

2025 Annual Final Review Comprehensive Plan Amendment Recommendation
Council-initiated Amendment

Crossroads Neighborhood Area Plan

Staff recommend approving this proposed amendment because the application satisfies Land Use Code decision criteria for Final Review of a City Council-initiated Comprehensive Plan Amendment (LUC 20.30I.150) amending the Comprehensive Plan with the Crossroads Neighborhood Area Plan.

Application Number: 24-123941-AC

Proposal: Crossroads Neighborhood Area Plan

Elements: N/A (Volume 2)

Subarea Plans: Crossroads, BelRed, Wilburton/NE 8th Street

Final Review is the second step in Bellevue's two-part plan amendment review process. Proposed amendments initiated by the City Council go straight to this step, as the Council's decision to initiate validates the proposal as worthy of plan amendment consideration. Final Review evaluates the merits of proposed amendments included in the annual Comprehensive Plan Amendment (CPA) work program. Final Review evaluation and decision includes staff review, a Planning Commission public hearing and recommendation by resolution, and City Council action by ordinance.

PROPOSAL

This proposed plan amendment would adopt a Crossroads Neighborhood Area Plan within Volume 2 of the Comprehensive Plan, replacing the existing Crossroads, BelRed and Wilburton/NE 8th Street Subarea Plans to the extent that these plans cover the Crossroads neighborhood area. The Crossroads Neighborhood Area Plan includes a vision statement, community context including the neighborhood area's history and a demographic profile, neighborhood challenges and opportunities identified during the planning process, an urban design framework, and a neighborhood policy summary providing an overview of the goals and policies included in the final section of the plan.

This amendment would repeal the existing Crossroads subarea plan. Additionally, as part of this amendment, the existing Crossroads subarea plan would be readopted for that portion of the Crossroads subarea which is located outside of the Crossroads neighborhood area to ensure subarea plan policies remain in effect where they won't be superseded by the new Crossroads Neighborhood Area Plan. Attachment B shows the boundaries of both the neighborhood areas and old subareas. This amendment would also remove policies from the Crossroads subarea plan that pertain solely to the area that would be covered by the Crossroads Neighborhood Area Plan that is part of this CPA, as outlined in Attachment C. A comprehensive update will take place in 2026-2027 as part of the Lake Hills neighborhood area planning process including extensive engagement with the local community. Finally, this amendment would amend the boundaries of the BelRed and Wilburton/NE 8th Street subarea plans to align with Map NH-1 Neighborhood Area Boundaries of the city's Comprehensive Plan, specifically the boundaries of the Crossroads neighborhood area. These boundary changes are proposed to ensure consistency across Volume 2 of the Comprehensive Plan.

Work Program and Background

On September 17, 2024, staff presented to Council the plan to resume the Great Neighborhoods program with neighborhood area plan updates in Crossroads. Since the September 2024 launch, staff have implemented a robust community engagement plan working with the Crossroads community. The goal of

the community engagement plan is to manage equitable, informed community dialogue about the community's vision at the neighborhood level. The neighborhood area planning process is rooted in extensive community engagement and seeks to equitably engage local communities to define specific neighborhood values and policies. Particular attention was given to historically underserved communities and identifying any missing voices and perspectives to have representative engagement. Staff connected with the community through a diverse set of engagement activities, including both in-person and virtual events and online feedback options, and supported by the City's expanded Cultural Outreach Assistant program to ensure representative participation. This series of community engagement activities identified priorities for the Crossroads community and garnered feedback regarding public space opportunities and specific policies to incorporate into the plan. The plan and its policies focus on neighborhood-specific priorities, with ties to larger Citywide issues and concerns mentioned in the narrative.

OVERVIEW OF STAFF RECOMMENDATION

This proposal satisfies the Final Review Decision Criteria for a Comprehensive Plan Amendment:

- √ The proposed amendment is **consistent with the Comprehensive Plan** *because it fulfills the goals set forth in the Neighborhoods element to implement citywide policies within the neighborhood area plans, particularly policies NH-17 through N-19;*
- √ The proposed amendment **addresses the interests and changed needs of the entire city** *because it addresses the need for a neighborhood scale of interest to be incorporated into the Comprehensive Plan, allowing for variety across the city;*
- √ The proposed amendment **addresses significantly changed conditions (since the last time the pertinent map or text was amended)** *due to changes related to the pertinent Plan map or text; where such change has implications of a magnitude that need to be addressed for the Comprehensive Plan to function as an integrated whole. The most recent major update to the Crossroads subarea plan, covering most of the Crossroads neighborhood area, occurred in 1988. Many significantly changed conditions exist since this time and are represented by updated goals, policies, and priorities represented in the proposed CPA;*
- √ Implicit in the proposed amendment is an expectation of **general conformance with adjacent land use and the surrounding development** pattern. However, it is not a site-specific amendment in property terms so the decision criterion for **development suitability** does not apply;
- √ The proposed amendment **demonstrates a public benefit and enhances the public health, safety and welfare** *because it addresses an identified need for neighborhood-specific long-range planning across the City, allowing for the current needs and priorities of the Crossroads community to be reflected in the Neighborhood Area Plan.*

FINAL REVIEW DECISION CRITERIA

The Final Review Decision Criteria for a proposed Comprehensive Plan amendment are set forth in the Land Use Code in Section 20.30I.150. A proposal must meet all of the criteria to be recommended for approval. Based on the criteria, Community Development Department staff recommends **approval** of the proposed amendment:

Final Review Decision Criteria	Meets/Does Not Meet
A – Obvious technical error	N/A
B1 – Consistent with Plan and other plans and law	Meets
B2 – Addresses interests and changed needs of entire city	Meets
B3 – Addresses significantly changed conditions	Meets
B4 – Could be suitably developed	N/A
B5 – Demonstrates a public benefit	Meets

This conclusion is based on the following analysis:

A. There exists obvious technical error in the pertinent Comprehensive Plan provision, or

Not applicable to this proposal. While the existing Crossroads subarea plan dates back to 1988, updating it does not constitute addressing a technical error but rather focuses on Decision Criterion B3 regarding changed conditions.

B1. The proposed amendment is consistent with the Comprehensive Plan and other goals and policies of the city, the Countywide Planning Policies (CPP), the Growth Management Act and other applicable law; and

The proposed amendment is consistent with such plans, goals, and policies of the city and of the CPP, the GMA, and other applicable law.

The proposed amendment is **consistent with the Comprehensive Plan** because it fulfills the goals set forth in the *Neighborhoods and Land Use* elements to address neighborhood-specific issues within the neighborhood area plans, particularly policies NH-17 through NH-19 and LU-23 regarding *Neighborhood Area Planning*.

- **Policy NH-17.** Use the neighborhood area planning process to implement citywide policies adopted within the comprehensive plan.
- **Policy NH-18.** Periodically update neighborhood area plans consistent with the planning boundaries shown in Map N-1. For any given site, the 2014 subarea plan policies remain in effect until and unless they have been superseded by new planning area boundaries and policies.
- **Policy NH-19.** Use the neighborhood area planning process to equitably engage local communities to define neighborhood area specific values and policies.
- **Policy LU-23.** Plan for Countywide Centers as part of the Neighborhood Area Planning process, including an assessment of housing need and tools to provide affordable housing, an assessment of historic and cultural assets, an assessment of the risks for displacement of residents and businesses, and support for local access that promotes active transportation.

These policies are addressed through the action of updating the neighborhood plan to current conditions, amending the planning boundaries to align with the boundaries in Map NH-1 Neighborhood Area Boundaries in the Comprehensive Plan, engaging the Crossroads community in developing and reviewing the plan, and confirming consistency with other Comprehensive Plan policies.

Growth Management Act

The proposal is consistent with GMA planning goals, *which encourage the optional addition of subarea plans (RCW 36.70A.080.2).*

Countywide Planning Policies

The proposed amendment is consistent with [Countywide Planning Policies](#) around neighborhood planning, such as DP-38 and EC-17. The policies included within the draft plan are also consistent with implementing the broader CPPs around the environment, development, housing, the economy and transportation.

Crossroads has been designated as a Mixed Use Center in Bellevue's Comprehensive Plan since 2015, in line with King County Countywide Planning policies, and is an area of significant regional transit investments, connected pedestrian and bicycle facilities, and planned densities supportive of transit-oriented development. The proposed amendment is consistent with Countywide Planning Policies – specifically DP-37 through DP-39, DP-44 and T-7 – around planning for countywide centers, including priorities around transit service, pedestrian safety, business and residential displacement, and climate resilience.

B2. The proposed amendment addresses the interests and changed needs of the entire city as identified in its long-range planning and policy documents; and

The proposed amendment addresses the interests and changed needs of the entire city because it addresses the need for a neighborhood scale of interest to be incorporated into the Comprehensive Plan. As the city and its current issues, challenges, and opportunities change, the neighborhoods must also define how they will fit into this change. Neighborhood Area Plans are an important part of that long-range planning for the city, reflecting the diversity found across the city and allowing for communities to take part in planning for their own future in a more local way.

B3. The proposal addresses significantly changed conditions since the last time the pertinent Comprehensive Plan map or text was amended. See LUC 20.50.046 (below) for the definition of "Significantly Changed Conditions:"

Significantly changed conditions. Demonstrating evidence of change such as 1) unanticipated consequences of an adopted policy, or 2) changed conditions on the subject property or its surrounding area, or 3) changes related to the pertinent Plan map or text; where such change has implications of a magnitude that need to be addressed for the Comprehensive Plan to function as an integrated whole. This definition applies only to Part 20.30I Amendment and Review of the Comprehensive Plan (LUC 20.50.046); and

The proposed amendment addresses significantly changed conditions since the last time the pertinent Comprehensive Plan text was amended due to changed conditions on the subject property or its surrounding area. The Crossroads subarea plan was last significantly updated in 1988; however minor amendments have occurred as part of the Periodic Update to ensure alignment with recent state legislation and land use map changes reflected in Volume 1. Since the last significant Plan Update for Crossroads, many changes have impacted the area, including substantive changes to the adjacent BelRed and Overlake areas and the recent opening of light rail stations near Crossroads. Increased residential and commercial development within adjacent areas and Crossroads itself has led to physical changes as well as the introduction of new community

members. The impacts of the many changes that have occurred since 1988 and the resulting current priorities for the area are reflected in the proposed CPA.

- B4. If a site-specific proposed amendment, the subject property is suitable for development in general conformance with adjacent land use and the surrounding development pattern, and with zoning standards under the potential zoning classifications; and**

Not applicable to this proposal.

Implicit in the proposed amendment is an expectation of general conformance with adjacent land use and the surrounding development pattern. However, it is not a site-specific amendment in property terms so the decision criterion for development suitability does not apply.

- B5. The proposed amendment demonstrates a public benefit and enhances the public health, safety and welfare of the city.**

The proposed amendment demonstrates a public benefit and enhances the public health, safety and welfare because it addresses an identified need for neighborhood-specific long-range planning across the city, allowing for the current needs and priorities of the Crossroads community to be reflected in their Neighborhood Area Plan. Many of the needs incorporated in the proposed plan are focused on creating public spaces reflective of the community's unique identity, enhancing neighborhood connectivity and access, improving environmental sustainability, building climate resilience, and creating community gathering places to strengthen connections between members of the community.

PUBLIC NOTICE AND COMMENT

The 2025 annual proposed Neighborhood Area Planning amendments were introduced to the Planning Commission with an October 9, 2024, study session where an initial briefing and overview of the neighborhood area planning process for Crossroads was provided. A study session on April 9, 2025, followed, where staff provided an update to Planning Commission on the neighborhood area planning process for Crossroads, highlighting community engagement efforts and overarching themes in community feedback provided to date at that point. The Planning Commission reviewed the draft goals and policies found within the Crossroads Neighborhood Area Plan CPA at its June 11, 2025, study session.

In the June 11 meeting, the Planning Commission provided comments to staff for their consideration ahead of the July 9 public hearing. These comments are addressed in more detail in the July 9 agenda memo and center around the following proposed policies:

- **S-CX-9:** Consider using stronger policy language regarding the retention of small businesses.
- **S-CX-11:** Consider using stronger policy language regarding efforts to maintain and preserve subsidized and naturally occurring affordable housing.
- **S-CX-12:** Consider using stronger policy language regarding the development of housing options for older adults.
- **S-CX-15:** Consider using stronger policy language regarding investment to expand housing affordability and stability.
- **S-CX-17:** Consider adding culturally significant uses as part of the mix of uses to encourage in Neighborhood Centers in Crossroads.

- **S-CX-19:** Consider expanding the proposed policy focused on acquiring parcels for neighborhood parks to also cover smaller sized parks, such as pocket parks or mini-parks.
- **S-CX-25:** Consider emphasizing the relative importance of improving bicycle network facilities, compared to pedestrian network facilities, for providing access to nearby light rail stations considering their distance to the Crossroads neighborhood area.
- **S-CX-27:** Consider using stronger policy language regarding the creation of pedestrian connections within superblocks.
- **S-CX-31:** Consider using stronger policy language regarding increased awareness and access to natural areas, especially the Kelsey Creek Basin.

The Crossroads Neighborhood Area Plan was drafted through a robust community engagement and planning process provided by the Great Neighborhoods program. Since September 2024, staff have engaged in a wide variety of engagement activities to garner feedback from the community on their needs and priorities. Nine community-wide in-person and virtual events have taken place to understand how the community sees itself, identify neighborhood assets and opportunities, articulate urban design priorities to improve public spaces, and get community feedback on draft policies. Twenty-two meetings have occurred with neighborhood leaders and neighborhood groups within the community, in addition to staff participating in pop-up tabling at six community events.

Information about the project was sent to all Crossroads households in October 2024, using a mailing that included a pre-paid mailed questionnaire that received nearly 170 responses from residents of Crossroads. The project received nearly 1,150 site visits on the [project](#) website, with over 450 informed participants viewing materials and providing comments or feedback through this platform.

The Crossroads Neighborhood Area Plan CPA application was introduced to the Commission during an October 9, 2024, study session. Notice of the Application was published in the Weekly Permit Bulletin on January 9, 2025, and mailed and posted as required by LUC 20.35.420. Notice of the July 9, 2025, Final Review Public Hearing before the Planning Commission was published in the Weekly Permit Bulletin on June 18, 2025, and included notice sent to parties of interest.

Effective community engagement, outreach, and public comments at Final Review

Community members are engaging across a variety of media in proactive public participation during the 2025 annual review process. The City's early and continuous community engagement includes tools and occasions to provide and respond to public information and engagement. Public comments come in throughout the process. All written comments are included in the public record, for reference and for use by decision-makers and are posted on the [City's Great Neighborhoods webpage](#).

STATE ENVIRONMENTAL POLICY ACT

The Environmental Coordinator for the City of Bellevue has determined that this proposal will not result in any probable, significant adverse environmental impacts. A final threshold determination of non-significance (DNS) was issued on June 18, 2025.

ATTACHMENTS

- A. Draft Crossroads Neighborhood Area Plan
- B. Neighborhood Area and Subarea Boundaries Map
- C. Crossroads Subarea Plan - Proposed Conformance Changes