



**Staff Report**

TO: Clark County Planning Commission  
FROM: Oliver Orjiako, Director *OO*  
PREPARED BY: Sharon Lumbantobing, Planner II  
DATE: June 21, 2018  
SUBJECT: CPZ2018-00003 FAITH CENTER ANNUAL REVIEW FOR  
COMPREHENSIVE GROWTH MANAGEMENT PLAN AND MAP  
AMENDMENT

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**PROPOSED ACTION**

The Cornerstone Christian Academy for Learning and Leadership, Inc. (owner/applicant) is requesting to amend the comprehensive plan designation and zoning on tax parcels (200145000, 200080000 and 200080001), which are approximately 2.5 acres. The request is to amend the comprehensive plan designation from Mixed Use with Mixed Use (MX) zoning to Urban Low Density Residential with Single Family Residential (R1-6) zoning.

**BACKGROUND**

The 1994 Comprehensive Plan had a provision for some properties designated Mixed Use which allowed development using the underlying zoning, Light Industrial, unless a rezone was requested. The only implementing zone option was for MX. The former property owners of the site successfully requested a rezone in 2006 to MX, in conjunction with a conditional use permit for the Living Hope Church campus. The request in 2006 totaled five acres. Three of the five acres were sold in 2016 and combined with an industrial zoned property to the north. Last year, an amendment from Mixed Use with MX zoning to Industrial with Light Industrial (CPZ2017-00019 Wiard) was approved for the three acres to the north of the site.

The Faith Center Fellowship of Vancouver, Inc., initiated the annual review application on January 23, 2018, and at that time owned approximately 8.43 acres near the intersection of NE 117<sup>th</sup> Ave. (SR 503) and NE 107<sup>th</sup> St of which approximately 2.5 acres (tax parcels 200145000, 200080000 and 200080001) are designated Mixed Use (MX). The remainder of the property is designated Urban Low Density Residential (R1-6). On May 4, 2018, approximately 4.81 acres was transferred to Cornerstone Christian Academy for Learning and Leadership, Inc. under a Quickclaim Deed including tax parcels 200145000, 200080000 and 200080001. In addition, the county entered into a development agreement with Faith Center Fellowship of Vancouver, Inc. and Cornerstone Christian Academy on May 8, 2018. [RES. 2018-05-05]. The agreement identifies mitigation measures, development conditions, and phasing of the project from temporary portable classrooms to a permanent K-12 school.

The proposed comprehensive plan designation and zone change from Mixed Use (MX) to Urban Low Density Residential (R1-6) would facilitate the development of a permanent K-12 private school, because the MX zone does not allow grades 6-12.

If the proposed amendment is approved, the applicant will be required to complete a site plan review to come into compliance with all applicable code requirements.

## GENERAL INFORMATION

Tax Parcel Numbers: 200145000, 200080000 and 200080001

Location: The site is located at 10800 and 10818 NE 117<sup>th</sup> Ave.,  
Vancouver, WA, 98662  
Area: Approximately 2.5 acres  
Owner(s): Cornerstone Christian Academy for Learning and Leadership, Inc.  
Existing land use:  
Site: Mixed Use (MX)  
North: Light Industrial (IL)  
South: Urban Low Density Residential (R1-6)  
East: Mixed Use (MX), undeveloped  
West: Urban Low Density Residential (R1-6)

## SUMMARY OF PUBLIC INVOLVEMENT PROCESS

Sixty-day notification was sent to the Department of Commerce on March 20, 2018 under RCW 36.70A.106. The Notice of Determination of Non-Significance and SEPA Environmental Checklist were published in the Columbian newspaper on April 9, 2018. A legal notice was published for the Planning Commission hearing on June 6, 2018. A notice of application and hearing was posted on the property on June 6, 2018.

All public comments are included in the Planning Commission Hearing binder.

## APPLICABLE CRITERIA, EVALUATION AND FINDINGS

### CRITERIA FOR ALL MAP CHANGES

- A. **“The proponent shall demonstrate that the proposed amendment is consistent with the Growth Management Act (GMA) and requirements, the countywide planning policies, the Community Framework Plan, Comprehensive Plan, City Comprehensive Plans, Applicable Capital Facilities Plans and official population growth forecasts.” [CCC 40.560.010(G)(1)].**

### Growth Management Act (GMA)

The GMA goals set the general direction for the county in adopting its framework plan and comprehensive plan policies. The GMA lists thirteen overall goals in RCW 36.70A.020 plus the shoreline goal added in RCW 36.70A.480(1). The goals are not listed in order of priority. The GMA goals that apply to the proposed action are Goals 4 and 5.

Goal 4 Housing. “Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types and encourage preservation of existing housing stock.” [RCW 36.70A.020(4)].

WAC 365-196-410 Housing Element section provides recommendations for meeting the element requirements. Under WAC 365-196-410(2)(a)(iii)(B), “The housing element shows how

a county or city will accommodate anticipated growth, provide a variety of housing types at a variety of densities, provide opportunities for affordable housing for all economic segments of the community and ensure the vitality of established residential neighborhoods.....

(iii) Housing goals and policies should address at least the following:

(A) Affordable housing;

(B) Preservation of neighborhood character; and

(C) Provision of a variety of housing types along with a variety of densities.”

[WAC 365-196-410(2)(a)(iii)(B) and (C)].

Goal 5 Economic Development. “Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and disadvantaged persons and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state’s natural resources, public services and public facilities.” [RCW 36.70A.020(5)].

Finding: The subject parcels are approximately 2.5 acres located on SR503. There is a proposed church parking lot to the south, industrial applications to the north, and church buildings to the west. The MX zoning promotes a mix of mutually supporting retail, service, office and residential uses. Mixed Use zoning is envisioned to be a convenient environment for living, working, recreating and traveling, but it does not allow grades 6-12. The location of the MX parcels do not lend themselves to the neighborhood character as the property to the north was rezoned from MX to Light Industrial in 2017. The proposed zone change would make the zoning consistent with the remaining parcels to allow for the development of an integrated campus for religious and educational purposes. The proposed amendment is consistent with the GMA as it would provide for more consistency in terms of land use by not leaving a small island of MX zoning to the west of SR-503.

### **Community Framework Plan**

The Community Framework Plan (Framework Plan) provides guidance to local jurisdictions on regional land use and service issues. The Framework Plan encourages growth in centers, urban and rural, with each center separate and distinct from the others. The centers are oriented and developed around neighborhoods to allow residents to easily move through and to feel comfortable within areas that create a distinct sense of place and community. The Community Framework Plan policies applicable to this proposal include the following:

“9.1.0 Encourage a balance of job and housing opportunities in each urban center. Provide sufficient land for business as well as homes. Businesses within the community should provide a range of job types for the community’s residents.

10.1.4 Establish development standards for higher densities and intensities of development along priority and high capacity transit corridors that encourage pedestrian, bicycle and public transit usage.” [Framework Plan, pages 21 and 22].

Finding: The proposed amendment is within the urban area that is served by public facilities and services. The subject site is located in an area of existing urban development surrounded by residentially zoned and developed land and Mixed Use undeveloped land. Mixed Use (MX) zone land is intended to achieve the goals and objectives of the Community Framework Plan and the comprehensive plan:

- enhance livability, environmental quality and economic vitality;
- accommodate and respect surrounding land uses by providing a gradual transition into lower density neighborhoods that may encircle a potential mixed-use site;
- maximize efficient use of public facilities and services; provide a variety of housing types and densities;
- reduce the number of automobile trips and encourage alternative modes of transportation;
- and create a safe, attractive and convenient environment for living, working, recreating and traveling; and,
- shall be accomplished through design requirements governing such elements as scale, bulk, street orientation, landscaping and parking as contained in the Mixed Use Design Standards." [2016 Plan, page 34].

Current MX zoning allows preschool and elementary school uses. This proposed amendment would facilitate development of education services for grades 6-12 providing higher wages than traditional commercial uses. This proposed amendment would establish higher intensity development along SR-503. The new school facility would better utilize this site.

### **Countywide Planning Policies (CWPP)**

The GMA, under RCW 36.70A.210, requires counties and cities to collaboratively develop Countywide Planning Policies (CWPP) to govern the development of comprehensive plans. The WAC 365-196-305(1) defines "the primary purpose of CWPP is to ensure consistency between comprehensive plans of counties and cities sharing a common border or related regional issues. Another purpose of the CWPP is to facilitate the transformation of local governance in the urban growth areas, typically through annexation to or incorporation of a city, so that urban governmental services are primarily provided by cities and rural and regional services are provided by counties." The Countywide Planning Policies applicable to this proposal include the following:

- 2.1.1 The Comprehensive Plan of the county and each municipality shall identify sufficient land for housing, including, but not limited to, government-assisted housing, housing for low-income families, manufactured housing, multifamily housing and group homes and foster care facilities. All jurisdictions will cooperate to plan for a "fair share" of the region's affordable housing needs and housing for special needs population.
- 2.1.2 Link economic development and housing strategies to achieve parity between job development and housing affordability." [2016 Plan, page 73].

"School planning cannot be in isolation. The relationship between school, land-use, economic development, housing and transportation policies must be in concert and directly tied to each other throughout the comprehensive plan.

- 10.1.1 The county and each city shall give full consideration to the importance of school facilities and encourage development of sustainable learning environments through the adoption and implementation of county and city comprehensive land use plan policies and development regulations.
- 10.1.3 The county and city shall include sufficient vacant land at adequate sizes in the future land use categories to meet projected demand for new schools.
- 10.1.6 Encourage jurisdictions to cooperate in planning and permitting school facilities through land use policies and regulations that minimize the financial burden associated with developing school facilities." [2016 Plan, pages 239-240].

10.3.1 The county, each city and school districts should explore the possibility of siting new facilities jointly with private, non-profit, or other local government owned facilities on sites that are in locations that best serve the growth projected by the comprehensive plan.” [2016 Plan, pages 240-241].

Finding: The subject site is within the Vancouver Urban Growth Area and is located in the Orchards neighborhood. This proposed amendment would provide schools adjacent to existing housing and would encourage the co-location of schools with other privately owned facilities, namely the church. The plan amendment would provide land for school facilities along a transit corridor. The site is approximately 2.5 acres and is part of an 8 acre complex. The Mixed Use zoning provides that a minimum of twenty percent (20%) of the development shall be nonresidential and a minimum of twenty percent (20%) of the development shall be residential and is envisioned to be a convenient environment for living, working, recreating and traveling. A MX development would create an island of residential to the west of SR 503. Therefore, the proposed amendment is consistent with the applicable Countywide Planning Policies.

### **Comprehensive Growth Management Plan 2015-2035 (2016 Plan)**

The Clark County Comprehensive Plan contains many policies that guide urban form and efficient land use patterns. The most relevant goals and policies applicable to this application are as follows:

“Goal: Encourage more compact and efficiently served urban forms and reduce the inappropriate conversion of land to sprawling, low-density development.”

“1.3.1 Urban densities and uses may occur throughout the urban growth area if it is provided with adequate services. Development and redevelopment in the UGA should be strongly encouraged to occur in greater intensity in major centers, transit routes and other areas characterized by both existing higher density urban development and existing urban services. Development and redevelopment should be encouraged to occur with less intensity in areas where urban development is of lower density or has not yet occurred, or in areas where urban services do not yet exist.” [2016 Plan, page 46].

Finding: The proposed re-designation of this land is consistent with the type and intensity of uses expected in the Urban Growth Area. The anticipated use of this site for the development of a grades 6-12 school is consistent with the type and intensity of uses expected in the Urban Growth Area. Water and sewer service in this area is provided by the Vancouver Water District and Clark Regional Wastewater District. The site is located on SR 503, and is served by CTRAN bus route #7 and by Fire District 5. The proposed amendment is consistent with polices in the 2016 Plan.

Conclusion: Criterion A has been met.

**B. “The proponent shall demonstrate that the designation is in conformance with the appropriate locational criteria identified in the plan and the purpose statement of the zoning district”. [CCC 40.560.010(G)(2) and CCC 560.020.(G)].**

“Urban Low Density Residential (UL). This designation provides for predominantly single-family residential development with densities of between five and ten units per gross acre. Minimum densities will assure that new development will occur in a manner which maximizes the efficiency of public services. New development shall provide for connection to public sewer and water. Duplex and attached single-family homes through infill provisions or approval of a Planned Unit Development may be permitted. In addition, public facilities, churches, institutions

and other special uses may be allowed in this designation if certain conditions are met. The base zones which implement this 20-Year Plan designation are the R1-20, R1-10, R1-7.5, R1-6 and R1-5 zones. The zones may be applied in a manner that provides for densities slightly higher than existing urban development, but the density increase should continue to protect the character of the existing area.” [2016 Plan, page 33].

“Single-Family Residential Districts (R1-20, R1-10, R1-7.5, R1-6 and R1-5)

A. Purpose.

1. The R1-20, R1-10, R1-7.5 districts are intended to:
  - a. Recognize, maintain and protect established low-density residential areas.
  - b. Establish higher densities where a full range of community services and facilities are present or will be present at the time of development.
  - c. Provide for additional related uses such as school, parks and utility uses necessary to serve immediate residential areas.
2. The R1-6 and R1-5 districts are intended to provide for higher single and duplex densities where a full range of community services and facilities are present or will be present at the time of development.” [CCC 40.220.010(A)].

Finding: The proposed comp plan amendment and rezoning is in conformance with both the locational criteria in the comp plan and the purpose of the proposed zoning districts. In the R1-6 zone, grades K-5 public and private schools are permitted uses and grades 6-12 public and private schools are conditional uses, requiring a conditional use permit. The subject site is located in an area of existing urban development surrounded by residentially zoned and developed land.

Conclusion: Criterion B is met.

**C. The map amendment or site is suitable for the proposed designation and there is a lack of appropriately designated alternative sites within the vicinity. [CCC40.560.010(G)(3)].**

Finding: The surrounding properties are already zoned Urban Low Density Residential. Churches and their associated uses, such as private schools, typically locate in residential neighborhoods. Consistently zoning all the parcels in this development to R1-6 would accommodate education and religious land uses related to the activities of the current property owner, Cornerstone Christian Academy for Learning and Leadership, Inc. Consistent zoning to R1-6 would allow this 8-acre property to develop grades K-5 and grades 6-12 education facilities all on one campus. The property owner wants to co-locate the church and grades K-12 on one integrated site. In 2017, an amendment from Mixed Use with MX zoning to Industrial with Light Industrial (CPZ2017-00019 Wiard) was approved for the three acres to the north of the subject site, leaving the subject parcels as an island of MX on the west side of SR-503.

Conclusion: The site is suitable for the requested Urban Low Density Residential comp plan designation with Urban Low Density Residential (R1-6) zoning. Criterion C has been met.

- D. The plan map amendment either; (a) responds to a substantial change in conditions applicable to the area within which the subject property lies; (b) better implements applicable comprehensive plan policies than the current map designation; or (c) corrects an obvious mapping error. [CCC 40.560.010(G)(4)].**

Finding: The proposed amendment addresses this requirement by b) better implementing applicable comprehensive plan policies than the current map designation. The proposed amendment would allow the expansion and co-location of the church and school with grades K-12 on one integrated campus. Rezoning the two parcels to R1-6 would allow the development of grades 6-12, which are not allowed in MX zoning. The proposed amendment would provide for more consistency in terms of land use by not leaving a small island of MX zoning to the west of SR-503. The property is all under one owner and the proposed zone change would make the zoning consistent on all of the parcels to allow for the development of an integrated campus of religious and educational purposes.

Conclusion: The proposed change responds to a substantial change in conditions applicable to the area within which the subject property lies. Criterion D has been met.

- E. Where applicable, the proponent shall demonstrate that the full range of urban public facilities and services can be adequately provided in an efficient and timely manner to serve the proposed designation. Such services may include water, sewage, storm drainage, transportation, fire protection and schools. Adequacy of services applies only to the specific change site. [CCC 40.560.010(G)(5)].**

Finding: The site is in the Vancouver Urban Growth area. Schools require a full range of urban services. Water and sewer service in this area is provided by the Vancouver Water District and Clark Regional Wastewater District. The site is located on SR 503 and is served by CTRAN bus route #7 and by Fire District 5. The Transportation Impact Analysis shows a decrease in trips as a result of this request from 1,810 daily trips in MX zoning to 226 daily trips in R 1-6 zoning, a decrease of 1,584 daily trips. A grade 6-12 school would generate approximately 536 daily trips, a decrease of 1,274 from the MX zoning.

Conclusion: Criterion E has been met.

## **RECOMMENDATION AND CONCLUSIONS**

Based on the information and the findings presented in this report, staff recommends that the Planning Commission forward a recommendation of **APPROVAL** to Clark County Councilors.

The following table lists the applicable criterion and summarizes the findings of the staff report for CPZ2018-00004. 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 for Policy/Text Amendments</b>	<b>Criteria Met?</b>	
	<b>Staff Report</b>	<b>Planning Commission Findings</b>
A. Consistency with GMA & Countywide Policies	Yes	
B. Conformance with Locational Criteria	Yes	
C. Site Suitability and Lack of Appropriately Designated Alternative Sites	Yes	
D. Amendment Responds to Substantial Change in Conditions, Better Implements Policy, or Corrects Mapping Error	Yes	
E. Adequacy/Timeliness of Public Facilities and Services	Yes	
<b>Recommendation:</b>	<b>Yes</b>	