



# **Lower Grand Employment Area Subarea Plan**

**November 2008**

## Lower Grand Employment Area - Subarea Plan

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## ❖ EXECUTIVE SUMMARY

The Lower Grand Employment Area (LGEA) is a 173-acre older industrial area with good highway access that provides employment to approximately 1600 workers. The area is surrounded by older residential areas to the north and east, Pearson Field Airport and the Historic Reserve to the west, and State Highway 14 and the railroad corridor to the south. Further south is the Columbia Shores mixed-use waterfront development and the Columbia Business Center industrial area (see Figure 1). The LGEA holds a mixture of large and small businesses – manufacturers, wholesalers, contractors, consultants, and a variety of industrial service providers. However, much of the land is still undeveloped or underutilized. The 2006 rezone of a 13-acre former manufacturing site from Light Industrial to General Commercial highlighted the need to evaluate the future of this area as an industrial employment center. The area is highly visible and serves as a gateway to the Historic Reserve. However, despite potential for additional development and employment activity, the area has been stagnant for many years. Current property and business owners are concerned about poor drainage, deteriorating streets, utility services, crime, and complications from increasing traffic as the commercial area is developed.

The City of Vancouver initiated the LGEA Subarea Plan to evaluate the potential of the area as an industrial employment center. This plan looks at opportunities and challenges, and attempts to clarify what property and businesses need now and what they hope for in the future. Staff met with City departments providing public services and facilities (sewer, water, streets, drainage, and economic development services), other agencies, property owners, business owners, neighbors, and developers. Through these meetings and public open houses, issues and concerns were identified and recommendations for the future were formulated.

This Plan envisions the LGEA as an active and vital employment and economic center, attracting new development, reinvestment, and employment, with attractive buildings and streetscapes that enhance the marketability of the area and its gateway function.

Three primary needs have emerged from research and discussions that inform this plan:

- 1) Right-of-way adjustments and street improvements are needed to improve transportation functions and enhance the marketability of the area for both development and redevelopment, and expansion of employment opportunities.
- 2) Drainage problems need to be fixed; flood zone requirements need to be clearly defined.
- 3) Assistance is needed to encourage and support existing and new business, large and small, in developing and promoting a positive economic image for the area.

## Location and Description

The LGEA is not a single entity with a single set of opportunities and constraints. Instead, it is a collection of individual nodes, each with its own character and condition, requiring differing levels of attention and investment. This plan identifies six “nodes” within the LGEA with each node encompassing an area with a differing level of development intensity, mix of uses, site conditions, and potential for infill or redevelopment. The location and character of the nodes are:

1. *Northwest*: North of First Street and west of the Washington School for the Deaf (WSD) athletic field – narrow undefined streets in poor condition, with no sidewalks, poor drainage, right-of-way location issues, and older businesses, some with shared accesses and shared utilities. Improvements are needed to the 5<sup>th</sup> Street and Grand Boulevard intersection, which may affect area businesses.
2. *Southwest*: South of First Street and west of Grand Boulevard – newer buildings, office and commercial uses (Kiewit Pacific, JH Kelly, and the new Grand Central commercial development), streets are in better condition with some sidewalks, better drainage, right-of-way issues are being resolved, and the Grand Central commercial development is making infrastructure, traffic safety, and street frontage improvements.



3. *Higher Density Residential R-30 Area*: This area includes the WSD on the bluff above 5<sup>th</sup> Street, the WSD athletic field on the lowland south of 5<sup>th</sup> Street, and a small multi-family building bordered by an undeveloped former gravel pit located south of 6<sup>th</sup> Street and north of Grand Boulevard. A 2006 Washington State Institute for Public Policy study and the school’s 2007 Strategic Plan indicate continued operation well into the future, with an increase in non-resident programs. The school’s athletic stadium facility south of 5<sup>th</sup> Street is considered in good condition. If school use of the athletic field is abandoned at any time in the future, it should be made available for industrial uses. However, in the meantime, pedestrian access between the main campus (north of 5<sup>th</sup> Street on top of the bluff) and the athletic field (below the bluff south of 5<sup>th</sup> Street) is not good and needs improvement. There are no current plans to develop the vacant former gravel pit site.



4. *South Central:* Between Grand Boulevard and Grove Street south of Washington School for the Deaf athletic fields and 2<sup>nd</sup> Street. This area houses Columbia Machine, New Edge Networks, and Tensolite. It is characterized by standard industrial buildings, improved streets but no sidewalks, and is home to 75% of LGEA employees. Businesses in this area have expressed concern about the mixing of industrial and retail traffic that will result when the Grand Central commercial development opens in 2008.



5. *Eastern:* This area contains the Quad Industrial Park lands, which are previously filled wetlands, approved for development, but with no street, access yet improved and no utilities installed. The existing FEMA flood zone, along with height and access limits established by mid-1980s rezone covenants, complicate development of the property. Pending revisions to the FEMA flood maps are expected to reflect that most of the area is no longer in a flood zone.



6. *Southern:* This node consists of the public right-of-way between Columbia House Boulevard (the old state highway route) and the current State Highway 14. Clark PUD owns and operates a power sub-station in this area east of Grove Street and a small park-and-ride lot (used primarily for local worker parking) is located in this area west of Grove Street.

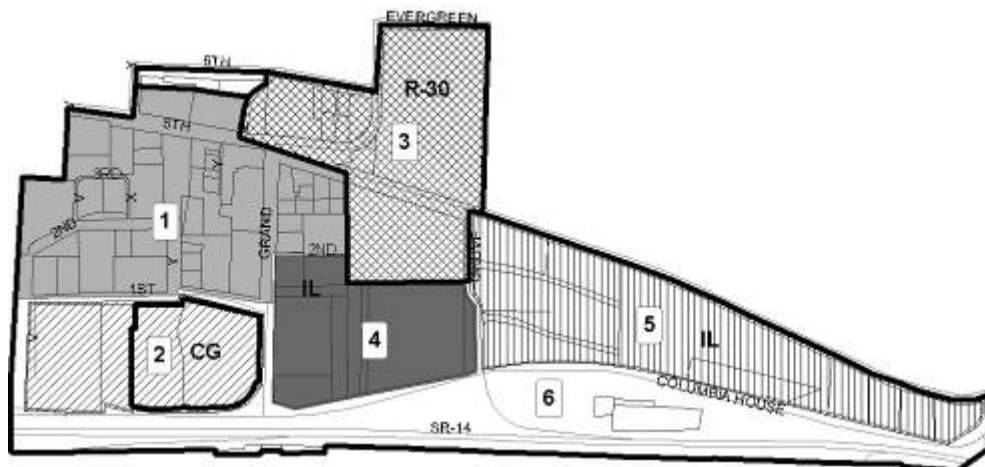


Figure 1 – Lower Grand Employment Area with Zoning and Nodes Indicated

## Purpose of Plan

The LGEA Subarea Plan amends and supplements the Vancouver Comprehensive Plan with goals, policies and implementation measures specific to the area. These goals, policies and action items will guide future investment and development based on a common vision.

Through this Subarea Plan, the City commits to working with property and business owners, and the surrounding community, to protect public and private investment in the area, enhance the function and use of the area, and achieve joint goals for an active, vital, employment area that also serves as a welcoming gateway to the Historic Reserve.

The implementation strategy identifies specific action items - programs and projects that combine to improve the function and appearance of the area as an employment center. Successful implementation of the LGEA Subarea Plan will involve several components:

1. Leadership: identifying committed ongoing City and private sector leadership, including an advocate for the LGEA who can provide assistance and help resolve issues quickly.
2. Linking public investment to private sector projects. There are many projects and stakeholders. Expect to have an active list of projects big and small, and keep stakeholders involved.
3. Promoting the LGEA as an employment center and gateway to the City and to the Historic Reserve.
4. Committing to ongoing review and evaluation to keep things moving forward.

## A. INTRODUCTION

The Lower Grand Employment Area (LGEA) encompasses a post-WWII industrial area of approximately 173 acres (exclusive of roads), located east of Pearson Field Airport, north of State Highway 14, west of Blandford Drive, south of 6<sup>th</sup> Street west of Grand Boulevard, and south of 5th Street east of Grand Boulevard. Approximately 32 net acres (mostly in Node 5) are considered vacant or unimproved property by the assessor. However, much of the land within Node 1 is underdeveloped and could be more intensively developed if street and drainage issues can be resolved.

The LGEA includes lands abutting steep slopes that were once wetlands, but were legally and gradually over the past several decades. The area has been used by humans for centuries and may still contain historic and archaeological resources.

The LGEA has good access to adjacent State Highway 14. Street access from surrounding areas is provided by SE Grand Boulevard, Columbia House Boulevard, Blandford Drive, East 5<sup>th</sup> Street, and East 1<sup>st</sup> Street. The area is currently well served with public sewer and public water by the City of Vancouver.

In recent years, the City of Vancouver has invested in planning and revitalization of the City Center area west of I-5, the Central Park area (including the Fort Vancouver National Monument, Officers Row and Pearson Field Airport), and the Columbia Shores area south of State Highway 14. Although these efforts have had a positive effect on those areas, there has not been much spillover to the LGEA.

In 2005, the northwest corner of Grand Boulevard and Columbia House Boulevard was redesignated from Light Industrial to General Commercial. A 14.8-acre commercial development with a Fred Meyer store as anchor and several commercial pads has been approved, and is currently under construction. This development results in 8.6% of the land in the LGEA being used for commercial purposes such as general retail, restaurants, and banking.

When the rezone was approved by the City Council, LGEA property owners testified that finding industrial tenants was difficult, that the area is underutilized, and that providing commercial services to the area could attract and support new industrial and office activity and investment. Staff was directed to work with owners and businesses in the LGEA to develop a subarea plan that addresses their long-term economic future.

The purpose of this subarea plan is to provide more specific policy and planning direction towards supporting and enhancing the development and redevelopment potential of the area as a family wage employment center, consistent with the direction of the 2003-2023 Vancouver Comprehensive Plan. It is intended to provide a coordinated approach to resolving outstanding infrastructure issues regarding streets, drainage, flooding, and the provision of public facilities and services to the area.

## Subarea Planning Process and Public Involvement

The planning process began with interviews of key city staff responsible for street maintenance, transportation planning, sanitary sewer, public water, storm facilities, development review, and economic development assistance to identify existing facilities, previous and ongoing issues and planned improvements for the area. These interviews were followed by discussions with property and business owners in the area, both individually and in public meetings on May 10 and October 11, 2007. In addition, all property and business owners were invited to identify issues relevant to their situation in a survey that was distributed by both email and regular mail.

The LGEA west of Grand Boulevard is within the southern portion of the Hudson's Bay Neighborhood Association. The area east of Grand Boulevard is not within a recognized neighborhood, but is bordered on the north by the Edgewood Park neighborhood and on the south (across State Highway 14) by the Columbia Shores neighborhood and the Columbia Business Center (see Appendix A - Figure 4). The two neighborhood associations have been asked to review the draft plan and identify issues of importance to them. In addition, staff met with owners of residential properties along the bluff north of 5<sup>th</sup> Street (east of Grove Street) at the Water Resources Education Center (WREC) on June 10, 2007, to discuss their concerns and hopes for the area. When the Quad Industrial Park site in Node 5 was rezoned for light industrial use in the mid-1980s, height, access, development and site use restrictions were adopted and recorded as covenants to protect these uphill properties from view obstruction and excess noise impacts. A follow-up meeting with representatives of the neighborhood was held at Community Planning offices on November 8, 2007 to discuss the draft plan and neighborhood concerns.

The Planning Commission reviewed a first draft of this plan in public workshops on November 13, 2007 and January 22, 2008. A revised draft was prepared based on discussion at the workshops, and public comment received before and after the workshops. In response to the request of the Planning Commission at the first workshop, individual notice of the second workshop was mailed to all property owners and residents within 500 feet of the LGEA on January 7, 2008. The Hudson's Bay, Edgewood Park, and Southcliff Neighborhood Associations were also notified by email and provided copies of the first draft of the plan. Copies of the revised draft of the LGEA Subarea Plan were provided before a scheduled February 12, 2008 public hearing to the same neighborhood associations, all parties of record, and to any who requested it in response to the mailed notices.

All written comments received regarding the draft LGEA Subarea Plan as of January 31, 2008 have been provided to the Planning Commission and are summarized in Appendix C.



## B. EXISTING CONDITIONS, OPPORTUNITIES AND CONSTRAINTS

Detailed descriptions of existing conditions are contained in Appendix A. Specific opportunities and constraints were identified from this research and from input of property owners, business owners, city staff, and neighbors during the public involvement process described above.

### Land Use and Zoning

Zoning in the LGEA is primarily Light Industrial (IL). The area surrounding the LGEA on the north and northeast is predominately zoned residential with a small amount of commercial along Evergreen Boulevard. Properties south of State Highway 14 are designated waterfront mixed use to the west (Columbia Shores) and light industrial or heavy industrial to the east (Columbia Business Center). To the west of the LGEA are Pearson Field Airport and the Historic Reserve. To the north are the Hudson's Bay and Edgewood Park neighborhoods, which encompass the Evergreen Boulevard business district and the Washington School for the Deaf (WSD).

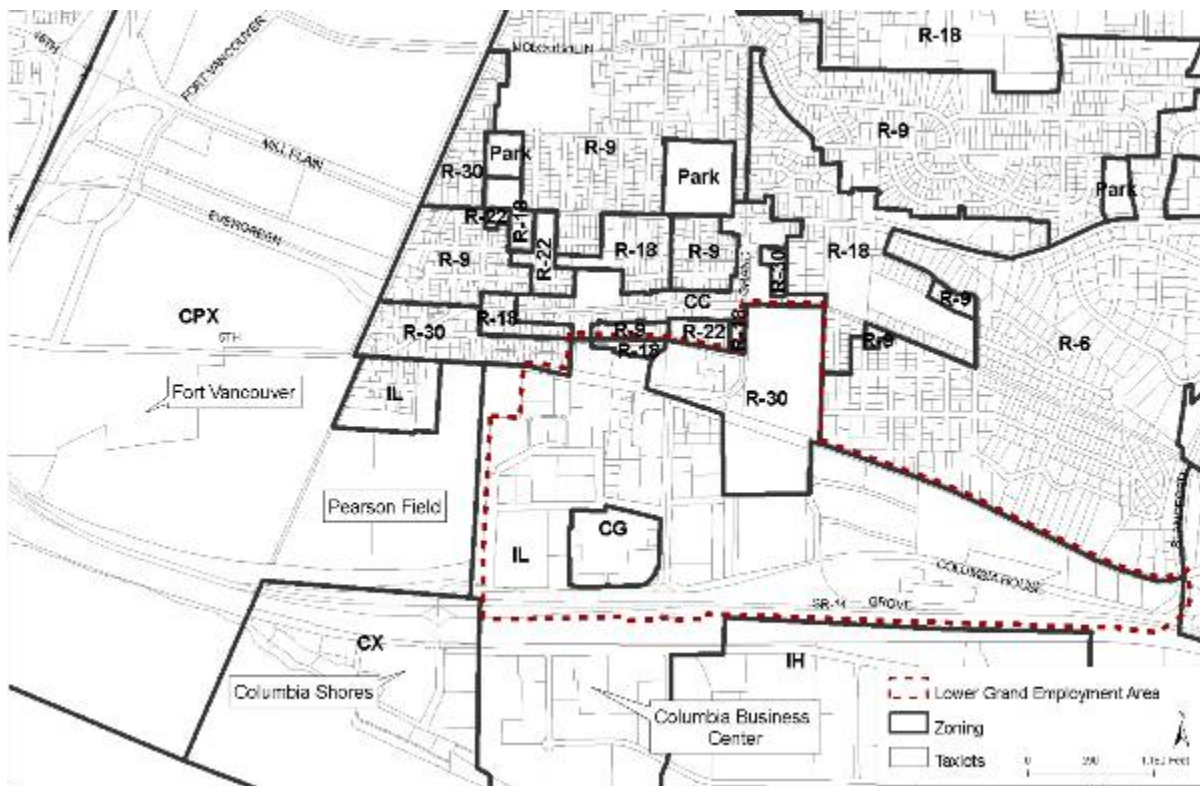


Figure 2 – Zoning and Parcelization of Lower Grand Employment Area and Vicinity

The Light Industrial zone is intended to provide a full range of job opportunities so that residents can work close to home if they choose. This district provides for combining light, clean industries (such as industrial services, less intensive manufacturing, research and development and warehousing) and general office uses with a limited amount of retail. These uses do not require rail or marine access and have limited outdoor storage. They generally produce less noise, vibration, odor, light and glare than heavy industrial uses.

Development in Light Industrial areas is intended to be business or industrial park in character – more intensive than in areas designated Office-Commercial-Industrial (OCI), but less intensive than areas designated Heavy Industrial (IH), where buildings height is unlimited, lot coverage can be 100%, and impacts are allowed to be relatively greater.

### Current Ownership and Businesses

Most of the property within the LGEA is privately owned, except for WSD facilities and athletic fields (27.7 acres east of Grand Boulevard, straddling 5th Street), and the City water well complex at the eastern end of the LGEA. Ten property owners account for 76% of the 173 acres in the LGEA. More detail about ownerships and business types in the LGEA is contained in Appendix C. The mix of very large and very small businesses creates its own dynamic when identifying and resolving common issues.

### Capital Facilities, Public Services, and Utilities

*a. Transportation.* LGEA streets providing internal circulation are varying in width, construction, durability, and maintenance. Grand Boulevard, Grove Street, and Columbia House Boulevard are constructed to current street standards. However, streets west of Grand Boulevard (especially north of 1<sup>st</sup> Street) are old and in bad shape, generally without curbs and sidewalks. In addition, there are questions about the exact location of street rights-of-way in relation to existing street improvements. A few business uses appear to intrude into the right-of-way.



*Figure 3- Grand Boulevard looking north from Columbia House Boulevard - 2007*

Grand Boulevard was originally striped as a 4-lane arterial (see above). It was reconfigured and restriped in 2008 in conjunction with the development of the Grand Central Commercial Center, at the northwest corner of Grand and Columbia House Boulevards. The street is now configured as one travel lane each way, with a continuous center turn lane, and bicycle lanes on each side.



*Figure 4 - Grand Boulevard looking north from Columbia House Boulevard - 2008*

The intersection of 5th Street and Grand is an area of special concern because of the odd corner angles, varying street widths, and obstructed sight distances. However, there are currently no plans or funding to physically reconfigure or rebuild this intersection.



*Figure 5 - Grand Boulevard and 5<sup>th</sup> Street Intersection - 2008*

State Highway 14 and the BNSF railroad berm separate the LGEA industrial activity from other industrial developments along the river, with only one access route connection located at the west edge. The LGEA itself has no direct access to rail transportation services.

Pearson Field Airport is located just west of the LGEA. It is in the southeast section of the Historic Reserve, which is included in the recently updated Central Park Plan. Pearson Field Airport is one of the oldest active airfields in the West and is a historically significant center of aviation in the Pacific Northwest.

One bus route serves the LGEA. City Center bus #3 travels both directions along Columbia Way (south of State Highway 14), Columbia House Boulevard (north of State Highway 14), and Grand Boulevard, providing transit access to and from the residential neighborhoods to the north and northwest as far as 33<sup>rd</sup> Street, and the mixed use areas and City Center to the west and southwest (Appendix A – Figure 11).

*b. Sanitary Sewer and Water.* The LGEA is well served by public water and sewer. Both a well station and a sewer pump station are located in the eastern portion of the LGEA. Another sewer pump station is located west of Grand Boulevard and north of 1<sup>st</sup> Street (Appendix A – Figures 2 and 3). Existing facilities have the capacity to support additional office development and most industrial development without major upgrades. Site or land use specific water and sewer improvements may be necessary for heavy water users, but necessary upgrades can be made concurrent with new development.

*c. Drainage and Flooding.* The LGEA was originally part of the Columbia River floodplain. Although State Highway 14 and the railroad berm now cut the area off from the river, drainage and flooding issues are longstanding. The Public Works Department is in the process of reevaluating the area's problems and possible solutions, based on data derived from the 1996 floods in the area. Flood zone maps are also in the process of being updated by FEMA.

*d. Electricity.* Local electrical power is provided by the Clark Public Utilities (CPU), which maintains a substation east of Grove Street within the state highway right-of-way between Grand Boulevard and State Highway 14. CPU owns additional land around the substation for future expansion if necessary and can provide special service if needed. The Bonneville Power Administration (BPA) provides power to the substation with high-voltage lines located in a 100-foot-wide easement that extends from the northeast corner of the LGEA.

*e. Natural Gas.* Northwest Natural Gas provides natural gas service to the LGEA. A major regional supply pipeline operated by Williams Pipeline runs along State Highway 14.

### Other Plans

*Pearson Field Airport.* The 2001 Pearson Field Airport Master Plan, developed in partnership with the Federal Aviation Agency (FAA), described existing conditions, plans and needs for the future, and addressed coordination with plans for the Historic Reserve. The City of Vancouver has adopted an Airport Overlay for Pearson Field Airport that addresses airport operational safety issues in the area, including building and tree heights that could obstruct airport

approaches, and landscaping types that could attract unwanted wildlife to the airport area. The LGEA is subject to the standards of this overlay. Height limits are governed by the operational requirements of the airport as determined by the FAA. The standard height limit in the LGEA is 45 feet (50 feet in the commercially zoned portion), but may go higher if setbacks are increased. Plans for further development at the airport are supportive of uses that utilize private planes for business travel, but restrictions on height and glare could limit the operations of some businesses.



Figure 6 - Airport Height Overlay with Lower Grand Employment Area outlined

*Historic Reserve.* The Historic Reserve’s Long Range Plan (August 2006) includes plans for capital projects for the immediate future and for the longer term, characterized as 5, 10 and 25 years. Some of the planned projects could affect the LGEA. For example, future traffic circulation, parking, and transportation planning related to the Historic Reserve could result in development of off-site visitor parking lots and RV parking areas. If the Historic Reserve visitor numbers rise as expected, the LGEA could experience significant increases in traffic volumes with subsequent circulation conflicts between historic, commercial, and industrial traffic (including the closing of some local streets to through traffic). Much of the need for additional visitor services near the Historic Reserve (e.g. hotels, restaurants, and shops) proposed in the plan can be accommodated by the Grand Central commercial complex being developed at the northwest corner of Grand and Columbia House Boulevards, and existing and new development at Columbia Shores south of State Highway 14 and in the City Center. However, if predicated increases in tourist traffic become reality, the LGEA could be seen as a prime location for additional retail uses and land intensive tourist such as off-site parking, motels, and RV facilities.

Access from the east to the Historic Reserve area, and to the main entrance of Fort Vancouver, is primarily through the LGEA. The route is not obvious, and currently presents a visually uninviting approach to the Reserve. New street layouts, and revised traffic control could significantly improve this, but would significantly affect the LGEA at the same time.

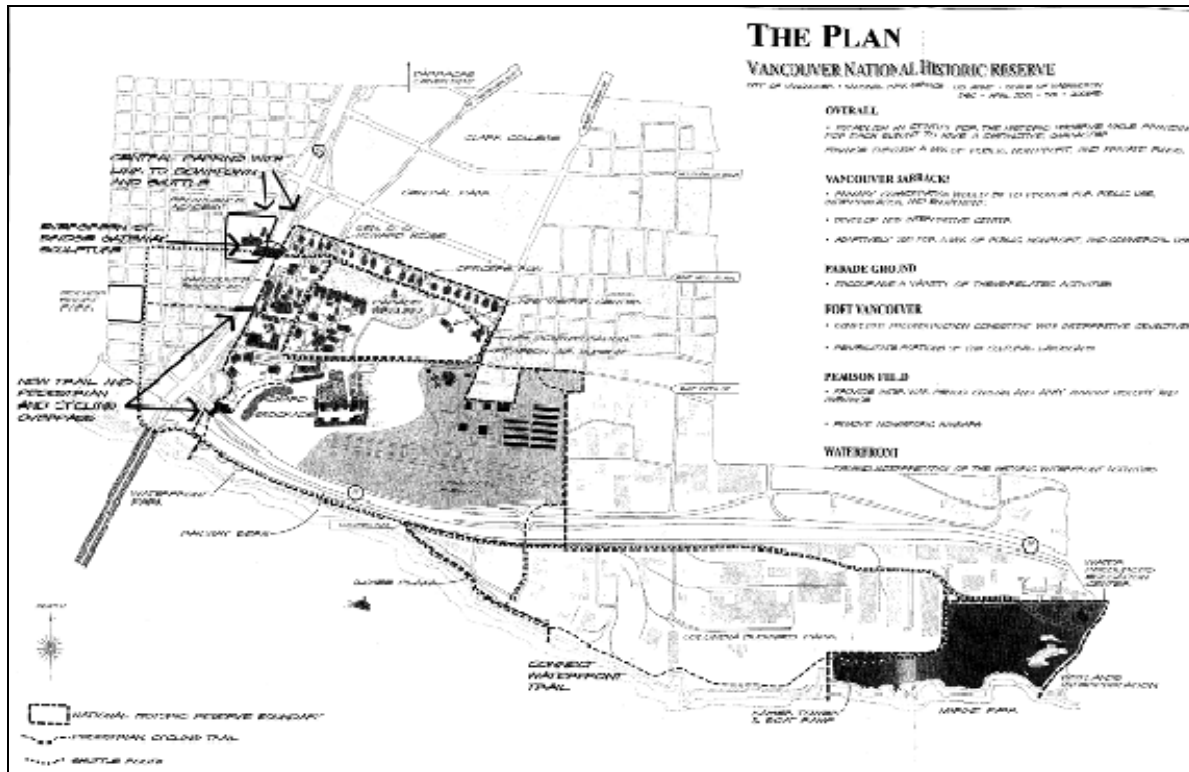


Figure 7 - Vancouver National Historic Reserve Plan

### Environmental Factors

Environmental constraints associated with this area primarily relate to flooding and drainage in the former Columbia River floodplain, steep slopes along the northern edge of the LGEA, and archaeological/historical resources that may be present from previous uses.

*Flooding:* As shown on existing FEMA maps, recently proposed FEMA map updates, and aerial photos from the 1996 flood event, certain areas of the LGEA are within the flood hazard area – especially east of Grove Street (Appendix A – Figure 5). Those areas with elevation above flood level would likely be inaccessible during high water due to flooding of many of the streets in the area. According to a 1997 Hydrology Report done for the installation of fill material within the proposed Quad Industrial Park (Node 5), the 100-year base flood elevation for this area is 29.0 feet (NGVD29). The elevation of lands within the LGEA ranges from approximately 24-46 feet, with the higher elevations located in the northern portion of the area towards 5th Street and at the eastern edge of the Quad properties.



*Figure 8 - 1996 Flood – Infrared Aerial Photograph*

*Wetlands:* The old NWI wetland maps still show most of the area east of Grove Street as wetland. However, this area was filled and re-graded as part of a grading permit issued in 1995 for the Quad Industrial Park. A small seasonal drainage, located just east of the Quad parking lots, is identified on current critical area maps as riparian habitat (Appendix A – Figure 7). A critical areas report will likely be required for new developments to confirm current conditions.

*Topography:* Steep slopes and erosion hazard areas exist along the slopes north of 5th Street and along the banks of the drainage pond that was created north of Columbia House Boulevard, between Grove Street and Blandford Drive, as part of the earlier fill and grading in the area (Appendix A – Figures 7 and 8).

*Wellhead Protection:* The eastern portion of the Quad properties, east of Grove and east of the initial Quad short plat, is within the 1900-foot diameter protection buffer surrounding the City wells located at the extreme eastern edge of the LGEA (Appendix A – Figure 9). New development or land uses within this protection buffer area are subject to the limitations and requirements of VMC 14.26.135 related to the production, use and disposal of hazardous materials.

*Noise:* Because this is an industrial area, noise levels are allowed to be higher than in nearby residential neighborhoods. However, state and local noise regulations do govern noise levels between land uses. Unless otherwise exempted by WAC 173-60-050, no development or use in the LGEA may create noise impacts, measured at the property line of a residential parcel, in excess of 60 dBA between 7:00 AM and 10:00 PM, with night-time levels 10 dBA lower

(although the limits may be exceeded by no more than 5 dBA up to 15 minutes in any one-hour period, or 10 dBA up to 5 minutes in any one-hour period, or 15 dBA up to 1.5 minutes in any one-hour period. In addition, no development or land use shall create off-site vibration impacts, discernible without instruments at the property line of the affected use.

*Grading and Stormwater:* Development regulations stipulate that property may not be graded, filled, or otherwise altered in a way that allows stormwater runoff to flow onto another property. All runoff is supposed to be contained on-site and directed to an approved stormwater facility (such as an infiltration system), unless otherwise approved, and such facility shall be maintained in proper working condition. Currently, the LGEA has minimal public or private stormwater facilities (Appendix A – Figure 6) and Node 1 in the northwest quadrant of the area is subject to frequent street and parking lot flooding.



*Figure 9 - Standing water along 2<sup>nd</sup> Street after rainstorm*

*Air Pollution:* In addition, no industrial development or use may create air emissions that exceed the legal limits established by the Southwest Clean Air Agency (SWCAA).

*Light and Glare:* In addition to FAA regulations related to the operations of Pearson Field Airport, local development regulations stipulate that no development or land use shall create off-site glare impacts from direct or reflected light sources (VMC 20.935.030.D). Potential off-site light and glare impacts must be minimized by placement of light sources away from adjacent properties, use of shields on lights, or reducing the number of lights to the minimum needed for safety and security.



### C. MARKET TRENDS

The vacancy rate for existing industrial structures in the Vancouver area was 4.4% in mid-2007, less than the 5% recorded at the end of 2006, far less than the 18% in 2003. Vacancy rates under 5% are considered low enough to attract investment in construction of additional industrial space. Until now, the increased construction costs of the past few years and lower lease rates warranted by industrial uses in comparison to commercial uses, have discouraged many businesses, investors and developers from moving forward on projects. Only recently have rental rates increased enough to attract some interest in construction of new industrial space. Industrial vacancy rates are likely to remain low for the next two-three years; however, construction costs remain high.

Even though offices would be allowed outright in the LGEA, office vacancy rates have remained high, averaging 12% at the end of 2006. The preferred rate is under 10%. However, the larger office spaces required by major companies are in short supply (*Vancouver Business Journal* articles 12/22/2006, 6/22/2007, 8/17/2007).

## **D. VISION, GOALS, POLICIES AND IMPLEMENTATION MEASURES**

Adoption of the LGEA subarea plan amends and supplements the City of Vancouver Comprehensive Plan to include specific goals and policies for the designated subarea. In addition to goals and policies of the *2003-2023 Vancouver Comprehensive Plan*, the following goals and policies shall apply to the adopted Lower Grand Employment Area.

### **Vision**

The Lower Grand Employment Area is an attractive and vital employment center with strong linkages to the rest of the community. The City and LGEA property owners and businesses act as partners to encourage and support development and redevelopment that creates or retains employment in the professional, technical and manufacturing fields. The area supports a variety of businesses, large and small, and serves as a business incubator. Streets, sidewalks, and bicycle paths safely carry employee, customer, and visitor traffic in and through the area.

### **Goals and Policies**

#### **1. Land Use and Community Development.**

**Allowed land uses in the Lower Grand Employment Area shall be predominantly light industrial, such that the LGEA is preserved as a family wage employment center, with limited commercial development providing services to local employees and area residents.**

Policy 1.1 - Review industrial development standards and allowed uses in the Vancouver Development Code (VMC 20.440) and propose necessary amendments to preserve industrial lands for family wage employment while still allowing appropriate levels and styles of residential and commercial development.

Policy 1.2 - Support the presence and further development of a mix of large and small industrial and office businesses that meet employment density and wage targets.

Policy 1.3 - Encourage the redevelopment of underutilized or substandard properties with more intensive and modern facilities.

### **Implementation Measure**

- Review and propose appropriate amendments to the industrial development standards and allowed uses in the Vancouver Development Code (VMC 20.440) as part of code coordination work with County and/or the City's regular code update efforts.
- Amend Quad rezone agreement covenants to delete any required Planning Commission review and approval of Quad Industrial Park site plans and define the "USGS" elevation reference as "City of Vancouver Datum NGVD29"

- Rezone the Washington School for the Deaf (WSD) athletic fields south of 5<sup>th</sup> Street from Higher Density Residential R-30 to Light Industrial IL.
- Rezone the western portion of the Fred Meyer (Grand Central) parking area, which is an allowed land use in the IL zone, from Industrial IL to General Commercial CG, so that the entire approved Grand Central Commercial Center is encompassed by a commercial zone.

## **2. Transportation.**

**The City works cooperatively with LGEA business property owners to develop a multi-modal transportation system appropriate to the mix of land uses and traffic types, with strong linkages to nearby industrial, commercial, historic, and residential areas, and the local region.**

Policy 2.1 – The City will work actively and cooperatively with property owners to resolve street location and right-of-way mismatch issues, survey and establish property lines along public rights-of-way, and record necessary documents to establish clear title for affected parties.

Policy 2.2 – Bring all streets within the LGEA up to adopted City standards as development and redevelopment occur. Support the establishment of Local Improvement Districts as appropriate.

Policy 2.3 - Improve street, pedestrian, and bicycle connections to adjacent areas to allow for safe and efficient access both within and through the LGEA. Design and construct capacity and safety improvements as needed, especially to the intersection of Grand Boulevard and 5th Street.

Policy 2.4 - Consider and support alternative ways to provide pedestrian and bicycle access and required parking when standard approaches adversely affect family wage employment uses.

Policy 2.5 - Support development of a secondary connection to the waterfront if feasible.

### **Implementation Measures**

- Actively monitor motor vehicle, bicycle, and pedestrian traffic, safety and volumes in the area as the LGEA and surrounding areas redevelop, and as Historic Reserve visitor activity increases.
- Actively work with property owners to identify priorities and details and for street improvements based on needs and costs. Amend the Transportation Improvement Program to include appropriate projects. Help property owners with procurement of grants, and/or establishment of a Local Improvement District (LID) to finance local street improvements.

### **3. Public Facilities and Services.**

**With City encouragement and facilitation, property owners, business owners, developers and the City cooperate to upgrade and extend utilities and services needed to support full development and redevelopment of the LGEA as an employment center.**

Policy 3.1 - Improve existing water, sewer and storm drainage systems in the area to support maximum development and redevelopment potential of the area. Explore the viability of a LID and other financing options to fund infrastructure improvements.

Policy 3.2 – Consider the cumulative effect of full development and/or more intense redevelopment of the area, and support area-wide solutions to common drainage issues.

#### **Implementation Measures**

- Inventory specific utility and drainage issues through direct contact with business and property owners and regular site visits. Actively monitor identified problems. Document utility and drainage problems and prepare a prioritized plan to resolve issues through repair, replacement, or construction of new facilities.
- Actively work with property owners to identify details and priorities for utility and drainage improvements based on need and costs. Help property owners with procurement of grants and/or establishment of a Local Improvement District to finance utility and drainage improvements.

### **4. Economic Development.**

**With City assistance, LGEA business and property owners cooperate and coordinate on the development of a common agenda that supports successful implementation of the Lower Grand Employment Area vision embodied in this plan.**

Policy 4.1 - Encourage and support local businesses and property owners in identifying common interests and needs, and advocating for solutions.

Policy 4.2 - Work actively and cooperatively with motivated property owners and developers to facilitate development of vacant and underutilized sites in the LGEA.

#### **Implementation Measures**

- Develop a mechanism for ongoing interaction and communication between the City, business, property owners, and neighbors regarding development and land use issues and concerns. This could take the form of a business association, a regularly scheduled forum, and/or the use of ad hoc committees to address particular issues or concerns.
- Economic Development staff and City officials will schedule regular site and business visits. An inventory of available buildings and sites in the LGEA, and the growth or relocation

needs of existing business in the LGEA, shall be maintained by the City to aid in the implementation of this plan and in the provision of economic development assistance.

## **5. Environment and Critical Areas.**

**Protect natural and historic resources, and other critical areas, using creative, sustainable approaches to development and redevelopment in the LGEA to create a safe attractive environment for employees and visitors.**

Policy 5.1 – Assure that outdoor lighting within the LGEA does not interfere with flight operations at Pearson Field Airport or create nuisance effects for adjacent neighborhoods, while still providing for safety, security, and efficient business operations.

Policy 5.2 – Noise produced by equipment and operations, indoor and outdoor, shall be screened and buffered to protect employees, visitors, and neighboring businesses and residents from excessive noise.

Policy 5.3 - Encourage use of creative sustainable approaches to reducing runoff and managing stormwater, such as “green” roofs, rain gardens, and rainwater collection for use in industrial operations and landscape maintenance.

Policy 5.4 – Cooperate with LGEA property owners to calculate, document, and establish flood elevation levels that incorporate changes in the nature of local floods and local grade elevations.

Policy 5.5 – Cooperate with owners of the land in the Eastern Node of the LGEA (aka Quad Industrial Park) to evaluate and document the nature and compaction of the fill material placed in this former wetland over the past 20 years.

### **Implementation Measures**

- Review and propose appropriate amendments to industrial development standards in the Vancouver Development Code (VMC 20.440) regarding lighting and noise impacts as part of code coordination work with County and/or the City’s regular code update efforts.
- Work with FEMA to adopt updated FIRM flood zone maps that incorporate current topography and flood data.
- Work with the owners of the Quad Industrial Park property in Node 5 to process and approve a master Critical Areas Permit that addresses all issues pertinent to full development of their property, including a review of historical and archaeological resources, regardless of how many individual projects are developed.

## 5. SUMMARY OF IMPLEMENTATION MEASURES

The following table summarizes identified implementation measures, identifies the lead entity for each and a timeframe for accomplishing it.

<b>Implementation Measure</b>	<b>Lead</b>	<b>Timeframe</b>
Review industrial development standards and allowed uses in the Development Code (VMC 20.440) and propose necessary amendments to preserve industrial lands for family wage employment while still allowing appropriate levels and styles of residential and commercial development.	Community Planning	Mid-2009
Amend Quad rezone agreement covenants to delete any required Planning Commission review and approval of Quad Industrial Park site plans and define the "USGS" elevation reference as "City of Vancouver Datum NGVD29"	Community Planning	Late 2008
Review and propose appropriate amendments to the industrial development standards and allowed uses in the Vancouver Development Code (VMC 20.440) as part of code coordination work with County and/or the City's regular code update efforts.	Community Planning and Development Review Services	2009
Rezone the Washington School for the Deaf (WSD) athletic fields south of 5 <sup>th</sup> Street from Higher Density Residential R-30 to Light Industrial IL.	Community Planning	Late 2008
Rezone the western portion of the Fred Meyer (Grand Central) parking area, which is an allowed land use in the IL zone, from Industrial IL to General Commercial CG, so that the entire approved Grand Central Commercial Center and its parking areas are within a commercial zone.	Community Planning	Late 2008
Actively monitor vehicle, bicycle, and pedestrian traffic, safety and volumes related to LGEA and Historic Reserve activity.	Community Planning and Transportation	Begin 2009 (Ongoing)
Actively work with property owners to identify priorities and details for street improvements based on needs and costs.	Transportation and Community Planning	2009
Amend the Transportation Improvement Program to include appropriate projects and priorities related to the LGEA such as the realignment of the Grand/5 <sup>th</sup> intersection.	Transportation and Community Planning	Mid-2010
Help property owners with procurement of grants, and/or establishment of a Local Improvement District to finance improvements to local access streets.	Transportation and Community Planning	2009-2010
Inventory specific utility and drainage issues through direct contact with business and property owners and regular site visits.	Public Works and Community Planning	During 2009

Document utility and drainage problems. Actively monitor identified problems.	Public Works and Community Planning	During 2009
Prepare a prioritized plan to resolve issues through repair, replacement, or construction of new facilities.	Public Works and Community Planning	2009-2010
Actively work with property owners to identify details and priorities for utility and drainage improvements based on need and costs.	Public Works	2009-2010
Help property owners with procurement of grants and/or establishment of a Local Improvement District to finance utility and drainage improvements.	Community Planning, Economic development	2009-2010
Develop a mechanism for ongoing interaction and communication between the City, business, property owners, and neighbors regarding development and land use issues and concerns. This could take the form of a business association, a regularly scheduled forum, and/or the use of ad hoc committees to address particular issues or concerns.	Office of Neighborhoods, Community Planning, Economic Development	Begins 2009
Economic Development staff and City officials will schedule regular site and business visits.	Economic Development, Community Planning	Begins 2009
An inventory of available buildings and sites in the LGEA, and the growth or relocation needs of existing business in the LGEA, shall be maintained by the City to aid in the implementation of this plan and in the provision of economic development assistance.	Economic Development, Community Planning	Begins 2009
Review and propose appropriate amendments to industrial development standards in the Vancouver Development Code (VMC 20.440) regarding lighting and noise impacts as part of code coordination work with County and/or the City's regular code update efforts.	Community Planning and Development Review Services	2009
Work with FEMA to adopt FIRM maps that incorporate current topography and flood data.	Community Planning	2009
Work with the owners of the Quad Industrial Park property in Node 5 to process and approve a master Critical Areas Permit that addresses all issues pertinent to full development of their property, including historical and archaeological resources, regardless of how many individual projects.	Development Review with assistance from Community Planning	Begins 2009

## Appendix A - Summary of Existing Conditions, Issues, and Opportunities (April 2007)

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## I. Introduction

In recent years, the City of Vancouver has focused its planning and revitalization attention on the City Center area west of I-5, the Central Park area (including the Fort Vancouver National Monument, Officer's Row and Pearson Airfield), and the Columbia Shores area south of SR-14. Although these efforts have had a positive effect on those areas, there has not been much spillover to the LGEA area.

In 2005, thirteen (13) acres at the northwest corner of Grand Boulevard and Columbia House Blvd were redesignated from Light Industrial to General Commercial. A Fred Meyer store and several commercial pads are proposed for the site, and are currently in the process of acquiring necessary development approvals and permits through the City's development review process (see Figure 1 – Zoning Map).

At the time the rezone was approved by City Council, LGEA property owners testified that finding industrial tenants was difficult, that the area is underutilized, and that providing commercial services to the area could attract and support new industrial and office activity and investment. Staff was directed to work with owners and businesses in the LGEA to develop a sub-area plan that addresses their long-term economic future.

## II. Existing Conditions

### 1. Location

The Lower Grand Employment Area (LGEA) includes approximately 173 acres, exclusive of roads, located east of Pearson Airfield, north of State Highway 14, west of Blandford Drive, south of 6<sup>th</sup> Street west of Grand, and south of 5<sup>th</sup> Street east of Grand (see Figure 1 – Zoning Map). The County assessor considers approximately 32 net acres as vacant or unimproved property.

The area has good access to adjacent state highway SR-14. Local street access is provided by SE Grand Boulevard, Columbia House Boulevard, and East 1<sup>st</sup> Street. The area is currently well served with public sewer and public water by the City of Vancouver (see Figures 2 and 3).

The LGEA west of Grand is within the southern portion of the Hudson's Bay neighborhood. The area east of Grand is not within a recognized neighborhood, but is bordered on the north by the Edgewood Park neighborhood and on the south across SR-14 by the Columbia Way neighborhood (see Figure 4).

### 2. Land Use

Zoning in the LGEA is primarily Light Industrial (IL). The area surrounding the LGEA on the north and northeast is predominately zoned residential with a small amount of commercial along Evergreen Boulevard. Properties south of SR-14 are designated mixed use residential/commercial to the west (Columbia Shores) and light industrial or heavy

industrial to the east (Columbia Business Center). To the west of the LGEA is Pearson Airpark and to the north are the Hudson’s Bay neighborhood, the Evergreen Blvd business district, and the Washington State School for the Deaf.

### 3. Current Ownership and Businesses

Most of the property within the LGEA is owned privately, except for 27.7 acres east of Grand Avenue, straddling 5<sup>th</sup> Street, developed for the Washington School for the Deaf facilities and athletic field, and the City water well complex at the eastern end of the LGEA. Approximately 76% of the 173 acres in the LGEA are owned by 10 of the 44 ownership groups:

<b>Top 10 Ownerships</b>	<b>Acres</b>	<b>%</b>
QUAD INVESTMENTS	52.49	30.44
STATE OF WASHINGTON - WSD	27.70	16.06
GRAND CENTRAL PARTNERS LLC	12.98	7.53
COLUMBIA MACHINE INC	9.82	5.70
KIEWIT CONSTRUCTION CO	7.85	4.55
HIDDEN FAMILY	5.07	2.94
ELMAC GROUP LLC	5.00	2.90
NETH FAMILY	3.45	2.00
LIBERTY EVANS LLC	3.25	1.88
CALVERT R H & DOLORES et al	3.18	1.85
<b>Totals</b>	<b>130.80</b>	<b>75.85</b>

Existing businesses in the LGEA providing office and/or industrial employment:

<b>Business in the LGEA (alphabetical)</b>
A & J Custom Cabinets
Adco (Comm'l Printing and Graphics)
All Towing & Recovery, Vancouver Towing
American Freight Systems
Bluebird Moving and Storage (Allied Van Lines)
Calvert Company, Inc (Laminated Structural Beams)
Civilworks NW Inc, Byrne Specialty Gases
Columbia Machine
Columbia Machine - Okura
New Edge Networks
Drainage Masters, (NW Raingardens)
Electrix (electrical contractor)
Geotk (Fabrics, Liners, and Erosion Control)
Hepieric, Inc (Cyclone Computer Systems, Pro-Dx)
Herko Tool and Machine (Automobile machine shop)
Hr Street (metal Industry)
Instafab (steel fabricators and erectors)
Iron Gate Storage
J H Kelly
Key Trucking (Terminal)

<b>Business in the LGEA (alphabetical)</b>
Kiewit Construction Co
Martin Roofing
Pacific Castparts
Pacific Pre-Cast
Prodiapp/Pro-Services (Contract Cut and Sew)
Pro-Plus International (Fasteners)
RLD Company (Construction)
Palace of Persistence (Smart Pharmaceutical, Collectible Investments Guild, P.R.I.M.E. Columbia Showboat)
Scheiffer NW Inc,
Smith Cooper Northwest (Plumbing Fixtures & Supplies)
Speeds Towing
Tensolite
Test You (Commercial Driver Training)
Trailer World (Distributor),
True World Foods
U2 Technology (Inspection and testing)
Vancouver Roofing and Sheet Metal (VRSM)
Washington School for the Deaf
G F Webb (Demolition, Concrete Cutting)
Westmar Consulting Engineers

#### 4. Environmental

Environmental constraints associated with this area, based on information contained in Clark County GIS records and maps, relate to flooding, storm drainage, steep slopes, erosion hazards, aquifer recharge areas, and archaeological/historical issues (see Figures 5 through 10).

As shown on existing FEMA maps, recently proposed FEMA map updates, and aerial photos from the 1996 flood event, the majority of the LGEA is within the flood fringe. Those areas with elevation above flood level would likely be inaccessible during high water due to flooding of many of the streets in the area. According to a 1997 Hydrology Report done for grading of the Quad Industrial Park, the 100-year flood elevation is 29.0 feet, and the elevation of the lands within the LGEA ranges from 24-32 ft., with the higher elevations located in the northern portion of the area towards 5th Street. The Quad Industrial Park lands have been re-graded to a higher elevation since the 1996 flood, with provisions made for a drainage pond to hold and control uphill drainage and some of the river backflow into the area.

NWI wetland maps still show most of the area east of Grove Street as potential wetland. However, this area was filled and regraded as part of a grading permit issued in 1995 for the Quad Industrial Park. A small seasonal drainage, located just east of the Quad parking lots, is identified on current critical area maps as riparian habitat. A critical areas report will likely be required for new developments to confirm conditions and functions.

Steep slopes and erosion hazards are mapped along the slopes north of 5<sup>th</sup> Street.

The eastern portion of the Quad properties, east of Grove and east of the initial Quad short plat, is within the 1900 ft diameter protection buffer surrounding the City wells located at the extreme eastern edge of the LGEA. All new development within this protection buffer area is subject to the limitations and requirements of VMC 14.26.135 related to the production, use and disposal of hazardous materials.

## 5. History

The general area was annexed into the City in 1909. This primarily industrial subarea was a lowland agricultural area in the days before World War II. Most industry at that time was marine oriented and located further west along the Columbia River. Beginning in 1942 the area was rapidly developed as a temporary housing area for workers in the Kaiser shipyards that were developed just to the south along the Columbia River shore. After the war, this temporary housing was quickly removed and the area converted to industrial use.

There are no known or protected historical sites within the LGEA; however, the entire area is in a high probability archeological and historic area. The Fort Vancouver Historic Reserve is located a short distance west of the LGEA. Even though the lands in the LGEA were extensively graded and filled during WWII to provide for wartime worker housing related to the shipyards, the area has a long history of active agricultural use related to Fort Vancouver, which was continued by early settlers and extended up until the time of WWII. Archeological surveys may be required before new development can commence; at a minimum, an Archeological Pre-determination will be required.

The general area is rich with history and includes the Fort Vancouver National Historic Park, the United States Army Vancouver Barracks, Officer's Row, and the Pearson Airfield and Museum. One of the primary access routes to these historic attractions is through the LGEA north from SR-14 along Grand Avenue, then west along 5<sup>th</sup> Street.

The February 1981 Vancouver Comprehensive Plan (p. 75) identified the predominately industrial nature of the Columbia Industrial area north of the railroad tracks and SR-14. The area was designated as Industrial Park at that time, but recognized for being along one of the primary entrances to Vancouver, with landscaping enhancement to be encouraged and outdoor storage along SR-14 to be discouraged.

The 1991 Eastside Plan update to the Vancouver Comprehensive Plan included the LGEA study area. However, the Eastside Plan focused primarily on environmental, residential neighborhood, and waterfront development issues in the urban area east of I-5 and south of SR-500. The land uses and zoning of the LGEA were not evaluated; the land use designation remained Light Industrial.

The 1994 Visions for the Vancouver Area plan and the 2003-2023 Vancouver Comprehensive Plan were primarily policy documents that did not focus attention on specific subareas. The need for subarea planning was identified as a primary implementation measure.

## 6. Employment

Based on state employment information and assessor's data, Clark County GIS estimates employment in the LGEA at approximately 1,628 in 2004, projected to increase to 2,010 in the year 2024. Upon more detailed review, the City has increased the 2024 projection by 350 for a total of 2,360. Columbia Machine and New Edge Networks are the major employers in the LGEA.

## 7. Capital Facilities and Utilities

### *a. Transportation*

The LGEA is accessible from all parts of the city and region. It is bounded on the south by State Highway 14, a primary connection between I-5 and I-205 that also extends into eastern Washington. Grand Boulevard provides the main north-south connection through the LGEA from SR-14 to Evergreen, Mill Plain, and Fourth Plain boulevards (major east-west arterial streets). Internal LGEA streets providing internal circulation are widely varying in width, construction, durability, and maintenance.

Grand Boulevard, Grove Street, and Columbia House Blvd are constructed to modern street standards. However, streets west of Grand Avenue (especially north of 1<sup>st</sup> Street) are old and in bad shape, generally without curbs and sidewalks. In addition, there are questions about the exact location of the certain street rights-of-way in relation to existing street improvements. There also appear to be some intrusions into the right-of-way from a few abutting uses. Grand Boulevard is scheduled for repair and re-stripping in conjunction with pending commercial development at the northwest corner of Grand and Columbia House boulevards. The intersection of 5<sup>th</sup> Street and Grand has been identified as an area of concern, but there are currently no plans or funding to reconfigure the intersection

SR 14 and the parallel railroad berm separate the LGEA industrial activity from other industrial developments along the river, with only one access route connection located at the west edges of these industrial areas. The LGEA area has no direct access to rail transportation services.

### *b. Transit*

There is one bus route that serves the LGEA (see map, pg. xx). City Center #3 travels both directions along Columbia Way (south of SR-14), Columbia House Boulevard (north of SR-14), and Grand Avenue, providing transit access to and from the

residential neighborhoods to the north and northwest as far as 33<sup>rd</sup> Street, and the mixed use areas and City Center to the west. (see Figure 11).

*c. Pearson Airpark*

Pearson Airpark is located just west of the LGEA. It is in the southeast section of the area included in the Central Park Plan. Pearson is one of the oldest active airfields in the West and is a historically significant center of aviation in the Pacific Northwest.

*d. Sanitary Sewer and Water*

The entire area is served by public water and sewer. Both a well station and a sewer pump station are located in the eastern portion of the LGEA. Existing facilities have the capacity to support additional office development and most industrial development without major upgrades. Site or use specific water and sewer improvements may be necessary for heavy water users, but such upgrades can be made concurrent with new development.

*e. Drainage and Flooding*

Drainage and flooding issues are longstanding and are in the process of being reevaluated based on data derived from the 1996 floods in the area.

*f. Electricity*

Electrical power is provided by Clark Public Utilities (CPU), which maintains a power substation east of Grove Street in the state highway right-of-way between Columbia House Boulevard and SR-14. The CPU owns additional land around the substation for future expansion if necessary. Site specific electrical service is a “pay-as-you-go” proposition. Electrical connections and any related system upgrades are financed by new development in the form of system connection fees and utility rates paid by CPUD customers.

*g. Natural Gas*

Northwest Natural Gas provides natural gas service to the LGEA. A major regional supply pipeline operated by Williams Pipeline runs along SR-14.

*h. Schools*

Washington State School for the Deaf is located in the north-central portion of the LGEA, on the bluff north of 5<sup>th</sup> Street and east of Grand Boulevard. The WSD athletic field is located in the lowland area below the school, south of 5<sup>th</sup> Street and west of Grove Street. The WSD 2007-2012 Strategic Plan calls for continued replacement and upgrading of its facilities and programs.

*i. Parks and Recreation*

There are no parks or public open space within the LGEA. However, the Fort Vancouver National Historic Site and Central Park (encompassing public facilities and offices, schools, and athletic fields) are located a short distance to the west and northwest. A public pedestrian and bicycle trail traverses the western edge of the LGEA - connecting the Historic Reserve with similar trails along the Columbia River south of SR-14 and the railroad berm.

III. Other Plans And Planning In The Area

1. Pearson Airpark

The City of Vancouver has adopted an Airport Overlay for Pearson Airpark to recognize airport operational safety issues in the area, including building heights that could obstruct airport approaches, and landscaping standards that limit planting around the airfield, as it attracts wildlife. All of the LGEA is subject to the standards of this overlay. Height limits in the area are governed by the operational requirements of the airport. The basic height limit in the LGEA light industrial east of Pearson is 45 feet, but may go higher under certain conditions. The Quad Industrial Park area east of Grove Street is limited to 45 feet above grade or 75 ft USGS elevation by covenant (Rezone Agreement AF 8606120043). These heights are below the limitations of the Airport Height Overlay.

The Pearson Airpark Master Plan calls for development of the vacant City property that fronts 5<sup>th</sup> Street at the northeast corner of the airport. Pearson has requested a rezone for the northern portion of the piece, so they can have some flexibility on what they can build there. The southern larger portion of this vacant piece is planned for additional storage hangers. This proposal is being evaluated as part of the update of the Central Park Plan.

2. Historic Reserve

The Vancouver National Historic Reserve was established by Congress in 1996 and includes Officers Row, the Vancouver Barracks, Fort Vancouver Historic Site and Pearson Airfield and Museum.

The Historic Reserve's Long Range Plan (August 2006) includes plans for capital projects for the immediate future and for the longer term, characterized as 5, 10 and 25 years. Immediate term (5-year) projects include: Visitors Center remodel; the Confluence Project "Land Bridge"; West Barracks redevelopment; continued Fort Vancouver reconstructions; opening up access to the water front, with partial reconstruction of the 'Salmon Store' and the Hudson's Bay wharf; and construction of a natural berm amphitheater. Improved signage is proposed to guide visitors to various attractions and services. Additional parking, walking and bike paths, and internal transportation system improvements are also proposed.

Longer-term (10-year) projects include: continued West Barracks redevelopment and Fort Vancouver reconstructions; East Barracks redevelopment and adaptive reuse; development of a Native American Cultural Center/Museum; and South Barracks adaptive reuse.

Some of the planned projects could affect the LGEA. For example, future transportation and parking planning related to the Historic Reserve could result in development of off-site visitor parking lots and RV parking areas. If the Historic Reserve visitor numbers rise as hoped and expected the LGEA could experience increased traffic volume and circulation conflicts (including closing some local streets to through traffic). Another proposal suggests developing visitor services (e.g. hotels, restaurants, and shops) near the Historic Reserve, and the LGEA could accommodate some of these uses.

One issue that might affect the LGEA could be proposals to improve entrance to the site by realigning street layouts and revising traffic controls. The Park Service recommends reconfiguring 5<sup>th</sup> Street from East Reserve to Fort Vancouver Way to a more historic layout and with use of more historic materials. In addition, the Trust urges consideration of closing Evergreen Boulevard to through traffic from I-5 to East Reserve and replacing the current road with more historic materials and a period wooden boardwalk. The southeast entrance to the Historic Reserve is accessed primarily through the LGEA. The entrance is somewhat difficult to find and presents an uninviting approach to the Reserve. New street layouts and revised traffic control could significantly improve this, and significantly affect the LGEA.

### 3. Grand Central

A Fred Meyer shopping center is proposed for 13 vacant acres at the northwest corner of Grand Boulevard and Columbia House Boulevard, on the site that was home to the Jantzen apparel manufacturing company for 50 years after WWII. The proposed shopping center will encompass a 138,000 Sq. ft. Fred Meyer store, five retail commercial pads, one pad each for a financial institution and a restaurant. The development will be required to provide pedestrian sidewalks, bike paths, and street improvements along its north, south and east edges. At the same time, Grand Boulevard will be re-stripped as a 3-lane collector arterial with center turn lane, bike paths, and enhanced pedestrian facilities. In addition, Columbia House Boulevard will be widened and reconfigured to provide safe turning movements at the southern access driveway to the development. The east end of 1<sup>st</sup> Street connecting with Grand Boulevard will also be widened and reconfigured to provide both left and right turn lanes.



#### IV. Comprehensive Plan Policies Affecting the LGEA

The following policies in the Vancouver Comprehensive Plan 2003-2023 are relevant to the future of the Lower Grand Employment Area:

##### 1. Land Use and Community Development Policies

**CD-1. Citywide Land Supplies:** Establish land supplies and density allowances that are sufficient but not excessive to accommodate adopted long term City of Vancouver population and employment forecast allocations.

**CD-2. Efficient Development Patterns:** (excerpt) . . . . Encourage higher density and more intense development in areas that are more extensively served by public facilities, particularly by transportation and transit services.

**CD-4. Urban Centers and Corridors:** Achieve the full potential of existing and emerging urban activity centers and the corridors that connect them, by:

- a. Promoting or reinforcing a unique identity or function for individual centers and corridors
- b. Planning for a compact urban form with an appropriate mix of uses
- c. Working with stakeholders to develop flexible standards to implement the vision for that center or corridor
- d. Encouraging innovative, attractive private development that efficiently uses available land and resources
- e. Establishing connectivity within each center and to other areas to provide accessibility
- f. Providing a range of transportation options
- g. Investing in public facilities and amenities to enhance livability

**CD-7. Human Scale and Accessible Development:** Facilitate development that is human scale, and encourages pedestrian use and human interaction.

**CD-8. Design:** Facilitate development and create standards to achieve the following:

- a. Increased street front use, visual interest, and integration with adjacent buildings.
- b. Improved pedestrian connections and proximity of uses within developments.
- c. Enhanced sense of identity in neighborhoods and subareas.
- d. Publicly and/or privately owned gathering spaces facilitating interaction.

**CD-9. Compatible Uses:** Facilitate development that minimizes adverse impacts to adjacent areas, particularly neighborhoods.

**CD-10. Complementary Uses:** Locate complimentary land uses near to one another to maximize opportunities for people to work or shop nearer to where they live.

CD-11. **Archaeological and Historic Resources:** Protect and preserve cultural, historic and archaeological resources. Promote preservation, restoration, rehabilitation, and reuse of historically or architecturally significant older buildings. Continually increase knowledge and awareness of historic and archaeological resources, further developing the City's identity and allure. Work with Clark County to maintain state Certified Local Government Status.

CD-12. **Integrated Area Planning:** Promote cohesive, integrated planning of areas and sites through use of subarea planning, master planning, and planned developments, or other methods.

## 2. Environmental and Critical Areas Policies

EN-3. **Restoration & Enhancement:** Promote and facilitate ecosystem restoration and enhancement.

EN-5. **Habitat:** Protect riparian areas, wetlands, and other fish and wildlife habitat. Link fish and wildlife habitat areas to form contiguous networks. Support sustainable fish and wildlife populations.

EN-7. **Water Quality & Quantity:** Enhance and protect surface, storm, and ground water quality from septic discharge, impervious surface runoff, improper waste disposal, and other potential contaminant sources. Ensure safe and adequate water supplies and promote wise use and conservation of water resources.

EN-8. **Trees And Other Vegetation:** Conserve and restore tree and plant cover, particularly native species, throughout Vancouver. Promote planting using native vegetation. Protect historic and other significant trees.

EN-10. **Hazard Areas:** Manage development in geologically hazardous areas and floodplains to protect public health and safety.

EN-11. **Sustainability:** Facilitate use of water, energy, land, and natural resources to provide for current needs without sacrificing the needs of future generations. Promote sustainable public and private development practices and patterns, building design, water use reduction, and waste reduction. Incorporate green building principles and practices into the design construction, and operation of all City facilities, City funded projects, and infrastructure to the fullest extent possible.

## 3. Economic Development Policies

EC-1. **Jobs – Housing Balance:** Increase the ratio of jobs to residents in the City of Vancouver and the region.

**EC-2. Family Wage Employment:** Promote the formation, recruitment, retention and growth of businesses that provide a wide range of basic and supporting employment opportunities. Prioritize family wage employment in land use policies and practices.

**EC-3. Public Revenue Enhancement:** Promote development that enhances revenue generation to provide public services.

**EC-4. Industrial and Business Park Sanctuaries:** Provide an adequate supply of serviceable industrial and/or business park areas offering opportunities for family wage employment and revenue generation.

**EC-5. No Net Loss Of Employment Capacity:** Restrict zone changes or legislative approvals which lessen long term capacity for high wage employment unless accompanied by other changes within the same annual review cycle which would compensate for the lost capacity, or unless the proposed change would promote the long term economic health of the city.

**ED-6. Efficient Use Of Employment Land:** Maximize utilization of land designated for employment through more intensive new building construction, and redevelopment and intensification of existing sites.

#### 4. Public Infrastructure and Services Policies

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

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

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

**PFS-5. System Balance:** Allocate resources to balance transportation choices. Promote development of a broader range of transportation options including pedestrian, bike, and transit systems, rather than focusing all resources on satisfying peak commuting demand with roadway capacity alone.

**PFS-6. Transportation Safety:** Ensure high safety standards for motorists, pedestrians, and bicyclists through the development and capital improvement processes. Allocate city capital resources to high risk and collision locations—for motorists, bicyclists, and pedestrians.

**PFS-7. Transportation Finance:** Develop recurring and dedicated funding for a complete transportation program, including system operation and maintenance. Leverage local funding with innovative and aggressive finance strategies including partnerships, grant development, efficient debt, and fee-based funding sources.

**PFS-8. Transportation Circulation and System Connectivity:** Develop a transportation grid that provides good connections to surrounding land uses and activity centers and allows for multiple circulation routes to/from each location. Close gaps and complete system connections through the development and capital improvement processes.

**PFS-9. Land Use and Transportation Integration:** Develop and implement innovative transportation investment, design, and program incentives to achieve the urban environment envisioned in the Comprehensive Plan.

**PFS-10. Livable Streets:** Design streets and sidewalks and manage vehicular traffic to encourage livability, interaction, and sense of neighborhood or district ownership in linkage with adjacent land uses. Encourage multi-modal travel, and provide accessible, human scale opportunities for transferring between travel modes.

**PFS-15. Transit Service:** Maintain transit service at no less than 2003 levels.

**PFS-16. Economic Development:** In order to support the continued economic vitality of Vancouver, major transportation system investments should facilitate freight mobility, job creation, regional competitive position, and revenue growth.

**PPFS-20. Airports:** Protect the viability of Pearson Field as a significant component of the transportation system by encouraging compatible land uses and discouraging activities that could affect the present and/or future use of the airport (Revised 12/19/2007 Ordinance M-3730 Section 35).

**PFS-21. Wastewater Reclamation:** Eliminate health hazards from domestic and industrial wastewater and return clean water to the environment.

**PFS-22. Sewer Service:** Provide sewers and sewer service to every Vancouver home, business, and industry at an affordable and equitable cost. . . . Ensure that the infrastructure to support sewer service is in place prior to or at the time of development.

**PFS-23. Water Service:** Provide safe, clean, quality drinking water to every Vancouver home, business, and industry. . . . Provide water pressures and volumes necessary to

support fire suppression hydrants and sprinkler systems. Ensure that the infrastructure to support water service is in place prior to or at the time of development.

**PFS-25. Stormwater Management:** Manage storm water to safely pass floodwaters, maintain and improve water quality of receiving streams, lakes, and wetlands, protect and enhance fish and wildlife habitat, promote recreational opportunities, and enhance community aesthetics.

Figure 1 - Lower Grand Employment Area with Current Zoning

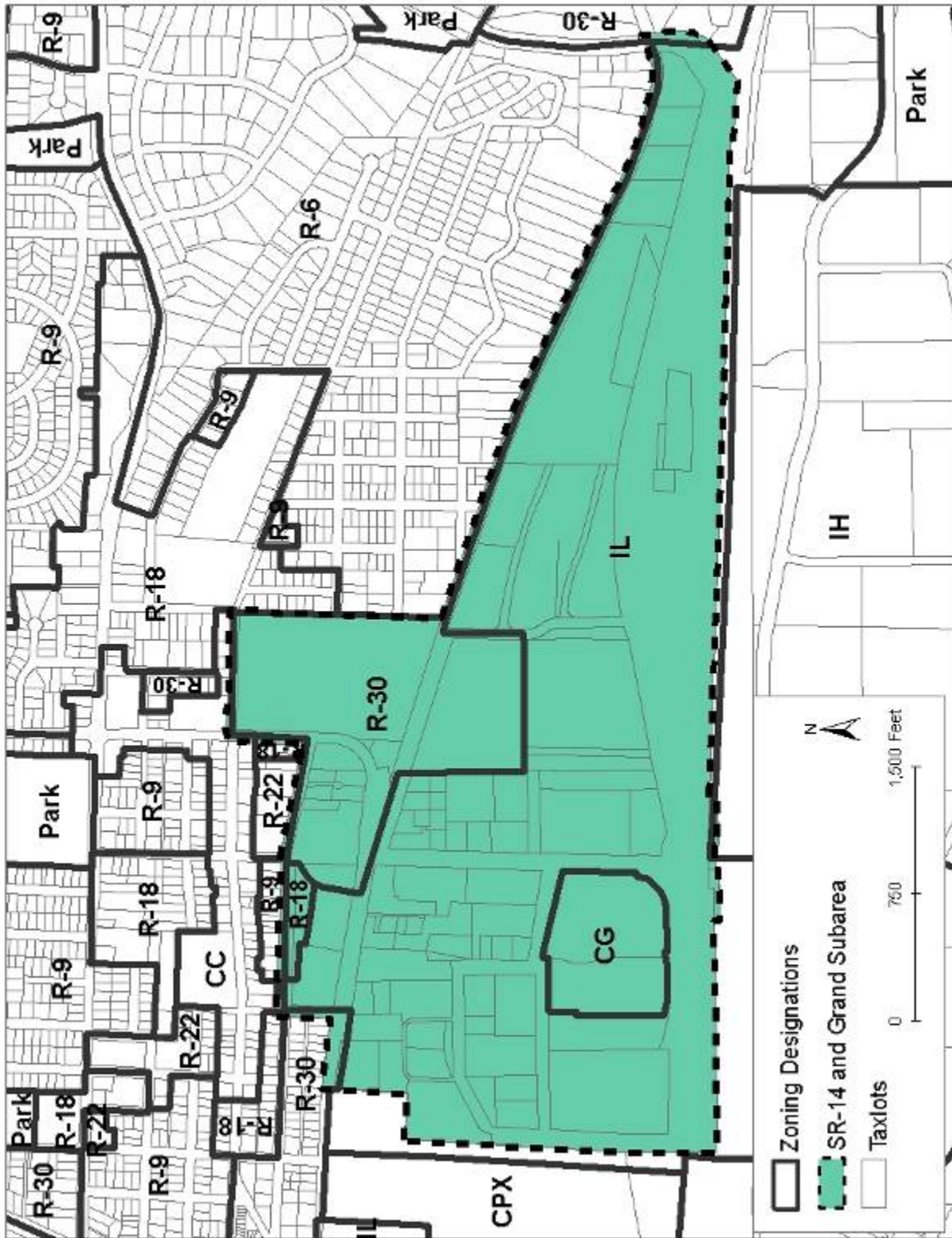


Figure 2 – Sanitary Sewer Lines

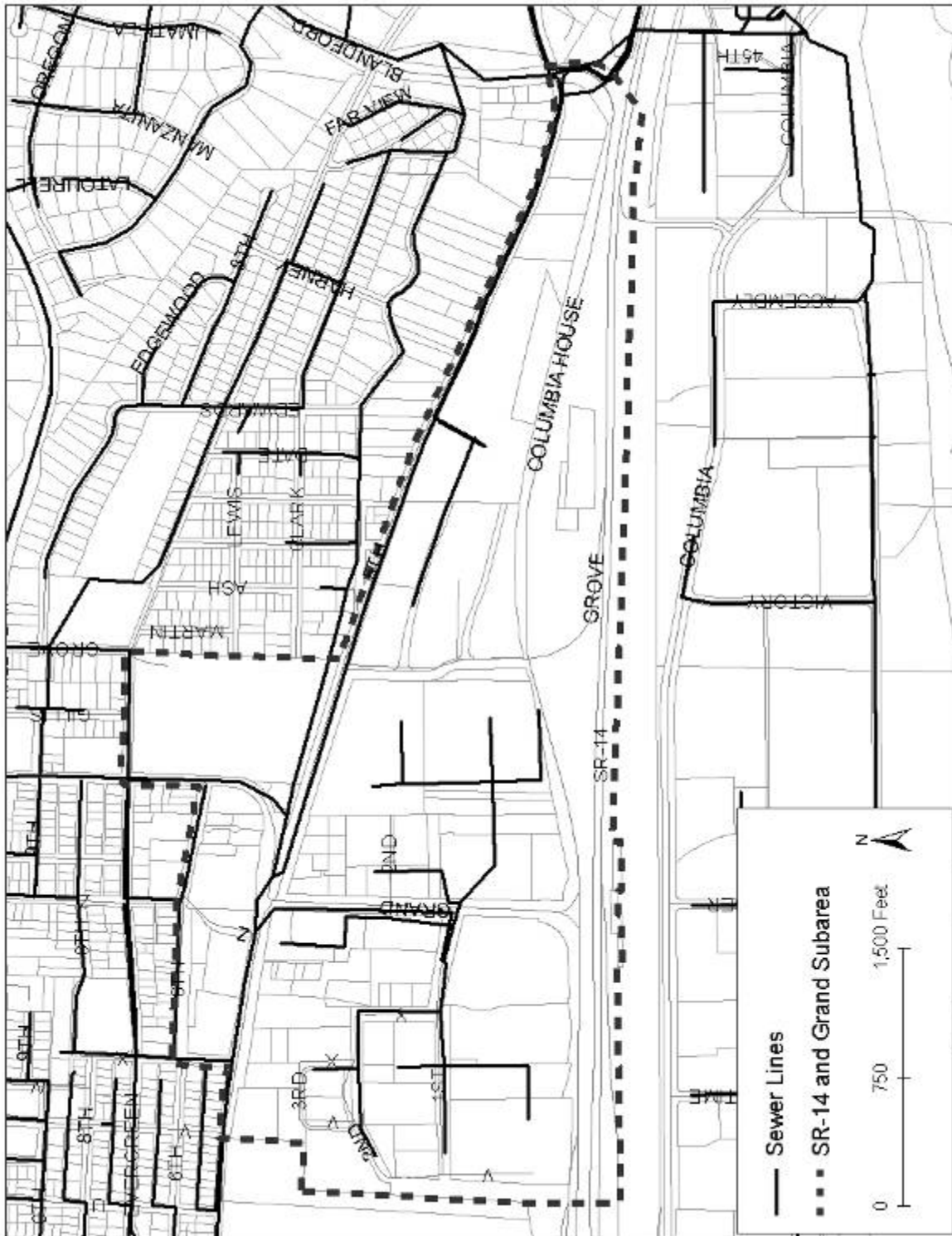


Figure 3 – Water Lines

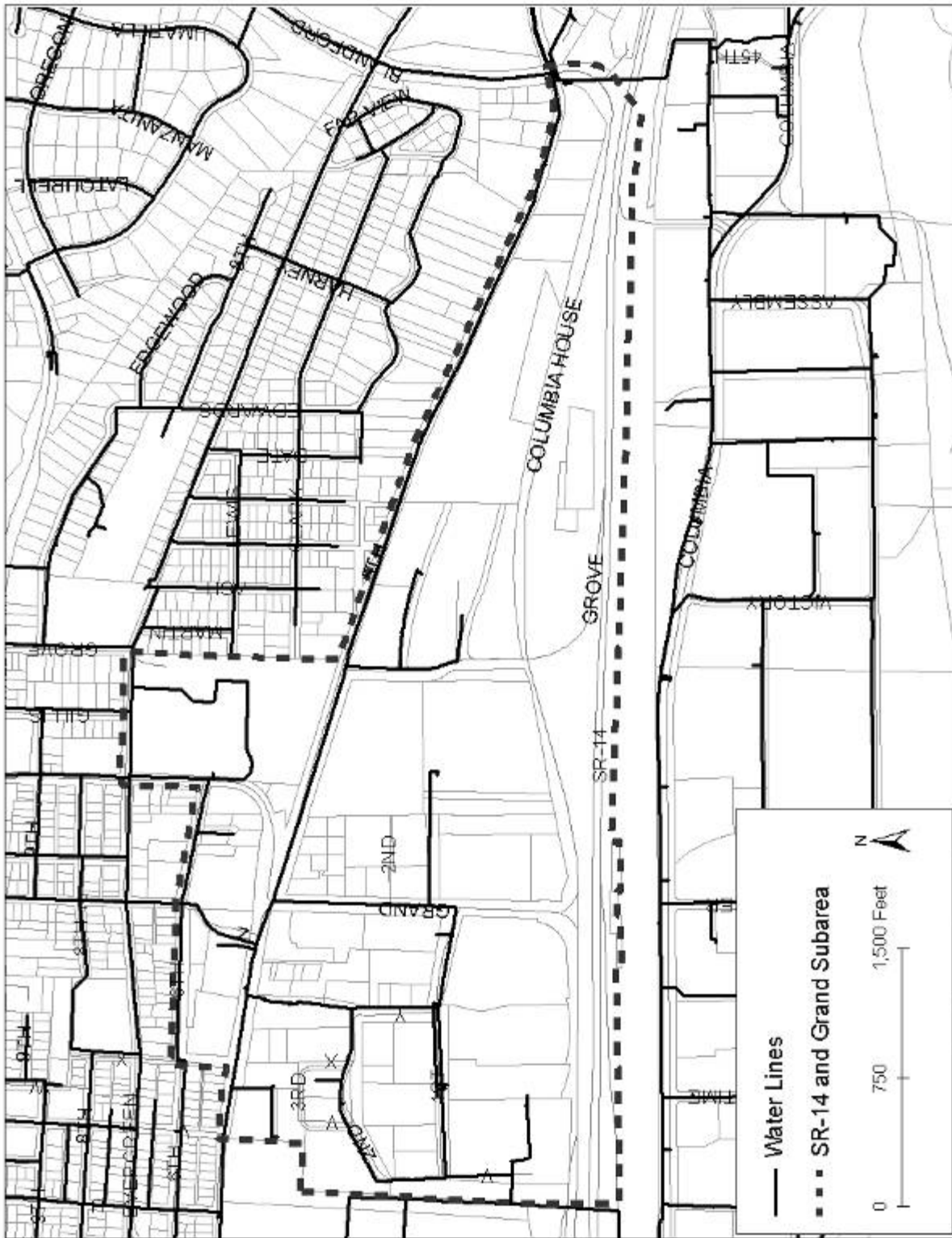




Figure 4 – Neighborhood Associations

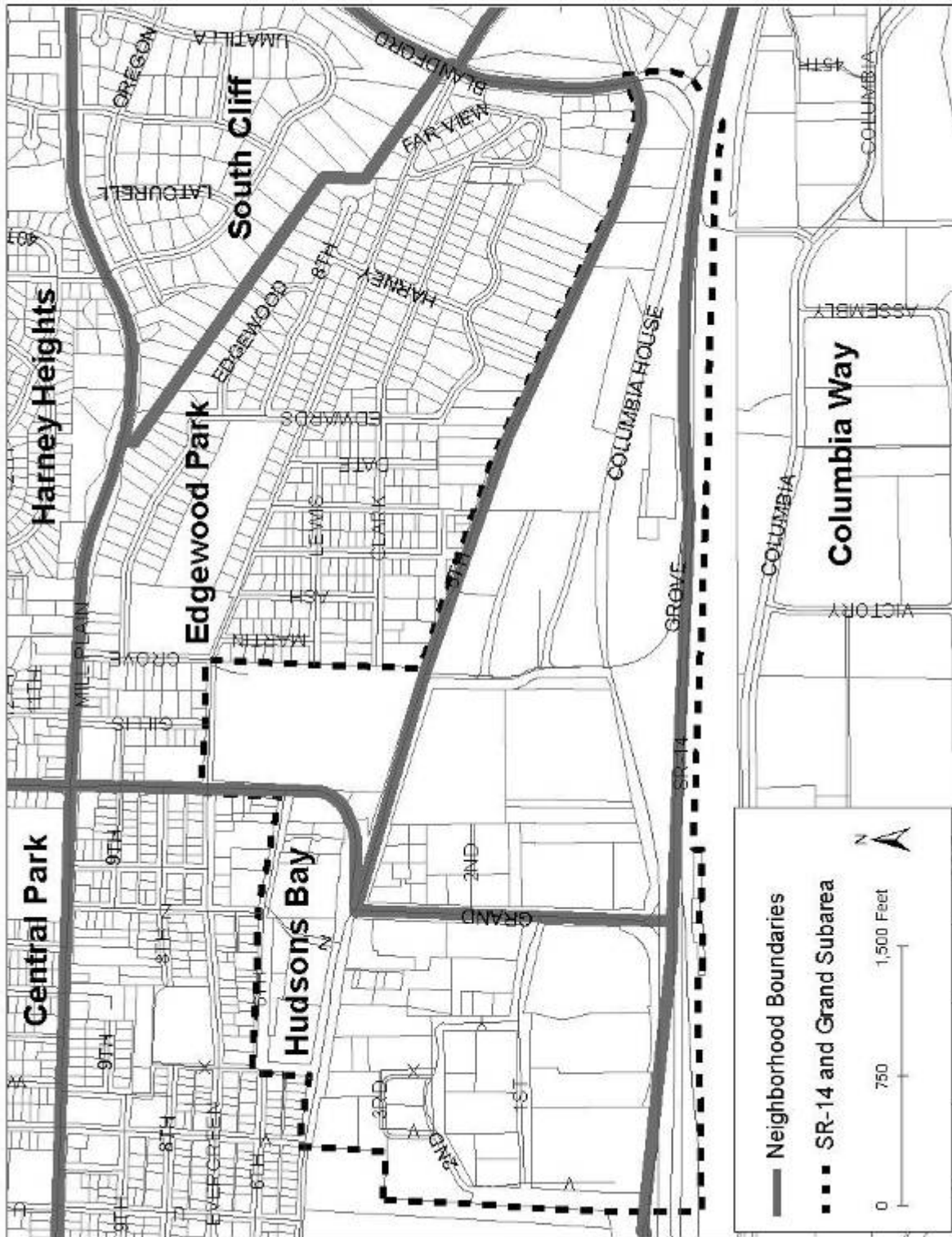


Figure 5 – Frequently Flooded Areas

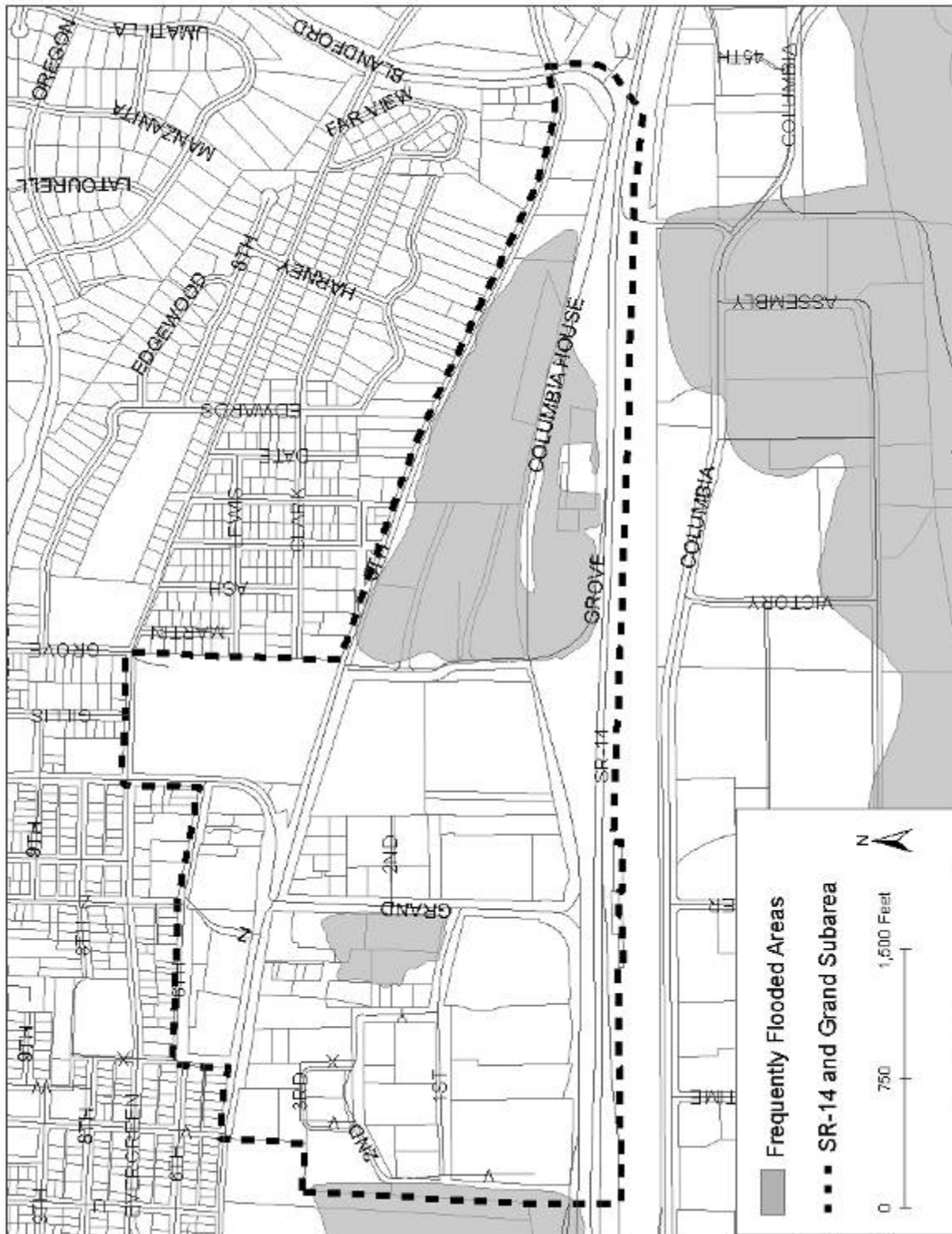


Figure 6 – Storm Water Facilities

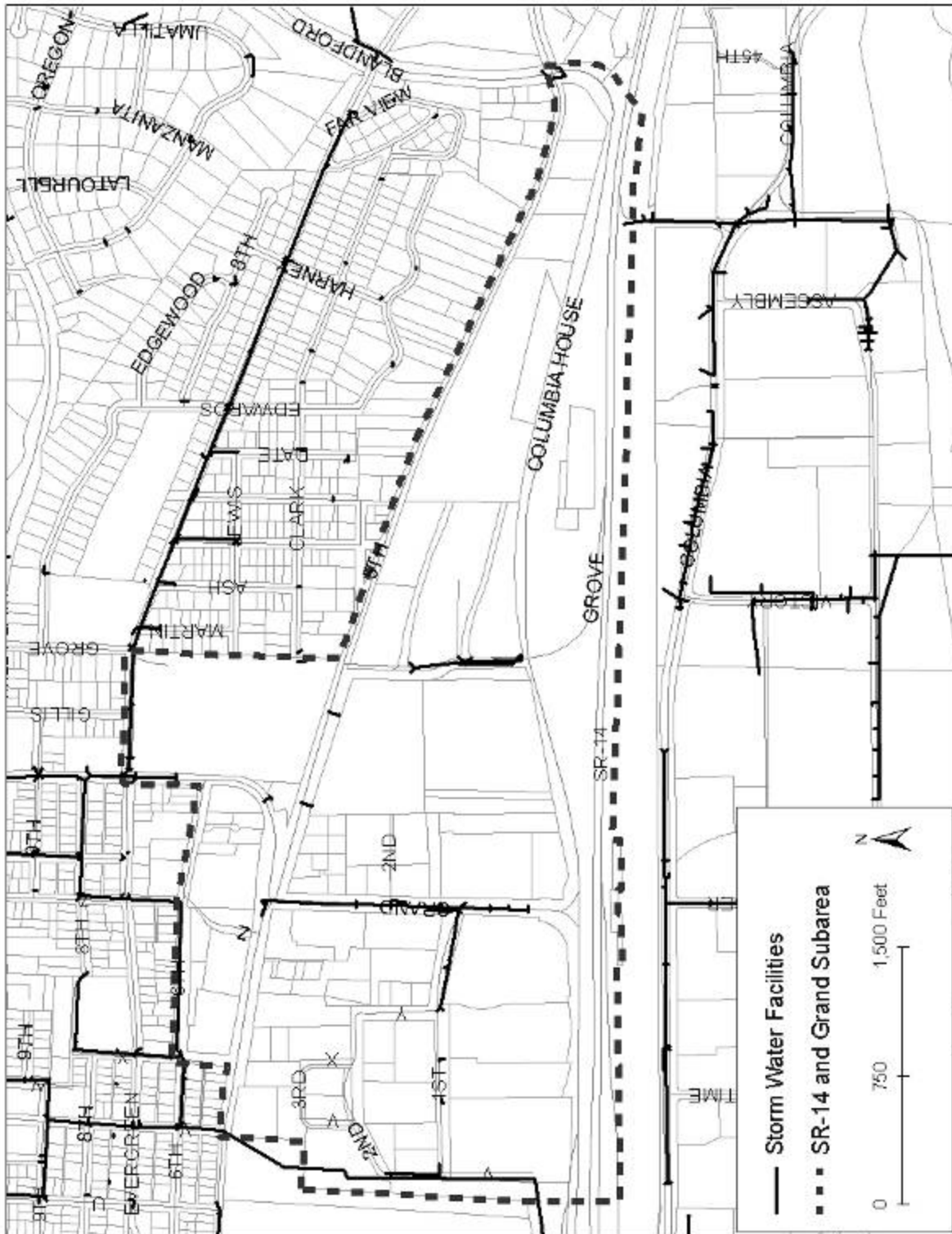


Figure 7 – Slopes Greater Than 25%

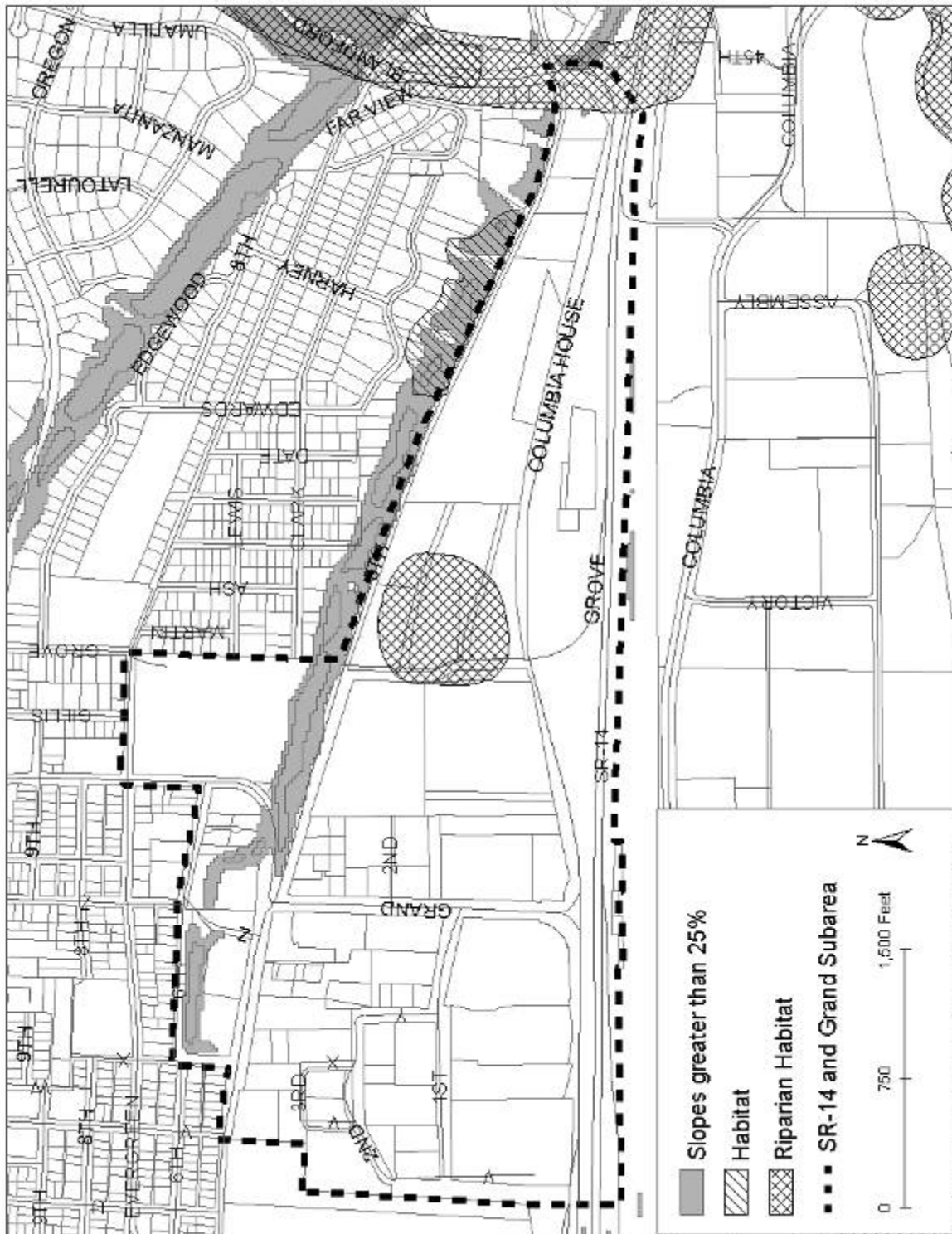


Figure 8 – Severe Erosion Hazard Areas

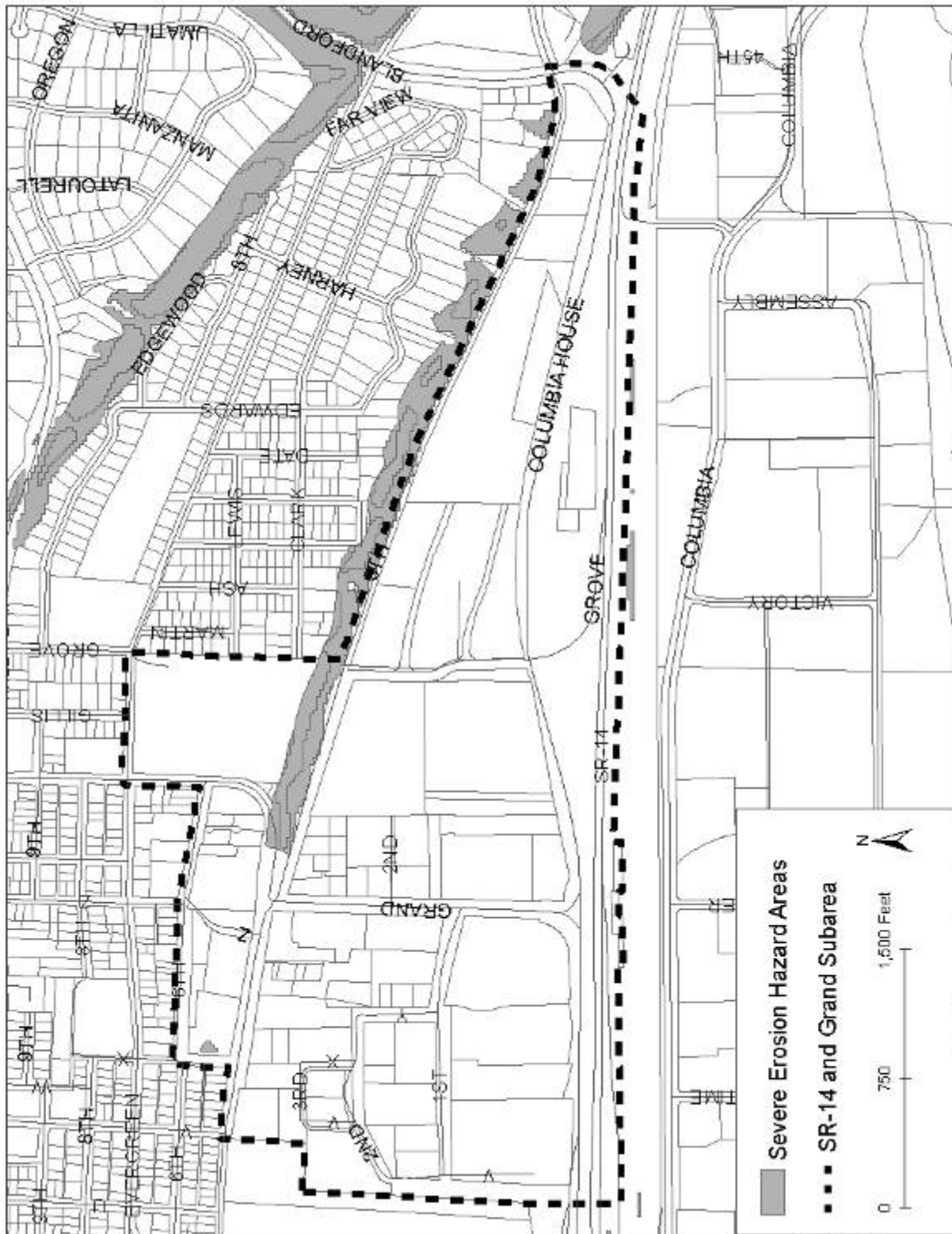


Figure 9 – Critical Aquifer Recharge Areas

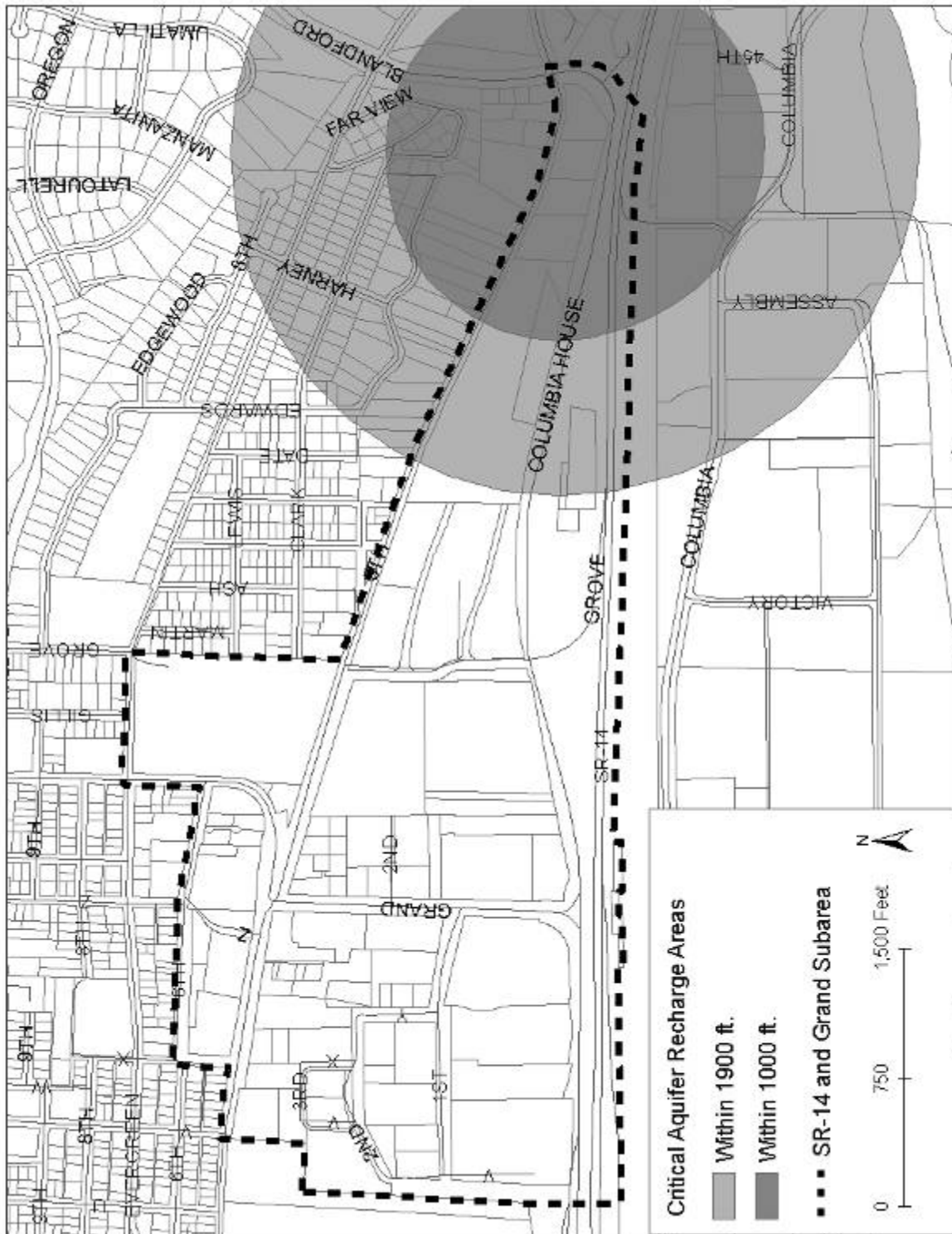


Figure 10 – Archaeological Predictive Model

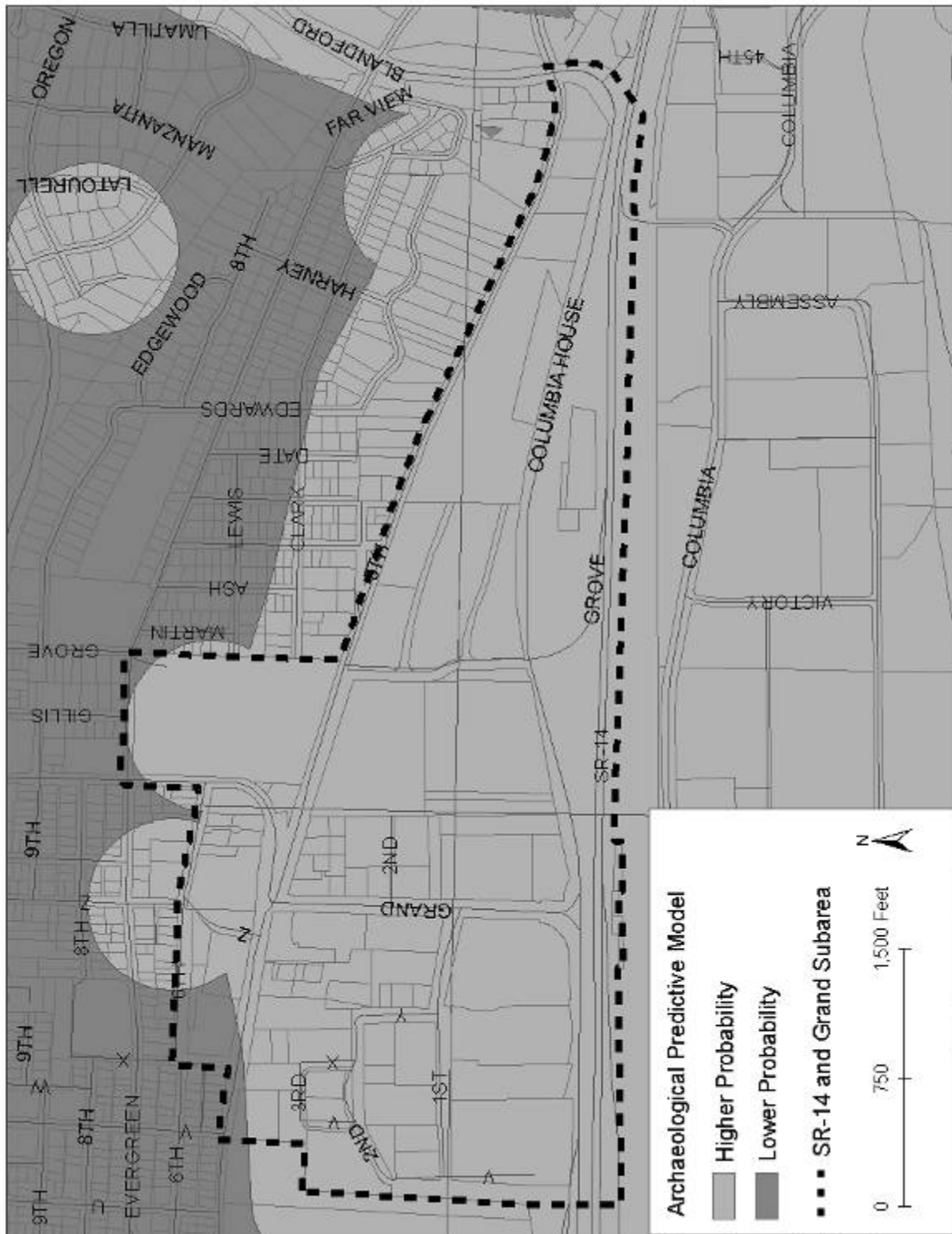
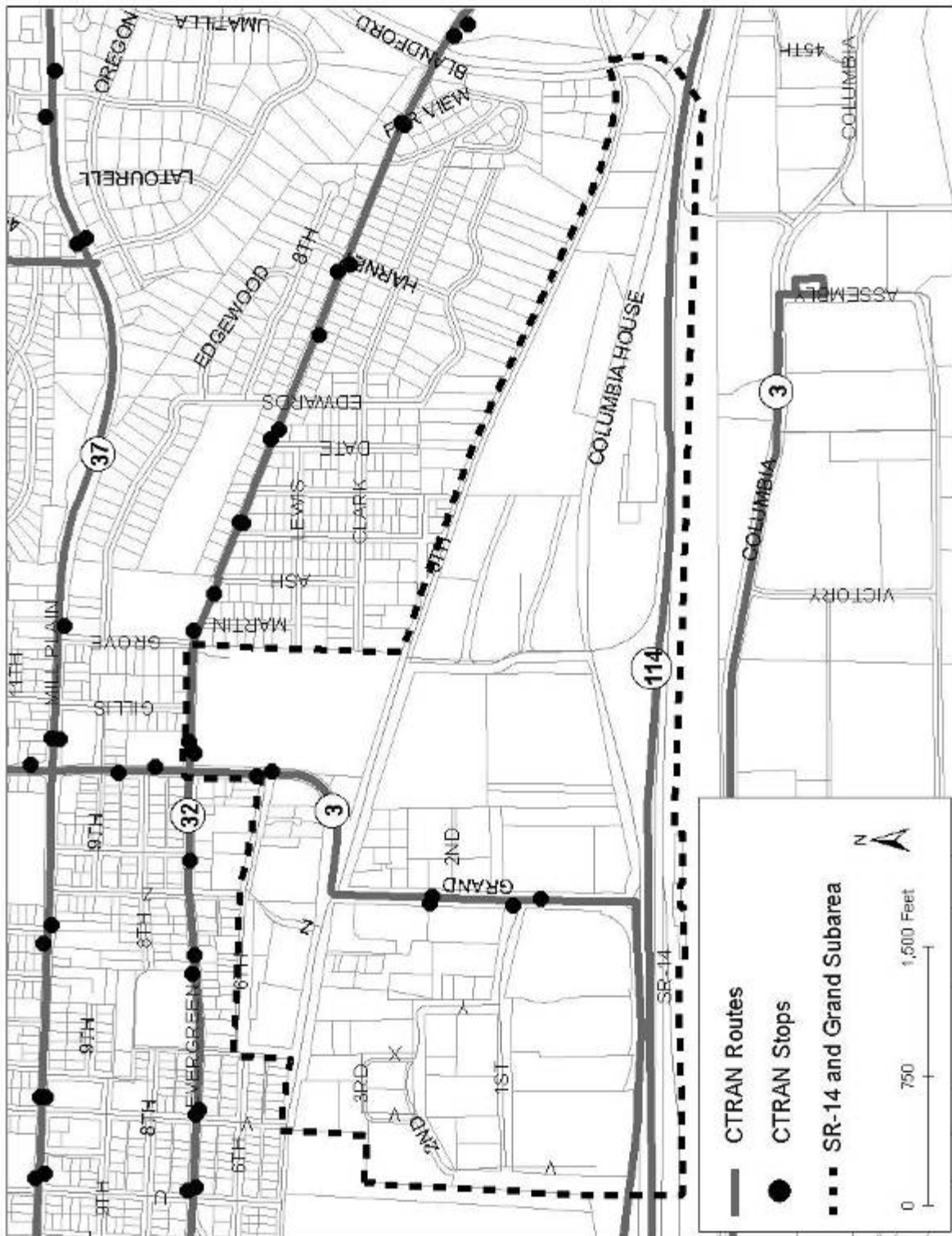


Figure 11 – Transit Routes and Stops (C-Tran)





**APPENDIX B: Industrial Zoning Districts Use Table (Condensed) - VMC 20.040.030**

P = Permitted C = Conditional Use Permit Required L = Limited X = Not Allowed

<b>USE</b>	<b>IL<sup>1</sup></b>
<b>RESIDENTIAL</b>	
Household Living	L <sup>2</sup>
Group Living, Transitional Housing	X
Home Occupation	L <sup>3</sup>
<b>HOUSING TYPES</b>	
Single Family Dwellings – Attached or Detached	X
Duplexes, Accessory Dwelling Units	X
Multi-Dwelling Units	L <sup>2</sup>
Existing Manufactured Home Developments, New Manufactured Homes	X
<b>CIVIC (Institutional)</b>	
Basic Utilities	P
Colleges	X
Community Recreation	P
Cultural Institutions	P
Day Care	
- Child Care	L <sup>4</sup>
- Adult Day Care	P
Emergency Services	P
Human Service Facilities, Medical Centers	X
Parks and Trails	C
Postal Service	P
Religious Institutions, Schools, Social/Fraternal Clubs	X
Transportation Facility	P
<b>COMMERCIAL</b>	
Commercial Lodging	X
Eating/Drinking Establishments	L <sup>5</sup>
Adult Entertainment	L <sup>7</sup>
Indoor Entertainment, Major Event Entertainment	X
Artisan Small Scale Manufacturing	X
<b>General Retail</b>	
- Sales-Oriented, Personal Services, Repair Oriented	L <sup>6</sup>
- Bulk Sales, Outdoor Sales	X
<b>Motor Vehicle Related</b>	
- Motor Vehicle Sales/Rental	X
- Motor Vehicle Servicing/Repair	L <sup>8</sup>
- Vehicle Fuel Sales	X
-Elec. Vehicle Recharging Station	P
<b>Office</b>	
- General, Medical, Extended Hours	P
Marina (See also VMC 20.760)	C
Non-Accessory Parking	L <sup>10</sup> /X
Self-Service Storage	P
<b>INDUSTRIAL</b>	
Industrial Services	P
Manufacturing and Production	P <sup>11</sup>

<b>USE</b>	<b>IL<sup>1</sup></b>
Railroad Yards	X
Research and Development	P
Warehouse/Freight Movement	L <sup>12</sup>
Waste-Related	X
Wholesale Sales	L <sup>12</sup>
<b>OTHER</b>	
Agriculture/Horticulture	P
Airport/	L <sup>19</sup>
Animal Kennel/Shelters	L <sup>17</sup>
Cemeteries	X
Detention & Post Detention Facilities	C/X <sup>13</sup>
Dog Day Care	L <sup>15</sup>
Heliports	C
Mining	X
Rail Lines/Utility Corridors	P
Wireless Communication Facilities	L <sup>16</sup>

<sup>1</sup> Due to the unique character and combination of uses in the Columbia Business Center area, uses existing prior to March 11, 2004, on parcels zoned IL in the Columbia Business Center may be altered, expanded or replaced regardless of use limitations in Table 20.440.030-1.

<sup>2</sup> In the IL and OCI zone, multi-family housing allowed above ground floor only unless part of a Planned Development, pursuant to VMC 20.260; in all industrial zones, one caretaker residence permitted per use.

<sup>3</sup> Subject to the conditions in chapter 20.860 VMC Home Occupations.

<sup>4</sup> Child care centers allowed as a Limited (L) use, subject to a Type II procedure. Child care centers are permitted in order to provide service for those employees working in the IL district, subject to provisions in Chapter 20.840 VMC Child Care Centers.

<sup>5</sup> If within an industrial building, these uses shall consume no more than 10% of the building's total gross square footage. If freestanding, they shall be considered together with the rest of the project and shall consume no more than 10% of the site's total gross square footage.

<sup>6</sup> These limited uses, separately or in combination, may not exceed 20% of the entire building square footage within a development complex. No retail uses shall exceed 40,000 gross square feet (gsf) per building or business; retail uses greater than 40,000 gsf but less than 60,000 gsf are conditional uses.

<sup>7</sup> Subject to provisions in Section 20.820 VMC Adult Entertainment.

<sup>8</sup> Subject to provisions in Section 20.895.070 Motor Vehicle Fuel Sales and Repair.

<sup>9</sup> Offices not accessory to a permitted use may not exceed 40,000 gsf; offices greater than 40,000 gsf but less than 60,000 gsf require conditional use review.

<sup>10</sup> Only non-accessory surface parking is permitted. Non-accessory structured parking is prohibited.

<sup>11</sup> Subject to NAICS Table 20.440-2.

<sup>12</sup> Permitted as limited use provided all activities, except outdoor storage of materials, are wholly contained within building(s).

<sup>13</sup> Secure Community Transition Facilities as per 20.150 are prohibited.

<sup>14</sup> In addition to other detention and post-detention facilities, Secure Community Transition Facilities are allowed by conditional use permit, subject to criteria set forth in 20.855.020(B)(6)(a).

<sup>15</sup> Subject to provisions in Chapter 20.850 VMC Dog Day Care.

<sup>16</sup> Subject to requirements in Chapter 20.890 VMC Wireless Telecommunications Facilities.

<sup>17</sup> Subject to provisions in Section 20.895.020 Kennels/Shelters.

<sup>19</sup> Allow airport/ related activities such as hangars, air cargo, and warehousing, pilot schools, aircraft sales and repairs, aviation clubs, and museum in the Light Industrial District (IL). New airports are prohibited.

<sup>20</sup> All uses locating the OCI zone shall comply with the special use limitations of 20.440.040(C) VMC and 20.440.050(A) VMC. Development agreements in existence on the effective date of this ordinance shall control the uses and development standards of the affected properties. In order to protect the investments made in reliance upon such agreements, improvements made or site plans approved consistence with these agreements shall not be deemed non-conforming.

<sup>21</sup> Existing legally established group living and transitional housing uses are permitted. New group living and transitional housing uses are prohibited.

<sup>22</sup> See 20.440.050(A) VMC below for special use limitations in the OCI District.

<sup>23</sup> Prohibited within 200' of a residential zone.

<sup>24</sup> Subject to provisions of Chapter 20.895.040 VMC Community Recreation and Related Facilities.

<sup>25</sup> Subject to provisions of Chapter 20.870 VMC Human Service Facilities.

<sup>26</sup> Transportation facilities are permitted except for large or land-intensive facilities such as park-and-ride lots and water taxi and ferry stations.

**Table 20.440.030–2  
North American Industrial Classification System (NAICS) for Industrial Zoning Uses**

P = Permitted                      C = Conditional Use Permit Required                      X = Not Allowed

<b>NAICS Manufacturing Uses</b>		<b>IL<sup>2</sup></b>
3111	Animal food manufacturing	P
3113	Sugar and confectionery product manufacturing	P
3114	Fruit and vegetable preserving and specialty food manufacturing	P
3115	Dairy product manufacturing	P
3117	Seafood product preparation and packaging	P
3118	Bakeries and tortilla manufacturing	P
3119	Other food manufacturing	P
3121	Beverage manufacturing	P
31211	Soft drink and ice manufacturing	P
312111	Soft drink manufacturing	P
312112	Bottled water manufacturing	P
312113	Ice manufacturing	P
31212	Breweries	C
31213	Wineries	P

<b>NAICS Manufacturing Uses</b>		<b>IL<sup>2</sup></b>
31214	Distilleries	C
3151	Apparel knitting mills	P
3152	Cut and sew apparel manufacturing	P
3159	Apparel accessories and other apparel manufacturing	P
3162	Footwear manufacturing	P
31621	Footwear manufacturing	P
3169	Other leather and allied product manufacturing	P
3219	Wood product manufacturing - Other wood product manufacturing	P
3222	Converted paper product manufacturing	C
3231	Printing and related support activities	P
3254	Pharmaceutical and medicine manufacturing	P
3256	Soap, cleaning compound, and toilet preparation manufacturing	P
325991	Custom compounding of purchased resins	C
32622	Rubber and plastics hoses and belting manufacturing	C
32629	Other rubber product manufacturing	C
326291	Rubber product manufacturing for mechanical use	C
326299	All other rubber product manufacturing	P
3272	Glass and glass product manufacturing	P
3321	Forging and stamping	C
3322	Cutlery and hand tool manufacturing	C
3323	Architectural and structural metals manufacturing	C
3324	Boiler, tank, and shipping container manufacturing	C
3325	Hardware manufacturing	C
3326	Spring and wire product manufacturing	C
3327	Machine shops; turned product; and screw, nut, bolt manufacturing	C
3328	Coating, engraving, heat treating, and allied activities	P
33281	Coating, engraving, heat treating, and allied activities	P/X <sup>1</sup>
3329	Other fabricated metal product manufacturing	P
33291	Metal valve manufacturing	P
33299	All other fabricated metal product manufacturing	P
332991	Ball and roller bearing manufacturing	P
332996	Fabricated pipe and pipe fitting manufacturing	P
332997	Industrial pattern manufacturing	P
332998	Enameled iron and metal sanitary ware manufacturing	P
332999	All other miscellaneous fabricated metal product manufacturing	P
3331	Agriculture, construction, and mining machinery manufacturing	C
3332	Industrial machinery manufacturing	C
3333	Commercial and service industry machinery manufacturing	C
3334	Ventilation, heating, air-conditioning, and commercial refrigeration equipment manufacturing	C
3335	Metalworking machinery manufacturing	C
3336	Engine, turbine, and power transmission equipment manufacturing	C
3339	Other general purpose machinery manufacturing	C
3341	Computer and peripheral equipment manufacturing	P
3342	Communications equipment manufacturing	P
3343	Audio and video equipment manufacturing	P
3344	Semiconductor and other electronic component manufacturing	P

<b>NAICS Manufacturing Uses</b>		<b>IL<sup>2</sup></b>
3345	Navigational, measuring, electro-medical, and control instruments manufacturing	P
3346	Manufacturing and reproducing magnetic and optical media	P
3351	Electric lighting equipment manufacturing	P
3352	Household appliance manufacturing	P
3353	Electrical equipment manufacturing	P
3359	Other electrical equipment and component manufacturing	P
3363	Motor vehicle parts manufacturing	P
336612	Boat building	P
3369	Other transportation equipment manufacturing	X
33699	Other transportation equipment manufacturing	X
336991	Motorcycle, bicycle, and parts manufacturing	P
3371	Household & institutional furniture and kitchen cabinet manufacturing	P
3372	Office furniture (including fixtures) manufacturing	P
3379	Other furniture related product manufacturing	P
3391	Medical equipment and supplies manufacturing	P
3399	Other miscellaneous manufacturing	P

\* Industrial uses may be further regulated by the Water Resource Protection Ordinance (Title 14).

\* For Artisan and Specialty Goods Manufacturing Uses refer to Section 20.160.020C-10.

<sup>1</sup> Electroplating and related uses not permitted.

<sup>2</sup> Due to the unique character and combination of uses in the Columbia Business Center area, uses existing prior to March 11, 2004, on parcels zoned IL in the Columbia Business Center may be altered, expanded or replaced regardless of use limitations in Table 20.440.030-2.