From: Jeffrey Delapena
To: Heidi Pozzo
Cc: Oliver Orjiako; Jose Alvarez
Subject: RE: Comp Plan Index of Record: Impact of 2014 Concurrency Change on Roads
Date: Tuesday, September 8, 2026 9:51:00 AM

Hello Heidi,

Thank you for providing these comments and attachments. Confirming these have all been received and will be added to the Comprehensive Plan Index of Record.

Best,

Jeff Delapena
Program Assistant
COMMUNITY PLANNING

564.397.4558

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-----Original Message-----
From: Heidi Pozzo <hcpheidi@yahoo.com>
Sent: Tuesday, September 8, 2026 9:45 AM
To: Jeffrey Delapena <Jeffrey.Delapena@clark.wa.gov>
Cc: Oliver Orjiako <Oliver.Orjiako@clark.wa.gov>; Jose Alvarez <Jose.Alvarez@clark.wa.gov>
Subject: Comp Plan Index of Record: Impact of 2014 Concurrency Change on Roads

EXTERNAL: This email originated from outside of Clark County. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Dear Jeff,

Please find attached a paper I wrote for the 174th St Subdivision hearing that walks through the impact of the 2014 concurrency change and how it removed $152MM in road projects that are needed today, and were needed when the urban holding was lifted in 2019. I've uploaded the exhibits A-J (sorry they got out of order in the upload process). They are uploaded about 9:40 and start with FC then the exhibit letters. Please include in the Comp Plan Index of Record.

Thank you,

Heidi

Date: May 17, 2026

Re: 174th Street Subdivision (PLD-2026-00002)

Before: Clark County Hearing Examiner

From: Heidi Pozzo, Party of Record

Subject: Response to Exhibit 100 — Failing Corridor Evaluation Memorandum, V/C Override

I. Introduction

On May 11, 2026, PLS Engineering submitted a **Failing Corridor Evaluation Memorandum** (Exhibit 100) on behalf of the applicant. In it, Daniel Stumpf, PE, states that Clark County staff have been overriding failing corridor V/C ratios by substituting intersection level of service as **"a practice and interpretation of code 40.350.020.G.1.a"** that "has been applied by the County over the past one to two decades." (Exhibit 100, p. 2.) **The applicant's own engineer confirms that the County has been subverting its concurrency code for up to twenty years.**

Mr. Stumpf identifies 22 regionally significant corridors throughout the Vancouver Urban Growth Area that currently exceed the 0.90 V/C ratio established by CCC 40.350.020(G)(1)(a), catalogued from 27 developer-commissioned traffic impact studies filed between September 2018 and March 2026. His conclusion is that if the code were applied as written, a "de facto moratorium would go into effect." (Exhibit 100, p. 2.) Notably, Mr. Stumpf's own maps show these failures are concentrated in two main areas — not spread uniformly across the county as the applicant's attorney has suggested. The 179th Street corridor area is one of them.

The 179th Street corridor failures are not a surprise. Developer-commissioned traffic impact studies as early as 2022 — including the NE 29th Avenue Subdivision TIA (Kittelson & Associates, October 2022) and the Viers Subdivision PUD TIA (December 2022) — showed corridor problems. The DKS Associates 179th Street Access Management and Circulation Plan — the design for how this corridor is supposed to function — was not adopted by the County Council until August 2023 (Ordinance 2023-08-02, Exhibit J). The road itself has not been built. NE 179th Street remains a two-lane rural road. Yet developer-commissioned traffic impact studies filed both before and after the plan's adoption showed the **designed road** exceeding the 0.90 V/C standard. The road that the County has planned but not yet constructed was already projected to be over capacity from development the County had approved or was in the process of approving. Rather than pausing development to address the design shortfall — as the

concurrency code requires — staff continued to approve applications using the intersection LOS override that Mr. Stumpf now acknowledges has no basis in the code.

This submission accepts Mr. Stumpf's factual findings and rejects his conclusion. The record establishes that the County: (1) changed its concurrency standard in 2014 specifically to reduce the number of required road projects; (2) removed $152 million in road improvements from the Mt. Vista TIF district alone, with additional projects dropped elsewhere; (3) reduced traffic impact fees from $764 to $536 per trip; (4) lifted urban holding in 2019 on approximately 2,200 acres without, to the best of my review, a transportation analysis in the record demonstrating that the infrastructure would serve the full area; (5) adopted a corridor design in 2023 that developer-commissioned studies had already shown would be over capacity; and (6) continued to approve development using an extratextual override that Mr. Stumpf confirms has no basis in the code. **The corridors failed because the County removed the projects that would have prevented failure, adopted a design that could not accommodate the development it was approving, and then used an extratextual override to approve development anyway.**

Exhibit 100's Figure 1 maps these failing corridors across the Vancouver UGA:

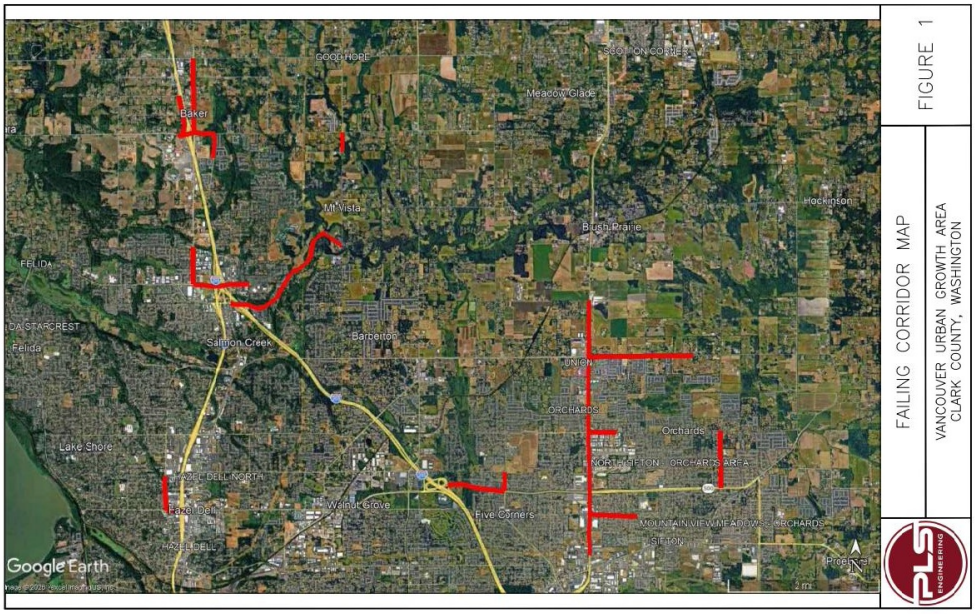


Exhibit 100, Figure 1: Failing Corridors Throughout the Vancouver UGA (PLS Engineering, 5/11/2026)

II. The 2014 Concurrency Amendment

In 2014, Clark County adopted Ordinance 2014-08-09 (amending concurrency standards) and Ordinance 2014-11-03 (revising the Capital Facilities Plan). (Exhibits C, D.) Together, these actions:

Reduced the level of service standard. The concurrency methodology was changed from travel-speed-based measurement across 38 designated corridor segments to a volume-to-capacity ratio system. The entire travel speed table (Table 40.350.020-1) was deleted. The stated justification: “the Board finds that the proposed new standard should foster job creation.” (Ordinance 2014-08-09, Exhibit C.)

Removed $152 million of road projects from the Mt. Vista TIF district. The Capital Facilities Plan was reduced from approximately $760 million to $532 million. The traffic impact fee rate was cut from $764 per trip to $536 per trip. Additional projects beyond the Mt. Vista district were also dropped when the 2016–2035 CFP was adopted. (Exhibit A, Slides 27–28; Exhibit B, pp. 16–17, 64–65.)

These were not new roads. Many of the corridors where projects were removed had been identified as needing improvement for over 25 years. The 2000 Metropolitan Transportation Plan for Clark County (Exhibit F) included projects on corridors that Exhibit 100 now identifies as failing. The 2007 Capital Facilities Plan carried them forward. The 2014 amendment removed them. The need did not go away — the funding and the commitment did.

The County’s own Comprehensive Plan documents confirm this. Figure 20 from the 2007 Comprehensive Plan (Exhibit I) shows transportation facilities that were already operating at Level of Service E/F — the same corridors that are failing today. The updated Figure 20 from the 2015–2035 Comprehensive Plan (Exhibit H) maps the Transportation Needs Identification, including a category for “Removed CFP Projects” — visual confirmation that the County identified corridors as needing improvement and then removed the projects.

The following map, presented by County staff at the August 20, 2019 public hearing, shows the 2014 CFP changes in the Mt. Vista TIF district. Orange-hatched lines represent projects removed:

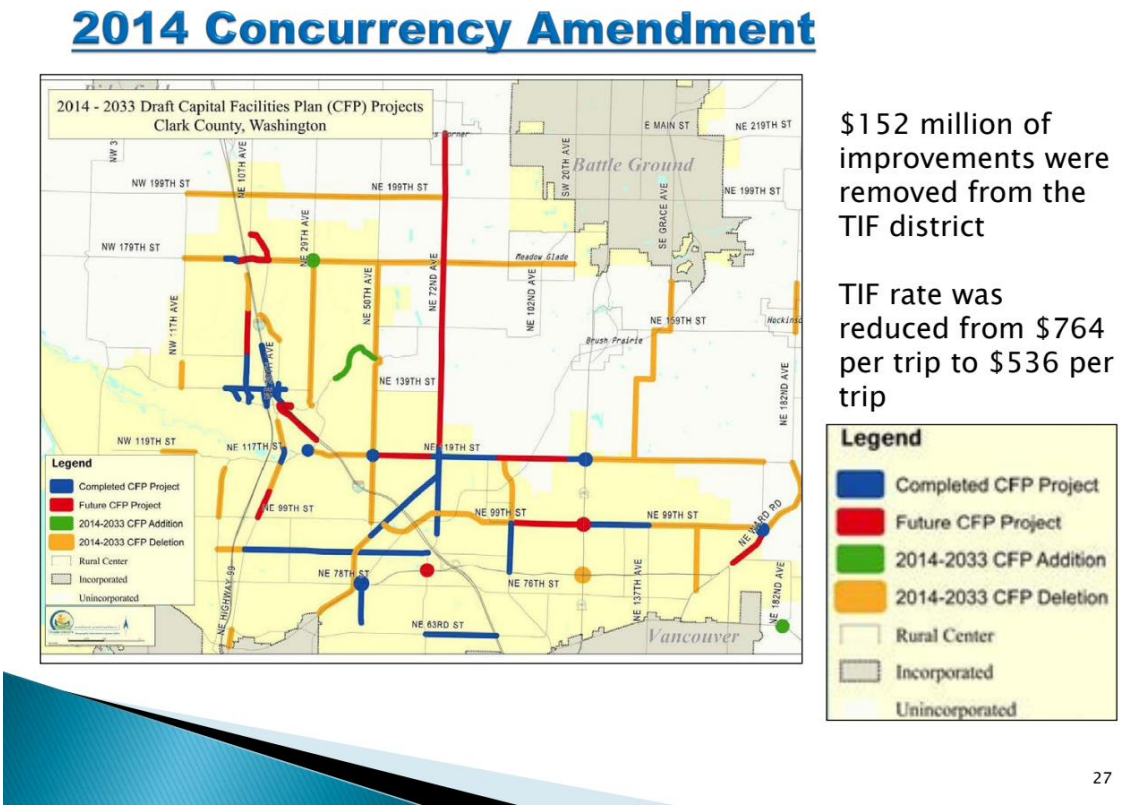


Exhibit A, Slide 27: 2014 Concurrency Amendment — $152 million in Mt. Vista projects removed; TIF rate reduced from $764 to $536 per trip

A. Staff's Own Testimony Establishes the Connection

The record from the 2019 Council proceedings establishes, through County staff's own testimony, that the 2014 standard change was the reason projects were removed and that the current infrastructure was evaluated only against the reduced standard:

At the August 20, 2019 public hearing, County planner Matt Hermen explained the 2014 change: "So in 2014 there was a change to our level-of-service. The level-of-service for the corridors was based on a time delay at that time. The level-of-service was reduced to the volume to capacity ratio." He then stated: "When the concurrency standard was amended, that reduced the number of projects that we are required to build based on that State law of concurrency." (Exhibit B, p. 15-16.)

Mr. Hermen identified **$152 million in corridor projects removed** by the standard change, including multiple segments of NE 179th Street itself, and acknowledged that the County wanted those projects back **"for safety and for capacity."** (Exhibit B, p. 16.)

When asked whether the Step 1 improvements were sufficient to support development, Mr. Hermen confirmed they were sufficient only **"based on the concurrency**

standards that are in effect today" — meaning the reduced post-2014 standard. (Exhibit B, p. 63.)

The conclusion follows directly from staff's own testimony: the County lowered its standard, removed the projects that standard had required, and then evaluated the corridor's readiness for development against the reduced standard.

B. Projects Removed from the Mt. Vista TIF District

The following projects were removed from the Mt. Vista TIF district (Exhibit A, Slide 28):

Project	2014 CFP Action
NE 179th St: NE 15th Ave to Battle Ground UGA	Removed
NW 179th St: NW 11th Ave to Delfel Rd	Removed
NW & NE 199th St: NW 11th Ave to NE 72nd Ave	Removed
NE 10th Ave: NE 164th St to Fairgrounds Entrance	Removed
NW 11th Ave: NE 139th St to NE 149th St	Removed
NE 29th Ave: NE Salmon Creek Ave to NE 179th St	Removed
NE 50th Ave: NE 99th St to NE 179th St	Removed

These are the same corridors — or segments of the same corridors — that Exhibit 100 now identifies as failing. The visual overlap between the orange-hatched deletions on the map above and the red failing corridors in Mr. Stumpf's Figure 1 is not a coincidence. The County removed the projects, and the corridors failed.

III. The 2019 Infrastructure Commitment: Step 1 Funded, Step 2 Deferred

When the County lifted urban holding in late 2019, it identified two tiers of projects:

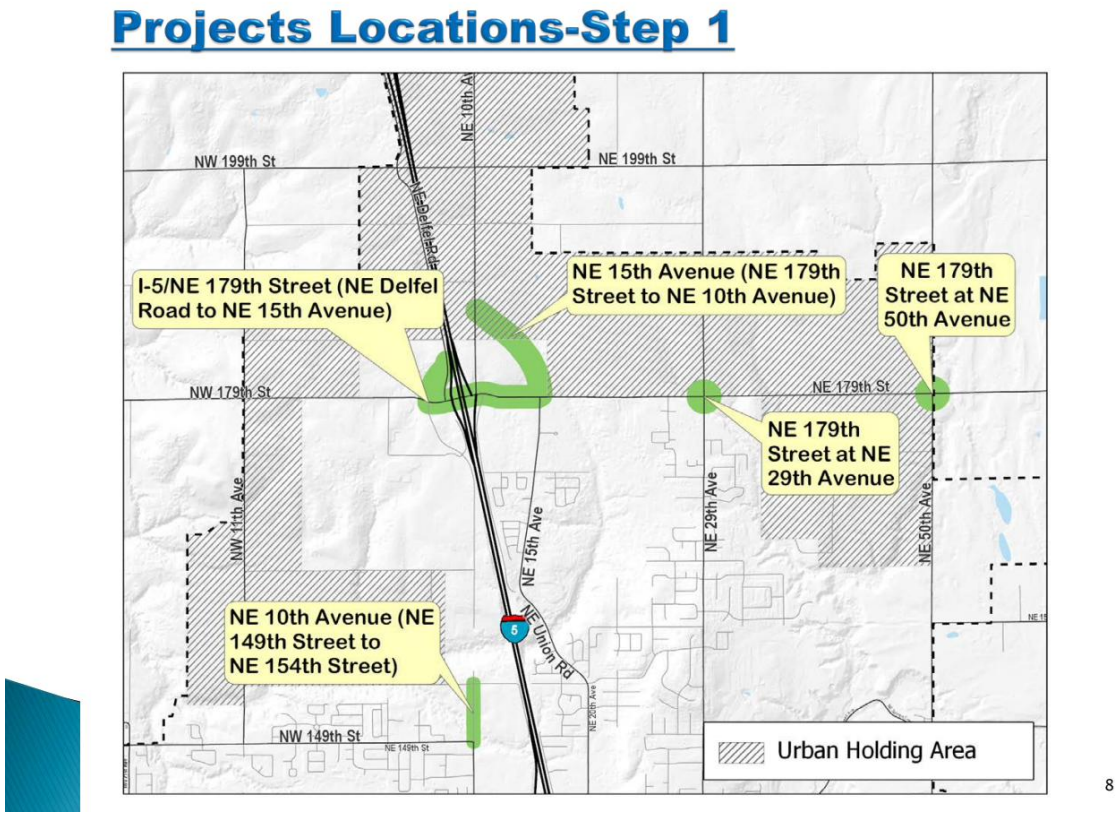


Exhibit A, Slide 8: Step 1 Project Locations (green) — $66.5 million "reasonably funded"

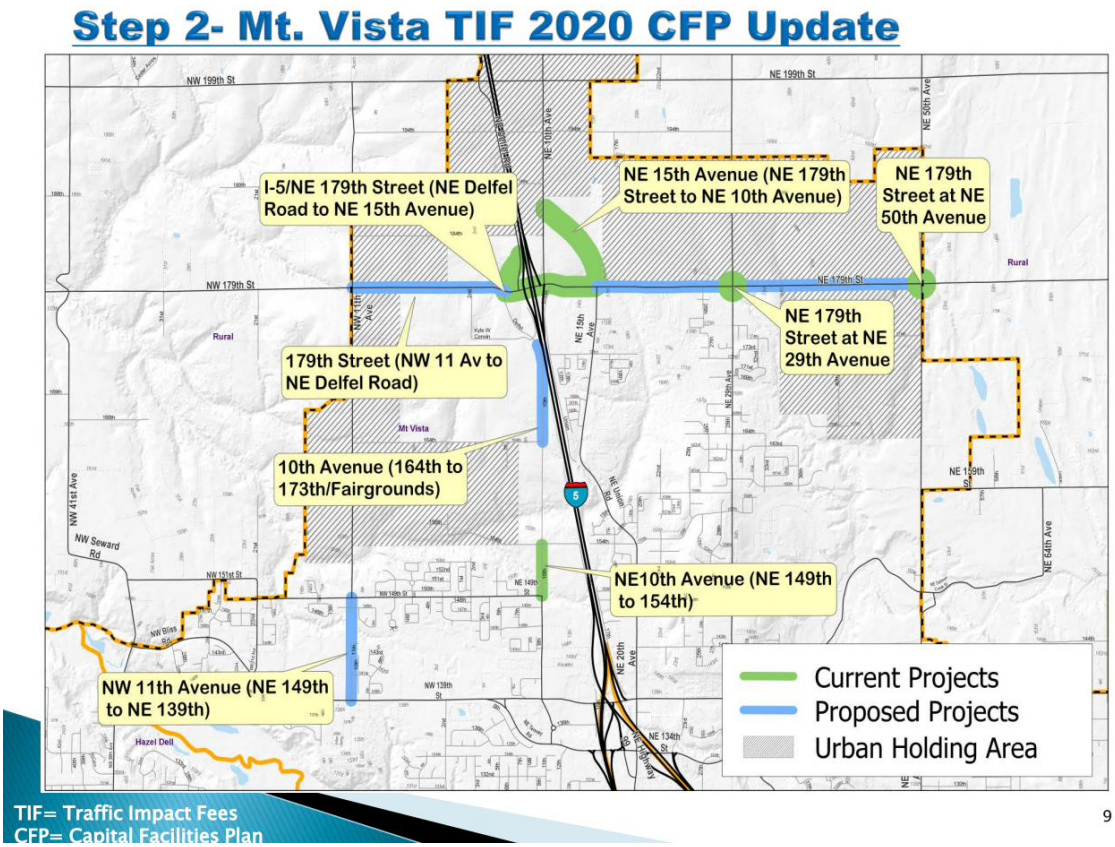


Exhibit A, Slide 9: Step 2 Projects (blue) added to Step 1 (green) — necessary but unfunded

Step 2 projects (approximately $97 million additional) were identified as necessary but had no funding and no timeline. Key unfunded Step 2 projects include:

NE 179th Street widening (NE 15th Ave to NE 26th Ave) — now scheduled 2028–2030.

NE 179th Street at NE 50th Avenue roundabout — 2035+.

NW 179th Street (NW 11th Ave to Delfel Rd) — not programmed in the current six-year program. No identified funding source.

NW 11th Avenue (NE 139th St to NE 149th St) — removed from the Capital Facilities Plan in 2014, restored as a Step 2 project in 2019, and remains unfunded with no programmed timeline.

Councilor Temple Lentz, the sole dissenting vote, stated: “What started as a $66 million project to lift urban holding for four housing developments and a strip of retail, has morphed into $163 million project that lifts all of urban holding, but we’re only talking about how we’re going to fund a third of it.” (Exhibit B, p. 73.)

The County's own presentation stated on Slide 30 that the Kittleson traffic study "studied transportation improvements needed for **only the four development proposals, not the entire urban holding area**." The urban holding area encompasses approximately 2,200 acres. (Exhibit A, Slide 30.)

In my review of the record, I was **unable to find an updated Kittleson report or other transportation analysis** demonstrating that the Step 1 improvements would achieve LOS compliance for the full approximately 2,200-acre urban holding area, even under the reduced post-2014 standard. Staff represented to the Council that the improvements were sufficient. The engineering basis for that representation has not been located in my review.

IV. NE Salmon Creek Avenue: The Same Pattern, Repeating

Exhibit 100 identifies NE Salmon Creek Avenue (NE 134th Street to NE 50th Avenue) as failing at V/C 1.08. This corridor has been a known capacity problem for nearly three decades:

1997: The Salmon Creek area was placed in interim urban holding pending completion of a road plan. The road plan was adopted later that year and urban holding was lifted in early 1998, but most of the proposed improvements were found to be impractical and cost-prohibitive because of environmental and other constraints. (Salmon Creek Sub-Area Plan TAC Notes, March 10, 2010; Exhibit 99.)

2001: The Salmon Creek Avenue (West Central) corridor dropped below the designated 13 mph travel speed standard, triggering a concurrency failure. Clark County imposed the Salmon Creek Development Moratorium. (Ordinance 2001-12-01; Exhibit F to Exhibit 94.)

2002: The moratorium was expanded and extended. (Ordinance 2002-12-02; Exhibit F to Exhibit 94.)

2005: The moratorium was extended. Staff explained that "because the remedy for the failing condition is the construction of high-cost interchange improvements for I-5 and I-205, individual developers have been unable to mitigate their impacts in order to receive a concurrency approval." (Ordinance 2005-07-21; Exhibit F to Exhibit 94.)

Phase 1 completed: The Salmon Creek Interchange — a major reconstruction of the I-5/NE 134th Street interchange — was built. Phase 2 improvements were identified as necessary to address remaining capacity needs. Staff warned that the area would be out of capacity if Phase 2 was not completed within a decade.

Today: Phase 2 is decades behind. The improvements appear in the 20-year plan and the Regional Transportation Plan, but no funded timeline exists. The corridor is failing again at V/C 1.08 — the same corridor, the same problem, the same pattern.

A. Urban Holdings and Moratoria Reflect a Systemic Pattern

The Salmon Creek experience was not isolated. Clark County has repeatedly imposed urban holdings and development moratoria when infrastructure could not keep pace with development:

1997: Salmon Creek interim urban holding imposed.

2001: Salmon Creek development moratorium imposed.

2002: Moratorium expanded and extended.

2005: Second moratorium imposed.

2004/2007: 179th Street urban holding imposed — approximately 2,200 acres — because transportation infrastructure lacked adequate capacity for urban-level development.

2019: 179th Street urban holding lifted.

2018-2026: 22 corridors failing across the Vancouver UGA.

The pattern is clear: the County approves development beyond the capacity of its road network, congestion becomes unmanageable, development is paused, expensive remediation follows, and then the cycle begins again. The County has demonstrated it knows how to enforce its concurrency code. It has done so before. The question is why it stopped. The concurrency code exists to break this cycle. **Waiving the code perpetuates it.**

V. SR 503: A State Highway of Regional Significance in Concurrency Failure

Exhibit 100 identifies SR 503 as failing with a V/C ratio of 0.928 to 1.066 between the UGA North Boundary and NE 65th Street. CCC 40.350.020(G)(1)(a) expressly requires that V/C measurements “shall also be made for **state highways of regional significance**.” SR 503 is such a highway.

I have not analyzed this corridor in depth. However, the following issues are evident from publicly available information and the record:

• **WSDOT Corridor Study.** WSDOT conducted a corridor study of SR 503 between the cities of Vancouver and Battle Ground due to “increased traffic delays along the SR 503 corridor.” In 2019, between 19,000 and 32,000 vehicles used SR 503 each day. WSDOT stated: “As the corridor continues to develop, WSDOT expects increased demand and growing delays at peak travel times.” Funding for improvements identified in the study is not currently available. (Exhibit E.)

• **Dropped CFP Projects.** The 2007 Capital Facilities Plan included a Padden/SR-503 Interchange project at an estimated cost of $13 million. That project was not carried forward to the 2016–2035 CFP (Exhibit G). Two segments of NE 99th Street connecting to SR 503 were formally removed from the CFP in 2014. (Exhibit G, Table A.3.)

• **Feeder Corridors Also Failing.** Exhibit 100 identifies NE 119th Street (SR 503 to NE 152nd Ave, V/C 0.97–1.10), NE 99th Street (SR 503 to NE 124th Ave, V/C 0.92–1.01), and NE 76th Street (SR 503 to NE 130th Ave, V/C 1.034–1.06) as also failing.

VI. The Purpose of Concurrency Is to Prevent Building Beyond Capacity

RCW 36.70A.070(6)(b) mandates that local jurisdictions “adopt and enforce ordinances which prohibit development approval if the development causes the level of service on a locally owned transportation facility to decline below the standards adopted in the transportation element of the comprehensive plan, unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development.”

The County is obligated to enforce this code. It has done so before — imposing the Salmon Creek interim urban holding in 1997, the Salmon Creek development moratorium in 2001, and the 179th Street urban holding beginning in 2004. Those actions were taken because the County recognized that development was outpacing infrastructure. The same condition exists today, documented by the applicant’s own engineer across 22 corridors. The County created the failures documented in Exhibit 100 through a series of deliberate choices: lowering the level-of-service standard, removing $152 million in road projects from the Mt. Vista TIF district with additional projects dropped elsewhere, reducing traffic impact fees, lifting urban holding in 2019 on approximately 2,200 acres, adopting a corridor design that developer-commissioned studies had already shown would be over capacity, and continuing to approve development on roads already at or over capacity. The corridors in Exhibit 100 are not evidence that the code is unworkable. They are evidence that **the code was not followed.**

VII. Conclusion

The record establishes the following:

1. The applicant's own engineer, Daniel Stumpf, PE, confirms that Clark County staff have been overriding failing corridor V/C ratios for up to two decades using a practice with no basis in the code text. (Exhibit 100, p. 2.)

2. The corridor failures identified in Exhibit 100 are the direct and foreseeable result of County decisions to change the concurrency standard in 2014, remove $152 million in road projects from the Mt. Vista TIF district with additional projects dropped elsewhere, and reduce traffic impact fees. Many of these corridors had been identified as needing improvement for over 25 years. (Exhibits A, B, C, D, F, G, H, I.)

3. Developer-commissioned traffic impact studies as early as 2022 showed corridor problems. The DKS Associates 179th Street Access Management and Circulation Plan was not adopted until August 2023 (Ordinance 2023-08-02). Studies filed both before and after its adoption already showed the designed road exceeding V/C 0.90. Rather than pausing development, staff continued to approve applications.

4. The County lifted urban holding on approximately 2,200 acres in 2019. In my review of the record, I was unable to find a transportation analysis demonstrating that the planned improvements would achieve LOS compliance for the full area. (Exhibit A, Slide 30; Exhibit B.)

5. NE Salmon Creek Avenue is failing again on the same corridor that triggered the 1997 interim urban holding and the 2001 Salmon Creek Development Moratorium. Phase 2 improvements are decades behind schedule. The County has demonstrated it knows how to enforce its concurrency code. It has done so before. (Exhibit F to Exhibit 94.)

6. SR 503 is a state highway of regional significance for which CCC 40.350.020(G)(1)(a) requires V/C measurement. It is failing. WSDOT has studied it because of capacity problems. No funded improvements exist. (Exhibit E.)

7. CCC 40.350.020(G)(1)(a) requires that the maximum V/C ratio shall not exceed 0.90 for each roadway segment, measured independently for each direction of travel, for all collector and arterial roadway segments within the Vancouver UGA, and also for state highways of regional significance. Multiple corridors impacted by this development exceed that standard.

The concurrency code exists to prevent development from outpacing infrastructure. The County removed the infrastructure, adopted a corridor design that was immediately shown to be inadequate, approved development anyway, and now asks the Hearing

Examiner to overlook the resulting failures. **The 174th Street Subdivision does not comply with CCC 40.350.020(G)(1)(a) and should be denied.**

Exhibit List

Exhibits already in the record:

Exhibit 1 — Application Package, including NE 174th Street Subdivision Transportation Impact Study (Lancaster Mobley, 12/4/2025)

Exhibit 52 — Concurrency Staff Report, Form DS1402A

Exhibit 99 — Salmon Creek Sub-Area Plan TAC Notes, March 10, 2010

Exhibit 100 — Failing Corridor Evaluation Memorandum (PLS Engineering/Daniel Stumpf, PE, 5/11/2026)

Exhibit # Pending — Exhibit F to Exhibit 94 — Clark County Salmon Creek moratorium ordinances: Ordinance 2001-12-01 (first moratorium), Ordinance 2002-12-02 (moratorium expansion/extension), and Ordinance 2005-07-21 (second moratorium); and Clark County Plan Monitoring Report 1995–1999

Exhibits submitted with this filing:

Exhibit A — August 20, 2019 County Council Public Hearing Presentation

Exhibit B — August 20, 2019 County Council Public Hearing Verbatim Minutes

Exhibit C — Ordinance 2014-08-09 (Amended Concurrency Standards)

Exhibit D — Ordinance 2014-11-03 (Revised Capital Facilities Plan)

Exhibit E — WSDOT, SR 503 Corridor Plan: Vancouver to Battle Ground (https://wsdot.wa.gov/construction-planning/search-studies/sr-503-corridor-plan-vancouver-battle-ground)

Exhibit F — 2000 Metropolitan Transportation Plan for Clark County, Adopted December 2000, RTC Board Resolution 12-00-30 (https://rtc.wa.gov/wp-content/uploads/Reports/mtp/Mtp2000.pdf)

Exhibit G — Clark County Comprehensive Plan 2015–2035, Appendix A: Transportation Issues

Exhibit H — Figure 20, Transportation Needs Identification, Clark County Comprehensive Plan 2015–2035 (showing Removed CFP Projects)

Exhibit I — Figure 20, Transportation Facilities at Level of Service E/F, Clark County Comprehensive Plan 2007

Exhibit J — Ordinance 2023-08-02 (Adoption of 179th Street Access Management and Circulation Plan, including DKS Associates plan)

Respectfully submitted,

Heidi Pozzo

Mailing address: 13023 NE Highway 99, Ste. 7-298, Vancouver, WA 98686

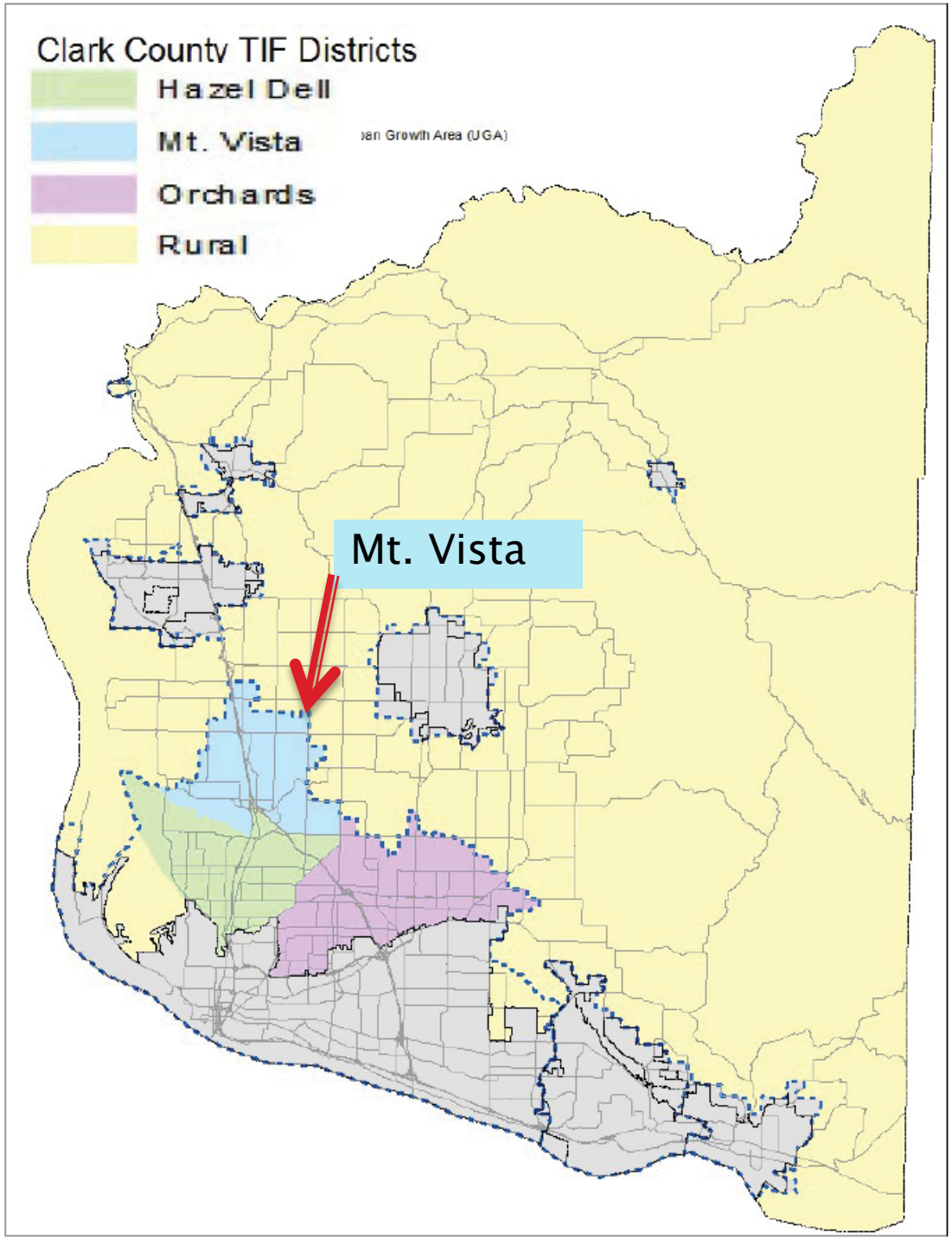
Exhibit A

I-5/NE 179th Street Transportation Area Financial Options

County Council
Public Hearing
August 20, 2019

Ahmad Qayoumi PE
Public Works

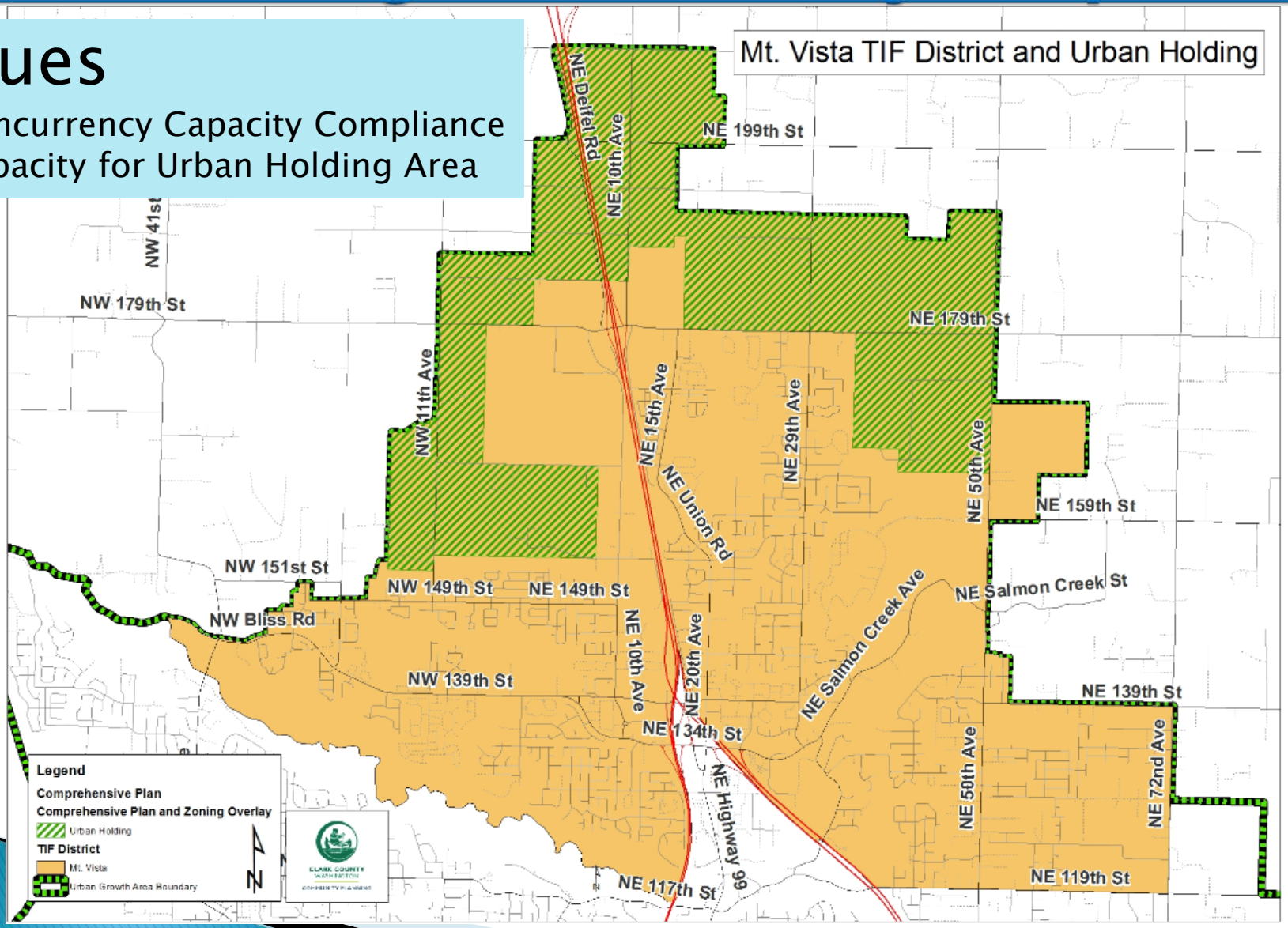
CLARK COUNTY
WASHINGTON


Clark County TIF Districts
Hazel Dell
Mt. Vista
Orchards
Rural
Mt. Vista

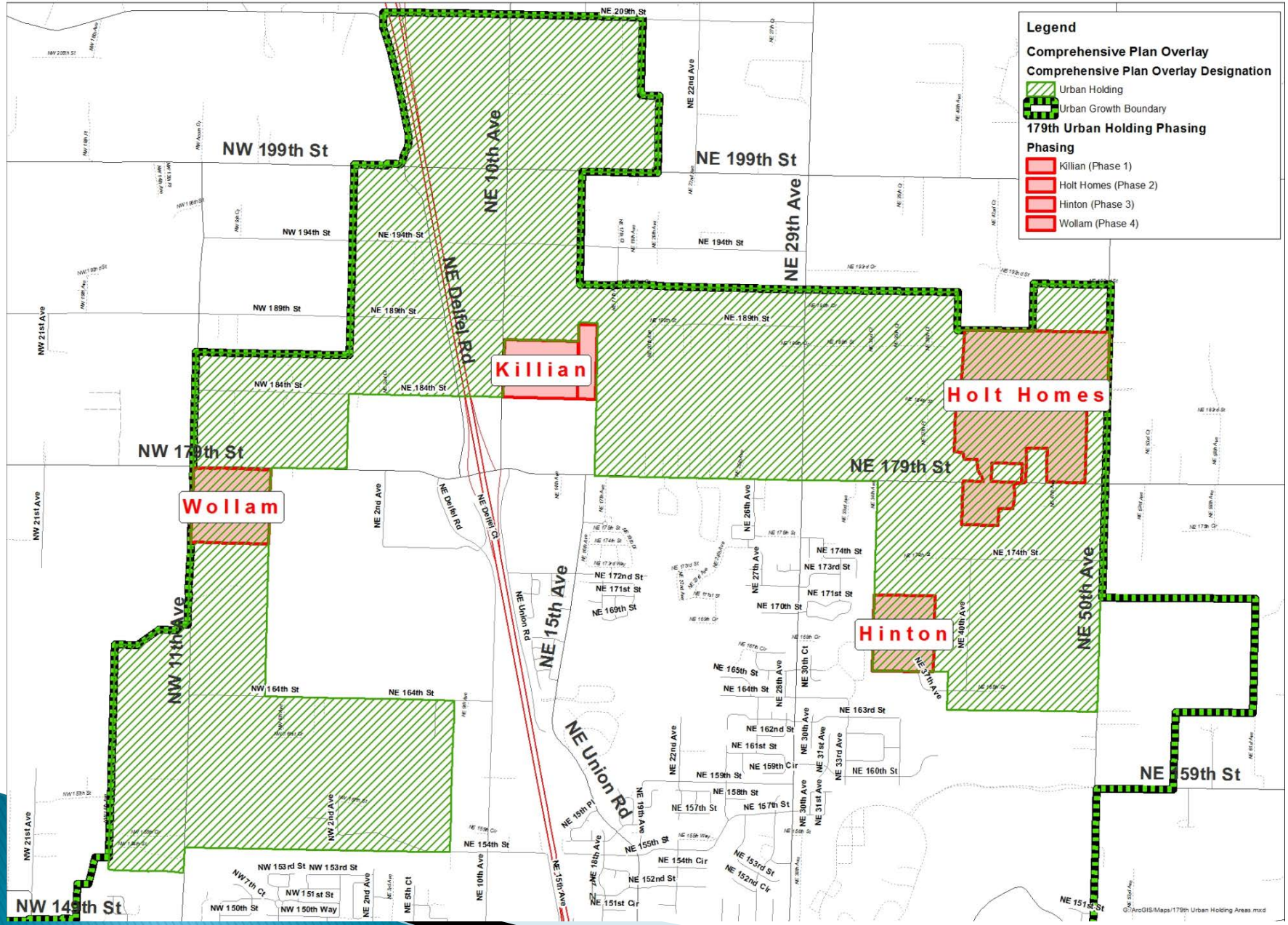
Urban Holding & Concurrency Compliance

Issues

1-Concurrency Capacity Compliance
2-Capacity for Urban Holding Area

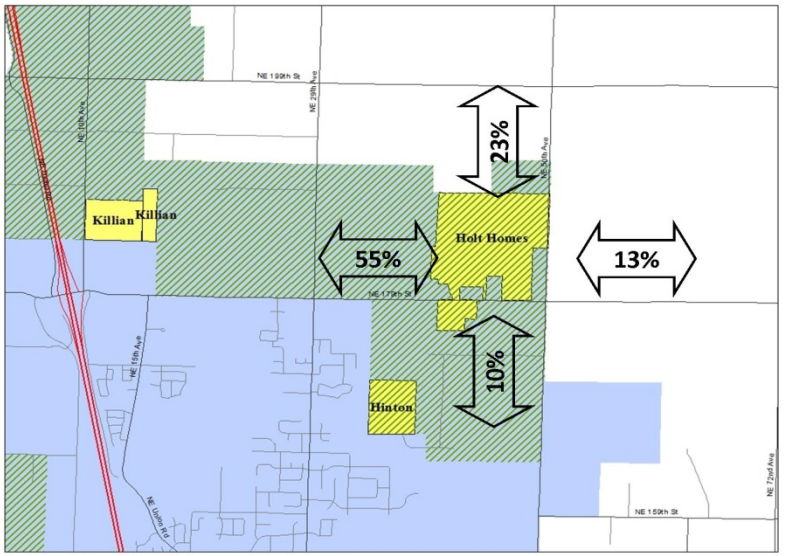


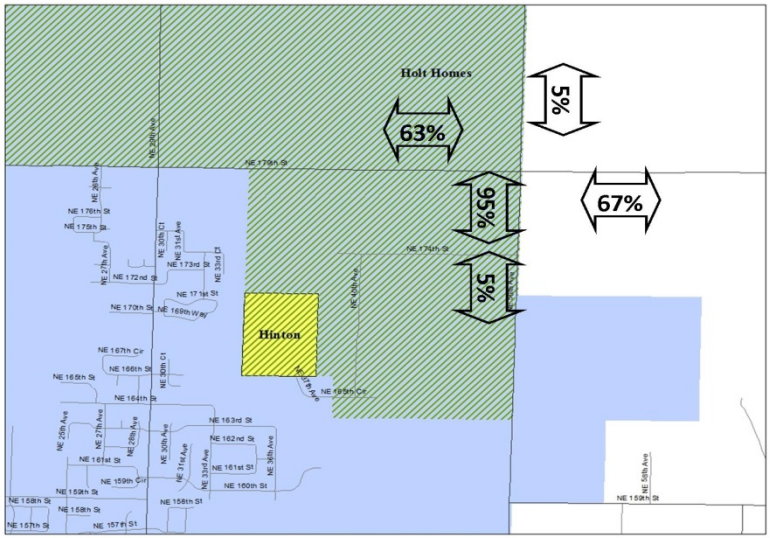
Location of Four Developments

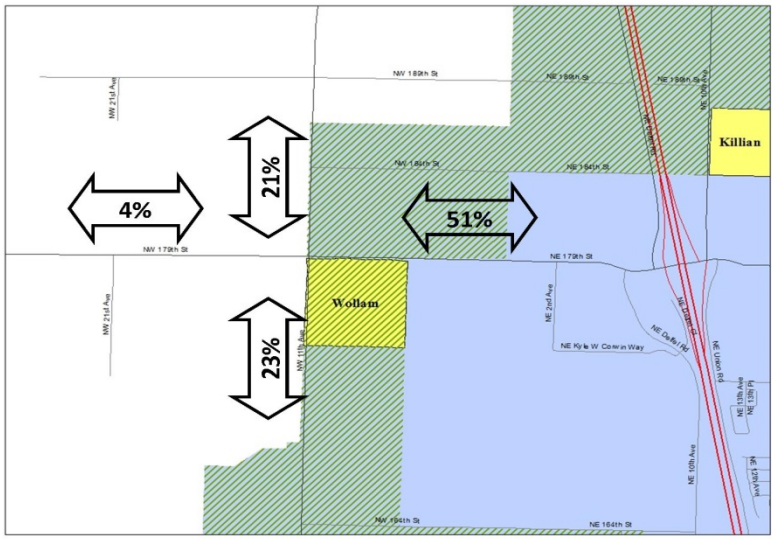


Four Development Trip Distributions

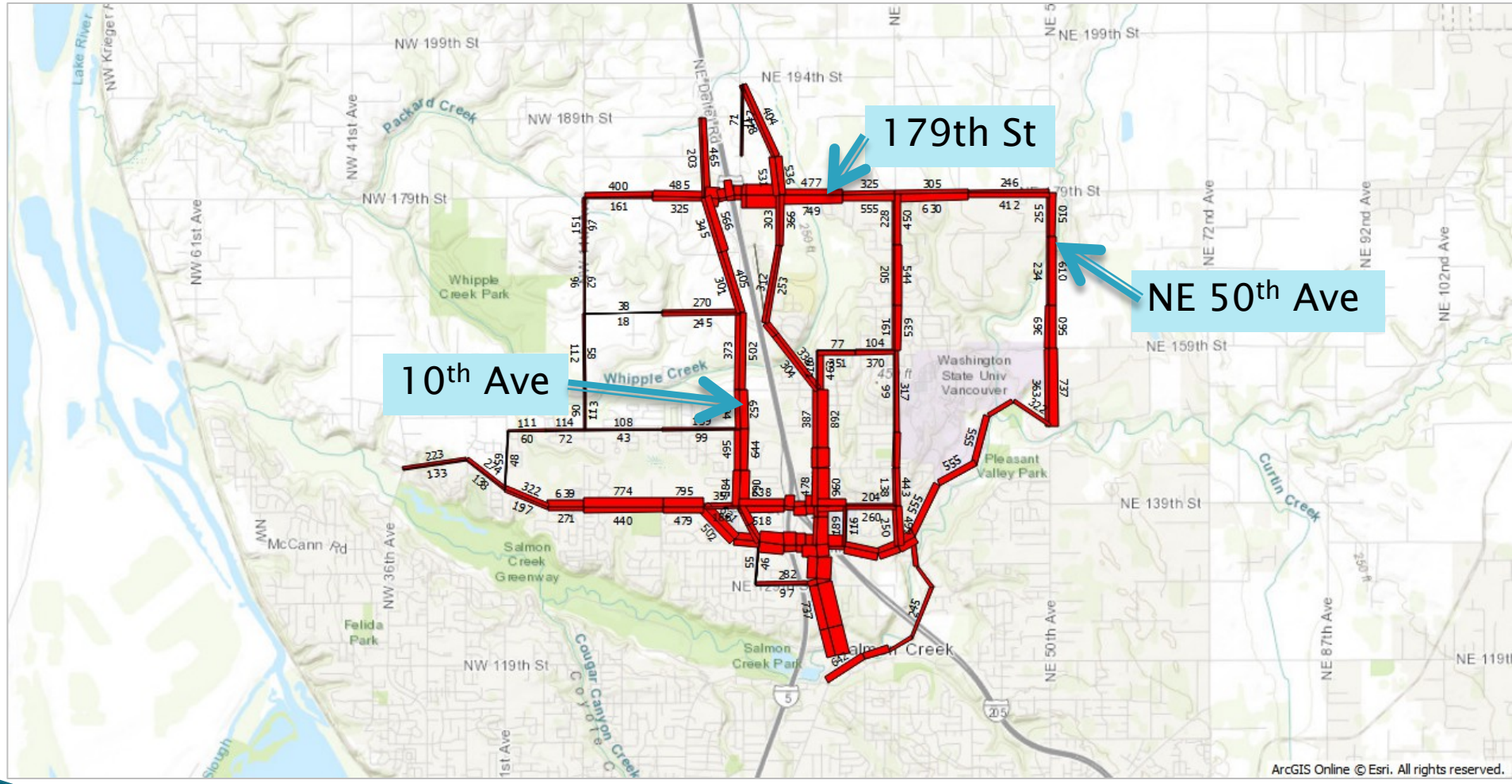








2035 Mt. Vista Trip Distribution

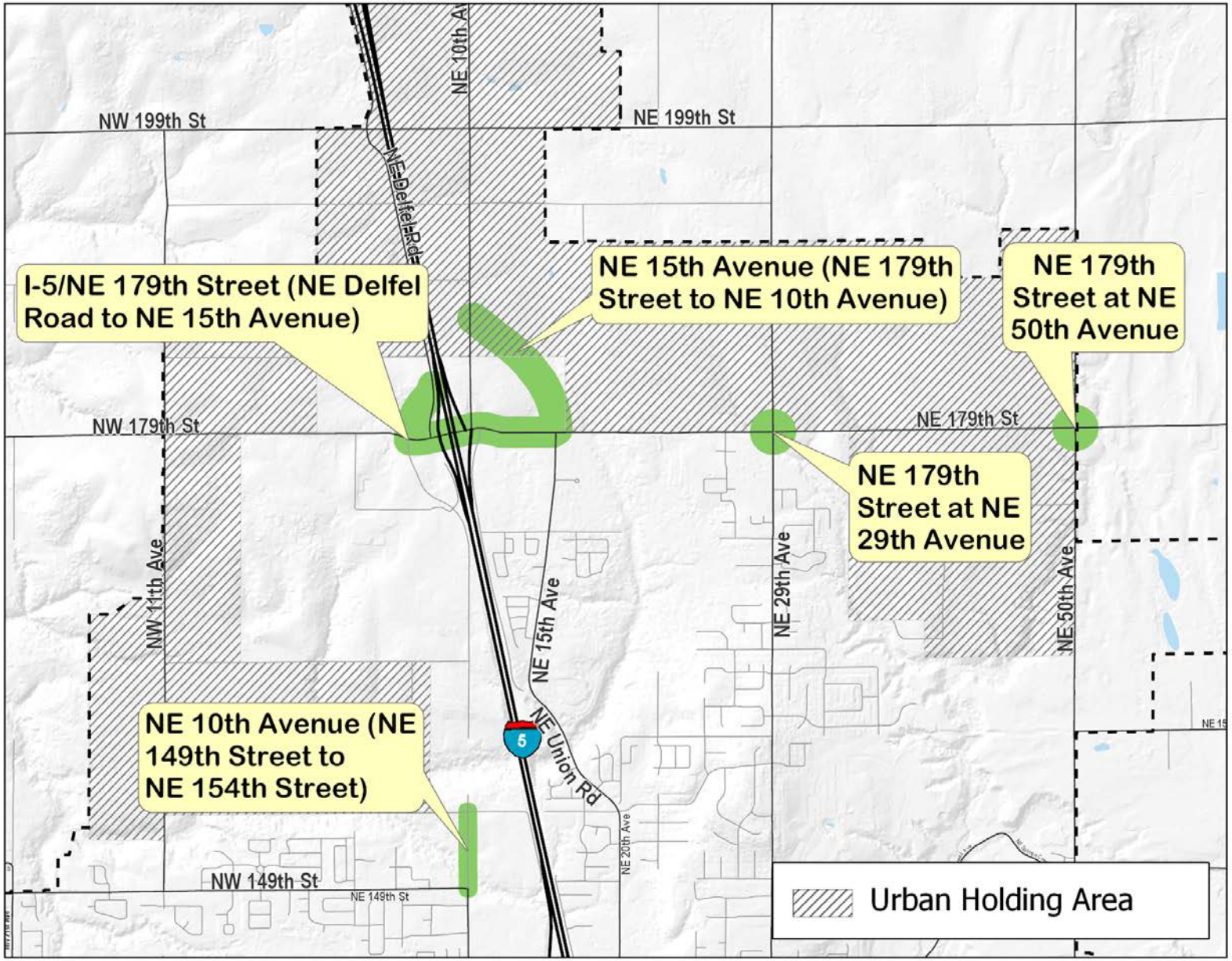


Concurrency Trip Management

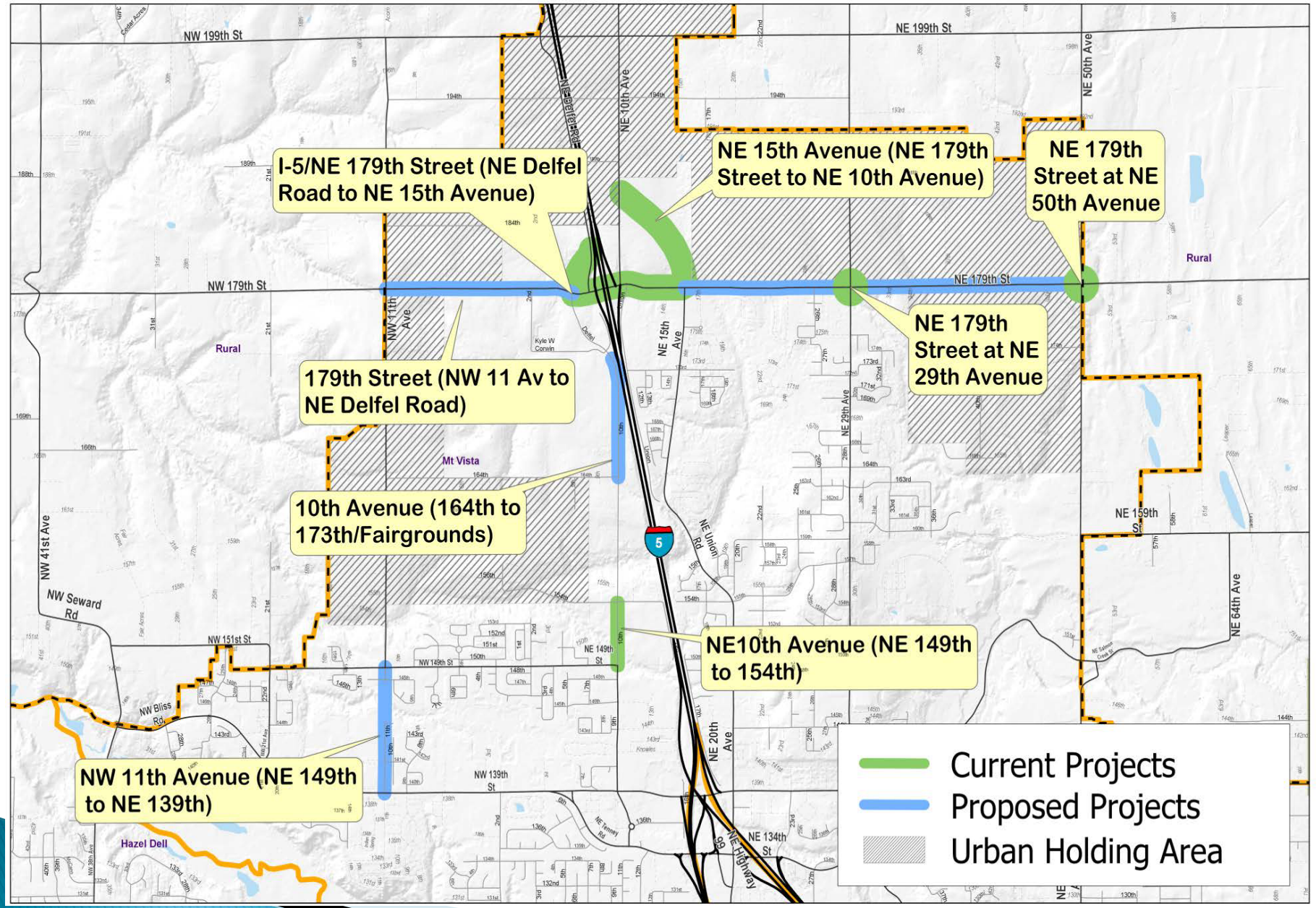


Congestion can occur on regional facilities even if there is no new development in the vicinity. The interchange access can attract trips from new growth throughout the County. Improving regional roads can benefit all.

Projects Locations-Step 1



Step 2- Mt. Vista TIF 2020 CFP Update



TIF= Traffic Impact Fees
CFP= Capital Facilities Plan

Private/Public Partnership

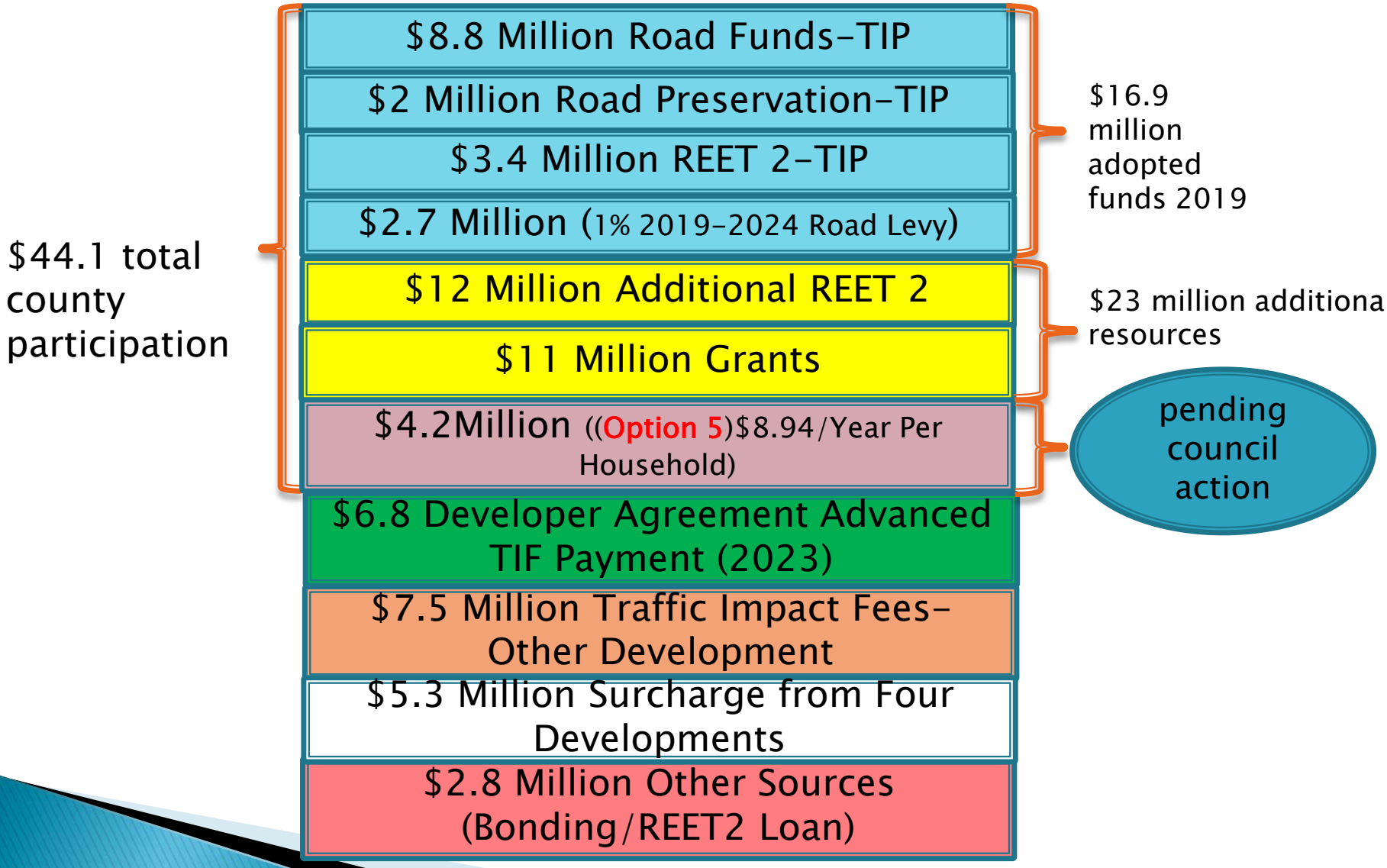
$6.8 million. Projects listed in Capital Facilities Plans as Regionally Significant Projects. Eligible for Traffic Impact Fee credits. The funds will be leveraged as local share to increase grants probability and/or more grants

- Advanced TIF contribution by Developer Agreements due December 31, 2023.
- Development Agreements to be finalized and adopted by council.

	Advanced TIF	Development Surcharge	Total
		(Millions)	
Holt	$2.9	$2.3	$5.2
Hinton	$0.6	$0.45	$1.05
Killian Pacific	$1.9	$1.4	$3.3
Wollam	$1.4	$1.1	$2.5
TOTAL	**$6.8**	**$5.25**	**$12.05**

Option 5: Road Fund Banked Capacity 2%

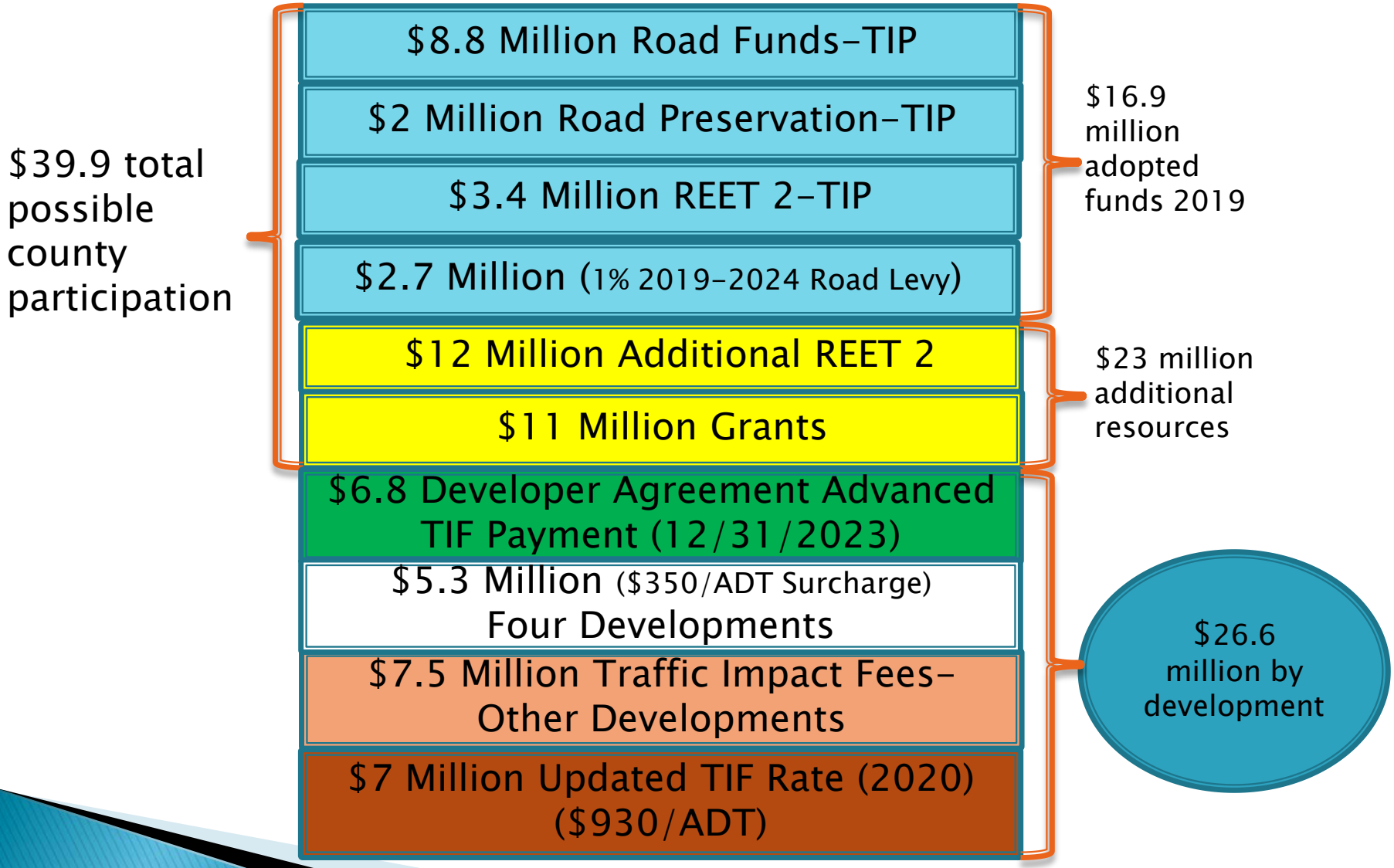
Total Cost $66.5 Million



The Banked Capacity includes the 1% Annual Levy

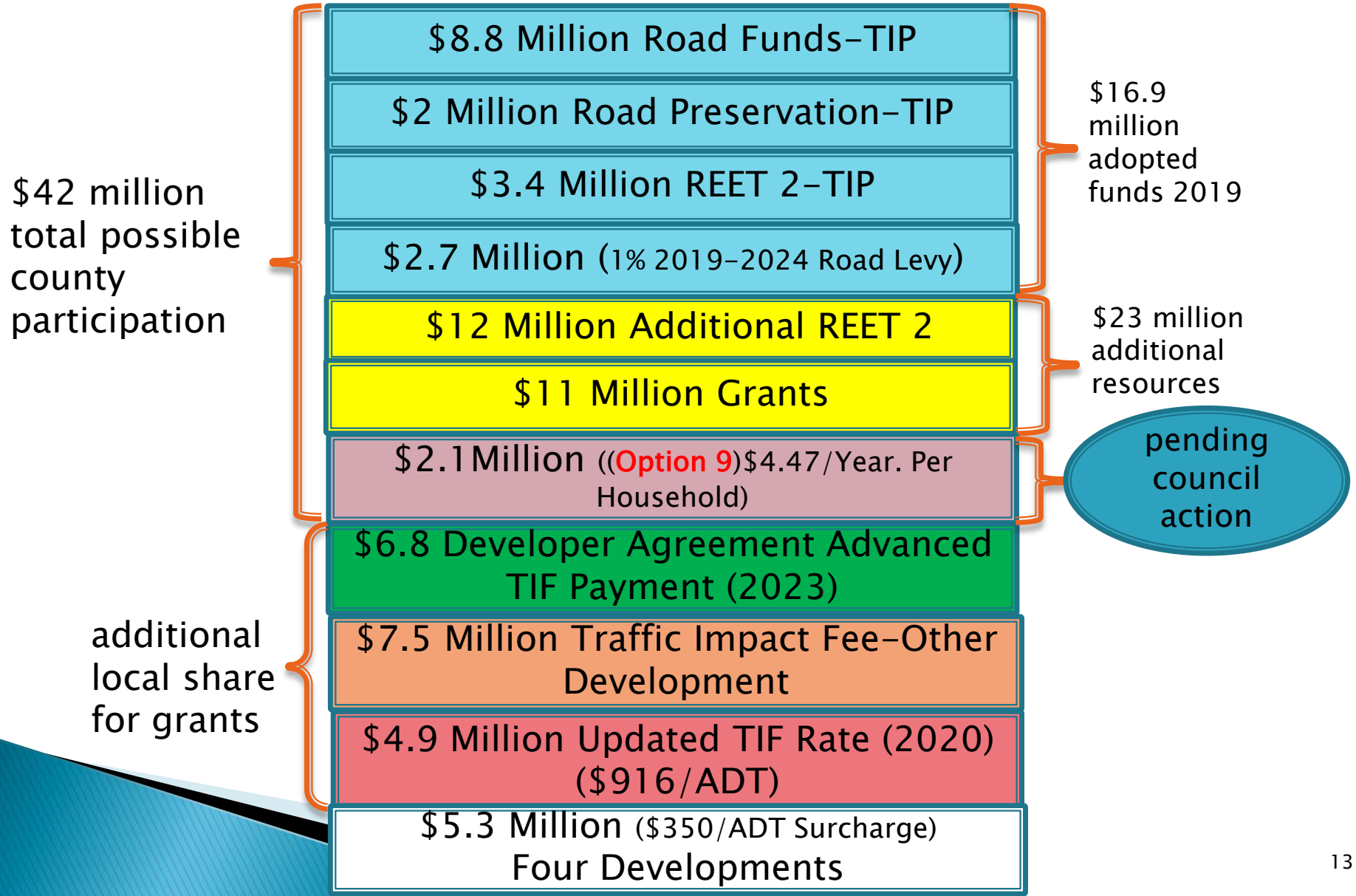
Option 8: No Levy Increase

Total Cost $66.5 Million



Option 9: Road Fund Increase by 1%

Total Cost $66.5 Million



Funding Increase & Median Household

OPTIONS	Option Description	Funding Generated in 5-years (2020-2024)	*TOTAL Median Household per year
Option 1	General Fund Banked Capacity 2.176% (1.176% + 1%)	$ 7,175,000	$ 7.19
Option 2	General Fund 1%	$ 3,300,000	$ 3.30
Option 3	Road Fund Banked Capacity 5.24% (4.24% + 1%)	$ 11,105,000	$ 23.80
Option 4	Road Fund Banked Capacity 3% (2% + 1%)	$ 6,255,000	$ 13.41
Option 5	Road Fund Banked Capacity 2% (1% + 1%)	$ 4,170,000	$ 8.94
Option 6 & 9	Road Fund 1%	$ 2,085,000	$ 4.47
Option 7 & 8	No Tax Levy Increase 0%	$ 0.0	$ 0.0

*Median Household $350,000

The Banked Capacity includes the 1% Annual Levy

Option #5 Road Fund Banked Capacity 2% (Revenue Projections)

FUNDING SOURCES	2019	2020	2021	2022	2023	2024	TOTAL
Pavement Preservation	$2,000,000	$ -	$ -	$ -	$ -	$ -	**$2,000,000**
Road Fund	$1,473,833	$1,473,833	$1,473,833	$1,473,833	$1,473,833	$1,467,835	**$8,837,000**
*TIF	$1,250,000	$300,000	$400,000	$1,350,000	$1,850,000	$2,350,000	**$7,500,000**
REET 2	$3,400,000	$ -	$ -	$ -	$ -	$ -	**$3,400,000**
ADDT'L REET	$ -	$2,400,000	$2,400,000	$2,400,000	$2,400,000	$2,400,000	**$12,000,000**
Grants	$ -	$300,000	$2,000,000	$5,000,000	$1,500,000	$2,200,000	**$11,000,000**
Road Fund levy (Adopted in 2018)	$447,081	$447,584	$447,584	$447,584	$447,584	$447,583	**$2,685,000**
TOTAL	$8,570,914	$4,921,417	$6,721,417	$10,671,417	$7,671,417	$8,865,418	**$47,422,000**
ADDITIONAL FUNDING SOURCES							
*Developer Advanced Payment	$ -	$1,700,000	$1,700,000	$1,700,000	$1,700,000	$ -	**$6,800,000**
Road Fund (1%+1%)	$ -	$834,000	$834,000	$834,000	$834,000	$834,000	**$4,170,000**
Bonding (*Re-payment with Update TIF*)	$ -	$ -	$ -	$ -	$ -	$8,130,000	**$8,130,000**
TOTAL	$ -	$2,534,000	$2,534,000	$2,534,000	$2,534,000	$8,964,000	**$19,100,000**
GRAND TOTAL	**$8,570,914**	**$7,455,417**	**$9,255,417**	**$13,205,417**	**$10,205,417**	**$17,829,418**	**$66,522,000**
* Collected at the time of Building Permit							

Option #8 No Levies, with TIF increase (Revenue Projections)

FUNDING SOURCES	2019	2020	2021	2022	2023	2024	TOTAL
Pavement Preservation	$ 2,000,000	$ -	$ -	$ -	$ -	$ -	$ 2,000,000
Road Fund	$ 1,473,833	$ 1,473,833	$ 1,473,833	$ 1,473,833	$ 1,473,833	$ 1,467,835	$ 8,837,000
*TIF	$ 1,250,000	$ 300,000	$ 400,000	$ 1,350,000	$ 1,850,000	$ 2,350,000	$ 7,500,000
REET 2	$ 3,400,000	$ -	$ -	$ -	$ -	$ -	$ 3,400,000
ADDT'L REET 2	$ -	$ 2,400,000	$ 2,400,000	$ 2,400,000	$ 2,400,000	$ 2,400,000	$ 12,000,000
Grants	$ -	$ 300,000	$ 2,000,000	$ 5,000,000	$ 1,500,000	$ 2,200,000	$ 11,000,000
Road Fund levy	$ 447,081	$ 447,584	$ 447,584	$ 447,584	$ 447,584	$ 447,583	$ 2,685,000
TOTAL	$ 8,570,914	$ 4,921,417	$ 6,721,417	$ 10,671,417	$ 7,671,417	$ 8,865,418	$ 47,422,000
ADDITIONAL FUNDING SOURCES							
*Developer Contributions	$ -	$ 1,700,000	$ 1,700,000	$ 1,700,000	$ 1,700,000	$ -	$ 6,800,000
No Tax Levy Increases	$ -	$ -	$ -	$ -	$ -	$ -	$ -
*Development Surcharge	$ -	$ -	$ -	$ -	$ -	$ 5,300,000	$ 5,300,000
*TIF increase $325	$ -	$ -	$ 470,588	$ 1,588,235	$ 2,176,471	$ 2,764,706	$ 7,000,000
TOTAL	$ -	$ 1,700,000	$ 2,170,588	$ 3,288,235	$ 3,876,471	$ 8,064,706	$ 19,100,000
GRAND TOTAL	$ 8,570,914	$ 6,621,417	$ 8,892,005	$ 13,959,652	$ 11,547,888	$ 16,930,124	$ 66,522,000

* Collected at the time of Building Permit **Repayment for any bonding or borrowing from REET2

OPTION 9 - 1% ROAD FUND LEVY with TIF Increase (Revenue Projections)

FUNDING SOURCES	2019	2020	2021	2022	2023	2024	TOTAL
Pavement Preservation	$ 2,000,000	$ -	$ -	$ -	$ -	$ -	$ 2,000,000
Road Fund	$ 1,473,833	$ 1,473,833	$ 1,473,833	$ 1,473,833	$ 1,473,833	$ 1,467,835	$ 8,837,000
*TIF	$ 1,250,000	$ 300,000	$ 400,000	$ 1,350,000	$ 1,850,000	$ 2,350,000	$ 7,500,000
REET 2	$ 3,400,000	$ -	$ -	$ -	$ -	$ -	$ 3,400,000
ADDT'L REET 2	$ -	$ 2,400,000	$ 2,400,000	$ 2,400,000	$ 2,400,000	$ 2,400,000	$12,000,000
Grants	$ -	$ 300,000	$ 2,000,000	$ 5,000,000	$ 1,500,000	$ 2,200,000	$11,000,000
Road Fund levy	$ 447,081	$ 447,584	$ 447,584	$ 447,584	$ 447,584	$ 447,583	$ 2,685,000
TOTAL	$ 8,570,914	$ 4,921,417	$ 6,721,417	$ 10,671,417	$ 7,671,417	$ 8,865,418	$47,422,000
ADDITIONAL FUNDING SOURCES							
Road Fund 1%	$ -	$ 417,000	$ 417,000	$ 417,000	$ 417,000	$ 417,000	$ 2,085,000
Developer Contributions	$ -	$ 1,700,000	$ 1,700,000	$ 1,700,000	$ 1,700,000	$ -	$ 6,800,000
*Development Surcharge	$ -	$ -	$ -	$ -	$ -	$ 5,295,500	$ 5,295,500
*TIF increase $311	$ -	$ -	$ 330,723	$ 1,116,189	$ 1,529,592	$ 1,942,996	$ 4,919,500
TOTAL	$ -	$ 2,147,584	$ 2,478,307	$ 3,263,773	$ 3,667,176	$ 7,686,079	$19,100,000
GRAND TOTAL	$8,570,914	$7,038,417	$9,169,140	$13,907,606	$11,318,009	$16,520,914	$66,522,000

* Collected at the time of Building Permit

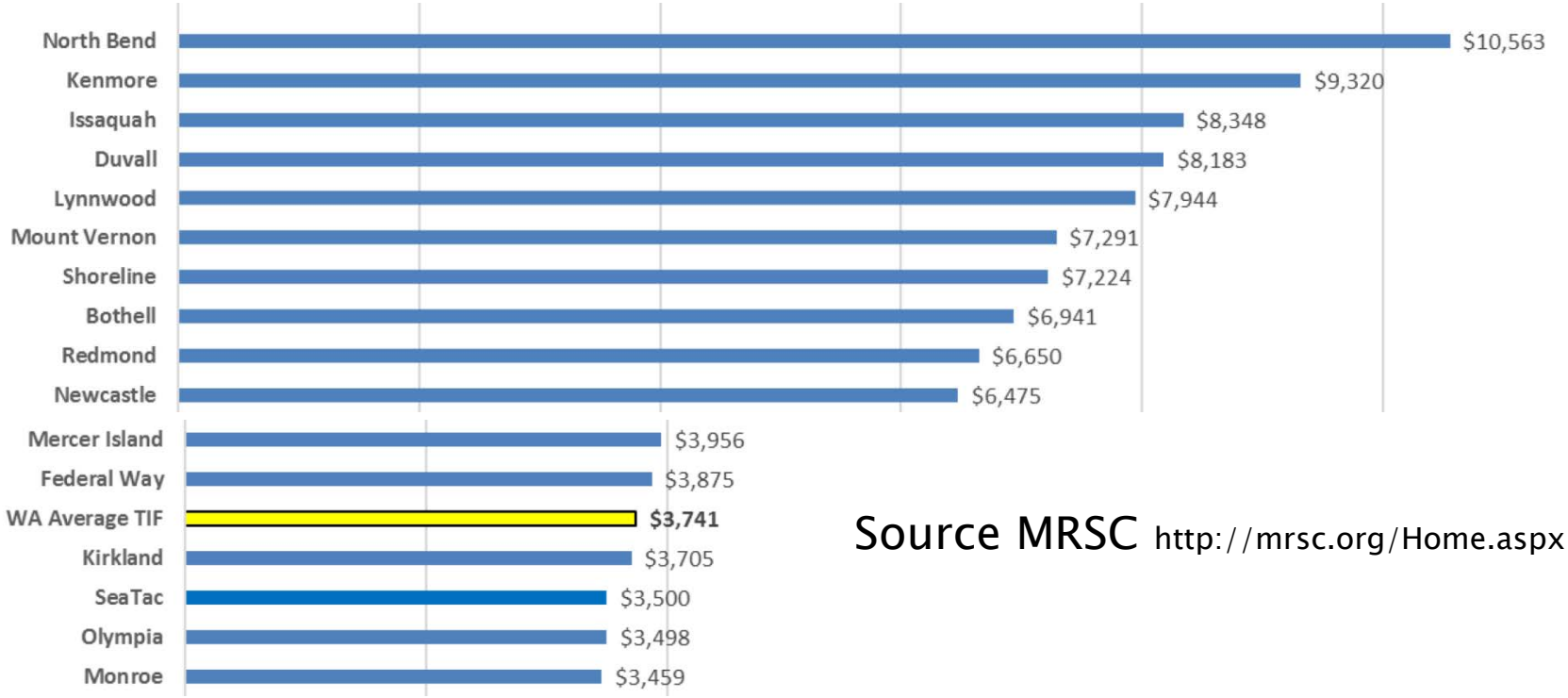
Projected Expenditures

	2019	2020	2021	2022	2023	2024	TOTAL
I-5/NE 179th Street (NE Delfel Road – NE 15th Avenue · CRP 390222)							
· Design	$ 100,000	$ 731,000	$ 1,100,000	$ 1,100,000	$ 400,000	$ –	$ 3,431,000
· Right of Way	$ 1,000,000		$ 400,000	$ 400,000	$ 200,000	$ –	$ 2,000,000
· Construction	$ –	$ –	$ –	$ –	$ 1,000,000	$ 19,614,000	$20,614,000
TOTAL	$ 1,100,000	$ 731,000	$ 1,500,000	$ 1,500,000	$ 1,600,000	$ 19,614,000	$26,045,000
NE 15th Avenue (NE 179th Street – NE 10th Avenue · CRP 372222)							
· Design	$ 200,000	$ 550,000	$ 1,040,000	$ –	$ –	$ –	$ 1,790,000
· Right of Way	$ –	$ 125,000	$ 125,000	$ –	$ –	$ –	$ 250,000
· Construction	$ –	$ –	$ –	$ 10,000,000	$ 2,950,000	$ –	$12,950,000
TOTAL	$ 200,000	$ 675,000	$ 1,165,000	$ 10,000,000	$ 2,950,000	$ –	$14,990,000
NE 10th Avenue (NE 149th Street – NE 154th Street · CRP 323322)							
· Design	$ 757,000	$ 30,000	$ –	$ –	$ –	$ –	$ 787,000
· Right of Way	$ 1,000,000	$ 200,000	$ –	$ –	$ –	$ –	$ 1,200,000
· Construction	$ –	$ 3,000,000	$ 5,500,000	$ –	$ –	$ –	$ 8,500,000
TOTAL	$ 1,757,000	$ 3,230,000	$ 5,500,000	$ –	$ –	$ –	$10,487,000
NE 179th Intersections at NE 29th Avenue & NE 50th Avenue							
· Design	$ 100,000	$ 850,000	$ 900,000	$ 100,000	$ –	$ –	$ 1,950,000
· Right of Way	$ –	$ 850,000	$ 2,500,000	$ 100,000	$ –	$ –	$ 3,450,000
· Construction	$ –	$ –	$ –	$ –	$ 5,600,000	$ 4,000,000	$ 9,600,000
TOTAL	$ 100,000	$ 1,700,000	$ 3,400,000	$ 200,000	$ 5,600,000	$ 4,000,000	$15,000,000
GRAND TOTAL	$3,157,000	$6,336,000	$11,565,000	$11,700,000	$10,150,000	$23,614,000	$66,522,000

List of Potential Risks

Potential Risks	Result
1. Downturn of economy - Real Estate Excise Tax comes in lower than forecasted	Projects would be delayed
2. Grants are not awarded as projected	Projects would be delayed
3. Traffic Impact Fees come in lower than forecasted	Projects would be delayed
4. Development Agreements not executed	Projects would be delayed
5. Project cost increase	Additional funding will need to be found and potential of project being delayed
6. State funds are not awarded	Delay of 179th Street interchange improvements

TIF Rate – Other Jurisdictions



Source MRSC http://mrsc.org/Home.aspx

TIF Amount for a Single Family Dwelling
($930/ADT * 10ADT/Dwelling= $9,300

ADT=(Average Daily Trip)

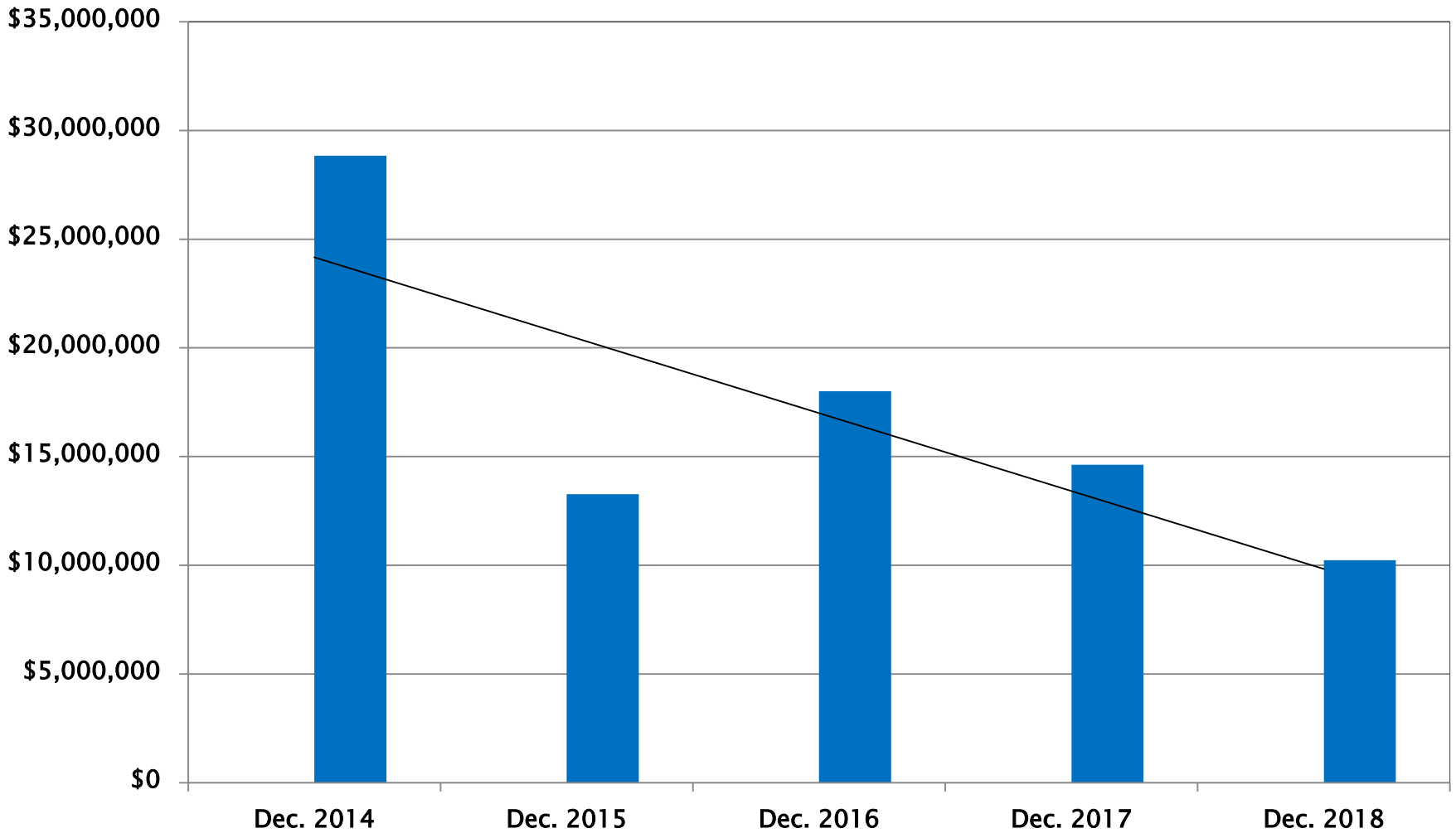
Recap of Subcommittee Meetings:

- January 23, 2019 Council work session on 179th Urban Holding update – council authorized committee formation
- February 4, 11, 25, 2019, 179th Street Committee analyzed the following:
  - Develop strategies for lifting Urban Holding
  - Analyze all revenue sources to provide the majority of funding without jeopardizing the other TIP projects
  - Review financing scenarios
  - Ensure development projects comply with transportation concurrency
  - Review of various Road Fund levy scenarios
  - Developer surcharge
  - Bonding scenarios

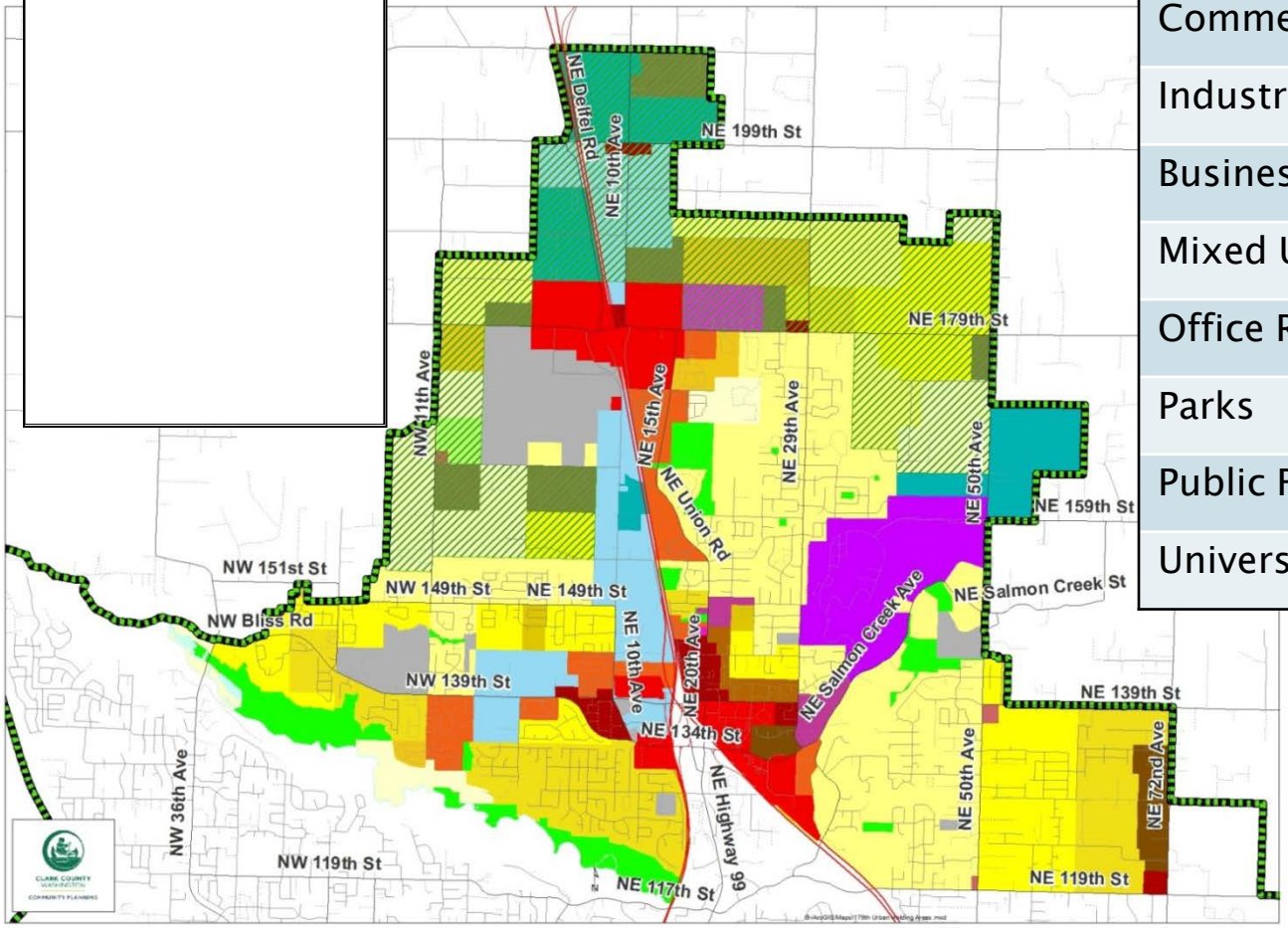
GOAL:

- Bring the 179th Street area into compliance with concurrency
- Retain developer proportionate share of $6.8 million
- Reasonably fund projects in the six year Transportation Program
- Lift Urban Holding in the 179th Street area

Road Fund Balance – five years (2014 - 2018)



Mt. Vista Zoning



Zoning Districts	Acres
Single Family Residential	4,515
Multi-Family Residential	635
Commercial	524
Industrial	600
Business Park	537
Mixed Use	262
Office Residential	127
Parks	344
Public Facilities	413
University	380

Economic Development Metrics (to Build-Out)

	UH – Urban Holding	Full Study Area (Discovery Corridor)
Land	• 2,100 acres total • 833 acres VBLM • 231 acres C/I zoned	• 5,300 acres total • 1,114 acres VBLM • 408 acres C/I zoned
Added Jobs @ Build-Out	• 2,850 direct • 4,000 w/multiplier	• 5,550 direct • 7,670 w/multiplier
More Housing	• 4,815 housing units	• 5,650 housing units
Tax Revenues (local & state)	• $188m construction • $23m / yr on-going	• $239m construction • $34m / yr on-going

C = Commercial, I = Industrial

Observations: **UH has the bulk of buildable land and housing potential, rest of study area pivotal for jobs**

Source: Hovee Report, 2018

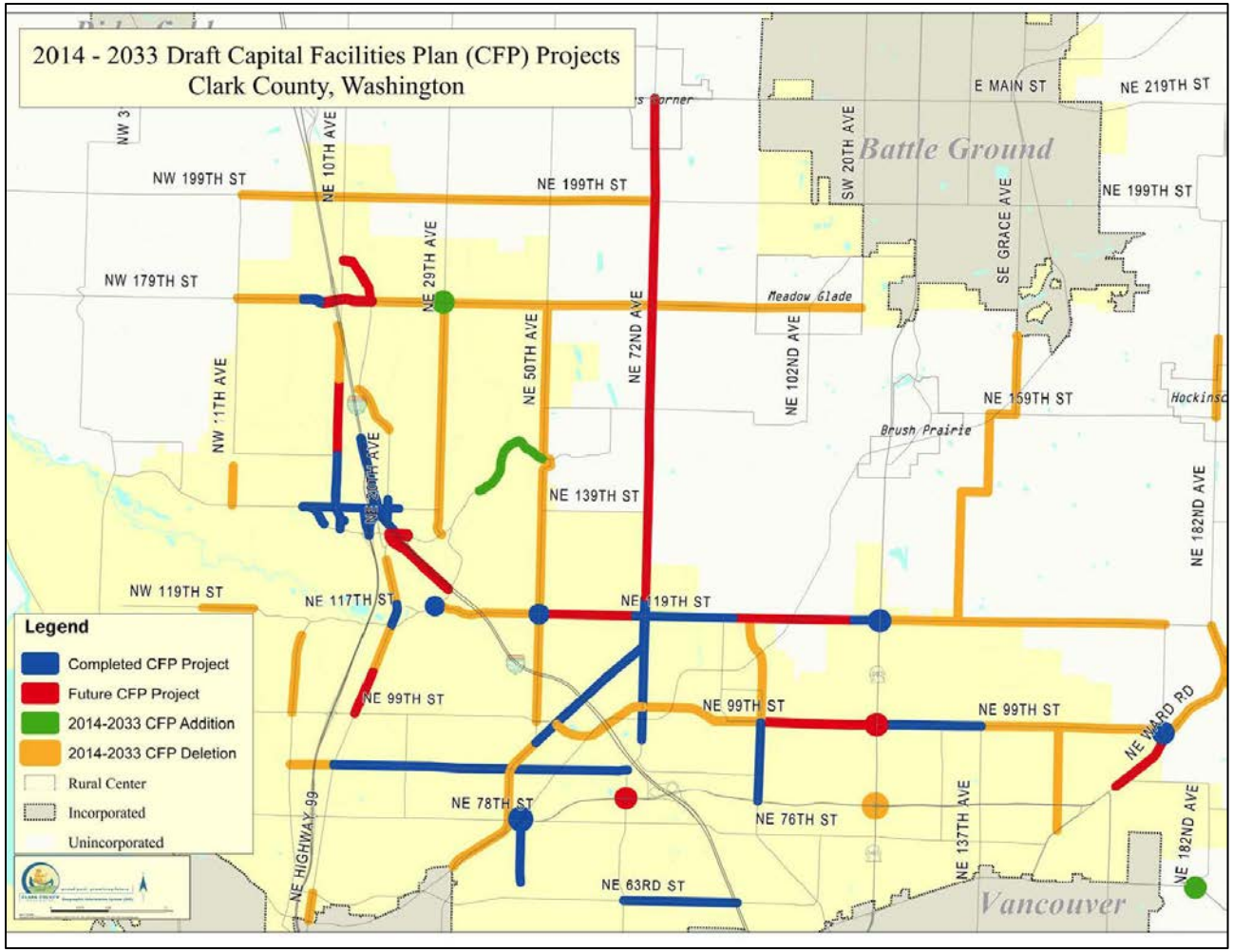
GMA and Concurrency

- RCW36.70A.070(6)(b):
  - …local jurisdictions must adopt and enforce ordinances which prohibit development approval if the development causes the level of service on a locally owned transportation facility to decline below the standards adopted in the transportation element of the comprehensive plan, unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development. These strategies may include increased public transportation service, ride-sharing programs, demand management, and other transportation systems management strategies.
  - For the purposes of this subsection (6), "concurrent with the development" means that improvements or strategies are in place at the time of development, or that a financial commitment is in place to complete the improvements or strategies within six years. If the collection of impact fees is delayed under RCW 82.02.050(3), the six-year period required by this subsection (6)(b) must begin after full payment of all impact fees is due to the county or city.

Clark County and Concurrency

- Determines whether the impacts of a proposed development can be met through existing capacity and/or to decide what level of additional facilities will be required
- Level of Service (LOS) Standards:
  - Arterials and Collectors: "roadway volume to capacity ratio" with a maximum of 90%
  - Signalized intersections: two cycle lengths or 240 seconds of delay
  - Unsignalized intersections: level of service E (35-50 seconds of delay)
- Developments may be denied if LOS standards cannot be met
- Clark County has not denied developments in Mt. Vista area, but the concurrency mitigation (capacity improvements) has deterred development
- Capital projects that are reasonably funded within six years can be considered as providing capacity to meet concurrency
- Six-year TIP declares reasonable funding
- No new transportation capacity is available for new developments
- Urban holding allows development to occur, but not at urban densities

2014 Concurrency Amendment



$152 million of improvements were removed from the TIF district

TIF rate was reduced from $764 per trip to $536 per trip



2014 CFP in Mt. Vista

- Ordinance 2014-08-09. Amended Concurrency Standards.
  - Level of service changed from time delay to volume-to-capacity
- Ordinance 2014-11-03. Revised Capital Facilities Plan.
  - Capital Facilities Plan reduced by 30% to $532 million

Project	CFP Amendment
NE 179th St.: NE 15th Ave to Battle Ground UGA	Removed
NW 179th St.: NW 11th Ave to Delfel Rd.	Removed
NW & NE 199th St.: NW 11th Ave. to NE 72nd Ave	Removed
NE 10th Ave.: NE 164th St. to Fairgrounds Entrance	Removed
NW 11th Ave.: NE 139th St. to NE 149th St.	Removed
NE 29th Ave.: NE Salmon Creek Ave to NE 179th St.	Removed
NE 50th Ave.: NE 99th St. to NE 179th St.	Removed

Road Funds allocations for the next 6 years

Option 5	2019	2020	2021	2022	2023	2024	TOTAL
Road Fund Allocated	$1,473,833	$1,473,833	$1,473,833	$1,473,833	$ 1,473,833	$1,467,835	**$8,837,000**
Road Fund Levy (Adopted in 2018)	$ 447,081	$ 447,584	$ 447,584	$ 447,584	$ 447,584	$ 447,583	**$2,685,000**
Road Fund (1%+1%)	$ 0	$834,000	$834,000	$834,000	$834,000	$834,000	**$4,170,000**
Total	$1,920,914	$2,755,417	$2,755,417	$2,755,417	$2,755,417	$2,749,418	**$15,692,000**

Option 8	2019	2020	2021	2022	2023	2024	TOTAL
Road Fund Allocated	$1,473,833	$1,473,833	$1,473,833	$1,473,833	$ 1,473,833	$1,467,835	**$8,837,000**
Road Fund levy (Adopted in 2018)	$ 447,081	$ 447,584	$ 447,584	$ 447,584	$ 447,584	$ 447,583	**$2,685,000**
No Tax Levy Increases	$ 0	$ 0	$ 0	$ 0	$ 0	$ 0	**$ 0**
Total	$1,920,914	$1,920,917	$1,920,917	$1,920,917	$1,920,917	$1,920,917	**$11,522,000**

Option 9	2019	2020	2021	2022	2023	2024	TOTAL
Road Fund Allocated	$1,473,833	$1,473,833	$1,473,833	$1,473,833	$ 1,473,833	$1,467,835	**$8,837,000**
Road Fund Levy (Adopted in 2018)	$ 447,081	$ 447,584	$ 447,584	$ 447,584	$ 447,584	$ 447,583	**$2,685,000**
Road Fund Levy 1%	$ 0	$ 417,000	$ 417,000	$ 417,000	$ 417,000	$ 417,000	**$ 2,085,000**
Total	$1,920,914	$2,338,417	$2,338,417	$2,338,417	$2,338,417	$2,338,418	**$13,607,000**

Kittleson Traffic Study Findings

- Presentation given on July 11, 2018 at Clark County Council Work Session
  - Studied transportation improvements needed for only the four development proposals, not the entire urban holding area
  - Analyzed the phasing of improvements, particularly the reconnection of 10th Avenue with Northeast 179th Street



Proportionality

Impact fees are governed by GMA statutes at RCW 82.02.050-090.
Counties that plan under GMA may impose impact fees

- but **the financing for system developments**
- **to serve new development**
- **must provide for a balance between impact fees and other sources of public funds**
- **and cannot rely solely on impact fees.**

RCW 82.02.050(2).

Proportionality (continued)

Impact fees shall not exceed a proportionate share

- of the costs of system improvement
- that reasonably benefit the new development.

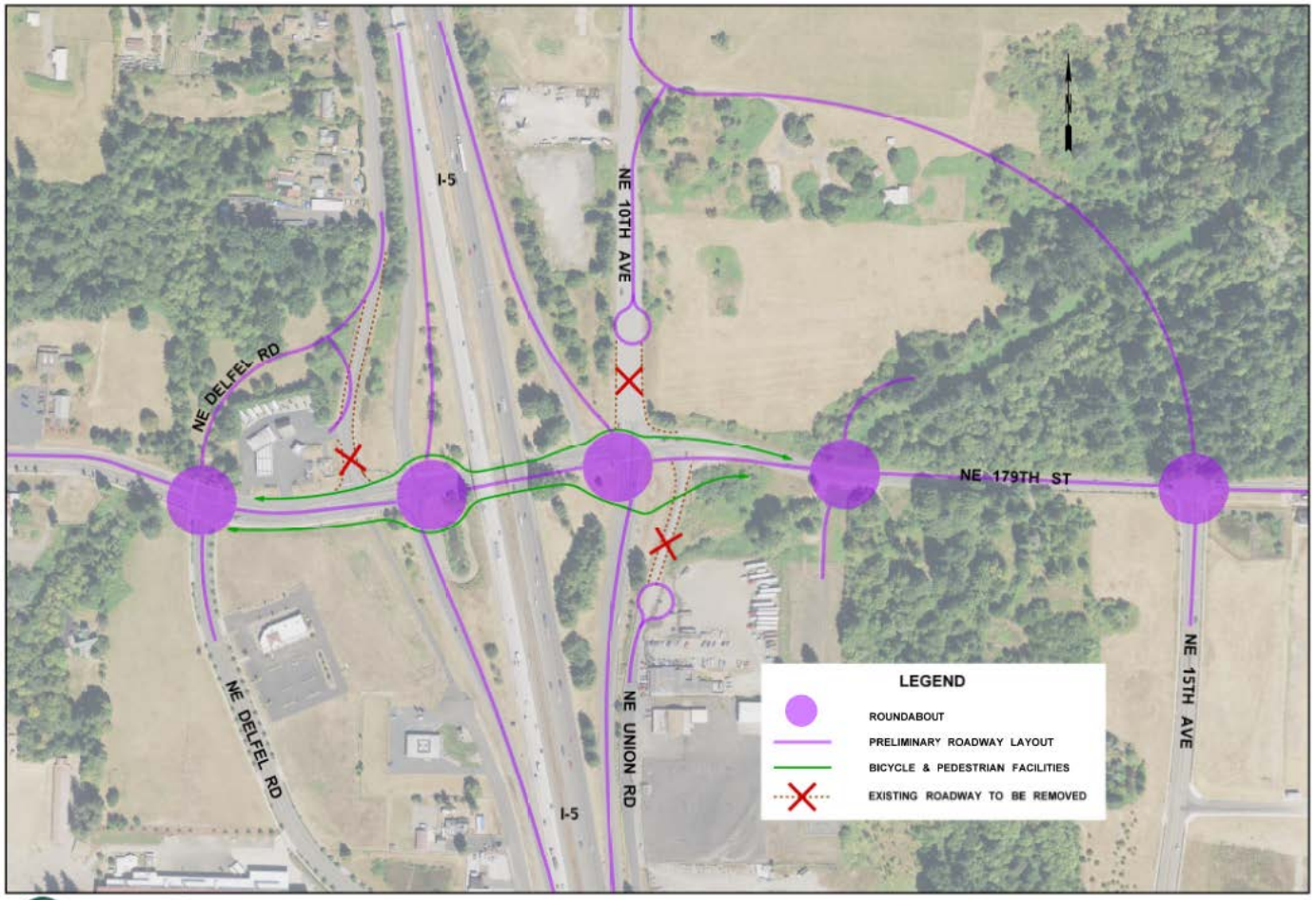
RCW 82.03.050(3); *City of Olympia v. Debick.*

U.S. Supreme Court cases *Nollan v. Cal. Coastal Com'n* and *Dolan v. City of Tigard*

- establish constitutional requirements of **nexus** and **proportionality**
- for exactions of real property

Interchange Discussion

I-5 179TH ST INTERCHANGE CONCEPT



CLARK COUNTY WASHINGTON PUBLIC WORKS

WSDOT

PRELIMINARY
JULY 30, 2019

Next Steps and Actions Needed

- Development Agreements for four developers (Killian, Hinton, Holt and Wollam) approved by council
  - Four developers proceed with the development application process, but approval cannot occur until urban holding is removed
  - 15,130 daily trips
  - Four developers agree to pay $6.8 million in advance TIF by December 31, 2023
  - Four developers agree to pay $5.25 million in surcharge at time of building permit issuance
- Council takes the following actions:
  - approves TIP,
  - approves the proposed funding package,
  - amends CFP,
  - increases TIF,
  - approves 2020 budget,
  - declares five transportation projects “reasonably funded”,
  - removes urban holding, effective Feb. 28, 2020

Exhibit B

CLARK COUNTY COUNCILORS
MINUTES OF AUG. 20, 2019
PUBLIC HEARING: I-5/179TH STREET - FUNDING OPTIONS

The Board convened in the Councilors' Hearing Room, 6th Floor, Public Service Center, 1300 Franklin Street, Vancouver, Washington. Councilors Temple Lentz, Julie Olson, John Blom, Gary Medvigy, and Eileen Quiring, Chair, present.

PUBLIC HEARING: I-5/NE 179TH STREET TRANSPORTATION AREA FINANCIAL OPTIONS
To consider selection of a financing option to reasonably fund the localized critical links and intersection improvements to remove urban holding and maintain concurrency in the area of the I-5/NE 179th Street Interchange.

QUIRING: We will move on to the public hearing on I-5/N.E. 179th Street area funding option and development agreements.

QAYOUMI: Good evening, Council. Again, for the record Ahmad Qayoumi with Public Works.

So I'm going to give a brief presentation that we had done this one last time, but since then we have added a few more slides in response to the some of the comments and questions that we had from the public from last time, so I'm going to go over, through that previous presentation also to some of the updates that we have. And also we have our team here; Matt Hermen with our Public Works Transportation Planning, Chris Cook with the PA's Office and Oliver with the Planning.

So the area that we're talking about is the Mt. Vista area. We

still have within County's jurisdiction, we have three areas that are TIF districts that are still within Vancouver urban growth boundaries, that's this area within the blue area that actually are in discussion. So just a close up of that area within this is all the area for Mt. Vista.

There are two issues that we're addressing with this project. One is the capacity issues that we have to meet the concurrency compliance. The area that you see in the hatched marked areas are what's called urban holding, it's about 2200 acres that was part of the urban expansion and it was brought into the county as urban holding until such time there is capacity available. So there are two issues that we have right now within the district, as I mentioned capacity for this urban holding and also concurrency compliance.

Through the last several years there have been two, about four projects that have come in and talked to us about their project and wanted to develop and they're all within the urban holding, one is Holt Homes, Hinton, Killian and Wollam.

So one of the things that they have done so far plus some preliminary and the discussion and also some of the development agreement, they have done traffic analysis to show how the trips are distributed.

So just to show as example the trips are distributed and they are impacting a lot of our corridors within that district.

So one of the thing, that the way we evaluate and determine if there's capacity and how the trips are distributed as part of the regional modeling and this one to look at 2035 and see how the trips are distributed and on this map here, the thicker the line that means the more traffic, and as part of our comp plan we project where the trips are generated for the, all the lands based on the zoning of the area and that shows how the trips are distributed and what the impacts are. And the areas that we're going to talk a little bit later on about, the projects are like 10th Avenue, 179th and 50th Avenue and this one is 29th Avenue.

So one of the things that just for the purpose of clarification how the concurrency and capacities are evaluated. So there are four bars that are based on that, how we do modeling and determine where the impacts are on our corridors and to determine if there's capacity. One of the things to keep in mind, even if there's no development, there's still going to be traffic growth because of the background growth or if there's other jurisdiction within the outside of the county or outside of the urban growth areas within other cities that will grow, but they could be utilizing our facilities.

So these are the four bars. So the existing condition basically whenever we do traffic counts, that becomes our base condition, and then as part of the modeling, then we add other trips. The background traffic are the area is going to grow, either the trips from coming from outside the city or the neighborhood that already have been built, the kids are going to get their driver's license and the family grows.

And then the other thing that's part of their requirement is when in time when we approve a subdivision or a project of any type, that's going to trip generate, generate trips even if it's not built after we approve it we have to account for this in the model and then the trips for any new development, potential development of the area and this could be the urban holding.

So one of the thing that needs to in order to comply with concurrency and the capacity needed for this area, there's some bottlenecks that needs to be improved.

On this map we have outlined all those projects that based on our preliminary estimates it's about $66.5 million are intersection of 50th Avenue and N.E. 179th Street, N.E. 29th Avenue and 179th Street, 10th Avenue between 154th, 149th, as you recall we just finished a major bridge project here. And then the other thing

is on this area improvement of 15th Street, 179th and Delfel.

One of the major driving forces behind those improvements not only for capacity reason, but also the improvement at the interchange. There's this interchange has been funded through WSDOT and they're working on to get approval for the design and other process and one of the thing is we have to do some changes like with the interchange improvement we need to move 10th Avenue and also Delfel, so those are combination not only for our capacity but also the work we're going to be doing with the State.

Step two is that's part of what are identified like I mentioned 2035, what capacities we need would be the improvement along the corridors like 179th, that's going to be carrying as you can see all that shaded area the additional traffic from the area and also from the existing neighborhood.

So step two, some of the section of 179th that needs to be improved from N.W. 11th Avenue to Delfel and then from N.E. 15th Avenue to N.E. 29th Avenue and then from N.E. 29th Avenue to N.E. 50th and then also a section of N.W. 11th between 149th to 139th. One of the things that was a challenge to make sure that we find a way to fund these projects and one of the things that as part of our plan was to make sure that we engage the development community and

asking for cost participation.

So the four projects that were mentioned previously, the four developments, we had a lot of, a number of conversations with them and ways to find out if they can contribute. So we had talked to them about advance TIF payments of about $6.8 million and one of the reason that we have those development agreements, which we'll go in later on in a little bit more detail is part of those driving having those development agreement.

The benefit for this advanced payment is that to help us leverage more dollars, which I will talk a little bit more about the funding and how those stack to each other, is the $6.8 million could become part of the local funds that be leveraged and those projects are part of regionally significant projects the applicant is eligible to get traffic impact fee credit, and also we discussed with the developers about surcharge, that meaning that the additional fees that they could pay to help us get more money in the TIF and also later on when we talk about updating our TIF rate.

So from this four developers we're asking for about $12 and a half million total. And just so understanding the four developers based on all the new trips that are generated from the all the developments within the urban holding and also the vacant

properties within Mt. Vista they represent nine percent or eight percent of the total trips.

So throughout a number of times we have workshop with Council and also other hearing process and also the transportation committee, we had provided Council a number of options. So tonight I'm just going to talk about three that we had talked previously and be part of a recommendation of one of these three for your consideration.

So this one was known as Option Number 5 and we basically broke down how much of those monies and what the sources of the monies are coming from. So all the items are that shows in blue, the $8.8 million and the $2 million road preservation, these are all the monies that's already been approved by Council.

And the other thing was the main criteria I wanted to make sure the way we come up with some type of funding package is that does not further burden the road funds because we have a lot of commitments for other projects that making sure that we don't further burden the road funds any more than what we already approved. So these are already approved as part of TIP that the Council already approved.

The only thing that we wanted to make sure that because of the

payment condition that we have, we decide to just add $2 million that's already approved using that payment preservation for this project and that's one time only. And the other thing was to ask for REET and this is $12 million over a five-year period, $2.4 million annually.

And the main thing for these show that we can leverage dollars and have a higher probability of getting grants and we think that we can get about $11 million in grant, and actually right before coming to the meeting I was talking to Susan Wilson, the RTAC is going to be recommending almost $2.25 million for some of the lists of the projects we're having in this area, a total of $3.7 million and that includes some other projects, but about $2.25 million, so we're already 20 percent there if that gets finalized.

So with Option 5 we also had asking for road fund levy to be increased to two percent, one percent there from the bank capacity and one percent that Councilors allowed on annual basis to do that. What it does is within five years we can get $4.2 million generated from this process. What it means by less than the $9 per household per year and that's for based on median price of the household at $350,000. If your house is less than that, it will be less than that; if it's more, it would be a little bit more than that, but just to make sure that is per year. And then one of the other

benefit for that one is that later on that fund, that levy can continue to fund other projects in the county and it will be a source of funding for road funds.

And this one, the $6.8 million that we're asking the developers to pay as part of the development agreement that's before you tonight after this presentation and we have projected that within five to six years we will be able to get $7.5 million of TIF fees and that is from the current TIF rate of $605 and we're also adding the $5.2 million and that's part of the surcharge that we're asking the developers to pay and that's during the time of building permit, and then the $2.8 million that could be used to fund those projects we can borrow from REET and then slowly pay it back using it and as a traffic impact fee because it's going to take it a little bit while to collect all the TIF fee but we need the construction money ahead of time but it could be repaid using those TIF dollars.

So the other Option Number 8 and this is without any levy increases. As I mentioned before, the blue ones are already have some type of approval, the 11, the yellow ones, the $23 million from REET, so they remain the same. The contribution from the developer, the $6.8 million remains the same and also the surcharge of $5.3 million.

So this one has the balance of that what we need is coming from a TIF and a TIF rate that we're going to be updating as part of our -- because one of the goal is to make sure that when we do increase the capacity for area that will accommodate all the urban holding. So those funds will come from the increased REET and also from the existing traffic impact fee.

And then Option Number 9, the majority of them are the same, the only difference on this one is to increase the road fund levy by one percent, that will be utilized for five years within this project and then after that will go back to fund the rest of the project in the area.

So this was just for information purposes since we had discussed the options, have been working for the last nine months, Option 1 through 9 and what the impacts are if County Council decides to do approve them and what that means. These numbers are per household, median price of 350 per year, the highest being at $23 and the lowest with Option 8 at 0.

I think there was some question from the Council members and how the funds are projected, I'm not going to go over the details of it, but the one of the main purposes is to make sure the funding is coming and what the balance is and that's going -- is that going

to be sufficient for us to use that to move forward the design and getting the permit, the goal is to have this project under construction by 2024.

So there was some questions brought up, what are some of the risks, what if some of this stuff happens and for some reason delays the project and creates some uncertainties. I'll talk a little about that and I'll probably turn that over to Matt and talk a little bit more about the risk and what they mean, and these are not out of the ordinary, this happens to a lot of our project that if we don't collect enough funding or there's some slow downs, then we a lot of time we delay projects, so this is not outside of the normal, so... Matt, do you want to talk?

HERMEN: Yeah. If urban holding is removed, it would be very difficult to place it back on and as a result we would delay the projects that are reasonably funded in the six-year TIP, if there's a downturn, if those grants don't come in as projected, if the traffic impact fees don't come in as forecasted and if the development agreements are not executed. The main thing would be those projects that are needed to be determined as reasonably funded would be delayed.

QAYOUMI: One of the thing that because I mentioned the increase

in TIF and so where we stack on that area in terms reviewing from all the other jurisdiction within the state, so this information comes from MRSC and average TIF or traffic impact fee for household of single-family is about 3,000, just under $4,000, but the highest one in the state is North Bend, it's just under $11,000, so ours would be very close to what the City of Kenmore would be is about $9500 or $9,300 per household.

Some of the -- I mentioned that we did Council had directed us to create a transportation committee and we met with them four times and these are some of the items we discussed about the funding package, the ones that would be favorable, so they had voted as a recommendation and we had discussed that several times and the meeting happened mostly during the time of February.

I mentioned earlier that one of our goals was when we put this funding package was making sure that we don't further burden roadway funds, and as you can see because of cost and also for a number of years, the road fund levy has not increased. So our funding level is decreasing because construction costs has gone a lot higher than we were when the time of recession was, so there's a lot more demand for those and we have, and a lot more service demand because the county has grown.

This is a zoning map for the area and I'd like to have Oliver talk

a little bit about it, what it means and how that's divided.

ORJIAKO: Again, good evening, Councilors. Oliver Orjiako, Community Planning Director.

Councilors, my brief remark on this slide is that this is the Mt. Vista area, TIF district, traffic impact fee district. The land use legend is to the left and the total acreage within the Mt. Vista area and the various land use designation of particular areas are shown there.

What I would like to add is that the land use decision for this area outside of the area that is designated as urban holding were made several years ago when the area that are cross hatched, which is the area that is in, currently in urban holding was brought into the urban growth boundary in 2004, 2007 and 2016, the decision in terms of land use was already made.

Of the area that is in urban holding there's approximately 22 or 2100 acres total, of that there's about 800 acres or more that are zoned residential or for rooftops, and about a little bit over 230 acres that are zoned for land for jobs, that's what we have out here.

And I believe there were two studies done that gets to the economic development opportunities for this area if urban holding is removed, one was done by Johnson Economics that looked at a much larger area; one was also done for, by Eric Hovee, that looked at a much narrow area focusing more on the urban holding area. So I believe Eric Hovee is in the audience and can speak to his analysis that he did.

QAYOUMI: And we're going to have a, there's a separate presentation from Mr. Hovee, I know this slide we have seen that and what economic, but he's going to have a little bit more detailed information after the conclusion of my presentation.

There was also a question about concurrency, so for the purpose of making sure the public knows what the concurrency requirements are and how we apply that, so I thought we'd just talk a little bit about that and I'd like to have Matt talk about that one.

HERMEN: So concurrency is a State law that applies to Growth Management Act jurisdictions, GMA jurisdictions. Concurrency establishes level-of-service and requires jurisdictions to maintain that level-of-service. If development pushes a transportation facility over that level-of-service that is established, this State law gives the authority to the jurisdiction

to deny the development from exceeding that level-of-service.

State law also as shown here in red also introduces the understanding of reasonably funded. This requires that the financial commitment for those necessary projects are funded, fully funded within six years.
Clark County's level-of-service has to do with both corridor level-of-service as well as intersection level-of-service both signalized and unsignalized.

We measure our roadways based on a volume to capacity ratio. Once that volume to capacity ratio exceeds 90 percent, we determine that that facility is failing.
For signalized intersections it's two-cycle lengths or 240 seconds; and then for unsignalized intersections or stop sign controlled intersections that's 35 to 50 seconds of delay. These are our levels-of-service that we measure developments by.

When a development application is applied for, the traffic impact study that's associated with those developments is reviewed based on the conditions that are established here. So in 2014 there was a change to our level-of-service. The level-of-service for the corridors was based on a time delay at that time. The level-of-service was reduced to the volume to capacity ratio.

When the concurrency standard was amended, that reduced the number of projects that we are required to build based on that State law of concurrency.

Approximately $152 million of projects were removed from the TIF district, from the Mt. Vista TIF district, and that reduced the TIF rate in the TIF district from $764 per trip to $536 per trip.

More detail, these are the projects that were specifically removed from the Mt. Vista TIF district. The 179th Street all the way from 15th Avenue to the Battle Ground UGA on the other side of 72nd Avenue was removed from the capital facilities plan. 179th from 11th Avenue to Delfel Road also was removed as well as 10th Avenue from 164th to the Fairground entrance. 11th Avenue from N.E. 139th to 149th Street was also removed.

These are the projects that we would like to add back into the CFP because we do see that there is a need for these projects for safety and for capacity.

QAYOUMI: So I think there was some question about how the funds are allocated, I'm not going to go through it, but as detailed, but there are funds are allocated based on each options to make sure that we meet these, what the total fundings are needed for

our different options that we have.

There was some questions brought up at the last hearing about what traffic study was completed by Kittelson and how the capacity was allocated for the four projects and also within also the projects within urban holding and other vacant lands within the Mt. Vista area, so I'll have Matt to talk in a little bit more details on that one.

HERMEN: Sure. On July 11th, 2018, the Council held a work session to discuss urban holding at that time. During that work session there was a presentation done by Kittelson & Associates. The presentation detailed what is needed for the four developments, Hinton, Wollam, Killian and Holt.

At that time, they looked at the phasing of the necessary projects to complete the ultimate corridor improvements. We knew at that time in 2018 that the disconnection of 10th Avenue to the north of 179th was needed. This study looked at the phasing to make it to go from reconnection at 12th and then ultimately the connection at 15th.

The map that you're seeing here is the reconnection at 12th Avenue. Their analysis concluded that the 12th Avenue has a exceeds the

level-of-service at 12th Avenue and 15th Avenue would ultimately be improved. This presentation also contains a hyperlink that's in the orange wording that you can go on and click on that presentation in more detail.

QAYOUMI: One other thing during the public hearing that was mentioned, like why can't all the cost of those improvements be placed on the developers, so that's why I asked our PA's Office to look at in the State of Washington we have proportionality laws that maybe talk a little about that and have Chris talk about that.

COOK: Thank you. Chris Cook, Deputy Prosecuting Attorney.

As Ahmad noted, we've heard suggestions that the developers should pay for 100 percent of the improvements in the area particularly these four should if they're going now. The simple answer to that suggestion is that that would be contrary to law in Washington, and a little bit more detail on that.

So impact fees are a statutory creation in Washington. They are authorized by RCW Title 82 and counties that plan under GMA are permitted by the statutes I've listed above to impose impact fees and they are to finance system developments. Now, those system developments must be, the impact fees must go to financing for

developments that serve new development.

So impact fees are not to be imposed in order to reduce congestion or achieve capacity when there are already concurrency problems, they are to be to serve the new development such as we have here. We have needed projects that will serve the new developments and there has been agreement among the proposed developers here that their proposed developments will impact the infrastructure in the area.

Impact fees and the financing plan must provide for a balance between the impact fees and other sources of public funds, and you saw that balance and those balances portrayed in the financing options that were presented to you this evening and that have been the subject of discussion for many months. So the financing plan cannot solely rely on impact fees, and that's RCW 82.02.050.

So impact fees are not to exceed a proportionate share of the costs of system development that are reasonably related to and reasonably benefit the new development, and again that's RCW 82.02.050 and also the City of Olympia vs. Debick case from the Washington Supreme Court.

And then finally there are a couple of U.S. Supreme Court cases

that have said this or that on the questions of proportionality and those are the Nollan and Dolan cases, they establish and flush out the requirements of nexus which is a relationship between the county's interest in exacting real property from a developer.

So that would be for example requirement to dedicate right-of-way for an increase in capacity and the exaction requirement itself, you have to, they have to be related and the exaction has to address the county's interest. So if there's a capacity problem, it would not be permissible necessarily to exact property to build a parking lot, so they would address different things.

And then proportionality is also required, a rough proportionality between the impact of the development and the exaction of real property, those two cases speak specifically towards exactions of property rather than fees, and the law that I spoke of earlier is primarily related to impact fees, in both cases they have to be proportionate to the impacts of the development.

QAYOUMI: The next one real quickly, so we're working with State, as I mentioned that there's funding about $50 million from the State to improve this interchange, so we're working closely with them with in connection with our project in order to create the capacity and listed the projects that we had mentioned before,

Delfel, that intersection improvement and also 179th in this area.

This is one of the intersection that's going to be built by the developer of the Killian for the north and south access. The N.E. 15th Avenue in order to realign the 10th Avenue is going to be somehow connected, and this is just a schematic, it's not final, but I just want to let you know that we are working with the State and also the private developer to make sure this happens in order to create capacity.

So we're going to be holding a number of open houses and public engagement as the project progresses. Our goal is to make sure that we coordinate in a way that construction happen very close to each other, so minimize construction impacts. This is just an outline of the next steps.

The next one is to talk and approve the review the development agreements what's going to come in next. And then the other actions that we're going to be asking the Council to, as part of the whole process after, if you do approve the funding package, is to approve the transportation improvement plan to outline those projects and then the funding package, also amend capital facilities plan, as Matt mentioned, some of the projects that we need to add.

We also are going to be asking you to approve the updated traffic impact fee rate to cover the cost and the share from the private developers for those other projects. And then after that, approving the 2020 budget and making sure that that will create a reasonably funded for those projects and then so that we can later on remove all the entire urban holding.

That concludes my presentation. If you have any questions, I will be happy to answer them or if you like to have Mr. Hovee do his presentation.

QUIRING: Let's have that presentation before we do questions. Good evening.

HOVEE: Good evening. My name is Eric Hovee. I'm an economic and development consultant, 2408 Main Street in Vancouver.

What I was asked to speak to tonight is some work that we conducted for Clark County Public Works that addressed the economic feasibility, it was an economic feasibility study for the I-5/179th interchange area development.

You'll see on this map here that we really looked at sort of three

study areas that we then combined. Outlined in the yellow is the local revitalization funding area that was set in place a number of years ago, the green cross hatches are the urban holding area and then there's sort of a purple line that goes from about 139th up to 219th, that is kind of the county portion of the Discovery Corridor, we sort of took the outer limits of all those as our full study area and so some of the numbers I'll talk about reflect that full study area and then some are specific to the urban holding portion of that full study area.

So the full study area is about 5300 acres, and as I say, it encompasses kind of the outer boundaries of those three all together. Our work was actually done, the bulk of the technical work in 2017 and our report was May of 2018 and I'll just highlight a few items within this, so... So just a bit of an overview.

179th is really the last of the I-5 Clark County interchanges to be upgraded and updated. It is at the kind of the core of the center of the Discovery Corridor and has become fairly apparent from a variety of perspectives it is fairly critical for kind of a development to be able to happen both in terms of residential and also job creating development, industrial and commercial.

Part of the purpose of our work was it was a project that was funded

through a Community Economic Revitalization Board, or CERB grant, from the State of Washington and that the purpose of that technical systems work and then capital grants that sometimes follow that is to help fund job creating development and jobs that pay above the median wage for the county.

We also were looking at this as an opportunity to help to begin to articulate what the case might be for leveraging other State and Federal grant resources. Council supported legislative initiatives I know that had taken place at the legislature, and as I stated, fulfilled the requirements for the CERB study itself.

One of the things that kind of became of interest or became clear to us in doing this work is that as this map illustrates, the full study area, and you have what basically, the way the land lays out is you have a series of kind of employment and economic activity areas that are surrounded by residential going from the north to the south, a potential for in the future a major employment center, that probably won't happen near, close in because that's probably the furthest away from some of the infrastructure.

The core of this is really the commercial and mixed use area which is really the subject of some of the major facility improvements, for example, the Three Creeks development on the opposite side of

I-5, of course is the Fairgrounds Event Center which has the opportunity to kind of even expand or diversify as to more of an entertainment events hub for example with hospitality.

And then the far south going down to the 139th area is the opportunity for smaller site development for still job creating investment for smaller industrial and commercial sites that really would serve local firms in terms of a lot of their needs for expansion and growth in this community. So this is narrowed, this sort of has the WSU Medical Complex to the south and the 219th corridor to the north is kind of the area that we're looking at some very different characteristics.

So with this, we then took a look at, well, what are the, what are some of the economic impacts of development, and the numbers that you see here are numbers that in effect reflect full development at build-out. We relied on the County's vacant buildable lands model too and their, also their assumptions about densities of development to run these calculations and you'll see that the chart shows both the calculations for the urban holding area and then for the full Discovery Corridor area.

I won't go through all of the information in detail, but you'll see I will note that with the in terms of land area that the urban

holding area actually has the bulk, about 833 acres of the vacant buildable lands that's within the larger area, and if you expand out to the full area you get a -- you pick up another, not quite another 300 acres for 1114 acres, so the bulk of the acreage that's really affected and impacted is within this urban holding area.

In terms of the way the development plays out, based upon zoning though, is that the urban holding area is more heavily zoned or designated for residential use, so that would potentially at build-out lead to about 4800 housing units, it increases to maybe 5650 with the full Discovery Corridor and we see kind of the opposite thing happening with added job development, a lot of that job capacity, as I say, is either to the north or to the south, so there's maybe 2800 or 2900 jobs in the urban holding area potential and that's a figure that about doubles when you get out to the larger study area.

The tax revenue calculations that we made, we made them both on the value of construction and that's largely in effect related to real estate excise tax, REET 2 and also sales tax on construction, and we've shown the numbers there, here in terms of what the value of that construction would be in basically 2018, but at the time if you get full build-out, and then we also show the value in terms of ongoing tax revenues to both State and local jurisdictions, and

once you fully build-out the area which probably would be 20 plus year type of time frame.

Again, the key observation here is that the urban holding area has the bulk of the buildable land and also the housing potential, the rest of the study area really becomes more pivotal over the longer term for jobs, which leads me to my last slide in terms of fiscal impacts.

We've shown in the top set of pies, the top pie chart, the construction impact, as I mentioned about $239 million worth of potential tax benefits over the full course of build-out. So this is over a 20 plus year time period based upon who gets the bulk of the sales tax. As you can see about three-quarters of all the tax benefit goes to the State of Washington, but with significant impacts to Clark County and also goes to C-TRAN.

In terms of the ongoing revenue, we included REET with the resales of property especially homes over time, sales tax from business activities and then property tax across all the development and at build-out and in 2018 dollars that would be around $34 million per year of added tax revenue to State and local jurisdictions. Here, the State doesn't get quite the lion's share, just about half, and then as you can see it's distributed between the County,

Ridgefield schools and other local jurisdictions.

I would note that these tax calculations were made based on 2017 tax rates, so with some of the changes that have happened if we were to rerun that today, it would probably look a little bit different especially in terms of the distribution, but I think the basic analysis would still hold.

The one thing I guess I would say is that our conclusion from a market standpoint is that this is an area that while there is great residential potential and demand is obvious from some of the parties here tonight, that from the job standpoint with the exception of the area right around 179th and in the area of Three Creeks development, there's not really, it's not necessarily going to happen on its own, it's going to take a champion, it's going to take a larger I think sort of planning area, sort of knitted together with the rest of the Discovery Corridor to really begin to jump start what's been a long-term dream and really create more of a job center that's been talked about for a long time.

So we've -- I think we've recommended as part of the study looking at ready to build properties especially on the job creation side that might involve public/private partnerships, recruiting private players for the, to begin to get the jobs, engine moving

a little faster and then a cooperative multi-jurisdictional approach to reinvigorating the Discovery Corridor not just as a concept but as a reality. Thanks and I'll be happy to take any questions.

QUIRING: Questions, Council? Okay. Thank you very much. Does that conclude the presentation?

QAYOUMI: It does.

QUIRING: I'm going to suggest that we take a seven-minute break and come back at 8:15 just to make sure everybody can sit through the rest of the hearing period. So we're adjourned for seven minutes.

(Pause in proceedings.)

QUIRING: We'll come back into session and begin the public hearing on the funding options for 179th Street. And I'm going to call three people up at a time, you'll have three minutes to speak. Before you speak, please spell your last name for the court reporter. Lance Killian, Jamie Howsley and Gary Vance. Oh, I'm sorry, back up one. Ron Arp, Lance Killian, Jamie Howsley. Forgive me, Ron.

ARP: Thank you, Madam Chair, Council and County Manager, we appreciate all of your hard work on this project. I am Ron Arp, A-r-p, representing Identity Clark County, a business leaders group that's been in existence for 25 years.

This is a very exciting project as we see it, we've been briefed on it by staff, have looked at it in various many ways and we do encourage you to move forward this evening with any of the three options. We feel that all three of them are reasonable, spread the peanut butter so to speak, find a way to spread out the cost as best as possible.

We do recognize those TIF fees are very high on some of the options and we have to understand that that will slow down some of the progress that we'd like to make. The proposed funding plan for transportation improvements combined with the connecting Washington funding for 179th allows the Council to remove the urban holding with confidence. The amount of development that will happen here is significant for our county in terms of both jobs and in terms of housing and we need both to keep our economy going, it also is a substantial way to broaden the base of taxes in our community and that way we can do more things that we want to in the community.

We also tip our hat to the four developers who have stepped up substantially, $12 million is a large financial commitment for private sector organizations. This is truly becoming a public/private partnership not different than what we saw at the Waterfront and not different than what we saw at the Columbia Tech Center, so we're moving that now north to another part of our overall county.

We'd just continue to encourage you and thank you for the hard work of staff and Council over the last year or so, it's been very aggressive but we do appreciate the work and encourage you to move forward this evening. Thank you.

QUIRING: Thank you. Lance.

KILLIAN: Good evening, Council. My name is Lance Killian, K-i-l-l-i-a-n. I believe, well, I know I was a young man when I first started working on transportation infrastructure in this area of the county. We've -- I think the oldest sort of standing party, private party at the table here, we've been working on this in some manner or another for about 15 years and very excited to be here tonight hopefully at the precipice of taking a giant step forward.

We've been I think -- one important thing to know, sort of clarification at least from our perspective that I think has gotten lost in some of the discussion is not only is it 22 acres of urban holding, but the Johnson Economic study which was referenced earlier actually found that there's about 2,000 acres within the urban growth boundary, within the Mt. Vista area that's underdeveloped or potentially developable.

So all told, there's around 4,000 acres if you believe Johnson Economic studies findings that are currently tied up in the de facto moratorium that's in place due to the lack of transportation, appropriate transportation infrastructure. So from our perspective we've been doing business in Southwest Washington for about 50 years.

This area represents the largest economic development opportunity that we have in Southwest Washington in the near-term and the long-term, and so we strongly support your resolve, your leadership and your commitment tonight in passing one of the transportation funding options before you.

QUIRING: Thank you. Jamie.

HOWSLEY: Good evening. For the record, Jamie Howsley, 1499 S.E. Tech Center Place, Suite 380, Vancouver, 98683, here representing Mr. Hinton and Mr. Wollam.

All I really wanted to say on this part of the hearing is really a huge thank you to your staff, Ahmad, Shawn, Oliver, Matt, Chris, Susan, Mitch, Taylor and many others that have worked tirelessly over the last few months especially and really the last few weeks in trying to pull together the development agreement and the presentation that you saw here this evening.

I would also really like to thank the County Councilors for getting us to this point, I think you've heard a lot of good testimony both from Mr. Killian and Mr. Arp, as well as Mr. Hovee about the economic potential for this area, but I do not want it to be lost also that this has good potential to bring a lot of affordable housing or more housing units out there to the county which is sorely needed at this time. So with that, I'll just conclude my comments and I'll look forward to coming back on the development agreements.

QUIRING: Thank you. Thank you both all. Gary Vance, Bob Jackson and Tasha Mikelson.

VANCE: Hi. My name is Gary Vance, V-a-n-c-e, and I'm with Vance Development. I've spoken to you all before. I have control of a couple of properties on 179th and I just wanted to say great job to staff. I thought all of the materials were pulled together really well and very complete and I do encourage the Council to go ahead with a vote today.

I look forward to as soon as the urban hold is lifted submitting site plan applications for the two sites that I have, each approximately 150 apartments and the total traffic impact fee totals around $1.9 million and so, you know, when it comes to on the sheets other development that it's going to pay for some of that to help fill some of that gap, I look forward to being able to move my process forward and being able to participate in that. One or two other things I just wanted to say.

I know that one of the goals of the process is to bring retail, commercial, industrial, business parks, a lot of times what happens is that that follows residential and residential usually follows infrastructure improvement, you can see that, you know, over and over again, and, you know, I'm not saying anything you don't already know, but I would encourage you to take the vote so we can get the infrastructure there and that will bring the housing and that will bring the retail, the commercial, the jobs and the industrial.

And, again, great job and I look forward to being able to submit site plan applications sometime next year. Thanks.

QUIRING: Thank you. Bob.

JACKSON: My name's Bob Jackson, J-a-c-k-s-o-n. I own approximately 15 acres in the urban growth boundary. I bought it probably seven, eight years ago with the hope of developing it and I'm looking forward to the possibility of eventually being able to develop it, so I'm definitely in favor of lifting the urban growth boundary.

QUIRING: Thank you. Tasha.

MIKELSON: Hi. My name is Tasha Mikelson. I live on 50th Avenue across the street from --

HOLLEY: Spell your name.

MIKELSON: My name is Tasha, T-a-s-h-a, Mikelson, M-i-k-e-l-s-o-n. I live on 50th Avenue across the street from where this development is wanting to go in and nobody in my neighborhood that I've talked about to knows anything about any of this going on. We haven't gotten any paperwork.

The last meeting that we were, we knew about we came to and they said that we weren't going to talk about it, so it was off the thing. And about a month ago we were supposed to come and then I got a thing in the mail saying that we were to be here, that you were having a meeting and then I read in the paper that it was canceled.

Tonight I last minute found out about this and so none of my neighbors were able to be here. We don't understand any of it and we felt like we've been left in the dark about a lot of this. A lot of my neighbors couldn't come tonight to find out what's going on because they didn't know about it, they had jobs they had to be at, they couldn't make time.

And my other concern is the schools, that hasn't been brought up at all. Where I live is Battle Ground School District where a lot of this is going is Battle Ground School District, we don't have a place for the kids now and we can't pass a bond. So those are our concerns of some of us on 50th Avenue.

QUIRING: Okay. Thank you. Randy Printz.

PRINTZ: We have a long history.

OLSON: You need to spell your name.

PRINTZ: Randy Printz, P-r-i-n-t-z, 805 Broadway. I don't have a lot to add to what we've already talked about. There's been I don't know how many hearings, workshops, opportunities for public participation in this for a year and so there has been a lot of public involvement.

David McDonald submitted a letter to you guys I think today that I just saw so I guess a couple of comments on that. One, Dave said there's no requirement to do this. I actually disagree with that. The Growth Management Act doesn't say you create a land use plan without creating the infrastructure that goes with it and funding mechanisms to do that.

He said there's no jobs created with this and no economic development and you heard from Eric Hovee, you have the studies in the record. I don't believe Mr. McDonald is an economist. But better reasons to do this, other than you're required to do it, is that to respect the process that came before you and the communities process.

We spent six years creating this comprehensive plan and this land use plan out there, none of which is being requested to be changed,

hundreds if not thousands of comments and hours and hours of testimony represented to adopt the plan for this area including the capital facilities planning that needs to go with that, and so in my mind this is an implementation of that plan that this community, this community's plan that a lot of time and effort and money and taxpayer money was spent on.

Mr. McDonald raised one question about which he's misreading the agreement again but, and there's a letter to you from me from the last hearing that goes through and answers all of his questions which are essentially the same ones today, but the difference between 541 and 701 I think in terms of numbers of units and there is no, there's no difference between those two.

The 541 was simply based on how do you get to the $2.9 million that we are going to guarantee based on a certain number of lots. If we do more than that, we are certainly paying, I mean the County's Code requires us to pay impact fees, so there's no free lots, there's no free lunch that's happening here. If we put 700 in there, which I don't think we would ever get to, the amount of the surcharge for us per lot would have been less, so the math is the same, so... Other than that, unless you've got some questions, I really don't have much.

QUIRING: So my question to you is you were on the sheet for the funding option --

PRINTZ: Correct.

QUIRING: -- and did you want to speak also to the Holt Homes --

PRINTZ: Sure.

QUIRING: -- CPZ2018?

PRINTZ: The question I've got for probably for Chris is are we doing this as a separate public hearing in which case you'd have to close the record here or are they all going to be in one? I just don't know the answer procedurally how you're planning on doing this.

COOK: Well, I've advised Chair Quiring that I think at her discretion, unless there is an objection from Council, that it can be done together. The adopting resolution that's drafted and has been posted for a couple of weeks approves the financing option and the proposed agreements.

PRINTZ: But the evidentiary record will be essentially the same

for the development agreements and the funding package?

COOK: That would be my assessment.

PRINTZ: I'm not objecting. I'm just trying to make sure that I understand what we're doing and trying to make sure that we're on firm footing. Sure.

On the development agreement side, you guys had it and you've read it. One of the things that I think is great about this is that in this case, at least in Holt's case, we have a master plan that goes with this and goes with our obligation and the development agreement, and we've done this in a variety of places, but it only works when you've got large enough pieces of land to work with.

And the advantages are instead of taking, you know, 200 acres or 300 acres and doing 20 lot or 50-lot subdivisions one at a time, you get very piecemeal development, you don't have, you know, you don't get transitional densities, you don't get integrated trail systems, you don't get integrated park systems and you don't get all the things that you're getting here.

We worked quite a bit with staff on the master plan and staff wanted to make sure that there were adequate parks and trails which this

has. They also wanted to make sure that we had transitional densities in this so that the surrounding area, some of which is either outside the UGA or close and has much bigger lots, that they weren't adjacent to, you know, much much more dense development and that the density of this project transitioned from outside to in, and so that's this.

We've got trails all along the open space and critical area corridors. The County's planned unit development ordinance requires 12 percent of the development to be in open space, we've got over 20, I think closer to 23, and the agreement itself provides for 20, and if you read the narrative that goes with the master plan that's part of the development agreement it takes you through a variety of the elements of this, working with the Parks Department actually to try to master plan the parks and trails in this area, so... I'm happy to answer any questions.

The surrounding area, just one other point, Councilor Blom wanted to make sure that there was adequate trail and pedestrian connectivity out to there and we sort of got that in spades here, so...

QUIRING: Commissioner Blom.

BLOM: Can you speak to the transit and how that's memorialized in terms of providing access to the main corridor for transit access.

PRINTZ: C-TRAN can talk a little bit more about what routes they'll run and when they run but they would definitely be on 179th and I assume at some point there will be transit on 50th, if there's not today, and so in addition to the streets that connect both to 50th, there are also a number of trail connections, there's almost trails all the way around this project.

BLOM: Thank you.

QUIRING: Any other? Thank you.

PRINTZ: Thank you.

QUIRING: We're going to move on to the Hinton development agreement and I'll call up Jamie Howsley, Lyle Nielsen and Carl Heurion.

NIELSEN: I'll go first. Hi. I'm Lyle Nielsen, N-i-e-l-s-e-n, and I'd like to speak about the Hinton development and my opposition to that. I'm not in opposition of growth. There have been a

number of comments about the partnership among the four developers, but the distinction here is that the Hinton development is an island. The other three developments are adjacent to 179th. Hinton is a mile off of 179th, so the capital improvements, the transportation improvements that were spoken about earlier and budgeted for are on 179th.

Hinton requires one mile of travel on a rural lane, no striping, no shoulder, no lights, two cars can barely pass. When there's a truck involved, a garbage truck or a delivery truck, there is no passing, you pull to the side, there are narrow junctures where you cannot pass two vehicles at a time. So living out there experiencing this, it's untenable, it's unrealistic to have an additional 108 homes as presented in the July Planning Commission, and now that's increased by 19 percent to 129 homes in the span of a month.

To put that level of traffic onto that road with no improvements isn't going to work. If you've not driven out there, I encourage you to. I don't think my PowerPoint came through in time to be presented, but it just doesn't work. And so without seeing a plan to fund and change that, I think there's a risk to public safety to put 1300 more trips onto those roads on a daily basis in places where you cannot pass, in places where you have to pull to the side

to let somebody through, I think is a poor decision and I think there's a distinction there between the three that are adjacent to 179th and the one that is an island.

QUIRING: Thank you.

HEURION: My name is Carl Heurion, last name is H-e-u-r-i-o-n. I'm relatively new to the area. I'm on the corner of 174th Street and 50th Avenue right where the apex of those 1290 vehicle movements in and out of that Hinton development would be. It appears about 95 percent of them are going to go north towards 179th Street. My concern is ingress and egress. There is only one lane in and out or one path in and out. So there is no other alternative for emergency vehicles to get in. Thank you.

QUIRING: Okay. Thank you.

HOWSLEY: Good evening. Again, Councilors, for the record Jamie Howsley, attorney for Hinton Development Corporation. First of all, you should have received a letter from my office that was responding to prior submitted written comments from various neighboring property owners. And I think the gist of this is important to understand in relation to the additional comments provided this evening as well as I think will probably relate to

some after me.

But again, as Mr. Printz alluded to, the decision to include all of these properties into the Vancouver UGA was a decision made many, many years ago. This process really all it does is remove the urban holding development, urban holding overlay designation from the property so that a development application can be submitted to the County for review under County Code criteria and other legal issues that we need to address.

So I think a lot of the written testimony that was submitted is really geared towards the actual development of the site, and again that will be addressed at a future public process once that subdivision application is in and we move forward to public hearing.

Again, the only, the last thing that I wanted to mention and I forgot to mention this during the other testimony on the financing plan aspect is that, kind of a sidebar here, but we were able to be victorious in the Division II Court of Appeals today on the County's Growth Management Plan which is significant and hopefully we'll be able to move very soon to remove that order of invalidity from the Growth Board which would, should open up a lot of new pathways for funding sources for this project as well, and I did want to

highlight that and give kudos to your legal staff. Thank you.

QUIRING: Thank you. Goral Mammenga. Deborah Heurion did you want to speak?

HEURION: No.

QUIRING: Okay. And Greg Huggins.

MAMMENGA: My name is Goral Mammenga, last name is M-a-m-m-e-n-g-a. I'm concerned about the roads that are going in through Hinton developments place. 50th Avenue and 174th Street, Carl over here brought that up, there needs to be a left-hand turn lane or something in there because when you come on down, you come up the hill and you kind of make a left as you head north, there's a little dip on down further and if the sun is shining, there's shade down in that hole and if there's a dark looking car, you cannot see it.

There's a few people on that dead-end road that has already got hit and they know the situation is there, but when you look, you can't see the car, you need to have a left-hand turn. You guys are responsible for the safety of the people.

And 40th Avenue is a substandard road, the blacktop is not wide enough for cars to pass decently. When a bus goes by, the bus has got to go on the grass and pull over and stop and then the bus goes by, and that's the same thing that happens when you have trucks that come on. And when the development is going to be coming and all the trucks and everything going in there, there's going to be all kinds of problems. And we only have, we've only got one road going in. Okay.

Paradise California, remember that wildfire that was down there, all the people that got killed and everything, we had a fire in our area today, helicopters were flying over carrying water to put the fire out. What would happen if that fire would have got down in the canyon there by Mill Creek and the fire was going and the northwest wind and the wind would be blowing and the fire would be going, are they going to get out, you need to be -- there needs to be two ways in and out, two ways. Okay.

Now, I brought that up about the helicopter and you people are the responsible ones. If you know there's an unsafe thing, you need to take care of that unsafe thing before you pass the thing. Okay. That's it.

QUIRING: Thank you. Greg.

HUGGINS: My name is Greg Huggins. I live at 16608 N.E. 37th Avenue, Vancouver. I'm about, oh, a few feet from this property and I've been fighting -- did you get my presentation --

QUIRING: Yes.

HUGGINS: -- PowerPoint? It shows all the things we've been fighting as a homeowners association for the 22 years that I've lived there. This is land -- is wetlands and the other part of it is hydric soil which means very wet soil, you know. I've walked through that field many, many times when in the wintertime and it's over the top of my shoes with water being held there.

We've had multiple sinkholes, we've had landslides, just about everything you can think of and I think it's the County's responsibility to address these issues. Every time we've had somebody from the County out there to look at these issues, not our problem. Somebody needs to take it as their problem. That's all I really got to say.

Everything is in that PowerPoint, and then I got some other ones with flooding. And right now the flooding that's coming up to the property line through Mill Creek Forest, you developed the other

side on 29th Street all the way down to the -- and that's all riparian zone for that creek, so the water has increased in volume, so now it's up to the property lines, with this added 129 houses it will be eroding the banks and we're going to have real problems.

QUIRING: Okay. Thank you. I just want to assure you that at this point in time what we're doing is approving the lifting of an urban growth boundary if we decide to do that and there will be at a later time the development plans will come about and environmental issues will be addressed at that time, we're not actually okaying the actual plan, we're okaying what the developers are going to pay us, et cetera, but not the actual plan.

HUGGINS: I just wanted to get it on the record and get it in front of people that this is not your normal area out there, this is a wetland.

QUIRING: Thank you. Your pictures were very illustrative, a picture says a thousand words. Thank you. Okay. Moving on to --

BLOM: I have a question, Madam Chair.

QUIRING: Okay. I'm sorry. Councilor Blom.

BLOM: Probably just to confirm because I was out on 174th Street for a meeting recently, so I want to confirm with Mr. Howsley. Reading your narrative, access is off of 37th Avenue, not off 174th Street; is that correct?

HOWSLEY: Yes.

BLOM: Okay. Because that's, I drove down that street, and, yeah, its access was through 174th Street. And as Councilor or Chair Quiring explained this will all be reviewed in more detail, but I just wanted to clarify that point that that's not going to be the main access.

HUGGINS: Yes. Sight distance problems going on 50th Street and 179th, so it's not an easy area to develop. Okay. Thank you.

QUIRING: Thank you. Okay. Now we're going to move on to the CPZ2019-00024, the Wollam agreement, and we'll have Clark Siebert and Jamie Howsley. Please remember to spell your last name. Clark, Mr. Siebert, go ahead.

SIEBERT: Very good. Thank you very much, Councilors. My name is Clark Siebert, S-i-e-b-e-r-t, I'm a resident in the urban holding area just south about half a mile or so of the Wollam

development area. My concern is, again I've heard a lot this evening about concurrency, impact fees, I don't believe that the developer should be required to pay for all of the impact fees; however, I feel sometimes that it's the cart before the horse.

We're talking about adding a potential amount of people on streets which I don't feel can adequately take the traffic at this point. Not only the traffic, and I applaud that we're looking at that, but schools, the police, fire response, all of that. I can say that during certain events including Amphitheater events that is in addition just locks up the areas and I feel the infrastructure should be set prior to the development itself. That is what I wanted to say.

QUIRING: Okay. Thank you very much.

HOWSLEY: Again, for the record Jamie Howsley on behalf of Mr. Wollam. Again, for the record, we submitted a written comment responding to some written comments. Again, they were more directed towards the development application which will be part of the future process. I just want to again put that on the record.

As for the timing of the improvements, in the perfect world, certainly the County would have all the public funds necessary to

commit all these public improvements and have them on the road before development actually occurs, that's just not how infrastructure is built in any jurisdiction that I have ever done work, so the best that we can do is again work with our private sector and public sector partners to develop finance plans such as this to ensure the delivery of those roads to serve the traffic.

I think in this particular instance we have a unique circumstance with four developers effectively guaranteeing payment of money regardless of whether or not their development goes forward, that's going to be unique in the County's history, if not the State of Washington's history.

And, again, hopefully we can use that initial commitment by contract, you go out and leverage other resource fundings right away to get the planning and get the construction going sooner rather than continuing to wait around. So, again, we appreciate the opportunity to testify here and really I'm just here to answer any questions regarding the specifics of the DA. So hearing none, I'll take my seat.

QUIRING: Okay. Thank you very much.

HOWSLEY: Thank you.

QUIRING: Okay. Michael Miller for the Wollam development. Good evening.

MILLER: My name is Michael Miller, my last, spell my last, M-i-l-l-e-r, just like the beer. I live on 11th just down the street from this proposed. I'm not against the development necessarily, but in the last 30 days at 179 and 11th there's been an accident, it's a very limited sight intersection, it's horrible.

If you're coming on 11th, you're almost out in the intersection before you can look both ways, and if the sun's shining certain times of the day, it's pretty difficult. So that's one thing. The other problem that I see in this is that they close 179th every time they have a concert. How many houses are you going to put in in that corner, and so if 179th is closed, you're going to push them all onto 11th.

If you drive out there you'll see that the topography the road goes way up on a hill and they're depending on where they put the driveway, there won't be good sight distance to get in and out, plus you're going to push all those people on a street that's not designed for that many people every time they have a concert and close 179th unless that's going to stop and maybe they start

bringing in people on the new 10th that they push through now. So these are some concerns that I have.

And, you know, I own a few acres just, I'm four-tenths of a mile from there from the corner, so my property is being taxed like it can be developed but yet I can't and they're about ready to push me out tax-wise. So I'm wondering why isn't my piece lifted from the urban growth also?

QUIRING: We'll have to look into that.

MILLER: So, anyway, that's all I have to say and thank you for listening to me.

QUIRING: Okay. We'll move on to the Three Creeks public hearing and Lance Killian speak, please.

KILLIAN: Hello again. Lance Killian, K-i-l-l-i-a-n. I think the staff report did a great job in sort of summarizing where we've been and where we are today. I just wanted to add a few more sort of pieces of color just to be clear.

The property that we own is comprised of 40, roughly 40 acres of mixed use zoned land and 90 acres of commercial property. The

development agreement requires dedication of right-of-way, it's not really quantified formally to this point, but our best estimate that that is going to equate eventually to around seven acres of right-of-way dedication.

Our best guess of what the market value is of that is around $4 and a half million and the way that the Clark County Code works with dedications of right-of-way for funded projects is we only get 85 percent credit for that, so in essence there's $675,000 of sort of gifted right-of-way, so I just wanted to paint sort of a relative over magnitude for that component.

I also wanted to make clear that we've taken preliminary steps and we've had several meetings with Clark County Transportation staff on the design of the roadways including 15th Avenue extension which will run entirely through our property to try and come to a best outcome that will not only serve the traveling public on that roadway but also provide an environment adjacent to the roadway which our community will find inviting.

We've also met multiple times with Clark County Parks & Rec and working with them to try and think as big as we can in terms of what, not only what happens in the development, but also how it connects to other things in terms of a holistic network.

And also we've been talking to Ridgefield School District which our property resides in their district about what their future plans and needs are and if there's some synergy again from public/private perspective to site a school. They have a need for a school in this area in the fairly near future, and so we've entered into discussions with them, all with the goal of hopefully being able to start working on something more substantive here in terms of planning.

We'll be doing some significant public engagement also as part of that, but our goal here is to provide, you know, an ultimate built outcome that we can all be proud of as a community, so... With that, I want to thank staff for their tireless efforts and patience in working with us.

I think we've been at this a long time as I referenced earlier and give staff, Shawn, Ahmad and everyone else, Oliver, Matt, major kudos for sort of taking something that's been in the background or not gotten attention maybe as it could or should have to really take the ball and run with it and get us to here today. So with that, I will open it up if you have any questions for me relative to our agreement or development agreement.

QUIRING: Any questions?

OLSON: No.

QUIRING: Nope, don't see any. Thank you.

KILLIAN: Thank you very much

QUIRING: Thank you. Okay. That concludes the sign-in sheet of the public hearing. What I discussed a little bit with Councilors is I believe the way that we're going to move on this is we're going to determine a funding package first, then the development agreements are inculcated into the resolution and as well as the funding package but it's blank right now, so we'll make that decision, and then we will move on the entire resolution. So is there --

MEDVIGY: I had a few questions --

QUIRING: Councilor Medvigy. Okay. Sure. Absolutely.

MEDVIGY: -- just to sort of clarify and I did want to make a few comments because all the comments here are they're always great and relevant. I would just say that, I mean the paper's written

a number of articles, it's been online, we've had countless hearings since January, we've talked about schools, I've got the PowerPoint presentation on the wetlands concern, okay, it definitely got our attention, all those individual property owners, you're going to have your -- the urban holding will be lifted for you as well once this is approved and a new TIF rate comes in next year, so there's a lot of impact beyond just these developers.

The concurrency that's been talked about, right now we're focusing on the intersections, but there's going to be road changes, flattening, more lanes put in, I mean that's part of the concurrency process and these homes are going to take many years to build-out, so it's not going to be thrust on us where we won't be able to keep up.

So this is really the first step that we've been working on it in earnest since January and of course the developers as you've heard and a lot of private parties have been in limbo for a decade or more since the urban holding was put in place.

So my question goes to the slides and the different options that we had and the original slide dex that I think you prepared back in July and I'm looking at Exhibit 3, Funding Option 8 and then

Exhibit 4, Option 9, the slide that looks slightly different than what you presented tonight and referring to Option 9. So I want to point you to what I saw as a concern but I think you can explain it because I think it's just a formatting issue.

So Option 8 in Exhibit 3 you showed 7 million with an updated TIF of 2020 at $930 per trip and then in the very next slide for Option 9 you showed 10.2 million for the updated TIF and then 916 ADT, so you're showing several million dollars more at a less ADT rate which is counterintuitive, but then I kind of got a clue as to where you were going when I looked at your current slide that you presented tonight where you broke it down on Option 9 and you showed that, you know, you really split out the amounts from 7.5 million and 4.9 million, you added a different category and that was also explained further in your slides where you show the development surcharge and TIF increase, but I thought you could explain it because the numbers didn't seem to add up initially on those slide dex.

QAYOUMI: Matt, did you want to also come in here. I think on Option Number 9, one of the major things was that added one percent road levy, that really changed the numbers and changed some of this the TIF rate, so I'd like to have Matt go over it in detail, so...

HERMEN: Sure. So --

MEDVIGY: Do you see what I'm talking about? So let's focus on Exhibit 4.

QUIRING: What page are you on, Gary? What page is that on?

MEDVIGY: Page 8, it's Exhibit 4 where you show $10.2 million at a 916 rate and then the page before you show $7 million at a higher rate, $930.

HERMEN: All right. Councilor, you're going to have to bear with me for a second. And you're referring to the staff report?

MEDVIGY: Correct.

QAYOUMI: Is this the slide you're referring to, Councilor?

HERMEN: Oh, I gotcha. I gotcha. I gotcha.

MEDVIGY: Well, that's your current slide that you showed tonight, so it's an additional category basically.

HERMEN: Yeah. So the additional $10.2 million shown on Page 8

of the staff report that is broken down by 4.9 million shown there in updated TIF and adding the 5.3 from the four developments. Previously funding Option 9 as shown in the staff report, which was presented on July 16th did not show that development surcharge accounted for, the updated slide breaks those two up between the updated TIF rate and the surcharge for the four developments.

MEDVIGY: So the simple answer is it's just a formatting change and you change the developments.

QAYOUMI: We just broke down the $10.2 million so to -- for -- to clarify it.

QUIRING: Okay. Does that answer your question, Councilor?

MEDVIGY: That answers my question. I am anxious, I'm getting hot here and I'm losing consciousness, I feel like a lobster in a boiling pot. I would make a motion to approve Funding Option 8.

QUIRING: I'll second it. Okay. It's been moved and seconded to choose Option 8 as a funding package. Is there a discussion?

LENTZ: I had some additional questions.

QUIRING: About the funding package?

LENTZ: Well, if we're talking about, if we're doing it all together.

QUIRING: No. We're doing the funding package first and then we'll do the entire resolution once we determine which funding package will go into the resolution.

LENTZ: So I did have some questions about the funding package. I also have a couple of questions about DAs. So I will have an opportunity to ask those after the funding?

QUIRING: During -- yes.

LENTZ: Can I ask my questions about the funding package?

QUIRING: Yes, you may.

LENTZ: Thank you. Thank you for having me, this is where I wanted to go. So can you go to a slide earlier, the one where you show the green projects, the step one $66 and a half million, there we go.

So when we started talking about this project in January, it was a $66 and a half million project to work on these intersections and this bit of road near the interchange and at 10th, is that correct, that's January when we kind of really got into this, that's what we were talking about?

HERMEN: Correct.

LENTZ: Okay. And these projects that we're looking at now in step one are supposed to improve the traffic infrastructure that we have sufficiently for the county to lift all of urban holding, the entire area will be sufficiently served if we fund these projects?

HERMEN: That's correct. And that's based on the concurrency standards that are in effect today.

LENTZ: Thank you. That actually is a question that I also had that is not in the order of these questions, but can you speak briefly to why the level-of-service was lowered in 2014?

HERMEN: Generally. In 2014, there was a traffic impact fee waiver program. The traffic impact fee waiver program applied to job producers. So for -- to encourage business development in Clark County, there was a traffic impact fee that did not place

impact fee on job creating development.

During that time, when there's no traffic impact fee placed on job producing, the burden falls to the residential development. The residential development saw this as a concern and the Board at that time, County Commissioners amended our concurrency which lowered our level-of-service, reduced our capital facilities plan total amount and ultimately reduced the traffic impact fees for multiple districts.

LENTZ: Okay. And so that level-of-service is what's in effect now.

HERMEN: Correct.

LENTZ: And if we lift urban holding by saying that we've reached reasonable funding for these four projects, then at the current levels-of-service, we basically, anybody in urban holding may now make application for development once it's lifted?

HERMEN: Correct. You said four projects, there are five projects though.

LENTZ: Okay. I kind of -- the 15th and the interchange ones kind

of, they all, they're the same line.

HERMEN: I'm with you.

LENTZ: Can we go to then, I've been referring to them as the rainbow stacks, can we go to Option 5. What I'd like to do is just get a little bit more clarity for myself and for others watching to understand a little bit more the bottom part of these slides. If you could talk briefly through starting at the 6.8, the green line, if we could just walk through where these funds are coming from.

QUIRING: If I may, actually this discussion is about Option 8.

LENTZ: Oh, you told me, no, I'm so sorry. Absolutely. Absolutely. Since that was what was moved, absolutely. Okay.

QUIRING: Okay. We're not going to entertain questions about all of the other options --

LENTZ: Right. No, I understood that.

QUIRING: -- right now at this moment.

LENTZ: I understood that. So I do have questions about Option 8. So I'm asking essentially the same thing. I did have a question about how Option 5, but absolutely, we're not talking about 5 right now. But very quickly, we're looking at the green, the 6.8 developer agreement advance TIF, this is what is agreed through the developer agreements --

ORJIAKO: Yes.

LENTZ: -- and their commitment to pay, to definitely pay a part of their traffic impact fees?

QAYOUMI: Yeah. And what the development agreement is going to indicate that they have to pay by December 31st, 2023.

LENTZ: Okay. And then the 5.3 is the surcharge that they're also agreeing to through these developer agreements to help raise more funds?

QAYOUMI: That's correct. That's the added commitment they're making that they pay additional on top of what that current base TIF rate is.

LENTZ: Okay. And then the seven and a half is for traffic impact

fees at the current rate --

QAYOUMI: Yes.

LENTZ: -- for the entire Mt. Vista subarea, so outside of urban holding?

QAYOUMI: No, that includes urban holding too.

LENTZ: Okay. Okay. And then in the red line there's 7 million from the updated TIF at the 930, I wanted to look at that one.

The increase TIF in this line is related to the step two projects that you had in the map with the blue lines, and although we didn't discuss it in this presentation, in past presentations we've talked about the fact that that those blue projects are an additional $97 million worth of projects that are understandably needed because they were previously taken out of the capital facilities plan, but so that $97 million of projects is where the new TIF rate came from; is that accurate?

QAYOUMI: It's actually, it's combination of both existing, the projects that you see in green and also the blue because we have the $605 per trip to kind of cover those projects but now we're

adding, you know, another 325 or plus or minus to add to kind of contribute.

So the question is that both fees are added, they're going to be funding all of the projects so it's not just strictly for one project or the other project so it's because the 605 is covering the current projects and then we're adding the 350 or 20 or $25 to cover the other $97 million projects, so they're combined. I know that it appears to be separate but they are combined in terms of getting the traffic impact fees.

LENTZ: So we're combining the $66 and a half million projects and the $97 million of projects in order to fund the $66 and a half million of projects?

QAYOUMI: No. This is, this first step is to do the $66.5 million project, but the long run is to do the entire projects and the traffic impact fee is going to cover the private share of all those projects that we have listed and that's why they're, they appear separate but they're actually combined in the TIF that we're going to be collecting.

LENTZ: Yeah. The difficulty that I have is that we're talking only about funding step one but we're tying it to the necessity

of step two which we don't have a plan for, so just the disconnect that I have and why I was asking this just to make sure that, I'm still seeing the disconnect but we have $163 million of projects that we need to find funding for and we are only talking about a third of that but we are committing ourselves to all of it if we go with this, with this option, so I just wanted to make sure that I had clarity on that and I think that --

QUIRING: Do we have clarity on that?

QAYOUMI: I think --

QUIRING: I'm looking, I was looking at staff here with as he was shaking his head no.

LENTZ: Well, then --

QUIRING: So I would like, can you clarify that, Ahmad.

QAYOUMI: I think Matt, I just want to make sure to clarify that. I think all these projects are together and that's we are developing the traffic impact fee rate to cover the private share of all these projects that are combined, the $166 million project.

So the TIF that you see that's $7.5 million as part of the current rate and then once we increase the TIF rate, there will be additional $7 million and that's why on this option there's no request for levy increase to fund this option.

But just to clarify that all the fees that we collect is supposed to go to all those projects that we have outlined, not only the 66.5 million but also the other $97 million that includes 179th improvement and the reason for that, just like you heard from public testimony to improve safety, capacity and all that as holistically, that's why in order to meet the concurrency, we have to fund those $66.5 million to remove the bottlenecks so that way concurrency compliant, but overall we still have to do the rest of those improvements that we are outlined.

LENTZ: But the way you're reaching reasonable funding is through $7 million that comes from the Phase 2 projects.

QAYOUMI: I understand, but as I mentioned that they are connected together, they're not separate.

LENTZ: Right, but we're treating them separately. Clearly it's a difference of opinion. So I think that's the last question I have.

QUIRING: Okay. Thank you. Councilor Olson.

OLSON: I just have one comment. I think we actually do have a plan, it's the capital facilities plan and the transportation improvement plan and the annual construction plan, so all of these projects were in the capital facilities plan, they got removed by previous policy and now they're going back in, so that is our plan and it's connected to our comprehensive growth management plan and they all tie together, so just make a comment there.

QUIRING: Thank you. This is the part of the discussion for the motion that has been made and seconded. Are there any other comments on the option, funding option?

LENTZ: Madam Chair.

QUIRING: Councilor Lentz.

LENTZ: I do want to take a couple of minutes to express my position here and I feel the impatience of my colleagues but I request your patience.

The opportunity to engage in meaningful economic development is

an exciting one for the county, but I do still have concerns about the proposal that is before us today. This project is a big commitment and the information about it has been complex and layered and often fragmented.

In order for us as a Council to make responsible decisions and communicate these decisions to our constituents, we need to strive for transparency and simplicity, and over the last many months I have asked many questions, I've met with staff, I've met with neighbors, I've met with project opponents and with developers to do my research and my homework to better understand it.

I appreciate the time and energy that staff have given to this project, you've dedicated great amounts of energy to it and you've been very responsive to my questions and I thank you for that. I do still have some areas of concern around this project, they're primarily economic development transparency and viability.

For economic development, I appreciate Mr. Hovee being here and presenting on the economic development here. I do think that the possibility to have a connection in the Discovery Corridor is incredibly exciting and there is great potential for employment lands here.

However, I do think that what Mr. Hovee talked about toward the end of his talk as far as really focusing on employment lands and creating sustainable economic development is something that the county isn't doing right now and that this project doesn't really get us much further on. Instead of recruiting an employer or investing in employment lands, this project devotes extensive County resources to support private housing developers and some retail.

While Clark County does need more housing, what we are considering tonight is not the workforce starter and affordable housing that we lack, this is market rate upper middle class housing at the edge of the urban growth boundary and development like this increases congestion, increases dependence on single occupancy vehicles and increases commute times without increasing family wage jobs.

On viability, while this project as presented may technically meet the requirements of concurrency, I am very concerned that what we are creating is unsustainable from day one. What started as a $66 million project to lift urban holding for four housing developments and a strip of retail, has morphed into $163 million project that lifts all of urban holding, but we're only talking about how we're going to fund a third of it.

With Phase 1 contingent on Phase 2, we're being asked to vote in 2019 on a project that is dependent on a plan that isn't going to exist until at least 2026, and if we really do need all of this infrastructure development, which I believe we do, then we should be talking about all of it not just Phase 1. Further, projections for this project have been made with an assumption of a hundred percent success and I am unfamiliar with any other industry where the only plan is complete success and there is no risk management plan.

With a recession on the horizon, a housing market that's softening and a plan that calls for the third highest fees in the state with no guarantee of the infrastructure necessary to support development, it seems imprudent for me, for us not to have a backup plan. All of these factors are why I don't believe that we are ready to lift urban holding from the entire urban holding area.

On transparency, since January the true costs of developing this area and the timeline for doing so have tripled, but the funding plan continues to gloss over this and we're told it's okay, it's happening in the future. Levels-of-service in this area are already very low and safety concerns related to adding 1500 to 5,000 new housing units at the current level-of-service in this area are not being adequately addressed in my opinion. Clark County

residents will be footing the bill through property taxes, state taxes and real estate excise taxes, but with the information available it is not possible to see if there will actually be any real benefit.

So, for all of those reasons, that's why I don't feel that this proposal should move forward. My skepticism shouldn't be taken to mean that I'm against development, as I've said, I actually think that there is great potential for job creating economic development especially close to I-5. This area holds great promise for employment lands, but if we do it, we need thoughtful planning, thorough budgeting and a meaningful public process and we need to be able to explain the finances and assumptions behind a project without obfuscation, I don't believe that has been achieved. I also recognize that I am very likely to be in the minority when the vote is taken.

So whether this project passes tonight or not, I will continue to insist on transparency and viability and I will also continue to work with my colleagues and with staff and with the community to pursue true economic development planning that provides for our County's long-term future. Thank you.

QUIRING: Thank you. Any other discussion on the funding option?

BLOM: I'll save all my comments for the end when we're --

QUIRING: For the end. Thank you.

OLSON: I will as well.

QUIRING: All right. Thank you. This is, we just need an aye or a nay, correct, this isn't a roll call vote? It's a resolution.

OLSON: And can I just clarify, Madam Chair, that the motion with regard to the funding option is to also direct staff in terms of path forward as it is; correct?

QUIRING: Yes.

OLSON: Sorry. I just want to --

QUIRING: I guess I don't understand what you're asking. All in favor say aye.

QUIRING: AYE

BLOM: AYE

MEDVIGY: AYE

OLSON: AYE

QUIRING: Opposed?

LENTZ: NO

QUIRING: The motion passes. Excuse me. Okay. We will move on then to the entire resolution. We're going to move on to the resolution which now includes Funding Option 8, it is all four DAs are included in that resolution and I understand there is -- would be an amendment to that resolution.

BLOM: You need a new motion.

QUIRING: Yes, we do. We just voted on Option 8 funding, now we're going to move to a motion to pass the resolution.

OLSON: Do you have the resolution number? I'm sorry.

QUIRING: A resolution number is --

OLSON: 0805?

QUIRING: Yeah.

OLSON: Now if I could just clarify, the resolution includes right now the three developer agreements, and if we need to include the fourth one, we'll amend. Okay. So then, Madam Chair, I'll move to approve Resolution No. 2019-08-05.

QUIRING: Do you want to amend it?

BLOM: Second.

MEDVIGY: Can we do a friendly amendment on the fourth and just take care of it?

OLSON: So we're going to do that right now, Councilor, so...

MEDIVGY: Okay. Thank you.

BLOM: I second Councilor Olson's motion.

OLSON: And then do you have the motion for the amendment?

BLOM: Do we need to -- yeah. So, Madam Chair, I move that we amend the Resolution with three amendments. The first amendment on Line 1, above Line 1 after heading No. 3 to insert the following: 4.

Three Creeks-Mumford, LLC, a Washington Limited Liability Company; Three Creeks-North, LLC, a Washington Limited Liability Company; and Three-Creeks Investors, LLC, as Washington Limited Liability Company, hereinafter referred to collectively as developer regarding an amendment to previously approved development agreements with developer.

The second amendment on Page 3 at Line 40 to insert the words Killian between the words Holt and Wollam.

And third amendment, add the following to Exhibit A of the Resolution, the Three-Creeks Draft Development Agreement Amendment by and among Clark County in the Three Creeks, LLCs that is posted on the County website for the Council hearing tonight.

OLSON: Second.

QUIRING: It's been moved and seconded to and amended Resolution 2019-08-05.

BLOM: And just to speak briefly on the amendment, this was caught earlier, that the earlier resolution, the first resolution only included three of these, so this is language that PA staff, Christine Cook came up with and recommended and it looks

like -- yeah.

QUIRING: Will you speak to it.

COOK: Yes. So I think that the amendment either needs to be voted on or accepted as a friendly amendment, either one would be permissible if the initial moved it and the second or accepted it.

OLSON: So we can vote on the amendment and then we can vote on the --

QUIRING: Okay. We'll vote on this amendment first. So is there a discussion about the amendment? All in favor say aye.

EVERYBODY: AYE

QUIRING: Opposed? The amendment passes. Now to the Resolution as amended. I'll open it for, it was moved already and now we amended it, so let's begin a discussion if you'd like.

BLOM: So -- do you want to start?

MEDVIGY: I'll just make a few comments. I think, number one, some of the heartfelt comments by Councilor Lentz are well taken on

economic development and getting diversity of jobs, and, you know, the market, the housing market has been skewed because of urban holding and it's been impacting affordable housing, it's been impacting housing that could be created for the homeless. We're going to have a lot of opportunity to do this right and we hopefully create a diversity of jobs, but just opening this aperture is going to open a tremendous amount of job potential this side of the river.

So I think the concerns that are shared by all the Council that we really focus in the future as this process goes on. This isn't going to be a fast process, it's going to take years to build these homes and the commercial, hopefully that will follow. We have a lot of work to do pretty quickly on the schools to make sure they're adequately funded and all the impacted districts.

So I think this is momentous that we've taken this move forward and we'll keep on it and keep doing it right and with the public participation and input that we've been getting has been super so far and I know it will continue. So I just want to thank my colleagues too for sticking with the process and the staff for giving us those no additional tax options that I've been asking for since January and you stepped up and did it so I appreciate you doing that.

The only other last thing I would say is I don't like the fact that we've got the, among the very highest TIF rates in the state and I think, you know, it was printed in the Columbian that that's going to be passed on to consumers and that's not necessarily entirely true and the market will control and so what it may end up doing is cutting into the profits of the developers as much as being passed on to the consumers, but, you know, we have to look to the future on how we fund these projects in a more equitable way to it and that includes the developers as well.

I think they've really gone the extra mile in making this financially feasible tonight with these agreements but, so I don't like those high rates either, I'd like to get those down if there's some funding mechanism to do that in the future, maybe that increase tax base that was just forecast for us will help do that. Thank you.

QUIRING: Thank you. Councilor Blom.

BLOM: Earlier Councilor Medvigy referred to this as a first step and I completely agree with that and it would be a mistake to look at what decision we may make today in a vacuum as if it's the only decision that relates to all of these issues.

Each development is going to have its own review to the slides that Mr. Huggins I think provided, there's development review, there's engineering review that looks at all of that and factors in those concerns, there's traffic evaluation that goes in as each development comes in for review. Mr. Miller brought up the event center and traffic there. Kittelson actually already looked at that and looked at what the improvements will do and it will improve traffic around the event center.

So there's a lot of detail that even in this fairly long hearing, this has been hours and hours that we've been working on, and I appreciate the work that Councilors Medvigy and Lentz have done since January, but this goes even beyond that over the last, you know, I've been working on it since January of 2017 and I know the Councilors before, so there's been a lot that goes into this that we could never relay all the details and all the study and all the things that we have looked at as a Council in even a three and a half hour hearing.

Economic development is critical and I completely agree with Councilor Lentz that this doesn't get us all the way there, but this isn't the final step. We need to continue work with the CREDC, with Identity Clark County, and anyone else who wants to come to the table to help us with this.

I live on the east side of town and I see the Tech Center where you have great employment centers like PeaceHealth in the formerly Nautilus building and we have Banfield Pet Hospital, those weren't the first projects that went into those areas, the first projects if you look along 162nd and 164th Avenue were residential projects.

If you look at what's happening in Ridgefield with the Department of Fish and Wildlife building, a great employer, a new four or five story office complex in Ridgefield, a new grocery store, those projects all followed residential development.

There was an article in the Columbian today that talked about the housing prices in Clark County. The average sale price in Clark County now is 409,000, the median price is 379,000. This project by itself, these four projects aren't going to fix that, and I think that's Councilor Lentz's point, but they're one piece of the puzzle.

Last year the County looked at and made changes to our ADU code and to the cottage housing code to provide more in-fill development, we're having a work session likely in the next couple of months about other housing projects. There are other ways to have innovative housing within the urban growth boundary, so we're

looking at all of these different tools that address the housing issue.

Last or two weeks ago we passed our letter of support for House Bill 1406 saying that we're going to take a sales tax credit to provide more subsidized housing, so we're looking at all of these things in entirety. This is one piece of what we're trying to do in Clark County, whether it's economic development, whether it's housing, this is one piece and the very first piece in what's going to be a very long journey.

The last thing I want to say on this is that we are looking at residential development in this area differently and better than we ever have before. When I look at development even in the last ten years you don't see a lot of trail connectivity, you don't see transit thought of in advance, here we're putting requirements in development agreements that are going to allow for trails, not just within the communities, but to connect to adjacent communities.

Last year we heard a report from the Commission on aging talking about how to better provide access to transit and the one thing they said is we have all of these streets that terminate and you might be backing up to a bus station or a bus stop but you have to walk half a mile to get there, we're looking at that in these

development agreements to provide better transit activity. So, yes, right now it is about residential development, but we're doing it better, we're doing it smarter than Clark County has done before and we need to take that next step then and drive that into the economic development that we've seen in the Tech Center, that we see in Ridgefield, that we see in communities that plan smart and I think that's what we're doing here.

QUIRING: Councilor Olson.

OLSON: Yeah. Councilor Blom and Councilor Medvigy hit on a lot of it already, but first and foremost this has been a long process. I think as Lance Killian stated he probably was a young child when this first started. I was elected in 2015, took office in 2016 and this has been a topic since I was on the council.

So it's been, it has been a long process and I do want to make sure, you know, Oliver had mentioned we do need to respect the process of the people that came before us, this is part of our comprehensive growth management plan from 2004 and then again in 2007 and then again in 2016 and land use decisions have not changed.

So all of what we're doing tonight has been planned, we just have to do it and Councils and Commissions prior to today haven't done

it and it's a big decision and it's a complex one, but I appreciate the partnerships that have developed over the last couple of years, I appreciate staff really being responsive to all of us.

You have a Council here that's very actively involved in this, in this topic and so I appreciate on our behalf and mine personally the time that you spent with us, the time that you spent with our developers to get a proposal and a project, it's not even a project, I don't like that word because we're not voting on a project, but to get a decision in front of us that we could make.

This is about housing needs, this is about economic development, this is about expanding the tax base, we are addressing schools, we're going to be looking at school impact fees, so we are hearing and we are listening to the community.

Lastly, we're lifting urban holding potentially. We're not approving projects, all of the opportunity to comment on these projects will be later. All we're doing tonight is allowing these developers, not just these four who came to the table early to help provide funding so that we could build these critical links and infrastructure, but any developer that wants to come forward in the future once we lift urban holding, that's what we're doing tonight, and we'll have a lot of opportunity to talk about how we

plan this area in the future, this is my, literally my neighborhood so I care a lot about how we plan this in the future.

So thank you again, I appreciate everyone's effort. We're all in a little bit of a flop sweat here I think based on the temperature in here tonight, so thank you for all your efforts.

QUIRING: And I'll just, much has been said already, but I do want to thank staff, our County Manager really rounding up to find some options, many options actually, and they were changing in the sense that we added more and I do thank you too for coming up with the Option 8 that didn't ask that we require for an all around county increase in taxes, but developers worked hard, we extracted a lot from the developers and we thank you for being willing to do that to be able to lift this urban holding.

And at first when we started talking about this actually this past year, I will say that in January of 2017 when I took office, I met with Lance Killian about this, and probably prior to that on the Planning Commission we heard about it, so it has been in the making for a long time, but it was really coming into fruition since January where a lot of work has been put into it, and so I was concerned.

What I was going to say is I was concerned about more, you know, there was so many, so much housing and not enough economic development, but in talking further with the developers and really with kind of the statistical information that we have, if you have housing, then economic development is going to follow, and so the economic plan that was, you know, the future is great, it looks great and I do agree that we have worked together.

These development agreements are not the project agreements, but this really is a guarantee that we're going to have funding to be able to go forward with this urban, lifting the urban growth boundary or I mean the urban holding, I apologize, urban holding which has been in place for many years.

So I guess that's basically I think it's a good move that we're making and I look forward to seeing this happen in our county because I think it will be a good move therefore --

LENTZ: Madam Chair, I actually I did have a couple of questions about the DAs.

QUIRING: Okay.

LENTZ: I'd like to start with the Hinton DA because it had some

differences between the staff report and the actual developer agreement and I would just like to get some clarity and make sure that we, the developer agreements actually say what we intend them to say.

And with Hinton I have a couple of what I presume are typos but I may just be misunderstanding. There were a lot of little, little things in it, but I found a couple of substantive ones that I wanted to make sure we talk about, and I've been looking at the copy of the developer agreement that we received like a week or so ago, so if it's changed and I just don't know, I checked online, I think it's the same one everybody has.

COOK: 15 days ago.

LENTZ: Okay. So just making sure that I'm not talking about an old draft, again changeability. The staff report and our everything we talked about says $600, $600,000 in advance TIF and 450,000 in surcharge for a total for this developer of 1,050,000 and that's the staff report and everything we've talked about are consistent, but in the developer agreement draft it shows, I'll bring my book to me instead of going to my book, on Page 7, Number 6.3.c it talks about the total amount the developer shall pay be $900,000 and I'm unclear if that's a different agreement or if the

number should be something else and I think it may actually be in the developer's favor if we fix it.

COOK: Okay. I'm sorry, Councilor, you're on Page 7.

LENTZ: Page 7 of the Hinton DA.

COOK: Right, I've got Hinton.

LENTZ: Top of the page letter c, about middle of the paragraph we talk about the total amount of combined TIF and surcharge.

COOK: So that is the amount that is guaranteed to be paid by the developer prior to or at December 31, 2023, in order to reach that in your rainbow stack in order to reach the green which is 6.8 million in advanced payments. So this is advanced payment of TIFs plus surcharge and that's the December 2023 amount.

LENTZ: I'm really not trying to be difficult, but I in the staff report and in other places we've talked about it we've talked about the guarantee for them being 600 and the total being 1,050,000 and I'm wondering where 900,000 comes from because 600 plus 450 doesn't equal --

COOK: Okay. Where's this in the staff report?

OLSON: I think these questions tonight --

COOK: Can you point us to where it is in the staff report that you're referring?

OLSON: Page 5.

LENTZ: So actually if we were to jump the presentation slide 10 private/public partnership where it talks about advanced TIF here, the other DAs reflect the advanced TIF is this column on the left here and Hinton being an advanced TIF being what they're supposed to pay in advance and it just isn't consistent with the others.

COOK: So my understanding is that it was .9 million for Hinton and that's what this says, that's the guaranteed payment.

LENTZ: And I just because we were talking about the guaranteed being 6.8 million as that column totals and in the DA it's 900,000 not the 600,000, I was trying to save you $300,000 Jamie, so...

OLSON: Is that the surcharge?

BLOM: Yes. The Paragraph C that Councilor Lentz was just talking about says $900,000 of combined TIF and surcharge, the $600,000 there, so it's just, it's a guaranteed as opposed to some of that total of 1.05 might be paid after December 2023 if they haven't pulled building permits.

COOK: In addition, be aware that the 6.8 million was calculated on a different TIF rate, it was calculated on last year's TIF rate, not this year's, so it was a lower TIF rate. This does not answer your question I understand that, I apologize, no one has called to my attention this discrepancy previously so I have to say I really haven't looked into it.

OLSON: I don't know that it's actually a discrepancy, I think it's more of a timing question.

BLOM: It guarantees more money to the County earlier than --

LENTZ: I believe it's in our favor, so if we don't want to do anything about it, I'm fine with that. I also have a question on page, the previous page, Page 6, Item b, it looks like another typo where Phase 2 should be prior to December 31st, 2022, it looks like we had a copy paste unless that's the agreement that Phase 1 and Phase 2 will happen at the same time and then, that's at Line 3.

COOK: Yeah, I see that. I would have to ask Mr. Howsley about that.

HOWSLEY: I'm going to -- excuse me. Again, for the record, Jamie Howsley. Just to clear up the discrepancy on Item C, I believe that Ms. Cook and I had some back and forth on that and initially I believe those numbers were based on old TIF rates and that the, you take the new TIF rate, multiply it by how many units we have here and that's where we derived the $900,000.

COOK: That could be correct.

HOWSLEY: And then as far as the B, I do believe that you are correct there, that should read 2022.

ORJIAKO: 2022 or 2023?

HOWSLEY: I think she's talking in regards to developer shall submit fully complete application for final plat on Phase 2 prior to 2022.

COOK: Well, you know what, I'm, but you have the following line is fully complete for final plat for Phase 2 in 2023. So is this

preliminary plat you're talking?

LENTZ: Yeah, it should be Phase 3 for the 2023.

COOK: I think there are only two.

HOWSLEY: There are only two, yeah. So it should just, that whole line should be stricken, that second sentence.

LENTZ: And I'm not sure what the change should be, but I would suggest that the change is added to this DA.

HOWSLEY: Well, there is no change. It would be I think the easiest way you could clean it up is just striking sentence two.

OLSON: Do we need a motion to that or can we just direct --

COOK: That would, I think you should just do it as a motion, that would be the cleanest most certain way to do it.

BLOM: So, Jamie, there's only two phases, there's three phases?

HOWSLEY: There's only two.

BLOM: Two phases of 50 doesn't get you to 129.

OLSON: What's the line number, Jamie?

HOWSLEY: It's under 6.2.b, Line 2. Oh, I'm sorry. So, okay. Here we go. So it should read -- no, the second sentence should be fine, it should be 2022 and then the next line should be Phase 3 by July 29th. I'm sorry, it's very hot in here.

BLOM: So I would make the friendly amendment that that sentence, that Paragraph B reads start at the second sentence, developer shall submit a fully complete application for final plat for Phase 2 approval for 50 lots prior to December 31st, 2022. Developer shall submit a fully complete application for final plat for Phase 3 approval for 29 lots prior to July 15th, 2023. Do you accept that friendly amendment?

OLSON: Yes.

QUIRING: Okay. Is there a second to that? Oh, it's been moved and seconded to amend the various Line 6.2.b, Line 2 and all in favor say aye.

EVERYBODY: AYE

QUIRING: Opposed? Motion passes. Okay. We were in the discussion of the total resolution now. And have you concluded your questions? Let's move on to a vote. All those if favor say aye.

QUIRING: AYE

BLOM: AYE

MEDVIGY: AYE

OLSON: AYE

QUIRING: Opposed?

LENTZ: NO

QUIRING: No. So the motion passes. Thank you very much.

CLARK COUNTY COUNCIL

Eileen Quiring, Chair

Temple Lentz, Councilor

Julie Olson, Councilor

John Blom, Councilor

Gary Medvigy, Councilor

ATTEST:

Rebecca Messinger, Clerk to the Council

Minutes Transcribed by:
Cindy Holley, Court Reporter/Rider & Associates, Inc.

Exhibit C

* 7 0 2 3 0 2 *

ORDINANCE NO. 2014-08-09

An ordinance concerning concurrency standards and amending Clark County Code (CCC) Section 40.350.020 Transportation Concurrency Management System.

WHEREAS, the concurrency standards for transportation facilities set forth in CCC Section 40.350.020 measure level of service according to travel speeds along a corridor; and

WHEREAS, replacing that methodology with a volume-to-capacity measure would provide a simplified and more understandable approach for calculating level of service; and

WHEREAS, the Board finds that the proposed new standard should foster job creation; and

WHEREAS, the Board finds that adoption of the proposed revision to the level of service standard would be in the best interests for the health, safety, and welfare of communities in Clark County;

WHEREAS, because the change in the concurrency standards will impact traffic impact fee (TIF) rates, the new concurrency standards will go into effect the same time the revised Capital Facilities Plan (CFP) is adopted on November 4, 2014 or on the later date that the revised CFP is adopted;

WHEREAS, the Planning Commission held a duly advertised hearing on July 17, 2014 and voted unanimously to forward the recommended concurrency standards and Capital Facilities Plan changes to the Board of County Commissioners;

WHEREAS, the Board held a duly advertised public hearing on August 19, 2014 to review the recommendation of the Planning Commission that the standard for transportation concurrency should be revised as proposed; Now, Therefore,

BE IT ORDERED, RESOLVED AND DECREED BY THE BOARD OF COUNTY COMMISSIONERS OF CLARK COUNTY, STATE OF WASHINGTON, AS FOLLOWS:

Section 1. Amendatory. Section 1 of Ordinance 1990-04-47, most recently amended by Section 16 of 2012-12-14, and codified as CCC Section 40.350.020, are amended to read as follows:

40.350.020 Transportation Concurrency Management System

A. Purpose.

This section implements the requirements in RCW 36.70A.070 that counties:

1. Establish level of service standards for arterial and transit routes; and
2. Ensure that such standards are met or reasonably funded before new development is approved.

B. Applicability.

This section applies to applications for subdivision, short subdivision, conditional use permit approvals, and site plan review, except for those site plan reviews for unoccupied utility and wireless communication facilities which have a potential vehicular impact on the level of service of a segment or intersection of either:

1. Any county roadway with a comprehensive plan functional classification of arterial or collector; or
2. Any state highway of regional significance.

(Amended: Ord. 2007-11-13)

C. Review Authority.

The review authority shall approve, approve with conditions, or deny proposed developments in accordance with the provisions of this section.

D. Transportation Impact Study.

1. A transportation impact study shall be required for all development applications in which the proposed development is projected to have an impact upon any affected transportation corridor or intersection of regional significance, unless the development application is exempt from the provisions of this section as provided for in Section 40.350.020(D)(7), or the requirement for a study has been waived by the Public Works director.

2. A transportation impact study shall include, at a minimum, an analysis of the following elements:

   a. Trip generation, modal split, distribution, and assignment for the proposed development; and

   b. An analysis of the projected impact of the proposed development upon the current operating level and safety of ~~any~~ affected transportation corridors and ~~or~~ intersections of regional significance. The analysis shall also include an accounting of trips assigned to all collector and arterial roadways.

3. A transportation impact study shall be prepared by and/or under the supervision of a registered professional engineer in the state of Washington.

4. A transportation impact study shall be based on traffic counts obtained within twelve (12) months of the fully complete date of the development application as determined under Sections 40.510.010(B), 40.510.020(C), and 40.510.030(C). The traffic counts shall reflect representative traffic conditions ~~within transportation corridors~~ on collector and arterial roadways, and at intersections of regional significance. Intersections of regional significance are those intersections where at least three (3) legs are collector or arterial classification roadways.

5. A transportation impact study shall ~~not~~ be required to analyze impacts on affected transportation corridors or intersections of regional significance located ~~more than~~ at least the following distances from the proposed development (as measured by straight-line distance):

   a. Fifty (50) or less new peak ~~hour~~ period trips at development site: one (1) mile;

   b. Fifty-one (51) to two hundred fifty (250) new peak ~~hour~~ period trips at development site: two (2) miles;

   c. Two hundred fifty-one (251) or more new peak ~~hour~~ period trips at development site: three (3) miles.

6. The Public Works director reserves the right to require an applicant to provide additional data and/or analysis as part of a particular transportation impact study, where the Public Works director determines that additional information or analysis is required to implement the standards and requirements contained in this section.

7. No traffic impact study shall be required, pursuant to the provisions of this section, where the proposed development will generate less than ten (10) peak ~~hour~~ period vehicle trips. However, these proposed developments are still subject to concurrency reviews and require concurrency approvals.

8. Upon the written request of an applicant, the Public Works director may waive the requirement for a transportation impact study, or limit the scope of analysis and required elements of a traffic impact study where the Public Works director determines that the potential transportation impacts upon the affected transportation corridor(s) and/or intersection(s) of regional significance have been adequately analyzed in prior research or reports and/or are not projected to cause a reduction in the operating level of affected transportation corridors and/or intersections.

E. Requirements for Concurrency Approval.

1. Each development application subject to the provisions of this section shall require a concurrency review. No development application may be approved by the review authority until such time as a concurrency approval or conditional concurrency approval has been issued by the Public Works Director.

2. The concurrency determination for multiple development applications impacting the same transportation corridors or intersections shall be tested chronologically in accordance with the respective applications' fully complete dates as determined under Sections 40.510.010(B), 40.510.020(C), and 40.510.030(C) (but not the contingent vesting provisions of Sections 40.510.010(D), 40.510.020(G), and 40.510.030(G)). For the purpose of this subsection only, the fully complete date for an application delayed in processing for sixty (60) days or longer due to actions or inaction of the applicant (as determined by the responsible official) shall be adjusted according to the length of such delay. Preapplication concurrency reviews shall be tested in the order they are received.

3. The Public Works Director shall issue a concurrency approval where the Public Works Director determines that the proposed development's impacts upon all affected transportation corridors and intersections of regional significance do not result in the operating levels for the transportation corridors, signalized intersections, and unsignalized intersections falling below the adopted level of service standards established in Section 40.350.020(G).

4. A concurrency review and approval shall not be required for those affected transportation corridors and intersections of regional significance ~~located more than~~ further away than the ~~following~~ distances ~~from the proposed development (as measured by straight-line distance):~~ identified in Section 40.350.020(D)(5).

~~a. Fifty (50) or less new peak hour trips at development site: one (1) mile;~~

~~b. Fifty-one (51) to two hundred fifty (250) new peak hour trips at development site: two (2) miles;~~

~~c. Two hundred fifty-one (251) or more new peak hour trips at development site: three (3) miles.~~

5. The Public Works Director may approve and condition mitigation (if volunteered by the applicant) where the Public Works Director determines that the proposed development's projected impacts upon an affected transportation corridor or intersection of regional significance can be offset by the mitigation such that the operating levels will not further deteriorate because of the additional traffic generated by the proposed development. The review authority may approve a development when the Public Works Director determines that achieving the level of service standards would cause significant negative environmental impacts as identified in a SEPA review.

6. Appeals to the determination of the Public Works Director with respect to concurrency shall be made in accordance with Sections 40.510.010(E), 40.510.020(H), and 40.510.030(H). Applications reviewed as Type I and Type II procedures shall be appealed as Type II procedures. For applications reviewed as Type III procedures, the Public Works Director's determination shall be treated as a recommendation to the review authority.

(Amended: Ord. 2012-05-25)

F. Determination of Operating Levels.

The operating level for a transportation corridor, signalized intersection, and/or unsignalized intersection shall be defined as the traffic characteristics of those roadways and intersections with consideration of the following factors:

1. The existing traffic levels on the roadways and intersections;

2. Any mitigation measures proposed by the applicant.

   a. For site plans, mitigation measures shall be completed and/or implemented prior to occupancy or commencement of the use.

   b. For land divisions, mitigation measures shall be completed and/or implemented prior to:

      (1) Final plat approval; or

      (2) Issuance of the first building permit for any newly recorded lot, provided:

         (a) The improvements are secured by a performance bond or financial guarantees acceptable to the county prior to final plat.

(b) Construction plans shall be approved, and any needed right-of-way for the mitigation improvements have been obtained prior to final plat approval.

(c) "Model home" building permits issued subject to the requirements of Section 40.260.175 do not require bonding or right-of-way acquisition necessary for transportation concurrency mitigation measures.

3. Any mitigation measures conditioned to other approved developments which will be completed and/or implemented prior to occupancy of the proposed development;

4. The traffic impacts of the proposed development on the affected transportation corridors and intersections;

5. The traffic impacts of other approved developments not yet fully built-out on the affected transportation corridors and intersections;

6. Any improvements being implemented as part of the county's transportation improvement program that are reasonably funded and scheduled for completion of construction within six (6) years of the final date for a decision upon the development application;

7. Any capacity which has been assigned or reserved to other and/or future developments pursuant to the terms of a development agreement or capacity reservation authorized and executed under the provisions of this chapter;

8. Any background traffic growth or traffic from developments exempt from the requirements of this chapter that the Public Works director determines could have an impact on the operating level of the transportation corridors or intersections;

9. Any other factors that the Public Works director has determined could have an impact on the operating level of the transportation corridors or intersections.

(Amended: Ord. 2007-04-13; Ord. 2007-09-12; Ord. 2007-11-09; Ord. 2009-12-01; Ord. 2011-08-08)

G. Level of Service Standards.

1. Level of service or LOS standards shall be as follows:

a. ~~The minimum travel speeds for each designated transportation corridor are shown in Table 40.350.020-1. A map of designated transportation corridors is on file at the Public Works department transportation/concurrency offices in Vancouver, Washington.~~ The maximum volume to capacity ratio for each roadway segment shall not exceed nine-tenths (0.9), when measured independently for each direction of travel. Measurements shall be made for all collector and arterial roadway segments located within the Vancouver Urban Growth area, but

outside of the City of Vancouver. Measurements shall also be made for State Highways of Regional Significance. In calculating the volume to capacity ratio, the volume shall be determined based on the factors described in Section 40.350.020(F). In determining the capacity for roadways built out to County standards, the capacity shall be based on the factors described in Table 40.350.020-1 Roadway Capacities. For roadways not fully built-out to County standards, the capacity shall be determined based on the current roadway condition. For roadways with lane widths twelve (12) feet and greater, and with paved shoulder widths two (2) feet and greater, the lane capacity shall be eight hundred (800) vehicles per hour. For roadways with lane widths between eleven (11) and twelve (12) feet and with paved shoulder widths two (2) feet and greater, the lane capacity shall be seven hundred (700) vehicles per hour. For roadways with lane widths less than eleven (11) feet, the lane capacity shall be six hundred (600) vehicles per hour.

Table 40.350.020-1 Roadway Capacities

Roadway Type			County Designation	Single Direction Capacity/hour
Urban	Arterials	Parkway	Pa-4b	2000
		Principal	Pr-4cb	1800
		Minor, 4-lane	M-4cb	1800
		Minor, 2-lane	M-2cb	900
	Collector	Urban	C-2cb	900
		Urban	C-2	800
		Urban	C-2b	800
Rural	Arterial		RA	800
	Collector	Major	R-2	800
		Minor	Rm-2	800

b. ~~Within the designated transportation corridors,~~ Individual movements at each signalized intersection of regional significance in the unincorporated county shall not exceed an average of two (2) cycle lengths or two hundred forty (240) seconds of delay (whichever is less). ~~All signalized intersections located inside of incorporated cities shall be excluded from this requirement.~~

~~c. Outside of designated transportation corridors, all signalized intersections of regional significance shall achieve LOS D standards or better, except the intersections of SR-500/Falk Road and SR-500/NE 54th Avenue which shall achieve LOS E standards or better.~~

~~d.~~ c. All unsignalized intersections of regional significance in the unincorporated county shall achieve LOS E standards or better (if warrants are not met). If warrants are met, unsignalized intersections of regional significance shall

achieve LOS D standards or better. The signalization of unsignalized intersections shall be at the discretion of the Public Works director and shall not obligate the County to meet this LOS standard. However, proposed developments shall not be required to mitigate their impacts in order to obtain a concurrency approval unless:

(1) The proposed development adds at least five (5) peak ~~hour~~ period trips to a failing intersection approach;

(2) The projected volume to capacity ratio for the worst lane movement on the approach with the highest delay exceeds nine-tenths (0.9) during the peak traffic ~~hour~~ period; and

(3) That same movement is worsened by the proposed development.

~~e. The LOS standards shown in Table I shall be reduced by three (3) mph for those proposed developments that the Public Works director determines comply with the mitigated LOS standards for master planned developments pursuant to Section 40.350.020(O).~~

~~f.~~d. The LOS standards identified in this subsection shall be applied during peak ~~hour~~ period traffic conditions, as defined by the responsible official and published in the Administrative Manual.

2. The LOS standards established in this subsection shall be applied and interpreted as stated in the administrative manual prepared pursuant to Section 40.350.020(N).

3. The LOS standards and the operating levels for each transportation corridor and intersection of regional significance shall be evaluated and reviewed on an annual basis by the board.

4. Notwithstanding the provisions for the annual review of LOS standards pursuant to this section, the board reserves the authority to enact and renew emergency moratoria and interim zoning or other official controls upon development approvals affecting designated transportation corridors and intersections of regional significance pursuant to RCW 36.70A.390, and may specify qualifications or conditions for the application of such moratoria and interim zoning or other official controls.

(Amended: Ord. 2010-08-06)

~~Table 40.350.020-1. Travel Speed Standards~~				
~~Corridors~~	~~Corridor Limits Description~~	~~Corridor Distance (mi.)~~	~~Minimum Travel Speeds (mph)~~	~~Equivalent Travel Time (min)~~
~~North-South Roadways~~				
~~Lakeshore Avenue~~	~~Bliss Rd to NE 78th St~~	~~3.54~~	~~22~~	~~9.65~~

Hazel Dell Avenue	Highway 99 to NE 63rd St	3.57	17	12.60
Highway 99 and NE 20th Avenue				
NE 15th/20th Avenue (North)	NE 179th St to S of NE 134th St	2.72	17	9.60
Central	N of NE 134th St to NE 99th St	2.10	13	9.69
South	NE 99th St to NE 63rd St	1.79	13	8.26
St. Johns Road	NE 119th St to NE 68th St	2.53	22	6.90
NE 72nd Avenue	SR-502 to NE 119th St	5.00	27	11.11
Andresen Road	NE 119th St to NE 58th St	3.07	13	14.17
Gher/Covington/NE 94th Avenue	NE 119th St to SR-500	3.46	17	12.23
SR-503				
North	NE 199th St. to NE 119th St	4.07	27	9.04
South	NE 119th St to Fourth Plain	2.80	13	12.92
NE 137th Avenue	NE 119th St to Fourth Plain	2.46	17	8.68
Ward Road	Davis Rd to SR-500	1.18	13	5.45
NE 162nd Avenue	Ward Rd to NE 39th St	2.39	13	11.03
NE 182nd Avenue	Risto Rd to Davis Rd	4.43	27	9.84
East-West Roadways				
SR-502	NW 30th Ave (Battle Ground) to NE 179th St	6.52	27	14.49
179th Street				
West	NW 41st Ave to I-5	2.40	22	6.55
West Central	I-5 to NE 72nd Ave	2.97	22	8.10
139th Street and Salmon Creek Avenue				
139th Street West	Seward Rd to I-5	2.66	17	9.39
Salmon Creek Avenue (West Central)	I-5 to NE 50th Ave	2.20	13	10.20
119th Street				
West	Lakeshore to Hazel Dell	2.21	22	6.03
West Central	Hwy 99 to NE 72nd Ave	2.64	17	9.32

~~East Central~~	~~NE 72nd Ave to SR-503~~	~~2.26~~	~~22~~	~~6.16~~
~~East~~	~~SR-503 to NE 182nd Ave~~	~~3.18~~	~~22~~	~~8.70~~
~~**99th Street**~~				
~~West~~	~~Lakeshore to I-5~~	~~1.97~~	~~17~~	~~6.95~~
~~West Central~~	~~I-5 to St. Johns Rd~~	~~2.13~~	~~22~~	~~5.81~~
~~East~~	~~SR-503 to NE 172nd Ave~~	~~2.76~~	~~22~~	~~7.53~~
~~**Padden Parkway**~~				
~~East Central~~	~~I-205 to SR-503~~	~~1.91~~	~~17~~	~~6.74~~
~~East~~	~~SR-503 to Ward Rd.~~	~~2.11~~	~~22~~	~~5.75~~
~~**78th/76th Street**~~				
~~West~~	~~Lakeshore to I-5~~	~~1.31~~	~~17~~	~~4.62~~
~~West Central~~	~~I-5 to Andresen (on Padden)~~	~~3.09~~	~~17~~	~~10.91~~
~~East Central~~	~~Andresen to SR-503~~	~~2.43~~	~~17~~	~~8.58~~
~~East~~	~~SR-503 to Ward Rd~~	~~1.65~~	~~17~~	~~5.82~~
~~**Fourth Plain Boulevard**~~				
~~East Central~~	~~I-205 to SR-503~~	~~1.03~~	~~13~~	~~4.75~~
~~**NE 88th St**~~				
~~West Central~~	~~Hwy 99 to Andresen~~	~~2.83~~	~~17~~	~~10.00~~
~~**63rd Street**~~				
~~West Central~~	~~Hazel Dell to Andresen~~	~~3.25~~	~~22~~	~~8.86~~
~~East Central~~	~~Andresen to NE 94th Ave~~	~~1.24~~	~~17~~	~~4.38~~

(Amended: Ord. 2004-09-02; Ord. 2007-09-13)

H. Exemptions from Concurrency Requirements.

The following types of development applications shall not be subject to a concurrency denial:

1. K – 12 public schools incorporating commitments to commute trip reduction consistent with Chapter 5.50 of this code;

2. Fire/police stations;

3. Public transit facilities;

4. Neighborhood parks.

(Amended: Ord. 2006-05-01)

I. Concurrency Survey.

1. For purposes of monitoring the cumulative transportation-related impacts of developments which are exempt from the requirements of this section, such development applications shall be required to submit a concurrency survey for review by the Public Works director.

2. Submittals of concurrency surveys shall be made upon written forms provided by the director and shall be filed with the Public Works director. The concurrency survey shall indicate, at a minimum:

   a. The type and location of the development;

   b. An identification of all affected transportation corridors and intersections of regional significance;

   c. The specific reason the development is exempt from the provisions of this section;

   d. An estimate of the projected total peak ~~hour~~ period trips that will be generated by the development; and

   e. An estimate of the date of occupancy of the development.

3. The Public Works director shall review and approve the concurrency survey, and may require the submission of additional information prior to approving the survey.

4. No development application may be approved by the review authority until such time as the applicant has complied with the requirements of this subsection, and the Public Works director has approved the concurrency survey.

J. Reservation of Capacity.

1. Upon issuance of a concurrency approval by the Public Works Director, the transportation capacity allocated by the Public Works Director to the development application shall become encumbered capacity. This encumbered capacity shall not be considered for use by another development application until such time as the concurrency approval expires pursuant to Section 40.350.020(J)(4).

2. Upon issuance of a development approval by the review authority, this encumbered capacity shall become reserved capacity and shall not be considered for use by another development application.

3. Reserved capacity shall not be transferable to another development upon another site. Reserved capacity from a previous development approval shall not be transferable to a different land use development upon the same site.

4. Concurrency approvals shall be valid for the same period of time as the development approval, and shall expire upon the date the development approval expires. Notwithstanding the provisions of this subsection, a concurrency approval shall expire upon the date the development application for which the concurrency approval was required is:

a. Withdrawn by the applicant;

b. Denied approval by the review authority; provided, that for purposes of this section, an application shall not be deemed to be denied by the review authority until a final decision has been issued pursuant to any administrative appeal under Sections 40.510.010(E), 40.510.020(H), and 40.510.030(H); or until a final decision has been rendered by a superior court with competent jurisdiction, where such judicial appeal has been filed in a timely way; or

c. Not found to be fully complete within one hundred eighty (180) days of a pre-application concurrency approval.

(Amended: Ord. 2012-05-25)

K. Capacity Reservation for Development Agreements.

The board may reserve capacity, prior to approval of a development application by the review authority, through the approval of a development agreement authorized and executed under the provisions of RCW 36.70B.170. This reserved capacity shall be accounted for in establishing and reviewing LOS standards and in the determination of operating levels for transportation corridors and intersections.

L. Capacity Reservation for a Preferred Land Use.

1. Where the board finds that there is a significant public interest or need to provide for the approval of a preferred land use that would affect the transportation corridors and/or intersections of regional significance, the board following a public hearing may provide for the reservation of capacity for such land use. The board may direct, by ordinance, that the transportation capacity necessary to accommodate such land use be reserved for the future approval of such land uses.

2. Such reservation shall be for an identified period of time and shall be subject to annual review by the board. This reserved capacity shall be accounted for in establishing and reviewing LOS standards and in the determination of operating levels for the transportation corridors and intersections.

M. Deferral of Reserved Capacity.

If reserved trips from a development agreement (Section 40.350.020(K)) are not scheduled to be utilized for at least five (5) years, the board by administrative resolution may direct that all or a portion of such out-year trips be excluded in

concurrency testing of other project applications where anticipated transportation improvement projects, whether or not deemed reasonably funded, are expected to increase capacity on the impacted corridor(s)/intersection(s) by at least the volume of the out-year trips so deferred. When deferring use of reserved trips, the reserved trips will remain vested with the original party to the developer agreement and will be available for use by that party consistent with any conditions in the development agreement.

N. Establishment of Administrative Manual.

1. The Public Works director shall establish and adopt the methodology and criteria to be used to identify transportation corridors and evaluate the operating level for each transportation corridor and intersection of regional significance.

2. The Public Works director shall establish and adopt the methodology and criteria to be used to identify and evaluate the transportation impacts of developments which are required to be addressed in the transportation impact studies required by Section 40.350.020(D).

3. The Public Works director shall publish and regularly update an administrative manual setting forth the methodology and criteria adopted for the purposes described in Sections 40.350.020(N)(1) and (N)(2).

4. A copy of the most recent version of the administrative manual shall be made available for public inspection and review.

5. The provisions of the administrative manual shall be consistent with and implement the provisions of this section. To the extent the provisions of the manual are inconsistent with the provisions of this section, the provisions of this section shall control.

O. Mitigated Level of Service for Master Planned Developments.

Mitigated level of service standards ~~shall~~ may be established, ~~shall be approved~~ for master planned industrial, university or office uses, which the review authority finds:

~~1. Provides for family wage jobs as defined in Section 40.350.020(P);~~

~~2~~1. Are approved for master plan development under Section 40.520.070 for properties zoned light industrial (IL) or are approved as a master development plan under Section 40.230.050 for properties zoned university (U), or if previously approved, are found to substantially comply with Section 40.230.050 or 40.520.070;

~~3~~2. Are served by a transportation corridor which incorporates measures to mitigate traffic congestion, such as high occupancy vehicle lanes, fifteen (15) minute or better peak hour transit service, freeway ramp metering, or traffic signal coordination; and

43. Incorporates a commitment to commute trip reduction for all industrial, university and office on-site employers, consistent with Chapter 5.50.

(Amended: Ord. 2007-11-09; Ord. 2012-12-14)

~~P. Criteria for Family Wage Job Definition.~~

~~1. "Threshold family wage" is the income and benefit package needed to support a three (3) person, single-earner family that precludes them from eligibility for supplemental public assistance. The threshold family wage includes a cash wage and a minimum benefit package. The benefit package must be present, but is not generally included in the value of the cash wage. A cash wage that meets the threshold but does not include benefits does not meet the definition.~~

~~a. The threshold cash wage is measured by calculating the county's average annual covered wages, plus twenty-five percent (25%). The annual covered wage data is calculated by and shall be obtained from the Washington Department of Employment Security. "Covered wages" means wages covered under unemployment compensation laws.~~

~~b. To be considered for inclusion in the threshold family wage, a minimum benefit package equal to twelve and one-half percent (12 1/2%) of the average annual covered wage of the industry or actual average annual covered wages of the employees, whichever is lower, must be provided and available. Benefits provided by the employer must include, but are not limited to, an employer-paid health insurance, retirement or defined benefit program and a personal leave program.~~

~~c. Any benefits with a cash equivalent value in excess of seventeen and one-half percent (17 1/2%) of the cash wage may be credited toward cash wage if it falls under the threshold. Excess benefit value may include, but is not limited to, such things as a cafeteria plan, dental, vision, or childcare; however, the definition does not include the value of stock options or other investment-based benefits.~~

~~2. Standards.~~

~~a. To be eligible for mitigated level of service, an employer or prospective employer or employer group(s) must demonstrate that the median number of all covered wage jobs will meet or exceed the threshold family wage. Family wage jobs may be demonstrated by any of the following methods:~~

~~(1) Provide written documentation such as payroll history, tax records or other verification, as approved by the development approval authority, that average annual covered wages will meet or exceed the threshold family wage. The covered wages are measured at the company's own established internal thirty-six (36) month level of pay scale offered to employees, excluding overtime, in place at the time of application for mitigated level of service; or~~

(2) Provide a copy of the three (3) or four (4) digit North American Industry Classification System (NAICS) code for the business(es) applying for the mitigated LOS incentive. If the average annual covered wages for the industry classification meet or exceed the threshold family wage, and benefits as defined herein are provided, it is assumed that the employer meets the threshold family wage. Washington Department of Employment Security data shall be used to determine compliance with this criteria; or

(3) Sign a developer agreement to include affirmation of the fact that average annual wages of all on-site industrial or office employers will meet the threshold family wage upon legal occupancy of the building(s);

b. Provide a signed, notarized statement and documentation that a minimum benefit package as prescribed in Section 40.350.020(P)(1)(b) is provided and available to all regular full-time employees.

3. Director Obligations. The threshold family wage shall be updated annually in the county code by the Community Development director or designee upon publication of the average annual covered wages for Clark County by the Washington Department of Employment Security.

4. Enforcement.

a. At the time of annual update of the threshold family wage data, each recipient of mitigated LOS standard shall be reviewed for compliance with the threshold family wage criteria. This review shall include all employers who have had continuous occupancy of their development for a period of at least thirty-six (36) months and who have not been released from the requirements of this section. The review shall take place for five (5) consecutive years including the first thirty-six (36) month review. The review shall consist of confirmation with the Washington Department of Employment Security that reported average annual covered wages for the past year meets or exceeds the threshold family wage.

b. If, after thirty-six (36) months after the date of certificate of occupancy of a building or addition thereto, or as specified in a developer agreement, the recipient fails to meet the threshold family wage for the median of all thirty-six (36) month level-of-pay scale covered wage workers, the developer/employer shall pay a monetary penalty to the county. The penalty moneys shall then be used by the county to improve public roadways and intersections in the vicinity of the development. The amount of the penalty will be calculated as the difference between the threshold family wage required to satisfy the mitigated LOS eligibility standard and the actual average wage paid by the employer, multiplied by the total number of covered wage workers of the employer. This amount will then be increased by fifty percent (50%) and interest added consistent with RCW 82.02.020. The total amount added together will be considered as the amount of the penalty.

~~c. If the threshold family is not met after the annual reviews, the penalty shall be as follows:~~

- ~~Third year: one hundred percent (100%) of the amount calculated in Section 40.350.020(P)(4)(b);~~
- ~~Fourth year: eighty percent (80%) of the amount calculated in Section 40.350.020(P)(4)(b);~~
- ~~Fifth year: seventy percent (70%) of the amount calculated in Section 40.350.020(P)(4)(b);~~
- ~~Sixth year: sixty percent (60%) of the amount calculated in Section 40.350.020(P)(4)(b);~~
- ~~Seventh year: fifty percent (50%) of the amount calculated in Section 40.350.020(P)(4)(b);~~

~~5. Expenditure of Funds. The penalty funds shall be expended or encumbered for a permissible use within five (5) years of receipt, consistent with RCW 82.02.020.~~

(Amended: Ord. 2007-11-09)

~~Q~~P. Application of SEPA to the Director's Determinations.

Any determination made by the Public Works director pursuant to this section shall be an administrative action that is categorically exempt from the State Environmental Policy Act.

(Amended: Ord. 2006-09-05)

Section 2. Effective date. This ordinance shall take effect on November 4, 2014, or on the later date of the adoption of the revised Capital Facilities Plan.

Section 3. Instructions to the clerk.

The Clerk to the Board shall:

1. Record a copy of this ordinance with the Clark County Auditor.
2. Transmit a copy of this ordinance to the State Department of Commerce within ten days of its adoption.
3. Cause notice of adoption of this ordinance to be published forthwith pursuant to RCW 36.70A.290.
4. Transmit a copy of this ordinance to Code Publishing, Inc. to update the electronic version of the Clark County Code.

ADOPTED this 19th day of August, 2014.

BOARD OF COUNTY COMMISSIONERS
CLARK COUNTY, WASHINGTON

Attest:

Rebecca Tilton
Clerk to the Board

By Tom Mielke
Tom Mielke, Chair

Approved as to Form Only:
ANTHONY F. GOLIK
Prosecuting Attorney

By _____
David Madore, Commissioner

By Christine Cook
Christine Cook
Sr. Deputy Prosecuting Attorney

By _____
Ed Barnes, Commissioner

Exhibit D

CLARK COUNTY
STAFF REPORT

DEPARTMENT: Community Planning

DATE: November 4, 2014

REQUEST: Adopt the revised Capital Facilities Plan

CHECK ONE: X Consent _____ CAO

BACKGROUND

On August 19, 2014, the Board of County Commissioners adopted the recommended changes to the Concurrency Ordinance and also voted that those changes to the Concurrency Ordinance will go into effect the same time as when the revised Capital Facilities Plan is adopted. This action involves the Commissioners adopting the revised Capital Facilities Plan to complete the Concurrency Update process.

COMMUNITY OUTREACH

All of the notifications were followed during the process for updating the concurrency standards, including SEPA and Commerce notifications. In addition, public notice was given for both the Planning Commission and Board of County Commissioners hearings.

BUDGET AND POLICY IMPLICATIONS

The Board had requested that the Concurrency program be updated and they voted to support staff's proposed changes to the concurrency program at their August 19, 2014 hearing.

By adopting this consent item, the Board is implementing their decision from August 19 of this year and, thus ensuring the changes to the Concurrency Ordinance go into effect.

FISCAL IMPACTS

☑ **Yes (see attached form)** ☐ **No**

ACTION REQUESTED

Adopt the revised Capital Facilities Plan

DISTRIBUTION

Oliver Orjiako
Name:
Title
Oliver Orjiako, Community Planning Director

Approved: Tom Mielke
CLARK COUNTY
BOARD OF COMMISSIONERS
NOV 4, 2014
SR 242-14

FISCAL IMPACT ATTACHMENT

Part I: Narrative Explanation

I.

The proposal is to adopt the revised, 20-year Capital Facilities Plan, which is a 30% net cost reduction, as shown in Attachment A of this staff report. The 30% cost reduction, in turn, will result in an immediate reduction of Traffic Impact Fees (TIF). The average TIF reduction over all of the TIF districts is 26%. Attachment B of this staff report shows the new TIF rates.

Part II: Estimated Revenues

II. A – Describe the type of revenue (grant, fees, etc.)

The types of revenue are grants, traffic-impact fees, public works trust fund loan, and road fund.

Part III: Estimated Expenditures

III. A – Expenditures summed up: $532,500,000, refer to Attachment A, Capital Facilities Plan spreadsheet, for breakdown of different road project expenditures. These expenditures are assumed what needs to be spent over the next twenty years.

III. B – Expenditure by object category: Not Applicable

Attachment A: Revised Capital Facilities Plan

Attachment B: Revised Traffic Impact Fee Rates

ATTACHMENT A

CAPITAL FACILITIES PLAN 2014-2033

I. Committed - TIP (2014-2019)

Road	From	To	Comments	Cost	
NE 119th St	NE 72nd Ave	NE 87th Ave		$	15,000,000
NE 47th Ave @ NE 78th St	Intersection			$	1,800,000
NE 94th Ave	NE Padden Pkwy	NE 99th St		$	7,755,000
TSO Projects (5)	Various			$	6,120,000
Highway 99	NE 99th St	NE 107th St		$	8,800,000
NE 99th St	NE 94th Ave	NE 107th Ave		$	7,500,000
NE 119th St	NE 50th Ave	NE 72nd Ave		$	8,239,000
NE 47th Ave	NE 68th St	NE 78th St	Urban Dev Road OGP	$	3,417,000
NE 99th St @ SR 503	Intersection		Urban Dev Road OGP	$	2,269,000
NE 10th Ave	NE 154th St	NE 164th St		$	22,000,000
Completed Cost of 2014-19 TIP Projects				**$**	**82,900,000**

II. New - Concurrency Driven Projects

Road	From	To	Comments	Cost	
Padden Pkwy @ Andresen	Intersection		Interim upgrade	$	15,000,000
Ward Road	NE 88th St	NE 172nd Ave Bridge	1.7 capacity NB	$	9,700,000
Salmon Ck Ave	WSU Entrance	NE 50th Ave	WSU provide R/W; env. Issues	$	12,100,000
NE 119th St	NE 87th Ave	NE 112th Ave	1.0 capacity EB	$	26,200,000
NE 72nd Ave	NE 122nd St	NE 219th St	NB 1.23 capacity	$	30,000,000
Urban Arterial Intersections	Various		N/A	$	15,000,000
Cost of New Projects				**$**	**108,000,000**

III. New - Regional & Partnership Projects

Road	From	To	Comments	Cost
NE 179th St/I-5 Interchange	Delfel	NE 15th Ave	County road only	$ 15,000,000
SCIP Phase 2	NE 134th St	I-205	Assumes 50% WSDOT	$ 17,500,000
NE 182nd Ave @ SR-500[1]	Intersection			$ 1,000,000
NE 15th Ave Extension[2]	NE 179th St	NE 10th Ave	Bridge may increase cost	$ 7,000,000
NE 99th St	NE 107th Ave	SR 503		1,000,000
NE 10th Ave	NE 149th St	NE 154th St	interim upgrade option	$ 2,100,000
NE 179th St@29th Ave & @50th Ave	Intersections		Environmental Issues	$ 5,000,000
County Cost of Partnership Projects				**$ 48,600,000**

IV. TIP On-Going Programs

Programs	Comments	Estimated Annual		Cost
Bridge Repair/Rehab		$ 2,500,000		$ 50,000,000
Road Preservation		$ 7,000,000		$ 140,000,000
Rural Road Improvement Program		$ 2,000,000		$ 40,000,000
Sidewalks and ADA		$ 600,000		$ 12,000,000
Transportation Safety Imp.		$ 1,000,000		$ 20,000,000
Urban Development Road Prgm		$ 1,250,000		$ 25,000,000
Traffic Signal Optimization		$ 300,000		$ 6,000,000
Cost of OGP's		**$ 14,650,000**		**$ 293,000,000**

CFP COST **$ 532,500,000**

Notes:

1 Amounts shown in 2014 Dollars
2 County road segments with v/c > 90%
3 2035 Medium OFM projection

Footnotes: 1 Projects created due to urban holding, BoCC projects, and/or regional projects
2 Costs for 15th Avenue does not include bridge construction costs

ATTACHMENT B: REVISED TRAFFIC IMPACT FEE (TIF) RATES

TIF Rates by District (with Unspecified General Improvements& Programs)

	TIF Rates Per ADT					
	Mt. View	Hazel Dell	Orchards-North	Orchards-South	Rural 1	Rural 2
Local Projects	$201	$37	$70	$10	$5	$0
NE 99th Street	$3	$12	$38	$25	$3	$1
NE 119th Street	$30	$32	$121	$34	$17	$13
NE 179th Street	$50	$11	$4	$12	$17	$0
NE 50th Avenue	$0	$0	$0	$0	$0	$0
NE 72nd Avenue	$58	$0	$52	$16	$21	$0
NE 137th / 142nd Avenue	$0	$0	$0	$0	$0	$0
Salmon Creek Interchange	$18	$12	$2	$0	$1	$7
Andresen/Padden Parkway	$3	$19	$16	$42	$0	$0
Padden/SR-503	$0	$0	$0	$0	$0	$0
Unspecified General Improvements & Programs	$251	$251	$251	$251	$251	$31
Total	**$613**	**$375**	**$553**	**$389**	**$315**	**$52**

* Evergreen & East City TIF Districts Hidden to reflect County and City Separation in TIF Programs

ORDINANCE NO. 2014-11-03

An ordinance regarding the adoption of the revised Capital Facilities Plan.

WHEREAS, the Board of County Commissioners voted at their August 19, 2014 hearing to adopt Ordinance No. 2014-08-09, which included staff's recommended changes to the transportation concurrency ordinance Clark County Title 40 code 40.350.020; and

WHEREAS, pursuant to Ordinance No. 2014-08-09 replacing the current level-of service approach to measuring congestion with a volume-to-capacity ratio approach would provide a simplified and more understandable approach for calculating level of service; and

WHEREAS, a necessary component of the effectiveness of the revised Concurrency Ordinance is the simultaneous adoption of the revised Capital Facilities Plan and the 2014 Supplemental Budget; and

WHEREAS, the Board finds that adoption of the proposed revision to the Capital Facilities Plan would be in the best interests for the health, safety, and welfare of communities in Clark County; and

WHEREAS, the required notice under SEPA was advertised on July 2, 2014, and no comments were received; and

WHEREAS, the Department of Commerce received notice of the revisions to the Capital Facilities Plan on May 13, 2014 and had no comments; and

WHEREAS, Planning Commission held a work session on June 5, 2014 and a duly noticed public hearing on July 17, 2014 and recommended approval of the staff's recommendations to the Board of County Commissioners; and

WHEREAS the Board held a work session on February 12, 2014 and a duly noticed hearing on August 19, 2014 at which the Board adopted Ordinance No. 2014-08-09, to be effective November 4, 2014, or on the later date of the adoption of the Capital Facilities Plan; and

WHEREAS the Board held a duly advertised public hearing on November 4, 2014 to review the recommendation of the Planning Commission that the standard for transportation concurrency should be revised as proposed; Now, Therefore,

BE IT ORDERED, RESOLVED AND DECREED BY THE BOARD OF COUNTY COMMISSIONERS OF CLARK COUNTY, STATE OF WASHINGTON, AS FOLLOWS:

Section 1. Amendatory. The Clark County Capital Facilities Plan located in Appendix A, page A-3 of the 2007 Clark County Comprehensive Plan shall be amended, as shown in Attachment A of this Ordinance.

Section 2. Instructions to Clerk. The Clerk of the Board shall:

A. Transmit a copy of this ordinance to the Washington State Department of Commerce within 10 (ten) days of its adoption, pursuant to RCW 36.70A.106;

B. Record a copy of this Ordinance with the Clark County Auditor; and

C. Cause notice of adoption of this ordinance be published forthwith, pursuant to RCW 36.70A.290.

Section 3. Effective Date. The Clark County Capital Facilities Plan shall become effective on November 4, 2014 or concurrent with the effectiveness of the 2014 Supplemental Budget.

ADOPTED this 4th day of November, 2014.

Attest:
Rebecca Tilton
Clerk to the Board

BOARD OF COUNTY COMMISSIONERS
CLARK COUNTY, WASHINGTON

By Tom Mielke
Tom Mielke, Chair

Approved as to Form Only:
ANTHONY F. GOLIK
Prosecuting Attorney

By Christine Cook
Christine Cook
Sr. Deputy Prosecuting Attorney

By _____
David Madore, Commissioner

By _____
Ed Barnes, Commissioner

Attachment A: Revised Capital Facilities Plan

ATTACHMENT A

CAPITAL FACILITIES PLAN 2014-2033

I. Committed - TIP (2014-2019)

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NE 94th Ave	NE Padden Pkwy	NE 99th St		$ 7,755,000
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NE 10th Ave	NE 154th St	NE 164th St		$ 22,000,000
Completed Cost of 2014-19 TIP Projects				**$ 82,900,000**

II. New - Concurrency Driven Projects

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NE 179th St@29th Ave & @50th Ave	Intersections		Environmental Issues	$ 5,000,000
County Cost of Partnership Projects				**$ 48,600,000**

IV. TIP On-Going Programs

Programs	Comments	Estimated Annual		Cost
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CFP COST **$ 532,500,000**

Notes:

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3 2035 Medium OFM projection

Footnotes: 1 Projects created due to urban holding, BoCC projects, and/or regional projects
2 Costs for 15th Avenue does not include bridge construction costs

Exhibit E

Study

SR 503 Corridor Plan: Vancouver to Battle Ground

Planning study news

The Washington State Department of Transportation has completed a corridor study to help inform future improvements and investments that will benefit and support all users of SR 503.

Timeline	February 2022 - Summer 2023
Status	Complete
Budget	$200,000

Purpose

WSDOT is studied how people use SR 503 and how continued growth might affect future use. Focus areas included addressing gaps in active transportation (e.g., biking, walking and rolling) facilities, access to transit, vehicle traffic pain points, safety improvements and freight mobility planning. The study will result in the SR



View full ima

WSDOT has conducted a planning study of State Route 503, between the cities of Vancouver and Battle Ground,

503 Corridor Plan, a long-term vision for SR 503, with recommended improvements and investments to benefit users of SR 503 and nearby communities.

Earlier this year, WSDOT hosted an online open house to gather input from people who use this corridor. The ideas and comments received will be considered in the development and refinement of future improvements and investments that will benefit and support travelers of all modes and abilities for many years to come.

in Clark County, to determine how current and future growth of the area impacts travelers, businesses and residents who use this stretch of highway. The SR 503 Corridor Plan focused on SR 503 and the surrounding areas from NE 99th Street to NE 244th Street/NW 25th Street.

Stay informed by subscribing to our email updates

Background | Timeline | Funding | Outcomes | Contact

SR 503 is an important north-south highway connecting Battle Ground, Vancouver and the surrounding communities in north and central Clark County, WA. It serves residents and businesses along the corridor, carrying local commuters, freight and regional recreational traffic. Ongoing development through Battle Ground and Brush Prairie is fueling urban and suburban growth along the corridor.

In 2019, between 19,000 and 32,000 vehicles used SR 503 each day. As the corridor continues to develop, WSDOT expects increased demand and growing delays at peak travel times. In light of this, WSDOT seeks to identify operational enhancements and transportation improvements that will benefit all users of the highway.

The SR 503 Corridor Plan is focused on SR 503 and the surrounding areas from NE 99th Street to NE 244th Street/NW 25th Street. The study team and its partners:

- Review vehicle access along the corridor to determine whether it is too restricted or too unrestricted.
- Develop strategies for a connected and low-stress active transportation

network.

- Consider industrial, commercial and residential growth in the city of Battle Ground and north Clark County and its effects on congestion.
- Explore Practical Solutions and Transportation Systems Management and Operations (TSMO) strategies to maximize use of existing infrastructure.
- Determine Transportation Demand Management, transit and other TSMO strategies to provide mobility, access and congestion relief.
- Improve corridor safety.
- Identify any equity and environmental justice issues and determine strategies to address them.

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Exhibit F

Metropolitan Transportation Plan for Clark County



Southwest Washington Regional Transportation Council

METROPOLITAN TRANSPORTATION PLAN

FOR CLARK COUNTY

Adopted: December, 2000

RTC Board Resolution 12-00-30

Preparation of this Plan was funded by grants from the Washington State Department of Transportation,
U.S. Department of Transportation (Federal Highways Administration and Federal Transit Administration)
and local funds from RTC member jurisdictions

Southwest Washington Regional Transportation Council
RTC
1351 Officers' Row
Vancouver, WA 98661
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http://www.rtc.wa.gov

STAFF REPORT

TO: Southwest Washington Regional Transportation Council Board of Directors

FROM: Dean Lookingbill, Transportation Director

DATE: November 28, 2000

SUBJECT: **Metropolitan Transportation Plan Amendment, Resolution 12-00-30**

BACKGROUND

The Metropolitan Transportation Plan (MTP) for Clark County is the long-range regional transportation plan for the region. It has a twenty-year planning horizon and represents the collective strategy for developing a regional transportation system that provides mobility and accessibility for personal travel and goods movement. The Plan also facilitates existing and planned economic development. The MTP identifies future travel needs, recommends policies/strategies, and identifies implementation programs to meet future needs. Federal and state law requires that the Plan undergo periodic review. The Metropolitan Transportation Plan (MTP) for Clark County was initially adopted by the RTC Board of Directors in December 1994. The Plan has been subject to annual review and has undergone two major updates and three amendments in the ensuing six years (see attached *Chronology of MTP Update and Amendment, 1994 to 2000*).

The proposed 2000 amendment will make minor changes to the MTP which will 1) incorporate the I-5 High Occupancy Vehicle (HOV) project, 2) update the MTP's base year performance measure report from year 1996 to 1999 and 3) make minor amendments to the MTP's Appendix A list of projects to incorporate the I-5 HOV project, incorporate ITS program/projects, delete those projects now complete and to note the projects which are now underway or fully funded.

The proposed changes are further described below:

1) Incorporation of the I-5 High Occupancy Vehicle (HOV) Project

The proposed I-5 A.M. peak period HOV project, from 134th Street to Mill Plain Boulevard, is to be incorporated into the MTP (see attached graphic, *I-5 Vancouver/Portland HOV Project Proposal*). This follows action taken earlier in 2000 by the RTC Board to support the project. Incorporating this project requires an update to the regional air quality conformity analysis report in the MTP (see Appendix A section below). Opening of the HOV lane will occur in conjunction

with the completion of the I-5 widening construction project now underway. WSDOT is continuing to develop detailed HOV operational analyses, design plans and to address the needed environmental processes. RTC staff, in coordination with agency partners, is developing a public awareness campaign for the project.

2) Update Chapter 3 Base Year Transportation System Elements

Two changes are proposed to Chapter 3. The first change is an update to Table 3-5: C-TRAN Fixed Route System (see attached, *C-TRAN Fixed System - Bus Routes, July 2000*). The version in the current MTP reflects C-TRAN service as of January, 1999. However, in July, 2000 C-TRAN service underwent the largest change in C-TRAN's history.

The second proposed change is an update to the output base year data from the regional travel forecasting model presented in Chapter 3 of the MTP. The base year is updated from 1996 to 1999. The attached tables entitled *Regional Travel Forecast Model Results: Comparison of Key MTP System Performance Measures*, contain summarized results of regional transportation performance measures which reflect the updated base year.

3) Minor Revisions to Appendix A

Transportation projects identified in the MTP are listed in the MTP Appendix A (see attached, *MTP Appendix A*). As stated above, the Appendix A list of projects/programs will be amended to incorporate the I-5 HOV project and ITS program/projects. The table is also amended to delete those projects now complete and to note those projects now underway or fully funded. The table denotes deletions by strikeout and additions are underlined. Several projects have been deleted from Sections B and C and added to Section A to reflect that they are underway or fully funded. Projects must be identified in the Plan before they can be programmed for federal funding in the Metropolitan Transportation Improvement Program (MTIP). The revised regional air quality conformity analysis is also included in Appendix A. The results show that the MTP will not negatively impact regional air quality conformity.

During 2000, public involvement activities at which the MTP was presented include transportation outreach events at Westfield Shopping Town, Vancouver (formerly Vancouver Mall) held on April 1, and June 10, 2000. RTC coordinated with Clark County, City of Vancouver and WSDOT to organize and staff the event which provided the public an opportunity to learn about local, regional and state transportation plans and projects and to provide comment on the Plan and its development. RTC also participated at a transportation information booth coordinated with WSDOT at the 2000 Clark County Fair from August 4 through 13, 2000. The MTP is developed with technical review and input provided by Regional Transportation Advisory Committee (RTAC) members and policy review provided by the RTC Board. The Metropolitan Transportation Plan document can be accessed from RTC's web site at http://www.rtc.wa.gov/programs/mtp/outline.htm.

POLICY IMPLICATION

The MTP represents the framework plan and policies for development of the regional transportation system. The 2001-2003 Metropolitan Transportation Improvement Program (TIP), adopted in October 2000, is consistent with the Plan. RTC, as the Regional Transportation Planning Organization (RTPO), must certify that there is consistency between the MTP and the transportation elements of local comprehensive plans required under the Growth Management Act (GMA) and that the transportation elements conform with the GMA's requirements. The evaluation of local transportation elements was carried out by RTC in 1994 and re-evaluated in 1997. The certification is re-affirmed with the MTP update. A major update to the MTP will be carried out in conjunction with the update to the Comprehensive Growth Management Plan for Clark County update due in December, 2001. Consistency and certification will be reviewed as part of the update process in 2001. Also, to be addressed with the 2001 MTP update is a re-evaluation of MTP project priorities.

BUDGET IMPLICATION

Regular update and amendment of the adopted MTP is a requirement for the receipt of federal transportation funds. Federal regulations require that the MTP contain a financial plan that demonstrates consistency between proposed transportation investments and available and projected sources of revenue. After revenues are set aside for system maintenance, preservation and operating costs, the remaining revenues are available to fund capital improvements to the regional transportation system identified in the MTP.

ACTION REQUESTED

Adoption of Resolution 12-00-30, "2000 Metropolitan Transportation Plan Amendment".

ADOPTED this _____ day of _____ 2000,

by the Southwest Washington Regional Transportation Council.

SOUTHWEST WASHINGTON
REGIONAL TRANSPORTATION COUNCIL

ATTEST:

_____
Royce E. Pollard
President of the Board

_____
Dean Lookingbill
Transportation Director

ATTACHMENTS

SOUTHWEST WASHINGTON REGIONAL TRANSPORTATION COUNCIL

RTC Board of Directors

Clark County	Commissioner Craig Pridemore
Clark County	Commissioner Betty Sue Morris
Clark County	Commissioner Judie Stanton
City of Vancouver	Mayor Royce Pollard (President)
City of Vancouver	Pat McDonnell (City Manager)
Cities East	Mayor Charles Crumpacker (Washougal) (Vice-President)
Cities North	Mayor Bill Ganley (Battle Ground)
Ports	Commissioner Arch Miller Moser (Port of Vancouver)
C-TRAN	Lynne Griffith (Executive Director/CEO)
WSDOT	Donald Wagner (Southwest Region Administrator)
ODOT	Kay Van Sickle (Region 1 Manager)
Metro	Councilor Rod Monroe
Skamania County	Commissioner Judy Carter
Klickitat County	Commissioner Ray Thayer

Regional Transportation Advisory Committee Members

WSDOT Southwest Region	Mary Legry / Glenn Schneider
Clark County Public Works	Pete Capell / Bill Wright
Clark County Planning	Patrick Lee / Evan Dust
City of Vancouver, Public Works	Thayer Rorabaugh / Matt Ransom
City of Vancouver, Community Development	Tamara deRidder
City of Washougal	Mike Conway
City of Camas	Eric Levison
City of Battle Ground	Paul Haines
C-TRAN	Deb Wallace
Port of Vancouver	Chris Wamsley
ODOT	Dan Layden
Metro	Christina Deffebach
Regional Transportation Council	Dean Lookingbill

METROPOLITAN TRANSPORTATION PLAN FOR CLARK COUNTY
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CHAPTER 1

INTRODUCTION: MTP VISION, PURPOSE AND GOALS

The Metropolitan Transportation Plan (MTP) for Clark County is the region's principal transportation planning document. It represents a regional transportation plan for the metropolitan area of Clark County developed through a coordinated process between local jurisdictions in order to develop regional solutions to transportation needs. The *first Regional Transportation Plan* (RTP) for Clark County was adopted in December 1982. An *Interim Regional Transportation Plan*, which acted as a framework for development of Growth Management Act (GMA) transportation elements, was adopted in September, 1993. The MTP for Clark County was adopted in December, 1994, updated in 1996 and subsequently amended in 1997, 1998 and in April, 1999. An updated MTP was adopted in 1999 to extend the horizon year of the MTP to the 2020 and a minor MTP amendment adopted in December, 2000. It is intended to be a plan to meet transportation needs over the next 20 years and a plan to direct the metropolitan transportation planning process. This introductory chapter presents the vision, purpose, goals, scope, statutory requirements and decision-making process involved in development of the MTP for Clark County.

VISION

The MTP is a collective effort to address the development of a regional transportation system which will facilitate planned economic growth and maintenance of the region's quality of life.

PURPOSE

The MTP identifies future regional transportation system needs and outlines transportation plans and improvements necessary to maintain adequate mobility within and through the region. The region has to plan for a future regional transportation system which will adequately service the population and employment growth projected for Clark County. The transportation system is multi-modal and includes the region's highway system for transportation of people and goods, the transit system, pedestrian and bicycle facilities, as well as ports, airports and rail facilities of regional significance. Intermodal connecting points are a vital part of the system. The MTP's goals, objectives and policies help to guide jurisdictions and agencies involved in transportation planning and programming of projects throughout Clark County.

GOALS

The goal of the MTP is to outline a long-range plan which will provide for the highest level of transportation services and mobility for Clark County, at the most cost-effective price and with the least environmental impact (see Figure 1-1).

- An acceptable level of mobility for personal travel and goods movement throughout the regional transportation network and adequate access to locations throughout the region.

- The MTP identifies cost-effective recommendations; those solutions that provide adequate mobility to the users while minimizing total system costs.

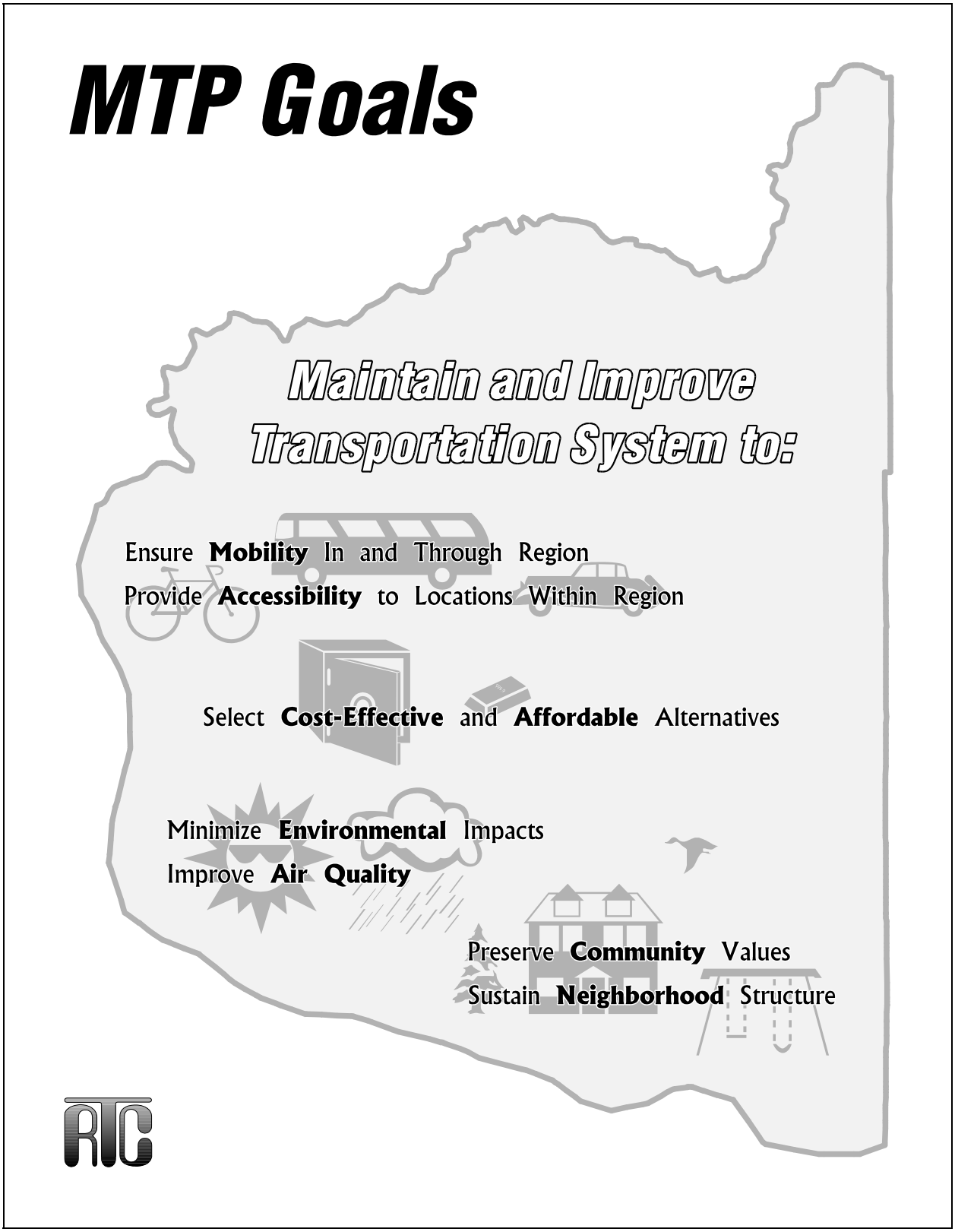


Figure 1-1: RTP Goals

- The MTP recommends transportation improvements which will minimize impact to the environment. Recommended transportation improvements should be consistent with community environmental values and neighborhood structures.

There is consistency between the general MTP goals outlined above and the policies established by local jurisdictions and agencies working together through the Growth Management Act (GMA) planning process. Excerpts from the adopted *Community Framework Plan* and the County-wide Planning Policies relating to transportation are re-printed below and these constitute the Principles and Guidelines with which the transportation elements of local comprehensive plans required under the Growth Management Act are reviewed for certification purposes.

Transportation (5.0)

The Transportation Element is to implement and be consistent with the land use element. The *Community Framework Plan* envisions a shift in emphasis of transportation systems from private vehicles to public transit (including high-capacity transit and light rail), and non-polluting alternatives such as walking and bicycling. The following policies are to coordinate the land use planning, transportation system design and funding to achieve this vision.

COUNTY-WIDE PLANNING POLICIES (5.1)

a. Clark County, Metropolitan Planning Organization (MPO) and the Regional Transportation Planning Organization (RTPO), state, bi-state, municipalities, and C-TRAN shall work together to **establish a truly regional transportation system** which:

   1) **reduces reliance on single occupancy vehicle transportation** through development of a **balanced transportation system** which emphasizes **transit**, **high capacity transit**, **bicycle and pedestrian improvements**, and **transportation demand management**;

   2) encourages **energy efficiency**;

   3) recognizes **financial constraints**; and

   4) **minimizes environmental impacts** of the transportation systems development, operation and maintenance.

b. Regional and bi-state transportation facilities shall be planned for within the context of county-wide and **bi-state air, land and water resources**.

c. The State, MPO/RTPO, County and the municipalities shall adequately **assess** the **impacts of regional transportation facilities** to maximize the benefits to the region and local communities.

d. The State, MPO/RTPO, County and the municipalities shall strive, through **transportation system management strategies**, to optimize the use of and maintain existing roads to minimize the construction costs and impact associated with roadway facility expansion.

e. The County, local municipalities and MPO/RTPO shall, to the greatest extent possible, establish **consistent roadway standards**, **level of service standards** and **methodologies**, and **functional classification schemes** to ensure consistency throughout the region.

f. The County, local municipalities, C-TRAN and MPO/RTPO shall work together with the business community to develop **a transportation demand management strategy** to meet the goals of state and federal legislation relating to transportation.

g. The State, MPO/RTPO, County, local municipalities and C-TRAN shall work cooperatively to consider the development of transportation corridors for **high capacity transit** and adjacent land uses that support such facilities.

h. The State, County, MPO/RTPO and local municipalities shall work together to establish a **regional transportation system** which is planned, balanced and compatible with planned land use densities; these agencies and local municipalities will work together to ensure coordinated transportation and land use planning to achieve adequate mobility and movement of goods and people.

i. State or regional facilities that generate substantial travel demand should be sited along or near major transportation and/or public transit corridors.

SCOPE

The MTP for Clark County takes the year 2020 as its horizon year. Travel demand for the region is forecast for this future year and improvements to the transportation system are recommended based on the projected travel demand.

The area covered by the MTP is the whole of Clark County (see Figure 1-2). Clark County is located in the southwestern part of the state of Washington at the head of the navigable portion of the Columbia River. The Columbia River forms the western and southern boundaries of the county and provides over 41 miles of river frontage. The county's northern boundary is formed by the Lewis River and to the east are the foothills of the Cascades. Urban Clark County is part of the northeast quadrant of the Portland, Oregon metropolitan area.

People and goods move throughout the regional transportation system without consideration for city, county, and state boundaries. Transportation problems extend beyond jurisdictional boundaries so the MTP analyzes the future transportation needs for the entire region and, at the same time, provides a cooperative framework for coordinating the individual actions of a number of jurisdictions.

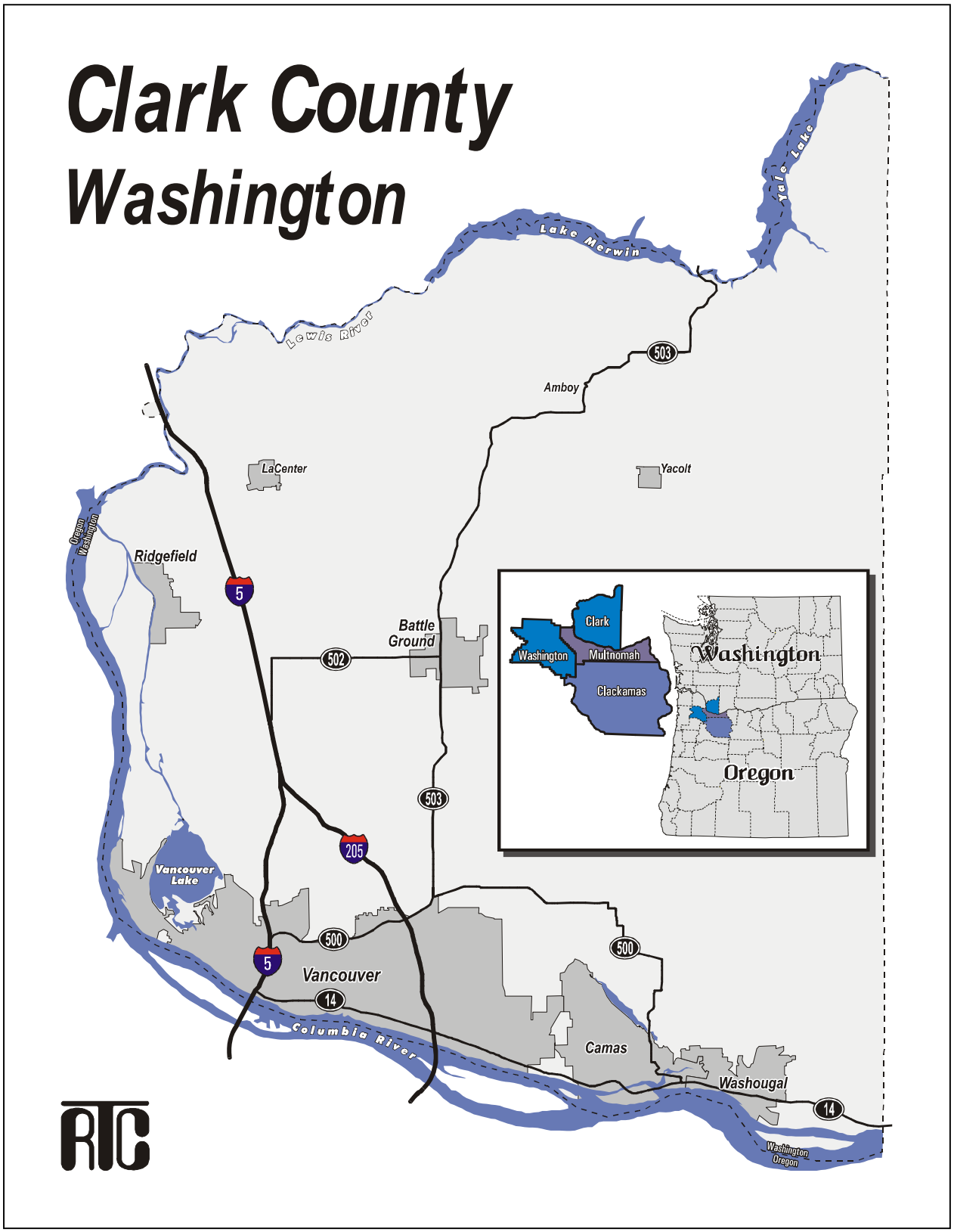


Figure 1-2: Clark County Washington (location map)

TRANSPORTATION ISSUES ADDRESSED IN MTP

- Transportation system maintenance, preservation and safety.
- Emphasis on existing regional corridors to minimize neighborhood disruption.,
- Development of corridors to improve economic development potential.,
- The role of transit in serving peak hour commuters and in serving general transportation needs in both peak and non-peak hours.
- The future role for high capacity transit alternatives in Clark County.
- Accessibility across the Columbia River in terms of capacity, economic development, corridor location, connecting roadways.
- Encouragement of non-motorized transportation modes.
- The role of system management (TSM) and demand management (TDM) techniques in transportation provision.
- Federal, state, local and private sources of revenue for transportation capital and maintenance projects.
- Air quality impacts of regional transportation system improvements.
- The role of the private sector in transportation system development.
- Intermodal transportation facilities, such as ports, rail terminals and airports.

STATUTORY REQUIREMENTS

FEDERAL

The joint Federal Highways Administration (FHWA) and Federal Transit Administration (FTA) regulations require that, as a condition for receiving federal transportation funding, urbanized areas with over 50,000 population establish a "continuing, cooperative, and comprehensive transportation planning process". The process should result in transportation plans and programs which are consistent with the comprehensive land use plans of all jurisdictions within the region.

Federal regulations require a designated **Metropolitan Planning Organization** (MPO) be the forum for cooperative decision-making by principal elected officials of the region's general purpose local governments. Southwest Washington Regional Transportation Council (RTC) was designated as the Metropolitan Planning Organization (MPO) for Clark County by agreement of the Governor of the State of Washington and units of general purpose local governments (representing at least 75 percent of the affected population, including the central cities) on July 8th of 1992. RTC succeeded the Intergovernmental Resource Center (IRC) as MPO for the Clark County region. With passage of the Intermodal Surface Transportation Efficiency Act

(ISTEA) of 1991, Clark County became a federally-designated Transportation Management Area (TMA).

The Southwest Washington Regional Transportation Council, as the MPO, in cooperation with the Washington State Department of Transportation and C-TRAN, Clark County's transit operator, is responsible for carrying out federal transportation planning requirements. Federal requirements include the development of a long-range Metropolitan Transportation Plan.

The first RTP for Clark County was developed by the MPO and was adopted in December 1982. An *Interim Regional Transportation Plan for Clark County* was adopted in September, 1993. The *Interim RTP* served to establish regional transportation policies and to provide consistency with the regional Transportation Improvement Program (TIP). This MTP version provides not only a bench-mark document for local decision-makers but also meets federal requirements of the FHWA and FTA. Prior to the development of the 1982 RTP, the Portland-Vancouver Metropolitan Area Transportation Study (PVMATS) served as the long-range plan for Portland and Vancouver. PVMATS was carried out by the Columbia Regional Association of Governments (CRAG) and listed a number of highway projects needed in the region by 1990.

The federal government requires the MPO to develop a Metropolitan Transportation Plan, to meet the requirements of the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 and its successor Act, the Transportation Equity Act for the 21st Century (TEA-21) of 1998. In air quality non-attainment areas, review and Plan updates are required at least every three years. Updates are to confirm the Plan's validity and its consistency with developing trends in transportation system use and conditions. The MPO also has to select and prioritize transportation projects for programming in a **Transportation Improvement Program** (TIP) to be updated at least every two years. The TIP specifies federally funded transportation projects to be implemented during the next three years. Projects are listed in the TIP based upon a realistic estimate of available revenues. Projects programmed for funding in the TIP have to be consistent with the adopted MTP.

The MTP should be a central mechanism for structuring effective investments to enhance transportation system efficiency. It should consist of short- and long-range strategies to address transportation needs. The transportation plan is to be consistent with the region's comprehensive long-range, land use plans, development objectives, and the region's overall social, economic, environmental, system performance, and energy conservation goals and objectives.

The urban transportation planning process to be followed in the development of a transportation plan shall include:

- consideration of the social, economic and environmental effects in support of Intermodal Surface Transportation Efficiency Act (1991) and the Clean Air Act,
- provisions for citizen participation,
- no discrimination on the grounds of race, color, sex, national origin, or physical disability under any program receiving federal assistance,

- special efforts to plan public mass transportation facilities and services for the elderly and for people with disabilities,

- consideration of energy conservation goals and objectives,

- involvement of appropriate public and private transportation providers, and

- the following activities as necessary, and to the degree appropriate, for the size of the metropolitan area and the complexity of its transportation problems:

  - analysis of existing conditions of travel, transportation facilities, vehicle fuel consumption and systems management,

  - projections of urban area economic, demographic, and land use activities consistent with urban development goals, and projections of potential transportation demands based on these activity levels,

  - evaluation of alternative transportation improvements to meet area-wide needs for transportation and make more efficient use of existing transportation resources and reduce energy consumption,

  - refinement of transportation plan by corridor, transit technology, and staging studies; and subarea, feasibility, location, legislative, fiscal, functional classification, institutional, and energy impact studies, and

  - monitoring and reporting of urban development, transportation and energy consumption indicators and a regular program of reappraisal of the transportation plan,

The MTP is to meet federal planning requirements outlined above and should comply with provisions set forth in the Intermodal Surface Transportation Efficiency Act (ISTEA) and the Transportation Equity Act for the 21st Century (TEA-21), the Clean Air Act, the Americans with Disabilities Act and Title VI of the Civil Rights Act of 1964. ISTEA outlined sixteen planning factors which were to be incorporated into the regional transportation planning process in non-attainment areas for carbon monoxide or ozone. TEA-21 legislation consolidates these planning factors into **seven** broad areas to be considered in the planning process. The growing importance of operating and managing the transportation system is recognized as a focal point for transportation planning. The seven areas are listed below:

1. Support the **economic vitality** of the metropolitan area, especially by enabling global competitiveness, productivity and efficiency;

2. Increase the **safety** and **security** of the transportation system for motorized and non-motorized users;

3. Increase the **accessibility** and **mobility** options available to **people** and for **freight**;

4. Protect and enhance the **environment**, promote **energy conservation**, and improve **quality of life**;

5. Enhance the integration and **connectivity** of the transportation system, across and between modes, for people and freight;

6. Promote efficient **system management** and **operation**; and

7. Emphasize the **preservation** of the existing transportation system.

STATE

Metropolitan Transportation Plans are expected to be consistent with the policies and objectives outlined in the *Transportation Policy Plan for Washington State*. The first State Policy Plan was submitted to the Washington State Legislature by the Washington State Department of Transportation (WSDOT) in January, 1990. Since the 1990 Policy Plan was published, WSDOT has issued annual updates. Each year, a number of issues are selected to be the focus for policy plan development. In 1994 the focus issues were Intermodal Transportation, Weight Restrictions and Road Closures, Telecommunications and Transportation Linkages and Proposed Financial Policies for Funding Washington's Transportation System. In 1995 the report to the Legislature focused on issues affecting the transportation system. The State of Washington has developed a *Statewide Multimodal Transportation Plan* which addresses transportation facilities owned and operated by the state, including state highways, the Washington State Ferries, and state-owned airports. It also addresses facilities and services that the state does not own, but has an interest in. These include public transportation, freight rail, intercity passenger rail, marine ports and navigation, non-motorized transportation, and aviation. Planning is carried out in cooperation with local governments, regional agencies, and private transportation providers to ensure that Washington's transportation system provides convenient, reliable, safe, efficient, and seamless connections and services to all citizens. Steps in the State's planning process included definition of services objectives for the state's transportation systems, determination of system deficiencies where systems will not meet service objectives over the next twenty years, proposal of strategies to address identified deficiencies and monitoring of programs and projects implemented from the Plan to assess the effectiveness of the strategies and to identify new deficiencies for future Plan updates. State highway needs are identified in the *State Highway System Plan (HSP), 1997-2016* (WSDOT; March, 1996). An updated System Plan (1999-2018) is scheduled for adoption by the Washington State Transportation Commission in December of 1997. In December, 1996 the *Public Transportation and Intercity Rail Passenger Plan for Washington State* was completed. The MTP should attain and maintain consistency with the *Statewide Multimodal Transportation Plan*.

Recommendations in the State Policy Plan include:

- establishment of a regional transportation planning process to coordinate transportation, economic development and land use activities; providing a framework for cities, counties, the state, ports, transit agencies and other interest to coordinate planning activities,
- preservation of roads, streets, highways, bridges, transit, railroads, airports, bikeways and walkways with sufficient state funding provided for studying needs and provision of certain transportation facilities,
- an urban mobility policy emphasizing the movement of people rather than vehicles; with provision for efficient alternatives to one-person vehicles,
- a requirement that transportation improvements be reasonably concurrent with growth,
- reduction of travel demand by such methods as increasing parking fees, flex-time and peak travel restrictions,
- increased efforts to provide improved transportation system access for the elderly and persons with disabilities,
- coordination of the many federal, state and local public transportation programs for rural areas,
- further study of the transportation needs for the mobility of rural residents. In rural areas intermodal connection terminals at the community level were seen to be important,
- provisions for bicyclists and pedestrians with emphasis given to the importance of providing for their safety in accessing transportation facilities,
- provisions for commodity movements and the determination of needed alignments for routes that serve ports as well as mitigation of impacts of urban congestion on freight movement. State assistance for preservation of freight rail service was recommended,
- the need to maximize multiple uses of rights of way, and
- provision of state support for regional passenger rail transit authorities.

WASHINGTON STATE'S REGIONAL TRANSPORTATION PLANNING PROGRAM

Washington State's Growth Management Act (ESHB 2929), enacted in 1990, approved the Regional Transportation Planning Program which created a formal mechanism for local governments and the state to coordinate transportation planning for regional transportation facilities. The Growth Management Act (GMA) authorized the creation of Regional Transportation Planning Organizations (RTPOs) by units of local government. Southwest Washington Regional Transportation Council (RTC) is the designated RTPO for the three-county area of Clark, Skamania and Klickitat. In 1994, SHB 1928 was passed by Washington's

legislature which clarifies the duties of the RTPO outlined in the GMA and further defines RTPO planning standards.

The duties of the RTPO, as outlined in the GMA and SHB 1928, include:

- designation of the regional transportation system,

- development of a six-year **Transportation Improvement Program** (TIP) to include regionally significant city road projects, county road projects, transit capital projects and WSDOT transportation projects. The TIP must include a financial plan.

- development of a **Regional Transportation Plan** (RTP) to include a regional transportation strategy, identification of existing and planned facilities and programs, Level of Service standards, a financial plan, assessment of regional development patterns and capital investment, a regional transportation approach and the Plan should establish the relationship of High Capacity Transit to other public transportation providers. The concept of least cost planning was introduced in SHB 1928. Future RTP (MTP) updates should be based on a least cost planning methodology once the concept is further defined and developed in relation to transportation applications.

- review of the Regional Transportation Plan at least every two years to ensure that it is current.

- establish guidelines and principles for development and evaluation of the transportation elements of local comprehensive plans and certify that they meet the requirements of Section 7 of the GMA and are consistent with the MTP.

It is intended that the Regional Transportation Planning Program be integrated with, and augment, the federally-required Metropolitan Planning Organization (MPO) Program. The RTPO has to be the same organization as that designated as the current MPO. The regional transportation planning program extends transportation planning by the RTPO's to rural areas not covered by the federal program. It is intended that the program tie in and be consistent with local comprehensive planning in urban, and rural areas.

It is intended that the regional transportation planning process follow the listed principles. The process should:

- guide the improvement of the regional transportation system

- use regionally consistent technical methods and data

- consider environmental impacts

- ensure early and continuous public involvement

- be consistent with the local comprehensive planning process

- be an ongoing process
- incorporate multimodal planning activities
- address major capacity expansion and operational improvements to the regional transportation system
- be a partnership, including federal, state, and local governments, special districts, private sector, general public and others during conception, technical analysis, policy development and decision-making

RTC will continue the previously established regional transportation planning process for the MPO, supplemented by the regional transportation planning standards formulated by WSDOT for RTPOs, in order to meet the requirements of the state's 1990 Growth Management Act. To comply with the state standards the MTP will include the following components:

- description of the designated regional transportation system,
- regional transportation goals and policies. Level of service standards will be established and used to identify deficient transportation facilities and services,
- regional land use strategy. Existing and proposed land uses defined on local comprehensive land use plans determine the regional development strategy and will be used as the basis for transportation planning,
- identification of regional transportation needs. An inventory of existing regional transportation facilities and services, identification of current deficiencies and forecast of future travel demand will be carried out,
- development of financial plan for necessary transportation system improvements,
- regional transportation system improvement and strategy plan. Specific facility or service improvements, transportation system management and demand management strategies will be identified and priorities determined,
- establishment of a performance monitoring program. The performance of the transportation system will be monitored over time. The monitoring methodology, data collection and analysis techniques to be used will be outlined, and
- plans for implementation of the MTP.

State legislation of significance in regional transportation planning includes the Growth Management Act (1990), High Capacity Transit legislation (1990), the Clean Air Washington Act (1991), the Commute Trip Reduction law (1991) and SHB 1928 (1994).

INTERGOVERNMENTAL COORDINATION - CLARK COUNTY MTP UPDATE DEVELOPMENT PROCESS

In order to make the MTP not only a Plan to provide carefully thought-out solutions to transportation issues and problems but also a Plan that all jurisdictions can subscribe to and implement, the regional transportation planning committee structure has been established. The committees established by RTC to carry out MPO/RTPO activities work to strengthen the process of MTP development. Consistent with the 1990 GMA legislation, a three-county RTC Board of Directors has been established to serve the RTPO region. Individual County Committees and Boards also play a part in regional transportation decision-making. Representation on the RTC Board of Directors includes three representatives from Clark County, one from Skamania County, one from Klickitat County, two from the City of Vancouver, one from small cities to the East, one from small cities to the north, one from C-TRAN, and one representative of the Ports of Clark County. The role of, and representation on, the RTC Board of Directors and individual County Policy Boards and Committees is described in the *Bylaws of Southwest Washington Regional Transportation Council* (July 7, 1992) and *Interlocal Agreement for Establishment of the Southwest Washington Regional Transportation Council*. The regional transportation committee structure is outlined in Figure 1-3. For Clark County, the Regional Transportation Advisory Committee (RTAC) provides technical advice to the RTC Board of Directors.

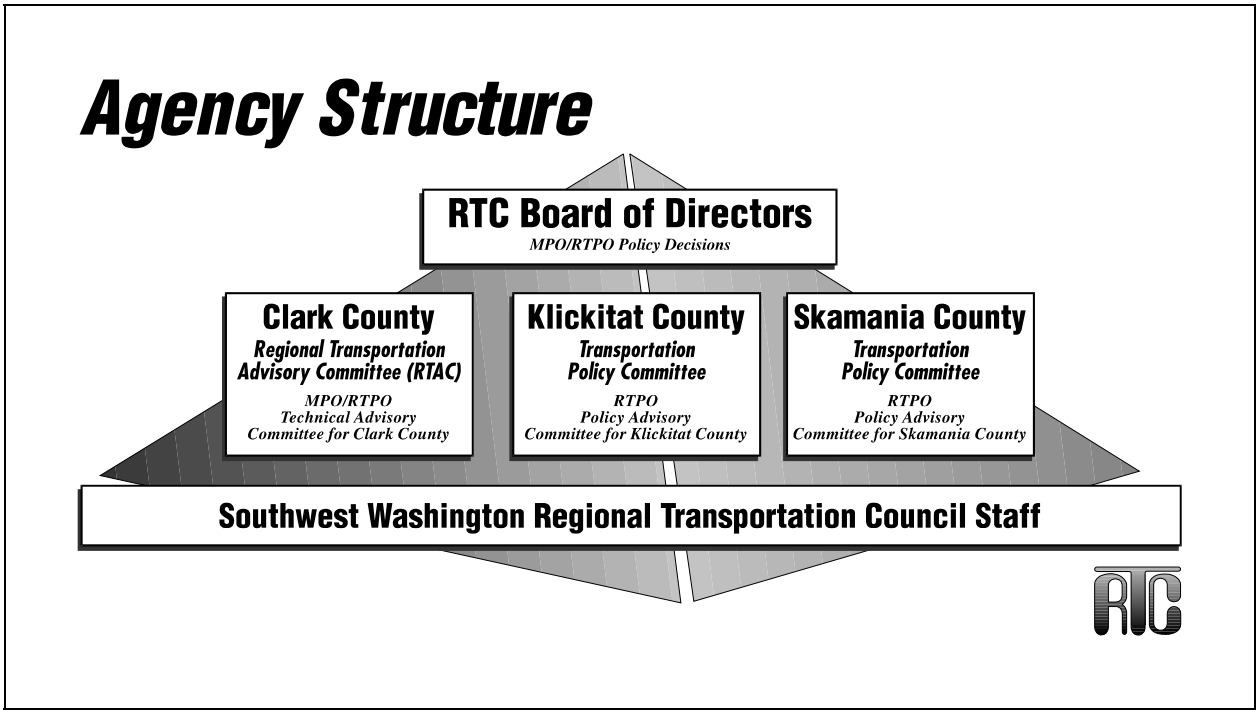


Figure 1-3: RTC Agency Structure

BI-STATE COORDINATION

Clark County, Washington forms part of the Portland-Vancouver metropolitan area; the remainder of the metropolitan area being in the state of Oregon. Planning for the metropolitan

area is undertaken by two regional planning agencies, the Metropolitan Service District (Metro) in Portland, Oregon and the Southwest Washington Regional Transportation Council (RTC) in Clark County. Each agency carries out transportation planning activities for its respective geographic areas in accordance with the designated federal, state and local authority. However, since the two agencies represent the interests of a single metropolitan area it is necessary to have coordination between them to address interstate transportation issues and problems.

Coordination and cooperation in transportation planning activities between the two states are afforded by cross-representation on transportation committees and by coordination in development of the Metropolitan Transportation Plans, Transportation Improvement Programs and Unified Planning Work Programs (UPWPs) for the two respective areas. Membership of both the RTC Board of Directors and Regional Transportation Advisory Committee (RTAC) includes representatives from Oregon Department of Transportation (ODOT) and Metro. The Metro Joint Policy Advisory Committee on Transportation (JPACT) includes representatives from WSDOT, Clark County and the City of Vancouver and the Metro Transportation Policy Alternatives Committee (TPAC) includes representatives of WSDOT and RTC, with C-TRAN an associate member.

TRANSPORTATION FUTURES COMMITTEE AND THE REGIONAL TRANSPORTATION PLANNING PROCESS

0In February, 1995 Clark County voters defeated the financing proposal for the Clark County portion of the South/North Light Rail Transit (LRT) project. The defeat of the LRT vote led to an extensive discussion of the next steps for addressing bi-state transportation needs. Policy makers agreed that it was imperative to engage the community in a full debate on a wide range of transportation issues and needs facing Clark County. Hence, shortly after the vote, local elected officials recommended that a citizen-based discussion of future transportation issues be implemented. This led to the appointment of the Transportation Futures Committee. The Committee's purpose was to provide elected officials with a set of citizen findings that can be considered as transportation plans and programs are developed. Between September 28, 1995 and July 11, 1996, the Committee met twenty times. These included evening meetings and three all-day Saturday workshops. The findings of the Transportation Futures Committee are outlined in Chapter 5 (System Improvement and Strategy Plan).

LEVEL OF SERVICE STANDARDS

Level of service standards represent the minimum performance level desired for transportation facilities and services within the region. They are used as a gauge for evaluating the quality of service on the transportation system and can be described by travel times, freedom to maneuver, traffic interruptions, comfort, convenience, and safety. The Washington State Growth Management Act states that these standards should be regionally coordinated. The standards are used to identify deficient facilities and services in the transportation plan, and are also to be used by local governments to judge whether transportation funding is adequate to support proposed land use developments. Level of service standards for Clark County, are further addressed in Chapter 3.

CLARK COUNTY METROPOLITAN TRANSPORTATION PLAN UPDATE: WORK PLAN

As a first step in preparation of the Clark County MTP a work plan to be followed in the development process was put together (see Figure 1-4). The work plan outlines major tasks to be covered in the development of the MTP. The MTP is designed as a benchmark Plan to meet federal MPO requirements for regional transportation planning in Clark County and incorporates elements required by the state regional transportation planning standards as a result of the 1990 GMA legislation and SHB 1928 legislation passed in 1994.

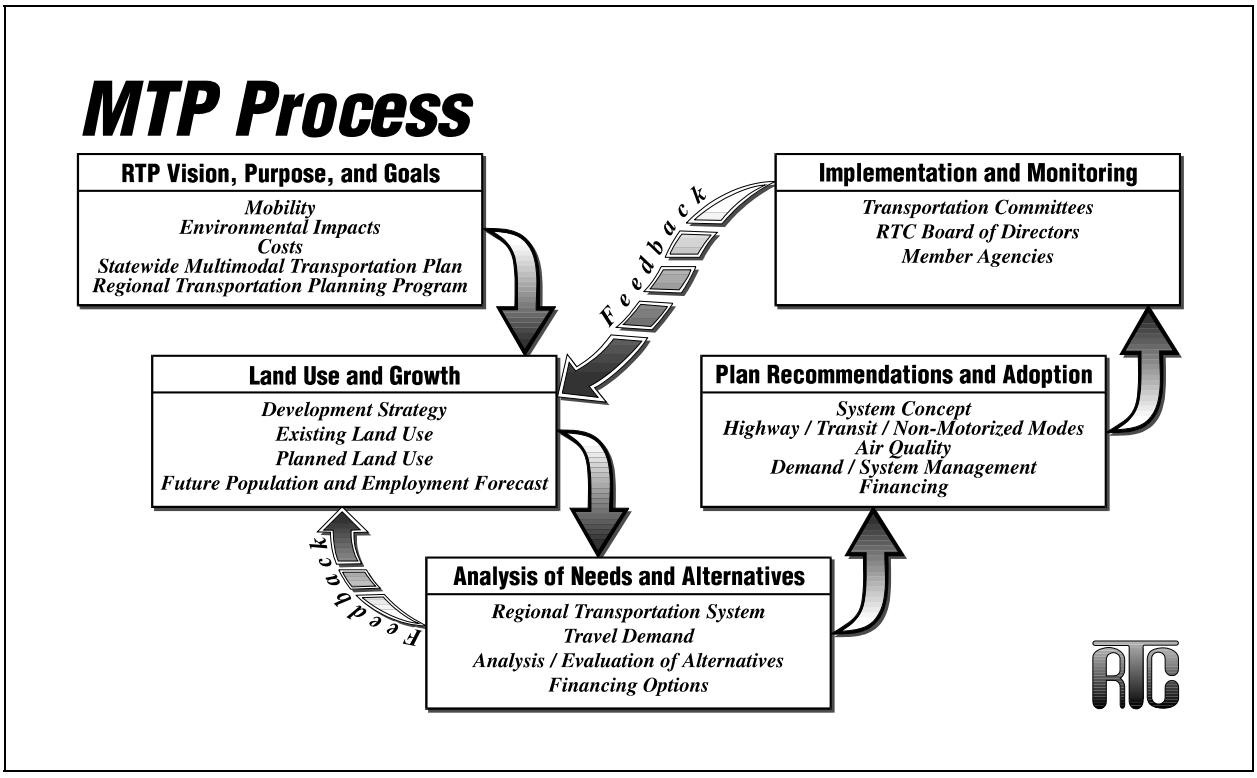


Figure 1-4: MTP Process

An outline of the chapters of the Plan is provided below. The MTP relies on regional transportation policies, known growth trends and base case regional travel forecasting results to present regional transportation needs.

OUTLINE OF MTP CHAPTERS

Chapter 1: **Introduction; MTP Vision, Purpose and Goals**. The MTP is introduced and its general goals, policies, statutory authority and purpose are described. The MTP process is outlined as well as regional transportation committee structure and intergovernmental cooperation and coordination in MTP development. The concept of level of service standards is introduced.

Chapter 2: **Regional Land Use and Growth**. Clark County's demographic data, development trends and regional development strategy are discussed. Existing and future land uses and development patterns are identified.

Chapter 3: **Identification of Regional Transportation Needs**. The regional transportation system is designated and defined. The characteristics and patterns of today's and future regional travel demand, today's transportation problem locations and future regional needs are described. Needs criteria such as acceptable levels of service, safety and accessibility are outlined. Transportation system alternatives are described and evaluated.

Chapter 4: **Financial Plan**. Revenue sources are identified and described and a plan for financing transportation system improvements is presented.

Chapter 5: **System Improvement and Strategy Plan**. Recommendations for development of the regional transportation system are made. Highways, transit systems and demand management alternatives are considered. The findings of the Transportation Futures Committee are also addressed.

Chapter 6: **Performance Monitoring**. Performance monitoring measures are described. Procedures to maintain the MTP's consistency with the state transportation plan, local transportation plans, major land use decisions and regional demographic projections are outlined.

Chapter 7: **Plan Development and Implementation**. Provisions for involvement of the public in development of the MTP are described. Provisions for implementation of regional transportation goals, policies and actions established by the MTP are described. The MTP review and amendment process is outlined, should changing policies, financial conditions or growth patterns warrant amendment of the Plan. The GMA-required biennial review process and need for triennial update to satisfy federal requirements is described.

CHAPTER 2

LAND USE, GROWTH AND TRANSPORTATION

LAND USE AND TRANSPORTATION

In developing a metropolitan transportation plan the fundamental relationship between transportation and land use should be recognized and the effect that land use and growth have on transportation considered.

The linkage between land use and transportation is a complex issue but on a simple level the linkage can be thought of as working in two ways:

1) The spatial distribution and type of land use activity influences both the demand for travel and travel characteristics.

   Different types of land use generate and attract differing traffic rates, for example, retail land uses will generate more trips than residential land uses.

2) Improving access by expanding the transportation system allows for the development of land that was formerly inaccessible.

The Land Use/Transportation cycle is illustrated in Figure 2-1.

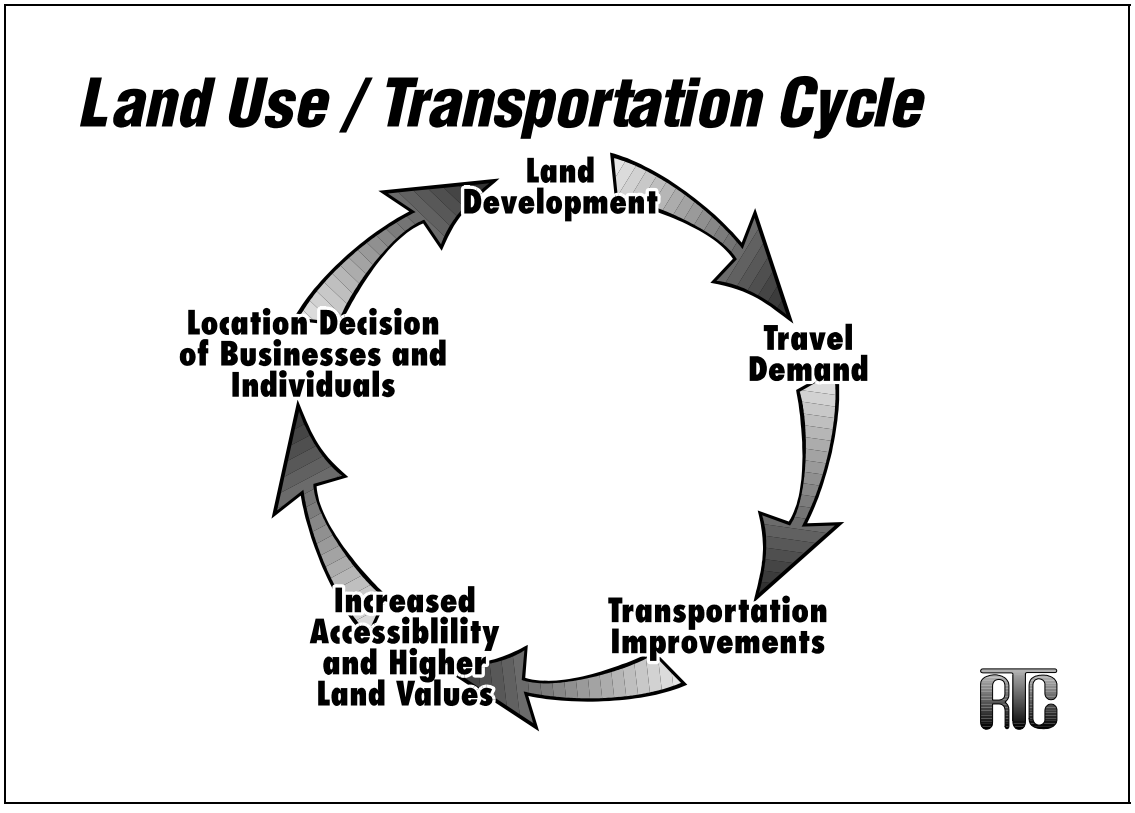


Figure 2-1: Land Use/Transportation Cycle

The Washington State 1990 Growth Management Act (GMA) recognized the importance of the linkage between land use and transportation and included in the Act were requirements that local comprehensive plans include a transportation element. Under the GMA, RTPOs were established to extend transportation planning. RTC was designated as RTPO for a three-county region which includes Clark, Skamania and Klickitat counties. The RTPOs were authorized to review the transportation elements of local comprehensive plans and certify that they comply with GMA requirements which included a requirements for consistency between the land use and transportation elements.

Land use and transportation are inter-linked; land use activities largely determine travel demand and desire. When different land uses are segregated, length of trips tends to increase. These longer trips are usually served more conveniently by the automobile, thus reducing the use of transportation alternatives, such as walking or transit, to meet mobility needs.

GROWTH AND DEVELOPMENT

Sustained economic development and growth within a region is desirable because of the economic benefits that increased employment and a larger tax base can bring. However, while growth can contribute to the health of a region's economy it can also have adverse impacts. Unmanaged, fast rates of growth can have a severe impact on the ability of a community to provide needed infrastructure and services. The costs of growth can include worsening levels of traffic congestion, decline in air quality, and overall degradation of the quality of life.

The need to maintain economic viability and, at the same time, quality of life is a challenge. Components which contribute to a desirable quality of life include job opportunities, affordable housing, a healthy environment with clean air and recreational opportunities. An efficient, safe transportation system contributes to the quality of life for residents of a region and can act as an attractor for economic development.

GROWTH IN CLARK COUNTY

Clark County has seen significant rates of growth in the last two decades. Between 1970 and 1999 the population of the county increased by 162% from 128,454 in 1970 to 337,000 in 1999 while the number of households increased by 206% from 42,816 in 1970 to an estimated 131,000 in 1999 (see Figure 2-2). The increase in total employment (all full- and part-time jobs) in the county was 245% from 42,977 in 1970 to over 148,100 in 1999. Washington State's Office of Financial Management (OFM) estimates that Clark County's 2000 population is at 345,000. The rapid growth seen in the County in the last two decades has increased demands on the regional transportation system.

Development of a transportation policy plan to provide for mobility of people and goods has to consider how to plan for a transportation system which can support increases in travel demand caused by growth in population and employment. At the same time this system has to be affordable and minimize environmental impacts to maintain the quality of life. A safe, efficient transportation system can work to enhance economic development within a region and

development of the transportation system in conjunction with land use plans can contribute to positive growth management.

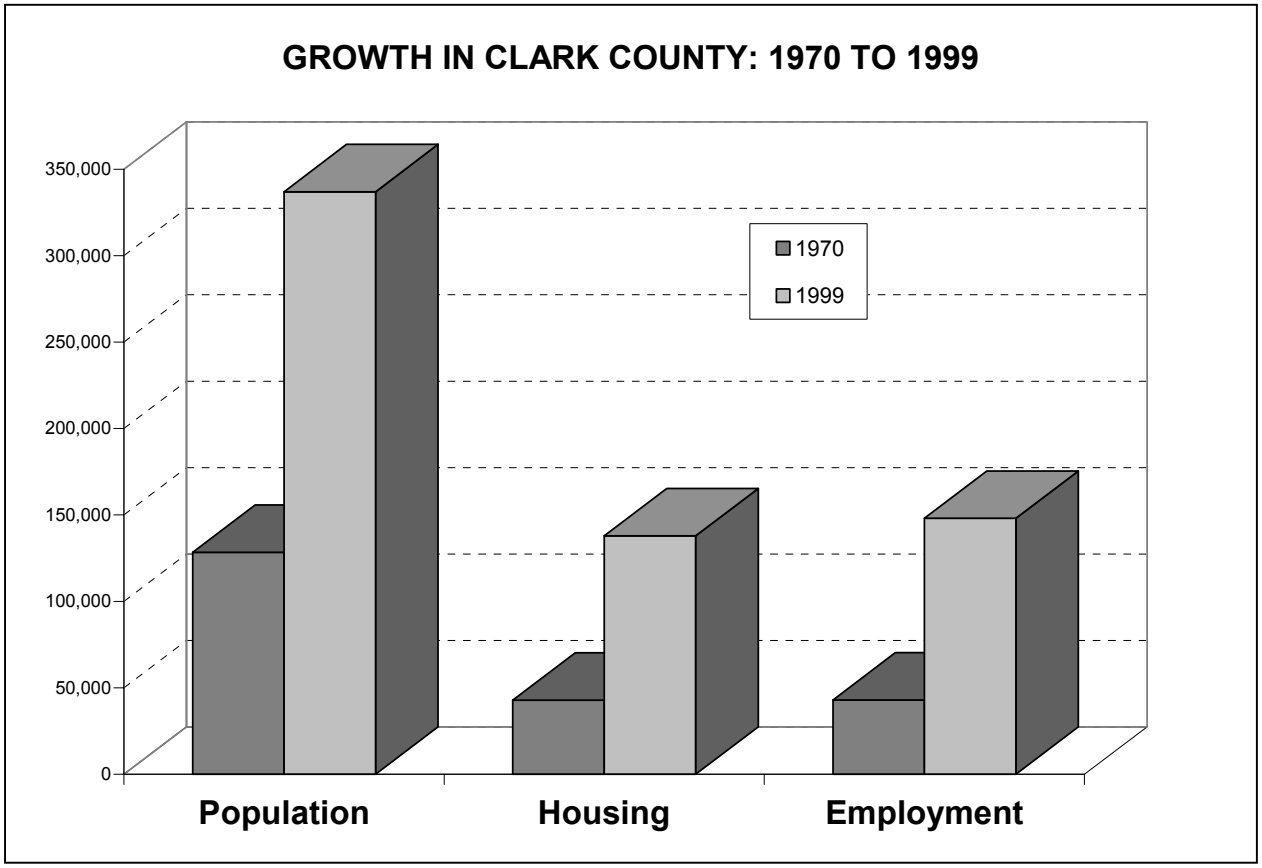


Figure 2-2: Growth in Clark County, 1970-1999

EXISTING LAND USES IN CLARK COUNTY

From the City of Vancouver, the urban hub of the county on the banks of the Columbia River, Clark County spreads through a rapidly growing suburban band, across agricultural lands and a network of smaller cities and towns to the slopes of the Cascade Mountain Range. The county is compact, measuring approximately 25 miles across in either direction and has an area of 405,760 acres (627 square miles).

Clark County's growth was stimulated by the development of "traditional" industries such as pulp and paper manufacturing, aluminum production and, during the wartime years, shipbuilding activities. In recent years the county has proved to be attractive to new manufacturing activities; the region is able to offer reasonably priced land for development in an attractive setting within a metropolitan area. Power is affordable and the region's location on the Pacific Rim, with easy access to Portland International Airport, has contributed to its growth and development. With the establishment of "new" high technology industries the region has been successful in diversifying its economic base. Major employers include Hewlett-Packard, SEH America, Georgia-Pacific Corporation, Fred Meyer, Southwest Washington Medical Center, Frito-Lay,

Burlington Northern Railroad, Wafertech, Columbia Machine, AVX Vancouver Corporation, American Kotobuki Electronics, the Vancouver Clinic, Sharp Microelectronics, and Underwriters' Laboratory.

Clark County's location on the northern periphery of the Portland metropolitan area has contributed to the significant growth in residential developments and employment activities within the county in recent years. The nationwide trend toward development of the suburbs of metropolitan areas for residential developments, as well as employment activities, is apparent in this region. This development trend has implications for the provision of transportation infrastructure and services.

In Clark County the past two decades has seen rapid population growth with most of the growth occurring in the unincorporated areas. Between 1970 and 2000 the incorporated areas saw a growth in population of 216% (54,267 population in 1970 to 171,525 in 2000) while the growth in the unincorporated areas was 134% (from 74,187 population in 1970 to 173,475 in 2000). The proportion of the population living in the unincorporated areas increased from 58% in 1970 to a high of 74% in 1992 and is 50% in 2000 while the proportion living in the incorporated areas changed from 42% in 1970 to a low of 26% in 1992 and the proportion is 50% in 2000 (see Figure 2-3). Recent annexations by the City of Vancouver and the County's smaller cities have produced this trend. A large annexation of the Cascade Park area to Vancouver took place in 1997; Vancouver became the State's fourth largest city and in 2000 Vancouver has a population of 137,500.

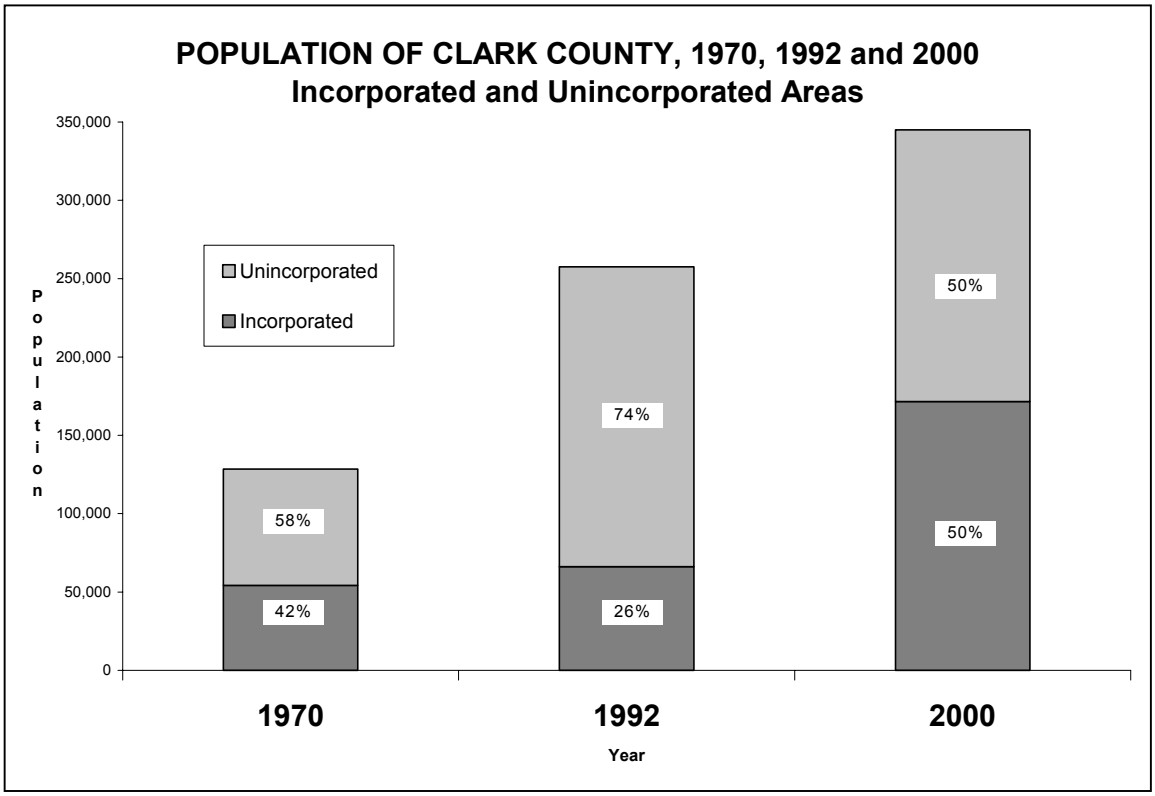


Figure 2-3: Incorporated and Unincorporated Population, 1970, 1992 and 2000

The provision of public facilities and services, including transportation, is a principal determinant of land use patterns. In relating land use patterns to the transportation system it is evident that contemporary land use patterns in Clark County have evolved largely as a result of dependence on the automobile for mobility of its residents. An examination of the existing combined land use maps of all the County's jurisdictions indicates that, within the urban area, residential and commercial activities have spread out along Highway 99, Fourth Plain, Mill Plain and SR-14. Late 1980's and 1990s growth in the Vancouver Mall area and Cascade Park/East County areas has resulted from the opening of SR-500 and I-205.

The City of Vancouver had seen relatively small growth in its population in the 1970's and 1980's. However, several recent annexations of land into the City have boosted its population from 65,360 in 1995 to 127,900 in 1997. In 2000, Vancouver's population is estimated at 137,500. Several new office buildings have opened in downtown Vancouver and great efforts are underway to revitalize the downtown area with apartments under construction, plans for new office buildings and events center. However, the focus for retail activity has shifted to the Vancouver Mall area. The Vancouver Mall area was annexed to the City of Vancouver in 1992. Significant residential development has occurred in the Cascade Park and east County area. Making the development of the Vancouver Mall and Cascade Park/east county areas possible was the opening of new highway facilities, I-205 and SR-500, offering increased accessibility to the two areas.

The Vancouver Mall area was a relatively isolated and undeveloped tract of the unincorporated County when the 918,000 square foot shopping mall was constructed in two phases in 1977 and 1980. However, the improved access provided by the completion of the I-205 Glenn Jackson Bridge in 1982 and SR-500 in 1984, contributed to the area's rapid development in recent years. New commercial, retail, and residential developments have been attracted to the area, including offices, shops, restaurants, hotel units and apartments. The first phase (over 440,000 square feet) of Vancouver Plaza, a retail development on 45 acres to the south-west of Vancouver Mall, opened in fall 1988 and the Parkway Plaza office development to the west of the Mall has seen the completion of three large office buildings.

The Glenn-Jackson Bridge carrying I-205 across the Columbia opened in 1982. This relieved the bottleneck on I-5 and opened up access to the Portland region from east Clark County, including access to Portland International Airport. Rapid development of the area to the east of I-205 followed. A lot of the County's recent growth has focused on the 4-lane Mill Plain corridor, between 112th and 164th Avenues. A mix of residential development has taken place ranging from the adult community at Fairway Village to numerous large apartment developments and the Fisher's Landing development. Commercial development began in the area in 1978 when Fred Meyer opened a shopping center at Chkalov and Mill Plain. Others were quick to realize the area's commercial potential. Recent commercial developments have included Columbia Square, Fisher's Mercantile and Mountain View Village.

Provision of public facilities and services, including transportation, has shaped the development of land uses in Clark County up to the present and will continue to do so in the future.

LAND USE: PLANS FOR THE FUTURE

Comprehensive plans are the means by which local jurisdictions plan for their future growth and development; they can provide a process for anticipating and influencing the orderly and coordinated development of land. Within Washington State planning authority is delegated by the state to local governments in RCW 36.70A, 35.63 and 35A.63. Before passage of the Growth Management Act, comprehensive plans were required to have a land use element showing the general distribution and location of land for various uses, as well as a circulation element showing the street system and transportation routes. Under planning provisions contained in the 1990 Growth Management Act, now contained in RCW 36.70a and RCW 47.80, local comprehensive plans become the basis for defining and integrating land use, transportation, capital facilities, public utilities and environmental protection elements. Within the comprehensive planning process these elements have to be inter-related and there has to be consistency between them. The GMA legislation requires that land use decisions should not be made without consideration of transportation needs and impacts.

CLARK COUNTY JURISDICTIONS' COMPREHENSIVE LAND USE PLANS AND ZONING - THEIR USE IN THE REGIONAL TRANSPORTATION PLANNING PROCESS

As part of the Growth Management planning process, Clark County adopted a *Community Framework Plan* in April 1993 to serve as a guide for the County's long-term growth over a period of fifty plus years. The *Framework Plan* envisions a collection of distinct communities; a hierarchy of growth and activity centers. Land outside the population centers is to be dedicated to farms, forests, rural development and open space. The twenty-year comprehensive plan is to guide the growth of the County toward the future vision. Growth Management plans for the urban areas of Clark County were developed by Clark County and the cities and town of the region through a Partnership Planning process. Plans for the rural and natural resource lands are handled by Clark County. GMA plans for the County and urban areas were subject to review under the State Environmental Policy Act (SEPA). In September, 1994, the *Final Supplemental Environmental Impact Statement for the Comprehensive Growth Management Plans of Clark County, Battle Ground, Camas, La Center, Ridgefield, Vancouver, Washougal, Yacolt, Volume I and Public Comments, Volume II* was published by Clark County. The public was given many opportunities to get involved in the planning process. In December of 1994 the GMA plans for Clark County were adopted and in May of 1996 revisions were adopted. The twenty year plans include urban area boundaries.

Comprehensive land use plans are used in the regional transportation planning process as the basis for determining future land uses and identifying where future development is likely to occur. The visionary development strategy presented in the *Community Framework Plan* and GMA plans were used as the basis for determining the future demographic distribution throughout Clark County.

POPULATION AND EMPLOYMENT FORECAST

For the Portland-Vancouver metropolitan region as a whole, demographic forecasts are usually formulated through a cooperative planning process by the Metropolitan Service District (Metro),

Portland, Oregon. The forecast region includes Clark County in Washington State, as well as Multnomah, Clackamas and Washington counties in Oregon. The MTP population forecast is a regional forecast developed by Washington Office of Financial Management (OFM) who worked with Metro and local jurisdictions in determining the forecast. Clark County's 2020 population is forecast to exceed 473,000, the number of households is forecast to be over 192,000, and total employment is forecast to exceed 227,000. The 2020 forecasts represent a 41% increase in population from a 1999 population of 337,000, a 47% increase in households, and a 54% increase in employment from 148,100 total full- and part-time jobs in Clark County in 1999.

TRANSPORTATION ANALYSIS ZONES

In the regional transportation planning process the forecast growth in housing and employment for the year 2020 is converted into projections of future travel demand. For the purpose of analyzing future travel demand, a "Transportation Analysis Zone" (TAZ) System is used. The Portland metropolitan area is divided into TAZs; there are 459 zones in Clark County and 2 Clark County external zones. For each Clark County TAZ, the comprehensive plan land use designations and existing zoning are used as a basis for distributing 2020 forecasts for housing and employment. The demographic distributions are based on the County's assessor's data, building permit data and on vacant, buildable lands analysis.

DISTRIBUTION OF FUTURE GROWTH

As described above, the population of Clark County is forecast to grow by over 136,000 during the planning period from 1999 to 2020 and employment is set to grow by more than 79,000. GMA plans call for the focus of development within the Vancouver UGA to be in three growth centers: Downtown Vancouver, Vancouver Mall and the Salmon Creek/Washington State University vicinity. Denser patterns of development are to be encouraged along the main transportation corridors where transit service expansion is planned. In the I-5 corridor, densities and appropriate urban designs are to be encouraged to maximize the efficiencies of land use and allow for High Capacity Transit development. The smaller cities of Clark County are planning for denser development and expansion of their urban boundaries as they become focuses for growth outside of the core urban area of Vancouver.

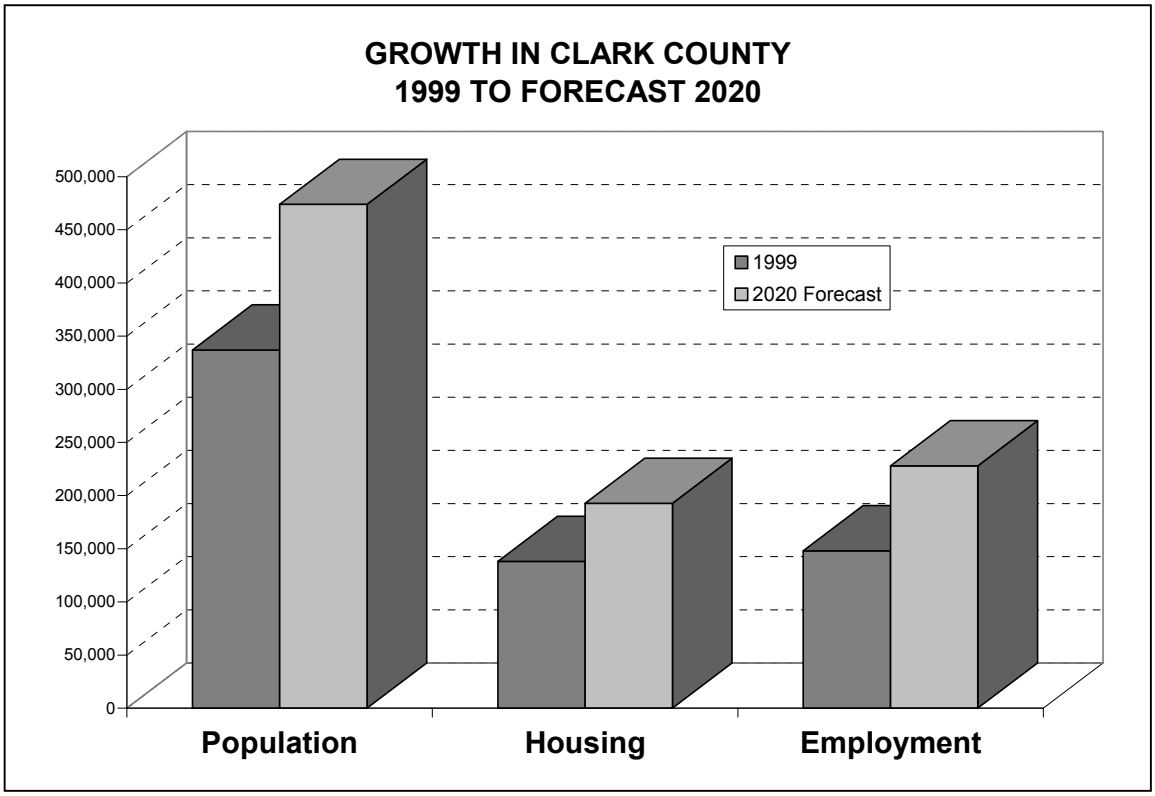


Figure 2-4: Growth in Clark County, 1999 to Forecast 2020

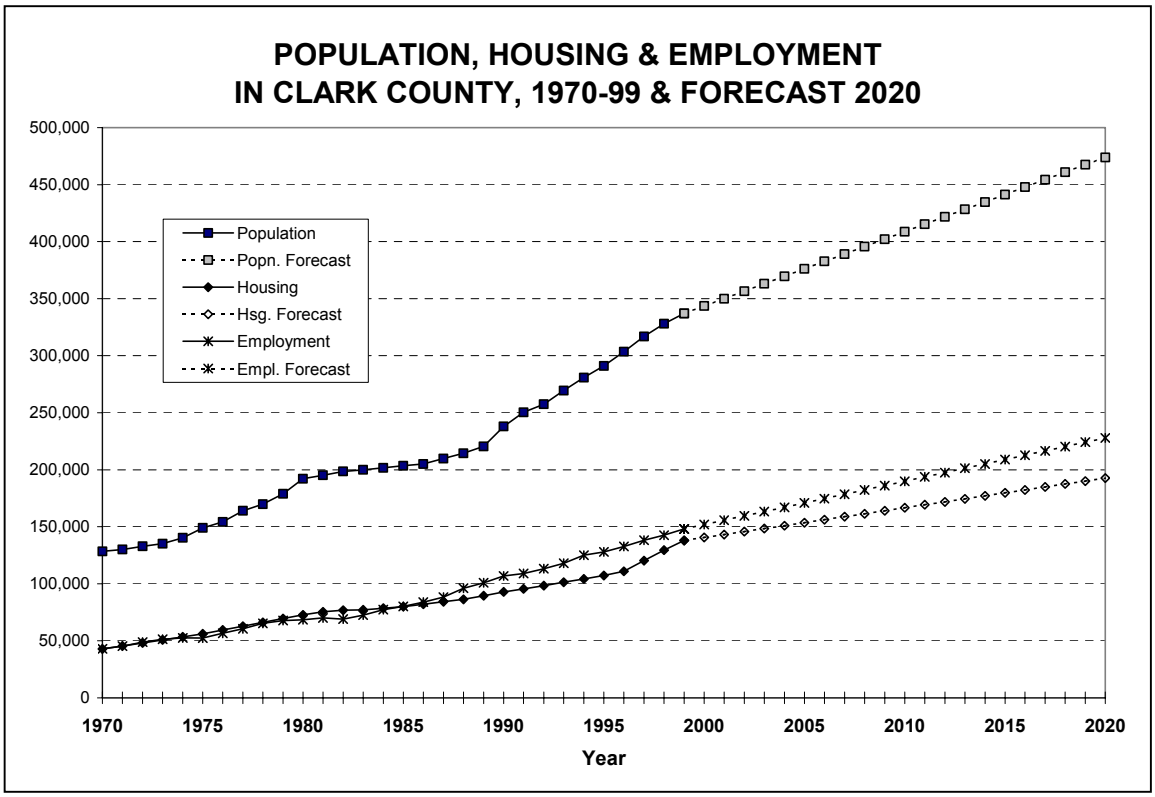


Figure 2-5: Population, Housing and Employment in Clark County, 1970-99 & Forecast 2020

DEMOGRAPHIC TRENDS

Not only does development and resulting land use patterns, together with growth in population and employment and its distribution, affect travel demand but current demographic trends are also tending to cause an increase in travel demand.

One of the most significant demographic trends in terms of land use and provision of transportation services is the trend toward smaller household size due to more single-person households and smaller family size. In 1980 the average number of persons per household in Clark County was 2.76, in 1990 it had fallen to 2.69 and, in future, is expected to decrease further. The 20-year forecast of population and housing for Clark County estimates an average of 2.5 people per household in future. Forecast population growth, combined with these demographic trends, results in significant development pressures for more housing and expansion of land devoted to residential uses. Smaller household size can lead to increased travel demand and the expansion of residential land uses necessitates improvements to the transportation system to access new and developing residential areas.

Another demographic trend that affects travel demand is the increase seen in female participation in the work force with a resulting increase in two-worker households. Typically, the two workers in the household each use an auto to get to work, use the auto for work purposes while at work, use it to run errands at lunch time and before or after work and, if they have a family, to take their children to daycare facilities. All result in people's increased reliance on the automobile that they consider their most convenient transportation mode.

Employment patterns have also been changing, with a relative decline seen in the traditional, blue-collar, industrial jobs and an increase in service sector employment. Clark County has seen this change in employment structure and has seen growth in "high-tech" employment and a large increase in the retail sector in recent years. The number of jobs is increasing in suburban areas such as Clark County and employment is dispersing throughout the region. The "new" suburban places of employment have also tended to add to travel demand because of their dispersal, because they have been designed for auto-commuters and are not so easily served by transit service.

Travel demand has also grown as the number of registered passenger cars in Clark County has increased dramatically over the last three decades (see Figures 2-6 and 2-7). 1960 to 2000 saw a 268% increase in population in Clark County but at the same time there was a 392% increase in registered passenger cars. Table 2-1 shows the 1970 to 2000 increase in registered passenger cars and registered vehicles (includes all trucks, commercial and recreational vehicles plus passenger cars) in Clark County. The number of passenger cars per household has increased at the same time as household size has decreased resulting in even more autos on Clark County highways.

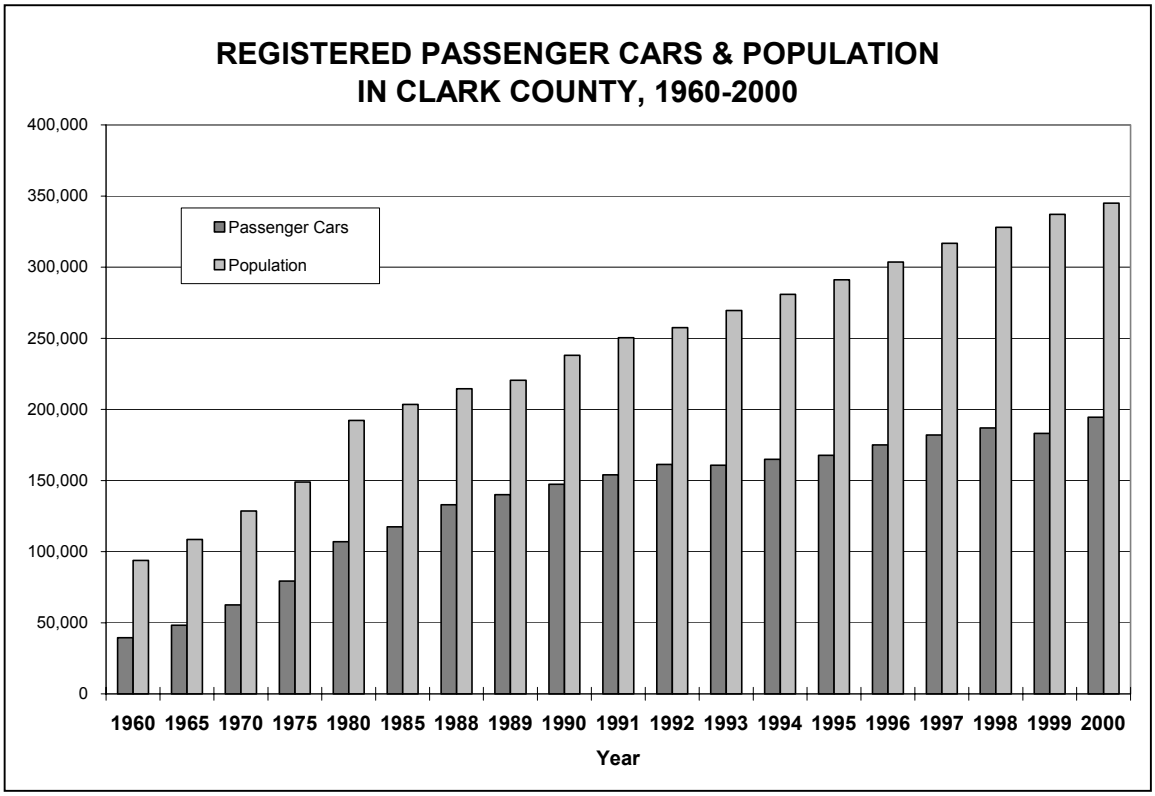


Figure 2-6: Registered Passenger Cars & Population in Clark County, 1960-2000

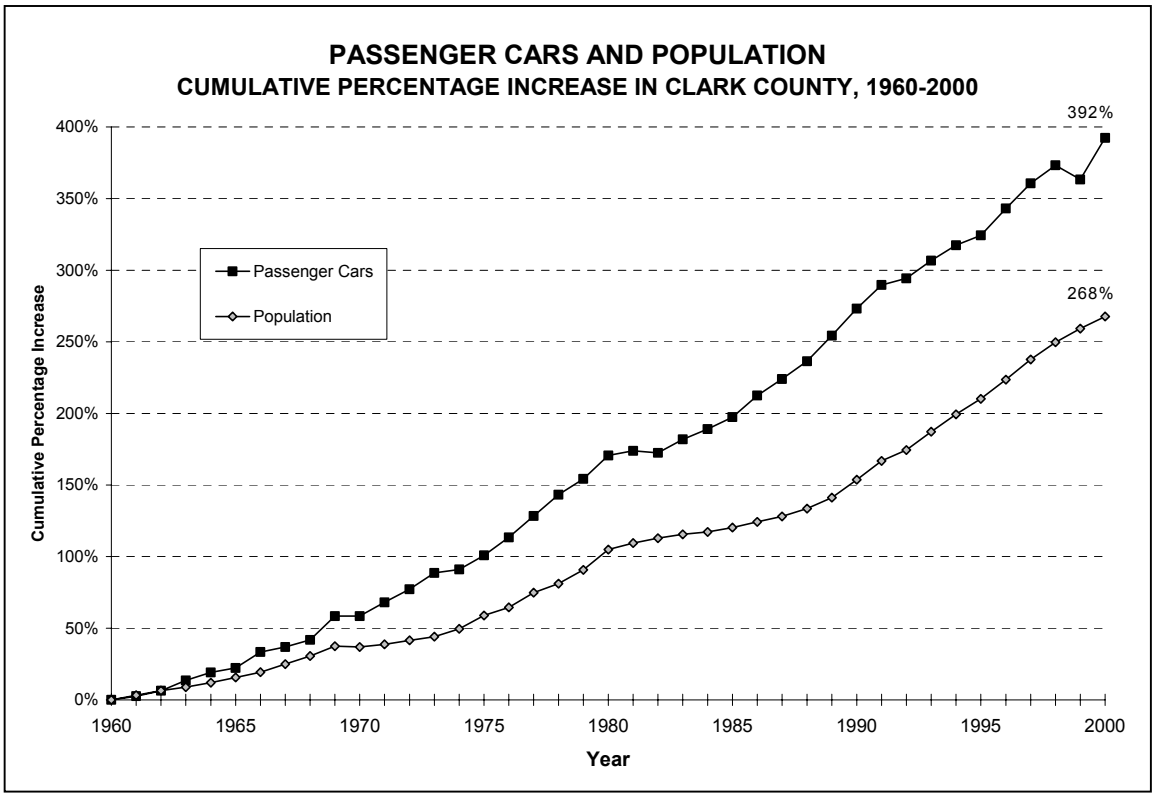


Figure 2-7: Passenger Cars and Population, Cumulative Increase in Clark County, 1960-2000

CLARK COUNTY GROWTH TRENDS										
Year	Popn.	Housing Units	House-holds	Persons per House-hold	Registered Passenger Cars	Registered Passenger Cars Per Head of Popn.	Registered Passenger Cars Per Household	Registered Vehicles	Registered Vehicles Per Head of Popn.	Registered Vehicles Per Household
1970	128,454	42,816	41,064	3.10	62,586	0.49	1.52	95,788	0.75	2.33
1980	192,227	72,806	68,750	2.76	106,889	0.56	1.55	171,474	0.89	2.49
1990	238,053	92,849	88,440	2.69	147,401	0.62	1.67	238,629	1.00	2.70
1999	337,000	134,063	131,000	2.57	183,053	0.54	1.40	302,754	0.85	2.18

Source: U.S. Bureau of the Census, Washington State Department of Licensing and Washington Office of Financial Management (April 1, 1999 Estimates). 1999 registered vehicles and passenger car numbers are skewed because of the influence of Initiave-695; many deferred registration of vehicles until 2000. 2000 numbers for Registered Passenger Cars is 194,492 and for Registered Vehicles is 316,958.

Table 2-1: Clark County Demographic Data

CLARK COUNTY 1999 TO 2020 GROWTH FORECASTS: MTP			
	1999	MTP 2020	% Change 1999 to 2020
Population	337,000	473,898	41%
Households	131,000	192,716	47%
Employment	142,500	227,910	60%

Table 2-2: Summary of Clark County Growth Forecasts

Clark County has seen a large growth in its population over the past two decades and the growth trend is likely to continue. At the same time, there has been a larger increase in the number of vehicles registered in the County, adding to the demands put on the County's transportation system. Development of land, growth in population and travel demand requires a combination of expansion of public facilities and service provision and a revision to land use plans to ensure mixed use developments and better balance of jobs and housing throughout the region. The comprehensive plans for the Clark County region, developed under the Growth Management Act (GMA), intends to reverse the trend of increased dependence on the automobile. Land uses and transportation have been linked in the planning process and their inter-relationships considered in developing a vision for future growth and future growth patterns. In assessing future transportation needs for the Clark County region the comprehensive plans of its jurisdictions are used as a basis for analysis of the transportation system. The GMA requires that transportation system improvements be put in place 'concurrent' with land development. This is essential if growth is to occur in an orderly manner.

CHAPTER 3

IDENTIFICATION OF REGIONAL TRANSPORTATION NEEDS

INVENTORY OF THE EXISTING REGIONAL TRANSPORTATION SYSTEM

As an introduction to planning for the future development of a regional transportation system, an inventory of the existing system is provided. Also, a brief description of the context for regional transportation planning, with regard to meeting federal requirements and designation of federal transportation area boundaries is described.

FEDERAL TRANSPORTATION BOUNDARIES

When the Intermodal Surface Transportation Efficiency Act (ISTEA) was passed in 1991, the Act required Metropolitan Planning Organizations (MPOs), such as RTC, to carry out review of several elements of the regional transportation planning program. First, the Act called for review and revision of the federal transportation **Urban Area Boundary** (UAB); a boundary delineating areas that are urban in nature from those that are largely rural in nature. The federal transportation Urban Area Boundary is not to be confused with the Urban Growth Areas being established under the Washington State Growth Management Act (GMA), as described in Chapter 2. The UAB should cover, at a minimum, the area designated by the 1990 Census as "urbanized" by meeting certain population and density criteria. Within Clark County, the Vancouver urban area has a population of over 50,000 and is therefore defined as an urbanized area by the U.S. Census and Camas/Washougal are defined as an urban area or urban place because they have populations of over 5,000 but are not within the main Vancouver urbanized area. Therefore, for federal transportation purposes there is a Vancouver federal transportation Urban Area Boundary and an adjoining Camas/Washougal Urban Area Boundary. (Refer to Figure 3-1; *Transportation Boundaries*).

ISTEA also called for MPO's to establish a **Metropolitan Area Boundary** which marks the area to be covered by MPO regional transportation planning activities and which, at a minimum, has to include the urban area, the contiguous area expected to be urbanized within the next twenty years and in air quality non-attainment areas, such as the Vancouver area, must include the area enclosed by the **non-attainment area boundary** (i.e. the Vancouver Air Quality Maintenance Area). The Vancouver area's classification as a moderate non-attainment area for carbon monoxide and a marginal non-attainment area for ozone resulted in development and submission to the Environmental Protection Agency (EPA) of Air Quality Maintenance Plans for both carbon monoxide and ozone. This has implications for regional transportation planning as the region strives to attain and then maintain national ambient air quality standards. The entire county is enclosed by the Metropolitan Area Boundary established for the Clark County region. (Refer to Figure 3-1; *Transportation Boundaries*).

With a population of over 200,000 the Portland-Vancouver metropolitan area was designated as a **Transportation Management Area** (TMA) by the U.S. Secretary of Transportation. Within TMAs, the MPO has to develop a congestion management system. The RTC Board adopted the Transportation Management Systems at their May 2, 1995 meeting (RTC Board Resolution 05-95-14). The MPO has authority to select, in consultation with the state, projects to receive federal funds (see Chapter 4 for further details).

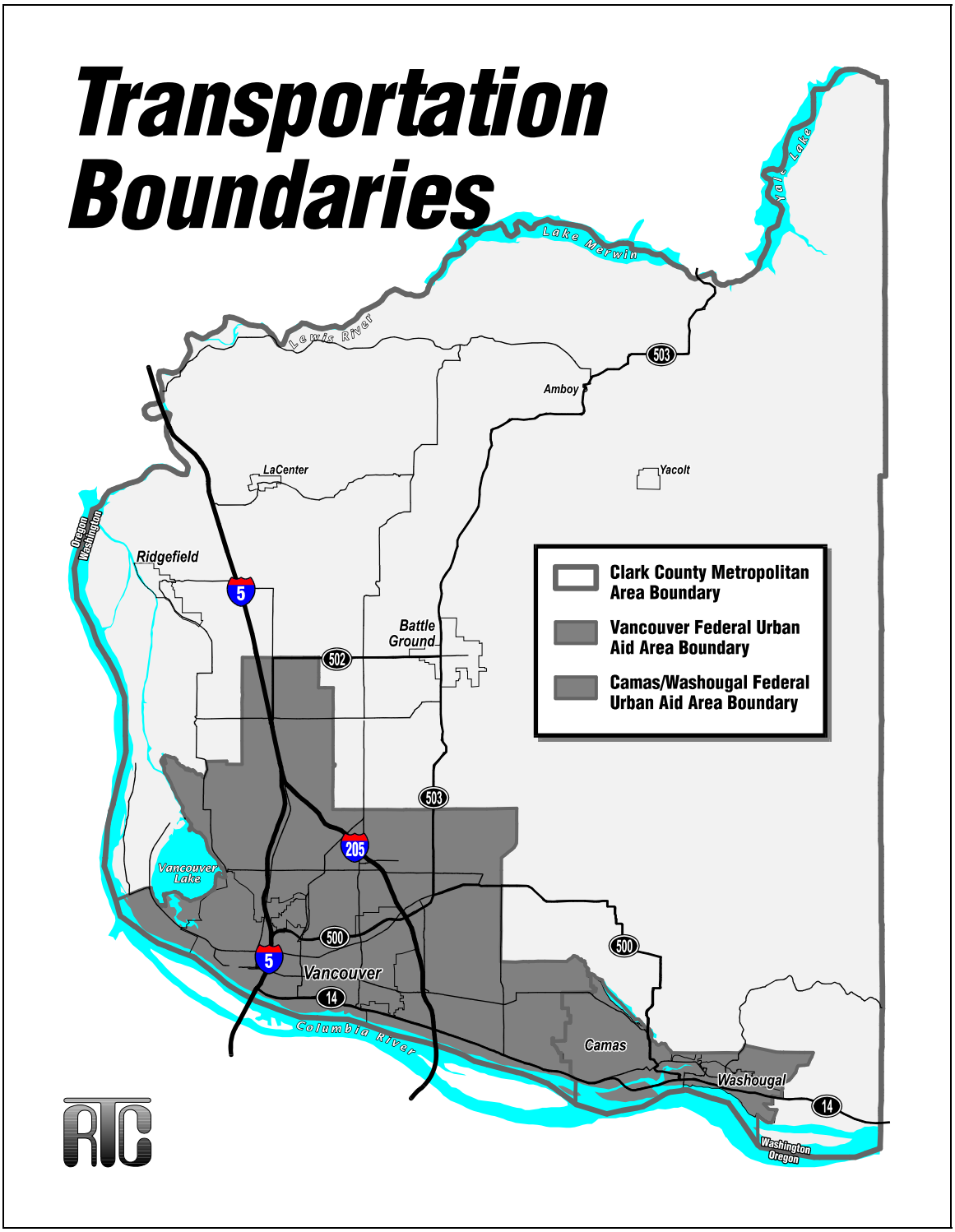
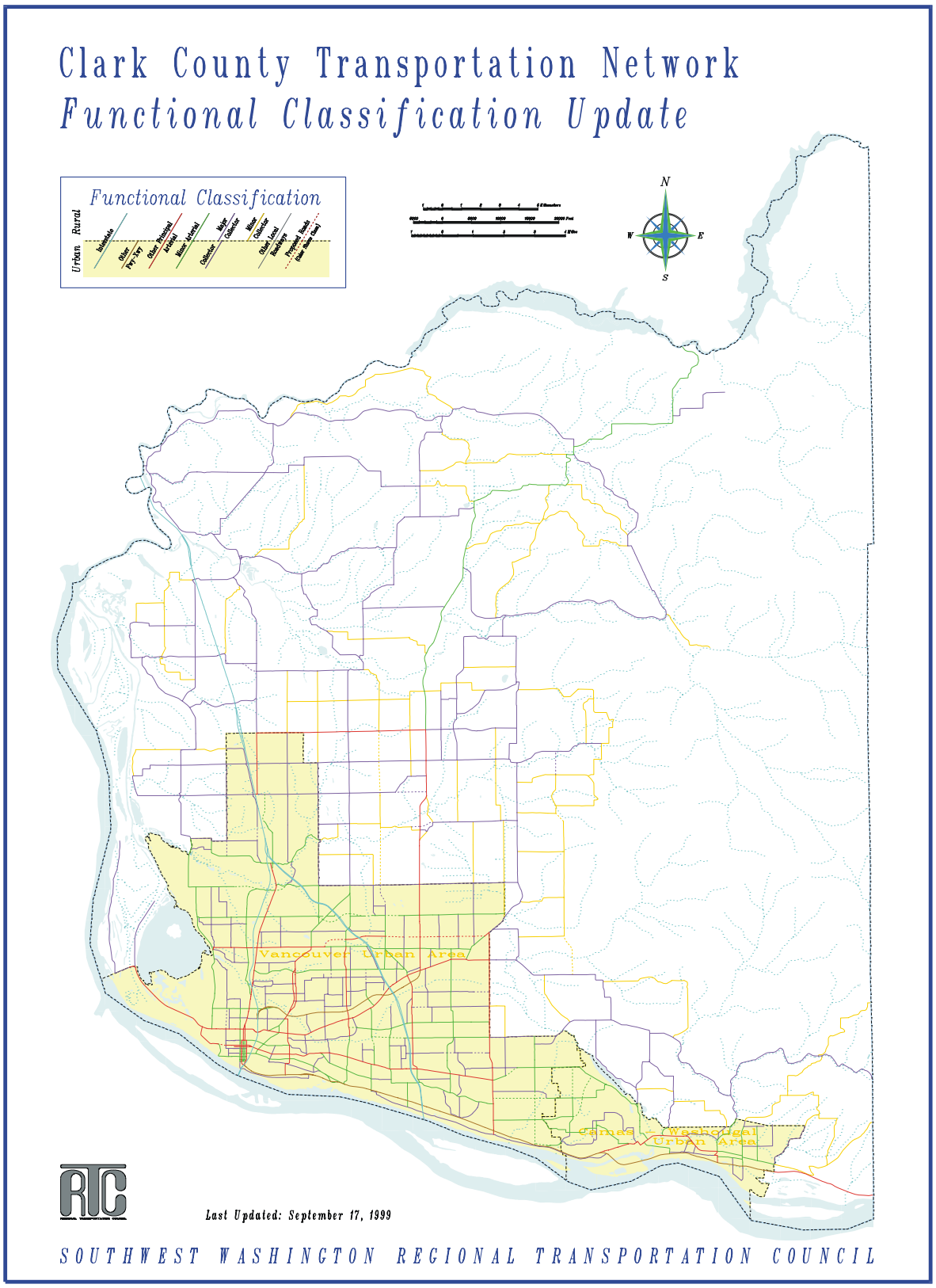


Figure 3-1: Transportation Boundaries

Figure 3-2: Clark County Federal Functional Classification Map


Clark County Transportation Network
Functional Classification Update
Functional Classification
Urban
Rural
Interstate
Other Freeway
Other Principal Arterial
Minor Arterial
Major Collector
Minor Collector
Other Local
Boundary
Proposed Route
N
S
E
W
Vancouver Urban Area
Last Updated: September 17, 1999
SOUTHWEST WASHINGTON REGIONAL TRANSPORTATION COUNCIL

FUNCTIONAL CLASSIFICATION OF THE REGIONAL HIGHWAY SYSTEM

Arterials are categorized into a functional classification system; the classifying of highways, roads and streets into groups having similar characteristics for providing mobility and/or land access. Interstate freeways, classified as divided principal arterials, are designed to provide for the highest degree of mobility of large volumes of long-distance traffic, they are not designed to provide for access to land uses. Collector facilities generally provide equal emphasis upon mobility and land use accessibility. Local facilities emphasize access to land uses.

In 1993, to meet the requirements of ISTEA, the Federal Functional Classification system for Clark County roads was reviewed. This review led to a revision of the classification system within some jurisdictions and the result was a county-wide uniform classification system (see Figure 3-2; *Clark County Transportation Network, Functional Classification Update*). In May, 1993, RTC was informed by WSDOT that the revised functional classification system had been approved by the Federal Highways Administration. Since the 1993 approval, minor changes have been made to the federal functional classification system. The changes include re-designation of Burton Road, from Andresen Road to NE 162nd Avenue from a collector to minor arterial (MTP, 1996), and re-affirmation of NE 20th Avenue/NE 15th Avenue from Highway 99 to NE 179th Street as a minor arterial. Clark County is now in the process of reviewing classification of certain streets in their system and will be re-classifying following approval of Clark County Arterial Atlas changes by the Board of County Commissioners. The City of Vancouver has requested street re-classifications for: Simpson Avenue (Mill Plain to Fourth Plain) from minor arterial to local and NE 97th Avenue (between Mill Plain and NE 18th Street) from collector to minor arterial.

As a pre-requisite for review of the functional classification system, the Urban Area Boundary had to be defined (refer to Figure 3-1; *Transportation Boundaries*). Facilities classified as collector or above in urban areas are eligible for federal funding while in the rural area, those facilities classified as major collector and above are eligible. In rural areas, minor collectors are not eligible for federal funding. A description of the urban functional classification categories follows:

PRINCIPAL ARTERIALS

Principal arterials permit traffic flow through the urban area and between major elements of the urban area. They are of great importance in the regional transportation system as they interconnect major traffic generators, such as the central business district and regional shopping centers, to other major activity centers and carry a high proportion of the total urban area travel on a minimum of roadway mileage. They also carry traffic between communities. Frequently principal arterials carry important intra-urban as well as intercity bus routes.

Many principal arterials are fully or partially controlled access facilities emphasizing the through movement of traffic. Within the category are (1) interstates (2) other freeways and expressways and (3) other principal arterials.

Spacing of principal arterials may vary from less than one mile in highly developed central business areas to five miles or more in the sparsely developed urban fringes.

MINOR ARTERIALS

Minor arterials collect and distribute traffic from principal arterials to lesser classified streets, or allow for traffic to directly access their destinations. They serve secondary traffic generators such as community business centers, neighborhood shopping centers, multiple residence areas, and traffic from neighborhood to neighborhood within a community. Access to land use activities is generally permitted. Such facilities are usually spaced under two miles apart and in core areas can be spaced at 1/8 to 1/2 mile apart.

COLLECTORS

Collectors provide for land access and traffic circulation within residential neighborhoods and commercial and industrial areas. They distribute traffic movements from such areas to the arterial system. Collectors do not handle long through trips and are not continuous for any great length.

LOCAL STREETS

Local streets provide direct access to abutting land and access to the higher classification facilities. They offer the lowest level of mobility and usually contain no bus routes. They are not intended to carry through traffic but make up a large percentage of the total street mileage.

Rural roads consist of those facilities that are outside of urban areas. They too are categorized into functional classifications:

RURAL PRINCIPAL ARTERIALS

Rural principal arterials are sub-divided into two sets (1) interstate facilities and (2) other principal arterials. They consist of a connected rural network of continuous routes and provide an integrated network without stub connections.

RURAL MINOR ARTERIALS

In conjunction with the principal arterials, the rural minor arterials form a rural network which link cities and larger towns together with other major traffic generators. The principal arterials and rural minor arterials are spaced at such intervals that all developed areas of the state are within a reasonable distance of an arterial highway. Minor arterials should be expected to provide for relatively high overall travel speeds with minimum interference to through movement.

The other rural road classifications are:

Rural Major Collector Roads (are eligible for federal funding)

Rural Minor Collector Roads (are not eligible for federal funding) and

Rural Local Roads

NATIONAL HIGHWAY SYSTEM (NHS)

ISTEA also required that roads be designated as National Highway System (NHS) facilities. Congress approved the NHS system with passage of the National Highway System Designation Act of 1995 (NHS Act). In Clark County the following roads have been designated as NHS facilities:

Table 3-1: Designated NHS Facilities; Clark County

DESIGNATED NHS FACILITIES - Clark County	
Facility	**Extent**
I-5	Oregon State Line to Clark County line (north)
I-205	Oregon State Line to I-5 Interchange
SR-14	I-5 to Clark County line (east)
SR-500	I-5 to SR-503 intersection
SR-501	I-5 to Port of Vancouver access
SR-502	I-5 to SR-503 intersection
SR-503	SR-500 intersection to SR-502 intersection

Table 3-2: Federal Functional Classification Mileage

FEDERAL FUNCTIONAL CLASSIFICATION OF CLARK COUNTY ROADS Mileage of Classified and Local Roads					
Facility Type	**Vancouver Urban Area**	**Camas Urban Area**	**Rural Remainder of County**	**Total Clark County**	**% of Total**
Interstates	22.1	0.0	9.2	31.4	1.2%
Expressways & Principals	78.2	11.5	14.2	103.9	4.0%
Minor Arterials	94.5	24.1	19.7	138.3	5.3%
Urban Collectors and Rural Major Collectors	133.2	16.0	204.4	353.5	13.6%
Rural Minor Collectors	0.0	0.0	143.1	143.1	5.5%
Local Roads	625.8	71.3	1,136.3	1,833.4	70.4%
Total	953.8	123.0	1,526.9	2,603.6	100.0%

There is a state-wide limitation on the percentage of roads which can be functionally classified as Principal Arterial per federal guidelines. As a result, Clark County was unable to classify the facilities listed in Table 3-3 according to their plans for design standards for the facilities. The County intends that the listed facilities be developed to the GMA classification system design standards and, at the earliest opportunity, should be re-classified under the federal functional classification system so that both GMA and federal systems match. As the mileage of local roads increases, then the mileage of principal arterials or minor arterials could potentially be increased.

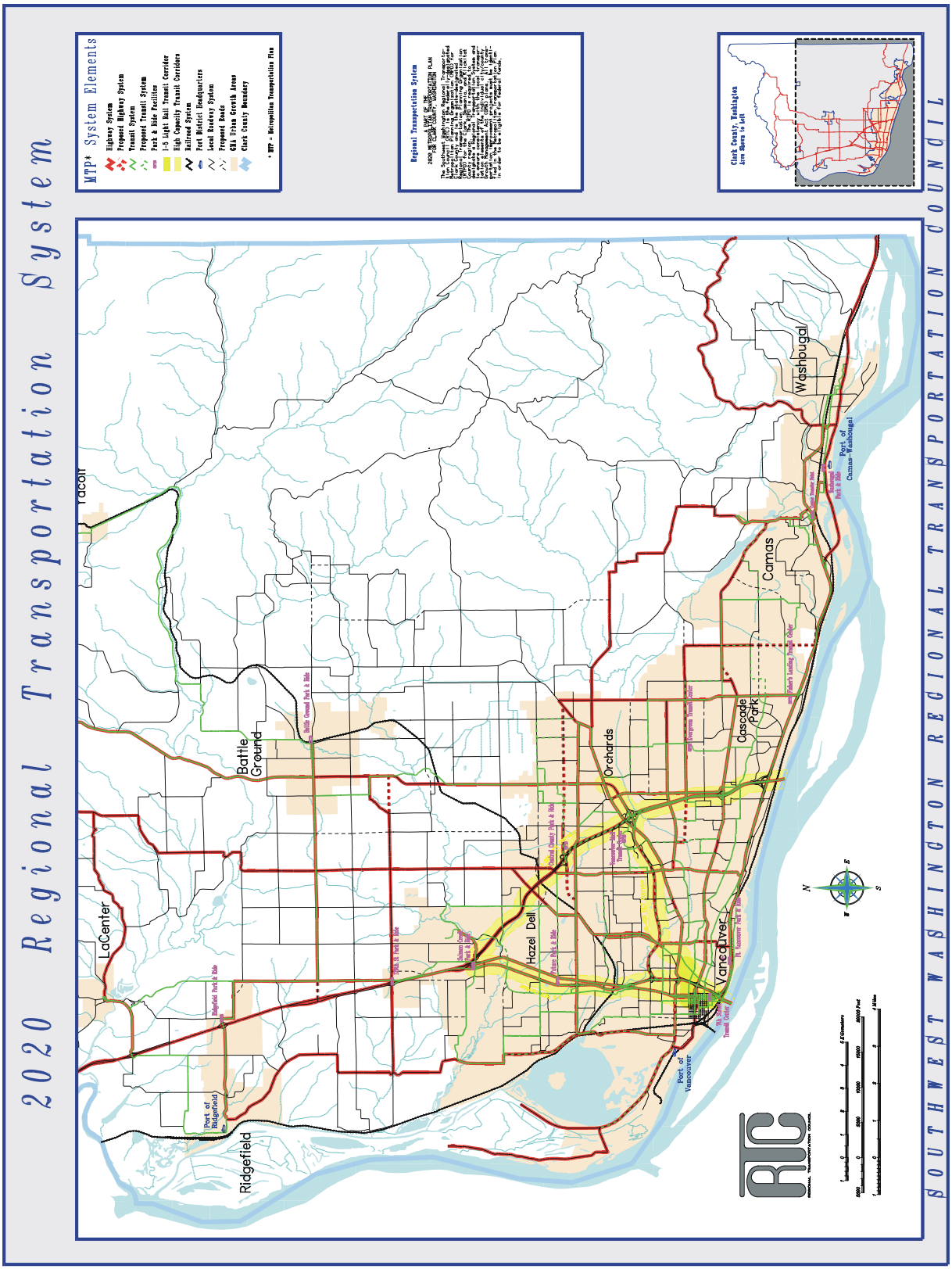
HIGHWAYS OF STATEWIDE SIGNIFICANCE (HSS)

The 1999 state legislature adopted the Highways of statewide significance, fulfilling a requirements of House Bill 1487 passed in 1998. In Clark County highway facilities defined as of Statewide Significance are I-5, I-205, SR-14 and part of SR-501 to access the Port of Vancouver.

Table 3-3: Clark County Functional Re-classification

Clark County Facilities for Functional Re-classification			
Facility	**Extent**	**Federal Functional Classification**	**GMA Functional Classification**
St. John's	NE 78th St to NE 72nd Ave	Minor Arterial	Principal
Andresen/NE 72nd Ave	NE 78th St to NE 119th St	Minor Arterial	Principal
NE 18th St (part proposed, part existing)	Andresen to NE 162nd Ave	Minor Arterial	Principal
SE/NE 192nd Ave (part proposed, part existing)	SR-14 to NE 18th St	Minor Arterial	Principal
Mill Plain (part proposed, part existing)	NE 164th Ave to SE 1st St (180th Ave vicinity)	Minor Arterial	Principal
Mill Plain	180th Ave vicinity to Camas City Limits	Minor Arterial	Principal
179th St	NW 11th to NE 29th Ave	Collector	Principal
Lakeshore/36th Ave	Bliss Rd to NE 78th St	Minor Arterial	Principal
Ward Rd	Fourth Plain to 162nd Ave	Minor Arterial	Principal
Andresen Rd	NE 18th St to Mill Plain	Minor Arterial	Principal

Figure 3-3: 2015 Regional Transportation System



DESIGNATION OF THE RTP REGIONAL TRANSPORTATION SYSTEM

Consistent with the state's Regional Transportation Planning Program Planning Standards, the designated MTP regional transportation system (see Figure 3-3) includes:

1. All state transportation facilities and services (including highways, state-owned park-and-ride lots etc.)

2. All local freeways, expressways, and principal arterials (the definition of principal arterials can be the same as used for federal classification or be regionally determined).

3. All high-capacity transit systems (any express-oriented transit service operating on an exclusive right-of-way including high occupancy vehicle (HOV) lanes).

4. All other transportation facilities and services, including airports, transit services and facilities, roadways, rail facilities, marine transportation facilities etc. that the RTPO considers necessary to complete the regional plan.

5. Any transportation facility or service that regional need or impact places in the plan, as determined by the RTPO.

It is the designated regional transportation system which is the focus for transportation planning in the MTP.

A detailed description of the designated MTP Regional Transportation System follows:

1. **All state transportation facilities and services** (including state highways, state owned park and ride lots etc.)

In Clark County this category includes Interstate facilities I-5 and I-205.

Clark County has a 20.78 mile section of **I-5**, the major interstate freeway serving the west coast of the U.S.A.. I-5 provides for north-south travel and is used for interstate travel from southern California, through the state of Oregon northward through Washington State to the Canadian border. I-5 crosses the Columbia River from Oregon to Washington over the Interstate Bridge. I-5 has three lanes in each direction from the Interstate Bridge north to the Highway 99 off-ramp. There are currently two travel lanes in each direction from I-5/Highway 99 to the point at which I-205 joins I-5. North of the I-5/I-205 interchange there are again three travel lanes in each direction.

A 10.07 mile stretch of **I-205** traverses Clark County until it joins I-5 just north of N.E. 134th Street. I-205 was constructed as an alternative route to I-5, as a by-pass facility through the Portland/Vancouver metropolitan area. I-205 crosses the Columbia River over the Glenn Jackson Bridge which was opened in 1982. The Glenn Jackson Bridge has four travel lanes in each direction. North of the bridge the facility has three lanes in each direction to a point just north of the interchange with SR-500. I-205 continues as a two lane in each direction facility until it joins I-5.

State routes in Clark County include SR-14., SR-500, SR-501, SR-502 and SR-503. Following the adoption of the Road Jurisdiction Committee's criteria guiding the designation, addition or deletion of state routes it was recommended and legislated that SR-140 be returned to local jurisdictions.

SR-14 provides the main east-west access from south-west Washington state to south-east Washington State along the north bank of the Columbia River. The facility extends 21.77 miles through Clark County to the Skamania County line with two lanes in each direction up to mile post 12 and one lane in each direction thereafter.

SR-500 is a 20.37 mile facility entirely within Clark County and allows for east-west cross-county travel. From the interchange with I-5 the facility has two-lanes in each direction until it reaches Ward Road. The facility then becomes a one-lane in each direction facility and traverses rural Clark County until the Camas urban area is reached. SR-500 meets SR-14 in Camas. The facility carries traffic to and from the Clark County regional shopping mall, Vancouver Mall. The segment of SR-500 between I-5 and I-205 was opened as a limited access facility in 1984.

SR-501 is comprised of two unconnected segments. The south segment extends, as a four-lane facility, from the interchange with I-5 westward along Fourth Plain. This segment of SR-501 carries traffic to and from the Port of Vancouver. The facility reduces to two lanes and branches into two in the Vancouver Lake lowlands area with both branches terminating in the lowlands. The northern segment extends as a two-lane facility from I-5 westward to the City of Ridgefield where it terminates. Originally it was intended that the two segments be joined to complete a circumferential route around the westside of the Vancouver urban area and to carry traffic to and from the lowlands industrial area. However, the facility was never completed.

SR-502 extends from the I-5/N.E. 179th Street interchange northward to N.E. 219th Street where it turns eastbound toward Battle Ground.

SR-503 extends northward from its intersection with SR-500 to the Cowlitz County line. The route has four lanes to N.E. 144th Street at which point it reduces to two lanes.

Table 3-4: State Route Mileage in Clark County

STATE ROUTE MILEAGE IN CLARK COUNTY					
Facility	**Beginning Mile Post**	**Begins at: (Description)**	**Ending Mile Post**	**Ends at: (Description)**	**Route Mileage**
I-5	0	Oregon State Line on Interstate Bridge	20.78	Cowlitz Co. Line	20.78
I-205	0	Oregon State Line on Glenn Jackson Bridge	10.07	Interchange with SR-5	10.07
SR-14	0	Interchange with SR-5, Vancouver	21.77	Skamania Co. Line	21.77
SR-500	0	Interchange with SR-5	20.37	Intersection with SR-14, Camas	20.37
SR-501 S. Section	0	Interchange with SR-5	12.72	Terminus of south segment	19.88
SR-501 N. Section	16.91	City of Ridgefield	19.88	Interchange with I-5/ N.E. 269th St.	
SR-502	0	Intersection with SR-5, at N.E. 179th St.	7.56	Intersection with SR-503	7.56
SR-503	0	Intersection with SR-500	19.73	Cowlitz Co. line	19.73

2. **All local freeways, expressways, and principal arterials**

Local expressways and principal arterials are also designated as part of the regional transportation system. Principal arterials, such as Mill Plain, Fourth Plain, N.E. 78th Street, N.E. 112th Avenue, SE/NE164th/162nd Avenue. and segments of St. John's and Andresen are included. Future planned arterials on the regional system are marked on Figure 3-3 by a dashed red line. Future planned facilities include the Padden Expressway, the Mill Plain Extension, 192nd Avenue (from SR-14 north) and NE 18th Street extension west from NE 102nd Avenue to NE 87th Avenue.

3. **All high-capacity transit systems** (any express-oriented transit service operating on an exclusive right-of-way including high occupancy vehicle (HOV) lanes).

The I-5 (from State line to the vicinity of NE 134th Street), I-205 (from state line to vicinity of NE 134th Street) and SR-500 (from I-5 to the Orchards area) corridors are designated as High Capacity Transit (HCT) corridors. Planning for Light Rail Transit (LRT) in the I-5 corridor, terminating in the vicinity of Clark College, is underway.

4. **All other transportation facilities and services considered necessary to complete the regional transportation plan**. These include transit services and facilities, roadways, rail facilities, airports, marine transportation facilities etc.

Clark County is served by the C-TRAN transit system which operates a **FIXED ROUTE BUS SYSTEM** on urban and rural routes in Clark County and express bus service for commuters to Portland, Oregon. Figure 3-3 marks C-TRAN's existing fixed route system and also marks potential extension of the system with green dashed lines. Table 3-5 describes the existing fixed-route bus system.

Table 3-5: C-TRAN Fixed Route System (July 2000)

C-TRAN FIXED SYSTEM - BUS ROUTES (July 2000)							
Bus Route Number	**Route Name**	**Weekday Service First Run Begins**	**Weekday Service Last Run Begins**	**Weekday Service Frequency**	**Saturday Service**	**Sunday/ Holiday Service**	**Area Served** (TC = Transit Center; P&R = Park and Ride)
1	Fruit Valley	6:05 a.m.	8:57 p.m.	30 mins.	Yes	Yes	7th St TC to west side Vancouver
2	Lincoln/Felida	6:15 a.m.	8:45 p.m.	30-60 mins.	Yes	Yes	7th St TC to Salmon Creek Park & Ride
3	City Center	5:45 a.m.	9:00 p.m.	30 mins. 30 mins.	Yes	Yes	A Loop: Kauffman to Columbia B Loop: Columbia to Kauffman
4	Fourth Plain	5:45 a.m.	9:15 p.m.	15 mins.	Yes	Yes	7th St TC to Vancouver Mall, via 4th Plain
6	Hazel Dell	5:45 a.m.	8:45 p.m.	30 mins.	Yes	Yes	7th St. TC to Salmon Creek Park & Ride on west side of I-5
7	Battle Ground	5:45 a.m.	8:45 p.m.	45 mins.	Yes	Yes	Van Mall TC to Battle Ground
25	St John's	5:45 a.m.	8:45 p.m.	30 mins..	Yes	Yes	7th St. TC to Minnehaha area via St. John's and Hazel Dell
30	Burton	5:45 a.m.	8:45 p.m.	30 mins.	Yes	Yes	7th St TC to Fisher's Landing TC via Burton Rd and 162nd Av
32	Evergreen/ Andresen	5:45 a.m.	8:45 p.m.	30 mins.	Yes	Yes	7th St TC to Van Mall, via Evergreen Blvd and Andresen
37	Mill Plain	5:30 a.m.	9:15 p.m.	15 mins.	Yes	Yes	7th St TC to Fisher's Landing TC via Mill Plain Blvd
39	Clark College/ Medical Center	7:15 a.m.	8:40 p.m.	60 mins.	Yes	Yes	7th St TC to SW Washington Medical Center
71	Highway 99	5:15 a.m.	9:15 p.m.	15 mins.	Yes	Yes	7th St. TC to Salmon Creek Park & Ride
72	Orchards	6:45 a.m.	9:05 p.m.	30 mins.	Yes	Yes	Vancouver Mall TC to Orchards/Five Corners
76	NE 76th/Sifton	5:30 a.m.	8:25 p.m.	30 mins.	Yes	Yes	Vancouver Mall to NE 99th St and NE 152nd Av
78	78th Street	6:30 a.m.	8:50 p.m.	60 mins.	Yes	Yes	Vancouver Mall to Hazel Dell Av/99th Street via 78th St
80	Van Mall/Fisher's	5:30 a.m.	8:45 p.m.	30 mins.	Yes	Yes	7th St TC to Fisher's Landing TC
92	Ca.m.as/ Washougal	6:15 a.m.	8:40 p.m.	30 mins.	Yes	Yes	Fisher's Landing TC to Ca.m.as/Washougal (45th St and Addy)

C-TRAN FIXED SYSTEM - BUS ROUTES (July 2000)							
Bus Route Number	**Route Name**	**Weekday Service First Run Begins**	**Weekday Service Last Run Begins**	**Weekday Service Frequency**	**Saturday Service**	**Sunday/ Holiday Service**	**Area Served** (TC = Transit Center; P&R = Park and Ride)
93	SE 34th/Laca.m.as	6:45 a.m.	8:15 p.m.	60 mins.	No	No	Fisher's Landing TC to NE 3rd Av and Dallas (Ca.m.as)
105	I-5 Express	5:21 a.m.	6:34 p.m.	5-60 mins.	No	No	7th St TC to Downtown Portland (14th and Glisan)
114	Ca.m.as/ Washougal Limited	6:30 a.m.	5:15 p.m.	1, a.m. trip 1, pm trip	No	No	Washougal/Ca.m.as via Fisher's Landing TC and 7th St TC to Downtown Portland (SW 6th and Salmon)
134	Salmon Creek Express	5:15 a.m.	7:00 p.m.	Peak 5-30 mins.	No	No	Salmon Creek P&R to Downtown Portland (14th and Glisan)
135	Ridgefield Express	6:30 a.m.	6:05 p.m.	1, a.m. trip 1, p.m. trip	No	No	NW 269th St and NW 11th Av (Ridgefield) to Salmon Creek Park & Ride
156	BPA/Lloyd Center Express	6:05 a.m.	5:12 p.m.	Peak 60 mins.	No	No	BPA Park & Ride to MLK & Multnomah via downtown Portland
164	Fisher's Landing Express	6:00 a.m.	7:00 p.m.	Peak 7-45 mins.	No	No	Fisher's Landing TC to SW 5th & Hall (Portland)
165	Gateway Express	6:15 a.m.	7:15 p.m.	15-60 mins.	No	No	Fisher's Landing TC to Gateway TC
173	Battle Ground Limited	6:35 a.m.	6:15 p.m.	1, a.m. trip 1, pm trip	No	No	Battle Ground Park & Ride to Salmon Creek Park & Ride
177	Evergreen Express	5:20 a.m.	6:35 p.m.	Peak 30-45mins.	No	No	Evergreen Park & Ride to Downtown Portland (SW 5th and Hall)
190	Marqua.m. Hill Express	6:00 a.m.	4:45 p.m.	Peak 60 mins.	No	No	Van Mall to Marquam. Hill
191	Swan Island Express	6:00 a.m.	5:00 p.m.	Peak 60 mins.	No	No	Van Mall TC to Swan Island (Anchor and Channel)

During normal C-TRAN service hours, a connection is provided between the Vancouver Amtrak Station and the 7th Street Transit Center through a taxi voucher program. All of C-TRAN Clark County local routes use lift-equipped buses making them accessible to people with disabilities. C-TRAN also operates a paratransit service, C-VAN. C-TRAN's paratransit service plan is described in the publication *1997 C-TRAN ADA Paratransit Service Plan* (January, 1997). C-TRAN attained full compliance with the ADA in January of 1997. All of C-TRAN's buses are also equipped with bicycle racks. C-TRAN runs a training program to prepare bicyclists for use on transit.

All of C-TRAN's fixed route system and facilities are included as part of the designated regional transportation system.

Table 3-6: C-TRAN; Paratransit Service

C-TRAN PARATRANSIT SERVICE (C-VAN)		
Year	Paratransit Trips	Revenue Hours Per Year
1994	99,036	32,212
1995	115,841	41,803
1996	142,495	48,317
1997	170,816	56,728
1998	186,665	67,769
1999	188,367	65,822

C-TRAN's facilities include transit centers and park-and-ride lots described in Table 3-7, below. C-TRAN uses security measures to make the transit system safe for its users. These security measures include provision of security patrols at the Seventh Street Transit Center in Downtown Vancouver, Fisher's Landing Transit Center and Vancouver Mall Transit Center. The City of Vancouver's Police Department bike patrol regularly patrols the 7th Street Transit Center. C-TRAN has contracted with the City of Vancouver to ensure that the bike patrol monitors the 7th Street Transit Center. C-TRAN buses are equipped with emergency alarms and two-way radios. Additionally, randomly placed surveillance cameras are located on various buses. Customer service facilities are located at the 7th Street, Fisher's Landing and Vancouver Mall Transit Centers, and public restrooms are located at 7th Street, and Fisher's Landing. Passenger shelter, bench, and waiting facilities are provided at most of the park and ride lots. Bicycle locker or rack facilities are provided at some of the lots.

Table 3-7: C-TRAN; Transit Centers and Park and Ride Facilities (July 2000)

C-TRAN TIME TRANSFER CENTERS AND PARK AND RIDE FACILITIES (JULY 2000)			
FACILITY	TRANSIT CENTER/ PARK-AND-RIDE	PARKING SPACES	BUS ROUTES
Downtown Vancouver, 7th Street Transit Center	Transit Center	N/A	1, 2, 3, 4, Tri-Met 5, 6, 25, 30, 32, 37, 39, 71, 105, 114
Vancouver Mall	Transit Center	N/A	4, 7, 32, 72, 76, 78, 80, 190, 191
Fisher's Landing	Transit Center and Park-and-Ride	560	30, 37, 80, 92, 93, 114, 164, 165,
Evergreen Transit Center	Park-and-Ride	279	177
Salmon Creek	Park-and-Ride	436	2, 6, 71, 134, 135, 173
BPA Ross Complex	Park-and-Ride	200+	156, 190, 191
Vancouver Mall (Regal Cinemas)	Park-and-Ride	60+	4, 7, 32, 72, 76, 78, 80, 190, 191
Battle Ground	Park-and-Ride	28	7, 173
Camas/Washougal	Camas Transfer Center Washougal Park-and-Ride	20	92, 93, 114 92,114
Ridgefield	Park-and-Ride	42	135

Greyhound provides **INTER-CITY BUS** service in the I-5 corridor from its bus depot in Downtown Vancouver.

Clark County has three **PORT DISTRICTS**; the Port of Vancouver, the Port of Camas-Washougal and the Port of Ridgefield.

The **Port of Vancouver** operates an international cargo dock used by over 440 ships, carrying over 5.6 million metric tons of cargo, a large percentage of which was grain, in 1995. The Port is expanding its dry bulk handling facilities. The Port also has industrial property with around forty tenants and holds property in the Vancouver Lake Lowlands for future development of recreational facilities, a business park, industrial sites and expansion of its marine terminal operations.

The **Port of Ridgefield**'s taxing district extends over 110 square miles of land. Port-owned assets include a 78-acre industrial park, located near the I-5/269th interchange and N.W. Timm Road. The Port's land adjacent to the Ridgefield Junction is zoned for light industrial use and is currently home to several businesses. The Port also holds 4,615 acres of the Ridgefield Wildlife Refugee, parcels of land within the Ridgefield city limits totaling less than 5 acres and has 5 acres of industrial-zoned land on the Lake River waterfront.

The **Port of Camas/Washougal**'s taxing district extends over 95 square miles of land with an industrial park, marina, airport, a park and wildlife refuge. The 430-acre industrial park, located south of SR-14 by Index and 27th to 32nd Streets, has 25 industries each employing between 1 and 164 people. The marina has moorage to accommodate 330 plus 25 additional spaces for guests, a restaurant, two yacht clubs and a boat launch. The Port district also operates Grove Field Airport (described in a later section).

There are two main **RAIL LINES** in use in the County which provide freight and passenger service. Both main lines are owned by Burlington Northern/Santa Fe (BNSF). In addition, a privately owned rail line in the county also offers freight and tourist train passenger service.

The BNSF Seattle/Vancouver line is in excellent condition and has 70 to 80 trains operating in the corridor each day. The Vancouver/Eastern Washington line is also in excellent condition and handles about 35 trains daily. Union Pacific Railroad operates some freight trains to Tacoma and Seattle on BNSF's lines. The Rye Branch is a short segment which diverges from the main northern line around NW 78th Street to Rye yard off St. John's Road. The track is in fair condition; freight trains use it about twice weekly. AMTRAK has an agreement with BNSF to operate passenger service on the freight carrier's rail lines. AMTRAK trains serve Vancouver daily. During the 1990's Washington and Oregon began to invest transportation funds to improve local AMTRAK service. In 1993, Amtrak offered a single local daily round-trip connecting Eugene and Seattle with ridership totaling 94,061 trips. In 2000, three daily Amtrak Cascades roundtrips serve Seattle and Portland, with two extending to Eugene. One daily roundtrip serves Seattle and Vancouver, BC and one daily roundtrip serves Seattle and Bellingham, with guaranteed motorcoach connections to Vancouver, BC. Between 1993 and 2000, ridership has increased five times, with 2000 ridership levels for the Amtrak Cascades service at 525,000 trips. This is a 16% increase compared with 1999 ridership of 449,974 trips.

The *Coast Starlight*, with service between Seattle and Los Angeles via Vancouver and Portland, also serves the corridor. The *Empire Builder* travels between Chicago and Spokane with one part of the train continuing on to Seattle and the other part continuing on, via Pasco and Bingen-White Salmon, to Vancouver with service terminating in Portland.

The Pacific Northwest Rail Corridor is one of only five designated high-speed corridors in the nation which pre-qualifies the region for federal high-speed rail funding. In late 1995, the Washington State Department of Transportation (WSDOT) and project partners published *Options for Passenger Rail in the Pacific Northwest Rail Corridor* report. An Environmental Impact Statement on corridor improvements was completed and construction on some rail system improvements began in 1998. Custom-built Talgo trains are now in service on Amtrak's Pacific Northwest Rail Corridor service. Plans are underway to upgrade the Vancouver Amtrak station facility and site as part of the Eugene to Vancouver B.C. passenger rail service improvements in preparation for high speed rail service in the corridor.

The Lewis & Clark Railway line is county-owned but leased to a private operator. The 30 mile line extends from the Rye yard to Chelatchie Prairie. Freight cargo deliveries of plasterboard, plastics, chemicals and machinery can be made to local industries.

Commuter Rail has been considered as an option for travel within the region. The Commuter Rail Study considered the options and reported on future capacity of the rail corridors in the region. For a description of the Study please see Chapter 5, Commuter Rail/Rail Capacity Issues section.

For **AIR TRANSPORTATION**, Clark County largely relies on the Portland International Airport (PIA) located in Portland, Oregon to the south-west of the I-205 Glenn Jackson Bridge. This is a regional airport with domestic and international passenger and freight service. Passenger airlines currently serving PIA include Air BC, Alaska Airlines, America West, American Airlines, Continental, Delta, Delta Connection, Frontier, Hawaiian, Horizon, Northwest, Skywest, Southwest, TWA, United, and United Express. PIA has seen rapid growth in passenger numbers and freight in recent years and now consistently serves over 1 million passengers per month. In 1998, passenger numbers surpassed 13 million for the first time. In 1999 passenger numbers totaled 13.7 million. 1999 cargo was 274,971 tons. August 1999 passengers served by PDX exceeded 1.39 million, beating all previous monthly records. The airport is served by Tri-Met public passenger bus service from Portland.

Within Clark County, the following general aviation airfields are in operation: (1) Pearson Field, located 2 miles south west of Downtown Vancouver off SR-14, is operated by the City of Vancouver and covers 134 acres owned by the U.S. Park Service. The Airpark has one paved runway (3,200 feet by 60 feet) and can accommodate 177 aircraft. The Airpark is on the Washington State Historical Register. Pearson is designated as a part of the regional transportation system. 2) Evergreen Airport is located six miles east of Vancouver, off Mill Plain. It is a privately-owned, 102-acre airfield with one asphalt and two turf runways, 99 hangars and 170 tie-downs providing a base for 250 planes. (3) Grove Field, located 3 miles north of the City of Camas, is operated by the Port of Camas\Washougal. It has one turf runway, 31 hangars and can accommodate 42 aircraft on its 42 acre site. Estimates of aircraft operations

at the three airfields are provided in Table 3-8. In addition, there are a number of private airfields located in Clark County which include those described below. Taylor's Green Mountain Airpark is a 23-acre facility, located 9 miles east of downtown Vancouver with one paved runway, six hangars and ten-tie downs. Eight aircraft are based at the Airpark. Goheen Airport, located three miles northwest of Battle Ground, is privately owned. It has one turf runway and provides a base for about 18 planes. 45 acres of Goheen's 60 acre area are zoned for airport use.

The Washington State Department of Transportation's Aeronautics Division and the local pilots' association have proposed that an additional airport should be sited in Clark County because of the vulnerability of existing airfields in the County due to ownership issues and development pressures. Efforts in the 1980's to site such a facility were thwarted when neighborhood residents opposed a proposed airport location in the vicinity of the I-5/Ridgefield Junction. Federal and state agencies and local jurisdictions have to work together to site such facilities and local jurisdictions must ensure that the land uses surrounding the facility are compatible with aircraft operations and remain that way.

Table 3-8: Aircraft Operations Estimates

AIRCRAFT OPERATIONS ESTIMATES 1998 from *Washington State Continuous Airport System Plan* (WSDOT/Aeronautics)								
	Based Aircraft:							
Airport Name All are Private	**Single Engine**	**Multi-Engine**	**General Aviation Local**	**General Aviation Itinerant**	**Air Carrier**	**Air Taxi**	**Commuter**	**Military**
Evergreen Field (Vancouver)	240	5	170,000	30,000			0	50
Fly for Fun (Clark County)	9		500	2,500	0	0	0	0
Goheen (Battle Ground)	35		1,350	270	0	0	0	0
Grove Field (Camas)	60	1	5,600	7,000			0	0
Pearson Field (Vancouver)	210	10	23,228	84,201		3,471	0	1,100

Notes:
(1) No regional airlines or major national airlines serve Clark County airports/airfields

Source: FAA 5010 Forms; Airport Management Records; Washington State Aeronautics Division Records

REGIONAL TRANSPORTATION SYSTEM PERFORMANCE

GROWTH IN TRAFFIC VOLUMES

As a result of socio-economic and demographic changes described in Chapter 2 Clark County has seen significant growth in traffic volumes in recent years. The MPO compiles traffic count data from local jurisdictions and periodically publishes data in the *Regional Traffic Count*

Manual. Traffic count data is factored to adjust for seasonal, monthly, weekly and daily fluctuations in volumes. Examples of growth in traffic volumes at selected Clark County locations are listed in Table 3-9 below.

Permanent traffic recorders are in place on the I-5 and on the I-205 bridges. RTC compiles the traffic counts provided by Oregon Department of Transportation from these recorders. In March, 1995 RTC published the *Columbia River Bridge Traffic, 1961 - 1994* report. This data is now updated annually and is available on RTC's web site (http://www.rtc.wa.gov/tc/brdgawd.htm). Figure 3-4 shows the average weekday traffic volumes crossing the Columbia river bridges, 1978 to 1998. The most recent traffic counts available for the two bridges are for September 2000. In September 2000 the average daily traffic for the month on the I-5 Interstate Bridge was 121,984 [ADT] (126,257 average weekday traffic [AWD]). On the I-205 Glenn Jackson Bridge, the average weekday daily traffic for the month of September 2000 was 129,000 [ADT] (124,800 average weekday traffic [AWD]). In September 2000, the maximum northbound weekday evening peak hour crossings on the I-5 Interstate Bridge were 5,575 and 7,685 on the I-205 Glenn Jackson Bridge. In the southbound direction, maximum weekday morning peak hour crossings were 5,893 on the I-5 Interstate Bridge and 7,653 on the I-205 Glenn Jackson Bridge.

Table 3-9: Traffic Volumes; 1985, 1999

TRAFFIC VOLUMES - ALL DAY (ADT)				
Location	**1985 Volumes**	**1999 Volumes**	**% Increase**	**Annual % Increase**
I-5 Bridge	92,301	126,589	37	2.7
I-205 Bridge	52,568	130,761	149	10.6
I-5, South of NE 78th St	52,784	96,551	83	5.9
I-205, South of SR-500	40,440	104,140	158	11.3
SR-14, West of SE 164th Ave	22,600	70,680	213	15.2
Mill Plain, east of NE Andresen	21,021	26,405	26	1.8
Mill Plain, east of NE Chkalov	18,220	44,101	142	10.1
Fourth Plain, West of NE Andresen	16,060	26,180	63	4.5
SR-500, West of NE Andresen	20,054	47,886	139	9.9
SR-503, South of NE 76th St	17,460	38,140	118	8.5
78th St, West of Hwy 99	23,646	30,815	30	2.2
Hwy 99, South of NE 99th St	19,653	19,178	-2	-0.2

The highest daily traffic ever recorded on the I-5 Interstate Bridge was on Friday June 18, 1999 when 149,847 bridge crossings were made. The highest evening peak hour traffic ever recorded on the I-5 Bridge was on Tuesday May 28, 1996 when 10,838 bridge crossing were made; of these 5,520 were northbound and 5,318 were southbound. For the northbound direction, the highest evening peak hour traffic was recorded on Thursday June 11, 1998 when 5,987 bridge crossings were made. For the southbound direction, the highest morning peak hour traffic was recorded on Wednesday May 10, 1995 when 6,069 bridge crossings were made.

The I-205 Glenn Jackson Bridge's highest daily crossings ever recorded was on Friday September 19, 1997 with 158,982 crossings. This was during the I-5 Bridge repair project which closed the northbound span of the I-5 Bridge. The highest evening peak hour traffic recorded on the I-205 Glenn Jackson Bridge was on Friday May 24, 1996 (Memorial Day weekend) when 12,800 bridge crossings were made. Of these bridge crossings, 8,426 were northbound and 4,374 were southbound. The highest northbound evening peak hour traffic recorded on the Bridge is the 8,426 crossings made on Wednesday Friday May 24, 1996. For the southbound direction, the highest morning peak hour traffic was recorded on Tuesday October 27, 1998 when 8,020 bridge crossings were made.

Figure 3-4: I-5, I-205 Average Weekday Bridge Crossings

Regional transportation system intersections with the highest traffic volumes, measured in terms of number of vehicles entering intersection are listed in Table 3-10.

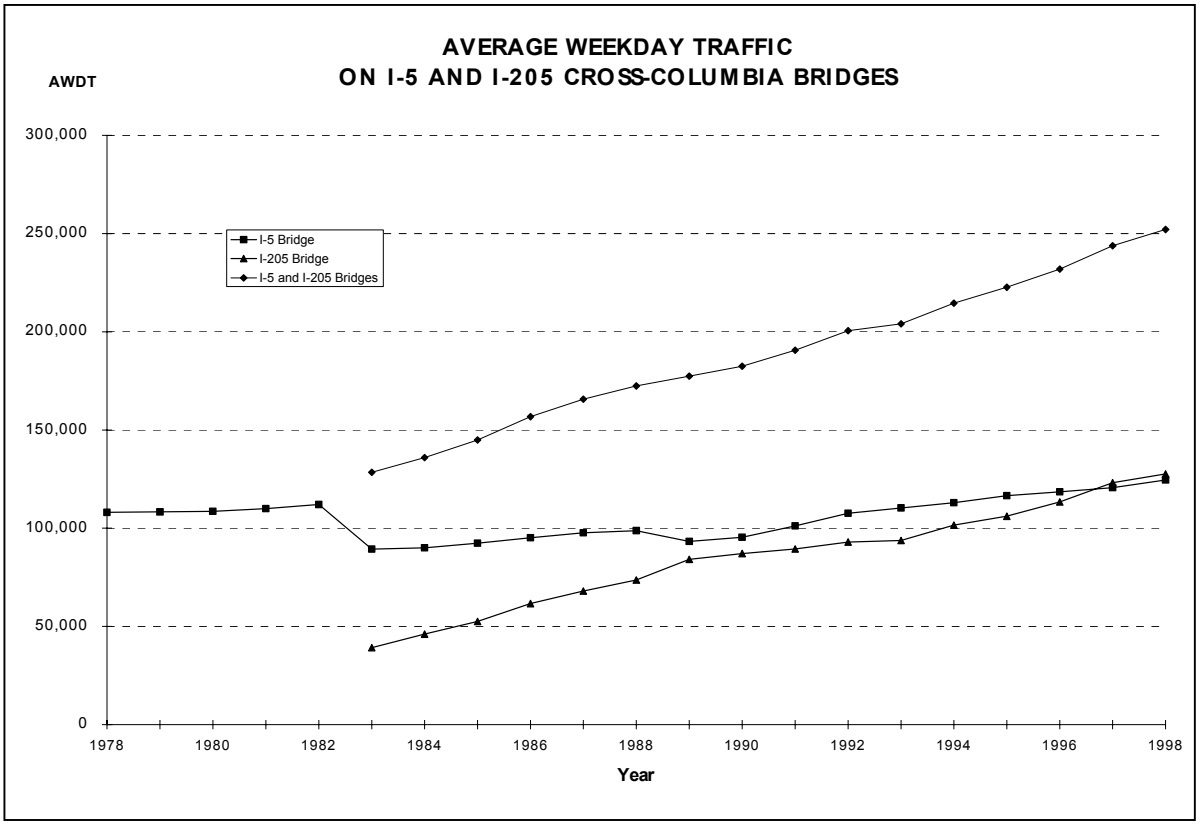


Table 3-10: Highest Volume Intersections in Clark County, 2000

CLARK COUNTY HIGHEST VOLUME INTERSECTIONS - 2000				
Rank	**East-West**	**North/South**	**Approx. Volume**	**Count Year**
1	State Route 500	Gher Rd/NE 112th Avenue	87,000	1999
2	State Route 500	Thurston Way	85,000	1998
3	Mill Plain Blvd.	Chkalov Drive	80,000	2000

4	State Route 500	State Route 503	70,000	1999
5	State Route 500	St. John's Road	66,000	2000
6	State Route 500	NE 54th Avenue	58,000	1999
7	State Route 500	NE 42nd Avenue	56,000	1999
8	Fourth Plain Blvd.	Andresen Road	55,000	2000
9	NE 76th Street	State Route 503	53,000	1999
10	Mill Plain Blvd.	NE 123rd/124th Avenue	52,000	1998
11	NE 78th Street	Highway 99	49,000	1999
12	Mill Plain Blvd.	136th Avenue	49,000	1998
13	SE 34th Street	SE 164th Avenue	47,000	1999
14	Mill Plain Blvd.	Andresen Road	44,000	1998
=15	Padden Parkway	State Route 503	43,000	1999
=15	Fourth Plain (SR-500)	NE 121st Avenue	43,000	2000

Notes: Volumes are based on the total number of vehicles entering an intersection on an average weekday, and are approximate due to the variability from year to year.
Freeway ramp intersections with streets were not considered for this listing
Source: RTC's Regional Traffic Count Program.

REGIONAL TRAVEL FORECASTING MODEL: FORECASTING FUTURE TRAVEL DEMAND AND TRANSPORTATION NEEDS

The Regional Travel Forecasting Model for the Clark County region was used to forecast future traffic volumes on the regional transportation system. EMME/2 software is used for the Clark County region's travel forecasting model. In the modeling process, a base year of 1999 was used and a forecast to the year 2020 was made. Growth allocations for future population, housing and employment (as described in Chapter 2) and existing local comprehensive land use plans and zoning were used as a basis for forecasting future population and employment distributions within Clark County. The regional model uses demographic data as a basis for travel forecasts and the data is run through trip generation, trip distribution, mode split and trip assignment processes. Alternative land use scenarios were tested, and their effect on regional transportation needs measured, as a part of the Growth Management planning process. This regional travel forecasting model for the MTP is based on GMA plans.

Trips can be classified according to place of trip production and purpose of trip. The regional travel forecasting model for Clark County categorizes trips into six groups, they are Home-Based Work, Non-Home-Based Work, Home-Based Other, Non-Home-Based Other, School and College trips. Figure 3-5 show the proportion of trips in each of these categories for average weekday Clark County-produced person trips. In Figure 3-5 College and School trips have been aggregated.

Figure 3-5 shows that in the 1999 base year the largest proportion of trips during a 24-hour period are Home-Based-Other trips (44%). This category can include trips from home to the grocery store, home to childcare, home to leisure activities etc. The second highest category is Home-Based Work trips (21%). Non-Home Based Other trips make up 17% of the trips. This category can include such trips as shopping mall to restaurant trips. The home-based categories include trips originating at home and going to a destination as well as the return trip to home. The proportions for the year 2020 are 42% Home-Based-Other trips, 21% Home-Based-Work trips and 19% Non-Home Based Other. From 1999 to 2020 there is forecast to be a 44% increase in all-day person trips from around 1,487,000 trips per day in 1999 to over 2.1 million in 2020.

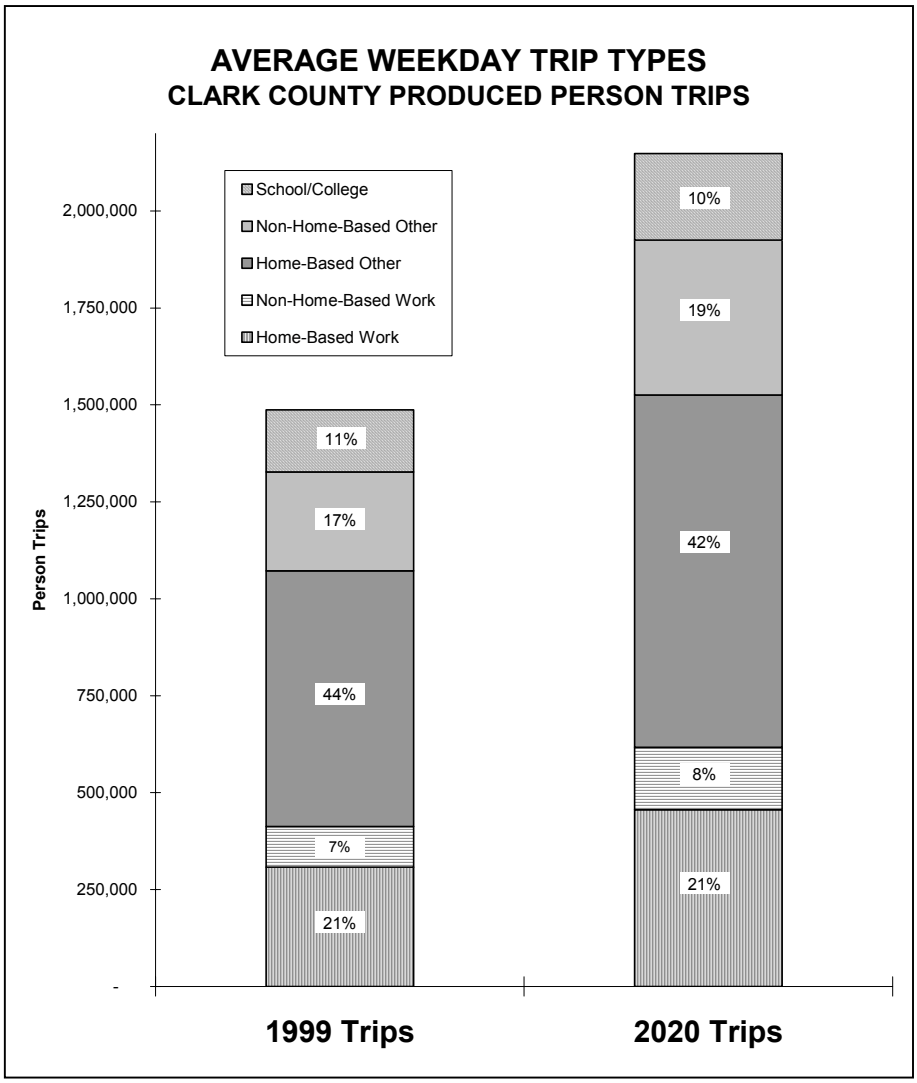
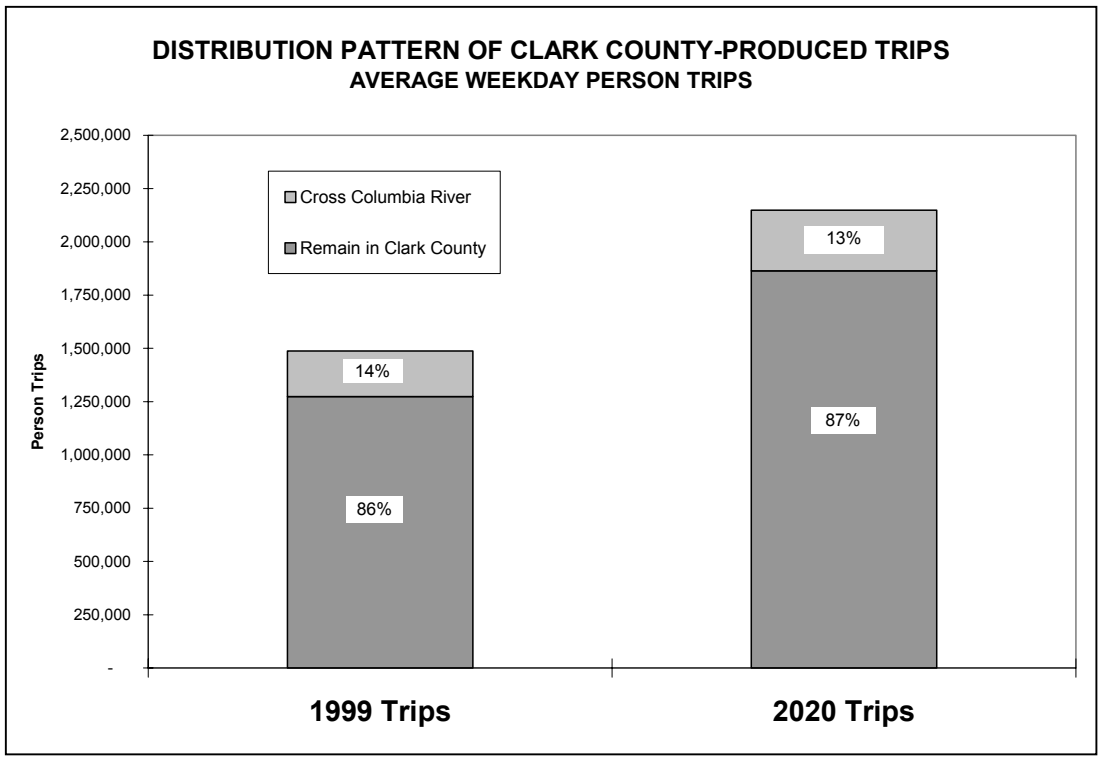


Figure 3-5: Average Weekday Trip Types, Clark County Produced Person Trips

Trips can also be categorized according to where the trips begin and end. Figure 3-5 shows proportions of trips which use the Clark County highway system in terms of those trips which remain in Clark County (86%) and those trips which cross the Columbia River (14%).

Figure 3-6: Distribution Patterns of Clark County Produced Person Trips, Average Weekday



Needs analysis was then carried out to determine what impact this forecast growth in travel demand might have on the transportation system. In carrying out analysis of existing and future transportation needs the regional travel forecasting model was used to run three scenarios:

Base-Year 1999 traffic volumes on 1999 highway network

2017 Forecast 2017 traffic volumes on 2017 MTP highway network (for comparison purposes)

No-Build Forecast 2020 traffic volumes on "committed" highway network.

The "committed" network has improvement projects for which funds are already committed in the Metropolitan Transportation Improvement Program (MTIP).

MTP (Year 2020) Forecast 2020 traffic volumes on 2020 highway network with *MTP* improvements listed in Appendix A.

MTP improvements are projects for which funds are already programmed and committed in the *2001-2003 Metropolitan Transportation Improvement Program* as well as projects for which there is an identified regional need, strong regional commitment, and a reasonable expectation that funds will be available within the twenty-year horizon to construct them.

Tables 3-11, 3-12, 3-13 and 3-14 present system-wide benchmark results from testing the scenarios described above. Each table presents data by functional classification.

Table 3-11: P.M. Peak Hour Speed

AVERAGE PEAK HOUR SPEED ON CLARK COUNTY HIGHWAYS (Results from Regional Travel Forecasting Model, using EMME/2 software)				
	Speed in Miles per Hour			
Facility Type/Region	**Base-Year 1999**	**2017** (for comparison)	**No-Build** (2020 demand on Committed System)	**2020 MTP**
Interstates (excluding Ramps)	49	34	27	32
Interstates (including Ramps)	46	33	27	32
Expressways & Principals	35	35	29	34
Minor Arterials	33	32	28	32
Major & Minor Collectors	33	33	31	32
Other Roads	28	28	27	28
Total Clark County System	37	33	29	32

Table 3-12: Peak Hour Vehicle Miles Traveled

VEHICLE MILES TRAVELED ON CLARK COUNTY HIGHWAYS IN P.M. PEAK HOUR (Results from Regional Travel Forecasting Model, using EMME/2 software)				
	Miles of Travel			
Facility Type/Region	**Base-Year 1999**	**2017** (for comparison)	**No-Build** (2020 demand on Committed System)	**2020 MTP**
Interstates (excluding Ramps)	197,900	238,067	250,909	262,920
Interstates (including Ramps)	220,110	265,373	275,277	290,469
Expressways & Principals	200,448	257,828	279,207	285,154
Minor Arterials	88,290	117,238	136,717	132,890
Major & Minor Collectors	106,580	160,997	201,380	182,354
Other Roads	12,884	20,048	23,993	23,037
Total Clark County System	628,312	821,484	916,574	913,904

Table 3-13: Peak Hour Lane Miles of Congestion

LANE MILES OF CONGESTION IN P.M. PEAK HOUR (Results from Regional Travel Forecasting Model, using EMME/2 software)				
	Lane Miles of Congestion			
Facility Type/Region	**Base-Year 1999**	**2017** (for comparison)	**No-Build** (2020 demand on Committed System)	**2020 MTP**
Interstates (excluding Ramps)	8	29	49	35
Interstates (including Ramps)	12	36	55	41
Expressways & Principals	26	34	99	46
Minor Arterials	6	15	44	20
Major & Minor Collectors	7	18	45	28
Other Roads	0	2	5	3
Total Clark County System	50	105	247	138

Table 3-13 (above) presents data on congestion on the Clark County highway system. This measure represents the number of lane miles that operate under congested conditions (at volume to capacity ratio of 0.9 or above; equivalent to level of service E or F) during the full p.m. peak hour. The table is of most use when used to assess the relative growth in congestion which is expected to occur in the future, given the forecast increase in travel demand.

Table 3-14: Peak Hour Vehicle Hours of Delay

P.M. PEAK HOUR VEHICLE HOURS OF DELAY - CLARK COUNTY HIGHWAYS (Results from Regional Travel Forecasting Model, using EMME/2 software)				
	Hours of Vehicle Delay			
Facility Type/Region	**Base-Year 1999**	**2017** (for comparison)	**No-Build** (2020 demand on Committed System)	**2020 MTP**
Interstates (excluding Ramps)	356	2,582	4,457	3,292
Interstates (including Ramps)	437	2,708	4,686	3,421
Expressways & Principals	300	633	2,065	913
Minor Arterials	75	121	568	205
Major & Minor Collectors	80	222	62	366
Other Roads	11	33	6	41
Total Clark County System	904	3,717	8,013	4,946

Table 3-14 presents vehicle hours of delay. Using the time taken to travel a highway segment at level of service C as a base condition, any road segment operating at LOS D, E or F is measured against the level of service C base condition. The time difference is calculated, aggregated for the entire highway system and the result is Vehicle Hours of Delay. The data is of use in analyzing the relative increase in delay expected to occur, given the forecast growth in travel demand.

The preceding system-wide data represents measures of assessing highway system performance, but perhaps more meaningful is an analysis of performance and needs within corridors or on individual system links and at intersecting points. A planning level of analysis, using capacity analysis and level of service standards criteria, was carried out resulting in a first-cut analysis of existing and forecast future deficiencies of the regional transportation system.

LEVELS OF SERVICE

Level of service standards represent the minimum performance level desired for transportation facilities and services within the region. They are used as a gauge for evaluating the quality of service of the transportation system and can be described by travel times, travel speed, freedom to maneuver, traffic interruptions, comfort, convenience, and safety. The Washington State Growth Management Act states that these standards should be established locally and standards should be regionally coordinated. The standards are used to identify deficient facilities and services in the transportation plan, and are also to be used by local governments to judge whether transportation funding is adequate to support proposed land use developments.

Levels of service are defined as "qualitative measures describing operational conditions within a traffic stream, and their perception by motorists and/or passengers". A level of service definition generally describes these conditions in terms of such factors as speed and travel time, volume conditions, freedom to maneuver, traffic interruptions, comfort and convenience, and safety. These levels of service are designated A through F, from best to worst. Level of service E describes conditions approaching and at capacity (that is, critical density).

For uninterrupted flow conditions (such as freeways and long sections of roadways between stop signs or signalized intersections), the following definitions[1] apply:

- Level of Service A describes free flow conditions, with low volumes and high speeds. Freedom to select desired speeds and to maneuver with the traffic stream is extremely high. The general level of comfort and convenience provided to the motorist, passenger, or pedestrian is excellent.

- Level of Service B is in the range of stable flow but the presence of other users in the traffic stream begins to be noticeable. Freedom to select desired speeds is relatively unaffected, but there is a slight decline in the freedom to maneuver with the traffic stream from LOS A.

[1] ..From *Highway Capacity Manual*, Transportation Research Board, 1985

- Level of Service C is still in the range of stable flow, but marks the beginning of the range of flow in which the operation of individual users becomes significantly affected by interactions with others in the traffic stream. The selection of speed is now affected by the presence of others, and maneuvering within the traffic stream requires substantial vigilance on the part of the user. The general level of comfort and convenience declines noticeably at this level.

- Level of Service D represents high-density, but stable flow. Speed and freedom to maneuver are severely restricted, and the driver or pedestrian experiences a generally poor level of comfort and convenience. Small increases in traffic flow will generally cause operational problems at this level.

- Level of Service E represents operating conditions at or near the capacity level. All speeds are reduced to a low, but relatively uniform value. Freedom to maneuver within the traffic stream is extremely difficult, and it is generally accomplished by forcing a vehicle or pedestrian to "give way" to accommodate such maneuvers. Comfort and convenience levels are extremely poor, and driver or pedestrian frustration is generally high. Operations at this level are usually unstable, because small increases in flow or minor perturbations within the traffic stream will cause breakdowns.

- Level of Service F describes forced or breakdown flow. These conditions usually result from queues of vehicles backing up from a restriction downstream. Operations within the queue are characterized by stop-and-go waves, and they are extremely unstable. It marks the point where arrival flow exceeds discharge flow.

These definitions are general and conceptual in nature, and they apply primarily to uninterrupted flow. Levels of service for interrupted flow facilities vary widely in terms of both the user's perception of service quality and the operational variables used to describe them.

CLARK COUNTY/VANCOUVER LOS STANDARDS

Capacity analysis is an estimate of the maximum amount of traffic that can be accommodated by a facility while maintaining prescribed operational qualities. The definition of operational criteria is through levels of service, as described above, or by other operational criteria. The Growth Management Act requires local jurisdictions to set levels of service standards for transportation facilities. This ties in with the GMA concurrency requirement that transportation and other infrastructure is available concurrently with development. Levels of Service (LOS) standards are to be regionally coordinated. LOS standards were coordinated within the region during the GMA planning process. Clark County's initial 1994 LOS standards are outlined in Table 3-15. These have now been updated and/or repealed by actions of the Board of Clark County Commissioners and City of Vancouver as described below.

Table 3-15: Clark County Level of Service Standards (Established in GMA Plan, 1994)

CLARK COUNTY LEVEL OF SERVICE (LOS) STANDARDS (1994)	
LOS B	Rural arterials not identified as LOS C or below
LOS C	Rural connectors that link urban areas to the inter-urban routes Arterials within La Center and Yacolt that are not rural connectors of inter-urban routes All Vancouver urban area roadways not defined as LOS D and were at LOS C or above under 1994 conditions High Occupancy Vehicle (HOV) lanes[1]
LOS D	Battle Ground, Camas, Ridgefield, and Washougal urban areas Vancouver Urban Area: • WSU and Vancouver Mall activity centers • Community subcenters • Arterials connecting community centers and subcenters • Arterials leading out of Vancouver Central Business District (CBD); and, • All other roadways maintain LOS D or maintain existing LOS, if at LOS D or below under 1994 conditions Rural interurban routes (predominantly state highways)
Mitigated LOS D	Major multimodal transportation corridors, LOS D consistent with WSDOT service objective H-23(b), and minimum LOS E[2] Community centers within Vancouver urban area, with existing LOS E, provided TSM or other congestion mitigation measures are in place
LOS E	Downtown Vancouver Activity Center Unsignalized arterial approaches that do not meet signal warrants or a signal is not desired per an approved access management plan for the specific corridor
Mitigated LOS E	Columbia River bridges at or below LOS E are allowed a LOS threshold of E with a 15 percent increase in V/C ratio over existing conditions (i.e. a volume/capacity ratio range of 1.05 to 1.15 vs 0.90 to 1.00).

Sources: 20 Year Comprehensive Growth Management Plan for Clark County; Clark County, (1994)
Growth Management Plan for Clark County, Transportation Element; Clark County, (1994)

1 For future High Occupancy Vehicle (HOV) lanes

2 "Mitigate congestion on urban highways in cooperation with local and regional jurisdictions when the peak period LOS falls below Level of Service D".
Source: Washington Transportation Commission, System Plan Service Objectives, H-23(b), approved January 26, 1993

Vancouver adopted a corridor-based concurrency ordinance in March 1998. In 1999, the City of Vancouver amended the existing Level of Service (LOS) standards contained in the Mobility Management element of the Comprehensive Plan. Levels of service standards to meet Vancouver's concurrency test requirements include: 1) corridor travel times (maximum allowable travel time between two designated points along a corridor); 2) an Average Signalized Intersection Performance Standard (a quantitative standard of the performance of all signalized intersections within an identified transportation corridor or Transportation Management Zone (TMZ); and 3) Mobility Index (the maximum number or percentage of signalized intersections which may have an operating level below the Average Signalized Intersection Performance Standard. The City of Vancouver's concurrency corridors are listed below (Table 3-16):

Table 3-16: City of Vancouver Concurrency Measurement Corridors

Andresen Rd
- Mill Plain to SR-500
- SR-500 to 78th St.

Burton Rd
- 18th St to 112th Ave

NE 28th St
- 112th Ave to 138th Ave
- 138th Ave to 162nd Ave

Mill Plain Blvd
- I-5 to Andresen Rd.
- Andresen Rd. to I-205
- I-205 to 136th Ave
- 136th Ave to 164th Ave

164th Ave
- SE 1st St to SR-14

162nd Ave.
- SE 1st St. to Fourth Plain Blvd.

Fourth Plain Blvd.
- Port of Vancouver to I-5
- I-5 to Andresen Rd.
- Andresen Rd. to I-205
- I-205 to 117th Ave.
- 117th Ave. to 162nd Ave

St John's Blvd.
- Fourth Plain Blvd to 78th St.

St James' Blvd.
- Fourth Plain Blvd to 78th St

SR-14
- I-5 to I-205
- I-205 to 164th Ave

SR-500
- I-5 to Andresen Rd.
- Andresen Rd. to Fourth Plain Blvd.

NE 18th St.
- 112th Ave to 138th Ave
- 138th Ave to 162nd Ave

NE 112th Ave
- Mill Pain Blvd to 28th St
- 28th St to SR-500

NE 136th Ave
- Mill Plain Blvd to 28th St.

City Center Zone (Downtown)

Remaining Arterials

Further information on the City's Concurrency program can be found at the web site address, http://www.ci.vancouver.wa.us/transportation/concurrency/index.html.

On October 10, 2000, the Board of Clark County Commissioners also adopted a new Transportation Concurrency Ordinance and related levels of service. The County's Level of Service standards rely on meeting minimum travel speeds in each of the transportation corridors designated by the County (see Table 3-17) and/or meeting thresholds for travel delay at signalized intersections within the designated corridors. Outside of designated transportation corridors, all signalized intersections of regional significance shall achieve LOS D or better except for the intersections of SR-500/Falk Road and SR-500/NE 54th Avenue which shall achieve LOS E or better. All unsignalized intersections of regional significance in the unincorporated County shall achieve LOS E standards or better (if warrants are not met) and LOS D or better if warrants are met. For full details of the October 2000 Clark County Concurrency ordinance and travel speed standards refer to the Clark County website at http://www.co.clark.wa.us/site/concurr/index.htm.

Table 3-17: Clark County Concurrency Measurement Corridors

Corridors and Corridor Limits Description

North-South Roadways

Lakeshore Avenue
Bliss Rd to NE 78th St

Hazel Dell Avenue
Highway 99 to NE 63rd St.

Highway 99 & NE 20th Avenue
NE 20th Avenue (North), NE 179th St. to S of NE 134th St.
Central, N of NE 134th St. to NE 99th St.
South, NE 99th St. to NE 63rd St.

St. Johns Road
NE 119th St. to NE 68th St.

NE 72nd Avenue
SR-502 to NE 119th St.

Andresen Road
NE 119th St. to NE 58th St.

Gher/Covington Road
Padden to SR-500

SR-503
North, SR-502 to NE 119th St.
South, NE 119th St. to Fourth Plain

Ward Road
Davis Rd. to SR-500

NE 162nd Avenue
Ward Rd. to NE 39th St.

NE 182nd Avenue
Risto Rd. to Davis Rd.

East-West Roadways

SR-502
SR-503 to NE 1790th St.

179th Street
West, NW 41st Ave. to I-5
West Central, I-5 to NE 72nd Ave.

139th St. & Salmon Creek Ave.
139th Street (West), Seward Rd. to I-5
Salmon Creek Ave. (W. Central), I-5 to NE 50th Ave.

119th Street
West, Lakeshore to Hazel Dell
West Central, Hwy 99 to HNE 72nd Ave.
East Central, NE 72nd Ave. to SR-503

99th Street
West, Lakeshore to I-5
West Central, I-5 to St. John's Rd.
East, SR-503 to NE 172nd Ave.

Padden Parkway (East Central)
I-205 to SR-503

78th/76th Street
West, Lakeshore to I-5
West Central, I-5 to Andresen
East Central, Andrsen to SR-503
East, SR-503 to Ward Rd.

Fourth Plain Boulevard
East Central, I-205 to SR-503
East, SR-503 to 162nd Ave.

63rd Street
West Central, Hazel Dell to Andresen
East Central, Andresen to NE 107th Ave.

TRANSIT LOS STANDARDS

C-TRAN also has identified LOS standards to assess the operational quality of the transit system. The matrix outlined in Table 3-18 can be used by local jurisdictions and C-TRAN to assess whether transit system expansion would be feasible in a given area.

Table 3-18: C-TRAN Level of Service Indicators

C-TRAN LOS INDICATORS									
	PLANNING INDICATORS							SUPPORTING FACTORS	
Service Classes	Persons per Sq. Mile (Pop+Emp)	Peak/ Non-Peak Headways	Bus Stop Spacing	Accessibility[2]	Load Factor	Travel Time Ratio (transit/ auto)	Service Span (hours/day, days/week)	Expected Market Characteristics	Other Supporting Characteristics
Commuter: Inter-state	20,000-25,000	15/NA	major P&R lots	within 5 miles of 80% of pop+emp	1.0	1.75	M-F Peak	Portland employees who live in Washington	Parking mgmt.; HOV priority treatments; P&R spaces
Commuter: Intra-state	20,000-25,000	15/NA	major P&R lots	within 3 miles of 80% of pop+emp	1.0	1.75	M-F Peak	CBD & urban growth centers; employees living in Washington suburbs	Parking mgmt.; HOV priority treatments; large # of P&R spaces
Urban Corridor Service	18,000-20,000	15/30	1/8 mile	within 1/4 mile of 75% of rural pop+emp	1.5	2.0	7 days 12-16 hrs/day	Income, special generators, age, high density residential development	Land use zoning compatibility; parking mgmt.
Urban Residential Connector Service	12,000-18,000	30/60	1/4 mile	within 1/4 mile of 80% of pop+emp	1.5	2.0	5 days 12-16 hrs/day limited weekend. & evening service	Residential development connecting to major activity centers	Parking mgmt.; zoning; land use compatibility
Rural	Policy coverage	60/120	designated pick-up locations	within 5 miles of 75% of rural pop+emp	1.0	2.0-3.0	M-F 10-12 hrs/day ltd. weekend service	Community centers, city halls, post offices	Citizen requests for service
Subscription Bus	30	as needed	NA	NA	1.0	1.15	M-F Peak	Specialized employer needs	Commute trip reduction; parking mgmt.
Vanpool	8-15	as needed	NA	NA	1.0	1.15	M-F Peak	Specialized employer needs	Commute trip reduction; parking mgmt.
C-VAN (disabled)	Policy	as needed	NA	NA	1.0	NA	7 days, 12-16 hrs/day	Elderly & handicapped	NA

[2] Accessibility is defined as the percent of households and jobs within walking distance of a transit stop, transit center, or park and ride lot.

HIGHWAY SYSTEM CAPACITY ANALYSIS

EMME/2 software is used to analyze highway system needs, in terms of capacity, for the Clark County region. Appendix A lists projects identified in the *MTP* as needed to meet existing and future forecast capacity deficiencies determined by assigning forecast 2020 trips onto the *MTP '99* highway system as described earlier in this chapter. The list contained in Appendix A notes projects which are incorporated into the *MTP '99* year 2020 regional travel forecasting model and as a result were considered as part of the air quality conformity analysis.

TRANSPORTATION SYSTEM ANALYSIS

Highway capacity is not the only consideration in analysis of the regional transportation system. Indeed, the Intermodal Surface Transportation Efficiency Act (1991) and Transportation Equity Act for the 21st Century (TEA-21) emphasize the need to develop alternative modes and increase capacity of the existing highway system through more efficient use by means of ridesharing, system management and transit use. Capacity expansion is to be resorted to after other alternatives have been considered. Such strategies are described in more detail in Chapter 5, System Improvement and Strategy Plan. In addition, Chapter 5 also addresses the need for maintenance and preservation of the existing regional transportation system, safety of the transportation system, development of non-motorized modes and high capacity transportation systems.

CHAPTER 4

FINANCIAL PLAN

OVERVIEW

Potential transportation improvement projects proposed in this Plan are intended to meet the MTP policy objective of making the most efficient use of, and enhancing, the existing transportation system. The potential highway, transit and non-motorized recommendations are designed to meet transportation planning goals:

- to provide Mobility and Accessibility
- with Cost-effective and Affordable projects
- which will minimize Environmental Impact and improve Air Quality

The availability of federal, state and local moneys will have a significant impact on the ability to fund proposed projects. This chapter describes revenue sources and discusses changes to revenue sources as a result of federal and state legislation. The projection of funding ability is based on historic funding levels. The ability of the projected funding to meet MTP costs is determined.

Transportation has traditionally been funded by "user fees". Today, the major tax sources to fund transportation are the gas tax, the Motor Vehicle Excise Tax (MVET), vehicle registration fees and transit fare box revenues. Gas tax is imposed at the federal level ($0.183 per gallon) and at the State level ($0.23 per gallon) and is devoted primarily to highway purposes.

CURRENT REVENUE SOURCES

FEDERAL FUNDING

The federal funding picture changed significantly with the passage of the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 and its successor, the Transportation Equity Act for the 21st Century (TEA-21), passed in 1998. Funding programs in ISTEA and TEA-21 allow much greater flexibility in the way money may be used. The federal funding programs now have a multimodal emphasis especially the Surface Transportation Program, which gives regions greater independence to invest in alternate modes of travel, including capital transit projects, such as High Occupancy Vehicle (HOV), Light Rail Transit (LRT), and park and ride facilities. ISTEA was considered landmark legislation because of this and because it enhanced the role of the Metropolitan Planning Organization in the programming, planning, and prioritization of STP funds, established Transportation Management Areas (TMAs), and made funding available for transportation projects to help regions meet air quality standards. A brief description of the existing funding programs available through the federal Act follows.

Interstate Maintenance (IM) Program

This program is similar to the former FAI-4R program and is intended for projects to rehabilitate, reconstruct, restore, and resurface the Interstate System. IM funds may not be used for new travel lanes, other than High Occupancy Vehicle lanes or auxiliary lanes or

reconstruction. Six-year funding is set at $23.8 billion, nationwide. The Washington State apportionment is $487.9 million over six years as outlined in the table below.

National Highway System (NHS)

National Highway System was a new funding category in ISTEA. It established a National Highway System (NHS) which consists of major roads in the U.S. including the interstate system; other routes identified for their strategic defense characteristics; routes providing access to major ports, airports, public transportation and intermodal transportation facilities; and principal arterials that provide regional service. Funding in this category may be used for a wide variety of projects. In addition to roadway construction, operational and maintenance improvements, eligible projects include: start-up for traffic management and control, infrastructure-based intelligent transportation system capital improvements, fringe and corridor parking, carpool and vanpool projects, bicycle and pedestrian projects, and wetlands and natural habitat mitigation. In certain circumstances, transit projects in the corridor are also allowed if they benefit the NHS facility. Publicly-owned intracity and intercity bus terminals are also eligible. In addition, states have the option to shift 50% of the money to the STP category, which has greater project flexibility. The funding level for the NHS program is $28.6 billion nationwide for the next six years. Estimated Washington State apportionments are outlined below:

Table 4-1: Estimated Washington NHS Allocations (in millions $)

ESTIMATED WASHINGTON NHS ALLOCATIONS (IN MILLIONS $) (Note: The amounts shown below are authorized amounts; appropriated amounts are lower)	
	TOTAL: Federal Fiscal Years 1998-2003
Interstate Maintenance	$487.9
National Highway System	$545.7
Totals	$1,033.6

Source: *US DOT web-site at http://www.fhwa.dot.gov/tea21*

Surface Transportation Program (STP)

This program is similar to a block grant program and combines the old Federal Primary, Federal Aid Urban, and Federal Aid Secondary categories into a single, flexible, intermodal program. Generally, it can be used for any road or bridge except for local roads or rural minor collectors, although a portion of the funds reserved for rural areas may be spent on rural minor collectors. In addition to eligibility for operational and capacity improvements to roadways, it allows for the programming of transit capital projects, intracity and intercity bus terminals, carpool projects, fringe and corridor parking, capital and operating costs for traffic monitoring, management or control, transportation enhancements, transportation planning, and transportation control measures for air quality. If an area has been designated a Transportation Management Area, as the Vancouver region has, money cannot be spent on road capacity improvements for general purpose traffic unless the improvements are part of an overall Congestion Management Plan.

Of the money received by the state, 10% must be set aside for safety projects such as hazard elimination and 10% for transportation enhancements such as pedestrian and bicycle facilities.

Total funding for the STP is $33.3 billion nationwide. The table below outlines estimated STP funding available within the state of Washington for the extent of the TEA-21 (1998-2003).

Table 4-2: Estimated Washington STP Allocations (in millions $)

ESTIMATED WASHINGTON STATE STP ALLOCATIONS (IN MILLIONS $) (Note: The amounts shown below are authorized amounts; appropriated amounts will be lower)	
	TOTAL: Federal Fiscal Years 1998-2003
Enhancements	$67.5
Safety	$67.5
Distributions by Population	$337.6
Planning & Research (STP)	$17.2
Statewide Flexible	$387.8
Totals	$877.7

Source: *8/10/98 Estimates by WSDOT*

Congestion Mitigation and Air Quality Improvement Program

These funds are specifically targeted for air quality non-attainment and maintenance areas for ozone, carbon monoxide (CO) and small particulate matter (PM-10) to implement projects and strategies which reduce transportation related emissions; to implement Transportation Control Measures (TCM's) listed in Section 108 of the Clean Air Act, or the State Implementation Plan, or that the Department of Transportation or the Environmental Protection Agency has determined will contribute to attainment and maintenance of National Ambient Air Quality Standards (NAAQS). Money in this fund is apportioned by population and weighted by the severity of pollution. Funds in this category cannot be used for new highway capacity. However, construction of high occupancy vehicle lanes are allowed with the understanding that capacity may be used by single occupancy vehicles during the non-rush hour period. The Clean Air Act Amendments of 1990 require that highest priority be given to the implementation of the transportation portions of applicable SIP's and TCM's for applicable SIP's. Total six-year funding for this program is $8.1 billion, nationwide. It is anticipated that the state of Washington will receive $130.8 million for the six-year period from FFY 1998 through FFY 2003. An average of $21.8 million per federal fiscal year is received to be used in the areas with air quality problems; Seattle, Vancouver, Spokane and Yakima. RTC is one of the MPO's, statewide, which receipt of CM/AQ funds.

Bridge Replacement and Rehabilitation Program

This program provides funds to assist states in replacement and rehabilitation of deficient highway bridges and to seismic retrofit bridges on any public road. The nationwide program provides $20.4 billion in funding. Within Washington State, about $534 million is to be received for bridge projects from 1998 through 2003. Distribution of Bridge funds to individual bridge replacement projects for local agencies is governed by policies established by the Bridge

Replacement Advisory Committee (BRAC). The needed bridge projects forecast for the Clark County region over the 20-year planning period are listed in Appendix B.

High Priority (Demonstration) Projects

TEA-21 provides funding for High Priority Projects throughout the nation as identified by Congress. TEA-21 includes 1,850 such projects costing a total of $9.4 billion. In Clark County, High Priority funding is allocated to the following projects: $4 million to the Mill Plain Extension west to the Port of Vancouver and $4.721 million to the 192nd Avenue corridor in east county.

STATE FUNDING

The Motor Vehicle Fuel Tax and Motor Vehicle Excise Tax (MVET) are the two major state revenue sources for highway maintenance and arterial construction funds. Some of the programs funded by these revenue sources are described below:

Transportation Improvement Account

This program is administered by the Transportation Improvement Board (TIB) and provides funding for projects to improve the mobility of people and goods in Washington State's urbanized areas. The TIB encourages projects which are coordinated among government agencies and provide for public/private participation. The TIA urban program requires a minimum 20% local match.

Urban Arterial Trust Account (UATA)

The Transportation Improvement Board also administers Urban Arterial Trust Account (UATA) funds. The program is to improve the existing city and urban county arterial street system to reduce congestion, strengthen the structural ability to carry traffic loads, address roadway width deficiencies, provide improvements to reduce accident rates, and implement traffic management to maximize mobility of people and goods. A minimum 20% local match is required.

The table below provides an example of annual statewide funding overseen by the Transportation Improvement Board (TIB):

Table 4-3: Transportation Improvement Board Funding Programs

TRANSPORTATION IMPROVEMENT BOARD FUNDING PROGRAMS			
FundingProgram	**Eligible Agencies**	**Type of Projects**	**Funds** **a) 1999 Statewide** **b) 1999 Clark County** **c) 1997-99 Statewide** **d) Clark Co. (historical)**
Transportation Partnership Program (TPP)	Urban Counties, Cities > 5,000 Population, Transportation Benefit Districts	Regionally Significant, Improve Mobility and Economic Dev., Multijurisdictional, Multi-modal, Public/Private Coop.	a) $58.2 million b) $9.9 million c) $122.0 million d) 62.3 million
Arterial Improvement Program (AIP)	City and County Arterial Streets (Within Federal Urban Area Boundary)	Improve Mobility, safety, address geometric and structural deficiencies	a) $41.3 million b) $5.4 million c) $57.2 million d) 25.3 million
Small City Program (SCP)	Incorporated cities with population < 5,000	Address Structural Condition, Lane and Shoulder Width Deficiencies, Safety Issues	a) $5.8 million b) $0.143 million c) $7.9 million d) $1.2 million
Pedestrian, Safety & Mobility Program (PSMP)	Urban and Small City	Enhance and Promote Pedestrian Mobility, Safety, System Continuity and Connectivity	a) $4.7 million b) $0.162 million
Public Transportation Systems Program (PTSP)	Transportation System Agencies Outside Central Puget Sound that are net contributors of MVET to the PTSA	Planning and Development of Capital Projects, HCT Systems, HOV Lanes and Related Facilities, Other Public Transportation System related Roadway Projects on State Highways, County Roads or City Streets	c) $3.9 million

Rural Arterial Program This fund is for financing arterial road improvements in rural areas. Proposed projects for this program are rated by a specific set of criteria including (1) structural ability to carry loads, (2) capacity to move traffic at reasonable speeds, (3) adequacy of alignment and related geometrics, (4) accident rates and (5) fatal accident rates.

Community Economic Revitalization Board

This fund was established by the legislature to make loans and/or grants for public facilities, including roads, which will stimulate investment and job opportunities, reduce unemployment, and foster economic development.

Public Works Trust Fund

Development to provide low interest loans to local governments for infrastructure improvements and is funded by utility taxes.

LOCAL FUNDING

Local revenue comes from a variety of sources such as property tax for highway projects and sales tax for transit projects. Other revenues include moneys from street use permits, gas tax, utility permits, and impact fees.

Arterial Street Fund

This is the distribution of the state gasoline tax to the cities and counties based on each jurisdiction's population.

Transportation Impact Fees

Transportation impact fees were authorized in HB 2929 of the 1990 Legislature to address the impact of development activity on transportation facilities. Clark County, City of Vancouver the City of Camas and City of Battle Ground have established Transportation Impact Fees programs. Clark County and the City of Vancouver are currently updating their transportation impacts fees programs.

POTENTIAL TRANSPORTATION REVENUES

The revenue sources described in this section are programs approved by the State Legislature which authorize jurisdictions to impose fees at the local level for specific transportation infrastructure categories with voter approval. These programs have not been instituted in this region, but could be imposed in the future.

Local Option Vehicle License Fee

A local option fee of up to $15 per vehicle can be imposed at the county level and can be used for general transportation including: public transportation, high capacity transportation, transportation planning and design, and other transportation related activities. A maximum $15 local license fee could generate up to $4.5 million per year in revenues within Clark County.

Local Option Fuel Tax

A local option fuel tax of up to 10% of the statewide motor vehicle fuel tax may be imposed by the county without voter approval; this would amount to a 2.3 cents per gallon local option. Revenue from this source must be used for highway purposes including: construction and maintenance of city streets, county and state roads, and related activities. This could raise an estimated $3.4 million per year.

Commercial Parking Tax

The county or city may impose, subject to exclusive referendum procedure, a tax on the commercial parking business to be used for general transportation purposes. The tax could be based on gross proceeds or number of stalls, or on the customer. As of yet, there are no localities that have instituted a parking tax, and consequently, issues associated with it have not been analyzed nor have revenue estimates been made.

TRANSIT REVENUES

Revenue sources have been described above that are intended exclusively for highway investment or have the flexibility to be used for highway/transit funding. This section will address revenue sources specifically for the purpose of funding transit needs.

HIGH CAPACITY TRANSPORTATION REVENUES

Federal

The Surface Transportation Program of ISTEA gives much greater emphasis on intermodal flexibility and allows those funds to be used for transit capital projects. In addition, National Highway System funds can be used on alternative arterials or transit projects within the NHS corridor if there is a direct benefit to a NHS facility. Federal funds provided C-TRAN with approximately $12.7 million in 1994.

State

The Transportation Fund of the state can be used for any transportation purpose including transit but historically has primarily been used for highway projects. Within the Transportation Fund is the Public Transportation System Account which may be used for transit-related projects, although the amount available to the remainder of the state outside the Puget Sound area is quite small.

The state High Capacity Transportation Account (HCTA) is available to transit agencies for planning, construction, and operating High Capacity Transportation systems and provides 80% state funding.

LOCAL OPTION REVENUES

There are a number of local option taxes available at the local level that can be implemented with voter approval. Unlike potential revenue sources described earlier, these local tax options would be used exclusively for planning, constructing, and operating high capacity and feeder transportation systems.

Motor Vehicle Excise Tax

Additional local level MVET, to a maximum of 0.8%, is allowed to be levied.

Employer Tax

A tax on employers of up to $2 a month per employee could generate over $2.7 million a year in the Clark County region.

Sales Tax

This would allow up to a 1% local sales tax option and could generate over $20 million a year in revenue.

REVENUES AND COSTS

ISTEA requires that the *MTP* be "fiscally constrained"; there must be a balance between forecast revenues and costs of identified transportation system improvements. With limited revenues available for funding transportation improvements, the most cost-effective transportation solutions must be identified and selected. The analysis of needs and revenues presented in local Growth Management Act (GMA) plans, *1999-2018 State Highway System Plan*, and *Transportation Improvement Program 2000-2002* are used in the *MTP* as the basis for its financial plan. Both the state and local transportation planning processes are required to exercise fiscal responsibility in preparing transportation finance plans. The GMA requires that local jurisdictions prepare a Capital Facilities Plan (CFP) element to include transportation projects as part of the GMA plans.

The financial analysis presented in this MTP assumes revenues and costs in 1999 dollars. This method has advantages in that the methodology is straightforward, but has drawbacks in that inflation is not considered in the analysis. However, the inflation factor has an impact on both the revenues and costs sides of the equation. On the revenues side, gas taxes do not keep pace with inflation. On the project costs side, the longer the time taken to implement a project the more expensive it will be. Another problem that the transportation sector faces is that although the federal government authorizes transportation dollars at a certain level, the actual appropriation for their use is at a lower level.

REVENUES

Historic data relating to revenue receipts for regional transportation improvements is used to assess revenues likely to be received for future transportation needs. The historic data is derived from Transportation Improvement Programs (TIP) for years 1993 through 2002 (TIP years developed since passage of the ISTEA) as a basis for annual revenue estimates. Revenues received for implementing the TIP for years 1993 through 1999 are included in the analysis and revenues programmed in the TIP for years 2000 through 2002.

1999 analysis reveals that once dollars are set aside for regional system maintenance, preservation and operations (approximately $25 million annually) about $27.9 million per year remains available for regional transportation system expansion projects annually in Clark County (See Figure 4-1 below). Over the twenty-year planning horizon of the MTP, this would mean approximately $558.6 million in revenues available for regional transportation system expansion.

As noted above, this revenue projection is exclusive of system maintenance, preservation and operating revenues which are already accounted for, exclusive of local transportation system needs and exclusive of revenues received to fund transit system operations.

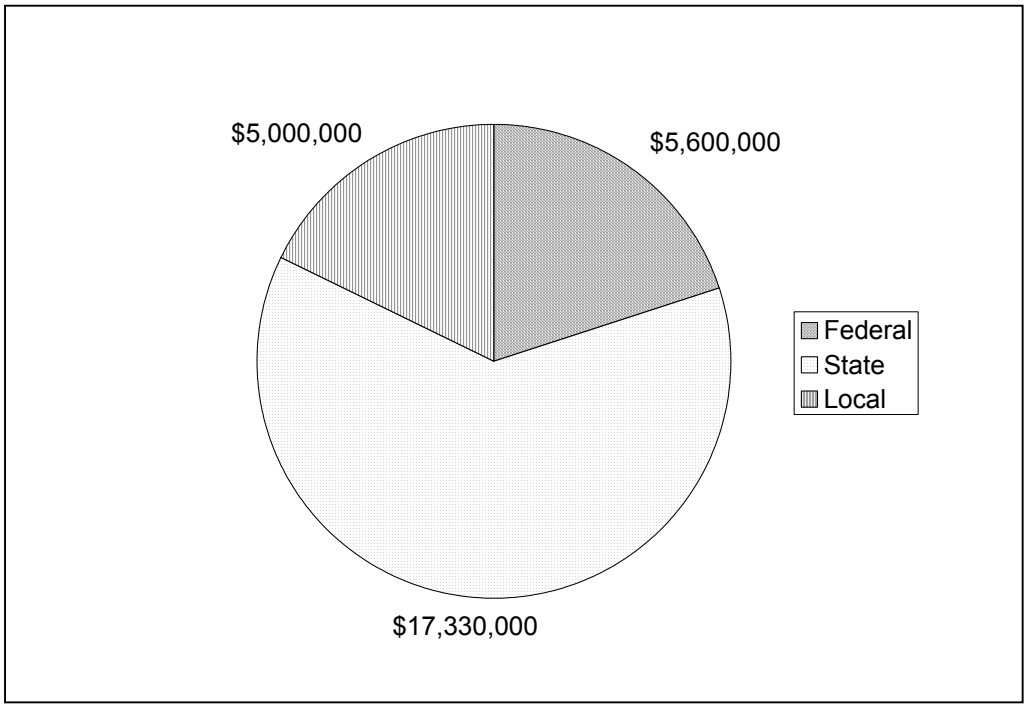


Figure 4-1: Annual Average Revenues for "Mobility/Accessibility" Projects on Regional Transportation System in Clark County

COSTS

System Maintenance, Preservation and Operations

Before consideration can be given to system expansion, the region needs to ensure that sufficient money is available to adequately maintain, preserve and operate the transportation system already in existence. For the regional transportation system, costs to maintain, preserve and operate the system exceed $25 million annually. These costs are likely to take up a greater percentage of available revenues over the twenty year period as the transportation system ages and grows. Transit operating costs are assumed to be covered by available revenues to the transit system. Projected funding for transit system operation and improvement is outlined in the *Model Transit Sub-element and Capital Facilities Plan*, (C-TRAN, May 1994). The document was prepared to support GMA planning efforts. For the six-year planning period, C-TRAN publishes a *Transit Development Plan* (TDP) which reports on projected service levels and funding strategies. The latest published TDP provides a review of 1998 and covers the years 1999 through 2005 and was issued in mid-1999.

System Expansion

In a rapidly growing region such as Clark County, there is large demand for system expansion. MTP highway system expansion costs have been estimated at $558.6[1] million over the twenty-year period. Cost estimates are reviewed in detail at each MTP update.

Estimated capital costs for bi-state transportation facilities is addressed in the October, 1996 report prepared for the Transportation Futures Committee, *New Bi-State Transportation Facilities Capital Cost Comparisons.* The I-5 Trade Corridor Study, now underway, and the Bi-State Transportation Committee which convened in September, 1999 will also address bi-state needs. It is acknowledged in the state 1999-2018 Highway System Plan that a replacement for the I-5 Interstate Bridge will be required in the longer term. However, it is tagged as a High Cost Project (HCP); funding is not identified for the project and so it is not a part of the fiscally constrained Plan.

CONSISTENCY BETWEEN MTP AND STATE SYSTEMS PLAN AND LOCAL PLANS

All recommended projects contained within the MTP are consistent with State and local plans. The *MTP* financial plan is required by the federal government to be "fiscally constrained". The MTP includes all state projects identified in the State Highway System Plan, 199-2018 (January, 1998) Financially Constrained list. However, the State's Highway System Plan identifies transportation needs beyond the revenue levels currently available for regional transportation uses identified in this MTP. The additional transportation needs are listed in the section of the state Highway System Plan titled, "Mobility Strategies Excluded from Constrained Plan". The Highway System Plan estimates that there are $1.3 billion in unmet needs on the state transportation system in Clark County in the twenty year period. The State plan calls for legislative action to increase transportation revenues to overcome the projected shortfall in funding but the outcome is not yet assured. Local GMA plans are dependent on the implementation of various measures to raise additional transportation revenues and, again, the outcome is not certain. It is assumed that funding for *MTP* system improvements already programmed in the regional and local transportation improvement programs is secured.

FISCAL CONSTRAINT OF THE MTP

The MTP for Clark County represents a fiscally-constrained transportation plan in that projected revenues[2] appear to be available to meet the estimated cost of regional transportation projects[3]

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[1] Cost estimates for the Plan were reviewed in 1999. The cost estimates assume the low end of the cost range for state projects as noted in the 1999-2018 Washington State Highway System Plan (WSDOT; January, 1998). Also, credit is taken for projects which are already fully or partially funded.

[2] A detailed analysis of available and projected revenues and estimated cost of projects is available from RTC.

[3] Regional projects include all state transportation facilities, principal arterials and some minor arterials. Local projects (remainder of the minor arterial system, collectors and local roads) are not included in the MTP's detailed fiscal analysis.

(in 1998/9 dollars) listed in Appendix A. The financial outlook can change if cost estimates for certain projects are increased and/or if projected revenues increase or decrease. The objective of making most efficient use of limited transportation dollars motivated RTC to conduct a transportation project prioritization process during 1998. The rationale for the prioritization process was that if the region could agree on top priorities, medium term priorities and longer term priorities, then the region could advance those top priority projects for statewide competitive funding. It was felt that those projects that have the top priority support of the whole region may be able to more successfully compete for funds. The process focussed largely on prioritization of regional highway capacity expansion projects. These are the type of projects for which dollars are most difficult to obtain because policy is to ensure the maintenance and preservation of the existing system before funds can be allocated to system expansion. The Prioritization Process is outlined in Chapter 5 of the MTP.

The Clark County region does have additional transportation needs beyond those improvements listed in the MTP. Projects to meet these needs cannot be incorporated into the Plan at this time as there are insufficient revenues projected to be available for their construction and/or implementation. Some of these projects are outlined in the 1999-2018 Washington State Highway System Plan and are to be addressed in the next MTP update. During 1998/99 several revenue issues may be resolved which may alter the financial outlook. The federal Transportation Equity Act for the 21st Century (TEA-21) was passed during 1998 which allocates additional funding to transportation projects nationwide than did its predecessor, the Intermodal Surface Transportation Efficiency Act (ISTEA). Referendum 49 was passed by the voters of Washington State in November, 1998 which allocates additional state funds to transportation projects. Initiative 695 was passed by voters in Washington in November, 1999. This initiative led to repeal of the Motor Vehicle Excise Tax which has significantly reduced the revenues available to transit. In addition to revenue issues, finance considerations have to account for cost estimates that may increase as the full extent of work and funding necessary to fulfill certain projects is realized.

CHAPTER 5

SYSTEM IMPROVEMENT AND STRATEGY PLAN

OVERVIEW: DEVELOPMENT OF A BALANCED REGIONAL TRANSPORTATION SYSTEM

This chapter summarizes the solutions and strategies needed to provide an adequate level of regional mobility and accessibility over the next 20 years and to support the Growth Management Act land use goals for the region. A wide range of solutions and strategies are needed to meet regional travel demand. There are strategies to address the travel demand side as well as transportation system supply side, strategies to increase the efficiency of the existing regional transportation system as well as strategies to provide for capacity expansion to accommodate growth, solutions requiring physical construction and solutions requiring planning applications with consideration for multiple transportation modes. In developing a balanced regional transportation system it is not only capacity deficiencies which must be addressed but also preservation and maintenance of the existing regional transportation system, as well as plans to make for a safer regional transportation system for mobility of people and freight. All transportation modes are to be addressed. Development of a balanced regional transportation system with reduced dependence on the single occupant vehicle (SOV) relies on development of alternative modes of transportation, changed land use densities and patterns and/or changes in lifestyle. The chapter concludes with a map showing transportation system capacity expansion improvements included in the MTP and a map showing "Mobility" type improvement priorities.

MAINTENANCE OF THE EXISTING REGIONAL TRANSPORTATION SYSTEM

Of prime importance in the planning for the regional transportation system is the need to maintain the existing system. Maintenance addresses the day-to-day activities needed to keep the transportation system in good working order; daily operations that keep the system safe, clean, reliable and efficient. Such activities include incident response, filling potholes, repairing bridges, drainage ditches, guardrails, plowing snow, removing rocks, and efficiently operating traffic signals. The Washington State Department of Transportation (WSDOT) and local jurisdictions monitor the condition and operation of the existing system and program projects to maintain the system. The *MTP* supports the routine, regularly-scheduled and necessary maintenance work identified by local jurisdictions. The MTP supports maintenance being given high priority in the programming of transportation funds.

PRESERVATION OF THE EXISTING REGIONAL TRANSPORTATION SYSTEM

Preservation of the existing regional transportation system is also important to protect the heavy investments already made in the system. Preservation can prolong the life of the existing transportation system through such projects as repaving roads, rehabilitating bridges, seismic retrofit and rock fall protection. Preservation needs are identified through the Pavement Management System (PMS) and local needs analysis and the MTP is highly supportive of giving prime consideration to such project needs.

BRIDGE DEFICIENCIES

Maintenance and preservation projects required on bridges are identified through the Bridge Management System (BMS) managed by WSDOT. A list of the twenty-year identified bridge needs for Clark County is provided in Appendix B.

SAFETY DEFICIENCIES

Accidents, their number, location, and type, are monitored by WSDOT and local jurisdictions and if there is deemed to be a safety deficiency then remedial measures are considered and corrective action taken. The *MTP* supports regional system safety projects identified through the ISTEA-required Safety Management System (SMS) and local plans and programs to correct safety deficiencies on the regional transportation system. Measures to improve the safety and security of the transit system for transit passengers and employees have been implemented by C-TRAN in keeping with Federal Transit Administration's Strategic Plan.

ECONOMIC DEVELOPMENT AND FREIGHT TRANSPORTATION

The prosperity of a region is dependent on the provision of transportation infrastructure to support economic development. Economic development emerged as the prime evaluation criteria for prioritizing MTP projects in discussions with the RTC Board of Directors (refer to MTP Regional System Improvements and Prioritization Process section later in this Chapter 5). Freight transportation needs have been addressed in a regional freight transportation study undertaken during 1993 to identify regional freight transportation issues and to investigate data availability and needs regarding freight transportation. The results of the study are documented in *Southwest Washington Regional Freight Transportation Study, Final Report* (December, 1993; RTC/JHK & Associates). The study noted the shortage of data relating to freight transportation. The report also noted the need for improved access to the Port of Vancouver via the Mill Plain Extension. There is need for data relating to transportation of freight through the region, freight delivery within the region and freight origins and destinations. A study, commissioned by the Port of Portland to support Metro's Region 2040 planning activities, suggests that freight rail transportation will increase significantly in the region during the MTP planning horizon. The WSDOT-developed Intermodal Management System (IMS) provides input on regional intermodal needs. The community has noted a concern about the transportation of hazardous materials on the transportation system. WSDOT adopted a Statewide Freight and Goods Transportation System (FGTS) in 1995 which categorizes highways and local roads according to the tonnage of freight they carry. The FGTS was updated prior to the 1998 legislative session.

NON-MOTORIZED MODES

The development of pedestrian and bikeway facilities to access the transit system and for use as an alternative transportation mode is supported by the Regional Transportation Plan. Reduced reliance on automobiles is largely dependent on the development of adequate sidewalks and bikeways to access activity centers and to allow for intermodal connections in use of the transit system. The development of non-motorized transportation modes is a strategy which will maximize the capacity of the existing transportation system. Sidewalk and bicycle path/lane projects are most appropriately identified at the local level and can be prioritized through the regional transportation programming program if in competition for regional funding. Local jurisdictions within Clark County are giving more emphasis than in previous programs to non-motorized projects in efforts to redress the balance in transportation system development from highway and auto dependence to provision of alternative modes. Clark County has convened a Bicycle Advisory Committee to identify and prioritize needed bike projects. In addition, jurisdictions in Clark County have addressed the need for bicycle and pedestrian projects in their GMA plans and in the *Clark County Trails and Bikeway System Plan* (December 1992; Clark County). Notable pedestrian and bicycle projects in Clark County include

completion of the City of Vancouver's Columbia River Waterfront Trail, the Discovery Trail, the Columbia River/Evergreen Highway Trail, Hazel Dell Avenue bike lanes and SE 164th Avenue bike lanes. Also of regional significance is improvement of pedestrian and bicycle facilities which will improve access to transit facilities.

TRANSPORTATION DEMAND MANAGEMENT (TDM)

The MTP supports TDM as a strategy to maximize the efficiency of the existing transportation system. Transportation demand management strategies to reduce vehicle trips on the regional transportation system can include use of transit, carpooling, vanpooling, working of flexi-hours and/or compressed work week, and working from home with use of communications technology, known as telecommuting. A list of many TDM strategies is outlined in Table 5-1. Such TDM strategies will become increasingly important as travel demand in the region continues to grow but transportation investments do not keep pace. TDM strategies can help to preserve transportation system capacity and RTC Board direction is to promote the use of such strategies throughout the Clark County region.

Local jurisdictions have implemented the Washington State **Commute Trip Reduction** law and have set in place a program intended to reduce the work trips of employees traveling to and from places of employment with over one hundred employees who arrive at work between the hours of 6 a.m. and 9 a.m. Each of the affected jurisdictions within Clark County have adopted an ordinance to establish the commute trip reduction program. The goal defined in Washington State's commute trip reduction law is to have major employers reduce commute trips by 15% by 1995, 20% by 1997, 25% by 1999 and achieve 35% reduction over the base year by 2005. Currently, there are fifty affected employers in Clark County.

A list of potential strategies for implementation in Clark County is contained in Appendix A2 of the MTP; *"MTP Strategies: Projects to Preserve System Capacity, including Transportation Demand Management (TDM) Strategies"*. Monitoring of the effectiveness of TDM is necessary to provide input to the regional travel forecasting modeling process. Prior to the next update of the MTP, a comprehensive analysis of TDM strategies is scheduled.

Table 5-1: Outline of Transportation Demand Management Strategies

Outline of Transportation Demand Management Strategies	
Type	**Description**
Education	Transport agencies, professionals and the public consider and understand TDM
TDM Marketing	Provide public information and encouragement programs
Commute Trip Reduction (CTR) Programs	Employee commute trip reduction programs
TMAs	Transportation Management Associations provide trip reduction services in a commercial or employment center
Manage Special Transport Activities	Manage special types of transport and special events for efficiency
Financial Planning	TDM competes against capacity expansion in terms of cost effectiveness
Transportation Allowance	Provide commuter with a transportation allowance rather than free parking

Outline of Transportation Demand Management Strategies	
Type	**Description**
Transit Improvements	Improved public transit service
Park and Ride	Parking at urban-fringe transit stops
Vanpool Programs	Promotion/organization of vanpools
Rideshare Programs	Rideshare promotion and matching
HOV Preference	Transit and rideshare lanes and other priority measures
Free Transit Zones	Free transit in commercial centers
Bicycle Improvements	Improved bicycle planning and facilities
Intermodal Bike	Bike lockers at transit stops, bike racks on transit vehicles
Telecommuting	Working at home to avoid commute trips
Alternative Work Hours	Flex time and alternative work weeks (such as 4 10-hour days)
Guaranteed Ride Home	Provide a limited number of free rides home for transit and rideshare commuters
Security	Address security concerns of rideshare, transit, cycle and pedestrian commuters
Parking Pricing	Charge users directly for parking. Charge by the hour or day rather than the month
Full Cost Pricing	Pricing reforms to encourage efficient transport
Road Pricing	Road tolls and congestion pricing
Mileage Fees	Per-mile charges for road use and/or distance-based vehicle insurance and registration fees
Fuel Taxes	Increase federal and state fuel taxes
Vehicle Restrictions	Prohibit vehicle use in specific areas
Cash Out Parking	Provide employees who do not drive the cash equivalent of parking subsidies
Reduce Parking Requirements	Reduce parking requirements in zoning laws
Preferential Parking	Preferential parking for rideshare vehicles
Vehicle Rentals	Encourage carshare cooperatives and neighborhood vehicle rentals
Land use Reforms	Higher density, mixed use, growth management
Neotraditional Planning	Develop neighborhoods that encourage walking bicycling and transit use
Traffic Calming	Use strategies to reduce vehicle traffic speeds when appropriate
Monitor TDM	Perform surveys and other monitoring of TDM program effectiveness

TRANSPORTATION SYSTEM MANAGEMENT (TSM)

TSM is also a strategy to maximize the efficiency of the existing transportation system. In 1993, a study to investigate the feasibility of various transportation system management strategies was conducted by ODOT. The ODOT Advanced Transportation Management System (ATMS) study was coordinated with WSDOT and included analysis of traffic surveillance, traffic control and traveler information needs in the I-5, I-205, SR-14 and SR-500 corridors. TSM measures can include an incident response program, increased signage to alert motorists of travel conditions, ramp metering, improved communication means, Intelligent Vehicle/Highway System (IVHS) projects, channelization of traffic at intersections and traffic signal interconnects to improve the efficiency of operation of the regional transportation system. The need for ramp metering on some of the

interchange ramps, with greatest need in the I-5 corridor, has been identified in the WSDOT Systems Plan component of the *Statewide Multimodal Transportation Plan*.

TRANSIT

Transit system improvements are supported in the MTP. The transit transportation mode supports the land use goals established in the GMA Plans which envision denser developments in growth centers and in primary transportation corridors. Transit is also important in meeting the mobility needs of the transit dependent; those unable to drive automobiles because of age, infirmity, disability or low income. C-TRAN outlines a program for development of the transit system in their publication *C-TRAN Transit Development Plan 1996-2001* (C-TRAN, February 1996) which the *MTP* supports. Future development of the transit system will be shaped by the outcome of high capacity transit studies currently ongoing in the region and by land uses established in the Growth Management Plans of local jurisdictions. C-TRAN relies on its Level of Service Indicators matrix (see figure 3-15, Chapter 3) in determining the feasibility of transit service expansion. C-TRAN also outlines plans for future transit service in its publication*, C-TRAN Model Transit Sub-Element and Capital Facilities Plan* (C-TRAN, May 1994, Revised). Over the 20-year planning period an increase in annual transit service hours is forecast from the existing 288,000 hours up to over 440,000 service hours. To reinforce the success of transit system expansion, local jurisdictions need to address transit supportive urban design in providing for convenient access to the transit system.

WELFARE TO WORK

Transportation is one of the main challenges facing people making the transition from welfare to work. In support of that transition, the U.S. Department of Transportation in cooperation in other federal social service agencies is encouraging communities to plan and implement seamless and integrated transportation systems and services which address the numerous welfare to work transportation challenges.

C-TRAN has taken the lead among transportation providers in coordinating with the region's social service providers (DSHS, PIC, HSC) to develop a regional welfare to work transportation plan and pursue program grant funding. Program elements of the welfare to work transportation plan may include: supporting and developing services such as connector services to mass transit; vanpools; sharing buses with elderly and youth programs; coordinated human services and public transit transportation resources; employer provided transportation; Geographic Information System (GIS) based ride matching; guaranteed ride home programs; and public-private transportation partnerships. Some of these programs currently exist, and the outcome of the welfare to work plan will encourage coordinating the services into a seamless system to address the transportation problems for the region's welfare recipients and other low income persons.

HIGH CAPACITY TRANSPORTATION (HCT)

The development of HCT is supported in the MTP to increase the transit carrying capacity of principal transit routes as a strategy to avoid having to provide increased highway capacity (refer to Transportation Management Areas (TMA's) and Congestion Management System (CMS) section below). Study of high capacity transit options were advanced in the South/North High Capacity Transit Corridor Study. A *Tier I Recommendation Report*, published by Metro, September 14, 1994, recommended that Light Rail Transit be developed in the I-5 corridor to Clark County with Phase I

terminating in the vicinity of NE 99th Street and Phase II terminating in the vicinity of NE 134th Street. On the designated regional transportation system, (see Figure 3-3, *Regional Transportation System*) the I-5 corridor is designated a LRT corridor from the state line to the vicinity of Clark College and as a HCT corridor north to 134th Street, SR-500 (between I-5 and Orchards) is marked for potential future HCT extension and the I-205 corridor is designated as a potential future High Occupancy Vehicle/Busway corridor. On July 19, 1994, Metro released the *South North Transit Corridor Study, Draft Briefing Document, Tier I Technical Summary Report* to support the South/North HCT Corridor study recommendations. In 1995 the Clark County voters voted no to funding LRT development. A Draft Environmental Impact Statement (DEIS) was prepared through a coordinated process led by Metro, Portland with a northern terminus in the vicinity of Clark College. The purpose of the DEIS is to identify and disclose anticipated impacts of a potential light rail line from the Clackamas Town Center area to Clark County compared to a "No-build" alternative. Alternatives and options were described in detail in the *South/North Corridor Project Draft Environmental Impact Statement* (FTA/Metro, February 1998). Plans are now moving forward to terminate an LRT line at Expo Center in Oregon. A *South/North Corridor Project Supplemental Draft Environmental Impact Statement* was issued by FTA/Metro in April, 1999.

COMMUTER RAIL/RAIL CAPACITY ISSUES

RTC has recently completed the Commuter Rail Feasibility Study (RTC, May 1999). The purpose of the study was to determine if commuter rail has the potential to serve as a low cost option to improve bi-state travel mobility by making more effective use of the existing Burlington Northern Santa Fe rail transportation corridor between Vancouver and Portland. Commuter rail provides passenger service by shared use of rail tracks with freight operators and other rail users. The Study examined critical issues in the implementation of commuter rail and included: schedule reliability, operations, the impact of shared use with freight and inter city passenger needs, capital and operating costs, and ridership.

The Study concluded that, in a five year horizon, moderate levels of commuter rail service could be implemented between Vancouver and Portland with minor rail capacity improvements. By 2013, however, any level of commuter rail service would require a dedicated passenger track to accommodate the commuter service and the expected increases in freight and intercity passenger trains. The findings of this feasibility study indicate that a commuter rail system should not be pursued at this time unless it is determined that a major rail investment necessary to support future intercity passenger and freight rail growth in the corridor were to be made. Then, the concept of a commuter rail service should be revisited.

This rail corridor is severely constrained in terms of how much growth it can support without major capital investment. The commuter rail operations added a relatively small number of trips to the system but enough to trigger the requirement for a dedicated passenger alignment,. Current plans for intercity passenger and freight growth could trigger the need for major capacity improvements before the 2018 horizon year. The results of this Study have created the awareness of the need to initiate regional discussion about long-term rail capacity issues affecting freight and passenger needs. The capacity constraints in this corridor need to be discussed further, not only in the context of the commuter rail system concept, but also as they relate to the rapid growth of rail freight traffic in the corridor and plans for greatly increased intercity passenger service.

TRANSPORTATION MANAGEMENT AREAS (TMA'S)

The Clark County region has been designated as a Transportation Management Area under ISTEA and TEA-21 because the region has a population greater than 200,000. In addition to meeting all the specified metropolitan transportation planning process requirements, MPO's representing Transportation Management Areas must meet additional requirements. In TMAs, the MPO must have a **Congestion Management System** that provides for the effective management of new and existing facilities through the use of travel demand reduction and operational management strategies. In TMAs, such as the Clark County region, which have been classified as non-attainment for ozone and/or carbon monoxide, highway capacity expansion projects that result in a significant increase in single occupancy vehicles can only be programmed if consistent with the Congestion Management System. The CMS acts as the process for identifying deficient regional travel corridors, for evaluating non-SOV alternatives to address congestion, and for managing the performance of the system.

CONGESTION MANAGEMENT SYSTEM (CMS)

The Congestion Management System (CMS) for Clark County was developed and operational by the deadline of October 1, 1995. The CMS identifies projects and programs for consideration in the metropolitan planning process. In November 1993, RTC released the *Intermodal Surface Transportation Efficiency Act, Transportation Management Systems for: Traffic Congestion, Public Transportation Facilities and Equipment, Intermodal Transportation Facilities and System, Phase I, Final Report.* In October 1994, the *CMS Phase I Compliance Statement and Work Plan* was issued. Elements of the CMS include the identified CMS network performance measures and data monitoring plan as described in the two reports mentioned above. The CMS network is a sub-set of the regional transportation system; a set of 21 transportation corridors to be monitored and evaluated on an ongoing basis as part of the CMS. The *Southwest Washington ISTEA Transportation Management Systems, Phase II Final Report*, which contains the CMS, was adopted by the RTC Board on May 2, 1995 (RTC Board Resolution 05-95-14).

The CMS is intended to be an evaluation tool for monitoring traffic congestion and for identifying improvement strategies. The CMS allows for the systematic monitoring of performance, identification of deficiencies, and the evaluation and recommendation of strategies. The evaluation becomes one part of MTP development. Consequently, the CMS process should be conducted on a cycle consistent with the MTP. However, performance of the CMS network is monitored on a more regular basis as new traffic volume data is available.

The CMS identifies a set of strategies that address regional congestion problems for consideration within the MTP process. As part of this process, the CMS strategies are weighed against other MTP goals and objectives. The recommendation of a strategy within the CMS to manage traffic congestion does not mean automatic implementation and incorporation into the MTP. It is recognized that selecting project priorities involves the consideration of many factors, of which congestion relief is just one.

AIR QUALITY CONSIDERATIONS

The Southwest Washington Air Pollution Control Authority (SWAPCA) has developed, as supplements to the State Implementation Plan, two Maintenance Plans; 1) for Carbon Monoxide (CO), and 2) for Ozone (O_3). In October, 1996 the CO Maintenance Plan and in April 1997 the

Ozone Maintenance Plan were approved by the Environmental Protection Agency (EPA). Mobile source strategies contained in the Maintenance Plans were endorsed for implementation by the RTC Board of Directors (Resolution 02-96-04). Prior to this the Vancouver region was classified as a 'moderate' nonattainment area for carbon monoxide air pollutants and a 'marginal' nonattainment area for ozone. Mobile emissions are a significant source of the region's air quality problems. As a result, transportation planning and project programming cannot occur without consideration for air quality impacts.

Mobile source emissions can be minimized through increased use of non-motorized transportation modes, through increased transit use, through transportation systems management measures (such as inter-connecting traffic signals and enhanced timing of signals) and travel demand management techniques (such as work flex-time, parking charges, carpooling and vanpooling programs); all supported by the MTP. Mobile emissions can also be reduced through technology-based transportation command and control measures, such as enhanced emissions testing (I/M) programs, expansion of I/M and fuel requirements. These types of strategies are called transportation control measures (TCM's).

RTC worked with Washington State Department of Ecology (DOE) on development of methodology for mobile source emissions analysis and used the regional travel model data to develop mobile source emissions inventories. Transportation strategies identified in the SIP for the Vancouver Air Quality Maintenance Area include:

- expanded transit service
- an emissions testing (I/M) program for the area of Clark County within the Air Quality Maintenance Area (AQMA).

These strategies are implemented in efforts to maintain National Ambient Air Quality Standards (NAAQS).

In the Maintenance Plans an emissions "budget" is established for all sources of emissions that are not to be exceeded. In order to demonstrate that emissions stay within the budget during the maintenance period, the Maintenance Plans identify emission transportation control measures for all sources and these must be implemented during the ten-year period. The range of strategies in the Maintenance Plan includes transportation control measures to limit mobile source emissions. If the budget is exceeded, additional contingency control measures must be implemented to lessen the emissions.

Both the MTP and TIP undergo air quality conformity analysis before they are adopted. Projects can only be programmed in the TIP if they come from a conforming *MTP*. A determination of conformity of the *Metropolitan Transportation Plan* with the federal Clean Air Act, as amended in 1990, and the Washington Clean Air Act can be found in Appendix A of this document. Conformity with the Clean Air Act is also addressed in the metropolitan Transportation Improvement Program for the Clark County region. At the project level, non-exempt transportation projects have to undergo conformity analysis to show they meet federal and state air quality standards before completion of the design phase.

MTP REGIONAL SYSTEM IMPROVEMENTS AND PRIORITIZATION PROCESS

Federal and state legislation, together with citizen input, has prompted the identification and implementation of alternative transportation solutions. Alternative solutions provide a way to avoid increasing capacity of the highway system through road widening projects. The MTP provides for strategies and solutions to meet regional travel demand and to develop a balanced regional transportation system over the 20-year planning period. Figure 5-1 is a map showing identified improvements on the regional transportation system. The map shows the location of necessary highway capacity expansion projects. Transit expansion is marked on Figure 3-3, *Designated Regional Transportation System,* in Chapter 3. Appendix A provides a listing of needed improvements, both on and off the regional transportation system, which have been assumed in the regional travel forecasting model process for MTP development and its accompanying air quality conformity analysis. The list focuses on system expansion projects for it is these that are most readily incorporated into the regional travel forecasting model and their impacts measured. The appendix also outlines the wide array of transportation system improvements which will contribute to the development of a balanced regional transportation system. Even with the extensive list of transportation improvements, increased congestion can be expected on Clark County's transportation system by the year 2020. In many of the transportation corridors, further system expansion through widening of existing highways will not be feasible. Therefore, it is imperative that this region continue to develop a more balanced transportation system to encourage use of alternative transportation modes to the Single Occupant Vehicle.

Following adoption of the MTP for Clark County in December 1997, a prioritization process was initiated as a result of concerns that funding for transportation "mobility" improvements is limited compared with growing needs. The process is described in the RTC technical report, *Metropolitan Transportation Plan for Clark County, Prioritization of MTP Projects (RTC, October, 1998. RTC Board Resolution 10-98-16).* A prioritization process helps the region to make most effective use of limited transportation funding to meet transportation system improvement needs.

"Mobility" type improvements became the focus of the prioritization process when it was realized that such projects are the ones the region finds increasingly difficult to fund after maintenance, preservation and safety needs are taken care of. In a rapidly growing, urbanizing region such as Clark County there is need for significant investment in "mobility" projects to complete the arterial street system and to improve the design standard of facilities to cope with urban traffic levels. It is recognized that Transportation System Management and Transportation Demand Management strategies can contribute toward system capacity preservation and are considered in the prioritization process (refer to Appendix A2 of the MTP; *"MTP Strategies: Projects to Preserve System Capacity, including Transportation Demand Management (TDM) Strategies"*. It is acknowledged that all of the projects evaluated in the MTP prioritization process, and probably more, are needed within the 20-year horizon of the Plan to attain reasonable transportation system performance. However, with limited funding availability, it is prudent to reach regional consensus on the highest priorities.

The prioritization process takes a strategic systems approach to determine transportation needs. Steps in the process for prioritization of regional transportation projects include 1) Development of a shared understanding of transportation system needs through review of existing and future transportation system performance, 2) Review major transportation policies governing regional transportation system development, 3) Agree on key policy principles for project prioritization, 4) Establish criteria for project evaluation, 5) Initial evaluation of projects based on criteria. (existing growth management land use plans, growth forecasts and results from the regional travel forecasting

model are used as the basis for needs evaluation), 6) Re-evaluate projects (based on iterative performance analysis), 7) Consider project staging, finance and priority level, and 8) Recommendation of MTP regional priority transportation projects.

The following key policy issues emerged as the most important to emphasize in terms of project prioritization: 1) Economic Development, 2) Land Use and Transportation System Performance, 3) Transportation Demand Management (TDM*), 4)* Funding and 5) Bi-state Transportation Strategy. Economic development emerged as the prime criteria for project prioritization.

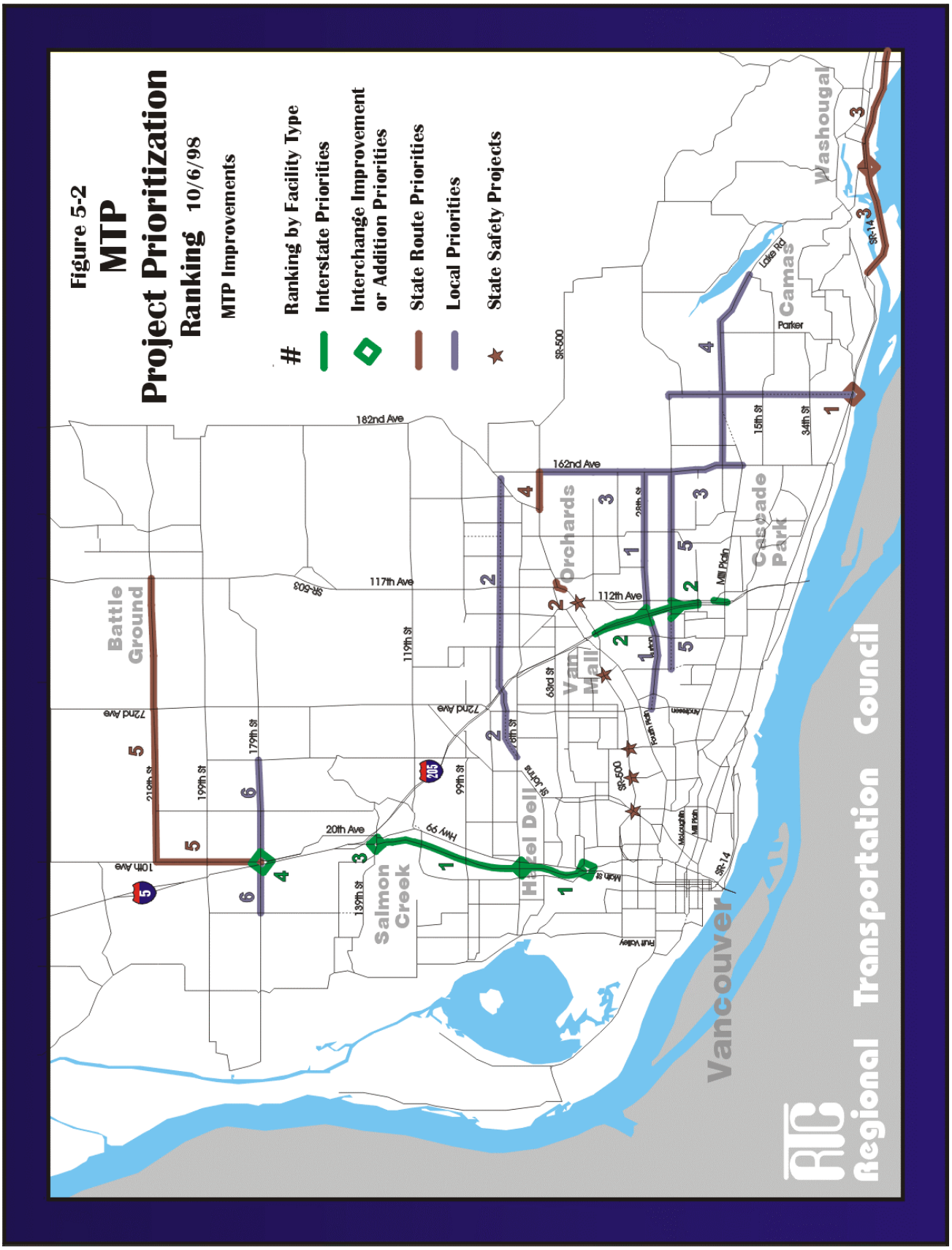
Project evaluation criteria, quantified results of project evaluation and the adopted project ranking is outlined in the matrix "*MTP Mobility Project Prioritization: Project Ranking, Quantitative Analysis of Policy Directives and Evaluation Criteria, October 6, 1998"* (see Appendix A1 of MTP). The projects considered in the prioritization process and their ranking, by interstate, state and local highway, are depicted on the map, Figure 5-2, of this chapter; *"MTP Project Prioritization Ranking"*. When selecting transportation projects for funding, consideration should be given to transportation projects which support community goals e.g. development of higher educational facilities in Clark County.

The project prioritization process is dynamic and project priorities will be reviewed with each MTP update to consider emerging trends and results and recommendations from ongoing transportation studies. Recent and ongoing studies are listed at the back of the MTP. The list of highest priority projects will not constitute the final determination to actually fund the projects. The funding and phasing decisions are carried out during the Transportation Improvement Program (TIP) development process. Transportation improvements require programming of funding which is carried out in the Transportation Improvement Program (TIP) for the metropolitan area. It is in the regional TIP that federal funds are programmed. Projects which use local funding are programmed in the local Transportation Improvement Programs, developed each year by individual local jurisdictions.

Figure 5-1: MTP Regional System Improvements



Figure 5-2: MTP Project Prioritization Ranking



THE TRANSPORTATION FUTURES COMMITTEE

Throughout 1995 and 1996 the citizens' Transportation Futures Committee met to consider transportation issues, system improvement needs and strategies in the Clark County region. There follows a quite extensive description of the work of the Transportation Futures Committee as their work and broader community outreach is very significant to the future development of the Clark County transportation system.

The work of the Transportation Futures Committee and its findings is fully documented in the *Transportation Futures Committee Report*.

TRANSPORTATION FUTURES COMMITTEE: PURPOSE

The Transportation Futures Committee's purpose was to provide elected officials with a set of citizen findings that can be considered as transportation plans and programs are developed.

The work scope of the Committee was to:

- Review the community's transportation goals to be achieved by the transportation system in-light of the adopted land use and transportation plans.
- Identify transportation policies for internal Clark County mobility, transit utilization, traffic congestion, freight movement, pedestrian/bike access, bi-state mobility and financing options that best match the vision for the transportation system.
- Measure a range of proposed transportation options by comparing the Committee's findings with the community's transportation goals.
- Identify the ways to engage the larger community in the discussion of future transportation issues and options.
- Report the findings of the Transportation Futures Committee to the community at large and to the Board of County Commissioners and Vancouver City Council.

The work included a review of previous study information and the development of new information, where necessary, to understand the facts and develop findings for the following:

- The role of alternatives to single occupancy vehicle travel and strategies to reduce peak hour travel demand such as: carpooling, telecommuting, staggered shifts, local job creation, technology, and others.
- Clark County's current arterial system and determine what can done to improve it and utilize it for alternative travel modes.
- The role of public transit as a component of the transportation systems in our community and the function of how mobility needs for urban, rural, bi-state transit service are best met.
- Bi-state travel demand between Clark County and Oregon and the best way to provide for the mobility for people and goods as the region continues to grow, including assessing bi-state improvement concepts such as a new highway corridor and bridge, I-5 and I-205 LRT, expansion of the I-5 corridor, and others.
- The current state of transportation financing and the most equitable approach for maintaining current funding levels or seeking new funding.

TRANSPORTATION FUTURES COMMITTEE: VISION

The TFC developed a 20-year vision which provided an approach to assess transportation options and lay the groundwork for identifying problems and constraints to achieving the vision. The Vision is described below:

> *To promote regional mobility of people and goods, Clark County will have a comprehensive transportation system accountable to the public that:*
>
> - *Provides choices and alternatives*
> - *Enhances quality of life*
>
> *And is:*
>
> - *Socially, environmentally and economically responsible*
> - *Efficient*
> - *Responsive*
> - *Linked to land use*
> - *Safe, and*
> - *Accessible to all.*

TRANSPORTATION FUTURES COMMITTEE: FINDINGS

The Committee feel that these findings will best attain the vision and solve or address transportation issues and problems identified by the Committee.

1. OVERALL

The Transportation Futures Committee finds that current and past land use and transportation planning and funding have encouraged use of the auto to the detriment of alternative modes of transportation, such as public transit, bicycle and pedestrian travel. The Committee recommends adjusting this imbalance by supporting a balanced approach to improvements, including public mass transit, bicycle, and pedestrian facilities and roads.

2. POLICIES

The Committee finds that land use decisions should not only be supported by transportation planning, but should encourage more responsible neighborhood development that supports multiple transportation alternatives. Techniques to achieve this goal include:

- Allow for appropriate commercial development in predominantly residential neighborhoods
- Reduce or eliminate minimum parking requirements in favor of maximum requirements
- Provide significant incentives for businesses to reduce parking needs and improve access for pedestrians, bicyclists and buses

The Committee finds that local government should include capacity for public mass transit and other alternative modes in overall road capacity when meeting concurrency requirements.

To reduce commuting trips, the Committee supports incentives for citizens and the private sector and requirements for government to encourage the following:

- Telecommuting
- Altered work hours (flex-time or staggered work hours)
- Ride-sharing

The Committee endorses sufficient funding for maintenance and necessary expansion of our existing road system.

The Committee strongly encourages consistent regular coordination between public and private entities engaged in transportation planning and construction.

3. INTERNAL CLARK COUNTY TRANSPORTATION SYSTEM

The Committee favors a multimodal approach (i.e., roads, bicycle, pedestrian and public mass transit facilities) to address current and future transportation problems.

The Committee finds that a grid system improves links between neighborhoods, helps decentralize traffic throughout the road system, improves access for emergency vehicles, and fosters use of alternative means of travel (such as public mass transit, bicycling and walking).

- For new development, a grid system should be encouraged or required.
- For existing development, property owners should be encouraged to provide easements for bicycle or pedestrian paths or roads that increase transportation connections.

The Committee finds that the following facilities and techniques will help attain the vision. (Not in order of priority)

- High Occupancy Vehicle lanes
- Neighborhood traffic calming strategies
- Signalization/timing improvements
- Ramp metering
- Safety improvements
- Complete network of sidewalks

The Committee encourages local government to develop and implement a rating system for the quality and safety of non-vehicular transportation facilities.

4. PUBLIC MASS TRANSIT OPTIONS

The Committee finds that public mass transit is an integral component of a multimodal transportation system that provides alternatives to driving alone.

The Committee finds that current transit service should be more flexible and efficient. Some commercial or residential areas developed at urban densities are not adequately served. In other cases, existing service to more rural areas is not cost-effective and may not be desired by area residents. Consideration should be given to decreasing service in such areas to increase coverage and frequency in urban areas.

The Committee finds that public mass transit service provides a social service function by enhancing mobility for those who are unable to use a private automobile or other means of transport. The community should continue to be committed to providing public transit service to ensure mobility for all.

The Committee finds that paratransit service should be made available for the entire area within the Clark County/transit service boundary to improve mobility for all qualified citizens in the community.

The Committee recommends the following:

- Investigate serving middle and high school students with C-TRAN service instead of the current separate school bus system to reduce overall transportation costs and improve efficiency.
- Encourage private transit service while protecting the public utility aspect of C-TRAN.

The Committee also supports continued investigation of:

- Additional express routes
- Increased service between activity centers
- Use of smaller vehicles for feeder service
- Fareless areas

5. BI-STATE TRANSPORTATION FACILITIES

The Committee supports a balanced approach to bi-state transportation issues, focusing on:

- Reducing demand for new transportation facilities and improvements in the long-term, by:
  - Encouraging economic development that supports family wage jobs in Clark County and reduces the need to commute to Oregon.
  - Promoting the use of alternative modes of transportation to driving alone (e.g. public transit, carpooling, bicycling, altered work hours and telecommuting)
- Increasing capacity to accommodate long-term population growth and continued need for bi-state transportation facilities, with first priority on the I-5 corridor. Making more effective use of existing facilities is a high priority in this order of preference.
  1) Improved and/or expanded bus service
  2) High Occupancy Vehicle lanes (using existing facilities wherever possible)
  3) Commuter rail
  4) Light rail
  5) Reversible lanes
  6) Widening I-5 (highway and bridge) for general purpose traffic
  7) Ferry system

The Committee finds that a third auto bridge and highway corridor is not an acceptable solution to bi-state congestion.

The Committee finds that reducing automobile congestion and demand will free up capacity for freight highway needs. In addition, the Committee supports the practice of "piggybacking" (transporting truck containers by rail) as well as improved rail/truck/port connections (also referred to as multi-modal freight facilities).

The Committee urges local, state, and federal officials to actively represent the needs of Clark Commuters to Oregon.

6. LOCAL FINANCING

The Committee finds that the following transportation financing principles will best attain the Committee's vision:

- The cost to the user of a transportation alternative, whether collected at the point of use or through taxation, should increase in proportion to use consistent with encouraging alternatives that minimize impacts on the environment and resource consumption.
- Funding for transportation alternatives that minimize impacts on the environment and resource consumption should be encouraged.
- Financing mechanisms that retain local money (i.e., taxes and fees) within Clark County and provide for local options should be favored.
- Public awareness of the true or full costs of transportation alternatives should be enhanced.

The Committee supports the following financing options, in order of preference:

1) Sales tax on motor vehicle fuel coupled with a reduction in motor vehicle excise taxes (MVET)
2) Local option gas tax and local option sales tax
3) State funds reallocated for alternative modes
4) Mileage-based fees
5) Tolls
6) Impact fees

The general public was given opportunities to comment on the findings of the TFC. An extensive survey of public opinion regarding the TFC findings was carried out and is reported on in the *Transportation Futures Committee Report*.

CHAPTER 6

PERFORMANCE MONITORING

The transportation planning process requires that monitoring of system performance takes place. Several elements of system monitoring activities are described below.

GMA AND CONCURRENCY MANAGEMENT

Monitoring of the regional transportation system's performance is an ongoing activity for RTC. The GMA-required Concurrency Management System necessitates monitoring of transportation system performance to measure its performance against established Level of Service standards. Requests for future development have to be considered in light of the established Levels of Service for transportation facilities. If Level of Service standards cannot be met, then development can be halted or mitigation measures required. Concurrency management necessitates not only monitoring of transportation system performance but also requires tracking of development in the region and update of transportation modeling tools to ensure accuracy of data.

REGIONAL TRAVEL FORECASTING MODEL

RTC uses a regional travel forecast model to forecast future transportation needs. Performance measures, in terms of speed, vehicle miles traveled, lane miles of congestion and vehicle hours of delay are calculated within the model. The performance measures were reported on in Chapter 3 (Tables 3-11 through 3-14).

ISTEA CONGESTION MANAGEMENT SYSTEM

ISTEA required the development of a Congestion Management System (CMS) which is used as a tool for monitoring traffic congestion and for identifying improvement strategies to alleviate the congestion. The *Southwest Washington ISTEA Transportation Management Systems, Phase II Final Report* (May 1995), which contains the CMS, was adopted by the RTC Board on May 2, 1995 (RTC Board Resolution 05-95-14). The CMS network is a sub-set of the regional transportation system; a set of 21 transportation corridors to be monitored and evaluated on an ongoing basis as part of the CMS. In 2000, as part of the ongoing monitoring process, Corridor Congestion Index (CCI) numbers were updated. Traffic count data obtained in 2000, as part of the Congestion Management Monitoring program, were used to update the index. The following table reports Corridor Congestion Index results from 2000 data sources.

Table 6-1: Corridor Congestion Index Report

Corridor Name	Facility Name	Start Point	End Point	A.M. Corridor Congestion Index (CCI)	P.M. Corridor Congestion Index (CCI)
I-5 - North	I-5	County Line	I-205 Junction	0.49	0.55
I-5 - Central	I-5	I-205	Main St	**0.98**	**1.05**
I-5 - Central	Hwy 99	134th St	Main St	0.29	0.59
I-5 - Central	Hazel Dell	117th St	Main St	0.35	0.63
I-5 - South	I-5	Main St	State Line	**1.02**	**0.99**
I-5 - South	Main St	I-5	Fourth Plain Blvd	0.42	0.48
I-205 - Central	I-205	I-5	SR-500/4th Plain	**0.71**	**0.77**
I-205 - South	I-205	SR-500/4th Plain	State Line	**1.05**	**1.01**
I-205 - South	112/Chkalov/Gher	SR-500	Mill Plain	0.49	0.67
Grand/St. Johns	St. Johns/Ft. Vanc	NE 72nd Ave	Fourth Plain Blvd	0.48	0.53
Andresen Rd - North	Andresen/ 72nd	119th Street	SR-500	0.51	0.68
Andresen Rd - South	Andresen Rd	SR-500	Mill Plain	0.46	**0.70**
SR-503 - South	SR-503	119th Street	Fourth Plain	**0.75**	**0.91**
SR-503 - North	SR-503	SR-502	119th Street	0.66	0.61
Ward Road	Ward Road	119th Street	SR-500	**1.20**	**0.80**
162nd/164th - North	162nd Ave	Ward Road	Mill Plain	**0.90**	**0.70**
162nd/164th - South	164th Ave	Mill Plain	SR-14	**0.87**	**0.91**
SR-14 - West	SR-14	I-5	I-205	**0.85**	**0.85**
SR-14 - Central	SR-14	I-205	164th Ave	**1.09**	**0.96**
SR-14 - East	SR-14	164th Ave	County Line	**0.73**	0.65
Mill Plain - West	Mill Plain Blvd	I-5	I-205	0.44	0.58
Mill Plain - East	Mill Plain Blvd	I-205	164th Ave	0.68	**0.90**
SR-501/Fourth Plain/Mill Plain	Fourth Plain/SR-501	I-5	TMA/Vanc Lake	0.34	0.45
Fourth Plain - West	Fourth Plain Blvd	I-5	Andresen	0.37	0.63
SR-500 - West	SR-500	I-5	Andresen	**0.82**	**0.85**
SR-500/4th Plain - Central	SR-500	Andresen Rd	SR-503	**0.87**	**0.96**
SR-500/4th Plain - Central	Fourth Plain Blvd	Andresen Rd	SR-503	0.40	**0.87**
SR-500 - East	SR-500	SR-503	162nd Ave	**0.84**	**1.00**
78/76/Padden Pkwy	78th/76th	I-5	SR-503	0.51	**0.72**
78/76/Padden Pkwy	Padden Pkwy	Andresen Rd	SR-503	0.54	0.57
28th/18th Street	Burton/28th	Andresen Rd	164th Ave	**0.83**	**0.99**
28th/18th Street	18th Ave	112th Ave	164th Ave	0.59	0.64
139th/134th Street	139th/134th	NW 36th Ave	WSU Entrance	0.56	0.68
SR-502	SR-502	I-5	SR-503	**0.73**	**0.88**
SR-501	SR-501	I-5	9th Street	0.29	0.24
La Center Road	La Center Road	I-5	E. Fork Lewis R.	0.50	0.62
Shaded Cells = CC > 0.70					

During 2000 ongoing monitoring activities have included gathering of updated traffic count data, vehicle occupancy survey, travel time survey and survey of C-TRAN ridership by line. The *Transportation System Monitoring and Congestion Management Report*, was published by RTC in April 2000. An updated Congestion Management report is due for publication in 2001.

AIR QUALITY MONITORING

Monitoring of air quality standards is an ongoing activity in the Air Quality Maintenance Area for the region. This relates directly to the transportation system and its performance because mobile source emissions are a large contributor to air pollution. The Air Quality Maintenance Plans for carbon monoxide and ozone include emissions budgets which have to be met to ensure that air quality standards are attained and maintained.

COMMUTE TRIP REDUCTION (CTR) LAW IMPLEMENTATION

Washington law established a goal of achieving 15% work trip reduction by the year 1995, 20% reduction by the year 1997, 25% reduction by the year 1999 and 35% by 2005. All jurisdictions in Clark County with affected employers of over 100 employees who meet the set criteria have adopted CTR ordinances and employers have established commute trip reduction programs. Monitoring of the success of these programs is carried out to ensure that the goals are being met.

CHAPTER 7

PLAN DEVELOPMENT AND IMPLEMENTATION

PUBLIC INVOLVEMENT IN METROPOLITAN TRANSPORTATION PLANNING PROCESS

RTC has an adopted public involvement program, outlining the public involvement efforts in the development of regional transportation plans and programs. Copies of the public involvement program are available at the Fort Vancouver Library and at RTC offices for public review. All RTC Board meetings and technical committee meetings are open to the public. Public involvement efforts build from those carried out at the local level in development of local plans and programming of transportation projects. In 1996, RTC staff was involved in extensive public involvement efforts through the Transportation Futures Committee. RTC is represented at numerous public meetings regarding regional transportation issues. These meetings include the transit Special Services Advisory Committee (SSAC), representation at Clark County Transportation Improvement Program Involvement Team (TIPIT) Committee meetings, the Greater Vancouver Chamber of Commerce Transportation Sub-committee activities, InterAct, the I-205 Citizens' Advisory Committee, the Portland-Vancouver I-5 Transportation and Trade Partnership Governors' Task Force and Community Forum. Through the coordinated efforts of RTC and WSDOT a public information booth on regional transportation issues is set up each year at the Clark County Fair. The Fair is attended by over 300,000 people and staff at the transportation booth solicit comments from the Fair attendees and the public can fill in survey forms about the region's transportation system. Staff manned the booth to answer questions from the public and to receive comments on the TIP and the MTP. In September of each year, prior to the adoption of the Metropolitan Transportation Improvement Program, a public meeting is held to give the public opportunity to comment on the program of regionally selected and prioritized projects to be presented for federal funding during the forthcoming three year period as well as opportunity to learn about MTP development. In 2000, RTC joined with WSDOT, City of Vancouver, and Clark County to provide several public outreach opportunities at Westfield Shoppingtown, Vancouver (formerly Vancouver Mall).

A formal public meeting is held before *MTP* adoption and, at a minimum, an annual public meeting is held to allow the public to review the status of *Plan* development. Updates and amendments to the MTP are presented to the RTC Board for the Board's consideration and adoption. All meetings of the RTC Board are open to the public. Transportation issues, studies, plans and programs are outlined and reported on at RTC's web site at http://www.rtc.wa.gov.

MTP IMPLEMENTATION

Implementation of regional transportation goals, policies and actions established by the *MTP* are carried forward through the regional decision-making process which takes place in development of the regional **TRANSPORTATION IMPROVEMENT PROGRAM (TIP).** It is in the TIP that transportation needs identified in the *MTP* can be programmed for receipt of federal funding.

MTP UPDATE PROCESS

Under the GMA, the *MTP* is to be reviewed for currency every two years. Updates are required at least every three years by federal agencies and the Plan is required to have at least a twenty-

year horizon. Should changing policies, financial conditions or growth patterns warrant, *Plan* amendments can take place, subject to findings of air quality conformity and subject to a public involvement process. A summary of Metropolitan Transportation Plan for Clark County adoption, update and amendment actions is provided in Table 7-1.

The 1998 MTP amendment focused on changes to Chapter 4 (Financial Plan) and Chapter 5 (System Improvement and Strategy Plan). The language in the Chapter 4 Financial Plan was amended to make clear that the Plan is fiscally constrained. Only projects from a fiscally constrained Plan can be included in the air quality conformity analysis. In turn, only projects from air quality conforming plans can be advanced for programming of funds in the Transportation Improvement Program. The description of funding programs in Chapter 4 was also updated to reflect the new funding levels in the federal Transportation Equity Act for the 21st Century (TEA-21) and recent funding history for state Transportation Improvement Board (TIB) programs. Chapter 5 was amended to include description and recommendations of the MTP Prioritization Process carried out during 1998. The 1998 amendments did not change the identified projects listed in Appendix A of the MTP. Therefore the air quality conformity analysis carried out on the December 1997 version of the MTP (documented in Appendix A of the Plan) remained valid.

A minor amendment in April, 1999 incorporated plans for a new interchange at I-5 and NE 219th Street into the MTP. The 1999 MTP update addressed the need to keep the MTP up-to-date with developments in the planning of transportation facilities and services. The focus of the 1999 MTP update was to extend the horizon year of the Plan to 2020, thereby meeting federal requirements to have a Plan with at least a twenty year horizon. Demographic data was updated to the 2020 horizon year, a revised regional travel forecasting model prepared, transportation deficiencies considered, the list of transportation needs and projects revised, the financial plan reviewed and updated and an update to the air quality conformity analysis prepared.

The issue of cross-Columbia travel continues to be the subject of bi-state transportation efforts. The feasibility and utility of High Occupancy Vehicle (HOV) treatments in Clark County was studied during 1998 which culminated in the publication of "Clark County High Occupancy Vehicle Study" (December, 1998). The 1998 Study defined HOV policies and objectives, identified HOV need and benefits and identified the location of possible HOV corridors and/or facilities. A study of the operational feasibility of an I-5 HOV lane was carried out in 2000. A report on commuter rail as a cross-river travel option was published in May, 1999. A Bi-State Transportation Committee has recently convened and the Portland-Vancouver I-5 Transportation and Trade Partnership is underway.

Results and recommendations from studies underway will be incorporated in future MTP update or amendment. The next major update to the MTP is anticipated in synch with update to the Comprehensive Growth Management Plan for Clark County due in late 2001 or early 2002.

Table 7-1: Chronology of MTP Update and Amendment, 1994 to 2000

Chronology of MTP Update and Amendment, 1994 to 2000		
Date	**Action**	**Notes**
December, 1994	MTP Adoption RTC Board Resolution 12-94-30	This was the first MTP adopted following formation of RTC. The 1994 MTP met all requirements of the federal Intermodal Surface Transportation Efficiency Act passed in 1991. The Plan was fiscally constrained and met air quality standards. **Year** **Population** **Households** **Employment** Base 1990 238,053 88,438 86,500 Forecast 2015 380,425 152,170 157,200
1995	None	RTC staff reviewed the 1994 MTP and listed elements to change and enhance at the next MTP update. An RTAC memo, dated October 31, 1995, outlined the changes and enhancements identified for the next update.
December, 1996	MTP Update RTC Board Resolution 12-96-22	The update extended the horizon year from 2015 to 2017. Land use inputs consistent with the *Clark County 20 Year Comprehensive Growth Management Plan* and forecasts consistent with the population forecast supplied by Washington Office of Financial Management (OFM) were used in MTP process. Also updated was the designated regional transportation system, transportation system performance measures and list of identified transportation projects for the 20-year period. **Year** **Population** **Households** **Employment** Base 1990 238,053 88,438 86,500 Forecast 2017 437,167 171,842 206,211
December, 1997	MTP Amendment RTC Board Resolution 12-97-23	The amended MTP included changes to the designated regional transportation system, transportation system performance measures and list of identified transportation projects for the 20-year period. **Year** **Population** **Households** **Employment** Base 1990 238,053 88,438 86,500 Forecast 2017 437,167 175,577 206,211
October, 1998	MTP Prioritization Process RTC Board Resolution 10-98-16	The MTP Prioritization Process was adopted in October, 1998. This focussed on major mobility type projects. A Summary Report on the Prioritization Process was published including policy criteria, technical evaluation of projects and results. Economic development and existing commitments to business and industry were prime criteria for prioritization. Congestion Mitigation/Concurrency Deficiencies, project cost-effectiveness, completion of the transportation system, freight movement and bi-state movement were all considered. The significance of Transportation Demand Management (TDM) was noted.
December, 1998	MTP Amendment RTC Board Resolution 12-98-24	Incorporated into the Dec. 1998 MTP amendment were • Results from the prioritization process. • A matrix of potential TDM strategies. • Chapter 4 (finance) updated to show balance between estimated revenues and forecast expenditures on MTP transportation needs.

Chronology of MTP Update and Amendment, 1994 to 2000

Date	Action	Notes
		• Chapter 5 (system development) updated to include Prioritization Process, additional TDM detail and economic development description.. **Year** **Population** **Households** **Employment** Base 1990 238,053 88,438 86,500 Forecast 2017 437,167 175,577 206,211
April, 1999	MTP Amendment RTC Board Resolution 04-99-09	Phase I of the I-5/NE 219th Street; planning and design of a proposed new interchange was included in the MTP.
October, 1999	MTP Update RTC Board Resolution 10-99-26	The demographic forecast was extended to 2020. The MTP update includes the new federally-required planning factors, adds several arterial improvements and has an updated air quality conformity analysis. **Year** **Population** **Households** **Employment** Base 1996 303,500 120,312 138,884 Forecast 2020 473,898 192,716 227,910
December, 2000	MTP Amendment RTC Board Resolution 12-00-30	The amendment includes the following elements: (i) I-5 AM Peak Period HOV Lane project (ii) Base Year updated from 1996 to 1999 C-TRAN Service description updated (July, 2000) (iii) Appendix A; projects under construction or fully funded noted. **Year** **Population** **Households** **Employment** Base 1999 337,000 137,974 148,102 Forecast 2020 473,898 192,716 227,910

MTP APPENDIX A

TRANSPORTATION CAPACITY IMPROVEMENTS ASSUMED IN MTP NETWORK AND AIR QUALITY ANALYSIS

Between 1999 and 2020 Clark County jurisdictions have planned for transportation improvements in locations with existing or forecast future capacity problems. These anticipated improvements were taken into consideration in carrying out the Metropolitan Transportation Plan needs and **air quality analysis**.

The **MTP** transportation system is the existing transportation network with improvements made on those links where projects are programmed in the Transportation Improvement Program. In addition, improvement projects are included where regional need has been identified in the MTP development process and for which there is strong regional commitment. Projects included in the MTP transportation system may eventually be programmed for funding by federal, state, Transportation Improvement Account (TIA) and/or local sources.

Assignment of forecast future year trips onto the *MTP* transportation network in the regional travel forecasting model reveals where there are likely to be deficiencies in the transportation system over the longer term. Locations where future traffic volumes exceed MTP system capacity require an analysis of remedial measures to solve these anticipated deficiencies and an analysis of financial feasibility.

The list (overleaf) is of the major transportation improvements[1] which have been incorporated into the *MTP* transportation network for Clark County. These listed projects are identified in the Metropolitan Transportation Plan needs analysis and included in the air quality conformity analysis as required by the federal Clean Air Act Amendments and Washington Clean Air Act[2]. The *2001-2003 Transportation Improvement Program for Clark County* is consistent with this list.

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1 Additional highway lanes, additional or improved interchanges, construction of new highway segments, expanded transit service.

2 Chapter 70.94 RCW.

2020 MTP TRANSPORTATION NETWORK:
IMPROVEMENTS ASSUMED IN REGIONAL TRAVEL FORECASTING MODEL

NOTE: Projects marked in **bold** are designated regional transportation system; *Italicized projects are local system*

Facility	Cross Street	Improvements
A. PROJECTS UNDER CONSTRUCTION AND/OR FULLY FUNDED		
I-5	**Main Street to NE 78th St**	**Widen, 3 lanes each direction; reconstruct Main Street Interchange; reconstruct 78th Street Interchange (urban design)**
I-5	**78th St to Salmon Creek**	**Widen, 3 lanes each direction [this project was completed in Fall 1996; 3rd lane will open when I-5 widening is complete]**
I-5/Hwy 99 Corridor		**Intelligent Transportation Corridor** (Study complete; implementation will allow traffic diversion from I-5 to Highway 99 as needed)
SR-14	**Brady Rd/SE 192nd Av**	**Interchange Addition, Brady Rd realignment**
SR-500	**At Thurston Way**	**Construct Interchange**
SR-500 **Burton Rd**	**Ward Rd to NE 162nd Av** **Andresen to 86th Avenue**	**Widen, 2 lanes each direction** **New alignment. 3 lanes, 1 lane each direction with center left turn lane**
Burton Rd	**86th to NE 112th Av**	**Widen to add center left turn lane and intersection improvements**
NE 28th St	**NE 112th to NE 142nd Av**	**Widen to add center left turn lane and intersection improvements**
Fourth Plain	**NE 102nd to SR-503**	**Widen, 2 lanes each direction with center left turn lane**
NW 78th St	**Lakeshore to NW Hazel Dell Av**	**Widen, 2 lanes each direction with center left turn lane; bike lanes and sidewalks.**
Padden Parkway West Leg	**NE 53rd Av (at 78th St/Padden) to NE 83rd St extending to Andresen Rd**	**Construction on new alignment** **2 lanes each direction**
Padden Parkway, East Leg	**SR-503 to Ward Rd**	**Construction on new alignment** **2 lanes each direction**
Ward Road	**Fourth Plain (SR-500) to NE 88th Street**	**Widen, 2 lanes each direction with center left turn lane; sidewalks; bike lanes.**
NE 10th Av	*SR-502 to Carty Rd*	*Widen to add center left turn lane at intersections*
NE 20thAv	*NE 134th St to NE 154th St*	*Widen; 2 lanes each direction with center left turn lane*
NE 72nd Av	**NE 199th St to NE 219th St**	**Widen to include turn lanes at intersections; improve shoulders.**
NE 87th Av	**Mill Plain to Fourth Plain**	**Extension on new alignment.** **1 lane each direction and center left turn lane at intersections**
Covington Rd	*Fourth Plain to NE 102nd Ave*	*Widen, 2 lanes each direction, center left turn lane, bike lanes, sidewalks.*
NE 137th Av	*NE 76th to NE 99th St*	*New segment, 1 lane each direction with center left turn lane and shoulders*
SE 164th Av	**Mill Plain to SE 1st St**	**Widen, 2 lanes each direction, center left turn lane**
SE 192nd Av	**SR-14 to SE 15th St**	**Construct, limited access 2 lanes each direction; bike and pedestrian path.**
SE 192nd Av	**SE 15th St to SE 1st St**	**Widen, 2 lanes each direction; bike and pedestrian path.**

MTP LIST

2020 MTP TRANSPORTATION NETWORK:
IMPROVEMENTS ASSUMED IN REGIONAL TRAVEL FORECASTING MODEL

NOTE: Projects marked in **bold** are designated regional transportation system; *Italicized projects are local system*

Facility	Cross Street	Improvements
B. STATE HIGHWAY SYSTEM (also, see HCT system)		
I-5	**Salmon Creek to I-205**	**Widen, from 2 to 3 lanes each direction (added lane HOV)**
I-5	**At NE 134th Street Interchange**	**Reconstruct interchange (diamond interchange)** (Subject to I-5/I-205 North Corridor Study recommendations)
I-5	**At NE 179th Street Interchange**	**Interchange reconstruction** (Subject to I-5/I-205 North Corridor Study recommendations)
I-5	**At NE 219th Street Interchange**	**Design, Engineering, Environmental** (Subject to I-5/I-205 North Corridor Study recommendations)
I-5	**NE 134th Street to NE 319th Street**	**Pre-design engineering for auxiliary lanes, new interchanges, and new SR-502 corridor** (Subject to I-5/I-205 North Corridor Study recommendations)
I-205	**Ellsworth**	**Add southbound on-ramp to I-205 from Ellsworth**
I-205	**NE 18th St/Burton Rd**	**Addition of Split Diamond Interchange with I-205 auxiliary lanes and frontage roads** (Subject to I-205 Strategic Corridor Pre-Design Study recommendations)
I-205	**Ramp from I-205/Mill Plain to NE 112th Ave**	**Ramp to accommodate left turn movements and improved circulation system** (Will be coordinated with the I-205 Strategic Corridor Pre-Design Study recommendations)
SR-14	**NW 6th Av (Camas) to 32nd St (Washougal)**	**Widen, from 1 to 2 lanes each direction and pre-design for additional interchanges (SR-500, 15th, 27th/32nd)**
SR-500	**At St John's Blvd**	**Construct Interchange**
SR-500	**At 42nd Av**	**Grade Separation**
SR-500	**At 54th Av**	**Grade Separation**
SR-500	**At NE 112th Av**	**Construct Interchange**
SR-500	**At SR-503**	**Construct Left-turn flyover ramp for westbound SR-500 traffic**
SR-500	**NE 121st Av to NE 141st Av**	**Intersection Improvements**
SR-502	**I-5/NE 179th St to Duluth**	**Widen, 2 lanes each direction with center left tun lane** (Subject to I-5/I-205 North Corridor Study recommendations)
SR-502	**Duluth to Dollars Corner (NE 72nd Av)**	**Widen, 2 lanes each direction with center left turn lane**
SR-502	**Dollars Corner (NE 72nd Av) to Battle Ground (west city limits)**	**Widen, 2 lanes each direction with center left turn lane**
SR-502	**Battle Ground (west city limits) to SR-503**	**Widen, 2 lanes each direction with center left turn lane**
SR-503	**Lewisville Park Vicinity**	**Construct Climbing Lanes**
SR-503	**North county, rural area, north of Lewisville.**	**Risk mitigation at selected locations in rural area to re-align curves and widen shoulders.**

2020 MTP TRANSPORTATION NETWORK:
IMPROVEMENTS ASSUMED IN REGIONAL TRAVEL FORECASTING MODEL

NOTE: Projects marked in **bold** are designated regional transportation system; *Italicized projects are local system*

Facility	Cross Street	Improvements
C. OTHER ARTERIAL AND COLLECTOR SYSTEM		
3rd Av, Camas	**Crown Rd to east City Limits**	**Widen, to add continuous center left turn lane**
38th Av, Camas	*Bybee to Astor*	*Widen, to add center left turn lane*
Mill Plain	**Extension east from SE 172nd Av to SE 192nd Av**	**Construct on new alignment. 2 lanes each direction with center left turn lane; bike lanes; sidewalks.**
SE 1st St	**SE 164th Av to 192nd Av**	**Widen, 2 lanes each direction with center left turn lane; bike lanes; sidewalks**
SE 1st St/NW Lake Rd	**SE 192nd Av to Parker Street**	**Widen, 2 lanes each direction with center left turn lane; bike lanes; sidewalks**
SE 1st St/NW Lake Rd	**Parker Street to NW Lacamas Drive**	**Widen, to add center left turn lane**
SE 7th St	*Chkalov to SE 136th Av*	*Widen, to add center left turn lanes*
SE 10th St	*Ellsworth to I-205*	*Widen, 2 lanes each direction*
NE 18th St	**NE 87th Av to NE 97th Av**	**Construct on new alignment. 1 lane each direction with center left turn lanes**
NE 18th St	**NE 97th Av to NE 138th Av**	**Widen to 3 lanes; 1 lane each direction with center left turn lane (NE 97th to NE 105th Av)** **Widen to 5 lanes, 2 lanes each direction with center left turn lane and intersection improvements (from NE 105th to NE 138th Av)**
NE 18th St	**NE 138th Av to NE 162nd Av**	**I: Widen to 3 lanes; 1 lane each direction with center left turn lane** **II: Widen to 5 lanes, 2 lanes each direction with center left turn lane and intersection improvements**
NE 28th St	**NE 142nd Av to NE 162nd Av**	**Widen to add center left turn lane and intersection improvements**
NE 49th St	*NE 112th Av to 122nd Av*	*Widen, 2 lanes each direction and intersection improvements*
NE 49th St	*NE 122nd Av to 137th Av*	*Widen, to add center left turn lanes*
NE 63rd St	*NE Andresen Rd to NE Covington Rd*	*Widen to add center left turn lane; bike lanes; sidewalks.*
NE 76th St	**NE 107th Ave to NE 117th Ave**	**Widen to add center left turn; bike lanes; sidewalks.**
NE 76th St	**NE 117th Ave to NE 142nd Ave**	**Widen to add center left turn; bike lanes; sidewalks.**
NE 78th St	*Ward Rd to NE 162nd Ave*	*Widen; add shoulders and center left turn lane at intersections*
Covington Rd	*102nd Ave to NE 76th St*	*Widen, 2 lanes each direction, center left turn lane, bike lanes, sidewalks.*
Padden Parkway	**I-205 to NE 94th Ave and I-205 to Andresen Rd**	**Widen, 2 lanes each direction with bike/pedestrian trail.**
Padden Parkway	**At SR-503**	**Diamond Interchange.**
Ward Rd/172nd Ave Corridor	*South of Davis to NE 119th St*	*Realign, use of 172nd Ave for through traffic from NE 96th St to NE 119th Street; install turn lanes.*
NE 117/119th St	**Hwy 99 to 26th Av.**	**Realign 119th St (East of Hwy 99) with 117th St (West of Hwy 99). 3-lane road; bike lanes; sidewalks.**

2020 MTP TRANSPORTATION NETWORK:
IMPROVEMENTS ASSUMED IN REGIONAL TRAVEL FORECASTING MODEL

NOTE: Projects marked in **bold** are designated regional transportation system; *Italicized projects are local system*

Facility	Cross Street	Improvements
NW 119th St	*NW 7th Av to Hazel Dell Av*	*Construct new minor arterial road segment*
NE 134th St	**Rockwell Drive to WSU Entrance**	**Widen, 2 lanes each direction with center left turn lane; bike lanes; sidewalks.**
NE 139th St	*NE 20th Ave to NE 29th Ave*	*Widen to add center left turn lane; bike lanes; sidewalks.*
NE 154th St	*NE 10th Av to NE 20th Av*	*New road, 1 lane each direction overpass to I-5.*
NW 179th St	**I-5 to Krieger Rd**	**Widen, 2 lanes each direction (I-5 to NW 5th Av), 1 lane each direction (NW 5th Av to NW 11th Av); bike lanes; sidewalks**
NE 179th St	**NE 10th to NE 50th Av**	**Widen to add center left turn lane; bike lanes; sidewalks.**
NE 179th St	**NE 50th Av to Cramer Rd**	**Widen to add center left turn lane.**
NE 179th St	**Cramer Rd to SR-503**	**New roadway, 1 lane each direction with shoulders.**
NE 199th St	*SR-503 to Battle Ground Eastern city limits*	*Widen to include center left turn lane; sidewalks.*
Lakeshore Ave/NW 36th Av	**78th St to Bliss Road**	**Widen; add center left turn lane, bike lanes and sidewalks**
Fruit Valley Rd	**34th Street to 78th St**	**Widen to add center left turn lane, bike lanes and sidewalks.**
NW 11th Av/109th St/16th Ave	*NW 99th St to NW 119th St*	*Widen to add center left turn lane at intersections; sidewalks*
NW 11th Av	*NW 139th to 179th St*	*Widen*
NE Hazel Dell Ave	*NE 99th St to NE 114th St*	*Widen to add center left turn lane; bike lanes; sidewalks.*
NE 10th Av	*NE 134th to NE 154th St*	*Widen to add center left turn lanes at intersections*
Main St	**5th St to McLoughlin Blvd**	**Convert to 2-way traffic**
NE 17th Av	*NE 149th St to NE 179th St*	*Widen existing facility and add new 3-lane sections; bike lanes; sidewalks*
NE Hwy 99	**NE 129th St to NE 134th St**	**Realign Hwy 99 to provide north-south movement on NE 20th Ave. 2 lanes each direction with center left turn; bike lanes; sidewalks. Replace bridge over I-205**
NE 20th Av	*NE 154th St to NE 29th Av*	*Extend NE 20th Av; 1 lane each direction*
NE 25th Ave	*NE 78th St to NE 99th St*	*Widen to add center left turn lane; bike lanes; sidewalks.*
NE 29th Av	*NE 134th St to NE 179th St*	*Widen to add center left turn lane*
NE Salmon Creek Av	*WSU to NE 50th Av*	*Widen to add center left turn lane*
NE 32nd/33rd Aves	*NE 99th St to NE 104th St*	*New road for local access*
St John's	**NE 50th Av to 72nd Av**	**Widen, 2 lanes each direction with center left turn; bike lanes; sidewalks.**
NE 72nd Ave	**St John's to S of NE 99th St**	**Widen to add center left turn lane**
Ellsworth	*SE 10th St to SR-14*	*Widen, 2 lanes each direction*
NE 112th Av	**Mill Plain/Chkalov to NE 28th St**	**Widen, 2 lanes each direction with center left turn lane; intersection improvements**

2020 MTP TRANSPORTATION NETWORK:
IMPROVEMENTS ASSUMED IN REGIONAL TRAVEL FORECASTING MODEL

NOTE: Projects marked in **bold** are designated regional transportation system; *Italicized projects are local system*

Facility	Cross Street	Improvements
NE 112th Av	**At NE 49th St**	**Intersection Improvements**
NE 138th Av	*NE 18th to NE 28th St*	*Widen, 2 lanes each direction with sidewalks and bike lanes*
NE 138th Av	*NE 28th to NE 39th St*	*Widen, 1 lane each direction with center left turn lane, sidewalks and bike lanes*
NE 137th Av	*NE 39th to NE 49th St*	*Widen, 1 lane each direction with center left turn lane, sidewalks and bike lanes*
NE 137th Ave	*Fourth Plain to NE 76th St*	*Widen to add center left turn; bike lanes; sidewalks.*
SE 162nd Av	**NE 39th St to Ward Road**	**Widen, 2 lanes each direction and center left turn lane**
SE 192nd Av	**SE 1st St to NE 18th St**	**Widen, 2 lanes each direction; bike and pedestrian path.**
NW Leadbetter	*NW Lake Rd to NW Parker St*	*Construct new road, 1 lane each direction*
D. TRANSIT		
Fixed-route System Expansion		**Service Hours (both expansion of route system and frequency of service on certain routes)** **[per C-TRAN's current *Service and Financial Plan*]** **1999 Annual Service Hours: 309,000** **2020 Annual Service Hours: 440,000+/- (average 1.8% growth per year)**
Capital Equipment Needs	**Bus Purchases**	**To meet service hours expansion and to replace old fleet**
Fisher's Landing Park and Ride		**A new facility was opened with in July 2000Future Phase: additional spaces as needed**
Central County Park and Ride		**New facility (415+/- spaces)**
I-5 Corridor Park and Rides		**New facilities at I-5 Visitors' Center location and in vicinity of NE 99th St., and at NE 179th Street.**
Seventh Street Transit Center		**Improvement of Existing Facility**
C-TRAN HQ		**Expansion of HQ Facility**
E. HIGH CAPACITY TRANSPORTATION CORRIDOR		
I-5		• **A.M. Southbound High Occupancy Vehicle (HOV) Lane from 134th Street to Mill Plain Boulevard.** • **Frequent bi-state bus service.** • **LRT constructed to Expo Center, Portland Frequent bi-state bus service**
F.REGIONAL TRANSPORTATION PLANNING STUDIES - CURRENTLY UNDERWAY (for further information on studies, refer to RTC's web site at http://www.rtc.wa.gov/studies.htm		
I-5	**I-205, Washington to I-84, Portland, Oregon including Interstate Bridge**	**Portland/Vancouver I-5 Trade Corridor Study (with pre-design engineering for potential new Interstate Bridge)**

2020 MTP TRANSPORTATION NETWORK: IMPROVEMENTS ASSUMED IN REGIONAL TRAVEL FORECASTING MODEL		
NOTE: Projects marked in **bold** are designated regional transportation system; *Italicized projects are local system*		
Facility	**Cross Street**	**Improvements**
I-5/I-205	**I-205 at NE 83rd Street to I-5 at NW 319th Street**	**I-5/I-205 North Corridor Study**
I-205	**I-205, Columbia River to NE 83rd Street**	**I-205 Strategic Corridor Pre-Design Study**
SR-500	**NE St John's Boulevard, NE 42nd Avenue (Falk Road), NE 54th Avenue (Stapleton Road)**	**SR-500 Safety Enhancement Project to develop alternatives for improving safety and traffic flow in the SR 500 corridor.**

Projects listed in sections A through E above include both projects **on** the regional transportation system as well as projects **off** the regional system. Both types of project have been included in the regional travel forecasting model network and have therefore been included in the regional air emissions analysis to meet the requirements of the federal Clean Air Act Amendments and Washington Clean Air Act.

In addition to the listed projects, the RTP is supportive of any other project for which a need has been demonstrated through the regional transportation planning process that will serve to enhance the efficiency and operation of the regional transportation system. Types of project include **MAINTENANCE, PRESERVATION, SAFETY, PEDESTRIAN, BICYCLE, ENHANCEMENT, TRANSPORTATION SYSTEM MANAGEMENT (TSM),** and **TRANSPORTATION DEMAND MANAGEMENT (TDM)**.

MAINTENANCE	
	Maintenance work ensures a safe, reliable and efficient transportation system on a day to day basis with such activities as pothole filling, repair of damaged bridges, incident response, maximizing operational efficiency by signal timing, snow clearing, vegetation planting and clearing, drainage and fence maintenance and litter removal. The MTP supports regional system maintenance work identified by WSDOT and local agencies.
PRESERVATION	
	Preservation projects ensure that investment in the regional transportation system is protected. Specific projects include repaving of highways, refurbishing rest areas and bridge rehabilitation. Needs and projects are identified by local agencies and WSDOT through such programs as the Highway Performance Monitoring System (HPMS), ISTEA-required Pavement Management System (PMS) and Bridge Management System (BMS). Clark County bridge needs are listed in Appendix B.
SAFETY	
	Needs identified through the ISTEA-required Safety Management System (SMS) and local analysis.
PEDESTRIAN AND BICYCLE MODE	
	Needs identified through state and local planning programs including recommendations from the Clark County Bicycle Advisory Committee, GMA plans and the *Clark County Trails and Bikeway System Plan* (December 1992; Clark County). Notable pedestrian and bicycle projects in Clark County include completion of the City of Vancouver's Columbia River Waterfront Trail, the Discovery Trail, the Columbia River/Evergreen Highway Trail, Hazel Dell Avenue bike lanes and SE 164th Avenue bike lanes. Also of regional significance is improvement of pedestrian and bicycle facilities which will improve access to transit facilities. Bike racks are already provided on C-TRAN fixed-route buses and bike lockers are provided at C-TRAN Transit Centers and Park and Rides. The bike rack and locker program will continue.
TRANSPORTATION SYSTEM MANAGEMENT	
	Potential TSM solutions are outlined in the State's *Statewide Multimodal Transportation Plan, System Plan Component* as well as local Growth Management plans. They include projects to interconnect traffic signals, to optimize signal timing and to ramp meter certain interchange ramps on the interstate system. Projects such as the Mill Plain Adaptive Traffic Control System (between 104th Avenue and Hearthwood Boulevard) and the Transportation Information, Management, and Control System (TIMACS) are already programmed for implementation. Key Intelligent Transportation System (ITS) projects have been identified through the Vancouver Area Smart Trek (VAST) program as a first step in the ITS Plan.
TRANSPORTATION DEMAND MANAGEMENT	
	Demand management activities are determined through the Commute Trip Reduction program ongoing in the Clark County region.

Should projects in the categories listed above require state or federal funding, they are brought forward to RTC as the region's MPO to carry out a coordinated decision-making process whereby projects are prioritized and selected for funding. Regional level air quality conformity analysis is prepared by RTC and project level conformity analysis, where required, is prepared by RTC for local projects and by WSDOT for State projects.

APPENDIX A-1

MTP PROJECT PRIORITIZATION: PROJECT RANKING
QUANTITATIVE ANALYSIS OF POLICY DIRECTIVES AND EVALUATION CRITERIA

Facility	Project Extent	Description	Estimated Project Cost	% Funded*	Empl. Growth: 1996-2017 Non-Retail Weighted by Trips	Employment: 2017 Total Non-Retail Weighted by Trips	LOS Volume to Capacity Ratio: 2003 PM Pk. Hr.	Auto Trips: PM Pk. Hr.	Costs: per 2017 PM Pk. Hr. Trip	Delay: 2017 No-Build PM Pk. Hr.	Freight Tonnage Category	Commuter Use: 2017 PM Pk. Hr. Work Trips at Peak Load Point
Interstate Projects:												
I-5	Main Street to NE 134th	Main & 78th St interchanges Widen to 3 lanes ea. dir.	$78,200,000	60%	278	1,001	1.0 (F)	10,661	$7,335	1,537	T1	2,915
I-205	Mill Pl/NE 18th/ Burton Rd	Flyover + new interchange	$65,915,000	0%	254	818	1.6 (F)	2,253	$29,257	N/A	T1	951
I-5	NE 134th Street	Reconstruct interchange	$31,210,000	0%	212	701	.68 (C)	2,516	$12,405	18	T1	792
I-5**	NE 179th Street	Reconstruct interchange	$18,265,000	0%	230	641	1.0 (F)	1,558	$11,723	61	T1	924
State Projects:												
SR-14/192nd Av	SR-14 to NW 18th St	New interchange New: 2 lanes ea. dir. + CLT (SR-14 to SE15th) Widen: 2 lanes ea. dir.+ CLT (SE15th to 18th)	$46,860,000	87%	372	758	N/A	2,891	$16,209	N/A	T2	661
SR-500***	112th Av/SR-503	New interchange at 112th Av Ramp at SR-500/SR-503	$28,363,000	69%	324	1,083	1.4 (F)	5,404	$5,249	N/A	T3	1,147
SR-14	NW 6th Av to 32nd St	Widen: 2 lanes ea. dir. New interchange at SR-500	$20,000,000	2%	317	869	.78 (D)	2,381	$8,400	100	T2	677
SR-500	Ward Rd to 162nd Av	Widen: 2 lanes ea. dir.	$3,200,000	100%	252	620	1.2 (F)	2,332	$1,638	22	T3	698
SR-502**	I-5 to SR-503	Widen: 2 lanes ea. dir. + CLT	$42,415,000	28%	177	515	1.0 (F)	1,910	$22,207	69	T3	785
Local Projects:												
192nd Avenue	See SR-14/192nd Project in State section above											
Burton Rd	Andresen to NE 162nd Av	New: 2 lanes ea. dir. + CLT (Andresen to 86th) Widen: 2 lanes ea. dir.+ CLT (86th to 162nd)	$24,000,000	39%	241	899	1.3 (F)	4,801	$4,999	518	N/A	460

MTP PROJECT PRIORITIZATION: PROJECT RANKING
QUANTITATIVE ANALYSIS OF POLICY DIRECTIVES AND EVALUATION CRITERIA

Facility	Project Extent	Description	Estimated Project Cost	% Funded*	Empl. Growth: 1996-2017 Non-Retail Weighted by Trips	Employment: 2017 Total Non-Retail Weighted by Trips	LOS Volume to Capacity Ratio: 2003 PM Pk. Hr.	Auto Trips: PM Pk. Hr.	Costs: per 2017 PM Pk. Hr. Trip	Delay: 2017 No-Build PM Pk. Hr.	Freight Tonnage Category	Commuter Use: 2017 PM Pk. Hr. Work Trips at Peak Load Point
Padden Pkway	NE 53rd Av to Ward Rd	Widen: 2 lanes ea. dir. + CLT	$25,630,000	77%	194	649	1.0 (F)	3,513	$7,296	12	T3	529
SE 164/162 Av	Mill Plain to Fourth Plain	Widen: 2 lanes ea. dir. + CLT	$19,062,000	61%	211	472	1.0 (F)	3,873	$4,922	436	T3	695
SE 1st	SE 164th Av to Leadbetter	Widen: 2 lanes ea. dir. + CLT	$25,000,000	12%	301	458	.46 (A)	2,277	$10,979	13	T3	240
NE 18th St	NE 86th to NE 162nd Av	New: 1 lane ea. dir. + CLT (86th to 105th) Widen: 2 lanes ea. dir. + CLT (105th to 162nd)	$23,199,000	0%	230	878	1.0 (F)	4,623	$5,018	144	N/A	782
NE 179th St	NW 11th to NE 50th Av	Widen: 1 lane ea. dir. (11th to 2nd) Widen: 2 lanes ea. dir. + CLT (2nd to 29th) Widen: 1 lane ea dir. + CLT (29th to 50th)	$17,500,000	8%	160	335	1.1 (F)	1,483	$11,800	197	N/A	265

NOTE: all projects listed above are needed in the 20-year horizon. Priorities will be re-examined periodically.

* Assumes Ref. 49 funding for certain projects. Estimated project costs are subject to change as projects become more clearly defined through Preliminary Engineering (PE) and Right of Way (RW) phases.

** Transportation needs in the I-5 North corridor will be examined in detail in the WSDOT study scheduled to conclude in late 1999. The need for an I-5/NE 219th St. interchange will be addressed in the Study.

*** SR-500/NE 112th Avenue interchange is a WSDOT Safety Category Project. SR-500/SR-503 ramp is a WSDOT Mobility Category Project

APPENDIX A-2

MTP Strategies, Projects to Preserve System Capacity including Transportation Demand Management (TDM) Strategies			
Facility/ Strategy	**Project**	**Estimated Cost**	**Description**
Transit	Increase Transit Service	$350,000 per year	Improve transit service per C-TRAN/s Transit Development Plan (TDP)
Pedestrian	Improve Pedestrian Access to Transit		Pedestrian improvements provided through highway building projects (improved design standards), Transportation Improvement Program of local jurisdictions.
TDM	Vanpool Program	$540,000	Increase subsidy for vanpool program participants. 120 vanpools operated during the I-5 span closure in September 1997.
TDM	Carpool Program	$50,000	To provide for incentive
TDM	Telecommuting/ Teleworking	$2,500	Fund employer outreach program
TDM	Flexible Work Hours	$2,500	Fund employer outreach program
TSM	Intelligent Transportation System (ITS): Traffic Management Center	$10,000,000	Establish Traffic Management Center for Clark County and consider links to Portland's Traffic Management Center

CLEAN AIR CONFORMITY DETERMINATION

AIR QUALITY CONFORMITY STATEMENT

The Metropolitan Transportation Plan for Clark County is found to contribute to emission reductions and is **found to be in conformity with the Federal Clean Air Act as amended in 1990 and the Washington Clean Air Act** (chapter 70.94 RCW). The MTP does not adversely impact the existing SIP and is in conformity with it. All regionally significant transportation improvement projects are included in the regional travel forecasting model for purposes of air quality conformity analysis. A brief description of air quality conformity analysis methodology and results table follows.

AIR QUALITY CONFORMITY METHODOLOGY AND RESULTS

The Southwest Washington Air Pollution Control Authority (SWAPCA) has developed, as supplements to the State Implementation Plan, two Maintenance Plans; 1) for Carbon Monoxide (CO), and 2) for Ozone (O_3). In October, 1996 the CO Maintenance Plan and in April 1997 the Ozone Maintenance Plan were approved by the Environmental Protection Agency (EPA). Mobile source strategies contained in the Maintenance Plans were endorsed for implementation by the RTC Board of Directors (Resolution 02-96-04).

The MTP must comply with the mobile emissions budgets specified in the Maintenance Plans. The test is designed to prevent violation of the National Ambient Air Quality Standards (NAAQS); transportation emissions are not allowed to exceed levels relied upon in the Maintenance Plan demonstration. To ensure consistent assumptions, the same methodology used to develop mobile emissions budgets for the Maintenance Plans is used in the MTP air quality conformity process.

The air quality conformity analysis relies on travel data for three time periods (the AM 1-hour, the PM 2-hour, and the rest-of-the-day) and is based on use of *emme/2,* regional travel model software, and on use of Mobile 5ah to determine emissions rates as part of the emissions calculations. Input assumptions for Mobile 5ah were received from the Southwest Washington Air Pollution Control Authority (SWAPCA) and the Oregon State Department of Environmental Quality (ODEQ). Hot stabilized emissions are calculated for each link in the system.

Each of the emitted gases (Carbon Monoxide (CO), Hydrocarbons (HC) and Nitrogen Oxides (NOx), has several categories of emission that make up the all-day total; hot starts, cold starts, and hot stabilized emissions. In addition, HC emissions also include hot soaks (which occur at the end of a trip in the destination zone), and diurnal emissions (those which occur during the day as rising temperatures cause vehicles to produce emissions through evaporation). CO is calculated for winter conditions, and HC and NOx are computed for summer conditions. The emissions calculations includes emissions caused by intra-zonal trips (trips which begin and end in the same Transportation Analysis Zone (TAZ). All outputs were seasonally adjusted based on EPA/SWAPCA guidance. Emissions estimates include credits taken for the following clean air programs: activities under the Commute Trip Reduction ordinance and Clean Air Action Days (free transit service and public education).

2020 METROPOLITAN TRANSPORTATION PLAN: AIR QUALITY CONFORMITY RESULTS

Year		Winter Carbon Monoxide *(in pounds per day)*	Hydrocarbons (HC) *(in tons per day)*	Nitrous Oxides (Nox) *(in tons per day)*
2000	MTP Emissions Estimate	263,000	11	12
	Transportation Budget	*300,000*	*11*	*14*
2010	MTP Emissions Estimate	247,000	9	12
	Transportation Budget	*260,000*	*10*	*12*
2020	MTP Emissions Estimate	238,000	8	12
	Transportation Budget	*260,000*	*12*	*14*

APPENDIX B

WSDOT CLARK COUNTY REGION: TWENTY YEAR BRIDGE NEEDS ON STATE SYSTEM						
Bridge #	**Bridge Name**	**Mile Post**	**Year Built**	**Deck Area (Sq. Ft.)**	**Description**	**Estimated Cost ($)**
Reduce Risk of Naturally-Caused Catastrophic Failures (WSDOT Service Objective H-19) :						
503/16	Cedar Creek	20.67	1958	700	Waterway Adequacy	185,000
Preserve Structural and Operational Integrity (WSDOT Service Objective H-16):						
5/1E	Columbia R. Interstate	0.00	1916	134,330	Movable Bridge, Rehabilitation	81,000
5/1W	Columbia R. Interstate	0.00	1958	141,520	Movable Bridge, Rehabilitation	81,000
5/22E	Salmon Creek	6.32	1959	11,067	Paint Bridge	29,000
5/22W	Salmon Creek	6.32	1959	10,710	Paint Bridge	29,000
5/23	NE 129th St u/c	6.98	1961	4,940	Deck Overlay	222,000
5/36E	E Fork Lewis R.	18.21	1940	40,896	Paint Bridge	133,000
5/36W	E Fork Lewis R.	18.21	1969	42,288	Paint Bridge	126,000
5/40W	Lewis R.	19.83	1940	62,880	Paint Bridge	461,000
5/40E	Lewis R.	19.87	1968	51,648	Paint Bridge	335,000
14/25	W. Camas Slough	12.62	1964	31,140	Paint Bridge	193,000
14/38	Lawton Creek	20.90	1925	1,056	Future Bridge Replacement	279,000
501/8E	NP Rwy SPS Rwy o/c	1.60	1962	14,160	Paint Bridge	39,000
501/20	Gee Creek	17.66	1965	1,608	Paint Bridge	10,000
503/6	Salmon Creek	5,38	1923	1,1775	Narrow Bridge	264,000
503/17	Chelatchie Creek	20.76	1953	930	Paint Bridge	4,000
503/26	Lewis R. Yale	27.84	1932	7,786	Paint Bridge	61,000
Modify or Replace Bridges with Vertical Underclearances Less than 15'6" (WSDOT Service Objective H-35):						
5/24	NE 134th St u/c, Co. Rd	7.24	1959	4,940	Low Vertical Clearance	1,304,000
Modify or Replace Bridges to Carry Legal Overloads (WSDOT Service Objective H-19):						
503/26	Lewis R., Yale	27.84	1932	7,786	Overload Restr.	3,640,000

Clark County: Bridge Projects		
La Center Bridge #21	**La Center Vicinity**	**Replace Bridge.**

METROPOLITAN TRANSPORTATION PLAN: GLOSSARY

ABBREVIATION	DESCRIPTION
FONSI	Finding of No Significant Impact
FTA	Federal Transit Administration
FY	Fiscal Year
GIS	Geographic Information System
GMA	Growth Management Act
HCM	Highway Capacity Manual
HCT	High Capacity Transportation
HOV	High Occupancy Vehicle
HPMS	Highway Performance Monitoring System
I/M	Inspection/Maintenance
IMS	Intermodal Management System
IPG	Intermodal Planning Group
IRC	Intergovernmental Resource Center
ISTEA	Intermodal Surface Transportation Efficiency Act (1991)
ITS	Intelligent Transportation System
IV/HS	Intelligent Vehicle/Highway System
JPACT	Joint Policy Advisory Committee on Transportation
LAS	Labor Area Summary
LCDC	Oregon Land Conservation and Development Commission
LCP	Least Cost Planning
LMC	Lane Miles of Congestion
LOS	Level of Service
LPG	Long Range Planning Group
LRT	Light Rail Transit
MAB	Metropolitan Area Boundary
MIA	Major Investment Analysis
MP	Maintenance Plan (air quality)
MPO	Metropolitan Planning Organization
MTP	Metropolitan Transportation Plan
MUTCD	Manual on Uniform Traffic Control Devices
NAAQS	National Ambient Air Quality Standards
NCPD	National Corridor Planning and Development Program
NEPA	National Environmental Policy Act
NHS	National Highway System
NOX	Nitrogen Oxides
O/D	Origin/Destination
ODOT	Oregon Department of Transportation
OFM	Washington Office of Financial Management
OTP	Oregon Transportation Plan
PCE	Passenger Car Equivalents
PE/DEIS	Preliminary Engineering/Draft Environmental Impact Statement
PHF	Peak Hour Factor
PM10	Fine Particulates
PMG	Project Management Group
PMS	Pavement Management System
POD	Pedestrian Oriented Development
Pre-AA	Preliminary Alternatives Analysis
PSMP	Pedestrian, Safety & Mobility Program
PTBA	Public Transportation Benefit Authority
PTMS	Public Transportation Management System
PTSP	Public Transportation Systems Program
PVMATS	Portland-Vancouver Metropolitan Area Transportation Study
PWTF	Public Works Trust Fund
RACM's	Reasonable Available Control Measures

METROPOLITAN TRANSPORTATION PLAN: GLOSSARY

ABBREVIATION	DESCRIPTION
AA	Alternatives Analysis
AADT	Annual Average Daily Traffic
AASHTO	American Association of State Highway and Transportation Officials
AAWDT	Annual Average Weekday Traffic
ADA	Americans with Disabilities Act
ADT	Average Daily Traffic
AIP	Urban Arterial Trust Account Improvement Program
APC	Automatic Passenger Counter
APTA	American Public Transit Association
APTS	Advanced Public Transportation System
AQMA	Air Quality Maintenance Area
AVL	Automated Vehicle Location
AVO	Average Vehicle Occupancy
BEA	Bureau of Economic Analysis
BMS	Bridge Management System
BRCT	Blue Ribbon Commission on Transportation
CAA	Clean Air Act
CAAA	Clean Air Act Amendments
CBD	Central Business District
CBI	Coordinated Border Infrastructure Program
CDMP	Corridor Development and Management Plan
CCI	Corridor Congestion Index
CCRP	Corridor Congestion Relief Program
CFP	Capital Facilities Plan
CFP	Community Framework Plan
CIT	Community Involvement Team
CM/AQ	Congestion Mitigation/Air Quality
CMS	Congestion Management System
CO	Carbon Monoxide
CORBOR	Corridors and Borders Program (federal)
CREDC	Columbia River Economic Development Council
CTPP	Census Transportation Planning Package
CTR	Commute Trip Reduction
C-TRAN	Clark County Public Transportation Benefit Area Authority
DCTED	Washington State Department of Community, Trade and Economic Development
DEIS	Draft Environmental Impact Statement
DEQ	Oregon State Department of Environmental Quality
DLCD	Oregon Department of Land Conservation and Development
DNS	Determination of Non-Significance
DOE	Washington State Department of Ecology
DOL	Washington State Department of Licensing
DOT	Department of Transportation
DS	Determination of Significance
EAC	Enhancement Advisory Committee
ECO	Employee Commute Options
EIS	Environmental Impact Statement
EMME/2	EMME/2 is an interactive graphic transportation planning computer software package distributed by INRO Consultants, Montreal, Canada.
EPA	Environmental Protection Agency
ETRP	Employer Trip Reduction Program
FEIS	Final Environmental Impact Statement
FFY	Federal Fiscal Year
FHWA	Federal Highways Administration

METROPOLITAN TRANSPORTATION PLAN: GLOSSARY

ABBREVIATION	DESCRIPTION
RACT	Reasonable Available Control Technology
RID	Road Improvement District
ROD	Record of Decision
ROW	Right of Way
RPC	Regional Planning Council
RTAC	Regional Transportation Advisory Committee
RTC	Southwest Washington Regional Transportation Council
RTFM	Regional Travel Forecasting Model
RTP	Regional Transportation Plan
RTPO	Regional Transportation Planning Organization
RUGGO	Regional Urban Growth Goals and Objectives
SCP	Small City Program
SEIS	Supplemental Environmental Impact Statement
SEPA	State Environmental Policy Act
SIC	Standard Industrial Classification
SIP	State Implementation Plan
SMS	Safety Management System
SOV	Single Occupant Vehicle
SPG	Strategic Planning Group
SR-	State Route
SSAC	Special Services Advisory Committee
STIP	State Transportation Improvement Program
STP	Surface Transportation Program
SWAPCA	Southwest Washington Air Pollution Control Authority
TAZ	Transportation Analysis Zone
TCM's	Transportation Control Measures
TCSP	Transportation and Community and System Preservation Pilot Program
TDM	Transportation Demand Management
TDP	Transit Development Program
TEA-21	Transportation Equity Act for the 21st Century
TIB	Transportation Improvement Board
TIP	Transportation Improvement Program
TIPIT	Transportation Improvement Program Involvement Team
TMA	Transportation Management Area
TMS	Transportation Management Systems
TOD	Transit Oriented Development
TPAC	Transportation Policy Advisory Committee
TPP	Transportation Partnership Program
TPR	Transportation Planning Rule
Tri-Met	Tri-county Metropolitan Transportation District
TSM	Transportation System Management
UAB	Urban Area Boundary
UGA	Urban Growth Area
UGB	Urban Growth Boundary
UPWP	Unified Planning Work Program
V/C	Volume to Capacity
VHD	Vehicle Hours of Delay
VISSIM	Traffic/Transit Simulation Software (a product of PTV AG of Karlsruhe, Germany)
VMT	Vehicle Miles Traveled
VOC	Volatile Organic Compounds
WAC	Washington Administrative Code
WSDOT	Washington State Department of Transportation

Exhibit G



Appendix

Appendix A
Transportation Issues

Summary

Transportation and transportation infrastructure issues have been central to the public discussion regarding the preparation of an updated Comprehensive Plan for Clark County. This appendix represents a summary of the policy discussions undertaken by the Board of County Councilors:

1. Adoption of a new 20-year transportation capital facilities plan to support the land use plan.

2. Confirmation of the 6-year Transportation Improvement Program as the first 6 years of the transportation capital facilities plan.

3. Amendments to the transportation concurrency standards contained both in the transportation element of the comprehensive plan and in Clark County Code.

The final section of this report describes the strategies and future policy actions which, in some combination, could be adopted to address the projected shortfall in revenues to fully fund the proposed transportation capital facilities plan.

Analysis

The analysis of the Comprehensive Plan map followed the approach used with the prior plan alternatives examined in this process. The plan map was converted to households and employment projections based on the yields from the vacant buildable lands model and the application of the expected zoning. As much as possible, the allocation of households and employment was reviewed with local jurisdictions and adjustments were made as needed to reflect local knowledge of development potential. Table A.1 summarizes the land use inputs used for the transportation analysis.

Table A.1 | Land Use Inputs Used in Transportation Analysis

Households	Retail Employment	Other Employment
217,079	42,214	171,692

Source: Clark County GIS

The land use assumptions were input into the regional transportation demand model maintained by Southwest Washington Regional Transportation Council (RTC) to prepare an assessment of the likely demand on the county's roadway system (assuming the list of improvements identified in the current Metropolitan Transportation Plan). Where substandard major corridors under County jurisdiction showed a Level-of-Service (LOS) E/F, additional mitigation projects were listed in the Clark County Capital Facilities Plan.

Revenue Perspective

The projected revenue sources include property taxes dedicated to transportation ("road fund"), gasoline tax distributions to the county, traffic impact fees, Public Works Trust Fund loans, expected

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grants and miscellaneous revenue streams that accrue for transportation purposes. The analysis accounts for road fund operating expenses that reduce the revenue available for capital facilities projects. The estimated available revenue for county capital transportation improvements over the 20-years of the land use plan is $533.1 million as adopted in 2014 (ORD 2014-11-03).

20-Year Transportation Capital Facilities Plan

Table A.2 presents the proposed 20-year list of transportation capital facilities projects. This list, as amended, should be adopted with the comprehensive plan and updated on a regular basis (not to exceed five years). It forms the basis of a future update to the Clark County traffic impact fee program.

In developing the 20-year transportation capital project list, the adopted 2016-2021 Transportation Improvement Program (TIP) was used as the starting point, with cost estimates taken directly from the TIP document. The second group of projects includes a list of corridor improvement projects and intersection needs identified to mitigate major regional corridors which exhibited a low level of service in the transportation analysis. The third group of multi-jurisdictional projects includes regional transportation projects that are programmed in the existing Metropolitan Transportation Plan and were assumed in the 2035 future network for the transportation analysis. Finally, the fourth group is a list of projects that are necessary to maintain, preserve and repair the County's transportation system on a regular annual cycle. The estimated cost of county transportation improvements over the 20-year land use plan is $691.2 million.

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Table A.2 | Clark County Twenty Year Capital Facilities Plan

CAPITAL FACILITIES PLAN 2016-2035

I. Committed - TIP (2016-2021)

Road	From	To	Comments	Total Costs in 6-year TIP	Total Project Cost	Spent Prior to 2016	Completed by 2021	Cost to Complete after 2021	2016-2035 Project Costs
NE 119th St	NE 72nd Ave	NE 87th Ave		$ 3,744,000	$ 23,655,000	$ 19,911,000	Yes	$ -	$ 3,744,000
NE 47th Ave @ NE 78th St	Intersection			$ 214,000	$ 2,623,000	$ 2,409,000	Yes	$ -	$ 214,000
NE 94th Ave	NE Padden Pkwy	NE 99th St		$ 5,021,000	$ 8,973,000	$ 3,952,000	Yes	$ -	$ 5,021,000
TSO Projects (5)	Various			$ 3,766,000	$ 4,981,000	$ 1,215,000	Yes	$ -	$ 3,766,000
Highway 99	NE 99th St	NE 103rd St		$ 10,116,000	$ 10,757,000	$ 641,000	Yes	$ -	$ 10,116,000
NE 99th St	NE 94th Ave	NE 117th Ave		$ 2,065,000	$ 10,547,000	$ 1,304,000	No	$ 7,178,000	$ 9,243,000
NE 119th St	NE 50th Ave	NE 72nd Ave		$ 6,225,000	$ 6,994,000	$ 769,000	Yes	$ -	$ 6,225,000
NE 10th Ave	NE 154th St	NE 164th St		$ 18,824,000	$ 22,751,000	$ 3,927,000	Yes	$ -	$ 18,824,000
NE 10th Ave	NE 149th St	NE 154th St		$ 9,929,000	$ 10,195,000	$ 266,000	Yes	$ -	$ 9,929,000
NE 179th St	NE Delfel Rd	NE 15th Ave		$ 1,876,000	$ 13,100,000	$ 950,000	No	$ 10,274,000	$ 12,150,000
NE 119th St	NE 87th Ave	NE 112th Ave	1.0 capacity EB	$ 11,342,000	$ 12,017,000	$ 675,000	Yes	$ -	$ 11,342,000
NE 15th Ave	NE 179th St	NE 10th Ave		$ 640,000	$ 15,000,000	$ -	No	$ 14,360,000	$ 15,000,000
Salmon Ck Ave	WSU Entrance	west of NE 50th Ave	WSU provide R/W; env. Issu	$ 1,523,000	$ 18,062,000	$ 122,000	No	$ 16,417,000	$ 17,940,000
NE 72nd Ave	NE 122nd St	NE 133rd St		$ 2,600,000	$ 10,800,000	$ -	No	$ 8,200,000	$ 10,800,000
Miscellaneous Projects				$ 600,000	$ 650,000	$ 50,000	Yes	$ -	$ 600,000
Totals				**$ 78,485,000**	**$ 171,105,000**	**$ 36,191,000**		**$ 56,429,000**	**$ 134,914,000**

II. New - Concurrency Driven Projects

Road	From	To	Comments	Cost
Padden Pkwy @ Andresen	Intersection		Interim upgrade	$ 15,000,000
Ward Road	NE 88th St	NE 172nd Ave Bridge	1.7 capacity NB	$ 9,700,000
NE 72nd Ave	NE 133rd St	NE 219th St	NB 1.23 capacity	$ 19,200,000
Urban Arterial Intersections	Minnehaha Street & NE 17th Avenue		New 2016-2035 Project	$ 15,000,000
	NE 87th Avenue & NE 63rd Street			
	NE 117th Street & NE Stutz Road			
	NW 36th Avenue & Bliss Road			
	NE 119th Street & NE 132nd Avenue			
	NE 239th Street & NE 92nd Avenue			
NE 172nd Ave	NE Ward Rd	NE 119th St	New 2016-2035 Project	$ 6,000,000
NE Ward Rd	NE 162nd Ave	NE Davis Rd	New 2016-2035 Project	$ 6,000,000
NE 172nd Ave	NE 18th St	NE 39th St	New 2016-2035 Project	$ 4,000,000
NE 152nd Ave	NE Padden Pkwy	NE 99th St	New 2016-2035 Project	$ 8,000,000
NW Lakeshore Ave	NW 78th St	NW 109th St	New 2016-2035 Project	$ 15,000,000
Cost of New Projects				**$ 97,900,000**

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III. New - Regional & Partnership Projects					
Road	**From**	**To**	**Comments**	**Cost**	
NE 179th St/I-5 Interchange/15th Ave	Delfel	NE 15th Ave	County road only	$ 16,900,000	
SCIP Phase 2	NE 134th St	I-205	Assumes 50% WSDOT	$ 17,500,000	
NE 182nd Ave @ SR-500[1]	Intersection			$ 3,000,000	
NE 179th St@29th Ave or @50th Ave	Intersections		Environmental Issues	$ 5,000,000	
County Cost of Partnership Projects				**$ 42,400,000**	

IV. TIP On-Going Programs				
Programs	**Potential Specified Projects**	**Estimated Annual**	**20-Year Costs**	**2016-2021 TIP Costs**
Advanced Right-of-Way Program		$ 100,000	$ 2,000,000	$ 60,000
Bridge Repair/Rehab		$ 2,600,000	$ 52,000,000	$ 8,472,000
Road Preservation		$ 9,000,000	$ 180,000,000	$ 50,124,000
Rural Road Improvement Program	NE 19th Street & 276th Avenue NE 212th Avenue & NE 109th Street NE Ward Road/NE182nd Avenue & NE 119th Street NE 144th Street & NE 137th Avenue NE 137th Avenue & NE 159th Street NE 159th Street & NE 142nd Avenue NE 179th Street & NE 92nd Avenue NE 199th Street & NE 29th Avenue NE 199th Street & NE 50th Avenue NE 199th Street & NE 167th Avenue NE 259th Street & NE 72nd Avenue	$ 2,000,000	$ 40,000,000	$ 5,196,000
Sidewalks and ADA		$ 1,500,000	$ 30,000,000	$ 6,956,000
Transportation Safety Imp.		$ 3,600,000	$ 72,000,000	$ 10,441,000
Urban Development Road Prgm		$ 1,700,000	$ 34,000,000	$ 4,084,000
Traffic Signal Optimization		$ 300,000	$ 6,000,000	
Cost of OGP's		**$ 20,700,000**	**$ 416,000,000**	**$ 85,333,000**

Notes:		**CFP COST**	**$ 691,214,000**
1	Amounts shown in 2014 Dollars	**TIP COST**	**$ 163,818,000**

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Level-of-Service Standards

Level-of-service (LOS) standards serve both as a standard of measure in administration of the county's transportation concurrency program and as a general indicator of congestion levels. The goals of the Transportation Concurrency Program and the Growth Management Act require a balance between land development and the transportation facilities serving that development. The variables in this balance include the growth rate, transportation investments and level-of-service standards. The growth rate was chosen from a range provided by the State Office of Financial Management. Transportation improvement investments were planned over the 20-year horizon based on transportation model analysis and a projection of current revenue streams. The LOS standards are subject to local discretion, but to some extent are dependent on the growth rate, revenue, capital improvements and the local level of tolerance for peak hour traffic congestion. Maintaining current LOS standards would require either increasing transportation investments through more revenue or a reduction in the chosen growth rate and the supply of buildable lands.

Even with the capacity provided by the improvements in the transportation CFP and the Metropolitan Transportation Plan, the transportation cost/revenue analysis shows that it may not be possible to maintain the current adopted corridor level-of-service standards. The county population will increase by about 128,586 residents. The number of jobs will also grow to approximately 101,153. These two major factors plus the projected increase in vehicle miles traveled will likely result in levels of congestion that could require a lowering of standards in the future. One purpose of the concurrency program is to prevent land development from greatly outpacing transportation facilities and services. If specific areas of the county rapidly develop before the public and private investments are made in surrounding corridors, moratoria declared by ordinance may be one result. The county also uses Urban Holding to insure that critical improvements are reasonably funded before new areas are opened for urban development.

WAC 365-196-415(2)(b) recommends "Counties forecast needs for capital facilities during the planning period, based on the levels of service or planning assumptions selected and consistent with the growth, densities and distribution of growth anticipated in the land use element. The forecast should include reasonable assumptions about the effect of any identified system management or demand management approaches to preserve capacity or avoid the need for new facilities." The needs analysis for the 2016-2035 Comprehensive Growth Management Plan utilized travel demand forecast modeling to determine locations where improvements to the transportation system may be necessary. This analysis focused on two types of transportation deficiencies: segments (link) and intersections.

Segment (Link) Analysis

The link deficiency analysis focused on the PM peak hour Committed 2035 RTC model. All links showing volume to capacity (v/c) ratios greater than 0.90 were identified as corridor level deficiencies. Once the deficiencies were identified, the PM Peak hour Capital Facilities Plan 2035 RTC model was analyzed for deficiencies, using the same link level criteria (v/c > 0.9). The link level network improvements between the Committed model and Capital Facilities Plan model were identified as projects and reviewed to determine which (if any) deficiency each project addressed. The projects that met an identified link level deficiency were kept in the updated Financially Constrained Project list. Projects included in the Financially Constrained model but not addressing any identified deficiencies were removed from the updated Capital Facilities Plan Project list. All link deficiencies identified in the Capital Facilities Plan model were addressed with new capacity improvement projects. These projects were added to the updated Capital Facilities Plan Project list.

Comparisons between the RTC models with the old land use and the updated land use indicated significant trip loss within the Vancouver city limits, especially on the freeways (I-5 and I-205). As this trip loss was attributed to some outdated land use projects within the Vancouver city limits, the major WSDOT projects on I-5 and I-205 were not compared to modeled deficiencies, but were kept unchanged on the updated Capital Facilities Plan project list. The same approach was used when analyzing projects in urban areas near the Vancouver city limits.

All new segment projects were coded simply as increased link level capacity within the travel models. In addition, the committed model network was updated to include all the committed projects from the most recent Capital Facilities Plan.

Intersection Analysis
The intersection deficiency analysis also focused on the PM peak hour Committed 2035 RTC model. The analysis focused on unsignalized intersections with forecasted volumes high enough to trigger possible improvements. Unsignalized intersection deficiencies were estimated based on the conflicting major/minor street unsignalized capacities. The conflicting volume analysis helps identify intersections that may fail to meet LOS E standards or may meet signal warrants. As all the intersection analysis was performed at the approach link level (turn volumes were not analyzed). Intersections identified by this process do not necessarily require signalization and in some cases, other intersection improvements may be sufficient. The potential deficiencies were revised after assuming some traffic disaggregation on the modeled collector roadways, as the Committed 2035 RTC model is a simplified network with aggregated volumes. For example, potential deficiencies that were triggered based on aggregated volumes from local roads not included in the Committed 2035 RTC model were not included as intersection deficiencies since these volumes would likely be spread across multiple intersections. Next, the intersection deficiencies were compared to the corridor level deficiencies and overlapping deficiencies were grouped into one project. All remaining intersection deficiencies identified were addressed with new intersection improvement projects. These projects were added to the updated Capital Facilities Plan Project list.

The committed and financially constrained segment and intersection projects for the Clark County unincorporated areas are shown in the attached figure and tables.

Project Identification

The methodology used to analyze segments and intersections resulted in the Clark County 2035 Needs Analysis, detailed in Table A.3. This list separates projects into six categories:

- Modified Existing CFP Projects
- Newly Identified CFP Projects
- Removed Existing CFP Projects
- Committed CFP Projects
- Existing CFP Projects
- WSDOT Projects

The modified "Existing CFP Projects" category recommend amending one project currently listed in the 2016-2021 Transportation Improvement Program. The "Newly Identified CFP Projects" section recommends adding 26 projects to the 20-year Capital Facilities Plan. The "Removed Existing CFP Projects" section recommends removing a project from the 20-year Capital Facilities Plan because it was not identified as a capacity need. The "Committed CFP Projects" section identifies projects in the existing 2016-2021 Transportation Improvement Program (TIP) that are needed to serve future

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growth. The "Existing CFP Projects" category identifies projects that are currently included in the 2014-2033 Capital Facilities Plan that are still needed. The "WSDOT Projects" category includes projects using State funds on State facilities.

The following list in Table A.3 is the result of analysis that forecasted potential areas of congestion in the next 20 years. The Capital Facilities Plan incorporates some, but not all of these identified locations into the 20-year project list. Locations that are not included may be street segments that are fully developed and cannot be expanded beyond the existing classification or constrained by environmental areas.

Table A.3. | 2035 Capital Transportation Needs

2016-2021 TIP Projects

Road	From	To
NE 119th St	NE Salmon Creek Ave	NE 72nd Ave
NE 99th St	NE 94th Ave	NE 107th Ave
NE 99th St @ SR 503	Intersection	
Highway 99	NE 99th St	NE 107th St
NE 119th St	NE 72nd Ave	NE 87th Ave
NE 10th Ave	NE 154th St	NE 164th St
NE 47th Ave @ NE 78th St	Intersection	
NE 94th Ave	NE Padden Pkwy	NE 99th St

Existing Capital Facilities Plan Projects

Road	From	To
NE 15th Ave Extension	NE 179th St	NE 10th Ave
Salmon Creek Ave	WSU Entrance	NE 50th Ave
NE 119th St	NE 87th Ave	NE 112th Ave
NE Padden Parkway	NE 78th St	NE Ward Rd
NE 10th Ave	NE 149th St	NE 154th St
NE 179th St/I-5 Interchange	Delfel	NE 15th Ave
NE Ward Rd	NE 88th St	NE 172nd Ave Bridge
SCIP Phase 2	NE 134th St	I-205
NE 179th St@50th Ave	Intersection	
NE 179th St@29th Ave	Intersection	
NE 182nd Ave @ SR-5001	Intersection	
NE 72nd Ave	St John's Road	NE 223rd St

Newly Identified Projects

Road	From	To
NE Delfel Rd	NW 179th St	NW 199th St
NE 29th Ave	NE 134th St	NE 179th St
NE 172nd Ave	NE Ward Rd	NE 119th St
NE Ward Rd	NE 162nd Ave	NE Davis Rd
NE 172nd Ave	NE 18th St	NE 39th St
NW 78th St	Hazel Dell Ave	Hwy 99
NE 107th Ave	NE Covington Rd	NE 99th St
NE 99th St	NE 7th Ave	Hwy 99
NW 31st Ave	NW 219th St	NW 229th St
NE 82nd Ave	NE 259th St	NE Daybreak Rd
NE 182nd Ave	NE 159th St	NE 174th St
NE 152nd Ave	NE Padden Pkwy	NE 99th St
NE Fourth Plain Blvd	NE 166th Ave	NE 65th St
NW Lakeshore Ave	NW 78th St	NW 109th St
Minnehaha Street & NE 17th Avenue	Intersection	
NE 87th Avenue & NE 63rd Street	Intersection	

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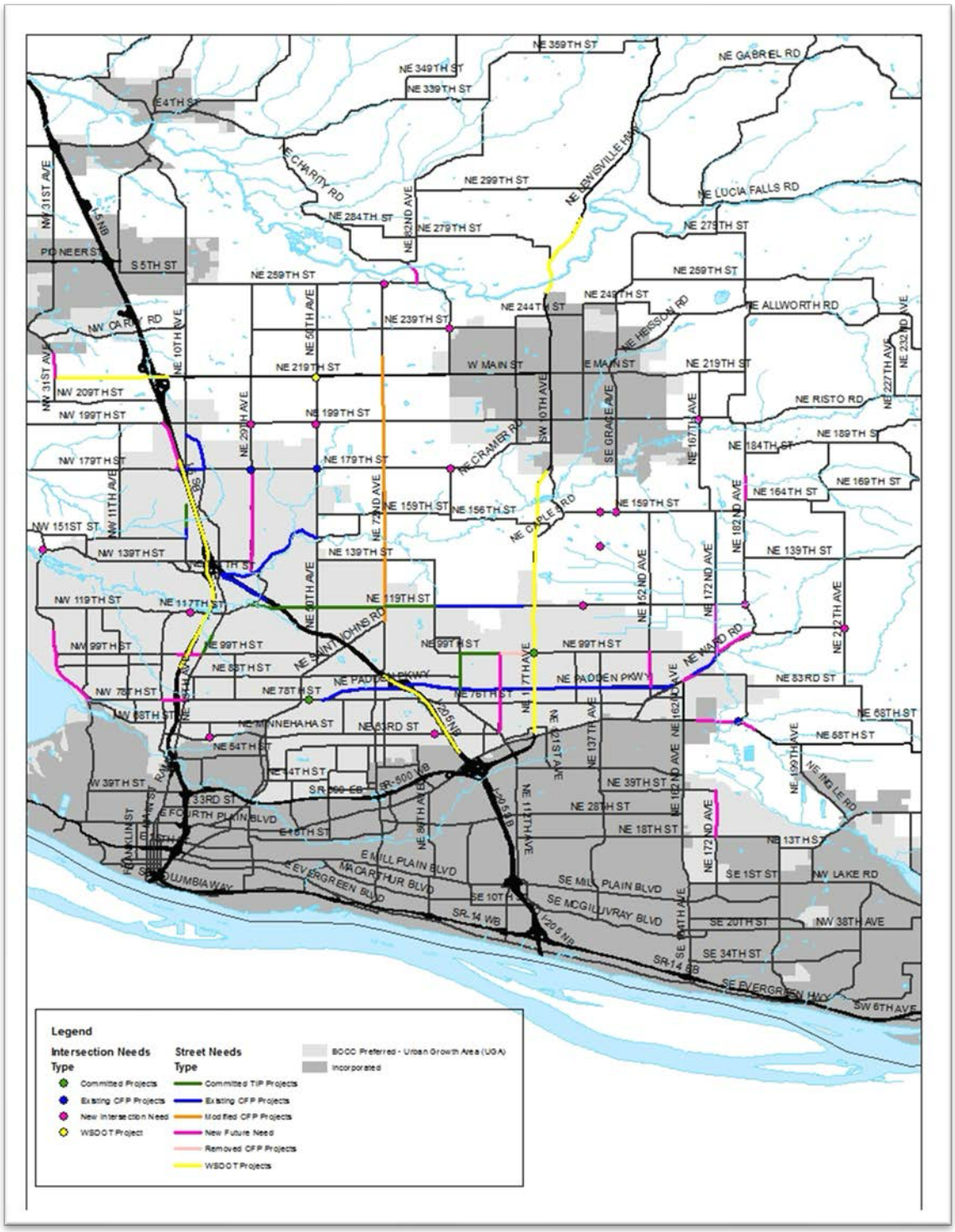
NE 19th Street & 276th Avenue	Intersection	
NE 117th Street & NE Stutz Road	Intersection	
NW 36th Avenue & Bliss Road	Intersection	
NE 212th Avenue & NE 109th Street	Intersection	
NE Ward Road/NE182nd Avenue & NE 119th Street	Intersection	
NE 119th Street & NE 132nd Avenue	Intersection	
NE 144th Street & NE 137th Avenue	Intersection	
NE 137th Avenue & NE 159th Street	Intersection	
NE 159th Street & NE 142nd Avenue	Intersection	
NE 179th Street & NE 92nd Avenue	Intersection	
NE 199th Street & NE 29th Avenue	Intersection	
NE 199th Street & NE 50th Avenue	Intersection	
NE 199th Street & NE 167th Avenue	Intersection	
NE 239th Street & NE 92nd Avenue	Intersection	
NE 259th Street & NE 72nd Avenue	Intersection	
Removed Existing Capital Facilities Plan Projects		
Road	**From**	**To**
NE 99th St	NE 107th Ave	SR 503
WSDOT Projects		
Road	**From**	**To**
SR 503	NE 87th St	SW 40th St
NW 219th St	NW 31st Ave	I-5 NB Ramps
I-205	Vancouver City Limits	Padden Pkwy
I-5	NE 179th St	NE 99th St
SR 503	NE Gren Fels Dr.	NE 132nd Ave
SR 503	NE Rosewood Ave	NE 87th St
SR 503	NE Gren Fels Dr.	NE 269th St
NE 50th Avenue & NE 219th Street	Intersection	

Figure A.1 | Transportation Needs Identification

Strategies to Balance the CFP

The Growth Management Act requires the 6-year Transportation Improvement Plan to be financially constrained and balanced. The 20-year transportation Capital Facilities Plan is more speculative and is not required to be balanced. The projected revenue shortfall of $158.1 million represents about 23% of



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the total projected capital cost, which could be considered significant in the absence of any strategies to close the gap.

There are a variety of strategies and policy actions available to the Board of County Councilors to balance the 20-Year CFP. Options for increasing revenues include updating Traffic Impact Fees, adopting a motor vehicle excise tax of up to $20 per vehicle and increasing the local option fuel tax to the statutory limit. Traffic Impact Fee revenue is projected to be $43 million over the 20-year period. Based on recent policy decisions and preliminary work on the Traffic Impact Fee update, it is realistic to assume that an additional $40 to 50 million will be raised from these fees. Grant revenue estimates are also very conservative.

On the cost side, the public share of many of the capital projects could be substantially reduced if policy changes were adopted that limited Traffic Impact Fee reimbursements to only the extra width of the roadway. Current policy provides reimbursement for construction of even that portion of the frontage improvements that would normally be required with development.

A second round of reductions in the capital projects list is also likely. Several projects on the list would not contribute substantially to mobility on the transportation network in proportion to their estimated cost. Other listed projects are in areas that are likely to be annexed before county financing is available and would then become the responsibility of the annexing city.

The Transportation Capital Facilities Plan will be reviewed on a regular basis, not to exceed every five years, to ensure that the projected gap between costs and revenues is declining. If the potential shortfall increases and becomes critical, the potential courses of action in addition to those identified above would include reduction in the level of service standards and reassessment of the land use plan.

The county modified the transportation concurrency program in 2014 to better protect against the unplanned use of newly created roadway capacity, while allowing new developments to be permitted with predictability. In addition, the revised program set concurrency standards at a level that is consistent with the 20-Year Comprehensive Plan, population and employment forecast, the Capital Facilities Plan and capital funding projections.

Chronology of Transportation Concurrency Ordinances

Ordinance No.	Content
2000-10-03	Amended the Transportation Concurrency Management System (CCC 12.41); amended Chapter 3 and Appendix A of the Comprehensive Plan and adopted a revised CFP.
2001-08-01A	Modified the Traffic Impact Fee; modified the transportation CFP; dissolved TIF overlay areas.
2001-12-01	Emergency adoption of a moratorium in the Salmon Creek Area.
2002-02-05	Confirmed the filing of certain development applications within the Salmon Creek Moratorium area; and declaring an emergency expansion of such area.
2002-03-11	Confirmed the expanded moratorium area.
2002-12-02	Extended the duration of the Salmon Creek moratorium.

2003-04-02	Extended the duration of the Salmon Creek moratorium.
2003-04-09	Modified transportation concurrency and CFP; amended Arterial Atlas; Salmon Creek "fix".
2003-04-16	Corrected 2003-04-09.
2003-06-02	Reserved capacity in Salmon Creek area for preferred land uses.
2005-07-21	Declared a moratorium within the Salmon Creek Moratorium area by emergency ordinance.
2005-09-07	Confirmed the Salmon Creek Moratorium.
2006-09-01	Extended the Salmon Creek Moratorium.
2014-08-09	Replaced the level-of-service approach to measure congestion with a volume-to-capacity ratio approach.
2014-11-03	Adopted the 2014-2033 Capital Facilities Plan.

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Appendix B
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[Insert figures here]

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Appendix C
Other Related Statutes & Rules

Other Related Statutes

Planning Enabling Act, Chapter 36.70 RCW
Salmon Recovery, Chapter 75.46 RCW; RCW 90.71.005, 020, and 050
Shoreline Management Act of 1971, Chapter 90.58 RCW
State Environmental Policy Act (SEPA), Chapter 43.21C RCW
Steelhead Recovery Pilot Program, RCW 75.56.050
Watershed Planning, Chapter 90.82 RCW

Related Washington Administrative Codes

Growth Management Act:

* Procedural criteria for adopting comprehensive plans and development regulations, Chapter 365-190 WAC
* Minimum guidelines to classify agriculture, forest, mineral lands, and critical areas, Chapter 365-195 WAC
* Procedures for management of growth management planning and environmental review fund, Chapter 365-185 WAC

Growth Management Hearings Boards, Chapter 242-02 WAC
Shoreline Management Act:

* Guidelines for Development of Master Program, Chapter 173-16 WAC
* State Master Program Approval/Amendment Procedures, Chapter 173-27 WAC
* Shoreline Management Permit and Enforcement Procedures, Chapter 173-27 WAC

State Environmental Policy Act Rules, Chapter 197-11 WAC
SEPA Handbook
Department of Commerce - Growth Management Act Amendments 1995-2015

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[Insert Commerce Growth Management Act Amendments 1995-2015]

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Appendix D
Clark County Economic Development Action Plan

Clark County identified three primary economic development strategies for the next 5 to 10 years. The strategies are:

1. Identify, assess and maintain nodes of growth for economic development;
2. Reduce regulatory barriers and constraints that inhibit economic development;
3. Increase the county's capacity to support and participate in economic development.

Each strategy is supported by action items. In some cases the action items support more than one strategy. Action items that support more than one Strategy are identified with a **.

1. Identify, assess and maintain nodes of growth for economic development (such as Focused Public Investment Areas (FPIAs)). Clark County may take one or a combination of the following steps to enhance high priority focused public investment areas identified through the Plan update process:

    a) Participate in regional land inventory and assessment (ongoing)
    b) Foster and convene open communication with regional economic development stakeholders (such as utilities providers, ports, cities, education and workforce development) (ongoing)
    c) Create zoning designations, developer agreements, or other tools that protect designated areas of focused public investment from fragmented growth or unplanned residential and commercial growth. (ongoing)
    d) Evaluate development of a fee-in-lieu program for wetland and habitat mitigation. (Year 1-5)**
    e) Investigate the use of planned action SEPA, regional general permits and other tools in subarea planning (Year 1-5)
    f) Develop a process of site certification for prequalification of sites and a process for encouraging landowners to use the process. (Year 1-7)**
    g) Review and continuously improve streamlined process for major economic developments. (ongoing)**
    h) Review the concurrency program to develop approaches that protect trips for industrial and employment center uses. (Year 1-5)**
    i) Establish a dedicated administrative funding source for the county's use in economic development programs and activities. (Year 1-5)**

2. Reduce regulatory barriers and constraints that inhibit economic development. The importance of this action is positive differentiation. Like businesses, Clark County competes in a marketplace and must be just as responsive to market changes.

    a) Review and continuously improve a streamlined process for major economic developments. (ongoing)**

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b) Continue deployment and implementation of e-permitting focused on assisting commercial and industrial growth. (Year 1-5)
c) Establish fast-tracked development processes to assist small businesses and startups in renovating, expanding and relocating businesses. Assist small businesses and startups in locating local, regional, state and federal resources and programs relevant to their needs (Year 1-5)
d) Review the concurrency program to develop approaches that protect trips for industrial and employment center uses. (Year 1-5)**
e) Investigate the use of planned action SEPA, regional general permits and other tools in subarea planning (Year 1-5)
f) Develop a process of site certification for prequalification of sites and a process for encouraging landowners to use the process. (Year 1-7)**

3. Increase the capacity of county government to support and participate in economic development.

a) Implement the county's REET-based discretionary loan fund to support economic development initiatives, grow the fund to a meaningful amount and leverage that resource on a revolving basis. (Year 1-5)**
b) Establish a dedicated administrative funding source for the county's use in economic development programs and activities. (Year 1-5)**

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Performance Measures – Economic Development

Measurable	Period From	Period To	Quantity	YTD	% Change	Since Plan Adoption	% Change	Notes
Permit processing days for industrial permits								
Permit processing days for commercial permits								
Employment land acreage that was pre-qualified								
Ind./Comml. permits processed via e-permitting								
All jobs created for which county processed the permit								
KBE jobs created for which county processed the permit								
Jobs created due to E.D. REET fund loans								
Other: _____ _____								
Other: _____ _____								

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APPENDIX E
Capital Facility Plans Review and Analysis

Capital facilities and utilities are the basic services which the public sector provides to support land use developments, both as they currently exist and as they are anticipated to develop over the course of the 20-year growth management planning horizon. Capital Facility Plans provide a general summary of how and when these basic services will be provided to support future growth as envisioned by the 20-Year Plan and how they will be funded. **Chapter 6 - Capital Facilities and Utilities Element** is intended to provide countywide goals and policies to ensure that public services and facilities necessary to support development shall be adequate to the development (RCW36.70A.020) and provide a general assessment of major public services which impact land use issues, rather than a detailed analysis of every service provided by government.

Appendix E provides a technical review of the current status of planning and financing in Clark County for a broad range of services and facilities; both owned by Clark County and those owned by other providers. The development of this Appendix E was guided by an integrated set of state and local policies and plans. To ensure effective communication, this section of the document outlines some definitions used in this document.

DEFINITIONS

Growth Management Act and Capital Facilities

While RCW 36.70A provides the requirements for a legally adequate capital facilities plan, the law does not define capital facilities. The definition is left to the Washington Administrative Code (WAC). For purposes of the Growth Management Act, the WAC provides only guidance rather than regulatory direction. WAC 365-195-315(2) (a) provides guidance by defining capital facilities as: ***water, sewer, stormwater, schools, parks and recreational facilities, law enforcement and fire protection***.

One area of possible confusion regarding the CFP is that the financial analysis of the CFP deals only with the cost and funding of the capital facilities themselves and not the operating costs of those capital facilities. Operating costs are only addressed in the financial analysis for the CFP; increased operating costs reduce the funds available for capital expenditures given a fixed or marginally growing revenue stream.

In addition, the CFP is often confused with the 6-year Capital Improvement Plan (CIP). The CIP is a flexible, long range plan containing the planned capital improvement projects and the recommended financing methods for funding the projects in a 6-year window. All funds and departments are brought together in a single consolidated plan for an overall view of capital improvement needs. The Capital Facilities Plan is a summary document required by Growth Management. This plan contains the project lists and sources of the Capital Improvement Plan and considers the impacts on levels of service.

Another area of confusion is the "omission" of transportation facilities from the definition of capital facilities in the WAC. It is not an omission; RCW 36.70A.070(3) defines the required components of the CFP for those facilities the act deems to be capital facilities, while a separate section RCW

36.70A.070(6) addresses the transportation element of the comprehensive plan which is required to have those items typically associated with a transportation CFP.

Required Components of a CFP

RCW 36.70A.070 (3) defines the required components of the CFP as:

1. An inventory of existing publicly owned capital facilities including location and capacities;
2. A forecast of future capital facility's needs;
3. A listing of the proposed location and capacities of expanded or new capital facilities;
4. At least a 6-year financial plan for funding future capital facilities within projected funding capacities, which identifies the sources of public funds; and
5. A methodology to reassess the land use element if the probable funding falls short of meeting existing needs and to ensure consistency between the land use element, capital facilities element and the financing plan.

Washington State Department of Commerce Procedural Criteria

The Procedural Criteria for Adopting Comprehensive Plans and Development Regulations, 1992, clarify the requirements by saying that the capital facilities element should serve as a check on the practicality of achieving the other elements of the plan. The following steps are recommended in preparing the capital facilities element:

- The forecast of future capital facilities needs is a direct function of the size (both geographic and density) of the urban area to be served, which is set by the land use plan. It is also a function of the level-of-service standard adopted by the jurisdiction for that particular capital facility.
- The listing of future capital facilities should be directly tied to the identified needs and, while not explicitly stated, would provide greater understanding if planning-level estimates of cost were tied to that listing of facilities.
- The 6-year financial plan is a requirement that already exists elsewhere in state law. Review of that 6-year financial plan may indicate whether or not a particular urban area is ready to permit development in the expanded urban area – a general lack of programmed capital facilities in the 6-year financial plan to serve the expanded urban area may suggest that providers would not be able to serve that area until after the current 6-year window[1]. If it is clear that service providers could not provide facilities to all or some portion of the expanded urban area within the 6-year financial plan window, it may be appropriate to effectively communicate that situation using techniques to phase urban development on those areas.

Transportation Element Requirements

While the transportation element is treated separately from other capital facilities in the act, consideration of the ability of jurisdictions to meet the mobility needs of future population and employers is critical to the growth boundary decision. The transportation element is required to include:

1. Land use assumptions used for the transportation demand estimation; and

[1] Care should be taken because, in some cases, for some service providers, there may not be a need for additional capital facilities to serve a particular expansion area. In that case, the lack of identified capital facility investment in an area may not indicate an inability to serve in the near term.

2. Examination of facilities and service needs, which must itself include:
    a. Inventory of transportation facilities and services;
    b. Local facility level-of-service standards;
    c. State highway level-of-service standards;
    d. Actions to address existing deficiencies (facilities not meeting level-of-service standards);
    e. Forecast of traffic conditions for at least ten years based on the land use plan. This is interpreted to be a 20-year forecast since the land use plan includes land supply sufficient for 20 years of growth;
    f. Listing of state and local system needs to meet forecasted demand, where any state system improvements must be consistent with statewide multimodal transportation plan;
    g. Finance Plans, including:
        i. Analysis of funding capability with respect to the listing of facility's needs. It is interpreted that this needs to be a 20-year examination of funding (since the facility needs list is based on a 20-year land use plan);
        ii. A multi-year financing plan based on the identified needs that serves as the basis for the 6-year transportation improvement program;
        iii. A discussion of how to address a shortfall of probable funding that includes possible additional funding or adjustments to the land use assumptions;
    h. Examination of intergovernmental coordination including an assessment of how the county's transportation plan and land use assumptions relate to possible impacts on adjacent jurisdictions; and
    i. Demand management strategies.

Like other capital facilities, most of these requirements relate to defining the demand on facilities, determining how to meet that demand and determining the short-term financial program for improvements. Transportation is different because multiple jurisdictions and agencies provide the facilities necessary for an individual's transportation demand to be met. Since transportation is not a typical utility where service is provided only upon payment of a connection fee and subsequent regular payments for consumption, travelers are not aware of the various jurisdictions and agencies that provide the capacity necessary for the travelers' mobility; a road is a road is a road, regardless of who built and maintains it. If growth occurs in such a quantity or in locations lacking in the necessary funding capability to provide the identified transportation improvements, the generated transportation demand will not be met or will be met at a lower than anticipated level-of-service. As such, it is very likely that increased regional cooperation and coordination will be needed to ensure that expansion areas do not impose unexpected external transportation impacts that the receiving jurisdiction does not have the ability to mitigate.

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FACILITIES AND SERVICES CFP REVIEW

Water Systems

Public water is supplied both by cities and a separate public utility district, Clark Public Utilities (CPU), throughout the urban and rural area. The county does not own nor does it operate a public water system. CPU is the major provider of water service outside municipal areas and for the City of La Center, Town of Yacolt, the Amboy community and the Discovery Corridor area and has interties with the City of Battle Ground, City of Ridgefield. Water service to the other incorporated areas is provided by the Cities of Battle Ground, Camas, Ridgefield, Vancouver and Washougal. Each water purveyor completes a Water System Plan which identifies existing inventories, forecasts future water supply needs and provides revenue sources to fund capital improvements to meet the requirements of the GMA RCW 36.70A.070(3)(a)(b).

At the present time, the entire county falls within a designated water service area. The planned growth of the urban areas can be met based on the water system capital facilities plans reviewed, assuming no delays in approvals or permit by the county or cities. The issue of water supply is not one of there being insufficient water supply but that of obtaining the necessary water rights and the cost of alternative sources once traditional sources are fully tapped.

Clark County Water System Planning

Provisions for adequate water supplies are of considerable concern to the county. The county's role is to coordinate with water purveyors ensuring that their actions are consistent with land use plans, service areas and health regulations. In addition, under the Public Water System Coordination Act (RCW 70.116), Washington State water utilities must coordinate their planning and construction programs with adjacent water purveyors and the Washington State Department of Health (DOH).

Clark County also established a Water Utility Coordinating Committee (WUCC) as a standing committee made up of representatives from each water purveyor, fire protection agencies and DOH. The WUCC updates water utility design standards, establishes procedures in resolving conflicts between water purveyors and updates the Coordinated Water System Plan (CWSP). The CWSP fulfills the regulatory requirements as prescribed in WAC 248-56, Public Water System Coordination Act. The CWSP serves as the Regional Supplement for state approved Clark County water purveyor's individual water system plans, which are on file at WRDE and together with the petition for Reservation of Public Waters, fulfill the requirements under WAC 173-590 relating to the reservation of water for future public water supply. The CWSP also serves as the county's Water General Plan as provided for in the County Services Act, Chapter 36.94 RCW. The CWSP was updated in November 2011. On April 4, 2012 the Office of Drinking Water approved the plan.

Water Service Areas

The boundaries of the service areas are coordinated through the Coordinated Water System Plan in order to provide for the most efficient provision of water service countywide.

Clark County water system purveyor service areas are shown in the Existing Inventories. The Clark County Coordinated Water System Plan Update was last approved in November of 2011. The water service boundaries were set at that time with the realization that city limits may expand past the water service boundaries. With proper planning the water purveyors can each serve within their designated water service areas.

Water Resource

Clark County relies almost entirely on groundwater aquifers for public and private water use; including residential, commercial, industrial and agricultural uses. In the past, the location and development of productive groundwater sources has been a significant problem for the water purveyors. As a result, Salmon-Washougal and Lewis Watershed Management Plan (Water Resource Inventory Areas (WRIAS) 27-28 was adopted in July 21, 2006, which addressed the need for an adequate water supply to meet the projected growth of the county.

Washington State law also requires all water service providers to contact the Department of Ecology before constructing a well or withdrawing any groundwater from a well and to obtain a water right permit. Unfortunately, processing of applications for additional water rights by DOE has been extremely limited since 1991. Those rights obtained have required considerable effort by the service purveyors. Each purveyor has made extensive investment in watershed management programs both to document the impact of groundwater withdrawals on stream flows and to provide a basis for evaluation by DOE of additional water right applications.

CPU and the City of Vancouver have jointly explored the Vancouver Lake lowlands water source. It has been determined that a sufficient groundwater supply can be sustained with the expected growth in demand while continuing to reduce drawdown in watersheds considered essential to endangered salmon species. This water source is forecasted to serve the countywide water needs beyond 2035.

Analysis

The following analysis reviews the required components under RCW 36.70A.070 (3). The county completed a comprehensive review of the resource documents submitted by the service providers and which are incorporated by reference in the Resource Document section of this Appendix.

1. ***Does the CFP contain an inventory of existing publicly owned facilities, with location and capacities?***

   The water system plans of Clark Public Utilities, Battle Ground, Camas, Ridgefield, Vancouver and Washougal contain a detailed inventory of publicly-owned facilities, including location and capacities. A summary of current facilities and their associated capacity is listed below.

Table E.1 | Inventory of Existing Water Systems in Clark County

Provider	Population Served	Water Rights*	Number of Sources	Storage Capacity (gal)	Average Daily Demand (MGD)***
Battle Ground	19,250	2,912	8	3,500,000	1.29
Camas**	23,881	11,090	11	8,450,000	5.93
CPU includes Satellite Water Systems	86,674	24,142	66	23,600,000	10.5
Ridgefield	4,975	962	4	1,117,000	0.644
Vancouver	233,119	75,000	40	24,150,000	26.19
Washougal	4,095	6,000	6	4,880,000	1.91

*Note: *acre-feet/year. ** Camas also draws water from Jones Creek and Boulder Creek. ***Millions of gallons per day.*

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2. ***A forecast of future needs is provided that is consistent with the land use plan that the Board identified on February 23, 2016.***

Clark Public Utilities Water System Plan calculates the demand for water supply in terms of equivalent residential units (ERU). In the CPU Water System Plan, the revised 2000 Washington State Office of Financial Management (OFM) low, medium and high projections were used to estimate overall water demand for residential uses, while non-residential uses were estimated based on the high population growth projections. CPU used an overall 2 percent growth rate to calculate system demand.

Based on the projected February 23, 2016 plan estimates that utilize a 1.26 percent growth rate, CPU has provided for more capital investment than is currently estimated. CPU identified a list of needed facilities to support the Comprehensive Plan for 6- and 20-year planning periods. CPU has also identified that the City of Ridgefield and the City of Battle Ground may require additional aid during the expansion of their water districts and CPU is able to assist with their water needs.

CPU recently completed two reservoirs located in their Hazel Dell and Meadow Glade pressure zones to support the Battle Ground and Vancouver UGA expansions. CPU's investment in the Carol J. Curtis Well Field in the Vancouver Lake lowlands will help supplement the 20-year water needs of the southern portion of Clark Public Utilities Water System. In addition, CPU has identified another water source for northern Clark County area at the confluence of the North Fork and East Fork of the Lewis Rivers, referred as the Paradise Point Well Field, which will supply water to the Paradise Point Water Supply System, that would supplement the 20-year water needs of the cities of La Center, Battle Ground and Ridgefield, along with the Discovery Corridor area, down to NE 159th Street.

The City of Battle Ground water service area provides water within most of the city limits and has an interconnection or intertie with CPU. CPU serves water to customers outside of the current Battle Ground water service area and provides water to the city during the peak summer demands. Water system needs were assessed based on projected EDU as outlined by the DOH. System improvements in the 6-year and 20-year CFP are consistent with the land use plan identified on February 23, 2016. It is noted that additional projects totaling approximately $3.3 million dollars will be needed to serve the new areas. In addition, the city has enough water rights to meet the demand until 2019 when a new source of water in the 20-year planning period is needed. Drilling new wells in the city, however, is not going to supply all of the city's demands over this planning period. A wholesale water agreement with CPU and/or the City of Vancouver will be needed to meet the city's long-term water needs. Future recruitment of industrial development is not expected until Battle Ground obtains a large source of water.

The City of Camas water service area extends north of the city's urban growth area and is linked to CPU on the north, the City of Vancouver's system on the west and the City of Washougal's system on the east. Over 50 percent of the water service area is located outside of the UGA. The proposed expansion area is currently within the city's water service area and is anticipated to require an additional $14.04 million dollars in improvements to the city's water system plan.

The **City of Ridgefield** provides water to their water service area and has 3 interconnections with CPU east of Interstate-5. The city has identified that they have sufficient water source over the 6-year period to supply the needs of their current water system boundary. If growth occurs in the expanded UGA, Ridgefield will need to develop additional water sources in the 6-year period and/or rely on additional water supply from CPU.

The **City of Vancouver** provides water service to portions of the unincorporated Vancouver UGA which is outside of the Clark Public Utilities District designated water service boundary. Clark Public Utilities is the designated water service provider in the northeastern section of the Vancouver UGA which is adjacent to the City of Vancouver's existing water service boundaries.

The increased demand on the Vancouver water system to support the new UGA additions is not significant as Vancouver's existing water supply capacity is in place to immediately serve the new areas. As noted above, the City of Vancouver has explored the development of the Vancouver Lake lowland area. Water distribution for the new areas can be accomplished without city capital improvements but rather by means of developer connection to existing facilities and extension to and throughout the new additional properties. These submittals will be made after final adoption of the UGA additions is complete.

The **City of Washougal** serves the Washougal Urban Growth Area and designated urban reserve. The city's water service area boundary is bordered by the City of Camas to the west and Skamania County on the east. The northern boundary line connects with CPU. The city has an interlocal agreement with the City of Camas for delivery of emergency water through two interties. The 20-year demand on Washougal's water system to support the new growth projections will result in 18.8 million dollars of new projects.

The **Town of Yacolt** has had a public water system since 1910. In 2000, the town transferred the ownership and operation of its water system to Clark Public Utilities. A thorough description of the water system that serves Yacolt is contained in *Clark Public Utilities Water System Plan Amendment for the Yacolt Water System*, July 2002. The plan amendment calls for improvements to the general plant, source of water supply, meters, water storage and booster pumps and water distribution—an estimated $670,000 in facility improvements. Clark will use revenue generated from water rates and system development charges to cover the cost of some of these improvements. The utility will also seek loans under the Washington State Public Works Trust Fund program and grants and loans under the HUD Community Development Block Grant program to support the cost of improving the water system.

3. A listing is provided of proposed expansions to capital facilities or new capital facilities that are capable of providing for the needs identified in the forecast. This should be a "20-year listing" since the land use plan covers a 20-year period.

Table E.2 below identifies the list of needed facilities to support the Comprehensive Plan for a 20-year planning period. Funding for the capital improvements is accomplished by means of user fees, developer connection to existing facilities, and extension to and throughout the new additional properties.

Table E.2 | Forecast of 20-Year Water System Needs

Provider	Projected Need
Battle Ground	$6,425,000
Camas	14,044,800
CPU includes Yacolt & La Center	195,860,000
Ridgefield	11,709,400
Vancouver	68,930,000
Washougal	7,028,400
Total	$303,997,600

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4. ***A 6-year financial plan is developed for funding those expansions or new capital facilities that are expected to be needed within the first 6-years of the plan. That financial plan must be fully balanced. The identified needs must have known funding sources (even if those funding sources may require voter approval).***

Clark Public Utilities' CFP outlines the facilities needed in the first 6 years of the Comprehensive Plan.

Table E.3 | Clark Public Utilities 6-Year CFP Water Summary

Capital Facility Project Type	Number of Projects	Cost	Funding
General Plant	18	$670,000	$670,000
Reservoirs & Boosters	28	7,970,000	7,970,000
Main Extensions/Upgrades	65	29,500,000	29,500,000
Source of Supply	14	9,200,000	9,200,000
Meters/Meter Installation	--	2,750,000	2,750,000
TOTAL	**125**	**$50,090,000**	Water rates, bonds & connection fees

City of Battle Ground Water CFP contains a 6-year program of water system improvements and source development projects. The City of Battle Ground water service area includes the new expansion area and the projects contained in the 6-year program provide for improvements to the water service system to support the new areas.

Table E.4 | Battle Ground 6-Year CFP Water Summary

Capital Facility Project Type	Number of Projects	Cost	Funding
General Plant			
Reservoirs & Boosters			
Main Extensions/Upgrades	2	$865,000	$865,000
Source of Supply	3	5,560,000	5,560,000
TOTAL	5	$6,425,000	Water rates, connection fees

City of Camas Water CFP contains a 6-year program of water system improvement and source development projects. The City of Camas water service area includes the new expansion area. The City of Camas water system is part of a water-sewer utility that is accounted for as one utility. The program identifies funding from new water connection system development charges and user fees. It is projected that the city will be able to finance all capital improvements and maintain adequate financial reserves.

Table E.5 | Camas 6-Year CFP Water Summary

Capital Facility Project Type	Number of Projects	Cost	Funding
General Plant	4	$260,000	$260,000
Reservoirs & Boosters	7	3,600,800	3,600,800
Main Extensions/Upgrades	7	8,389,000	8,389,000
Source of Supply	4	1,795,000	1,795,000
TOTAL	22	$14,044,800	Water rates, connection fees

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City of Ridgefield CFP contains a 6-year program of water system improvements and source development projects. The City of Ridgefield water service area includes the new expansion area and the projects contained in the 6-year program provide for improvements to the water service system to support the new areas.

Table E.6 | Ridgefield 6-Year CFP Water Summary

Capital Facility Project Type	Number of Projects	Cost	Funding
General Plant	2	$390,000	$390,000
Reservoirs & Boosters	1	2,127,000	2,127,000
Main Extensions/Upgrades	9	1,777,500	1,777,500
Source of Supply	5	7,415,000	7,415,000
TOTAL	17	$11,709,500	Water rates, connection fees

City of Vancouver Water CFP contains a short list of projects for the 6-year period. Based on discussion with city staff, these capital projects are related to serving the existing urban area. No additional capital investment by the city will be needed to serve the Urban Growth Area. Any required water distribution system expansion to serve the urban areas will be provided by the developers as they extend service to reach their urban developments.

Table E.7 | Vancouver 2016-2021 6-Year CFP Water Summary

Capital Facility Project Type	Number of Projects	Cost	Funding
Water Production Projects	31	$49,340,000	$49,340,000
Water Distribution Projects	37	19,340,000	19,340,000
TOTAL	68	$68,680,000	Water rates, connection fees

City of Washougal Water CFP contains a short list of projects for the 6-year period. Revenue to finance the 6-year capital improvement program is uncertain. The city depends on water system development fees to fund improvements.

Table E.8 | Washougal 6-Year CFP Water Summary

Capital Facility Project Type	Number of Projects	Cost	Funding
General Plant	--	--	--
Reservoirs & Boosters	6	$4,570,000	$4,570,000
Main Extensions/Upgrades	4	2,408,400	2,408,400
Source of Supply	1	50,000	50,000
TOTAL	11	$7,028,400	Water rates, connection fees

Regional Issue of Water Supply

Clark County relies almost entirely on groundwater aquifers for public and private use. The relevant components of the physical environment include topography, groundwater, climate, surface water,

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site sensitive areas, geology and soils and are tied to the physical environment within each service provider. Each component within a service provider's area dictates the complexity of providing water service. In addition, DOE must process and provide additional water rights.

The location of the proposed expansion areas are currently served by a water purveyor. To support the forecasted growth, new water supply areas would need to be developed and water rights either issued or transferred from other wells regardless of who provides the water. Each water system plan reviewed discusses the need to obtain new water sources and water rights within the next 6 years.

Level-of-Service

The Coordinated Water System Plan coordinates the policies and goals of the GMA. Each purveyor as part of their individual water system plans is required under WAC 246-290-100 to identify their standards and support the minimum design and performance standards for the county. Water demands include average day demand, maximum daily demand, peak hourly demand and fire protection demands. Each water purveyor uses the equivalent residential units (ERU) methodology to summarize water demand for non-residential users and historic records are primarily used for residential users. The development of ERUs for the CFPs is based on guidelines prepared by DOH.

Fire protection is considered an indirect concurrency service. The county has developed fire protection standards based on land use. The countywide minimum general water service provision to provide fire protection is shown below in Table E.9.

Table E.9 | Countywide Fire Protection Flow Requirements

Types of Land Use	Fire Flow Requirements (gpm)*	
	Minimum	Maximum
Commercial	1,000	2,500
Agriculture to Suburban Residential	500	1,000
Single-Family to Duplex	1,000	-------
Apartments to High Density Residential	1,500	3,000
Large Commercial and Industrial	2,000	-------

*Gallons per minute

All water purveyors meet or exceed the minimum standards for water demand, storage demands, service pressures and reliability either through their own system or the procurement of water through interconnections with adjacent purveyors. An ongoing upgrade of water distribution facilities that improve the water needs over the next 20 years will be monitored and adjusted by area as growth occurs.

Sanitary Sewer Systems

In a similar fashion to water, sewer service to the urban areas is generally provided by the jurisdiction associated with each urban area with the exceptions of Vancouver, Battle Ground, Ridgefield and the Three Creeks Special Planning Area. Sewer capital facilities plans provide for sewage collection and treatment to meet the expected needs of the future population. The provision of treatment capacity in some areas may represent a constraint in the timing of urban development, as major expansions to treatment capacity are necessary to accommodate the growth. Some of these constraints have been relieved through regional cooperation between sewer system providers.

Sewer Service Areas

Sewer service is confined to the urban areas (as shown in the Existing Inventories) except where sewer was extended to address declared health emergencies or regional public facilities. For the most part, the jurisdictions associated with particular urban areas are the providers of sewer service.

Clark Regional Wastewater District (District) provides sewer service to the Three Creeks Special Planning Area, the northeastern section of the Vancouver Urban Growth Area and the Ridgefield Urban Growth Area. Treatment for service within the District is provided at the Discovery Clean Water Alliance (Alliance) Salmon Creek and Ridgefield Sewage Treatment Plants and the City of Vancouver's Westside Treatment Plant. The City of Battle Ground conveys all of its wastewater through Alliance transmission system to the Salmon Creek Wastewater Treatment Plant and treatment system. The City of Ridgefield transferred the ownership and operation of its collection system to the District effective January 1, 2014 and the Ridgefield Treatment Plant to the Alliance effective January 1, 2015.

Analysis

The following analysis reviews the required components under RCW 36.70A.070 (3). The county completed a comprehensive review of the resource documents submitted by the service providers which are incorporated by reference in the Resource Document section of this Appendix.

1. ***Does the CFP contain an inventory of existing publicly owned facilities, with location and capacities?***

   Discovery Clean Water Alliance, Vancouver and Washougal contain a detailed inventory of publicly-owned facilities, including location and capacities. A summary of current facilities and their associated capacity is listed below.

Table E.10 | Wastewater Treatment Facilities Inventory

Agency	Type of Treatment	Design Flow Maximum Calendar Month (MGD)*	Actual Flow Average Calendar Month 2015 (MGD)*	Actual Flow Minimum Calendar Month 2015 (MGD)*	Actual Flow Maximum Calendar Month 2015 (MGD)*	Sludge Disposal Method
Discovery Clean Water Alliance						
Salmon Creek Treatment Plant	Secondary Activated sludge treatment	14.95	7.31	6.24	10.73	Land Application
Ridgefield Treatment Plant	Secondary Activated sludge treatment	0.70	0.33	0.23	0.60	Transferred to Salmon Creek Treatment Plant
City of Camas	Secondary Activated sludge treatment	8.42	2.3	1.9	3.1	Land Application
City of La Center	Secondary Activated sludge treatment	0.56	0.27	0.21	0.32	Land Application and Silviculture
City of Vancouver						
Westside	Secondary Activated sludge treatment	28.3	10.4	8.3	14.5	Incineration at the Westside Plant. Ash disposed at the Boardman Landfill
Marine Park	Secondary Activated sludge treatment	16.0	10.7	8.5	14.9	
Industrial Pretreatment	Secondary Lagoons Facultative treatment	3.2	1.52	0.8	2.6	
City of Washougal	Secondary Activated sludge treatment	2.24	1.2	1.06	1.49	Land Application

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*Millions of gallons per day

2. ***A forecast of future needs is provided that is consistent with the land use plan that the Board identified on February 23, 2016.***

   The cities of **Battle Ground, Camas, La Center, Vancouver and Washougal, Clark Regional Wastewater District and the Discovery Clean Water Alliance** have completed forecasts of future needs for wastewater capital facilities. These plans were based on assumptions of future households and ERUs equal to or greater than the future needs that would result from the Comprehensive Land Use map.

   Town of Yacolt does not have a public sanitary sewer system. Residents use individual onsite wastewater treatment and disposal systems—septic systems. There are 395 septic systems within the community. Septic system discharge risks contaminating groundwater—the drinking water supply for the town. Use of septic systems has stymied development at urban densities in the community. In 2012 the Town completed a Facility Plan for the future public sanitary sewer system and received approval from the Department of Ecology on August 1, 2012. This facility plan was incorporated into the Town's Comprehensive Plan in 2013 and is consistent with the land use plan the Board identified on February 23, 2016.

3. ***A listing is provided of proposed expansions to capital facilities or new capital facilities that are capable of providing for the needs identified in the forecast. This should be a "20-year listing" since the land use plan covers a 20-year period.***

   Discovery Clean Water Alliance Capital Facilities Plan (2014) has provided a 20-year list of proposed capital projects that are capable of providing for the needs identified in the forecast. The total program cost is identified at $100,560,000 in 2014 dollars. Salmon Creek Wastewater Treatment Plant (SCWTP) Phase 5 and 6 improvements, line extensions and pump stations necessary to serve the urban expansion areas are identified and costs for providing these facilities have been estimated.

   Clark Regional Wastewater District has provided a 20-year list of proposed capital facilities that are capable of providing for the needs identified in the forecast. The total program cost is $102,485,000 within the unincorporated Vancouver urban growth area and $40,640,000 in the Ridgefield Urban Growth Area. Line extensions and pump stations necessary to serve the urban expansion areas within its service district are identified and costs for providing these facilities have been estimated.

   City of Battle Ground's Plan includes a list of proposed projects totaling $19,170,000 in 2015 dollars, to accommodate 20-year growth projections. The city may also share in the costs of SCWTP capacity improvements for Phases 5 and 6, since their growth is dependent upon plant expansion.

   City of Camas's Plan includes a $24.2 million list of expansions and new wastewater capital projects proposed as part of the city's 20-year CFP. The listing does not address any major expansion of capacity for the wastewater treatment plant, which is expected to reach capacity in 2015. Currently, Camas is working on preliminary engineering for the wastewater facility upgrade that will provide capacity for at least the next 20 years. The city is in the process of securing a public work trust fund loan to build the expansion.

   City of La Center's Plan contains a list of 20-year system improvements and capacity upgrades that total $34,697,000 to accommodate La Center's 2036 population growth. The city is planning

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for future commercial and industrial development at the La Center I-5 Junction. The city has the treatment capacity to serve the Junction but does not have the collection system in place.

City of Vancouver's Comprehensive Plan shows planned sewer improvements through 2021. The city's Comprehensive Plan indicates existing sewer system meets all federal and state standards and has adequate capacity for existing and future demands. The city's sanitary sewer capital programs and projects consist of $73 million of public projects of the next 20 years.

City of Washougal's CFP has collection system improvements and treatment facilities totals equaling $39,267,000 to accommodate additional growth over the next 20 years.

Town of Yacolt's Comprehensive Growth Management Plan contains a 20-year list of wastewater management projects including the estimated costs and financing methods to be used. Long-term costs for Yacolt's wastewater management program were estimated to be $4,752,000 - $5,017,000 through year 2029.

4. ***A 6-year financial plan is developed for funding those expansions or new capital facilities that are expected to be needed within the first 6-years of the plan. That financial plan must be fully balanced. The identified needs must have known funding sources (even if those funding sources may require voter approval).***

Clark Regional Wastewater District Comprehensive General Sewer Plan (GSP) contains a 6-year program of system improvements for the period of 2016-2021. The District service area includes the unincorporated Vancouver Urban Growth area and the Ridgefield Urban Growth Area. A listing of capital improvement projects to provide for service to each urban growth area is included. The 2017 GSP shows improvements and estimated costs. System components needed to support the proposed growth include: interceptor sewers, trunk sewers, 8" service lines, pump stations, and related appurtenances. Table E.11 shows the 6-yr Capital Improvement program costs. The district's funding sources for capital improvements include but are not limited to the following: revenue bonds, utility local improvement districts, connection charges, rates, developer contributions and extensions, grants and loans.

Table E-11 | Clark Regional Wastewater District 2016-2021
6-Year Capital Program Summary

	R&R Projects		Capital Projects			
Capital Facility Project Type	**Number of Projects**	**Cost**	**Number of Projects**	**Cost**	**Total Cost**	**Funding**
6-Year CIP (2017-2022)	**16**	**$10,340,000**	**34**	**$36,760,000**	**$47,100,000**	**$47,100,000**
Salmon Creek Service Area	15	$8,190,000	33	$36,130,000	$44,320,000	$44,320,000
Vancouver UGA	13	$7,730,000	19	$22,080,000	$29,810,000	$29,810,000
Ridgefield UGA	2	$460,000	14	$14,050,000	$14,510,000	$14,510,000
Westside Service Area (WVUGA)	1	$2,150,000	1	$630,000	$2,780,000	$2,780,000

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City of Battle Ground has identified capital facility needs, costs and funding sources for the proposed expansion areas shown in the Comprehensive Plan Land Use map. Several funding sources exist in addition to those listed in Table E.12 below such as local improvement district, connection charges, revolving loan fund program, developer funding and State/Federal funding programs.

Table E.12 | Battle Ground 2016-2021 6-Year CFP Sewer Summary

Capital Facility Project Type	Number of Projects	Cost	Funding
Mainline Repairs	7	$1,270,000	$1,270,000
Pump Stations Rehabilitation or Replacements	2	350,000	350,000
General Facilities	4	670,000	670,000
TOTAL	13	$2,290,000	Revenue Bonds and Public Works Trust Fund

City of Camas has indicated in their adopted March 2004 capital facilities plan sewer facility costs. Table E.13 lists capital needs, costs and funding sources for their projects. The last line item in table below shows costs associated with the October 24, 2006 expansion.

Table E.13 | Camas 2016-2021 6-Year CFP Sewer Summary

Capital Facility Project Type	Number of Projects	Cost	Funding
Main Lift Station Upgrade	1	$1,352,000	$1,352,000
Step System	3	3,767,000	4,217,000
Sewer Main Repair & Replacement	3	225,000	225,000
Joy Street Sewer Main Extension	1	1,338,480	1,338,480
Treatment, pumping, trunk collection lines	N/A	12,700,000	12,700,000
TOTAL	8	$19,382,480	System Development and Developer Financing

City of La Center has assumed responsibility from Clark Public Utilities for their sewer system. The city has proposed system improvements to accommodate proposed growth in the February 23, 2016 map. La Center has several funding options for capital improvements such as local improvement districts, bonds, connection charges, revolving loan fund program, developer financing and state and federal funding programs. Table E.14 displays capital needs and costs. At this time, financing system projects will require La Center to acquire debt.

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Table E.14 | La Center 2016-2021 6-Year CFP Sewer Summary

Capital Facility Project Type	Number of Projects	Cost	Funding
Treatment plant design, general sewer plan	2	$15,880,000	$5,880,000
New pump stations and sewer lines	12	$11,051,000	$11,051,000
Construct treatment plant	1	$6,850,000	$6,850,000
TOTAL	15	$33,781,000	General obligation

City of Vancouver sanitary sewer capital programs and projects are listed in Table E.15 below. Conversations with city staff indicate that identified capital programs and projects can provide service for the proposed growth in the Comprehensive Plan Land Use map. The table below shows capital needs from 2016 to 2021.

Table E-15 | Vancouver 2016-2021 6-Year CFP Sewer Summary

Capital Facility Project Type	Cost	Funding
Westside Sewer Treatment	$4,735,000	$4,735,000
Marine Park Sewer Treatment	620,000	620,000
Both Westside and Marine Park Sewer Treatment	3,480,000	3,480,000
Sewer Collection	13,672,000	13,672,000
TOTAL	$22,507,000	System Development and Developer Financing

City of Washougal's July Sewer System Capital Facility Plan lists improvements that can serve the proposed growth in October 24, 2006 map. Table E.16 below shows the city's capital needs. Washougal estimates that they will have to finance approximately $19 million over the next six years.

Table E.16 | Washougal 2016-2021 6-Year CFP Sewer Summary

Capital Facility Project Type	Number of Projects	Cost	Funding
Pump station upgrade and force main	2	$2,063,000	$2,063,000
Trunk sewer	1	838,000	838,000
Relief sewer	1	1,116,000	1,116,000
Stiles Road interceptor	1	1,916,000	1,916,000
Interceptor upgrades	1	326,000	326,000
Treatment plant expansion	3	23,490,000	23,490,000
TOTAL	9	$29,749,000	System Development and Developer Financing

Town of Yacolt lists capital expenses for 2013-2018 in their 2013 Comprehensive Growth Management Plan. Yacolt has proposed adding Urban Reserve to the February 23, 2016 map. According to the GMA, sewer service must be provided in urban areas. Therefore, GMA regulations do not apply for this proposed urban reserve area.

Capital Facility Project Type	Cost	Funding
Applications for wastewater management program funding	$26,000	$26,000

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Collection system engineering report	24,000	24,000
Treatment plan facility plan	88,000	88,000
Install septic tank inspection ports	217,500	217,500
Septic Tank Inspection Study	21,600	21,600
TOTAL	$377,100	Grants and Loans

Table E.17 Yacolt 2016-2021 6-Year CFP SEPTIC Summary

Discovery Clean Water Alliance lists the projected 6-year capital improvements required for the regional treatment plants and transmission system in their Capital Plan. The Alliance provides services to the District and City of Battle Ground at the Salmon Creek and Ridgefield Treatment Plants.

Table E.18 | Discovery Clean Water Alliance 2016-2021 Capital Plan Summary

Capital Facility Project Type	Cost	Funding
Regional Treatment	$17,700,000	$17,700,000
Regional Conveyance	$2,590,000	$2,590,000
TOTAL	$20,290,000	$20,290,000

Stormwater Facilities

Traditionally, stormwater management has primarily been a function of development activity. Longer term, Clark County will be required to retrofit existing development that does not meet current standards for flow control and treatment. The level of retrofitting will depend on National Pollutant Discharge Elimination System (NPDES) permit requirements that currently mandate a retrofit program but do not specify a level of effort.

Background

The stormwater capital infrastructure is addressed by developers when they develop property. The response has been an engineering solution to address water quantity, that is, to deal with the volume of water that could conceivably run off from the developed portion of the site.

The county and its cities are responsible for addressing the water quantity and water quality impacts of development. The need to address water runoff issues comes from a provision in the county's NPDES permit, which is issued by the Washington Department of Ecology. Water runoff is addressed through the use of stormwater facilities, which are manmade structures, such as temporary water holding ponds, dry wells, pipes and low impact development practices that help reduce runoff to levels similar to a forested condition and help clean contaminants from water.

The NPDES permit requires that the county have "a program to control runoff from new development, redevelopment and construction sites that discharge to the municipal storm sewers owned or operated by the permittee. The program must include: ordinances, minimum requirements and best management practices (BMPs) equivalent to those found in the Ecology's Stormwater Management Manual for Western Washington permits, inspections and enforcement capability." Clark County implements development regulations under Title 40 to control stormwater's adverse impacts on streams, wetlands, lakes, ground water and wildlife habitat:

- Stormwater and Erosion Control

- Critical Aquifer Recharge Areas
- Habitat Conservation
- Wetland Protection

Public Works Department issues and enforces permits for utility construction in county right-of-ways. The NPDES permit also requires that the county have "operation and maintenance programs for new and existing stormwater facilities owned or operated by the permittee and an ordinance requiring and establishing responsibility for operation and maintenance of other stormwater facilities that discharge into municipal storm sewers owned or operated by the permittee.

Stormwater Service Areas

Each jurisdiction is responsible for planning stormwater facilities within its jurisdiction, as shown in the Existing Inventories.

Analysis

The following analysis reviews the required components under RCW 36.70A.070 (3). The county completed a comprehensive review of the resource documents submitted by the service providers which are incorporated by reference in the Resource Document section of this Appendix.

1. ***Does the CFP contain an inventory of existing publicly owned facilities, with location and capacities?***

   Clark County has an extensive inventory of publicly-owned stormwater facilities. This information is available in the county's geographic information system (GIS).

   The Cities of Battle Ground, Camas, La Center, Ridgefield and Vancouver provided an inventory of publicly-owned stormwater facilities and can be viewed in their respective storm drainage system maps. **Woodland** provided both 6-year and 20-year CFP project list but did not include a list of publicly-owned facilities. **Washougal** did not address stormwater in their capital facilities plan. The **Town of Yacolt** did not include a list of publicly owned stormwater facilities, but does briefly mention existing facilities.

2. ***A forecast of future needs is provided that is consistent with the land use plan that the Board identified on February 23, 2016.***

   Clark County Clark County maintains a six year stormwater capital improvement plan that meets the requirement of the NPDES permit. Clark County also completes watershed scale stormwater plans as required by the NPDES permit. A plan will be completed for Whipple Creek Watershed in 2017. The next NPDES permit expected in 2018 will probably include planning in another urbanizing watershed. The **Cities of Battle Ground, Camas, La Center, Ridgefield, Vancouver, Washougal, Woodland and the Town of Yacolt** rely on individual developments to be responsible for managing stormwater in accordance with stormwater management practices. It is expected that stormwater will be managed by collection and retention systems, percolation into the ground and controlled discharge to the drainage system. The cities will own and manage any stormwater facilities located within the public right-of-ways. However, the need for regional publicly-owned facilities still exists. The cities of Battle Ground, Vancouver and Woodland have prepared a forecast of the need for regional stormwater facilities based on the planned land use and population projections for the 20-year planning period.

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3. ***A listing is provided of proposed expansions to capital facilities or new capital facilities that are capable of providing for the needs identified in the forecast. This should be a "20-year listing" since the land use plan covers a 20-year period.***

Clark County maintains a 6 year stormwater capital improvement plan that meets the requirement of the NPDES permit. Clark County also completes watershed scale stormwater plans as required by the NPDES permit. Please refer to question #2 responses for the **Cities of Battle Ground, Camas, La Center, Ridgefield, Vancouver, Washougal, Woodland and Town of Yacolt**.

4. ***A 6-year financial plan is developed for funding those expansions or new capital facilities that are expected to be needed within the first 6-years of the plan. That financial plan must be fully balanced. The identified needs must have known funding sources (even if those funding sources may require voter approval).***

Clark County collects a stormwater fee on every developed parcel in unincorporated areas. A portion of this revenue is dedicated toward capital improvement projects. The county has a program to construct stormwater capital improvements primarily to control and treat stormwater from areas of existing development with inadequate stormwater controls. In addition, the county may take opportunities to expand the treatment and flow control capacity of existing facilities when making repairs. These activities all are part of the county's stormwater capital improvement program. Stormwater capital improvements for county construction projects such as roads are funded by those projects. The following table provides a summary of Clark County's 6-year stormwater capital program.

Table E.19 | Clark County 6-Year CFP Stormwater Summary

Capital Facility Project Type	Number of Projects	Cost	Funding
On-Going Capital Programs Retrofit / Repair	13	$4,543,000	$4,543,000
Capital Projects	1	2,200,000	2,200,000
Joint WSDOT Projects Acquisition	4	2,860,000	2,860,000
TOTAL	2	$9,603,000	Clean Water Fee Available for Capital Projects

Source: 2016 Clark County Stormwater Management Plan

Battle Ground has identified over $2.3 million dollars of project improvements to the regional stormwater basins of Woodin Creek, Mill Creek and Railroad Basin.

Vancouver has identified over $14 million dollars of projects through 2012. Many of the projects ($5.5 million) are not watershed specific but are related to citywide programs and projects. Burnt Bridge Creek watershed projects within the city are $6 million and Columbia Slope projects total $2.5 million.

Woodland has identified that improvements to Dike Road and Insel Road are projected to cost $800,000.

Schools

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School District Service Areas

The Clark County School District boundaries as shown in Appendix B reflect the current adopted boundaries. On October Clark County has adopted the Battle Ground, Camas, Evergreen, Green Mountain, Hockinson, La Center, Ridgefield, Vancouver, Washougal and Woodland School Districts' (together the "School Districts") 6-year Capital Facilities Plans for 2015 to 2021 concurrent with the Comprehensive Plan adoption. The adopted Capital Facilities Plans (CFPs) relate to the adopted 2007 Growth Management Comprehensive Plan Map and the proposed Board of Councilors' Recommended Comprehensive Plan Map (Preferred Alternative) dated February 23, 2016. Supplemental data was not provided to project new student population derived from the Preferred Alternative because the population the school districts are planning for drops under the preferred alternative. If there is an increase in parcelization in rural areas, there may be impacts on schools, primarily associated with transporting students from the rural area. The extent of the impact on schools is too speculative to address in supplemental data.

In 2007, each school district (except Woodland) submitted a 20-year student projection and the estimated number of new schools needed to serve the twenty-year student projection. The Battle Ground, Camas, Green Mountain, Ridgefield and Washougal school districts used the following methodology to derive the forecasted 20-year student projection and needs estimate. The student population for the 20-year planning horizon was determined by multiplying each districts' current student generation rate (the average number of elementary, middle and high school students that reside in single family and multi-family dwelling units in each district) from Clark County by the potential number of single family and multi-family households identified in each school district. An estimated student projection at build-out (students generated from houses at build-out plus the existing enrollment) is listed by elementary, middle and high schools. An estimate for new capital facilities was determined by subtracting the school facility capacity that is forecast in 2012 or 2013, (when the 6-year facility improvements have been built), depending on school district, from the student projection at build-out. Both the number of students and schools projected in these estimates are based on a number of assumptions. Specifically, it is assumed that growth will occur to the maximum extent allowable under the current land use planning scheme in the next twenty years, that growth will occur at a consistent rate and that the number of students generated from new development will remain consistent with current student generation rates. These estimates are not based on enrollment of students from existing housing, nor do the enrollment projections and facility needs take into account cohort survival, grade progression, population demographic changes, or local housing trends.

The Evergreen school district used the above method with some modifications for demographic changes over time. The Vancouver school district used its own 20-year enrollment forecast by ED Hovee & Company (consistent with its 2007 CFP), which takes into consideration the demographic changes expected in its urban environment over the twenty-year period.

Funding

Because the preferred alternative is based on a lower twenty-year population forecast, the analysis done in 2007 is as reliable an analysis that could be done using similar assumptions (student factor multiplied by housing units at build-out with equal consistent growth over 20 years). The funding of school facilities is typically secured through three sources including voter-approved bonds, state matching funds and impact fees. Bonds are used and are the principal source of revenue to fund site acquisition, construction of new schools and other capital improvement projects. State matching funds can be secured for school construction projects only and is generally only awarded to districts with a sufficient number of un-housed students (e.g. temporary portable buildings). School impact

fees supplement the traditional funding sources for construction and expansion of school facilities needed to accommodate new development.

Analysis

The following analysis reviews the required components under RCW 36.70A.070 (3). The county completed a comprehensive review of the resource documents submitted by the service providers and these are incorporated by reference in the Resource Document section of this Appendix.

1. ***Does the CFP contain an inventory of existing publicly owned facilities, with location and capacities?***

   The School District's CFPs contain a detailed inventory of publicly-owned facilities, including location and capacities. A summary of current facilities and their associated capacity is listed in the following table.

Table E.20 | Summary of Current Clark County School District Facilities

School District	Number of Public Schools		
	Elementary	Middle School	High School
Battle Ground	7	8	2
Camas	6	2	2
Evergreen	22	6	7
Green Mountain	1	1	Students attend La Center High School
Hockinson	1	1	1
La Center	2[1]	1	1
Ridgefield	2	1	1
Vancouver	21	6	7
Washougal	3	2	1

Note: Does not include schools that are used for alternative programs or leased facilities.
Primary enrollment is split between two buildings

Table E.21 highlights forecasted school district enrollment during the 6-year planning period 2015-2021.

Table E.21 | Total 2014 School Enrollments for Clark County School Districts and 2021 Projected Enrollment

School District	2014	2021 Forecast	% change
Battle Ground	12,483	13,141	+5.2
Camas	6,566	7,614	+15.9
Evergreen	26,343	27,042	+2.7
Green Mountain	143	151	+5.0
Hockinson	1,841	1,992	+8.2
La Center	1,575	1,712	+8.7
Ridgefield	2,291	3,633	+58.6
Vancouver	22,480	23,236	+3.4
Washougal	3,104	3,389	+10.6
Woodland	2,295	2,526	+10.1
Total Enrollment	**79,121**	**84,436**	**+3.7**

urce: 2015-2021 School Districts' Capital Facility Plans

2. ***A forecast of future needs is provided that is consistent with the land use plan that the Board identified on February 23, 2016.***

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Please note that School Districts are required to update their Capital Facility Plans (CFPs) at least once every 4 years.

Battle Ground The improvements listed in this section are improvements needed in addition to the planned improvements through 2021. To accommodate the preferred alternative over the next twenty years in Battle Ground, two (2) new K-8 schools, expansions at the existing high schools and portables would be required. Please note that in the Battle Ground School District, elementary schools (K-5) and middle schools (6-8) are built on one site, as one campus. For the next six years, two (2) new K-8 schools and one (1) new high school will be required. The cost of these six year improvements is estimated to be $97,547.500.

Camas The improvements listed are in addition to the planned improvements through 2021. To accommodate the preferred alternative over the next twenty years in Camas, two (2) new elementary schools, two (2) new middle schools and expansion of an existing high school will be required. In addition, eleven (11) portables will be needed. For the next six years, however, the CFP indicates the need for a replacement and expansion at the elementary school, a new 900-student middle school and expansion of the existing high school. These six-year costs will be $139,516,464.

Evergreen To accommodate the preferred alternative (in addition to improvements through 2012) over the next twenty years for the Evergreen school district, five (5) new elementary schools, one (1) new middle school, one (1) new high school and forty-nine (49) portables will be required. For the next six years, one (1) new elementary school, one (1) replacement middle school and expansion at the high school will be needed. These six-year costs will be $87,013,680.

The twenty-year forecast to accommodate the preferred alternative (in addition to improvements through 2021) requires the construction of one (1) new elementary school. In addition, the six year plan indicates the need for expansions to the existing schools at a cost of $560,000.

Hockinson To accommodate the preferred alternative over the 20-year planning horizon (in addition to improvements through 2021), the Hockinson School District estimates the need for an expansion to the existing high school and eight (8) portables. For the next six years, an expansion at the elementary school and a new middle school will be constructed. These six-year improvements will cost $ 48,310,720 and will be funded through a voted school bond, impact fees and state match.

La Center To accommodate the preferred alternative over the 20-year horizon (in addition to improvements through 2021), the following improvements will be required: one (1) additional elementary school, one (1) new middle school (the old middle school facility will be used to house additional students from the original elementary school listed in the current facilities inventory) and expansion of the high school. For the next six years, one (1) new elementary school will be constructed and improvements and expansion will occur at the high school. This six-year improvement will cost $ 28,296,886.

Ridgefield To accommodate the preferred alternative over the next 20 years (in addition to improvements through 2021), the following improvements will be required: four (4) new elementary schools, one (1) new middle school, one (1) new high school and four (4) portables. For the next six years the following will be constructed: an expansion and renovation of the present high school and new schools to serve 1,200 K-8 students. It will cost $ 74,917,816.

Vancouver The majority of the Vancouver School District's boundary is in a fairly urban, built-out environment. Enrollment growth in the future is dependent on infill, redevelopment, densification and neighborhood turnover. No new facilities are necessary for the overall twenty-year projected enrollment. The district's enrollment is projected to increase to a peak between 2014 and 2017 and then decline somewhat to 2025, due to an aging population and the district's more urban nature. To serve new growth, for the 6-year horizon, the Vancouver School District will require either a new and/or existing elementary expansion/replacement at a cost of $56,810,120.

The most likely avenue for new school funding will be a future bond measure and associated state and local matches and school impact fees. The District's capital facilities efforts may include not only adding capacity but also providing space for special programs and building modernization. Funding for added capacity has been separated for purposes of impact fee calculations.

Washougal To accommodate the preferred alternative over the next 20 years (in addition to the improvements through 2021), the following improvements will be required: three (3) new elementary schools, one (1) new middle school, one (1) new high school and five (5) portables. For the next six years, one (1) new elementary school, one (1) new middle school and high school expansion will be constructed. These six-year improvements will cost $ 52,501,191.

Woodland The 20-year forecast to accommodate the preferred alternative does not require improvements. For the next six years, the district needs to construct additional capacity at the elementary school.

3. ***A listing is provided of proposed expansions to capital facilities or new capital facilities that are capable of providing for the needs identified in the forecast. This should be a "20-year listing" since the land use plan covers a 20-year period.***

Each school district provided a 20-year listing of facility needs. The following Table E.22 below illustrates the necessary facility needs beyond the 6-year CFP.

Table E.22 | School District's 20-Year Facilities Needs Years 7-20 Beyond 6-Year Plans

School District	Number of Public Schools		
	Elementary	Middle School	High School
Battle Ground	3	3	Expansion
Camas	3	2	Expansion
Evergreen	7	1	1
Green Mountain	1	0	0
Hockinson	0	0	Expansion
La Center	1	1	Expansion
Ridgefield	4	1	1
Vancouver	Various replacements	Various replacements	Addition
Washougal	3	1	1

4. ***A 6-year financial plan is developed for funding those expansions or new capital facilities that are expected to be needed within the first 6-years of the plan. That financial plan must be fully balanced. The identified needs must have known funding sources (even if those funding sources may require voter approval).***

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Table E.23 below indicates the 6-year capital facility needs and costs for each School District according to the District's current 6-year Capital Facility Plans. Please note that School Districts are required to update their Capital Facility Plans (CFPs) at least once every four years, therefore the CFPs that were received for this document may reflect different planning periods.

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Table E.23 | Clark County School Districts' 6-Year CFP Summary

School District	Number of Public Schools			
	Elementary	Middle School	High School	Funding
Battle Ground	2	2	Expansion	$97,547,500
Camas	10	0	Expansion	139,516,464
Evergreen	1	1	Expansion	87,013,680
Green Mountain	0	0	0	560,000
Hockinson	Expansion	1	0	48,310,720
La Center	1	0	Expansion	28,296,886
Ridgefield	4	1	Expansion	74,917,816
Vancouver	1	0	0	56,810,120
Washougal	1	1	1	52,506,191
Total				**$585,479,377**

Parks and Recreational Facilities

Parks and recreational facilities for urban development are typically provided by the cities associated with the urban areas. As with most other capital facilities, the notable exception to that pattern of capital facility provision exists for the Vancouver Urban Area. Most jurisdictions have identified parks and recreational facilities to serve their entire urban area.

Parks and Recreational Facility Service Areas

Clark County is responsible for a system of parks, trails, natural lands and recreation facilities that extend across the county, as a regional provider and within the Vancouver Urban Growth Area (or urban unincorporated area – UUA) as an urban-based park and recreation facility provider. The county park system, in both the regional and urban area, is identified by classifications for each type of facility to help manage the public land inventory, guide operations and maintenance, and direct acquisitions, design and development of additional facilities.

Provision of Parks in the Unincorporated Urban Area

The provision of parks in the unincorporated portion of the Vancouver Urban Area has been a challenge for Clark County. The nature of the challenge is not in the acquisition of land for new parks or the development of parkland into what citizens typically associate with the term "park", but with the maintenance of developed parks. The primary source of funding for parkland acquisition and development has been impact fees. These fees carry a legal requirement to spend them within six years of receipt on eligible projects or return them to property owners who paid the fee. Generally, the county has been able to meet that legal requirement and the additional one to meet the public share of the impact fee program. Acquisition is also funded by the Greater Clark Parks District, a metropolitan parks district, which has taxing authority of $6.25 per $1,000.00 of assessed value.

The challenge lies in what happens after an urban park is developed; it requires regular maintenance. The county does not have the financial capability to meet the costs of on-going maintenance. For that reason, much of the undeveloped urban parkland remains undeveloped. Recently, the county has entered into maintenance agreements for specific urban parks with local neighborhood groups in the hope that direct billing of citizens for maintenance of a specific local park would clearly demonstrate the value of having developed and maintained urban parks in the unincorporated area.

Analysis

The following analysis reviews the required components under RCW 36.70A.070 (3). The county completed a comprehensive review of the resource documents submitted by the service providers which are incorporated by reference in the Resource Document section of this Appendix.

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1. ***Does the CFP contain an inventory of existing publicly owned facilities, with location and capacities?***

The following table provides a summary of all park facilities in Clark County.

Table E.24 | Existing Clark County Park Facilities

Park Type	Developed (acres)	Undeveloped (acres)
Neighborhood Parks	126	69
Community Parks	37	16
Regional Parks	361	2,242
Conservation and Greenway	NA	2,417
Open Space	NA	331
Regional Trails	46*	217*

*Note: Includes School and Drainage Land *-trails reported in mileage, not acreage*

2. ***A forecast of future needs is provided that is consistent with the land use plan that the Board identified on February 23, 2016.***

Clark County Parks adopted their Parks, Recreation and Open Space Plan in September 2015. The Clark County Parks system is comprised of neighborhood, community and regional parks; urban and regional open space; and varied levels of services based on existing inventory and current population. The acquisition and development of parks has not been able to catch up to the growing population to meet the park system's targeted service standards. As Clark County grows, the estimated 2020 and 2035 populations will expand the gap in the level of service for the park systems and increase the demand and need for more park land and developed facilities.

The **City of Battle Ground** has completed a forecast of future need that is consistent with the February 23, 2016 preferred alternative map.

The **City of Camas** has adopted a Parks, Recreation and Open Space Plan update in December of 2014 to accommodate growth within the Urban Growth Area. The updated plan includes evaluation of capital needs and planned projects within the growth area. A 6-year Capital Improvement Plan is updated bi-annually.

The **City of La Center** has reviewed the February 23, 2016 map, and the City has forecasted the need for 12 acres of new neighborhood parks and 51 acres of new community park land consistent with the preferred alternative.

City of Ridgefield has reviewed the proposed Urban Growth Area detailed on the February 23, 2016 map. The City has forecasted future park needs for Urban Growth Area as part of its 2014 Parks & Recreation Comprehensive Plan, which covered all but 110 acres of the Urban Growth Area and in its 2016 Parks Capital Facilities Plan which identifies needs of the entire area.

The **City of Vancouver** adopted an updated Vancouver Comprehensive Parks, Recreation and Natural Area Plan in 2014. The plan includes a 6-year Capital Facilities Plan for park facilities to serve protected future park needs.

The **City of Washougal** has reviewed the February 23, 2016 map, but has not submitted additional information. Based on the adopted Washougal Comprehensive Parks and Recreation plan the City has forecasted for future needs that will be consistent with the February 23, 2016 map.

The **Town of Yacolt** has reviewed the February 23, 2016 map, but has not submitted additional information beyond the adopted 2013 Capital Facilities Plan.

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3. ***A listing is provided of proposed expansions to capital facilities or new capital facilities that are capable of providing for the needs identified in the forecast. This should be a "20-year listing" since the land use plan covers a 20-year period.***

The **Clark County Parks Department** recently adopted a 2015 Parks, Recreation & Open Space Plan that identifies the acquisition and development of 4,700 acres for parkland at cost of approximately $70 million. The February 23, 2016 preferred alternative map will require additional monitoring to assure compatibility with the adopted Parks plan.

As part of the Board's preferred alternative, the **City of Battle Ground** was granted an additional 80 acres for an urban growth boundary expansion. This area will be primarily for job growth, however its Employment Mixed Use designation will allow for limited residential development, thereby creating a need for recreation. This area will be accommodated in the City's 2015-2035 Comprehensive Parks, Recreation & Open Space Plan, under the "Special Study Area 4." For this area, the Plan states, *"The City should monitor conditions in this area as growth occurs over time to determine the need for neighborhood parks, facilities and pocket parks."*

The **City of Camas** has provided a forecast based on the Urban Growth Area that shows additional parks and open space needs for the 20 year planning horizon.

The recently completed **City of La Center** final Environmental Impact Statement lists a total of 70 additional acres of parks and trails would be needed to be consistent with the February 23, 2016 map.

City of Ridgefield provided a listing of projected needs for the next 20 years in its 2014 Parks & Recreation Comprehensive Plan, including 13 neighborhood parks, three community parks and trails and greenways to connect facilities totaling over $40 million. The 2016 Parks Capital Facilities Plan identifies parks and trail facilities needed through 2021, totaling $16 million.

City of Vancouver Comprehensive Parks and Recreation Plan identifies projected park needs through 2020.

City of Washougal Comprehensive Parks and Recreation Plan identifies needs for the City through 2035.

The **Town of Yacolt** does not expect to add additional parks based on the February 23, 2016 map. The expected population does not necessitate development of new parks within the Town.

4. ***A 6-year financial plan is developed for funding those expansions or new capital facilities that are expected to be needed within the first 6-years of the plan. That financial plan must be fully balanced. The identified needs must have known funding sources (even if those funding sources may require voter approval).***

Clark County Parks Department has reviewed the February 23, 2016 map and Clark County Parks adopted their Parks, Recreation and Open Space Plan in September 2015. The plan identifies high priority projects in the 6-year Capital Facilities Plan for Parks and it has identified $110,639,231 in total costs for all projects. Known funding sources include the following: Parks Impact Fees (PIF), Metro Parks District, Real Estate Excise Tax (REET) fees, Conservation Futures Tax (CFT), grants and donations.

The **City of Battle Ground** parks capital facilities plan contains a 6-year and 20-year program of park improvement and other projects. The program identifies funding from impact fees, real estate excise taxes, the city's general fund, bonding and private partnership funding as being sufficient to support the program.

The **City of Camas** parks capital facilities plan contains a 6-year program of park improvement and other projects. The program identifies funding from impact fees, real estate excise taxes, the city's general fund, grants, costs paid by utility funds, bonding and private partnership funding as being sufficient to support the program. The available funding sources are listed in the following table:

Table E-25 | City of Camas 2014-2021 Proposed Financing Strategy

Funding Source	Annualized Amount	6-Year Total
General Fund	$25,000	$150,000
Impact Fees	900,000	5,400,000
REET	400,000	2,400,000
Grants	1,000,000	6,000,000
Capital Measure	4,000,000	24,000,000
Other	108,300	650,000
Total	**$6,433,300**	**$38,600,000**

The **City of La Center** parks capital facilities plan contains a 6-year program of park improvement and other projects. The program identifies funding from impact fees, real estate excise taxes, the city's general fund, bonding and private partnership funding as being sufficient to support the program. The City is currently working on updating its parks CFP and information is not available.

The **City of Ridgefield** parks capital facilities plan contains a 6-year program of park improvement and other projects. The program identifies funding from impact fees, real estate excise taxes, the city's general fund and grants as being sufficient to support the program. The total cost for projects in the City's CFP is $16,051,500. A total of $14,096,895 in funding from various sources is identified, with additional grants anticipated to cover the shortfall.

The **City of Vancouver** parks capital facilities plan contains a 6-year park project list for the planning period. The plan identifies projected funding revenues from impact fees, grants, Conservation Futures and General Fund. The total estimated cost for all acquisition, development, improvement repair, planning and park maintenance costs for the six-year period are approximately $95 Million, with an estimated $54 Million shortfall if all projects were completed. It is important to note that the capital facilities plan must anticipate potential opportunities and future needs to qualify for grant programs and therefore includes project that exceed available committed funding. Projects will not move forward until committed funding sources are identified and approved through the budget process.

The **City of Washougal** parks capital facilities plan contains a 6-year program of parks projects. The plan identifies funding from impact fees, grants, donations and general fund dollars as being sufficient to the program.

The **Town of Yacolt** parks capital facilities plan contains a 6-year program of parks projects. The plan identifies funding from, real estate excise taxes, grants and city's street fund as being sufficient to support the program.

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Levels-of-Service

Parks and Recreational facilities are one of the quantifiable services provided by a jurisdiction. National and jurisdictional standards have been set for the provision of 5.0 acres of different types of parks for every 1000 citizens. Many area jurisdictions have disclosed the need for parks based upon projected population increases and have provided reference to the funding types that will pay for them. However, little work has been done by some jurisdictions to forecast the long-term viability of these funding strategies.

Table E.26 | Park Standards for Each Jurisdiction

Jurisdiction	Parks and Open Space Standard (acre/1,000 population)			
	Neighborhood	Community	Urban	Regional
Battle Ground	5.0			N/A
Camas	2.5*	2.5*	*Open Space/30.0	N/A
La Center	1.5	6.5	Trails/ .75	N/A
Ridgefield	1.6	6.0	Greenway/9.5, Trails/.75 miles, Baseball fields/.33 fields, Soccer fields/.5 fields	N/A
Vancouver	2.0 & ½ mi Distribution	3.0 & ½ mi Distribution	Urban Natural Areas 1.0	N/A
Washougal	.61	2.68	Special Use Areas/Waterfront /Natural Open Space Areas – 3.12 Ac.	N/A
Yacolt	1.0	3.0	1.0	N/A
Clark County	2.0	2.25	1.69	5.98

*Source: Clark County Parks: Parks, Recreation, & Open Space Plan (2015); Camas Parks and Recreation Master Plan; Battle Ground Parks and Recreation Plan; Washougal Comprehensive Park and Recreation Plan; La Center Urban Area Capital Facilities Plan (2004); 2014 Ridgefield Park & Recreation Comprehensive Plan; and Vancouver Comprehensive Parks, Recreation and Natural Areas Plan (2014). *The City of Camas uses a distance calculation to determine level of service. The numbers listed above represent the calculation the City uses for Park Impact Fees.*

Law Enforcement

Based on a review of the CFPs of the various cities, most Law Enforcement Capital Facilities needs for the next 20 years have been or are in the process of being met with funded projects underway. The major exceptions include a large county jail expansion and the possibility of a second expansion, the replacement of existing obsolete facilities, such as the county's Central Precinct, the Marine Patrol Facility and the Jail/Records Management System.

Law Enforcement Service Areas

Each city in Clark County provides police protection for its citizens. Yacolt provides police services through a contract with the Sheriff. Clark County provides police protection for the citizens in unincorporated Clark County. In addition, all jurisdictions have interlocal mutual assistance agreements. Each jurisdiction provides police station facilities. Several jurisdictions have added additional stations, precincts or expansions to existing facilities to accommodate their needs over the next twenty years. Some jurisdictions identified additional facilities, such as a $1.5 million expansion/remodel of a Camas Police Station after 2017. Vancouver indicates the need for a new 20,000 square foot Central Precinct within the twenty year planning period. The cities rely on Clark County for jail facilities, both short and long term. The Washington State Patrol has police jurisdiction on state routes in the county, is largely responsible for state facilities and provides backup for the Clark County Sheriff's Department and local jurisdictions.

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Analysis

The following analysis reviews the required components under RCW 36.70A.070 (3). The county completed a comprehensive review of the resource documents submitted by the service providers which are incorporated by reference in the Resource Document section of this Appendix.

1. ***Does the CFP contain an inventory of existing publicly owned facilities, with location and capacities?***

Table E.27 | Existing Police Service Providers

Jurisdiction	Facilities
Clark County Sheriff	Clark County Law Enforcement Center – Sheriff's Office Law Enforcement Center – Jail Property Evidence Building at 906 Harney Medical Examiner's Office Jail Work Center Marine Patrol Boat House at Port of Vancouver West Precinct at 179th Street Central Precinct at 149th Street Public Works Facility (owned by PW) Munitions Bunker at Shops at 78th Street Public Works facility Narcotics Task Force Facility Child Abuse Intervention Center Shooting Range
Battle Ground	Police Department office at 507 SW 1st Street
Camas	Camas Police Department offices at 2100 NE 3rd Avenue Holding facility with three cells
La Center	Police department offices at 105 W 5th Street
Ridgefield	Police department offices at 116 N Main Street
Vancouver	Headquarters at 605 E Evergreen Street Central Precinct at 2800 NE Stapleton Road East Precinct at 520 SE 155th Avenue Investigations/Evidence at 2120 E 13th Street
Washougal	Washougal Police Department offices at 1320 A Street Two holding facilities

2. ***A forecast of future needs is provided that is consistent with the land use plan that the Board identified on February 23, 2016.***

Clark County Sheriff's forecast of future needs was provided that is consistent with the land use plan that the Board identified on February 23, 2016. The Sheriff's Office reviewed the Capital Facilities Plan for the last Comprehensive Plan update to determine how it might be affected by the Preferred Alternative map and related assumptions. The elevated growth assumptions and elapsed time caused the Sheriff's office to reexamine the appropriate size of specific capital expansion plans and update their Capital Facility Plans as shown in Table E.28.

The **City of Battle Ground** has reviewed the February 23, 2016 map and determined that it will have no impact on future police capital facility needs.

The **City of Camas** has reviewed the February 23, 2016 map and determined the need for a remodel/expansion of the existing Police Department building.

The **City of La Center** has reviewed the February 23, 2016 map and has no plans for new or expanded law enforcement facilities during the planning period.

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The **City of Ridgefield** has reviewed the February 23, 2016 map and as indicated in their 2016 Comprehensive plan will need a new facility for police services to accommodate future growth.

The **City of Vancouver** has reviewed the February 23, 2016 map. A new Central Precinct is in the planning stage at this point. Part of this project will also include a new evidence warehouse.

The **City of Washougal** does not have a Capital Facilities Plan specifically for Police. The City is not proposing to accommodate significant additional growth at this time. Existing facilities are expected to be adequate.

Clark County Sheriff deputies respond to requests for law enforcement within the **Town of Yacolt** but their basic charge is to patrol only within the surrounding unincorporated area. The town contracts with the sheriff for additional security patrols within the town. Under this agreement the town receives all the law enforcement services required under state statutes for at least an average of 6.5 hours per week, in addition to the level-of-service and time customarily devoted to an unincorporated area, also statutorily required.

Given the increase in the population of Yacolt and the corresponding increase in crimes and calls for police protection, the town will need to modify its contract with the sheriff to obtain additional security patrols. A sheriff deputy dispatch office should be established in Yacolt, which would serve as an outpost of the central precinct headquarters in Brush Prairie.

A listing is provided of proposed expansions to capital facilities or new capital facilities that are capable of providing for the needs identified in the forecast. This should be a "20-year listing" since the land use plan covers a 20-year period.

The **Clark County Sheriff's** office has submitted information including the possible need to complete a second jail expansion within the twenty-year Comprehensive Plan period. The need for a second expansion, as well as its timing and size, will depend on when the first jail expansion is completed, how many beds it adds and the accuracy of the population forecast for the twenty year period.

The **City of Battle Ground** has determined that there will be no need for additional Police facilities in the twenty-year period. This is due to the fact that they have recently completed construction of a new 18,000 square foot law enforcement building that should accommodate the city as the population increases.

The **City of Camas** has provided a proposed forecast based on the preferred alternative map. It includes a $1.5 million remodel/expansion of the existing Police Department building.

The **City of La Center** does not have a Capital Facilities Plan specifically for law enforcement. At this time, they are not forecasting a need for expansions to capital facilities or new capital facilities within the 20-year planning period.

The **City of Ridgefield** has reviewed the February 23, 2016 map and as indicated in their 2005 Comprehensive plan will need a new facility for police services to accommodate future growth.

The **City of Vancouver** has reviewed the February 23, 2016 map and has revised their Capital Facility Plans. A new central precinct is in the planning stage at this point. The new central precinct will be roughly 20,000 square feet and be part of a public works center to be built by redeveloping the current city shops area at Fourth Plain and General Anderson. Also, as part of the redevelopment, a new evidence warehouse will be built to house Vancouver Police Department evidence. This facility will be on the east side of General Anderson and will take the place of the current evidence warehouse at 13th and C Streets. Except for these details, long term

CFP plans remain the same as described in the 2004 Comprehensive Plan. The City's 2004 Comprehensive Plan projects the need for an evidence facility, new headquarters site and building and a new west precinct site and building.

The **City of Washougal** does not have a Capital Facilities Plan for law enforcement and are not proposing to accommodate additional growth at this time. Existing facilities are expected to be adequate.

Clark County Sheriff deputies respond to requests for law enforcement within **Town of Yacolt** but their basic charge is to patrol only within the surrounding unincorporated area. The town contracts with the sheriff for additional security patrols within the town. Under this agreement the town receives all the law enforcement services required under state statutes for at least an average of 6.5 hours per week, in addition to the level-of-service and time customarily devoted to an unincorporated area, also statutorily required.

Given the increase in the population of Yacolt and the corresponding increase in crimes and calls for police protection, the town will need to modify its contract with the sheriff to obtain additional security patrols. A sheriff deputy dispatch office should be established in Yacolt, which would serve as an outpost of the central precinct headquarters in Brush Prairie.

3. ***A 6-year financial plan is developed for funding those expansions or new capital facilities that are expected to be needed within the first 6-years of the plan. That financial plan must be fully balanced. The identified needs must have known funding sources (even if those funding sources may require voter approval).***

Clark County Sheriff's CFP contains a list of projects for the 6-year period. These projects will be financed with a variety of funding sources.

Table E.28 | Clark County Sheriff's 6-year Capital Facilities Plan Summary

Capital Facility	Description	Cost	Funding
Jail Expansion (New)	600-700 bed maximum security facility with administrative offices, office for Property and Evidence and parking	$100,000,000	Bonds, levy or sales tax
Central Precinct Replacement	8,600 sq. ft. building, space for public meetings and parking. Joint project with Public Works	2,000,000	Bonds, Road Fund Diversion or General Fund Allocation
Marine Patrol Facilities Replacement	1,300 sq. ft. boathouse and 720 sq. ft. boat storage garage	100,000	General Fund
Jail/Records Management Replacement	Building remodel/expansion to house inmate and criminal records, related information.	2,100,000	Information Technology Reserve Funds
East Precinct	8,000-9,000 sq. ft. Precinct – including space for public meetings and parking	3,000,000	Bonds, General Fund or Levy
Shooting Range	Classrooms, ~ 40 lanes, storage, tactical training facilities (including EIS for new site and decommissioning of old site)	1,000,000	Bonds, General Fund or Levy
TOTAL		**$108,200,000**	

Battle Ground will not require additional law enforcement facilities as they have just completed construction of a new 18,000 square foot building that should accommodate the city as the population increases.

Camas does not have any projects proposed for the 6-year period.

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La Center will not require additional law enforcement facilities within this 6-year period.

The City of Ridgefield's CFP contains one project for the 6-year period. The city intends to acquire a police operations center at $175,000 using Real Estate Excise Tax.

Vancouver's CFP contains a list of projects for the 6-year period. These projects will be possible through a variety of funding sources.

Table E.29 | City of Vancouver Capital Program

Capital Facility	Description	Cost	Funding
Central Precinct Building	Construction of new Central Precinct Building	$7,200,000	General Fund
Evidence Facility	Construction of new evidence facility	3,800,000	Bond
Headquarter	Acquisition and construction of new headquarters building	5,500,000	General Fund
Training Center	Construction of a training center/firing range	8,000,000	unknown
TOTAL		**$24,500,000**	

Washougal does not have a Capital Facilities Program for law enforcement. Current facilities are expected to adequately serve the future population.

Fire Protection

Fire protection is provided throughout the county in both urban and rural areas by a variety of cities and districts. The large number of providers has made summarizing the capital facilities plans challenging, as many districts have not submitted plans for review containing a 20-year list of capital needs. Most of the city fire departments have completed fully compliant capital facilities plans that demonstrate the ability to provide fire protection services to their service areas at their response time standard. Twenty-year capital facilities plans are not typically produced by small, rural fire districts. Though this does constitute a shortcoming of this analysis, it is not as critical a matter as others addressed for this capital facilities summary.

Fire Protection Service Areas

Fire protection is provided through both city fire departments and fire districts that cover both urban and rural unincorporated areas. For some urban areas, there is not a city fire department within the incorporated area and fire protection is provided by a fire district. Figure 34 illustrates the boundaries of the fire protection providers in Clark County. Fire protection service for Fire District 5 is provided by the Vancouver Fire Department. Fire protection service for Battle Ground is provided by District 3.

It should be noted that some districts are entirely rural, even under the proposed expansions to the urban areas. As such, the capital facilities plans for those districts and the ability to maintain response times do not directly affect the urban growth boundary decision.

Analysis

The following analysis reviews the required components under RCW 36.70A.070 (3). The county completed a comprehensive review of the resource documents submitted by the service providers which are incorporated by reference in the Resource Document section of this Appendix.

1. ***Does the CFP contain an inventory of existing publicly owned facilities, with location and capacities?***

A complete review of fire provider's CFPs contains a detailed inventory of publicly-owned facilities, including location and capacities. A summary of current facilities and their associated capacity are listed below.

Table E.30 | Fire Protection Providers

District	Population Served 2015	Current Facilities	Area (Sq. mi.)	No. Stations	Avg. Response Time, 2015 (minutes)	WSRB Rating
Municipal						
Battle Ground	19,250	1	4.2	1	5	4
Camas-Washougal	65,000	3	80	3	4	5
Vancouver	170,400	10	50.7	10	0:05:33 Priority 1&2 0:05:50 Priority 3&4 4:48 EMS	4
Fire Districts						
Clark County Clark County Fire & Rescue (Ridgefield/La Center)	27,120	6	124	5 + 1 joint	5.5 fire	4
East County Fire & Rescue						
CCFD No. 2 (Woodland)	2,137	3	35	1	8.5	8
CCFD No. 3 (Brush Prairie/Battle Ground)	20,000+	4	83	4	6	4
CCFD No. 5* (Orchards Area)	89,140		39.2	Combined with City of Vancouver		
CCFD No. 6	65,000	4	37	3 + 1 joint	3:41	3
CCFD No. 10 (Amboy Area)	8,880	6	68	6	6.3	86
CCFD No. 13 (Yacolt Area)	5,380	2	36	2	6.3	8

*Note: *CCFD #5 contracts with the City of Vancouver to provide service.*

2. ***A forecast of future needs is provided that is consistent with the land use plan that the Board identified on February 23, 2016.***

Each service provider reviewed the forecast of future need that is consistent with the February 23, 2016 preferred alternative map. Table E.31 illustrates each provider has a 6-year CFP forecast consistent with the preferred map. Rural fire districts 3 through 13 did not foresee any difficulty providing.

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Table E.31 | Future Fire Needs

Service Provider	6-Year forecast	20-year forecast
Battle Ground	Yes	Yes
Camas/Washougal	Yes	Yes
Vancouver	Yes	No
Clark County Fire & Rescue (Ridgefield/La Center)	Yes	Yes
East County Fire & Rescue	No	No
CCFD No. 2 (Woodland)	Yes	Yes
CCFD No. 3 (Brush Prairie/ Hockinson)	Yes	No
CCFD No. 5* (Orchards Area)	Yes	No
CCFD No. 6 (Hazel Dell Area)	Yes	No
CCFD No. 10 (Amboy Area)	Yes	No
CCFD No. 13 (Yacolt Area)	No	No

*Note: *CCFD #5 contracts with the City of Vancouver to provide service.*

3. ***A listing is provided of proposed expansions to capital facilities or new capital facilities that are capable of providing for the needs identified in the forecast. This should be a "20-year listing" since the land use plan covers a 20-year period.***

CFP has an estimated 20-year expenditure totaling $6,050,000. It includes replacing Station 35 and purchasing fire apparatus and equipment. The city contracts for fire services from Fire District #3.

City of Camas/Washougal's CFP indicates that for the proposed expansion area in the February 23, 2016 map will cost an additional $3.5 million over the next 20 years to provide fire service and require an additional fire station and fire and EMS apparatus. The total 20-year cost is $5.8 million.

Fire District 2's CFP has an estimated 20-year expenditure totaling $1,150,000. It includes a fire station and the purchase of a fire engine and water tender.

Fire Districts 3, 6, 10 did not foresee any difficulty providing service in the 20-year timeframe and did not prepare an updated 20-year forecast at this time since the preferred growth map focused growth in the urban areas.

The **City of Vancouver and Fire District 5** forecast CFP on call type, location and response time within the population served rather than only on population. Expansion, station location and additional resources are based on data sets and service level for emergency response received rather than by population served.

Fire District 13 did not submit an updated six and 20-year capital facility needs.

Clark County Fire & Rescue has an estimated 20-year expenditure totaling $12,970,000. It includes a new fire station, remodeling a fire station and purchasing new fire and EMS apparatus and equipment.

4. ***A 6-year financial plan is developed for funding those expansions or new capital facilities that are expected to be needed within the first 6-years of the plan. That financial plan must be fully balanced. The identified needs must have known funding sources (even if those funding sources may require voter approval).***

City of Battle Ground's 6-year capital facility plan identifies the capital improvements that need to be made to assure their demands standard is satisfied based upon existing and projected development.

Table E.32 | 2016-2021 Battle Ground 6-Year CFP Fire Summary

Capital Facility Project Type	Number of Projects	Cost	Funding
Replace Station 35	1	$4,000,000	$4,000,000
Ladder Truck	1	950,000	950,000
Land	1	1,000,000	1,000,000
Rescue	1	100,000	100,000
TOTAL	4	$6,050,000	Fire Impact Fee, Revenue and General Obligation Bonds, Development and/or Fire Impact Fees

City of Camas/Washougal's 6-year capital facility plan can accommodate the proposed growth in the February 23, 2016 map.

Table E.33 | 2016-2021 Camas/Washougal 6-Year CFP Fire Summary

Capital Facility Project Type	Number of Projects	Cost	Funding
Construct new fire stations	12	$6,000,000	$6,000,000
Replace ambulance	2	300,000	300,000
Replace pumper truck and equipment	1	400,000	400,000
TOTAL	5	$6,700,000	Bonds, General Fund, Emergency Rescue Fund

Fire District 2's CFP 6-year capital facility needs will be met through Clark County Fire & Rescue.

Table E.34 | FD 2 2005-2011 6-Year CFP Fire Summary

Capital Facility Project Type	Number of Projects	Cost	Funding
Remodel	11	Not provided	
Fire engine	1	Not provided	
Water tender	1	Not provided	
TOTAL	3	$1,150,000	REET, General obligation bonds

Fire District 3 has indicated that their 6-year CFP can provide services and mentions building fire station 36. This part of the service area is now under review for a possible zone change to Rural Industrial Land Bank. If changed and developed, it is anticipated that a fully staffed fire station with a new fire engine would be required.

Table E.35| FD 3 2016-2021 6-Year CFP Fire Summary

Capital Facility Project Type	Number of Projects	Cost	Funding
New fire engines	3	$1,500,000	$1,00,000
New Water Tender	1	350,000	300,000
New Fire Station	1	4,000,000	4,000,000
New brush engine	1	150,000	150,000
TOTAL	6	$6,000,000	Existing reserve fund, bond sale, Development and/or Fire Impact Fees

Vancouver and Fire District 5's CFP contains a three-year capital facilities needs list based on call volume rather than population served.

Table E.36 | Vancouver and FD 5 2016-2021 3-Year CFP Fire Summary

Capital Facility Project Type	Number of Projects	Cost	Funding
Fire Station Maintenance	10	$590,000	$590,000
Construct new fire station	2	15,000,000	5,000,000
Remodel	3	1,710,000	1,710,000
Land Acquisition	2	1,500,000	1,500,000
TOTAL	17	$18,800,000	General fund, property tax revenue

District 6's 6-year CFP includes the purchase of two new fire engines, one new brush/squad and one new command vehicle. Fire District #6 also has a plan in place for remodeling two existing facilities and building a new station 63 facility and a training facility in the Salmon Creek area to accommodate residential and commercial growth. This will likely be included in their 20-year CFP, which was not submitted at the time of this writing.

Table E.37 | FD 6 2016-2021 6-Year CFP Summary

Capital Facility Project Type	Number of Projects	Cost	Funding
New engines and related equipment	34	$1,550,000	$1,550,000
TOTAL	4	$1,550,000	Property tax revenue

Fire District #10's 6-year CFP does not indicate a need for future buildings or apparatus' to serve the area in February 23, 2016 map.

Clark County Fire and Rescue's 6-year CFP includes the purchase of two new fire engines, two new rescues, three new command vehicles and replacement of existing Air Packs. CCF&R also has a need to remodel an outdated fire station and purchase land for a new fire station in the area south of Ridgefield to accommodate residential and commercial growth.

Table E.38 | Clark County Fire & Rescue 2016-2021

Capital Facility Project Type	Number of Projects	Cost	Funding
Remodel 1 Station	1	$1,000,000	$1,000,000
Purchase Land	1	400,000	400,000
New Rescues	2	150,000	150,000
New Engines	12	1,000,000	1,000,000
New Command Vehicles	3	120,000	120,000
Air Packs	unspecified	450,000	450,000
TOTAL	9	$3,120,000	Reserve fund and general obligation

Transportation

Most of the transportation elements and transportation capital facilities plans reviewed meet the requirements of the state law (as noted in the Definitions section of this report). There are some plans that appear incomplete but there is an expectation that those will be completed – the major question is the timeline for that completion.

Of those plans reviewed, several communities have identified shortfalls in available transportation funding over the 20-year plan life. Other communities have identified that an aggressive approach to external funding sources, like grants, will be necessary to maintain their transportation desired level-of-service (LOS). At least one community has asked, through its plan document, for the county to invest in county facilities seen necessary for the support of that city's urban area. The latter part of this comprehensive planning process should prompt discussion between jurisdictions seeking a cooperative approach to meeting needs that exceed the ability of jurisdictions to fund them.

Transportation Service Areas

The responsibility for transportation capital improvements generally follows the land use jurisdictional responsibilities. The notable exception to that is the Washington State Highway System, for which the Washington State Department of Transportation has responsibility (see Figure 35).

Analysis

The analysis of the transportation element and associated transportation capital project lists differs from other capital facilities as it is structured to respond to the applicable state requirements (as noted in the Definitions section of this review document).

1. ***Does the transportation element cite the land use assumptions used for the transportation demand estimation?***

   All of the reviewed transportation elements contain references to the land use assumptions used to estimate transportation demand. It should be noted that not all of the jurisdictions use the regional transportation model maintained by Regional Transportation Council (RTC) to estimate future transportation demand.

2. ***Does the transportation element contain an inventory of transportation facilities and services?***

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Most of the transportation element and/or transportation capital facilities plans contain an inventory of existing transportation facilities within each jurisdiction. These inventories include both mapping and descriptions in text (sometimes one or both).

3. ***Does the transportation element contain local level-of-service standards?***

All of the transportation elements and/or transportation capital facilities plans contain level-of-service standards for local facilities. The following table summarizes the local level-of-service standards for area jurisdictions. The Growth Management Act, local policies and the principle of adequate capital facilities planning dictate that evidence needs to be provided that a jurisdiction can afford the impacts of growth on their community; especially when a jurisdiction is requesting a legislative action (boundary movement) that would generate greatly increased levels of growth.

Table E.39 | Transportation Level-of-Service (LOS) Standard

Jurisdictions	Level-of-service Standard
City of Battle Ground	LOS "D" for signalized intersections. LOS "E" for side street at unsignalized intersections.
City of Camas (Policy T-7)	LOS "D" The Highway Capacity Manual (HCM) sets LOS for intersections and roundabouts. Roadways based on average speed using volume-to-capacity for collectors and arterials use a standard of 0.85 and 0.90 for state highways.
City of La Center (Policy 2.1.2)	LOS "C" for classified streets. Install traffic signal when LOS "D" is reached or when intersection meets warrants.
City of Ridgefield	LOS "D" except unsignalized intersections where signal is not meeting warrants or signal not desired then LOS "E"
City of Vancouver	A combined corridor and intersection approach. Lowest acceptable speed corridor is at 10 mph. Only intersection standards are applied in the City Center Zone.
City of Washougal	LOS "D" except unsignalized intersections where standard is "E"
Clark County	A corridor approach with intersections considered where corridors are not identified. The lowest acceptable speed is 13 mph. A combined corridor and intersection approach. For corridors Volume-to-Capacity ratios for collectors and arterials inside the Vancouver UGA exceeding 0.9. For unsignalized intersections of regional significance in the unincorporated LOS E standards or better (if warrants are not met). If warrants are met, unsignalized intersections of regional significance shall achieve LOS D standards or better.
Town of Yacolt	LOS "C" for arterial roadways, "B" for non-arterial roadways.

4. ***Does the transportation element contain Level-of-Service standards for the state highways?***

Of the transportation elements reviewed that have state facilities within the jurisdiction boundaries, most note the required level-of-service for state facilities. Many of the documents do not cite the applicable standards but address this issue through adoption of the Metropolitan Transportation Plan by reference or through mentioning the differing standards for highways of statewide significance (I-5, I-205 and SR-14) and state highways of regional significance (SR 500, 502, 503).

5. ***Does the transportation element identify actions to address identified existing deficiencies in the transportation system?***

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Many of the transportation elements reviewed do not identify existing deficiencies in the transportation system. It is not clear whether this is because some of the jurisdictions have transportation facilities not meeting the applicable level-of-service standard or because existing conditions were not examined in the planning process.

The **City of Battle Ground** Transportation System Plan includes a table with existing operating conditions at five signalized intersections meeting the level of service.

The **City of Camas** and the **Town of Yacolt** do not specifically identify existing deficiencies in the plan documents reviewed. However, LOS standards can be considered to reflect existing deficiencies and are summarized above.

City of La Center analysis notes that the existing bridge across the East Fork Lewis River may exceed the bridge design capacity in 2036. The city intends to relieve bridge pressure by encouraging residential and mixed use development on the southwestern side of the river to balance commute and home-to-school travel patterns...

The **City of Ridgefield** plan summarizes the LOS for existing conditions in a table in the City's Comprehensive Plan. All of the intersections operate at LOS C or better; meeting the city's standards.

The **City of Washougal** plan notes that the minor crossing movements at the intersection of SR-14 and 32nd Street are not meeting the city's LOS standard. The transportation plan update identifies that a planned interchange project on SR-14 will address this deficiency.

The **City of Vancouver** cites existing conditions of the City's transportation system in Table 5-3 of the City's Comprehensive Plan. The City lists improvements and programs designed to improve connectivity and access throughout the community in their Capital Facilities Plan and displayed in Figure 5-3.

The **Clark County** Comprehensive Plan identifies existing deficiencies including the Salmon Creek area at I-5 and NE 134th Street. The county commits to correct these deficiencies in the near future.

6. ***Does the transportation element contain a forecast of traffic conditions for at least ten years based on the land use plan? (Since the February 23, 2016 land use plan was a 20-year plan map, this requirement in Clark County is interpreted to be a 20-year transportation conditions forecast.)***

All of the reviewed transportation planning documents include projections of future traffic conditions based on the February 23, 2016 Board of County Councilor's Preferred Alternative.

Information provided by the **Cities of Battle Ground, Camas, La Center and Washougal** updated their traffic projections and CFP project lists based on the 2016 Preferred Alternative land use map. Forecasts for **Ridgefield** address impacts of urban growth boundaries similar to the 2016 Preferred Alternative land use map. There are no changes proposed to the **Town of Yacolt** boundary. The **City of Vancouver** transportation element, adopted in 2011 is consistent with the Preferred Land Use Map; the planned growth is in the northern tier of the Vancouver UGA, which is unincorporated and likely to develop under the land use jurisdiction of Clark County.

The transportation element for **Clark County** has been updated to provide a countywide 20-year forecast of traffic conditions under the Preferred Alternative.

7. ***Does the transportation element (or transportation capital facilities plan) contain a listing of state and local systems needs to meet forecast demand?***

The cities of **Battle Ground, Camas, La Center and Washougal** updated their CFP project lists based on the 2016 Preferred Alternative land use map. The **City of Ridgefield** previously addressed transportation impacts of urban growth boundaries similar to or larger than the 2016 Preferred Land Use Map. There are no changes proposed to the **Town of Yacolt** boundary. The

City of Vancouver transportation element adopted in 2011 is consistent with the Preferred Map; the planned growth is in the northern tier of the Vancouver UGA, which is unincorporated and likely to develop under the land use jurisdiction of Clark County.

Clark County has identified a list of system needs, CFP projects and mitigation measures to address forecast demand. Appendix A details the transportation needs forecasted to support implementation of the Comprehensive Growth Management Plan.

8. ***Does the transportation element or transportation capital facilities plan contain a finance plan which has an analysis of the funding capacity for the 20-year needs, a multi-year program (which serves as the basis for the six year program of transportation improvements) and a discussion of how to address any shortfall of probable funding?***

This is an area where the degree to which this requirement is met varies widely between the documents reviewed. Some documents are fully compliant, while others fail to address this requirement entirely.

The **City of Battle Ground** Transportation Systems Plan (TSP) includes a finance plan which analyzes the short-, medium- and long-range revenues and project costs and potential sources of additional transportation funding.

The **City of Camas** documents reviewed contain a table of costs for the 20-year list of transportation improvements. Those tables identify both the total cost of a particular project and the source of expected revenue (general fund, loans, grants, partnership or developer contribution and impact fees). An additional $20 million in transportation projects was assumed to be needed to serve the expansion areas. The plan appears to be financially balanced over the 20-year period, but no explicit statement to that effect was found. It should be noted that the majority of transportation project costs ($90M+) were planned for the final 6 years of the planning period. The plan document contains an explicit policy directed at addressing the potential funding shortfall. Policy TR-40 commits the city to a public discussion about possible additional funding sources or a re-evaluation of the land use plan.

The **City of La Center** draft transportation capital facilities plan contains a section addressing the financial analysis requirement. The financial analysis identifies that to meet the costs of the city's 20-year list of transportation needs, La Center would need to continue collecting local taxes and fees at or above the current levels, aggressively pursue grant funding, regularly update transportation impact fees including an annual inflation update and consider establishing a dedicated street and road fund. Funding sources for a second bridge over the East Fork of the Lewis River are not fully identified. The financial analysis updates the city's traffic impact fee program to provide an estimated $1.9M of revenue over the 20-years of the land use plan (a resulting impact fee of $1,964 per peak hour trip). The table of transportation capital projects identifies those projects needed in the first 6 years of the plan. The draft also cites the

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requirement for language regarding reassessment of the land use plan if funding projections are not met.

The **City of Ridgefield** transportation capital facilities plan contains a section regarding financial analysis. The plan proposes that the city's traffic impact fee be increased and adjusted to account for inflation. Increasing the City's Traffic Impact Fee (TIF) rate, while maintain the private/public funding split at 58%/42% will provide adequate financial resources to serve the growing city. The comprehensive plan addresses transportation finance in Policy TR-4, which identifies funding streams to implement Complete Streets strategies.

City of Vancouver transportation plan contains an analysis of funding for the plan that balances costs with funding. The comprehensive plan contains a summary table indicating the 6-year program costs and 20-year CFP costs. The current 6-year TIP program adopted on June 15, 2015 includes a capital cost estimate totaling $97.4 million. The Vancouver comprehensive plan contains Policy 6.1.G committing to reassessing its land use plan if funding is insufficient to provide the necessary public services and facilities to implement the plan.

The **City of Washougal** transportation capital facilities plan contains a section on existing and projected revenue. Of the $143 million projected cost for capital facilities projects, $120M is assumed to come from TIFs and private share. There is no financial analysis of the shortfall and only a brief list of recommendations for addressing the funding shortfall.

Clark County transportation element contains a section identified as the financial analysis. This section addresses the ability of the county to finance the 20-year list of expected projects and notes that the county will balance expenditures with revenues based on historic revenue sources. The six-year program was adopted on November 10, 2015. Staff has also completed a 20-year list of projects and cost estimates. Language to address the requirement to reassess the plan if expected funding does not develop as expected is included in the plan text.

The **Town of Yacolt** plan document identifies a 6-year program of projects that fits within the town's financial capacity. There are no projects identified for years 7 through 20 but given the lack of identified long range transportation deficiencies, that may be acceptable. There is no language for addressing potential future funding deficits, which also may be acceptable given the lack of long range capacity needs of future funding shortfalls could be addressed by slowing the rate of project expenditure on retrofit/upgrade-to-standards projects.

9. ***Does the transportation plan commit to intergovernmental coordination? Is there any explicit analysis of external impacts?***

Most of the plan documents examined contain policy statements recognizing the need for and committing to intergovernmental coordination. As widespread as those policy statements are, none of the plans except for Clark County's appear to explicitly examine impacts on the transportation facilities of other jurisdictions.

The **City of Battle Ground** TSP addresses the need for interagency coordination and cooperation.

City of Camas plan document commits to intergovernmental coordination in policy T-3.1 of its transportation element. The City recognizes the importance of coordinated and strong inter-jurisdictional action in order to collectively mitigate increased congestion.

The **City of La Center** commits to intergovernmental coordination in comprehensive plan policy 2.1.1. The transportation capital facilities plan identifies projects within and adjacent to the city's proposed UGA that are needed to maintain an adequate level-of-service.

City of Ridgefield comprehensive plan commits to regional coordination in Policy TR-21 of the plan. This policy aims to ensure a seamless transportation system with neighboring jurisdictions. Policy TR-22 specifically identifies coordination with Clark County to maintain urban to rural connections for development that occurs outside Ridgefield's City Limits but inside the urban growth areas. The policy explicitly mentions that LOS C to not be exceeded for any County collector street or arterial street.

City of Vancouver comprehensive plan contains a specific policy addressing intergovernmental coordination (PFS-14). Regional partnerships are maintained with Clark County, the Southwest Washington Regional Transportation Council (RTC), C-TRAN (regional transit agency), WSDOT, the Port of Vancouver and other cities in Clark County. Vancouver also works with the City of Portland, Metro (Portland's Regional Government), the Oregon Department of Transportation (ODOT) and the Port of Portland. RTC is the region's designated Metropolitan Planning Organization (MPO) and Regional Transportation Planning Organization (RTPO).

The **City of Washougal** draft update to the transportation plan does not appear to include a discussion or policy addressing regional coordination.

The **Clark County** transportation element of the comprehensive plan through countywide planning policy commits to intergovernmental cooperation and coordination through the Southwest Washington Regional Transportation Council (RTC) as the designated Metropolitan Planning Organization and Regional Transportation Planning Organization. **Appendix A Transportation Issues** addresses likely impacts to non-County roadways and identifies adopted and potential mitigation measures. The Comprehensive Plan update includes a detailed assessment of potential impacts to state facilities.

The **Town of Yacolt** includes the countywide planning policies regarding regional coordination and cooperation and then mirrors that policy direction in its own transportation element (Policy 4-4). Given the lack of internal capacity deficiencies identified in the plan by the horizon year, it is understandable that no external analysis of possible contributions to capacity deficiencies was performed.

10. ***Does the transportation element or transportation capital facilities plan contain transportation demand management strategies?***

Most of the reviewed plans consider or make a commitment to transportation demand management (TDM) as part of making their land use and transportation visions consistent.

The **City of Battle Ground** TSP addresses TDM strategies for walkways and bikeways.

The **City of Camas** comprehensive plan has four policies related to transportation demand management. Policy T-6.1 commits requiring large employers to implement Commute Trip Reduction Programs for employees. Policy T-6.2 commits to developing "Complete Street" design that is supportive of the use of alternative modes of travel and adopts engineering standards consistent with these goals. Policy T-6.3 supports intergovernmental development review. Policy T-6.4 supports the Regional Transportation Council with funding and staff participation.

The **City of La Center** comprehensive plan contains Policy 2.1.8 which commits the city to encouraging transit (both public and private). The policy encourages carpooling, public transportation and other strategies to reduce traffic congestion.

The **City of Ridgefield** comprehensive plan contains Policy TR-1. This policy aims at diversifying the City's transportation system for automobiles, freight, pedestrians, bicycles and transit

modes. It also specifically mentions traffic operations, transportation demand management, neighborhood traffic management and regional trails as contributing components that make up a successful transportation system.

The **City of Vancouver** comprehensive plan contains policy PFS-4 which notes the inclusion of support programs such as transportation demand management in providing an integrated and connected transportation system. Later in the text of the public facilities and services element, the draft comprehensive plan notes that demand management efforts are an important non-capital investment in the transportation system.

The **City of Washougal** draft update to the transportation plan does not contain a discussion of transportation demand management. Perhaps that discussion is left to a transportation element contained within the comprehensive plan, which was not reviewed in preparation of this document.

Clark County addresses transportation demand management in a section of the transportation element noting the commute trip reduction program and the ability to influence transportation demand through parking policy. Plan policy 5.3.4 commits the county to supporting and promoting a transportation demand management program.

The **Town of Yacolt** comprehensive plan contains Policy 4-6 which speaks to the optimal use of roads to minimize new road construction. While not an explicit statement committing to transportation demand management, the basic tenet of transportation demand management is the optimal use of limited roadway capacity.

EXECUTIVE SUMMARY

Most jurisdictions have met or appear to be able to meet (with additional information disclosure) the requirements of the Growth Management Act for capital facilities and transportation planning. Capital facility planning has been hindered by other informational deficiencies, which have been described in this report. Despite the lack of some information, the following conclusions can be made:

1. ***WATER***

   Many of the jurisdictions and the service districts have identified the need for additional water rights in order to obtain an adequate water supply. However, many jurisdictions will be increasingly relying on CPU water provision which has acquired new reserves at the Carol J. Curtis Well Field, in the Vancouver Lake lowlands and the Paradise Point Well Field, at the confluence of the East and North Forks of the Lewis Rivers. Some jurisdictions only need additional water resources from CPU during peak times, or for major industrial users. Others will need the intertie to accommodate projected residential growth. Clark County can be instrumental in making the water available in a timely fashion by accommodating water mains within their right-of-ways and by expediting the review of site plans for wells, reservoirs, treatment buildings and booster stations.

2. ***SEWER***

   In general, sewer districts that serve Clark County, the Alliance and the cities have forecasted future capital facilities needs to accommodate growth identified in the February 23, 2016 map. Funds for the 6-year capital facilities needs shown in the sewer districts will use a combination of system development charges, grants, loans and developer financing to cover the costs of the proposed growth. Total 6-year capital facilities cost for all providers in Clark County is

approximately $158,073,580. Total cost to provide sewer service for the future population and job growth for the 20-year plan is approximately $440,188,728.

3. *STORMWATER*

Each jurisdiction relies on individual developments to be responsible for managing stormwater in accordance with state mandated stormwater management practices. The county and cities will own and manage any stormwater facilities located within the public rights-of-way or property.

4. *SCHOOLS*

The school districts identified what types of school facilities and the amount of funding needed to build these additional facilities. As shown in the school section of this document, the districts have improvements and funding sources identified for the first six years of the 20-year planning horizon. Most of the school districts will need to use voter approved bonds to build additional school facilities.

5. *PARKS*

The majority of jurisdictions have identified additional parkland needs in order to meet minimum level-of-service standards based on the projected population and the preferred alternative map. Based on the information provided by the service providers, the capital facilities plans show how the service providers could meet minimum service standards.

6. *POLICE*

The County's Sheriff's office and all the municipal police departments in the County have reviewed the February 23, 2016 map and related assumptions and have determined which, if any, facilities will be necessary to service the population growth forecasted for the twenty-year planning horizon. As indicated in the police section of this document, the Sheriff and police departments have improvements and funding sources identified for the first six years of the twenty-year planning forecast, which will be funded through a variety of sources.

7. *FIRE*

Nearly all fire districts and jurisdictions have shown an ability to serve the proposed growth for six years in the February 23, 2016 map. Almost half of the fire districts do not have an identified list of 20-year capital facilities needs to serve the proposed expansions. Most of the fire districts have identified funding sources for their 6-year capital needs such as property taxes and general funds. However, all fire district future capital facilities needs appear to be dependent on voter approved bonds and future tax property revenue. The total cost to provide capital facilities needs for fire services during the identified 6-year CFP is approximately $43 million.

8. *TRANSPORTATION*

All jurisdictions have adopted "reasonably" current transportation capital facilities plans which identify projects, costs and funding sources. Almost all have been updated to address the likely impacts of adopting the proposed urban growth boundary expansions. Most city plans rely heavily on traffic impact fees and private share funding sources. Level-of-service will likely be reduced over time for heavily traveled built out arterial corridors. Increasing jurisdictional efforts in travel demand management will reduce congestion on the transportation network.

RESOURCE DOCUMENTS

City of Battle Ground

1. City of Battle Ground, Comprehensive Water System Plan, May 2013.
2. City of Battle Ground, 2015 General Sewer Plan, November 2015.
3. City of Battle Ground, Stormwater Management Plan, 2015-2035, August 2015.
4. City of Battle Ground, Fire Capital Facilities Plan, Adopted September 1999, Update April 2005.
5. City of Battle Ground, Transportation System Plan Update, 2015-2035, June 2015.

City of Camas

1. City of Camas, Comprehensive Plan, March 2016.
2. City of Camas, Capital Facilities Plan 2004-2009 & 2010-2023, March 2004.
3. City of Camas, Water Systems Plan, June 2010.
4. City of Camas, General Sewer/Wastewater Facility Plan, May 2007, revised November 2009.

City of La Center

1. City of La Center, General Sewer Plan, March 2013.
2. City of La Center, Final Draft General Sewer Plan, March 2013.
3. City of La Center, Comprehensive Plan, March 1, 2016.
4. City of La Center, Transportation Capital Facilities Plan, December 2004.
5. City of La Center, letter from Jeff Sarvis, La Center Public Works Director to the then Clark Board of County Commissioners, dated July 10, 2014.

City of Ridgefield

1. City of Ridgefield, Comprehensive Plan, 2016-2035.
2. City of Ridgefield, Water System Plan Update, September 2013.
3. City of Ridgefield, Transportation Improvement Program, 2016-2021.

City of Vancouver

1. City of Vancouver, Comprehensive Water System Plan, December 2015.
2. City of Vancouver, Capital Facilities Plan, 2015-2018.
3. City of Vancouver, Comprehensive Plan 2011-2030.
4. City of Vancouver, Capital Improvement Program for Water, Sewer, Surface Water 2016-2021, July 13, 2015.
5. City of Vancouver, Transportation Improvement Program (TIP), 2016-2021.

City of Washougal

1. City of Washougal, Sewer System Capital Facility Plan, Update July 2006.
2. City of Washougal, Water System Plan Update, June 2012.
3. City of Washougal, Draft Transportation Capital Facilities Plan and associated Traffic Impact Fees, Update July 2006.
4. City of Washougal, Capital Facilities Plan 2006.

City of Woodland

1. City of Woodland, Comprehensive Plan (Capital Facilities Plan Element), October 2005.

Town of Yacolt

1. Town of Yacolt, Comprehensive Growth Management Plan Update, April 2013.

C-TRAN

1. 20 Year Transit Development Plan: A Comprehensive Strategy to Meet Public Transportation Needs for Clark County Residents, June 8, 2010.

Clark Public Utilities

1. Clark Public Utilities Water System Plan, February 2003, Updated CFP project lists, March 2004 and March 2007.

Clark Regional Wastewater District

1. Clark Regional Wastewater District, Comprehensive General Sewer Plan Amendment (Final), December 2017.

Clark County Environmental Services

1. Stormwater Management Plan 2016, March 2016.
2. Stormwater Capital Program 2013-2018.

Clark County General Services

1. Capital Inventory 2015.

Clark County School Districts

1. Battle Ground School District Capital Facilities Plan 2015-2021, May 2015.
2. Evergreen School District Capital Facilities Plan 2015-2021, May 2015.
3. Ridgefield School District Capital Facilities Plan 2015-2021, June 2015.
4. Camas School District Capital Facilities Plan 2015-2021, May 2015.
5. Vancouver School District Capital Facilities Plan 2015-2021, May 2015.
6. Hockinson School District Capital Facilities Plan 2015-2021, May 2015.
7. La Center School District Capital Facilities Plan 2015-2021, June 2015.
8. Green Mountain School District Capital Facilities Plan 2015-2021, May 2015.
9. Washougal School District Capital Facilities Plan 2015-2021, May 2015.

Clark County Parks

1. Clark County Parks, Recreation and Open Space Plan, July 2015.

Clark County Public Works

1. Clark County Transportation Improvement Program (TIP) 2016-2021, November 2015.
2. Clark County Road Log 2015.

Clark County Water Utility Coordinating Committee

1. Clark County Coordinated Water System Plan Update, Regional Supplement, November 2011.

Port of Vancouver

1. The Port of Possibility brochure 2015.

Clark County Fire

1. Fire District #3 Capital Facilities Plan, March 2006.
2. Fire District #6 Capital Facilities Plan, February 2006.
3. Fire District #11 Capital Facilities Plan, February 2006.
4. Fire District #12 Capital Facilities Plan, February 2004.
5. Fire District #13 Capital Facilities Plan, February 2006.
6. North Country Emergency Medical Service Capital Facilities Plan, June 2004.

Washington State

Department of Health, Office of Drinking Water, Data 2015 Annual Traffic Report 1990-2014.

Citations

RCW 36.070A.070

Comprehensive plans -- Mandatory elements.

The comprehensive plan of a county or city that is required or chooses to plan under RCW 36.70A.040 shall consist of a map or maps and descriptive text covering objectives, principles and standards used to develop the comprehensive plan. The plan shall be an internally consistent document and all elements shall be consistent with the future land use map. A comprehensive plan shall be adopted and amended with public participation as provided in RCW 36.70A.140.

Each comprehensive plan shall include a plan, scheme, or design for each of the following:

(3) A capital facilities plan element consisting of: (a) An inventory of existing capital facilities owned by public entities, showing the locations and capacities of the capital facilities; (b) a forecast of the future needs for such capital facilities; (c) the proposed locations and capacities of expanded or new capital facilities; (d) at least a 6-year plan that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes; and (e) a requirement to reassess the land use element if probable funding falls short of meeting existing needs and to ensure that the land use element, capital facilities plan element and financing plan within the capital facilities plan element are coordinated and consistent. Park and recreation facilities shall be included in the capital facilities plan element.

RCW 36.070A.070 (6) (a) (iv)

(6) A transportation element that implements and is consistent with, the land use element. (a) The transportation element shall include the following sub-elements: (iv) Finance, including: (A) An analysis of funding capability to judge needs against probable funding resources; (B) A multiyear financing plan based on the needs identified in the comprehensive plan, the appropriate parts of which shall serve as the basis for the 6-year street, road, or transit program required by RCW 35.77.010 for cities, RCW 36.81.121 for counties and RCW 35.58.2795 for public transportation systems. The multiyear financing plan should be coordinated with the 6-year improvement program developed by the department of transportation as required by RCW 47.05.030; (C) If probable funding falls short of meeting identified needs, a discussion of how additional funding will be raised, or how land use assumptions will be reassessed to ensure that level-of-service standards will be met;

Appendix F
Public Involvement

The Washington State Growth Management Act (GMA) requires cities and counties to conduct outreach to ensure "early and continuous public participation" in developing and amending comprehensive plans and development regulations (RCW 36.70A.140). The GMA also requires that local programs clearly identify schedules and procedures for public participation in the periodic update process (RCW 36.70.A.130(2)(a)). The public involvement program for the Comprehensive Growth Management Plan update began with the adoption of the Clark County Public Participation and Preliminary Scoping Schedule (RES 2014-01-10).

Opportunities for public participation, input, and the program to inform Clark County residents consisted of the following:

Board of County Commissioner work sessions were held in 2013, 2014, 2015 and 2016:

1.	July 17, 2013	Introduction to GMA and Issue Paper #1 GMA Overview
2.	October 9, 2013	Vacant Buildable Lands Model
3.	October 30, 2013	Discovery Subarea Plan
4.	December 18, 2013 discussion	Public Participation Plan and Issue Paper #2 Population Projection
5.	January 22, 2014	Rural lands census summary and analysis
6.	February 26, 2014	Issue Paper #3 Employment Forecast
7.	March 19, 2014	Vacant Buildable Lands Model: Employment emphasis
8.	April 16, 2014	Principles and Values and Planning Assumptions
9.	May 14, 2014	Principles and Values and Planning Assumptions #2
10.	June 18, 2014	Issue Paper #4 Allocation
11.	July 16, 2014	Issue Paper #5, SEPA Scoping
12.	October 22,2014	Alternatives
13.	September 24, 2014	SEPA Scoping Summary, Issue Paper 4.1 Allocation
14.	January 21, 2015	Response to Clark County Citizens United
15.	February 18, 2015	Alternative #4
16.	March 11, 2015	Alternative #4
17.	June 10, 2015	Buildable Lands Report
18.	July 15, 2015	Issue Paper 6: Countywide Planning Policies
19.	November 9, 2015	Discuss Commissioner Madore's New Materials
20.	January 13, 2016	Critique of Planning Assumptions by Thorpe
21.	March 16,2016	Title 40 Resource Clusters
22.	April 27 & May 5, 2016	Comprehensive Plan, Title 40, and Capital Facilities Plan

Media coverage—news releases, news articles, countywide TV broadcasts on CVTV and public notification of Open Houses, Planning Commission and BOCC hearing and work sessions.

In-depth information on Clark County's Growth Management Plan web site

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Dissemination of information to a mailing list of interested citizens

Presentations to interested organizations, neighborhood associations

Opportunities for Public Comment

1. A community survey called Rural Census was taken on November 8, 2013 focusing on agriculture and forest resources.
2. BOCC **Hearing** on January 21, 2014 on Issue Paper #2 on Population and Public Participation Plan.
3. BOCC **Hearings** on April 1 and 29, 2014 on Issue Paper #3.1 on Employment Forecast.
4. BOCC **Hearing** on June 24, 2014 on Issue Paper #4 Allocation and Suspension of Annual Reviews.
5. Four **Open Houses** were held on August 19, 20, 27, and 28, 2014, to scope the three draft alternative land use plans (Alternative 1 – No Action Alternative; Alternative 2 – Countywide Modifications; Alternative 3 – City UGA Expansion) and to identify issues that need to be addressed in the draft environmental impact statement (DSEIS). The meeting included staff presentations, a question and answer session, and an open house format, with informational displays, maps, and handouts. Staff was present to respond to questions and elaborate on the available materials. The public provided input on areas of the environment that should be evaluated in the DSEIS.
6. Two public **Open Houses** were held October 29 and 30, 2014 to present the three proposed alternatives to the Comprehensive Growth Management Plan.
7. Two more **Open Houses** were held on March 25 and April 1, 2015 to discuss the Proposed Alternatives.
8. BOCC **Hearing** on April 14, 2015 on Issue Paper 4.2 Allocation, Amends, Issue Paper 5 and 5.1 SEPA Alternatives.
9. A countywide online survey via **Engage Clark County** was issued on August 6, 2015, to gather public comments on the proposed alternatives of the 2016 Comprehensive Plan.
10. Draft Supplemental Environmental Impact Statement **(DSEIS)** published on August 5, 2015 for 30-day public review period.
11. Planning Commission **Hearing** on August 20, 2015 on the Parks Comprehensive Plan.
12. Joint BOCC and Planning Commission **Hearings** on the DSEIS were held on September 3 and 10, 2015.
13. Planning Commission **Hearing** on August 17, 2015 on the DSEIS.
14. BOCC **Hearing** on September 22, 2015 on the Parks Comprehensive Plan.
15. A countywide online survey via **Engage Clark County** was issued on October 10, 2015, to gather public comments on the Planning Commission's recommendation for the preferred alternative of the Comprehensive Plan.
16. Planning Commission **Hearing** on October 15, 2015 on School Districts CFP and Impact Fees.
17. BOCC **Hearing** on October 20, 2015 to discuss the Planning Commission's recommendations on school district CFP and Impact Fees.
18. Two **Public Meetings** were held November 16 and 17, 2015 to discuss the new Alternative 4, maps, and planning assumptions.
19. A countywide online survey via **Engage Clark County** was issued on November 18, 2015 asking for input on the revised Alternative 4 and proposed new planning assumptions for the Comprehensive Plan.
20. Planning Commission **Hearing** on November 19, 2015 on the new planning assumptions and preferred alternative.

21. BOCC **Hearing** on November 24, 2015 to discuss the Preferred Alternative, new planning assumptions, policies.
22. BOCC **Hearing** on December 1, 2015 to discuss the Preferred Alternative.
23. BOCC **Hearing** on December 8, 2015 to discuss contract for a consultant (Thorpe) to prepare an addendum to the DSEIS.
24. BOCC **Hearing** on February 16, 2016 to discuss the Preferred Alternative.
25. BOCC **Hearing** on February 23, 2016 to discuss the Preferred Alternative.
26. Board of County Councilors **Hearing** on March 1, 2016 to discuss the Preferred Alternative.
27. **Final Supplemental Environmental Impact Statement (FSEIS)** issued April 27, 2016.
28. A countywide online survey via **Engage Clark County** issued in the spring of 2016 (April 14 through May 11) with a summary of Comprehensive Plan amendments.
29. Joint BOCC and Planning Commission **Hearings** held on May 19 and 24, 2016 on the Comprehensive Plan.
30. Planning Commission Deliberation **Hearing** on June 2, 2016 on the Comprehensive Plan.
31. BOCC Deliberation **Hearing** held on June 21, 2016 on the Comprehensive Plan.

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Appendix G
Capital Facilities Financial Plan

Executive Summary

The Capital Facility Financial Plan (CFFP) presents a plan for financing capital facilities identified in Clark County's Comprehensive Growth Management Plan, as required by Washington State's Growth Management Act (GMA). It covers the following types of capital facilities: transportation; parks and open space; stormwater drainage and water quality; and county buildings and other facilities. The plan covers the 6-year period from 2016-2021.

The plan provides for:

- Expenditures totaling $597.7 million over the 6-year period.
- Appropriated resources, such as grants, user fees, voter-approved bonds and legally dedicated revenues, to finance over 73% (or $434.6 million) of the expenditure program.
- General purpose funding sources --To complete the financing of its overall capital facilities program, Clark County has the option to allocate additional funds from its general-purpose resources.
- Revenues from New Development – Clark County is anticipating receiving $163 million from new development sources.
- Stormwater facilities for present and future developments are paid for by project developers, not the county.

The following Table G.1 summarizes the expenditures and resources included in this plan:

Table G.1 | Capital Facilities Financial Executive Summary

	Expenditures Total Costs	Earmarked Sources Appropriated Revenues	Revenues from New Development
Transportation	$163,818,000	$73,136,000	$90,682,000
Parks & Open Space	$117,233,845	$44,908,103	$72,325,742
Stormwater Drainage & Water Quality	9,603,000	9,603,000	0
County Building & Other Facilities	307,000,000	307,000,000	0
TOTAL	**$597,654,845**	**$434,647,103**	**$163,007,742**

Like any long-term plan, the financing plan laid out in this document depends upon a number of forecasts and assumptions about future conditions. As time passes, it is expected that this plan will be modified and updated to reflect changing circumstances and financial realities. Year-by-year implementation of the plan will be carried out within the County's budgeting process and other appropriate processes.

Purpose and Scope

Washington State's Growth Management Act (GMA) sets forth the requirements for local growth management plans in RCW 36.70A.070 (3). One of the requirements is for a capital facilities plan,

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which must include at least a 6-year financial plan for funding future capital facilities within projected funding capacities, which identifies the sources of public funds. The capital facilities plan for Clark County encompasses chapters 6 and of the Comprehensive Growth Management Plan (CGMP), along with relevant portions of other supporting documentation. This document is intended to identify funding sources for the principal capital facilities provided by Clark County itself. Financing for facilities provided by entities other than Clark County, such as the cities within the county, school districts and fire districts can be found in the CGMP.

Since the CFFP is strictly financial in nature, it does not directly address capital facilities constructed by the private sector and subsequently donated to the county. Examples of such facilities include local streets constructed within subdivisions, local sewer hook-ups and on-site stormwater detention/infiltration facilities serving new developments. Such facilities are indirectly addressed in that their existence mitigates the need for impact fees or System Development Charges (SDC) to construct them.

This document is also restricted to capital costs. It does not attempt to address issues relating to the need for the on-going maintenance and operation of capital facilities. These issues will be addressed in the Clark County's biennial annual budgeting process. Since this document focuses on the 6-year time frame required by the Growth Management Act, specifically the years from 2016-2021, long-range 20-year projections of expenditures and resources are available elsewhere for most types of facilities. The CFFP is chiefly intended to demonstrate the overall financial feasibility of the Clark County's 6-year capital facilities plan, so it does not contain detailed, project-level information.

This document is not intended to provide a year-by-year spending plan or cash flow analysis. Nor does it address the specific structure or timing of bond issues, where new debt is called for. These details should be developed during the county's annual budgeting process or through other appropriate processes. The information presented in this document is based on data provided by county staff in both oral and written form. Finally, this document represents a long-range plan and, thus, may be revised as appropriate to reflect changing financial conditions and the changing needs of the community.

Expenditures and Appropriated Resources

The following pages show the planned expenditure levels for each type of capital facility along with funding sources that are earmarked for each facility type. For example, the Transportation section shows planned expenditures for road construction, along with road-related grants and traffic impact fee revenues, which may be used to finance those expenditures. For some facility types, the appropriated revenues are sufficient to finance the entire expenditure program. In other cases, general-purpose resources are needed to supplement the appropriated revenues. (Sources of general purpose funding are discussed in the following section.)

Some of the appropriated revenue sources already exist. Examples include road fund property taxes, transportation and park impact fees and the proceeds of the conservation futures bond issue. Other sources, such as certain grants, have not yet been received, but are expected without the need for major action on the part of the Board of County Councilors. Finally, certain appropriated sources described in this section will not materialize without specific action by the Board and are identified in the following pages.

Expenditures outlined in this section are divided into those related to "existing needs" and those resulting from "new development." This categorization is approximate and is based upon information included in the Comprehensive Growth Management Plan. The basis for categorization is identified for each facility type. Revenue sources are similarly classified for each facility type.

A. Transportation

Transportation infrastructure needs and standards are outlined in Chapter 5 Transportation Element of the 20-Year Comprehensive Growth Management Plan 2015-2035. Clark County's Transportation Improvement Program (TIP) 2016-2021 serves as the capital facilities financial plan for roads. The TIP identifies individual projects, their expected costs and anticipated funding sources and is summarized in Table G.2 below:

Table G.2 | Transportation Improvement Program 2016-2021 Summary

Expenditures	Existing Needs	New Development	Total
Road Construction Projects	$73,136,000	$90,682,000	$163,818,000
Total Expenditures	**$73,136,000**	**$90,682,000**	**$163,818,000**
Resources			
Traffic Impact Fees[1]	$0	$12,938,000	$12,938,000
Grants, Loans, Partnerships (Majority projected)	16,015,000	36,794,000	52,809,000
Road Fund Revenue for Capital (Public Share for impact fee-financed projects)	52,526,000	40,404,000	92,930,000
Other Revenue (Partnerships, Reimbursable)	4,595,000	546,000	5,141,000
Total Resources	**$73,136,000**	**$90,682,000**	**$163,818,000**

Existing Needs and New Development:
Clark County has in place a system of transportation impact fees based on analysis of the road service levels and the impact of new development on the transportation network. On this basis, project costs totaling $90 million are allocated to "New Development." These costs are financed with a mix of traffic impact fees and road construction grants. The remainder of the construction program, totaling $73.6 million, reflects existing transportation needs. The public share of impact fee-financed projects, reflecting the portion of those projects allocable to current demand, is included in the "Existing Needs" column of this Table.

BOCC Action Needed:
No extraordinary action by the Board of County Councilors is needed to implement the funding sources included in this portion of the plan.

Financial Impact Summary:

- General Purpose Resources Needed: none
- General Obligation Debt Needed: none
- Non-General Obligation Debt Needed: none

B. Parks and Open Space

One of the Growth Management Act's 13 primary goals is to "Encourage the retention of open space and development of recreational opportunities, to conserve fish and wildlife habitat, increase access to natural resource lands and water and develop parks."

[1] *The traffic impact fees are based on the adopted 2016-2021 Clark County Transportation Improvement Program.*

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Clark County's standards and needs for parks and open space are outlined in Chapter 7 Parks, Recreation and Open Space Element of the 20-Year Comprehensive Growth Management Plan, which also includes the capital facilities plan for parks. The adopted County 2015 Comprehensive Parks, Recreation & Open Space Plan's capital facilities plan identifies individual acquisitions and development projects, as well as ongoing allocations for major capital repairs and improvements to existing parks. It also identifies anticipated funding sources for each project. The urban park component of the capital facilities plan is based on needs and adopted standards for residents of the Vancouver urban growth boundary as of September 2015. The parks and open space program is summarized in the Table G.3 below:

Table G.3 | Comprehensive Parks, Recreation & Open Space Plan

Expenditures	Existing Needs	New Development	Total
Regional Facilities: Acquisition & Development			
Regional Parks	$10,570,000	$22,300,000	$32,870,000
Regional Trails	3,025,000	4,720,000	7,745,000
Regional Conservation Areas	0	18,325,000	18,325,000
Regional Special Facilities	5,910,000	9,000,000	14,910,000
Regional Park Improvements	0	4,765,000	4,765,000
Regional Planning	0	415,000	415,000
Urban Parks	10,578,103	8,610,000	19,188,103
Urban Trails	6,030,000	3,580,742	9,610,742
Urban Conservation Areas	0	400,000	400,000
Urban Special Facilities	8,235,000	0	8,235,000
Urban Park Improvements	560,000	0	560,000
Urban Planning	0	210,000	210,000
Total Expenditures	**$44,908,103**	**$72,325,742**	**$117,233,845**
Resources			
REET	$25,745,600	$6,436,400	$32,182,000
Grant Revenues	11,072,000	2,768,000	13,840,000
Donations and Partnerships	368,000	92,000	460,000
Conservation Futures/Areas	10,032,440	2,508,110	12,540,550
Park Impact Fees (Acq. and Dev.)[1]	1,922,219	19,497,109	21,419,328
County Local Share (Acq)	2,950,000	0	2,950,000
New Regional Park Funding (Acq. and Dev.)[2]	26,256,000	0	26,256,000
New Regional Trail Funding (Acq. and Dev.)[3]	10,554,000	2,620,450	13,174,450
Total Resources	$88,900,259	$33,922,069	$122,822,328

Source: Adopted County 2015 Comprehensive Parks, Recreation & Open Space Plan 2006-2012, pp.92-94 & forecasted revenues were carried over from the 2007 Comprehensive Plan Update.

[1] *The Park Impact Fee revenues shown here assume rate updates pursuant to Clark County Code CCC 12.65.098.*
[2] *An additional funding source for regional park acquisition and development is needed to meet current and future need, based on adopted standards. Regional park acquisition and development projects necessary to meet the needs of new development have not been included here due to the size of existing parkland deficits and the lack of a dedicated funding source.*
[3] *An additional funding source for regional trail acquisition and development is needed to allow completion of projects outlined as part of the regional trail system envisioned in the Clark County Regional Trail & Bikeways System Plan.*

Table G.4. | Clark County Parks Capital Facilities Plan 2015-2021

Project Types	Estimated Cost with Annual Inflation (3%)							Total Estimated Cost*
	2015	2016	2017	2018	2019	2020	2021	
Urban Unincorporated Area								
Urban Park Acquisition	$1,260,000	$1,030,000	$1,273,080	$710,273	$1,125,509	$3,477,822	$597,026	$9,473,710
Urban Park Development	$0	$1,383,908	$1,008,364	$546,364	$1,760,780	$7,070,671	$716,431	$12,486,518
Urban Area Trail Acquisitions	$0	$57,414	$1,405,693	$1,693,727	$365,790	$376,764	$0	$3,899,388
Urban Area Trail Development and Improvements	$20,000	$20,600	$2,524,942	$131,127	$1,879,600	$1,993,951	$144,003	$6,714,223
Urban Park Improvements and Repair	$80,000	$82,400	$84,872	$87,418	$90,041	$92,742	$193,914	$711,387
Conservation Area Acquisition	$0	$412,000	$0	$0	$0	$0	$0	$412,000
Special Facility Development and Improvements	$0	$0	$302,357	$0	$0	$1,833,165	$7,522,529	$9,658,051
Planning	$0	$92,700	$63,654	$0	$0	$0	$71,643	$227,997
Regional System								
Conservation Area Acquisition	$975,000	$15,244,000	$2,440,070	$273,182	$0	$0	$0	$18,932,252
Regional Park Acquisition	$0	$515,000	$1,060,900	$0	$14,406,513	$0	$9,552,418	$25,534,831
Regional Park Development	$20,000	$0	$0	$7,649,089	$225,102	$1,738,911	$2,208,997	$11,842,099
Regional Park Improvements and Repair	$575,000	$993,950	$769,153	$1,092,727	$562,754	$579,637	$597,026	$5,170,247
Trail Acquisition	$0	$2,575,000	$371,315	$1,884,954	$163,199	$0	$0	$4,994,468
Trail Development and Improvements	$0	$2,832,500	$106,090	$191,227	$0	$0	$0	$3,129,817
Special Facility Acquisition	$0	$0	$0	$3,278,181	$6,753,053	$0	$0	$10,031,234
Special Facility Development	$50,000	$0	$0	$0	$3,376,526	$0	$3,414,990	$6,841,516
Planning	$0	$36,050	$90,177	$131,127	$0	$0	$208,959	$466,313
Conservation Futures Partnerships Projects	$0	$0	$0	$0	$0	$0	$0	$0
Total Urban Unincorporated Area	**$1,360,000**	**$3,079,022**	**$6,662,961**	**$3,168,908**	**$5,221,719**	**$14,845,116**	**$9,245,547**	**$43,583,273**
Total Regional System	**$1,620,000**	**$22,196,500**	**$4,837,704**	**$11,222,306**	**$18,734,094**	**$2,318,548**	**$15,982,390**	**$76,911,542**
Grand Total								**$120,494,815**

*Anticipated outside costs. Source: All numbers in this table were derived from the Clark County Parks, Recreation and Open Space Plan, September 2015.

Existing Needs and New Development:
As with roads, the use of impact fees as a funding source has been taken as an estimate of the effect of new development, as distinct from existing park needs. The parks capital facilities plan is envisioned as a first stage of a twenty-year acquisition and development program intended to meet the park and open space needs of the community. Needs associated with new development during that twenty-year period will be met as they arise, using, in part, impact fees as a funding source.

BOCC Action Needed:
To fully implement the plan outlined in Table G.3, the Board of County Councilors may establish a funding mechanism for the acquisition and development of regional parks and trails and update urban park impact fees.

Financial Impact Summary:
- General Purpose Resources Needed: none
- General Obligation Debt Needed: none
- Non-General Obligation Debt Needed: none

C. Stormwater Drainage and Water Quality

The following is a discussion of the funds available for stormwater improvements and potential future costs. Stormwater water quality improvements are funded through the Clark County Clean Water Division (CWD), which is funded through an annual fee charged to owners of property with impervious surfaces, in unincorporated areas of Clark County.

A portion of this fee is dedicated to a capital improvement program aimed at reducing stormwater impacts caused by the county stormwater system discharges to water bodies.

Existing Needs and New Development:
Stormwater infrastructure for new development is designed to meet state standards and is built by the developer. Clark County is completing a stormwater plan for Whipple Creek in 2017 and additional areas are likely under the county's NPDES stormwater permit.

Financial Impact Summary:
- General Purpose Resources Needed: none
- General Obligation Debt Needed: none
- Non-General Obligation Debt Needed: none

D. County Buildings & Other Facilities

Chapter 6 of the Comprehensive Growth Management Plan outlines the county's plans for new, expanded and renovated facilities. These include the expansion of the downtown campus specifically the Law and Justice Center; development of the 78th Street Heritage Farm Property; expansion of the 149th Street – Brush Prairie site; the enhancement of the Clark County Health Campus, the Tri-Mountain Golf Course, county railroad improvements and energy conservation/renewable energy projects across a wide range of county buildings and structures. The financial impacts of the projects falling within the 2016-2021 timeframe are summarized in Table G.5 below:

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Table G.5 | County Buildings & Other Facilities

Expenditures	Existing Needs	New Development	Total
Campus Expansion	$150,000,000	$0	$150,000,000
149th Street-Brush Prairie Building	10,000,000		10,000,000
78th Street Heritage Farm	5,000,000		5,000,000
VA/CCH Campus Enhancement	2,000,000		2,000,000
Tri-Mountain Golf Course	2,575,000		2,575,000
Energy conservation/renewable energy	85,000,000		85,000,000
County Railroad Improvements	12,575,000		12,575,000
Fairgrounds Master Plan	39,850,000		39,850,000
Total Expenditures	**$307,000,000**	**$0**	**$307,000,000**
			Resources
Earmarked Sources	$2,650,000		$2,650,000
General Obligation Bonds	304,350,0000		304,350,0000
Total Resources	$307,000,000	$0	$307,000,000

Note: General Purpose Funding Needed identified as current capital fund balances.

Existing Needs and New Development:
The Comprehensive Growth Management Plan does not identify the portions of the building and facility program that are attributable to existing needs and to new development. In this presentation, the full amount is shown simply as "existing needs." Existing needs include the carryover and completion of projects that began prior to 2011. New development includes:

1. expansion of the downtown campus: the expansion of the county's Law and Justice Center, additional courtrooms, jail space, administrative space and parking;
2. continued development of the 78th Street Heritage Farm;
3. the enhancement of the Clark County Heath Campus;
4. the construction of a new building at the Public Works 149th Street complex which will, at a minimum, house offices from the county's Sheriff, Community Development and Weed Management Departments and the WSU Cooperative Extension Office;
5. improvements associated with the county's Tri-Mountain Golf Course;
6. energy conservation and renewable energy projects across a wide range of county facilities (including a potential biomass power plant); and,
7. improvements associated with the county railroad.

BOCC Action Needed:
To execute this plan the Board of County Councilors will need to implement the fund actions below:

Financial Impact Summary:

- General Purpose Revenue Needed: none
- General Obligation Debt Needed: **$304,350,000**
- Non-General Obligation Debt Needed: none

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General Purpose Resources

In prior capital facilities plans, available resources included the Real Estate Excise Tax to pay for capital improvements of County Buildings and Facilities (.25%) and for Park Development (.25%). In 2002, the Board of County Councilors re-enacted the second REET splitting the percentage 50/50 for Park Development and Economic Development. Together, both of these resources are committed to existing capital needs over the period covered by this capital facilities plan. Future resources generated by the County Buildings and Facilities REET may be sufficient and available for buildings and facilities. REET is a tax on the sale of real property and can be volatile depending on economic and market conditions.

However, prior balances have been used to pay for prior capital needs. Available resources include the existing .25% Real Estate Excise Tax (REET), an additional 0.25% REET authorized by the Growth Management Act specifically to finance capital projects and accumulated fund balance. Combined, these sources will provide adequate funding for the county capital facility needs.

A. Real Estate Excise Tax (REET)

The Growth Management Act, as amended by the legislature, identifies the local Real Estate Excise Tax as a capital funding option for local governments. It also gives localities the authority to levy a second .25% REET, in addition to the .25% authorized by prior legislation. The Table below reflects estimated REET collections covered by this plan.

Table G. 6 | Real Estate Excise Tax

	Total REET Revenue	Park Expenses	Facility Expenses
Estimated REET Revenue – 2015-2016	$17,680,462	$239,500	$1,054,797
Estimated REET Revenue – 2017-2018	18,122,474	0	0
Estimated REET Revenue –2019-2020	19,980,027	0	0
Estimated REET Revenue – 2021-2022	22,027,980	0	0
Estimated REET Revenue – 2023-2024	24,285,848	0	0
Estimated REET Revenue – 2025-2026	26,775,148	0	0
Estimated REET Revenue-2027-2028	29,519,601	0	0
Estimated REET Revenue-2029-2030	32,545,360	0	0
Estimated REET Revenue 2031-2032	35,881,259	0	0
Estimated REET Revenue 2033-2034	39,559,088	0	0
Estimated REET Revenue 2035-2036	43,613,895	0	0
REET Fund Balance	**$187,794,894**	**$239,500**	**$1,054,797**

Note: REET Fund Balance is the remaining amount after revenue, earnings and expenses.

The estimate of $187.8 million is available REET. However, considerable variance from the figures is possible. Careful monitoring of this revenue source will be needed throughout the six-year planning period and changes in financing strategy may be called for in response to changing economic conditions.

B. Fund Balance

Fund balance represents surpluses that have been accumulated by the county in past years. Best viewed as "non-renewable resources," fund balances are available to finance major one-time expenditures. Appropriate expenditures might include County buildings and facilities. Fund balance is probably less appropriate as a funding source for parks acquisition and development because the expenditures included in this 6-year plan are just a portion of the total 20-year parks program. An

ongoing source of funds, such as the REET (see above) is needed to support the parks program. Available fund balances needed to complete the financing of the capital facilities plan are shown in Table G.7, below:

Table G.7 | Fund Balances

Real Estate Tax Fund Balance	$6,397,892
Total Fund Balance	**$6,397,892**

C. Summary

Table G.8 below, summarizes the total financial plan supporting the capital facilities program for the 6-year period from 2016-2021.

Table G.8 | Total Financial Plan Summary 2016-2021

Total Expenditures	$740,641,000
Appropriated Resources	538,165,893
General Purpose Funding Needed	**$202,475,107**
REET (existing)	19,440,000
REET (extended in 2002)	19,440,000
Fund Balance	6,397,892
Total General Purpose Funding Available	**45,277,892**

Policy Implications

This section recaps the Board actions necessary to implement this financial plan, outlines the overall, long-term financial impact of this plan on the county and highlights the role of the budget process in implementing, monitoring and modifying this plan.

A. Implementation Action Needed

As discussed above, a number of Board actions are needed to implement this financial plan. These include:

- Implementing a funding mechanism (such as a property tax or tipping fee) sufficient to generate enough funds for the Conservation Areas Acquisition Program.
- Establishing a funding mechanism (such as a countywide utility) for the capital costs of water quality and drainage with a fee structure.
- Ensure that the rates charged by the county to its wholesale customers are adequate to repay bonds issued for expansions. Maintaining a sewer rate structure adequate to cover the costs of future expansion.

B. Long-Term Financial Impact

Implementation of this financial plan will have an impact on the county's financial condition extending well beyond the six-year time horizon of the plan itself. While it is difficult to foresee the implications of these effects, it is important to be aware of them. The following points should be kept in mind:

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- Most or all of the revenue from the existing Conservation Futures property tax levy will be committed to servicing bonds issued in 2002 for the next twenty years. Thus, a significant source of funding for the parks program contained in this plan will not be available again until 2035.
- Revenues from the Real Estate Excise Tax (REET) are committed to servicing debt on the Jail Work Center, Juvenile Center and Public Service Center. Revenues from the REET may be available to meet this need, depending upon economic and market conditions and other community needs.
- A portion of the Fund balance accumulated in recent years has been expended. This may limit the county's ability to meet unanticipated needs in future years.

C. Budget Process Implications

This document is a long-term plan. Responsibility for the year-to-year financial decisions needed to implement the plan will fall to the county's budget process. Key tasks the budget process will need to perform include the following:

- Monitoring economic conditions and revenue estimates and, when necessary, modifying the financial plan to address changing conditions.
- Monitoring project expenditures to ensure that they remain within planned levels and, when necessary, modifying the financial plan to address changing conditions.
- Deciding the timing of the expenditures and debt issuance within the six-year time frame of the financial plan.
- Managing operating expenditure levels to ensure adequate funding for the maintenance of capital facilities developed under this plan.
- Reviewing the needs and priorities of the community and, when necessary, modifying the capital plan and its financial elements accordingly.

D. Impact on Households

In some areas, this financial plan calls for new fees or taxes. The following summarizes the estimated financial impact of the changes described on individual households. These are estimates only and, in certain cases, the decisions needed to precisely quantify the impacts have not yet been made.

- **Transportation**: No new taxes or fees anticipated within the 6-year time frame as outlined in this document.
- **Parks and Open Space**: A funding strategy will be needed to enable the Conservation Areas Acquisition Program. Originally contemplated using the Conservation REET, funding options also includes a property tax and garbage tipping fees, among others.
- **Stormwater Drainage and Water Quality**: A funding strategy will be necessary to pay for the capital costs of stormwater and water quality
- **County Buildings and Other Facilities**: Future funding will likely come from voter approved bond.

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Appendix H
Clark County Legislative History

Adoption Date	Ordinance Number	Nature of Amendments
05/26/1993	1993-05-41	1993 Community Framework Plan
12/20/1994	1994-12-47	1994 Comprehensive Plan adoption
12/28/1994	1994-12-53	1994 Comprehensive Plan adoption
4/11/1995	1995-04-16	1994 Comprehensive Plan Map correction
5/30/1995	1995-05-49	1994 Comprehensive Plan Map correction, Blue Ribbon
8/8/1995	1995-08-16	1994 Comprehensive Plan Map correction
8/29/1995	1995-08-41	Response to GMHB, South Vista Area
10/3/1995	1995-10-01	1994 Comprehensive Plan Map correction, add Woodland
11/7/1995	1995-11-01	1995 Annual Amendments
11/14/1995	1995-11-09	1994 Comprehensive Plan, Plan/Zone Matrix
12/5/1995	1995-12-04	1994 Comprehensive Plan Map correction, Washougal
2/6/1996	1996-02-04	1994 Comprehensive Plan Map, CRGNSA
4/30/1996	1996-03-16	1994 Comprehensive Plan amend Chapter 9 Historic
5/3/1996	1996-05-01	Response to GMHB remand #95-2-0067
7/23/1996	1996-07-34	CFP, CFFP amendment for 800MHz radio
12/23/1996	1996-12-64	1996 Annual Amendments
2/18/1997	1997-02-15	CFP
4/22/1997	1997-04-31	Response to GMHB remand #95-2-0067
5/27/1997	1997-05-29	CFP
5/27/1997	1997-05-31	Response to GMHB remand, 10/1/96 compliance order & order of invalidity, eliminate resource from UR areas
5/27/1997	1997-05-33	CARA
5/27/1997	1997-05-34	GeoHazards
8/9/1997	1997-08-14	Arterial Atlas, Salmon Creek/Fairgrounds Regional RD. Plan
9/10/1997	1997-09-15	Arterial Atlas, Salmon Creek/Fairgrounds Regional RD. Plan
9/15/1997	1997-09-17	CFP
9/15/1997	1997-09-18	Response to GMHB remand #95-2-0067, Ridgefield
9/30/1997	1997-09-26	Response to GMHB remand #95-2-0067, UR, Rural, Resource
11/4/1997	1997-11-09	1997 Annual Amendments
1/6/1998	1998-01-03	Salmon Creek/Fairgrounds transportation criteria
5/26/1998	1998-05-25	CFP, Camas School District
6/16/1998	1998-06-20	Response to 4/4/97 Superior Ct of WA, findings of fact, conclusions of law and order #96-2-0080-2, Rural Centers
7/28/1998	1998-07-19	Response to 4/4/97 Superior Ct of WA, findings of fact, conclusions of law and order #96-2-0080-2, 35,000 Agri-Forest, Rural 5, 10, 20
9/1/1998	1998-09-02	1994 Comprehensive Plan Map correction, Brush Prairie RC
9/8/1998	1998-09-12	1994 Comprehensive Plan Map correction, rural & resource
12/22/1998	1998-12-28	Capital Facilities Plan
12/22/1998	1998-12-30	Response to GMHB on Habitat Conservation
3/16/1999	1999-03-09	Arterial Atlas, Orchards Community Transportation Plan
12/21/1999	1999-12-21	1999 Annual Amendments
12/12/2000	2000-12-16	2000 Annual Amendments – Farger Lake Rural Center
4/3/2001	2001-04-08	2001 Annual Amendments

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1/8/2002	2002-01-03	1994 Comprehensive Plan, Archaeological Predictive Map
1/22/2002	2002-01-33	Arterial Atlas 88th Street Neighborhood Circulation Plan
12/17/2002	2002-12-14	2002 Annual Amendments
9/23/2003	RES2003-09-12	Response to 3,500 acre review GMHB remand
12/9/2003	2003-12-15	2003 Annual Amendments
9/7/2004	2004-09-02	2004 Comprehensive Plan Update
9/21/2004	2004-09-02A	Section 30
12/14/2004	2004-12-18	2004 Comprehensive Plan, Zoning Map correction
12/20/2005	2005-12-23	2005 Annual Amendments
12/21/2006	2006-12-30	2006 Annual Amendments
9/25/2007	2007-9-13	2007 Comprehensive Plan Update
12/4/2007	2007-12-09	2007 Comprehensive Plan Update, correction
12/16/2008	2008-12-15	2008 Annual Amendments, HWY 99 Subarea, Salmon Creek Circulation
6/23/2009	2009-06-16	Mill Creek Subarea
12/15/2009	2009-12-15	Response to GMHB on 2007 Comprehensive Plan
12/15/2009	2009-12-21	2009 Annual Amendments
4/6/2010	2010-04-01	Remove Urban Holding, Pleasant Highlands
12/14/2010	2010-12-12	2010 Annual Amendments, Bike and Pedestrian Plan
11/22/2011	2011-11-14	Shoreline Management Plan
12/13/2011	2011-12-22	2011 Annual Amendments
7/24/2012	2012-07-16	Shoreline Management Plan
12/18/2012	2012-12-20	2012 Annual Amendments, Equestrian
12/17/2013	2013-12-20	2013 Annual Amendments
12/16/2014	2014-12-10	2014 Annual Amendments, Surface Mining Overlay, Shoreline Management Plan amendment
6/28/2016	2016-06-21	2016 Comprehensive Plan Update
4/25/2017	2017-04-13	2016 Comprehensive Plan CCC40.350.020
4/25/2017	2017-04-14	2016 Comprehensive Plan division moratoria AG/FR
6/20/2017	2017-06-04	2016 Comprehensive Plan division moratoria AG/FR
7/11/2017	2017-07-04	2016 Comprehensive Plan compliance remand
1/09/2018	2018-01-01	2017 Annual Amendments
8/28/2018	2018-08-04	Historic Preservation Title 40 amendments
11/27/2018	2018-11-06	Shoreline Management Plan Title 40 amendments
12/18/2018	2018-12-64	2016 Comprehensive Plan division moratoria RILB
2/12/2019	2018-12-64	2016 Comprehensive Plan division moratoria RILM extended 6-mo.
2/12/2019	2019-02-02	2018 Annual Amendments
4/16/2019	2019-04-02	2016 Comprehensive Plan readopt Ridgefield and La Center UGA
6/4/2019	2019-04-02	2016 Comprehensive Plan Ridgefield and La Center extended 6-mo.
8/6/2019	2018-12-64	2016 Comprehensive Plan division moratoria RILB extended 6-mo.
11/06/2019	2019-11-16	2016 Comprehensive Plan compliance remand RILB
02/18/2020	2020-02-02	2019 Annual Amendments
12/01/2020	2020-12-01	Shoreline Management Plan
02/16/2021	2021-02-08	2020 Annual Amendments

Resolutions Related to Comprehensive Plan 2015-2035

Passage Date	Resolution	Nature of Legislation
01/21/2014	2014-01-09	Population and Job Projections
01/21/2014	2014-01-10	Public Participation Plan and Preliminary Scoping
04/29/2014	2014-04-01	Employment Forecast
06/24/2014	2014-06-07	Population and Employment Allocation, Planning Assumptions, Principles and Values
06/24/2014	2014-06-16	Suspension of 2015 and 2016 Annual Amendments
04/14/2015	2015-04-05	Amending RES 2014-06-07
04/14/2015	2015-04-06	Alternatives for Study under SEPA
11/24/2015	2015-11-16	Amending RES 2015-04-05 Planning Assumptions, Preferred Alternative
3/1/2016	2016-03-01	Amending RES 2015-11-16 Planning Assumption, Preferred Alternative
9/27/2017	2017-09-13	Amend 2015 Buildable Lands Report

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Exhibit H

TRANSPORTATION NEEDS IDENTIFICATION

COMPREHENSIVE PLAN

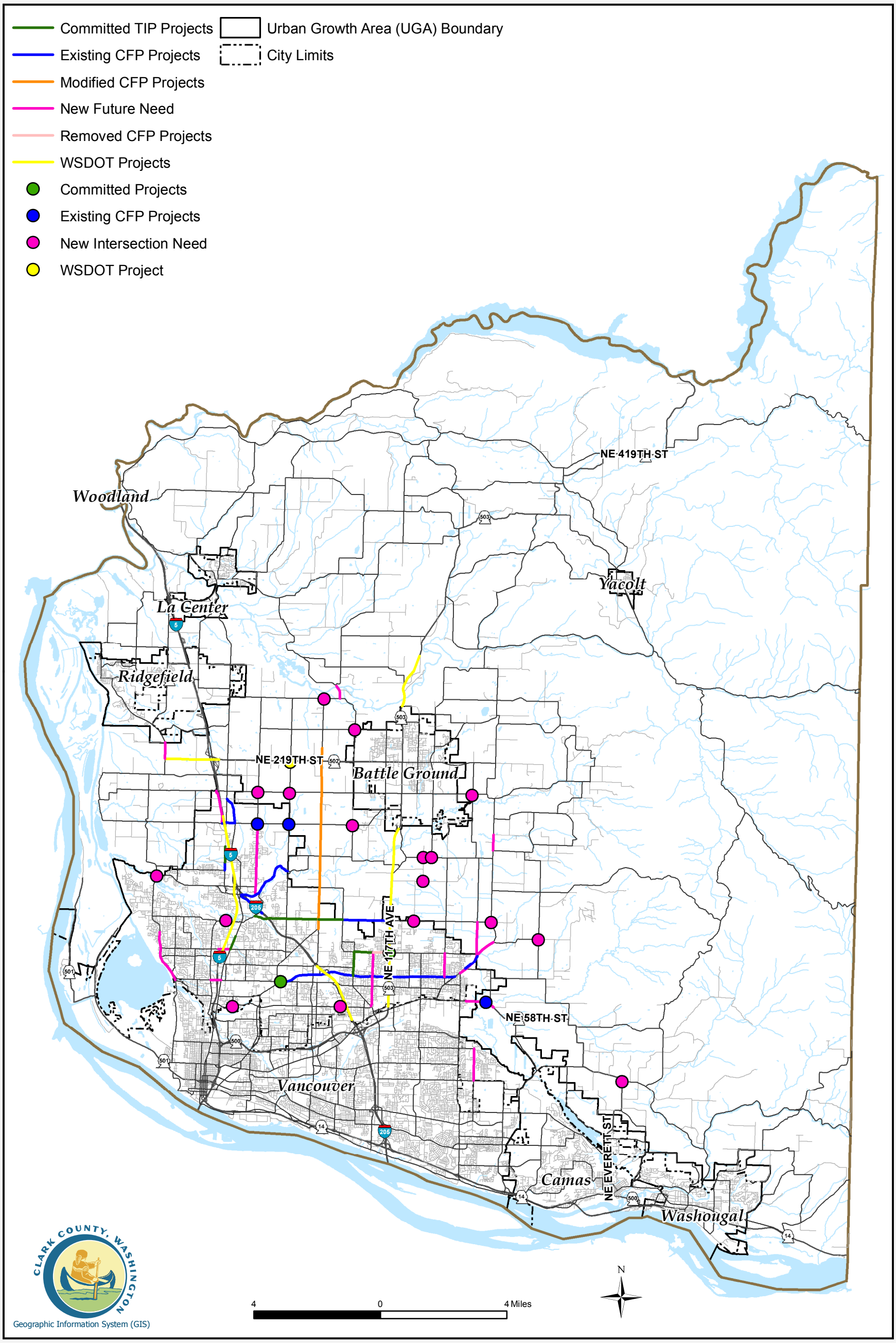

FIGURE 20

Exhibit I

TRANSPORTATION FACILITIES AT LEVEL OF SERVICE E/F

COMPREHENSIVE PLAN

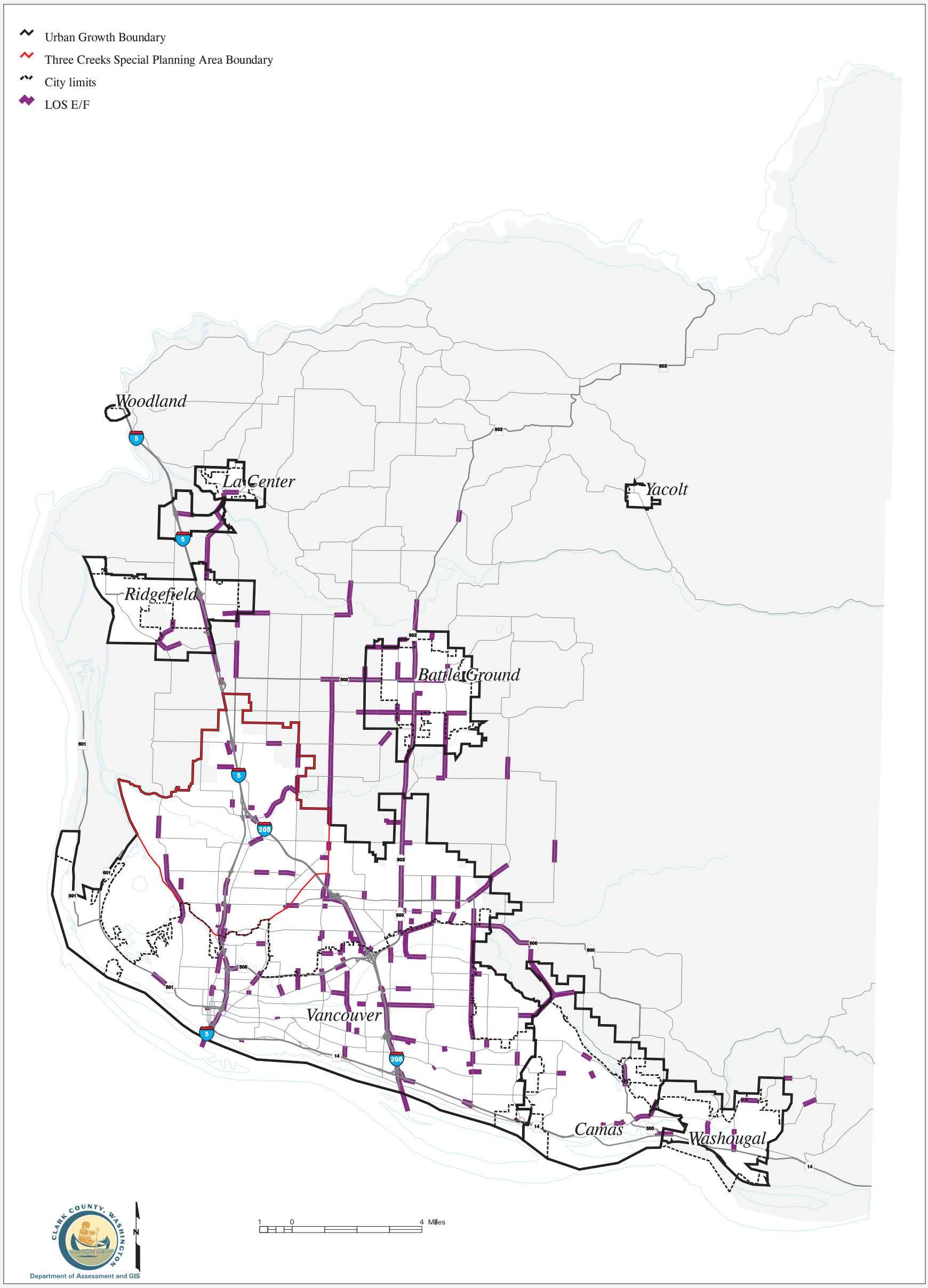

FIGURE 20

Exhibit J

CLARK COUNTY
STAFF REPORT

DEPARTMENT: Community Planning

DATE: August 15, 2023

REQUESTED ACTION: Adopt an ordinance relating to land use adopting amendments to the 20-year Comprehensive Growth Management Plan 2015-2035; zoning map; arterial atlas map; comprehensive plan text; capital facilities plans; Capital Facilities Financial Plan; Countywide Planning Policies; and Clark County Code Title 40.

__X__ Consent ____ Hearing ____ County Manager

BACKGROUND

Amendments to the comprehensive plan and zoning map are submitted for review and subject to review criteria in accordance with the state Growth Management Act, the Countywide Planning policies, the Community Framework Plan, the goals and policies of the comprehensive plan, the Clark County Code, local city comprehensive plans, applicable Capital Facility Plans, and growth indicators. During 18 duly advertised public hearings, on eight separate dates, the 2022 Annual Review and Docket requests were reviewed by the Clark County Planning Commission, which forwarded its recommendations to the County Council. After Planning Commission review, the responsible official issued SEPA Determination of Significance for annual review item OLR 2022-00014 and the applicant has not yet responded. Therefore, the proposal did not come before the council for consideration. The County Council accepted testimony and conducted deliberations at 17 public hearings on May 2, May 16, June 6, June 20, July 18, and July 25, 2023, on these matters. The adopting ordinance incorporates the findings made by the County Council.

COUNCIL POLICY IMPLICATIONS

This action will amend the 20-year Comprehensive Growth Management Plan; zoning map; arterial atlas map; comprehensive plan text; capital facilities plans; Capital Facilities Financial Plan; Countywide Planning Policies; and Clark County Code Title 40.

ADMINISTRATIVE POLICY IMPLICATIONS

None.

COMMUNITY OUTREACH

The Clark County Planning Commission held 18 public hearings, on February 17, August 18, September 15, and December 15, 2022, and February 16, March 16, April 20, and June 15, 2023, to review the 2022 Annual Reviews and Dockets. The County Council held 17 public hearings, on May 2, May 16, June 6, June 20, July 18, and July 25, 2023, to accept testimony and deliberate on these matters.

BUDGET IMPLICATIONS

YES	NO	
X		Action falls within existing budget capacity.

		Action falls within existing budget capacity but requires a change of purpose within existing appropriation
		Additional budget capacity is necessary and will be requested at the next supplemental. If YES, please complete the budget impact statement. If YES, this action will be referred to the county council with a recommendation from the county manager.

BUDGET DETAILS

Local Fund Dollar Amount	
Grant Fund Dollar Amount	
Account	
Company Name	

DISTRIBUTION:
Council staff will post all staff reports to The Web. https://www.clark.wa.gov/council-meetings

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Bart Catching
Planner II
564-397-4909

Oliver Orjiako
Community Planning Director

APPROVED:_____
CLARK COUNTY, WASHINGTON
CLARK COUNTY COUNCIL

DATE: _____

SR#_____

APPROVED:_____
Kathleen Otto, County Manager

DATE: _____

BUDGET IMPACT ATTACHMENT

Part I: Narrative Explanation

I. A – Explanation of what the request does that has fiscal impact and the assumptions for developing revenue and costing information

N/A

Part II: Estimated Revenues

Fund #/Title	2020 Annual Budget		2021 Annual Budget		2022 Annual Budget	
	GF	Total	GF	Total	GF	Total
Total						

II. A – Describe the type of revenue (grant, fees, etc.)

Part III: Estimated Expenditures

III. A – Expenditures summed up

Fund #/Title	FTE's	2020 Annual Budget		2021 Annual Budget		2022 Annual Budget	
		GF	Total	GF	Total	GF	Total
Total							

III. B – Expenditure by object category

Fund #/Title	2020 Annual Budget		2021 Annual Budget		2022 Annual Budget	
	GF	Total	GF	Total	GF	Total
Salary/Benefits						
Contractual						
Supplies						
Travel						
Other controllables						
Capital Outlays						
Inter-fund Transfers						
Debt Service						
Total						

ORDINANCE NO. 2023-08-02

An ordinance relating to land use adopting amendments to the Clark County 20-year Comprehensive Growth Management Plan 2015-2035 map; zoning map; arterial atlas map; comprehensive plan text; capital facilities plans; and Clark County Code Title 40.

WHEREAS, Clark County adopted a 20-Year Comprehensive Growth Management Plan through Ordinances 1994-12-47 and 1994-12-53 on December 20, 1994 to meet the goals and requirements of Chapter 36.70A RCW (also known as the Growth Management Act "GMA"); and

WHEREAS, the 20-Year Comprehensive Growth Management Plan has been updated and amended numerous times since 1994, through periodic updates and through annual reviews, all pursuant to GMA; and

WHEREAS, pursuant to RCW 36.70A.130, Clark County adopted an updated 20-Year Comprehensive Growth Management Plan 2015-2035 (2016 Plan) through amended Ordinance 2016-06-12 on June 28, 2016, which, as it was amended by Ord. 2017-07-04 on July 11, 2017; Ord. 2018-01-01 on January 9, 2018; Ord. 2019-02-02 on February 12, 2019; Ord. 2019-11-16 on November 12, 2019; Ord. 2020-02-02 on February 28, 2020; Ord. 2020-12-01 on December 1, 2020; and Ord. 2021-02-08 on February 16, 2021; and Ord. 2022-07-01 on July 19, 2022, is currently effective; and

WHEREAS, the county must address certain requests for comprehensive plan and zoning changes to meet the goals and requirements of Chapter 36.70A RCW; and

WHEREAS, certain property owners of, and parties with interests in, one or more below-described real properties have each requested a 20-Year Comprehensive Growth Management Plan Amendment and Zone Change; and

WHEREAS, materials regarding each of the proposed amendments, including application submittals, supporting documents and staff reports were posted on the county website fifteen (15) days prior to each of the Planning Commission and County Council hearings; and

WHEREAS, on January 6, 2015, the county and the owner of tax parcel number 200373000 executed a "Covenant Rezone Agreement," (AFN 5151476); and

WHEREAS, the school districts' and the county's Capital Facilities Plan 2015-2035 (2020 CFP) establishes minimum level of service standards for those capital facilities necessary to support development, provides an inventory of capital facilities, and forecasts future facility needs; and

WHEREAS, RCW 36.70A.070(3)(d) and WAC 365-196-415, describe the mandatory requirements of the capital facilities element in the comprehensive plan, including an inventory of existing facilities, a forecast of future needs, the proposed locations and capacities of expanded or new facilities, and at least a six-year financing plan; and

WHEREAS, the GMA, through RCW 36.70A.210 requires counties and cities to collaboratively develop countywide planning policies (CWPP) to govern the development of comprehensive plans; and

WHEREAS, the existing CWPP in the comprehensive plan do not clearly address RCW 36.70A.215(2)(c) and WAC 365-196-305(5); and

WHEREAS, on December 16, 2014 the Clark County Council adopted Ordinance 2014-12-06 Surface Mining Overlay Code, including CCC 40.250.022(C)(2)(a) providing that "extractions of rock, stone, gravel, sand, earth and minerals" are subject to conditional use approval, which created an inconsistency with the 20-Year Comprehensive Growth Management Plan, Chapter 3 Rural Lands, Mineral Lands section providing that "extraction of mineral deposits in the Surface Mining Overlay District is a permitted use outright…"(p. 88 of plan); and

WHEREAS, in 2021 the Washington Legislature passed House Bill 1220 (HB 1220), that resulted in subsequent amendment of the GMA housing goal to require that jurisdictions, "plan for and accommodate" housing affordable to all income levels…; and

WHEREAS, on May 17, 2022, the Clark County Council approved the Housing Options Study and Action Plan (HOSAP) and directed staff to begin implementation of the HOSAP; and

WHEREAS, on July 25, 2023, at a duly-noticed public hearing, the Clark County Council chose to continue consideration of Title 40 code amendments of the HOSAP, but approved amendments to Chapter 1 Land Use and Chapter 2 Housing of the 20-Year Comprehensive Growth Management Plan that are required to implement the Middle Housing Policy component of the HOSAP; and

WHEREAS, on May 3, 2022, the Clark County Council moved consideration of CPZ 2021-00013 NE 179th Street Access Management and Circulation Plan from Ord. 2022-07-01 to the 2022 docket; and

WHEREAS, Clark County Public Works staff held community listening sessions on June 26, June 27, June 29, and July 6, 2023, to discuss the arterial atlas amendments proposed in the NE 179th St. Circulation and Access Management Plan with residents; and

WHEREAS, fifteen days prior to each Planning Commission and County Council hearing on each of the proposed amendments written public notice was sent to the applicant and applicant's representative, interested parties of record, neighborhood association wherein the subject property resides, owners of record and residents within 300 ft. for subject properties within the Urban Growth Area (UGA) and 500 ft. for subject properties outside the UGA, and 1 mile for CPZ 2022-00018, and public notice was published as required in the newspaper of record; and

WHEREAS, consistent with the State Environmental Policy Act (SEPA) requirements of Chapter 43.21C RCW, notices with determinations of non-significance were issued on January 11, June 28, July 7, July 12, July 14, August 8, and August 29, 2022, and January 30, February 28, April 4, May 30, 2023; and a notice with determination of significance was issued on April 5, 2023, and no party has appealed those determinations; and

WHEREAS, comments were received regarding the SEPA reviews for OLR 2022-00013, OLR 2022-00014, OLR 2022-00016, CPZ 2020-00017, CPZ 2022-00018, CPZ 2022-00014, CPZ 2022-00015, CPZ 2022-00017, HOSAP Comprehensive Plan Amendments, CPZ 2022-00013, CPZ 2021-00013 and CPZ 2022-00016, and CPZ2019-00010, and were included in the public record for each case and were considered by the Planning Commission and the County Council; and

WHEREAS, the Planning Commission reviewed the amendments at duly noticed public hearings on February 17, August 18, September 15, and December 15, 2022, and February 16, March 16, April 20, and June 15, 2023, and forwarded its recommendations to the County Council; and

WHEREAS, the council considered amendment cases:

- OLR 2022-00013 Three Creeks North;
- OLR 2022-00016 Zalyashko-Nail;
- CPZ 2020-00017 Austin Heritage Covenant Release;
- CPZ 2022-00018 Lewisville Scrivener's Error;
- CPZ 2022-0001 Battle Ground School District Capital Facilities Plan 2022-2028;
- CPZ 2022-0002 Camas School District Capital Facilities Plan 2022-2028;
- CPZ 2022-0003 Green Mountain School District Capital Facilities Plan 2022-2028;
- CPZ 2022-0004 Ridgefield School District Capital Facilities Plan 2022-2028;
- CPZ 2022-0005 Vancouver School District Capital Facilities Plan 2022-2028;
- CPZ 2022-0006 Washougal School District Capital Facilities Plan 2022-2028;
- CPZ 2022-00014 Capital Facilities Financial Plan 2023-2028;
- CPZ 2022-00015 Countywide Planning Policy Amendment Procedures;
- CPZ 2022-00017 Mineral Lands Text Amendment;
- Housing Options Study and Action Plan Comprehensive Plan Amendments;
- CPZ 2022-00013 Arterial Atlas Amendment – NE 176th Street;
- CPZ 2021-00013 NE 179th Access Management and Circulation Plan;
- CPZ 2022-00016 Amendment to CCC 40.510.040;

WHEREAS, the council held work sessions on proposed comprehensive plan amendments on September 28, 2022, March 29, and April 5; and council time July 19, 2023; and public hearings on May 3, 2022, May 2, May 16, June 6, June 20, July 18, and July 25, 2023;

WHEREAS, at its public hearings, the council took in-person and/or virtual public testimony from interested parties and considered all comments presented; and

WHEREAS, the council also considered the recommendations of the Clark County Planning Commission; and

WHEREAS, the council reviewed all the proposed comprehensive plan changes concurrently and considered the cumulative impacts of those changes, consistent with Clark County Code 40.560.010(P), Cumulative Impact, and RCW 36.70A.130(2)(b); and

WHEREAS, the council finds that adoption of the amendments are in the public interest and will further the public health, safety and welfare; now therefore,

BE IT HEREBY ORDERED, RESOLVED AND DECREED BY THE CLARK COUNTY COUNCIL, CLARK COUNTY, STATE OF WASHINGTON, as follows:

Section 1. Findings.

The Recitals above are hereby adopted as Findings in support of this Ordinance. The findings and analysis contained in the Clark County Planning Commission's Recommendations to council dated May 2, May 16, June 6, June 20, July 18, and July 25, 2023, relating to the 2022 Comprehensive Plan and Dockets Amendments, are hereby adopted and incorporated herein by reference except where inconsistent with the following:

Section 2. Comprehensive Land Use Plan and Zoning Map Modifications.

1. In the matter of **Annual Review item number OLR2022-00013 Three Creeks North,** the council **approved** a request to amend the Comprehensive Plan and Zoning Plan maps designation on parcels 181200000 and 986060812 from Commercial (GC) and Mixed Use (MX) to Urban Medium Density Residential (OR-22) totaling 26.7 acres. Tax serial numbers 181200000 and 986060812, located in the Southwest ¼ of Section 11, Township 3 North, Range 1 East of the Willamette Meridian (Exhibit 1).

2. In the matter of **Annual Review item number OLR2022-00014 Cardai Hill Surface Mining Overlay**, on April 5, 2023, prior to consideration by the council, the responsible official issued SEPA notice of Determination of Significance (DS) and request for Environmental Impact Statement (EIS) scoping comments. The applicant did not appeal the DS and has yet to respond. This proposal consequently did not come before the council for consideration.

3. In the matter of **Annual Review item number OLR2022-00016 Zalyashko-Nail,** the council **approved** a request to amend the Comprehensive Plan and Zoning Plan maps designation from Urban Low Density Residential (R1-6) to Commercial (CC) zoning on parcels 156789000 and 156815000 that total approximately 1.75 acres. Tax serial numbers 156789000 and 156815000, located in the Southeast ¼ of Section 7, Township 2 North, Range 2 East of the Willamette Meridian (Exhibit 2).

Section 3. Docket Items/Clark County Initiated.

1. In the matter of **Docket item number CPZ2020-00017 Austin Heritage Covenant Release,** the council **approved** a request to partially-release a concomitant rezone agreement (AFN 5151476) to amend the Comprehensive Plan and Zoning plan maps designation on one 5-acre parcel (200373000) from Industrial (BP) to approximately 2.5 acres Urban Low Density Residential (R1-5) and approximately 2.5 acres Urban Medium Density Residential (R-18) zoning. Tax serial number 200373000, located in the Southwest ¼ of Section 35, Township 3 North, Range 2 East of the Willamette Meridian (Exhibits 3 and 3-A)

2. In the matter of **Docket item number CPZ2022-00018 Lewisville Scrivener's Error**, the council approved a request to amend the Comprehensive Plan and Zoning Plan maps designation to add a Surface Mining Overlay to correct a scrivener's error that removed the Surface Mining Overlay from parcel number 225923000 totaling 1.2 acres. Tax serial number 225923000, located in the Southwest ¼ of Section 22, Township 4 North, Range 2 East of the Willamette Meridian (Exhibit 4).

3. In the matter of **Docket item number CPZ2022-00001 Battle Ground School District Capital Facilities Plan,** the council **approved** the Battle Ground School District Capital Facilities Plan 2022-2028 and associated School Impact Fees (Exhibit 5).

4. In the matter of **Docket item number CPZ2022-00002 Camas School District Capital Facilities Plan,** the council **approved** the Camas School District Capital Facilities Plan 2022-2028 and associated School Impact Fees (Exhibit 5).

5. In the matter of **Docket item number CPZ2022-00003 Green Mountain School District Capital Facilities Plan,** the council **approved** the Green Mountain School District Capital Facilities Plan 2022-2028 and associated School Impact Fees (Exhibit 5).

6. In the matter of **Docket item number CPZ2022-00004 Ridgefield School District Capital Facilities Plan,** the council **approved** the Ridgefield School District Capital Facilities Plan 2022-2028 and associated School Impact Fees (Exhibit 5).

7. In the matter of **Docket item number CPZ2022-00005 Vancouver School District Capital Facilities Plan,** the council **approved** the Vancouver School District Capital Facilities Plan 2022-2028 and associated School Impact Fees (Exhibit 5).

8. In the matter of **Docket item number CPZ2022-00006 Washougal School District Capital Facilities Plan,** the council **approved** the Washougal School District Capital Facilities Plan 2022-2028 and associated School Impact Fees (Exhibit 5).

9. In the matter of **Docket item number CPZ2022-00014 Capital Facilities Financial Plan 2023-2028 Update,** the council **approved** the proposed update to the six-year Capital Facilities Financial Plan (2023-2028) – Appendix G (Exhibit 6).

10. In the matter of **Docket item number CPZ2022-00015 Countywide Planning Policy Amendment Procedures**, the council **approved** the amendment to the 20-Year Comprehensive Growth Management Plan to clearly outline the process for countywide planning policy amendments and to better implement RCW 36.70A215(2)(c) and WAC 365-196-305(5) (Exhibit 7).

11. In the matter of **Docket item number CPZ2022-00017 Mineral Lands Text Amendment**, the council **approved** the amendment to the 20-Year Comprehensive Growth Management Plan, Rural and Natural Resources Element to clarify that "extraction of mineral deposits" requires a conditional use permit (Exhibit 8).

12. In the matter of **Housing Options Study and Action Plan Comprehensive Plan Amendments**, the council **approved** the proposed amendments to the Land Use Element and Housing Element chapters of the comprehensive plan to implement the Housing Options Study and Action Plan (HOSAP) related to middle housing and smaller single family code changes. The approved comprehensive plan amendments are shown on the attached plan excerpts of Chapter 1 Land Use Element, Chapter 2 Housing Element, and Glossary (Exhibit 9).

Section 4. Arterial Atlas Amendments

1. In the matter of **Docket item number CPZ2022-00013 Arterial Atlas Amendment – 176th Street**, the council **approved** the amendment of the Arterial Atlas to remove the planned NE 176th Street between NE Union Road and NE 15th Avenue as indicated on the attached map and incorporate the amendment as Figure 35 of the 2015-2035 Comprehensive Plan (Exhibit 10).

2. In the matter of **Docket item number CPZ2021-00013 179th Street Access Management and Circulation Plan**, the council **approved** the adoption of the 179th Street Access Management and Circulation plan (Exhibit 11) and the associated Arterial Atlas amendments to Figure 35 of the 2015-2035 Comprehensive Plan (Exhibit 11-A).

Section 5. Amendatory. Sec. 1 (Exhibit A) of Ord. 2003-11-01 and codified as CCC 40.510.040, and most recently amended by Sec. 19 of Ord 2020-03-01, are each hereby amended as follows:

40.510.040 Type IV Process – Legislative Decisions

A. Decision.

1. The provisions of this section apply to all Type IV legislative decisions, which include and are limited to adoption or amendment, pursuant to the Growth Management Act (GMA), Chapter 36.70A RCW, and Chapter 40.560, of the following:

   a. Comprehensive plan map and text, and zoning change consistent with the map change;

   b. Development regulations;

   c. Arterial atlas; and

   d. Shoreline Master Program (SMP) pursuant to the Shoreline Management Act, Chapter 90.58 RCW, and Chapter 40.460.

2. This section is intended to supplement, and not to limit, county authority and procedures for adopting legislation.

3. When revisions to the comprehensive plan are made through the periodic update pursuant to RCW 36.70A.130(5), the procedures in this chapter are to be used as a guide, with the exception that public noticing per Section 40.510.040(E)(1)(b)(4) is not required.

(Amended: Ord. 2020-03-01)

B. Process.

1. Adoption or amendment of the comprehensive plan and development regulations is a legislative decision, rather than a project-specific decision. The legislative process includes a public hearing before the Clark County Council and ~~may include~~ a public hearing before the Planning Commission. It is designed to solicit a broad range of public input at all levels pursuant to RCW 36.70A.035.

2. A Type IV decision ~~shall be~~ is final and conclusive unless an appeal is timely filed to the Growth Management Hearings Board in accordance with RCW 36.70A.280 and 36.70A.290, except as otherwise provided by law.

3. Council legislative action on other matters is governed by the Clark County Home Rule Charter and other applicable law, and is not subject to this section.

(Amended: Ord. 2020-03-01)

C. Procedure.

1. Except as explicitly set forth in this Subsection C, A a Type IV procedure ~~may~~ includes one (1) or more public hearings before the Planning Commission and ~~includes~~ one (1) or more public hearings before Council.

2. Planning Commission review is not required for interim actions, moratoria, and emergency legislation authorized by RCW 35.63.200, 36.70A.130(2)(b), or 36.70A.390 as described in Section 40.510.040(H).

(Amended: Ord. 2020-03-01)

D. Staff Report to the Planning Commission.

1. At least fifteen (15) calendar days before the date of the first Planning Commission hearing, the responsible official shall:

a. Issue a written staff report and State Environmental Policy Act (SEPA) official determination regarding the application(s) pursuant to Chapter 40.570;

b. Post the staff report and SEPA official determination to the Clark County website; and

c. Provide a copy of the staff report at reasonable charge to any member of the public who requests it.

(Amended: Ord. 2020-03-01)

E. Public Notice.

1. For a site-specific application or a county initiated site-specific request under Chapter 40.560, at least fifteen (15) calendar days before the date of the first Planning Commission hearing, the responsible official shall:

a. Prepare a notice of application that includes the following information:

(1) The case file number(s);

(2) A description and map(s) of the area that will be affected by the application, if approved, which is reasonably sufficient to inform the reader of its location;

(3) A summary of the proposed application(s);

(4) The date, time, and place where information about the application may be examined and the name and contact information for the county representative to contact about the application;

(5) A statement that the notice is intended to inform potentially interested parties about the hearing and to invite interested parties to appear orally or by written statement at the hearing;

(6) The date, time, and place of the Planning Commission hearing, and a statement that the hearing will be conducted in accordance with the rules of procedure adopted by the Planning Commission;

(7) A statement that a staff report and, whenever possible, a SEPA review document, will be available for inspection at no cost at least fifteen (15) calendar days before the hearing and will be provided at reasonable cost; and

(8) A general explanation of the process for submitting testimony and the conduct of the hearing.

b. Send written notice prepared under Section 40.510.040(E)(1)(a) to:

(1) The applicant and the applicant's representative;

(2) Any person who has submitted a written request for notice of such matters;

(3) The neighborhood association in whose area the subject property is situated, based on the list of county recognized neighborhood associations kept by the responsible official; and

(4) Owners of record of property and residents within three hundred (300) feet of the subject property if the subject property is inside the urban growth boundary, or to owners of property and residents within five hundred (500) feet of the subject property if the subject property is outside the urban growth boundary.

(a) The records of the County Assessor shall be used for determining property owners of record. The failure of a property owner to receive notice shall not affect the validity of the decision if the notice was sent. A Clark County ship request form and a copy of the mailing labels executed by the person who did the mailing shall be evidence that notice was mailed to parties listed or referenced in the certificate; and

(b) If the applicant owns property adjoining the property that is the subject of the application, then notice shall be mailed to owners of property within five hundred (500) feet of the boundary of the property owned by the applicant adjoining or contiguous to the subject property; and

(5) Agencies with jurisdiction.

c. Publish in a newspaper of general circulation the date, time, and place of the hearing, manner of making comments, staff contact information, and a summary of the subject of the Type IV process.

d. Provide other notice deemed appropriate and necessary by the responsible official based on the subject of the Type IV process.

2. For comprehensive plan amendments or development regulations implementing the comprehensive plan under Chapter 40.560, at least fifteen (15) calendar days before the date of the first Planning Commission hearing, the responsible official shall:

a. Publish in a newspaper of general circulation the date, time, and place of the hearing, manner of making comments, staff contact information, and a summary of the subject of the Type IV process pursuant to Section 40.510.040(E)(1)(a).

b. Provide other notice deemed appropriate and necessary by the responsible official based on the subject of the Type IV process pursuant to RCW 36.70A.035 and 36.70A.140.

(Amended: Ord. 2020-03-01)

F. Planning Commission Hearings.

1. Planning Commission hearings shall be conducted in accordance with the rules of procedure adopted by the Planning Commission; provided, that the Planning Commission Chair shall preside over the meeting and may modify the procedural rules as necessary and reasonable. A public hearing shall be recorded electronically.

2. At the conclusion of a Planning Commission hearing, the Planning Commission shall announce one (1) of the following actions:

   a. That the Planning Commission recommends against or in favor of approval of the proposal, with or without amendment, or that the Planning Commission will recommend neither against nor for approval of the application(s), together with a brief summary of the basis for the recommendation and posted to the website within three (3) business days following the hearing.

   b. The Planning Commission recommendation shall be by the affirmative vote of the majority of the quorum present.

   c. A hearing may be continued if it extends past 10:00 p.m. on any evening. If the hearing is continued to a place, date, and time certain, then additional notice of the continued hearing need not be mailed, published or posted. If the hearing is not continued to a place, date, and time certain, the county shall provide notice of the continued hearing as though it was the initial hearing before the Planning Commission.

(Amended: Ord. 2020-03-01)

G. Council Hearings.

1. Council hearings shall be conducted in accordance with the rules of procedure adopted by the Council; provided, that the Council Chair shall preside over the meeting and may modify the procedural rules as necessary and reasonable. A public hearing shall be recorded electronically.

2. At least sixty (60) days before the council hearing, the responsible official shall issue a notification to the Department of Commerce pursuant to WAC 365-196-630 of its intent to propose adoption or amendment of a comprehensive plan or development regulation.

3. At least fifteen (15) calendar days before the date of the first Council hearing, the responsible official shall:

   a. Provide a written copy of the Planning Commission's recommendation to the Council;

   b. Prepare a notice that includes the information listed in Section 40.510.040(E) of this section except the notice shall be modified as needed:

      (1) To reflect any changes made in the application(s) during the Planning Commission review;

      (2) To reflect that Council will conduct the hearing, and date, time, and place of the Council hearing; and

(3) To state that the Planning Commission recommendation and SEPA determination are available for inspection at no cost and copies will be provided at reasonable cost;

c. Provide a written copy of that notice to the parties identified in Section 40.510.040(E);

d. Publish in a newspaper of general circulation the date, time, and place of the hearing, manner of making comments, staff contact information, and a summary of the subject of the Type IV process pursuant to Section 40.510.040(E)(1)(a); and

e. Provide other notice deemed appropriate and necessary by the responsible official based on the subject of the Type IV process.

4. At the conclusion of its initial hearing, Council may continue the hearing or may adopt, modify or give no further consideration to the application or recommendations. If the hearing is continued to a place, date, and time certain, then additional notice of the continued hearing is not required to be provided. If the hearing is not continued to a place, date and time certain, then notice of the continued hearing shall be given as though it was the initial hearing before the Council.

(Amended: Ord. 2020-03-01)

H. Interim Actions, Moratoria, and Emergencies.

1. The Council may adopt a Type IV action as an interim action, a moratorium, or an emergency under RCW 35.63.200 or 36.70A.390.

2. Except as provided in Section 40.510.040(E)(2), the Council may adopt a Type IV action by emergency action only after holding at least one (1) public hearing following public notice as described in Section 40.510.040(E)(2).

3. Pursuant to RCW 35.63.200 and 36.70A.390, the Council may adopt a Type IV action that is a moratorium, interim zoning map, interim zoning ordinance, or interim official control without holding a public hearing, if within at least sixty (60) days of its adoption the Council holds a public hearing following public notice as described in Section 40.510.040(E)(2) and adopts findings in support of the action.

(Amended: Ord. 2019-05-07)

Section 8. Severability.

If any section, sentence, clause, or phrase of this ordinance is held invalid or unconstitutional by a court of competent jurisdiction or the Growth Management Hearings Board, such invalidity or unconstitutionality shall not affect the validity or unconstitutionality of any other section, sentence, clause, or phrase of this ordinance.

Section 9. Effective Date.

This ordinance shall go into effect on August 25, 2023, ten (10) days after its adoption as provided by law, except for school impact fees, which will take effect on September 15, 2023.

Section 10. Instructions to Clerk.

The Clerk to the council shall:

1. Transmit a copy of this ordinance to the Washington State Department of Commerce within ten (10) days of its adoption pursuant to RCW 36.70A.106.
2. Transmit a copy of the adopted ordinance to Code Publishing, Inc., forthwith to update the electronic version of the Clark County Code.
3. Transmit a copy of the adopted ordinance to the Clark County Geographic Information Systems (Jesse Manley, Nels Mickaelson, and Carolyn Gilchriese).
4. Transmit a copy of the adopted ordinance to the Community Development Department (April Furth and Susie Davidson).
5. Transmit a copy of the adopted ordinance to the Community Planning Department (Jose Alvarez).
6. Transmit a copy of the adopted ordinance to the Public Works Department (Ken Lader and Steve Gallup).
7. Record a copy of this ordinance with the Clark County Auditor.
8. Cause notice of adoption of this ordinance to be published forthwith pursuant to RCW 36.70A.290 and Clark County Code 1.02.140.

Section 11. Roll Call Vote. The following persons voted in favor of the above ordinance [amendments]: _____

_____

_____

ADOPTED this 15th day of August, 2023.

CLARK COUNTY COUNCIL
CLARK COUNTY, WASHINGTON

Attest:

_____
Clerk to the Council

By: _____
Karen Dill Bowerman, Chair

Approved as to Form Only:
Anthony F. Golik
Prosecuting Attorney

By: _____
Glen Yung, District 1

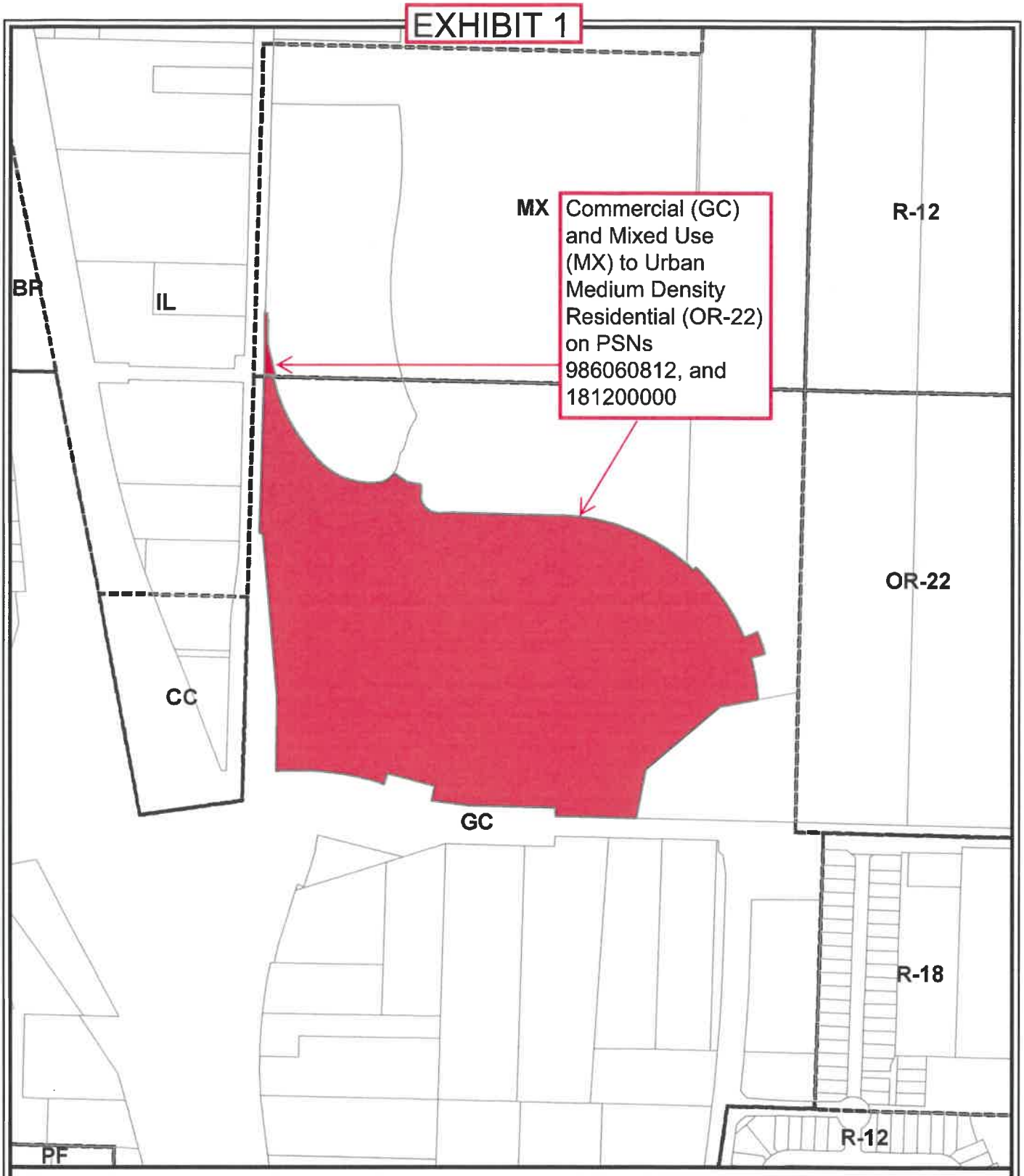
By: /s/Christine Cook
Christine Cook
Sr. Deputy Prosecuting Attorney

By: _____
Michelle Belkot, District 2

By: _____
Gary Medvigy, District 4

By: _____
Sue Marshall, District 5

EXHIBIT 1



File # OLR-2022-00013, SN 181200000, 986060812
T3N R1E Sec 11
Preliminary Land Division

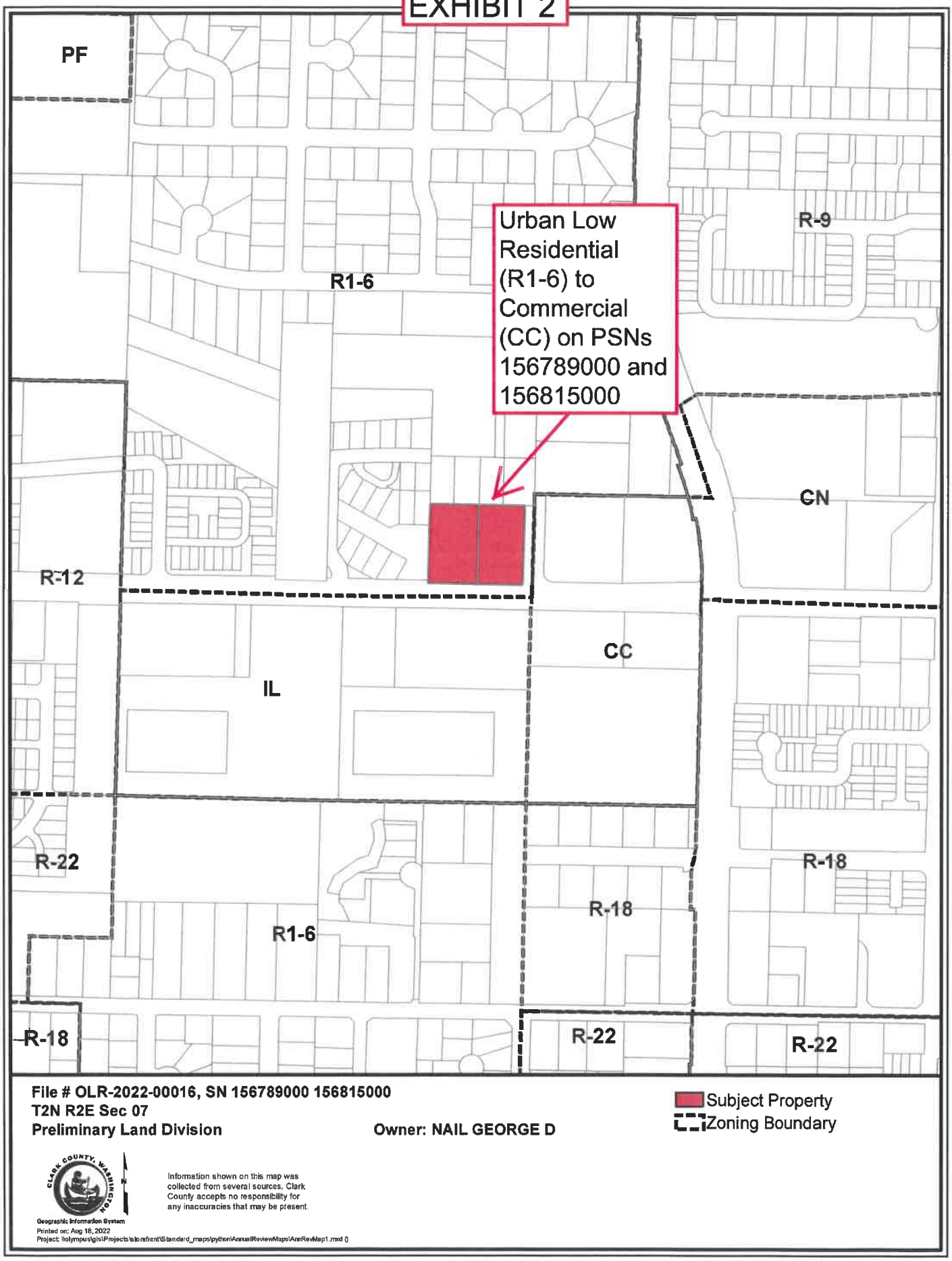
Owner: THREE CREEKS NORTH LLC

Subject Property
Zoning Boundary

Geographic Information System
Printed on: Aug 18, 2022
Project: \\olympus\gis\Projects\storefront\Standard_maps\python\AnnualReviewMaps\AnnRevMap1.mxd ()

Information shown on this map was collected from several sources. Clark County accepts no responsibility for any inaccuracies that may be present.

EXHIBIT 2



File # OLR-2022-00016, SN 156789000 156815000
T2N R2E Sec 07
Preliminary Land Division

Owner: NAIL GEORGE D

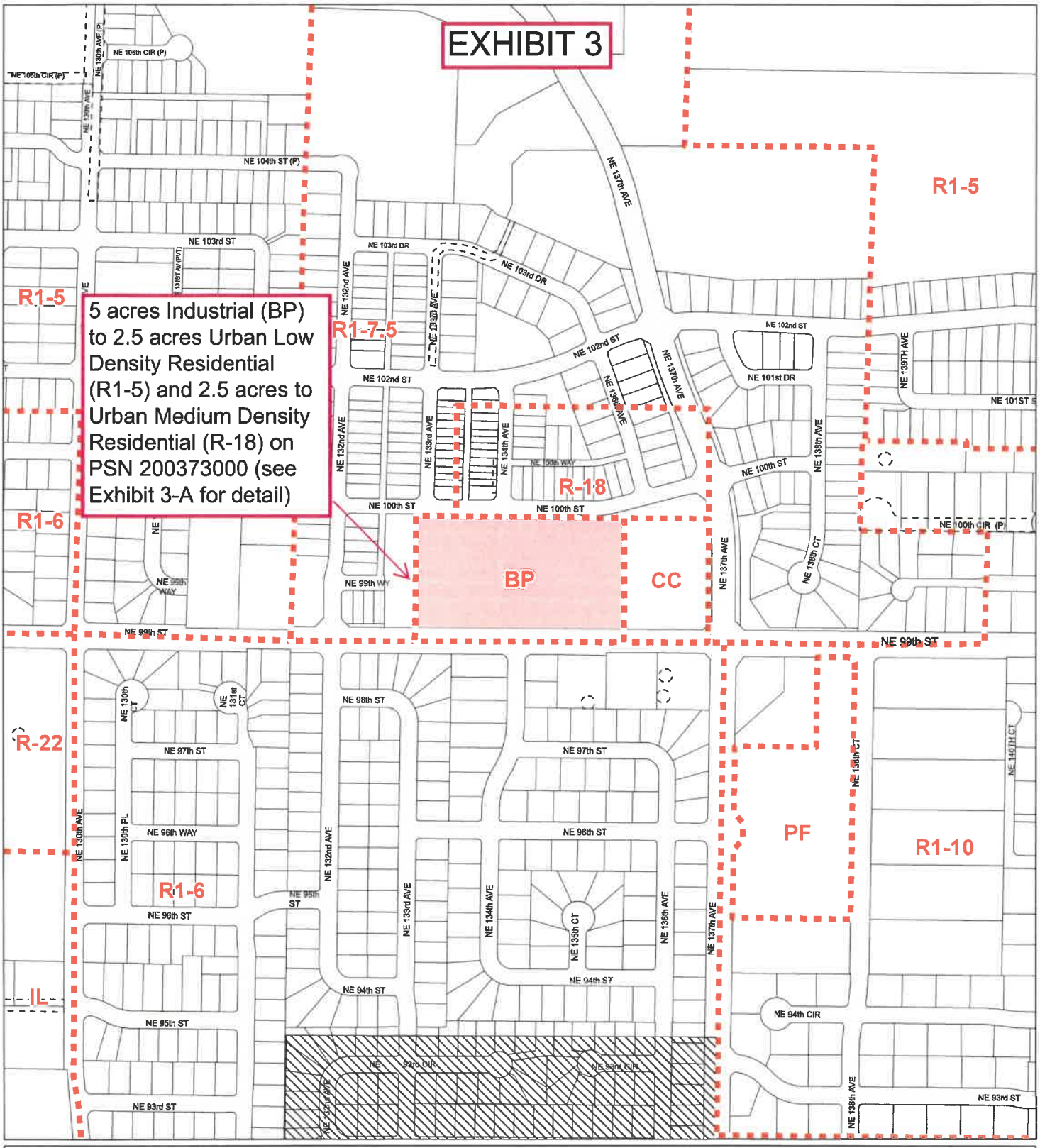
Subject Property
Zoning Boundary

Geographic Information System

Information shown on this map was collected from several sources. Clark County accepts no responsibility for any inaccuracies that may be present.

Printed on: Aug 18, 2022
Project: \\olympus\gis\Projects\sitefront\Standard_maps\python\AnnualReviewMaps\AnnRevMap1.mxd ()

EXHIBIT 3



Zoning Designations

Account: 200373000
Owner: SJO LO 90 B LLC
Address: 915 W 11TH ST
C/S/Z: VANCOUVER, WA 98661

Printed on: January 23, 2023

Subject Property(s)
Public Road
Transportation or Major Utility Easement
Zoning Boundary
Urban Holding - 10 (UH-10)
Urban Holding - 20 (UH-20)
Urban Holding - 40 (UH-40)
Surface Mining Overlay District

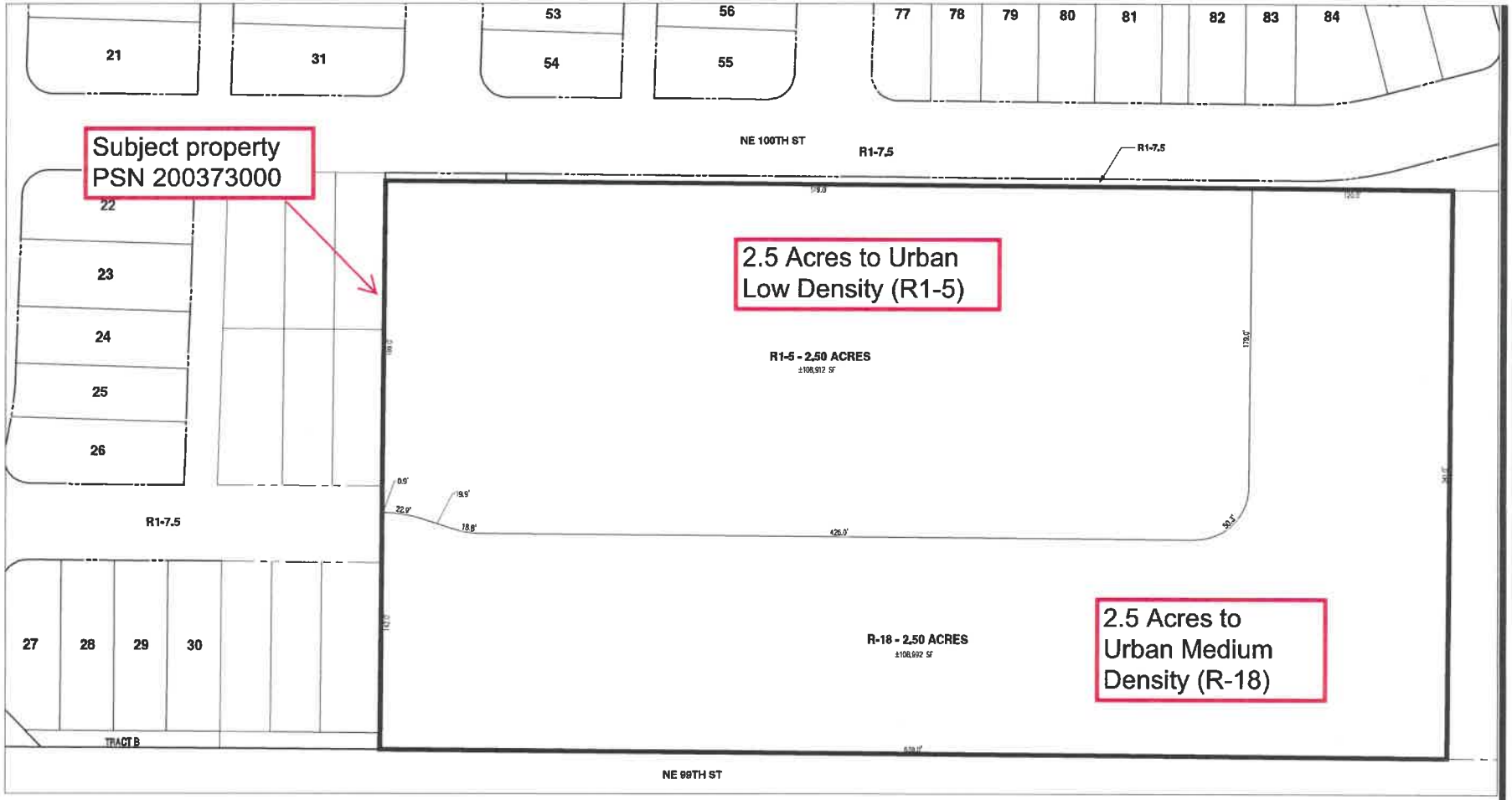
32127	32126	32125
32134	32135	32136
22103	22102	22101

CLARK COUNTY, WASHINGTON
Geographic Information System

0 200 400 Feet

Information shown on this map was collected from several sources. Clark County accepts no responsibility for any inaccuracies that may be present.

EXHIBIT 3-A



AKS ENGINEERING & FORESTRY, LLC
9600 NE 126TH AVE, STE 2520
VANCOUVER, WA 98682
503.563.6151
WWW.AKS-ENG.COM

ENGINEERING · SURVEYING · NATURAL RESOURCES
FORESTRY · PLANNING · LANDSCAPE ARCHITECTURE

BP DIMENSIONED REZONE PLAN
AUSTIN HERITAGE
PAHLISCH HOMES
CLARK COUNTY, WASHINGTON

JOB NUMBER	4437
DATE	1/26/2021
DESIGNED BY	DAW
DRAWN BY	DAW
CHECKED BY	JMH

L-2

SCALE: 1" = 50 FEET

AKS DRAWING FILE: 4437 20201028 BP L2 REZONE.DWG | LAYOUT: LAYOUT1

EXHIBIT 4

Lewisville SMO





Legend

Comprehensive Plan Overlay
- Urban Reserve
- Urban Holding
- Railroad Industrial Urban Reserve
- Freight Rail Dependent Use
- Surface Mining
- Columbia River Gorge Scenic Area
- Rural Center Mixed Use

Comprehensive Plan - Outline

Comprehensive Plan
- Urban Low Density Residential (UL
- Urban Medium Density Residential
- Urban High Density Residential (UH
- Mixed Use (MU)
- Junction Plan (JP)
- Commercial (C, COM)
- Industrial (I, IND)
- Heavy Industrial (IH, MH)
- Public Facility (PF)
- Bonneville Power Administration (B
- Mixed use - Residential (MU-R)
- Mixed use - Employment (MU-E)
- Downtown (D)
- Neighborhood Commercial (NC)

Notes:

225923000

752.3 0 376.17 752.3 Feet

WGS_1984_Web_Mercator_Auxiliary_Sphere
Clark County, WA. GIS - http://gis.clark.wa.gov

This map was generated by Clark County's "MapsOnline" website. Clark County does not warrant the accuracy, reliability or timeliness of any information on this map, and shall not be held liable for losses caused by using this information.

EXHIBIT 5

School District	Housing Type	Existing Fee	Proposed Fee	Difference	% Change
Battle Ground	Single family	$6,397	$10,760	$4,363	+68%
	Multi family	$2,285	$3,845	$1,560	+68%
Camas	Single family	$5,371	$6,650	$1,279	+24%
	Multi family	$5,371	$6,650	$1,279	+24%
Green Mountain	Single family	$3,387	$0	-$3,387	-100%
	Multi family	N/A	N/A	N/A	N/A
Ridgefield	Single family	$10,100	$16,880	$6,780	+67%
	Multi family	$10,100	$8,699	-$1,401	-14%
Vancouver	Single family	$2,880.75	$2,786.09	-$94.66	-3%
	Multi family	$2,381.93	$2,486.64	$104.71	+4%
Washougal	Single family	$5,600	$0	-$5,600	-100%
	Multi family	$5,800	$0	-$5,800	-100%

EXHIBIT 6

Appendix G
Capital Facilities Financial Plan

Executive Summary

The Capital Facility Financial Plan (CFFP) presents a plan for financing capital facilities identified in Clark County's 20-year Comprehensive Growth Management Plan (2015-2035), as required by Washington State's Growth Management Act (GMA). It covers the following types of capital facilities: transportation; parks and open space; stormwater drainage and water quality; and county buildings and other facilities. The plan covers the 6-year period from 2023-2028.

The plan provides for:

- Expenditures totaling $580.8 million over the 6-year period.
- Appropriated resources, such as grants, user fees, voter-approved bonds and legally dedicated revenues, to finance over 70% (or $411.3 million) of the expenditure program.
- General purpose funding sources –To complete the financing of its overall capital facilities program, Clark County has the option to allocate additional funds from its general-purpose resources.
- Revenues from new development – Clark County is anticipating receiving $169.4 million from new development sources.
- Stormwater facilities for present and future developments are paid for by project developers, not the county.

The following Table G.1 summarizes the expenditures and resources included in this plan:

Table G.1 | Capital Facilities Financial Executive Summary

	Expenditures Total Costs	Earmarked Sources Appropriated Revenues	Revenues from New Development
Transportation	$238,502,000	$118,815,000	$119,687,000
Parks & Open Space	$76,593,770	$26,818,770	$49,775,000
Stormwater Drainage & Water Quality*	-	-	-
County Building & Other Facilities	$265,762,711	$265,762,711	0
TOTAL	**$580,858,481**	**$411,396,481**	**$169,462,000**

*Stormwater facilities for present and future developments are paid for by project developers, not the county.

Like any long-term plan, the financing plan laid out in this document depends upon a number of forecasts and assumptions about future conditions. As time passes, it is expected that this plan will be modified and updated to reflect changing circumstances and financial realities. Year-by-year implementation of the plan will be carried out within the County's budgeting process and other appropriate processes.

Purpose and Scope

Washington State's Growth Management Act (GMA) sets forth the requirements for local growth

management plans in RCW 36.70A.070 (3). One of the requirements is for a capital facilities plan, which must include at least a 6-year financial plan for funding future capital facilities within projected funding capacities, which identifies the sources of public funds. The capital facilities plan for Clark County encompasses chapter 6 of the Comprehensive Growth Management Plan (CGMP), along with relevant portions of other supporting documentation. This document is intended to identify funding sources for the principal capital facilities provided by Clark County itself. Financing for facilities provided by entities other than Clark County, such as the cities within the county, school districts and fire districts can be found in the CGMP.

Since the CFFP is strictly financial in nature, it does not directly address capital facilities constructed by the private sector and subsequently donated to the county. Examples of such facilities include local streets constructed within subdivisions, local sewer hook-ups and on-site stormwater detention/infiltration facilities serving new developments. Such facilities are indirectly addressed in that their existence mitigates the need for impact fees or System Development Charges (SDC) to construct them.

This document is also restricted to capital costs. It does not attempt to address issues relating to the need for the on-going maintenance and operation of capital facilities. These issues will be addressed in Clark County's annual budgeting process. Since this document focuses on the 6-year time frame required by the Growth Management Act, specifically the years from 2023-2028, long- range 20-year projections of expenditures and resources are available elsewhere for most types of facilities. The CFFP is chiefly intended to demonstrate the overall financial feasibility of Clark County's 6-year capital facilities plan, so it does not contain detailed, project-level information.

This document is not intended to provide a year-by-year spending plan or cash flow analysis. Nor does it address the specific structure or timing of bond issues, where new debt is called for. These details should be developed during the county's annual budgeting process or through other appropriate processes. The information presented in this document is based on data provided by county staff in both oral and written form. Finally, this document represents a long-range plan and, thus, may be revised as appropriate to reflect changing financial conditions and the changing needs of the community.

Expenditures and Appropriated Resources

The following pages show the planned expenditure levels for each type of capital facility along with funding sources that are earmarked for each facility type. For example, the Transportation section shows planned expenditures for road construction, along with road-related grants and traffic impact fee revenues, which may be used to finance those expenditures. For some facility types, the appropriated revenues are sufficient to finance the entire expenditure program. In other cases, general-purpose resources are needed to supplement the appropriated revenues. (Sources of general-purpose funding are discussed in the following section.)

Some of the appropriated revenue sources already exist. Examples include road fund property taxes, transportation and park impact fees and the proceeds of the conservation futures bond issue. Other sources, such as certain grants, have not yet been received, but are expected without the need for major action on the part of the County Council. Finally, certain appropriated sources described in this section will not materialize without specific action by the Council and are identified in the following pages.

Expenditures outlined in this section are divided into those related to "existing needs" and those resulting from "new development." This categorization is approximate and is based upon information included in the Comprehensive Growth Management Plan. The basis for categorization is identified for each facility type. Revenue sources are similarly classified for each facility type.

A. Transportation

Transportation infrastructure needs and standards are outlined in Chapter 5 Transportation Element of the 20-Year Comprehensive Growth Management Plan 2015-2035. Clark County's Transportation Improvement Program (TIP) 2023-2028 serves as the capital facilities financial plan for roads. The TIP identifies individual projects, their expected costs and anticipated funding sources and is summarized in Table G.2 below:

Table G.2 | Transportation Improvement Program 2023-2028 Summary

Expenditures	Existing Needs	New Development	Total
Road Construction Projects	$118,815,000	$119,687,000	$238,502,000
Total Expenditures	**$118,815,000**	**$119,687,000**	**$238,502,000**
Resources			
Traffic Impact Fees[1]	$0	$43,947,000	$43,947,000
Grants, Loans, Partnerships (Majority projected)	0	75,740,000	$75,740,000
Road Fund Revenue for Capital (Public Share for impact fee-financed projects)	84,115,000	0	$84,115,000
Real Estate Excise Tax 2	28,702,000	0	$28,702,000
Other Revenue (Partnerships, Reimbursable)	5,998,000	0	$5,998,000
Total Resources	**$118,815,000**	**$119,687,000**	**$238,502,000**

Existing Needs and New Development:
Clark County has in place a system of transportation impact fees based on analysis of the road service levels and the impact of new development on the transportation network. On this basis, project costs totaling $119.6 million are allocated to "New Development." These costs are financed with a mix of traffic impact fees and road construction grants. The remainder of the construction program, totaling $118.8 million, reflects existing transportation needs. The public share of impact fee-financed projects, reflecting the portion of those projects allocable to current demand, is included in the "Existing Needs" column of this Table.

County Council Action Needed:
No extraordinary action by the County Council is needed to implement the funding sources included in this portion of the plan.

Financial Impact Summary:

- General Purpose Resources Needed: $28,702,000
- General Obligation Debt Needed: none
- Non-General Obligation Debt Needed: none

B. Parks and Open Space

One of the Growth Management Act's 13 primary goals is to "Encourage the retention of open space and development of recreational opportunities, to conserve fish and wildlife habitat, increase access to natural resource lands and water and develop parks."

[1] *The traffic impact fees are based on the adopted 2016-2021 Clark County Transportation Improvement Program.*

Clark County's standards and needs for parks and open space are outlined in Chapter 7 Parks, Recreation and Open Space Element of the 20-Year Comprehensive Growth Management Plan, which also includes the capital facilities plan for parks. The adopted County 2022 Comprehensive Parks, Recreation & Open Space Plan's capital facilities plan identifies individual acquisitions and development projects, as well as ongoing allocations for major capital repairs and improvements to existing parks. It also identifies anticipated funding sources for each project. The parks and open space program is summarized in Table G.3 below:

Table G.3 | Comprehensive Parks, Recreation & Open Space Plan

Expenditures	Existing Needs	New Development	Total
Preventative Maintenance	$4,250,000		$4,250,000
Major Maintenance	$22,568,770		$22,568,770
Development		$30,100,000	$30,100,000
Acquisition	0	$19,675,000	$19,675,000
Total Expenditures	**$26,818,770**	**$49,775,000**	**$76,593,770**
Resources			
REET 2	$21,345,245	$12,597,959	$ 33,943,204
Conservation Futures/Areas		$14,975,000	$14,975,000
Park Impact Fees (Acq. and Dev.)[1]		$17,480,000	$17,480,000
Greater Clark Park District Levy	$2,762,500	$187,500	$2,950,000
General Fund	$1,487,500	$112,500	$1,600,000
Other Funds[2]	$1,223,525	$4,422,041	$5,645,566
	$26,818,770	**$49,775,000**	**$76,593,770**

Source: Adopted County 2022 Parks, Recreation & Open Space Plan 2022-2028, pp.64-65

[1] *The Park Impact Fee revenues shown here assume rate updates pursuant to Clark County Code CCC 12.65.098.*

[2] *The Other Funds revenues shown here are a combination of grants, partners funds and/or donations.*

Table G.4. | Clark County Parks Capital Facilities Plan 2022-2028

	2023	2024	2025	2026	2027	2028	Estimated Cost*
Preventative Maintenance	$550,000	$605,000	$660,000	$735,000	$805,000	$895,000	$4,250,000
Major Maintenance	$3,190,000	$2,650,000	$3,005,000	$3,300,500	$3,630,580	$6,792,690	$22,568,770
Development	$11,355,000	$3,070,000	$9,050,000	$3,300,000	$3,200,000	$125,000	$30,100,000
Acquisitions	$4,520,000	$2,790,000	$3,265,000	$3,000,000	$3,100,000	$3,000,000	$19,675,000
Grand Total	**$19,615,000**	**$9,115,000**	**$15,980,000**	**$10,335,500**	**$10,735,580**	**$10,812,690**	**$76,593,770**

*Anticipated outside costs.

Source: All numbers in this table were derived from the Clark County Parks, Recreation and Open Space Plan, April 2022 and the November 2022 adopted Capital Plan for Parks and Lands Division.

Existing Needs and New Development:
As with roads, the use of impact fees as a funding source has been taken as an estimate of the effect of new development, as distinct from existing park needs. The parks capital facilities plan is envisioned as a first stage of a twenty-year acquisition and development program intended to meet the park and open space needs of the community. Needs associated with new development during that twenty-year period will be met as they arise, using, in part, impact fees as a funding source.

County Council Action Needed:
To fully implement the plan outlined in Table G.3, the County Council may establish a funding mechanism for the acquisition and development of regional parks and trails and update urban park impact fees.

Financial Impact Summary:
- General Purpose Resources Needed: $33,943,204
- General Obligation Debt Needed: none
- Non-General Obligation Debt Needed: none

C. Stormwater Drainage and Water Quality

The following is a discussion of the funds available for stormwater improvements and potential future costs.

Stormwater water quality improvements to existing county infrastructure are funded through the Clark County Clean Water Division (CWD), which is funded through an annual fee charged to owners of property with impervious surfaces, in unincorporated areas of Clark County.

A portion of this fee is dedicated to a capital improvement program aimed at reducing stormwater impacts caused by existing county stormwater system discharges to water bodies.

Existing Needs and New Development:
Stormwater infrastructure for new development is designed to meet state standards and is built by the developer.

Financial Impact Summary:
- General Purpose Resources Needed: none
- General Obligation Debt Needed: none
- Non-General Obligation Debt Needed: none

D. County Buildings & Other Facilities

Chapter 6 of the Comprehensive Growth Management Plan outlines the county's plans for new, expanded, and renovated facilities. These include the expansion of the downtown campus including but not limited to Law and Justice Facilities such as the Courts and Jail ; development of the 78th Street Heritage Farm Property; expansion of the Public Works 78th Street and 149th Street – Brush Prairie sites; the enhancement of the Clark County Health Campus, the Tri-Mountain Golf Course, county railroad improvements, the Clark County Fairgrounds and Event Center, Meng Facilities Condition Assessment; and energy conservation/renewable/clean building energy projects across a wide range of county buildings and structures. The financial impacts of the projects falling within the 2023-2028 timeframe are summarized in Table G.5 below:

Table G.5 | County Buildings & Other Facilities

Expenditures	Existing Needs	New Development	Total
Campus Expansion	$132,705,000	$0	$132,705,000
78th street Public Works Operations and 149th Street-Brush Prairie Building	$8,136,205		$8,136,205
78th Street Heritage Farm	$5,000,000		$5,000,000
VA/CCH Campus Enhancement	$6,375,093		$6,375,093
Tri-Mountain Golf Course	$1,120,403		$1,120,403
Johnson Control Energy conservation/renewable energy	3,162,453		3,162,453
Energy conservation/renewable energy	$300,000		$300,000
County Railroad Improvements	$12,575,000		$12,575,000
Meng Facility Condition Assessment	$82,984,174		$82,984,174
Fairgrounds Master Plan	$16,566,836		$16,566,836
Total Expenditures	**$ 268,925,164**	**$0**	**$268,925,164**
			Resources
Earmarked Sources	$27,705,000		$27,705,000
General Obligation Bonds or other resources	$241,220,164		$241,220,164
Total Resources	$268,925,164	$0	$268,925,164

Note: The County is in the process of developing a capital planning and how to fund it at the time of this update.

Existing Needs and New Development:

The Comprehensive Growth Management Plan does not identify the portions of the building and facility program that are attributable to existing needs and to new development. In this presentation, the full amount is shown simply as "existing needs." Existing needs also includes the carryover and completion of projects that began prior to 2013. New development includes:

1. expansion and space planning of the downtown campus: the expansion and/or remodeling of the county's Law and Justice Center, courtrooms, Children's Justice Center, Jail space, Jail Work Center, administrative space and parking;
2. continued development of the 78th Street Heritage Farm;
3. the enhancement of the Clark County Health Campus (CCH);
4. the remodel or new construction of buildings at the Public Works 78th Street and 149th Street complex
5. improvements associated with the county's Tri-Mountain Golf Course;
6. improvements and new buildings associated with the Clark County Fairgrounds and Event Center Master Plan and Meng Report;
7. improvements and projects on the Meng Facilities Condition Assessment;
8. improvements and projects on the County Capital Improvement Plan;
9. energy conservation, renewable energy, and clean building initiative projects across a wide range of county facilities and,
10. major maintenance associated with the county railroad. The new lease could reduce the amount, so we have left the amount as is.

County Council Action Needed:

To execute this plan the County Council will need to implement funding actions that may include the items below:

Financial Impact Summary:

- General Purpose Revenue Needed,
- General Obligation Debt Needed,
- Non-General Obligation Debt Needed,
- ARPA Funding,
- Law and Justice Sales Tax ,
- Federal and State Grant Opportunities

General Purpose Resources

In prior capital facilities plans, available resources included the Real Estate Excise Tax (REET) to pay for capital improvements of County buildings and facilities. Available resources include the existing .25% REET(1) and an additional 0.25% REET(2) authorized by the Growth Management Act specifically to finance capital projects. Together, both of these resources are committed to existing capital needs over the period covered by this capital facilities plan. REET is a tax on the sale of real property and can be volatile depending on economic and market conditions.

REET 1 Fund revenues can be used mainly for planning, acquisition, construction, reconstruction, repair, replacement, rehabilitation, or improvement of streets, roads, highways, sidewalks, streets, and road lighting systems, traffic signals, bridges, domestic water systems, storm and sanitary sewer systems, parks, recreational facilities, law enforcement facilities, fire protection facilities, trails, libraries, administrative facilities, judicial facilities, river flood control projects, waterway flood control projects in some jurisdictions, housing projects in some jurisdictions, technology infrastructure that is integral to a capital project.

REET 2 Fund revenues can be used mainly for public works projects of a local government for planning, acquisition, construction, reconstruction, repair, replacement, rehabilitation, or improvement of streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, bridges, domestic water systems, storm and sanitary sewer systems, and planning, construction, reconstruction, repair, rehabilitation, or improvement of parks.

A. Real Estate Excise Tax (REET)

The Growth Management Act, as amended by the legislature, identifies the local Real Estate Excise Tax as a capital funding option for local governments. It also gives localities the authority to levy a second .25% REET, in addition to the .25% authorized by prior legislation. The Table below reflects estimated REET collections covered by this plan.

Table G.6 | Real Estate Excise Tax

Year	Est. Total Revenue	Year	Est. Total Revenue
2023	$ 16,050,282	2035	$ 32,296,321
2024	$ 17,013,299	2036	$ 34,234,100
2025	$ 18,034,097	2037	$ 36,288,146
2026	$ 19,116,143	2038	$ 38,465,435
2027	$ 20,263,111	2039	$ 40,773,361
2028	$ 21,478,898	2040	$ 43,219,763
2029	$ 22,767,632	2041	$ 45,812,948

2030	$ 24,133,690	2042	$ 48,561,725
2031	$ 25,581,711	2043	$ 51,475,429
2032	$ 27,116,614	2044	$ 54,563,954
2033	$ 28,743,611	2045	$ 57,837,792
2034	$ 30,468,227	2046	$ 61,308,059

Note: Estimated revenue based on REET 1/2 10 year forecast and 6% growth rate.

The estimated revenue total includes the existing .25% REET(1) and an additional 0.25% REET(2). However, considerable variance from the figures is possible. Careful monitoring of this revenue source will be needed throughout the six-year planning period and changes in financing strategy may be called for in response to changing economic conditions.

B. Fund Balance

Fund balance represents surpluses that have been accumulated by the county in past years. Best viewed as "non-renewable resources," fund balances are available to finance major one-time expenditures. Appropriate expenditures might include County buildings and facilities. Fund balance is probably less appropriate as a funding source for parks acquisition and development because the expenditures included in this 6-year plan are just a portion of the total 20-year parks program. An ongoing source of funds, such as the REET (see above) is needed to support the parks program. Available fund balances needed to complete the financing of the capital facilities plan are shown in Table G.7, below:

Table G.7 | Fund Balances

Real Estate Excise Tax 1 fund balance	$ 8,028,009
Real Estate Excise Tax 2 fund balance	$ 27,900,455
Total Fund Balances	**$ 35,928,465**

Note: REET Fund balance as of 01/01/23 Workday Trial Balance

C. Summary

Table G.8 below, summarizes the total financial plan supporting the capital facilities program for the 6-year period from 2023-2028.

Table G.8 | Total Financial Plan Summary 2023-2028

Total Expenditures	**$580,858,481**
Appropriated Resources	**$411,396,481**
General Purpose Funding Needed	**$169,462,000**
REET 1 Estimated Revenue	$ 55,977,915
REET 2 Estimated Revenue	$ 55,977,915
REET Fund Balance	$35,928,465
Total General Purpose Funding Available	$147,884,295

This section recaps the Council actions necessary to implement this financial plan, outlines the overall, long-term financial impact of this plan on the county and highlights the role of the budget process in implementing, monitoring and modifying this plan.

A. Implementation Action Needed

As discussed above, a number of Council actions are needed to implement this financial plan. These include:

- Implementing a funding mechanism for any identified funding gaps for the capital facilities program.
- Implementing a funding mechanism (such as a property tax or tipping fee) sufficient to generate enough funds for the Conservation Areas Acquisition Program.
- Ensure that the rates charged by the county to its wholesale customers are adequate to repay bonds issued for expansions. Maintaining a sewer rate structure adequate to cover the costs of future expansion.
- Approval of the Capital Planning Advisory Committee (CPAC) capital plan.
- Implementing a funding mechanism sufficient to generate enough funds for the Capital Planning Program.

B. Long-Term Financial Impact

Implementation of this financial plan will have an impact on the county's financial condition extending well beyond the six-year time horizon of the plan itself. While it is difficult to foresee the implications of these effects, it is important to be aware of them. The following points should be kept in mind:

- Most or all of the revenue from the existing Conservation Futures property tax levy will be committed to servicing bonds re-issued in 2018 for the next twenty years. Thus, a significant source of funding for the parks program contained in this plan will not be available again until 2038.
- Revenues from the Real Estate Excise Tax (REET) are committed to servicing debt on the Public Service Center and Community Health Center (first and second issue). Revenues from the REET may be available to meet this need, depending upon economic and market conditions and other community needs.
- A portion of the Fund balance accumulated in recent years has been expended. This may limit the county's ability to meet unanticipated needs in future years.

C. Budget Process Implications

This document is a long-term plan. Responsibility for the year-to-year financial decisions needed to implement the plan will fall to the county's budget process. Key tasks the budget process will need to perform include the following:

- Monitoring economic conditions and revenue estimates and, when necessary, modifying the financial plan to address changing conditions.
- Monitoring project expenditures to ensure that they remain within planned levels and, when necessary, modifying the financial plan to address changing conditions.
- Deciding the timing of the expenditures and debt issuance within the six-year time frame of the financial plan.
- Managing operating expenditure levels to ensure adequate funding for the maintenance of capital facilities developed under this plan.

- Reviewing the needs and priorities of the community and, when necessary, modifying the capital plan and its financial elements accordingly.

D. Impact on Households

In some areas, this financial plan calls for new fees or taxes. The following summarizes the estimated financial impact of the changes described on individual households. These are estimates only and, in certain cases, the decisions needed to precisely quantify the impacts have not yet been made.

- **Transportation:** No new taxes or fees anticipated within the 6-year time frame as outlined in this document.
- **Parks and Open Space:** A funding strategy will be needed to enable the Conservation Areas Acquisition Program. Originally contemplated using the Conservation REET, funding options also includes a property tax and garbage tipping fees, among others.
- **County Buildings and Other Facilities:** A funding strategy will be necessary to pay for the capital and major maintenance cost and some of the future funding may need to come from voter approved bond.

EXHIBIT 7

CLARK COUNTY WASHINGTON

COMMUNITY PLANNING

Exhibit A

CPZ-2023-00015, Countywide Planning Policies Amendment Proposal

Proposed modifications are shown in green highlight.

Chapter 1 Land Use Element

1.1 Countywide Planning Policies

1.1.1 Clark County, municipalities and special districts will work together to establish urban growth areas within which urban growth shall be encouraged and outside of which growth may occur only if it is not urban in nature. Each municipality within Clark County shall be included within an urban growth area. An urban growth area may include territory located outside of a city if such territory is characterized by urban growth or is adjacent to areas characterized by urban growth.

1.1.2 The County and relevant jurisdictions will consult with the Cowlitz Indian Tribe where urban growth areas are adjacent to the boundary of the Cowlitz Indian Reservation in order to assure that policies developed in compliance with Chapter 36.70A accommodate the Tribe's and relevant jurisdictions' future growth needs. "Relevant jurisdictions" are defined as those adjacent to and/or affected by the Cowlitz Indian Tribe Reservation.

1.1.3 Urban growth areas shall include areas and densities sufficient to permit the urban growth that is projected to occur in Clark County for the succeeding 20-year period.

1.1.4 Urban growth shall be located primarily in areas already characterized by urban growth that have existing public facility and service capacities to adequately serve such development and second in areas already characterized by urban growth that will be served by a combination of both existing public facilities and services that are provided by either public or private sources. Urban governmental services shall be provided in urban areas. These services may also be provided in rural areas, but only at levels appropriate to serve rural development. Urban governmental services include those services historically and typically delivered by cities or special districts and include storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection, public transit services and other public utilities not normally associated with non-urban areas.

1.1.5 An urban growth area may include more than a single city.

1.1.6 Urban growth is defined as growth that makes intensive use of land for the location of buildings, structures and impermeable surfaces to such a degree as to be incompatible with the primary use of such land for the production of food, other agricultural products, fiber, or the extraction of mineral resources.

1.1.7 Clark County and cities shall review their designated urban growth area or areas in compliance with Chapter 36.70A. The purpose of the review and evaluation program shall be to determine whether Clark County and its cities are achieving urban densities

within Urban Growth Areas. This shall be accomplished by comparing the growth and development assumptions, targets and objectives contained in these policies (and in county and city comprehensive plans) with actual growth and development that has occurred.

1.1.8 Each municipality within Clark County shall annually provide to Clark County parcel specific information on land developed or permitted for building and development in three categories: residential, commercial and industrial. Clark County and municipalities shall follow the guidelines specified in the Plan Monitoring Procedures Report for the collection, monitoring and analysis of development activity and potential residential/employment capacity.

1.1.9 Clark County, in cooperation with the municipalities, shall prepare a Buildable Lands Capacity Report consistent with Chapter 36.70A. The report will detail growth, development, capacity, needs and consistency between comprehensive plan goals and actual densities for Clark County and the municipalities within it.

1.1.10 Clark County and municipalities shall use the results of the Buildable Lands Capacity Report to determine the most appropriate means to address inconsistencies between land capacity and needs. In addressing these inconsistencies, Clark County and municipalities shall identify reasonable measures, other than adjusting urban growth areas that will be taken to comply with the requirements of Chapter 36.70A.

1.1.11 Population projections used for designating urban growth areas will be based upon information provided by the Office of Financial Management and appropriate bi-state/regional sources.

1.1.12 Interagency Cooperation. Clark County and each municipality will work together to:

- ~~e~~Establish a Technical Coordinating ~~Advisory~~ Committee (TCC) to develop an ongoing coordination program within the urban growth area; Each jurisdiction, the Cowlitz Indian Tribe and the Southwest Regional Transportation Council may designate one staff representative and an alternate to the TCC.
- ~~I~~Include the Cowlitz Indian Tribe as a member of the Technical ~~Advisory~~ Coordinating Committee in order to facilitate interagency planning efforts and intergovernmental coordination;
- ~~p~~Provide opportunities for each jurisdiction to participate, review and comment on the proposed plans and implementing regulations of the other;
- ~~c~~Coordinate activities as they relate to the urban growth area;
- ~~c~~Coordinate activities with all special districts;
- ~~s~~Seek opportunities for joint efforts, or the combining of operations, to achieve greater efficiency and effectiveness in service provision; and,
- ~~c~~Conduct joint hearings within the urban growth areas to consider adoption of Comprehensive Plans.

1.1.13 Any local jurisdiction, including the county, may initiate an amendment to or request an interpretation of any Countywide Planning Policy, as follows:

- The local jurisdiction shall submit the proposed amendment or proposed interpretation to the County Manager or their designee (County Manager), and shall include the following in the proposal:
  - In the case of an interpretation request, identification of the policy and the exact language of the proposed interpretation; or
  - In the case of a proposed amendment:
    - The exact language of the proposed amendment (shown in "strike out" for deletions and "underline" for additions); and
    - An explanation of the need for the proposed amendment, including the factors, data, or analyses that have changed since the adoption of the Countywide Planning Policies and/or the experiences with the existing Countywide Planning Policies that have prompted the proposed amendment; and
    - An analysis of how the proposal meets the criteria in 40.560.010.F through K, or city code, as applicable.
- The county shall initially refer a proposed amendment to or interpretation request regarding the Countywide Planning Policies to the Technical Coordinating Committee (TCC), (see also in Policy 1.1.12), which shall review the proposal and develop a consensus-based recommendation, as follows:
  - TCC Members shall endeavor to reach agreement on a mutually acceptable course of action regarding a proposed amendment or interpretation request, with decisions made by agreement rather than by majority vote where TCC members agree to support, accept, live with, or agree not to oppose the decision. The TCC can only make recommendations when a majority of members are present. The TCC can only revisit a previous decision if a majority of the TCC agrees.
- If consensus regarding a proposed amendment or proposed interpretation is not reached, the group will explore whether modifications to that proposal can help achieve consensus. If the TCC still cannot reach consensus, the proposed amendment or interpretation will be forwarded through the remainder of the process along with a summary of the meeting discussion in place of a recommendation.
- Once the TCC makes a recommendation, or cannot reach consensus, on a proposed amendment, the process continues as follows:
  - The county shall review the proposed amendment utilizing the Type IV docket code amendment procedures as outlined in CCC 40.510.040, 40.560.010 and 40.560.030 for review of the proposal.
  - If approved by the County Council, staff from each jurisdiction shall bring the proposal through their respective jurisdiction's adoption or approval process.
  - Each jurisdiction shall notify the County Manager of the results of its adoption process.
  - If the amendment is considered outside of the periodic review process, each jurisdiction shall consider the amendment in its next annual comprehensive plan update.
  - If the amendment is considered as part of a periodic review process, the timing of the request must reasonably coincide with the overall schedule of the periodic review, or the request will be considered as part of the next amendments docket as outlined in 40.560.030.

1.1.134 Coordination of land use planning and development:

- Clark County and each municipality shall cooperatively prepare land use and transportation plans and consistent development guidelines for the urban area.

- Comprehensive Plans must be coordinated. The comprehensive plan of each county or city shall be coordinated with and consistent with, the comprehensive plans adopted by other counties or cities with which Clark County or city has, in part, common borders or related regional issues. The city and Clark County shall play partnership roles in the production of plans which provide the opportunity for public and mutual participation, review and comment.
- Conversion of industrial or employment lands to non-industrial or non-employment center districts may occur within the following parameter:
  - Protect and preserve lands zoned heavy industrial for heavy industrial uses.
  - Protect employment center lands from conversion to residential.
  - Consider rezoning of employment center lands to non-retail commercial or business park if the proponent can show that (a) the zone change would accommodate unforeseen and rapidly changing commercial development needs and (b) the proposed designation is more suitable than the current designation given the land's site-specific characteristics and (c) the proposed zone change will generate jobs at a higher density than the current comprehensive plan zone allocation.
- Urban development shall be limited to areas designated by the urban growth boundary. Clark County and each local jurisdiction urban areas would have a higher average density than currently exists, approximately 4, 6 to 8, units per net residential acre depending on the specific urban area. No more than 75 percent of the new housing stock would be of a single product type (e.g., single-family detached residential or attached multi-family). This would not apply to the Yacolt urban growth area due to wastewater management issues.

1.1.145 Urban Growth Area Centers (UGA) have a full range of urban levels of services and can be divided into three main categories in the following density tiers:

- **Vancouver Urban Growth Area** is now or will be a major urban area activity centers with a full range of residential, commercial and industrial uses, high-capacity transit corridors, schools, major cultural and public facilities. Major urban areas centers, have or will have, urban densities of development of at least 8 units per net residential acre (6 gross units per acre) as an overall average. Areas along high capacity transit corridors and priority public transit corridors may have higher than average densities while other areas would have lower densities (e.g. established neighborhoods and neighborhoods on the fringes of the urban area). Regional institutions and services (government, museums, etc.) should be located in the urban core.
- **Urban Growth Areas of Battle Ground, Camas, Ridgefield and Washougal,** will have a full range of residential, commercial and industrial uses, schools, neighborhood, community and regional parks and are within walking distance to HCT corridors or public transit. These areas will have employment opportunities and lower densities than a major urban area centers, averaging at least 6 units per net residential acre (4.5 gross units per acre). Higher densities occur along transit corridors and in the community center, with lower densities in established neighborhoods and on the outskirts of the community. These urban growth areas centers should have a center focus that combines commercial, civic, cultural and recreational uses.
- **Urban Growth Areas of La Center and Woodland** will have predominantly residential uses with at least 4 housing units per net residential acre (3 gross units

per acre) and includes pedestrian-oriented commercial uses, schools and small parks.

- There are no standards for the **Yacolt Urban Growth** area due to lack of public sewer. A mix of residential uses and densities are or will be permitted. Neighborhoods are to have a focus around parks, schools, or common areas.

1.1.156 Rural Centers are outside of urban growth areas centers and urban reserve areas and provide public facilities (e.g., fire stations, post offices, schools) and commercial facilities to support rural lifestyles. Rural centers have residential densities consistent with the surrounding rural minimum lot sizes and do not have a full range of urban levels of services

1.1.167 Establish consistent regional criteria to determine the size of urban growth areas for the 20-year comprehensive plans that:

- Assume the need for residential market factor lands added to the amount called for in the population forecast to build in flexibility.
- include a household size of 2.66 people per household
- conserve designated agriculture, forest or mineral resource lands;
- ensure an adequate supply of buildable land;
- have the anticipated financial capability to provide infrastructure/services needed for the 20-year growth management population projections; and,
- balance industrial, commercial and residential lands.

1.1.178 Establish consistent regional criteria for urban growth area boundaries for the 20-year comprehensive plans that consider the following:

- geographic, topographic, man-made and natural features (such as drainages, steep slopes, riparian corridors, wetland areas, etc.);
- public facility and service availability, limits and extensions;
- jurisdictional and special district boundaries;
- location of designated natural resource lands and critical areas; and,
- minimize split designations of parcels.

La Center UGA

1.1.189 There shall be no net material increase in cardroom capacity within the La Center Urban Growth Area.

Cowlitz Indian Tribe

To adequately plan for growth and implement the policies of the Growth Management Act, the county, municipalities, and special districts will consult with the Tribe to create continuous and on-going mechanisms that coordinate regional and local planning as follows:

1.1.1920 Meaningful and substantial opportunities for early and continuous tribal government participation in planning.

1.1.2091 Local jurisdictions will work with the tribe to develop agreements that provide for discussion on comprehensive planning issues among governments. The parties will jointly determine the appropriate contents of agreements and a schedule for completing them.

1.1.2~~1~~2 The tribe, county, municipalities and special districts are encouraged to coordinate plans among and between governments and agencies to address substantive areas of mutual interest and promote complementary and cooperative efforts.

1.1.2~~2~~3 The county, municipalities, special districts, and tribe are encouraged to keep one another informed about matters of local and regional interest by mutually agreeable means and schedule.

EXHIBIT 8

Amendment Note:
Strike-through indicates text deletion.
Yellow highlight with underline indicates text addition.

Mineral Lands (pg. 86-88)

The Growth Management Act (RCW 36.70A.040 (3) (b)) requires Clark County and each city within it to designate mineral resource lands and to adopt development regulations conserving those resource lands from which the extraction of minerals occurs or can be anticipated. The Act specifically requires the designation of "mineral resource lands that are not already characterized by urban growth and that have long-term significance for the extraction of minerals."

There are three key issues to the designation and conservation of mineral resource lands. These issues include:

- defining what types of mineral resources are potentially significant in the county;
- defining the extent and long-term significance of aggregate that is needed to meet the demand of the county's projected population; and,
- determining how to balance a variety of land uses within mineral resource areas.

The mineral resources identified and mined in Clark County consist of two aggregate types: sand and gravel (round rock) and quarry rock.

The primary uses of sand and gravel deposits are aggregate for Portland cement "ready mix" concrete and asphalt concrete, drain rock, base rock and fill. There are four principle sand and gravel mining areas in Clark County: the North County-Woodland Area, East Fork of the Lewis River, Orchards and East Mill Plain. The deposits in the northern half of the county are primarily recent alluvium and Pleistocene terrace deposits. The thickness of the alluvial deposits ranges from a few feet to tens of feet, while the terrace deposits are approximately 30-60 feet thick. The rocks have not been weathered and are fairly hard.

The most abundant gravel deposits lie in the southern portion of the county (Orchards, East Mill Plain). These are primarily recent alluvium and Pleistocene flood deposits. The gravel here is uniform in size, un-weathered and contains a high percentage of hard, non-reactive rocks. This area also has little overburden and a close proximity to markets. Deposits range from 60 to 100 feet thick, with thickness generally decreasing with distance north from the Columbia River. The expansion of the Vancouver and Camas urban areas has made a major portion of this resource permanently inaccessible.

The second type of aggregate quarry rock is typically used as base rock for roads, riprap and jetty rock or as crushed aggregate. In southwest Washington, most quarry rock is of marine volcanic origin, characterized by poor strength and durability due to contact with sea water during extrusion of lavas. However, there are several locations in Clark County where high-quality basalt bedrock is found capable of producing substantial amounts of durable aggregate. Currently seven rock quarries are in active operation in the county. With the exception of Fisher Quarry, most rock quarries are located in the north and east portions of the county a considerable distance from the market.

Mineral resource lands of long-term commercial significance were designated as part of the 1994 Comprehensive Plan as required by WAC 365-190-070. Mineral resource lands consist of areas that appear to contain the resource, based on the best available geological information; are primarily not within environmentally sensitive areas (e.g., 100-year floodplain, high quality wetland areas); and are at least 80 acres in size, or include at least one 40-acre parcel or two 20-acre parcels which are currently vacant. Parcel size is not a requirement if the land is adjacent to an existing mining site.

The Department of Natural Resources published an updated map showing known and potential mineral resources in 2005 (Figure 23). Identified mining areas are designated with the Surface Mining Overlay (SMO) District, which is an overlay zone that can be combined with any other zoning district. Areas where the SMO was applied were updated in 2014.

Development standards in Title 40 were revised in 2014 to help maintain a balance between surface mining and adjacent land uses. ~~Extraction of mineral deposits in the Surface Mining Overlay District is a permitted use outright, while rock crushing, asphalt plants and concrete batch plants can be approved as conditional uses.~~ In the Surface Mining Overlay District, extraction of mineral deposits, rock crushing, asphalt plants and concrete batch plants require a conditional use permit. Special standards include maximum permissible noise levels, hours of operation, drainage provisions and land restoration requirements. The provisions of this district also apply to surface mining operations that were active prior to the adoption of these standards.

EXHIBIT 9

Text Amendment Note:
Highlight with strike-through indicates text deletion.
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Chapter 1

Land Use Element

Chapter 1 Land Use Element

Introduction

The Land Use Element of the Clark County Comprehensive Growth Management Plan 2015-2035 (20-Year Plan) provides policy guidance for the uses of land throughout Clark County, which range from residential, commercial and industrial structures to farm and forestry activities to parks, open spaces and undeveloped environmentally sensitive areas. It contains policies to provide guidance as to how and where these uses should be located and what type of overall land use pattern should evolve as Clark County develops over the next 20 years.

In addition to the written descriptions of existing conditions and the policies, the land use element is closely associated with the 20-Year comprehensive plan map. The map delineates the unincorporated area in various categories, or plan designations, which appear on the map as different colors. Specific policies are applied to specific map designations, providing policy direction for the development of those areas.

This element includes a review of existing conditions and analyses of how Clark County will meet future needs related to land uses. One critical concern that it addresses is whether the map and policies designate adequate amounts of land to meet the residential, commercial, industrial, environmental and other needs of Clark County through the next 20 years. A second equally important concern is the integration of land uses. The various types of uses should be located and developed in an integrated, cohesive manner which minimizes transportation and other public and private service needs and costs and fosters greater accessibility, livability and community in Clark County.

The Growth Management Act of 1990 (GMA) clearly emphasizes the reduction of urban sprawl. The Land Use Element promotes more compact development patterns which allow for more efficient delivery of services and promotes a better balance of jobs and housing to minimize the distance people need to travel between home, workplace and shopping.

The Land Use Element contains provisions for a clear distinction between urban and rural areas through the designation of urban growth boundaries, as required by the GMA. Within urban areas, urban style and density development should occur. Within the rural area, rural style and density development are planned.

Within the urban areas, a range of urban densities and development opportunities are envisioned. Although single family housing and middle housing will continue to be the most common forms of residential development, certain areas within major activity centers and along transportation corridors are planned for increased multi-family and mixed use development, as well as more intensive commercial uses. Protection of environmentally critical lands and an expansive recreational and open space network development are planned in both the urban and rural areas.

Relation to other elements of the plan

The land use element addresses land development t hroughout the entire unincorporated area. However, because of its unique conditions and policy issues, analysis and policies for the unincorporated rural area of Clark County are contained in a separate Rural and Natural Resource Lands Element, Chapter 3 and Environmental Element, Chapter 4 of this document.

The Land Use Element is the central element of the comprehensive plan. The other elements must be fully consistent with the land use development patterns and policies presented in the Land Use Element and comprehensive plan map. For example, the Transportation and Capital Facilities Elements must contain adequate provisions to serve the type and extent of the land use patterns envisioned in the Land Use Element. Conversely, the Land Use Element and map must not specify a land use development pattern which cannot be adequately served by transportation and other services specified in the other elements.

Relation to other county planning policy documents

The Clark County 20-Year Comprehensive Plan, including the land use element, is part of a hierarchy including GMA, the Clark County countywide planning policies, the *Community Framework Plan* and the Clark County zoning ordinance and related implementation measures. The GMA contains general and specific requirements for participating jurisdictions. Clark County's *Community Framework Plan* provides an overall community vision and general policies for future development in accordance with detailed policies for managing growth consistent with the mandates of GMA and the direction of the *Community Framework Plan*.

The 20-Year plan and its Land Use Element do not provide all the details, however. Precise standards, such as building setbacks, permitted uses within a particular zoning district or appropriate types of stormwater management systems are included in the implementing ordinances, including the zoning regulations. The 20-Year plan is the controlling document and where the implementing ordinances conflict with the 20-Year plan or fail to implement its policies, the 20-Year plan and its policies shall prevail.

Relation to city comprehensive plans

The land use element and other 20-year plan elements will be the governing documents for all unincorporated lands under the jurisdiction of Clark County. City comprehensive plans and their associated ordinances will be the governing documents applicable within incorporated city limits. Unincorporated lands within adopted urban growth areas will be subject to county plans and ordinances, although cities will be consulted and city policies may be considered. Interjurisdictional provisions are included in the Procedures Element, Chapter 14 of this document.

Land Use Conditions

General History

Clark County was originally settled by Native Americans, who established villages along the Columbia River and in other sites before recorded history. European settlement dates back to the establishment of Fort Vancouver in the early 19th century. Subsequent development of Clark County was primarily agriculturally based, but small residential concentrations within compact grid networks emerged in the Vancouver, Camas and Washougal areas and later in Battle Ground, La Center and Ridgefield.

Later expansions in development patterns were brought about largely by transportation improvements. With the arrival of the streetcar, radial development along track lines followed, such as along Fourth Plain Boulevard from downtown Vancouver to Orchards. Increased automobile use beginning in the 1920's extended the reach of development further from the original downtown nodes into areas previously used for agriculture. This process continued with the influx of population during World War II, the post-war construction of Highway 99 and later Interstate 5 and 205.

Increasingly dispersed development patterns have occurred over the past 20 years in Clark County. The pace and timing of growth has occurred in cycles, driven largely by regional and national trends. From 2000 through 2010, county population grew from 345,238 to 425,363. During this period, Clark County grew by 80,125 residents or by 23 percent. On April 1, 2015, the state Office of Financial Management ranked Clark County as the fifth largest county in the state with a population of 448,500.

Current general distribution of land uses and population

The total land area encompassed by Clark County and its associated cities is approximately 420,238 acres, including areas covered by water. The overall existing distribution of various land uses within Clark County is illustrated in Table 1.1. This Table illustrates how the areas are designated by the comprehensive plan or zoning maps.

Table 1.1 | 2015 Generalized Land Uses – Plan Map (Values in Acres)

Jurisdiction	Forest	Agriculture	Commercial	Industrial	Business Parks	Mixed Use	Public Facilities	Parks Open Space	Single Family Residents	Multi-Family Residents
Clark County	158,099	34,535	360	573			1,338	8,330	103,759	
Vancouver UGA			5,359	9,426		603	3,601	5,119	31,946	5,758
Camas UGA			889	1603	888		519	832	4,850	648
Washougal UGA			347	815		225	150	433	2,588	256
Battle Ground UGA			797	324	190	1,333		153	2,786	1,238
La Center UGA			175	105		129	91	122	1,136	85
Ridgefield UGA			390	1,075	442	48	246	254	2,991	565
Yacolt UGA			39	58			37	42	273	
Woodland							40		111	
Total*	158,099	34,535	8,355	14,279	1,521	2,337	6,022	15,283	150,440	8,550

Source: Clark County GIS. * The total above does not include 18,159 acres of bodies of water; 81 acres of Airport and 260 acres of Bonneville Power Administration (BPA) in Vancouver.

Table 1.2 presents 2015 base population and projected increases in Clark County and its cities. It should be noted that city limits listed have not remained static over time and will not do so in the future. Growth within urban growth areas reflects an expansion of city limits as well as births, deaths and net migration.

The projected 2035 populations for each city reflect an assumption that city limits will grow through annexation to fill the adopted urban growth areas (UGA). Similarly, the apparent decline in the unincorporated rural and urban areas is due to a loss of land area through annexation and not out-migration or other loss of population.

Much of the policy thrust of the Clark County 20-Year plan is in response to the need to plan for the anticipated population growth for the 20-year period ending in 2035 based on a 1.26% growth rate or a projected population of 577,431 (90% to the urban area and 10% to the rural area). Under the GMA, Clark County and its cities are required to plan for a total population projection as provided by the state Office of Financial Management (OFM). The OFM has estimated a population projection for 2035 ranging from a low of 459,617 to a high of 681,135. Although the county can exercise discretion over how the projected total is distributed among the urban growth areas and the unincorporated rural area, the comprehensive growth plans of Clark County and its cities must be consistent with the official total allocation.

The 2035 population projections listed in Table 1.2 are actual goals, not merely future estimates or guidelines, which must be reflected in the respective 20-year plans of the jurisdictions.

Table 1.2 | 2035 Population Estimates by Jurisdiction

UGA	2015 Population	2015 – 2035 Change	2035 Population
Clark County	62,205	12,859	75,064
Battle Ground UGA	20,871	17,572	38,443
Camas UGA	22,843	11,255	34,098
La Center UGA	3,209	4,433	7,642
Ridgefield UGA	6,575	18,919	25,494
Vancouver UGA	315,460	56,601	372,061
Washougal UGA	15,932	6,415	22,347
Woodland	89	229	318
Yacolt UGA	1,661	303	1,964
Total	448,845	128,586	577,431

Sources: Clark County GIS. Projected 2035 population based on OFM allocation and 1.26% growth rate. 2015 population is based on incorporation of UGA area.

Approximately 90 percent of population growth over the 20-year planning horizon is expected to occur in designated urban growth areas, with 10 percent of the remainder to occur in unincorporated rural and natural resource lands. This type of development pattern is consistent with the goals of the GMA and supports the implementation of the long range vision of the county reflected in the *Community Framework Plan*. To accommodate the population growth over the 20-year planning horizon the following UGA's new total acreage in Table 1.3 is expected to expand to Battle Ground 81.67, La Center 72.47 and Ridgefield 111.26, acres.

Table 1.3 | Total Acreage Added by UGA

UGA Name	Commercial	Mixed Use	Public Facilities	Urban Low Density Residential	Grand Total
Battle Ground	0	81.67	0	0	81.67
La Center	55.04	0	17.43	0	72.47
Ridgefield	0	0	0	111.26	111.26
Grand Total	55.04	81.67	17.43	111.26	265.40

Source: Clark County GIS

Residential Land Uses

Residential lands provide the base for the provision of housing of Clark County residents. For the purposes of assessing overall land use, perhaps the most significant policy issues related to residential uses are the sufficiency, affordability and location of the overall housing stock. These factors are heavily driven by market and demographic factors which are largely beyond local control, such as interest rates or immigration to the Portland-Vancouver region. However, Clark County is working with all the cities to provide an appropriate land base and policy guidance through the comprehensive planning process to influence these factors in a positive direction.

The 2016 Comprehensive Plan Map for the county and its cities contains an adequate amount of land designated for urban residential use, which is sufficient to accommodate the projected population increase of 115,727 persons allocated to Clark County urban areas. The methodology used to determine the amount of land needed to accommodate the projected population increases is based on the policy directives of the Board of County Councilors. A more complete analysis of residential development issues is contained in the Housing Element, Chapter 2 of this document.

Commercial and Industrial Land Uses

Urban commercial and industrial designations are designated within the Urban Growth Areas on the Land Use Map. These include Commercial (C), Industrial (I) and Heavy Industrial (IH), as described below. Commercial lands are envisioned to accommodate future employment growth, along with industrial and business lands. Economic Development Element, Chapter 9 provides further policy direction regarding types of employment uses and attraction of businesses to the county. For designations, goals and policies guiding commercial development in the rural area see Rural and Natural Resource Element, Chapter 3.

Parks

Clark County has been involved in land acquisition for parks since the 1930's and adopted its first Comprehensive Parks and Recreation Plan in 1965. From 1997 to 2013, the county park system was jointly planned and managed with the City of Vancouver via an interlocal agreement or memorandum of understanding (MOU). In 2014, the agreement was not renewed. The Clark County Parks Division was created in 2014 under the Department of Public Works and the associated Clark Parks Advisory Board (PAB) was also established in 2014. In 2015 the Clark County Parks, Recreation and Open Space (PROS) Plan was adopted by the Board of County Councilors. The plan provides direction for the future priorities of the parks system over the next two decades, qualifies the county for eligibility for state and federal grant resources, fulfills the requirements for a parks element within the comprehensive plan as part of the State of Washington Growth Management Act (GMA) and reflects the guidance from the Greater Clark Parks Advisory Board related to recreational needs and priorities of the community. The Parks, Recreation and Open Space Element, Chapter 7, provides further background and information on these facilities in Clark County.

Land Use Integration

For a community to function in a livable and efficient manner, land uses must not only be provided in sufficient overall quantities, but must also be developed in an integrated, cohesive fashion. The 20-Year Plan encourages improved land use integration on a range of levels, from more efficient overall regional form to better site-specific land use integration and access. Developing in an integrated fashion to include but not limited to working closely with school districts to ensure that new school facilities are within close proximity to neighborhoods they are intended to serve.

Urban Growth Areas

Perhaps the most fundamental policy component of the 20-Year Plan is the establishment of urban growth boundaries, as required by the GMA. Within urban growth boundaries, development of urban uses and densities should occur and urban level-of-services should be available, or capable of being provided in the future. Within the rural area beyond the urban growth boundaries, only rural uses and densities should occur and only rural level-of-services should be provided.

The establishment of urban growth boundaries is intended to reduce service inefficiencies associated with sprawling and dispersed development patterns and to produce a generally more compact overall urban development pattern which can be served more efficiently. Urban growth boundaries also facilitate more efficient timing of growth, as available land supplies within the urban areas are generally utilized before the boundary is extended into the adjacent rural area to allow for more intensive development in that area. In the absence of established boundaries, leap frog development pattern may occur when urbanization takes place in isolated outlying pockets before it occurs in areas closer to the cities.

Urban growth boundaries also serve the purpose of fostering distinctions between the urban and rural areas which often become blurred or lost in the face of unmanaged growth. Those who choose to live in rural or urban areas often do so because of the relatively unique set of characteristics that each offers. By reinforcing and protecting the distinction between urban and rural areas, growth boundaries can help to conserve for the future many of these characteristics which have been steadily eroded in Clark County in recent years, particularly in the rural communities closer to the urban areas.

Focused Public Investment Areas

Although development will occur throughout the urban areas, the 20-Year Plan encourages more focused capital improvements for a variety of services in specific areas in order to provide "fully served" land where all public facilities meet or exceed standards. Clark County has identified potential investment areas and developed conceptual plans and cost estimates for making these areas ready to build. Encouraging development in the focused public investment areas will allow mixed use, industrial and professional business activities to locate where they can be served most easily and efficiently by public services, particularly transportation. These centers and nodes have better automobile and transit accessibility than most other urban areas. Encouraging commercial active-ties in close proximity to higher density housing will provide important opportunities to more closely match jobs, housing and shopping, minimizing traffic impacts by reducing the number and length of automobile trips needed.

Providing a range of development densities in the urban area is intended to foster a variety of options for people or companies wishing to live or do business in the county. Opportunities will be provided in residential areas characterized by larger homes and ample yard space, as well as those who wish to live in a more urbanized setting of smaller homes within walking distance or close proximity of a full range of shops or other activities. More detailed information can be found in the Economic Development Action Plan.

Sub-area Plans

Sub-area planning provides the community with a greater opportunity to be involved in a planning process that is more identifiable and predictable. Neighborhoods, corridors and special districts may be defined and plans will be tailored to address the issues of that area. Upon adoption by the Board of County Councilors they amend and become part of the comprehensive plan.

Many planning efforts have been undertaken within the Vancouver Urban Growth Area in collaboration with area residents, business owners and other stakeholders. Sub-area plans work to create a vision for a community as it grows and develops.

Highway 99

The Highway 99 sub-area is located in an urbanized area of unincorporated Clark County between Vancouver and Ridgefield. The planning area includes approximately 2,400 acres and extends from the Chelatchie Prairie Railroad Bridge near NE 63rd Street (south), Interstate 5 (west), NE 134th Street (north) and the Bonneville Power Administration Transmission Line Right-of-Way (east).

The area has a mix of housing, businesses and undeveloped property, but it is regionally known for US Highway 99. This key corridor, next to Interstate 5, serves as a business district for the Hazel Dell, Salmon Creek and Felida unincorporated areas.

The *Highway 99 Sub-area plan* and accompanying form-based code provides a vision for the redevelopment and revitalization of the Highway 99 corridor as shown in Figure 16a.

Mill Creek

The Mill Creek sub-area is bounded by NE 179th Street on the north, NE 50th Avenue on the east, the WSU campus on the south and NE 29th Avenue on the west. The plan includes zoning and traffic circulation for the area and recommendations on public open space, trails, lot size compatibility and design standards for future roads as shown in Figure 16a

Communitywide Plans

Something as simple as a sidewalk can improve your health and the health of your neighbors by encouraging walking for recreation or travel. Research shows that there are key features of communities that influence health, such as parks, safe streets, public gathering places and easy access to healthy food.

Other plans have been developed by and with the community to assure we are developing and sustaining healthy and age-friendly communities. Such plans include the Growing Healthier Report, the Aging Readiness Plan and the Clark County Bicycle and Pedestrian Plan. The Community Design Element, Chapter 11 includes policies related to the Growing Healthier Report and Aging Readiness, while the Transportation Element, Chapter 5 includes policies related to the Clark County Bicycle and Pedestrian Plan.

The 20-Year Plan encourages better land use integration through increased accessibility and interrelation of nearby uses. Development patterns or uses which allow for and encourage pedestrian access are encouraged, while development which is of a strip commercial nature or otherwise exclusively oriented to automobile traffic is not.

Growing Healthier Report

Clark County Public Health examined the ways that our neighborhoods and our built environment impact our health. Working with the community, they identified specific policies and strategies for improving the long-term health of our community through the development of the *Growing Healthier Report*.

Aging Readiness Plan

The Aging Readiness Task Force developed a plan that identifies strategies focusing on healthy communities, housing, transportation and mobility, supportive services and community engagement. The *Aging Readiness Plan* assesses the county's readiness to serve as a home for a growing number of older residents. The plan includes 91 strategies to improve the community's capacity to support its growing older population and ultimately benefit all ages. The Commission on Aging was established in 2012 to lead and manage the implementation of the plan.

Clark County Bicycle and Pedestrian Plan

Clark County has developed a *Bicycle and Pedestrian Plan* to make it safer and more convenient for people to get to major destinations on foot or by bicycle. The plan identifies ways to improve the transportation network by integrating existing sidewalks, bike lanes and trails.

Interpretation of the 20-Year Plan Map

The 20-Year Plan Map identifies a number of different designations which are described below. The plan designations have been chosen are consistent with the location criteria described. Future

amendments to the 20-Year Plan map must be made in a manner, which is consistent with these general descriptions (Tables 1.4, 1.5 and 1.6).

Comprehensive Plan Map: Establishes land use designations for all land in Clark County. It shows the long-term vision of how and where the county will change over the next 20 years to accommodate expected population growth.

Zoning Map: Shows how land can be used and what can be built on any given property today. Zones are more specific than comprehensive plan designations and come with a set of rules described in the county's Unified Development Code Title 40.

Table 1.4 | Rural Lands Plan Designation to Zone Consistency Chart

Comprehensive Plan	Zoning
Rural 5 (R-5) **Rural 10 (R-10)** **Rural 20 (R-20)**	Rural (R-5) Rural (R-10) Rural (R-20) Airport (A)
Rural Center (RC)	Rural Center (RC-1) Rural Center (RC-2.5) Rural (R-5)
Rural Commercial (CR)	Rural Commercial (CR-1) Rural Commercial (CR-2)
Rural Industrial (RI)	Heavy Industrial (IH) Airport (A)
Public Facility (PF)	Public Facility (PF) Airport (A)

Table 1.5 | Resource Lands Plan Designation to Zone Consistency Chart

Comprehensive Plan	Zoning
Agriculture (AG)	Agriculture (AG-20)
Agri-Wildlife (AG/WL) **Parks/Open Space (P/OS)**	Agri-Wildlife (AG/WL)
Forest Tier II	Forest (FR-40)
Forest Tier I	Forest (FR-80)
Airport (A)	Airport (A)

Table 1.6 | Urban Plan Designations to Zone Consistency Chart

Comprehensive Plan	Zoning
Urban Low Density Residential (UL)	Single Family Residential (R1-5) Single Family Residential (R1-6) Single Family Residential (R1-7.5) Single Family Residential (R1-10) Single Family Residential (R1-20)
Urban Medium Density Residential (UM)	Residential (R-12) Residential (R-18) Residential (R-22) Office Residential (OR-15) Office Residential (OR-18) Office Residential (OR-22)
Urban High Density Residential (UH)	Residential (R-30) Residential (R-43) Office Residential (OR-30) Office Residential (OR-43)
Mixed Use (MU)	Mixed Use (MX)
Commercial (C)	Neighborhood Commercial (NC) Community Commercial (CC) General Commercial (GC)
Industrial (I)	Business Park (BP) Light Industrial (IL) Railroad Industrial (IR) Airport (A)
Heavy Industrial (IH)	Heavy Industrial (IH) Airport (A)
Public Facility (PF)	Public Facility (PF) University (U) Airport (A)
Airport (A)	Airport (A) Heavy Industrial (IH)
Parks/Open Space (P/OS)	Parks/Open Space (P/OS) Parks/Wildlife Refuge (P/WL)
Bonneville Power Administration (BPA)	All zones

The Plan to Zone matrix is provided to identify those implementing base zoning districts which are consistent with each plan designation. Those districts which are not included within a given plan designation are inconsistent with the plan map and are not permitted within that designation. This information is necessary to determine when, where and under what circumstances these designations should be applied in the future.

20-Year plan designations and location criteria

The policies in this chapter and those in the referenced planning studies strive to improve the quality of life, provide opportunities for innovative approaches to land use and protect our community character. The policies work in tandem with the Comprehensive Plan map, which illustrates the location of various land use categories. The Comprehensive Plan map delineates the unincorporated area in various categories, or plan designations, which appear on the map as different colors.

Residential Lands

There are three separate categories for residential use, ranging from low to high density. Low density residential is predominantly for single-family and middle housing residential development ~~with a density range of five to ten units per gross acre~~. Medium and high density residential provide~~s~~ land for single-family attached housing, garden apartment and multi-family developments ~~ranging from 10 to 22 units per gross acre and high density of 43 units per gross acre~~. Public facilities, churches, institutions and other special uses may be allowed in these designations if certain conditions are met. Where offices are determined to be appropriate, office residential zones can be applied in the medium and high density designations.

Urban Low Density Residential (UL)

This designation provides land for single-family and middle housing residential development ~~for predominantly single-family residential development with densities of between five and ten units per gross acre~~. Minimum densities will assure that new development will occur in a manner which maximizes the efficiency of public services. New development shall provide for connection to public sewer and water. ~~Duplex and attached single-family homes through infill provisions or approval of a Planned Unit Development may be permitted.~~ In addition, public facilities, churches, institutions and other special uses may be allowed in this designation if certain conditions are met. The base zones which implement this 20-Year Plan designation are the R1-20, R1-10, R1-7.5, R1-6 and R1-5 zones. The zones may be applied in a manner that provides for densities slightly higher than existing urban development, but the density increase should continue to protect the character of the existing area.

Urban Medium Density Residential (UM)

This designation provides land for single family attached housing, garden apartment and multi-family developments ~~ranging from 10 to 22 dwelling units per gross acre~~. Minimum densities assure that areas build out to the density planned, ensuring that the urban areas accommodate anticipated residential needs. Areas planned for urban medium residential use and assisted living facilities shall be located near commercial uses and transportation facilities in order to efficiently provide these services. Public facilities and institutions are allowed under certain conditions. The implementing base zones in this designation are the R-12, R-18 and R-22 zones. Where Offices are determined to be appropriate, the Office Residential OR-15, OR-18 and OR-22 zones can be applied in this designation.

Urban High Density Residential (UH)

These areas provide for the highest density housing in the urban area with 43 units per gross acre. Minimum densities assure that these areas build out to the density planned, ensuring that the urban areas accommodate anticipated residential needs including assisted living facilities. Areas with this designation shall be located in transit corridors and near commercial and employment centers to provide demand for commercial and transportation services while providing easy access to employment. Institutions and public facilities are allowed in this zone under certain conditions. Base zones in this designation are the R-30 and R-43. Where Offices are determined to be appropriate, Office Residential OR-30 and OR-43 zones can be applied in this designation.

Commercial (C)

With the 2016 comprehensive plan update, the county has consolidated the three commercial comprehensive plan designations into one Commercial (C) comprehensive plan designation with the

three commercial zoning districts remaining. Three distinct categories for urban commercial use include the following:

Neighborhood Commercial (NC)
These Commercial center areas provide services within walking distance for the frequent needs of the surrounding residents and are implemented by the Neighborhood Commercial base zone. These areas are located in the urban growth boundary and will generally be small areas which are generally designed to serve neighborhoods. Developments in these areas will be designed to be compatible with the surrounding residentially zoned neighborhoods.

New neighborhood commercial areas should generally be less than five acres in size spaced less than five miles from similar uses or zones, serve a population of up to 10,000, locate at neighborhood collector or larger crossroads and serve a primary trade area within a 1.5 mile radius.

Community Commercial (CC)
A commercial center area provides services to several neighborhoods in urban areas of Clark County and is implemented with the Community Commercial zone. New community commercial areas should generally be between five and 20 acres in size, spaced two to four miles from similar uses or zones, serve a population of 10,000 to 20,000, locate at minor or major arterial crossroads and serve a primary trade area between 2 to 4 miles.

General Commercial (GC)
General Commercial areas provide a full range of goods and services necessary to serve large areas of the county and traveling public. This designation is implemented with the General Commercial base zone. These areas are generally located at interchanges, along state highways and interstates and adjacent to major and minor arterial roadways. New general commercial areas should generally be more than 20 acres in size, spaced more than four miles from similar uses or zones, serve a population of more than 20,000 and serve a primary trade area between 3 to 6 miles.

Mixed Use (MU)

The Mixed Use designation intends to allow mixed use developments to provide the community with a mix of mutually supporting retail, service, office and residential uses. Areas within this designation are implemented with the list of uses allowed in the Mixed Use (MX) zone. Areas within this designation are implemented with the list of uses allowed in the Mixed Use (MX) zone and are intended to achieve the goals and objectives of the *Community Framework Plan* and the comprehensive plan:

- enhance livability, environmental quality and economic vitality;
- accommodate and respect surrounding land uses by providing a gradual transition into lower density neighborhoods that may encircle a potential mixed-use site;
- maximize efficient use of public facilities and services; provide a variety of housing types and densities;
- reduce the number of automobile trips and encourage alternative modes of transportation;
- and create a safe, attractive and convenient environment for living, working, recreating and traveling; and,

- shall be accomplished through design requirements governing such elements as scale, bulk, street orientation, landscaping and parking as contained in the Mixed Use Design Standards.

Industrial (I)

Areas within this designation are implemented with Light Industrial (IL), Business Park (BP) and Industrial Railroad (IR) base zones and are intended to provide the community with employment opportunities such as compatible office and attractive new non-polluting industries. Areas designated Industrial also provides for more intensive job related land uses that pay family wages, such as professional offices, research and technology related industries.

- Light Industrial (IL) base zones are intended to provide for light manufacturing, warehousing, transportation and other land intensive uses. Services and uses which support industrial uses are allowed in these areas but limited in size and location to serve workers within the industrial area.
- The Business Park (BP) base zone provides for uses permitted in the business park and is intended to provide for campus like development with higher job densities and family wage jobs than in traditional industrial areas.
- The Industrial Railroad (IR) base zone provides land uses that require and take advantage of rail access. This designation is appropriate for industrial and manufacturing uses including manufacturing, assembly, fabrication, processing and bulk handling and storage (warehousing).
- Airport (A) base zone provides land uses for airports that allow public use.

Heavy Industrial (IH)

This designation is implemented with a heavy industrial (IH) base zone and provides land for heavy manufacturing, warehousing and industrial uses that may be incompatible with other categories of land uses. This designation is appropriate for areas which have extensive rail and shipping facilities.

Public Facility (PF)

This designation is applied to land uses that have already constructed facilities or are for public use. Public schools, government buildings, water towers, sewer treatment plants and other publicly owned uses are included in this designation. The implementing base zone is Public Facility (PF), University (U) and Airport (A).

Airport (A)

This designation is applied to airports that allow public use. It is implemented with an Airport (A) and Heavy Industrial (IH) base zones.

Parks/Open Space (P/OS)

These areas provide visual and psychological relief from man-made development in the urban area. Open space also provides opportunities for recreational activity and environmental preservation, maintenance and enhancement. Open space may include, but is not limited to developed parks, trails and greenways, special areas, public and private recreational facilities, critical lands and public gathering spaces. It is implemented with a Public/Open Space (P/OS) and Parks/Wildlife Refuge (P/WL) base zones.

Bonneville Power Administration (BPA)

These areas are owned by the Bonneville Power Administration (BPA) where they operate their transmission facilities.

Rural Lands

The Rural (R-5, R-10,R-20) designations are intended to provide lands for residential living in the rural area. Natural resource activities such as farming and forestry are allowed and encouraged to occur as small scale activities in conjunction with the residential uses in the area. These areas are subject to normal and accepted forestry and farming practices. The Rural 5, 10 and 20 comprehensive plan designations are implemented with corresponding Rural 5, 10 and 20 base zones. A Rural 10 designation is applied within the rural area to prevent premature subdivision of future urban areas where the lands are adjacent to designated Urban Reserves, where the predominant size is equal or greater than 10 acres, to act as a buffer to Natural Resource lands or to protect environmentally critical areas consistent with applicable county ordinance and related regulations. This allows for efficient urban development when land is added to the urban growth areas. A Rural 20 designation applies to rural areas where the lands act as a buffer to Natural Resource designated lands, are used for small scale forest or farm production or contain significant environmentally constrained areas as defined by applicable county code and related regulations.

Rural Center (RC)

The rural center residential zones are to provide lands for residential living in the Rural Centers at densities consistent with the comprehensive plan. These districts are only permitted in the designated Rural Centers and are implemented with the RC-1 and RC-2.5 base zones.

Rural Commercial (CR)

This commercial district is located in rural areas outside of urban growth boundaries in existing commercial areas and within designated Rural Centers. These areas are generally located at convenient locations at minor or major arterial crossroads and sized to accommodate the rural population. Rural commercial areas are not intended to serve the general traveling public in rural areas located between urban population centers. Rural commercial areas within designated Rural Centers are implemented with the CR-2 base zone. Existing commercial areas outside of these Rural Centers are implemented with the CR-1 base zone. All new rural commercial applications shall address the criteria for new commercial areas through a market and land use analysis.

Rural Industrial (RI)

This industrial designation is to provide for industrial uses in the rural area that are primarily dependent on the natural resources derived from the rural area. The Heavy Industrial base zone implements this designation.

"Major industrial development" means a master planned location suitable for manufacturing or industrial businesses that: (i) Requires a parcel of land so large that no suitable parcels are available within an urban growth area; (ii) is a natural resource-based industry requiring a location near agricultural land, forest land, or mineral resource land upon which it is dependent; or (iii) requires a location with characteristics such as proximity to transportation facilities or related industries such that there is no suitable location in an urban growth area. The major industrial development may not be for the purpose of retail commercial development or multitenant office parks.

Resource Lands

Agriculture Lands (AG)

These lands have the growing capacity, productivity; soil composition and surrounding land use to have long-term commercial significance for agriculture and associated resource production. This designation is implemented by the Agriculture (AG-20) base zone.

Agriculture/Wildlife (AG/WL)

This designation is applied to areas in the Columbia River lowlands which have the characteristics to support long-term commercially-significant agriculture and are valuable seasonal wildlife habitat. The primary uses in this area are commercial agriculture, wildlife habitat management and recreation. This designation is implemented by the Agriculture/Wildlife (AG/WL) base zone.

Forest Tier I

This designation is applied to those lands which have the physical characteristics that are capable of management for the long-term production of commercially significant forest products and other natural resources such as minerals. This tier is primarily applied to larger parcels and major industrial forestry landowners. The Forest-80 (FR-80) base zone, implements this designation.

Forest Tier II

This designation is applied to those lands which have the physical characteristics that are capable of management for the long-term production of commercially significant forest products and other natural resources, such as minerals. The Forest-40 (FR-40) base zone implements this designation.

Previously Developed Agriculture and Forest Zoned Property

Land divisions of remainder or parent parcels created under previous Agriculture or Forest Zoning District "Cluster" provisions, which are now within a resource zone or rural residential zone, cannot further divide until brought into the urban growth area.

Overlays

An overlay zone lies on top of an existing base zone and provides an additional layer of development standards or special provisions in addition to those in the underlying zone. Overlays are used to accomplish a variety of land use and development goals such as:

- providing design guidelines for a particular area,
- maintaining current codes while addressing a special need of a particular area within a zone(s),
- protecting valuable resources, such as historic and natural resources,
- helping meet goals and objectives of the community,
- protecting the quality of surface water.

For example, overlays may be applied to protect the historical nature of an area (e.g. materials, façade design, or color). Overlays can manage development in or near environmentally sensitive areas, such as groundwater recharge areas (e.g. to ensure water quality and quantity), special habitat (e.g. species or feature protection) or floodplains (e.g. prevent flood damage). Common requirements may include building setbacks, density standards, lot sizes, impervious surface reduction and vegetation requirements.

Highway 99 Overlay

This overlay district implements the Highway 99 Sub-Area Plan. Underlying zoning districts remain unchanged, however there are additional or alternative permitted uses and design standards. The overlay district provides for the use of a hybrid form-based code which establishes minimum setback standards, minimum and maximum height standards and different parking requirements and modifies other regulations for the underlying zoning districts within the sub-area.

Mill Creek Overlay

This overlay implements the Mill Creek Sub-Area plan. The overlay provides for special provisions and modifies other regulations for the underlying zoning districts within the sub-area.

Urban Holding Overlay

The Urban Holding Overlay protects areas from premature land division and development that would preclude efficient transition to urban development or large-scale industrial development. The Urban Holding Overlay is implemented by Urban Holding-10 (UH-10) and Urban Holding-20 (UH-20) zoning overlay districts. Removal of the Urban Holding Overlay shall be consistent with the special implementation procedures provided for in Chapter 14, Procedure Guidelines. Designation and removal of the overlay is through a Type IV process.

Urban Reserve Overlay

The Urban Reserve Overlay lies on the fringe of the Urban Growth Boundaries and protects areas from premature land division and development that would preclude efficient transition to urban development. These lands are identified as being future additions to Urban Growth Areas and may be added to the urban area as necessary through amendments to the Comprehensive Plan. The Urban Reserve Overlay is implemented by Urban Reserve-10 (UR-10) zoning overlay for future urban residential development and Urban Reserve-20 (UR-20) zoning overlay for all other types of future urban development.

Surface Mining Overlay

This designation is implemented with an overlay zone and recognizes existing mining areas and is to allow for the future mining of minerals in an economically feasible way. Other land use controls which flow from 20-Year Plan policies or state or federal law apply to development proposals that are identified on zoning or other adopted maps but are not specifically identified on the 20-Year Plan Map.

Existing Historic Resort Overlay

This designation is implemented with an overlay zone and recognizes the following existing historic resort: Alderbrook. Criteria for approving additional existing historic resorts through the Annual Review or period plan updates are set forth in RCW 36.70A.362.

Railroad Industrial Overlay

This district is implemented with an overlay zone and recognizes the importance of the County railroad as an economic development asset. The development standards in the overlay closely match those of the County's industrial zoning districts.

Equestrian Overlay

This overlay promotes equestrian activities by allowing the development of communities with a focus on equestrian facilities, access to trails and on sustaining the area's rich equestrian tradition.

An equestrian overlay may only be established on parcels located outside of the Urban Growth Boundary.

Freight Rail Dependent Uses Overlay

This designation is implemented with an overlay that identifies parcels where freight rail dependent uses adjacent to the short line railroad may be permitted.

Airport Environs Overlay

This overlay is intended to identify and protect existing and/or future/new general aviation public use airports that have been or maybe significantly impacted by adjacent development.

Rural Center Mixed Use Overlay

The rural center mixed use overlay is intended to provide the opportunity for a limited number of residential lots within rural centers to develop with a mix of retail, service, office and residential uses. Maintaining the rural character of rural centers is the paramount goal when considering mixed use development.

Concurrency

A critical aspect of land development is the availability and delivery of public services needed to serve that development. The GMA reinforces and formalizes this concept, known as concurrency, to require that necessary public services be available as part of the concurrency management program with new development. GMA requires that at minimum, specific levels of service standards for transportation be adopted by local jurisdictions and those development proposals which cannot demonstrate compliance with these adopted service standards be denied. If they so choose, jurisdictions may also adopt levels of service for sewer, water, storm drainage, schools, parks, fire and police.

Further information and policies regarding service concurrency are contained in the applicable element chapters. The establishment of level-of-service standards has significant impact on future land use development patterns as well as service delivery. Table 6.1 in the Capital Facilities and Utilities Element summarizes generalized service provision anticipated in the urban and rural areas of Clark County. The descriptions are not precise standards to be used for regulatory purposes.

Goals and Policies

The 20-Year Plan policies listed in this element directly follow the mandates of the GMA and the Clark County *Community Framework Plan*, adopted by Clark County in May 1993 pursuant to GMA.

Washington State Goals and Mandates

As noted earlier, the GMA lists 14 broad goals regarding land use in general, as well as specific mandates regarding the designation of urban growth boundaries and provisions for development within the boundaries. Above all else, the GMA requires more compact growth patterns to allow for more efficient service delivery. GMA requires that a clear distinction be made between urban and rural lands. Participating counties must adopt urban growth boundaries in which urban growth will be encouraged and outside of which only nonurban growth may occur.

Similarly, urban level public services must be in place, or be capable of being provided within the boundaries, but only rural level services should be provided outside the boundaries. The boundaries

must be large enough to accommodate urban growth levels projected by the state to occur over a 20-year period and may include areas outside of existing city limits but only if those areas are characterized by existing urban growth or are adjacent to areas of existing urban growth.

In both the urban and rural areas, cities or counties must adopt level-of-service standards for basic services such as transportation, sewer, water and stormwater provisions and must ensure that new development proposals are capable of meeting those levels of service standards. The goals and mandates of the GMA are presented in more detail in the Introduction of the 20-Year Plan.

Community Framework Plan

Pursuant to the GMA, Clark County adopted the *Community Framework Plan* to establish an overall vision for the long-term growth of Clark County consistent with the GMA and to articulate basic policies related to land use to implement that overall vision. The *Community Framework Plan* also contains policies, which were adopted to establish a procedure for bridging the gap between the *Community Framework Plan*, which is very general in nature and the actual 20-Year Plan policies, which are more specific.

Buildable Lands Review and Evaluation Program

Buildable Lands Review and Evaluation Program Amendments to the GMA in 1997 require Clark County and its cities to collect data on buildable lands and analyze how planning goals are being achieved. The amendments, often referred to as the Buildable Lands Program, require local governments to monitor the amount and density of residential, commercial and industrial development that has occurred since adoption of a jurisdiction's Growth Management comprehensive plan. If the results of the seven-year buildable land evaluation reveal deficiencies in buildable land supply within UGA's, Clark County and the cities are required first to adopt and implement reasonable measures that will remedy the buildable land supply shortfall before adjusting UGA boundaries. More information about the Buildable Lands program can be found on the county's website at: www.clark.wa.gov/community-planning/monitoring.

The Buildable Lands Program, at minimum should answer the following questions:

- What is the actual density and type of housing that has been constructed in UGA's since the last comprehensive plan was adopted or the last seven-year evaluation completed? Are urban densities being achieved within UGA's? If not, what measures could be taken, other than adjusting UGA's, to comply with the GMA?
- How much land was actually developed for residential use and at what density since the comprehensive plan was adopted or the last seven-year evaluation completed? Based on this and other relevant information, how much land would be needed for residential development during the remainder of the 20-year comprehensive planning period?
- How much land was actually developed for residential use and at what density since the comprehensive plan was adopted or the last seven-year evaluation completed? Based on this and other relevant information, how much land would be needed for residential development during the remainder of the 20-year comprehensive planning period?
- To what extent have capital facilities, critical areas and rural development affected the supply of land suitable for development over the comprehensive plan's 20-year timeframe?
- Is there enough suitable land in Clark County and each city to accommodate countywide population growth for the 20-year planning period?

- Does the evaluation demonstrate any inconsistencies between the actual level of residential, commercial and industrial development that occurred during the seven-year review period compared to the vision contained in Clark countywide planning policies and comprehensive plans and the goals and requirements of the GMA?
- What measures can be taken that are reasonably likely to increase consistency during the subsequent seven-year period, if the comparison above shows inconsistency?

Land Use Element policies

The Land Use Element for 20-year comprehensive plans determines the general distribution and location and extent of the uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces, public utilities, public facilities and other uses. The Land Use Element includes population densities, building intensities and estimates of future population growth. The land use element is to provide for protection of groundwater resources and where applicable, address drainage, flooding and run-off problems and provide for coordinated solutions. The following policies are to coordinate the efforts of Clark County and cities in designating land uses, densities and intensities to achieve the pattern described above in their respective Comprehensive Growth Management Plans.

1.1 Countywide Planning Policies

1.1.1 Clark County, municipalities and special districts will work together to establish urban growth areas within which urban growth shall be encouraged and outside of which growth may occur only if it is not urban in nature. Each municipality within Clark County shall be included within an urban growth area. An urban growth area may include territory located outside of a city if such territory is characterized by urban growth or is adjacent to areas characterized by urban growth.

1.1.2 The County and relevant jurisdictions will consult with the Cowlitz Indian Tribe where urban growth areas are adjacent to the boundary of the Cowlitz Indian Reservation in order to assure that policies developed in compliance with Chapter 36.70A accommodate the Tribe's and relevant jurisdictions' future growth needs. "Relevant jurisdictions" are defined as those adjacent to and/or affected by the Cowlitz Indian Tribe Reservation.

1.1.3 Urban growth areas shall include areas and densities sufficient to permit the urban growth that is projected to occur in Clark County for the succeeding 20-year period.

1.1.4 Urban growth shall be located primarily in areas already characterized by urban growth that have existing public facility and service capacities to adequately serve such development and second in areas already characterized by urban growth that will be served by a combination of both existing public facilities and services that are provided by either public or private sources. Urban governmental services shall be provided in urban areas. These services may also be provided in rural areas, but only at levels appropriate to serve rural development. Urban governmental services include those services historically and typically delivered by cities or special districts and include storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection, public transit services and other public utilities not normally associated with non-urban areas.

1.1.5 An urban growth area may include more than a single city.

1.1.6 Urban growth is defined as growth that makes intensive use of land for the location of buildings, structures and impermeable surfaces to such a degree as to be incompatible with the primary use of such land for the production of food, other agricultural products, fiber, or the extraction of mineral resources.

1.1.7 Clark County and cities shall review their designated urban growth area or areas in compliance with Chapter 36.70A. The purpose of the review and evaluation program shall be to determine whether Clark County and its cities are achieving urban densities within Urban Growth Areas. This shall be accomplished by comparing the growth and development assumptions, targets and objectives contained in these policies (and in county and city comprehensive plans) with actual growth and development that has occurred.

1.1.8 Each municipality within Clark County shall annually provide to Clark County parcel specific information on land developed or permitted for building and development in three categories: residential, commercial and industrial. Clark County and municipalities shall follow the guidelines specified in the Plan Monitoring Procedures Report for the collection, monitoring and analysis of development activity and potential residential/employment capacity.

1.1.9 Clark County, in cooperation with the municipalities, shall prepare a Buildable Lands Capacity Report consistent with Chapter 36.70A. The report will detail growth, development, capacity, needs and consistency between comprehensive plan goals and actual densities for Clark County and the municipalities within it.

1.1.10 Clark County and municipalities shall use the results of the Buildable Lands Capacity Report to determine the most appropriate means to address inconsistencies between land capacity and needs. In addressing these inconsistencies, Clark County and municipalities shall identify reasonable measures, other than adjusting urban growth areas that will be taken to comply with the requirements of Chapter 36.70A.

1.1.11 Population projections used for designating urban growth areas will be based upon information provided by the Office of Financial Management and appropriate bi-state/regional sources.

1.1.12 Interagency Cooperation. Clark County and each municipality will work together to:

- establish a Technical Advisory Committee to develop an ongoing coordination program within the urban growth area;
- include the Cowlitz Indian Tribe as a member of the Technical Advisory Committee in order to facilitate interagency planning efforts and intergovernmental coordination;
- provide opportunities for each jurisdiction to participate, review and comment on the proposed plans and implementing regulations of the other;
- coordinate activities as they relate to the urban growth area;
- coordinate activities with all special districts;
- seek opportunities for joint efforts, or the combining of operations, to achieve greater efficiency and effectiveness in service provision; and,

- conduct joint hearings within the urban growth areas to consider adoption of Comprehensive Plans.

1.1.13 Coordination of land use planning and development:

- Clark County and each municipality shall cooperatively prepare land use and transportation plans and consistent development guidelines for the urban area.
- Comprehensive Plans must be coordinated. The comprehensive plan of each county or city shall be coordinated with and consistent with, the comprehensive plans adopted by other counties or cities with which Clark County or city has, in part, common borders or related regional issues. The city and Clark County shall play partnership roles in the production of plans which provide the opportunity for public and mutual participation, review and comment.
- Conversion of industrial or employment lands to non-industrial or non-employment center districts may occur within the following parameter:
  - Protect and preserve lands zoned heavy industrial for heavy industrial uses.
  - Protect employment center lands from conversion to residential.
  - Consider rezoning of employment center lands to non-retail commercial or business park if the proponent can show that (a) the zone change would accommodate unforeseen and rapidly changing commercial development needs and (b) the proposed designation is more suitable than the current designation given the land's site-specific characteristics and (c) the proposed zone change will generate jobs at a higher density than the current comprehensive plan zone allocation.
- Urban development shall be limited to areas designated by the urban growth boundary. Clark County and each local jurisdiction urban areas would have a higher average density than currently exists, approximately 4, 6 to 8, units per net residential acre depending on the specific urban area. No more than 75 percent of the new housing stock would be of a single product type (e.g., single-family detached residential or attached multi-family). This would not apply to the Yacolt urban growth area due to wastewater management issues.

1.1.14 Urban Growth Area Centers (UGA) have a full range of urban levels of services and can be divided into three main categories in the following density tiers:

- **Vancouver Urban Growth Area** is now or will be a major urban area activity centers with a full range of residential, commercial and industrial uses, high-capacity transit corridors, schools, major cultural and public facilities. Major urban areas centers, have or will have, urban densities of development of at least 8 or more units per net residential acre ~~(6 gross units per acre)~~ as ~~an~~ overall averages. Areas along high capacity transit corridors and priority public transit corridors may have higher than average densities while other areas would have lower densities (e.g. established neighborhoods and neighborhoods on the fringes of the urban area). Regional institutions and services (government, museums, etc.) should be located in the urban core.
- **Urban Growth Areas of Battle Ground, Camas, Ridgefield and Washougal,** will have a full range of residential, commercial and industrial uses, schools, neighborhood, community and regional parks and are within walking distance to HCT corridors or public transit. These areas will have employment opportunities and lower densities than a major urban area centers, averaging at least 6 units

per net residential acre (4.5 gross units per acre). Higher densities occur along transit corridors and in the community center, with lower densities in established neighborhoods and on the outskirts of the community. These urban growth areas centers should have a center focus that combines commercial, civic, cultural and recreational uses.

- **Urban Growth Areas of La Center and Woodland** will have predominantly residential uses with at least 4 housing units per net residential acre (3 gross units per acre) and includes pedestrian-oriented commercial uses, schools and small parks.

- There are no standards for the **Yacolt Urban Growth Area** due to lack of public sewer. A mix of residential uses and densities are or will be permitted. Neighborhoods are to have a focus around parks, schools, or common areas.

1.1.15 Rural Centers are outside of urban growth areas centers and urban reserve areas and provide public facilities (e.g., fire stations, post offices, schools) and commercial facilities to support rural lifestyles. Rural centers have residential densities consistent with the surrounding rural minimum lot sizes and do not have a full range of urban levels of services

1.1.16 Establish consistent regional criteria to determine the size of urban growth areas for the 20-year comprehensive plans that:

- Assume the need for residential market factor lands added to the amount called for in the population forecast to build in flexibility.
- include a household size of 2.66 people per household
- conserve designated agriculture, forest or mineral resource lands;
- ensure an adequate supply of buildable land;
- have the anticipated financial capability to provide infrastructure/services needed for the 20-year growth management population projections; and,
- balance industrial, commercial and residential lands.

1.1.17 Establish consistent regional criteria for urban growth area boundaries for the 20-year comprehensive plans that consider the following:

- geographic, topographic, man-made and natural features (such as drainages, steep slopes, riparian corridors, wetland areas, etc.);
- public facility and service availability, limits and extensions;
- jurisdictional and special district boundaries;
- location of designated natural resource lands and critical areas; and,
- minimize split designations of parcels.

La Center UGA

1.1.18 There shall be no net material increase in cardroom capacity within the La Center Urban Growth Area.

Cowlitz Indian Tribe

To adequately plan for growth and implement the policies of the Growth Management Act, the county, municipalities, and special districts will consult with the Tribe to create continuous and on-going mechanisms that coordinate regional and local planning as follows:

1.1.19 Meaningful and substantial opportunities for early and continuous tribal government participation in planning.

1.1.20 Local jurisdictions will work with the tribe to develop agreements that provide for discussion on comprehensive planning issues among governments. The parties will jointly determine the appropriate contents of agreements and a schedule for completing them.

1.1.21 The tribe, county, municipalities and special districts are encouraged to coordinate plans among and between governments and agencies to address substantive areas of mutual interest and promote complementary and cooperative efforts.

1.1.22 The county, municipalities, special districts, and tribe are encouraged to keep one another informed about matters of local and regional interest by mutually agreeable means and schedule.

County 20-Year Planning Policies

Goal: Adopt Urban Growth Area (UGA) boundaries to efficiently accommodate residential and employment increases projected within the boundaries over the next 20 years.

1.2 Policies

1.2.1 The UGAs shall be consistent with the following general goals:

- reduce the inappropriate conversion of undeveloped land into sprawling, low-density development;
- provide for the efficient provision of public services;
- protect natural resource, environmentally sensitive and rural areas;
- encourage a clear distinction between urban and rural areas;
- maintain densities which support a multi-modal transportation system;
- support variety, choice and balance in living and working environments;
- promote a variety of residential densities; and,
- include sufficient vacant and buildable land.

1.2.2 The UGAs shall be consistent with the following more specific criteria:

- Each UGA shall provide sufficient urban land to accommodate future population/employment projections through the designated planning period.
- Cities shall be located within UGAs. Urban services shall be provided within those areas. Urban services should generally not be provided outside UGAs. (See Chapter 6, Capital Facilities and Utilities for urban and rural services.)
- Lands included within UGAs shall either be already characterized by urban growth or adjacent to such lands.
- Existing urban land uses and densities should be included within UGAs.

- Land within the UGA shall not contain areas designated for long-term agriculture or forestry resource use.
- UGAs shall provide a balance of industrial, commercial and residential lands.
- The UGAs should utilize natural features (such as drainage ways, steep slopes, open space and riparian corridors) to define the boundaries.
- No UGA expansion into the 100-year floodplain of a river segment that is located west of the Cascade crest and when the river has a mean annual flow of 1,000 or more cubic feet per second per RCW36.70A.110(8).
- Each UGA shall have the anticipated financial capability to provide infrastructure/services needed in the area over the planning period under adopted concurrency standards.

Vancouver Urban Growth Area

1.2.3 Ensure coordination of environmental protection, preservation and enhancement programs and regulations.

1.2.4 Coordinate and cooperate with other governmental agencies, districts and private and commercial interests throughout the Vancouver/Portland Metropolitan area in open space, park and recreation planning and development.

1.2.5 Restrict amendments to the urban growth boundary to encourage infill development.

1.2.6 Concentrate development in areas already served by public facilities and services. Use the provision or planned provision of public services and facilities as a means of directing development into desirable areas.

1.2.7 Water service should be extended throughout the Vancouver urban area in accordance with the timing and phasing established in the Vancouver six-year capital facilities plan. Extension of public water service should not be permitted outside the Vancouver urban area.

1.2.8 Encourage retrofitting areas with sewer and prohibit new development on septic tanks in the urban growth area.

Washougal Urban Growth Area

1.2.9 Recognizing the authority of the National Scenic Area legislation, as a matter of policy Clark County favors the exclusion of the Washougal UGA from the National Scenic Area.

Yacolt Urban Growth Area

1.2.10 The Yacolt Urban Growth Boundary will be reevaluated by Clark County at such time as the Town of Yacolt develops a plan assuring that public sewer will be available.

Woodland Urban Growth Area

1.2.11 Recognizing that the Woodland UGA spans both Cowlitz and Clark Counties, the Clark County Comprehensive Plan and the goals and policies within it only apply to the Clark County portion of the Woodland UGA. The City of Woodland will manage each portion of its UGA according to the respective county's comprehensive plan.

Goal: Encourage more compact and efficiently served urban forms and reduce the inappropriate conversion of land to sprawling, low-density development.

1.3 Policies

1.3.1 Urban densities and uses may occur throughout the urban growth area if it is provided with adequate services. Development and redevelopment in the UGA should be strongly encouraged to occur in greater intensity in major centers, transit routes and other areas characterized by both existing higher density urban development and existing urban services. Development and redevelopment should be encouraged to occur with less intensity in areas where urban development is of lower density or has not yet occurred, or in areas where urban services do not yet exist.

1.3.2 Devise specific policies and standards to promote higher density urban, commercial and mixed-use development and to support pedestrian and transit travel within high-density residential and commercial areas.

1.3.3 Encourage and provide incentives for infill development throughout urban areas.

1.3.4 Zoning ordinances and other implementing measures shall specify maximum and minimum residential densities with the residential zoning districts.

1.3.6 Property rights of landowners should be protected from arbitrary and discriminatory actions.

Goal: Integrate land uses to reduce sprawl, promote physical activity through active transportation and foster neighborhood and community identity.

1.4 Policies

1.4.1 Interrelated uses should generally be encouraged to locate in close proximity of each other:

- Frequently used commercial activities and the residential areas they serve should be allowed and encouraged to locate near to one another.
- Schools or other frequently used public facilities and the residential areas they serve should be allowed and encouraged to locate near to one another.
- Commercial, industrial or other employers and the residential areas they serve should be allowed and encouraged to locate near to one another, as long as negative impacts from non-residential uses on the residential areas are mitigated.

1.4.2 Encourage mixed-use developments, which provide opportunities to combine residential, commercial or other uses within individual structures, or within adjacent structures or developments.

1.4.3 Promote the development of identifiable residential neighborhoods and shopping districts through the encouragement of more compact development patterns and the use of shared design and landscaping characteristics and the development of landmarks.

1.4.4 Encourage compact commercial development with an appropriate mix of uses.

1.4.5 Commercial developments should utilize shared facilities and infrastructure, including but not limited to common wall structures, shared parking lots, access points, sidewalks, signs or innovative design features.

1.4.6 Commercial development should be designed and located as follows:

- Features to both allow for and encourage pedestrian access to and between commercial developments and roadways shall be provided.
- Storefront design with zero or minimal front setbacks should be used. Frontal parking should be minimized. Side or rear lot parking should be encouraged.

1.4.7 Higher intensity uses should be located on or near streets served by transit.

1.4.8 Streets, pedestrian paths and bike paths should contribute to a system of fully connected routes to all destinations.

1.4.9 Access to the transit system should be provided.

- Transit stations should be located at major activity centers and along transit streets and nodes.
- Neighborhoods and commercial nodes should have access to the public transportation system.
- Transit stops should be located within convenient walking distance of residential and employment populations.
- Transit shelters should be provided where appropriate.
- Bicycle parking should be included in commercial, industrial and public facility sites.

Strategies

- Review proposals for UGA expansions for consistency with the above policies and the requirements of RCW 36.70A.215.
- Consider the above policies in the evaluation of zone change proposals.
- Encourage urban Planned Unit Developments which allow for better integration of related land uses, such as commercial and residential uses.
- Review zoning and site plan review standards to allow and encourage individual developments containing a mix of uses.
- Develop and adopt plan and Industrial Railroad zoning district with use provisions consistent with land use objectives.

- Review zoning and site plan review standards to encourage the provision of more compact and pedestrian and transit friendly commercial development.

Vancouver Urban Growth Area

- Develop parking standards that reflects the community's desire which should include redevelopment potential of under-utilized parking lot parcels, establishing maximum parking requirements and shared parking.
- Establish city- and county-sponsored neighborhood associations supported by staff liaisons throughout the Vancouver urban area.
- Develop standards for affordable housing which consider parking requirements, vehicle trip



Chapter 2

Housing Element

Chapter 2 Housing Element

Introduction

The purpose of the Housing Element is to identify the need for and mechanisms that will lead to the construction and preservation of decent housing for all economic segments of the Clark County population. Region-wide in orientation, the Housing Element addresses all of Clark County. It sets policy direction for lands under county government jurisdiction, is coordinated to the greatest extent possible with housing policies developed by cities and towns and provides practical implementation guidance. The need for mechanisms to ensure a variety of housing prices and neighborhood designs is discussed as well as the types of housing that should be available in the future.

Relationship to other elements and plans

The Housing Element of the 20-Year Plan builds upon principles and policies established in earlier county comprehensive plans. Earlier plans discussed housing primarily in light of its land use implications. This plan addresses housing in broader terms, reaching beyond land use patterns and densities to discuss issues such as affordability, special needs and community character.

The Housing Element also builds upon principles and policy direction provided by the Countywide Planning Policies and the *Community Framework Plan*. These policies, developed through an extensive public participation process, are intended to provide long-term, overall guidance for Clark County and its cities in developing the Housing Element for the 20-Year Plan.

Clark County/Consolidated Housing and Community Development Plan

The Housing Element of the 20-Year Plan has a relationship to the Clark County Consolidated Housing and Community Development Plan (HCD). Each jurisdiction that receives assistance from the US Department of Housing and Urban Development (HUD) is required to prepare a plan that addresses the needs for low-income people. Clark County recently completed a five-year HCD plan for 2015-2019 which is designed to:

- provide an assessment of housing and community development needs in Clark County;
- identify resources and key players;
- develop strategies and goals to ensure affordable housing and decent living environments for person who earn 80-percent or less of the area's median income ($58,800 for a family of four – HUD 2015 data), including homeowners, renters, the elderly, families, people with special housing needs and people who are homeless;
- develop strategies and goals to ensure support for programs and facilities that promote viable communities and address community development, infrastructure and human service needs of urban and rural areas; and
- report the annual use of HUD entitlement funds.

The Housing Element uses many of the statistics and needs assessments prepared in the HCD. Implementation of the policies in the Housing Element through ordinances and programs will assist in meeting needs identified in the HCD.

Special needs populations, such as people who are homeless, people at risk for homelessness, the frail/elderly, single parents, physically disabled, victims of domestic abuse, veterans, chronically

mentally ill, developmentally disabled, migrant farm workers and persons living with HIV/AIDS or chemical addictions are addressed in both the Housing Element and the HCD.

Housing affordability is a key component within the Growth Management legislation. Housing affordability will be affected by policies adopted in the other elements including transportation, public facilities, utilities, open space and recreation, land use and (for the county only) rural lands. Likewise, the pattern and density of housing development will affect the cost to the county; to local utilities to extend services such as water lines, sewer lines, transit service, fire protection, etc.; and, ultimately, to the businesses and residents of Clark County in user fees and taxes.

Updates of the county zoning ordinance, land division ordinance, Transportation Impact Fee (TIF) and Parks Impact Fee (PIF) ordinances and new ordinances and programs created as a result of this planning process, will implement the goals and policies established in the Housing Element. These land use and development ordinances are prepared by the respective municipal jurisdictions and should be reviewed for compatibility with the plan.

Housing Element requirements

The Growth Management Act of 1990 (GMA), as amended, requires that 20-Year Comprehensive Plans have a housing element that:

- Recognizes the vitality and character of established residential neighborhoods;
- Includes an inventory and analysis of existing and projected housing needs;
- Includes a statement of goals, policies and objectives for the preservation, improvement and development of housing;
- Identifies sufficient land for housing, including, but not limited to, government assisted housing, housing for low income families, manufactured housing, multi-family housing and group homes and foster care facilities; and
- Makes adequate provisions for existing and projected needs of all economic segments of the community.

The Procedural Criteria for Adopting Comprehensive Plans and Development Regulations for the Act further specify that the Housing Element of the 20-Year Plan (WAC 365-195-310) shall, at a minimum, contain:

- An inventory and analysis of existing and projected housing needs;
- A statement of the goals, policies and objectives for the improvement, preservation and development of housing;
- Identification of sufficient land for housing, including but not limited to, government assisted housing, housing for low income families, manufactured housing, multifamily housing and group homes and foster care facilities; and
- Adequate provision for existing and projected housing needs of all economic segments of the community.

The Act and its Procedural Criteria provide the legislative framework for preparation of the Housing Element.

Organization of the element

The Housing Element consists of three sections: the Background and Existing Conditions section including statistics supporting the county's Housing Element. It summarizes existing conditions and information in Clark County and focuses on inventory data, which support the policy orientation on growth management; 2) the Goals and Policies section, on an issue by issue basis, presents a comprehensive set of goals and policies to guide the implementation of the plan; and 3) the Strategy section consists of a set of planning strategies related to housing in Clark County. See HCD for additional information on county housing issues.

Background and existing conditions

The housing needs of Clark County are determined by the characteristics of its existing and projected population (age, household size, income, special needs, etc.), when compared to the characteristics of the existing and expected housing supply (size, cost, condition, etc.). Clark County is expected to add approximately 128, 586 people or 48,340 households over the next twenty years. The issue facing local governments is where to direct this growth given environmental constraints and the cost of providing public services and how to ensure that a range of housing types and prices are available.

Much of the data contained in this section comes from the HCD prepared by Clark County Department of Community Services. The HCD is required under the Cranston-Gonzalez National Affordable Housing Act of 1990. All jurisdictions eligible for funding under this act and wishing to participate in the program are required to prepare a plan identifying the different types of housing needed in the community and setting priorities for addressing them.

This report also contains data from the U.S. Bureau of the Census for 1990, 2000 and 2010. Between the 2000 and 2010 census, data was being collected through the American Community Survey (ACS). Some of the data previously collected in the decennial census was no longer being asked in the long form decennial census and was only available through the ACS. This makes comparison to previous decennial census information a challenge. The ACS data provided in this report is primarily of the 5-year survey which is more reliable than the 1-year or 3-year survey.

Population

Table 2.1 shows the population trends of the cities and unincorporated areas of Clark County from 1990 to 2015. There has been a significant increase in the overall population of the county in the last two and a half decades. Clark County has increased 90 percent in population since 1990 with a 30 percent increase since 2000.

Table 2.1 | Population Trends in Clark County, 1980-2015

Area	1990	2000	2010	2014	2015
Clark County	238,053	345,238	425,363	442,800	451,820
Unincorporated	173,844	166,305	203,339	210,140	214,585
Incorporated	64,209	178,933	220,024	232,660	237,235
Battle Ground	3,758	9,322	17,571	18,680	19,250
Camas	6,798	12,534	19,355	20,880	21,210
La Center	483	1,654	2,800	3,050	3,100
Ridgefield	1,332	2,147	4,763	6,035	6,400
Vancouver	46,380	143,560	161,791	167,400	170,400
Washougal	4,764	8,595	14,095	14,910	15,170
Woodland*	94	92	83	85	85
Yacolt	600	1,055	1,566	1,620	1,620

Sources: OFM Forecasting, State of Washington web site. The 2010, 2014 and 2015 population numbers are based on April 1, 2015 estimates. Note: * The portion of the City of Woodland population that resides in Clark County.

This growth has occurred in both unincorporated areas and in cities. The unincorporated areas had a 23 percent increase in population since 1990 and a 4.4 percent decrease between 1990 and 2000. This decrease is in large part due to a large annexation of previously developed unincorporated Clark County into Vancouver in 1997. Incorporated areas of the county grew substantially in the past twenty five years by 269 percent since 1990, and 33 percent since 2000. By 2035, the county anticipates a population increase of 128,586 or a 36 percent increase over the 2010 census count of 425,363 with a total population of 577,431.

Age

Table 2.2 shows the changes in the distribution of the age of the county's population since 1990. The data show the largest population group for 2010 are children aged 0-19 (122,255). Persons aged 40-59 were the next largest group (120,008). Clark County's population continues to be family households with children. Housing policy should make efforts to address the needs of this significant population.

Table 2.2 | Age Distribution of Clark County Residents, -1990-2010

Age	1990	2000	2010	% Change 1990-2000	% Change 2000 -2010
0-19	74,164	108,037	123,429	46%	14%
20-39	75,080	97,649	108,959	30%	12%
40-59	54,623	95,130	120,008	74%	26%
60-85+	34,186	44,422	72,967	30%	50%
Total	**238,053**	**345,238**	**425,363**	**45%**	**23%**

Source: U.S. Bureau of the Census; Office of Program Planning and Fiscal Management, Corrected 1990 Population by County by 5-Year Age Groups, State of Washington. April, 2000.

Comparing percentage change data provides insight into future growth trends. The largest percentage increase occurred in the 60-85+ group, reflecting the aging of the baby boomer generation. This trend will continue and require more attention be paid to the housing needs of an aging population. Young adults may find themselves increasingly pushed out of Clark County's market, compared to persons aged 40-59 who may have more financial ability to pay for housing.

Race and Ethnicity

According to the 2010 U.S. Census, the total minority population represents 15 percent (44,747) of the county's population, up from 7 percent in 1990. The HCD contains information on special populations and their housing needs in 2000. It reviewed the percentage of minority persons in each census tract and found no concentrations of minority persons in any one area of the county. In recent years, there has been an influx of immigrants from Eastern Europe and Russia into Clark County. These new residents, while not racial minorities, are a distinct ethnic community. Their housing needs are being met by the private market, although they may require assistance adjusting to their new communities. Table 2.3 shows the distribution of population by race in Clark County in 1990 and 2000. From 2000 to 2010, the Hispanic population in Clark County also substantially increased from 4.7 percent (16,248) to 7.6 percent (32,166).

Table 2.3 | Clark County Population by Race and Ethnicity

Race and Ethnicity	Total Persons 2000	% of County Population 2000	Total Persons 2010	% of County Population 2010

White	306,648	89.0%	363,397	85.4%
Black	5,813,	1.7%	8,426	2.0%
Native American	2,910	0.8%	3,624	0.9%
Asian/Pacific Islander*	12,369	3.6%	20,212	4.7%
Two or More Races	10,641	3.1%	17,219	4.0%
Hispanic	16,248	4.7%	32,166	7.6%
Other Race	6,857	2.0%	12,485	2.9%
Total**	345,238	100%	425,363	100%

Source: U.S. Bureau of the Census. * Native Hawaiian and Other Pacific Islander were separated from Asian in 2010 and accounts for .6% of total (2,708) persons **Hispanic is considered ethnicity, not a separate race category and is not included in total percentage.

Households

A household is all of the people living in one housing unit, whether or not they are related. A single person renting an apartment is a household, just as is a family living in a single-family house. The number and type of households in a community can indicate the housing needs of that community. Table 2.4 gives historic information on the numbers of households in Clark County and each of its cities. As is the case with population, most of the household growth has occurred in incorporated communities over the past 20 years.

Table 2.4 | Number of Households in Clark County, 1980-2010

Jurisdiction/Area	1990	2000	2010	Change 1990-2000	Change 2000-2010
Total Clark County	88,571	127,208	167,413	+38,637	++40,205
Total Incorporated Clark County	26,630	69,129	91,915	+42,499	+22,786
Total Unincorporated Clark County	61,941	58,079	75,498	-3,862	+17,419
Battle Ground	1,341	3,071	5,952	+1,730	+2,881
Camas	2,438	4,480	7,072	+2,042	+2,592
La Center	129	552	981	+423	+429
Ridgefield	441	739	1,695	+298	+956
Vancouver	20,135	56,638	70,005	+36,493	13.367
Washougal	1,898	3,294	5,673	+1,396	+2,379
Woodland (part)	49	46	53	-3	+7
Yacolt	199	319	484	+120	+165

Source: U.S. Bureau of the Census.

The county's growth patterns will change as a result of adopting this plan to implement the GMA. Household growth, like population growth, will be directed to cities or urban growth areas which will eventually be annexed to cities. If growth patterns in the future are similar to those of the past, households in rural areas will be larger on average than those in urban areas, by approximately 10 percent. Table 2.5 shows the county's household growth patterns since 1980.

Table 2.5 Household Characteristics in Clark County, 1980- 2010

Year	Total Households	Persons Per Household	Senior Households	Non-Senior Households
1980	68,750	2.76	11,086	57,664
1990	88,571	2.66	15,243	73,328
2000	127,208	2.69	23,131	104,077
2010	158,099	2.67	35,395	122,704

Source: U.S. Bureau of the Census and Washington Office of Financial Management.

Income

The relationship of household income to housing prices is the main factor affecting the ability of Clark County's residents to secure adequate housing. Table 2.6 compares median household incomes for Clark County and each of the cities. Median income is defined as the mid-point of all of the reported incomes; that is, half the households had higher incomes and half the households had lower incomes than the mid-point, with the county median household income very similar to the statewide average.

Table 2.6 | Median Household Incomes in Clark County, 1990- 2010

Jurisdiction/Area	2000	2010	Change 2000-2010
Total Clark County	$48,376	58,262	20%
Battle Ground	$45,070	57,134	27%
Camas	$60,187	77,334	28%
La Center	$55,333	71, 522	29%
Ridgefield	$46,012	76,295	65%
Vancouver	$41,618	48,875	17%
Washougal	$38,719	61,121	58%
Yacolt	$39,444	53,452	35%
Washington State	$45,776	57,244	25%

Source: U.S. Bureau of the Census

The definitions of extremely low, very low and moderate-income households are established by the U.S. Department of Housing and Urban Development (HUD). These terms are based on a percentage of the area's median household income for a family of four. They are used to evaluate income levels in Clark County. Table 2.7 shows the numbers of households in each income category for 2000 and 2012.

Table 2.7 | Households by Income Group in Clark County, 2000 – 2012

	2000		2012	
INCOME GROUP	# HOUSEHOLDS	PERCENT OF TOTAL	# HOUSEHOLDS	PERCENT OF TOTAL
VERY LOW INCOME (LESS THAN 50% OF MEDIAN)	26,902	23%	33,715	21%
LOW INCOME (50% TO 80% OF MEDIAN)	21,970	16%	28,970	18%
MODERATE INCOME* (81% TO 95% OF MEDIAN)	10,966	8%	17,610	11%
MIDDLE AND UPPER INCOME* (MORE THAN 95% OF MEDIAN)	67,422	53%	78,070	50%
MEDIAN INCOME**	$48,376		$70,786	

Source: 2008-2012 Comprehensive Housing Affordability Strategy (CHAS). * 2008-2012 CHAS data for moderate income parameter changed to >80% to <=100 HUD Adjusted Median Family Income (HAMFI); Middle and Upper Income is >100% HAMFI ** 2008-2012 CHAS data uses estimates of median family income for the Portland-Vancouver-Hillsboro, OR-WA Metropolitan Statistical Area (MSA)

Extremely low-income households include households whose incomes are 30% of median and below. Very low-income households are those whose incomes are less than 50 percent of the area's median family income. In 2000, a family of four making between $14,513 and $24, 188 fell into this category for a total of 26,902 households or 23 percent. For 2012, a family of four making less than $35,393 fell into this category. This represents a two percent decrease in the number of families with very low incomes between 2000 and 2012 but constitutes more than one-fifth of the county's households. Low-income households are those whose incomes are between 50 percent and 80 percent of the area's median family income. A family of four making between $24,188 and $38,701 fell into this category. There were 21,970 households (16 percent of the total) that were defined as low income

in2000. In 2012, a family of four making between $35,393 and $56,629 fell into this category for a total of 28,970 households, or 18 percent. This represents a two percent increase in the number of families with low incomes between 2000 and 2012. Together, in 2012 low income and very low-income households constituted 39 percent of the county's households.

Moderate-income households are those whose incomes are between 80 percent and 95 percent of the area's median family income. In 2000, a family of four making between $31,800 and $48,376 fell into this category. There were 10,966 households (8 percent of the total) that were defined as moderate income in 2000. In 2012, a family of four making between $57,337 and $70,786 fell into this category. This represents a 3 percent increase in the number of moderate-income families between 2000 and 2012. Together, in 2012 moderate, low and very low-income households constituted 50 percent of Clark County's households.

Percent of Income Spent on Housing

HUD defines housing cost burden as the extent to which gross housing costs, including utility costs, exceed 30 percent of gross income, based on data published by the U.S. Census Bureau. This is the threshold at which the cost of housing typically becomes a burden. At this point the money available for other necessary expenses such as food and medical care is reduced.

Generally, upper income households can afford a higher percentage of income for housing than can lower income households. The percentage of income spent on housing increases as income decreases. The lowest income households are, therefore, most likely to be overpaying for housing relative to their income and in need of assistance.

The HCD notes that between 2000 and 2012, the median home value increased from $153,100 to $254,200, a 66% increase. During the same time period, the median contract rent increased from $606 to $773 per month; a 28% increase. The median sale prices are still increasing faster than wages in the county. This means that more and more people are being priced out of the market. Based on the projected increases in housing costs, new housing could be unaffordable to extremely low, very low, low income and moderate-income households of Clark County.

Special Housing Needs

Some people in Clark County need modified housing units or special services in order to live independently. Other people require living in a group home or institutional environment. While some of these people will have the resources to take care of their needs, many will not. The HCD identified these special housing needs in Clark County and made recommendations for serving those needs:

Physically Challenged Persons

- **Physically Challenged:** The US Census Bureau, 2010-2014 ACS 5-year estimate identifies approximately 34,603 people under the age of 64 have a disability, mobility and/or self-care limitations.
- **Frail Elderly:** In 2012, 37 percent of Clark County seniors report having a disability (ACS 2010-2012).
- **Developmentally Disabled:** As of 2015, the Clark County Department of Community Services estimates that there are approximately 7,926 persons (1.7 percent of the county population) with developmental disabilities in the county. As of 2015, there are 2,373 individuals known to the state Developmental Disabilities Administration who are eligible to receive state funded services. (see Developmental Disabilities Comprehensive Plan 2010-2014)

The majority of the housing need for physically challenged persons is among the elderly. These people may need special housing with ramps instead of stairs, elevators for units with two or more stories and modified facilities. The federal Americans with Disabilities Act (ADA) of 1990 require changes to building and zoning codes to improve access for disabled persons. These codes will apply to new construction and to major rehabilitation or remodeling of existing units.

Experience in states which have had similar legislation for the past decade indicates that adaptations to ensure accessibility and mobility for the disabled add less than $1,000 on average to the cost of new multi-family housing. It is more expensive and not always possible to modify an existing unit for handicapped accessibility. Older units, particularly older multi-family structures, are very expensive to retrofit for disabled occupants because space is rarely available for modifications such as elevator shafts, ramps and widened doorways. Much of the existing multi-family housing (traditionally the more affordable housing) cannot economically be modified to meet the needs of disabled residents.

Senior Citizens

Senior citizens are defined as people over age 62. The elderly are generally considered a special needs group because of the high correlation between age and disability. Also, many seniors live on a fixed income. They cannot afford higher rents and if they own their own home they may not be able to afford the cost of increasing taxes or maintenance. A fixed income also may not permit them to rent a new apartment in a new facility that would provide them with a full range of care services.

In2010, there were 48,710 senior citizens living in Clark County. Of which 68 percent (33,002) of senior citizens live in family households headed by people over age 65 -Table 2.8. Another26 percent (12,604) live alone. At least 2 percent (1,172) of the senior citizens live in-group quarters (e.g. nursing or retirement homes) and 4percent (1,932) live with family or friends.

Table 2.8 | Senior Citizens Housing Arrangements in Clark County, 2000

Household Type	Total Numbers of Persons	Percent of Total
Family Household	33,002	68
Non-Family Households	14,536	30
Living Alone	12,604	
Group Quarters	1,172	2
Total	**48,710**	**100**

Source: U.S. Bureau of the Census

The population of elderly residents is increasing and will continue to increase through the end of the decade. In addition, people are living longer and the number of people over 75 is increasing. Currently the 2010 census reports that there are 20,628 persons over the age of 75 living in Clark County. The majority of the elderly populations prefer to live independently in family units or alone. This population would be well served by a variety of housing types that lend themselves to smaller, affordable and accessible rental and housing units. Elderly persons who live with family or friends might benefit from zoning provisions that allow for another, smaller unit to be built on single-family lots.

Homeless Persons

HUD defines "homeless" as those persons or families which "(1) lack a fixed, regular and adequate nighttime residence or (2) whose nighttime residence is a public or private emergency shelter, an

institution that provides temporary residence for individuals intended to be institutionalized, or a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings." This definition does not include persons forced to live with friends or relatives, in unsafe or inappropriate housing. This definition also excludes recently homeless persons who are in transitional housing programs but have not yet attained housing self-sufficiency.

The Council for the Homeless notes that the fastest growing groups of homeless persons in Clark County are two parent families with children, single women with children, single persons and older adults. The Emergency Shelter Clearinghouse operates a referral hotline from 9:00 am until 8:00 pm seven days a week to refer homeless persons to available shelter.

Families with Children: This is Clark County's largest un-housed population. Both single and two parent families are sheltered in all except one shelter facility on a space available basis. Most shelters allow a 30-day stay.

Youths: Southwest Washington had no community-based services to help homeless and runaway at-risk youth and their families, which led to the opening of the area's first-ever emergency shelter in 1996. The Oak Bridge and Oak Grove Youth shelters assist more than 385 youth in crisis every year.

Domestic Violence: There is currently one emergency shelter (28 spaces) in Clark County for victims of domestic violence. In 2014, Safe Choice, the domestic violence shelter, provided 5,115 bed-nights of emergency shelter.

Based on this information, homeless persons have a significant need for housing in Clark County. Housing policies should address the needs of this population, as well as the needs of persons at 30 percent of area median income and below. Since some homeless families and individuals have disabilities or require a period of extra support, a strategy should include permanent supportive housing.

Projected Household Growth

The population growth forecast of OFM is translated into approximately 48,340 additional households who will be seeking housing in Clark County by the year 2035. Table 2.9 highlights the percent change of 10 years and the average annual change within the county. Based on growth projections from the Washington Office of Financial Management (OFM), the county will grow at a rate of 1.26 percent per year. The characteristics of these households are likely to change over the period covered by the 20-Year Plan as the population of the county, the state and the United States as a whole age. In 1990, households with elderly heads made up 6.4 percent of the total households. Projections indicate that elderly households will increase to 17.5 percent of the total in 2010, almost a threefold increase.

Table 2.9 | Population Trends, 1950-2035 in Clark County

Year	Total Population	10-year Increase	10-year % Change	Average Annual % Change
1950	85,307	NA	NA	NA
1960	93,809	8,502	10.0	1.0
1970	128,454	34,645	36.9	3.7
1980	192,227	63,773	49.6	2.0
1990	238,053	45,826	23.8	2.4
2000	345,238	107,185	45	4.7
2010	425,363	80,125	23.2	2.1

2035	577,431	N/A	N/A	N/A

Sources: Washington State Office of Financial Management, April 1 Intercensal and Postcensal Estimates of the Total Resident Population by Year 1968-2002; Washington State Growth Management Population Projections for Counties: 2010 to 2040

Housing Resources

Table 2.10 shows the number and type of housing units in Clark County for the period 1980-2010. The total number of housing units in Clark County in 2010 was 169,520. Single family homes make up 73 percent (122,935) of this stock. Multi-family homes constitute 22 percent (38,096) of this stock. Manufactured homes make up 4.7 percent (8,031) of the housing stock of Clark County.

Table 2.10 | Number of Housing Types in Clark County, 1990-2010

Housing Types	1990	2000	2010
Single Family Units*	63,681	94,664	122,935
Multi-Family Units	21,033	30,217	38,096
Manufactured/Mobile Home Units**	7,520	8,833	8,031
Unknown	615	316	458
Total Units	**92,849**	**134,030**	**169,520**

Source: U.S. Bureau of the Census * Includes attached and detached units and2010-2014 American Community Survey (ACS) 5-year Estimates **The ACS uses the term mobile home instead of manufactured

Using 1990-2010 figures, the total number of housing units in the county has risen by 26 percent since 2000 and 83 percent since 1990. The number of single family units has risen 30 percent since 2000 and 93 percent since 1990. Multi-family units have increased in number by 26 percent since 2000 and 81 percent since 1990. Manufactured housing has shown the smallest increase of 17 percent over 1990 figures but more significantly a 9 percent decline since 2000.

County funding for affordable housing

In the spring of 2003, Clark County memorialized the recommendations to dedicate document recording fees to affordable housing as presented by community stakeholders. This funding source was developed as a result of House Bill 2060, which was passed by the Washington State Legislature during the 2002 session. SB 2060 established a dedicated source of revenue for affordable housing, a $10 recording fee. The fees are collected by County Auditor who may retain up to 5 percent for administration. The remaining funds are split into two categories. Sixty percent (60%) of the funds are to go to local jurisdictions for the sole use of housing for people between 0 - 50% of the area median income. The remaining 40 percent goes to the Department of Commerce for allocation of operational support to state funded projects that service households from 0 – 30% of the area median income.

The CDBG and HOME Program staff hosted two community meetings to solicit recommendations for the use of the local funding. The total is estimated to be $750,000 annually. The community group developed the following recommendations regarding the distribution of funds:

Capital funds for transitional and permanent housing: Thirty percent (30%) of the funds would be used for development of transitional and permanent housing, including acquisition and rehab or new construction costs. New construction is only an eligible use if vacancy rates are under 10%. The document recording fee revenues can leverage other capital resources such as HOME and CDBG.

Operating funds for shelters, transitional and permanent housing: Forty percent (40%) of the funds would be used to maintain the current level of shelter services, provide operating subsidies to transitional or permanent housing providers, or rental assistance vouchers to private for-profit and non-profit housing providers.

Creation of a Local Housing Bond: Approximately 1/3 (a flat $250,000) per year of the available revenue would be used to purchase a 10-year low-income housing bond. Bond proceeds, estimated at approximately $2,000,000, will be deposited in an interest bearing account for the purpose of land or housing acquisition. The land banking approach, made possible with the bond, would allow Clark County to secure property while costs and interest rates are as low as

they are likely to be in the foreseeable future. This bonding mechanism would also assist Clark County and the cities within the county to meet their housing goals as outlined in the Growth Management Act, including goals for affordable housing.

The Clark County Housing Review Board (CHRB), a local group of citizens appointed by the county, was given responsibility for oversight of the Clark County funds associated with SB 2060. The county approved the plan and goals designed by the CHRB. In response to the approved plan, staff worked with stakeholders to implement the plan goals.

Manufactured housing is a major source of affordable housing in Clark County. Manufactured housing units are distinguished from "mobile homes" because they are more durable and less mobile in nature. Once manufactured housing units are sited they are rarely moved. Additionally, manufactured housing meets HUD standards, which makes it possible to get a loan to purchase a new manufactured home with little or no down payment. The buyer can also purchase the land to site the manufactured home on contract with little down payment. This is a very attractive option for those with little savings.

Housing Tenure

Table 2.11 shows housing units by type of occupancy over time. In 2010, five percent (9.314) of the total units were vacant. This is considered a normal or healthy vacancy rate. The remaining 95 percent (158,099) were occupied. Of these, 66 percent (104,003) of the units in Clark County were owner-occupied. The remaining 34 percent (54,096) were occupied by renters.

Table 2.11 | Number of Housing Units by Occupancy Type in Clark County, 1980-2000

Housing Occupancy Type	1990	2000	2010
Total Housing Units	92,849	134,030	167,413
Vacant Units	4,409	6,822	9.314
Occupied Units	88,440	127,208	158,099
Owner-Occupied Units	56,872	85,550	104,003
Renter Occupied Units	31,568	41,658	54,096

Source: U.S. Bureau of the Census

Housing Costs

The HCD report notes that affordable housing is generally associated with an adequate supply of older housing. The 2000 Census indicated that Clark County has over 7,481 housing units that were built in 1939 or earlier. This is 2.9 percent of the current housing stock. There are 5,063 owner-occupied units and 2,418 rental units that were built in 1939 or earlier. Future affordability will be greatly affected by market conditions. However, it can be assumed that existing older housing stock will continue to provide many of the more affordable units in the future, unless there is some form of public intervention in helping to reduce the costs of new units.

Rental Costs

Table 2.12 shows the average rental costs for the Vancouver area for the period of 2011-2016. The data reflects modest increase for each size of unit from 2011-2015 and then a large increase of approximately 27% in the 2016 data. There is a much larger increase across the board in 2016 that seems to more accurately reflect the housing affordability crisis.

Table 2.12 | Fair Market Rents in the Clark County, 2010-2015

Year	One Bedroom	Two Bedroom	Three Bedroom
2011	$783	$905	$1,318
2012	771	891	1,297
2013	756	912	1,344
2014	774	922	1,359
2015	793	944	1,391
2016	$1,021	$1,208	$1,757

Source: US Department of Housing and Urban Development
FY2011-2016 Fair Market Rent

Renters in Clark County are diverse. For some moderate and upper income households, renting is a choice despite the fact that they have the financial means to buy a home. For some young households, renting is a stepping stone to future homeownership. For many low and moderate-income households, however, renting is the only financially feasible choice due to the high cost of ownership. The rising cost of renting has the greatest effect on the most vulnerable of Clark County's population. Once rents get too high low-income households are forced to double up with family members, live in an apartment that is far away from their job, school, or social networks or sometimes are even forced into homelessness.

Subsidized Housing

According to HCD, rent assistance programs are available to assist the 4,325 low-income renter households in need of rent assistance. Single person non-elderly (or non-disabled) households are not eligible for assisted housing under the programs now offered in the county.

The Vancouver Housing Authority (VHA) serves a total of 3,153 Clark County households with rental assistance and subsidized housing. The VHA owns 1,054 units of federally subsidized Low Rent Public Housing and Section 8 New Construction. This program includes 150 units at Skyline Crest (a development that is also home to the RISE & STARS Community Center); two downtown Vancouver high-rises for elderly, frail elderly and disabled people; 30 units at Fruit Valley; 14 in Camas; 12 in Ridgefield; and 269 units scattered throughout Clark County.

In 2003, the VHA contracted with U.S. Department of Housing and Urban Development to administer 2,300 Housing Choice and Mod Rehab rental vouchers. Both the low-rent public housing and the voucher program are designed to allow low-income families, elderly and disabled residents to pay 30 percent of their income for rent.

The VHA also contracts with several nonprofit corporations to manage two properties for disabled people, two group homes, three properties that provide transitional housing and five properties for low-income seniors. In addition, the VHA owns 100 units of Medicaid assisted living for low-income frail elderly people and 2,136 non-subsidized affordable workforce housing units. Workforce housing is defined as housing that is closer to market rate and is used as an investment to provide local funding for deeply subsidized housing.

Market and institutional influences on housing production

Typical of most communities in the Unites States, the primary influences on housing price in the county include, but are not limited to:

- land use controls which limit both the areas where housing may be built and the density of development, with a resulting impact on land cost and development costs;
- building code requirements (such as those related to the Americans with Disabilities Act; energy efficiency, etc.) which may increase construction costs and ultimately increase housing price;
- off-site improvement requirements;
- finance costs such as interest rates, other loan costs;
- tax limitations measures that limit the public sector's ability to subsidize housing development;
- materials and construction costs; and,
- in-migration and mismatches in housing supply and demand.

Most notably, the construction costs and home purchase prices rise with interest rates. Since the large number of savings and loan failures in the late 1980s, federal regulators have reduced the percentage of an institution's portfolio, which can be in real estate development. This has resulted in making financing of residential development more difficult. Similarly, increases in land costs or construction costs will increase the cost of the housing which is developed unless more units can be built on the same site. Rising energy costs increase the costs of construction and maintenance of housing units; however, conservation measures can reduce lifecycle costs for energy.

The housing needs continuum in Clark County

Housing affordability issues impact all households in all income groups. Every household has an income at one level or another and must find housing that meets but does not exceed the requirements of the income level. Sometimes this relationship is called "attainability." Households at higher incomes have fewer housing affordability problems, largely because their incomes allow greater flexibility to access housing at, or less than, their incomes. In addition, there are generally more housing units available within their income ranges. Persons with lower incomes have more housing affordability problems partially because their ability to access housing in their target price range is limited by persons from higher ranges "buying down," and by limited numbers of units. In addition, the lower the income range, the less potential the household has for "buying down".

What is affordable housing? Housing affordability is defined by financial lenders, government officials and ordinary citizens in different ways. Lenders generally claim that affordable housing is housing expenditure at or below 30 percent of household income. A household earning $58,262 (the county median in 2010) should spend no more than $17,479 per year or $ 1,457 per month on housing. This may be in rent or in house payments.

It is apparent that the definition of affordable housing has altered over time and continues to be in dispute depending on the perspective of the groups involved. Lenders and bureaucrats respond in a manner assessing the total debt limit that appears to be a reasonable lending risk at any point in time. Families respond in terms of their personal preferences and their other debts. Low and moderate-income advocates respond in terms of the impracticality of accumulating four figure down payments and in terms of the potentially disastrous impact on people with fragile incomes when every available penny is committed to housing. There are six components when addressing the affordability issue as follows:

- availability of properly zoned and buildable land;

- cost of borrowing money;
- regulatory restrictions influence affordability;
- consumer expectations;
- wage/housing balance, which is the relationship between the wages earned by people in the community and the housing price; and
- jobs/housing balance, which is the relationship between the location of jobs and the location housing.

All these components need to be addressed in determining the affordability issue for a community. This Chapter defines housing affordability as a range of expenditure, which should be between 30 percent of income and/or house purchases at 2.5 times household income. These are conservative measures, which serve to decrease the amount of expenditure suitable for housing from those levels illustrated by many lenders in their standard publications. It is believed that these measures, however, are more reflective of the real level of expenses that moderate and low income households can bear, noting that most households have standing financial commitments that decrease their loan to value ratios.

Summary and Conclusions

The inventory and analysis presented in this Chapter lead to the identification of a variety of factors that will affect the ability of households in Clark County to find suitable affordable housing. The following section highlights the issues effecting housing affordability for all segments of the population in the future.

The cost for land and construction of new housing has been increasing rapidly over the past seven years. If the trend continues, then there will be even less affordable new housing built in the county. The needs of middle as well as lower income households will be more difficult to meet with new housing.

Restrictions on local government funding resources have resulted in increasing use of development impact fees to pay for the cost of extending services to new housing developments. However, these impact fees increase the cost of the new housing. The goal of making new development "pay its own way" may run counter to the goal of producing an adequate supply of affordable housing.

Changes in federal regulation of the banking and savings and loan industries have affected the availability of financing for residential development and the types of projects being financed. It is much harder to finance projects now and financial institutions are requiring greater equity participation by the developer in each project. It is also more difficult to find financing for unusual or creative housing designs, which might reduce the cost of each home to the purchaser or renter. Federal, state and local governments should consider public subsidies in order to ensure that such housing is available.

Increasing federal, state and local environmental protection regulations have reduced the amount of land available for development and increased the time and cost involved in producing housing. The goal of protecting sensitive environmental resources may run counter to the goal of producing an adequate supply.

The Community Reinvestment Act (CRA) requires that financial institutions demonstrate that they invest a portion of their funds in the community where they are located and where their customers

live. The Act is particularly concerned with investment loans for home purchase and rehabilitation loans in older neighborhoods. The intent is to discourage "redlining" or the practice of refusing to make loans for properties located in older or predominantly minority neighborhoods. The CRA provides an opportunity for local developers and non-profit agencies to work with the banks and savings and loans to develop affordable housing and to maintain or improve existing housing in older neighborhoods.

Until the early 1980s, the federal government provided most of the support for the creation and maintenance of affordable housing, including tax incentives and direct funding of construction and operating costs. The withdrawal of this support, coupled with a changing economic environment, has severely reduced the availability of affordable housing. The absence of the federal government and lack of history or experience of the state and local government and the private sector in funding affordable housing has resulted in a confusion of roles and responsibilities. In order to provide the housing needed by the low and middle income population, it will be necessary for the county, cities, state and the private sector to create new working relationships if the needs for financing, construction or acquisition and maintenance of housing are to be met.

Fair Housing

The goal of fair housing is to encourage freedom of choice in the sale or rental of dwellings. Fair housing rights are established both through federal law (Title VIII of the Civil Rights Act of 1968) and Washington State legislation (WAC 49.60.222 through 224). The private sector and public sector housing agencies are very familiar with these principles as they apply to buyer/seller or landlord/tenant relationships. Discrimination based on race, color, age, sex, religion and national origin is prohibited.

In 1988, the Federal Fair Housing Act was amended in a manner that makes it evident that it is not legal to deny persons with disabilities the opportunity to live in a community. The amendment also makes it clear that persons may not be discriminated against on the basis of family status. The Washington Housing Policy Act, adopted in 1993, reinforces these principles by prohibiting local ordinances that treat households with disabilities differently from other households. For the purpose of this 20-Year plan, written in 1993 and updated in 2002, low-income persons are not considered a group protected under fair housing laws. If applied, income tests must be applied to all groups (e.g., disabled, racial, national origin) equally.

Several of the groups specifically noted in fair housing laws are commonly referred to as "special populations." Special populations include the physically disabled, mentally disabled, mentally ill, homeless and other persons who may experience barriers to housing because of a disability or condition. Special needs populations are among the most noticeable persons needing fair housing protection. Fair housing, however, is a broader concept that attempts to protect all citizens from unfair or discriminatory treatment.

In the development of land use regulations, communities must examine whether the effect of a regulation, action or policy is exclusionary. Local land use policies, regulations and actions must not have the effect of excluding individuals from Clark County or cities within Clark County. Persons should be able to find a variety of housing opportunities.

The 20-Year Plan proposes that an essential element in the continued achievement of fair housing is a land use regulatory approach that allows anyone seeking housing to take "managed risks". That is,

regulations should protect public health and safety, but not to the point that the regulations have the effect of excluding populations from finding housing that they can afford. Fair housing should not become a paternalistic approach to protection that eventually excludes the disabled, elderly, or other individuals. The 20-Year Plan also works toward fair housing by using the household, rather than the family, as the basic definition for an assemblage of persons in a dwelling unit.

Household is a broader term that allows for non-nuclear families, unrelated individuals, domestic partnerships, caregivers and other arrangements. A household orientation reflects the increasing diversity of living arrangements in the county.

Incentives for fair housing and a greater awareness of how the principle serves to protect all persons will be increasingly necessary in the future as Clark County's population grows and diversifies. Fair housing requires the attention of many segments of the community. Appropriate land use practices are a necessary step. These practices must be reinforced by fair lending practices, underwriting standards, appraisals, bonding and by other implementation policies and procedures that effectuate, on a daily basis, principles of fairness. Central to fairness is a clear understanding of both the income characteristics of the community and the characteristics of housing. Over time, the county's racial structure, household living arrangements, number of special needs persons, etc. will change. There is a continuing need to educate government officials and citizens to their individual rights and to the rights of others.

Special Needs Housing

It is the intent of this plan to encourage self-determination and independence among individuals with special needs. County and the cities policies, ordinances and codes should treat people with special needs equivalent to the general population. Land use regulations should not discriminate against these households. Land use regulations should be limited to the impact of the use upon the landscape, without consideration of the circumstance of the persons in the household.

People with special needs, just like other segments of the population, want to locate across the county, depending upon personal preferences and upon the locations of family and friends, health care, support services and transit. Housing provided by both the public and private sectors will allow the greatest range of locational choices. Special needs populations live throughout the county at this time, even though they may be under served or be limited in their access to housing. In the next 20 years, neighborhoods across the county should become accessible to special needs individuals. There is a dual responsibility; neighborhoods must become more accepting of people with special needs and people with special needs must become good neighbors in their community.

Just as people with special needs want to live in different neighborhoods, their specific housing needs vary also. Not all disabled persons require housing adapted with rehabilitated kitchens, bathrooms, etc. Not all persons require assistance from a caregiver. It is important that planners have knowledge of the needs of different client groups and avoid generalizations. Providing for people with special needs does not necessarily mean increased levels of social services or infrastructure. It may mean cultivation of a greater awareness of the impact of regulations upon these groups and encouragement of incentives to provide affordable, accessible housing.

The managed risk approach is applicable to all special populations and in particular to individuals traditionally considered "undesirable" because of previous lodging in institutions or correctional

facilities. As these individuals rejoin the general public, the public must be protected, but in a reasonable fashion that does not preclude the transition of people to an independent lifestyle.

The Clark County Consolidated Housing and Community Development Plan (HCD) examine the needs of special populations in detail from a short-term perspective. The Housing Element of the 20-Year Plan attempts to address needs from a long-term perspective and to propose public and private sector responses to the needs.

Neighborhood Character and Vitality

Clark County's residential neighborhoods vary in size, density, housing type and amenities. The character of a neighborhood, both its livability and identity, is closely associated with its design, the characteristics of the residents and the services provided. Regardless of the character of the neighborhood, residents generally want a feeling of comfort and security, privacy and a sense of belonging. Neighborhood character is an important element of the *Community Framework Plan* and is a central component of an approach that encourages a hierarchy of well-defined places. Over the next 20 years, preservation of existing neighborhoods will require a conscious acknowledgment of the existing nature of the people, visual character and services. New development in previously undeveloped areas should occur with an identifiable visual and service character. Infill development should occur with a visual and service character compatible with existing development.

A population diverse in its age, ethnicity, income, household structure and size and mental and physical abilities has the potential to create strong and vital neighborhoods. The contribution of individuals, through their participation in public processes or through their daily lives in a neighborhood, influences the character of a neighborhood. Acceptance and appreciation of diverse individuals is a desirable value now and in the future.

This 20-Year plan intends to promote service delivery systems that are highly visible to users, accessible and centrally located on a neighborhood district basis. A major objective of the 20-Year Plan is to ensure that housing remains affordable for all income groups. One of the advantages of the 20-Year Plan is the variety of housing options, which will be available for residents.

Infill

In order to achieve the goals of the 20-Year Plan, Clark County and other jurisdictions must encourage the use of infill parcels for homes and also must ensure that development is compatible with the surrounding neighborhood. Infill is a term used to describe development of parcels that was "passed over" in a first phase of development. Some lots in the urban area were not developed because they continued in rural uses such as horse lots, orchards, etc. In some cases, there was insufficient demand for the land or people chose not to develop right away. The physical development constraints of some parcels, such as drainage ways, steep slopes, etc. may also lead to them being "passed over." The parcels are now surrounded by development, which may be residential, commercial or industrial in nature. In some areas, infill will mean mixing housing with commercial development and may require special consideration of physical constraints, existing infrastructure and adjacent land use.

Infill development is central to achieving target densities and to reducing sprawl. Targeted infill development sites can also serve to focus public investment in areas, which have existing urban development but need additional infrastructure to support increased densities. This type of infill

development could include co-locating employment centers with housing, thereby reducing vehicle miles traveled, lessening congestion and reducing the overall costs for infrastructure.

Accessory Units

Accessory units are another method for increasing density in a manner that may be affordable. Accessory housing units are complete living quarters constructed within an existing single family lot. They occur through conversion of an attic, a basement, a garage or other space. They are always secondary in size to the existing dwelling, usually less than ~~900~~ 1,000 square feet. Common names for these units include granny flats, mother-in-law apartments and bachelor units. Some communities allow accessory units to be free standing. Freestanding units are generally called echo units or accessory cottages. Accessory units combine the advantages of small size, maximizing use of existing dwellings and income for homeowners as advantages. ~~They must be carefully planned so that negative impacts on neighborhood character (such as architectural incompatibility, traffic and parking) are avoided.~~ Clark County has had an Accessory Dwelling Unit ordinance in effect since 1992.

Variety in Neighborhoods

In order to implement the 20-Year Plan in a manner that preserves and enhances neighborhoods while also maintaining identity and livability, Clark County and local jurisdictions will need to identify the features that make an attractive residential development and ensure that future development include these features. Over time, greater breadth and variety in neighborhood design should be allowed. The flexibility should also be accompanied by consistency and predictability in the development process. A major objective of the 20-Year Plan is to ensure that housing remains affordable for all income groups. One of the advantages of the 20-Year Plan is the variety of housing options, which will be available for residents. These will include single-family homes on a variety of lot sizes, as well as multi-family homes (apartments, condominiums, town houses) and mobile homes. This variety is expected to make it easier for the home building community to develop housing in a range of prices affordable and attractive to all county residents.

Fair Share

The state GMA directs all communities to formulate policies that allow accommodation of their "fair share" of housing types and income groups. The growth management act does not explicitly require a numerical approach to fair share. In general, the fair share process should provide low and moderate income housing targets for cities, urban growth areas and county rural areas that are achievable in a progressive manner over the 20-year planning period. The allocation process should identify programs and finance mechanisms that will result in the construction and rehabilitation of housing so that the targets are meaningful. Noting the complexity of the task, Clark County determined that preparation of a fair share allocation is a complex process in and of itself and requires a participatory process supported by thorough technical analysis. Formulation of a fair share approach is supported by this plan and is an implementation technique requiring immediate funding and analysis.

The fair share principle has a close relationship to the question of neighborhood character. In accordance with the fair share concept, a community may need to provide for income groups and housing types that are not part of its traditional character. In addition, existing neighborhoods may experience a change in character in order to provide housing for persons of higher or lower income than currently exist. These changes are expected to occur throughout Clark County in a progressive

manner. Achievement of a fair share concept will require adequate financing, community design, public involvement and attention to the impact of change upon residents of an area.

Rehabilitation and Preservation

The Framework Plan concept, with its emphasis on a hierarchy of identifiable places, supports the preservation and rehabilitation of existing structures. Because existing structures provide much of the character of places, their preservation into the future will provide a basis for definition of community character. Existing structures also provide an opportunity for increased residential density with minimal community disruption when accessory units are allowed within structures and on existing lots. In addition, accessory units and existing houses are often among the most affordable units in the real estate market. Rehabilitation of existing structures also reflects an environmentally conscious approach to neighborhoods with an orientation toward stewardship and reuse of existing resources.

The *Community Framework Plan*, with its emphasis on increased density in urban areas also acknowledges that over time existing structures may be replaced with higher density structures, mixed uses or other innovations in land use. In concept, the removal of a housing unit in residential areas either through demolition or conversion to another use should be accompanied by the replacement of a residential use in the same neighborhood district. The intent of this plan is to place a priority upon rehabilitation and preservation of structures, while acknowledging that over time not all structures can or should be retained. In every case, all costs of rehabilitation, including life cycle costs and potential tax credits, must be considered.

Housing rehabilitation must be integrated with a concern for the persons in a structure and must respond to their social and service needs. Rehabilitated strategies must be tailored to the character of the area served. Rehabilitated buildings should be safe and habitable, but should not be required to meet the same codes as new construction.

Rehabilitation strategies specifically tailored to the condition of the neighborhood, integrating physical, demographic and economic needs provide an opportunity to re-use existing housing stock. Not only is this wise conservation of natural, human and physical/cultural resources, it also preserves the units most likely to be affordable to low and moderate income persons. As a technique to provide affordability, rehabilitation cannot be overlooked or underappreciated.

It is the intent of this Chapter to advocate for safe and habitable housing for all Clark County residents. In order to accomplish this aim and also to preserve affordability, it is essential that building codes allow a tiered approach to acceptable building condition. The cost of rehabilitating structures to the same standards as new construction often is prohibitive, dissuades owners from making improvements and increases the cost of dwellings. Provision also should be made for certified historic preservation and restoration projects, allowing rehabilitation to safe and habitable levels without meeting the same codes as non-historic rehabilitation or new construction. Achievement of this objective may require a statewide approach to revision of codes and a concerted effort on the part of both the public sector (including planners and building officials) and the private sector. Currently there is a low-income home owner rehabilitation program funded with CDBG in Clark County.

Affordability

The concern for housing affordability is a nationwide issue. Much of Clark County's growth in the last 20 years can be attributed to its affordability compared to the surrounding region. Clark County and city officials see maintenance of affordability into the future as an important objective. The 20-Year Plan, as a government document, provides an opportunity to focus on the leadership role that local government can take to work cooperatively with all segments of the community in order to increase affordability within the context of protecting public health, safety and welfare. Provision of affordable housing for the individual should not come about at the cost of the community as a whole. The interests of the community as a whole, however, include the need to provide housing which is affordable for individuals.

Consumer expectations also play an important role in affordability. Consumers in all income ranges exhibit a trend toward increasing expectations for size and amenities. These add to the cost of housing. For most consumers, a house is their single most significant financial investment. Houses are more than a place to live, they impose a significant financial responsibility upon owners and offer and important windfall profit opportunity. In the 1980s and 1990s, homeowners have become increasingly protective of the value, both real and perceived, of their homes. This is often exhibited as NIMBYism (**N**ot **I**n **M**y **B**ack **Y**ard) where property owners strenuously object to the introduction of new housing that differs from existing housing in type or value. Many of these objections are based in the fear of people of differing incomes, race, age, or ethnicity and their perceived impacts on the value of property. NIMBYism influences housing affordability and it results in excessive delays in permit review processes or effectively excludes legitimate housing types or income groups from neighborhoods. In the planning process, this intolerance must not be underestimated but must be recognized and planned for in education programs, public hearing processes and in programs that attempt to create a sense of community that extends beyond the financial commitment of a house purchase.

Just as supply and demand interact to influence cost, housing price and local wages interact to influence affordability. A dual effort to increase local wages while also retaining moderately priced housing, will keep housing affordable to more of the population. Housing affordability is a relationship between an individual's income and the price of housing.

From the perspective of community planning, it is desirable to provide both jobs and housing within a community for the benefit of individuals and the community tax base. The relationship of jobs and housing is described in two ways:

- the wage/housing balance is the relationship between the wages earned by people in the community and the housing price. Ideally, there is a sufficient number of housing units affordable to all levels of wage earners and
- the jobs/housing balance is the relationship between the location of jobs and the location of housing. Ideally, jobs are created in locations that are convenient to housing.

In both relationships, the planning objective is to create opportunities so people who want to live close to work may do so. There is no requirement (or assurance) that the people working a particular job will live in the proximal housing, or vice versa. The two principles may be applied separately or together when looking at a community's affordability strategy. The intent of the Housing Element is

to assure that communities investigate both relationships and attempt to achieve both a jobs/housing and wage/housing balance within their urban area.

Traditionally, planners have looked at a jobs/housing balance and have tried to promote housing opportunities in locations close to the workplace. This helps community diversity and reduces commute trips. Now with the interest in affordability, communities are also looking at wage/housing balances, trying to promote availability of housing that workers can afford close to their jobs.

Chapter 9 Economic Development Element of the 20-Year Plan includes general policies and strategies and also includes strategies to improve wages. Many of the Housing Element's programs and regulations provide tools to address the housing affordability issue. The local plans will address the location issue and the wage/housing issue through their statements on the need for affordable housing.

Inclusionary Zoning

An innovative tool to provide affordable housing is a voluntary inclusionary zoning program. A voluntary inclusionary program would be based on incentives for developers to build a percentage (usually 10 - 15%) of housing in their subdivision as affordable. The units would be smaller, simpler homes in a compatible design with the rest of the subdivision. In exchange for the affordable units, developers would be given incentives that would make it profitable for them, such as density incentives, expedited review, or impact fee waivers.

Inclusionary zoning does several things. It can integrate low and moderate income housing units into market rate subdivisions and avoid concentrations of low-income housing into one neighborhood. Increased density in some neighborhoods can encourage the viability of transit. Employers located in suburban communities benefit as well by having an accessible low and moderate-income workforce.

Neighborhood character is important to preserve and inclusionary zoning allows this to happen by giving the design control to the developer. Unlike infill, the affordable units are part of the subdivision plan and can be designed to be similar to their surrounding homes. This allows a community to retain its character while accommodating affordable housing. Inclusionary zoning can be an important tool to provide affordable housing to the growing number of households in Clark County that are priced out of the market. Homeownership prices have been escalating in the county, which has priced many working families out of homeownership.

Inclusionary zoning can provide homeownership opportunities for those families by making it profitable for developers to build homes that those families can afford. Inclusionary zoning, through partnerships with non-profits and public agencies, can also provide affordable rental opportunities in new subdivisions.

Several other tools are available to the public sector to help influence the availability of affordable housing, such as publicly subsidized rental housing and community land trusts to foster a permanent inventory of affordable housing. Clark County has invested in the Southwest Washington Community Land Trust.

Financing Affordable Housing

Finance of housing and in particular affordable housing is a specialized market niche that requires the cooperation of land developers, builders, government and lenders. Finance plays a vital role in the final cost of housing and its associated infrastructure. The intent of this plan is to both identify and advocate for finance mechanisms for housing and associated infrastructure that are stable. Both housing and infrastructure improvements are long-term investments. Mechanisms that are predictable over time may stabilize risk and increase the potential for project funding. This does not imply that new finance mechanisms and institutional structures will not or should not arise over time, or that interim finance mechanisms are not appropriate. Rather a long-term view of finance mechanisms is necessary. In the last twenty years, the nation's financial institutions, lending systems and local taxing mechanisms have undergone radical change. More change should be expected in the next twenty years.

Another important component of this plan is the recognition that the public, not-for- profit and private finance sectors all play an important role in housing finance. A healthy and complete housing finance system will involve the participation of all three sectors in a manner that most appropriately reflects public purpose, capital requirements, costs, interest rates and other influences on the financial markets. Public sector financing of housing is traditionally identified with housing for the lowest income groups and involves the deepest direct subsidies. The public sector is also involved in middle and high-income subsidies to housing through tax policies. The public sector's role is changing as the need for partnership approaches to finance emerges.

The not-for-profit sector is an emerging finance sector. Working with private sector partners, the nonprofit sector can access public funds in order to meet a public purpose while the private sector partner can offer the deep financial backing required to develop housing. The Vancouver Housing Authority has partnered in this way to develop eleven properties that use bond financing to develop affordable housing for households at or below 80% of area median income. Two of the developments include tax credit equity, allowing the rents to be affordable to households at or below 60% of area median income. These properties will remain a community asset to be used for future affordable housing needs.

Private sector finance is the mainstay of housing development. Increasingly, in order to meet the needs of low and moderate income persons, the private finance institutions need the assistance of the public and not-for-profit sector. The private sector also has responsibilities to invest in communities through the Community Reinvestment Act. CRA goals often give impetus both to partnerships with the other sectors and to innovative financing techniques.

Housing Types, Housing Tenure, Sufficient Land and All Income Groups

The Growth Management Act is clear in its direction that comprehensive plans are to provide sufficient land and opportunities for a variety of housing types, ranging from site built to offsite manufactured. It is clear in its direction that special needs housing must be accommodated within the community. It is also clear that the housing and land use elements of local plans must be structured in a manner that makes it possible for persons of all income groups to have a degree of choice in their geographic search for housing. Sufficient land must be available for housing so that all income groups can exercise a choice to live in a community.

The Land Use Element, Chapter 1 of the 20-Year Plan provides, in both policy and mapped form, is a vision of the location of land uses in the future. The Land Use Element contains areas planned for

residential, commercial, industrial, forest, agricultural, recreation and other land uses. The residential plan identifies areas for single and multiple family uses at a variety of densities. It includes mixed-use areas where combinations of commercial, institutional and residential uses are allowed. It also includes agricultural and forest areas where residential uses are allowed at a low density. The Land Use Element specifies target densities for the uses.

Goals and Policies

Clark County has developed general goals and policies it will use to direct housing development. The Clark County Housing policies are as follows:

2.1 Countywide Planning Policies

2.1.0 The county and each municipality shall prepare an inventory and analysis of existing and projected housing.

2.1.1 The Comprehensive Plan of the county and each municipality shall identify sufficient land for housing, including, but not limited to, government-assisted housing, housing for low-income families, manufactured housing, multifamily housing and group homes and foster care facilities. All jurisdictions will cooperate to plan for a "fair share" of the region's affordable housing needs and housing for special needs population.

2.1.2 Link economic development and housing strategies to achieve parity between job development and housing affordability.

2.1.3 Link transportation and housing strategies to assure reasonable access to multi-model transportation systems and to encourage housing opportunities in locations that will support the development of public transportation.

2.1.4 Link housing strategies with the locations of work sites and jobs.

2.1.5 Link housing strategies with the availability of public facilities and public services.

2.1.6 Encourage infill housing within cities and towns and urban growth areas.

2.1.7 Encourage flexible and cost efficient land use regulations that allow for the creation of alternative housing types which will meet the needs of an economically diverse population.

County 20-Year Planning Policies

Goal: Provide for diversity in the type, density, location and affordability of housing throughout the county and its cities. Encourage and support equal access to housing for rental and homeowners and protect public health and safety.

2.2 Policies:

2.2.1 Ensure that implementation measures recognize variety of family structure.

2.2.2 Encourage a variety of housing types and densities, including mixed-use centers, services and amenities.

2.2.3 Clark County shall create a voluntary inclusionary zoning program in residential and mixed-use zones with bonus incentives strategies. A demonstration project should be created to illustrate profitability to finance institutions and developers and to illustrate the effectiveness of the policy to the public.

2.2.4 Develop a fair share housing allocation that provides low and moderate income housing targets for cities and urban growth areas. The program should include a housing inventory, incentives and financing mechanisms.

2.2.5 Preserve the character of stable residential neighborhoods through selective and innovative zoning techniques.

2.2.6 Encourage a variety of housing types and densities in residential neighborhoods.

2.2.7 Encourage infill as a development and redevelopment concept. Appropriate development regulations that accomplish infill should consider:

- impact on older/existing neighborhoods;
- development that is appropriate to surrounding residential density, housing type, affordability or use characteristics;
- encouragement of affordable units;
- maintenance of neighborhood integrity and compatibility; ~~and,~~
- address and prevent future displacements; and,
- provision of development standards and processes for infill regardless of the sector (public, not-for-profit, or private sectors) creating it.

2.2.8 Assure that policies, codes and ordinances promote neighborhood designs that are pedestrian and transit friendly and discourage reliance upon the automobile.

2.2.9 The county should take appropriate action to encourage the preservation and expansion of the current stock of federally subsidized affordable housing.

Washougal Urban Growth Area

2.2.10 The Development Code will provide for mobile and manufactured housing in a manner that ensures that such developments contribute to the design quality, landscape standards and safety of the community.

2.2.11 The Development Code will encourage innovative housing design for efficient, low cost, high-density housing.

2.2.12 The Development Code will provide for group homes and other institutional housing for special needs persons.

2.2.13 The City will encourage individual and neighborhood beautification programs using garden clubs, schools and other local groups.

Goal: Plan for increasing housing needs of low-income and special needs households.

2.3 Policies

2.3.1 Assure that codes and ordinances allow for a continuum of care and housing opportunities for special needs populations, such as emergency housing, transitional housing, extensive support, minimal support, independent living, family based living, or institutions.

2.3.2 Clark County or local jurisdictions shall plan for low-income and special needs housing that is well served by public transit.

2.3.3 Ordinances shall allow for housing for special needs populations as permitted/conditional uses, by basing siting decisions on the impact of the use upon the landscape, not on the circumstances of the occupants.

2.3.4 Building and site plan codes shall encourage the development, rehabilitation and adaptation of housing that responds to the physical needs of special populations.

2.3.5 Encourage both the public and private sector (including financial institutions) to invest in the creation of special needs housing.

2.3.6 Continue to coordinate the development of special needs housing with social service providers and with public agencies that provide services and capital.

2.3.7 Encourage provision of very low and low income housing through the use of document recording fees dedicated to affordable housing.

Goal: Provide assistance for maintenance and rehabilitation of housing for Clark County residents.

2.4 Policies

2.4.1 Encourage programs in deteriorating older neighborhoods that address structural, demographic and economic issues.

2.4.2 Work with building officials to encourage rehabilitation that provide for safe and sanitary housing.

2.4.3 Encourage voluntary housing rehabilitation programs.

2.4.4 In areas where housing is rated as fair or below by the local assessor, focus public investment on infrastructure surrounding the dwelling as well as rehabilitation efforts.

2.4.5 Maintain the housing stock by rehabilitation homes rated as fair or below by the local assessor.

2.4.6 Enhance the safety of housing by reducing the lead based paint hazard.

2.4.7 Encourage the creation of housing that is energy efficient, resource efficient and has high indoor air quality.

Goal: Promote an active role in affordable housing using a combination of regulatory, partnership and finance techniques.

2.5 Policies

2.5.1 Ensure that policies, codes and regulations, including public development covenants, provide the opportunity to site affordable housing types, in particular off-site manufactured homes and accessory units.

2.5.2 Enhance provision of affordable housing for persons with incomes less than 30 percent of the median family income by using available federal and state programs and by promoting private/public partnerships which focus on this affordability range.

2.5.3 Enhance provision of affordable housing through the development of at least one and preferably more than one, private/not for profit/government partnership with the purpose of creating housing priced for persons with incomes between 30 and 90 percent of the median family income.

Goal: Establish a secure funding mechanism to support development of affordable housing. Coordinate and concentrate public expenditures to make positive and visible impacts on targeted neighborhoods.

2.6 Policies

2.6.1 Assess the impacts of fee waivers, exemptions and other deductions or exclusions on the housing needs continuum.

2.6.2 Target the work of housing partnerships (private, not for profit or profit) to various income levels, to encourage rental and home ownership opportunities.

2.6.3 Encourage and stimulate financing for affordable housing including innovative, single room occupancy.

Goal: Support diversity in the mix of housing types in the community, while improving home ownership tenure.

2.7 Policies

2.7.1 Provide opportunities for new development to occur. There shall be no more than 75 percent of any single product type of housing in any jurisdiction (e.g., single-family detached residential).

Strategies to achieve these opportunities include but are not limited to:

- Minimum density for single family and multi-family. These should average: eight or more dwelling units per acre within the Vancouver urban growth area, six or more units per acre with the Battle Ground, Camas, Ridgefield and Washougal urban growth area and four or more units per acre within the La Center and Woodland urban growth area.
- ~~Minimum density for multi family.~~
- Provisions for Accessory Dwelling Units.
- Provision for duplexes, triplexes, quadplexes, and cottages in single family.
- Provisions for townhouses/row houses.
- Allowance of manufactured home parks.

- Provision for diversified single-family and middle housing types ~~allowed as part of a Planned Unit Development~~ throughout low-density zones~~.~~
- Recognition of the flexibility allowed in housing types as part of a Mixed Use Development (e.g. living units above commercial areas).
- Recognition of Assisted Living Units as a housing type.
- Provision for diversified housing types allowed as part of a mixed use development.
- Recognition of Senior Housing Units as a housing type.

2.7.2 Consider the dislocation impacts of programs that promote conversion of units from rentals to owner occupied.

2.7.3 Encourage housing that is created using the principles of Universal Design.

Strategies

The following strategies are proposed as a means to achieve the goals and policies of the Housing Element. These are a range of strategies that the county is considering and some of these strategies may be implemented over time.

- Develop a program to assist municipalities in accommodating diverse households.
- Maintain a tenant/landlord handbook to focus on tenant/landlord rights and responsibilities as well as fair housing legislation.
- Provide targeted information regarding fair housing such as booths at public events, web site and a more active role in support of fair housing regulations.
- Work with financial institutions, not for profits and the public sector to create mechanisms such as reverse mortgage programs, loan pools, housing trust funds, local funding and other tools to finance rehabilitation and construction of affordable housing.
- The county supports the extension of contracts for federally subsidized affordable housing that are up for renewal.
- The county supports the purchase of expired federally subsidized affordable housing by non-profits or the Vancouver Housing Authority in order to preserve the affordability of the housing.
- Maintain an outreach/education program to explain all aspects of home ownership and tenancy including maintenance, repair, landscaping, credit, prevention of discrimination and predatory lending.
- Continue to enhance partnerships between public and private sector interests to work with Home Investment Partnership, state agencies, financial institutions, builders, etc., to develop housing appropriate for all groups along the housing continuum.
- Promote affordable housing demonstration projects at a variety of densities and incorporating a variety of housing types such as elderly housing, smaller cottage_one-story housing in order to illustrate what can be accomplished using local builders, financing, etc.
- Promote employer sponsored homeowner programs.
- Provide information to the lending community regarding the planning process and its impact on the development process.
- Encourage the use of low income tax credits and bond financing for equity in construction financing.
- Encourage the development of custom lending targeted for difficult to finance projects.
- Develop finance mechanisms to preserve and rehabilitate small apartment complexes (8-20 units).
- Enhance the local (nonfederal) renewable housing fund, such as 2060, for people with low incomes and special needs. Resources for the fund might be the result of bond issues, mileage, existing revenue or reallocation of the real estate excise tax (REET).
- Promote the facilitation of low-income housing projects through the use of the Development Coordinator. Provide guidance for these projects on process, available options and compliance with state and local codes.
- Develop a voluntary inclusionary zoning program.
- Develop affordable housing program to address the impacts of mobile home park conversion on residents.
- Encourage the preservation and expansion of rental housing for seniors with incomes below 60 percent (establisher federal guidelines) of the area's median income.

- Encourage weatherization of homes to reduce energy costs. Provide information, education and assistance to moderate income households who do not qualify for the federal weatherization assistance program but cannot afford the initial weatherization investment.
- Develop a Clark County Universal Design Information Guide to assist homeowners in increasing the ease and flexibility of their home.
- Consider incorporating universal design principles in Clark County's building code review process.
- Encourage the development of accessory dwelling units (ADUs) – by exempting them from site plan review. Consider exempting ADUs from TIFs and PIFs.
- Consider more flexibility in the creation of duplexes by allowing them in all single family zones.
- Encourage new developments of senior housing to be within a half-mile of transit, services and retail amenities.
- Consider cohousing to be developed in single family residential zones.
- Consider assisted living facilities in single-family residential zones as a conditional use.
- Consider developing a shared housing program.
- Partner with the Building Industry Association to provide a universal-designed home and information at the Clark County Parade of Homes.
- Consider zone changes to allow more areas to support diverse housing types, including small-lot single-family, multifamily, duplexes and accessory dwelling units.



Glossary

Glossary

Affordable Housing - housing is considered affordable to a household if it costs no more than 30 percent (30%) of the total household gross monthly income for rent or mortgage payments, or up to 2.5 times annual income for purchasing a home. This is the standard used by the federal and state government and the majority of lending institutions.

Arterial - a major street carrying the traffic of local and collector streets to and from freeways and other major streets. Arterials generally have traffic signals at intersections and may have limits on driveway spacing and street intersection spacing.

Average Daily Traffic (ADT) - the average number of vehicle trips per weekday (Monday through Friday) to and from a site.

Build Out - having no remaining land; fully developed to the maximum permitted by adopted plans and zoning.

Capital Facilities Plan (CFP) - a required component of the comprehensive plan that deals with the costs and funding of governmental services.

Clark County Code (CCC) - laws adopted by the Board of Commissioners for Clark County.

Cohousing – is a residential model in which a cluster of attached and/or single-family houses are built around a common building for share use such as meals, childcare, guest rooms, laundry and recreational uses.

Collector - a street for moving traffic between major or arterial streets and local streets. Collector streets generally provide direct access to properties, although they may have limitations on driveway spacing.

***Community Framework Plan* -** a document that identifies broad land use categories and policies that are to be used as a guide to the development of comprehensive plans as mandated by the Growth Management Act. The time frame is for a 50-plus-year period and because of this time frame the Framework Plan is necessarily general and not a final specific plan. The Framework Plan was adopted by the Board of County Commissioners in May of 1992 to provide guidance to future policy decisions in the Comprehensive Plans. The *Community Framework Plan* is the result of the recognition that growth will not stop in 20 years and many items such as water, sewer and roads have planning time frames beyond this time period.

Commute Trip Reduction Act (CTR) - requires large employers to reduce the percentage of their employees who commute to work in single occupancy vehicles.

Comprehensive Plans - a document consisting of maps, charts and text which contains the adopting city or county's policies regarding long-term (20-year) development. A comprehensive plan is a legal document required of each local government by the State of Washington. The required content of the comprehensive plan is described in RCW 36.70A which directs that at a minimum the plan shall contain the following elements:

* Land use;

* Housing;
* Transportation;
* Capital Facilities;
* Utilities; and,
* Rural lands (counties only).

Clark County has chosen to include the following optional elements:

* Natural resource lands;
* Economic development;
* Community design;
* Annexation and incorporation;
* Parks, recreation and open space;
* Critical areas; and,
* Historic, archaeological and cultural preservation.

Consolidated Metropolitan Statistical Area (CMSA) - refers to the Portland PMSA, which includes Clackamas, Multnomah, Washington and Yamhill counties and the Vancouver PMSA, which is composed of Clark County, together.

Covered Employment - includes jobs where the employee provides insurance as part of a basic benefits package.

Critical Areas - include wetlands, sensitive fish and wildlife habitat areas, critical recharge areas for groundwater aquifers, flood prone areas and geological hazardous areas (such as landslide areas, earthquake fault zones and steep slopes).

Density - for residential development, density means the number of housing units per acre. For population, density means the number of people per acre or square mile.

Density, Gross - density calculations based on the overall acreage of an area, including streets, roads, easements, rights-of-way, parks, open space and, sometimes, other land uses.

Density, Net - density calculations based on the actual area of land used, exclusive of streets, roads, rights-of-way, easements, parks and open space.

Developable Land - land that is suitable as a location for structures because it is free of hazards (flood, fire, geological, wetlands, etc.), has access to services, (water, sewer, storm drainage and transportation) and will not disrupt or adversely affect natural resource areas.

Draft Environmental Impact Statement (DEIS) - See: State Environmental Policy Act.

Element - a component or chapter of the comprehensive plan. State law requires that each city's comprehensive plan include at least six elements. In addition to the six elements required for cities, counties must also include a rural element. Other elements may be included as a local option. See Comprehensive Plan.

Environmental Impact Statement (EIS) - a document that analyses the environment impacts of a project or policy and suggests mitigation measures. See also: State Environmental Policy Act.

Flood Hazard Area - a lowland or relatively flat area adjoining inland waters that is subject to a one percent or greater chance of flooding in any given year. Also known as the 100-year flood plain. Clark County has a flood plain protection ordinance that regulates any development within this area.

Fully Contained Communities - are developments within urban growth areas that have been planned 1) to have a complete array of land uses such as commercial, residential and/or offices; and, 2) to potentially be self-sufficient. Large scale residential developments are not fully contained communities. If allowed to occur outside urban areas a portion of the OFM assigned population for Clark County has to be set aside for these communities.

Growth Management - the use by a community of a wide range of techniques in combination to determine the amount, type and rate of development desired by the community and to channel that growth into designated areas.

Growth Management Act - House Bill 2929 adopted in 1990 and amended by House Bill 1025 in 1991. This Law requires the fastest growing counties in the state to construct comprehensive plans. See the introduction for a more complete description and RCW 36.70A.

High Occupancy Vehicle (HOV) - a vehicle carrying more than two people. Carpools, vanpools and buses are examples.

Household - all persons living in a dwelling unit, whether or not they are related. Both a single person living in an apartment and a family in a house are considered a "household".

Household Income - the total of all the incomes of all the people living in a household. Households are usually described as very low income, low income, moderate income, or upper income. The federal government defines these categories as follows:

* **Very low income** = households earning less than 50 percent of the countywide median income.
* **Low income** = households earning between 51 and 80 percent of the countywide median income.
* **Moderate income** = households earning between 81 and 95 percent of the countywide median income.
* **Middle income =** households earning between 96 and 120 percent of the countywide median income.
* **Upper income** = households earning over 120 percent of the countywide median income.

Human Scale - buildings, landscapes, streetscapes and other built features which do not overwhelm pedestrians.

Impact Fee - a fee levied on the developer of a project by a city, county or special district as compensation for the expected effects of the development. The Growth Management Act authorizes imposition of impact fees on new development and sets the conditions under which they may be imposed.

Implementation Measure - an action, procedure, program or technique that carries out comprehensive plan policy.

Infill Development - development on vacant parcels in urban or urbanizing areas that were passed over by previous developments.

Infrastructure - the physical systems and services which support development and people, such as streets and highways, transit service, water and sewer systems, storm drainage systems and airports.

Jobs/Housing Balance - a concept to increase the job and housing opportunities in an area where the work force primarily commutes out of the area or into the area. Concepts such as mixed use developments, telecommuting and attracting industries to the area are ways in which this may be accomplished.

Level-of-Service (LOS) - a method of measuring and defining the type and quality of a particular public service such as transportation, fire protection, police protection, schools/education, storm drainage and sewer and water systems. The county and its cities must cooperatively develop standards for level-of-service for public services and infrastructure as a part of the policies governing growth management.

Master Planned Resorts - are developments outside of urban areas that provide a range of recreational amenities and focus primarily on short-term visitor accommodations but not including vacation homes.

Metro - the regional government that serves the urban populations of Clackamas, Multnomah and Washington counties in Oregon. It is responsible for transportation and land use planning, regional parks and greenspaces and other regional functions.

Metropolitan Greenspaces - a program administered by Metro, in which Clark County is a participating partner, that has defined and inventoried natural areas to preserve as open space in the Vancouver/ Portland metropolitan area. These areas have been targeted for purchase when funds become available.

Middle Housing - means duplexes, triplexes, quadplexes, and single-family attached dwellings (townhouses).

Mixed Use Development - developments designed to be pedestrian friendly that locate housing, commercial and/or offices in the same structure(s) or within close proximity of each other. These developments are intended to reduce the dependency on the automobile and create a sense of place.

Natural Resource Lands - lands which may be used for commercial forest, agriculture, or mineral extraction industries. Cities and counties must classify and designate these lands and develop policies to protect them as a part of growth management planning. See Chapter 4, Rural and Resource Lands for a detailed discussion.

Washington State Office of Financial Management (OFM) - state office that officially provides the County with population projections that as a minimum must be used in growth management planning.

Open Space - any parcel or area of land or water that is essentially unimproved and devoted to an open space use such as preservation of natural resources, outdoor recreation not requiring development of play fields or structures, or public health and safety (flood control).

Pedestrian Friendly - developments that are designed first for pedestrians then for the movement of vehicles. These developments are often mixed use (two and three story buildings with storefront retail) in nature with wide sidewalks, landscaping and buildings that are in scale with pedestrians.

Planning Commission - a group of people appointed by a city council or county commission to administer planning and land use regulations for the jurisdiction. State regulations governing the powers and activities of a planning commission are contained in RCW 36.70.

Primary Metropolitan Statistical Area (PMSA) - refers to major urban regions which are used to compile statistical and census data.

Revised Code of Washington (RCW) - the most recent edition, in a consolidated and codified form, of all the laws of the state of a general and permanent nature.

Senior Housing – is housing designed for seniors age 55 and older.

Shared Housing – is an arrangement in which two or more unrelated people share a house or an apartment. Usually private sleeping quarters are available; the rest of the house or apartment is shared.

State Environmental Policy Act (SEPA) - the Washington State Environmental Policy Act requires that each city or county consider the environmental impacts of a proposed development before approval and incorporate measures to mitigate any expected negative impacts as conditions of approval. The process is to prepare a draft environmental impact statement (DEIS) for public review and then a final environmental impact statement (FEIS). The FEIS is not adopted as part of the plan but is used as a tool to help in making decisions concerning the plan.

Transfer of Development Rights (TDR) - a program that allows designated properties where proposed land use or environmental impacts are considered undesirable to relocate development potential to another site which can accommodate increased development beyond that for which it was zoned.

Transportation Demand Management (TDM) - a concept to reduce the demand on roadways through changes in individuals travel behavior.

Urban Growth Area (UGA) - areas established as part of the growth management process to allow for the efficient provision of urban levels of governmental services and where urban growth will be encouraged. Urban growth areas should contain enough vacant land to accommodate the 20-year growth projections by OFM. Counties and cities should cooperatively establish the urban growth areas and cities must be located inside urban growth areas. Once established, cities cannot annex land outside the urban growth area. Growth outside of urban growth areas must be rural in character.

Urban Growth Boundary (UGB) - the line designating the extent of the urban growth area.

Urban Reserve Areas - land adjacent to urban growth areas that are reserved for future urbanization which allows for the orderly conversion of land to urban densities when it can be demonstrated that the supply of developable land within the urban growth area is depleted.

Vehicle Miles Traveled (VMT) - the average number of miles traveled by a vehicle in a given area. This is both a measure of trip length and of dependency on private vehicles.

Vision, Visioning - a collective and collaborative statement by citizens, elected and appointed officials and interested parties of their preference for what their community can and should be.

Washington Administrative Code (WAC) - laws adopted by state agencies to implement state legislation.

Zoning - a map and ordinance text which divides a city or county into land use districts and specifies the types of land uses, setbacks, lot size and size restrictions for buildings within each district.

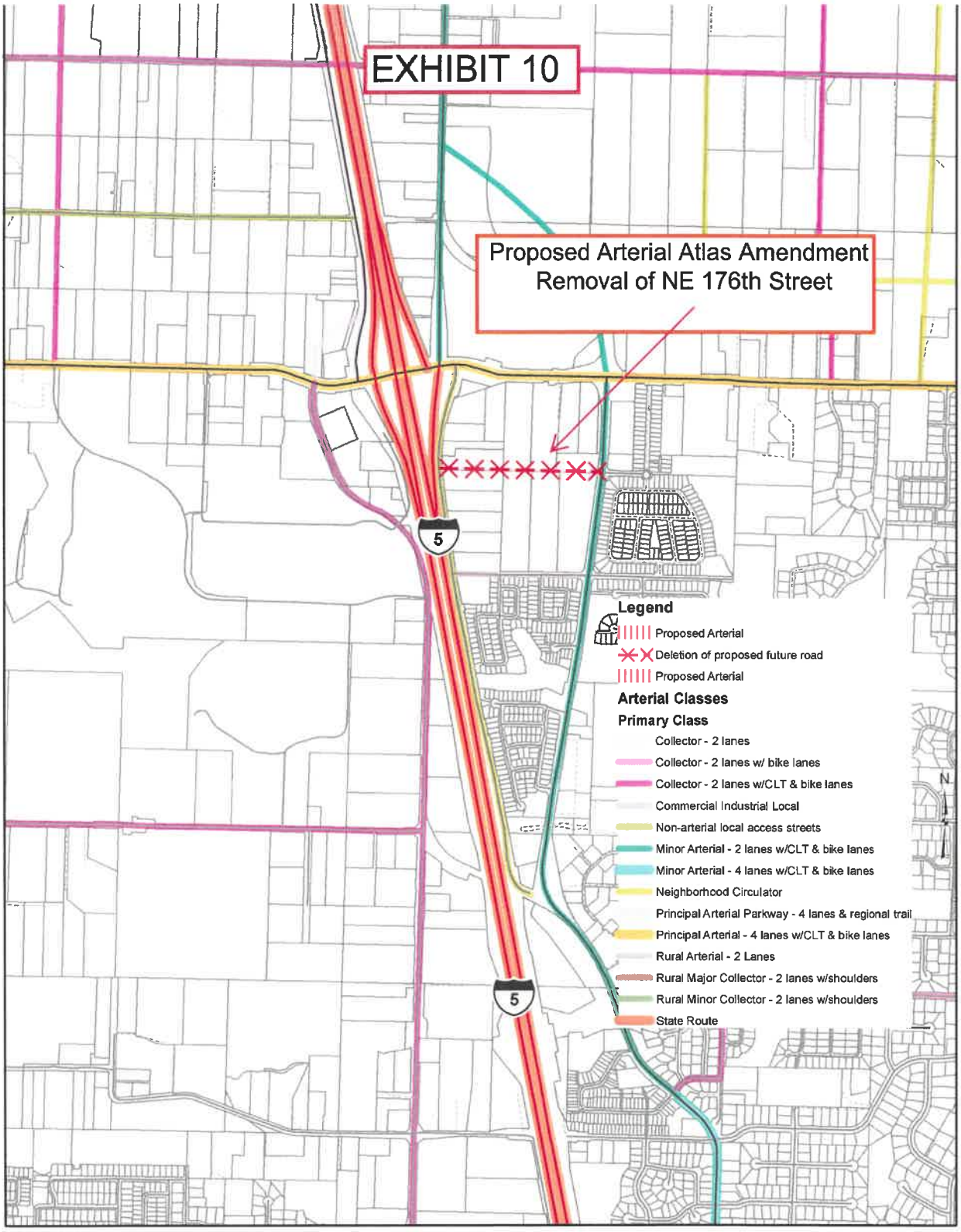
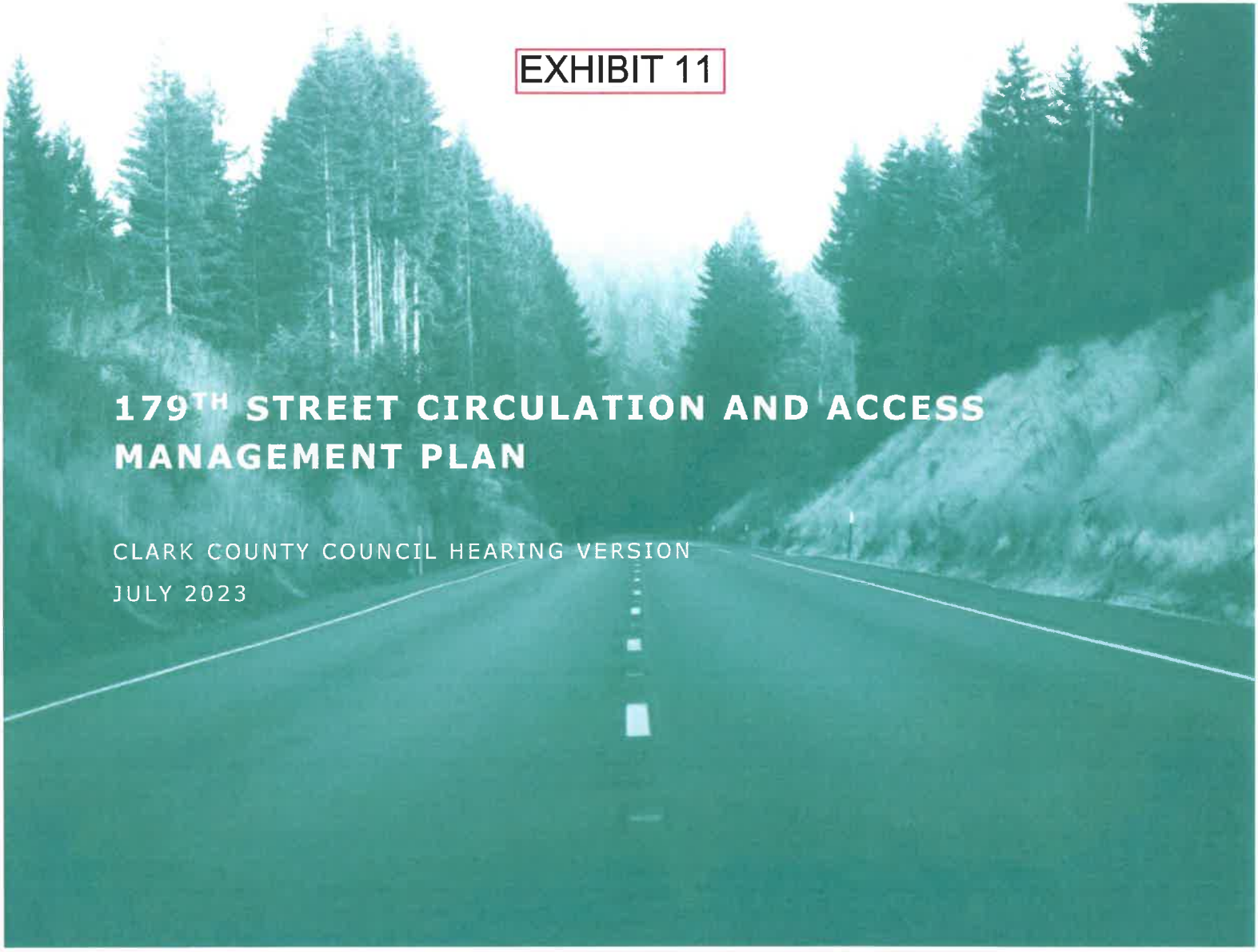


EXHIBIT 10
Proposed Arterial Atlas Amendment
Removal of NE 176th Street
5
5
Legend
Proposed Arterial
Deletion of proposed future road
Proposed Arterial
Arterial Classes
Primary Class
Collector - 2 lanes
Collector - 2 lanes w/ bike lanes
Collector - 2 lanes w/CLT & bike lanes
Commercial Industrial Local
Non-arterial local access streets
Minor Arterial - 2 lanes w/CLT & bike lanes
Minor Arterial - 4 lanes w/CLT & bike lanes
Neighborhood Circulator
Principal Arterial Parkway - 4 lanes & regional trail
Principal Arterial - 4 lanes w/CLT & bike lanes
Rural Arterial - 2 Lanes
Rural Major Collector - 2 lanes w/shoulders
Rural Minor Collector - 2 lanes w/shoulders
State Route
N

EXHIBIT 11



179TH STREET CIRCULATION AND ACCESS MANAGEMENT PLAN

CLARK COUNTY COUNCIL HEARING VERSION

JULY 2023

DKS

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INTRODUCTION AND BACKGROUND

The NE/NW 179th Street corridor in Clark County serves as a primary east-west facility providing access to I-5, rural neighborhoods, planned urban neighborhoods, and the Clark County Amphitheater and Fairgrounds. 179th Street is classified as a principal arterial from Northwest 11th Avenue to Northeast 72nd Avenue, intended to function to carry large volumes of traffic over long distances. When fully built, this roadway is planned to have two travel lanes in each direction with a center turn lane or median and bicycle and pedestrian facilities. The corridor is facing many challenges. The existing topography creates significant hills and valleys that will need to be adjusted to provide a modern arterial design. The 2,200-acre area surrounding the corridor was recently released from urban holding, which restricted urban density development due to a lack of supporting infrastructure. In the future, this area is expected to experience significant development, creating a large amount of commercial and residential uses that must use 179th Street to access I-5. These challenges necessitate a circulation and access management plan for the 179th Street corridor from NW 11th Avenue to NE 50th Avenue (Figure 1) that promotes safety and mobility of the future principal arterial while balancing the infrastructure needs of development.

FIGURE 1: STUDY CORRIDOR



"Access management" refers to the design, implementation and management of entry and exit points (i.e., driveways, entrances or exits) between roadways and adjacent properties. Entry and exit points can be managed by careful planning regarding their location, the types of turn movements allowed, and if appropriate, medians that provide or prohibit access to driveways. Developing and implementing effective access management strategies that promote or improve safety, requires considering the location of driveways in the context of current and future access needs, current and future intersection operations, and mobility for pedestrians and bicyclists.

The purpose of this study is to provide a cohesive circulation and access management plan for the study corridor to guide future infrastructure improvements including access locations, intersection control and facility cross-section elements. This includes assessing optimal circulation opportunities

with physical and environmental constraints to develop an implementation strategy. This plan also recommended amendments to the Clark County Arterial Atlas.

GOALS AND OUTCOMES

The following is a list of goals and outcomes for the circulation and access management plan, elaborating on the need for a consistent plan and implementation strategy along the corridor.

- Promote mobility along the corridor by limiting direct access to the principal arterial, 179th Street. As stated in the Clark County Code, "Access is generally limited to intersections with other arterials and collectors. Signalized intersection spacing is regulated. Direct land access is minimal and managed."[1]
- Allow development of properties along the corridor at an urban scale by providing circulation and connectivity to 179th Street that also follows access management policies.
- When 179th Street is updated to design standards of an arterial it will require significant cuts and fills as the profile of the road is evened out. Ensure any side street access or driveway access will be carefully located and integrated into the design of 179th Street.
- Promote safety and maintain good mobility by including effective intersection plans. This includes roundabouts as the ultimate control type at major intersections and restricted access intersections where needed.
- Promote multi-modal access and safety for all users along the corridor by including circulation strategies for people walking and biking through the corridor as required in Clark County Code[2].

EXISTING AND PLANNED CONDITIONS

Background information on the existing and planned conditions along the corridor were documented in a previous memo[3]. This included a safety assessment of historic collision data and a summary of approved and pending developments on the corridor, expected to generate over 2,400 PM peak hour vehicle trips. GIS-based online maps were developed to document existing parcels and accesses, zoning, Arterial Atlas designations, approved development layouts, environmental constraints, and topography. The proposed roadway profile elevation was compared to the existing elevation to identify the differences along the corridor.

Planned conditions include 179th Street improved to provide two travel lanes in each direction, a center turn lane or raised median, bicycle lanes, a detached sidewalk on one side of the street and curb tight sidewalk on the other side of the street within a 100-foot right-of-way (72 feet curb-to-curb). A sample of what this cross-section might look like is shown in Figure 2. The section of NE 179th Street from NE 15th Avenue to NE 50th Avenue will differ slightly to serve the adjacent

[1] CCC 40.350.030

[2] CCC 40.350.015

[3] Existing and Planned Conditions Memorandum, DKS Associates, October 6, 2021.

residential land. This section will have two travel lanes in both directions, center turn lane or median, and a 10-foot multi-use path on both sides.

FIGURE 2: SAMPLE CROSS-SECTION



BEST PRACTICES

Best practices regarding access management and roundabouts implemented along developing corridors were presented in a separate memo[4]. This task included interviews with staff at the City of Lacey, Washington and the City of Bend, Oregon. It also included research on the access management standards for the City of Spokane, Washington. The key findings from the best practices research informed the development of this plan and are summarized below:

- Each property should have access to a public roadway. These accesses may be consolidated with other properties and should connect to the street with the lowest functional classification. Access to arterials should be made via collectors and local streets where possible. *(City of Spokane)*
- Accesses should be placed outside of intersection influence areas, or they made need to be restricted to right-in, right-out. *(City of Spokane)*
- Medians in combination with roundabouts are effective at control access along a high demand corridor. It is preferred to build a single-lane roundabout and expand additional turn lanes where needed later if the demand is realized. *(City of Bend)*
- Roundabouts can be used effectively to improve safety at intersections and reduce fatal and major injury crashes. *(City of Bend)*
- Roundabouts can make for safer pedestrian crossings, especially near schools. *(City of Lacey)*
- Roundabouts can be used to slow cars down and make for an effective transition from rural to urban areas when designed correctly. *(City of Lacey)*

Figure 3 shows an example of a partial dual-lane roundabout in the City of Bend.

[4] Best Practices Memorandum, DKS Associates, December 8, 2021.

FIGURE 3: EXAMPLE OF PARTIAL DUAL-LANE ROUNDABOUT IN BEND



SOURCE: GOOGLE MAPS

These findings compliment the current Clark County policies and standards for access management, which include the following:

- The Street Road Standards "shall be consistent with the effective Arterial Atlas. The Arterial Atlas identifies all arterials and collectors and specifies the design of these facilities in general terms."[5]
- Principal Arterial "is the basic element of the county's road system. All other functional classifications supplement the principal arterial network. It carries large volumes of traffic over long distances. Access is generally limited to intersections with other arterials and collectors. Signalized intersection spacing is regulated. Direct land access is minimal and managed but is less restrictive than access from parkway arterials. Spacing is typically two (2) to five (5) miles."[6]
- Per Table 40.350.030-3 in the Clark County Code, the Minimum Full Access Intersection Spacing for a Principal Arterial is 600 feet.
- Standards for development review require considerations for circulation for vehicles, bicyclists, pedestrians, access management, and access spacing.[7]

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[5] CCC 40.350.030 A.3.c.

[6] CCC 40.350.030 A.5.a.(2)

[7] CCC 40.350.030 B.2.

STAKEHOLDER INVOLVEMENT

The plan findings and recommendations were developed with the support of two separate groups: a Technical Advisory Committee (TAC) consisting of jurisdiction staff at Washington State Department of Transportation (WSDOT), Clark County planners and engineers, City of Vancouver and a Stakeholder Advisory Committee (SAC) made up of local representatives in the community including neighborhood groups, utility companies, and developers. Each group met three times over the course of the project to provide guidance and input on critical issues and to develop plan recommendations.

The first meeting's purpose was to give the groups background on the corridor plans and conditions. The purpose of the second meeting was to discuss possible alternatives along the corridor and any potential concerns based on what the project team had developed thus far. The third and final meeting went over the recommendations from the alternatives analysis incorporating stakeholder feedback and asked for the committees' recommendation on the preferred alternative.

ALTERNATIVES MAPPING PROCESS

Using the available inventory and planned conditions information, the project team developed a preliminary set of circulation and access alternatives along the corridor during a mapping work session. The project team reviewed these mapped attributes in the online interactive GIS map, developed by OTAK,[8] to determine future access and roadway connections that would best meet the corridor needs as it develops over time. Moving along the corridor, each parcel was evaluated to make sure it would have an appropriate future access. This included future considerations of land use zoning, vehicle trip potential, planned Arterial Atlas connections and the phasing of interim and/or shared accesses.

Additional considerations were made for planned and approved developments or projects along the corridor at the time of this planning effort as well as event traffic demands from the Clark County Fairgrounds and Amphitheater west of I-5. Alternatives considered included intersection control types, access types and locations (including local street network), and edits to the Arterial Atlas in the form of new or revised roadway connections. The alternatives work session also included discussion of the need for pedestrian connections to the corridor and how roundabouts would be able to handle the need for U-turns as a result of restricted access (right-in/right-out) intersections. The alternatives were refined based on the work session discussion and were used in preparation for the stakeholder involvement meetings. Figure 4 demonstrates this process in a visual format.

[8] https://arcg.is/0C8fvu

FIGURE 4: MAPPING AND EVALUATION PROCESS



EVALUATION PROCESS

Using feedback from the second round of advisory committee meetings, the circulation and access alternatives were reevaluated based on the limitations and benefits of each. Property access phased over time, vehicle and multimodal connectivity needs, and access management were all considered in this evaluation.

Assessment of roundabout impacts was also a part of the evaluation process. Seven high-volume locations along the 179th Street corridor have been previously studied as future roundabouts. Intersection operations and concept details for these intersections are covered in the 179th Street Interchange Study[9], Intersection Control Evaluations at Delfel Road[10] and 15th Avenue[11], and Intersection Improvement Studies at 29th Avenue[12] and 50th Avenue[13]. The design of the future roundabouts at 29th and 50th Avenues are shown at the end of the plan in Figures 13 and 14. The

[9] 179th Street Corridor Study – Future Conditions Report, DKS Associates, May 14, 2021.

[10] Intersection Control Evaluation at 179th Street and Delfel Road, DKS Associates, February 17, 2021.

[11] Intersection Control Evaluation at 179th Street and 15th Avenue, DKS Associates, February 17, 2021.

[12] Traffic Analysis Memorandum – 179th Street and 29th Avenue, DKS Associates, August 9, 2021.

[13] Traffic Analysis Memorandum – 179th Street and 50th Avenue, DKS Associates, August 9, 2021.

design of these roundabouts will require the exactions of right-of-way according to the figures. Traditional intersections allow for an equal amount of right-of-way to improve the intersection. The installation of roundabouts does not follow this methodology and is determined based on the roundabout design. Additional roundabouts that were recommended as part of this plan are all expected to have lower levels of volume demand and are on equal or lower classified roadways. Thus, they are expected to operate at the same or better conditions of the other planned roundabouts previously analysis. There will be more than sufficient capacity projected for the partial dual-lane roundabouts along 179th Street that will be able to handle any U-turns necessitated by the median or any restricted access intersections.

Pedestrian connections on the corridor were evaluated using methods outlined in the National Cooperative Highway Research Program (NCHRP) Report 562 to identify level of treatment recommended under future conditions. Under the planned future conditions with a five-lane 40 mile per hour corridor, any pedestrian crossings of 179th Street should be built as enhanced crossings. Enhanced treatments may include flashers, beacons, signalization, and raised medians (Figure 5). Traffic volume, vehicle speed, and crossing distance are major factors in this analysis. In this case, enhanced crossings would be warranted regardless of projected pedestrian volume to due to high vehicle speeds and long crossing distance. We coordinated this evaluation with guidance in the Clark County Bicycle and Pedestrian Master Plan[14]. The resulting guidance is provided in the Multimodal Access section under Supporting Information.

FIGURE 5: EXAMPLE OF ENHANCED CROSSING



SOURCE: GOOGLE STREETVIEW

[14] Bicycle and Pedestrian Master Plan, Clark County, October 2010.

RECOMMENDED CIRCULATION AND ACCESS MANAGEMENT PLAN

This section summarizes the results of the alternatives and evaluation process and presents the plan recommendations. The proposed changes to the Arterial Atlas and intersection plan

It covers pedestrian access, wildlife corridors, local street connectivity, proposed implementation for development, and the proposed changes to the Arterial Atlas. All these elements are key for implementation of the plan. Any updates to the Arterial Atlas will be adopted as previously stated in the Clark County Code. Other elements may provide supporting information not necessarily adopted into the code.

PROPOSED CHANGES TO THE ARTERIAL ATLAS

The following maps (Figures 6-8) show the recommended changes to the Arterial Atlas for relevant roadways along the study corridor. This includes additions (highlighted in yellow), removals (highlighted in orange), and realignments (highlighted in blue) of collector and arterial roadways. Dashed lines imply future roadways and solid lines represent existing roadways. These recommended edits include adding more circulation to properties as they develop in the future, providing adequate connection to existing higher speed facilities. The proposed roadways are coordinated with ongoing development plans as well. These maps are excerpted below will also be available in Clark County's GIS system. The current link to an interactive online GIS platform is located at this address: *https://arcg.is/0C8fvu*.

INTERSECTION PLAN

In addition to roadways, these maps cover the detailed future intersection plan along the corridor. Roundabout intersections will be used in combination with the median in the five-lane cross section to manage access along the corridor. Thirteen future roundabouts are shown in this plan, including ones that have already been studied, as previously mentioned. These roundabouts will support the remaining restricted access intersections along the corridor by providing opportunities for U-turns where needed. Restricted access intersections come in three main types:

- **Shared Access Right-in/Right-out:** These intersections provide access to the lesser classified roadways via right turns only. No left turns will be allowed across the centerline of 179th Street.
- **Interim Full Access, Future Right-in/Right-out:** These intersections will be allowed full turning movement access prior to build out of the local access street network or construction of 179th Street to principal arterial standards. The final future build at this location will be restricted to right-in/right-out only access on 179th Street.
- **Interim Full Access, Future Emergency Access Only:** These intersections will operate similarly to the above instance, except future build out conditions will close the access to the public and access will only be allowed for emergency responders. This will occur after access to the local, collector, or commercial/industrial streets are constructed.

It is very important to note that there may be variations regarding when interim full access is converted to the future build option in the implementation of this plan. As noted in the map footnote: The interim and future access of specific developments is determined based on the conditions of approval. The effect of the conditions will be coordinated with the engineering/design of 179th Street improvements, construction of an access to alternative circulation routes, the responsible official imposing the conditions, and the property owners.

FIGURE 6: RECOMMENDED PLAN – NW 11TH AVENUE TO NE DELFEL RD

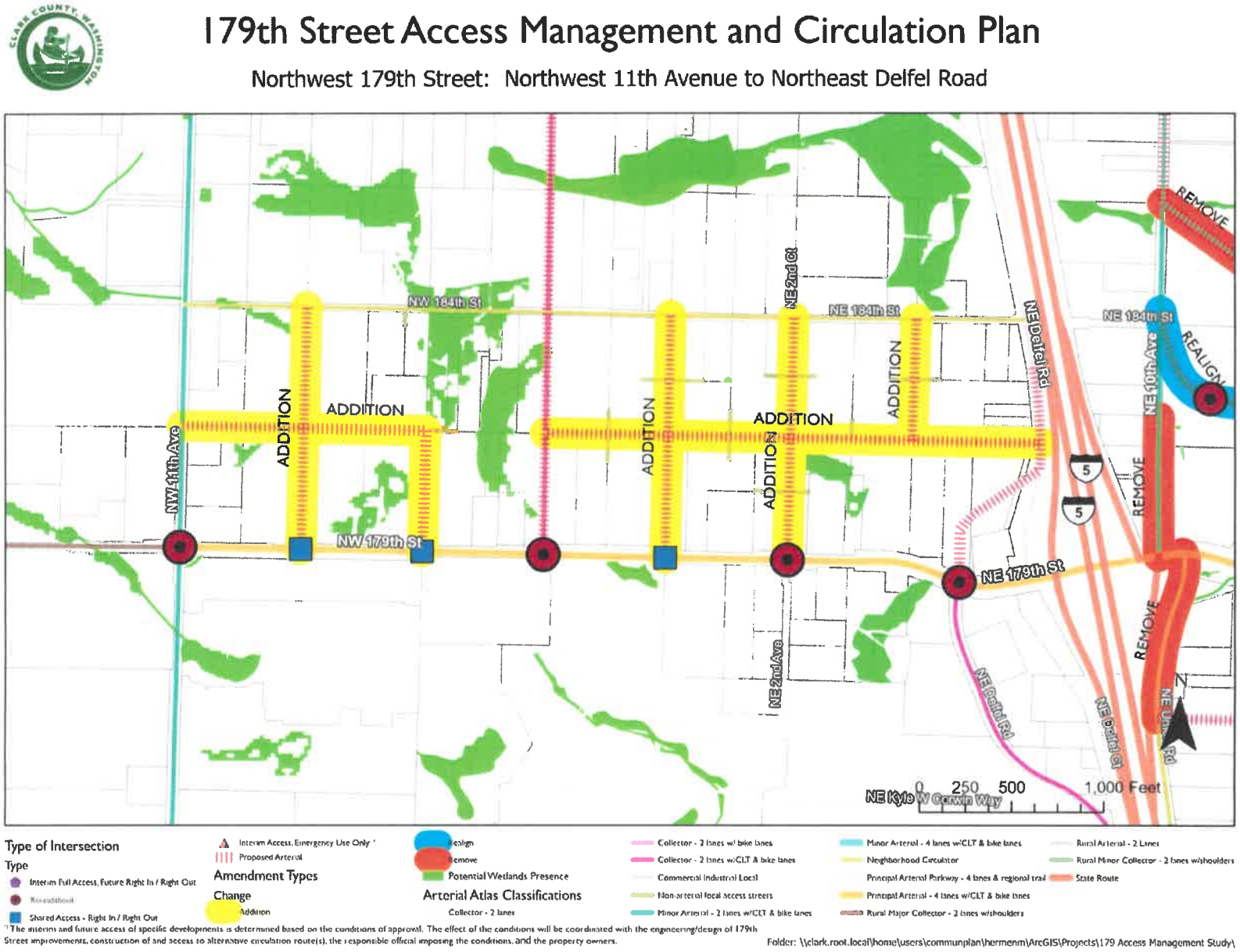

FIGURE 7: RECOMMENDED PLAN – NE 10TH AVENUE TO NE 29TH AVENUE

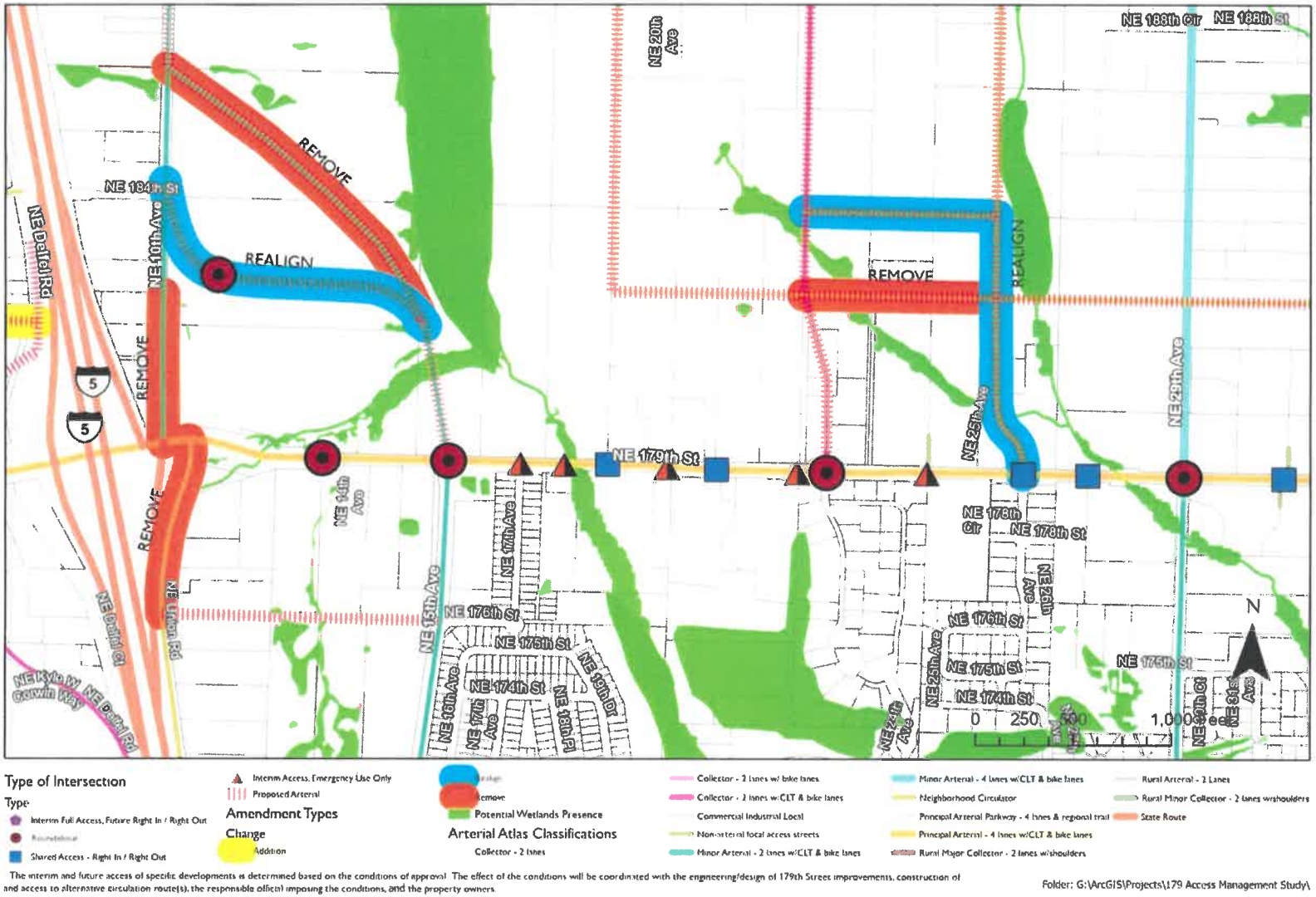

FIGURE 8: RECOMMENDED PLAN – NE 29TH AVENUE TO NE 50TH AVENUE

179th Street Access Management and Circulation Plan

Northeast 179th Street: Northeast 29th Avenue to Northeast 50th Avenue



Type of Intersection

Type

- Interim Full Access, Future Right In / Right Out
- Roundabout
- Shared Access - Right In / Right Out

Amendment Types

Change

- Addition
- Interim Access, Emergency Use Only
- Proposed Arterial
- Realign
- Remove
- Potential Wetlands Presence

Arterial Atlas Classifications

- Collector - 2 lanes
- Collector - 2 lanes w/ bike lanes
- Collector - 2 lanes w/CLT & bike lanes
- Non-arterial local access streets
- Minor Arterial - 2 lanes w/CLT & bike lanes
- Minor Arterial - 4 lanes w/CLT & bike lanes
- Neighborhood Circulator
- Commercial Industrial Local
- Principal Arterial Parkway - 4 lanes & regional trail
- Principal Arterial - 4 lanes w/CLT & bike lanes
- Rural Major Collector - 2 lanes w/shoulders
- Rural Arterial - 2 Lanes
- Rural Minor Collector - 2 lanes w/shoulders
- State Route

* The interim and future access of specific developments is determined based on the conditions of approval. The effect of the conditions will be coordinated with the engineering/design of 179th Street improvements, construction of and access to alternative circulation route(s), the responsible official imposing the conditions, and the property owners.

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SUPPORTING INFORMATION

This section summarizes elements of the planning process not adopted into code but provide guidance on best planning practices that will be implemented alongside development of the 179th Street corridor.

LOCAL CIRCULATION

In addition to the changes to the Arterial Atlas, which address higher classification roadways, this plan also provides a roadmap for local street connectivity. Dashed dark blue lines are shown on the maps in Figures 10-12 to show where local street stubs should be placed to maintain connectivity throughout the developing parcels. Some of these connections are directly on 179th Street to show where properties will get access, and some are off the connecting arterials and collectors to show local street circulation within the larger area. The local street connections would allow shared access by adjacent parcels. Note that these local street stubs are intended to show access points, not the full alignment of roadway segments. This local street connectivity may change over time as properties are developed and the plan is implemented. The intent of showing them on this map indicates what level of connectivity is needed to maintain adequate circulation to all parcels and to coordinate development site plans.

MULTIMODAL ACCESS

The future 179th Street corridor is planned to have sidewalks or a shared use path along the roadway. In addition, pedestrian crossings of the corridor can be made at the planned roundabout locations. Any additional mid-block pedestrian crossings should be enhanced per the NCHRP 562 evaluation. Currently the pedestrian plan shows 11 roundabout crossing locations (not counting the ones at the ends of the corridor) plus one trail crossing for a total of 12 crossings. This gives an average spacing of one pedestrian crossing every 1,320 feet, or a quarter mile, along the corridor. Figures 10-12 are excerpts from the online GIS map, with the pedestrian facility plans shown in light blue (Future Pedestrian Accessway). Note that exact future pedestrian accessways are to be determined through development review approval process following guidance set out in Clark County Code 40.350.015 E. Future planned developments are also shown for reference, as indicators of increased pedestrian demand.

People bicycling along the corridor would be able to use the planned bike lanes or multi-use path along 179th Street. In addition, bicycle circulation would follow the pedestrian accessways into developments per the same section of Clark County Code. Depending on the roadway classification of roadways accessing 179th Street, other bicycle facilities may be provided as well.

WILDLIFE AND TRAIL CORRIDORS

This plan considered the need for key wildlife corridors and where they would cross the 179th Street corridor. For this plan, wildlife corridors include environmental areas where wildlife likely travel plus safe crossing locations for wildlife across busy roadways (Figure 9).

FIGURE 9: EXAMPLE WILDLIFE CROSSINGS

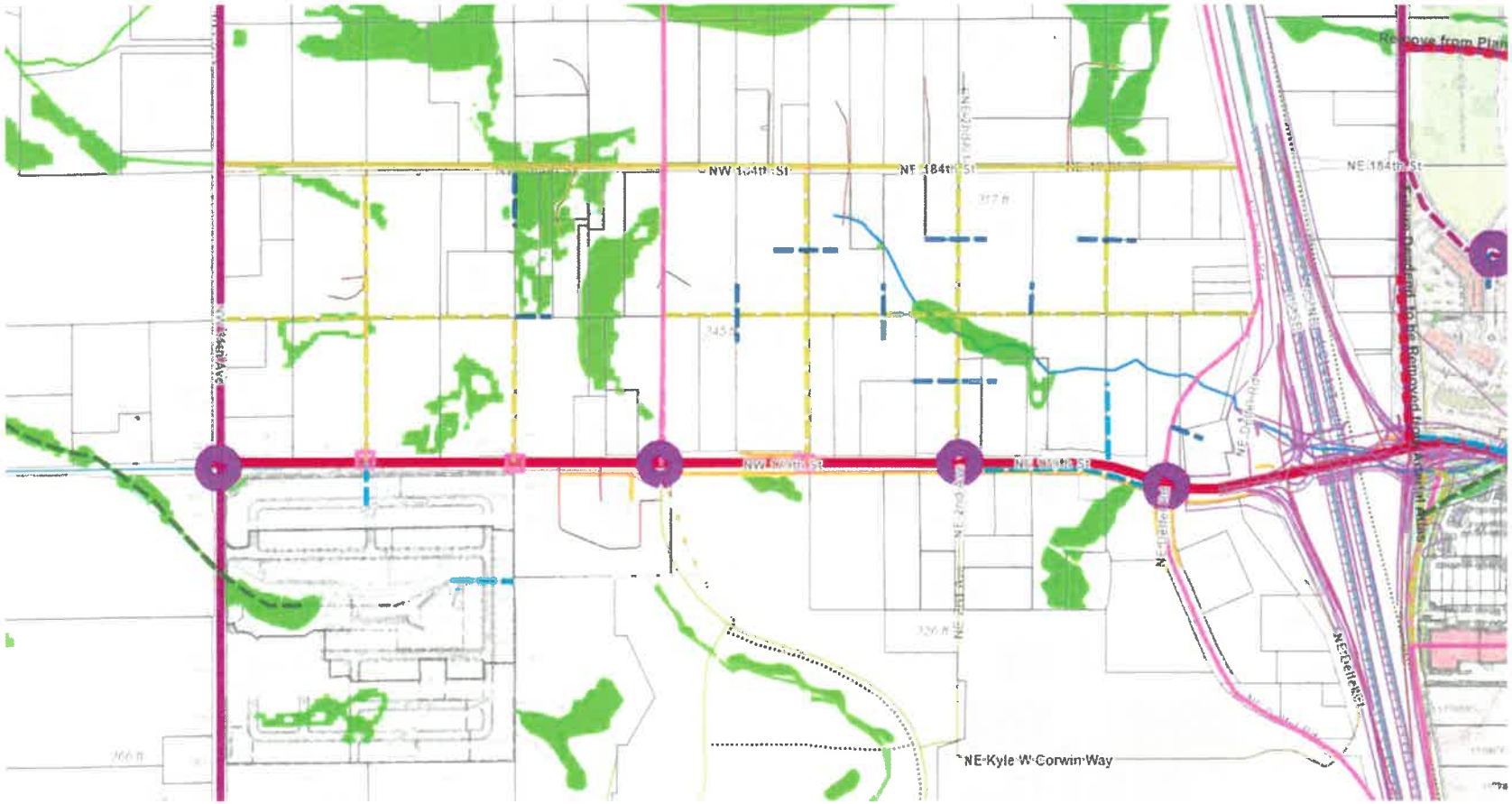


SOURCE: OREGON CONSERVATION STRATEGY AND FEDERAL HIGHWAY ADMINISTRATION (FHWA)

By channeling wildlife crossings to consolidated, signed areas this lets drivers know what to expect when driving. The goal of including these corridors is to increase safety of people driving along the corridor by reducing collisions with local wildlife. These corridors are shown as dark green dashed lines in Figures 10-12 and are guided by the existing wetlands and environmental information.

Future Multi-use Trails are a separate layer on supplemental Figures 10-12 in pale pink. These trails would be developed for people walking or biking and would be developed to allow for multimodal circulation outside of the vehicle roadway system. They would increase connection to the developing land parcels along the corridor.

FIGURE 10: SUPPLEMENTAL PLAN LAYERS – NW 11TH AVENUE TO NE DELFEL RD



179th Street Alternatives Intersections

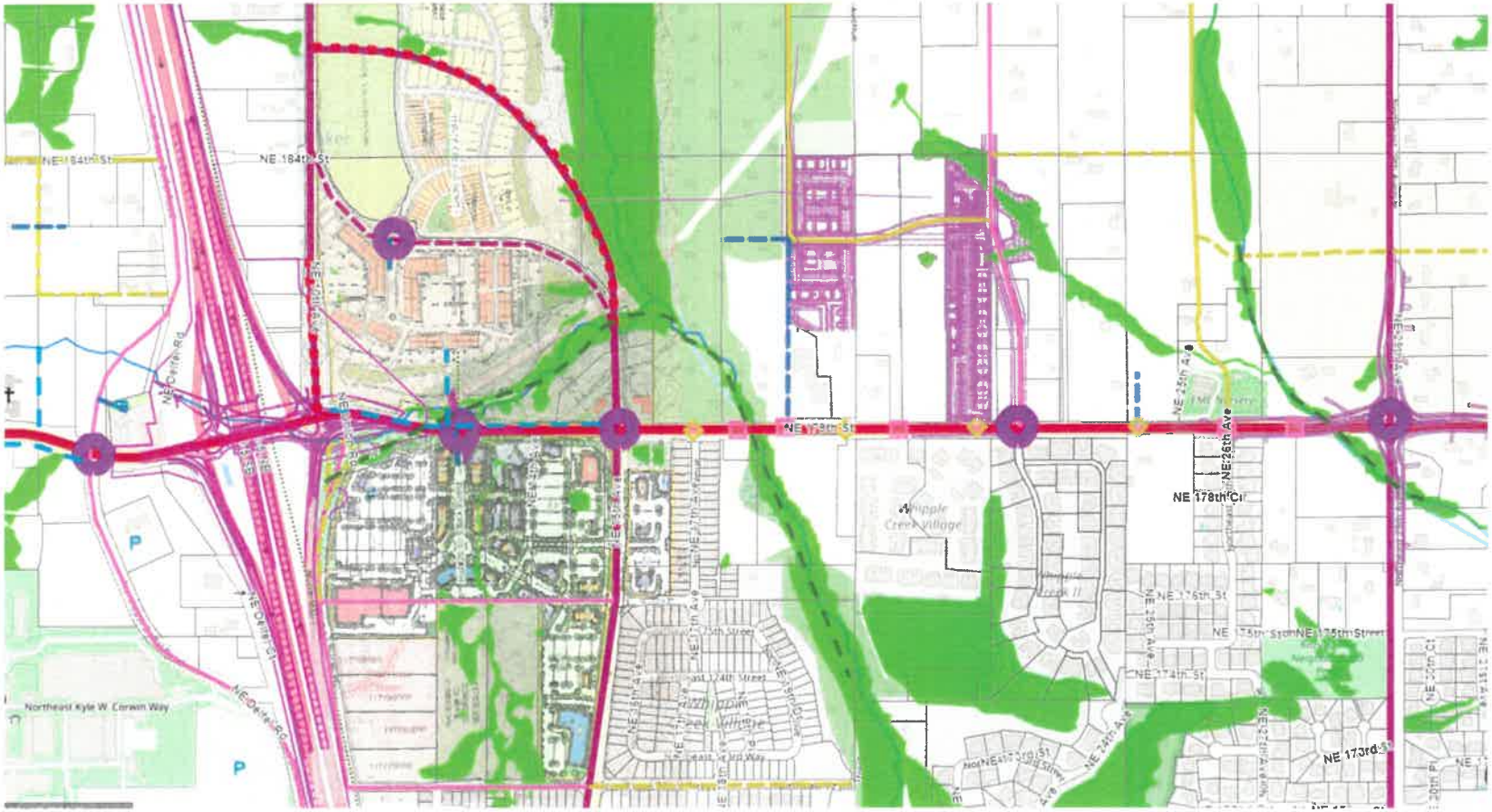
- Future Roundabout
- Shared Access Right-in/ right-out
- Interim Full Access, Future RIRO
- Interim Access, Future Emergency Only

179th Street Alternatives Roads

- Future Urban Minor Arterial
- Future Urban Collector
- Future Neighborhood Circulator
- Local Stub

- Remove from Plan
- Commercial/Industrial
- Future Pedestrian Accessway
- Future Wildlife/Habitat Corridor
- Future Multi-Use Trail Corridor

FIGURE 11: SUPPLEMENTAL PLAN LAYERS – NE 10TH AVENUE TO NE 29TH AVENUE



179th Street Alternatives Intersections

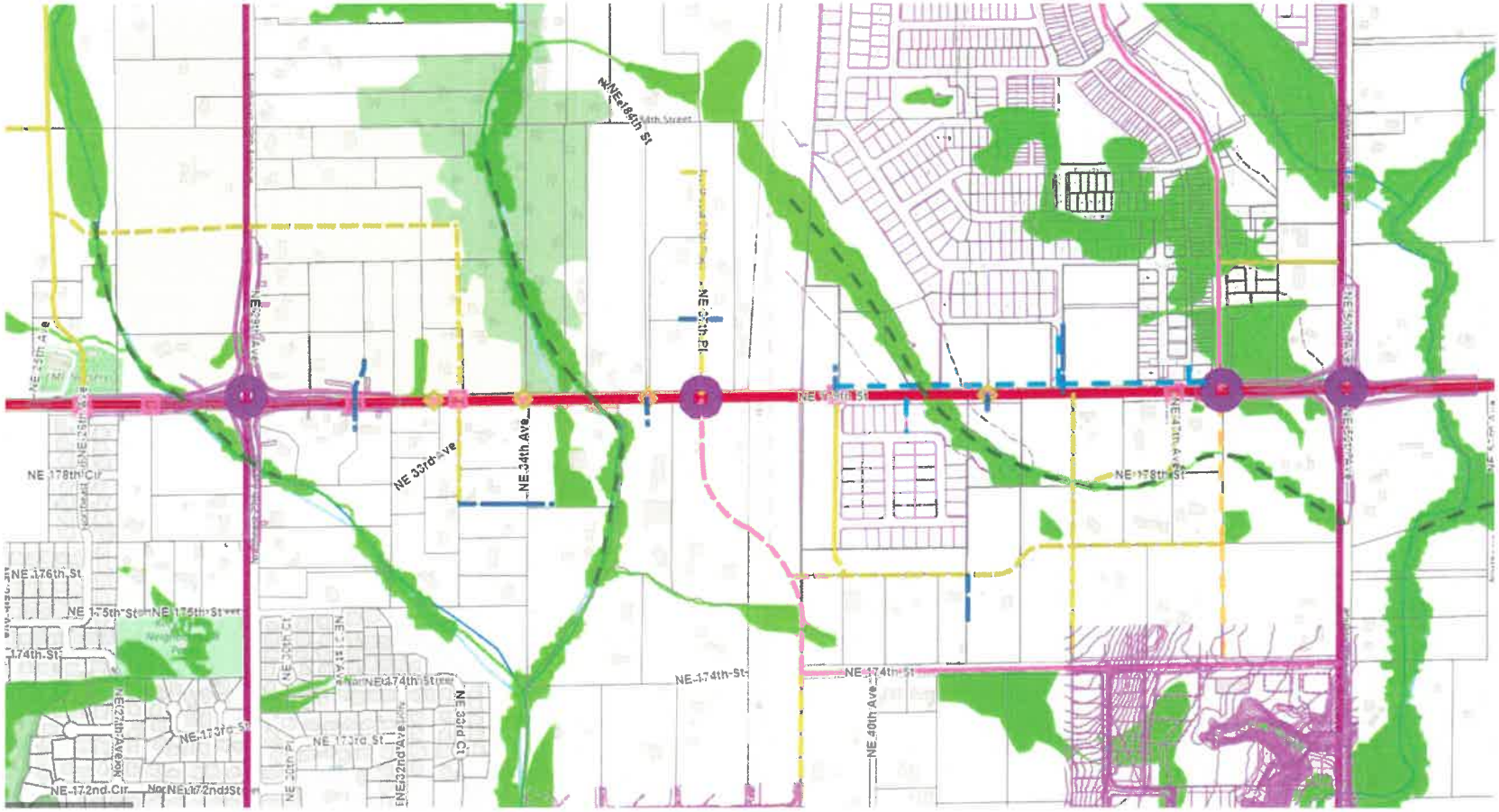
- Future Roundabout
- Shared Access Right-in/ right-out
- Interim Full Access, Future RIRO
- Interim Access, Future Emergency Only

179th Street Alternatives Roads

- Future Urban Minor Arterial
- Future Urban Collector
- Future Neighborhood Circulator
- Local Stub

- Remove from Plan
- Commercial/Industrial
- Future Pedestrian Accessway
- Future Wildlife/Habitat Corridor
- Future Multi-Use Trail Corridor

FIGURE 12: SUPPLEMENTAL PLAN LAYERS – NE 29TH AVENUE TO NE 50TH AVENUE



179th Street Alternatives Intersections

- Future Roundabout
- Shared Access Right-in/ right-out
- Interim Full Access, Future RIRO
- Interim Access, Future Emergency Only

179th Street Alternatives Roads

- Future Urban Minor Arterial
- Future Urban Collector
- Future Neighborhood Circulator
- Local Stub
- Remove from Plan
- Commercial/Industrial
- Future Pedestrian Accessway
- Future Wildlife/Habitat Corridor
- Future Multi-Use Trail Corridor

FIGURE 13: 179TH STREET AND 29TH AVENUE PROPOSED DEVELOPMENT PLAN

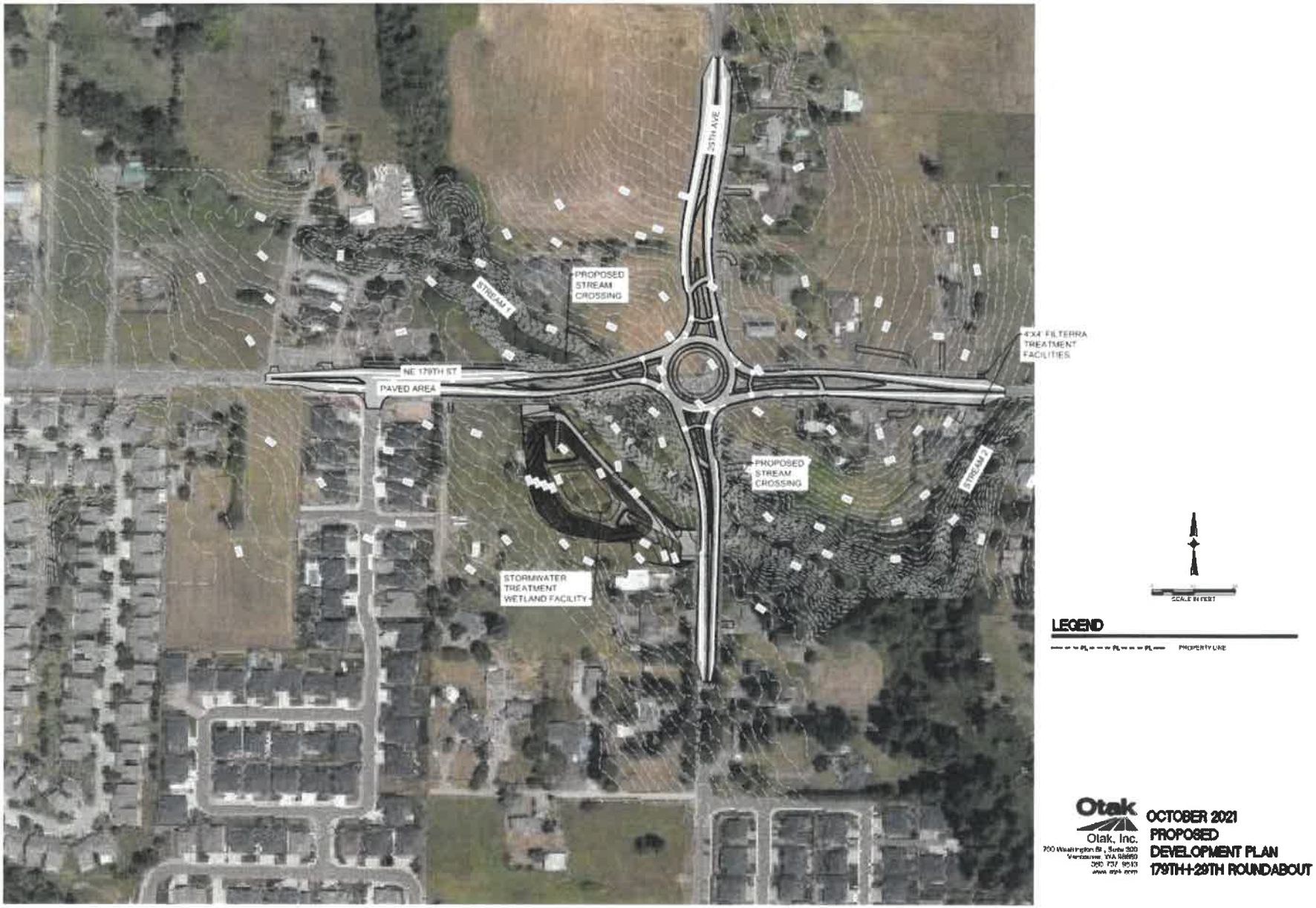


FIGURE 14: 179TH STREET AND 50TH AVENUE PROPOSED DEVELOPMENT PLAN

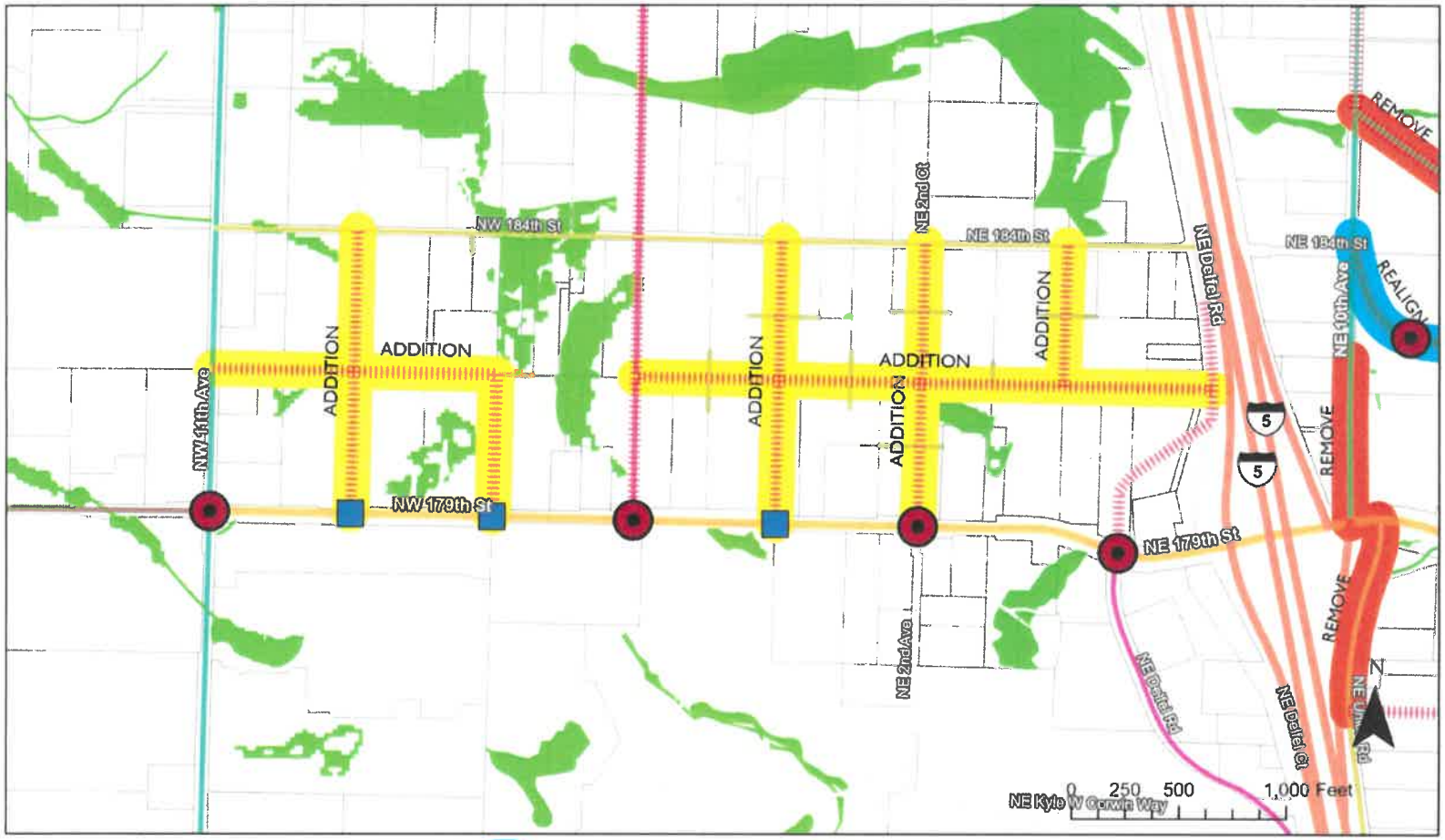


EXHIBIT 11-A

FIGURE 6: RECOMMENDED PLAN – NW 11TH AVENUE TO NE DELFEL RD

179th Street Access Management and Circulation Plan

Northwest 179th Street: Northwest 11th Avenue to Northeast Delfel Road



Type of Intersection

Type

- Interim Full Access, Future Right In / Right Out
- Roundabout
- Shared Access - Right In / Right Out
- Interim Access, Emergency Use Only *

Proposed Arterial

Amendment Types

Change

- Addition
- Realign
- Remove

Potential Wetlands Presence

Arterial Atlas Classifications

- Collector - 2 lanes
- Collector - 2 lanes w/ bike lanes
- Collector - 2 lanes w/CLT & bike lanes
- Commercial Industrial Local
- Non-arterial local access streets
- Minor Arterial - 2 lanes w/CLT & bike lanes
- Minor Arterial - 4 lanes w/CLT & bike lanes
- Neighborhood Circulator
- Principal Arterial Parkway - 4 lanes & regional trail
- Principal Arterial - 4 lanes w/CLT & bike lanes
- Rural Major Collector - 2 lanes w/shoulders
- Rural Arterial - 2 Lanes
- Rural Minor Collector - 2 lanes w/shoulders
- State Route

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FIGURE 7: RECOMMENDED PLAN – NE 10TH AVENUE TO NE 29TH AVENUE

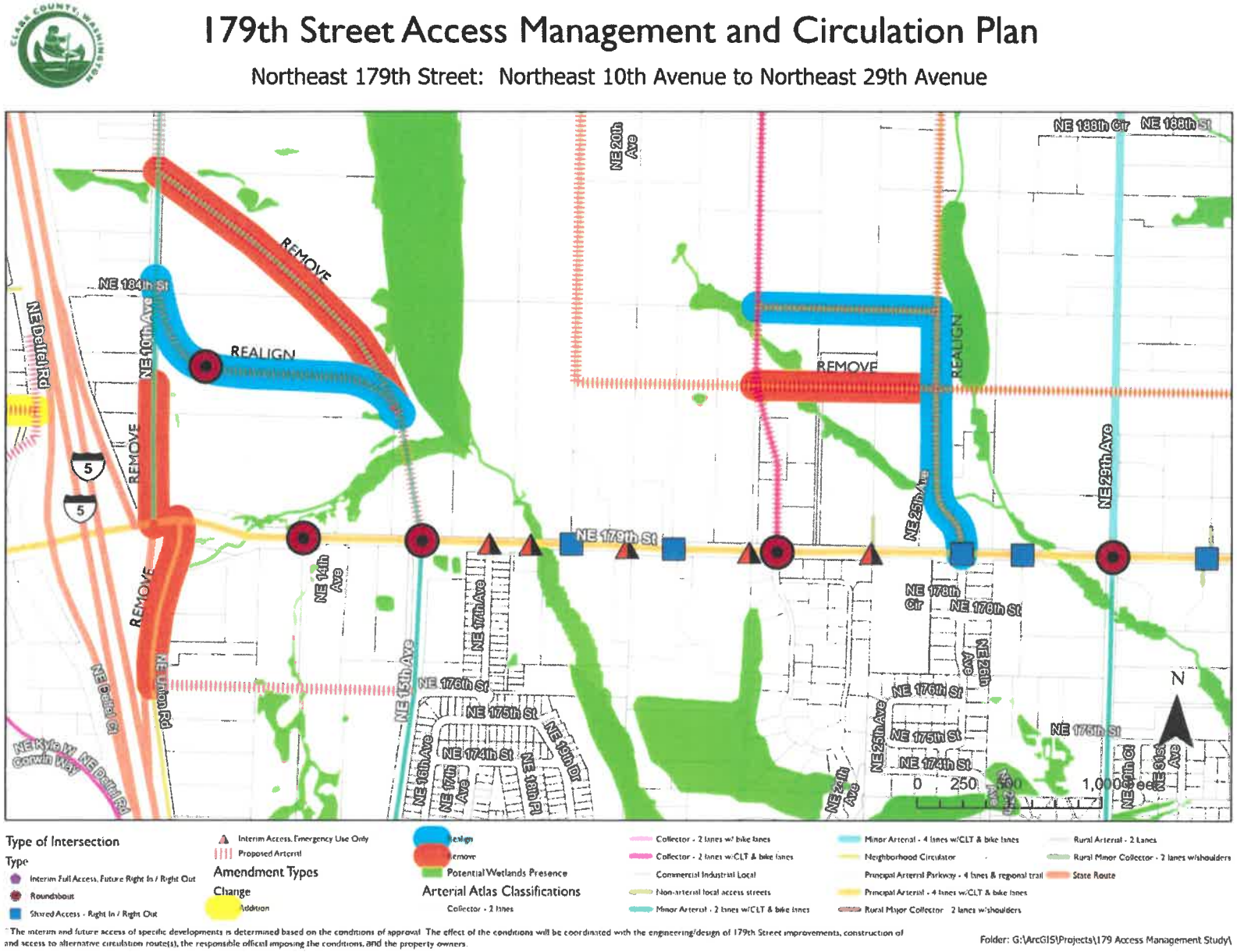
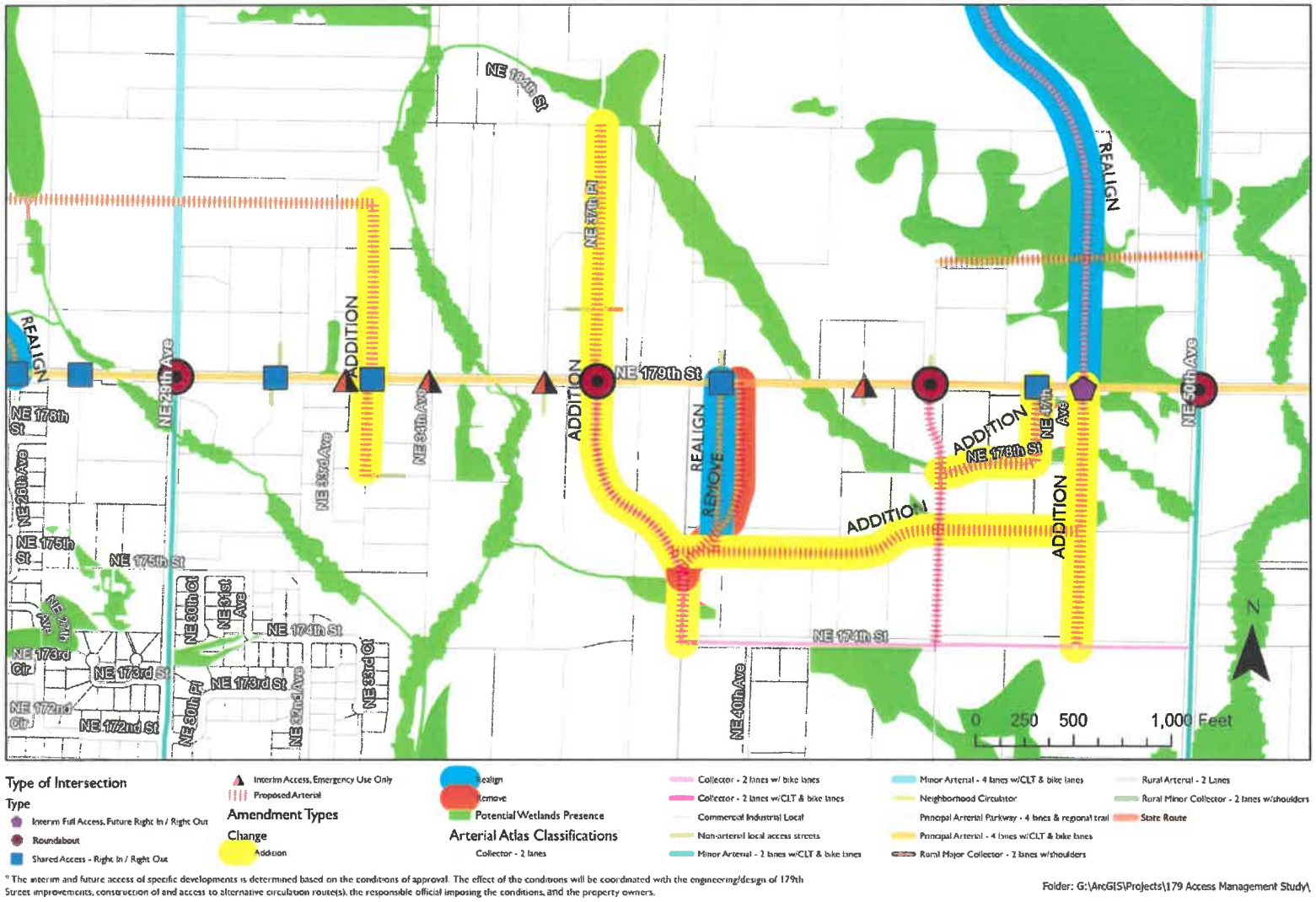


FIGURE 8: RECOMMENDED PLAN – NE 29TH AVENUE TO NE 50TH AVENUE

179th Street Access Management and Circulation Plan

Northeast 179th Street: Northeast 29th Avenue to Northeast 50th Avenue



Type of Intersection

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- Roundabout
- Shared Access - Right In / Right Out
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