

DRAFT SUPPLEMENTAL ENVIRONMENTAL IMPACT STATEMENT



FOR THE FOURTH PLAIN CORRIDOR SUBAREA PLAN

OCTOBER 2, 2006



**Draft Supplemental Environmental Impact Statement for the
Fourth Plain Corridor Subarea Plan**

October 2, 2006

Notice of Availability
October 2, 2006
Draft Supplemental Environmental Impact Statement (DSEIS)
Fourth Plain Corridor Subarea Plan

Lead Agency: City of Vancouver

Proponents: City of Vancouver

Description: The City of Vancouver is amending Vancouver Comprehensive Plan 2003-2023 to adopt a long-range plan for a subarea of Vancouver referred to as the Fourth Plain Corridor. The Fourth Plain Corridor Subarea Plan (Fourth Plain Plan) would establish a vision, an urban design plan, and an implementation program to achieve the vision.

The DSEIS evaluates a No Action Alternative and the proposed Fourth Plain Plan. Alternative 1, the No Action Alternative, would not amend the Vancouver Comprehensive Plan to establish the Fourth Plain Corridor as a subarea within the city. Employment and population growth would be accommodated by according to the assumptions, goals, and policies in the Vancouver Comprehensive Plan. Alternative 2, the Fourth Plain Plan, would refine the growth management planning in the Vancouver Comprehensive Plan by identifying a vision for growth that is specific to the Fourth Plain Corridor. New goals, policies, and action items would guide future decision-making on development, redevelopment, and public investment. A Planned Action Ordinance is also part of the proposal. Designating the Fourth Plain Plan as a planned action will reduce permit-processing time for future development projects in the corridor.

This DSEIS is being issued under the Scoping Notice for the Vancouver Comprehensive Plan EIS issued in 2003. The DSEIS discloses the potential impacts of the No Action and Action Alternatives on the three main elements of the environment that have the potential to be significantly affected by the changes proposed in the Fourth Plain Plan: land use, transportation and historic/archaeological resources. The remaining elements of the environment applicable to the Fourth Plain Corridor were reviewed for potential significant adverse impacts in the 2003 EIS for the Vancouver Comprehensive Plan.

The DSEIS will be available on compact disk or in hard copy from the City of Vancouver Long Range Planning Department at 1313 Main St, Vancouver. It will also be posted on the City's website at <http://www.cityofvancouver.us/PlanningProjects.asp?menuid=10463&submenuid=18226&itemid=18220>. Agencies, affected tribes, and the general public are invited to comment on the DSEIS.

COMMENTS SHOULD BE SUBMITTED IN WRITING BY LETTER OR E-MAIL NO LATER THAN NOVEMBER 1, 2006 TO:

Bryan Snodgrass, City of Vancouver, Department of Long Range Planning
1313 Main Street
P.O. Box 1995
Vancouver, WA 98668-1995
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Fourth Plain Corridor Subarea Plan

The City of Vancouver is proposing to adopt a subarea plan—the Fourth Plain Corridor Subarea Plan—for the revitalization of the Fourth Plain corridor and surrounding neighborhoods, following a community planning process involving local citizens, stakeholders and public agencies. The project area is between St. John’s Boulevard on the west side and Burton Road on the east, and between SR 500 to the north and Burnt Bridge Creek Greenway/20th Street to the south. **The Vancouver Planning Commission will have a worksession October 24, 2006 at 4 p.m., and a public hearing on November 14, 2006, at 7 p.m., both in Vancouver City Council Chambers at 210 E. 13th Street. Citizens are invited to attend all sessions, though public testimony will only be heard at the public hearings.**

Draft Supplemental Environmental Impact Statement (DSEIS)

As required by state law, the City of Vancouver has also issued a Draft Supplemental Environmental Impact Statement (DSEIS), which contains information about any potential adverse impacts to the environment or other factors that might occur as a result of the proposed Fourth Plain Plan. The three environmental resources in the subarea that could be affected by adoption of the proposed plan are land use, transportation, and historic/archaeological resources.

The public is invited to comment on the environmental analysis as well as the Fourth Plain Corridor Subarea Plan (Fourth Plain Plan) itself. The DSEIS has a 30-day comment period, beginning with its publication on October 2, 2006 and ending on November 1, 2006. Written comments must be received by 5 p.m. November 1, 2006 to be considered in the record for the Planning Commission and Vancouver City Council deliberations.

There are several ways to obtain the DSEIS and the Fourth Plain Plan and supporting documents. There are printed copies or compact disk (CD-ROM) versions available for purchase from the Citizens’ Service Center, 1313 Main Street, First Floor Permit Center, Vancouver. (Hours: 8 a.m.-4:30 p.m., Monday, Tuesday, Thursday and Friday; 10 a.m.-4:30 p.m. Wednesdays. Contact Bryan Snodgrass, Vancouver Long Range Planning, at (360) 735-8873, ext. 8195 or by email (bryan.snodgrass@ci.vancouver.wa.us) for questions about DSEIS availability.

The DSEIS and the Fourth Plain Plan will be available on the City of Vancouver website in a ‘.pdf’ format at <http://www.cityofvancouver.us/PlanningProjects.asp?menuid=10463&submenuid=18226&itemid=18220>

A reference copy of the DSEIS and Fourth Plain Plan will be available at the Vancouver City Hall at 210 E. 13th Street, and the Fort Vancouver Regional Library main branch at 1007 E. Mill Plain Boulevard.

HOW TO COMMENT:

On the DSEIS: Submit written comments via letter to *DSEIS Comments, Fourth Plain Corridor Subarea Plan, Bryan Snodgrass, Department of Long Range Planning, PO Box 1995, Vancouver, WA 98668-1995* or email to bryan.snodgrass@ci.vancouver.wa.us NO LATER THAN 5 P.M. NOVEMBER 1, 2006.

On the Fourth Plain Plan: Submit comments to staff at the above addresses no later than 5 p.m. November 14, 2006 or provide comments directly to the Planning Commission at the November 14, 2006 public hearing.

QUESTIONS? : Call or email Bryan Snodgrass at (360) 735-8873, ext. 8195, bryan.snodgrass@ci.vancouver.wa.us

FACT SHEET

- (a) Title** Fourth Plain Corridor Subarea Plan
- Purpose:** To amend the Vancouver Comprehensive Plan 2003-2023 by adopting a subarea plan meeting the requirements of RCW 36.70A regarding land use planning and growth management.
- (b) Proponents:** City of Vancouver Long Range Planning
- (c) Lead Agency:** City of Vancouver, Washington
- Responsible Official:** Laura Hudson, Manager
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- (d) Licenses Required:** Adoption by the Vancouver City Council
- (e) Author/Principal Contributors:** Gillian Zacharias, David Knowles

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Bryan Snodgrass, Laura Hudson, Phil Wuest, Greg Newkirk, City of Vancouver
- (f) Draft SEIS Date of Issue:** September 21, 2006
- (g) Time and Place of Public Hearings:** A public hearing on the DSEIS is planned for November 14, 2006. The Planning Commission will consider comments on the Fourth Plain Corridor Subarea Plan and this DSEIS in selecting a Preferred Alternative. This selection may be preceded by either public meetings or public hearings. Hearings will be held on the Final SEIS and the Fourth Plain Corridor Plan based on the Preferred Alternative.

- (h) Anticipated Date of Final Action:** December 2006
- (i) Nature of Final Action:** Adoption of Fourth Plain Corridor Subarea Plan and related implementation measures
- (j) Type and Timing of any Subsequent Environmental Review:** Final Supplemental Environmental Impact Statement, December 2006
Adoption of related regulatory changes would follow at a later date.
- (k) Documents Incorporated by Reference:**
- 1) Environmental Impact Statement for the Comprehensive Growth Management Plans of Clark County, Battle Ground, Camas, La Center, Ridgefield, Vancouver, Washougal, and Yacolt (September 2003)
 - 2) Vancouver Comprehensive Plan 2003-2023, City of Vancouver, Washington, Department of Long Range Planning. [no date]
 - 3) Briefing Book for the Fourth Plain Boulevard Corridor Study, City of Vancouver, 20 September 2005.
 - 4) Metropolitan Transportation Plan (2005), Southwest Washington Regional Transportation Council
 - 5) City of Vancouver Transportation Plan. City of Vancouver, Washington, Department of Transportation Services. [no date]
- Documents 1 through 3 are available for review at the City of Vancouver Long Range Planning Department, 1313 Main Street, Vancouver, Washington. Document 4 is available through Southwest Washington Regional Transportation Council, P.O. Box 1366, Vancouver, WA 98666-1366
Document 5 is available through the Vancouver Department of Transportation Services, P.O. Box 1995, Vancouver, WA 98668
- (l) Cost per Copy:** Cost of reproduction

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PART 1: INTRODUCTION AND SUMMARY

PURPOSE AND NEED

This Draft Supplemental Environmental Impact Statement (DSEIS) evaluates the environmental impacts of adopting a long-range plan for a subarea of Vancouver referred to as the Fourth Plain Corridor. (Figure 1, Regional Map and Figure 2, Fourth Plain Corridor Subarea) The Fourth Plain Corridor Subarea Plan (Fourth Plain Plan) would establish a vision, an urban design plan, and an implementation program to achieve the vision. Growth in the corridor will occur with or without the Fourth Plain Plan. The purpose of adopting a subarea plan is to manage growth to implement the goals of the neighborhoods and stakeholders, protect neighborhood investment and advance the City's goals for a vibrant, inviting, and compactly-developed area. The Fourth Plain Plan, if adopted by the Vancouver City Council, would amend the Vancouver Comprehensive Plan 2003-2023 by establishing goals, policies, and action items specific to future growth and development in the corridor.

The State Environmental Policy Act (SEPA) requires local governments to evaluate the environmental impacts that may result from actions they approve or that they undertake. Projects that are not direct proposals for development, such as the adoption of code language or a new program, are called “non-project actions” and they also require review under SEPA.

Projects or non-project actions that are expected to have significant impacts require the most analysis, typically in the form of an environmental impact statement (EIS). The purpose of an EIS is to provide an impartial discussion of significant environmental impacts, and reasonable alternatives and mitigation measures that avoid or minimize adverse environmental impacts. The environmental information is used by the lead agency—in this case, the City of Vancouver—in the decision-making process to approve or deny the proposal.

The City of Vancouver completed an EIS for the adoption of the Vancouver Comprehensive Plan in 2003. SEPA allows local governments to use existing documents, such as the Vancouver EIS for the Comprehensive Plan, to satisfy all or part of the requirements for review under SEPA when those existing documents have already analyzed all or part of the environmental impacts of a proposal. This DSEIS incorporates the Vancouver Comprehensive Plan EIS by reference because most of the impacts that could occur as a result of adopting the Fourth Plain Plan were evaluated in that EIS within the context of planning for future growth for the entire city. Remaining environmental concerns that need to be evaluated are those that have changed since the EIS was adopted in 2003, or new environmental concerns not considered in the EIS. SEPA documents do not have expiration dates, and subsequent environmental review may be limited to evaluating those elements of the environment, regulations or other factors that have changed since adoption of the initial document.

The Fourth Plain Plan refines the growth management planning in the Vancouver Comprehensive Plan by identifying a vision for growth that is specific to the Fourth Plain Corridor. The Fourth Plain Plan proposes goals, policies, and action items that will guide future decision-making on development, redevelopment, and public investment. These changes primarily affect the land use and transportation elements of the Vancouver Comprehensive Plan. The Fourth Plain Plan

projects the amount of future population and employment expected in the Corridor, and would change some development and transportation standards to guide that growth. In addition, the proposal includes adoption of a Planned Action Ordinance¹ which will facilitate future land use permitting in the corridor.

For that reason, this DSEIS evaluates three elements of the environment that are listed as required elements of review under SEPA: land use, transportation, and historic resources. The remaining elements of the environment applicable to the Fourth Plain Corridor were reviewed for potential significant adverse impacts in the 2003 EIS for the Vancouver Comprehensive Plan. They include: geologic hazards, air quality, surface water and ground water, fish and wildlife habitat, energy conservation, scenic resources, noise, public services, and utilities. (A complete list of elements that are typically evaluated under SEPA can be found in the Washington Administrative Code 197-11-440, EIS contents.)

Maps providing information about the Fourth Plain area for multiple elements of the environment are listed below and provided in Appendix A at the end of the DSEIS. The proposal would not have a significant environmental impact on those elements of the environment beyond what was discussed in the 2003 EIS.

Substantial research and documentation was completed during the development of the Fourth Plain Plan. That information supports the analysis in this DSEIS and can be found in the following documents:

- Briefing Book for the Fourth Plain Boulevard Corridor Study, City of Vancouver, September 2005. The Briefing Book presents the vision, opportunities and constraints, principles for future design and development, maps, an existing conditions report, and market assessment. It also includes a discussion of the public involvement program.
- Fourth Plain Corridor Subarea Plan (Draft), City of Vancouver, September 2006. The Fourth Plain Plan establishes a vision for the corridor, creates an urban design plan, a streetscape plan, goals and policies, and a development strategy.

¹ A SEPA agency, such as the City of Vancouver, designates proposals as Planned Actions to shift environmental review from the time a permit application is made to an earlier phase in the planning process. The intent is to provide a more streamlined environmental review process at the project stage by conducting more detailed environmental analysis earlier, during the planning stage. Early environmental review provides more certainty to permit applicants about what will be required for project approval, and more certainty to the public about how the impacts would be addressed. A project qualifying as a planned action project does not require a new threshold determination (that is, either a for SEPA checklist or an EIS), unless there are potential impacts not already covered by the previous review. For that reason, EISs are required to accompany Planned Actions. When permit applications are submitted, the city would verify that it is consistent with the planned action project previously designed, and determines that the impacts are adequately addressed in the EIS on which the planned action relies. All of the project's significant probable environment impacts must have been addressed at the plan level for the project to qualify as a planned action.

Summary of Proposal

The City of Vancouver proposes to adopt the Fourth Plain Corridor Subarea Plan (Fourth Plain Plan) and a Planned Action Ordinance covering development in the corridor over the next 20 years. The Fourth Plain Plan would become an element of the Vancouver Comprehensive Plan. The Fourth Plain Corridor extends from St. John's Boulevard on the west side to Burton Road on the east, and from SR 500 to the north to Burnt Bridge Creek Greenway/20th Street to the south. The Fourth Plain Plan, which accompanies this DSEIS, includes recommended goals and policies which address land use, housing, the local economy, public safety, transportation, and recreation. The plan also includes a detailed implementation strategy intended to transform the corridor when completed.

A Planned Action Ordinance is also part of the proposal. Planned actions are appropriate for limited geographic areas such as the Fourth Plain Corridor, where future development, site-specific conditions, and impacts are more easily projected. Designating the Fourth Plain Plan as a planned action will reduce permit-processing time for future development projects in the corridor. There would be no SEPA public notice requirements, only notice requirements for the underlying development permit. The Planned Action Ordinance for the Fourth Plain Plan contains mitigation measures for any identified impacts of future development that will be imposed on individual projects as conditions of approval .

Description of Alternatives

SEPA requires EISs to evaluate potential significant impacts from the proposed action as well as from one or more reasonable alternatives. At a minimum a "No Action Alternative" must be evaluated. Alternative 1 is the No Action Alternative required to be evaluated in any EIS. Alternative 2 is the Fourth Plain Corridor Subarea Plan. No other alternative emerged during the development of the plan.

No Action Alternative

Alternative 1, the No Action Alternative, would not amend the Vancouver Comprehensive Plan to establish the Fourth Plain Corridor as a subarea within the city. Employment and population growth would be accommodated by redevelopment of underutilized land and by development on vacant land within the corridor, similar to assumptions in the Vancouver Comprehensive Plan. Future growth in the area is likely to add approximately 4000 new persons and 3700 new jobs through 2024.. Alternative 1 would not change development standards, planned public capital investments, or the Vancouver Transportation Plan or policies with respect to the neighborhoods within the corridor.

Alternative 2, Fourth Plain Corridor Subarea Plan

If Alternative 2 is adopted, the Fourth Plain Plan would establish an area known as the Fourth Plain Corridor, which would extend from St. John's Boulevard on the west side to Burton Road on the east, and from SR 500 to the north to Burnt Bridge Creek Greenway/20th Street to the south. The Corridor is shown in Figure 2. The Fourth Plain Plan contains policies and plans that would

be incorporated into the City's Comprehensive Plan, including an urban design plan, a streetscape plan and an implementation strategy. The details of these plans and strategies are found in the Fourth Plain Plan itself, which accompanies this document.

Future Related Actions

Regulatory and programmatic changes would be adopted to implement the Fourth Plain Plan if it is adopted. The purpose of the changes would be to develop a more pedestrian-friendly environment, to improve the efficiency and vitality of land uses in the corridor, to offer more opportunities for home ownership, and to encourage the type of development that would attract future private and joint public-private investment. The regulatory changes described below are included as action items in the Fourth Plain Plan, but would not be implemented at the same time as adoption of the plan.

Future actions to encourage more affordable housing opportunities and increased home ownership would likely involve changes to the zoning code to increase flexibility for residential development. This could include greater allowances for detached dwellings in multi-family zoning districts, and allowing duplex, rowhouse or small lot development in single family districts provided overall density goals are met.

Design standards for building orientation and frontage would include:

- Building located close to the street (narrowing front yard setbacks)
- Limiting parking between buildings and sidewalks
- Requiring buildings to have ground floor windows on the side facing a street
- Requiring dense screening of parking lots where they abut sidewalks and streets
- Eliminating or reducing minimum parking requirements

An access management plan for Fourth Plain Boulevard would improve the function of Fourth Plain Boulevard and make walking and cycling safer. Access management could include limiting curb cuts along Fourth Plain Boulevard, and incentives to group multiple stores' parking in shared parking lots that are accessed from the side streets, rather than from the Boulevard.

Summary of Impacts & Mitigation

Description of Potential Impacts of Growth in 2003 EIS	Alternative 1, No Action	Alternative 2, Fourth Plain Plan	Mitigation
<p>EARTH</p> <p>Soils, Geology and Topography See Figure 3, Regulated Critical Areas</p>	<p>Growth could occur on soils unsuitable for foundations, on steep slopes, or on soils with hazards such as risk of earthquake, erosion, and landslide.</p>	<p>No change.</p>	<p>Development over longer term has the potential to be more diverse than currently allowed by 2004 Plan. Redevelopment of sites currently under-developed likely to occur. Few impacts to soils or topography. No adverse impacts not already covered by 2003 EIS.</p>
<p>AIR</p> <p>Climate and Air Quality</p>	<p>Impacts relate to the balance between emissions from motor vehicles (miles traveled & congestion delays), emissions from unregulated private sources (e.g. gas lawnmowers), federal regulations through the Clean Air Act, and conversion of rural and resource land to urban land with less vegetative cover.</p>	<p>No change to impacts discussed in 2003 EIS.</p>	<p>New regulations have potential to encourage more efficient land use that could increase use of alternative transportation modes, and thereby reduce vehicle emissions and lower contribution to climate change. No adverse impacts not already covered by 2003 EIS.</p>

Description of Potential Impacts of Growth in 2003 EIS		Alternative 1, No Action	Alternative 2, Fourth Plain Plan	Mitigation
WATER				
Surface Waters: Streams See Figure 3, Regulated Critical Areas	Development patterns can affect the quality and quantity of surface and ground waters. Replacing floodplains, wetlands, and vegetated areas with impervious surfaces increases the risks of contaminants finding their way into streams and groundwater.	No change to impacts discussed in 2003 EIS.	Development over longer term has potential to be more diverse than currently allowed by 2003-2023 Comprehensive Plan and development regulations. Some increase in impervious surface due to more flexible standards could occur. Could be balanced by improvement on redeveloped sites built to older, less stringent standards. Not a significant impact or change. No adverse impacts not already covered by 2003 EIS.	Policy EN-5 of the Comprehensive Plan protects riparian areas, wetlands, and other fish and wildlife habitat. EN-7 protects and enhances surface-, storm-, and groundwater quality. The Critical Areas Protection Ordinance protects riparian habitat areas from development. VMC 20.740 contains regulations for development in the floodway. The city also has erosion control regulations that protect water quality. The Shoreline Management Master Program protects shorelines of the state as a natural resource. This includes Burnt Bridge Creek. No additional mitigation required.
Groundwater and Aquifer Recharge Areas See Figure 3, Regulated Critical Areas	New impervious surface can limit recharge of aquifers from which water is withdrawn and enable contaminants in stormwater runoff to percolate to groundwater (drinking water) sources.	No change to impacts discussed in 2003 EIS.	Development over longer term has potential to be more diverse than currently allowed by 2003 Plan. Some increase in impervious surface due to more flexible standards could occur. Could be balanced by improvement on redeveloped sites built to older, less stringent standards. Not a significant impact or change.	Policy EN-5 and development regulations for erosion control and Critical Aquifer Recharge Areas (VMC 14.26) protect groundwater quality and quantity. No additional mitigation required.

Description of Potential Impacts of Growth in 2003 EIS		Alternative 1, No Action	Alternative 2, Fourth Plain Plan	Mitigation
FISH & WILDLIFE HABITAT				
Priority Habitat, Threatened and Endangered Species See Figure 3, Regulated Critical Areas	Burnt Bridge Creek greenway only area of urban habitat. Growth unlikely to impact due to development standards protecting critical areas, including riparian and non-riparian wildlife habitat.	No change to impacts discussed in 2003 EIS.	More flexibility in development standards likely to make avoiding development on small wetlands easier. Otherwise, no impact different from 2003 EIS.	Policy EN-5 of the Comprehensive Plan protects riparian areas, wetlands, and other fish and wildlife habitat. EN-7 protects and enhances surface-, storm-, and groundwater quality. Vancouver's SEPA policies include the 4(d) rule guidelines for protecting salmon habitat during development. The Critical Areas Protection Ordinance (VMC 20.740) protects riparian habitat areas from development, particularly by the general provision that activities in critical areas shall result in no net loss of functions and values.
Wetlands See Figure 3, Regulated Critical Areas	The most common impact to wetlands is from filling or draining to make land available for other uses that diminish their functional value and service they provide to the larger ecosystem.	No change to impacts discussed in 2003 EIS.	More flexibility in development standards likely to make avoiding development on small wetlands easier. Otherwise, no impact different from 2003 EIS.	The Water Resources Protection Ordinance (VMC 14.26) and Critical Areas Protection Ordinance (VMC 20.740) provide protection for streams, wetlands, and floodways, minimize water quality degradation from urban runoff and ensure the sound development of property. No additional mitigation required.

Description of Potential Impacts of Growth in 2003 EIS		Alternative 1, No Action	Alternative 2, Fourth Plain Plan	Mitigation
ENERGY & NATURAL RESOURCES				
Energy Conservation	Impacts relate to the balance between emissions from motor vehicles, emissions from unregulated private sources, federal regulations through the Clean Air Act, and conversion of rural and resource land to urban land with less vegetative cover.	No change to impacts discussed in 2003 EIS.	No change to impacts discussed in 2003 EIS. Potential opportunities for slight improvement in energy conservation due to more flexibility in residential zones promoting more efficient land use patterns.	Policy EN-11 deals with sustainability. It calls for the use of natural resources for current needs without sacrificing the needs of future generations. No additional mitigation required.
Scenic	Scenic values associated mostly with protected views and greenways.	No change to impacts discussed in 2003 EIS.	No change to impacts discussed in 2003 EIS.	Vancouver does not have development regulations protecting scenic views. Additional mitigation could include an investigation into which views from major public routes, public facilities, or other locations residents would consider eligible for protections and develop regulations or incentives to protect them.
ENVIRON- MENTAL HEALTH				
Noise	Noise comes from railroads, industrial and commercial operations, airplanes and airport activity; construction activities; residential heat pumps and air conditioners; and human activity	No change to impacts discussed in 2003 EIS.	No change to impacts discussed in 2003 EIS.	No additional mitigation required.

Description of Potential Impacts of Growth in 2003 EIS		Alternative 1, No Action	Alternative 2, Fourth Plain Plan	Mitigation
PUBLIC FACILITIES & UTILITIES				
Fire Protection	Population growth requires additional services and facilities to meet adopted level of service standards.	No change to impacts discussed in 2003 EIS.	No change to impacts discussed in 2003 EIS. More compact development would increase efficiencies of service.	No additional mitigation required.
Police Protection	Population growth requires additional services and facilities to meet adopted level of service standards.	No change to impacts discussed in 2003 EIS.	No change to impacts discussed in 2003 EIS. More compact development would increase efficiencies of service.	No additional mitigation required.
Public Schools	Population growth requires additional services and facilities to meet adopted level of service standards.	No change to impacts discussed in 2003 EIS.	No change to impacts discussed in 2003 EIS. More compact development would increase efficiencies of service.	No additional mitigation required.
Parks and Recreational Facilities See Figure 8, Parks and Trails	Population growth requires additional services and facilities to meet adopted level of service standards.	No change to impacts discussed in 2003 EIS. Level of service will continue to exceed standards.	Level of service will continue to exceed standards. Policies call for improving public safety in parks, and consideration of design features in adjacent development to accomplish same.	No additional mitigation required.
Libraries	Population growth requires additional services and facilities to meet adopted level of service standards.	No change to impacts discussed in 2003 EIS.	No change to impacts discussed in 2003 EIS. More compact development increases efficiencies of service.	No additional mitigation required.
General Government	Demand mostly driven by overall projected growth, not location of growth. Vancouver may need additional facilities in the future.	No change to impacts discussed in 2003 EIS.	No change to impacts discussed in 2003 EIS. Replacement of the City Operations facility with a more modern building could contribute to revitalization of the Fourth Plain area.	No additional mitigation required.
Solid Waste	Capacity needed to accommodate waste stream from future growth.	Sufficient capacity available. No change to impacts discussed in	No change to impacts discussed in 2003 EIS.	No additional mitigation required.

		2003 EIS		
Description of Potential Impacts of Growth in 2003 EIS		Alternative 1, No Action	Alternative 2, Fourth Plain Plan	Mitigation
PUBLIC FACILITIES & UTILITIES CONT'D				
Public Water Supplies	Growth in population requires additional sources of drinking water.	No change to impacts discussed in 2003 EIS.	No change to impacts discussed in 2003 EIS.	No additional mitigation required. Vancouver has sufficient water to serve planned growth.
Sewer	Growth in population requires additional capacity for wastewater.	No change to impacts discussed in 2003 EIS.	No change to impacts discussed in 2003 EIS.	No additional mitigation required. Vancouver has sufficient sewage treatment capacity to serve planned growth and hook up those homes still on septic systems.
Electricity	Population & employment growth generate additional demand.	No change to impacts discussed in 2003 EIS.	No change to impacts discussed in 2003 EIS.	No additional mitigation required.

Potential Impacts from Fourth Plain Plan	Description of Potential Impacts	Alternative 1, No Action	Alternative 2, Fourth Plain Plan	Mitigation
Population and Land use Figure 4, Comprehensive Plan Designations and Figure 5, Zoning Designations	Future amounts of growth are likely to be similar under Alternatives 1 and 2 as the area builds out. Population is anticipated to grow by approximately 3,967 persons for a total of 17,888 persons by 2024. Employment is anticipated to grow by approximately 3,734 jobs, for a total of 10,671 jobs by 2024	Pace and type of development and redevelopment likely to be similar to that of recent past; Character of neighborhoods unlikely to change	Development and redevelopment likely to occur at slightly faster pace than in the past Character of neighborhoods & streetscape likely to change with additional public investment, environmental clearances, and incentives to increase private investment Increased potential for indirect displacement due to rising property values; could be offset if incomes rise due to better paying jobs Public investment would be re-directed from other public activities	Mitigation for impacts under Alternative 1 could be to provide incentives not specifically targeted to Fourth Plain but apply to whole city Mitigation for impacts under Alternative 2 could to increase revenues or lower government expenditures to offset additional public investment

Potential Impacts from Fourth Plain Plan	Description of Potential Impacts	Alternative 1, No Action	Alternative 2, Fourth Plain Plan	Mitigation
<p>Transportation</p> <p>Figure 6, Functional Classifications of Roadways</p>	<p>Additional right of way will be needed in certain locations along Fourth Plain Boulevard to allow for the extra-wide sidewalks and street amenities identified in the plan.</p>	<p>Improvements will keep pace with land use development and redevelopment because right of way acquisition, sidewalk and pedestrian environment improvements, additional on-site circulation and local system cross circulation will all be implemented with site redevelopment.</p>	<p>Same as no action.</p>	<p>There is no mitigation in the way of additional large capital improvement projects beyond what is identified in the adopted Comprehensive Plan. Nor do the transportation implementation strategies go beyond adopted Comprehensive Plan Policies. The biggest change is simply the additional level of detail available on the land use environment which drives the need to ensure implementation of improvements to all modal systems within the corridor. This is the focus of the implementation strategies and it is also the “mitigation” for the action alternative.</p>
<p>Historic and Cultural Resources</p> <p>Figure 7, Regulated Archaeological Areas and Historic Sites Map</p>	<p>Land along Burnt Bridge Creek identified as high probability for archaeological resources. One historic site or building identified in corridor. Unrestricted development can result in destruction of historic and cultural resources.</p>	<p>No change to impacts discussed in 2003 EIS. Because SEPA review is not generally required for development of single-family residences, most of the impacts that could occur would be on vacant, previously-undeveloped lots in single-family districts. That category contains relatively few acres, and would have the same impacts under both alternatives. No significant adverse impacts because development standards protect resources.</p>	<p>Slightly higher density and/or faster redevelopment may occur than under Alternative 1, due to flexibility in development regulations. No significant difference to impacts under Alternative 1 or those discussed in 2003 EIS.</p>	<p>The 4P Policy 11 (for Community Character) calls for using the design of redevelopment to celebrate the corridor’s historic past and its present multi-cultural character. Policy CD-11 (Archeological and historic resources) calls for protecting and preserving cultural, historic and archaeological resources. The Historic Preservation section of the building code (VMC 17.39) establishes regulations for the listing and protection of eligible properties. Vancouver has adopted an Archaeological Preservation Ordinance and uses the County’s predictability model. Additional mitigation measures could include an inventory of historical features in the corridor that are important to the community, and incentives to protect or highlight them during development.</p>

PART 2: PROJECT DESCRIPTION

Proponent

The City of Vancouver is the proponent for the proposed action.

Location

The Fourth Plain Corridor extends from St. John’s Boulevard on the west side to Burton Road on the east, and from SR 500 to the north to Burnt Bridge Creek Greenway/20th Street to the south. The corridor within a regional context is shown on Figure 1 and is outlined on the aerial photo in Figure 2.

Schedule

September 8, 2006	Publish Draft Supplemental Environmental Impact Statement
October 8, 2006	Deadline for comments on DSEIS (30 days)
October 24, 2006	Planning Commission Workshop
November 14, 2006	Planning Commission Hearing & Publication of FSEIS
November 13, 2006	City Council Workshop
November & December, 2006	City Council Public hearings on Fourth Plain Plan and FSEIS

Public Involvement

The GMA requires early and continuous public participation in the development and amendment of comprehensive land use plans (RCW 36.70A.140). The City of Vancouver and the project consultant team developed a public involvement program for the project. The program was led by a Citizen’s Oversight Committee that reviewed the products of the consultant team and provided feedback at four meetings. There were also newsletters, two community workshops, and stakeholder interviews. Details of the program can be found in the Fourth Plain Plan.

Description of Proposed Action and No Action Alternatives

SEPA requires EISs to evaluate potential significant impacts from the proposed action as well as from one or more reasonable alternatives. At a minimum a “No Action Alternative” must be evaluated. Alternative 1 is the No Action Alternative required to be evaluated in any EIS. Alternative 2 is the Fourth Plain Corridor Subarea Plan.

No Action Alternative

Alternative 1, the No Action Alternative, would not amend the Vancouver Comprehensive Plan 2003-2023 to establish the Fourth Plain Corridor as a subarea within the city. No goals or policies specific to the Fourth Plain Corridor other than the goals and policies of the Vancouver Comprehensive Plan would apply. The 2003 Comprehensive Plan land use designations would remain and the level and type of growth is projected to be consistent with assumptions for the entire city. Employment and population growth would be accommodated by redevelopment of

under-utilized land and by development on vacant land within the corridor. Population is anticipated to grow by approximately 3,967 persons for a total of 17,888 persons by 2024. Employment is anticipated to grow by approximately 3,734 jobs, for a total of 10,671 jobs by 2024.

Alternative 1 would not change development standards, planned public capital investments, or the Vancouver Transportation Plan or policies with respect to the neighborhoods within the corridor. Transportation improvements in the current Transportation Plan would be built, as well as improvements called for by the Safety Corridor study conducted by the City of Vancouver and Washington Department of Transportation.

Alternative 2, Fourth Plain Corridor Subarea Plan

The City of Vancouver and local public agencies and stakeholders initiated the Fourth Plain Corridor Subarea Plan to evaluate the opportunities and challenges and to clarify what is important to residents and businesses now and what they hope for in the future. The Fourth Plain Plan contains policies and plans that would be incorporated into the City's Comprehensive Plan, including an urban design plan, a streetscape plan and an implementation strategy. The details of these plans and strategies are found in the Fourth Plain Plan itself, which accompanies this document.

If Alternative 2 is adopted as proposed, the Fourth Plain Plan would establish an area known as the Fourth Plain Corridor, which would extend from St. John's Boulevard on the west side to Burton Road on the east, and from SR 500 to the north to Burnt Bridge Creek Greenway/20th Street to the south. (See Figure 2)

The design plan is built around four "pulse points" along Fourth Plain Boulevard. Pulse points are places along a corridor having more intense development, a mix of uses and a street network with connections to adjacent neighborhoods. Pulse points are an effective way to recognize places with individual yet related characteristics and to emphasize attention and investment there. The character and location of the four pulse points are:

- Pulse Point 1, Village Character: Fourth Plain Boulevard near the intersections of Fort Vancouver Way, Grand Boulevard, and Norris Road
- Pulse Point 2, Community Center: Fourth Plain Boulevard Near the intersections of General Anderson and the Burnt Bridge Creek Greenway
- Pulse Point 3, Employment Focus: The Kyocera site is located at the heart of this pulse point
- Pulse Point 4, Regional Destination: southward from the corner of Fourth Plain and NE Andresen

An urban streetscape plan proposes a set of design characteristics that are intended to link the pulse points, help define the corridor and improve the environment for residents and businesses. The changes would shift the emphasis from a through-route for automobiles to a more pleasant and safe environment for all transportation modes, including walking, cycling, and public transit.

The implementation program focuses on encouraging future private investment in the corridor to expand opportunities for employment and to improve livability for residents. Implementation is based on several key components, such as establishing city support for leadership for the Fourth Plain Corridor community, leverage for future public and private investment, continued involvement of the City, other public agencies, residents, and local businesses in multiple planned projects. Adoption of the Fourth Plain Plan would likely result in a future commitment of City resources to specific items in the implementation plan. Other projects would be implemented by other public agencies who have been involved in developing the Fourth Plain Plan, such as C-TRAN and the Vancouver Housing Authority. The remaining projects would be the responsibility of the private sector. Some of the implementation projects that the City could be involved in are amendments to development standards to encourage development in keeping with the vision for the corridor, building streetscape improvements, funding façade improvement programs, improving connectivity of sidewalks and greenways, code enforcement, and developing a corridor access management plan. All of the proposed implementation strategies and projects are listed in the Fourth Plain Plan.

Consistency with Adopted Plans

The Growth Management Act

The GMA states that a comprehensive plan may include, where appropriate, subarea plans, each of which must be consistent with the comprehensive plan (RCW 36.70A.080). Demonstration of the Fourth Plain Plan's consistency with the Vancouver Comprehensive Plan 2003-2023 ensures consistency with the GMA.

Consistency with Vancouver Comprehensive Plan 2003-2023

Adoption of the Fourth Plain Plan will help to implement the Vancouver Comprehensive Plan. The Comprehensive Plan promotes efficient land use and development patterns and emphasizes preserving or enhancing the unique character and function of individual neighborhoods. Implementation of the Comprehensive Plan focuses on areas in or near urban centers and the corridors that connect them. Fourth Plain Boulevard from I-5 east to 117th Avenue is cited as a potential corridor that can serve as a community focal point.

The General Land Use Designations map (Figure 1-2 of the Vancouver Comprehensive Plan, and in the Figure Appendix, Figure 4, Comprehensive Plan Designations) would not be immediately amended by adoption of the Fourth Plain Plan, although future amendments will occur as implementation proceeds.

Community Development Policies

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*

The Fourth Plain Plan addresses all of these elements. The Vision of the plan articulates the unique characteristics of the corridor (a). The Illustrative Plans show how the area can be developed as a compact urban form. Policies (1, 2, 8, and 10) and action items (5, 6, 10) would lead to more flexible development standards and more mixed uses, and encourage compact growth (b). The Fourth Plain Corridor Oversight Committee worked with the project team to develop flexible standards, as shown in the implementation program and action items of the Fourth Plain Plan (c). 4P Policies 1-5 establish the vision of the Pulse Points (or community centers) in the corridor, and call for design standards, unified streetscapes, and enhancement of existing storefronts (d). Transportation policies (4P Goal 7, and policies 24, 26, 27, 29, and 30) would improve connectivity for all modes (e). Several transportation policies and action items (4P Policies 26, 27, 28, 29, 30, and Action Items 22, 24, and 31) recognize and encourage the multi-modal function of Fourth Plain Boulevard (f). The Employment and Economic Development, Recreation, and Public Safety goals and policies (12, 14,) and action items (3, 7, 8, 9 and 11—16) call for targeted public investment to revitalize the corridor (g).

CD-5 Mixed Use Development

Facilitate development that combines multiple uses in single buildings or integrated sites.

Fourth Plain Plan Action Items 4, 5, 6 encourage the development of mixed uses.

CD-6 Neighborhood Livability

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

The Fourth Plain Plan Vision calls for diverse housing and employment opportunities, increased home ownership and levels of income, adequate public services such as schools and parks, and safe and pleasant pedestrian connections. The vision would be implemented through the Land Use, Housing, Community Character, and Employment and Economic Development goals, policies, and action items. 4P Goal 1, in particular, calls for achieving the vision of the corridor that increases the welfare of its residents and workers and creates a vibrant, inviting, and compactly developed area.

CD-8 Design

Facilitate development and develop design standards to address the following:

- a. Increased streetfront 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*

4P Policy 2 calls for creating design standards for public and private development that emphasize building local diversity and attractive boulevard character. Less desired development is to be discouraged (4P Policy 3). 4P Policy 11 would use the design of redevelopment to celebrate the corridor's historic past and its present multi-cultural character.

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.

The City of Vancouver developed the Fourth Plain Corridor Subarea Plan as part of the effort to plan for subareas in accordance with this policy.

Economic Development Policies

EC-2 Family-wage employment

Promote the formation, recruitment, retention and growth of businesses that provide a wide range of employment opportunities, particularly family-wage employment.

The Employment and Economic Development Goal 5 is to raise the average income in the corridor. Policies and action items under Goal 5 support existing businesses and future business growth.

EC-5 No net loss of employment capacity

No changes to industrial or business park lands are proposed in the Fourth Plain Plan.

Housing Policies

H-1 Housing Options

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

H-2 Affordability

Provide affordable housing by formulating innovative policies, regulations and practices, and establishing secure funding mechanisms. Target affordability programs toward below median area income.

H-3 Housing Improvement. Encourage preservation and redevelopment of existing housing stock. Support neighborhood based improvement efforts.

H-7 Home ownership

Promote opportunities for home-ownership of single and multi-family housing.

Goal 2 and 4P Policy 9 under the Housing element of the Fourth Plain Plan would increase home ownership while protecting the ability of residents to continue residing in the area. 4P Policy 8 to encourage a diverse range of housing types is consistent with policy H-1, above. In addition, 4P Action Items 5, 6, and 7 would increase the flexibility of development standards to encourage different types of housing and could result in more affordable options over the long term.

Public Facility and Service Policies

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.

The Vision for the corridor includes a transportation system that connects streets, pedestrian and bike routes, and the regional system. Goal 7 would improve safety and connectivity for all transportation modes in the corridor. Several policies (24, 26, 29, 30) and action items (23, 24, 30) promote connectivity.

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.

Several Transportation policies in the Fourth Plain Plan include references to providing safe travel networks for motorists, bicyclists, transit users, and pedestrians (25, 26, and 29). 4P Action Item 27 calls for incorporating the safety improvements recommended by the WSDOT Safety Corridor Committee into the Vancouver TIP.

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.

Much of the policy direction for redevelopment and the implementation program focuses on the integration of transportation and land uses. In particular, the vision for the Pulse Points and proposed future uses specifically aims to integrate transportation modes with those community centers. The design standards would require buildings to interact more with Fourth Plain Boulevard by prohibiting parking between the buildings and the street, and reducing front setbacks. Those site design standards would then be enhanced by the implementation of a consistent pedestrian-friendly streetscape along Fourth Plain Boulevard.

PART 3: EXISTING CONDITIONS, IMPACTS, AND MITIGATION

Land Use, Housing, and Jobs

Existing Conditions

A very brief discussion of existing conditions is presented here. Details on demographics, land uses, and the local economy can be found in the Existing Conditions section of the Briefing Book. Figures 2, 4, and 5 in the appendix show existing development from an aerial photo, the comprehensive plan designations, and the zoning districts.

The corridor contains 1,122 acres, of which 110 acres are vacant, and of that, approximately 60 acres are both vacant and buildable. Vacant and buildable acreage includes any parcel not identified as public land, where critical areas affect less than 50 percent of the parcel, or there are no constraints. The majority of vacant land is in commercial or medium density zones. Underutilized land includes properties where there is an existing structure but the value of the structure is less than the value of the land. Within the project area, the majority of underutilized land, approximately 65 acres, is zoned for commercial uses. Approximately 32 acres of medium density residential land and approximately 16 acres of low density residential areas are also underutilized.

Table 1 in the Briefing Book shows the acreage in the major use categories of single-family residential, multi-family residential, industrial, commercial, and public. Table 2 breaks out land by zoning designation.

The population in the corridor is estimated to have been 13,921 in 2004. (An earlier estimate in the Fourth Plain Briefing Book estimated 14,314 persons in 2004) There were 5,253 households and 6,843 jobs. The rate of owner-occupancy is lower in the corridor than in the rest of Vancouver, with more than 70 percent of housing units rented. Incomes in the corridor are significantly lower than the city average. In 2004, the corridor's median household income of \$27,940 was 40 percent less than the citywide median household income of \$46,189.

The population of the Fourth Plain Corridor is expected to grow 1.26 percent annually through 2024. Between 1990 and 2000, the Corridor's population grew at a higher annual rate of 2.81 percent. The slowdown in the Corridor's growth since 2000 is likely due to the overall slowing of the economy in the Pacific Northwest and to the shrinking availability of large sites for housing development. Over time, the population within the corridor will probably level off as the remaining vacant land is built out and only smaller infill and redevelopment occur.

Potential Impacts

The regional transportation model combined with Clark County's Vacant and Buildable Lands Model (VBLM) and estimates of planned developments not accounted for in the models were used to make projections of population and employment growth. The growth would add 3,967 people for a total population of 17,888 by 2024. Using an assumption of 2.65 people per household in the corridor, there would be an additional 1,497 households, for a total number of 6,750 households in the corridor by 2024.

Much of the residential growth on vacant acreage would occur around Nicholson and Falk roads, and north of Fourth Plain Boulevard east of 57th Avenue (Figure 4, Comprehensive Plan Designations). Redevelopment would occur on land that is currently underdeveloped in all residential zones, particularly as base land values across the region increase.

Employment growth would average about 2.3 percent a year over time, with some years more and others less. About 3,734 jobs would be added to the local economy of the corridor, increasing total jobs to about 10,671. Growth in jobs would be primarily in categories other than retail. One third of new jobs would be retail while two-thirds would be in other professions, such as in the office, public, and business service sectors.

Alternative 1, No Action

The adverse impacts of Alternative 1 are chiefly related to the continuance of the existing constraints that were identified by residents and business owners during the corridor study. These include lower levels of homeownership and personal income, higher levels of transience, perceived higher crime rates and less personal safety, inconsistent streetscapes, unconnected pedestrian and cycle paths, an auto-oriented landscape, and poor maintenance of the building stock. By not establishing a new policy and program framework, Alternative 1 would continue the current policy and program framework that has not been focused specifically on facilitating positive change in the Fourth Plain Corridor.

Maintaining existing development standards and City policies would likely result in development that is similar in style and rate of growth to what has recently occurred in the area: strip commercial development, with less efficient use of available land and little relationship with the street. Redevelopment and infill would be less likely than under Alternative 2 because existing development standards are less flexible than those associated with Alternative 2. There would not be any changes to the street standards to provide a more pedestrian-friendly environment that could attract more investment to the area. Economic development or redevelopment would likely occur at a slower rate than under Alternative 2, because no City resources would be redirected to attracting private investment, such as storefront improvement programs, enhanced code enforcement, and safety programs.

Concern over displacement impacts resulting from gentrification is one potential adverse impact voiced by some of the residents and business owners in the area. Since growth will occur under both alternatives, some new investment would likely occur regardless, and could put upward pressure on property values, rents, and leases. Those impacts could be offset somewhat by rising personal income levels and revenues to local businesses. This would likely be an impact shared by both alternatives, though investment is likely to happen more slowly under Alternative 1. However, Alternative 1 would not implement any policies or programs to assist in retaining existing businesses and encouraging higher income levels and home-ownership, unlike the Fourth Plain Plan in Alternative 2.

Alternative 2, Fourth Plain Plan

The projected growth under Alternative 2 would be similar to growth under Alternative 1. The differences would be seen more in the type, rate, and appearance of residential growth than in the amount or location of growth. The goal of the Fourth Plain Plan is to improve livability and expand housing and employment opportunities by attracting new private investment. To assist in achieving this goal, the adoption of Alternative 2 would redirect some public investment and redevelopment focus to the Fourth Plain Corridor from other programs.

Redevelopment and infill would likely occur more rapidly and with more variety and efficiency of land use than under Alternative 1 because City resources would be redirected to attracting private investment. Furthermore, by adopting a Planned Action Ordinance, future development would not require as much environmental documentation, and therefore would increase predictability for potential developers. The residential character of the neighborhoods would not change dramatically, since the corridor is already substantially built out. More flexible development regulations and prior environmental clearances (through the Planned Action Ordinance) may increase opportunities for more affordable housing by lowering costs for developers.

To the extent that the economic development goals of the Fourth Plain Plan are met over the long term, Alternative 2 would improve the economy in the corridor, helping to raise incomes and opportunities for home ownership through specially-developed programs for the area.

Changes to existing street standards and City transportation policies would also improve the streetscape and pedestrian and cyclist safety.

Concern over displacement impacts resulting from gentrification is one potential adverse impact voiced by some of the residents and business owners in the area. City activities and public investment would be geared to attracting private investment. Rising levels of investment would likely increase property values over time and could result in rising rents and higher taxes for homeowners. Those impacts could be offset somewhat by rising personal income levels and revenues to local businesses along the corridor, although as the area develops, some current residents may not be able to afford higher rents in new development and could be displaced. Alternative 2 would implement policies and programs to assist in retaining existing businesses and encouraging higher income levels and home-ownership.

Another adverse impact would be associated with the redirection of some public investment to the Fourth Plain Corridor that could reduce funds available for other City efforts. The impacts of changing the focus of that public investment has not been quantified.

Mitigation Measures

Mitigation for the adverse impacts under Alternative 1 would be to implement changes to the development code and city policies and programs similar to those proposed as part of the Fourth Plain Plan, but that would apply to the whole city. Absent the Fourth Plain Corridor designation and the environmental clearance provide by the Planned Action Ordinance, it would be more difficult for the city to guide future development and less attractive for private developers in that

particular area. Focusing efforts through the Fourth Plain Plan and the Planned Action Ordinance provides policy and program backing that would not be available otherwise.

Mitigation for the financial impacts of Alternative 2 would be to increase revenues or lower expenditures to offset the additional public investment in the Fourth Plain Corridor.

TRANSPORTATION

Existing Conditions

Existing conditions in the Fourth Plain Corridor are documented in the Fourth Plain Corridor Project Briefing Book and supporting documents as cited in the Briefing Book. In addition to the vehicle, safety, pedestrian, transit, and bicycle system information included therein, existing level of service conditions are reported below in Table 1.

Table 1: Corridor & Intersection LOS

Intersections with Fourth Plain:	Control Type	Future Conditions, 2024						
		Intersection Total			Worst Movement			Inter-section Volume
		LOS	Delay	v/c	Delay	Movement	Move-ment Volume	
Ft. Vancouver	Coordinated	C	22.7	0.46	62.9	NB LT	3	2,045
Grand	Coordinated	C	22.4	0.58	54.5	SB LT	40	2,452
Brandt	Coordinated	B	13.6	0.45	43.2	NB LT	88	1,897
Falk	Coordinated	B	19.7	0.50	33.2	SB RT	198	1,746
Stapleton	Coordinated	C	26.7	0.63	60.2	WB LT	57	2,576
65th Ave	Actuated-Uncoord	C	30.5	0.86	71	WB LT	104	2,405
66th Ave	Actuated-Uncoord							
Andresen	Actuated-Uncoord	D	37.2	0.96	73.8	SB LT	287	5,093

Impacts

The impacts of growth to 2009 based on an annual average growth rate of 1.63 percent also documented in the Briefing Book and supporting documents, including the Comprehensive Plan and Transportation Plan. Because the land use environment is not forecasted to change dramatically from that of the Vancouver Comprehensive Plan, the analysis completed for the comprehensive plan and the mitigations identified therein (for all travel modes) are still valid.

Alternatives 1 and 2

There is no measurable difference in impact between the No Action and Action alternatives because forecasted growth is very similar. The future corridor and intersection levels of service as evaluated for Fourth Plain Boulevard are summarized in Table 2 below. Road improvement projects in the Transportation Plan would be the same.

Table 2: Corridor and Intersection (Future) LOS

Intersections with Fourth Plain:	Control Type	Future Conditions, 2024						Inter-section Volume
		Intersection Total			Worst Movement			
		LOS	Delay	v/c	Delay	Movement	Movement Volume	
Ft. Vancouver	Coordinated	C	26.6	0.65	66.6	SB LT	47	2,731
Grand	Coordinated	C	29.3	0.78	85	WB LT	62	3,385
Brandt	Coordinated	B	16.7	0.61	42.4	WB LT	184	2,486
Falk	Coordinated	C	25.0	0.73	37.9	SB RT	334	2,427
Stapleton	Coordinated	C	28.4	0.71	62.4	SB	91	3,209
65th Ave	Actuated-Uncoord	E	59.1	0.97	138.6	EB LT	75	3,229
66th Ave	Actuated-Uncoord							
Andresen	Actuated-Uncoord	E	77.8	1.16	151.6	SB LT	347	6,318

Mitigation

Because the growth planned for the corridor is not significantly different between the no action and action scenarios, and because the adopted Comprehensive Plan already plans for multi-modal improvements along the corridor, the transportation mitigation measures detailed in the Action Strategy are designed to complement implementation of the action scenario vision. For example, the uniform 10 to 12 foot sidewalk will enhance the pedestrian and street front/store front environment. Streetscape improvement such as a uniform standards and regular placement of furniture—benches, trash receptacles, etc.—will make the pedestrian way softer and friendlier for through travelers and for those with commercial or residential destinations within the corridor. Likewise, development and implementation of a standard cross-section that incorporates an access management strategy will aid in traffic safety and efficiency as well as providing an enhanced environment for pedestrians and bicyclists. These mitigation measures are really about corridor design, about the feel and character of the corridor subarea and its pulse points. The identified strategies are proposed more to make people feel safe, comfortable, and at home in a truly urban multi-modal and mixed land use environment than they are to provide quantifiable operational benefit for vehicles during the peak travel demand hour. All of these goals and strategies are already in the Transportation Element of the adopted Comprehensive Plan. Adoption of the subarea plan simply provides for a more detailed focus on priority strategies for the Fourth Plain Corridor.

Fourth Plain Boulevard is inherently multi-modal. It is C-TRAN’s most successful transit route and, as a result of the area demographics and wide variety of land uses, many people traverse portions of the corridor on foot or on a bike.

Additionally Fourth Plain Boulevard is right-of-way constrained in certain locations and has practical limitations on the potential for new right-of-way for roadway widening because of the shallow depth of many parcels which front the roadway. To acquire right-of-way to enhance vehicle operating levels of service would render some parcels unusable and prohibit realization of the vision embodied in the Fourth Plain Plan.

As a result, the primary focus on Fourth Plain Boulevard is to enhance efficiency with as little physical impact (such as purchasing additional right-of-way) as possible. Vehicle operational efficiency will be achieved through application of access management strategies which include introduction of roadway medians, driveway consolidation and (shared) cross parcel access, and side street access with off-Boulevard system connectivity.

Beyond traffic efficiency, corridor improvements will focus on maximizing the usefulness, convenience, and safety of all other travel modes. Bicycle and pedestrian system networks are identified in the comprehensive plan and elaborated on in the Fourth Plain Boulevard Plan illustrative maps. Likewise, transit system enhancements are identified in the mitigation measures and include consideration of investment in high-capacity transit systems such as bus rapid transit, street car, or light rail. These findings and recommendations are consistent with the adopted comprehensive plan where Fourth Plain Boulevard is identified as a Tier I transit facility.

Specific transportation mitigations and policies which will support the implementation of the Fourth Plain Plan are listed below (and are discussed at length in the appendix to the Fourth Plain Plan and its Illustrative Maps).

1. Build out the comprehensive plan TSP elements for bicycles, pedestrians, transit, and motor vehicles through the Fourth Plain Corridor.
2. Establish roadway and pedestrian connections as illustrated in the corridor illustrative plan with development activity.
3. Establish minimum 10 foot wide sidewalks on Fourth Plain Boulevard, or 12 feet where feasible, including street furniture and landscaping. Explore continuous sidewalks with limited curb cuts, street trees, landscaping and/or street furnishing zone between sidewalk and road, prominent transit features, bike lanes, and median diverters.
4. Establish 500 foot maximum block face standard to provide regular and convenient pedestrian crossings. New connecting streets should be required through all new land divisions or subdivisions where appropriate to meet that standard.
5. Develop a corridor access management plan including street medians, pedestrian refuges at major pedestrian crossings, driveway consolidation side street access to fronting land uses and other measures to increase safety and efficiency.
6. Limit curb cuts along Fourth Plain Boulevard, and consider grouping multiple stores' parking in shared parking lots that are accessed from the side streets, rather than from the Boulevard
7. Maintain high level transit service to and through the corridor to support local mobility, affordability, and investment. Consider future enhancements such as branded or premium bus service with shorter headways and improved transit stop amenities.
8. Explore transit infrastructure investments such as light rail or streetcar that demonstrate a long term public commitment to support private investment.
9. Support pedestrian activity through intersection improvements including curb ramps, textured crosswalk paving, pedestrian signals, pedestrian refuge islands, landscaping and intersection median barriers.
10. Realign north/south cross streets to eliminate jogs or offsets to improve traffic operations, and pedestrian and vehicular safety and convenience.
11. Reduce visual clutter along Fourth Plain Boulevard by placing utilities underground utilities and consolidating directional and regulatory signage wherever possible.

HISTORIC PRESERVATION

Existing Conditions

Fourth Plain has its roots in the early settlement of the area. Plains, a term the British settlers used to describe openings in the dense forest around Fort Vancouver, were generally used for industry. Mill Plain, a large opening in the forest, was the location of grist and lumber mills. A second plain lay around what is now Burnt Bridge Creek. Third plain was located west of the what is now the Westfield Mall, the fourth, and largest is now called Orchards, and the fifth plain lay north of Camas. The road from the fort to the fourth plain went through second and third plains and is the road now called Fourth Plain Boulevard. Some Vancouver residents had summer homes on the fourth plain.

All of Central Park including Clark College was once part of the Military Reserve. The US Army arrived in 1849 taking over from the Hudson's Bay Company, and until after World War II, the land was used for military activities. Since the only road for civilians that crossed the barracks was 5th Street, travelers going east from Vancouver had to take 5th Street or Fourth Plain via 22nd Street. After the war, the Army began dividing property among the State of Washington local governments such as the City of Vancouver and Clark College. It was during this period that McLoughlin Boulevard and Mill Plain Boulevard were constructed, and Evergreen Boulevard opened through what is now Officer's Row.

World War II changed the whole area of the Fourth Plain corridor. Population soared from 18,000 to 85,000 in just four months. Henry Kaiser began building a shipyard on the Columbia River in February 1942. By the time it was finished in July 1947, ship construction was already underway and the need for more workers enticed thousands of new residents to the area. Meeting the demand for housing was the job of the Vancouver Housing Authority, formed under the orders of Franklin Roosevelt. VHA built the neighborhoods of Fruit Valley, McLoughlin Heights, Burton Homes, Fourth Plain Village, Bagley Downs, and Ogden Meadows. While some homes were permanent homes, others were temporary homes called demountables. At the end of the war, the demountables were removed.

Impacts

The GMA requires all local jurisdictions "to identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance." Unrestricted development can result in destruction of historic and cultural resources.

The Clark County Archaeological Predictive Model and associated probability maps were adopted by the County in 1994 and updated in 2001. Vancouver uses the predictive model in addition to its registry of historic sites to protect cultural resources. The predictability maps identify the likelihood of a particular area having archaeological resources and establish specific ranges of probability: low (1 to 20 percent), low-moderate (21-40 percent), moderate (41-60 percent), moderate-high (61-80 percent), and high (81 to 100 percent). Many of the high probability areas are located along streams, rivers, and other water bodies. When applications for development are submitted, a pre-determination of the probability rating is required. The model helps staff

determine whether an applicant is required to investigate potential resources further in order to protect them from development, or how to mitigate impacts. Figure 7 shows the Regulated Archaeological areas for the Fourth Plain Corridor.

As shown on the map of regulated archaeological areas map (Figure 7), large areas along Burnt Bridge Creek are highlighted as Area A. Areas next to streams tend to have the highest probability ratings for containing resources. Area A means that any non-exempt ground-disturbing activity requiring approval must complete a predetermination study to determine the likely existence of archaeological resources under the standards of Vancouver's Archaeological Resource Protection standards, VMC 20.710. However, impacts tend to be largely a matter of project-level decisions. Impacts from growth would be the same under both alternatives, since forecasted growth would be similar. With additional flexibility in the development regulations under Alternative 2, there could be more opportunities to avoid impacting resources without losing density.

Because SEPA review is not generally required for development of single-family residences, most of the impacts that could occur would be on vacant, previously-undeveloped lots in single-family districts. That category contains relatively few acres, and would have the same impacts under both alternatives.

Mitigation

The 4P Policy 11 (for Community Character) calls for using the design of redevelopment to celebrate the corridor's historic past and its present multi-cultural character.

Mitigation for impacts to cultural resources consists of measures mandated by existing or proposed regulations at the local, state, and federal level. The Vancouver Comprehensive Plan contains Policy CD-11 (Archeological and historic resources) which calls for protecting and preserving cultural, historic and archaeological resources. It promotes preservation, restoration, and reuse of significant older buildings. The Vancouver zoning ordinance implements the historic preservation policies of the comprehensive plan through Section 20.510 Historic Preservation Overlay District. However, the Conservation Area Overlay Districts (CA)—intended to preserve the special architectural character and/or historic or cultural significance of certain areas within the City—has not been applied to any land in the Fourth Plain Corridor. The Historic Preservation section of the building code (Vancouver municipal Code 17.39) establishes regulations for the listing and protection of eligible properties, which would apply in the corridor.

The City of Vancouver can use its Substantive Authority under SEPA during development review to require additional mitigation measures to reduce impacts.

Other potential mitigation measures include:

1. As part of the redevelopment and storefront improvement efforts in the corridor, adopt development incentives specific to the Fourth Plain Corridor which encourage the rehabilitation and preservation of historic sites and structures.
2. Encourage increased neighborhood and citizen involvement in preservation and maintenance of these areas as part of the Fourth Plain citizen involvement program.

3. Encourage new development to reflect or reference the history of the Fourth Plain area.
4. Refine aspects of the streetscape to reference historic milestones or historic activities in the corridor's heritage.

UNAVOIDABLE ADVERSE IMPACTS

Alternative 1. A potential unavoidable adverse impact of Alternative 1 could be the continuing conditions of low home ownership, lack of private investment in maintaining the building stock, perceptions of the area as a less-than-desirable area to live and work in. If private investment does occur without the Fourth Plain Plan, the City would lose the opportunity to leverage more investment through a focused development plan and there could be fewer benefits accruing to the neighborhoods and to the City as a result.

Alternative 2. A potential unavoidable adverse impact could be displacement of existing businesses and residents if incomes and better employment opportunities do not rise with property values.

IRRETRIEVABLE COMMITMENT OF RESOURCES

SEPA requires a discussion of short-term environmental gains and long-term productivity gains and the extent to which the proposed action forecloses future options, also referred to as an irretrievable commitment of resources. The 2003 DEIS for the Vancouver Comprehensive Plan covered these types of impacts and adoption of the Fourth Plain Plan would not change the potential impacts discussed in the 2003 DEIS.

FIGURE APPENDIX

Figure 1. Fourth Plain Corridor Subarea: Regional Map

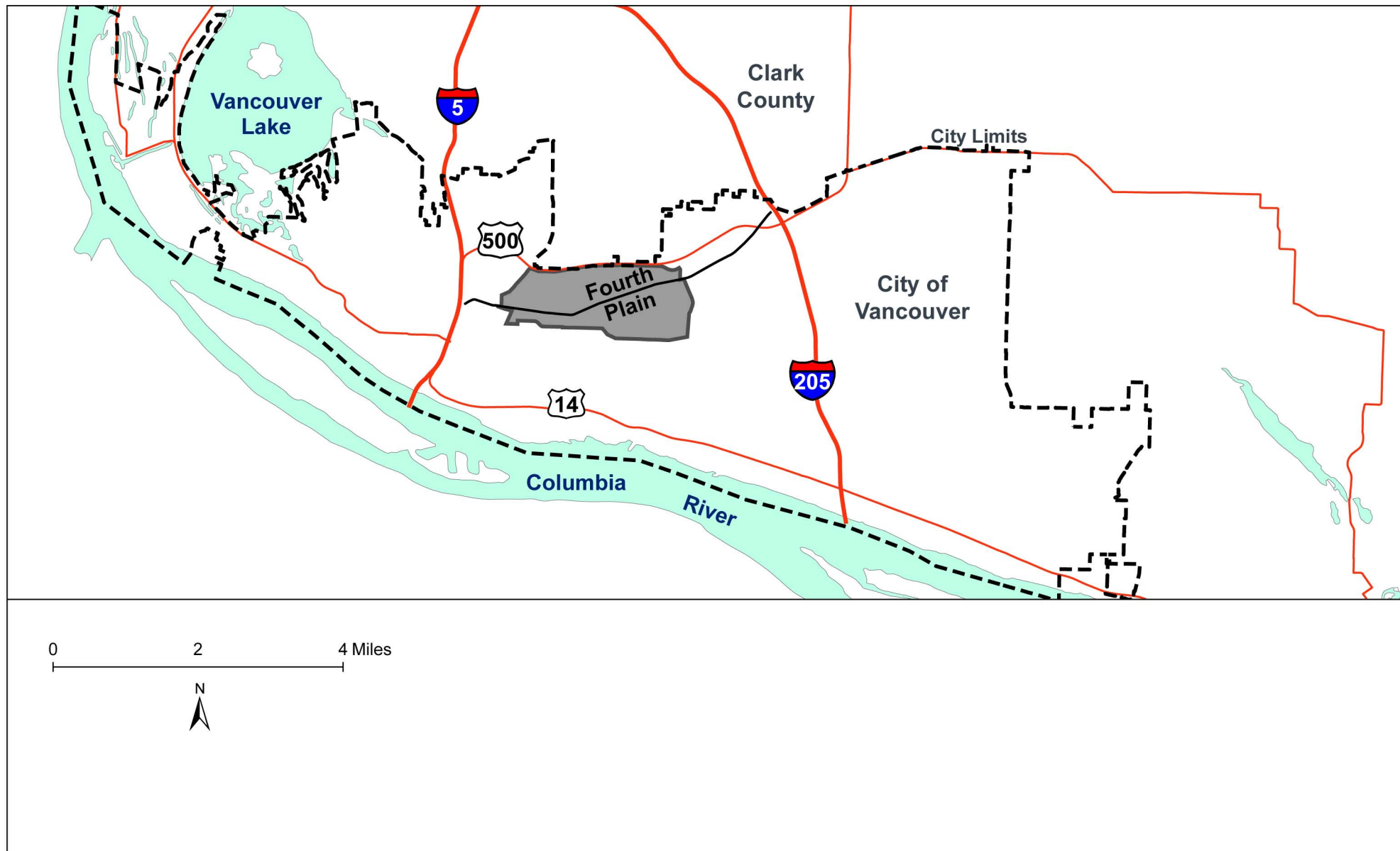




Figure 2. Fourth Plain Corridor Subarea

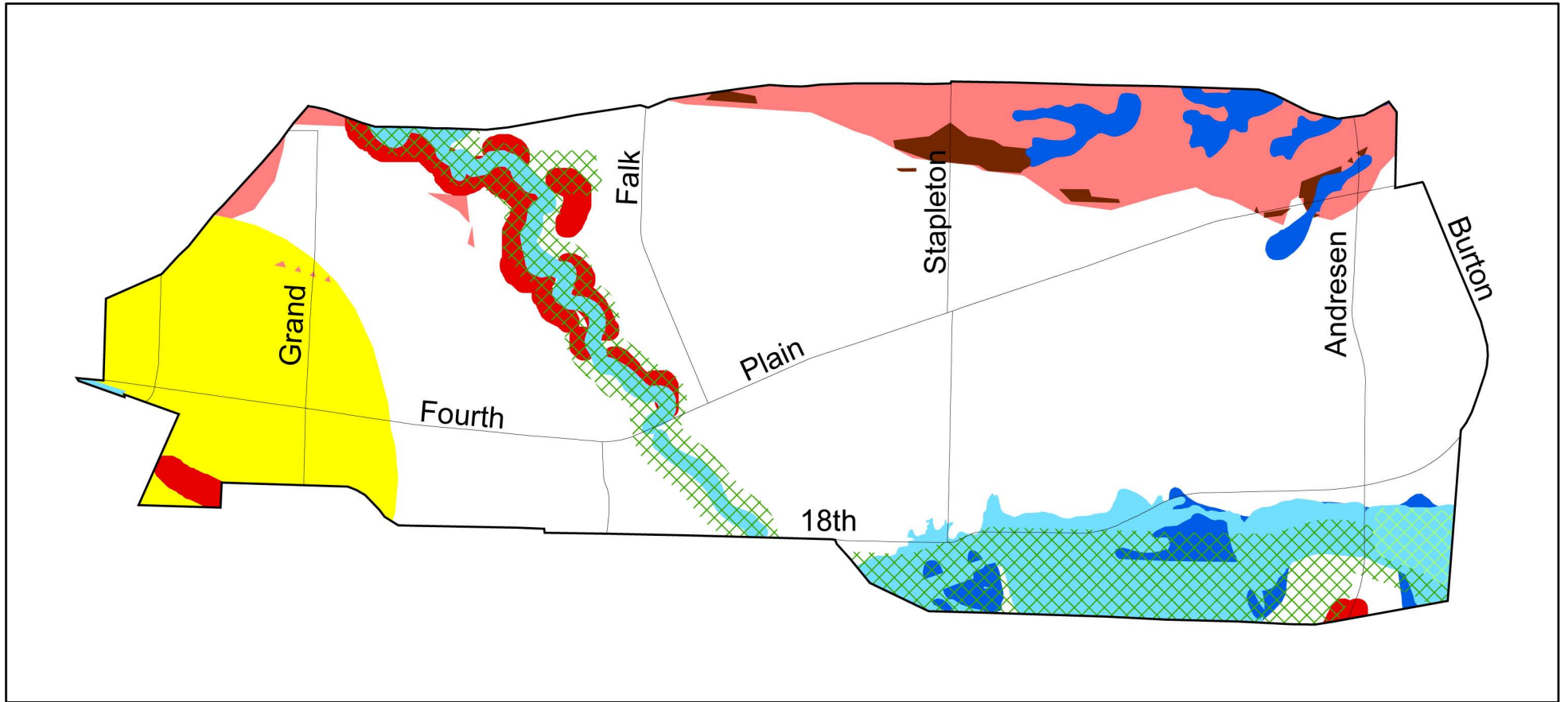
March 2004 Photography
Fourth Plain Corridor

Created: April 6, 2005

0 600 1,200 2,400 Feet



Figure 3. Fourth Plain Corridor Subarea: Regulated Critical Areas



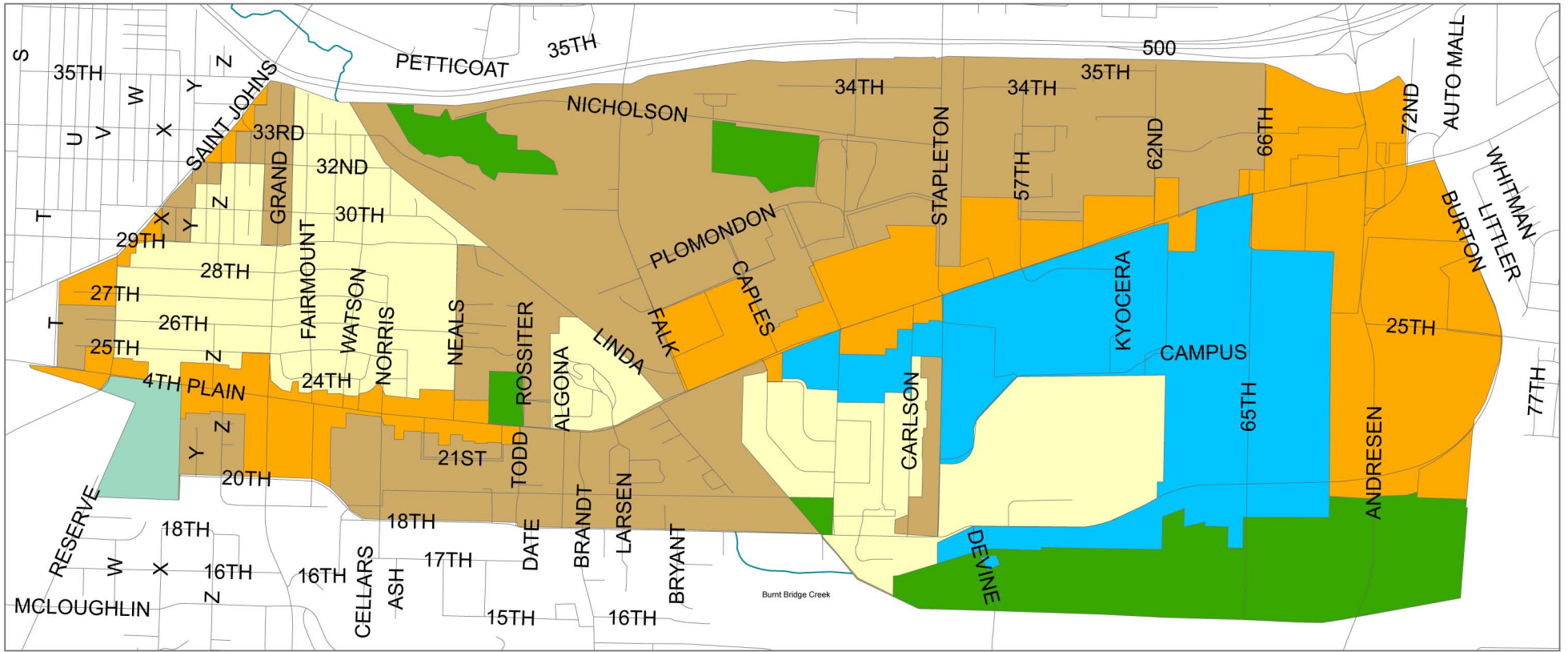
Regulated Critical Areas

- | | |
|---|--|
|  Priority Species Habitat Area |  Groundshaking Amplification Area |
|  Riparian Habitat Conservation Area |  Area Susceptible to Liquefaction |
|  Wetland Area |  Steep Slopes and Landslide Hazard Area |
|  Frequently Flooded Area | |
|  Critical Aquifer Recharge Area | |



0 0.3 0.6 Miles

Figure 4. Fourth Plain Corridor Subarea: Comprehensive Plan Land Use Designations



0 0.25 0.5 Miles



Comprehensive Plan Designations







- | | |
|--|--|
|  Commercial and Mixed Use |  Lower Density Residential |
|  Industrial |  Higher Density Residential |
|  Public Facility |  Parks and Open Space |

Figure 5. Fourth Plain Corridor Subarea: Zoning Designations

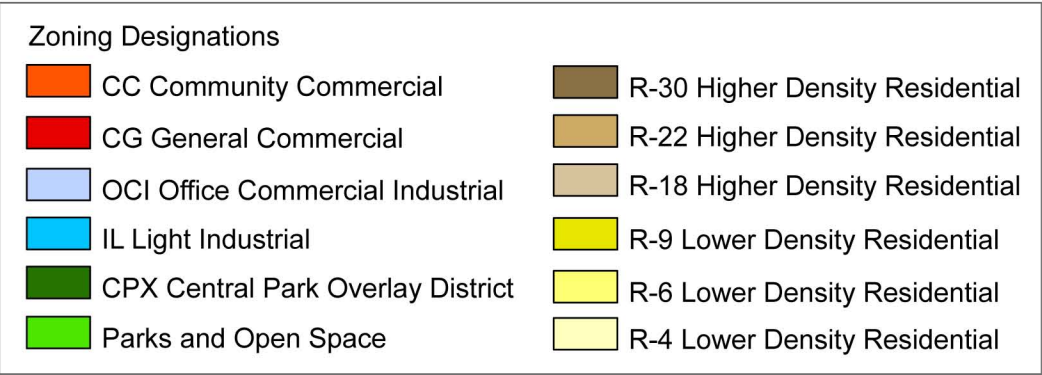
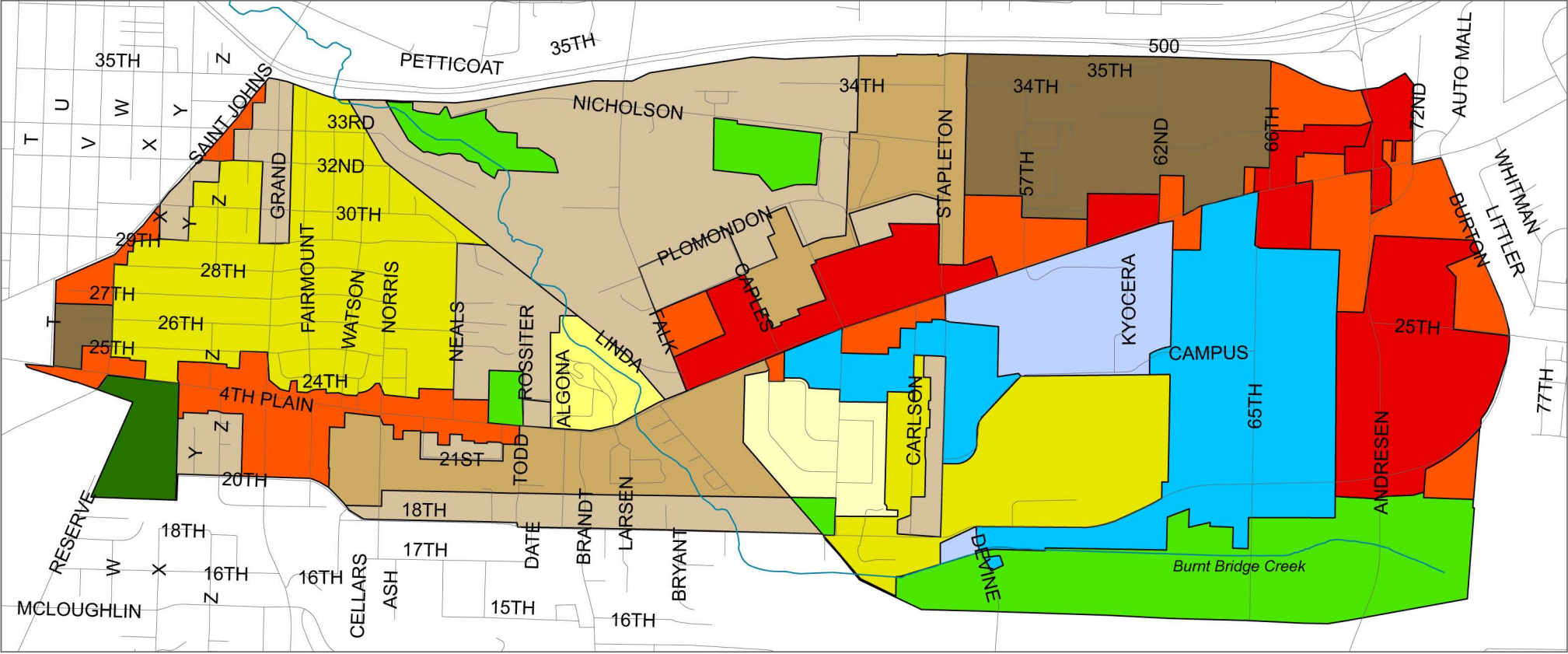


Figure 6. Fourth Plain Corridor Subarea: Functional Classifications of Roadways

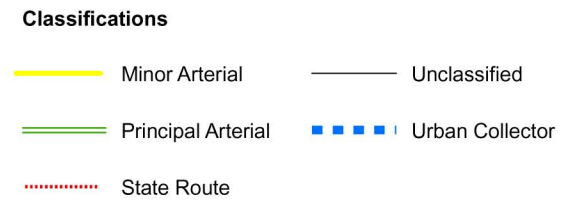
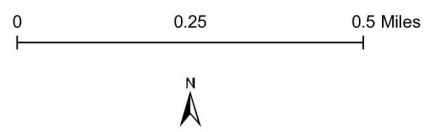
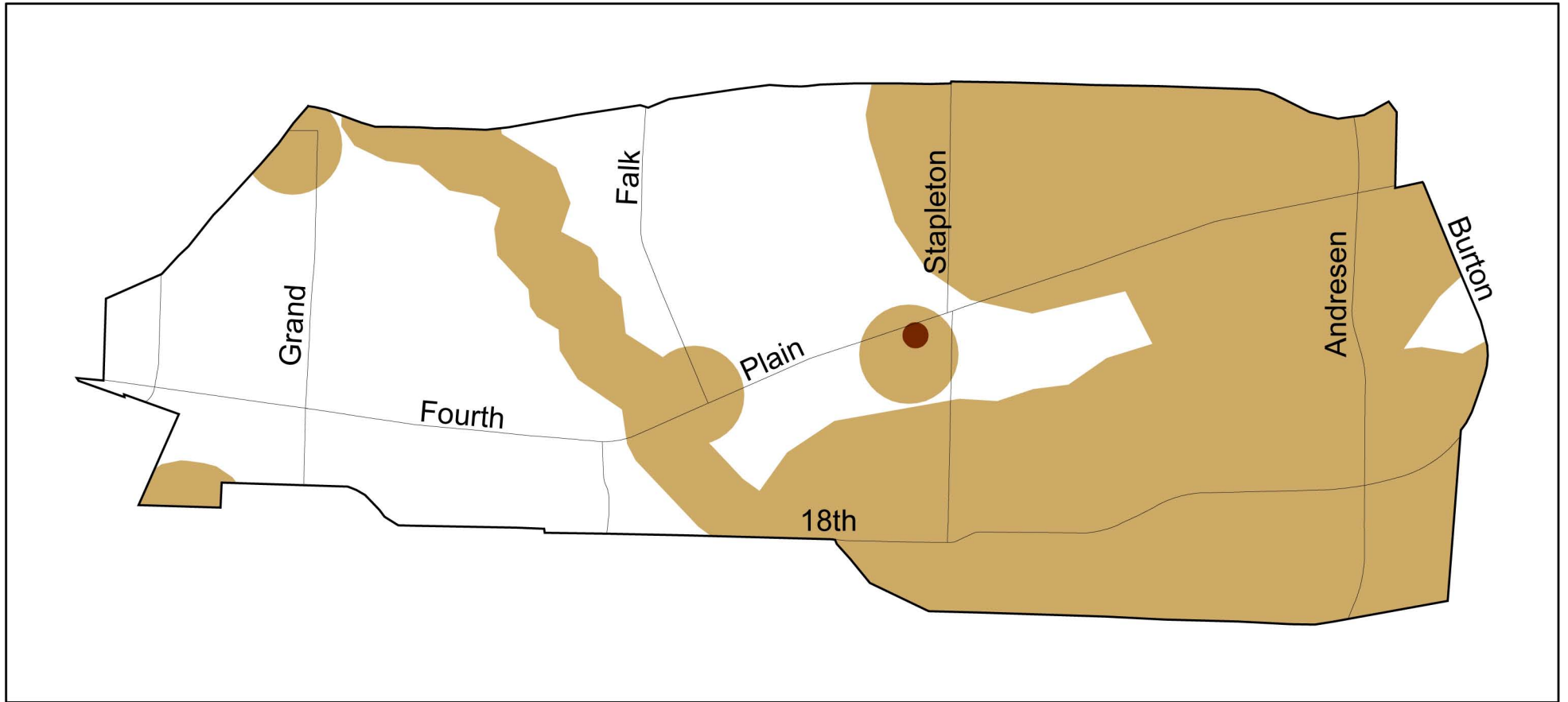


Figure 7. Fourth Plain Corridor Subarea: Regulated Archaeological Areas and Historic Sites



Archaeological Areas and Historic Sites

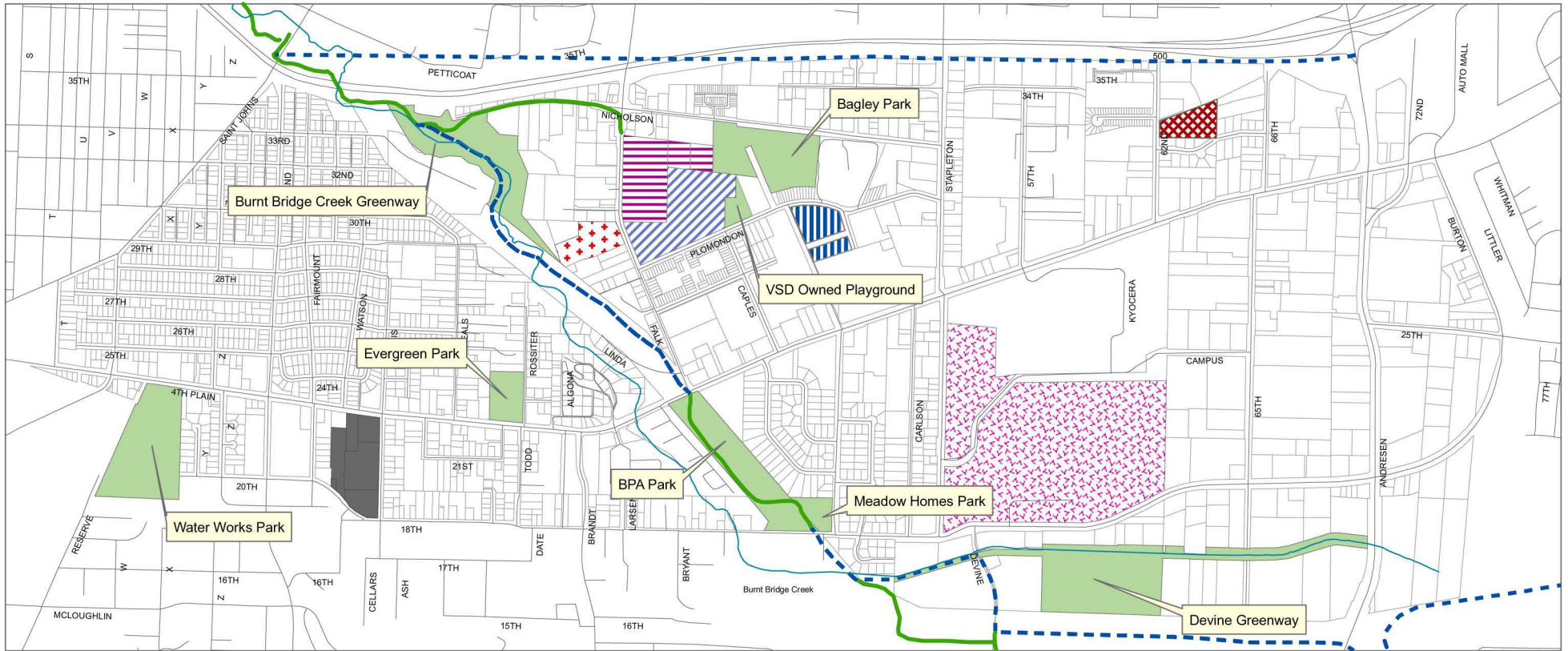
 Archaeological Probability Area (Level A)

 Historic Site







0 0.3 0.6 Miles

Figure 8. Fourth Plain Corridor Study Area: Parks and Trails



Parks and Trails

-  Existing trails
-  Proposed Trails
-  Parks & Open Space
-  Future Herber Park Site
-  Jim Parsley Recreation Center
-  VSD owned Vacant

- Schools, limited access to ballfields and playgrounds
-  Eleanor Roosevelt Elementary
 -  Fir Grove Childrens Center
 -  Fort Vancouver High School
 -  Lewis and Clark High School

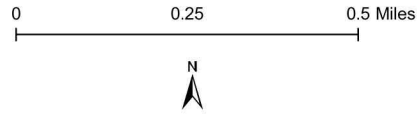


Figure 9. Fourth Plain Corridor Subarea: Water Supply Network

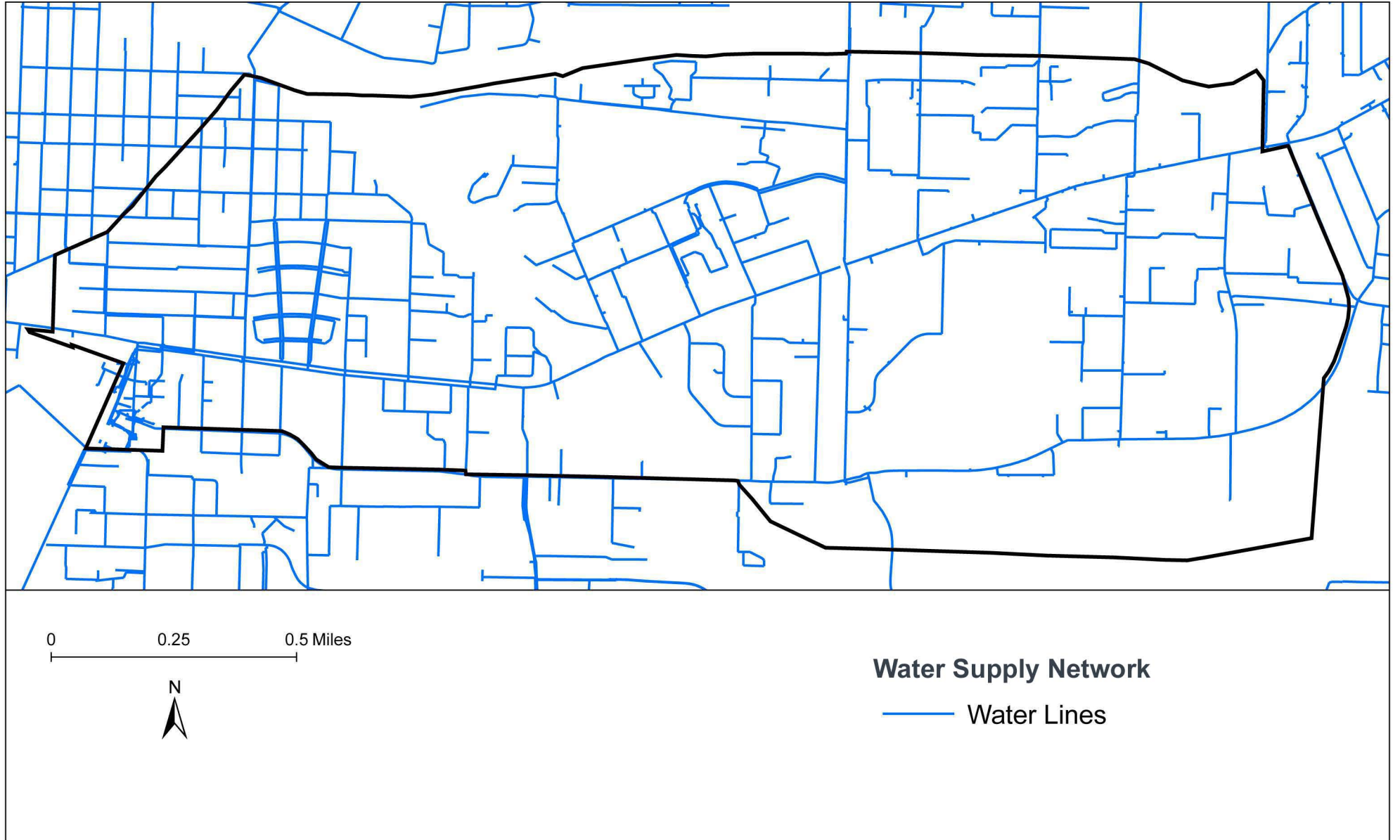


Figure 10. Fourth Plain Corridor Subarea: Sewer Network

