibility to be responsive to changing market dynamics, funding sources, and partner interests. For example:

- Any income-based housing development on the parcels is likely to be led by income-based housing development partners, and those partners will have target markets, price points, and development types that they will want to achieve. For example, middle-income family-oriented developments will produce different unit counts than low-income senior living facilities. Each of these products may fit into the larger vision for The Heights as a mixed-income community, and the City will want to remain flexible to respond to partner needs.
- Funding sources have not yet been committed, and non-City sources may or may not be available to support implementation. While land value is the largest contribution the City is likely to make, other funding sources are likely to be necessary to achieve the upper end of the target range. Targeting a range provides motivation for the City to identify additional sources that it controls while also seeking opportunities to leverage its resources to identify other funding sources.
- Identifying a range allows for flexibility in income-based housing production. In general, it is more expensive and difficult to provide deeply affordable income-based units than to provide workforce or income-based homeownership units. The target range allows the City to flexibly respond to the widespread need for income-based housing in the City without being tied to a specific unit count.
- As discussed previously, establishing a target ratio of income-based to market rate housing units alone is unlikely to lead to successful outcomes. Relevant here is the need for supportive services for low income residents, which will need to be accounted for in the eventual development program and, depending on the mix and type of units and markets, may reduce or affect achievable unit count on any given site.

MIXED INCOME COMMUNITIES: CASE STUDIES

We examined six mixed income communities, each of which has seen successful outcomes for residents of all incomes. The case studies are diverse in their geographies, intended development goals, and income-based to market rate housing ratios. Despite these differences, they do share the three common factors of successful mixed income communities that we described in the previous section: strong elements of design, supporting services, and neighborhood integration.

Exhibit 1 identifies the six communities and their split between income-based and market rate units. The communities show a range of income-based to market rate ratios, starting at 20 percent income-based units (Batik, a recent mixed-income project in Seattle) to 81 percent (Harbor Point, a project developed during the 1980s in Boston). The median split between income-based units and market rate units is 45 percent income-based units to 55 percent market rate units.

Exhibit 1. Mixed-Income Community Case Studies. Portion (%) of Units by Affordability Type

Community	Location	Share of Income-based Units	Share of Market-Rate Units
Batik	Seattle, WA	20%	80%
Woodward's	Vancouver, BC, Canada	28%	72%
Holiday	Boulder, CO	42%	58%
High Point	Seattle, WA	48%	52%
New Columbia	Portland, OR	73%	27%
Harbor Point	Boston, MA	81%	19%

Source: ECONorthwest

Holiday Neighborhood, Boulder, CO (2008)

A low-rise, mixed-use community in Boulder, the Holiday Neighborhood is a clustered residential community with the dual goals of affordability and sustainability. A former drive-in theater that was later intended for box store development, the City annexed the 27-acre site and sold it at cost to Boulder Housing Partners (the local public housing authority) to be developed into a 333-unit mixed-income community. The City further assisted the feasibility of the site by increasing the density bonus, waiving some development fees, and providing other financing support. The neighborhood features connections to the local public transportation system (all residents receive bus passes), bike and pedestrian pathways to main arterial stops, and mixed-use and commercial spaces along its edges. With a mixture of income-based and market rate units, it also supports ten units designated for people transitioning from chronic homelessness, three units for homeless families in emergency or crisis situations, and ten for clients of the Boulder County Mental Health Center to both live and receive support services.

Targeted Mixed-Income Policies and Practices

- The street plan extended the city's existing street network, providing direct connections into the neighborhood in contrast to nearby circuitous streets in the surrounding area.
- The neighborhood is designed with small blocks and off-street parking to facilitate a more pedestrian-friendly street interaction, and with a pedestrian mall extending through the community connecting the main park to the community gardens.
- The higher density doubled the number of units per acre allowing for a broader range of housing types including single detached, townhouse, studio mews, live/work, lofts, duplexes, triplexes, and apartments.

High Point, Seattle, WA (2003–2006)

High Point is a mixed-income development in Seattle located about a 15-minute drive from downtown. Developed in the early 1940s as a public housing development, High Point originally consisted of mainly one- and two-story apartment buildings. By the 1980s, the area became known for criminal activity, and the City sought to redevelop the site in 2003. Private investment funds combined with public funding of various sources including HOPE VI, tax-credit equity, tax-exempt loans, and other public sources helped create a mixed-income development. High Point offers 1,529 units in a mix of housing types available at both market rates and various levels of affordability.

A major factor in the overall success of the project was the planning of open spaces, including a four-acre park running through the center of the development, as well as other communal open spaces of various uses. This has helped bring neighbors together, knitting together the multi-family and single-family parts of the neighborhood and making it a desirable place to live for all residents.

Targeted Mixed-Income Policies and Practices

- Narrow streets with parking on one side, few garages, bioswales for stormwater mitigation, and a reintegrated street design helps create a transportation environment that encourages interaction while maximizing green space.
- Green building features, such as added insulation, tankless water heaters, and energy-efficient appliances, lighting and heating systems, help keep utility rates low for residents and offer shared environmental benefits, minimizing the project's impact on the surrounding ecosystems.
- A variety of housing types that allows for single individuals, couples, small families, and larger families to coexist in the same project will enable families to scale up or down according to their life circumstances while remaining in the same neighborhood.
- Social service provision to those in subsidized housing including ESL and citizenship classes, basic financial advising, a community clinic, and a community center.

Batik, Seattle, WA (2016–2018)

Batik is one of the new multi-family, mixed-income buildings which will replace the public housing development of Yesler Terrace. Developed in the early 1940s, Yesler is a 30-acre site near downtown Seattle that served as the city's first publicly subsidized housing community. In 2006, the City identified the need to replace Yesler's infrastructure and 561 aging housing units. Due to its central location near employment and public transit options, the City recognized the site's potential to be redeveloped as a mixed-income project through the Choice Neighborhood Initiative. In addition to replacing the existing units, the public and private partnership project will provide 5,000 housing units, 1,800 of which will be subsidized for low to moderate-income households.

Completed in 2018 as part of this development, Batik was funded through a mixture of private equity combined with the Multi-Family Tax Exemption program (MFTE). It offers 156 market-rate units and 39 units available to residents earning between 65–85% AMI. The building design includes ground-level apartments that have neighborhood stoops, retail open to a central plaza, and a community kitchen connected to a main pedestrian pathway. The broader development has incorporated a central park with several additional pocket parks (including a dog park), a green street loop, and a one-acre community garden.

Targeted Mixed-Income Policies and Practices

- The project has direct access to the broader neighborhood and public transportation options with improved connectivity to First Hill streetcar line, a rebuilt Yesler Way Bridge connecting to Pioneer Square, and the Hill Climb that links pedestrians to Little Saigon and the International District.
- Active social service support is offered to low-income residents through partnerships with local organizations, as well as provision of space for these services. The renovated Epstein Opportunity Center houses Neighborhood House's Early Childhood Assistance and Education Program, Catholic Community Services Youth Tutoring Program, community rooms and an economic opportunities center. Other buildings within the neighborhood also provide space for community gatherings and are home to non-profits that provide family support and community health services.
- The whole Yesler site will be developed using a mix of public and private financing.
- The master plan aims for a balance of income-based housing and market rate units complemented by both ground-floor retail and office space.

New Columbia, Portland, OR (Built 2001–2006)

New Columbia, formally known as Columbia Villa, developed a reputation for crime and drugs, and was the site of Portland's first drive-by shooting in the 1980s. It was organized in a curvilinear street pattern, a design element that disrupted the urban grid system and created an environment of isolation within it. In 2001, the Housing Authority of Portland (HAP) was awarded a \$35 million HOPE VI grant (supplemented by other sources for a total of \$151 million) to transform New Columbia into a mixed-income and mixed-use housing project over the 82-acre site.

The project provides 854 units in total arranged along a traditional street grid: 232 new for-sale units, 186 income-based apartments, 370 public housing and Section 8 rental units, and a 66-unit senior living facility. The focal point of New Columbia is the Community Campus, anchored by a new public elementary school, a Boys & Girls Club, and a new wing and gym for a city-owned recreation center.

Targeted Mixed-Income Policies and Practices

- The project focused on providing a community-friendly design with front porches, parks, and public spaces, and reincorporating the neighborhood into the North Portland grid.
- The main street serves as a draw for both the community and broader neighborhood with a variety of recreational, cultural, and educational opportunities. This includes a workforce development center, community education center, local grocery and retail, as well as the Rosa Parks elementary school and expanded University Park Community Center.
- New Columbia sought to offer homeownership (as well as rental housing) for first-time home buyers, and existing community residents. HAP provided home buyer counseling, education, and assistance with down payments, and exceeded their goal of thirty income-based homes with fifty-five homes purchased by households at 60 percent of median family income or lower.
- One redevelopment element of the New Columbia project was to foster local economic development and opportunities by generating new jobs, wages, and small business income. As a part of that goal, they made construction jobs available to local community members, with first priority given to graduates of the Evening Trades Apprenticeship Preparation program for HAP residents and local low-income community members.

Woodward's, Vancouver, BC (2003–2010)

Woodward's is a mixed-use, urban redevelopment project in Vancouver's east side, close to downtown. It is located on the site of the historic Woodward's department store (closed in 1993) and involved the restoration and adaptive use of one historic structure, construction of two new residential towers, a new educational and cultural space for Simon Fraser University, an atrium, a daycare center, and ground-level retail space.

In 2003, the City purchased the 2.3-acre site and facilitated a partnership with private developers to jointly address income-based housing needs as well as move forward on a plan to revitalize the Downtown Eastside. The site was designed around a central atrium and courtyard creating transitional between public and private space access from the three of the streets that immediately surround the project. To maintain financial viability, the City anchored the development with Simon Fraser University and a large retail grocery store which attracted retail and market-rate developers to an otherwise distressed area.

In addition to the University, public space, and parking, the development contains 746 housing units. The unit mix includes market rate condominiums, transitional housing for individuals needing support for mental health or substance abuse, income-based family units, and housing for individuals with disabilities. The development is complemented by 68,000 square feet of office space and 48,000 square feet of retail space.

Targeted Mixed-Income Policies and Practices

- The City worked with an architect experienced with social housing projects in the area who designed the buildings to fit into the existing neighborhood. The design aligned the public and atrium spaces with the grid, creating a pedestrian pathway into the development and the ground-floor retail.
- The original Woodward's department store was famous for serving both high and low-income residents, so it was important to the City to incorporate retail and grocery to retain the historical nature of the site. The grocery store was an essential amenity and draw for marketing the market-rate housing and a necessary service for the income-based housing. The City provided incentives to the potential tenant to secure their commitment to the site early on in the process, which helped to attract other commercial tenants.
- The City partnered with two credible housing providers to serve the specific needs of families and transitional populations.

Harbor Point, Boston, MA (1988)

Harbor Point is a mixed-income development in Dorchester, MA, a neighborhood in South Boston that had historically been home to low-income and racial minority populations. Through several public-private partnerships, and a complex array of other public financing tools, the project redeveloped 1,500 units of public housing (350 were occupied at the time of redevelopment) into 1,283 mixed-income units in 1988. Its success became a model for housing officials seeking an alternative to the public housing approaches that had previously relied exclusively on government financing.

One of the defining features of Harbor Point is its commitment to property management and security. In contrast to the experience of the previous public housing development, the management sought to respond to residents' concerns promptly, and maintain a solid operating budget for the upkeep of landscaping, shared spaces, buildings and units. Increased surveillance, an on-site security force and a zero-tolerance policy toward violence contributed to improved security and reduced crime. Today, Harbor Point still maintains a similar tenant mix and is one of the safest and most desirable places to live in the area.

Targeted Mixed-Income Policies and Practices

- Designed to replicate a typical neighborhood instead of the historic public housing model, Harbor Point included a street-grid development design, sidewalks, front doors for each ground floor apartment and on-street parking. Modeled on Boston's Commonwealth Avenue, the main commercial corridor serves as a link from the residential area to the public waterfront and park.
- No more than 50 percent of any of the individual buildings are comprised of low-income residents so that there is not a segregation of those households.
- Management placed an emphasis on attracting market-rate tenants by diversifying the design of units, the community safety measures, and the amenity package. With a swimming pool, tennis courts, fitness center, and free parking, Harbor Point offers services unavailable at similar rents in downtown Boston. For subsidized units, social services and active community programs are available to households, including a health clinic, daycare center, and youth-oriented activities.
- Tenant-at-Risk Committee, composed of resident leaders, meets with residents who repeatedly violate rules or are close to being evicted to help them get back on track and remain in the unit if possible.

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APPENDIX D MARKET ANALYSIS

REAL ESTATE AND DEMOGRAPHICS KEY FINDINGS AND IMPLICATIONS

The Heights District presents an unprecedented opportunity for new development in Vancouver. Given its location and size, redevelopment in the District has the potential to create a new urban community within the growing city. This market analysis explores the socioeconomic and real estate market drivers in the Vancouver market that will influence future land uses in The Heights. Using data from several sources, including local stakeholders and developers, we have synthesized this information to help inform The Heights District Plan. Sources are stated in the original presentation of the data in each section. This report, and other project related information, will be used by the District Plan project team, the City of Vancouver, and community members to chart a path for future land uses in The Heights. Here we summarize the key findings from our research.

KEY FINDINGS

Demographic trends show how communities have grown and how they will shape future growth. The following summarizes some of the key findings from our demographic analysis:

- The demographic profile of the population of Vancouver is one of a growing and aging community. In the last two decades, Vancouver grew by 23 percent. The city's population is expected to continue growing—by 2030, the population is forecast to be 202,300, a 15% increase from 2017. In addition to population growth, Vancouver's households are changing. Increasingly Vancouver's households are becoming older, smaller, and contain fewer children, following similar trends across the country as the baby-boomer generation ages. The population of Vancouver also has a lower median income and a larger share of low-income residents than surrounding communities in Clark County.

- Vancouver's housing market is also unique and is changing. Currently, about half of Vancouver residents are renters and of the multifamily housing stock only five percent are owner-occupied, i.e., condominiums. This is a distinct difference from other cities of a similar size, many of which have a higher number of home owners and a higher percentage of owner-occupied multifamily units.
- Vancouver has a low home vacancy rate, matching the county's, at five percent. Washington's home vacancy rate is nine percent indicating that housing supply is more constrained in Vancouver than other areas throughout the state.
- Since the recession, permits issued for new multifamily housing have increased significantly, and well beyond increases in single family homes, and other types of housing units. On average about 500 multifamily units have been delivered to the market annually since the year 2000; delivery of these units has not been consistent from year to year.
- Since the recession, average asking rents in Vancouver have edged upwards. This effect is partially due to increasing rents of existing buildings, but also as the result of new buildings being delivered to market with rent levels well above average.
- Vancouver currently has demand for all types of housing units—multifamily, single-family, and single-family attached. In the next two decades, Vancouver is projected to need almost 11,000 new dwelling units, at an annual average development trajectory of 540 units per year.

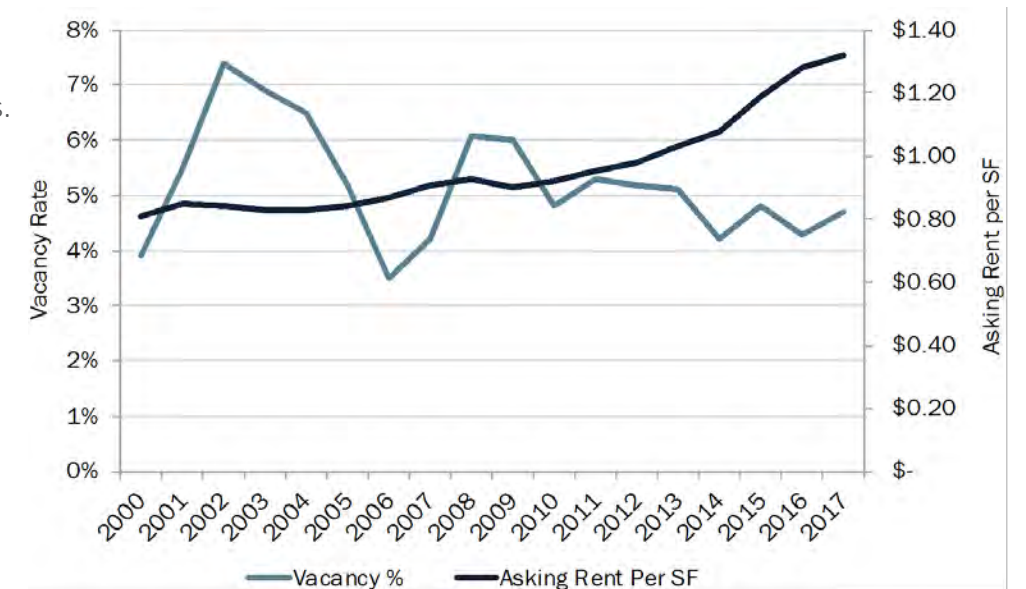


Figure 1: Multifamily Unit Rents and Vacancy Trend

IMPLICATIONS FOR THE HEIGHTS DISTRICT

- The Heights District is well-suited for residential development. Its proximity to downtown Vancouver, easy access to highways, and nestled location in established residential neighborhoods create the conditions to foster multifamily development. Further, demographic trends indicate a demand for more multifamily housing within the city—smaller and older households are ideal household types for denser housing types. There is also demand for low-income housing in Vancouver. The Heights District’s ease of access to retail centers and services makes it an appropriate location for affordable housing.
- Residential development in The Heights could take several forms. Using data gathered through our research, we recommend consideration of the five housing types shown below.
- Other types of commercial real estate—retail and office—have been focused in other areas of the city. Data and information from stakeholders indicate that there is a limited ability for the Heights

District to capture future retail and office uses. However, these could play a supportive role to residential uses in the Heights District. This is not to diminish their importance. Retail uses—especially those that create neighborhood vibrancy such as cafes and restaurants—add real value and a sense of place to local communities. Consideration should be given to strategically supporting and fostering appropriately sized retail and office uses that enliven and add value to the future Heights District.

- Discussions with stakeholders also indicate a strong interest in retaining many of the current businesses and services that already exist in The Heights District. Currently there are several churches, commercial businesses, and non-profits in the area. Redevelopment plans for the district should consider how to retain or enhance the presence of many of these uses.

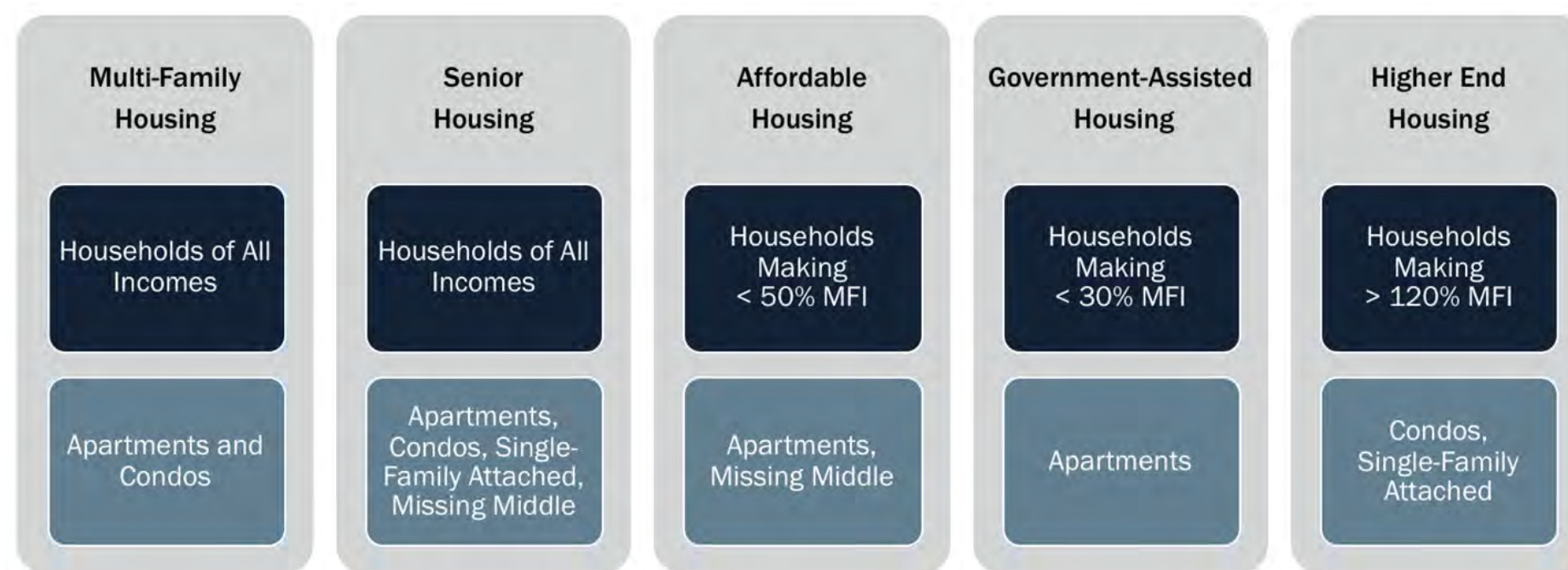


Figure 2: Housing Needs and Products that Meet those Needs

REAL ESTATE AND DEMOGRAPHICS OVERVIEW

In this section, we examine the demographic, economic, and real estate market trends that will influence future land uses in The Heights District. Additional market data and trends are located in appendix F.

DEMOGRAPHIC TRENDS

Demographic trends show how communities have grown and how they will shape future growth. The following summarizes some of the key findings from our demographic analysis:

- **Population Growth:** In the last two decades, Vancouver’s population has grown by about 33,000 people. By 2030, the population is forecast to grow by another 26,000 people.
- **Aging Population:** From 2000 to 2016, the 50 to 64 cohort grew by 56% (10,913 people) and the 65 and older cohort increased by 58% (8,865 people). In Clark County by 2040, the 60 and older cohort is forecast to grow from 14% of the population to 22% of the population.
- **Fewer Households with Children:** Since 2010, Vancouver households with children decreased by 10%. This coincides with findings that Vancouver has smaller households on average and more non-family households than those at county and state levels.
- **Lower Incomes:** As of 2016, Vancouver’s median household income was about \$52,000 which is lower than the county, Portland Metropolitan Statistical Area (MSA), and state by roughly \$10,000. From 2000 to 2016, adjusted for inflation, the share of Vancouver residents making higher incomes did increase, however, the share of lower income residents in Vancouver is higher than the larger comparative regions.

POPULATION CHARACTERISTICS

Growth in Vancouver’s population will impact demand for housing. Vancouver’s population has grown at an average annual rate of 1.22% from 2000 to 2017, adding close to 33,000 people to the community. By 2030, Vancouver’s population is expected to grow by 15%, adding another 25,900 people to the population. City staff attributes a sizeable portion of population growth in recent decades to City land annexations and net migration.

The Internal Revenue Service (IRS) tracks migration rates across the United States at the county level. IRS tax records show that due to net migration, Clark County has gained almost 25,000 people in the last five years. The portion of these migrants moving into the Vancouver is unknown, but likely to be significant given Vancouver is the largest city in Clark County. The records show similar net migration trends to Clark County going back many more years. With a clear history of collecting new migrants, Clark County—and Vancouver—are likely to continue to see these trends in the future.

From 2000 to 2017, Vancouver grew by 32,840 people (23%). By 2030, Vancouver is forecast to grow by another 25,900 people (22%).

In the same time, Clark County grew by 125,762 people (36%). The county is expected to grow by 105,880 people (22%).

In 2017, Vancouver accounted for 37% of Clark County’s population. The 2030 forecast indicates that Vancouver will account for 35% of Clark County’s population.

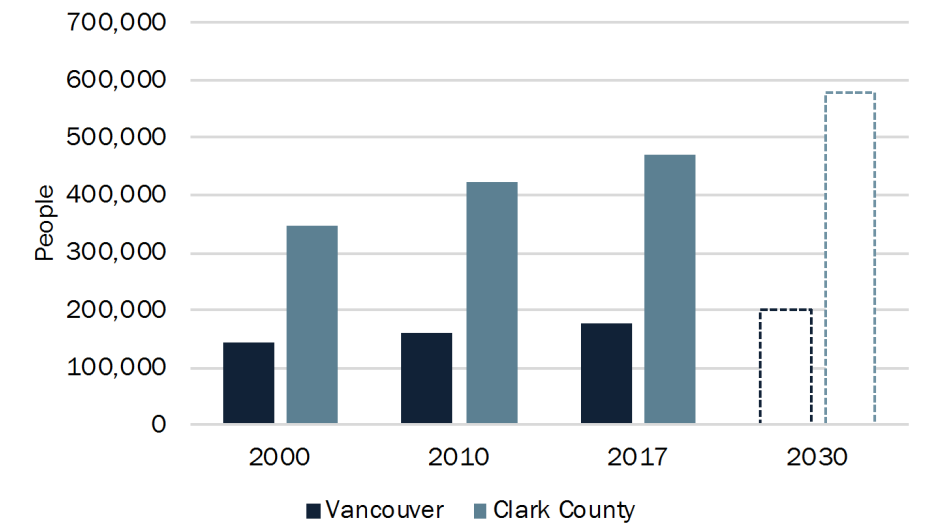


Figure 3: Population growth and forecast for Vancouver and Clark County

Since 2011, net migration has steadily increased in Clark County.

From 2011-2012 to 2015-2016, net migration increased by 128%.



Figure 4: Net migration trends for Clark County

The share of Hispanic and Latino residents is greater in Vancouver than Clark County.

From 2000 to 2016, the share of Hispanic and Latino residents grew by about 12,000 people (133%) in Vancouver and about 23,000 people (140%) in Clark County.

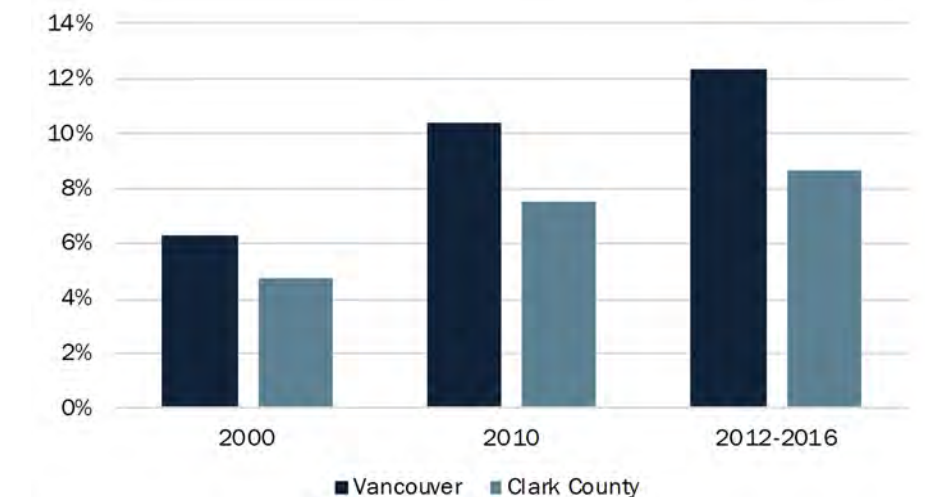


Figure 5: Hispanic and Latino Percentage Growth

AGE DISTRIBUTION

This section expands on Vancouver’s population trends, providing implications for future housing demand in the city:

- Vancouver and Clark County have a growing share of elderly residents.** As Vancouver’s elderly population grows, it will have increasing demand for housing that is suitable for elderly residents. Vancouver’s population aged 50 to 64 and 65 and older grew the most from 2000 to 2012–2016, at 56% and 58%. Growth in the number of seniors will result in demand for housing types specific to seniors, such as small and easy-to-maintain dwellings (single-family attached/detached and multi-family), assisted living facilities, or age-restricted developments.
- Vancouver has a large proportion of younger people under the age of 20.** About 25% of Vancouver’s population is under the age of 20 years, decreasing some from the year 2000 when those under the age of 20 accounted for about 29% of the population. Those in this cohort, who decide to stay in Vancouver, will be moving out on their own over the next couple decades. This demographic group will require smaller, affordable housing units and may have similar housing preferences to today’s Millennials.
- Millennials may increase demand for rental units.** Those aged 20 to 34 make up about 23% of the total population as of 2016. The long-term housing preference of Millennials is less certain. Research suggests that Millennials’ housing preferences may be for smaller, less costly units. A recent survey of people living in the Portland region shows that Millennials prefer single-family detached housing, but housing price is the most important factor in choosing housing for younger residents. The survey results suggest Millennials are more likely than other groups to prefer housing in an urban neighborhood or town center.

Vancouver, Clark County, and Washington’s median age are similar – roughly 37 years old as of 2016. From 2000 to 2016, Vancouver’s median age increased by 3.4 years. Comparatively, Clark County’s median age increased by 3.6 years and Washington’s increased by 2.3 years.

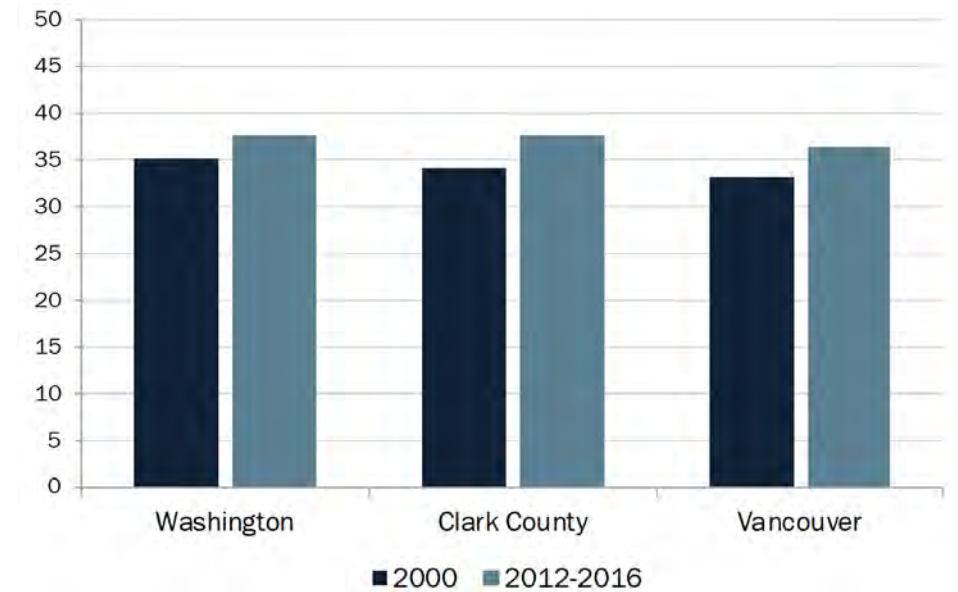


Figure 6: Median age, Years, 2000 to 2012–2016

While the population aged 20 and younger continue to make up a larger share of the total population, older demographic groups are growing at the fastest rate. From 2000 to 2012–16, those aged 50 to 64 grew by 56% (10,913 people) and those aged 65 and older increased by 58% (8,865 people).

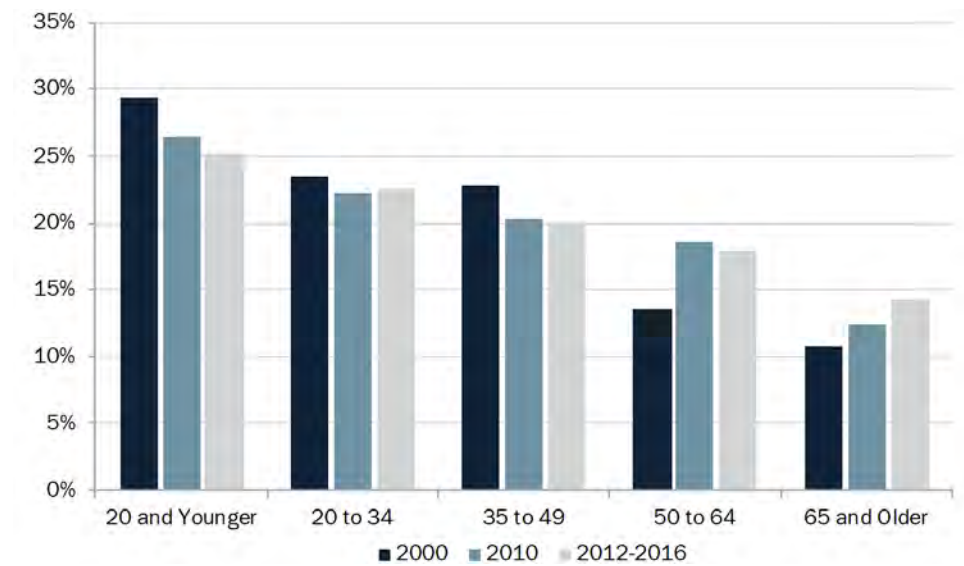


Figure 7: Population distribution by age over time

HOUSEHOLD CHARACTERISTICS

Vancouver’s households are smaller than the region’s and the city has a larger percentage of non-family households. Data shows that family households without children are on the rise and households with children are declining.

Vancouver’s average household size is smaller than the county and state.

2.49 Persons
Vancouver

2.72 Persons
Clark County

2.57 Persons
Washington

Average household sizes remain static from 2000 to 2016.

Vancouver’s average household size in 2000 and 2016 was about 2.5 people per household.

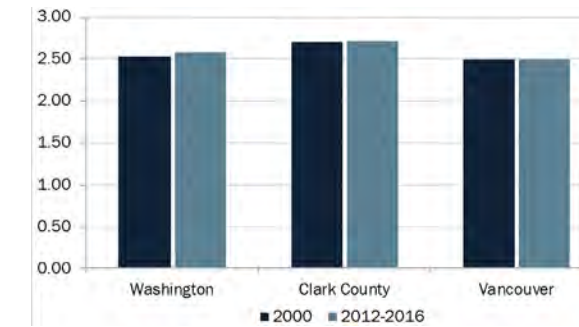


Figure 8: Change in average household size

Average household size for the population that is Hispanic/Latino has remained static from 2000 to 2010. Vancouver’s average household size for this population in 2000 and 2016 was 3.4 people per household.

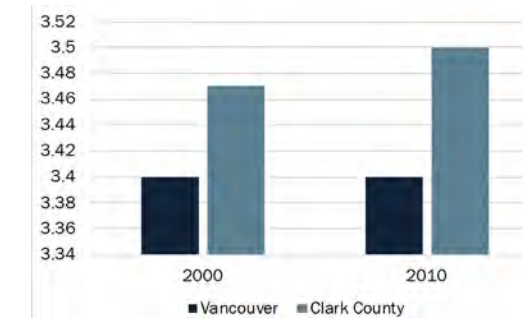


Figure 9: Change in average household size for hispanic and latino population

Vancouver has a larger share of nonfamily households as compared to its larger regions as well as a smaller share of family households without children.

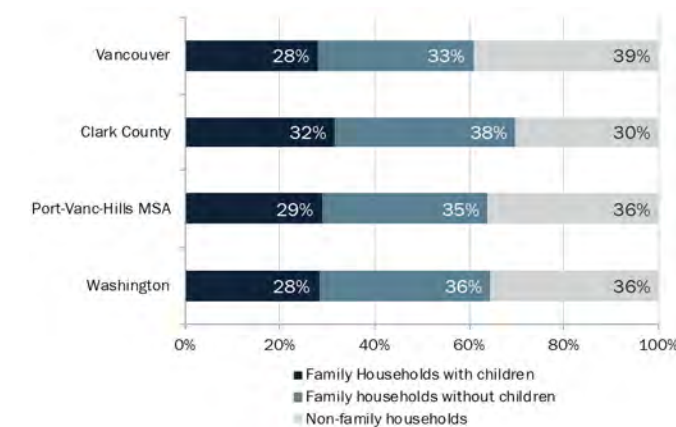


Figure 10: Household Child Status, Geography Comparison

Since 2010, households with children have decreased by 2,025 households. In this same time, family households without children increased by 2,405 households and non-family households increased by 1,271 households.

Households with Children
-10%
(-2,025 households)

Family Households without Children
12%
(2,405 households)

Nonfamily Households
5%
(1,271 households)

INCOME CHARACTERISTICS

Income is one of the key determinants in housing choice and households' ability to afford housing. While income for Vancouver residents has increased since 2000, households have comparatively lower incomes than the county, state, and MSA.

Vancouver's median household income in 2012-16 was about \$52,000. Median household incomes for comparative regions was about \$63,000. From 2000 to 2012–2016, household median income in Vancouver, adjusted for inflation, decreased by 13% from \$59,766 to \$52,004.

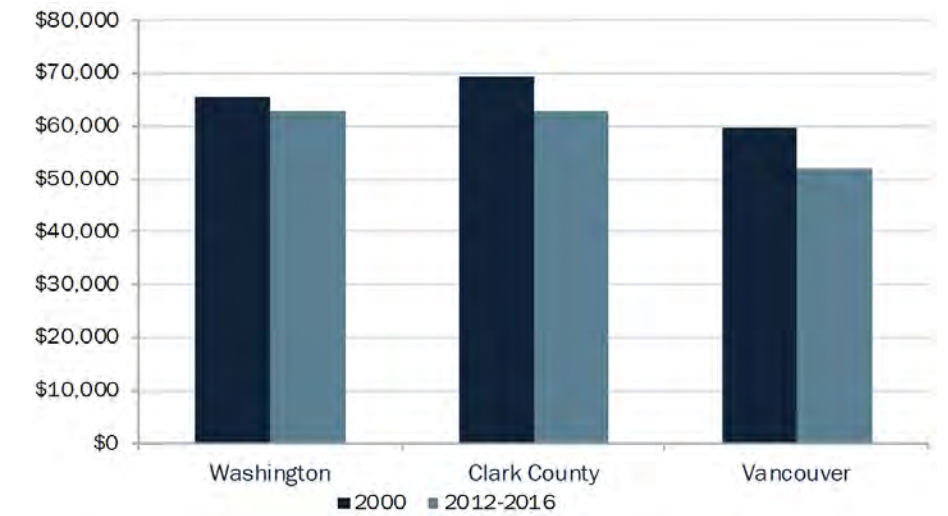


Figure 11: Median Household Income, Washington, Clark County, and Vancouver, 2000 (inflation-adjusted) and 2012–2016

Despite Vancouver's median family income declining from 2000 to 2016, there is growth in households making higher incomes.



Figure 12: Change in Household Income Distribution, Vancouver, 2000 to 2012–2016, 2016 Inflation-adjusted Dollars

ECONOMIC TRENDS

Vancouver has a robust, diversified economy that continues to expand. The following are a few of our key economic findings:

- **More Employed Workers.** The unemployment rate dropped from almost 11% in 2011 down to 8% by 2016.
- **More Jobs.** Service providing jobs in Clark County increased by 16% from 2010 to 2016. In SW Washington, industries including Professional & Business Services, Construction, and Education and Health are projected to grow the most by 2025. From 2015 to 2025, Retail Trade will grow by 11%.
- **Similar Commute Tendencies.** As of 2015, about 58% of employed Vancouver residents work in either Vancouver or Portland, 35% and 23% respectively. This has stayed static since 2011.

EMPLOYMENT CHARACTERISTICS

From 2011 to 2016, Vancouver’s unemployment rate decreased by 2.8%.

2011 10.90% 2016 8.10%

From 2006 to 2016, the service, education, and finance sector grew. The service industry is Vancouver’s largest industry, employing over 26,000 people in 2016.

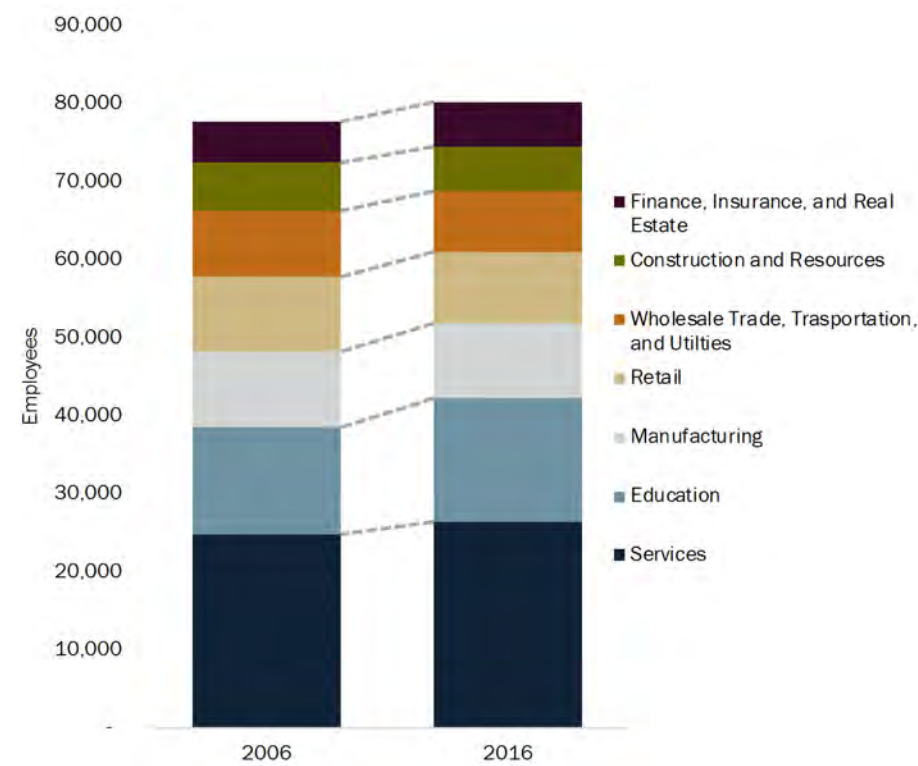


Figure 13: Industry Growth

JOB CENTERS AND COMMUTING PATTERNS

Residents of Vancouver work across Oregon and Washington, indicative of Vancouver’s influential position in the larger Pacific Northwest Region.

As of 2015, most residents of Vancouver, live and work in Clark County (49%) and Multnomah County (26%). Mostly, these residents are working in Vancouver and Portland.

Location	2011		2015	
	Number	Percent	Number	Percent
Counties	64,753	100%	72,536	100%
Clark, WA	30,897	48%	35,766	49%
Multnomah, OR	16,992	26%	18,774	26%
Washington, WA	3,654	6%	3,764	5%
King, WA	3,669	6%	3,754	5%
Clackamas, OR	2,380	4%	2,534	3%
Cowlitz, WA	1,043	2%	1,206	2%
Pierce, WA	920	1%	984	1%
Thurston, WA	601	1%	802	1%
Marion, OR	526	1%	564	1%
Snohomish, WA	512	1%	479	1%
All other Counties	3,559	5%	3,909	5%
Cities	64,753	100%	72,536	100%
Vancouver, WA	21,717	34%	25,189	35%
Portland, OR	15,340	24%	16,911	23%
Camas, WA	1,597	2%	1,635	2%
Seattle, WA	1,447	2%	1,424	2%
Hazel Dell, WA	1,426	2%	1,529	2%
Gresham, OR	1,194	2%	1,359	2%
Beaverton, OR	1,104	2%	1,079	1%
Salmon Creek, WA	875	1%	994	1%
Tigard, OR	796	1%	870	1%
All other Cities	19,257	30%	21,546	30%
Total	64,753	100%	72,536	100%

Figure 14: Chart Depicting Where Vancouver Residents Work

REAL ESTATE TRENDS

This section, divided into residential and commercial uses, provides an overview of real estate trends for Vancouver and comparative regions.

RESIDENTIAL USES

This assessment of residential real estate trends addresses housing mix, housing tenure, vacancy, new housing development (particularly for multifamily uses), residential sales, and rental costs.

The Heights District is located just to the east of Vancouver’s city center and is mostly surrounded by residential uses. For these reasons, the District presents an opportunity for residential development, and in particular multifamily or attached residential development. Further, our findings indicate that there is demand for housing at all income levels. To briefly summarize, our key findings for residential real estate trends include:

- **The Number of Dwelling units in Vancouver increased by 18% from 2000 to 2016.** In that same time, the share of multifamily housing increased marginally from 37 to 39% and single family detached housing decreased from 58% to 55%.
- **About half of Vancouver residents are renters.** About 26% of all renters are between the age 25 and 34, 48% are between the ages of 35 and 64, and about 17% are 65 years of age and older.
- **Multifamily housing is dominated by renters.** As of 2016, 71% of renters live in multifamily housing, compared to the 5% of homeowners (e.g. condos, etc.).
- **Vancouver’s vacancy rate matches the rate of the county.** Both Vancouver and Clark County have a home vacancy rate of 5%. Washington’s home vacancy rate is much higher, at 9% indicating that housing supply is more constrained in Vancouver than many other cities in the state.
- **Since 2011, permits issued for new multifamily housing has picked up.** Permits issued for other housing types, such as single-family dwellings, mobile homes, and duplexes have been issued at lower rates than multifamily housing.
- **Multifamily units have been delivered at an annual average of about 500 per year, from 2000 to 2017.** Multifamily rents have been steadily increasing since 2000, while vacancy rates have been decreasing.

HOUSING MIX

Vancouver has added thousands of housing units over the past two decades which has increased the City’s housing stock by about 18%. The majority of housing units in the City and greater regions are single-family detached housing. That said, Vancouver has a larger share of multifamily housing than Clark County, the MSA, and Washington.

The total number of dwelling units in Vancouver increased by about 18% from 2000 to 2012–16. This amounted to a 10,611 unit increase over the analysis period.

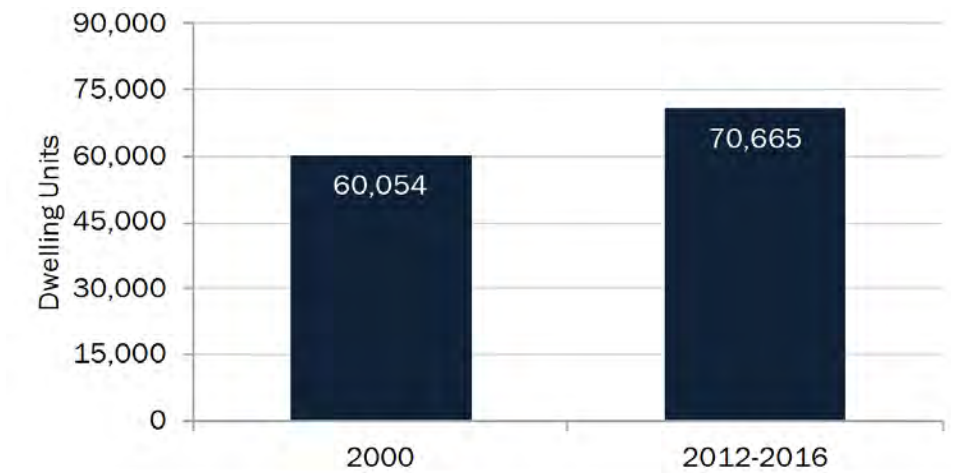


Figure 15: Total Dwelling Units Over Time

Vancouver’s housing mix in Vancouver shifted slightly toward multifamily housing from 2000 and 2012–2016.

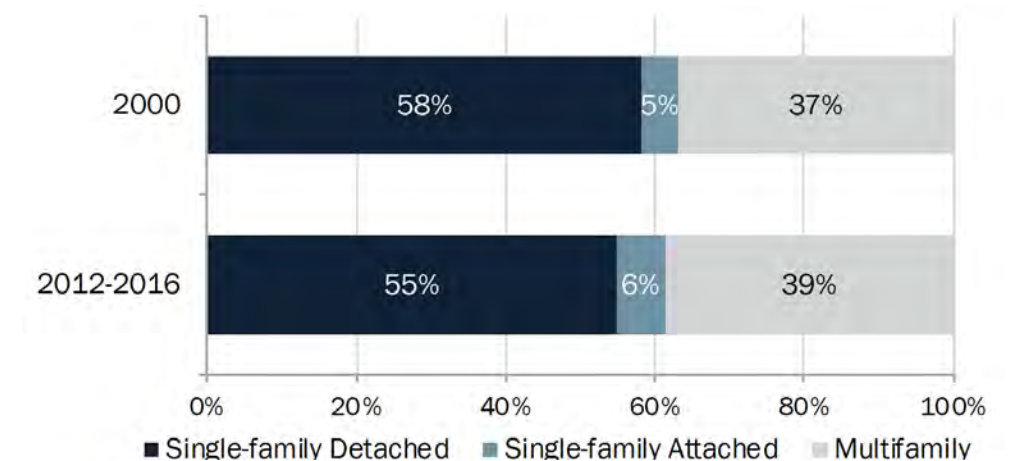


Figure 16: Change in Housing Mix Over Time

HOUSING TENURE

Housing tenure describes whether a dwelling unit is owner- or renter-occupied. This section shows:

- **Less than half of Vancouver’s households own their own home.** The Vancouver’s homeownership rate is below other comparative regions.
- **Homeownership in Vancouver stayed relatively stable between 2000 and 2012-2016, only decreasing slightly.** In 2000, 53% of Vancouver’s households were homeowners. This dropped to 51% in 2010 and then again in 2012–2016 to 49%.
- **Most Vancouver homeowners (89%) live in single-family detached housing, while most renters (71%) live in multifamily housing, while a sizable portion of renters live in single-family detached housing as well (22%).**

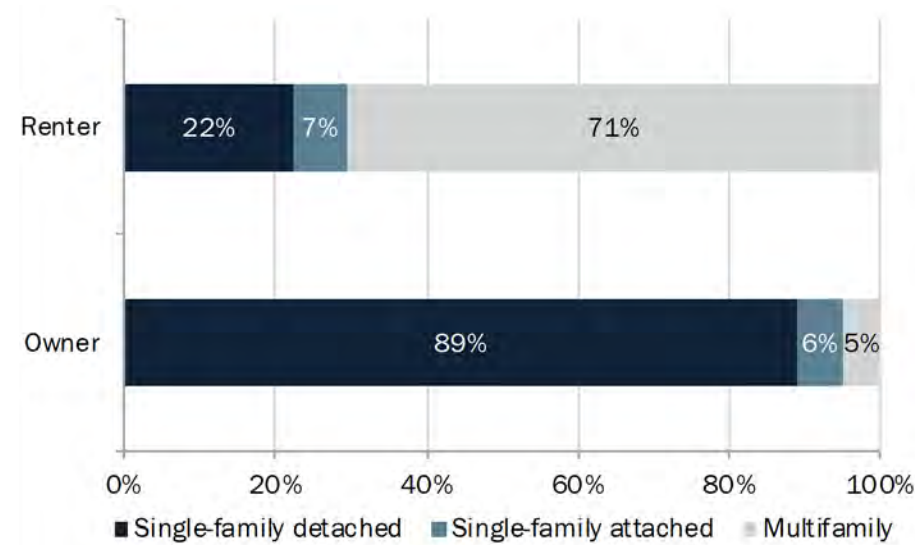


Figure 17: Housing Units by Type and Tenure

VACANCY

In 2016, Vancouver had an overall 5% residential vacancy rate suggesting that housing supply in Vancouver was more constrained than the state but similar to the rate at the county level.

The city’s multifamily residential vacancy rate is similar to the overall residential rate and has been decreasing over the past decade. On average, and across all bedroom sizes, the multifamily vacancy rate was at 4.9% in 2018 Q1, from 5.1% in 2013 and 6.1% in 2008.

From 2000 to 2012-2016, the vacancy rate in Vancouver has decreased slightly, while it did rise by 1% from 2000 to 2010 before dropping.

For the 2012–2016 period, the vacancy rate in Vancouver is similar to the counties, but lower than that of the state.

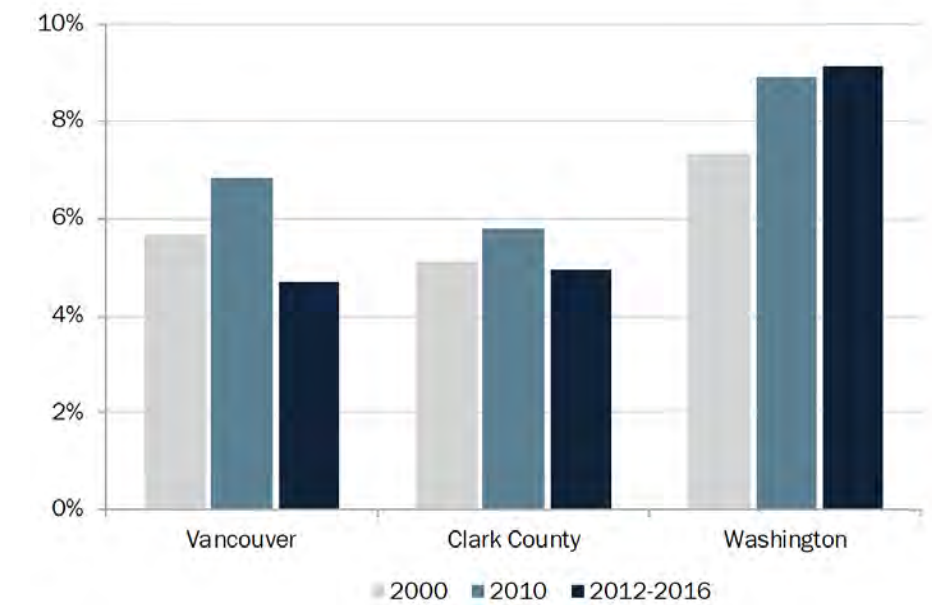


Figure 18: Vacancy Rate Over Time

HOUSING SUPPLY TRENDS

Since the recession, residential permits for multifamily units have increasingly been issued. Most recent data, Q1 2018, shows that Vancouver issued 184 permits, of which 67% were for single-family residences, 3% were for mobile home placements, 4% were for duplexes, and 26% were for multifamily units. The below diagram shows the dramatic upwards swing for multifamily permits that started in 2012-2013 and passed pre-recession permit levels in 2017.

From 2001 to 2017, Vancouver issued over 14,000 permits for new dwelling units. In this period, Vancouver issued 323 permits for single-family residences, 14 permits for mobile home placements, and 7 permits for duplexes per year and on average. The average for multi-family units was 517 per year.

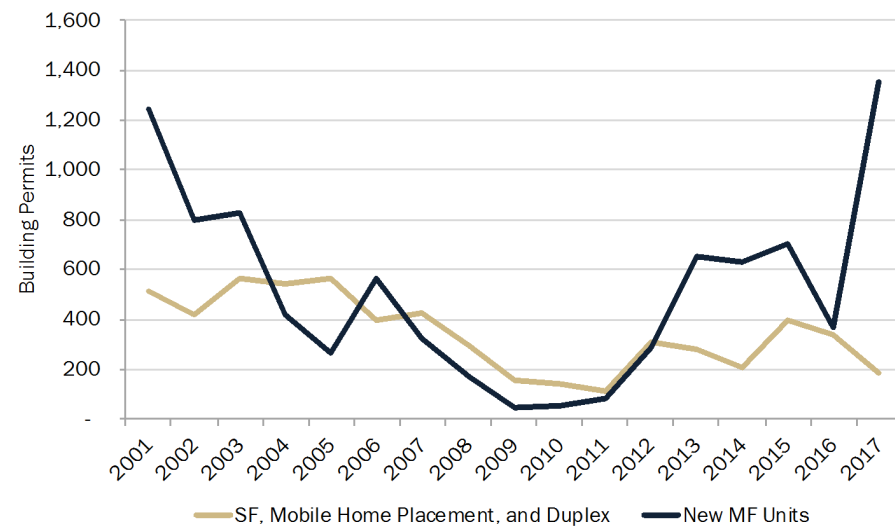


Figure 19: Building Permits by Unit Type

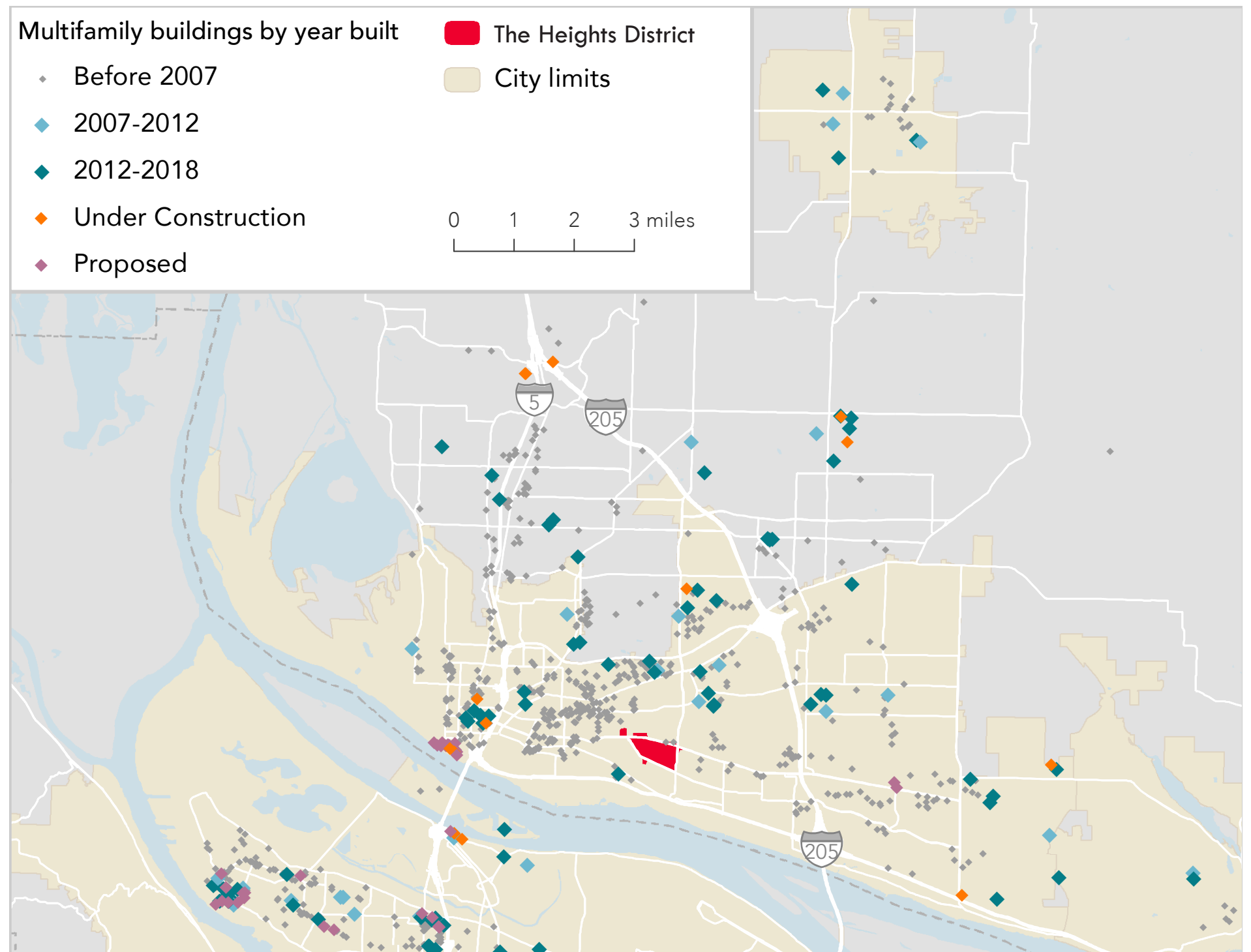


Figure 20: Multifamily Buildings by Year Built

An inventory of multifamily housing in Vancouver shows that there are currently 559 multifamily properties with approximately 32,408 units. On average for all bedroom sizes, units are about 880 to 900 sq. ft. As of Q1 2018, nine multifamily buildings were under construction accounting for 684 units. Of these 684 units, about 73% were studios, 10% were 1-bedroom units, 11% were 2-bedroom units, 6% were 3-bedroom units, and 1% were 4-bedroom units.

The diagram on the previous page shows the distribution of multifamily housing units around the city. There are concentrations of newly constructed multifamily units and those under construction or proposed in the downtown and waterfront areas.

Historical data indicates that on average of 500 multifamily units per year have been supplied to Vancouver.

4 Building Deliveries **528** Unit Deliveries **455** Unit Absorption

Since 2013, multifamily unit deliveries increased above recent historical average of about 500 units per year. From 2015 to 2017, Vancouver has added approximately 2,350 multifamily units.

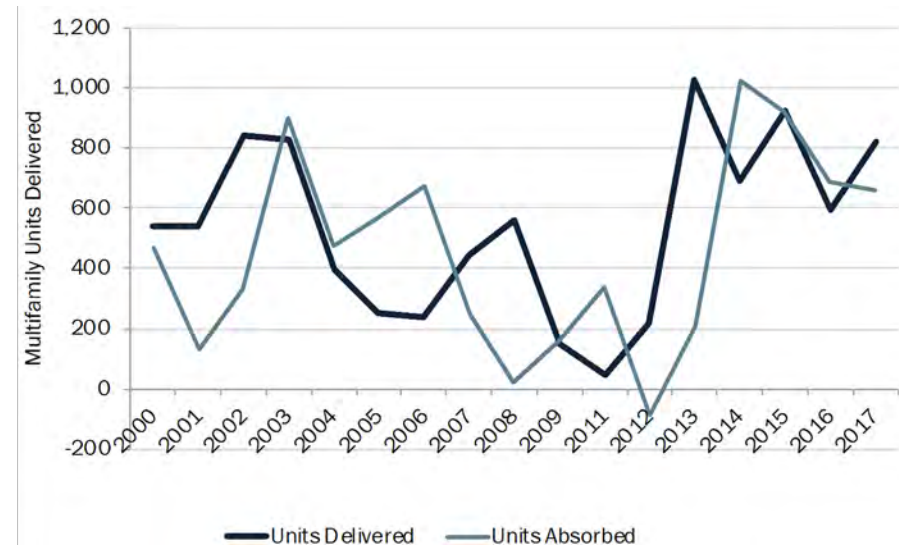


Figure 21: Multifamily Unit Delivery Over Time

In Clark County, there are 13 multifamily development projects currently under construction. All 13 buildings are market rate projects. These projects will deliver 905 units. Three of the 13 projects are within three miles of The Heights District. These projects will deliver 98 units.

Information on the three multifamily projects:

- Villas at Walnut Park, 5806 NE 72nd Avenue (19 units)
- Hamilton, 2000 Broadway Street (30 units)
- Our Heroes Place, 412 E 13th Street (49 units)

Of the 98 units under construction within three miles of the District, a majority are studio units.

43% Studio **12%** 1-Bedroom **33%** 2-Bedroom **12%** 3-Bedroom **0%** 4-Bedroom +

MULTIFAMILY RENTAL RATES

Multifamily rental rates in Vancouver have steadily increased in the past decade. The average multifamily rental rate in Vancouver surpassed \$1 per square foot in 2014 and has continued to climb in recent years. Exhibit 25 shows rent per square foot escalation over the past decade and a half alongside Vancouver’s multifamily vacancy rate. The vacancy rate has fluctuated between 4 to 5%, while at the same time the rental rate has grown at an increasing rate.

These trends can also be illustrated in nominal levels. The percentage of Vancouver renters that were paying over \$1000 in rent per month grew from 32% in 2007–2011 to over 48% in 2012–2016. Multifamily rents do tend to be slightly less costly in Vancouver than in Clark County generally. As of 2016, 47% of renters were paying more than \$1,000 in gross rent, compared to 50% in Clark County and 52% in Washington.

From 2011 to 2016, gross rents for Vancouver residents have increased.

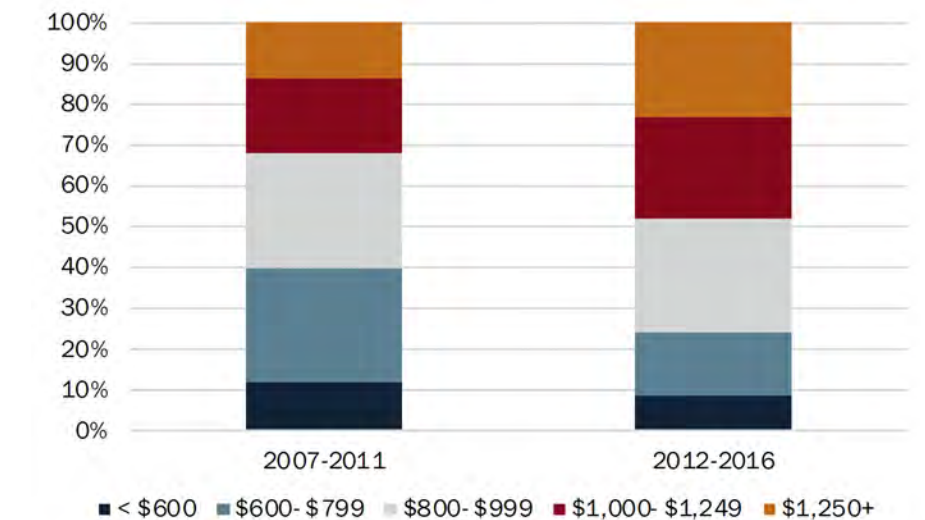


Figure 22: Rents Increase Over Time

In Vancouver, about 47% of renters pay more than \$1,000 per month for housing. About 23% of Vancouver renters pay \$1,250 or more in gross rent per month, less than Clark County or Washington.

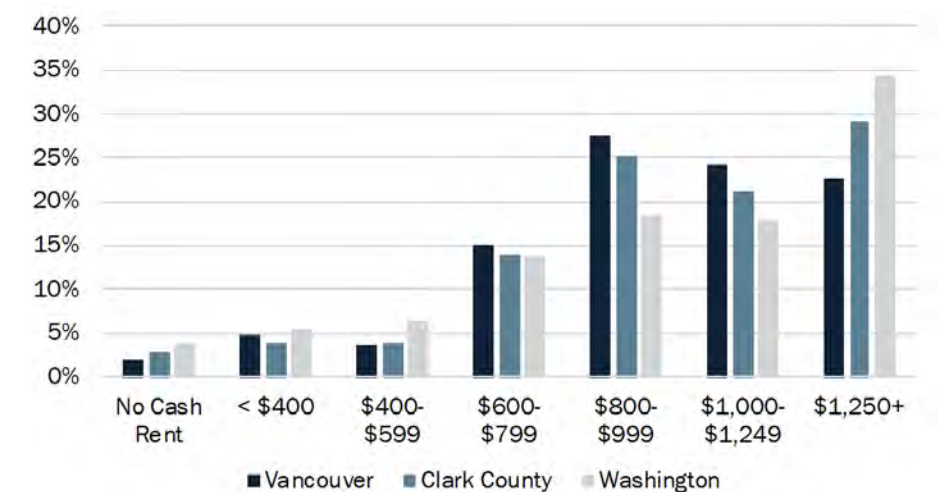


Figure 23: Rents Comparison Across Geographies

RESIDENTIAL SALES

With a median sales price of about \$279,000 in 2017, Vancouver's housing sales were generally lower than all comparative areas in this analysis. Vancouver's housing prices decreased after the recession, but since 2012, have steadily begun to climb alongside regional trends.

Vancouver's median home sales price was below that of Portland, Clark County, the MSA, and state. Vancouver's median home sales price was 11% less than Clark County's.

\$279K	\$392K	\$310K	\$348K	\$322K
Vancouver	Portland (City)	Clark County	Portland MSA	Washington

Between March 2008 to March 2018, home sales prices in Vancouver followed similar trends to comparative areas but tended to remain lower overall. Vancouver's median home sales price is increasingly alongside regional trends.

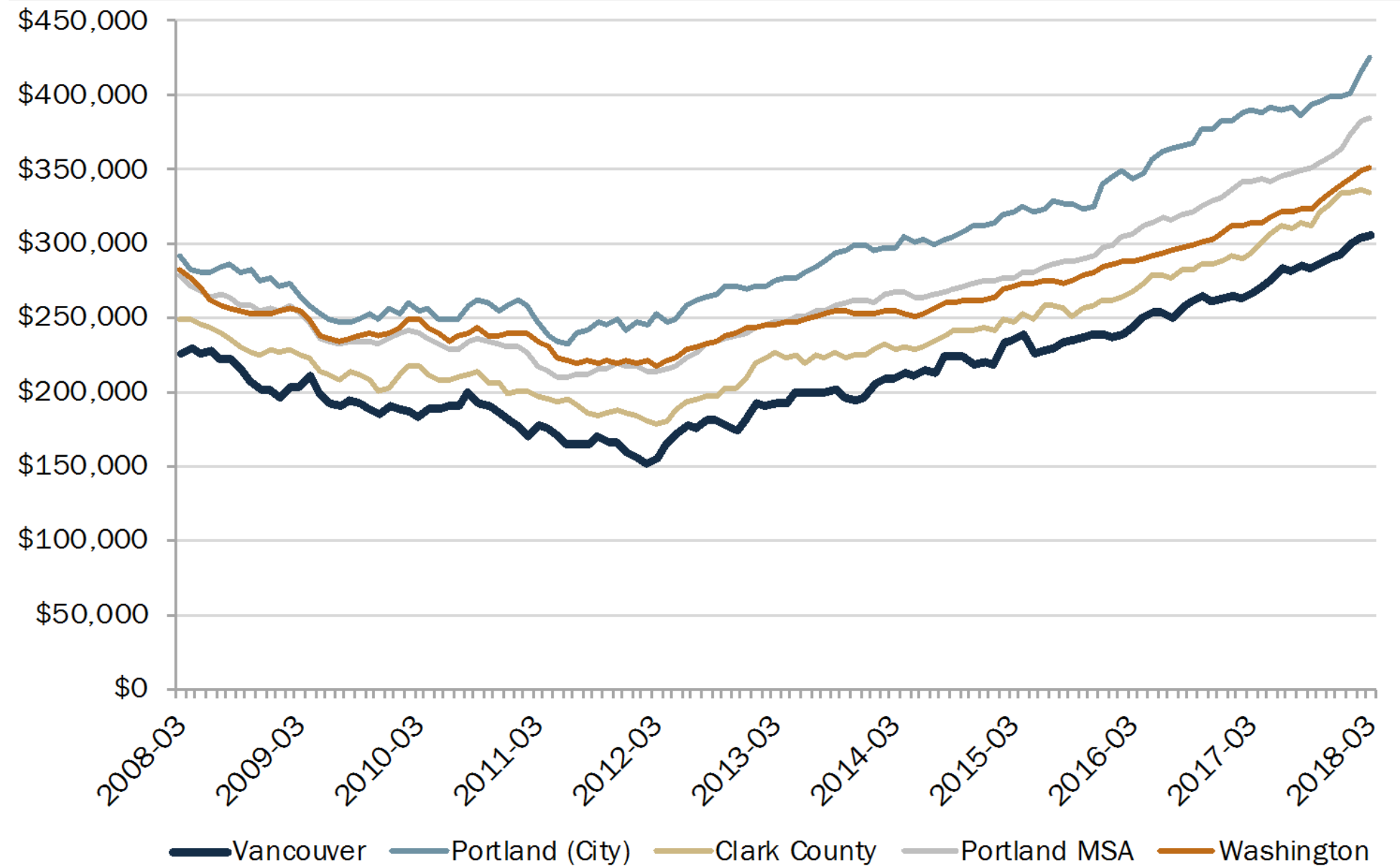


Figure 24: Median Home Sales Price Over Time

COMMERCIAL USES

This second sub-section is an assessment of Vancouver’s commercial real estate trends (office and retail).* In this assessment, we look at Vancouver’s commercial real estate conditions and trends that will influence the market appeal and viability of commercial uses in The Heights District. Key market findings are:

- **Market Deliveries.** The Vancouver commercial real estate market has been active during this market cycle. From 2010 to the first quarter of 2018, an average of 5 office buildings and 14 retail buildings were delivered per year.
- **Retail Lease Characteristics.** Retail rent per square foot dropped during the recession but is almost back up to pre-recession levels. In the last two years, retail rent per square foot has increased from \$19.21 to \$22.30, a 16% increase.
- **Office Market Characteristics** Office rents have increased slowly since 2011. Office vacancy rates have plummeted from a recession high of 14% to less than 8% today.

As of Q1 2018, the average office building was about 24,000 sq. ft. while the average retail building was about 17,000 sq. ft.

	Building Inventory	Total Square Feet	Vacant Square Feet (of Total)
Office Uses	128	3.1 million	7%
Retail Uses	323	5.5 million	5%

Figure 25: Nonresidential Building Inventory

From 2010 to Q1 2018, an average of 4 office buildings and 14 retail

	Average Deliveries per Year	
	Building Deliveries	Square Feet Deliveries
Office Uses	4	105,355
Retail Uses	14	220,308
Total	19	325,663

Figure 26 Nonresidential Building Delivery

*Industrial properties are typically included in the grouping of commercial real estate. Because it is unlikely the industrial properties will play a role in The Heights District, we have focused exclusively on office and retail properties in this section.

Retail deliveries by square footage have declined from historical deliveries. Since 2015, about 466,700 square feet of retail space has been provided to the Vancouver market.

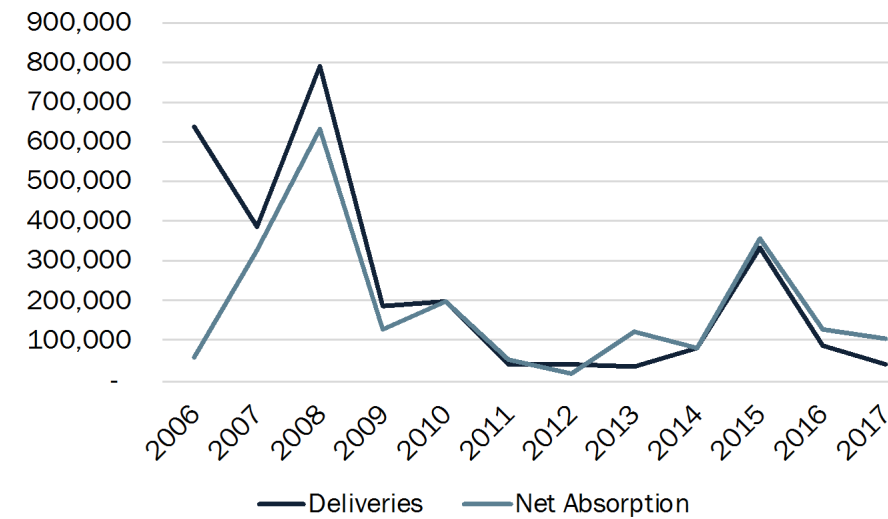


Figure 27: Retail Deliveries By Square Footage Over Time

Retail rent per square foot has declined since 2010. However, from 2016 to Q1 2018, retail rent per square foot has increased from \$19.21 to \$22.30 (\$3.09 or 16%). Meanwhile, with the exception of the small uptick in vacancy in Q1 2018, retail vacancy has steadily decreased, from 8.9% in 2010 to 4.2% in 2017.



Figure 29: Retail Rent and Vacancy Over Time

Since 2015, about 302,000 square feet of office space have been delivered to Vancouver. This accounts for about 22% of all office space deliveries (sq. ft.) since 2006.

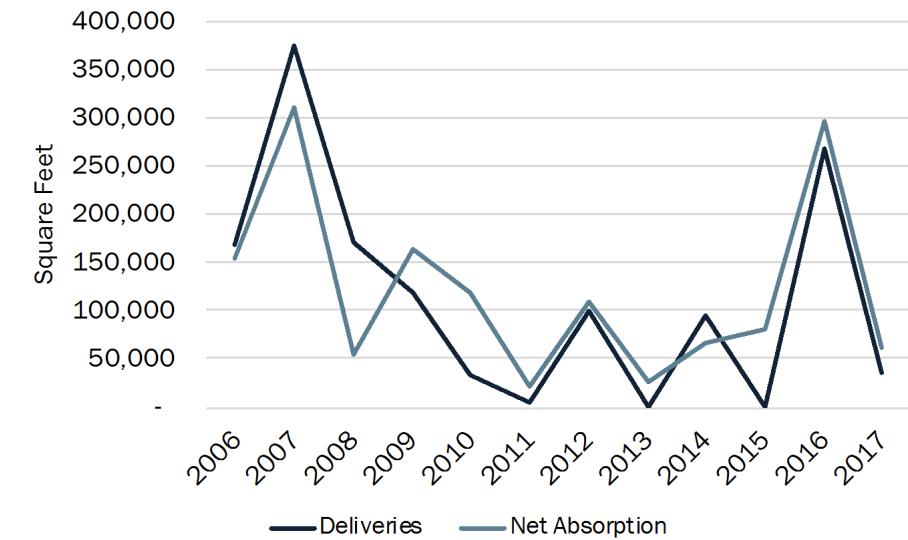


Figure 28: Office Deliveries By Square Footage Over Time

Office rents have increased slowly since 2011 as office vacancy rates have decreased. From 2010 to Q1 2018, office rents have increased by \$1.68/sq. ft. (7% change). In this same time, vacancy rates went from 14% in 2010 to 7% in Q1 2018.

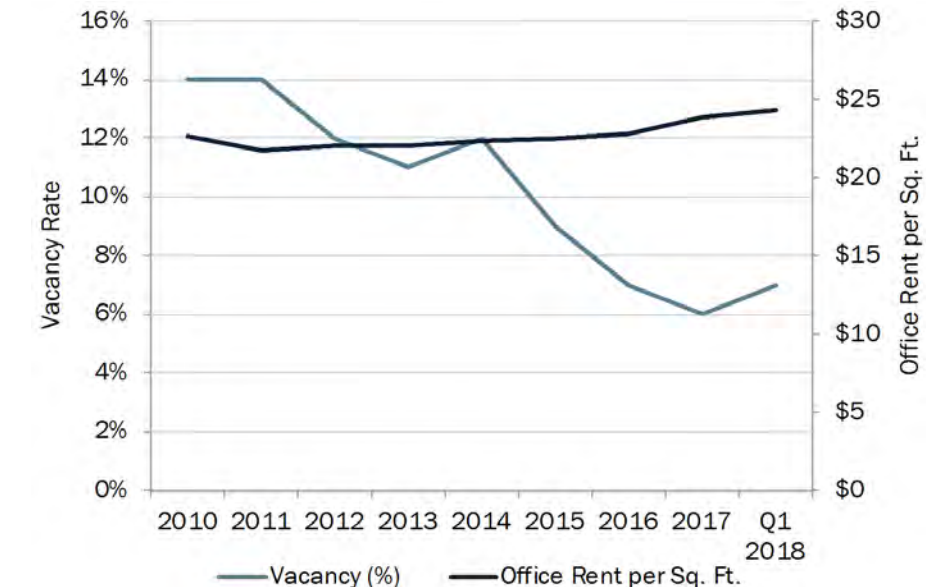


Figure 30: Office Rent and Vacancy Rate Over Time

FACTORS AFFECTING OFFICE AS A SUPPORTIVE USE

A supportive land use is one that helps to sustain a primary land use. Although the mix of future land uses at The Heights District has yet to be defined in the planning process, there are indications—from the community, project participants, and from the market—that multifamily uses will play a primary role, and retail and office uses are likely to play a supportive role.

For offices uses, there are several factors that make The Heights District not the most desirable area as a primary office location. The District has some physical constraints (topography) and its geographic location, within the context of the city of Vancouver and the larger metropolitan region is not a historic center of office uses. To accomplish a viable office sector in the District, it is more likely that the entire area would have to be redeveloped into an office park—an idea that is generally out of alignment with current District visioning, and interest from market participants (i.e., developers and office tenants).

For these reasons, Office uses are likely to play a supportive role in The Heights District. A supportive role could take the form of smaller commercial office spaces on first floor of residential buildings or services to support the needs of local and District residents.

FACTORS AFFECTING RETAIL AS A SUPPORTIVE USE

New residents will demand a number of products and services in close proximity. For this reason, supportive uses—likely restaurants, cafes, and other retail uses—will be needed to fulfill these demands. Mixed-use development is one option to fulfill this demand. Single story stand-alone retail buildings or adaptive reuse of current buildings in the area could also play a role in providing retail and service locations while maintaining area character and providing affordable commercial rents to existing or emerging businesses.

One of the most important decisions retail store owners make is where to locate their business. Location determines the accessibility of the store, customers’ interest in entering the store, and, for many types of retail, the sales potential of the establishment. In addition to geographical accessibility, a retail owner must ensure that the location is one that is saturated with potential customers. There are a number of factors that act as strong predictors of preferences within a community. By identifying the preferences and tendencies of consumers, a retail owner will be able to predict the success of their store.

Technological advances have changed consumer behavior and retail success dramatically. The growth of e-commerce makes it even more challenging for traditional brick-and-mortar stores to survive. This can create skepticism for local, “mom and pop” type shops to open their doors in certain communities. Understanding how community members tend to use technology (willingness to order items online or find better prices elsewhere) and their access to technology (smartphones, internet) is crucial to measuring the potential success of a given store. Accordingly, geographic location and the households that comprise the community, impact the survival of a retail store. If a store’s product is not aligned with the preferences of its potential customers, the store will fail. A significant amount of data collection and analysis must be performed before deciding to open a store in a new location. A summary of criteria considered when evaluating a potential establishment’s viability in a given area includes:

- **Population Size and Characteristics:** Total size and density, age distribution, average educational level, total disposable income, per capita disposable income, occupation distribution, percentage of residents owning a home
- **Availability of Labor:** Management, management trainees, clerical
- **Closeness to Sources of Supply:** Delivery costs, timeliness, number of manufactures, number of wholesalers, availability and reliability of product lines
- **Economic Base:** Dominant industry, extent of diversification, growth projections, freedom from economic and seasonal fluctuations, availability of credit and financial facilities
- **Competitive Situation:** Number and size of existing competition, evaluation of competitor strength/weaknesses, short-run and long-run outlook, level of saturation
- **Availability of Store Locations:** Number and type of store locations, access to transportation, owning versus leasing opportunities, zoning restrictions, costs
- **Regulations:** Taxes, licensing, operations, minimum wages, zoning

Retail Types	Population Factors	Locational Factors
Mid-Small Grocery Store (10,000 to 40,000 sq. ft.)	6,000 to 8,000 people per store	Clustered near other retail uses; High Visibility and Access
Supermarket (50,000 to 100,000 sq. ft)	10,000 people within 8 to 10-minute drive	Formulated for suburban shopping centers
Coffee Shop	15,000 to 20,000 people per store	Convenient access for pedestrians and drivers
Movie Theater	8,000 to 9,000 people per screen	Located at least 4 to 5 miles from another theater (film zone)

Figure 31: Factors Influencing the Location of Retail Uses

THE HEIGHTS FUTURE DEMAND ASSESSMENT

This section outlines demand for development at The Heights District over the next 20 years. This demand projection will inform the master planning process of the District—allowing for right-sizing of prospective development, amenity areas, and supportive infrastructure.

Demand projections allow us to answer the question: how much development can Vancouver expect over the next 20 years, and how much development can reasonably be captured in The Heights District?

As a first step in this process, this section outlines our projections for housing demand in the City of Vancouver. A latter step in The Heights District Plan will further detail demand for The Heights District and the capacity of the District to absorb that demand.

CITY OF VANCOUVER HOUSING DEMAND PROJECTIONS

Housing demand projections, like any type of forecast, rely on rational assumptions and methods and detailed data in order to be meaningful and a reliable indicator of future outcomes. Here we rely on the best available data that we were able to identify—future population projections provided in the 2011–2030 Vancouver Comprehensive Plan. Should better data become available, these projections may need to be adjusted.

To forecast housing growth and demand, we call on the socio-economic and real estate trends uncovered in the first part of the Market Assessment. As a refresher, we note the following findings:

- Population growth in Vancouver is expected to continue to follow historical precedents.
- Vancouver households are smaller on average and have lower incomes, compared to comparative regions.
- Vancouver and Clark County exhibit low residential vacancy rates which indicate supply constraints.
- Since 2000, an average of 500 multifamily units have been delivered per year.
- Asking rents for multifamily housing has steadily increased alongside decreasing vacancy rates.

These findings inform ECONorthwest’s assumptions to complete Vancouver’s housing forecast. These assumptions are:

- **Population.** A 20-year population forecast (in this instance, 2018 to 2038) is the foundation for estimating needed new dwelling units. The following exhibit shows that Vancouver will grow by 25,900 people.
- **Household Size.** Vancouver’s average household size is 2.49 persons per household. Thus, for the 2018 to 2038 period, we assume an average household size of 2.49 persons per household.
- **Vacancy Rate.** Vacancy rates are cyclical and represent the lag between demand and the market’s response to demand for additional dwelling units. Vacancy rates for rental and multifamily units are typically higher than those for owner-occupied and single-family dwelling units. We assume a 4.7% vacancy rate.

Accordingly, over the next 20 years, Vancouver will need close to 11,000 new dwelling units, developed an annual average of 540 units. **Population growth will drive demand for 10,797 new dwelling units over the 20-year period, with an annual average of 540 units.**

Variable	New Dwelling Units (2018-2038)
Change in persons	25,900
<i>minus</i> Change in persons in group quarters	367
<i>equals</i> Persons in households	25,533
Average household size	2.49
New occupied DU	10,312
<i>times</i> Aggregate vacancy rate	4.7%
<i>equals</i> Vacant dwelling units	485
Total new dwelling units (2018-2038)	10,797
Annual average of new dwelling units	540

Figure 32: Forecast of Demand for New Dwelling Units

Next, we project the mix of housing types in Vancouver over the 20-year period. Assuming the mix of housing remains about the same for housing developed over the next 20 years, the majority of new housing will be single-family detached housing, with a small amount of multifamily and attached housing. It is important to note that the mix of housing types is likely to shift as the demographics of the population changes. We provide this table below as a “status quo” scenario. Further analysis is warranted to consider how changing demographics may shift housing demand by unit type.

Vancouver will have growth of 5,938 single-family detached residences, 648 single-family attached residences, and 4,211 multifamily units based on population growth forecasts.

Variable	Mix of New Housing Units (2018-2038)
Needed new dwelling units (2018-2038)	10,797
Dwelling units by structure type	
Single-family detached	
Percent single-family detached DU	55%
<i>equals</i> Total new single-family detached DU	5,938
Single-family attached	
Percent single-family attached DU	6%
<i>equals</i> Total new single-family attached DU	648
Multifamily	
Percent multifamily	39%
Total new multifamily	4,211
<i>equals</i> Total new dwelling units (2018-2038)	10,797

Figure 33: Forecast of Demand for New Dwelling Units by Unit Type

DEMAND FOR AFFORDABLE HOUSING

A typical standard used to determine housing affordability is that a household should pay no more than a certain percentage of household income for housing, including payments and interest or rent, utilities, and insurance. HUD guidelines indicate that households paying more than 30% of their income on housing experience “cost burden,” and households paying more than 50% of their income on housing experience “severe cost burden.”

About 37% of Vancouver’s households are cost burdened. About 50% of renter households are cost burdened, compared with 24% of homeowners. To use an example, 20% of Vancouver households have income of less than \$25,000 per year. These households can afford rent of less than \$625 per month, or a home with a value of less than \$62,500. Most, but not all, of these households are cost burdened.

Renters are much more likely to be cost burdened than homeowners. In the 2012–2016 period, about 50% of renters were cost burdened, compared to 24% of homeowners.

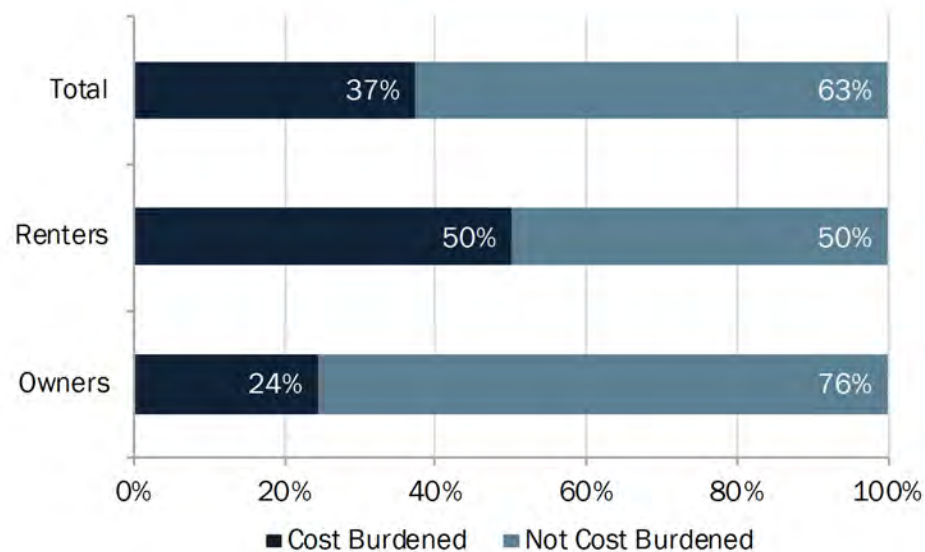


Figure 34: Cost Burden

While cost burden is a common measure of housing affordability, it does have some limitations. Two important limitations are:

- A household is defined as cost burdened if the housing costs exceed 30% of their income, regardless of actual income. The remaining 70% of income is expected to be spent on non-discretionary expenses, such as food or medical care, and on discretionary expenses. Households with higher incomes may be able to pay more than 30% of their income on housing without impacting the household’s ability to pay for necessary non-discretionary expenses.
- Cost burden compares income to housing costs and does not account for accumulated wealth. As a result, the estimate of how much a household can afford to pay for housing does not include the impact of a household’s accumulated wealth. For example, a household of retired people may have relatively low income but may have accumulated assets (such as profits from selling another house) that allow them to purchase a house that would be considered unaffordable to them based on the cost burden indicator.

Cost burden is only one indicator of housing affordability. Another way of exploring the issue of financial need is to review housing affordability at varying levels of household income.

Forty-three percent of Vancouver households have incomes of less than \$44,820 and cannot afford a two-bedroom apartment at Clark County’s 2017 identified Fair Market Rent* (FMR) of \$1,242.

**Fair Market Rent is a benchmark rent calculated by HUD to determine Section 8 Voucher rates. Other agencies and organizations also use FMR for various purposes. Generally, FMR represents a locally sensitive rent for a lower income housing unit.*

MFI % Categories	< 30%	30% to 60%	60% to 80%	80% to 120%	> 120%
Annual Income by % of MFI	< \$24,410	\$24,410 to \$44,820	\$44,820 to \$59,760	\$59,760 to \$89,640	> \$89,640
Monthly Affordable Housing Cost	< \$560	\$560 to \$1,121	\$1,121 to \$1,494	\$1,494 to \$2,241	> \$2,241
% of Vancouver Households	17%	26%	14%	18%	24%
Attainable Owner-Occupied Housing Types	None	Mfg. in parks	Single-family attached; condos; duplexes; mfg. on lots	All housing types of lower values	All housing types of higher values
Attainable Renter Housing Types	Apts.; new and used govt assisted housing	Apts.; mfg. in parks; duplexes	Single-family attached; detached; mfg. on lots; apts.	All housing types of lower values	All housing types of higher values
	Primarily Existing Homes			Primarily New Homes	

Figure 35: Financially attainable housing for households at various percentages of median family income

Fair Market Rent for a 2-bedroom apartment in Clark County is \$1,242/month

\$946	\$1,053	\$1,242	\$1,808	\$2,188
Studio	1-Bedroom	2-Bedroom	3-Bedroom	4-Bedroom

A household must earn at least \$23.88 per hour to afford a two-bedroom unit at FMR in Clark County.

To explain housing affordability another way, we compare the number of households by income with the number of units affordable to those households in Vancouver. Vancouver currently has a deficit of housing affordable to households earning less than \$25,000. The deficit of housing for households earning less than \$25,000 results in these households living in housing that is more expensive than what they can afford. Households in these income ranges are generally unable to afford market rate rents. When lower cost housing (such as government subsidized housing) is not available, these households pay more than they can afford in rent. This is consistent with the data about renter cost burden in Vancouver.

Accordingly, we note in the diagram below that Vancouver has a deficit of housing types that are affordable such as apartments, duplexes, tri- and quad-plexes, manufactured housing, townhomes, and smaller single-family housing. Vancouver also has a deficit for executive housing.

Developing housing types at the lower end of this spectrum is a challenge because rents are lowered and generating economies of scale are sometimes limited. Appendix E provides a supplemental read on affordable housing.

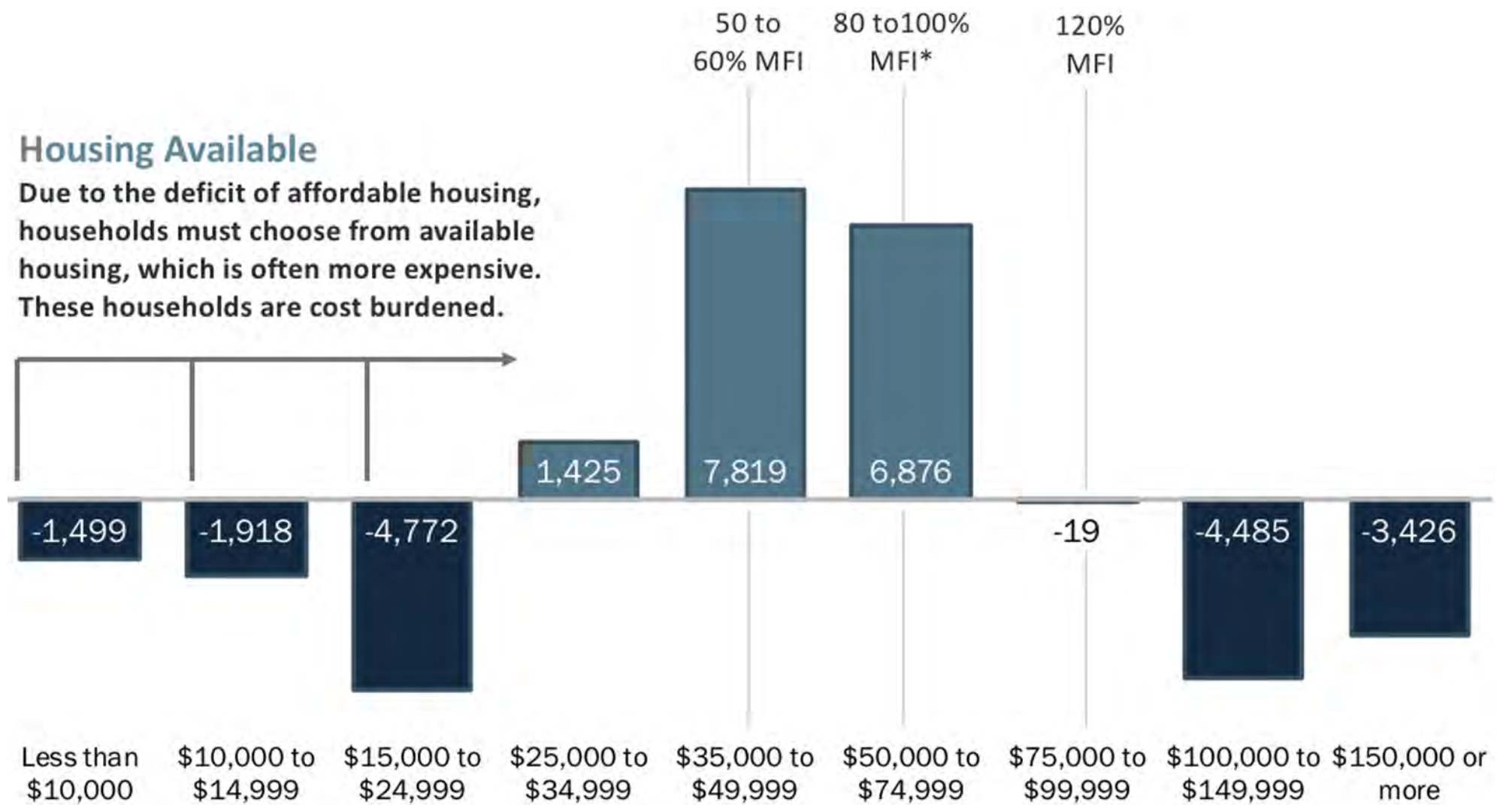


Figure 36: Housing Availability by Income Type

RESIDENTIAL HOUSING TYPE CUTSHEETS

This section presents several recently constructed developments in Vancouver as examples of housing types that may be possible in the District. These are provided to support discussions on appropriate housing types for The Heights. These examples have not been financially modeled however, and therefore financial feasibility, at this point, is unknown. The mix of precedents shown is also not intended to imply a balance of housing types expected or feasible within The District.

13 West Apartments

Location: Vancouver, WA
Year Built: 2017

Housing Units: 92

Unit Mix:

- Studio – 22%
- 1-Bed – 54%
- 2-Bed – 24%

Overall average asking rent: \$1.16 per sq. ft.
1-Bed average asking rent: \$1.11 per sq. ft.

Amenities: Breakfast/Coffee Concierge, Clubhouse, Dishwasher, Elevator, Fitness Center, Hardwood Floors, Microwave, Oven, Playground, Range, Refrigerator, Stainless Steel Appliances, Tub/Shower, Washer/Dryer



Vintage at Vancouver (Affordable, Senior)

Location: Vancouver, WA
Year Built: 2002

Housing Units: 154

Unit Mix:

- 1-Bed – 50%
- 2-Bed – 50%

Parking Ratio: 1.21 (160 stalls)

Overall average asking rent: \$1.15 per sq. ft.
1-Bed average asking rent: \$1.25 per sq. ft.

Amenities: Air Conditioning, Balcony, Business Center, Cable Ready, Ceiling Fans, Dishwasher, Disposal, Fitness Center, Gameroom, Grill, High Speed Internet Access, Laundry Facilities, Laundry Service, Microwave, Playground, Pool, Property Manager on Site ...



Midtown

Location: Vancouver, WA
Year Built: 2017

Housing Units: 48

Unit Mix:

- 1-Bed – 65%
- 2-Bed – 35%

Parking Ratio: .59 (18 stalls)

Overall average asking rent: \$3.00 per sq. ft.
1-Bed average asking rent: \$3.84 per sq. ft.

Amenities: Ceiling Fans, Fireplace, Granite Countertops, Hardwood Floors



The MEWS at Cascadia Village (Affordable)

Location: Vancouver, WA
Year Built: 2005

Housing Units: 24

Unit Mix:

- 1-Bed – 33%
- 2-Bed – 25%
- 3-Bed – 29%
- 4-bed – 13%

Overall average asking rent: \$0.44 per sq. ft.
1-Bed average asking rent: \$0.50 per sq. ft.

Amenities: Air Conditioning, Balcony, Courtyard, Trash Pickup - Door to Door, Washer/Dryer, Wheelchair Accessible Rooms



APPENDIX E

MOBILITY AND ACCESS

ACCESS AND CIRCULATION

The purpose of this section is to describe proposed improvements for people traveling through or accessing destinations within the Heights District. Suggested improvements are focused on making walking, bicycling or transit use safer and more attractive travel options in support the City's efforts to create 20-minute neighborhoods where residents can walk and bike to essential amenities and services (Goal 6, City of Vancouver 2016-21 Strategic Plan).

This section includes proposed improvements for each of The Heights District's major roadway corridors: Mill Plain Boulevard, MacArthur Boulevard, Andresen Road (south of Mill Plain Boulevard), and Devine Road. For each corridor, a series of interventions or improvements were identified. The following describes proposed improvements for cross streets connecting adjacent neighborhoods with the Heights District. This section presents suggested general improvements to enhance connectivity for people walking, biking and taking transit.

NEIGHBORHOOD CROSS STREETS

- Facilitate safe walking to and from adjacent neighborhoods by providing sidewalks at cross streets, extending at least one block deep into the neighborhood. Construct 6-foot minimum sidewalks outside of the existing roadway footprint and construct 6-foot minimum curb extensions at the intersection to reduce the crossing distance.
- Add marked crosswalks to improve safety for people walking. Ladder style crosswalks (depicted) are preferable as they are more visible to drivers and are more durable than conventional crosswalks.

GENERAL PEDESTRIAN CONNECTIVITY

- Improve existing walkways connecting adjacent neighborhoods with the Heights District. Increase visibility of walkways with wayfinding signage and landscape maintenance. Add ADA curb ramps where missing.
- Add walkway connections where possible. The parking lots at Northcrest Community Church and People's Church are two near-term opportunities, as is a connection that utilizes the water station for a connection. Identify future connections as redevelopment occurs.

- Increase permeability of the cemetery by adding connections to enhance the walkway network. Opportunities exist to create connections between the cemetery and the Heights Shopping Center, Skyline Crest Apartments, and Burdick Avenue/Marshall Elementary School. Investigate alternative east-west connectivity along the southern edge of the cemetery connecting Skyline Crest with McLoughlin Middle School ball field, Propstra Aquatic Center, and Devine Road.

GENERAL BIKE CONNECTIVITY

- Construct the planned multiuse path on Devine Road between Mill Plain Blvd. and 18th Street, providing safe walking and biking facilities between the Heights and Burnt Bridge Creek and the Fourth Plain Corridor. Implement safer walking and biking facilities on Blandford Drive between MacArthur Blvd. and 5th Street, connecting the Heights with the Lower Grand Employment Area and Grand Central and Convene developments.
- Improve the shared roadway bike route along Kansas Street with improved crossings at Andresen Road and Devine Road.
- Carefully study circulation of two-way protected bike facilities at planned roundabouts, as drivers entering or exiting the roundabout may not expect people riding bikes arriving from both directions. Pavement markings, signage and/or the geometry of the protected bike facility alignment may improve the visibility of people riding bikes and alert drivers.



The map above provides an overview of the areas where improvements are proposed and identifies planned improvements as part of other projects (such as the City’s East McLoughlin Area Safety Improvement Project or C-Tran’s Mill Plain BRT project).

GENERAL TRANSIT ACCESS AND ACCOMMODATION

- Coordinate with C-Tran to ensure sidewalk and crosswalk improvements provide safe and convenient access to planned bus rapid transit stations on Mill Plain Boulevard at the intersections with Devine Road and Andresen Road.
- Ensure sidewalk widths near and adjacent to planned BRT stations are sufficient to accommodate platforms, station amenities, and pedestrian through travel.
- Where possible, align additional crosswalks with bus stops to improve access for people walking to and from transit stops.
- Ensure ADA-compliant access to bus stops and stations throughout The Heights District.

MILL PLAIN BOULEVARD

Improve the roadway section to better accommodate people riding bikes as follows:

- Reduce inside travel lane widths to 11 feet and outside travel lane width to 12 feet (to accommodate C-Tran vehicles). Restripe the roadway to add a striped buffer between the bike lanes and the travel lanes. The width of the striped buffer should be at least two feet and preferably three; the width of the bike lanes should be at least five feet and preferably six.
- Add vertical delineators (wands) to the bike lane buffer along stretches without frequent driveway interruptions.

Improve facilities for people walking along Mill Plain Boulevard as follows:

- Rebuild or widen sidewalks to at least six feet (except as noted otherwise) and improve existing landscape buffers with additional street trees; rebuild curb-tight sidewalks to include five-foot minimum landscape buffers; design to carefully consider conflicts with existing power line poles.
- Provide 10-foot minimum sidewalks on the south side west of Devine Road where active ground floor uses abut the sidewalk.
- Reduce the number of driveways by eliminating redundant access points to the same parcel or parking lot; encourage consolidating access points and providing internal circulation between parcels.
- Add landscape buffers between existing parking lots and sidewalks.
- Add on-street parking on the south side of Mill Plain Boulevard between MacArthur Boulevard and Devine Road

ANDRESEN ROAD

- Restripe the roadway to include bike lanes (at least five feet wide, six feet preferred) with a striped buffer (at least two feet wide, three feet preferred) and an on-street parking lane of at least seven feet.
- Rebuild or widen sidewalks to at least six feet wide and improve and/or widen landscape buffers with additional street trees or other plantings.
- Add a marked crosswalk at Missouri Drive and a marked mid-block crossing between Mill Plain Boulevard and Wichita Drive.
- Acquire right-of-way or easement and construct a walkway connecting Andresen Road with St Louis Way at the south end of the People's Church parking lot (to be aligned with the proposed mid-block crosswalk).
- Reduce posted speed limit to 25 mph.

MACARTHUR BOULEVARD

- Reconstruct MacArthur Boulevard to provide two-way vehicular travel north of the existing landscaped median and a two-way separated bike facility south of the median.
- Remove vehicle traffic from the slip lane and convert it to a bike-only lane, and reroute vehicular traffic to make right turns at the signal at Mill Plain Boulevard and MacArthur Boulevard.
- Reduce posted speed limit to 25 mph.

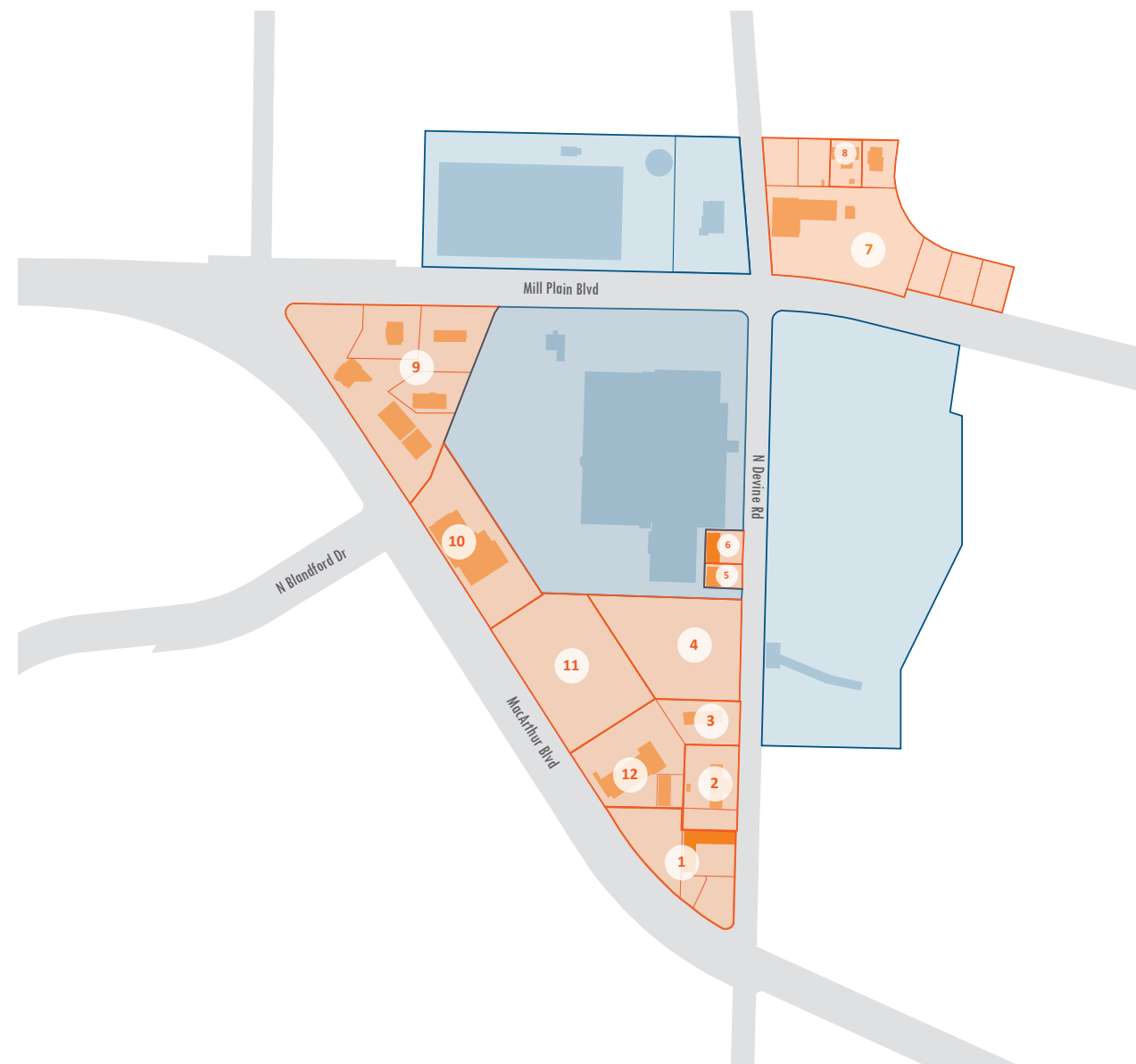
Proposed cross section west of Devine Road:

- 8-foot sidewalks on the north side, buffered from the roadway by a 6-foot minimum landscape buffer
- 7-foot minimum on-street parking on the north side
- Two 11-foot travel lanes north of the median
- 10-foot minimum, 12-foot preferred two-way separated bike facility south of the median
- 10-foot sidewalk along the south side, buffered from the separated bike facility by a 10-foot minimum landscape buffer
- Proposed cross section east of Devine Road at school sites:
- 10-foot minimum sidewalks at 15-foot minimum drop-off zones on the north side
- Two 11-foot travel lanes north of the median
- 10-foot minimum, 12-foot preferred two-way separated bike facility south of the median
- 10-foot sidewalk along the south side, buffered from the separated bike facility by a 10-foot minimum landscape buffer

DEVINE ROAD

- Reconstruct the roadway to include two 11-foot travel lanes.
- Provide parking lanes (at least seven feet wide) as needed on one or both sides.
- On the west side, provide a two-way protected bike facility (at least 10 feet wide, 12 feet preferred) separated from the curb by a furnishing zone (at least three feet wide) and delineated from the sidewalk by either a paver strip (at least one foot wide) or a landscape buffer (at least three feet wide).
- On the east side, maintain the existing curb-tight sidewalk in order to preserve the existing row of trees where applicable. Construct a new eight-foot sidewalk east of the trees to provide access to new development of Mill Plain Boulevard between MacArthur Boulevard and Devine Road.

APPENDIX F PROPERTY OWNERSHIP



 OWNED BY THE CITY OF VANCOUVER

 PRIVATE OWNERSHIP

1. Leigh Investments LLC
2. Northwest Space Solutions LLC
3. MacArthur Building LLC
4. Devine Property LLC
5. Gary T. Gregg
6. Robert M. Gregg, Jr.
7. Northcrest Community Church
8. Private homeowner
9. Tower Mall Properties LLC
10. ABC Homes
11. Dawk Enterprises LLC
12. MacArthur Building LLC

APPENDIX G CASE STUDIES

HOLIDAY NEIGHBORHOOD Boulder, Colorado

Highlights

- Adaptive reuse (vacant drive-in theatre)
- New Urbanist form
- 2-3 story massing
- Small main street
- Neighborhood park amenity
- Integrated neighborhood, family friendly
- Regional bus pass for residents

Takeaways

- Complete neighborhood
- Local amenities
- Mix income / mix of uses
- Located within urban context (lower density)
- Focus on sustainability
- High quality plaza and park



HOLIDAY NEIGHBORHOOD, BOULDER, CO
~30 ACRES



THE HEIGHTS STUDY AREA, VANCOUVER, WA
~205 ACRES





WOODSTOCK TOWN CENTER Woodstock, Georgia

Highlights

- Vertical mixed-use core around a central square
- Uses include civic, retail, office and multifamily housing with affordable, senior and market rate
- Over 11 acres of new parks and community open space
- Conservation areas for stormwater infiltration
- Catalyst for adjacent, complimentary private development

Takeaways

- Award winning infill housing project
- Small town that planned for and grew smartly from 2,000 to current
- Created an identity and living room for the town through visioning and phased development
- Reinvigorated a formerly bustling business district, added vibrant retail, 6 renovated and new restaurants
- Two-sided Main Street as extension of existing fabric



WOODSTOCK TOWN CENTER, GA
~80 ACRES



THE HEIGHTS STUDY AREA, VANCOUVER, WA
~205 ACRES



WOODSTOCK TOWN CENTER
Woodstock, Georgia



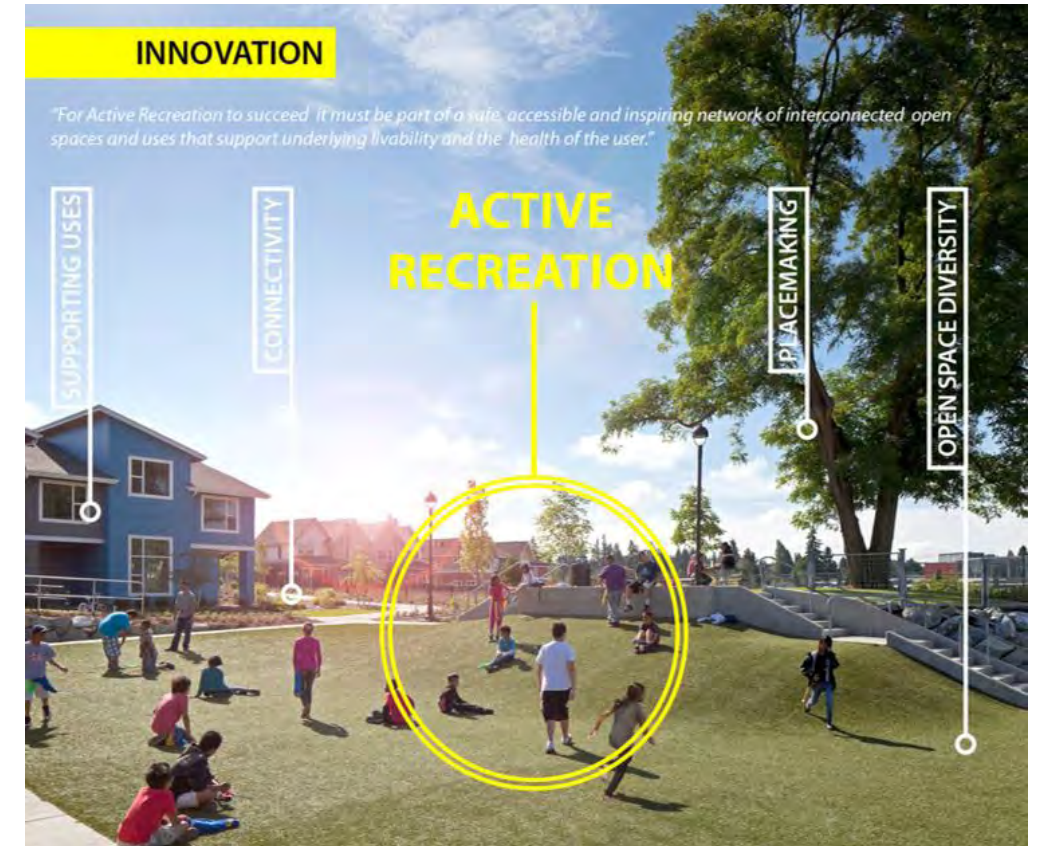
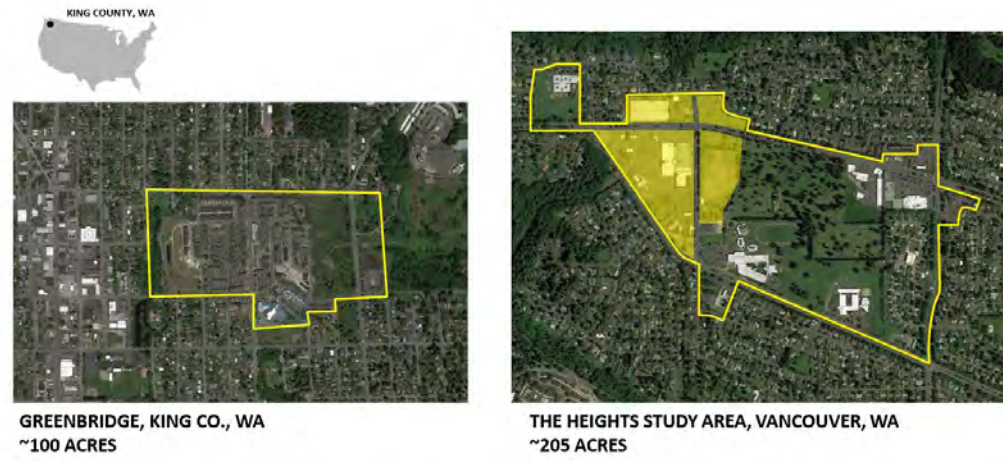
GREENBRIDGE King County, Washington

HIGHLIGHTS

- Mixed-income housing district
- Sustainable demonstration project
- 1,000 units of housing
- Catalyst for local redevelopment
- Incubator retail to complement Main St.
- Bus transit
- Transformational project
- Center for Active Design Excellence Award winner

TAKEAWAYS

- Range of housing typologies
- Range of incomes
- Integrated community services
- Live/work and experiential retail
- Neighborhood connectivity
- Park system
- Cultural expression
- Sustainable stormwater infrastructure



GREENBRIDGE
King County, Washington



ORENCO STATION Hillsboro, Oregon

HIGHLIGHTS

- Transit Oriented Development (TOD)
- Over 1,800 dwelling units
- Mix of uses including housing, office, retail
- Mix of housing including single family homes, townhomes, multi-family housing
- Live/work units
- Alley parking
- Rezoned from industrial to mixed-use with 'town center' designation

TAKEAWAYS

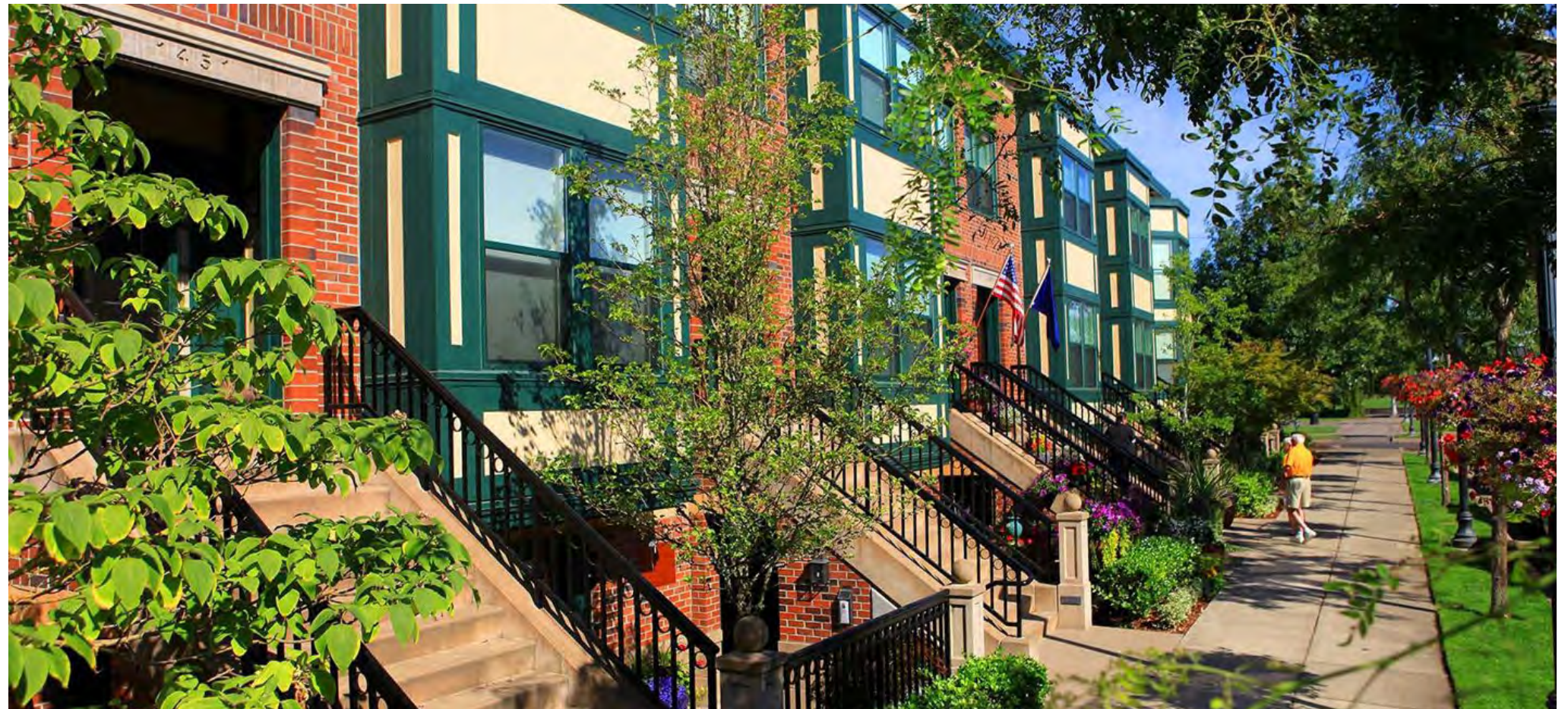
- Mix of densities
- Housing with ground related stoops and retail
- Phased over time, starting with lower density development to meet market design
- Held highest and best use sites for later phases and higher density development
- Compact development
- Fits within regional transportation system



ORENCO STATION, HILLSBORO, OR
~240 ACRES



THE HEIGHTS STUDY AREA, VANCOUVER, WA
~205 ACRES



**ORENCO STATION
Hillsboro, Oregon**



RINO ARTS DISTRICT Denver, Colorado

HIGHLIGHTS

- Artists began moving in after decline of industrial uses
- Creative businesses, artists, and galleries
- Taxi Building (Phase I) / Drive Building (Phase 2) provides creative space for artists and designers
- Ground level retail and residential (top level)

TAKEAWAYS

- Transitional area
- Located near downtown
- Physically separated from downtown
- Artists as development drivers
- Potential for groundswell movement
- Mixed-use and incubator spaces for small businesses serve as catalyst



RiNo ARTS DISTRICT, DENVER, CO
~300 ACRES



THE HEIGHTS STUDY AREA, VANCOUVER,
~205 ACRES





CANARY COMMONS
Toronto, Ontario, Canada

HIGHLIGHTS

- Community theme of health & wellness
- Network of walkable streets & parks
- Walk score of 95/100
- Bike score of 100/100
- Transit score of 94/100
- Retail, restaurant, and office space
- Includes family supportive services: primary school, community center, YMCA
- 19% of the multi-family housing includes 2-3 bedroom suites to accommodate families

TAKEAWAYS

- Began as host to the 2015 Pan/Parapan Am Games Athletes Village
- 35-acre master-planned district
- Includes 82,000 sq.ft. YMCA, student residences, other residential buildings
- Health-focused, vibrant Front Street Promenade
- 18-acre Corktown Common park with connecting trails



CANARY COMMONS, TORONTO, CANADA
~40 ACRES



THE HEIGHTS STUDY AREA, VANCOUVER, WA
~205 ACRES





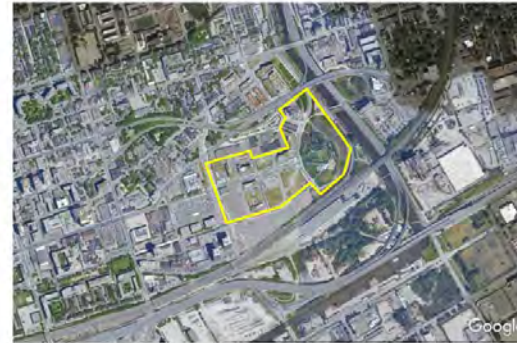
VITA HEALTH & WELLNESS DISTRICT Stamford, Connecticut

TAKEAWAYS

- Wellness theme drives community lifestyle programs
- Mix of triplex, lowrise, and midrise structures
- Integration of new structures with adaptive reuse
- Concept integrated into surrounding neighborhoods
- Green open space positioned for wider community use

HIGHLIGHTS

- Partnership between affordable housing provider, hospital, and city
- Mixed-income housing community
- Communal urban farm
- Retail, restaurant, and office space
- Social support services, job training, nutrition
- Aid for small business



CANARY COMMONS, TORONTO, CANADA
~40 ACRES



THE HEIGHTS STUDY AREA, VANCOUVER, WA
~205 ACRES





UNITED CHURCH OF CANADA British Columbia, Canada

HIGHLIGHTS

- Aging church buildings and decreasing congregation numbers led to province-wide strategy to repurpose underused properties owned by United Church of Canada
- Desire for multi-purpose or shared spaces for casual interaction between housing residents and congregation members
- Building form, shared amenity, and parking requirements differ based on municipality
- Congregation and municipality have expressed desire for church to be distinguishable, even when housed within non-traditional church building
- Each congregation has a development team that volunteers time to provide input on design process

TAKEAWAYS

- Affordable housing framework
- Enables church ministries to give back to community
- Nonprofit / market housing developers partnership
- Portfolio model where one redeveloped property can leverage future opportunities for other properties
- Emerging model of churches building less purpose-specific venues
- Faith-based communities retain ownership of housing projects on their land
- Helps maintain affordability over the long term





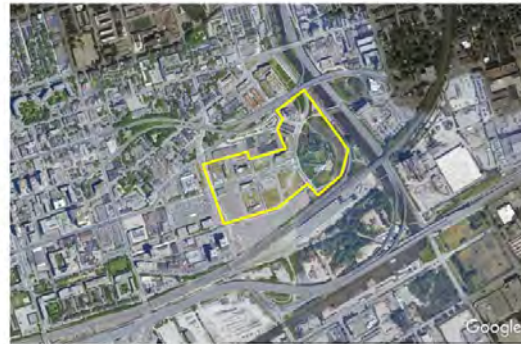
GLOBAL INNOVATION EXCHANGE (GIX) Bellevue, Washington

HIGHLIGHTS

- 100,000SF innovation hub 36-acre transit-oriented development
- Wright Runstadt (developer)
- Microsoft, University of Washington, and Tsinghua University (Beijing, China)
- Symposium and presentation space
- Major corporate sponsor (\$40M seed money)
- Focus on science, tech, engineering, and design

TAKEAWAYS

- Public/private partnership
- Maker spaces, design studios, and technology labs
- Entrepreneurship and practical business programs



CANARY COMMONS, TORONTO, CANADA
~40 ACRES



THE HEIGHTS STUDY AREA, VANCOUVER, WA
~205 ACRES



SPRING DISTRICT, BELLEVUE, WA
~40 ACRES





APPENDIX H

TRAFFIC IMPACT STUDY

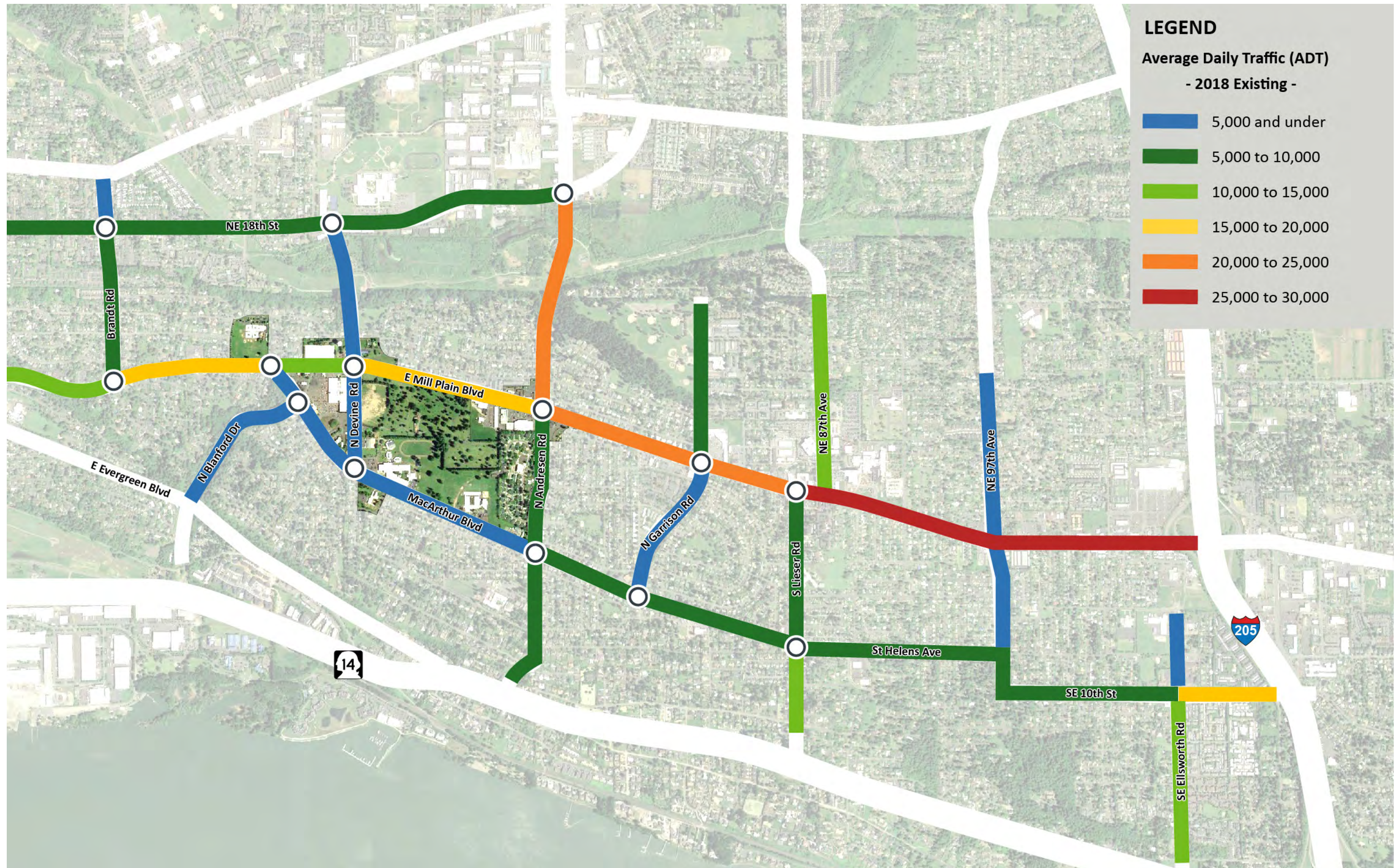
OVERVIEW

A traffic impact analysis was performed for The Heights District to assess existing and future traffic operations on the local street network. Existing traffic data was collected in early June 2018. This information was used to establish future year (2038) no-build and build traffic volumes in the study area. Projected traffic volumes were developed based on a projected 20-year development program using the Southwest Washington Regional Transportation Council (RTC) travel demand models and the 10th Edition of the Institute of Transportation Engineers (ITE) Trip Generation Manual. The analysis addresses the preferred concept development and informs the draft Environmental Impact Statement and transportation needs for The District.

The Plan anticipates an estimated 1,800 new residential units that will generate approximately 700 to 850 new vehicle trips during the AM and PM peak hours. Assuming the planned BRT stations and new bike/pedestrian infrastructure in the study area, trip generation estimates may be reduced by six percent to account for multimodal trips. Unlike the planned residential development, the net commercial leasable space within the Redevelopment Area will effectively remain unchanged. As such, the traffic analysis did not include new commercial trips.

KEY FINDINGS

- While new development will bring increased traffic volumes to the study area, the analysis indicates that no mitigation is required on the local street network at this time.
- The existing roadway infrastructure, coupled with two proposed roundabouts along MacArthur Boulevard will provide for acceptable traffic operations with all study area intersections operating at level of service (LOS) D or better.
- A proposed traffic signal at the MacArthur Boulevard and N Lieser Road / St. Helens Avenue intersection (outside The District study area) will significantly improve traffic operations at the existing stop-controlled intersection, which is operating at LOS F in both the AM and PM peak hours under existing and future no-build conditions.
- The City, in conjunction with local neighborhoods, should develop and maintain a neighborhood traffic monitoring program and continuously work with adjacent neighborhoods to evaluate and plan for necessary traffic mitigation to address possible increases of traffic that may result from the new development over time.









Memo

Date: Monday, June 24, 2019

Project: The Heights District Plan

To: Keith Walzak, VIA and Mark Sindell, GGLO

From: Jeremy Jackson and Tom Shook, HDR

Subject: Traffic Impact Analysis Memorandum

Introduction

The purpose of this memo is to summarize the existing and future traffic analysis performed within The Heights District Plan area. The traffic impact analysis for the Redevelopment area will support the multi-modal transportation analysis, alternatives development, Draft Environmental Impact Statement, and inform transportation needs for the District Plan.

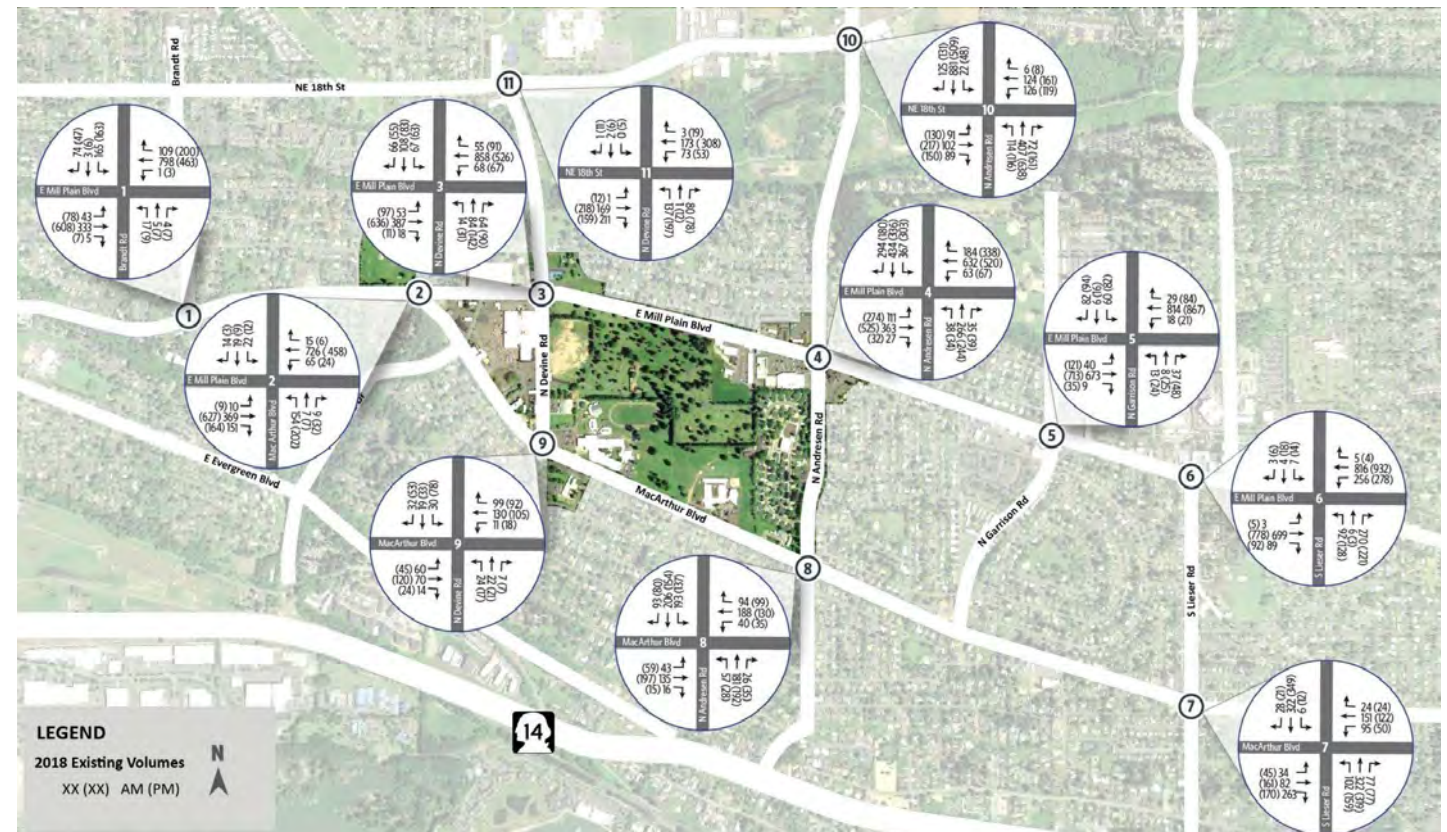
Traffic Data Collection

Weekday, 3-hour AM (7:00 AM to 10:00 AM) and 4-hour PM (2:00 PM to 6:00 PM) peak period turning movement counts were collected in early June 2018 at the following intersections:

1. E Mill Plain Boulevard at Brandt Road/Rhododendron Drive
2. E Mill Plain Boulevard at MacArthur Boulevard/Ogden Avenue
3. E Mill Plain Boulevard at N Devine Road
4. E Mill Plain Boulevard at N Andresen Road
5. E Mill Plain Boulevard at Garrison Road
6. E Mill Plain Boulevard at N Lieser Road
7. MacArthur Boulevard at N Lieser Road & St Helens Avenue
8. MacArthur Boulevard at N Andresen Road
9. MacArthur Boulevard at N Devine Road
10. N Andresen Road at NE 18th Street
11. N Devine Road at E 18th Street

Turning movement counts were collected before area schools were out for the season and included a 15-minute breakdown of pedestrians, bicyclists, passenger vehicles, and heavy vehicles. Data collection also consisted of obtaining existing signal timing from the City. The existing AM and PM peak hour volumes used for analysis are shown below in Figure 1.

Figure 1. Existing 2018 Peak Hour Volumes



Peak Hour Determination

The existing AM peak for most of the study area intersections was determined to be 7:45 AM to 8:45 AM. During the PM period, however, the peak hour varied significantly. As noted in the data collection, traffic volumes were collected between 2:00 PM and 6:00 PM to account for traffic near the local area schools. Because multiple intersections were heavily influenced by school traffic, it was determined that the individual PM peak hour for each intersection would be used. The peak hours used for analysis at each intersection are show below in Table 1.

Table 1. Intersection Peak Hours

Intersection	AM Peak	PM Peak
E Mill Plain Boulevard at Brandt Road/Rhododendron Drive	7:45 – 8:45	3:00 – 4:00
E Mill Plain Boulevard at MacArthur Boulevard/Ogden Avenue	7:45 – 8:45	3:00 – 4:00
E Mill Plain Boulevard at N Devine Road	7:45 – 8:45	3:30 – 4:30
E Mill Plain Boulevard at N Andresen Road	7:45 – 8:45	4:30 – 5:30
E Mill Plain Boulevard at Garrison Road	7:45 – 8:45	4:45 – 5:45
E Mill Plain Boulevard at N Lieser Road	7:45 – 8:45	4:45 – 5:45
MacArthur Boulevard at N Lieser Road and St Helens Avenue	7:45 – 8:45	4:45 – 5:45
MacArthur Boulevard at N Andresen Road	7:45 – 8:45	2:45 – 3:45
MacArthur Boulevard at N Devine Road	7:45 – 8:45	3:30 – 4:30
N Andresen Road at NE 18th Street	7:45 – 8:45	4:30 – 5:30
N Devine Road at E 18th Street	7:45 – 8:45	4:00 – 5:00

Existing Conditions Analysis

An existing conditions traffic operations analysis for the project area intersections was performed using Synchro (version 10). The analysis results are based on the Synchro *Intersection: Lanes, Volumes, Timings* reports except for the unsignalized intersections on MacArthur Boulevard at N Lieser Road, N Andresen Road, and Devine Road. For the unsignalized intersections, the Highway Capacity Manual 6th Edition (HCM 6) all-way-stop-control (AWSC) reports were used. A summary of the AM and PM peak hour intersection delay and level-of-service (LOS) is provided in Table 2 and Table 3. A summary of the AM and PM peak hour intersection volume-to-capacity (v/c) ratios is provided in Table 4. Detailed Synchro, HCM, and Queue reports for existing conditions are provided in Attachment A.

As shown below, most project area intersections are operating at LOS D or better except for the unsignalized MacArthur Boulevard and N Lieser Road/St Helens Avenue intersection, which is operating at LOS F in both the AM and PM peak hours. Several intersections also have approaches that are operating at LOS E. Multiple intersections are operating over-capacity, with v/c ratios that exceed 1.0; including E Mill Plain Boulevard and N Andresen Road in the AM peak hour and the unsignalized MacArthur Boulevard and N Lieser Road/St Helens Avenue intersection in both the AM and PM peak hours. The E Mill Plain Boulevard and N Lieser Road intersection is operating close to capacity (v/c of 0.96) in the PM peak hour. The E Mill Plain and Garrison Road intersection is also operating at a v/c of 0.99 in the PM peak hour, but this is due to the low volume side street approach.

Table 2. 2018 Existing Intersection Delay and Level of Service – AM Peak

Intersection	Intersection Approach								Overall Intersection	
	Eastbound		Westbound		Northbound		Southbound		Delay	LOS
	Delay	LOS	Delay	LOS	Delay	LOS	Delay	LOS		
E Mill Plain Boulevard at Brandt Road/Rhododendron Drive	8.4	A	9.2	A	23.2	C	56.0	E	16.8	B
E Mill Plain Boulevard at MacArthur Boulevard/Ogden Avenue	6.2	A	8.0	A	22.8	C	12.4	B	9.7	A
E Mill Plain Boulevard at N Devine Road	15.5	B	21.1	C	36.5	D	32.9	C	23.1	C
E Mill Plain Boulevard at N Andresen Road	30.1	C	27.0	C	36.2	D	73.0	E	46.7	D
E Mill Plain Boulevard at Garrison Road	15.3	B	9.6	A	24.4	C	32.5	C	14.6	B
E Mill Plain Boulevard at N Lieser Road	15.1	B	20.0	B	26.5	C	31.1	C	19.7	B
MacArthur Boulevard at N Lieser Road and St Helens Avenue**	109.2	F	83.5	F	134.4	F	106.4	F	111.7	F
MacArthur Boulevard at N Andresen Road**	18.8	C	18.8	C	16.2	C	21.3	C	19.3	C
MacArthur Boulevard at N Devine Road**	10.1	B	9.5	A	10.2	B	10.3	B	9.9	A
N Andresen Road at NE 18th Street	59.5	E	67.5	E	25.4	C	26.5	C	35.6	D
N Devine Road at E 18th Street	10.3	B	10.9	B	21.1	C	20.0	B	13.6	B

**Unsignalized intersection; intersection results based on HCM 6 AWSC report.
Red = Approach or intersection operating at LOS F.

Table 3. 2018 Existing Intersection Delay and Level of Service – PM Peak

Intersection	Intersection Approach								Overall Intersection	
	Eastbound		Westbound		Northbound		Southbound		Delay	LOS
	Delay	LOS	Delay	LOS	Delay	LOS	Delay	LOS		
E Mill Plain Boulevard at Brandt Road/Rhododendron Drive	8.2	A	4.0	A	12.0	B	32.4	C	10.0	A
E Mill Plain Boulevard at MacArthur Boulevard/Ogden Avenue	12.6	B	8.4	A	29.1	C	12.7	B	14.5	B
E Mill Plain Boulevard at N Devine Road	27.5	C	29.8	C	29.6	C	18.4	B	27.7	C
E Mill Plain Boulevard at N Andresen Road	34.2	C	35.1	D	61.5	E	44.4	D	40.3	D
E Mill Plain Boulevard at Garrison Road	18.5	B	10.8	B	75.6	E	69.0	E	23.1	C
E Mill Plain Boulevard at N Lieser Road	20.7	C	28.1	C	38.2	D	38.8	D	27.2	C
MacArthur Boulevard at N Lieser Road and St Helens Avenue**	43.4	E	30.0	D	81.5	F	57.2	F	59.1	F
MacArthur Boulevard at N Andresen Road**	18.2	C	14.0	B	14.9	B	15.4	C	15.7	C
MacArthur Boulevard at N Devine Road**	11.6	B	9.9	A	10.4	B	13.7	B	11.6	B
N Andresen Road at NE 18th Street	55.1	E	83.2	F	40.3	D	27.1	C	45.7	D
N Devine Road at E 18th Street	14.7	B	16.3	B	22.9	C	21.4	C	17.6	B

**Unsignalized intersection; intersection results based on HCM 6 AWSC report.
Red = Approach or intersection operating at LOS F.

Table 4. 2018 Existing Intersection V/C Ratios

Intersection	Intersection Approach								Overall Intersection	
	Eastbound		Westbound		Northbound		Southbound		AM	PM
	AM	PM	AM	PM	AM	PM	AM	PM		
E Mill Plain Boulevard at Brandt Road/Rhododendron Drive	0.24	0.32	0.49	0.38	0.13	0.14	0.86	0.77	0.86	0.77
E Mill Plain Boulevard at MacArthur Boulevard/Ogden Avenue	0.18	0.33	0.43	0.28	0.62	0.77	0.23	0.11	0.62	0.77
E Mill Plain Boulevard at N Devine Road	0.28	0.66	0.72	0.72	0.61	0.67	0.61	0.26	0.72	0.72
E Mill Plain Boulevard at N Andresen Road	0.59	0.77	0.68	0.60	0.51	0.75	1.20	0.78	1.20	0.78
E Mill Plain Boulevard at Garrison Road	0.49	0.74	0.40	0.47	0.42	0.84	0.57	0.99	0.57	0.99
E Mill Plain Boulevard at N Lieser Road	0.48	0.54	0.86	0.96	0.75	0.81	0.11	0.23	0.86	0.96
MacArthur Boulevard at N Lieser Road and St Helens Avenue**	1.21	0.89	1.10	0.68	1.32	1.09	1.18	0.96	1.32	1.09
MacArthur Boulevard at N Andresen Road**	0.51	0.55	0.55	0.33	0.37	0.36	0.57	0.40	0.57	0.55
MacArthur Boulevard at N Devine Road**	0.18	0.32	0.26	0.21	0.16	0.12	0.22	0.45	0.26	0.45
N Andresen Road at NE 18th Street	0.81	0.85	0.76	0.92	0.73	0.78	0.64	0.53	0.81	0.92
N Devine Road at E 18th Street	0.48	0.49	0.22	0.35	0.62	0.62	0.03	0.19	0.62	0.62

**Unsignalized intersection; worst stop-controlled movement used for each approach and overall intersection v/c ratio.
 Red = Approach or intersection v/c ratio exceeds 1.0

Future Year Volume Development

Baseline traffic volume forecasts for the future year 2038 No-Build condition were developed for the project area in coordination with City and Southwest Washington Regional Transportation Council (RTC) staff. Future No-Build volumes were post-processed using the most current existing (2010) and future (2035) RTC travel demand models. The RTC regional travel demand models include population and employment data, as well as current and proposed transportation networks for both existing conditions and the forecast year. The RTC models include background growth but do not include the proposed redevelopment in the Heights District Plan area. PM peak hour volume plots from the RTC models were used to determine annual growth rates for all PM peak hour turning movements at the study area intersections. Growth rates for the AM peak hour were developed using the reciprocal movement method; e.g. the growth rate for the northbound left-turn movement in the PM peak was used for the eastbound right-turn movement in the AM peak. If no growth was reported, or the future RTC model volume was zero, the existing volumes collected in the field were used. The future 2038 No-Build AM and PM peak hour volumes are provided in Figure 2.

No-Build Alternative Analysis

The No-Build alternative represents future conditions with no redevelopment and only Regional Transportation Plan (RTP) identified improvements. The only improvement assumed for the No-Build alternative is an additional westbound left-turn lane at the E Mill Plain Boulevard and N Lieser Road intersection. The No-Build alternative also includes signal timing optimization along the E Mill Plain Boulevard corridor and at the N Andresen Road at NE 18th Street intersection. Signal timing optimization included utilizing a 110 second cycle length for the AM peak and a 120 second cycle length for the PM peak (or half cycle lengths), as well as adjustments to splits, offsets, and lead/lag phasing for protected left turns. The No-Build alternative traffic operations analysis for the project area intersections was performed using Synchro (version 10). A summary of the AM and PM peak hour intersection delay and LOS is provided in Table 5 and Table 6. A summary of the AM and PM peak hour intersection v/c ratios is provided in Table 7. Detailed Synchro, HCM, and Queue reports for the No-Build condition are provided in Attachment B.

As shown below, most project area intersections are operating at LOS D or better except for the unsignalized MacArthur Boulevard and N Lieser Road/St Helens Avenue intersection, which is operating at LOS F in both the AM and PM peak hours. Several intersections also have approaches that are operating at LOS E or F, including the northbound approach of Garrison Road at E Mill Plain Boulevard in the PM peak hour. The unsignalized MacArthur Boulevard and N Lieser Road/St Helens Avenue intersection is operating over-capacity (v/c ratio > 1.2) in both the AM and PM peak hours. The E Mill Plain Boulevard and Garrison Road intersection is operating over capacity (v/c ratio of 1.06) in the PM peak, but this is due to the low volume side street approach. The N Andresen Road and NE 18th Street intersection is also operating over capacity in the AM peak (v/c ratio of 1.05) due to the northbound left-turn movement. The E Mill Plain Boulevard and N Andresen Road intersection had a v/c ratio of 1.20 in the existing AM peak hour but has been reduced to 0.90 in the No-Build alternative due to signal timing adjustments.

Figure 2. No-Build 2038 Peak Hour Volumes

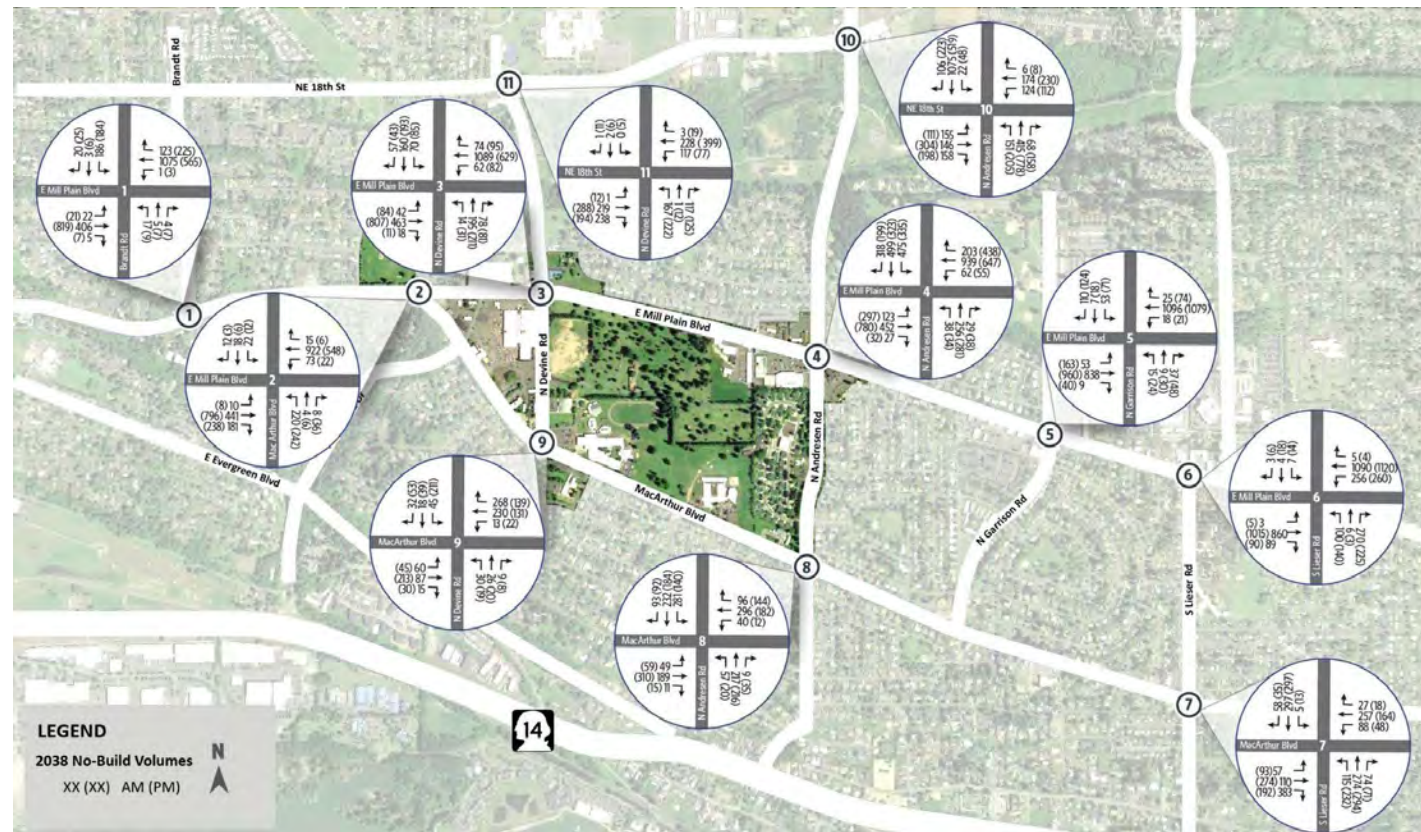


Table 6. No-Build Intersection Delay and Level of Service – PM Peak

Intersection	Intersection Approach								Overall Intersection	
	Eastbound		Westbound		Northbound		Southbound			
	Delay	LOS	Delay	LOS	Delay	LOS	Delay	LOS	Delay	LOS
E Mill Plain Boulevard at Brandt Road/Rhododendron Drive	8.6	A	5.4	A	25.8	C	66.7	E	14.2	B
E Mill Plain Boulevard at MacArthur Boulevard/Ogden Avenue	7.3	A	9.7	A	28.4	C	12.7	B	11.9	B
E Mill Plain Boulevard at N Devine Road	12.6	B	14.6	B	61.2	E	42.6	D	24.1	C
E Mill Plain Boulevard at N Andresen Road	23.2	C	19.4	B	62.3	E	44.8	D	31.2	C
E Mill Plain Boulevard at Garrison Road	12.8	B	9.5	A	138.6	F	56.2	E	19.8	B
E Mill Plain Boulevard at N Lieser Road	6.6	A	18.3	B	32.3	C	37.9	D	15.8	B
MacArthur Boulevard at N Lieser Road and St Helens Avenue**	123.8	F	32.7	D	51.3	F	48.7	E	71.9	F
MacArthur Boulevard at N Andresen Road**	30.6	D	16.6	C	15.7	C	15.8	C	20.0	C
MacArthur Boulevard at N Devine Road**	15.2	C	11.0	B	11.0	B	19.6	C	15.1	C
N Andresen Road at NE 18th Street	52.3	D	66.5	E	27.8	C	33.6	C	39.3	D
N Devine Road at E 18th Street	18.0	B	15.6	B	23.9	C	24.0	C	18.8	B

**Unsignalized intersection; intersection results based on HCM 6 AWSC report.
 Red = Approach or intersection operating at LOS F.

Table 5. No-Build Intersection Delay and Level of Service – AM Peak

Intersection	Intersection Approach								Overall Intersection	
	Eastbound		Westbound		Northbound		Southbound			
	Delay	LOS	Delay	LOS	Delay	LOS	Delay	LOS	Delay	LOS
E Mill Plain Boulevard at Brandt Road/Rhododendron Drive	6.8	A	4.1	A	28.4	C	64.8	E	11.8	B
E Mill Plain Boulevard at MacArthur Boulevard/Ogden Avenue	6.9	A	10.5	B	28.1	C	11.9	B	12.0	B
E Mill Plain Boulevard at N Devine Road	12.1	B	6.6	A	58.9	E	39.2	D	18.3	B
E Mill Plain Boulevard at N Andresen Road	24.5	C	36.4	D	57.3	E	16.9	B	28.9	C
E Mill Plain Boulevard at Garrison Road	6.2	A	5.2	A	45.3	D	35.4	D	9.0	A
E Mill Plain Boulevard at N Lieser Road	6.2	A	15.9	B	29.3	C	35.1	D	14.6	B
MacArthur Boulevard at N Lieser Road and St Helens Avenue**	191.6	F	130.1	F	69.2	F	92.2	F	125.5	F
MacArthur Boulevard at N Andresen Road**	20.7	C	31.0	D	16.7	C	26.1	D	24.9	C
MacArthur Boulevard at N Devine Road**	10.4	B	10.7	B	10.4	B	10.5	B	10.6	B
N Andresen Road at NE 18th Street	48.4	D	58.9	E	34.1	C	33.1	C	39.1	D
N Devine Road at E 18th Street	11.4	B	11.7	B	21.1	C	24.3	C	14.1	B

**Unsignalized intersection; intersection results based on HCM 6 AWSC report.
 Red = Approach or intersection operating at LOS F.

Table 7. No-Build Intersection V/C Ratios

Intersection	Intersection Approach								Overall Intersection	
	Eastbound		Westbound		Northbound		Southbound			
	AM	PM	AM	PM	AM	PM	AM	PM	AM	PM
E Mill Plain Boulevard at Brandt Road/Rhododendron Drive	0.18	0.36	0.54	0.36	0.09	0.08	0.83	0.83	0.83	0.83
E Mill Plain Boulevard at MacArthur Boulevard/Ogden Avenue	0.24	0.42	0.53	0.31	0.70	0.74	0.14	0.05	0.70	0.74
E Mill Plain Boulevard at N Devine Road	0.27	0.48	0.64	0.42	0.85	0.86	0.58	0.59	0.85	0.86
E Mill Plain Boulevard at N Andresen Road	0.49	0.71	0.90	0.72	0.74	0.77	0.78	0.93	0.90	0.93
E Mill Plain Boulevard at Garrison Road	0.45	0.78	0.48	0.53	0.59	1.06	0.57	0.92	0.59	1.06
E Mill Plain Boulevard at N Lieser Road	0.45	0.56	0.73	0.74	0.74	0.73	0.08	0.17	0.74	0.74
MacArthur Boulevard at N Lieser Road and St Helens Avenue**	1.43	1.21	1.27	0.71	1.12	1.01	1.15	0.91	1.43	1.21
MacArthur Boulevard at N Andresen Road**	0.54	0.78	0.80	0.46	0.41	0.38	0.77	0.37	0.80	0.78
MacArthur Boulevard at N Devine Road**	0.19	0.50	0.38	0.26	0.13	0.11	0.18	0.61	0.38	0.61
N Andresen Road at NE 18th Street	0.77	0.87	0.77	0.77	1.05	0.85	0.81	0.59	1.05	0.87
N Devine Road at E 18th Street	0.53	0.58	0.29	0.35	0.62	0.64	0.01	0.11	0.62	0.64

**Unsignalized intersection; worst stop-controlled movement used for each approach and overall intersection v/c ratio.
 Red = Approach or intersection v/c ratio exceeds 1.0

Trip Generation

The Heights District Plan area is bounded generally by MacArthur Boulevard, E Mill Plain Boulevard, and N Andresen Road, and contains 205 acres of non-residential area. The proposed redevelopment area, shown below in Figure 3, is 63 acres of mixed-use development. For the traffic impact analysis, the Heights District Plan area is assumed to include 1,800 new residential units in a mix of low-rise (townhomes and single family) and mid-rise (apartments and condominiums) development. The proposed redevelopment area includes 1,336 of these new residential units, with the remainder in the northeast corner of the Heights District Plan area near the intersection of E Mill Plain Boulevard and N Andresen Road. Unlike the residential development, the net commercial leasable space within the redevelopment area will effectively remain unchanged. Vacant and underutilized space within the existing Tower Mall will be removed and displaced tenants will have the opportunity to integrate into the redevelopment. There is approximately 258,000 square feet of existing commercial space and the proposed redevelopment only includes 204,000 square feet. For analysis purposes, it is assumed that no new trips will be generated by commercial redevelopment. The existing commercial trips within the study area are already being accounted for, and any new trips are likely to be pass-by trips that are included in the future baseline volumes or the new residential trips.

Trip generation for the Heights District Plan area was developed using the 10th Edition of the Institute of Transportation Engineers (ITE) Trip Generation Manual. The ITE Trip Generation Manual provides average weekday vehicle trip rates and entering and exiting percentages for the AM and PM peak periods based on different land use codes (LUC). For the traffic impact analysis, the study area was divided into four zones based on their geographic location. The four zones are shown in Figure 3 and include three zones in the redevelopment area and one zone outside of the redevelopment area. The number of low-rise and mid-rise residential units in each zone of the redevelopment area is based on the proposed 20-year development program. In zone 4, outside of the redevelopment area, the total number of residential units was provided and was broken out into low-rise and mid-rise units based on the relative percentage of each unit type within the redevelopment area. The AM and PM peak hour trips for the proposed residential developments are provided in Table 8 and Table 9. During the AM peak hour, 699 new vehicle trips are estimated, with 180 entering trips and 519 exiting trips. During the PM peak hour, 853 new vehicle trips are estimated, with 523 entering trips and 330 exiting trips.

Trip Distribution

Trip distribution for the new residential trips was developed using the relative turning movement percentages at each study area intersection in the No-Build alternative. The new trips were distributed onto the existing roadway network based on the geographic location of each zone. All entering trips were assumed to originate outside of the study area and terminate within each zone. All exiting trips were assumed to originate within each zone and depart the area via the external study area intersections. It is important to note that the traffic impact analysis did not include an assessment of internal circulation within the redevelopment area. The analysis focused on the existing study area intersections to determine potential impacts and mitigation resulting from the new development. Given the planned bus rapid transit (BRT) stations and bike/pedestrian facilities within the redevelopment area, the trip generation provided in Table 8 and Table 9 was reduced by six percent to account for multimodal trips. The reduced trips were added to the future year No-Build volumes to develop the future year Build volumes (see Figure 4).

Figure 3. The Heights District and Redevelopment Area



Table 8. Trip Generation – AM Peak Hour

Zone	Residential Type	ITE LUC*	Units	Avg. Rate	Total Trips	Entering %	Entering Trips	Exiting %	Exiting Trips
Zone 1	Low-Rise	220	14	0.46	6	23%	1	77%	5
Zone 1	Mid-Rise	221	137	0.36	49	26%	13	74%	36
Zone 1 Total Trips					55		14		41
Zone 2	Low-Rise	220	46	0.46	21	23%	5	77%	16
Zone 2	Mid-Rise	221	305	0.36	110	26%	29	74%	81
Zone 2 Total Trips					131		34		97
Zone 3	Low-Rise	220	58	0.46	27	23%	6	77%	21
Zone 3	Mid-Rise	221	777	0.36	280	26%	73	74%	207
Zone 3 Total Trips					307		79		228
Zone 4	Low-Rise	220	49	0.46	23	23%	5	77%	18
Zone 4	Mid-Rise	221	508	0.36	183	26%	48	74%	135
Zone 4 Total Trips					206		53		153
Total Increase in New Trips					699		180		519

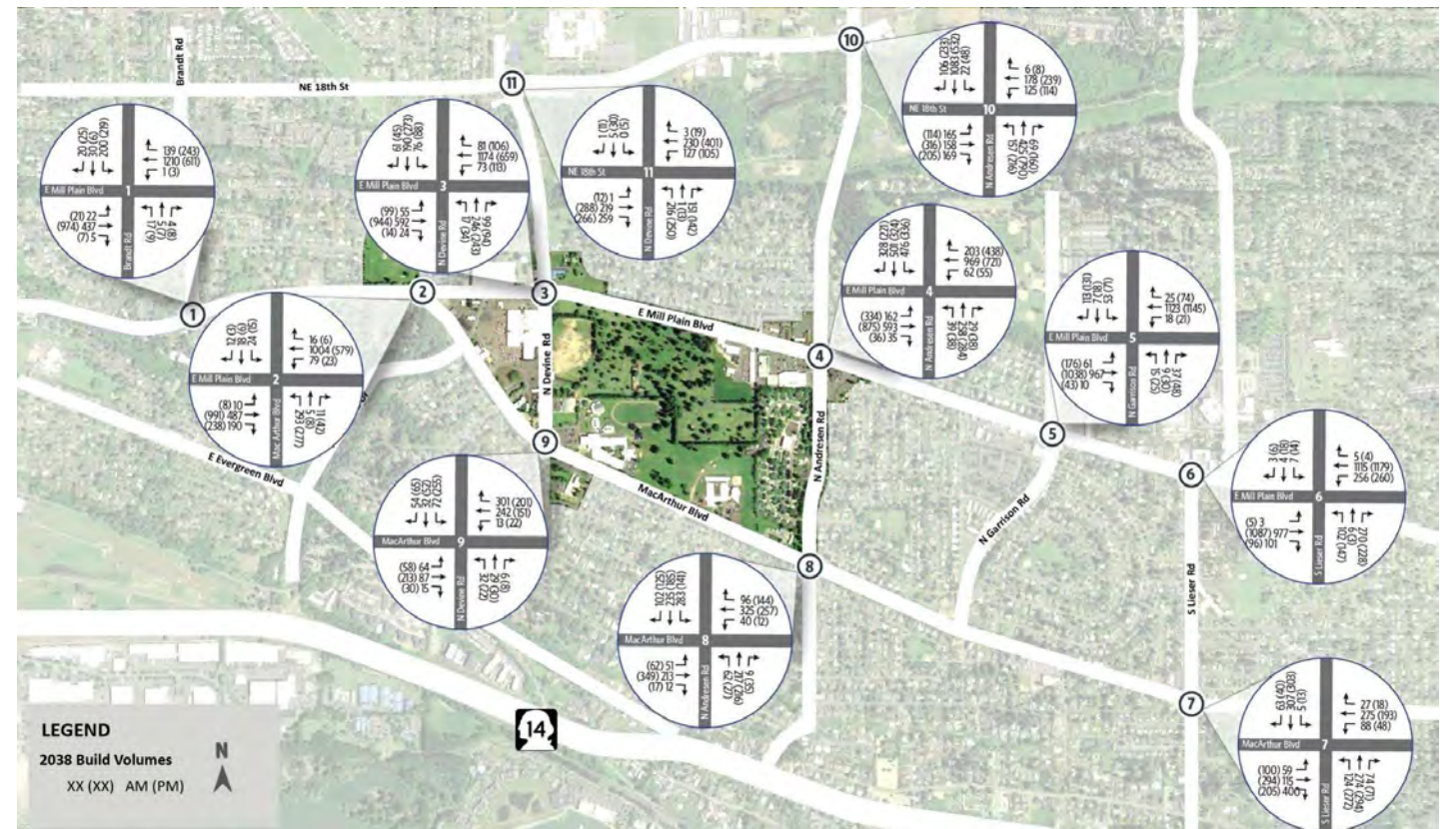
*Institute of Transportation Engineers, Trip Generation Manual, 10th Edition, Volume 2: Data - Residential

Table 9. Trip Generation – PM Peak Hour

Zone	Residential Type	ITE LUC*	Units	Avg. Rate	Total Trips	Entering %	Entering Trips	Exiting %	Exiting Trips
Zone 1	Low-Rise	220	14	0.56	8	63%	5	37%	3
Zone 1	Mid-Rise	221	137	0.44	60	61%	37	39%	23
Zone 1 Total Trips					68		42		26
Zone 2	Low-Rise	220	46	0.56	26	63%	16	37%	10
Zone 2	Mid-Rise	221	305	0.44	134	61%	82	39%	52
Zone 2 Total Trips					160		98		62
Zone 3	Low-Rise	220	58	0.56	32	63%	20	37%	12
Zone 3	Mid-Rise	221	777	0.44	342	61%	209	39%	133
Zone 3 Total Trips					374		229		145
Zone 4	Low-Rise	220	49	0.56	27	63%	17	37%	10
Zone 4	Mid-Rise	221	508	0.44	224	61%	137	39%	87
Zone 4 Total Trips					251		154		97
Total Increase in New Trips					853		523		330

*Institute of Transportation Engineers, Trip Generation Manual, 10th Edition, Volume 2: Data - Residential

Figure 4. Build 2038 Peak Hour Volumes



Build Alternative Analysis

The Build alternative represents future conditions with RTP identified improvements and the proposed redevelopment. The RTP improvement includes an additional westbound left-turn lane at the E Mill Plain Boulevard and N Lieser Road intersection. As part of the proposed redevelopment, the existing stop-controlled intersections on MacArthur Boulevard at N Andresen Road and N Devine Road have been converted to roundabouts. Both intersections are assumed to be single lane roundabouts. In order to accomplish this, Andresen road will be converted to one-lane in each direction south of the Mill Plain and Andresen intersection. The MacArthur Boulevard and N Lieser Road/St Helens Avenue intersection is assumed to be signalized under the Build alternative. The Build alternative also includes signal timing optimization along the E Mill Plain Boulevard corridor and at the N Andresen Road at NE 18th Street intersection. Signal timing optimization included utilizing a 110 second cycle length for the AM peak and a 120 second cycle length for the PM peak (or half cycle lengths), as well as adjustments to splits, offsets, and lead/lag phasing for protected left turns.

The Build alternative traffic operations analysis for the project area intersections was performed using Synchro (version 10). A summary of the AM and PM peak hour intersection delay and LOS is provided in Table 10 and Table 11. A summary of the AM and PM peak hour intersection v/c ratios is provided in Table 12. Detailed Synchro, HCM, and Queue reports for the Build condition are provided in Attachment C. As shown below, all project area intersections are operating at LOS D or better in both the AM and PM peak hours. Several intersections also have approaches that are operating at LOS E, and the northbound approach of Garrison Road at E Mill Plain Boulevard is operating at LOS F in the PM peak, similar to the No-Build alternative. The unsignalized MacArthur Boulevard and N Lieser Road/Saint Helens Avenue intersection, which was operating at LOS F in the No-Build alternative, is operating at LOS C or better in the Build alternative with a traffic signal.

The E Mill Plain Boulevard and N Andresen Road intersection is operating near capacity, with a v/c ratio of 0.95 in the AM peak hour and a v/c ratio of 0.93 in the PM peak hour. The E Mill Plain Boulevard and Garrison Road intersection is operating over capacity (v/c ratio of 1.14) in the PM peak, but this is due to the low volume side street approach. The N Andresen Road and NE 18th Street intersection is also operating over capacity in the AM peak (v/c ratio of 1.10) due to the northbound left-turn movement. The unsignalized MacArthur Boulevard and N Lieser Road/St Helens Avenue intersection, which was operating significantly over-capacity (v/c ratio > 1.2) in both the AM and PM peak hours in the No-Build alternative, is operating at a v/c ratio of 0.83 in both the AM and PM peak hours with the proposed traffic signal.

Conclusion

The Heights District Plan and proposed redevelopment includes an estimated 1,800 new residential units that will generate approximately 700 to 850 new vehicle trips during the AM and PM peak hours. With the proposed BRT stations and bike/pedestrian facilities within the redevelopment area, the trip generation was reduced by six percent to account for multimodal trips. The new development will bring increased traffic volumes to the study area intersections, but the existing infrastructure and proposed roundabouts along MacArthur Boulevard will provide acceptable traffic operations, with all study area intersections operating at an overall

LOS D or better. Several intersection approaches are operating over-capacity, but the results are similar between the No-Build and Build alternatives.

Traffic operations could be further improved by providing protected/permitted left turns (flashing yellow arrow) at the E Mill Plain Boulevard and Garrison Road and N Andresen Road and NE 18th Street intersections. If site conditions permit the use of protected/permitted left turns, the v/c ratio at the N Andresen Road and NE 18th Street intersection in the Build alternative could be reduced from 1.10 to 0.67 in the AM peak hour.

Table 10. 2038 Build Intersection Delay and Level of Service – AM Peak

Intersection	Intersection Approach								Overall Intersection	
	Eastbound		Westbound		Northbound		Southbound			
	Delay	LOS	Delay	LOS	Delay	LOS	Delay	LOS	Delay	LOS
E Mill Plain Boulevard at Brandt Road/Rhododendron Drive	8.5	A	8.3	A	25.5	C	63.1	E	15.1	B
E Mill Plain Boulevard at MacArthur Boulevard/Ogden Avenue	10.0	A	13.0	B	30.0	C	10.1	B	14.8	B
E Mill Plain Boulevard at N Devine Road	15.1	B	7.6	A	61.8	E	37.5	D	20.4	C
E Mill Plain Boulevard at N Andresen Road	28.7	C	42.2	D	57.2	E	15.5	B	31.1	C
E Mill Plain Boulevard at Garrison Road	7.2	A	5.2	A	47.0	D	35.1	D	9.3	A
E Mill Plain Boulevard at N Lieser Road	6.9	A	15.9	B	29.5	C	35.0	C	14.5	B
MacArthur Boulevard at N Lieser Road and St Helens Avenue	22.3	C	29.2	C	14.7	B	25.1	C	22.4	C
MacArthur Boulevard at N Andresen Road**	11.1	B	11.5	B	9.7	A	13.2	B	11.7	B
MacArthur Boulevard at N Devine Road**	4.6	A	9.4	A	4.1	A	5.7	A	7.5	A
N Andresen Road at NE 18th Street	47.9	D	58.8	E	36.3	D	34.8	C	40.4	D
N Devine Road at E 18th Street	11.8	B	13.2	B	19.3	B	26.0	C	14.5	B

**Unsignalized intersection; intersection results based on HCM 6 AWSC report.

Red = Approach or intersection operating at LOS F.

Table 11. 2038 Build Intersection Delay and Level of Service – PM Peak

Intersection	Intersection Approach								Overall Intersection	
	Eastbound		Westbound		Northbound		Southbound		Delay	LOS
	Delay	LOS	Delay	LOS	Delay	LOS	Delay	LOS		
E Mill Plain Boulevard at Brandt Road/Rhododendron Drive	11.3	B	5.9	A	22.6	C	64.0	E	15.5	B
E Mill Plain Boulevard at MacArthur Boulevard/Ogden Avenue	9.1	A	11.9	B	30.7	C	12.3	B	13.8	B
E Mill Plain Boulevard at N Devine Road	16.8	B	13.5	B	61.2	E	45.6	D	26.2	C
E Mill Plain Boulevard at N Andresen Road	26.7	C	23.8	C	58.8	E	47.6	D	33.8	C
E Mill Plain Boulevard at Garrison Road	11.1	B	11.5	B	167.6	F	55.3	E	20.5	C
E Mill Plain Boulevard at N Lieser Road	13.6	B	18.6	B	32.5	C	37.1	D	18.6	B
MacArthur Boulevard at N Lieser Road and S. Helens Avenue	33.0	C	24.7	C	17.2	B	38.4	D	27.3	C
MacArthur Boulevard at N Andresen Road**	11.3	B	9.7	A	8.3	A	7.1	A	9.1	A
MacArthur Boulevard at N Devine Road**	8.0	A	7.0	A	6.4	A	7.5	A	7.4	A
N Andresen Road at NE 18th Street	52.9	D	65.5	E	33.9	C	37.6	D	42.8	D
N Devine Road at E 18th Street	20.9	C	18.2	B	23.3	C	27.3	C	20.8	C

**Unsignalized intersection; intersection results based on HCM 6 AWSC report.
 Red = Approach or intersection operating at LOS F.

Table 12. 2038 Build Intersection V/C Ratios

Intersection	Intersection Approach								Overall Intersection	
	Eastbound		Westbound		Northbound		Southbound		AM	PM
	AM	PM	AM	PM	AM	PM	AM	PM		
E Mill Plain Boulevard at Brandt Road/Rhododendron Drive	0.21	0.45	0.64	0.41	0.08	0.07	0.86	0.85	0.86	0.85
E Mill Plain Boulevard at MacArthur Boulevard/Ogden Avenue	0.29	0.55	0.63	0.33	0.79	0.80	0.12	0.06	0.79	0.80
E Mill Plain Boulevard at N Devine Road	0.37	0.60	0.74	0.48	0.90	0.88	0.58	0.71	0.90	0.88
E Mill Plain Boulevard at N Andresen Road	0.64	0.72	0.95	0.81	0.74	0.74	0.77	0.93	0.95	0.93
E Mill Plain Boulevard at Garrison Road	0.50	0.79	0.49	0.56	0.61	1.14	0.57	0.92	0.61	1.14
E Mill Plain Boulevard at N Lieser Road	0.51	0.60	0.73	0.76	0.74	0.74	0.08	0.17	0.74	0.76
MacArthur Boulevard at N Lieser Road and St Helens Avenue**	0.83	0.83	0.77	0.50	0.46	0.59	0.67	0.75	0.83	0.83
MacArthur Boulevard at N Andresen Road**	0.43	0.53	0.55	0.48	0.40	0.34	0.65	0.37	0.65	0.53
MacArthur Boulevard at N Devine Road**	0.16	0.36	0.53	0.37	0.07	0.10	0.19	0.39	0.53	0.39
N Andresen Road at NE 18th Street	0.78	0.88	0.78	0.76	1.10	0.73	0.83	0.67	1.10	0.88
N Devine Road at E 18th Street	0.55	0.67	0.35	0.39	0.59	0.67	0.02	0.26	0.59	0.67

**Unsignalized intersection; worst stop-controlled movement used for each approach and overall intersection v/c ratio.
 Red = Approach or intersection v/c ratio exceeds 1.0

For Further Information:

The complete traffic analysis will be available to download from the project website: cityofvancouver.us/TheHeights

APPENDIX I URBAN DESIGN FRAMEWORK



THE HEIGHTS DISTRICT PLAN

Community and Economic Development Department
City Of Vancouver, Washington

2020



Appendix I

Urban Design Framework

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A

INTRODUCTION

1.0 Context

The Heights District (The District) represents an opportunity to create a vibrant mixed-use urban neighborhood destination that is strategically located in the heart of Vancouver. The 205-acre District is surrounded by stable yet growing neighborhoods, trails and recreation areas and parks and open spaces. The hallmark of The District may be its quiet character, where people have lived for many generations and are exceptionally welcoming and friendly.

Promoting health, equity and wellness, the Heights District Plan envisions a diverse, balanced neighborhood that includes residential, retail and commercial uses, supportive social services, healthcare, schools and places of worship. Key to The Plan is the future Mill Plain Bus Rapid Transit (BRT) line that will connect The District and points beyond, providing easy and safe access to the new neighborhood as a unique place to live and work.



Figure 1: Regional Context



Figure 2: The Heights District

2.0 The Heights District Vision & Design Guidance

2.1 Vision

"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



Figure 3: The Heights Tower Mall Redevelopment Area

2.2 Universal Design Principles

The Heights District Plan is founded on a number of Universal Design Principles that help shape the character, urban form and public spaces of The District. The success of The District will rely on an understanding and application of the following elements:

- Neighborhood context, history and culture
- Proximity to the future Mill Plain BRT
- Sustainable design best practices
- Design character and compatibility
- Community health, well-being and equity

The following Design Drivers were established as part of The Heights District Plan process:

OVERARCHING DRIVER



MIXED INCOME HOUSING

A fundamental driver of The Heights District is the integration of a variety of housing types and sizes that are available to diverse community members, including; affordable, attainable and market rate housing.



PRIMARY DRIVERS

A series of Primary and Secondary Design Drivers have been established for The District to help inform high-quality design outcomes. The Primary and Secondary Drivers are as follows:



CONNECTIVITY

To strengthen multi-modal connections and improve accessibility throughout The District and within the 20-minute walkshed.



COMMUNITY HEALTH, WELLNESS AND EQUITY

To embrace and promote healthy living, universal design principles and social equity as core values of The District.



SUSTAINABILITY

To reflect responsible social, economic and environmentally-friendly best practices.

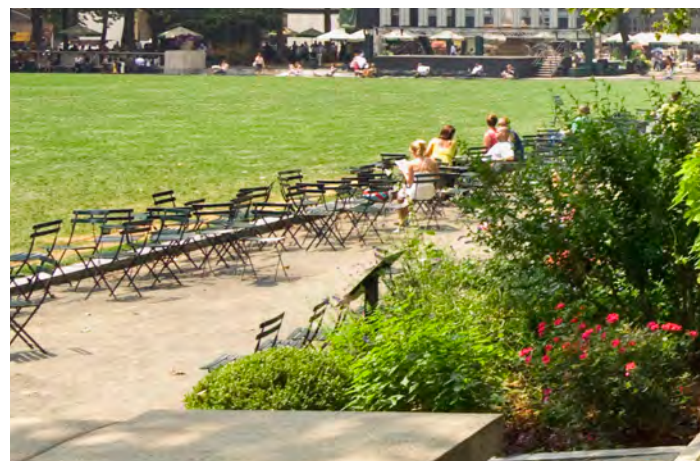


SECONDARY DRIVERS



PUBLIC REALM

To create a variety of vibrant community spaces that elevates the quality of life for all residents and visitors.



ARTS / CULTURE

To promote arts and culture in The District.



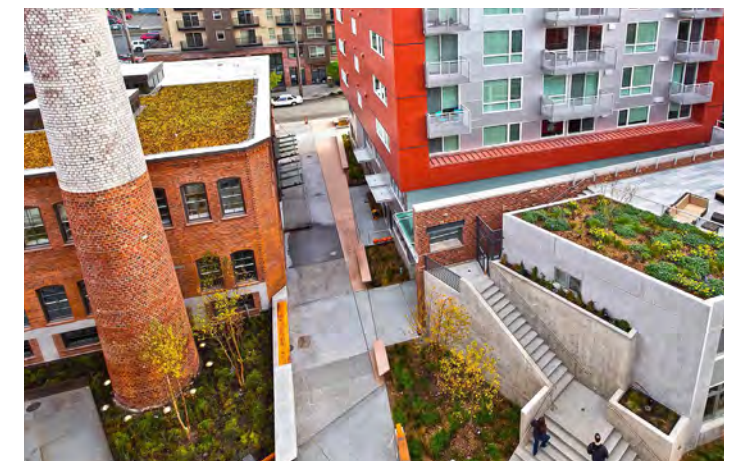
ECONOMIC DEVELOPMENT

To attract private investment and deliver equitable public benefit.



URBAN FORM / CHARACTER

To promote good urban form that invites high-quality design and enriches safe places to enjoy.



2.3 Purpose

The Urban Design Framework (Framework) provides an organizational structure to guide high-quality, sustainable development in The Heights District over time. The Framework addresses key aspects of development — such as urban character, public realm, architecture, sustainability and other infrastructure considerations — that are deemed essential to creating a dynamic, safe and enjoyable neighborhood. Each element is informed by the project’s Design Principles and contributes to advancing the vision for The District.

Design Guidelines, intended to accompany development standards and provide options for meeting design requirements articulated in the code, will be provided for reference in both the Design Review and Heights Plan District sections. The Development Standards and Design Guidelines will define prescriptive development standards, as well as discretionary design guidelines that will be applied as part of the project review and approval process for individual projects in The District.

Once adopted, the Heights District Development Standards and Design Guidelines will be codified within the City of Vancouver Municipal Code (VMC) Title 20: Land Use and Development Code and will serve as the principal regulating tool for the City to review and approve projects in The District.

These tools will be developed as part of the next phase of the project and will include provisions in the current Commercial and Mixed Use District (20.430) and Design Review (20.265) section of the VMC. In addition, a new Heights Plan District section will be added to the Plan District (20.600) section of the code. This section will provide detailed Development Standards for future development at The Heights. Design Guidelines, intended to accompany development standards and provide options for meeting design requirements articulated in the code, will be provided for reference in both the Design Review and Heights Plan District sections.



2.4 Site Development Standards

The Heights District Site Development Standards will ensure the health and safety of residents and visitors of The District. The Standards will support the project's vision to create a walkable, mixed-use neighborhood form of development and will emphasize universal design best practices to promote equitable, safe, accessible and sustainable development measures throughout The District.

Site Development Standards will address the following:

- **Land Use and Zoning Regulations:** Development standards for The District will be established as part of a new HX Zone classification, and will be supported by complementary Design Guidelines and a design review process for development.
- **Street Standards:** Unless noted otherwise, new proposed streets developed in the Tower Mall Redevelopment Area will be city rights-of-way. A limited number of private access and thoroughfares may be considered in The District.

- **Infrastructure Systems:** New public rights-of-way (streets and alleyways) will include paved streets and sidewalks, underground utilities, stormwater infrastructure, streetscape amenities, landscaping, wayfinding and signage.
- **Public Parks / Amenities:** A key public infrastructure feature for the Tower Mall Redevelopment Area is the proposed Loop - a landmark feature that connects a series of public park spaces within the Tower Mall Redevelopment Area. Access to The Loop and its amenities are purposefully connected by a series of pedestrian pathways, alleyways and plazas. Ground level retail, live/work and residential stops all serve to activate The Loop throughout The District.



2.5 Urban Design Guidelines

The Heights District Urban Design Guidelines will establish the foundation for the built urban form and public realm design and development in The Heights District. The Guidelines will serve as a tool for the city (or its designated review authority), property owners, developers and designers who are interested in developing in The Heights.

The **Urban Design Guidelines** will apply to all development in The District. Key considerations include:

- Built structures on private parcels shall be administratively reviewed and approved through the City of Vancouver administrative design review process on a case-by-case basis.
- The implementation of The District will evolve over time. Active participation of a variety of property owners, developers and designers will be required to fulfil the vision of The District.
- Individual building projects will respond to the overall design theme established for The District.

- The mixed-use buildings in the Activity Center include a vertically integrated mix of uses wherever feasible such as ground-level retail and customer services with residential or office uses above. The combination of uses will promote vitality and diversity within The District.
- A contemporary composition of buildings will reflect an architectural character that enhances the urban neighborhood, streetscapes and pedestrian experience emphasizing a variety of materials textures, forms, colors, and transparencies.
- Varying building typologies will help create a diversity of building forms and urban spaces and serve as a unifying feature for the Tower Mall Redevelopment Area.





Artist Rendering of a Pocket Park

B

DESIGN PRINCIPLES

1.0 Character Zones

The District organizational structure is defined by a series of character zones that provide a unique set of design prerequisites. Each character zone addresses unique neighborhood attributes and uses as well as massing and scale that are contextual to adjacent uses. The following Character Zones are established for The District:

- **District Gateways**
- **Activity Center**
- **Residential Neighborhood**
- **Innovation Hub**



Figure 4: Map of The Heights District Tower Mall Redevelopment Area

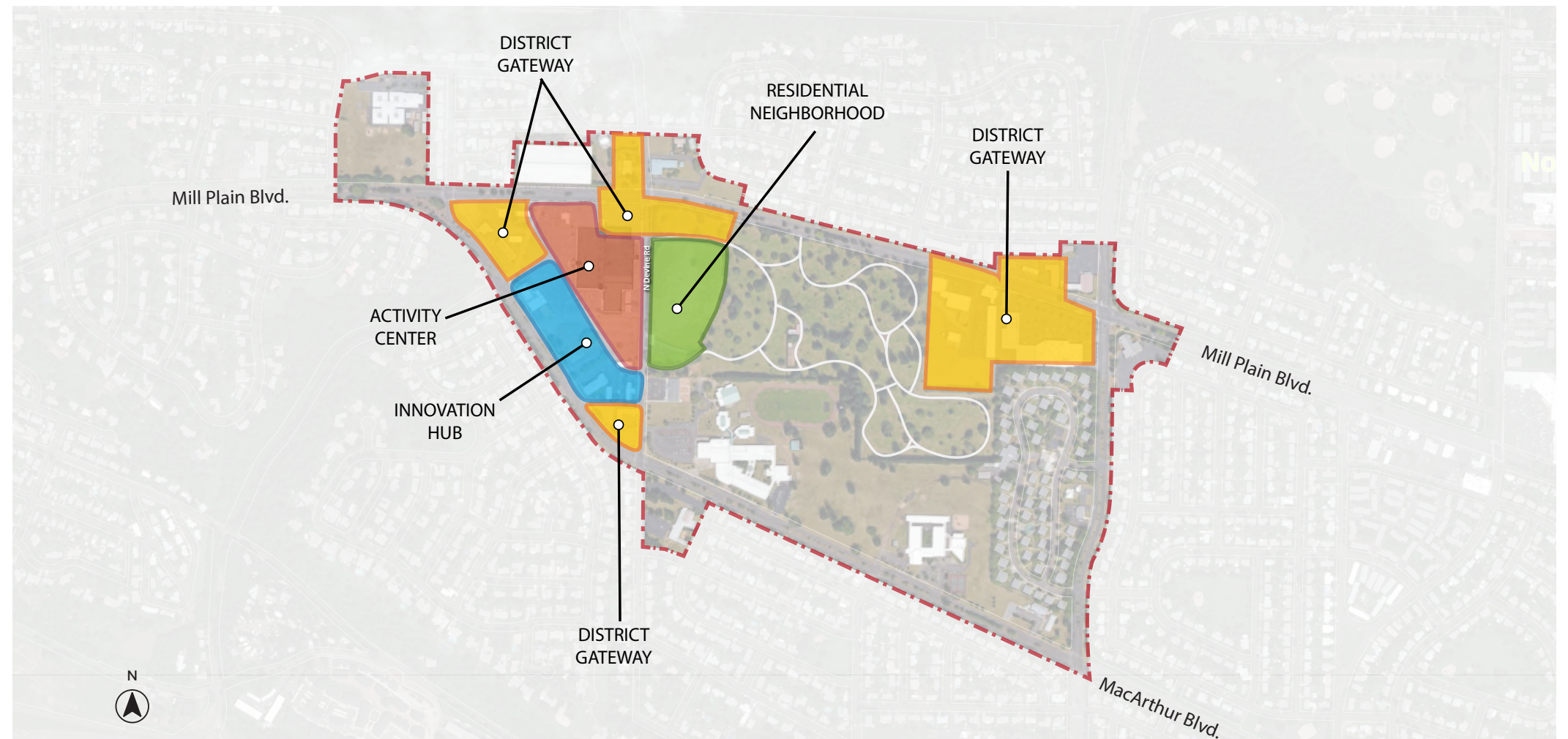


Figure 5: Map of The Heights District Character Zones

DISTRICT GATEWAYS

DISTRICT GATEWAYS serve as entries to The District and are delineated with varying architectural scales that respond to both The District and surrounding residential neighborhoods. The urban form at these Gateways should celebrate the physical corner sites while respecting the scale and context of adjacent uses.

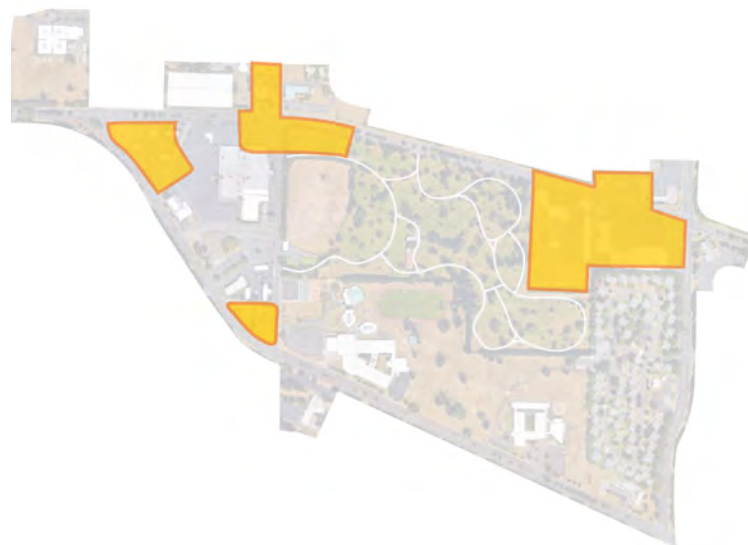


Figure 6: Key Map Showing District Gateways in The District



ACTIVITY CENTER

ACTIVITY CENTER is the 'Heart' of The District and includes a diversity of uses with taller, higher-density buildings, active streets, and quality of materiality and amenities..



Figure 7: Key Map Showing Activity Center in The District



RESIDENTIAL NEIGHBORHOOD

RESIDENTIAL NEIGHBORHOOD includes lower scale townhomes, office, family housing, quiet streets and street end parks, with informal walking paths and views to open space and the Park Hill Cemetery.



Figure 8: Key Map Showing Residential Neighborhood in The District



INNOVATION HUB

INNOVATION HUB is likely to be built in the later phases of development and incorporates an eclectic mix of uses and new innovative building types that support flexible makers spaces, breweries, health supportive services, office/employment and residential uses. The scale of development is moderate and compliments adjacent uses and the proposed tree-lined MacArthur Boulevard Greenbelt.

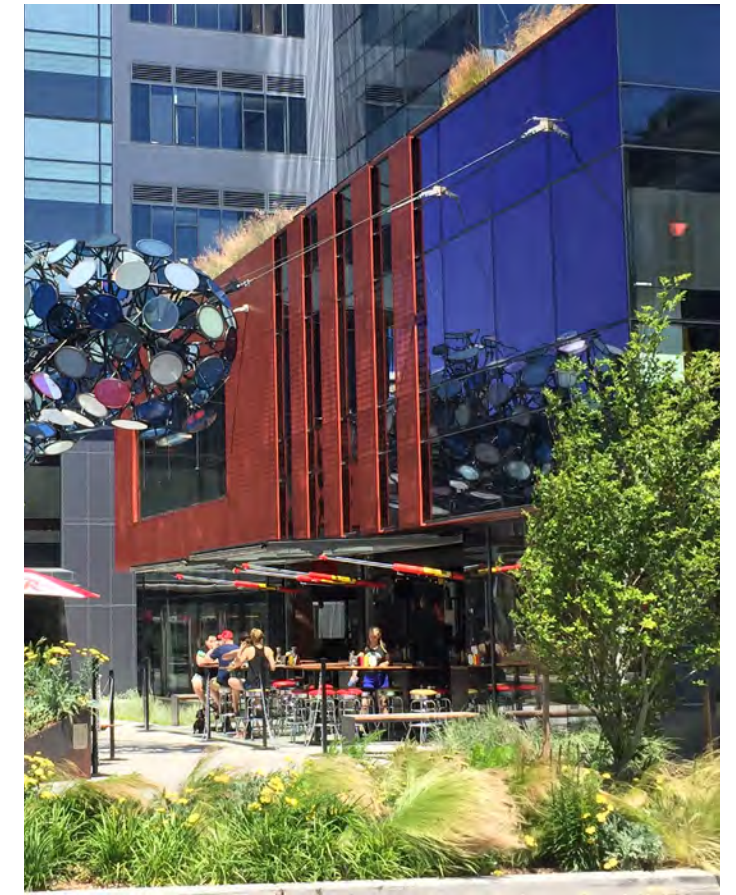
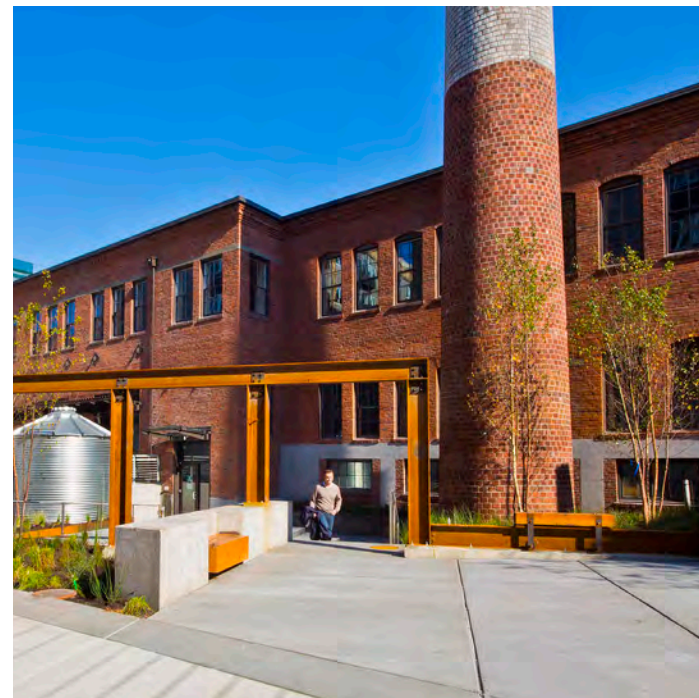


Figure 9: Key Map Showing Innovation Hub in The District



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2.0 Public Realm

2.1 Streets & Blocks

01. Principle Street System

Emphasize a safe, well-connected multi-modal and pedestrian-oriented environment on all designated principle streets throughout The District.

02. Internal Streets

Design internal streets within the Redevelopment Area to provide a safe, multi-modal function consistent with the character and context of adjacent uses. (refer to Figure 11: Internal Street Diagram).

03. Blocks

Establish a maximum block length throughout the Redevelopment Area to encourage a compact, walkable and safe environment.



Public Safety of Streets with Traffic Calming

04. Streetscapes

Provide a comprehensively designed, safe, accessible, and enjoyable pedestrian environment that integrates materials and art forms that are well-designed and references cultural and historic uses where possible. Encourage the inclusion of sustainable features such as; rain gardens and bioswales, and provide urban amenities that promote public use and create engaging and visually interesting streetscapes, such as seating, planter boxes, vegetation, lighting, and public art.

05. Sidewalks

Provide a safe, well-connected and pedestrian-oriented environment that includes sidewalks and pathways throughout The District.

06. Traffic Calming

Create a safe, comfortable neighborhood that balances the needs of pedestrians, bicyclists, and vehicles alike.



Figure 10: Artist Rendering The Loop: Redevelopment Area Activity Center



Activated Streets with Retail



Streetscape Amenities - Seating, Vegetations, etc.

INTERNAL STREETS

A series of internal street types are identified for the Redevelopment Area. Each street is designed to provide a safe, multi-modal function consistent with the character, scale and context of adjacent uses. Activating features such as outdoor restaurant seating, patios, storefronts, entrances to residential buildings and publicly accessible plazas are key to the internal street network. All street types are intended to support on-street parking and shared bicycle facilities with sharrow pavement markings as needed.

Figure 11: Internal Street Diagram identifies individual street types. Additional information on street type cross-sections are provided in The Heights District Plan.

- The Loop Retail Street
- The Loop Residential Street
- The Loop Festival Street
- Standard Street
- Internal Street With Angled Parking

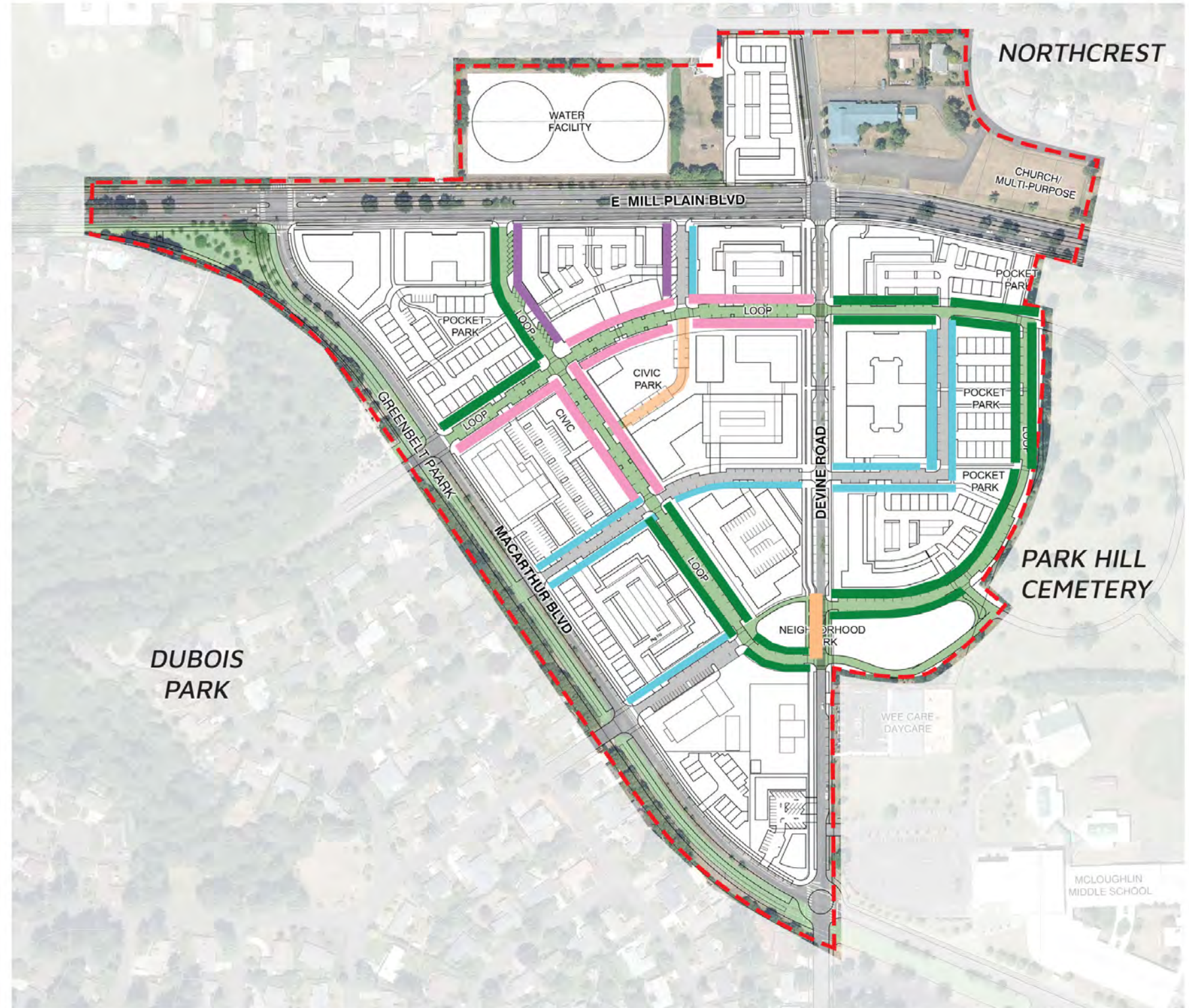


Figure 11: Internal Street Diagram

THE LOOP

01. Design Integration

Establish a unique and accessible environment that embraces walkability, health and well-being, active uses and engaging streets and buildings. The ¼-mile Loop features a consistent design quality with variation in scale and form to represent the unique qualities of each character zone: District Gateways, Activity Center, Residential Neighborhood and Innovation Hub.

02. Quality Finish Materials

Utilize design and finish materials that exemplify high quality design, pedestrian safety and comfort, and universal design best practices.

03. Connections

Serve as a unifying design element aimed at linking individual character zones and blocks within the Redevelopment Area. The Loop shall serve as a pedestrian corridor, but will be designed to accommodate vehicle and emergency vehicle access.

04. Access

Accommodate varying design features such as; seating, public art, bicycle parking and landscaping to accommodate adjacent uses and support the character zone and scale. Residential buildings fronting The Loop may include elevated stoops and entry plantings with building frontage facing the sidewalk.

05. Amenities

Concentrate The Loop Retail Street in the Activity Center to support retail uses, wider sidewalks, outdoor café seating, festival lighting, special paving, street trees and interpretive art.



Example of The Loop amenities



Figure 12: The Loop - Redevelopment Area Plan

2.2 Parks & Open Spaces

01. Diversity

Design public spaces to be welcoming to all of Vancouver's diverse population. Designs shall not reflect the specific interests or serve the specific needs of a limited demographic.

02. Privatization

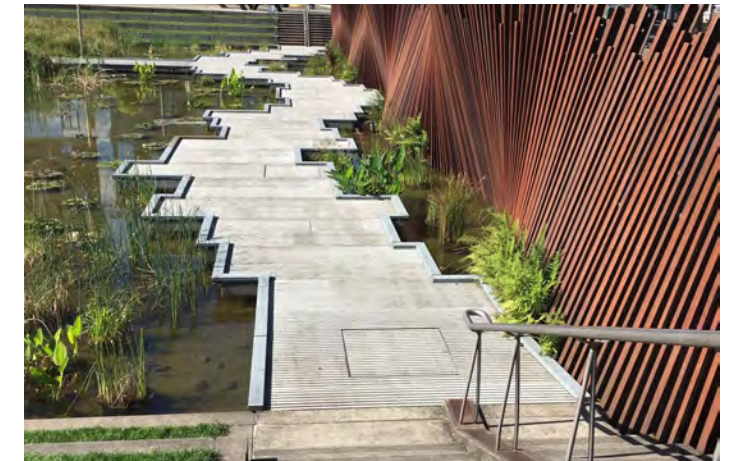
Design public spaces, particularly plazas and connections through blocks, to reflect their intended public use and accessibility. Avoid designs, configurations, and layouts that project an image of privatization.

03. Playful Design & Active Uses

Encourage whimsical and fun elements that are welcoming to users of all ages and demographics. Public spaces, including parks, plazas, and portions of primary active alleyways shall be framed by active uses such as markets and retail or commercial activity.



Figure 10: Public Realm and Open Space Diagram



Connection of Open Space



Placemaking Context

04. Design Integration

Design public spaces, supporting amenities, and artwork to pursue civic forms within the Activity Center and natural, organic and fluid forms within the Residential Neighborhood Zones.

05. Context Design

Frame public spaces, parks, and open spaces with activating adjacent uses and functions such as building facades and entries, commercial retail activities and transition areas.

06. Amenities

Incorporate art, lighting, and unique seating features to create dynamic and diverse public spaces. The design shall be high quality and complementary to the surrounding areas.

07. Public Life

Create a variety of formal public spaces including plazas, passageways and courtyard spaces. Each space shall integrate appropriate materials to accommodate people and various activities. Plazas shall be designed to create opportunities for seating and gathering with benches, turf lawns, shade trees, and be flexible in design to accommodate multiple purposes.

08. Property Owner Engagement

Coordinate with property owners to create dynamic and memorable park spaces that will include amenities, public art, programming for activation and event activity (farmer’s market and weekend events).

09. Food Vendors

Encourage vendor carts, food trucks, or kiosks within the public civic park area. The design shall be high quality and complementary to the surrounding areas. Vendor cart and kiosk design, hours of operation and associated storage facilities are subject to review and approval.

10. Durability

Encourage quality, durable paving materials and features that apply colors and textures to distinguish different functional uses.

11. Park / Open Space Area

Parks and open space are intended to be public spaces accessible to the general public. Additional pocket park spaces may be developed as part of private development opportunities.



CIVIC PARK**01. Civic Park Location**

Establish and reinforce a healthy and active civic park space at the center of the neighborhood that supports a range of activities and events where the greatest mix of uses occurs.

02. Programming

Surround civic park with ground-level activated spaces and uses including gathering areas, interactive play/water features, outdoor seating and public art elements.

03. Accessibility

Create the civic park to be a major character-defining element of the neighborhood that is accessible by streets and pedestrian pathways connecting to the Mill Plain BRT, MacArthur Greenbelt and other uses.

04. Scale & Form

Design the civic park to be appropriately scaled and contextual to relate to the center of the neighborhood.



Figure 11: Plan of Civic Park



Activation of Park



Playful Area



NEIGHBORHOOD / POCKET PARKS

01. Neighborhood / Pocket Park Locations

Fully integrate a variety of smaller-scale neighborhood and pocket parks to serve as local amenity spaces and support The District’s focus on health and well-being.

02. Programming

Program neighborhood and pocket parks to accommodate age-appropriate play areas, outdoor seating, landscaping and public art elements.

03. Incentive

Consider incentives to locate neighborhood and pocket parks within private development blocks to provide developers greater flexibility. Incentives may have low-to-moderate direct impact on the general public while creating a positive amenity in the form of parks and plaza spaces.

04. Scale & Context

Design neighborhood and pocket parks to be appropriately scaled and contextual to relate to adjacent uses.

05. Safety & Security

Design parks and plazas that are accessible to all and are well-lit to meet Crime Prevention Through Environmental Design (CPTED) standards.



Figure 12: Plan of Neighborhood Park



Figure 13: Location of Pocket Parks



Scale of Pocket/Neighborhood Park



Pocket Park

2.3 Public & Private Transitions

01. Public-Private Transitions

Include elements that provide transitional space between the public and private realms at residential ground floor entrances, such as; landscaped spaces, low walls, stoops, porches, or recessed entries.

02. Side Yard Setback

Provide a sensitive interface with adjacent properties to minimize overlook and, where appropriate, create a private connection from the front to rear of the property for residential uses.

03. Security

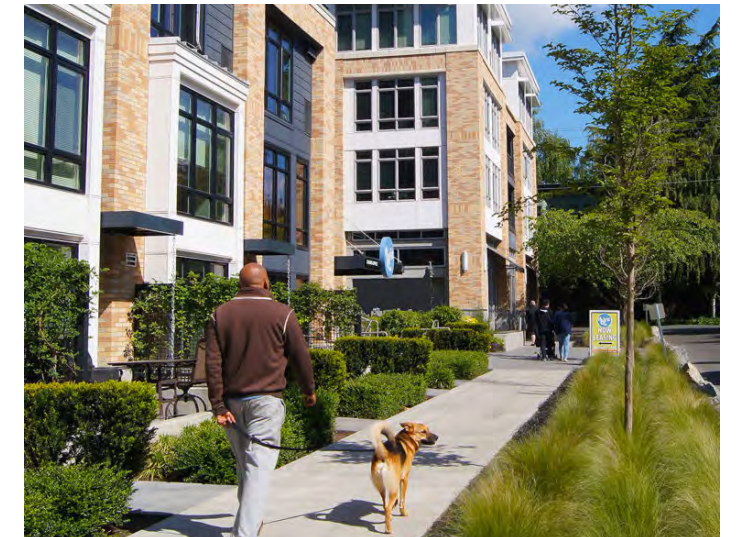
Encourage ground level residential uses to locate private terrace, garden or patio spaces in the ground level setback zone and adjacent to the public sidewalk to ensure adequate separation from the ground floor unit and the pedestrian way.

04. Proportionality & Circulation

Design public sidewalk areas to represent proportional space for landscape and circulation areas and public-private transitions.



Semi-private space of residential area



Semi-private space of residential area

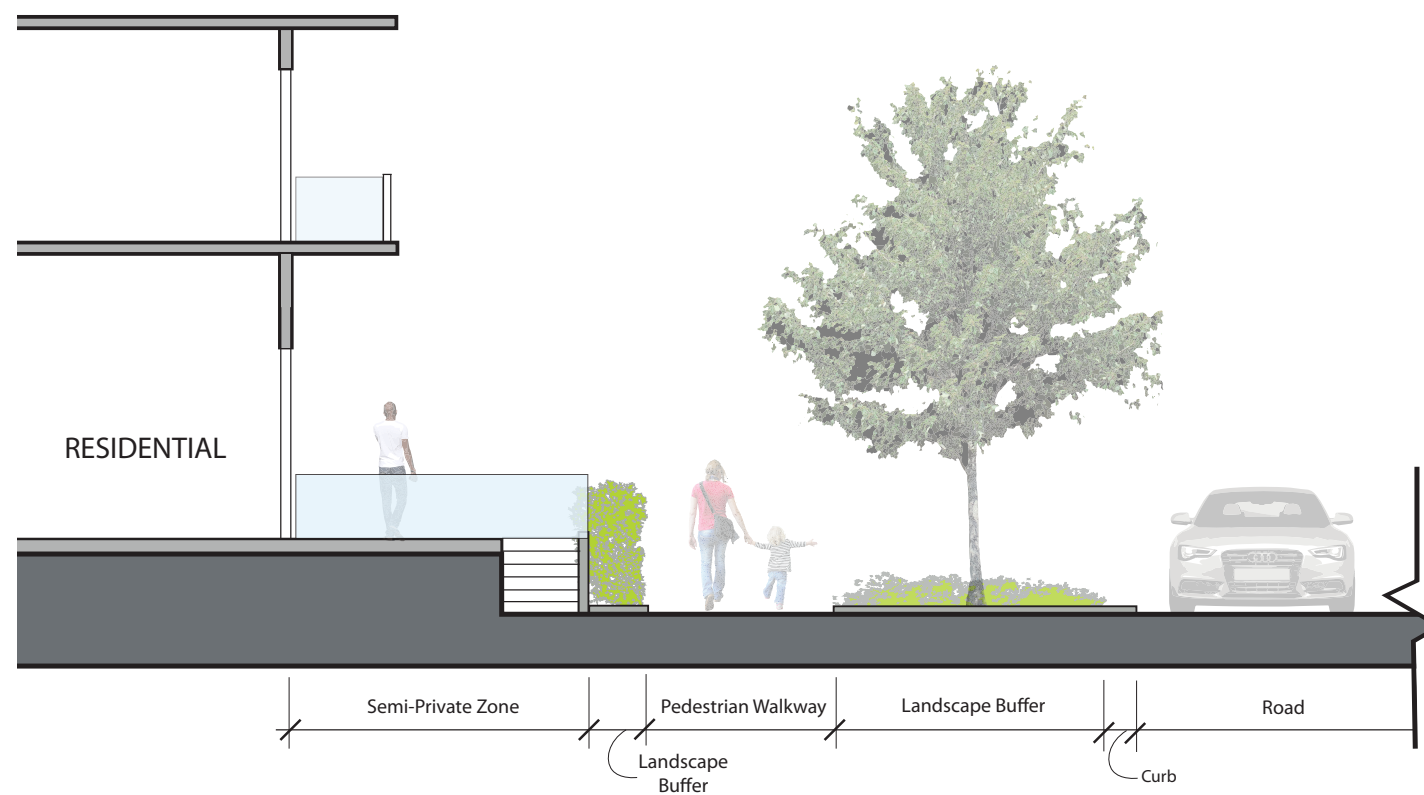


Figure 14: Ground and Upper Levels Setback Diagram - Residential Building

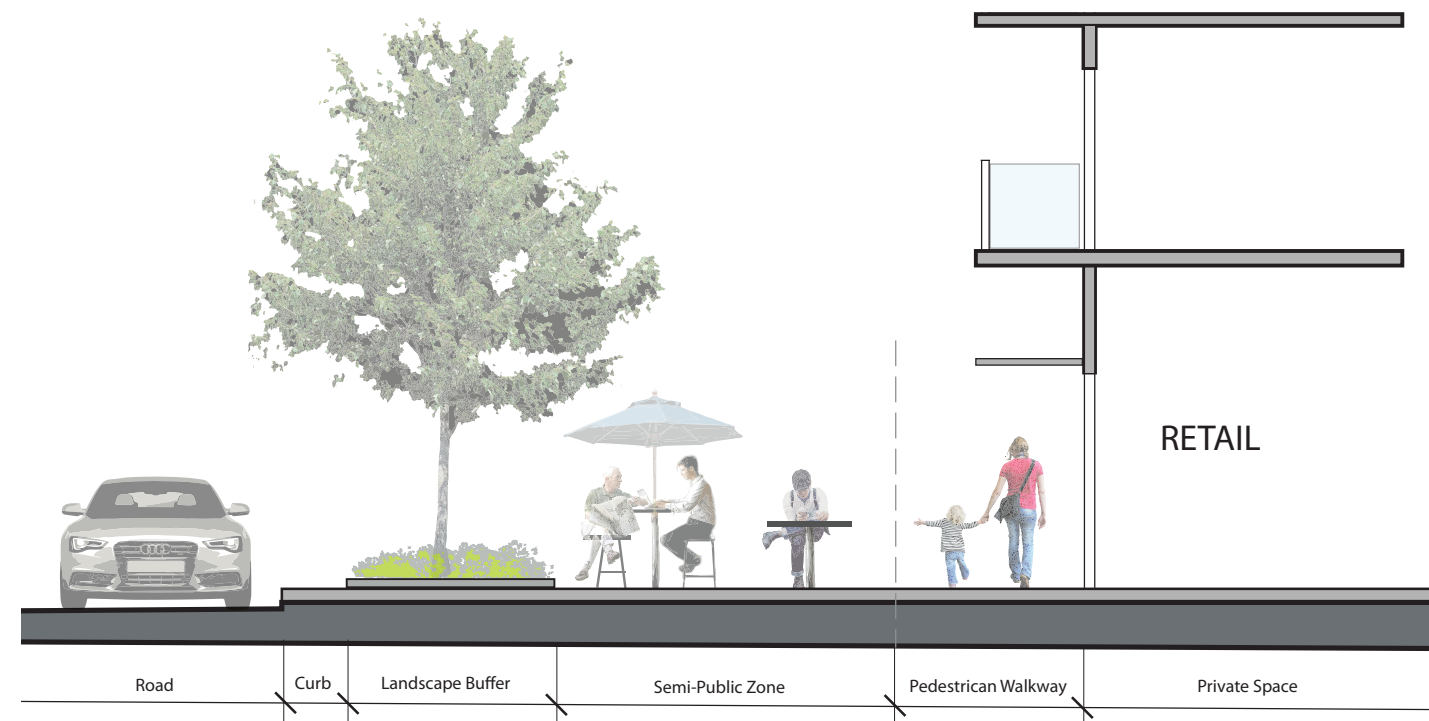


Figure 15: The Loop Retail Street Diagram

2.4 Landscape Design

01. Outdoor Experience

Define and enhance the outdoor experience and environment through landscape materials and design. Landscape design incorporates low-impact development strategies, such as vegetated roofs, permeable pavement, and bioretention cells (rain gardens), where feasible. Outdoor seating areas are encouraged to be oriented toward the south and west and to optimize views.

02. Planting

Apply preferred native and/or adaptive plant species as a primary resource for all at-grade planting areas. Landscape planting design shall meet project intent while responding to The District's proximity to surrounding natural areas. Development shall comply with the City's Tree, Vegetation, and Soil Conservation ordinance (VMC 20.770), including the protection and preservation of heritage trees consistent with VMC 20.770.12. In all public spaces, plants listed on the City's noxious and invasive plant list are not allowed.

03. Tree Canopy Achievement Program

Establish minimum standards for The District to be consistent with the City of Vancouver Tree Canopy Achievement Program (TreeCAP).

04. Green Infrastructure

Ensure green Infrastructure elements, such as rain gardens, cisterns, permeable pavements and bioretention, are visible to the public when possible. These facilities shall encourage educational opportunities and provide an understanding and awareness of environmental systems.



Water Retention Landscape Design

05. Quality Materials

Incorporate high quality, pedestrian scale materials at the ground plane and in site amenities to define the pedestrian realm destinations, changes in use, and circulation patterns. Site furniture and materials shall fit into the architectural character of the surrounding landscapes. Corner parcel developments shall consider creating public spaces that blend with the right-of-way space and encourage pedestrian flow and social interaction.

06. Crime Prevention

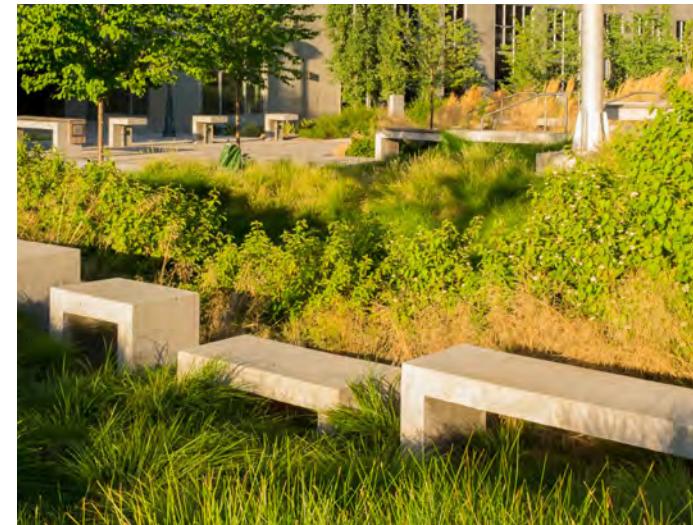
Incorporate Crime Prevention Through Environmental Design (CPTED) best practices in landscape design and location planting with respect to views, prospect-refuge, and access points in all public open spaces.

07. Vegetative Roofs

Encourage vegetative roofs aimed to mitigate stormwater run-off and create roof top amenity spaces.

08. Street Trees

Utilize open planting beds designed for street trees and stormwater conveyance where possible. Street tree grates shall be provided where high pedestrian activity and/or on-street parking is present; otherwise, under-canopy planting is encouraged. Street plantings shall be designed and maintained to enhance view corridors and provide a level of safety and security for pedestrians.



Vegetative Stormwater System



Stepped-back Planter

3.0 Architecture

3.1 Building Typologies

The District represents a diverse range of building types that contribute to the overall character, placemaking and experience of users. Each typology reflects unique design elements to express individual building types.

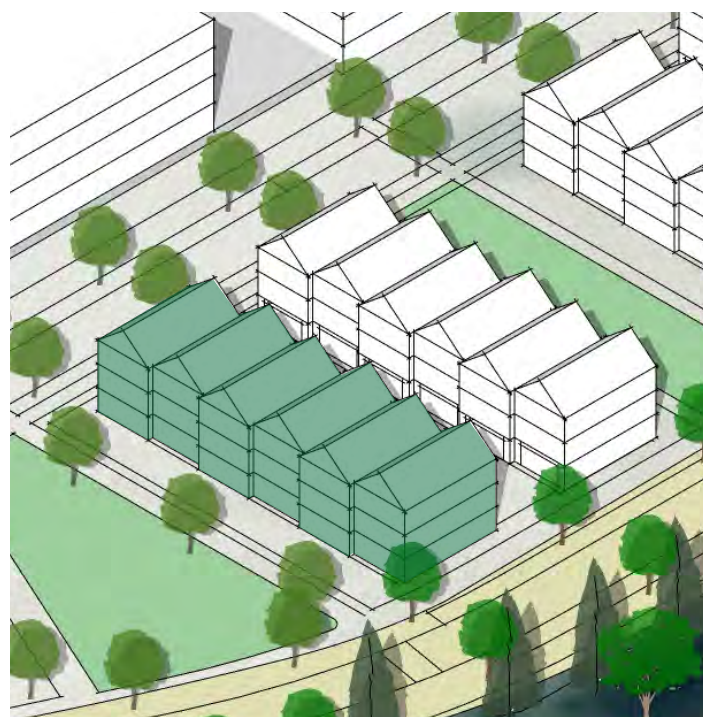
CIVIC, INSTITUTIONAL, RELIGIOUS

- Civic or institutional uses on predominant floors
- Wide variety of architectural styles
- Building frontage responds to public access and public realm
- Building expresses a singular and cohesive architectural concept



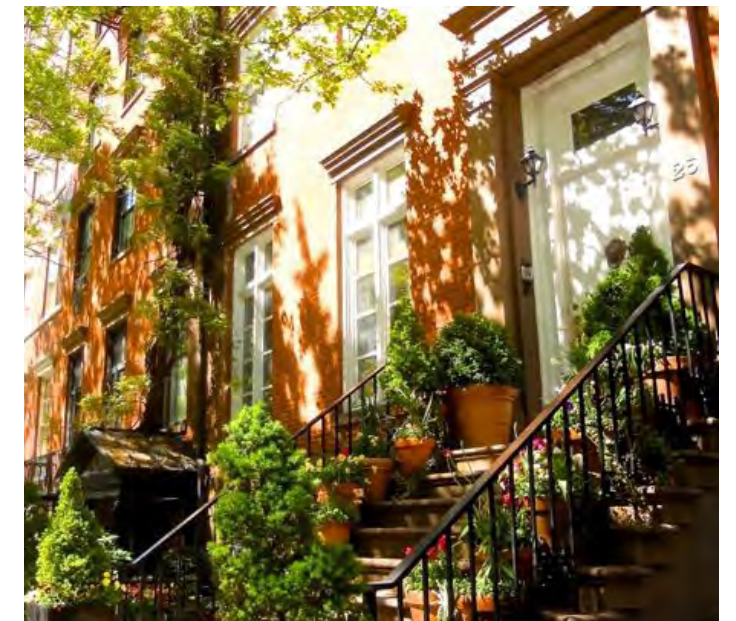
MULTI-FAMILY TOWNHOUSE

- Residential uses on each floor
- Diversity of architectural styles
- Variation in ground floor facades
- Alleyway garage or tuck-under parking
- Durable, high quality materials



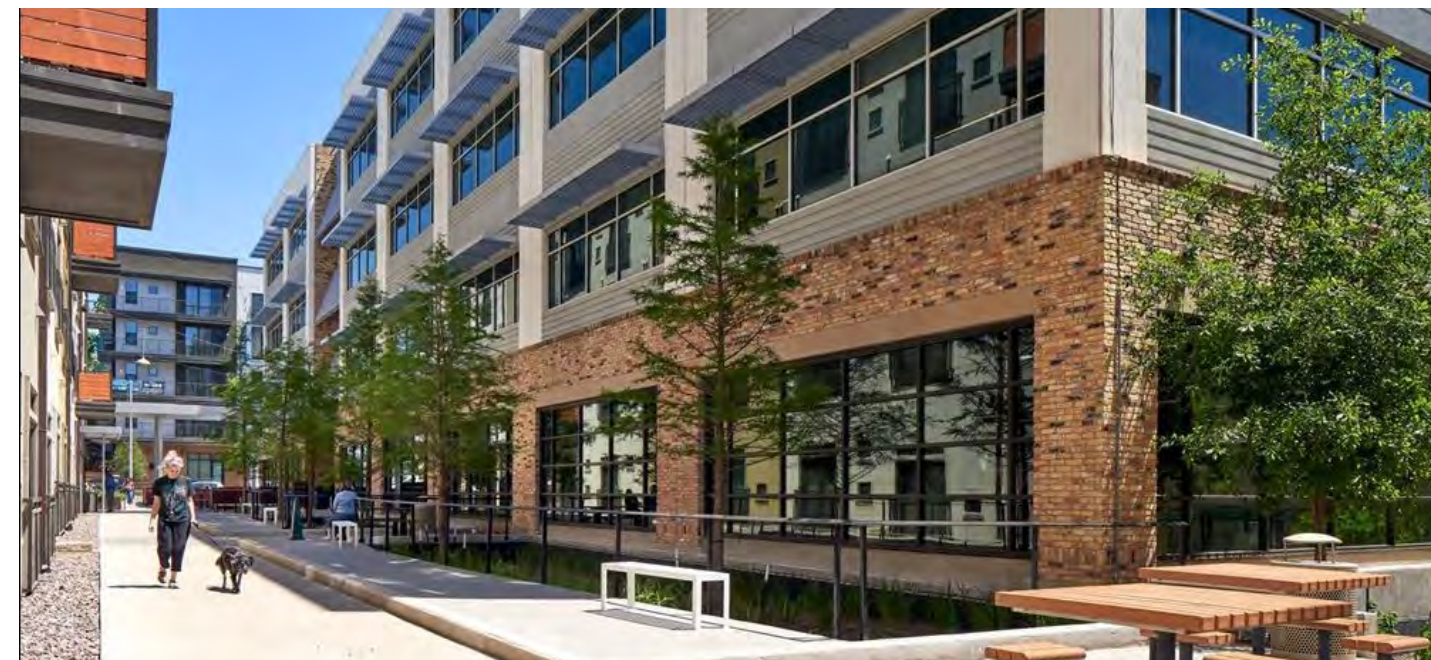
MIXED-USE RESIDENTIAL

- Active ground plane with semi-private terrace, garden, stoop or entry
- Residential uses on each floor above ground floor
- Building frontage responds to public access areas and public realm
- Diversity of architectural styles



MIXED-USE COMMERCIAL

- Predominantly commercial uses on upper floors
- Active ground plane with retail, entry lobbies, civic, institutional or other public uses
- Building frontage responds to public access areas and public realm. Commercial uses are expressed on façade
- Primary entries are legible and facing principle streets



3.2 Architectural Design Elements

01. Massing & Scales

Provide for an appropriate building massing and scale consistent with the vision and in context with existing neighborhoods and uses in the area. A variety of building volumes to break down the visual appearance of taller structures and building mass. For example, taller buildings with perceived greater massing shall be located in the core Activity Center. Buildings shall step down in scale and height from the core area to the perimeter of the Redevelopment Area.

02. Modulation & Facade Articulations

Promote a balance of interest and functional design through building facades and architectural concepts that are human-scale and appropriately responds to the street and building context. Expression of different uses (retail, office and residential) within the building may provide opportunities to break up potentially monolithic building form.

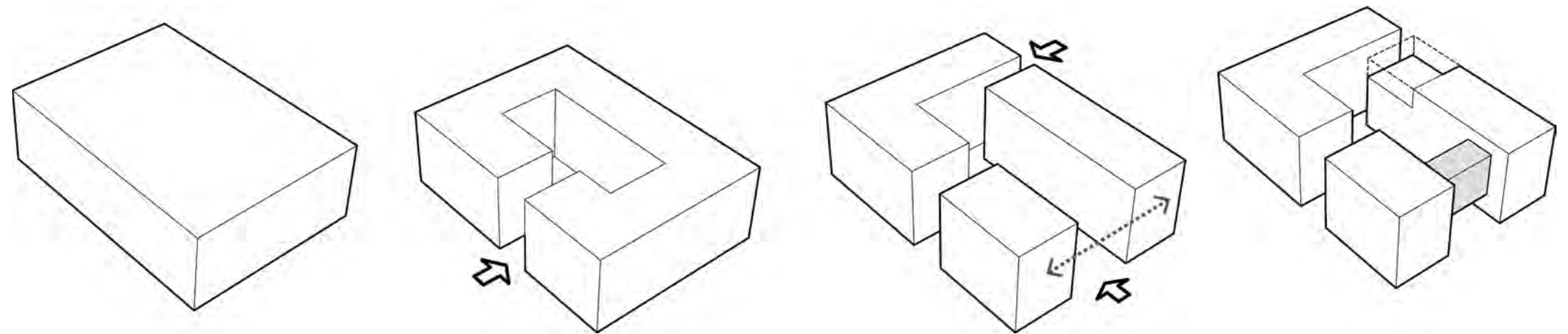


Figure 16: Building Massing Typology



03. Setbacks

Reduce the perceived mass of a building through ground level and upper level setbacks to create consistency in buildings across the block face.

04. Roof forms

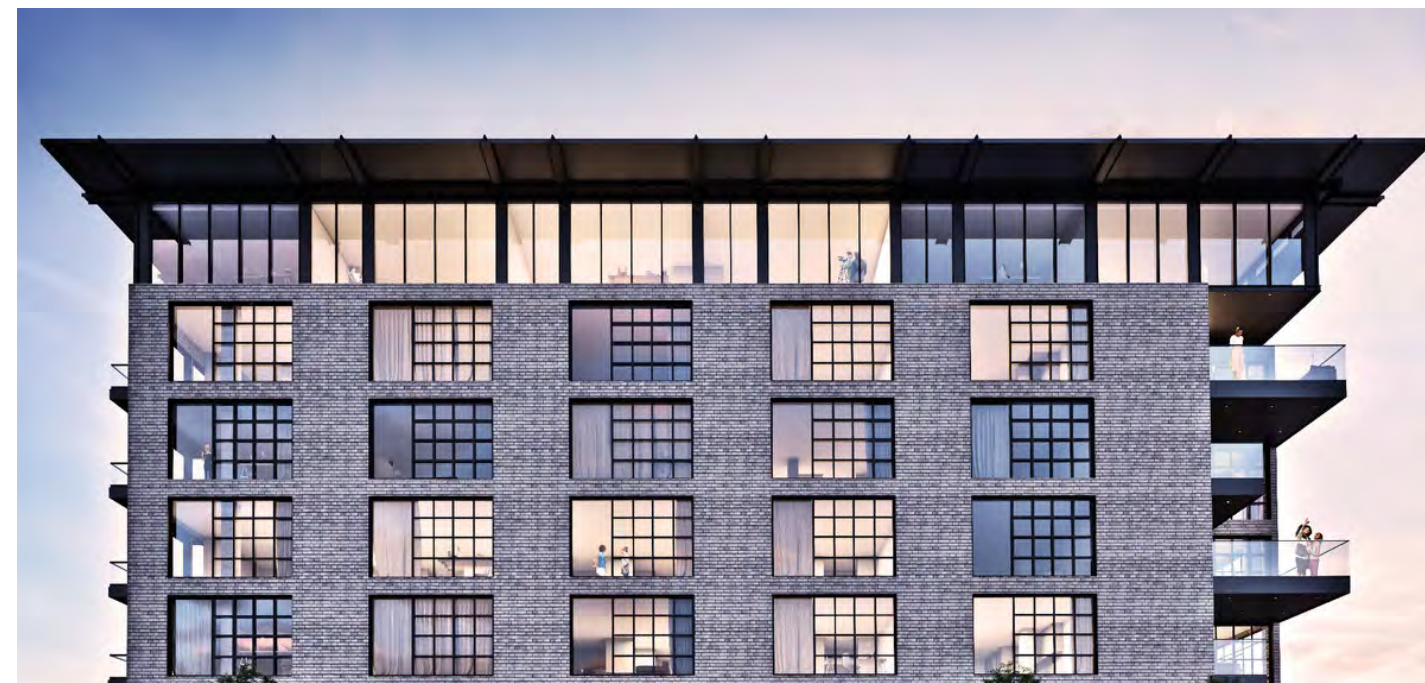
Encourage a variety of roof forms to achieve a diversity of architectural expression. Green roofs are encouraged when the roofscape will be visible to nearby buildings.

05. Building Facade Materials

Encourage building material and details such as material transitions, soffits, overhangs, exterior architectural features, ventilation systems, solar shades, awnings connections and material that articulate quality construction techniques and longevity. Stipulate the use of high quality, durable, urban materials and integrated design details, particularly in the pedestrian environment.

06. Transparency

Encourage ground level facade transparency on buildings along retail-oriented streets. Main entrances shall be easily identifiable through the use of building articulation and modulation.



Flat Roof with Deep Overhang

3.3 Building Material & Color

01. Use of Color

Provide guidance for a range of color choices to be applied on architectural facades in order to create visibly pleasing and cohesive expressions in the built environment.

02. Prohibited Materials

Prohibit the following exterior building materials: plastic laminates, glossy or large expanses of acrylic or Plexiglas, pegboard, mirror, highly polished or plated metals (except as trim), mirrored glass, fabric or paper wall coverings, plywood or particle board, sheet or modular vinyl, shingles, shakes and horizontal lap siding.

03. Ground Level Facades

Incorporate a deeper, finer grain, and high quality range of materials as part of ground level facades. Quality materials shall be considered equally for all building elevations

04. Window Details

Encourage high-quality windows designed to maximize energy efficiencies and daylighting into the buildings, with consideration of either dark color or non-vinyl window systems in residential applications.

05. Harmony

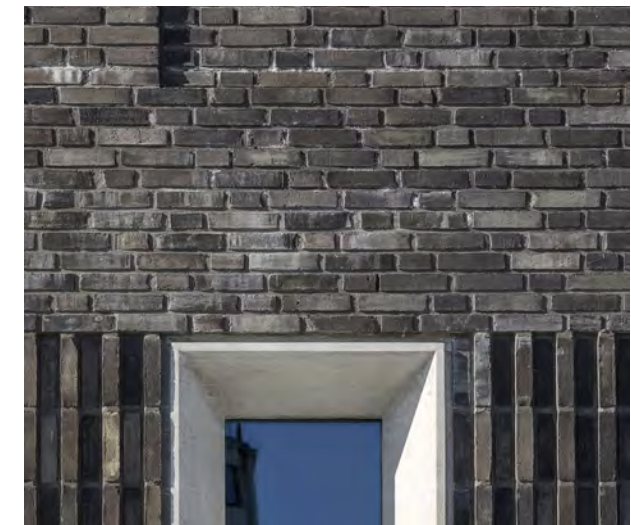
Provide guidance for a range of color choices to be applied on architectural facades in order to create visibly pleasing and cohesive expressions in the built environment. A harmonious range of color shall be used as part of the building exterior. Neon or bright colors, having the effect of unreasonably setting the building apart from others on the street, shall not be used.

06. Accent Colors

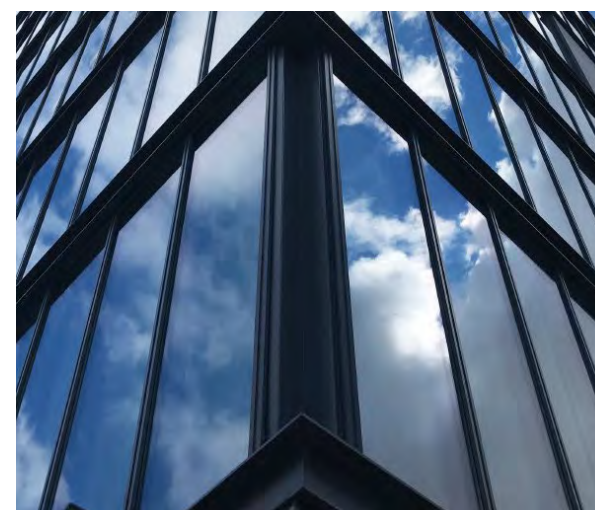
Encouraged accent colors to avoid overly bland or homogeneous building color palettes. Color may be used to accentuate and create contrast in the architectural massing and modulation. Bright colors shall generally only be used for trim or accent building features. Bright colors may be approved if the use is consistent with the building design intent or other design requirements.



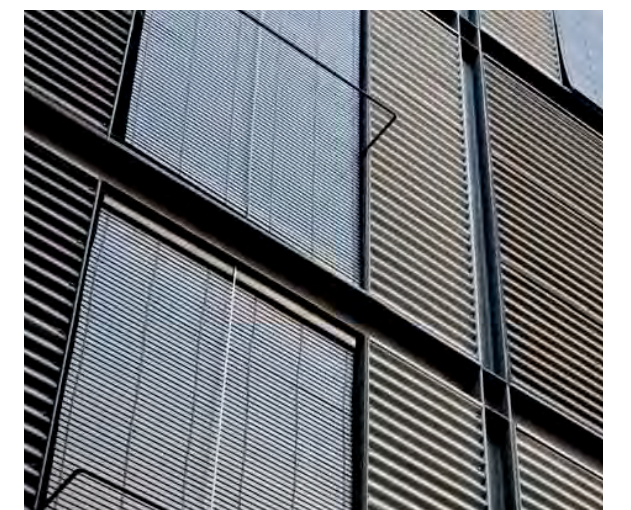
Corten Steel



Color of Brick



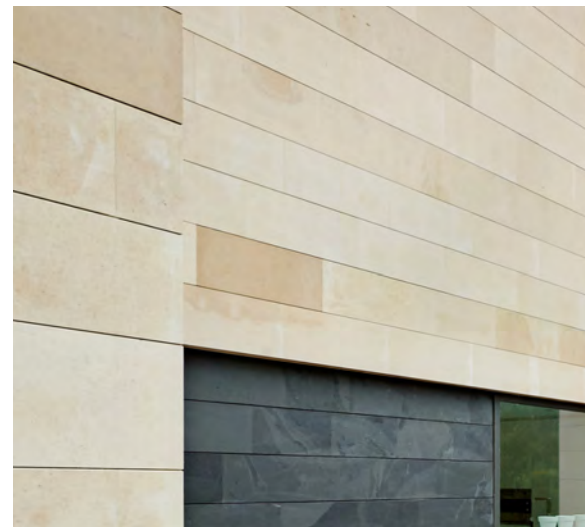
Steel and Glass/Curtain Wall Combination



Corrugated Metal



Concrete



Stone



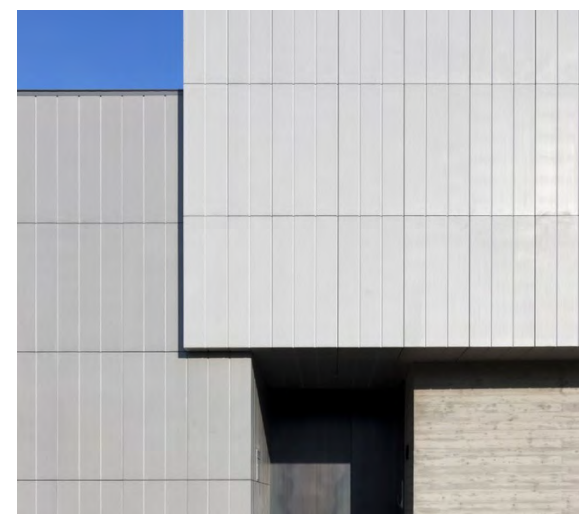
Random Pattern of Corrugated Metal



Combination of Diverse Materials



Combination of Diverse Materials



Combination of Diverse Materials

4.0 SUSTAINABILITY

4.1 Overview

SUSTAINABLE TRANSPORT

The District is well suited to become a hub of sustainable transportation. The proposed expansion of the Mill Plain BRT, coupled with a new street grid with local streets, alleys with addresses, festival streets and pedestrian paths encourages walkability in a neighborhood historically dominated by cars. The vision for Mill Plain Blvd. as a grand boulevard with pedestrian-friendly sidewalks and bike lanes, as well as the BRT will encourage people moving through and within The District to choose walking and biking over driving.

HABITAT RESTORATION

The District vision recognizes the value of natural habitat corridors in the area as assets and encourages the preservation, restoration and enhancement of these corridors for future generations.

GREEN INFRASTRUCTURE

As streets and infrastructures are redesigned and development occurs in line with The Heights District Vision and Design Principles, significant strides will be made towards expansion of green infrastructure systems throughout the neighborhood. The urban canopy will grow as trees are planted both in the public rights-of-way planting zones, in public parks and plazas and in private developments. In addition to trees in the planting zones, bioswales for stormwater management will be provided to support The Loop and the MacArthur Blvd. Greenbelt. Other mitigation strategies will be considered along new local and low-capacity streets.



4.2 Enhanced Stormwater Management Systems

01. Integrated Stormwater Management Systems

Incorporate stormwater conveyance systems as a design element in order to manage and direct stormwater runoff while creating an opportunity to integrate public space amenities as part of the sustainable site management approach.

02. System Design

Design stormwater infrastructure as a complete system connecting buildings, sites, parcels and blocks as an interconnected system. The Loop feature is a key stormwater management infrastructure that shall be connected to the MacArthur Blvd. Greenbelt.

03. Sustainable Plant Materials

Select plant materials conducive to periods of high-water levels, as well as prolonged periods of drought shall be utilized to mitigate varying seasonal conditions.

04. The Loop

Incorporate park-like amenities including but not limited to low-impact stormwater systems, bioswales and vegetation (trees and understory plantings) appropriate for stormwater systems.

05. Natural Areas

Consider maintenance and restoration of natural areas and open spaces as part of the overall stormwater management approach.

06. Building Systems

Consider stormwater management strategies in building design, such as roof top gardens and cisterns, to help mitigate and slow down water run-off during storm events.



Integrated Stormwater Management Systems



Stormwater Management in the Sidewalk

4.3 Sustainable Site and Development Design

01. Sustainable Design & Environmental Design

Incorporate sustainable design concepts as integral components to the site, and integrate ecological landscape elements in site designs. Building orientation shall take advantage of solar exposure and natural ventilation when possible. Maximize daylight for interior and exterior spaces while controlling solar heat gain.

02. Sustainability Policy Framework

Adopt a sustainability policy framework for The Heights District that may include, among other strategies, that all new public use structures in the Redevelopment Area shall achieve LEED Certification or similar equivalent standard.

03. Fitwel Certification Pilot Program

Establish appropriate strategies and targets for The Heights District as a national Fitwel pilot project.

04. Low Impact Development

Incorporate low-impact development strategies, such as vegetated roofs, permeable pavement and rain gardens, where feasible.

05. EV / App-Based Infrastructure

Include Electric Vehicle (EV) Infrastructure within parking lots and parking structures and provide for drop-off and delivery zones as required.

06. Lighting Design Approach

Provide an energy optimized District-wide and site lighting system designed based on user safety and energy efficiencies. Pedestrian scale poles, bollards, pathway lights and architecturally integrated fixtures such as catenary supported fixtures or wall sconces shall meet acceptable energy efficiency standards.



5.0 ADDITIONAL CONSIDERATIONS

5.1 Parking

01. Parking Strategy

Provide a dispersed, shared parking strategy through a combination of surface, at-grade, podium and above-grade mixed-use parking structures that meet the demand of residents, visitors, and employees.

02. Parking Structures

Prohibit standalone parking structures. All structured parking shall be accessory to and integrated into a block and building envelop and will support multiple permitted uses in The District.

03. Change of Use

Retain existing surface parking lots until they are replaced by development of the parcels. New surface parking lots shall meet City development standards as required.

04. Parking Access

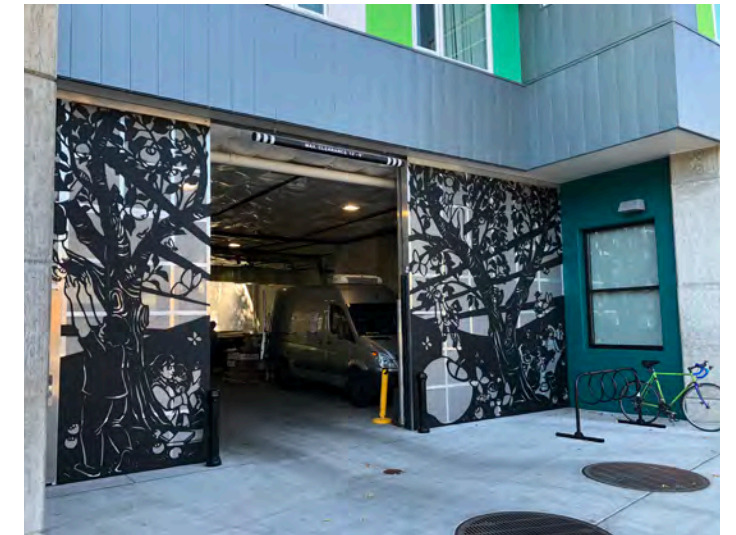
Provide access to structured parking only from alleys or side streets. Access to structured parking is anticipated to be from designated secondary streets consistent with the City of Vancouver standards or approved road modifications.



Bicycle Parking Structures



Bicycle Parking Structures



Decorative Screening of Garage Facade

05. Parking Screening

Screen any above grade parking from public view and leverage screening to enhance building design through the use of art, green walls and innovative building materials. Semi subterranean parking shall be screened along all sides with the exception of entrances and exits. Separate openings for ventilation shall be screened with landscape planting and /or metal mesh screens.

06. Bicycle Parking

Provide for long and short-term bicycle parking that meets the demand of residents, visitors and employees and encourages use of bicycles to access The District. Long-term bicycle parking shall be provided in an accessible and safe location that is convenient to building occupants. Signage shall be provided where the location is not clearly evident from public ways providing access to the building. Short-term bicycle parking shall be positioned in visible areas with appropriate lighting. Bicycle parking shall be provided consistent with the City of Vancouver Bicycle Parking Standards and Guidelines.

07. Integration of Public Art

Implement creative bike parking solutions that balance form and function, while providing opportunities to integrate public art.



5.2 Utilities and Screening

01. Utility Locations

Screen utilities away from highly visible areas and incorporate these elements into the building architecture. Utilities shall be located away from primary streets and pedestrian sidewalks and located on alleys or from secondary streets where ever possible. Utilities shall be located below grade in vaults or inside buildings where possible.

02. Mechanical Systems

Locate utilities below grade in vaults or inside buildings where possible. Utilities may be incorporated into landscape areas for screening while allowing clearance from any trees or large shrubs.

03. Venting System

Ensure venting of air exhaust and mechanical building systems is away from primary streets and main pedestrian areas, and incorporated architecturally into buildings.

04. Wall-Mounted Utilities

Design street and sidewalk fixtures to limit upward light and light pollution. Utilities mounted on building walls shall not intrude on the public right of way space adjacent to a pedestrian path of travel, shall be setback, or have a landscape zone for a buffer.

05. Rooftop Mechanical Systems

Screen rooftop mechanical equipment to mitigate views from adjacent buildings and ground level views from public spaces (streets and parks).



Building Screening



Utility Locations

5.3 Lighting & Public Art

01. Lighting Safety

Create a safe and comfortable night-time environment for The Heights District by providing street and urban path lighting consistent with the street lighting standards established for the City of Vancouver.

02. Lighting Scale

Incorporate light poles and fixtures for public streets that respond to the scale of the street right of way. Collector street lighting has different output requirements than for local streets and alleys. Major gateways shall have appropriately designed lighting to illuminate features during evening hours. Street light pole types and fixtures shall be consistent for the entire length of the street. All building mounted or façade lighting (in-grade, mounted, and entry lighting) shall be selected for scale, finish, light output, efficiency and architectural compatibility.

03. Value of Public Art

Create a vibrant neighborhood through the integration of art and involvement of artists throughout the built environment as an expression of the cultural, historic, social, and environmental values of The District.

04. Artist Diversity

Encourage a diversity of local, regional and national artists to engage in the implementation of artwork. Engage the school district and youth in defining the vision for art in The Heights.



Public Art & Lighting



Public Art - Design Festival

5.4 Wayfinding & Signage

01. Legibility

Provide a cohesive and intuitive system of signage, wayfinding, and branding. Clear and identifiable wayfinding shall be incorporated into urban design, streetscapes, and public space designs. All wayfinding shall be accessible to people of all abilities.

02. Code Compliance

Ensure all signage complies with the provisions of **Title 20 Land Use and Development Code** for sign location and size restrictions. Free-standing sidewalk signs and monument signs intended to advertise uses within the development are prohibited. Kiosk, wayfinding, and interpretive signage intended to promote a comprehensive District placemaking strategy shall be allowed upon review from the City.

03. Master Sign Programs

Develop a comprehensive District Wayfinding and Signage Program or Master Development Signage Program (MSP) to address the design of temporary and permanent signage for The District and individual buildings.

04. Durability

Incorporate signage that is constructed of high quality, durable materials and follow the design aesthetic as outlined by The District Wayfinding Program. Reclaimed materials shall be prominently used throughout the signage program.

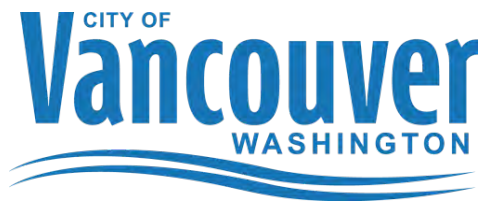


Wayfinding on Trail



Building Entry Signage

APPENDIX K FISCAL IMPACTS ANALYSIS



MEMORANDUM

Summary of Potential Fiscal Impacts for the Heights District Plan

The Heights District Plan envisions a vibrant, inclusive and connected neighborhood center that is economically feasible, context sensitive, and promotes community health and wellness. The Plan area consists of the 63-acre Tower Mall Redevelopment Area within the broader 205-acre Heights District. The Plan establishes a policy framework to guide the Heights District toward fulfilling this vision, and a redevelopment plan with a proposed 20-year development program for the Tower Mall Redevelopment Area (see Table 1).

Table 1. Tower Mall Redevelopment Area Proposed Development Program

Land Use	Proposed 20-Year Development Program
Residential	1,340 units (1,000 sf average)
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	1.56M SF

To understand the potential fiscal impacts of the proposed development in the Heights, the project team conducted a fiscal impact analysis for the Heights Plan, which includes revenue generated over a 25-year period for both the project alternative and no action base scenarios, as well as order of magnitude cost estimates for parks and public spaces, new streets and utilities that are included in the Heights District Plan (project alternative). In order to evaluate the fiscal impacts of the project, we have compared the vision outlined in the Plan with what would happen if development occurred under existing regulations and market conditions (no action base scenario):

- **Heights Project Alternative:** Assumes new development based on the recommendations in the Heights District Plan, including the proposed development program for the Tower Mall Redevelopment Area.
- **No Action Base:** Assumes growth occurs in a manner consistent with the 2011-2035 Vancouver Comprehensive Plan and the City's land use and development code, and that new development will occur on vacant parcels but no redevelopment of existing developed parcels.

Heights Project Alternative

The Heights project alternative scenario estimates order of magnitude infrastructure costs between \$60-65 million and the creation of approximately 206 jobs over a 25-year period (2021-2046). The infrastructure costs incorporate development of streets, utilities, and parks and public spaces as identified in the Heights District Plan, and take into account permitting, design, engineering, construction, fees, and taxes (See Table 2).

Table 2. Order of Magnitude Infrastructure Cost Estimates

Source	Estimated Cost
Parks & Public Space	
Civic Park	\$5,767,000
Neighborhood Park	\$1,633,500
Pocket Parks	\$871,200
West Entryway	\$800,000
MacArthur Greenbelt	\$1,400,000
Subtotal Parks & Public Space	\$10,471,700
Streets	
The Loop Road	\$9,242,800
Other New Internal Streets	\$1,235,200
Mill Plain	\$2,432,200
MacArthur	\$1,569,000
Devine	\$1,824,900
Andresen	\$2,736,000
Utilities, Traffic Signal Modifications, Roundabouts	6,700,000
Streets Subtotal	\$25,740,100
Contractor mark up, permit/design/engineering fees, sales tax, contingency	\$23-29M
Total Estimated Cost	\$60-65M

The total estimated revenue from the Heights redevelopment is approximately \$138 million over a 25-year period, and includes revenue to the City, City Public Facilities District (PFD), Clark County, the State of Washington, and C-TRAN. For the City of Vancouver only, total estimated revenue is about \$41 million. Table 3 illustrates the estimate of total revenues that will be generated over a 25-year time period as a result of redevelopment in the subarea that is consistent with the Heights District Plan (project alternative).

Table 3. 25-Year Total Estimated Revenues of the Heights Project Alternative by Source

Source	Estimated Revenue ¹	Net Present Value ²
City of Vancouver	\$40,889,194	\$18,747,620
Vancouver PFD	\$321,121	\$165,021
Clark County	\$9,030,134	\$4,048,062
C-TRAN	\$4,723,870	\$2,430,018
State of Washington	\$82,860,458	\$41,177,098
Total	\$137,824,777	\$66,567,818

¹ Estimated revenue includes inflation

² Net Present Value (NPV) is the value of projected revenues in today's dollars.

No Action Base Scenario

The no action base scenario assumes that growth in a manner that is consistent with the 2011-2035 Vancouver Comprehensive Plan and the City's land use and development code, and that new development will occur on vacant parcels but no redevelopment of existing developed parcels. It does not include any of the improvements included in the Heights District Plan, including no major improvements to existing streets or the addition of parks and public spaces over a 25-year period (2021-2046). Thus, there are no infrastructure costs associated with the no action base scenario.

The total estimated revenue over a 25-year time period for the no action base scenario is summarized in Table 4, and includes revenues to all regional and state entities. Projected total revenues generated under the no build scenario is nearly \$100 million less than what is projected if the Heights District Plan is implemented. For the City of Vancouver only, total estimated revenue is about \$5 million, compared to \$41 million for the Heights redevelopment.

Table 4. 25-Year Total Estimated Revenues of the No Action Base Scenario by Source

Source	Estimated Revenue ³	Net Present Value ⁴
City of Vancouver	\$ 5,234,320	\$2,362,755
Vancouver PFD	\$44,042	\$22,338
Clark County	\$1,112,550	\$491,671
C-TRAN	\$650,084	\$328,750
State of Washington	\$10,891,267	\$5,344,537
Total	\$17,932,263	\$8,550,051

Revenue Analysis Methodology

The revenue model for both scenarios is the same and relies on fairly conservative construction timelines and absorption rates that anticipate a slow, methodical phase in of new development over the 20-year build out timeframe included in the Plan. For the project alternative, it assumes a limited number of residential units come on line as early as 2021 (most likely to occur on non-City owned properties) and the last residential units are completed in 2039. Similarly, for office and other commercial development, it assumes development begins in 2022 and 2026, respectively, and completion in 2038 and 2039. For any of the use categories, if absorption occurs prior to the estimate used in the model, revenues for the 25-year time period would increase due to increased time for property tax and utility tax revenues to accrue. For the no build base scenario, the model assumes that development comes on line in 2026 and occurs at 5 year intervals through 2036. The analysis uses a 25-year time period for calculating revenues in both scenarios. Like any model, this is a financial estimate based on the best available knowledge about current market conditions and phasing assumptions; actual development timelines will likely differ within the 25-year period based on the state of the economy and demand for space. All revenue projections are based on the City's existing tax and rate structure.

While the costs associated with the no build base scenario are inherently less than the Heights project alternative, the revenue to the City would also be significantly less over time and improvements and community amenities resulting from the Heights redevelopment would not be realized. These benefits include:

- Development that is cohesive, accessible, and context sensitive;
- Enhanced architecture and design elements for individual buildings as well as public spaces;
- Transportation infrastructure investments, including safety and multi-modal improvements;
- The addition of high-quality parks and public spaces, including lighting, wayfinding, landscaping and play features/gathering spaces;
- Robust stormwater management and tree canopy investments;

³ Estimated revenue is adjusted for inflation.

⁴ Net Present Value (NPV) is the value of projected revenues in today's dollars.

- Inclusive and high-quality market-rate and income-based housing that contributes to the City's overall housing supply;
- Programs to retain existing local businesses within the District and add additional local businesses, including women and minority-owned businesses; and
- Additional employment opportunities near high-capacity transit and existing neighborhoods

Cost-benefit analyses are inherently quantitative, and do not capture the more qualitative benefits that cohesive 20-minute neighborhoods add to a community. This includes the benefits of having unique, attractive places for people to live, work, gather and locate businesses; proximity to services, amenities, recreation opportunities, existing employment centers, and accessible high-capacity transit; and the attachment to place and sense of community fostered by a healthy, equitable and inclusive development. Livability, walkability, sense of place, community safety and wellness, holistic sustainability and equity are values that are embedded in the Heights Plan, with the goal of bringing long-term value to the community that cannot be captured by quantitative measurements like revenue projections but nonetheless are essential for a thriving City.

APPENDIX L OUTREACH SUPPLEMENTAL



MEMORANDUM

Heights District Plan Public Engagement Supplemental Information

Throughout the Heights District planning process, the project team undertook a robust public outreach and engagement process to ensure the values, needs, aspirations and concerns of a variety of stakeholders were reflected in the final Plan recommendations. A summary of outreach conducted between September 2017 and March 2020 is included at the end of this memorandum, and is described in more detail in Appendix A of the Heights District Plan: Community Engagement. Additional information on feedback received through the planning process is available on the Heights project website on the [Ways to get involved webpage](#)¹ as well as in the [Visioning & Analysis Summary](#)² (available in full on the project website; abbreviated version is included as Appendix J to the Plan document).

In November 2019, the public comment draft of the Heights District Plan and Appendices was released for public review and comment. Based on the feedback we received and ongoing discussions with stakeholders and the community, the Plan was revised and a second draft was released in January 2020, along with the Draft Environment Impact Statement (EIS) for the project. The original 30-day public comment period for the Draft EIS was extended to 120 days. Since the release of the public comment draft in November of last year, the project team has received more than 115 comments from approximately 65 individuals. These comments have been submitted through online comment forms and surveys and in emails to the project team. Many individuals who submitted comment were contacted by the project team to provide a response and additional information; all EIS-related questions and comments submitted through the Draft EIS public comment process have been included in the Final EIS and received a response.

The below summary of public comment includes all written comments received between November 2019 when the public comment draft of the Plan was released, and the end of May 2020. This supplemental memo is intended to provide Council with additional information on the types of comments submitted by community members in this timeframe. Please note that this does not include in-person comments provided to the Planning Commission or City Council, but it does include written comments submitted as part of the Planning Commission public hearing process and included in the project record.

A summary of the key themes from the public comments include:

- **Number of residential units/density and impacts to the surrounding area:** Concerns have been expressed around the number of residential units planned within the Heights District and Tower Mall Redevelopment Area, with specific concern around the increased density and the number of units targeted for the Redevelopment Area, and impacts that the increase in population will have on the area and livability of the surrounding neighborhoods. Impacts cited in public comment include overflow parking onto neighborhood streets, traffic congestion and diversion through neighborhoods, increased crime and/or disorderly activity, and the capacity for city operations (such as maintenance) and emergency services to accommodate the increase in population. Other comments support increased housing in the

¹ <https://www.cityofvancouver.us/ced/page/ways-get-involved>

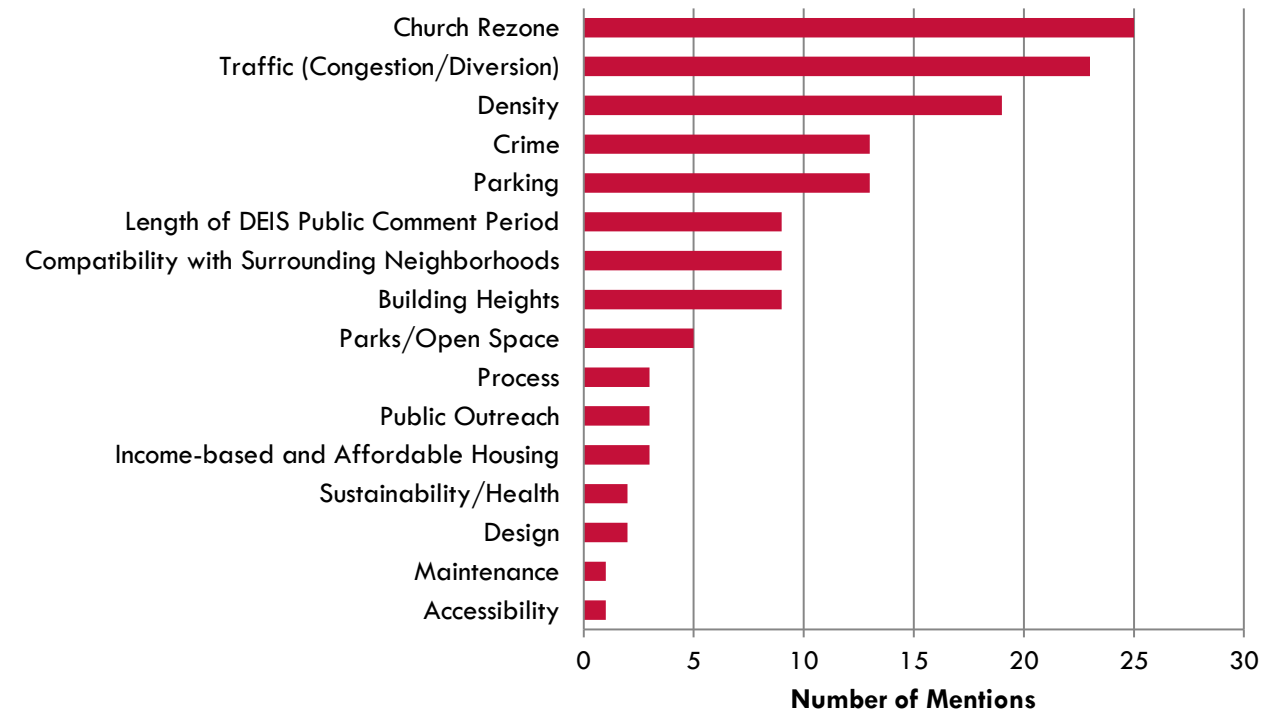
² http://www.cityofvancouver.us/sites/default/files/fileattachments/community_and_economic_development/page/38960/the_heights_district_plan_visioning_and_analysis_summary_june_2020_updates.pdf

area in order to provide housing options for community members at different life stages, including young professionals, families and seniors.

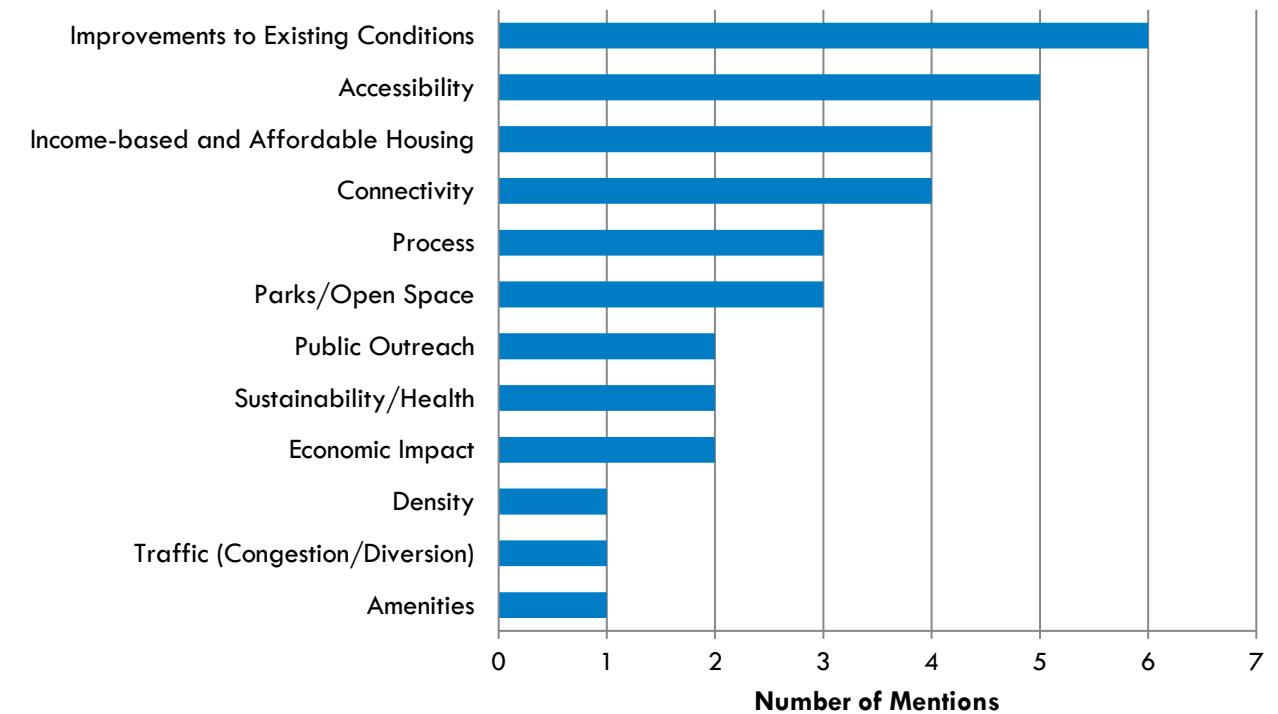
- Income-based housing:** Public concerns have been voiced about the negative impacts low-income or income-based multi-family housing could have on the area, including concerns that income-based housing results in more crime and drug use, increased calls for emergency services, and issues related to the maintenance and appearance of buildings. Comments have also expressed support for a mixed-income development that includes units affordable to people with a variety of income ranges, including units that are affordable to families and seniors living on fixed incomes.
- Rezoning recommendations:** The community has submitted comment expressing concern about loss of the churches as community amenities as a result of the proposed redevelopment and what development could occur on those properties if they were rezoned to Heights Mixed-Use (HX) as a result of this process. Building heights, density, and multi-family residential and/or commercial uses that could be allowed on the Northcrest church property and other church properties throughout the District if they were rezoned to HX were specifically noted by the public, as well as negative impacts this could have on the livability of the adjacent single-family neighborhoods that have an established character. Concerns were also noted that the public outreach process did not communicate clearly enough that rezoning church properties in the District to HX would occur as a direct result of this process in the first stage of implementation (Note: churches have now been removed from the rezoning recommendations).
- Environmental Impact Statement (EIS):** The Draft EIS analyzes three alternatives (No Action Base, No Action High, and the Proposed Action/Project) to measure potential adverse impacts, and identifies measures that will be utilized to mitigate adverse impacts of implementation of the project alternative which is the Heights redevelopment. This discussion includes specifying the rezoning of church properties within the District to HX, which has spurred significant concern from the public. In addition to rezoning the church properties, there has also been confusion in the community regarding the purpose and function of the EIS in relation to the Plan, Washington state requirements for preparation and content of an EIS (for example, the use of the three alternatives). The detail included in the Draft EIS has also brought forward more specific concerns around the provision of affordable and income-based housing, and how the city will mitigate traffic, parking, environmental, police/fire and utility service capacity, and other potential adverse impacts as redevelopment occurs over the 20-year buildout timeframe. Because of the complexity of the EIS, the public has also requested extensions to the Draft EIS public comment period in order to fully review and understand implications.
- Focus on accessibility for people of all ages and physical abilities:** The community has expressed support for recommendations and policy guidance in the plan focused on accessibility, universal design, wayfinding and signage accessible to people of all abilities, and multi-modal safety improvements that increase safe access for people with disabilities.
- New amenities and destinations:** Public comments have expressed support for new amenities that are included in the Plan, including restaurants and shops, community facilities and services, increased walkability and connectivity, and new community gathering spaces.

The below charts summarize comments based on the theme and the number of times it has been included in correspondence from a community member. We divided these into comments expressing concern about a component of the Plan, and comments expressing support. Please note that the number of mentions do not correspond to number of individuals that provided comment, as some community members provided frequent comment on key items.

Key Themes of Concerns



Key Themes of Support



In response to public feedback, the City has made a number of changes to the policies and recommendations included in the Heights District Plan, including:

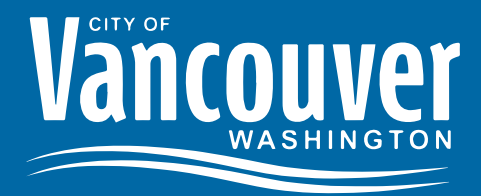
- The Draft EIS public comment period was extended from 30- to 120-days;
- Church properties within the District have been removed from the area that is recommended to be rezoned as part of the first phase of Plan implementation being rezoned in the first stage of implementation. Churches or other properties within the District that wish to pursue a rezone process in the future will need to initiate that through the City's Annual Review process, which requires a separate review by the Planning Commission and City Council;
- A reduction of the number of residential units in the Tower Mall Redevelopment Area from 1,800 to 1,340 units;
- Sub-districts/character areas are included in the Plan document and will be implemented through the forthcoming zoning code and design guidelines, which include provisions for height reductions and enhanced buffering at the edges of the Redevelopment Area and on mixed-use parcels that abut single-family development;
- Significant investment in enhancing the tree canopy and adding robust stormwater management infrastructure. Healthy, large trees along Devine will be preserved;
- The development of a second, neighborhood connector loop that will allow residents to safely walk, bike and roll to neighborhood parks and other recreation opportunities located just outside the District;
- Policies to ensure that universal design is incorporated into all public spaces, including wayfinding, lighting, pathway design and at entryways.
- Intersection improvements on existing arterial streets to improve traffic throughput, decrease congestion, and reduce diversion traffic into neighborhoods, including provisions for phasing improvements to prioritize existing bottlenecks;
- Provisions for regularly monitoring and addressing neighborhood traffic safety issues if/when they arise over the 20-year build out period;
- Equitable development strategies to ensure mixed-income housing opportunities, prevent involuntary displacement of low-income residents and communities of color, retain existing businesses and add diverse new local businesses, and ensure community benefits result from public investment in the Heights;
- A commitment to ongoing and holistic sustainability through evaluation, monitoring and certification through the Fitwel Program at the Center for Active Design (CfAD).

Summary of Public Engagement conducted between September 2017 and March 2020 for the Heights District planning process:

- A Community Advisory Committee (CAC) that was comprised of 20 members and included representatives from neighborhoods directly adjacent to the Heights (7 of the 8 neighborhoods were represented on the CAC), small businesses, service providers, agency partners (Vancouver Public Schools, C-TRAN, Vancouver Housing Authority, and Clark County Public Health), the faith community, and other community stakeholders. The CAC met regularly throughout the planning process and provided direct guidance and input on all aspects of the plan and helped shape the recommendations included in it.
- A Leadership Summit in May 2018 that involved members of the Planning Commission and City Council, as well as community members who served on the project Community Advisory Committee (CAC).
- Three large community open houses that attracted hundreds of people and asked them to provide input and guidance at each major phase of the project, including the initial visioning, the development and evaluation of different concepts for the Tower Mall Redevelopment Area, and refinement of the final concept and design that is included in the Plan.
- Three online community open houses that were held concurrently with the in-person open houses referenced above, which provided an opportunity for community members that could not attend the in-person open house to weigh in and provide the same level of detailed comment and guidance as those who attended in person.
- Both the online and in-person open houses were promoted through a variety of channels, including direct mailing of informational postcards to hundreds of households located in neighborhoods adjacent to the

Heights. In addition, these events were publicized through flyers that were distributed to partner agencies and community groups and the people they serve, as well as using social media platforms and online newsletters and mailing lists, including an email distribution list set up specifically for this project that has hundreds of subscribers. Information was also sent out to families who have children at schools in the district using Vancouver Public Schools email distribution system.

- 25 presentations at neighborhood association meetings to solicit feedback, answer questions and engage neighborhood residents throughout the planning process.
- Presentations and meetings with faith institutions, service providers and community based organizations throughout the process.
- A series of four coffee talks in the Heights for drop in conversations with individuals and small groups of community members to discuss the project in April and May of 2019. The coffee talks were attended by more than 50 individuals.
- Presentations to school parent groups and McLoughlin Middle School Leadership students to engage them in the project. Leadership students were directly involved in providing and gathering input from their parents, friends and neighbors through a survey that they helped to develop.
- Individual and small groups meetings, both in person and over the phone, with a variety of community members, neighborhood residents and other stakeholders throughout the planning process, in addition to communicating via the project webpage, email list and other channels.
- 23 presentations to the Planning Commission and City Council 23 times throughout the planning process. These presentations were open to the public and materials have been posted on the Heights website.



City of Vancouver, Washington