



Bellevue Planning Commission

June 27, 2018

PLANNING COMMISSION AGENDA ITEM

SUBJECT

Threshold Review Public Hearing: 2018 Annual Comprehensive Plan Amendments - Newport Hills Shopping Center Redevelopment

STAFF CONTACT(S)

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POLICY ISSUES

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) 20.301.120 - Purpose

Pursuant to the state Growth Management Act (GMA), the Bellevue City Code permits property owners to propose site-specific Comprehensive Plan Amendments (CPA), and for anybody to propose non-site-specific (i.e. text) amendments. 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.

The city reviews these applications through a two-step process set forth in the Land Use Code at [LUC 20.301](#). Under the first-step, Threshold Review, a proposed amendment is reviewed using decision criteria that must be met to determine if the proposal qualifies for Final Review. See Attachment 2.

The Planning Commission holds tonight's Threshold Review public hearing for the Newport Hills Shopping Center Redevelopment proposed amendment, followed by a study session tonight to make a recommendation. The City Council's action in July will establish the Final Review work program, also subject to Planning Commission and City Council actions.

DIRECTION NEEDED FROM THE PLANNING COMMISSION

ACTION <input checked="" type="checkbox"/>	DIRECTION <input checked="" type="checkbox"/>	INFORMATION ONLY <input type="checkbox"/>
Request	Summary Guidance	
1. Conduct a Threshold Review public hearing for the proposed amendment	Direct staff to first review and present the staff recommendation, then open the public hearing and accept public testimony. Close the public hearing.	
2. Conduct a study session following the public hearing to make a recommendation	Review the application, staff recommendation, public record, and testimony. Ask questions of staff, applicants and persons giving testimony; review the proposed resolution.	

[2018 Annual Comprehensive Plan Amendments List of Proposed Amendments](#)

<i>CPA</i>	<i>Site-specific Proposal Subarea</i>	<i>Planning Commission Recommendation</i>
Newport Hills Shopping Center Redevelopment 18-103965-AC	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. 5600 119th Ave SE, 5804 119th Ave SE, 11905 and 11919 SE 56th St Newport Hills	June 27, 2018 public hearing
<i>City Dacha LLC</i> 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> 160 118th Ave SE Wilburton	<i>Include in 2018 work program</i>
<i>Bellevue Nursery</i> 18-103877-AC	<i>Proposed site-specific map change of 0.53 acres from Single Family-High (SF-H) to Neighborhood Business (NB)</i> 842 104th Ave SE Southwest Bellevue	<i>Include in 2018 work program</i>
<i>Red Town</i> 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> 16425 SE Cougar Mountain Way Newcastle	<i>Include in 2018 work program</i>
<i>DASH Glendale</i> 18-103949-AC	<i>Proposed site-specific map change of 3.8 acres from Multifamily-Medium (MF-M) to Neighborhood Mixed Use (NMU)</i> 12600 NE 8th St Wilburton	<i>Include an expanded site proposal in the Wilburton Study implementation</i>
Jewish Day School 18-103963-AC	Proposed site-specific map change of 6.2 acres from Single Family-Low (SF-L) to Single Family-High (SF-H) 15749 NE 4th St Crossroads	<u>Withdrawn by applicant June 1, 2018</u>

Staff report recommendations are available with May 24 and June 7 published public hearing notices for the June 13 and June 27, 2018 Threshold Review public hearings, respectively.

RECOMMENDATIONS SUMMARY

The Threshold Review Decision Criteria for a proposed Comprehensive Plan Amendment are set forth in the Land Use Code in Section 20.30I.140. See Attachment 2. Based on a review and application of the criteria, and using a process as described in earlier January 24 and March 14 study sessions before the Planning Commission, the Community Development staff developed Threshold Review recommendations.

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The staff recommendations for the 2018 applications are summarized in the Recommendations Summary (below.) The full reports are available [online](#) (click on the “What’s Coming Up Next” banner, scroll down to the links for staff recommendations), in detail in the report materials provided to Commissioners along with the June 7, 2018, notice of Threshold Review public hearing, and can be requested in print. Both versions include the staff recommendation, the application materials, public comment summary, and a site map.

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 119th Avenue SE, 5804 119th Avenue SE, and 11905 and 11919 SE 56th Street and would also amend relevant text in the Newport Hills Subarea Plan to include references to the NMU designation (see Attachment 3), 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.

Staff 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 Comprehensive Plan Amendment (LUC 20.30I.140). Threshold Review does not analyze the merits of the petition. Its purpose is to determine if it should be included in the plan amendment work program for full analysis and review of its merits. A favorable recommendation on Threshold Review does not predetermine any final recommendation after a full study of the petition has been conducted.

The context of the issue for this proposal is a commercial and community gathering space that has struggled to define how best to revitalize. The “tools” for successful revitalization include: 1) a willing community, 2) willing businesses, 3) a willing property owner, 4) realistic assessment of market conditions, and 5) an effective land use designation.

While passage of time is not a significantly changed condition, the Comprehensive Plan anticipated that Neighborhood Business would be up to the task of revitalizing this aging neighborhood commercial center. Instead, the history of revitalization attempts demonstrates the unanticipated consequence of the marginal success of NB. The designation has failed to bring these revitalization efforts together: 1) mixing in housing as a new ingredient; 2) sustaining local business; and 3) maintaining the “third place” role of the center in the community.

The solution proposed by the amendment aligns with issues identified in the Land Use Element for neighborhood commercial centers (below), and is consistent with current general policies in the Comp Plan for site-specific amendment proposals (Newport Hills, Neighborhoods, and Economic Development policies.)

The NMU represents a different revitalization tool in being able to achieve policy implementation in Newport Hills. It includes residential in mixed use projects, emphasizes redevelopment that supports existing uses, and presents opportunities for mixes of new uses. The Neighborhood Business designation

provides a modest range of essentially single-use functions, and does not include housing as a key revitalization function.

Threshold Review documents that revitalization policy goals have not been realized even while the center's businesses achieve varying degrees of success in sustaining themselves. It is appropriate for Final Review to examine how NMU may change this dynamic.

BACKGROUND/ANALYSIS

The 2018 list of initiated applications has been established to consider amendments to the Comprehensive Plan. Consideration of proposals to amend the Comprehensive Plan is limited to an annual process under the state Growth Management Act.

Threshold Review action produces proposed amendments for the annual CPA work program. This 2018 annual work program consists of four steps:

Threshold Review

1. Planning Commission study sessions and public hearings to recommend whether initiated proposals should be considered for further review in the annual work program (*current step*);
2. City Council action on Planning Commission recommendations to establish the annual work program (July);

Final Review

3. Planning Commission study sessions and public hearings to consider and recommend on proposed Comprehensive Plan Amendments (early- and mid-fall);
4. City Council action on Planning Commission recommendations (late fall).

PUBLIC NOTICE AND COMMENT

The 2018 annual proposed amendments were introduced to the Planning Commission with a January 24 "Comprehensive Plan Amendment 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.

The Newport Hills Shopping Center Redevelopment application was introduced to the Commission during the April 25, 2018, study session. Notice of the Application was published in the Weekly Permit Bulletin on February 22, 2018, and mailed and posted as required by LUC 20.35.420. Notice of the June 27, 2018, Public Hearing before the Planning Commission was published in the Weekly Permit Bulletin on June 7, 2018, and included notice sent to parties of interest. Owners and residents within the 500-foot noticing perimeter of the site receive official notice, as did people signed up to receive such notices.

One hundred one (101) public comments have been submitted on this application to date (June 18). Roughly two-thirds of these comments oppose the proposed amendment, with the balance in favor, or asking for more information. Mostly—and there are exceptions—comments represent interested and engaged residents. Whether for or against, these demonstrate a carefully thought-out intensity about what matters to them and their neighbors.

There is a core refrain—tangible community—in the comments. Quoting in part from one of the hundred-plus comments summarizes this core refrain, for a commercial and community gathering space that has struggled to define how best to revitalize:

“...The shopping center is the heart of our neighborhood. The businesses serve not only the residents, foot traffic from the bus line, the elementary school, the swim club, and the little office center. If I need a bite to eat, I can walk over to Cloud 9 Burger or Resonate. These places do really good business and their food is top notch.

Don't even get me started on Cornerstone Studio. It's beyond busy. I sat through their recital to watch my daughter perform. There were 26 classes performing! It took two hours. And that was only the first of TWO recitals that day. That place is hopping. And where do you think those dance students, or the martial arts students, or the batting cage traffic, or people from the soccer matches go after? To the restaurants to celebrate or hang out with their family and friends.

When Newport Heights has after-school events, concerts, science fairs, plays, etc., crowds walk over to the shopping center to celebrate. We wait in line with the crowds to grab an ice cream or milk shake at Cloud 9, or pizza at Resonate. We talk, renew friendships, network, give advice. This is true of a thousand different interactions a day that this center facilitates...”

EFFECTIVE COMMUNITY ENGAGEMENT, OUTREACH AND PUBLIC COMMENTS AT THRESHOLD REVIEW

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 at Comprehensive Plan Amendments with the review schedule, the applications list, and a “What’s Next” timeline
- ✓ A January 24 “CPA Overview” Planning Commission study session
- ✓ A March 14 “Introductory and statutory process review” Planning Commission study session
- ✓ Official Weekly Permit Bulletin notice as required

Public comments come in throughout the process. All written comments are included in the public record, for reference and for use by decision-makers. At the various steps, the comments are included in their original form to the Planning Commission as attachments to staff report recommendations. [They are also posted on the CPA web site.](#)

ATTACHMENT(S)

1. City map of 2018 Comprehensive Plan Amendment applications
2. Threshold Review Decision Criteria LUC 20.30I.140
3. Newport Hills Shopping Center Redevelopment proposed text amendments
4. Planning Commission resolution threshold review for Newport Hills Shopping Center Redevelopment