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CLARK COUNTY  
WASHINGTON

## COMMUNITY PLANNING

### STAFF REPORT

TO: Clark County Planning Commission

FROM: Oliver Orjiako, Director

PREPARED BY: Jose Alvarez

DATE: April 11, 2016

SUBJECT: CPZ2016-00003 Woodland School District CFP 2015-2021

#### RECOMMENDATION:

Staff recommends **approval** of the request to adopt by reference the Woodland School District Capital Facilities Plan in the Clark County Comprehensive Plan.

#### BACKGROUND:

Chapter 36.70A of the Revised Code of Washington enables school districts to develop capital facilities plans and impact fee programs for new residential developments in order to offset the impacts of growth on school facilities. It further requires these plans and programs be reviewed and approved as part of the county and city comprehensive plans in which the school district is located.

The Woodland School District Board of Directors has modified its capital facilities plan, and recommends that Clark County formally adopt the plan and collect school impact fees as follows:

	Existing Fee	Proposed Fee
Single Family Residence	\$2,750	\$5,000
Multi Family Residence	\$650	\$2,500

The request is consistent with Section 40.620.030 (A) of the Clark County Code, which requires school districts to submit to the county, at least every four years updated capital facilities plans adopted by the school board for county approval.

#### Summary of Comments Received

To date, no comments from other agencies or the public have been received regarding this proposal.

#### APPLICABLE CRITERIA AND FINDINGS

In order to comply with the Plan Amendment Procedures in the Clark County Unified Development Code (UDC 40.560.010), in considering requests to update capital facilities plans, policies and procedures, the County must determine that these updates are consistent with

applicable policies and implementation measures of the Comprehensive Plan, and in conformance with the purposes and intent of the applicable inter-jurisdictional agreements.

**Consistency of this proposal with the Community Framework Plan, Countywide Planning Policies, Clark County Comprehensive Growth Management Plan and other related Plans**

The school district’s capital facilities plan and attendant impact fees will apply to residential development within the school district service boundary.

Impact fees are based on calculations of children per household by housing type. For this analysis, this is the acceptable method for projected school facilities with all costs resulting in an impact fee amount per unit by housing type. School impact fees are not assessed on commercial and industrial development.

Upon review, the school district’s capital facilities plan meets the minimum requirements of Chapter 36.70A of the Revised Code of Washington, and Section 40.620.030 (1) of the Clark County Code. The plan includes:

- A “Standard of Service”
- An inventory of existing facilities,
- A forecast of future needs,
- Proposed locations and capacities of expanded or new facilities,
- A six-year financing plan, and,
- Application of the impact fee formula set out in Section 40.620.040 Clark County Code.

**Finding.** The standard of service appears to be reasonably consistent with other similar school districts.

**Finding.** The district’s enrollment projections are based on, and are consistent with, Clark County and City of Woodland’s comprehensive plans. Thus, the district’s enrollment projections appear reasonable and reliable.

**Finding.** The district’s anticipated funding levels are based upon historic state funding levels and other voter-approved bond measures. Thus, the district’s anticipated funding levels appear reasonable and reliable.

**Finding.** The district is proposing to reduce school impact fees for Single Family residences and increase the school impact fees for Multi-Family residences. The district appropriately applied the formula set out in Section 40.620 Clark County Code during this 2016 review cycle. The maximum allowable fee amounts for the Woodland School District are \$5,173.61 for Single Family and \$8,801.30 for Multi-family residences. The proposed fees of \$5,000 for Single Family and \$2,500 for Multi-family are within these limits.

**RECOMMENDATION AND CONCLUSIONS**

Based on the information provided, and the analysis presented in this report, County staff recommends **APPROVAL** of the proposed Woodland School District Capital Facilities Plan and impact fees of \$5,000 for single family and \$2,500 for multi-family.

## **RECOMMENDATION SUMMARY**

The following table lists the applicable criteria and summarizes the findings of the staff report. The Planning Commission findings will be added to the table after public deliberation at the Planning Commission hearing scheduled for this application.

<b>COMPLIANCE WITH APPLICABLE CRITERIA</b>		
	<b>Criteria Met?</b>	
	<b>Staff Report</b>	<b>Planning Commission Findings</b>
<b>Criteria for All Map Changes</b>		
<b>A. Consistency with Countywide Policies</b>	Yes	
<b>Recommendation:</b>	<b>Approval</b>	

**SCHOOL DISTRICT  
CAPITAL FACILITIES PLAN  
2015-2021**

**BOARD OF DIRECTORS**

**Sarah Stuart, District #1  
Janice Watts, District #2  
Lesa Beuscher, District #3  
Matt Donald, District #4  
Steve Madsen, District #5**

**SUPERINTENDENT  
Michael Green**

**Adopted by the Woodland School District Board of Directors  
March, 2016**

## **SECTION 1 INTRODUCTION AND SUMMARY**

### **A. Introduction**

The Washington State Growth Management Act (GMA) includes schools in the category of public facilities and services. The Woodland School District (District) is preparing and adopting this Capital Facility Plan (CFP) to satisfy the requirements of the GMA and to identify additional school facilities necessary to meet the educational needs of projected enrollment growth for a six-year period. The CFP will be filed with the City of Woodland (City) and Clark County (County) for their review, adoption and incorporation into their Comprehensive Land Use Plans.

The District's CFP provides the City and County with a schedule and financing program for capital improvements over the next six years and contains the following elements:

- The District's standard of service (Section 2)
- An inventory of existing capital facilities owned by the District, including functional capacities and locations (Section 3)
- Future enrollment projections for each grade span (K-4, 5-8 and 9-12) (Section 4)
- A forecast of future needs for capital facilities and school sites, including proposed capacities of expanded or new capital facilities and a plan for financing capital facilities within projected funding sources (Section 5)
- A calculation of impact fees based on the formula in the City and County impact fee (Section 6)

### **B. Summary**

The Woodland School District is located in southwest Washington and serves residents from the City of Woodland and from two counties, Clark and Cowlitz. The District is bordered on the north by Kalama School District and the south by four school districts--Ridgefield, La Center, Green Mountain and Battle Ground School Districts. The Washougal School District is to the east.

The District is financially and academically sound, and delivers educational services at one comprehensive high school, one middle school, three elementary schools and two alternative schools. There currently is capacity in the schools to serve 2,559 students.

On October 1, 2015 there were 2,295 students (headcount) enrolled in the District. Of the 2,295 students, 833 are elementary students, 720 are middle school students, and 742 are high school students. Students that are enrolled in excess of capacity are served in portables.

Prior to the housing crisis in 2010, the District experienced significant and consisting growth. Following the housing crisis, growth slowed. Although there was a general leveling off of enrollment during the recent economic downturn, the District expects to continue to see an increase in enrollment over time. Much of the land within district and urban growth boundaries has yet to be developed. Future K-12 enrollment is projected to increase by 231 students over the next 6 years. The majority of the growth is anticipated at the elementary school level and there isn't sufficient capacity in the existing elementary schools to serve the growth. The District may need to acquire property and/or add capacity at the

existing elementary schools. Recent construction of a new high school added sufficient capacity to serve forecast growth at the high school and existing capacity at the middle school appears to be sufficient to accommodate six year growth.

Impact fees have been calculated using the formula in the City of Woodland and Clark County School Impact Fee Ordinances. See Appendix A. The District is requesting \$5,173 per single family and multi-family unit.

## **SECTION 2 DISTRICT EDUCATIONAL PROGRAMS AND STANDARD OF SERVICE**

School facility and student capacity needs are dictated by the types and amounts of space required to accommodate the District's educational program. The educational program components which drive facility space needs include grade configuration, optimum facility size, class size, educational program offerings, classroom utilization and scheduling requirements, and use of modular classrooms (portables).

In addition to student population, other factors such as collective bargaining agreements, government mandates, and community expectations also affect classroom space requirements. In addition to basic education programs, other programs such as special education, bilingual education, pre-school, and art and music must be accommodated. These programs can have a significant impact on the available student capacity of school facilities.

The District educational program guidelines, which directly affect school capacity are outlined below for elementary, middle, and high school grade levels.

- **Elementary Schools:** Average class size for elementary classrooms is estimated at 21 students. The District provides full day kindergarten. The actual number of students in an individual classroom depends on the above factors. Elementary school capacity is calculated utilizing only classroom spaces containing a basic education teacher and his/her complement of students. Students may be pulled out to attend additional programs (which may also be held in classrooms, if there is no designated space available). Working building capacity calculations do not include classrooms used for these special programs, such as resource rooms, learning support centers, computer labs, and self-contained special education classrooms.
- **Middle Schools:** Average class size for middle school classrooms is estimated at 26 students. The actual number of students in an individual classroom depends on the above factors. Middle school capacity is calculated utilizing the number of basic education teaching stations and applying a utilization factor of 80%. Working building capacity calculations do not include classrooms used for resource rooms, computer labs, and self-contained special education classrooms.
- **High Schools:** Average class size for middle and high school classrooms is estimated at 26 students. The actual number of students in an individual classroom depends on the above factors. High school capacity is calculated utilizing the number of basic education teaching stations and applying a utilization factor of 83.3%. Capacity calculations do not include classrooms used for resource rooms, computer labs, and self-contained special education classrooms.

**SECTION 3  
CAPITAL FACILITIES INVENTORY**

This section identifies the capital facilities owned and operated by the District including schools, modulars, undeveloped land, and support facilities.

**A. Elementary Schools**

Elementary School	Location	Year of Occupancy	Building SF	Capacity	Teaching Stations
Woodland Primary School (K-1)	600 Bozarth Avenue Woodland, WA 98674	1972	59,296	399	19
Yale Elementary School (K-5)	11842 Lewis River Road Ariel, WA 98603	1962	8,703	63	3
Woodland Intermediate School (2-4)	2250 Lewis River Road Woodland, WA 98674	1997	54,718	441	21
<b>TOTALS:</b>				<b>903</b>	<b>43</b>

The District provides full day kindergarten and is providing limited 5<sup>th</sup> grade capacity at Yale Elementary. The majority of the 5<sup>th</sup> grade students are served at Woodland Middle School. For purposes of facility planning, the 5<sup>th</sup> grade is viewed as Middle School.

**B. Middle School**

Middle School	Location	Year of Occupancy	Building SF	Capacity	Teaching Stations
Woodland Middle School (5-8)	755 Park Street Woodland, WA 98674	1950	86,271	790	38

Middle school capacity is based on class size and the utilization factor.

**C. High School**

High School	Location	Year of Occupancy	Building SF	Capacity	Teaching Stations
Woodland High School (9-12)	1500 Dike Access Road Woodland, WA 98674	2015	152,830	866	40

High school capacity is based on class size and the utilization factor.

**D. Alternative Schools**

Middle School	Location	Year of Occupancy	Building SF	Capacity	Teaching Stations
Lewis River Academy (K-8)	800 Third Street Woodland, WA 98674	1950	2,417	48	2
TEAM High (9-12)	757 Park Street Woodland, WA 98674	2011	1,700	60	2

Students attending alternative programs are counted in the District’s enrollment but they are served in non-traditional settings (like the TEAM double classroom portable). For purposes of planning for future growth, and existing capacity, the District does not anticipate expanding alternative program facility capacity and is not including existing capacity in the capacity that exists for forecast growth.

**E. Portables Inventory**

Facility Type	No. of Portable Classrooms*	No. of Portables used as Interim Teaching Stations	Interim Capacity
Elementary Schools	2	0	42
Middle School	1	1	26
High Schools	2 (TEAM)	1 Double Classroom	60
<b>TOTALS:</b>	<b>5</b>	<b>2</b>	<b>128</b>

\*The District owns a total of 22 portables but 19 are not suitable for use and will be deemed surplus and sold. If the District’s growth exceeds capacity that can be provided in current facilities, students may be temporarily served in portables.

**F. Support Facilities**

Type	Location
School District Offices	Woodland Middle School Campus
Technology and Maintenance Facilities	Woodland Middle School Campus
Transportation Center (KWRL)	989 Frazier Lane Woodland, WA 98674

**G. Land Inventory**

The District owns 10 acres of property located at 11842 Lewis River Road in Ariel Washington.



**SECTION 4  
STUDENT ENROLLMENT PROJECTIONS**

The District’s six-year enrollment projections are based on an estimate by the Office of the Superintendent of Public Instruction (OSPI). OSPI estimates future enrollment for all Washington State school districts using a modified cohort survival methodology. This methodology estimates how many students in one year will attend the next grade the following year by looking at historical data. The methodology also forecasts how many new kindergarten students will enroll based on the number of live births in the county and historical averages for the number of children that enter kindergarten relative to the number of live births. The enrollment forecast is conservative in that it does not take land supply, local development and similar trends into account. It is more accurate in the earlier years and less accurate in later years.

**A. Projected Enrollment 2015 – 2021**

Grade	2015	2016	2017	2018	2019	2020	2021
<b>K-4</b>	833	866	871	894	936	939	957
<b>5-8</b>	720	710	736	744	722	773	774
<b>9-12</b>	742	728	725	744	772	766	795
<b>TOTALS:</b>	<b>2,295</b>	<b>2,304</b>	<b>2,332</b>	<b>2,382</b>	<b>2,430</b>	<b>2,478</b>	<b>2,526</b>

As shown above, the District anticipates an increase of 231 students over the next six years. Of the 231 students, 124 will be elementary school students, 54 will be middle school students and 53 will be high school students. The facility needs to serve this growth are discussed in Section 5.

**SECTION 5  
CAPITAL FACILITY NEEDS**

The District’s facility needs are determined by looking subtracting the existing capacity from the 2021 projected student enrollment. The resulting deficit is the number of students who cannot be housed in permanent facilities, or the facility needs.

**A. Projected Facility Capacity Needs**

Type of Facility	2015 Capacity	2021 Projected Enrollment	2021 Facility Need
Elementary	903	957	54
Middle	790	774	0
High	866	795	0

In 2015 the District completed construction of a new high school that has capacity to serve 866 students. This additional capacity will address all but the elementary school needs over the next six years. The cost to build the high school to add capacity, which is available to serve forecast growth, and the cost to add

elementary school capacity are the primary facility needs. Because future growth will require acquisition of real property for additional school sites, and the temporary use of portables, these improvements are also listed as facility capacity needs.

**B. 6-Year Plan – Facility Capacity Needs**

Project Description	Capacity	Cost	Cost for Added Capacity to Serve Growth <sup>4</sup>
High School	866	\$58,793,057	\$3,598,189 <sup>1</sup>
K-4 Expansion	63	\$1,932,707 <sup>2</sup>	\$1,656,606
Portables	0 <sup>3</sup>	\$200,000	\$0
<b>TOTAL:</b>	<b>929</b>	<b>\$60,925,764</b>	<b>\$5,254,795</b>

<sup>1</sup>The District added capacity in 2016 that is available to serve forecast growth. New development, which places demands on the high school and will use the capacity that has been provided, will contribute a small portion of the cost through the payment of school impact fees. School impact fees can be used to pay the debt service incurred to provide capacity at the high school.

<sup>2</sup>The cost is based on average cost per sq ft (\$278.89) to build elementary schools, with 110 sq ft per student.

<sup>3</sup> Because the portables provide interim or temporary capacity, and the real property does not provide capacity until a school is built on it, these improvements on their own do not add capacity. The District is not including the cost of these improvements in the impact fee calculation.

<sup>4</sup> Cost for added capacity is that percentage of the total cost attributed to the forecast increase in enrollment.

To accommodate growth on a short term and immediate basis, the Woodland School District may purchase and utilize portable classrooms and this plan incorporates those facilities and the equipment and furniture necessary to equip these classrooms in the District’s facility plan. Impact fee revenue can be available to fund portable facilities if these facilities are needed to serve growth.

**C. Six-Year Financing Plan**

Added Facility Capacity	Total	Impact Fees	State Construction Funds	Bonds
Secured	\$60,120,000	\$120,000	\$12,000,000	\$48,000,000
Unsecured	\$805,764	\$495,000 <sup>1</sup>	\$310,764	\$0

<sup>1</sup> Assumes collection of impact fees for 30 housing units a year at the current rate for six years.

### **General Obligation Bonds**

Bonds are used to fund site acquisition, construction of new schools, and other capital improvement projects. A 60% majority vote is required to approve the issuance of bonds. Bonds are then retired through collection of property taxes. In 2012 the District voters approve a \$48 million dollar bond to fund construction of the high school and other facility improvements.

### **State Construction Funds**

State construction funds primarily come from the Common School Construction Fund (the "Fund"). School districts may qualify for State construction funds for specific capital projects based on eligibility requirements and a state prioritization system. Based on the District's assessed valuation per student and the formula in the State regulations, the District is currently eligible for state construction funds for new schools at the 60.86 match level. The District received \$12 million for construction of the new high school.

### **Impact Fees**

The collection of school impact fees generates partial funding for construction of public facilities needed to accommodate new development. School impact fees are collected by the Cities and County on behalf of the District. Impact fees are calculated based on a formula, which includes the portion of District construction resulting in increased capacity in schools.

## **SECTION 6 SCHOOL IMPACT FEES**

The Growth Management Act (GMA) authorizes local jurisdictions to collect impact fees to supplement funding of additional public facilities needed to accommodate new development.

Local jurisdictions in Clark County have adopted impact fee programs that require school districts to prepare and adopt Capital Facilities Plans. Impact fees are calculated in accordance with the jurisdiction's formula, which is based on school facility costs to serve new growth.

The District's impact fees have been calculated utilizing the formula in the Clark County and the City of Woodland Impact Fee Ordinances. The resulting figures, in the attached Appendix A are based on the District's cost per dwelling unit to build the new facilities which add capacity that is needed to serve new development. Credits have also been applied in the formula to account for State Match funds the District receives and projected future property taxes that will be paid by the owner of the dwelling unit.

The District recommends collection of school impact fees in the following amounts:

Single Family: \$5,000

Multi Family: \$2,500

**WOODLAND SCHOOL DISTRICT NO. 404**

**RESOLUTION No. 16-01**

**ADOPTION OF THE 2015-2021 CAPITAL FACILITIES PLAN  
AND SCHOOL IMPACT FEES**

**WHEREAS**, the Growth Management Act (GMA) requires counties and cities to adopt comprehensive land use plans that, among other things, address the provision of public services for future growth and development;

**WHEREAS**, public schools are one of the public services that, with assistance from school districts, the counties and cities plan for;

**WHEREAS**, the Woodland School District assists Clark County and the City of Woodland to implement the GMA through the adoption of the Woodland School District Capital Facilities Plan and school impact fees;

**WHEREAS**, the GMA authorizes Clark County and the City of Woodland to collect school impact fees from residential development in order to ensure that school facilities are available to serve new growth and development;

**WHEREAS**, the District has updated its Capital Facilities Plan and student enrollment is projected to increase over the next six years due to growth in Clark County and the City of Woodland;

**WHEREAS**, the District will need to build new facilities to add capacity to serve the increased enrollment from the anticipated growth;

**WHEREAS**, existing funding sources are not sufficient to fund the new facilities that are needed to serve growth;

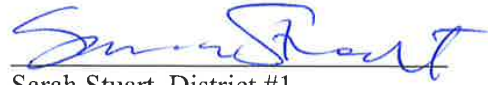
**WHEREAS**, the District requests Clark County and the City of Woodland continue collecting school impact fees in the amount recommended in the Capital Facilities Plan to supplement other public funds that, in combination with the school impact fees will be used to fund the new facilities.

**NOW THEREFORE, BE IT RESOLVED** that the 2015-2021 Woodland School District Capital Facilities Plan (CFP) is hereby adopted. The CFP shall be submitted to Clark County and the City of Woodland for adoption and incorporation into their Comprehensive Land Use Plans.

**BE IT FURTHER RESOLVED** that the District respectfully requests that Clark County and the City of Woodland collect school impact fees on behalf of the District in the amounts of \$ 5000 for each single-family home and \$ 2500 for each multi-family unit.

**ADOPTED** by the Board of Directors of Woodland School District No. 404, Clark County, Washington, at an open public meeting thereof, held March 14, 2016, the following Directors being present and voting:

Woodland School District No. 404  
Clark County, Washington



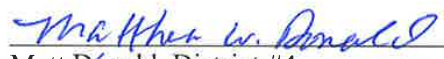
Sarah Stuart, District #1



Janice Watts, District #2



Lesa Beuscher, District #3



Matt Donald, District #4



Steve Madsen, District #5

ATTEST:



Michael Green, Secretary, Board of Directors

# Woodland School District 2015 Impact Fee Calculation

## APPENDIX A

$$SIF = \left[ CS(SF) - (SM) - \left( \frac{(1+i)^{10} - 1}{i(1+i)^{10}} \times AAV \times TLR \right) \right] \times A - FC$$

### Single Family Residence:

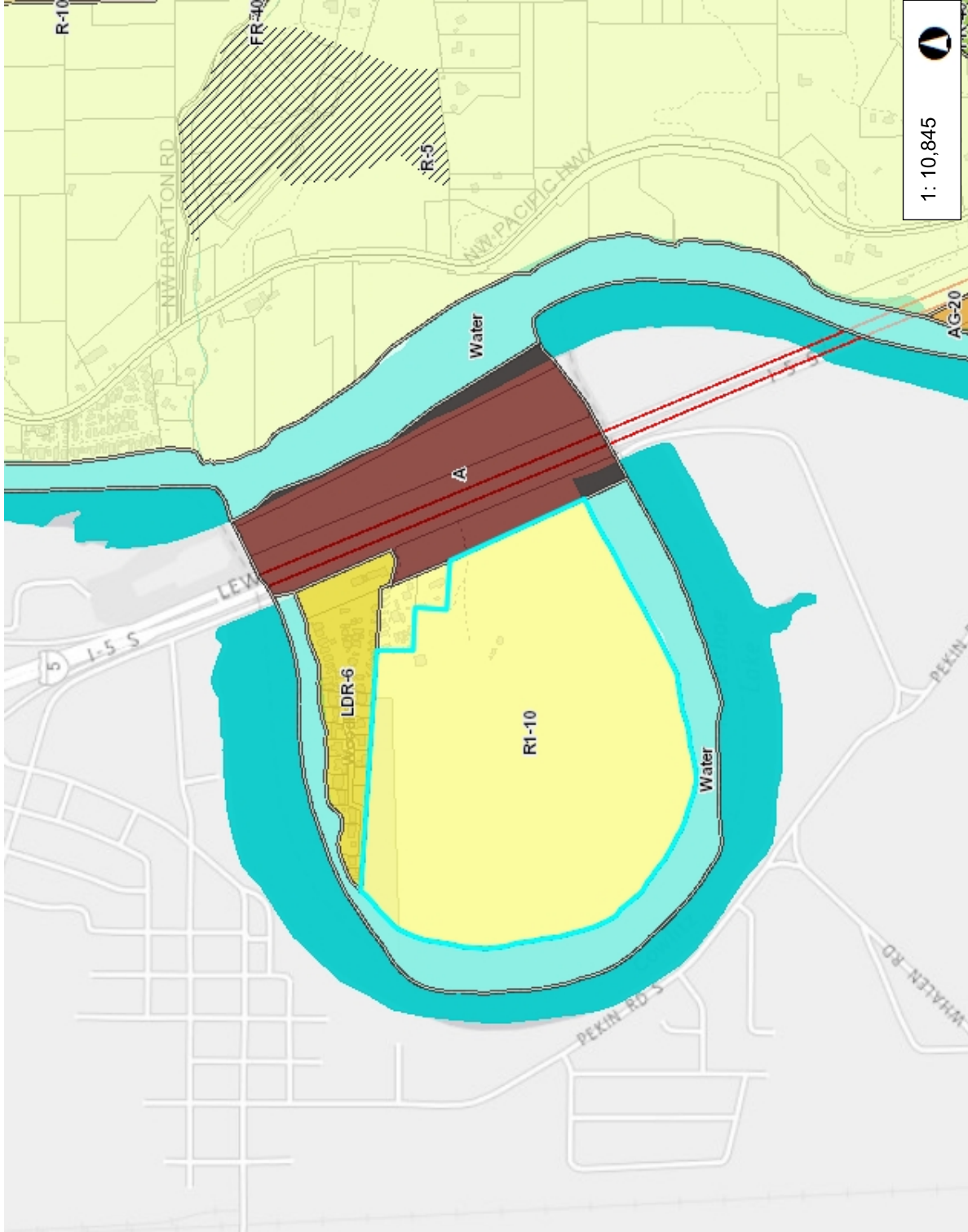
Elementary	Middle School	High School	Formula
\$1,656,606.00	\$0.00	\$3,598,189.40	Facility Cost
54	0	53	Additional Capacity
\$30,677.89	\$0.00	\$67,890.37	Cost per Student (CS)
0.229	0.048	0.086	Student Factor (SF)
<b>\$7,025.24</b>	<b>\$0.00</b>	<b>\$5,838.57</b>	<b>CS x SF</b>
\$200.40	\$200.40	\$200.40	Boeck Index
90.00	117.00	130.00	OSPI Sq Ft
60.86%	60.86%	60.86%	State Match Eligibility %
\$2,513.67	\$0.00	\$1,363.55	State Match Credit (SM)
<b>\$4,511.57</b>	<b>\$0.00</b>	<b>\$4,475.02</b>	<b>CS x SF - SM</b>
<hr/>			<b>Cost per Single Family Residence</b>
		0.00356	Average Interest Rate
		0.03617576	Tax Credit Numerator
		0.003688786	Tax Credit Denominator
		9.806956251	Tax Credit Multiplier (TCM)
		\$308,029.00	Average Assessed Value (AAV)
		3020826.93	TCM x AAV
		0.00096	Tax Levy Rate (TLR)
		\$2,899.99	<b>TCM x AAV x TLR = (TC)</b>
		<hr/>	<b>Cost per Single Family Residence - Tax Credit</b>
		\$912.99	15% reduction (A)
		<b>\$5,173.61</b>	<b>Calculated Single Family Fee Amount</b>
		<b>\$5,000.00</b>	<b>Recommended Fee Amount</b>

### Multi-Family Residence:

Elementary	Middle School	High School	Formula
\$1,656,606.00	\$0.00	\$3,598,189.40	Facility Cost
54	0	53	Additional Capacity
\$30,677.89	\$0.00	\$67,890.37	Cost per Student (CS)
0.289	0.105	0.105	Student Factor (SF)
<b>\$8,865.91</b>	<b>\$0.00</b>	<b>\$7,128.49</b>	<b>CS x SF</b>
\$200.40	\$200.40	\$200.40	Boeck Index
90.00	117.00	130.00	OSPI Sq Ft
60.86%	60.86%	60.86%	State Match Eligibility %
\$3,172.27	\$0.00	\$1,664.80	State Match Credit (SM)
<b>\$5,693.64</b>	<b>\$0.00</b>	<b>\$5,463.69</b>	<b>CS x SF - SM</b>
<hr/>			<b>Cost per Multi-Family Residence</b>
		0.00356	Average Interest Rate
		0.03617576	Tax Credit Numerator
		0.003688786	Tax Credit Denominator
		9.806956251	Tax Credit Multiplier (TCM)
		\$85,277.83	Average Assessed Value (AAV)
		836315.95	TCM x AAV
		0.00096	Tax Levy Rate (TLR)
		\$802.86	<b>TCM x AAV x TLR = (TC)</b>
		<hr/>	<b>Cost per Multi-Family Residence - Tax Credit</b>
		\$1,553.17	15% reduction (A)
		<b>\$8,801.30</b>	<b>Calculated Multi-Family Fee Amount</b>
		<b>\$2,500.00</b>	<b>Recommended Fee Amount</b>



# Woodland



1: 10,845

1,807.6 Feet

903.78

1,807.6  
 0  
 903.78  
 1,807.6 Feet

WGS\_1984\_Web\_Mercator\_Auxiliary\_Sphere  
 Clark County, WA GIS - <http://gis.clark.wa.gov>



## Legend

- Zoning Overlay**
- Urban Reserve - 10 (UR-10)
  - Industrial Urban Reserve - 20 (UR-20)
  - Railroad Industrial Urban Reserve (RIUR)
  - Railroad Industrial Overlay District (RIOD)
  - Urban Holding - 10 (UH-10)
  - Urban Holding - 20 (UH-20)
  - Urban Holding - 40 (UH-40)
  - Airport Environs Overlay
  - Surface Mining Overlay District
  - Existing Historic Resort
  - Mill Creek Overlay District
  - Highway 99 Overlay District
  - Activity Center Overlay
  - Transitional Area Overlay
  - Single Family Residential Area Overlay
  - Mixed Residential Area Overlay
  - Multifamily Residential Area Overlay
  - 78th Street Property
  - Columbia River Gorge Scenic Area
  - Mixed Use Overlay
  - Vancouver - Multiple Overlays
  - Sewer Capacity Overlay
  - Infill Residential Development Area

## Notes:

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