

CITY COUNCIL STUDY SESSION

The 2020 annual Comprehensive Plan amendment Planning Commission recommendations to amend the Comprehensive Plan with four privately-initiated proposed plan amendments and one City-initiated proposed plan amendment.

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DIRECTION NEEDED FROM COUNCIL

DIRECTION

The City Council will review the 2020 proposed plan amendments. Planning Commission chair Radhika Moolgavkar will present the Commission's recommendations.

Following tonight's study session, direct staff to return with Ordinances taking action on the 2020 proposed amendments, and an Ordinance documenting the City's annual plan amendment process under the Growth Management Act.

RECOMMENDATION

Direct staff to return with Ordinances approving the 2020 proposed amendments as recommended by the Planning Commission, and an Ordinance documenting the City's annual plan amendment process under the Growth Management Act.

BACKGROUND & ANALYSIS

On July 20, the City Council initiated 2020 Final Review for the C-1 Affordable Housing Strategy proposed Comprehensive Plan amendment. On August 3, the City Council included four privately-initiated amendments in the 2020 Final Review (100 Bellevue Way SE, Safeguard Self Storage, NE 8th Street Partners, and Glendale Country Club NE), thus establishing the 2020 annual Work Program.

After thorough study, notice, and Final Review public hearings, the Planning Commission recommends **approval** of these 2020 proposed plan amendments because the applications satisfy all Land Use Code decision criteria for Final Review of a Comprehensive Plan Amendment (LUC 20.30I.150):

- The Planning Commission recommends by a 6-0 vote that the City Council adopt the 100 Bellevue Way SE amendment to amend the map from a split Downtown (Mixed Use) DNTN-MU and Office (O) to a single DNTN-MU on a 0.87-acre site. The Commission found that the application satisfies all Land Use Code decision criteria for Final Review of a Comprehensive Plan Amendment (LUC 20.30I.150).

- The Planning Commission recommends by a 6-0 vote that the City Council adopt the Safeguard Self Storage amendment to amend the map from Office (O) to Community Business (CB) on five parcels totaling 6.4 acres. The Commission found that the application satisfies all Land Use Code decision criteria for Final Review of a Comprehensive Plan Amendment (LUC 20.30I.150).
- The Planning Commission recommends by a 6-0 vote that the City Council adopt the NE 8th Street Partners amendment to amend the map from Office (O) to Multifamily-High (MF-H) on two parcels on a nearly one-acre site. The Commission found that the application satisfies all Land Use Code decision criteria for Final Review of a Comprehensive Plan Amendment (LUC 20.30I.150).
- The Planning Commission recommends by a 4-2 (Malakoutian and DeVadoss dissenting) vote that the City Council adopt the Glendale Country Club NE amendment to amend the map from Single Family-Low (SF-L) to Multifamily-Medium (MF-M) on a 3.3-acre portion of the (currently undivided) Glendale Country Club property. The Commission found that the application satisfies all Land Use Code decision criteria for Final Review of a Comprehensive Plan Amendment (LUC 20.30I.150).
- The Planning Commission recommends by a 6-0 vote that the City Council adopt the C-1 Affordable Housing Strategy amendment to amend the Housing Element and Glossary with policy for an incentive-based approach for increasing affordable housing development potential, consistent with Affordable Housing Strategy C-1: *Increase development potential on suitable land owned by public, non-profit housing, and faith-based entities for affordable housing* (see Attachment F for proposed policy language). The Commission found that the application satisfies all Land Use Code decision criteria for Final Review of a Comprehensive Plan Amendment (LUC 20.30I.150). The Commission raised concerns regarding review time, adequacy of data related to analysis of income levels, and the impact of the amendment on neighborhoods and infrastructure. This language was added to the Commission's recommendation: "...the Planning Commission desires to see the City Council direct that current and appropriate data on income levels and specific site impacts to infrastructure including transportation, the environment, school districts and other services be provided to the Commission during study and review of the C-1 LUCA."

Public Hearing

Final Review public hearings with the Planning Commission were held on October 28. Notice of the public hearing was published in the Weekly Permit Bulletin and in the Seattle Times on October 8. Testimony was offered for the amendments commenting on:

The Glendale Country Club NE amendment. Seven speakers addressed this proposal in addition to testimony offered by the general manager, architects, and attorneys for the applicant. Six of the speakers, themselves long time residents and members of the club, provided testimony strongly supporting the application, noting the following: (1) the club's extensive work on environmental issues as a community asset including as an Audobon site and other work to restore Kelsey Creek in close cooperation with the City; (2) the size of the proposal as one-third of one percent of the total golf course area; (3) the club's actions were no different than those of Kemper Freeman, Murray Franklin, or Wright Runstad in seeking to develop their property in an effective manner; (4) the need to

stewardship repair of the 60-year old drainage system; and (5) the desire to take a low density approach to the proposed multifamily development.

The C-1 Affordable Housing Strategy: Seven speakers addressed this proposal. In support were Mallory Van Abbema, Advocacy & Policy Manager for the Housing Development Consortium; Chris Buchanan, Director of Real Estate Development for DASH; and Ray Donahue of Habitat for Humanity of Seattle King County. Three speakers withheld their support, urging that the vote be delayed until next year to allow for more review and analysis (Betsi Hummer, Sam Basta, and Heidi Dean). Karen Studders from the Eastside Interfaith Social Concerns Council spoke to increasing the range of the City's housing actions to address inequities in the City's past zoning practices, and discussed the housing needs of people of color and very low-income families.

Only the applicants and agents for the 100 Bellevue Way SE, Safeguard Self Storage, and NE 8th Street Partners proposed amendments spoke to the proposals. No other public testimony was offered or received on these proposed amendments during the public hearing.

Written comment provided for the Final Review public record included detailed statements and presentation materials from all of the applications representatives regarding their proposals as well as letters commenting on the proposals, all of which are available on the CPA web site. Two letters were received on the 100 Bellevue Way application—both of them from the applicant; one letter on the Safeguard Self Storage application from the applicant; five letters on the NE 8th Street application, with four of them from the applicant; four letters on the Glendale application, two of them from the applicant; and 75 letters on the C-1 Affordable Housing Strategy.

Planning Commission Discussion

The Planning Commission discussed each of the amendments during the October 28 study session. Commissioners noted the record presented to them was sufficient and had no additional comments relative to the 100 Bellevue Way SE, Safeguard Self Storage, and NE 8th Street Partners amendments.

Commissioners discussed the Glendale Country Club NE amendment at length, and the rationale for staff's recommendation not to adopt the proposed amendment.

Several commissioners asked for additional detail relating to the staff conclusion that the proposal did not meet all of the Final Review decision criteria. Staff responded, noting that the proposal did not address concerns expressed in the City's land use strategies about ensuring that new infill development appropriately fits into existing neighborhoods (Criterion B1); the proposal did not establish a critical land use nexus between the site and remaining golf course using environment, parks and open space, and land use Comprehensive Plan policy (Criterion B2); staff were unable to determine if it could be suitably developed under the potential zoning classification because the presence of critical areas constrain housing capacity to an extent that multifamily development feasibility becomes problematic on such a small site (Criterion B4); and the proposal did not demonstrate a public benefit in that it is not directly connected to surrounding development in an area that is not currently dense, rather than focusing development within the City's growth centers which have available infrastructure and services to support more intense development (Criterion B5).

The Planning Commission then continued their review of the criteria (Note: staff and Planning Commission reached similar recommendations on the application of Criterion B3 for significantly changed conditions.)

A 4-2 majority of the Planning Commission ultimately concluded that the proposal was consistent with the Comprehensive Plan in that it was not made in isolation to the surrounding area and thus could fit into the neighborhood (Criterion B1); it addressed the interests and changed needs of the entire City regarding the evolving community role of the golf course over the duration of its 60-year+ history (Criterion B2); it could be suitably developed under a multifamily designation, even with regard to the critical areas designations (Criterion B4); and the public benefit to be achieved was not based solely on financial incentive but in fact did demonstrate a communitywide environmental benefit (Criterion B5).

The Commission also discussed the C-1 Affordable Housing Strategy amendment in detail with a unanimous recommendation in general support of the proposed text amendment language to the Housing Element for its intentional and bold approach to Affordable Housing Strategy implementation. Commissioners nevertheless expressed the opinion that the timeline allocated for Commission review of this amendment had not been adequate.

The Commission indicated a desire for more opportunity for discussion on data relating to the C-1 Affordable Housing Strategy amendment in terms of analysis of income levels, and the impact of the amendment on infrastructure, neighborhoods, traffic and school district resource issues. Commissioners recommended specific language be incorporated within the Resolution being forwarded to Council (see Attachment E). Staff confirmed that the issues raised by the Planning Commission and reflected in the revised Resolution could occur during the Land Use Code Amendment (LUCA) process.

POLICY & FISCAL IMPACTS

Comprehensive Plan

The Growth Management Act states that comprehensive plans may be amended no more frequently than once per year (with limited exceptions) so that the cumulative effect of the proposals can be considered.

State Environmental Policy Act

The Environmental Coordinator for the City of Bellevue determined that the 2020 Comprehensive Plan Amendment work program will not result in any probable, significant adverse environmental impacts. A final threshold Determination of Non-Significance (DNS) was issued on October 8, 2020.

Final Review Decision Criteria for Comprehensive Plan Amendments

The Planning Commission may recommend, and the City Council may approve or approve with modifications an amendment to the Comprehensive Plan if all the Final Review Decision Criteria from Section 20.30I.150 of the Land Use Code are met:

- A.1 There exists obvious technical error in the pertinent Comprehensive Plan provision; or
- B.1 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

- B.2 The proposed amendment addresses the interests and changed needs of the entire City as identified in its long-range planning and policy documents; and
- B.3 The proposed amendment 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”; and
 - Significantly changed conditions are defined as:** Demonstrating evidence of change such as unanticipated consequences of an adopted policy or changed conditions on the subject property or its surrounding area, or 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 20.301 Amendment and Review of the Comprehensive Plan (LUC 20.50.046)*; and
- B.4 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
- B.5 The proposed amendment demonstrates a public benefit and enhances the public health, safety, and welfare of the City.

OPTIONS

1. Direct staff to return with Ordinances approving or denying the 2020 proposed amendments as recommended by the Planning Commission, and an Ordinance documenting the City’s annual plan amendment process under the Growth Management Act.
2. Direct staff to return with Ordinances approving or denying the 2020 proposed amendments, with modifications, and an Ordinance documenting the City’s annual plan amendment process under the Growth Management Act.

ATTACHMENTS & AVAILABLE DOCUMENTS

- A. Planning Commission resolution for 100 Bellevue Way SE
- B. Planning Commission resolution for Safeguard Self Storage
- C. Planning Commission resolution for NE 8th Street Partners
- D. Planning Commission resolution for Glendale Country Club NE
- E. Planning Commission resolution for C-1 Affordable Housing Strategy
- F. C-1 policy language for the Housing Element and Glossary

AVAILABLE IN COUNCIL LIBRARY

The application file materials, public comments, staff recommendations and other related materials are in the Council Document Library.