

**CITY COUNCIL STUDY SESSION ITEM**

**SUBJECT**

City Council determination of 2018 annual Comprehensive Plan Amendments work program (Threshold Review)

**STAFF CONTACTS**

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**POLICY ISSUES**

The City Council determines proposed Comprehensive Plan Amendments (CPA) for the 2018 annual work program. The Planning Commission recommendations for the work program are included here.

*The Comprehensive Plan is Bellevue’s foundational policy document which guides the nature and intensity of development in the City and sets out the community’s vision for the future, provides policies to guide City actions, and provides a framework to allow the City and community organizations to work towards common goals. An amendment to the Plan is a mechanism by which the City may modify its land use, development, or growth policies.*

*- Land Use Code (LUC) 20.30I.120 - Purpose*

Pursuant to the state Growth Management Act (GMA), the Bellevue City Code permits property owners to propose site-specific CPA. These privately-initiated applications are accepted and reviewed annually; they are not part of a broader City initiative. Proposed site-specific amendments approved by the City Council lead to rezoning to ensure development regulations that are consistent with and [implement](#) the comprehensive plan.

**DIRECTION NEEDED FROM COUNCIL**

<b>ACTION</b>	<b>DIRECTION</b>	<b>INFORMATION ONLY</b>
<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Review the Planning Commission Threshold Review recommendations and the criteria set forth in LUC [20.30I.140](#) and determine which amendment proposals will be included in the annual CPA work program.

**BACKGROUND/ANALYSIS**

Consideration of proposals to amend the Comprehensive Plan is limited to an annual process under the state GMA. The 2018 annual work program consists of four steps:

1. Planning Commission Threshold Review study, evaluation, and public hearings to recommend whether initiated proposals should be considered for further review in the annual work program (June 13 and June 27).

2. City Council action on Planning Commission recommendations to establish the annual work program (tonight).
3. Proposals included in the Annual CPA Work Program are referred back to the Planning Commission for Final Review.
4. Planning Commission Final Review study, evaluation, and public hearings; and City Council Ordinance actions (late summer – fall.)

[2018 Annual CPA List of Proposed Amendments](#)

*This link includes the original applications, staff recommendations, links to Planning Commission agendas, and to all public comments*

<b>CPA</b>	<b>Site-specific Proposal and Subarea</b>	<b>Planning Commission Recommendation</b>
<b>City Dacha LLC</b> 17-131046-AC	<i>Proposed site-specific map change of 0.43 acres from Public/Single Family-Low (P/SF-L) to Multifamily-Medium (MF-M)</i> <b>160 118<sup>th</sup> Ave SE Wilburton</b>	<i>Include in 2018 work program</i> June 13
<b>Bellevue Nursery</b> 18-103877-AC	<i>Proposed site-specific map change of 0.53 acres from Single Family-High (SF-H) to Neighborhood Business (NB)</i> <b>842 104<sup>th</sup> Ave SE Southwest Bellevue</b>	<i>Include in 2018 work program</i> June 13
<b>Red Town</b> 18-103926-AC	<i>Proposed site-specific map change of 1.56 acres from Single Family-Medium (SF-M) to Single Family-Urban Residential (SF-UR)</i> <b>16425 SE Cougar Mountain Way Newcastle</b>	<i>Include in 2018 work program</i> June 13
<b>DASH Glendale</b> 18-103949-AC	<i>Proposed site-specific map change of 3.8 acres from Multifamily-Medium (MF-M) to Neighborhood Mixed Use (NMU)</i> <b>12600 NE 8<sup>th</sup> St Wilburton</b>	<i>Include an expanded site proposal in the Wilburton Study Area Implementation work program</i> June 13
<b>Newport Hills Shopping Center Redevelopment</b> 18-103965-AC	<i>Proposed site-specific map change of 6.4 acres from Neighborhood Business (NB) to Neighborhood Mixed Use (NMU) and amendments to the text of the Newport Hills Subarea Plan and in the Land Use Element in Policy LU-19, both to include references to the NMU land use designation.</i> <b>5600 119<sup>th</sup> Ave SE, 5804 119<sup>th</sup> Ave SE, 11905 and 11919 SE 56<sup>th</sup> St Newport Hills</b>	<i>Do not include in 2018 work program</i> June 27

**Recommendations Overview, Issues, Key Facts**

**Summary Recommendation: City Dacha LLC 17-131046 AC**

This privately-initiated application would amend 0.43 acres of the Wilburton Subarea map from Public/Single Family-Low (P/SF-L) to Multifamily-Medium (MF-M) at 160 118<sup>th</sup> Avenue SE in the Wilburton Subarea. The site is currently developed with a vacant single-family home.

The Planning Commission recommends including this proposed amendment in the 2018 work program because the application meets Land Use Code decision criteria for Threshold Review of a privately initiated CPA (LUC 20.30I.140). See Attachment B.

The proposed amendment addresses significantly changed conditions since the last time the pertinent Comprehensive Plan map or text was amended (LUC 20.30I.140.E) due to the unanticipated consequences of the adopted Public designation of the site (P/SF-L). This designation considered the site to be a future part of the Wilburton Hill Community Park. Since the site will not be acquired for park purposes, the designation is an unintended consequence in that it prevents consideration of the appropriate density on this site.

**Summary Recommendation: Bellevue Nursery 18-103877 AC**

This privately-initiated application would amend 0.53 acres of the Southwest Bellevue Subarea map from Single Family-High (SF-H) to Neighborhood Business (NB) at 842 104<sup>th</sup> Avenue SE. The site is developed with a plant nursery and buildings.

The Planning Commission recommends including this proposed amendment in the 2018 work program because the application meets Land Use Code decision criteria for Threshold Review of a privately initiated CPA (LUC 20.30I.140). See Attachment C.

The proposed amendment addresses significantly changed conditions since the last time the pertinent Comprehensive Plan map or text was amended (LUC 20.30I.140.E) due to the unanticipated consequences of an adopted policy—the historical establishment of a residential land use designation directing redevelopment—setting up a conflict with the reality of the site and its’ extremely long-tenured use for commercial purposes. The nonconforming designation prevents the site from sustaining its community role.

The City’s land use strategies are to ensure redevelopment fits into neighborhoods with a goal of maintaining and enhancing shared qualities of stability, maintenance, and healthy levels of re-investment.

**Summary Recommendation: Red Town 18-103926 AC**

This privately-initiated application would amend 1.56 acres of the Newcastle Subarea map from Single Family-Medium (SF-M) to Single Family-Urban Residential (SF-UR) at 16425 SE Cougar Mountain Way. The site is developed with a single-family home.

The Planning Commission recommends including this proposed amendment in the 2018 work program because the application meets Land Use Code decision criteria for Threshold Review of a privately initiated CPA (LUC 20.30I.140). See Attachment D.

The proposal has demonstrated significantly changed conditions on the subject property or its surrounding area (LUC 20.30I.140.E) where such change has implications that need to be addressed for the Plan to function as an integrated whole.

Lakemont-area neighborhoods have been built out at densities that have effectively supported the parks, streets and transit infrastructure intended for these levels of urban development. Policy focuses on this relationship between density and infrastructure. When it is implemented on surrounding sites, it is a significantly changed condition for the Red Town site. The site is essentially overlooked, with land at a potential density that cannot take advantage of this relationship.

**Summary Recommendation: DASH Glendale 18-103949 AC**

This privately-initiated application would amend 7.5 acres of the Wilburton Subarea from Multi-family Medium (MF-M) to Neighborhood Mixed Use (NMU) at 12600 NE 8<sup>th</sup> Street and 900 124<sup>th</sup> Avenue NE. The sites are developed with multifamily housing and an assisted living complex.

The Planning Commission recommends including a geographically-expanded DASH-Glendale site in the previously established ongoing Wilburton Citizen Advisory Committee (CAC) Study work program implementation. The Commission further recommends directing that the Wilburton Study policy, code, and zoning implementation work establish an appropriate land use and density for the site consistent with the Wilburton CAC vision, principles, and recommendations. See Attachment E.

The Wilburton CAC, at its April 5 meeting, heard a presentation on the proposal. The group agreed to recommend including the site in the Study Area by identifying it in its project principles framework for affordable housing. The group recognized the unique opportunity represented by a combination of the site's proximity to the Wilburton Study area; proximity to transit walksheds and other infrastructure; and acknowledged a willing property owner agreeing to this direction, whose ownership mission is to provide workforce housing on property it owns. The CAC also heard from staff that the proposal could directly mitigate some of the impacts to affordable housing supply identified in the Wilburton Study Environmental Impact Statement.

Staff confirmed that the proposed use of the Neighborhood Mixed Use (NMU) designation to address DASH and Citywide affordable housing strategy implementation presents a reason to examine under Threshold Review. Were it not for the presence of the ongoing Wilburton Study Area work program, the Commission would recommend for advancing through Threshold Review. However, Commissioners believe that the proposal is more appropriately addressed in the Wilburton Study Area work program (LUC 20.30I.140.C). Not only is there a unique confluence of opportunity as identified above; it also allows for strategizing in a broader way about how to provide affordable housing in a form other than as a stand-alone plan amendment.

Including this site in the Wilburton work program will make it part of the implementation work identifying the site's capacity for affordable housing. This will result in proposed Comprehensive Plan policy and map recommendations in 2019. This approach continues a plan amendment review focus on community engagement and on understanding of the potential affordable housing density on the sites. This, in turn, is intended to inform City decisions to subsequently examine appropriate density levels on other sites owned by faith-based institutions, non-profits, and other affordable housing providers.

The framework goal and vision intended by the Wilburton CAC for the study area applies equally to the two DASH properties. It creates a remarkable intersection of City affordable housing strategy implementation, DASH provider goals, and appropriate and related land uses in Wilburton.

**Summary Recommendation: Newport Hills Shopping Center Redevelopment 18-103965 AC**

This privately-initiated application would amend 6.4 acres of the Newport Hills Subarea map from Neighborhood Business (NB) to Neighborhood Mixed Use (NMU) at 5600 119<sup>th</sup> Avenue SE, 5804 119<sup>th</sup> Avenue SE, and 11905 and 11919 SE 56<sup>th</sup> Street and would also amend relevant text in the Newport Hills Subarea Plan to include references to the NMU designation, and to amend Policy LU-19 in the Land Use Element:

*Policy LU-19: Support mixed residential/ commercial development in all Neighborhood Business, Neighborhood Mixed Use, and Community Business land use districts in a manner that is compatible with nearby uses.*

The Planning Commission does not recommend including this proposed amendment in the 2018 work program because the application does not meet Land Use Code decision criteria for Threshold Review of a privately initiated CPA (LUC 20.30I.140), specifically criteria E and G. See Attachment F.

The Commission conducted a thorough study session, heard testimony from 52 speakers and the applicant, received 159 public comments, and heard reference to a petition signed by over 750 people.

For the significantly changed conditions threshold in criterion E, the Commission could not find that the failure of the existing NB designation to remedy decline in the shopping center is a significantly changed condition requiring the Comp Plan to address it through the use of NMU. That decline could be based on any one of a number of economic factors not related to the Comprehensive Plan.

Yet in the face of that decline, the center continues to thrive as the commercial and “third place” center of this community. The Commission also could not find the proposal’s consistency with Comprehensive Plan policy either specifically to the subarea’s commercial center revitalization policies or in general for aging centers, neighborhood commercial areas, and adaptable neighborhoods, when the proposal has the potential to remove the very “third place” characteristics that make the shopping center the heart of the Newport Hills area.

The 2018 annual proposed amendments were introduced to the Planning Commission with a January 24 “CPA Overview” study session; a March 14 “Introductory and statutory process review” study session; and an April 25 study session examining the potential expansion of geographic scope for each of the privately-initiated applications.

### **Effective Community Engagement, Outreach and Public Comments at Threshold Review**

The 2018 proposed site-specific applications were introduced to the Commission during the April 25 Study Session. Notices of the applications were published in the Weekly Permit Bulletin, and mailed and posted as required by LUC 20.35.420. Notice of the June 13 and June 27 Public Hearings before the Planning Commission were published in the Weekly Permit Bulletin on May 24 and June 7, respectively, and included notice sent to parties of interest. Owners and residents within the 500-foot noticing perimeter of the sites received official notice, as did people signed up to receive such notices.

Applicants, residents, and communities are engaging across a variety of media in proactive public participation during the 2018 annual CPA review process. The City’s early and continuous community engagement includes:

- ✓ Responsive early outreach to requests for information and to become parties of interest
- ✓ Responding in writing to each written public comment submitted and returning phone calls
- ✓ Expanded web page material with review schedules, application lists, and a “What’s Next” timeline
- ✓ Official Weekly Permit Bulletin notice as required

Public comments come in throughout the process. All written comments are included in the public record. [Public comments are also posted](#) on the proposed CPA web site.

**OPTIONS**

1. Establish the 2018 annual Comprehensive Plan Amendment work program as recommended by the Planning Commission through their Resolutions (See Attachments B-F).
2. Do not approve the motion and provide alternative direction to staff.

**RECOMMENDATION**

Option 1

**MOTION**

Move to include the City Dacha LLC, Bellevue Nursery, and Red Town proposed Comprehensive Plan amendments, and to not include the Newport Hills Shopping Center Redevelopment proposed Comprehensive Plan amendment, in the 2018 annual Comprehensive Plan Amendment work program; and to include the DASH Glendale proposal in the approved Wilburton Study Area Implementation work program.

**ATTACHMENT(S)**

- A. Map of the 2018 proposed plan amendments
- B. Planning Commission Resolution for the City Dacha LLC proposed plan amendment
- C. Planning Commission Resolution for the Bellevue Nursery proposed plan amendment
- D. Planning Commission Resolution for the Red Town proposed plan amendment
- E. Planning Commission Resolution for the DASH Glendale proposed amendment
- F. Planning Commission Resolution for the Newport Hills Shopping Center Redevelopment proposed plan amendment

**AVAILABLE IN COUNCIL DOCUMENT LIBRARY**

N/A