



Camas City Council Memorandum

SUBJECT: Cross-Boundary Overlay Service Area Agreement

WORK SESSION DATE: 8/19/2019

FROM: City of Vancouver Parks and Recreation Department
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Proposal: Enter into an Interlocal Agreement supporting park project partnerships, when feasible, along common boundaries with the City of Vancouver and/or Clark County; and consideration of adopting Park Overlay Service Areas and amendments to the City of Camas CFP representing potential partnership areas where Camas residents are currently underserved.

Recommendation: Authorize the Mayor of Camas to sign the Cross-Boundary Overlay Service Area Agreement

I. PRIOR REVIEW:

The Vancouver Parks and Recreation Advisory Commission (PRAC) reviewed the proposed Park Overlay Service Areas and interagency agreement at multiple public meetings with a final recommendation to Vancouver Council for approval on November 14, 2018. In addition, the Clark County Parks Advisory Board, the Camas Parks and Recreation Commission, and the Vancouver Planning Commission have all forwarded recommendations of support to their respective elected officials in support of the proposed amendments and agreement.

Pursuant to the State Environmental Policy Act (SEPA) and WAC 197-11, the City of Vancouver as lead agency determined that the proposed amendments will not have a probable significant adverse impact on the environment. A Determination of Nonsignificance (DNS) was published in the Columbian with a 14- day comment period which expired on May 30, 2019, and procedural appeals to the SEPA determination expired on June 13, 2019. No comments were received regarding the SEPA Determination of Nonsignificance during the review period.

II. BACKGROUND AND REVIEW PROCESS:

The state legislature authorizes jurisdictions planning under the Growth Management Act (GMA) to impose impact fees to support the infrastructure necessary to serve new development. Local ordinances are further directed to establish 'one or more reasonable service areas within which it shall calculate and impose impact fees for various land use categories per unit of development'. Service areas are to provide a nexus between those paying the fees and those benefiting from the capital improvements. Service areas are defined in RCW 82.02.090 as,

Service area means a geographic area defined by a county, city, town, or intergovernmental agreement in which a defined set of public facilities provide service to development within the area. Service areas must be designed on the basis of sound planning and engineering principles.

In accordance with this provision, the City of Vancouver adopted an Impact Fee Ordinance (VMC 20.915) in 1995 to collect fees for capital improvements for transportation, schools and parks and open space 'reasonably related' to new development. 'Service areas' as it relates to park impact fees in the City of Vancouver are known as *park impact fee districts A, B and C*, distributed respectively from west to east across the city. PIF districts are delineated in the PIF Technical Document and adopted by reference in VMC 20.915.030. Vancouver City code also allows the establishment of overlay service areas for identified system improvements 'designed to serve geographic areas whose boundaries are not generally contiguous with established service areas'.

Within these larger service areas, or PIF Districts, the Vancouver Comprehensive Parks, Recreation and Natural Areas Plan specifies a one-half mile, or ten-minute walking distance as the area served by neighborhood and community parks. Those residential areas outside this ½-mile walking distance are unserved and priority areas for future land acquisition. Park service coverage gaps are scattered throughout the City of Vancouver and adjoining jurisdictions, but are particularly concentrated along common jurisdictional boundaries with Clark County and City of Camas. The underserved areas are most notable in the east/northeast areas of the city where there are limited opportunities for park system expansion.

Current city codes are unclear regarding the use of park impact fees outside of established park districts, or outside city limits. Therefore, in an effort to expand opportunities to meet the intent of the PIF program, the proposed amendments seek to clarify the eligibility of available lands located outside city limits for future parks that would provide substantial benefits to city residents.

III. SUMMARY OF CITY OF VANCOUVER ACTION

The proposed amendments being considered by the City of Vancouver include two components to allow the use of PIF funding outside city limits when reasonable alternatives are not available within city jurisdiction.

First, proposed code amendments to establish Park Overlay Service Areas for park system improvements identified in the capital facilities plan where designed to serve the established park districts but located partly or entirely outside of city limits or the Vancouver Urban Growth Area.

Second, amendments to the Vancouver PIF Technical Document to include a map of the Park Overlay Service Areas strategically located to align with the capital facilities plan (CFP) and include detailed criteria to guide use of this provision.

Additionally, to implement an interagency agreement (**Cross-Boundary Overlay Service Area Agreement**) with the City of Camas and Clark County to encourage partnerships to meet the recreational demand for parks, trails and open space along common boundaries for the mutual benefit of residents, regardless of jurisdiction, but with a prerequisite that it is in the best interest of respective city residents.

If executed, all parties would commit to consider establishing similar joint overlay areas through an addendum of their applicable governing documents. Similarly, all parties would consider amendments to their respective capital facilities plans, as needed, to identify potential park projects within the Park Overlay Service Areas. Should the parties elect to jointly fund acquisition, development and/or maintenance and operation efforts, the parties may elect to execute a more detailed and binding project specific agreement.

The **Cross-Boundary Overlay Service Area Agreement** is founded in the long-term good will of working together for the best interest of the general public, regardless of jurisdiction. There are many past and present examples where the concept of overlays has been used. The most obvious is the former Vancouver-Clark Park and Recreation Interlocal Agreement which consolidated Vancouver and Clark County park departments. Comprehensive and cooperative planning, cost efficiencies and the consolidation of resources were at the heart of the agreement that spanned approximately 22 years of park acquisition, design, grants, PIF management and maintenance and operations.

There are other examples of joint-agency agreements for planning and resource leveraging across jurisdictional lines with other types of public infrastructure and services including utilities, fire district coverage and transportation project services, as well as regional trail and park project planning and funding. These agreements/programs further demonstrate the historical trust and efficiency of project/program agreements with the common goal to efficiently serve the general public.

IV. PROPOSAL TO CITY OF CAMAS CITY COUNCIL

- Approve and authorize the Mayor of Camas to sign the Cross-Boundary Overlay Service Area Agreement

- Consider Amendments to applicable documents to:
 - Create Park Overlay Service Areas
 - Establish criteria and implementation guidelines

Attachments:

Cross-Boundary Overlay Service-Area Agreement

Vancouver Park Impact Fee Technical Document, Park Overlay Service Areas

Park Overlay Service Areas

Park Overlay Service Areas are identified in **Figure 3**, as provided in VMC 20.915.030(C)(3), for situations 'where a system improvement is designed to serve an established service area, or service areas, but is located entirely or partly outside of the City and/or urban growth area, and provides a substantial benefit to the assigned service area'.

The overlays are part of the underlying Districts A, B, and/or C, as identified in the **Figure 2**, and do not constitute a new park impact fee district or unique fee schedule. Properties within an overlay service area are not subject to City impact fees to the extent those properties are outside the City.

Park Overlay Service Areas have been generally defined adjacent to and outside city limits and the VUGA, as shown in **Figure 3**. This delineation intends to capture the service area gaps proximate to the Vancouver city limits and provide the flexibility needed for site acquisition or development to address system deficits. The overlays are drawn to extend outside city limits one-half of the Community Park service area as defined in the Vancouver Comprehensive Parks, Recreation and Natural Areas Plan (Park Plan). When this provision is utilized for a Neighborhood Park outside city limits, projects will be located one-half of the applicable service area as defined in the Park Plan for Neighborhood Parks.

The use of PIF for a system improvement within a Park Overlay Service Area shall meet these criteria:

1. The presence of a system deficit within the applicable park district(s) and a lack of reasonable alternatives available within the district or within city boundaries to address the identified need.
2. Park needs located within city limits and/or the Vancouver Urban Growth Area would be met through the proposed system improvement(s).
3. System improvements within the overlay area align with projects identified in the capital facilities plan.
4. Benefits provided by projects within the overlay areas equal or exceed benefits from alternatives available within the established underlying service area(s).
5. Potential partnerships with other jurisdictions or public agencies within the overlay service area lying outside city limits have been explored to address planning, funding, management, and/or maintenance opportunities.

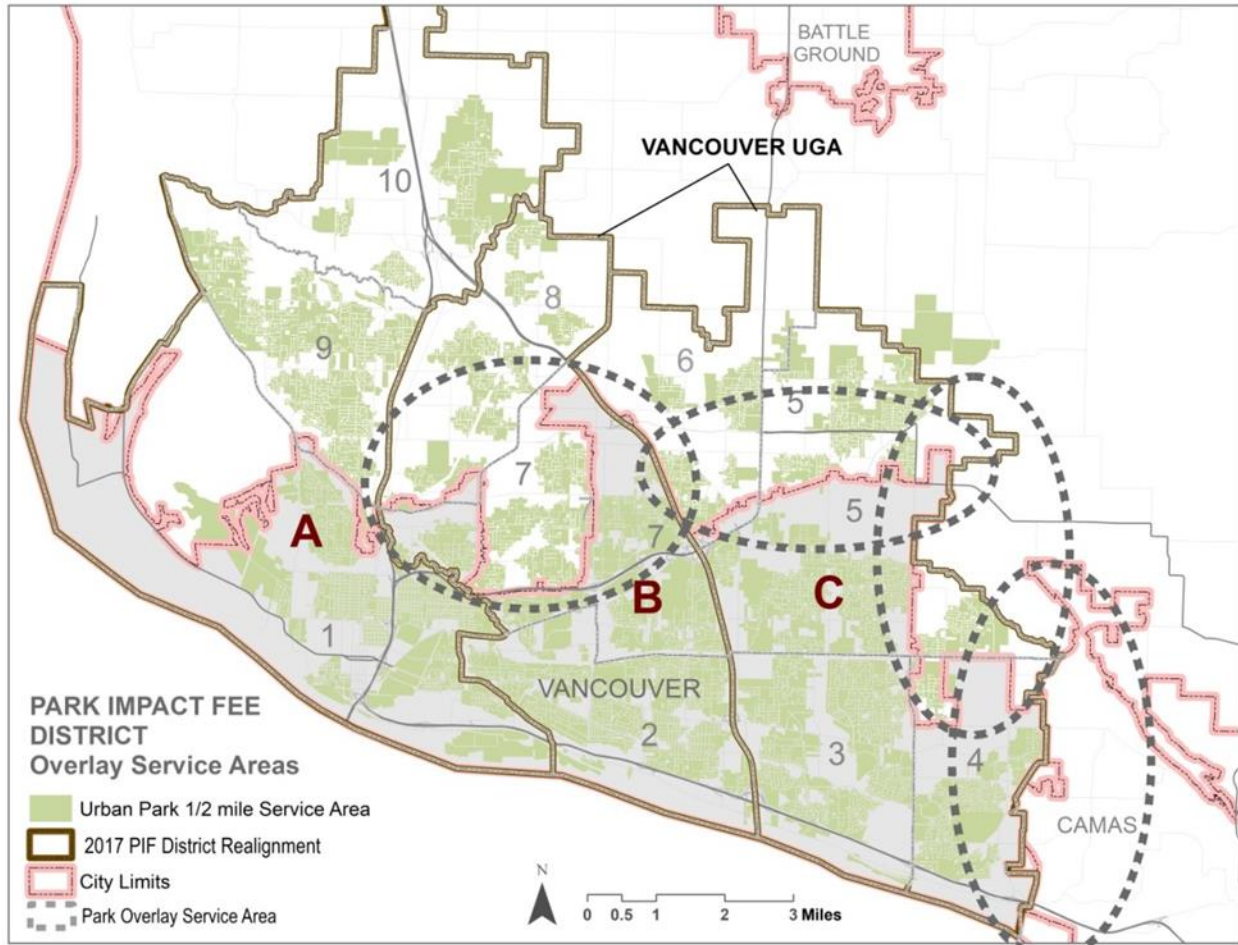


Figure 3 – Park Overlay Service Areas (2019)