AGENDA

DEVELOPMENT and ENGINEERING ADVISORY BOARD

Thursday, February 5, 2015

2:30 – 4:30 p.m.
Public Service Center
6th Floor, Training Room

ITEM	TIME		FACILITATOR
	Start	Duration	
1. Administrative Actions • Introductions • DEAB meeting is being recorded and the audio will be posted on the DEAB's website • Review/Adopt minutes • Review upcoming events • Applications for pending vacancies due February 17, 2015 • DEAB member announcements	2:30	15 min	Gunther
2. TIF Status Update/ Q&A	2:45	20 min	Hermen
3. Residential Impact Fee Delays/Update/Q&A	3:05	10 min	Howsley
4. Comp Plan Status Updates/Q&A	3:15	20 min	Orjiako
5. Code amendment for HOC and MF Zones Update	3:35	20 min	Snell
6. 2015/2016 DEAB Work Plan	3:55	25 min	Gunther/Odren
7. Public Comment	4:20	10 min	All

Next DEAB Meeting:

Thursday, March 5, 2015
2:30 – 4:30 p.m.
Public Service Center
6th Floor, Training Room

Agenda:
TBA

County Manager Briefing

County Manager Briefing – every Wednesday at 10 a.m.

BOCC Hearing – Concomitant Rezone Agreement - CPZ2014-00010 NE 139th Street North – Thursday, February 24, 10:00 am
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PC Work Sessions and Hearings

None in February, 2015

Note: Work sessions are frequently rescheduled. Check with the BOCC's office to confirm date/time of scheduled meetings.

PC – Planning Commission
BOCC – Board of Clark County Commissioners

Development and Engineering Advisory Board Meeting
January 8, 2015
2:30 p.m.-4:17 p.m.
Public Service Center

Board members in attendance: Steve Bacon, Don Hardy, Ott Gaither, Eric Golemo, Andrew Gunther, James Howsley, Mike Odren, and Jeff Wriston

Board members not in attendance: Terry Wollam

County staff: Chuck Crider, Brent Davis, Dianna Nutt, Greg Shafer, Peter Silliman, Marty Snell, Holly St. Pierre and Ron Wierenga

Administrative Actions

- Introduction of Audience Members
- DEAB meeting is recorded and posted to the county's website.
- Review/Adopt Minutes: Minutes from December were approved and adopted with one amendment from Mike Odren:
    - TIF Update: Discussion should include—*In order to facilitate a strong voice for people with TIF credits, they need to be invited and involved early on, not at the end of the process during hearings and workshops.*
- Reviewed Upcoming Events:
    - BOCC Work Sessions—with the transitions due to the implementation of the charter, it is unclear what the BOCC calendar will include. Please refer to The Grid on the county website for updates. (Please see *Home Rule Charter Changes* below.)
    - PC Work Sessions and Hearings in January 2015
        - PC Work Session - Amendments to Home Business and Multi-Family codes, CPZ2014-00010 NE 139th Street, PC Terms & Appointments – Thursday, January 8, 5:30 p.m.
        - PC Hearing – Amendments to Home Business and Multi-Family codes, CPZ2014-00010 NE 139th Street – Thursday, January 15, 6:30 p.m.
- Voting for 2015 DEAB Chair and Vice-Chair:
    - Vice-Chair, Andrew Gunther, was elected Chair and Don Hardy was elected Vice-Chair.
- DEAB member announcements :
    - Greg Shafer reported.
        - The Board of County Councilors approved the reduction of the Stormwater Inspection (SWI) Fees at the Tuesday, January 6th Hearing. They will vote on the matter at the Public Hearing, Tuesday, January 13th. Once formally approved, the new rates are retroactive to January 1, 2015.
        - A news release went out today regarding five current DEAB members' terms expiring March 31, 2015. The members are: Mike Odren, Andrew Gunther, Steve Bacon, Don Hardy and James Howsley. Greg encouraged the members to re-apply before February 17th. Applications should be addressed to Jennifer Clark in the Board's office.

Home Rule Charter Changes

Peter Silliman reported.

The most visible change according to the public's perspective is the positions of the three Commissioners will change to Council Members and increase by two for a total of five Council Members. This fall is the election for the additional Councilors. One will be elected as a county-wide position and the other will represent the now vacant northwest Clark County. The county-wide Councilor will be the permanent chair. The citizens will have the power of initiative and referendum at the county level. The County Executive or Manager has increased formalized powers since the Charter creates a separation of powers at the executive and legislative branch. During the transition there has been uncertainty as to who is taking the lead on implementing these changes.

One of the new responsibilities of the County Manager is to appoint board and commission members. The charter states this responsibility will be subject to the charter, interlocal agreement or state law. Three boards are specifically named in the Charter as appointed by the County Manager: The Planning Commission, The Board of Equalization, and the Historic Preservation Committee. Peter created a table and distributed it, referencing BOCC and County Manager appointment authority according to RCW, Clark County Code and various bylaws. The table's accuracy was confirmed with the Prosecuting Attorney's office. The BOCC still has the responsibility to confirm or reject appointments by the County Manager.

As to approving contracts and purchases, this is now the responsibility of the County Manager and there is no budgetary limit on his authority. However, the Councilors will retain budgetary oversight. It is unknown who will sign off on Final Plats.

The Wednesday morning schedule will most likely include the County Manager's brief to the Councilors regarding significant actions. This probably will not replace Work Sessions. Tuesday Hearings will still take place with Public Comment with a shortened agenda. Wednesday Board Time will also continue.

Final Plat Process Improvements/Updates
Jeff Wriston reported.

The current group met twice in order to find places where the process can be simplified and/or shortened. The ideas discussed and actions taken include:

- Community Development's access to plotters and scanners could be improved. They share with Engineering but as the plats begin to be distributed electronically, they might want to obtain their own. By the end of January, for non-fee-based items, those that are turning in plats, they should be able to do so on a walk-in basis.
- Angie Merrill has been dedicated as the point person for plats. Non-fee based plats can be accepted at the counter by the OA staff. Hopefully by the end of January, Angie will be able to accept fee-based plats.
- The group explored if a code change was needed for Marty to waive some Post Decision Reviews. Currently, Marty has the authority to do so on some minor items. The Hearing Examiner may also be able to grant Marty more room on this as well.
- If the BOCC could sign the plats on the same day, this would also save a couple of days.
- Chuck Crider will accept paper plat with the Health Departments signature and will issue Building Permits. Building envelope is ready after uploading to GIS. GIS takes two to three

business days. Once this is done, the parcel number is shifted to the correct address in the permit system. Permit staff is still testing this process.

- As to reviewing the plat itself, the goal was to see if as-builts could be done on a paper review. Engineering can review first set on paper. The second set will be reviewed on paper but these will be the as-builts stamped by the building inspector. After this, it is not necessary to re-submit to Engineering on mylar. At this point, Angie can call for mylars.
- Possibly inspectors could sign off on a punch list.
- Another idea was to use templates for legal documents. For instance when Chris Horne gets CC & Rs with covenants included, he must review the CC&Rs in entirety. This is time consuming. Please inform clients to remove covenants before Chris reviews. Also, possibly we develop templates for commonly used covenants. The idea is to reduce time needed for review for Chris.
- Maintenance bonds can be pursued during construction bids.

There are other items to explore. It would be a good idea to review this issue on a bi-annual basis.

Mike Odren asked about outreach and education regarding the improved process. He suggested workshops, fliers or mass email. Chuck Crider explained that in the beginning, he would rely on word-of-mouth and as the process solidifies, outreach and education is definitely something to pursue. Marty Snell suggested a meet-and-greet tutorial after 3:00 when the Permit Center is closed and the process is smoothed out.

This item will be revisited in July.

Residential Impact Fee Delays/Update/Q&A
Jaime Howsley asked to table this item until the February agenda.

Code amendment for HOC and MF Zones
Marty Snell reported.

One amendment relates to the Home Business Ordinance. The other relates to Multi-Family Zones.

- For the Home Business Ordinance—there are urban/rural/major and minor zones. There has been interest to allow more employment in home businesses. Currently, there is a cap on the number of employees allowed. The proposal is to eliminate the restriction. Occupancy load of the buildings and activity area of the site. These will be the drivers to the number of employees allowed on site.

- Multi-Family Zone Amendment-The BOCC was looking at final plats. There were concerns for small lot subdivisions in multi-family zones that result in detached single family housing. They were not supportive and asked staff to develop an amendment to prohibit single family housing in mult-family zones. In ML 30, or higher density zones these are meant for apartments. But R12 and 18 is for multi-family units and are market-sensitive. These will be presented to the Planning Commission next week for the hearing.

Peter Silliman explained the proposal is for major businesses. These have to come through for review. It eliminates the employment criteria for these businesses. It does not remove screening or any compensatory requirements for running a business in a residential area. It does not remove building size and activity requirements. Also parking limits would still remain in place. It applies to rural or urban businesses.

Some constituents presented some scenarios to the BOCC about businesses that have employees offsite most of the day—plumbers, landscapers, etc.

DEAB members were concerned the average resident believes they're buying in a residential area and a company with 25 employees opens up next door. Also, residents sharing a private road with a business would be responsible to help maintain the road which the business uses more heavily. There was also concern expressed of feelings of disenfranchisement since this issue was not presented to DEAB earlier.

Peter Silliman expressed confusion about what the process is and willingness to clarify it as there was not an intention to skip DEAB's recommendations on this matter. Other discussion ensued as to where the breakdown in the process occurred.

As to the Multi-Family Zone Amendment—Yes, to add a single-family residence in a multi-family zone, requires a narrow lot, but these dwellings are critical entry-level house that appreciates over time. Change minimum lot width for a single-family detached dwelling. There were simply developments in the past that the BOCC didn't care for the look because they were too narrow. To prohibit these dwellings takes away developer flexibility and affordable housing. Suggestion was made to recommend changing lot size to 25-28 feet. However, it's hard to make recommendations when we do not know what precipitated this proposed change. It is difficult to do so at this late date with limited time.

Motion made: DEAB has significant concerns regarding legal, technical, practical and philosophical sides of both issues and only just received them for consideration today. We ask the PC to push this off the agenda until next month to allow DEAB to submit comments on both code amendment items. Motion was passed unanimously.

Jan Bazala will deliver DEAB's request to the Planning Commission tonight**.**

<u>DEAB 2015 Work Plan</u>

Greg Shafer explained the intention of this item is to begin to prepare for a Work Session with BOCC or County Manager, as appropriate. The list should begin with accomplishments from last year. Mike Odren offered to update the current list. He will also touch base with Marty if the bi-annual update will occur this year.

Greg Shafer—time on the February agenda will be dedicated to this task. Once the members receive the list from Mike, please come prepared to the February meeting to add ideas.

Jamie Howsley expressed interest in asking Gordy Euler or Oliver Orjiako to give DEAB an update on the Comp Plan. Greg Shafer will contact Oliver about this.

Eric Golemo offered two items:

A sub-committee met last year regarding horizontal curb cutting for driveway drops. When they meet again and come up with a formal proposal it should be relayed to DEAB for review and recommendation.

Engineering streamlining process—the county used to allow ENG review to be concurrent with Post-Decision Review. Due to workload and staffing issues this no longer occurs. Could a policy be adopted to allow first review by ENG during the preliminary process before conditions are issued? The city allows this and better comments are submitted to staff reports.

Other items should be the TIF Update and the Residential Impact Fee delays.

Public Comment

Ron Wierenga gave an update on the Stormwater manual. The review and comments from DOE have been delayed. We submitted the draft manual at the end of June for a 90-day review to see if it is comparable to state manual. The delay is mainly due to permit modification and a new state design stormwater manual issued by the state. For every day in September DOE is late getting our manual back to us, our due date to adopt the design manual and code is pushed out. They will give us comments on our draft manual, possibly in February. This will give us 9 months to adopt the design manual. This would be October or December when new codes would be effective.

January 28th the second advisory committee from this group is meeting. There are broader policy issues to be discussed for design manual and design standards.

Marty Snell reported the BOCC approved the contract for a new permit system on December 16th. Kick off will take place at the end of February.

Meeting adjourned at 4:17
Meeting minutes prepared by: Holly St. Pierre
Reviewed by: Greg Shafer

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MEMORANDUM

DATE: December 24, 2014
TO: Matt Hermen, AICP, Clark County
FROM: Ray Delahanty, AICP; Derek Moore, EIT

SUBJECT: Clark County TIF Update
Task 2: Existing TIF and Policy Memorandum P#14199-000-002

This memorandum summarizes research on the current Traffic Impact Fee (TIF) program in Clark County, WA. This memorandum provides a baseline for any proposed future modifications to the existing TIF process, including a brief history of the existing TIF program as well as an overview of how the program currently operates. It also identifies several ongoing TIF holidays intended to promote new development.

What is a TIF?

TIFs are a commonly used mechanism for a jurisdiction to fund growth-related transportation facilities. A TIF is paid by a developer on a per unit basis that varies, sometimes per square foot, dwelling, trip incurred or some other measure. The fees are spent on street-related capital projects that typically serve growth, rather than deficiencies such an ongoing maintenance of existing facilities. The fees help offset new pressures on the transportation system induced by the development. Implementation of TIFs differs, with some jurisdictions allowing developers to directly build transportation projects rather than pay the TIF, or do some combination thereof.

Traffic Impact Fees (TIF) are authorized under Washington law (RCW 82.02) to promote orderly growth and development by establishing standards in which counties, cities, and towns may require, by ordinance, that new growth and development pay a share of the cost of the new facilities needed to serve growth and development. That share of the cost, called the "private share," is collected at the time of new development and is one source of funding for the transportation capital improvement program.

Clark County TIF Background

Title 40 of Clark County's Unified Development Code establishes the framework for the collection of impact fees associated with new developments within the County. Clark County's TIF program is one of three development impact fees described in the Code that are intended to ensure that adequate facilities are available to serve growth and development. Along with traffic impact fees, developers also pay park impact fees and school impact fees.

Clark County adopted transportation impacts fees beginning in 1991. The program was overhauled in 2001, resulting in new code provisions and synchronizing the County's TIF program with the City of Vancouver's TIF program. Traffic Impact Fees were subsequently updated annually from 2001 through 2007. In 2007, Clark County introduced new methodologies and practices in conjunction with adoption of the Comprehensive Growth Management Plan.

In 2009, Clark County and the City of Vancouver executed an Interlocal agreement to jointly administer a TIF program. The joint program established several TIF districts that were representative of growth patterns at that time. Population and employment growth have led to different development patterns between the two jurisdictions, creating the need for separate TIF programs. Since 2012, the City has been working to revise the TIF program used within the city limits. The City is currently near the end of a project that will create a separate TIF program that covers all areas within the City limits. The City's development of a new TIF program has elevated the need for Clark County to revise its existing program.

Existing Clark County TIF Program

Clark County's existing TIF program operates through the combination of three key components. First, the County has been divided into nine Districts based on geographical and land use characteristics. Second, a list of projects necessary to accommodate growth throughout the County has been assembled and aggregated according to what District they are in. Third, the number of trips generated by a proposed development is used to determine what fee the developer should pay to help cover the costs of future transportation needs in that District. Each of these components is discussed further in the following sections.

TIF Districts

The nine TIF Districts are shown in Figure 1, although this map does not

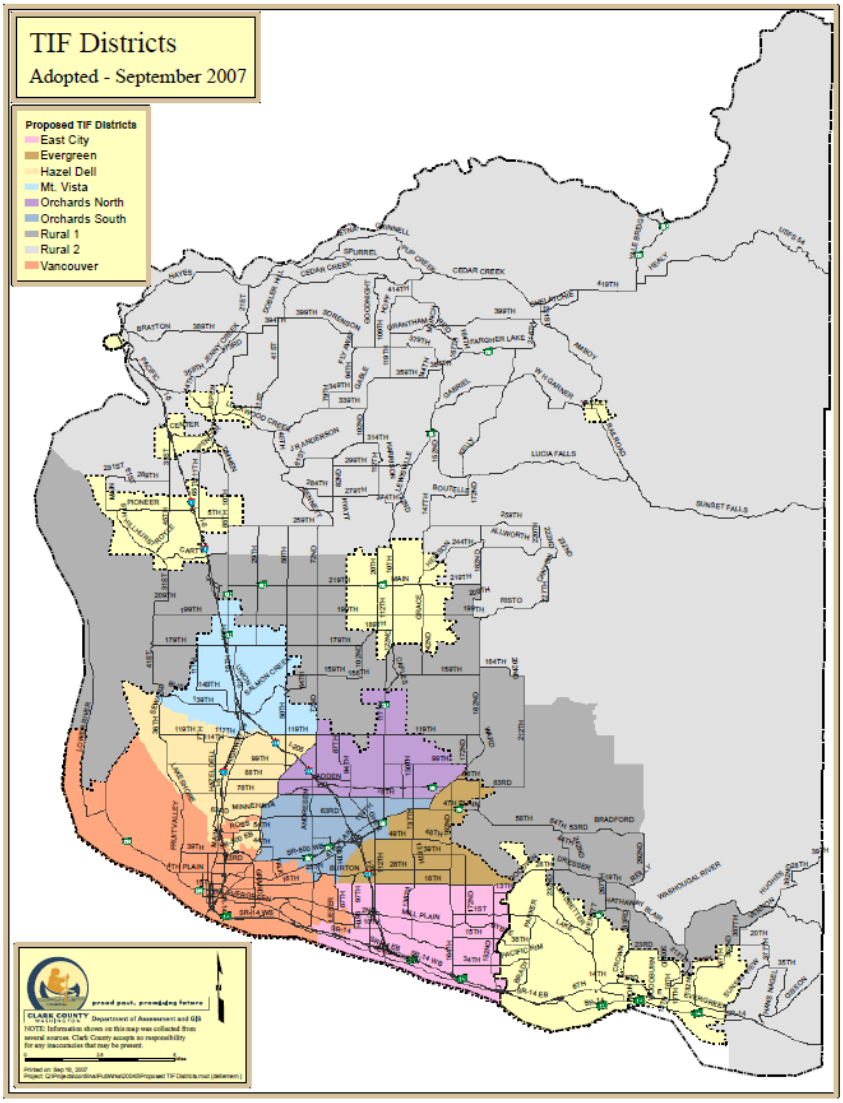

Figure 1: Existing TIF District Map

reflect the recent changes associated with the updated Vancouver TIF program. District lines are based on historical development patterns and land use designations throughout the County. As shown, there are several smaller Districts in the southern portion of the County where the higher development densities are located, in the City of Vancouver and the unincorporated urban areas. Two rural Districts cover most of the northern portion of the County.

District Fees

The County has identified numerous roadway capacity improvement projects (and associated cost estimates) throughout the County that will be needed to accommodate future growth associated with development. These projects are aggregated based on which District they are in. Some projects (mostly improvements to arterial roads) span multiple Districts, termed "Regional Projects" and their cost is spread throughout multiple Districts. The cost of projects in each District is one component of a formula that is used to determine the Traffic Impact Fee (per trip) that should be charged to new developments in order to fund the "private share" (i.e., share related to future trip growth) of upcoming projects. The 2014 Traffic Impact Fee for each District is shown in Table 1, with the detailed project list included in the appendix.

Table 1: Traffic Impact Fee Rates

Traffic Fee Impact District	2014 Fee per Trip[1]
East City	$351.00
Evergreen	$412.00
North Orchards	$553.00
South Orchards	$389.00
Mount Vista	$613.00
Hazel Dell	$375.00
Rural 1	$315.00
Rural 2	$52.00

Trip Generation and Fee Calculation

The current Clark County TIF is based on the application of the Institute of Transportation Engineers (ITE) *Trip Generation Manual* rates for various land uses. The ITE manual is universally recognized as a reference for estimating trip generation rates for various land uses. In addition to trip generation rates and pass-by factors established through the *Trip Generation Manual,* the TIF program incorporates two additional factors that can be used to reduce the TIF payment. The first factor is called a Business Enhancement Factor (BEF) that reduces the TIF payment by 30% for retail and service related businesses. The second factor is a 15% reduction intended

[1] 2014 rates approved per SR 242-14, Ordinance No. 2014-11-03 on November 4, 2014

to reflect the additional tax revenues resulting from the development that can applied to roadway improvements.

The formula for TIF calculation is as follows:

$$TIF = \frac{Size\ of\ development\ by\ Unit\ of\ Measure}{Unit\ of\ Measure} \times (Daily\ Trips\ per\ Unit\ of\ Measure)$$
$$\times (Pass\text{-}By\ Factor) \times (BEF) \times (0.85) \times (Fee\ per\ Daily\ Trip\ by\ District)$$

The *Traffic Impact Fee Technical Program Document* contains a full list of land uses, trip generation rates with relevant unit of measure, and pass-by factors to be used in this equation. If an applicant disagrees with the projected trip generation in the ITE trip generation manual, Clark County authorizes supplemental trip generation sample to submitted, subject to authorization by staff.

Fee Inflation

To account for inflation that occurs between TIF program updates, per trip fee rates are updated annually based on the Engineering News-Record Construction Cost Index (CCI) for Seattle. The TIF program establishes the CCI from the year 2000 as the base year for inflation calculations.

TIF Credit System

Clark County fulfills the requirement of RCW 82.02.060.4 by offering TIF credits when a developer builds or improves a transportation facility in the Capital Facilities Plan above and beyond what is required for mitigation. TIF credits are applied for after a land use decision receives preliminary approval and the appeal period has expired. TIF credits can be used only for the payment of traffic impact fees in the same TIF district as they were issued. TIF credits can transfer to another party for use in payment of traffic impact fees, upon written request by the credit holder.

The credit system and options for modification will be explored further in a future technical memorandum.

Highway 99 Overlay Sub-Area

The Highway 99 overlay district was established to help implement the Highway

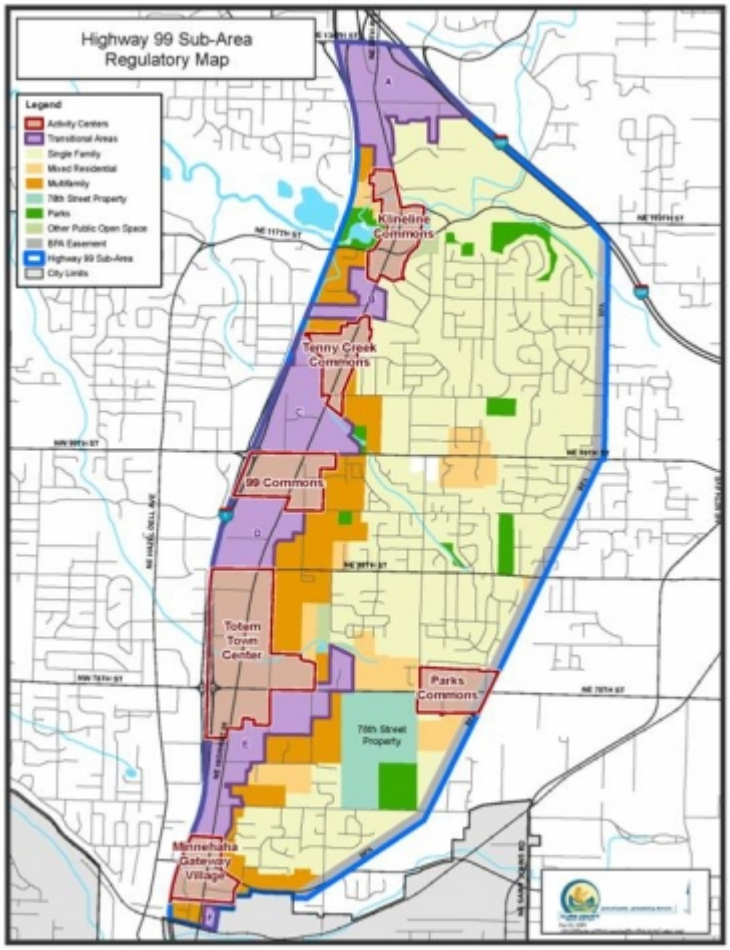

Figure 2: Highway 99 Overlay Zone

99 Sub-Area Plan. An incentive program has been set up to reduce TIF fees in this area for developments that align with the vision to transition this area into a transit-oriented and pedestrian-friendly community. The *Traffic Impact Fee Technical Program Document* outlines each of the five incentives available in this overlay:

- High-frequency transit
- Bike/ped/transit amenities
- Signalization improvements
- Additional 5% BEF
- Designated "Activity" center

Section 40.250.050 of the Clark County Code provides additional information and identifies the properties eligible for these incentives. While these incentives promote resurgence in economic development in the Highway 99 Sub-area, the TIF waiver holiday has temporarily usurped measuring the effectiveness of the overlay zone.

TIF Waivers

In an effort to promote growth and development, Clark County has temporarily suspended or frozen TIF requirements for various development types since 2010. The following are key changes to fee waivers over the last five years[2]:

- In 2010-2011, Clark County began limited TIF waivers, primarily on tenant improvements, to under-represented industries seeking to locate in specific Focused Public Investment Areas, such as the Salmon Creek Research Park and the Discovery Corridor.
- In 2012-2013, a new board resolution abandoned the criteria regarding under-represented industries and geographic areas, focusing on applicants who could create and maintain for at least two years 15 full-time equivalent (FTE) positions, offering 100 percent waivers to non-retail sales industries, and only 50 percent waivers to retail sales businesses.
- The current fee waiver resolution offers 100 percent fee waivers to all non-residential business applicants that create at least 1 job, regardless of industry, including some non-profit entities, with the exception of businesses relocating within the county. It provides for re-evaluation of the fee waiver program 60 days after the County's unemployment rate dips below the unemployment rate for Washington State, or at the Board's discretion.

[2] Audit of Clark County's Job Creation – Fee Waiver Program, Clark County Auditor's Office, November 2014

Appendix: 2013 TIF Project List

TRAFFIC IMPACT FEE RATES Effective May 31, 2013	
TRAFFIC IMPACT FEE DISTRICT	**2013 Fee/Trip**
East City	$ 351.00
Evergreen	$ 412.00
North Orchards	$ 735.00
South Orchards	$ 442.00
Mount Vista	$ 710.00
Hazel Dell	$ 487.00
Rural 1	$ 365.00
Rural 2	$ 79.00

Clark County Traffic Impact Fee Project List				Estimated Cost Effective 5/31/2013
Location	**From**	**To**		
Regional Projects				
119th St Corridor				
NE 119th St	Salmon Crk Ave	NE 72nd Ave	$	11,134,286
NE 119th St	NE 72nd Ave	NE 117th Ave	$	24,559,511
NE 119th St	SR-503	NE 172nd Ave	$	16,078,120
		Subtotal	**$**	**51,771,917**
99th St Corridor				
NE 99th St	NE 94th Ave	NE 117th Ave	$	7,984,930
NE 99th St	NE 72nd Ave	NE 94th Ave	$	9,286,227
NE 99th St	NE 117th Ave	NE 137th Ave	$	6,374,166
NE 99th St / SR503	UH Intersection		$	2,878,162
NE 99th St	NE 137th Ave	NE 172nd Ave	$	16,744,077
NE 99th St	St Johns Rd	NE 72nd Ave	$	13,361,800
		Subtotal	**$**	**56,629,362**
179th St Corridor				
NE 179th St	E of Union Ave	NE 29th Ave	$	20,228,052
NW 179th St	I-5	NW 11th Ave	$	15,856,134
NE 179th St	NE 29th Avenue	NE 72nd Ave	$	31,712,267
NE 179th St	NE 72nd Ave	Cramer Road	$	17,124,624
NE 179th St	NE Cramer Rd	NE 112th Ave	$	4,947,114
		Subtotal	**$**	**89,868,191**
72nd Avenue Corridor				
NE 72nd Ave	N of NE 88th St	NE 110th Street	$	9,557,421
NE 72nd Ave	NE 133rd St	NE 219th St	$	46,398,328
		Subtotal	**$**	**55,955,749**
137th/142nd Avenue Corridor				
NE 137th / 142nd Ave	NE 119th St	NE 173rd Circle	**$**	**28,541,041**
NE 50th Avenue Corridor				
NE 50th Ave	Lalonde Dr	NE 119th St	$	9,894,227
NE 50th Ave	NE 119th St	NE 179th St	$	28,541,041
		Subtotal	**$**	**38,435,268**
Salmon Creek Interchange				
Salmon Creek IC, Ph. I			$	51,656,003
Salmon Creek IC, Ph. II			$	29,441,013
		Subtotal	**$**	**81,097,016**
Padden/Andresen Interchange				
Andresen/Padden	Interchange		**$**	**43,741,058**
Padden/SR503 Interchange				
Padden/SR-503	Interchange		**$**	**10,935,265**

Clark County Traffic Impact Fee Project List				
Location	From	To		Adjusted Estimated Cost
Local Projects				
Mount Vista District				
NE 10th Ave	NE 141st St	NE 149th St	$	3,618,479
NE 10th Ave	NE 149th St	NE 164th St	$	13,531,314
NE 134th St Signal Improvements	NE 134th St	corridor	$	1,366,908
Hwy 99	NE 119th St	NE 129th St	$	9,513,680
NE 15th Ave	NE 179th St	SR-502	$	5,517,935
NW 11th Ave	NW 139th St	NW 146th St	$	9,642,607
NE/NW 199th St	NW 11th Ave	NE 10th Ave	$	1,850,794
NE 20th/15th Ave	NE 154th St	NE 15th Ave	$	8,037,419
NE 10th Ave	NE 164th St	Fairgrounds Ent.	$	3,805,472
NE 29th Ave	NE 134th St	NE179th St	$	3,363,687
NE/NW 199th St	NE 10th Ave	NE 72nd Ave	$	2,663,830
		Subtotal	**$**	**62,912,125**
Hazel Dell District				
Hwy 99	NE 99th St	NE 119th St	$	17,993,978
NE 88th St	Hwy 99	St. Johns Rd	$	11,479,841
Hwy 99	South RR Bridge	NE 63rd St	$	4,592,811
NE 88th St	Hazel Dell Ave	Hwy 99	$	9,318,376
NE Hazel Dell Ave	NE 99th St	NE 114th St	$	2,523,859
NW 119th St	NW 7th Ave	NW 16th Ave	$	8,037,419
		Subtotal	**$**	**53,946,284**
North Orchards District				
NE 88th St	St. Johns	Andresen	$	6,855,317
NE St Johns Road	NE 50th Ave	NE 72nd Ave	$	17,052,452
NE 94th Ave	Padden Parkway	NE 119th St	$	16,071,558
St Johns Rd	NE 68th St	NE 50th Ave	$	6,867,346
NE 152nd Ave	Ward Rd	NE 99th St	$	9,513,680
Ward Rd	NE 162nd Ave	NE 182nd Ave	$	4,756,840
NE Ward Road	NE 172nd Ave	Intersection	$	9,512,587
		Subtotal	**$**	**70,629,780**
South Orchards District				
St Johns Rd	NE 68th St	NE 50th Ave	$	6,867,346
NE 47th Ave	NE 68th St	NE 78th St	$	4,756,840
NE 63rd St	Andresen Rd	I-205	$	6,261,532
Miscellaneous City of Vancouver Mall Area Projects			$	6,178,424
		Subtotal	**$**	**24,064,142**
Rural 1 District				
NE/NW 199th St	NW 11th Ave	NE 10th Ave	$	1,850,794
NE/NW 199th St	NE 10th Ave	NE 72nd Ave	$	23,974,474
Ward Rd	NE 162nd Ave	NE 182nd Ave	$	11,099,294
NE 182nd Ave	NE 159th St	NE 174th St	$	2,536,981
		Subtotal	**$**	**39,461,543**
Rural 2 District				
General				
Intersection Improvements	Various locations		**$**	**43,741,058**
Total 20 Yr Cost			**$**	**751,729,799**

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DRAFT MEMORANDUM

DATE: December 24, 2014
TO: Matt Hermen, AICP, Clark County
FROM: Ray Delahanty, AICP; Derek Moore, EIT

SUBJECT: Clark County TIF Update
Task 3: Best Practices Memorandum P#14199-000-003

This memo summarizes research on the use and effectiveness of different types of trip generation approaches and transportation impact fees (TIFs) from other jurisdictions. A brief review of TIFs used by seven other jurisdictions primarily located in the state of Washington will help guide Clark County in understanding current practices and developing updated fee options. This memo also provides a rate comparison summary for the different programs presented.

Trip Generation Approaches

As part of TIF calculation, most jurisdictions use a similar approach of applying Institute of Transportation Engineers (ITE) *Trip Generation Manual* rates for varying land uses. The ITE manual is universally recognized as a reference for estimating vehicle trip generation numbers. The manual's procedures consider the new development as a trip attractor, and estimates the number of vehicle trips entering or exiting a site at a given time based on prior observational studies for similar land uses. The rates have been traditionally based on stand-alone uses in suburban settings that fail to account for trip-chaining, alternative modes of travel to reach destinations, location of the development, or other factors that might affect travel behavior. Instead, the ITE manual posts vehicle trip rates as a function of type of development and trips per unit (square foot, dwelling, rooms, etc.), with separate procedures for estimating "pass-by" trips (trips stopping at the land use on the way to somewhere else) and internal trips (trips likely made by walking between adjacent uses). The TIF charge per vehicle trip is determined by each jurisdiction, and is most often based on the projected need for capacity-expanding projects over the life of a capital facilities plan.

In recent years, many jurisdictions have looked at alternative methods for determining trip rates that better fit urban settings. Methods that account for location of the development, surrounding uses, multi-modal travel and other factors have resulted in modified and often lower vehicle trip rates in urban areas. Also, some jurisdictions have added innovative programs to meet their specific transportation goals and needs, such as increasing biking and walking mode shares, encouraging reduced vehicle trips through infill development, or leveraging local funds to meet federal funding matches for large-scale projects. These practices represent ways to create flexibility within development fee schedules.

Some of the successful tools found in a review of other development codes include:

Using Person-Miles: The City of Redmond, WA instituted a new way to calculate trips after deciding that ITE trip rates didn't capture the dense mix of land uses and full range of trip types being made by residents in the central city. Instead, they calculate person miles, or mobility units (MU's). Using this model, trip generation is predicted as before, but account also for multiple modes and their impact on transportation needs rather than just motor vehicle capacity.

Altering traditional LOS standards: In Bellingham, WA, the City adapted their LOS standards to include more than just volume-to-capacity (v/c) ratios for motor vehicles. They included completeness of pedestrian and bicycle networks as part of their multimodal concurrency standards, and measured LOS by "person-trips available" within a geographic zone. This encourages development in dense, urban areas with more complete networks, helping to avoid situations where motor vehicle capacity issues hinders otherwise desired development.

Urban Village Credits: Also in Bellingham, WA, the City reduces transportation fees for developing in designated urban villages, an acknowledgment of the reduction in vehicle trip rates found in dense, multi-use districts. It also creates incentives to use multi-modal facilities to travel in the area by offering reductions for locating on high-frequency transit lines and supporting transit passes. There are also incentives for transportation demand management strategies such as car-sharing or telecommuting.

Overlay Zones: In areas where a large capacity project is being built, overlay zones can help generate revenue, raising local funds to match federal or state revenue sources. Portland, OR uses overlay zones, assessing an additional fee for development in the area, and modeling not only the trip generation for that development, but also the percentage of those trips traveled by various modes. The overlay zone fees fund a specified list of projects that serve development throughout the district. Clark County has a Highway 99 Overlay Zone (Clark County Code Section 40.250.050) that provides incentives for transit-oriented and pedestrian-friendly development.

Credits for Construction/Improvements: Required by the State of Washington under RCW 82.02.060.4, jurisdictions offer credit towards fees incurred if a developer builds or improves a transportation facility identified in the Capital Facilities Plan. This can be mutually beneficial because projects can be built earlier than they would have otherwise, and developers are pleased that their fees are used on improvements that directly benefit their developments. The downside is that the jurisdiction does lose a degree of flexibility in their funding and construction schedules.

"Sales Leakage" Traffic Credit: At least one jurisdiction has studied where residents are spending their dollars, and calculates the trips residents are currently making outside the city to make the purchases. The term for economic activity crossing jurisdictional lines is "sales leakage." When a proposed development falls under the category of uses that result in reduced sales leakage, a portion of TIFs can be reduced in proportion to the sales tax revenue brought in by the development. The interagency partnership within the jurisdiction recognizes the program as a way to provide desired services to residents and divert longer trips outside the jurisdiction. Note

that this type of credit is not cost or impact-based, and the County's Business Enhancement Factor may be another approach that could be used to get similar results.

Approaches to TIFs in Other Jurisdictions

Redmond, WA

The City of Redmond uses a typical fee schedule that is contingent upon the land uses, such as the number of dwellings in a residential development or square feet of gross leasable area for free standing retail uses. However, the assumptions about trip generation for the different categories of development are based on a model that is less commonly used by cities. It consists of calculating impacts based on person miles, or mobility units.

Using Person Miles

The need for an alternative fee schedule is based on the recognition that the trip generation used to calculate fees is derived from the ITE *Trip Generation Manual*. For the most part, ITE bases its land use types on studies of suburban developments that tend to be supported by little or no transit service, pedestrian or bicycle amenities, or transportation demand management programs. These factors affect travel behavior and modal splits. Redmond and other jurisdictions throughout King County began using person miles, or mobility units (MUs), rather than traditional trip rates when calculating transportation impacts and the associated fees. The process to convert traditional trip rates to MUs is presented in Figure 1.

Figure 1. Mobility Unit Calculation

ITE vehicle trip generation rate (p.m. peak hour)

x Percent new trips

x Person-trip conversion (average vehicle occupancy & mode split)

x Average trip length

= Person Mile Rate (mobility units) per Unit of Development

The change to MU's was the result of research in the Multimodal Plan-based Concurrency System Study done in 2009.[1] The research found that person-trips are shorter in dense, mixed-use places that have well developed sidewalk, bicycle and transit networks compared to low-density single-use areas. When places are built with these sorts of characteristics, it reduces the new motor vehicle capacity needed to accommodate the development.

The city operates a database that tracks existing transportation capacity, which they classify as MU supply. When a developer submits a transportation concurrency application prior to a land use approval, they are asked

[1] Redmond Multimodal Plan-Based Concurrency Report, 2009, access at http://www.redmond.gov/PlansProjects/Transportation/concurrency_system_update/

to calculate whether their project will exceed available capacity (MU supply). If it does, the development must be either reduced in size, supplement mitigation by purchasing sufficient MU supply through payment of the TIF, or design and construct transportation facilities that are consistent with the approved Transportation Facility Plan (TFP). The TFP includes programmatic actions to improve mobility, as well as add physical capacity to roadways, but does not include operations maintenance costs. If they choose construction, they receive credits against any required TIFs.

Bellingham, WA

The City of Bellingham began assessing a TIF in 1994 to fund transportation facilities associated with new development and redevelopment. The TIF is assessed by residential unit or square foot, with a base fee of $1,925 per peak vehicle trip generated by the development. Properties that are redeveloped receive a TIF credit for the highest documented previous use, and charged additional TIF only for newly created trips.

The City has a transportation mode-shift goal, to increase the mode share of pedestrian, bicycle, and transit trips and reduce automobile trips as a percentage of total trips. This includes a near doubling of bike mode share, and tripling of transit share by 2022. They also aspire to promote infill development that has traditionally been constrained by concurrency standards tied to vehicular Level of Service (LOS) requirements. The City pursued both a change in allowable LOS levels on urban arterials, as well as unbundling the adopted LOS from the concurrency calculation. This has provided flexibility in the how the City assesses current and future operations of transportation facilities, and allows them to further encourage development in urban areas while applying TIFs to the multimodal facilities to spread demand across the system.

Adapting LOS to Person-Trips and Varying by Neighborhood Type

With motor vehicle LOS levels reaching the allowable limit during peak hours on an urban arterial, Bellingham planners found themselves unable to approve any new development in the urban core, despite the potential for new trips to be met through walking, biking or transit. The act of expanding capacity on these arterials didn't fit the City's planning goals for infill development and modal shift, so they undertook an intensive study of alternative performance metrics and ways to assess system performance. The City of Vancouver (WA) has implemented similar alternative performance measures in corridors built to "ultimate capacity" (see VMC 11.70.090.B.4).

Bellingham took the step of adopting multimodal concurrency requirements, which considers pedestrian, bicycle, transit and automobile modes and can require mitigation through the construction of sidewalks and bicycle lanes or contributions to transit service whenever development is approved. This strategy complemented the modification of the LOS metric to measure more than vehicle delay or congestion. Rather than using vehicle trips as the unit to be measured, Bellingham adopted an LOS standard of "person trips available by concurrency service area". The standard is based on arterial and transit capacity for motorized modes and on the degree of network completeness for pedestrian modes.

Each concurrency service area (CSA) is based on unique land use patterns and transportation facilities and services available. Bellingham was divided into fifteen different service areas, where the existing network influences the travel behaviors and transportation choices.

Table 1 Bellingham Multimodal Transportation Concurrency Measurements for Each Mode

Motorized	**Measurement**
Automobiles	Arterial volume-to-capacity (v/c) measured during weekday p.m. peak hour based on data collected at designated concurrency measurement points in concurrency service areas
Public Transit	Seated capacity based on bus size and route frequency and ridership based on annual transit surveys measured during weekday p.m. peak hour based on data collected at designated concurrency measurement points for each concurrency service area
Non-motorized	**Measurement**
Bicycle	Credit person trips according to degree of bicycle network completeness for designated system facilities/ routes for each concurrency service area
Pedestrian	Credit person trips according to degree of pedestrian network completeness for designated system facilities/ routes for each concurrency service area
Trail Use	Credit person trips according to degree of trail network completeness, where trails serve clear transportation function for a concurrency service area

Source: Bellingham Municipal Code 13.70 Multimodal Transportation Concurrency (2008)

Each of the fifteen service areas were then classified as Type 1, 2, or 3. In each type, the different transportation modes are weighted in importance to reflect the land uses and existing transportation network. For example, Type 3 are lower-density, with few multi-modal facilities with high auto dependence, thus the v/c ratio carries more weight in the concurrency calculations.

Creating a Vibrant Town Center

Type 1 CSAs are defined as "Urban Villages" with adopted master plans. They are classified by a "high percentage of pedestrian and bicycle facilities, high frequency transit service, and higher density land uses with a good mix of services."[2] Because they host so many travel options, Urban Villages are able to support a higher number of person-trips, improving their LOS and incentivizing new development in areas deemed most appropriate for growth.

Within Urban Villages, developers can reduce transportation impact automatically by 22% to 25% depending on proximity to high-frequency transit routes, and up to 50% by using a variety of voluntary strategies to reduce vehicle trips generated on and off their site. Developers can also propose Transportation Demand Management (TDM) strategies to reduce vehicle trips, but they must be approved by Public Works transportation planners.

[2] "Moving Beyond the Automobile: Multimodal Transportation Planning in Bellingham, Washington", *Practicing Planner*: Vol. 7, No. 3, September 2009.

Clark County currently offers a menu of trip generation reductions in the Highway 99 Overlay Sub-Area that functions similarly.

Table 2: Bellingham, WA Trip Reduction Credits

Menu of Location Factors and Performance Measures to Reduce Vehicle Trips*	Credit
1. Mixed Use Urban Village Location	15%
(*Based on ITE Trip Internal Trip Capture- Mixed Use Urban Environment)*	
2. WTA Transit Proximity (only one transit proximity reduction may be used)	
Development fronts on a high-frequency WTA GO Line	10%
Development within ¼ mile of WTA Go Line	7%
Development fronts on standard WTA Route (30-60 min)	5%
Development within ¼ miles of standard WTA Route (30-60 min)	2%
3. Employer Mandatory Commitment to Commute Trip Reduction (CTR)	
CTR/ TDM commitment combining economic incentives with transportation services	10%
4. Voluntary Annual WTA Transit Pass Provision (Non-CTR)	
2-year transit pass provided for residential units = 1% per unit pass	1%
2-year transit pass provided for employees = 1% per employee pass	1%
5. Voluntary Car Share Participation or Provision (Non-CTR)	
Car Share Vehicle(s) Parked on Residential or Employment Site = 2% per vehicle	2%
Car Share membership fee provided for residential units = 2% per unit	2%
Car Share membership fee provided for employees = 2% per employee	2%

*Reductions are additive and may not exceed a total of 50%

City Council has elected to further support these policies by allowing higher levels of peak congestion on local arterials within some designated Urban Villages and when local arterials enter or exit the City. Rather than using LOS failure as a hurdle to infill development, staff have adapted transportation concurrency policies to encourage infill, specifically that LOS should be set to reflect realistic expectations consistent with the achievement of growth aims.

In Bellingham TIFs can only be used for building new arterial streets, sidewalks, bicycle lanes and other physical improvement to the City's multi-modal transportation network. TIFs cannot be used for street maintenance, transportation administration, or transportation demand-management programs, such as car-pooling, incentives for non-auto commuting or additional bus service hours.

Bellingham City Council adopts new TIF charges each year, in conjunction with the adoption of the 6-Year Transportation Improvement Program (TIP). TIFs are calculated based on a rolling twelve year window that includes the cost of transportation projects from the previous six years, as well as the amount programmed for the future six years. The fees are calculated based on 50% of the cost of the improvements to accommodate

new development, with the reasoning that the other 50% of new capacity will be consumed by existing residents, visitors and through traffic.

Kirkland, WA

The City of Kirkland, WA has a traditional TIF schedule that assesses fees based on transportation impacts from new development or a change in use. In typical fashion, rates are assessed per square foot of floor area in commercial establishments, or per dwelling for residential, and development applications must demonstrate that the development meets concurrency requirements outlined in the City of Kirkland Comprehensive Plan (2004).

Like Bellingham, the City of Kirkland has modified their LOS standards to reflect multimodal goals in addition to mobility measurements. For motor vehicles, the City has developed an aggregated roadway LOS measure that averages the capacity of signalized intersections within a geographic area. Non-motorized level of service is expressed in terms of miles of completed bicycle and pedestrian facilities, as well as number of complete corridors. Underlying this approach is the concept that the system is not considered failing if the peak-hour is congested. This allows the City to continue to accept development applications in its urban centers, where v/c ratios are higher than its areas with more traditionally suburban development patterns.

University Place, WA

The City of University Place charges for new development, at a rate of $3,199 per new vehicle trip. When calculating a trip rate for a redevelopment, the developers can look to whatever the highest use in the previous ten years was, and apply a credit for that use (as existing trips) against their future trips. The primary innovation in University Place is the flexibility in how the impact fees are paid. They have three programs to help businesses or developers manage the costs.

- **Payment Deferrals**: the City allows payment of the TIF to be deferred for up to five years. They view this program as similar to a zero-interest loan offered to businesses to aid in their traffic mitigation costs. The TIF payment deferrals should be reviewed for compliance under existing state law.
- **Sales Tax Credit**: Businesses generating new sales tax revenue to the City can receive an additional benefit associated with the TIF in the form of a sales tax credit. Under this program, half of the sales tax generated by a new business will be used to reduce the amount of impact fee owed. This credit can be taken for up to five years. This provides an incentive for sales tax generating uses and creates a partnership between the City and these businesses towards the mitigation of their impacts.
- **"Sales Leakage" Traffic Credit**: Sales statistics show that about two out of every three taxable dollars spent by University Place residents are spent outside the City. To mitigate this "sales leakage", City regulations allow for a 65 percent TIF reduction with most new retail and restaurant uses, if the specific use is deemed underrepresented in the community. The credit creates incentive for keeping dollars in the community, and shortening trip lengths as well.

Olympia, WA

TIFs in Olympia are directed toward projects identified in the Capital Facilities Plan (CFP), which identify capacity projects that accommodate future growth. This is required for every TIF in Washington under state law. (RCW

82.02.050(4). The CFP must reflect the infrastructure needs for the community for the next six years.[3] Transportation projects must be in the CFP in order to be impact fee eligible.

The TIF schedule is developed by adjusting the "cost per new trip" information to reflect land use type and geography (either inside or outside the downtown area). Some specified uses inside the downtown boundaries, such as multifamily residences, have significant cost reductions (for example: $818 per dwelling in downtown versus $1,994 per dwelling outside downtown).

Credits toward the TIF can be granted for the value of improvements or construction provided by the developer on projects within the City's adopted CFP. The credit cannot exceed the value of the impact fees that would have been due from the project. Refunds are also available if the impact fees are not spent or encumbered within six years of when the fees were paid. However they must be requested within one year of the date the right to claim the refund arises.

Options for paying TIF:

1. Pay the amount per the rate schedule.
2. Prior to permitting, submit a request for Director of Community Planning and Development (CP&D) for the City to provide independent fee calculation for you. This involves a $500 fee for calculation.
3. Submit your own independent fee calculation. The fee for review of this calculation is $500 plus payment of any review costs ($500 deposit toward this cost is required).
4. Appeal Process: Prior to an impact fee appeal, the fee payer must first make a Request for Director's Review on form available from CP&D. This request must be submitted in writing within 14 days of payment of the impact fee at issue.
5. Include in the project proposal Transportation Demand Management (DM) and Commute Trip Reduction (CTR) measures that reduce peak-hour traffic and, thus, reduce the need to build some transportation improvements.

Eligible projects may reduce transportation impact fee assessment by providing actions in the categories of operational improvements, physical improvements, or transportation demand management strategies. This can result in a reduction of up to 20%. The full list is below.

[3] Although Olympia retains a six year CFP, state statute now grants cities 10 years to spend impact fees.

Table 3: Eligible Projects for Olympia, WA TIF Reduction

Action	***Reduction***
Operational Improvements:	
• Installation of centralized Transportation Demand Management (TDM) information center with maintained information	1%
• Commercial development that would be occupied by employees subject to Commute Trip Reduction ordinance or evidence to voluntarily comply with Commute Trip Reduction ordinance	3%
• Installation of parking space that are designated as paid parking (by residents or employees)	3%
• Signage and enforcement designating parking lots to be used for carpool or vanpool parking for non-building occupants	1%
Physical Improvements:	
• Construction of direct walkway connection to the nearest arterial	1%
• Installation of on-site sheltered bus stop or bus stop within ¼ mile of site with adequate walkways as determined by Transportation Division staff	1%
• Installation of bike lockers or employee showers	1%
• Construction of on-site internal walk/ bikeway network that connects to existing City bicycle/pedestrian networks	1%
• Installation of preferential carpool/vanpool parking facilities	2%
• Under-build median parking techniques by at least 20% OR under-build by at least 30 OR under-build by at least 40%	2% or 4% or 7%
• Downtown construction that provides no parking for employees or customers	10%
Other:	
• Other operational or physical Transportation Demand Management measures identified by the developer (with supporting documentation)	Up to 20% based upon peak-hour trip reductions
Total Maximum Reduction	**Up to 20%**

Portland, OR

As legally defined in Oregon, Portland refers to its TIFs as transportation system development charges (TSDCs). TSDCs are applied to new developments, or changes to the building or uses that will result in an increase of more than 15% trips from the previous use. There are baseline TSDC charges based on use type and size, and there are additional programs that can either add to, or reduce the cost of TSDCs.

Some TIF planning concepts used in Portland may be considered when establishing new Clark County TIF policy, though Oregon state laws differ considerably from Washington state laws in reference to TIF.

SDC Reductions/Exemptions/Transfers:

For a limited time, Transit-Oriented Developments (TOD) were eligible for a reduction of about 15-30%, and projects in the Central City did not qualify. Qualifying projects were located on or near a frequent service bus, streetcar or light rail line, and not auto-related. Additionally, the project must have met minimum density requirements, been located in a commercial zone where no parking was required, no on-site parking was

provided, and had no drive through facilities. The City offered this incentive until the end of 2012, when the TOD reduction expired.

Credits toward SDCs are also available if you build certain types of street improvements, or change the use of an existing building that reduces trips by more than 15 percent. Building a project off the TSDC list of capital projects will entitle the developer to a dollar for dollar credit against any future TSDC. If a developer builds an improvement to an arterial or collector as part of issuing a building permit, any excess capacity they create beyond what is needed for the new development can be credited for future SDCs.

SDCs can be transferred to other parcels or developers for new projects. Projects are exempt from SDCs if they are also subject to a traffic impact fee for Multnomah, Washington, or Clackamas County. Also, remodeling a building without a change in use is exempt, and smaller building footprints have scaled fees. Lastly, low-income housing projects that meet affordability and timeline criteria can also receive exemptions from the fee.

SDC Overlay Zones:

In some parts of the City where intensive transportation investments are being made, such as new light rail line, overlay zones have been established with additional transportation fees. The overlay is a funding tool to collect local dollars to leverage other state and federal dollars to fully fund the projects within the boundary.

The first overlay was for the North Macadam urban renewal area, and the more recent Innovation Quadrant area uses the same methodology to calculate additional fees. This involves developing a project list within the boundary area, estimating trip growth based on anticipated new development, and calculating eligible project costs due to growth in the overlay area. The calculation involves determining the portion of project costs that are attributable to three modes of travel: motorized, transit, and non-motorized. This results in a cost per person-trip, by mode, which can be multiplied by the specific development's trip generation rate, with the proportion of trips made by each mode varying by development type. Trip ends represent either the origin or destination of a trip. Table 4 demonstrates the per-trip end fee resulting from the methodology. A more detailed table showing fees by land use type can be found in the *Innovation Quadrant TDSC Overlay Project* report.[4]

Table 4 TSDC Overlay Rates by Mode

Mode	Cost Eligible for TSDC (S)	20- Year Growth in Daily Person Trip Ends	TSDC per Daily Person Trip End ($)	Reduction for Citywide TSDC	TSDC per Daily Person Trip End ($)
Motorized	$1,017,634	34,870	$28	N/A	$28
Transit	$10,648,524	22,678	$470	$(16)	$454
Non-Motorized	$2,899,759	18,977	$153	N/A	$153

[4] See http://www.portlandoregon.gov/transportation/article/340812

There is a reduction for projects that are also under the Citywide TSDC, so that a development is not charged twice to pay into the same projects. This is why the transit mode has a $16 credit in the table above, because it's cost has been accounted for in the base TSDC.

Payment Options:

Developers can either: (1) pay in full at the time the permit is issued; (2) pay in full at either six, nine, or twelve months from the date of permit issuance with interest (deferral term based on project valuation); or (3) in monthly installments, with interest, over a period of 5 to 20 years. In each circumstance but the first, the City files a priority lien against the subject property to ensure payment.

Vancouver, WA

Finally, Vancouver, WA, which until recently has operated a joint TIF program with Clark County, is now transitioning to its own program. The program includes three TIF districts, congruent with city limits, as shown in Figure 1. Capital facilities projects are allocated by district, with the trip growth for each district helping to determine each district's TIF rate. District rates as approved by ordinance effective January 1, 2015, are shown in Table 5.

Table 5: Vancouver District TIF Rates

District	Rate per ADT
Columbia	$163
Cascade	$223
Pacific	$290

Vancouver's TIF program also includes a Business Enhancement Factor for certain ITE land use codes that are likely to have significant pass-by traffic.

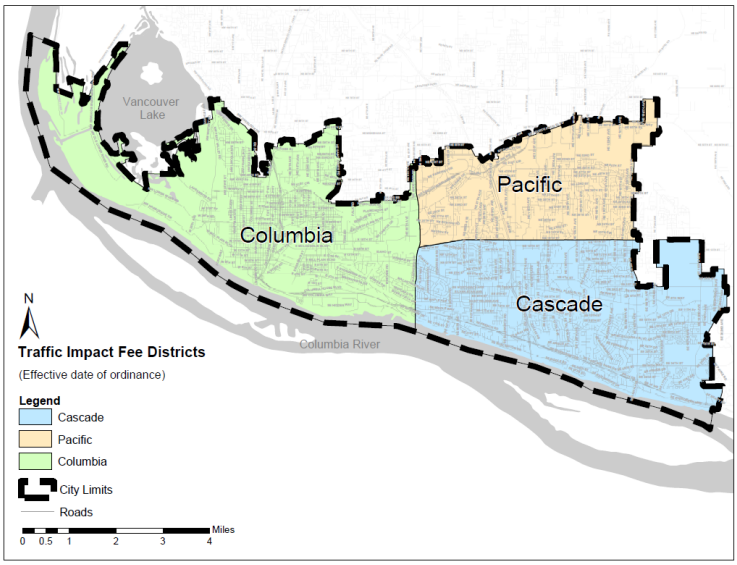

Figure 1: Vancouver, WA, TIF District System

Examples of Fee Schedule Variations

The methodologies used by different jurisdictions, described in the previous sections, result in somewhat different fee calculations across a variety of land uses. Table 6, below, shows how these jurisdictions compare in their TIF structure.

Table 6 Traffic Impact Fee Variations Across Northwest Cities

Land Use Type	Unit	Redmond	Bellingham (baseline / urban village*)	Kirkland	Olympia (baseline / downtown	Portland, OR	Vancouver, WA
Single-Family Residence	Dwelling Unit	$7,024	$1,925	$3,942	$3,073	$1883	$1,552-$2,761
Multi-Family Residence	Dwelling Unit	$4,312	$1,117	$2,311	$1,994/ $818	$1354	$1,084-$1,929
Hotel/Motel	Room	$4,789	$1,347/ $673.75	$2,632	$2,052/ $1,521		$918-$2,369
Elementary School	Student	$890	$3,388/ $1,694 per employee	$500	$181	$209	$210-$374
High School	Student	$536		$312	$181		$279-$496
Retail Shopping Center- Up to 99,999 ft²	Square foot leasable area	$12.29	$4.71/$2.36	$4.62	$5.02-$5.68		$7.01-$12.47
Freestanding Retail-Fast Food Restaurant	Square foot leasable area	$68.83	$16.33 (no urban village credit)		$29.42	$13.88 **	
Freestanding Retail-Supermarket	Square foot leasable area	$32.70	$11.68/ $5.84		$14.38	$8.06	$16.67-$29.65
Freestanding Retail- Post Office	Square foot leasable area	$27.59					$17.63-$31.38
Administrative Office- Up to 99,999 ft²	Square foot leasable area	$18.24	$2.87/$1.43		$10.81/ $7.02	$3.33	$1.80-$3.20
Administration Office- Medical Office/ Clinic	Square foot leasable area	$26.61	$6.87/$3.44		$10.83/$9.47	$6.64	$5.89-$10.48
Industrial Land Uses- Light Industrial/ Manufacturing	Square foot leasable area	$8.94	$1.87/ $0.93		$3.81		$1.13-$2.02
Alternative Impact Fee Structure		Cost per Person Mile of Travel: $2,526.91					

GFA= Gross Floor Area
GLA= Gross Leasable Area
*Urban Village Rates are presented with maximum credits used
** Portland provides an estimate for "pizza restaurant" which has more traffic impact than low-turnover restaurants, but may generate fewer trips than "fast food", accounting for the stark fee difference

proud past, promising future

CLARK COUNTY
WASHINGTON

Community Development

TO: DEAB members

FROM: Jan Bazala, Community Development

DATE: February 5, 2015

SUBJECT: Single Family Detached units in medium density residential zones

Attached is a spreadsheet that shows the residential zoning in the unincorporated Vancouver UGA. All of the residential zones are shown, including the OR and Mixed Use zones. Conservatively assuming that 100% of development in the OR and MX zones develop residentially, 85% of the residential land base is zoned for single family detached homes.

The urban medium comp plan designated zones that are implemented with R-12, R-18, and R-22 make up 8% of the acreage. The Housing Element of the comprehensive plan states the following:

Goal: Support diversity in the mix of housing types in the community, while improving homeownership tenure.

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).

(page 2-29 of the comp plan also attached)

Given the data attached it appears that the code allowing single family detached residential units in the R-12, R-18 and R-22 zones is in conflict with the county's adopted policies.

Unincorporated Vancouver UGA

Zoning	Acres	% Residential zoning
R1-5	1,065	
R1-6	6,681	
R1-7.5	4,842	
R1-10	3,463	
R1-20	848	
	16,898	85%
R-12	295	
R-18	1,021	
R-22	299	
	1,614	8%
OR-18	7	
OR-22	6	
	13	0%
R-30	410	
R-43	186	
	595	3%
OR-30	0	
OR-43	1	
	2	0%
Mixed Use	766.06	4%
Total	19,889	100%

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. These should average: eight dwelling units per acre within the Vancouver urban growth area, six units per acre with the Battle Ground, Camas, Ridgefield, and Washougal urban growth area, and four units per acre within the La Center urban growth area.
- Minimum density for multi-family.
- Provisions for Accessory Dwelling Units.
- Provision for duplexes in single family.
- Provisions for townhouses/rowhouses.
- Allowance of manufactured home parks.
- Provision for diversified housing types allowed as part of a Planned Unit Development.
- Recognition of the flexibility allowed in housing types as part of a Mixed Use Development (e.g., example: 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.

2014 Annual Report and 2015/2016 Work Plan

The Board of Clark County Commissioners (BOCC) formed the Development and Engineering Advisory Board (DEAB) in late 2006. DEAB works with Community Development, Public Works, and Environmental Services to review process improvements, proposed code changes, and development fee strategies.

Although initially formed to focus on development engineering issues, the BOCC broadened DEAB's responsibilities in 2010 to cover the county's entire development and building activities. DEAB's bylaws are attached to this report.

DEAB has nine members. Seven members are selected and appointed by the BOCC: five private-sector planners or engineers, one construction contractor, one land developer, one local municipality representative, and one Building Industry Association representative. Two at-large members are nominated by DEAB, with appointment by the BOCC. The 2013 roster included:

Chair	Mike Odren	Olson Engineering, Inc.
Vice-Chair	Andrew Gunther	PLS Engineering
	Ott Gaither	Gaither Homes, LLC
	Eric Golemo	SGA Engineering, PLLC
	Terry Wollam	RE/MAX
	Jeff Wriston	Moss Wriston
	James Howsley	Jordan Ramis PC
	Don Hardy	BergerABAM
	Steve Bacon	Clark Regional Wastewater District

2014 Accomplishments

The past year was a busy and challenging one for DEAB. The following is a summary of DEAB's accomplishments.

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Code Revisions

1. DEAB supported revisions to the Concurrency Code and related changes to the CFP.
2. DEAB has been provided regular updates on the Comprehensive Plan updates.
3. DEAB has been provided regular updates and has commented on and has participated in the Stormwater Ordinance updates.
4. Supported changes to details regarding Single Family Residential driveway approaches.

Development Related Issues

1. Expressed continued concern over development review staff's ability to meet timelines and have sufficient staff and resources with the increase in development activity.
2. Reviewed proposed delays in the payment of residential impact fees.
3. Provided input into and facilitated changes to Stormwater Inspection Fee procedures and amounts.
4. Provided comments, and data for substantiation, to Clark County Long Range Planning that the current infrastructure percent deduction for residential development in the Comprehensive Plan does not reflect the actual amount of land set aside for infrastructure (roads and stormwater facilities).
5. Was provided updates on Wetland and Habitat Code changes.
6. Looked into changes to the Shoreline Exemption submittal requirements for low-impact construction (i.e. utility repairs, etc.)
7. Was provided information on the TIF program update.
8. Received updates to the Population Growth-Buildable Lands supply.
9. Received updates to the CRWWD CFP.
10. Was provided a demonstration on how the County models its vacant buildable lands.

Process Improvements

1. Supported the Lean Process for expediting Single Family Residential permits.
2. Reviewed and provided input into updates to the Final Plat process.
3. Provided input into and requested improvements to the Final Site Plan process.
4. Requested that Community Development update the 60-Day Type 2 Review process to make it a permanent procedure.
5. Provided input into changes to the Plat Alteration process in moving away from a "one size fits all" approach.
6. Supported an all electronic final engineering review process.
7. Received updates on how staff was addressing permit center wait times. Staff recommends setting up an appointment to avoid long wait times.

Technology

1. Supported updating technology to increase efficiency in Development Engineering.
2. Updates on the replacement of the Tidemark permitting software system.
3. General discussion of technology trends in the development and building construction industries.

Participation on Special Work Groups

In addition to the regular monthly meetings, DEAB members assisted on several special working groups:

- Stormwater Code Rewrite

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- Final Plat Proces

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Economic Development

DEAB continues to be an active supporter for economic development in Clark County.

2014/2015 DEAB Work Plan Suggestions

DEAB looks forward to continuing to discuss the following proposed top priorities with County Councilors:

1. Economic Development. DEAB could assist with the BOCC's commitment to economic growth.

2. Fee Reforms. Fees include fee holiday programs, impact fees, concurrency, and development and building permit fees. Are fee reforms and current practices successful in generating job growth?

3. Process Improvements. DEAB could provide guidance in the following areas:
   a. Tidemark (permit software) replacement project and other technology.
   b. Continued LEAN efficiency implementation for other development review processes.
   c. Customer service enhancement.
   d. Staffing levels and resource strategies as development activity increases.

DEAB choose not to conduct a retreat in 2014, but are in agreement with the following 2015/2016 work plan:

1. Continuing work on the Final Plat process improvements. The Technical Advisory Group has worked diligently with Staff and have begun implementing proposed procedural changes, with the ultimate goals of shorter timelines for final plat approval and early review of residential building permits.
2. Continuing work on the Final Site Plan process improvements. Staff has agreed to change when certain development Conditions of Approval are required to be completed.
3. Ongoing input into improvements/revisions to the Concurrency Ordinance and its affect on the CFP and TIP.
4. Ongoing updates to and input into the Comprehensive Plan update.
5. Continued input into the Stormwater Ordinance update and presence on a Technical Advisory Committee addressing said updates.
6. Ongoing updates to the Fee Holiday program to establish a “cost per job.”
7. Ongoing updates to the Vacant Buildable Lands model.
8. Reducing Permit Center wait times.
9. Ongoing updates to the Tidemark replacement.
10. Continuing encouragement to make the 60-day expedited review codified.
13. Updates and improvements to the Single Family Residential LEAN process.
14. Continued reviews of staffing levels to maintain high levels of service.
15. Encouraging the use of technology where applications can be made, such as inspections, meetings, etc.
16. Streamlining engineering reviews i.e. final engineering submitted with Type I PST’s.
17. Reviewing the need for road modifications that are almost, if not always, approved.

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A detailed work plan is also attached that includes additional DEAB activities. DEAB looks forward to continuing their successful collaboration with Clark County.

Michael Odren
2014 DEAB Chair

Attachments:

1. DEAB Bylaws
2. DEAB Work Plan

SUBMITTED TO THE BOARD OF CLARK COUNTY COMMISSIONERS FOR A WORKSESSION SCHEDULED FOR JUNE 4, 2014.

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CLARK COUNTY WASHINGTON
proud past, promising future

DEVELOPMENT and ENGINEERING ADVISORY BOARD

BYLAWS

SECTION 1: PURPOSE

The Board of Clark County Commissioners (BOCC) has established a Development and Engineering Advisory Board. The purpose of the advisory board is to serve as a standing advisory committee to Community Development, Environmental Services, Public Works, and the BOCC. The Development and Engineering Advisory Board will be a procedural step in reviewing new policy and code revisions, provide input on process improvements, and review specific development issues.

SECTION 2: DUTIES

The Development and Engineering Advisory Board has the following duties and responsibilities, as directed by the BOCC, including, but not limited to:

A) The advisory board shall review and evaluate on an ongoing basis consistency in plan submittal review.

B) The advisory board shall assist to standardize and accelerate the development review processes performed by Community Development, Environmental Services, and Public Works.

C) The advisory board shall advise the BOCC on adequate staffing levels, staff expertise, resources, and customer service attitudes.

D) The advisory board shall facilitate collaborative partnering between the public and private sectors.

E) The advisory board shall review and comment as requested by the BOCC and/or senior staff on project specific development issues.

F) The advisory board shall coordinate its activities with other agencies and boards involved with development review and regulation to avoid duplication and provide the best service possible.

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G) The advisory board shall not be responsible for the day-to-day operations of county development functions and shall refer those matters to appropriate staff members. The current phone number and mailing address are as follows:

Development and Engineering Advisory Board
c/o Clark County Public Works – Development Engineering
P.O. Box 9810
Vancouver, WA 98666-9810
(360) 397-6118

SECTION 3: MEMBERSHIP

The Development and Engineering Advisory Board consists of nine members. Members are appointed by the BOCC. Appointments shall attempt to include the following affiliations and categories, as provided below. Such representation shall be:

A) Three members who are a private-sector planner or consulting licensed professional engineer who work or live in Clark County;

B) One member who is a public sector planner or licensed professional engineer who works or lives in Clark County;

C) One member who is a construction contractor who works or lives in Clark County;

D) One member who is a land developer who works or lives in Clark County;

E) One member who is a representative of the Building Industry Association of Clark County.

F) Two at-large members professionally associated with development work.

In addition to these members, the directors of Community Development, Environmental Services, and Public Works shall serve as ex-officio, non-voting members of the advisory board.

SECTION 4: TERMS OF THE OFFICE

All members shall be appointed or reappointed to two-year terms. More than one consecutive term may be served.

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SECTION 5: APPOINTMENTS AND VACANCIES

For the two at-large positions, the advisory board shall recommend applicants to the BOCC for appointment. The advisory board shall make these recommendations based on the background of current members and the advisory board's priorities for upcoming years. The goal is to have membership on the advisory board represent a balance of development interests.

For all other positions, the BOCC shall appoint members after soliciting letters of interest for the advisory board.

When vacancies occur, the BOCC shall appoint someone to fill the unexpired term. This includes vacancies caused by a change in status of a member under the selection criteria set forth above during the course of their term.

Vacancies may be declared when any member misses three consecutive regular meetings or when any member misses the equivalent of one-quarter of the scheduled meetings within a 12-month period. Reasonable effort will be made to determine the member's continued interest before the vacancy is declared.

This section will in no way abrogate the authority of the BOCC to reappoint a member to finish their original term of appointment.

SECTION 6: OFFICERS

The advisory board shall elect annually one of its voting members to serve as chair and one member to serve as vice-chair; other officers shall be elected as the board deems appropriate.

Election of officers shall be held at the first regular Board meeting of the calendar year. All terms of elected office shall be one year. More than one consecutive term may be served.

SECTION 7: MEETINGS

The advisory board will hold regular meetings, open to the public, and will give advanced public notice of these meetings by notice on the Clark County web site and via e-mail when requested. Until otherwise determined by the advisory board, the regular board meetings will be held as follows:

Day:	First Thursday of each month
Time:	2:30-4:30 p.m.
Place:	Clark County Public Service Building 1300 Franklin Street Vancouver, WA 98666

A majority of the currently appointed board members shall constitute a quorum.

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The advisory board shall keep written record of meetings, resolutions, recommendations, findings, etc., which shall be a public record. The county shall provide staff to take minutes.

In the absence of the chair and vice-chair (in the event a vice-chair has been elected), an acting chair shall be appointed by the board members present.

SECTION 8: AMENDMENTS TO BYLAWS

The provisions set forth herein (except those established by statute and county resolution) may be amended by a two-thirds vote of the advisory board members. Any amendments shall be voted on at a regular meeting and all members shall receive a minimum of 10 days prior notice.

SECTION 9: PARLIAMENTARY AUTHORITY

All meetings of the Board shall be conducted using Roberts Rules of Order Newly Revised as a nonbinding guide.

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DEAB Work Plan
(Version June 4, 2014)

On March 22, 2013, DEAB met for a planning retreat to discuss possible 2013/2014 priorities. DEAB also reviewed the status of previous activities. The following table is regularly updated as DEAB accomplishes tasks and revises its work plan.

Original Work Plan Date	Revised Work Plan Date	Topic	Status
COMPLETED ACTIVITIES			
MAY 2012		Floodplain Code Proposals	BOCC adopted
MAY 2012		2012 Spring Biannuals	BOCC adopted
JUNE 2012		Shoreline Master Program Update (Gordy Euler)	BOCC adopted
JUNE 2012		Employment Zone (EZ) Task Force Recommendations	BOCC adopted
Not specifically on initial work plan	NOV 2012	2012 Fall Biannuals	BOCC adopted
MAY 2012	JAN 2013	Plat 9-Year Extensions (Request the extension of plats to nine years based on a recent state legislative action that was limited to cities.)	1-10-13 DEAB decided no additional action was needed; BOCC adopted resolution extending vesting to Dec. 2016
JULY 2012	JAN 2013	Identify legislative action priorities (Axel Swanson lead)	Completed
COMPLETED ACTIVITIES, BUT FOLLOW-UP NEEDED			
MAY 2012		Economic Development "Reconfiguration" Team (the link to outside entities)	Held Economic Development Summit ~ DEAB to decide next steps.

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Original Work Plan Date	Revised Work Plan Date	Topic	Status
JUNE 2012		Link land use, TIF, and other utilities – Lands for Jobs. Provide update and additional information.	Held Economic Development Summit ~ DEAB to decide next steps.
JUNE 2012		Consolidate permits	BOCC adopted some streamlined permits ~ DEAB to decide if more is needed.
AUGUST 2012		TIF/Concurrency/Level-of-Service Standards/Infrastructure (Roads, Water, Sewer, etc.) a. Work with BOCC on best alternatives. b. Consider inviting City of Vancouver to DEAB meeting to share their initiatives (possibly Matt Ransom). c. Reconsider policy relating to multiple developers required to do same improvement ("first-in" developer is responsible for full cost of improvement if there is no cost-sharing developer's agreement.)	Basic introduction to concepts completed ~ DEAB to decide next steps.
SEPT 2012		Technology Focus a. E-Solutions (maybe Jamie lead, Steve Hicks(??) info) b. Skype for precons and bldg/site inspections (maybe Mike Bomar lead) c. GIS – place more land use docs and plans online (Ellinger/Bob Pool maybe)	General discussion completed Oct. 2012 ~ DEAB to decide next steps
JULY 2012		Expedited/60-day process (expand to a permanent process; allow more case types to qualify; consider a similar expedited review process for Type 3 reviews that require a public hearing before a Hearings Examiner) (Consider inviting Chad Eiken or Greg Turner (Vancouver)).	Ongoing discussion ~ DEAB to decide if more is needed.
OCTOBER 2012	Dec 2012	"DEAB Results" Focus a. How to measure DEAB efforts? b. Have processes improved? c. How does the county compare/rate to other jurisdictions? d. Are we using regional capabilities? e. Study county review processes/timeframes; compare to other agencies f. Number of 60-day reviews g. Number of calls to Commissioners h. Cultural changes	General discussion completed Dec. 2012 ~ DEAB to decide next steps. Ongoing activity.

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Original Work Plan Date	Revised Work Plan Date	Topic	Status
ONGOING ACTIVITIES			
ONGOING		*Legislative Issues* a. Stormwater issues b. BOCC directives; DEAB evaluation	Ongoing.
ONGOING		DEAB is available for brainstorming of county policy issues	Ongoing.
ONGOING		Quarterly Fee Holiday updates and report	DEAB has received a couple of updates on the Fee Holiday program.
ONGOING		Comprehensive Plan	Overview completed. DEAB has requested regular future updates.
ONGOING		Biannual Code Amendments	No biannual code amendments proposed in 2014.
ONGOING		Tidemark (permit software) Replacement Project Updates	DEAB has received regular updates on Tidemark replacement.
POSSIBLE FUTURE ACTIVITIES			
2013 Priority Item		**Economic Development – supporting the BOCC's commitment to economic growth**	Ongoing.
2013 Priority Item		**Fee Reforms – including fee holiday programs, impact fees, concurrency, and development/building fees** Are these reforms successful in generating job growth?	Ongoing.
2013 Priority Item		**Process Improvements** **a. Tidemark and other technologies** **b. LEAN** **c. Customer service and staff decision-making authority** **d. Staffing levels and resource strategies as development activities increase**	Ongoing.

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2013		Need county development team; more organized effort a. Better integration of county departments (economic development, community development, public works, environmental services, permitting) b. Need team members with decision-making authority	

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Original Work Plan Date	Revised Work Plan Date	Topic	Status
2013		Fast Pass idea (a method to guarantee a future review time slot)	Ongoing.
2013		Review Development Inspection and Erosion Control Fees	Completed.
2013		2013 Stormwater Permit and Associated Code Update – status report	Ongoing.
2013		County website – optimize for economic development and general public use	Possible 2015/2016 work plan item.
2013		TIF/Concurrency/Infrastructure a. Evaluate impact/success of waiver programs b. Evaluate use of five-year installment payment option	
2013		Evaluate extending the Fee Holiday Waiver	Reviewed current fee holiday program and reiterated its previous position .
2013		Wineries development code	Completed.
2013		Marijuana gardens code	Tabled.
2013		SEPA thresholds code	Completed.
2013		Rural lands code	Ongoing.
2013		Aging Readiness code (tentative Planning Commission public hearing in February 2014)	Not yet addressed.
PARKING LOT ITEMS – DEAB TO DECIDE IF ACTION IS NEEDED (Dates below are when item was identified)			
5-6-2010		Form a Technical Stormwater Subcommittee	
1-5-2012		Urban cottage housing the code section will be revisited in one year.	
4-12-2012		DEAB will form a subcommittee to visit with Environmental Services to better understand the erosion control fees.	Completed.

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