



# Bellevue Planning Commission

September 27, 2017

## PLANNING COMMISSION STUDY SESSION ITEM

### **SUBJECT**

Final Review Study Session on 2017 Annual Comprehensive Plan Amendments (CPA)

### **STAFF CONTACT(S)**

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*Planning and Community Development*

### **POLICY ISSUES**

The annual CPA process includes two separate evaluation and review steps referred to, respectively, as Threshold Review and Final Review. Threshold Review evaluates whether applications should become proposed amendments. Final Review then reviews the merits of each proposal. Each involves Land Use Code decision criteria and a Planning Commission public hearing and recommendation.

There are four amendments in the 2017 CPA Final Review. The first is Eastgate Office Park, a privately-initiated and site-specific proposal initiated in 2016, geographically expanded, then deferred to 2017. The second site-specific proposal is the Old Seattle Times Building CPA initiated by the City Council on September 18, 2017. The other proposed amendments, Complete Streets and Downtown Transportation Plan, were initiated by City Council earlier this year. See Attachment A.

Bellevue Technology Center (BTC) was the only new 2017 privately-initiated CPA and was withdrawn before a Planning Commission Threshold Review recommendation could be made or transmitted to Council.

### **DIRECTION NEEDED FROM PLANNING COMMISSION**

**ACTION**



**DIRECTION**



**INFORMATION ONLY**



Conducted between staff and the Planning Commission, this Final Review study session gives Commissioners the ability to request additional research prior to the October 25 Final Review public hearing. At the hearing, the Commission will be asked to review the proposed amendment staff recommendations, hold the public hearing, and make a recommendation to the City Council on each proposed amendment, using the decision criteria set forth in [LUC 20.30I.150](#).

### **BACKGROUND/ANALYSIS**

#### **1. Eastgate Office Park (16-123765 AC)**

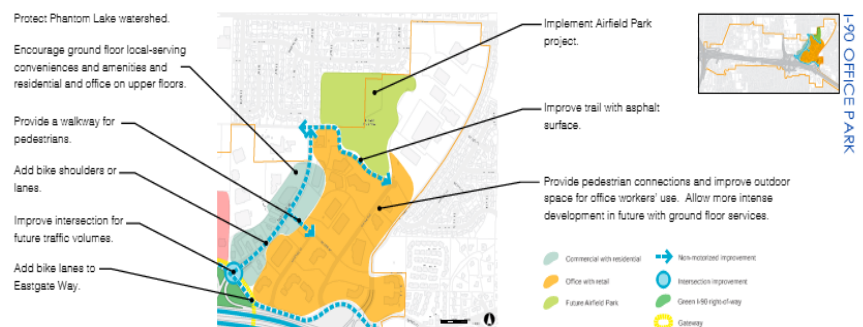
The Eastgate Office Park CPA ([15325-15395 SE 30<sup>th</sup> Pl, 15400 and 15500 SE 30<sup>th</sup> Pl](#)) proposes a 21-acre map change on three sites from Office (O) to Office Limited Business (OLB). The original,

privately-initiated proposal on 14 acres was expanded by the Planning Commission through geographic scoping (LUC 20.30I.130.A.1.a.ii.) on June 16, 2016 Threshold Review. See Attachment B.

The City Council on July 28, 2016 accepted the Planning Commission's recommendation to advance the Eastgate Office Park CPA to Final Review. The Commission included two major findings in its Transmittal. See Attachment C:

(1) Noting that this site area had been included in the Eastgate Land Use and Transportation Study (2012) but not recommended for change, and that resulting Comprehensive Plan amendments had been adopted (2015 CPU), the Commission found that *if* the potential of the area was overlooked in that study, then there was no other ongoing venue for appropriately addressing the site's designation. (LUC20.30I.140.A.)

(2) The Commission also found that the proposed amendment addressed significantly changed conditions on the subject property or its surrounding area where such change has implications of a magnitude that need to be addressed for the Plan to function as an integrated whole (LUC 20.30I.140.E)



These included intended changes in the Eastgate area including: OLB and OLB-2 zoning Land Use Code Amendments; additional Eastgate Subarea policies adopted to increase mobility, access, and enhance land use relationships to surrounding areas, a new focus on urban design, allowing more mixed-uses, and the Subarea map establishment of a Transit Oriented Development center designation around the Eastgate Park and Ride.

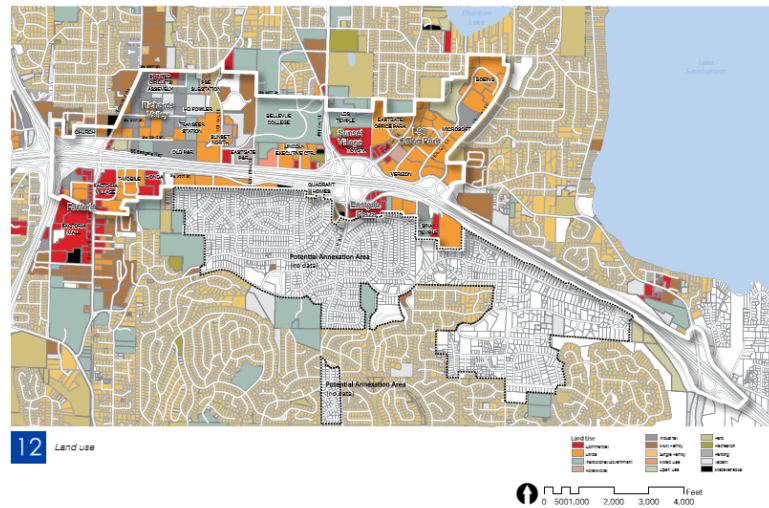
*“To preserve and promote the accessibility and appearance of residential neighborhoods, local amenities, and business establishments within the Subarea.”*

-Eastgate Subarea Plan Goal p. 123.

Considering appropriate site-specific designations in the Eastgate/I-90 corridor uses the [long-term planning vision](#) established by the 2015 Comprehensive Plan Update and includes the [Eastgate Neighborhood](#) updates adopted through the Eastgate/I-90 Land Use and Transportation Project. The *Eastgate Subarea Plan* notes ([p.124](#)) that “In 2012, the Eastgate/I-90 Land Use & Transportation Project (Eastgate/I-90 project) was completed...The Eastgate/I-90 project supports changes intended to capture market demand, improve transportation conditions, address concerns of the employment sector as well as the general public, and position the corridor to grow gracefully over time. The Subarea Plan includes the following key elements:

- It builds on the success of the corridor as a major employment and office center, by adding capacity for additional office growth and allowing a greater mix of support retail and service uses.
- It establishes a mixed-use Transit-Oriented Development center around the transit center and south of Bellevue College. A substantial portion of the future office and residential growth in the corridor is expected to occur at this location.

- It increases opportunities for residential development in the corridor, to add vibrancy to the area, provide housing in proximity to Bellevue College and places of work, benefit from existing transit service, and support nearby retail uses.
- It seeks to enhance Bellevue College's visual presence and connections to the adjacent community.
- It promotes the Mountains-to-Sound Greenway by supporting the development of the Mountains-to-Sound Greenway trail through Bellevue and by incorporating sustainable design and abundant natural landscaping into the built environment.
- It identifies modest but effective motorized and non-motorized transportation improvements that may be accomplished through partnerships with other agencies.
- It supports increased floor area ratios and building heights throughout the corridor to meet demand for continued job and economic growth.”



These key elements provided the framework for Land Use Code amendments recently adopted by the City Council to implement the Eastgate/I-90 Land Use & Transportation Project vision.

### Suggested policy discussion questions and strategies

1. How do these city- and neighborhood-wide vision and strategies apply to this site-specific CPA?
2. What are the Commission's perspectives on balancing competing priorities?
3. How should trade-offs be considered?
4. What information is needed for the Commission to conclude a recommendation for this CPA?

## 2. Old Seattle Times Building (17-121068 AC)

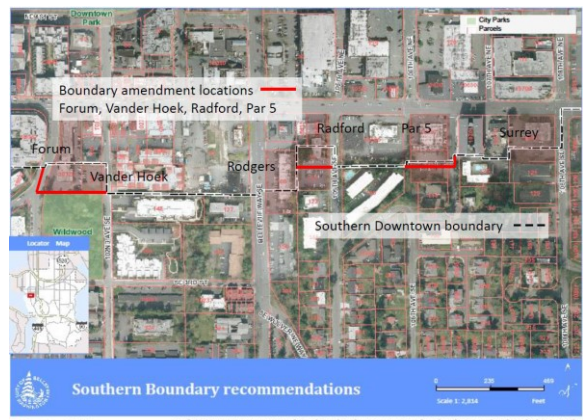
The Old Seattle Times Building CPA ([10777 Main Street](#)) proposes a map change on a nearly 1-acre site from split Downtown-Mixed Use (DNTN-MU) and Professional Office (PO) to all DNTN-MU. The site-specific proposal was initiated by the City Council on September 18, 2017, related to similarly-situated Downtown Southern Boundary CPAs adopted in 2015. The property details of this request at 10777 Main Street are contained in the separate letter submitted to City Council by McCollough Hill Leary LLC on behalf of the property owner. See Attachment D.

Of note though; the earlier Downtown Southern boundary CPA amendments were not part of the DLI “Early Wins” initiative but were considered under the normal CPA work program review process during the 2015 CPA 10-year Update:

“A question about the Downtown southern boundary resulted in analysis of a number of specific parcels. Unlike the clearly defined west, north and east Downtown boundaries, the south boundary is a jagged edge, and splits some parcels and buildings as it makes its way between 100<sup>th</sup> Avenue and 108<sup>th</sup> Avenue. There is interest in making the boundary more regular and to resolve some of the odd parcel configurations, while maintaining the established policy direction

of not extending Downtown development into the residential neighborhood to the south. The proposal includes three adjustments to the boundary.” (*January 2015 CPU Staff Report*)

The City Council affirmed the request as a proposed CPA whose merit will be examined in Final Review. The City Council also specifically acknowledged their initiating action with the previous Downtown Southern Boundary CPAs and not as precedent-setting with regard to the Council’s use of their initiating authority at 20.30I.B. The Council’s initiating action is the most effective, efficient and nimble means of addressing a Comprehensive Plan issue that was resolved for other similarly-situated parcels in the 2015 Comprehensive Plan Update.



### **Suggested policy discussion questions and strategies**

1. How is this site-specific CPA similar to other amendment actions taken to address Downtown boundaries?
2. What information is needed for the Commission to conclude a recommendation for this CPA?

### **3. Complete Streets (17-109009 AC)**

The purpose of this amendment is to amend the Comprehensive Plan with policies that address identified gaps in Bellevue’s approach to implementing Complete Streets.

Complete Streets is a national movement intended to inspire communities to consider *all* modes of travel in the planning, design, implementation, maintenance, and operation of their transportation systems. Cities use a Complete Streets framework to ensure safe, reliable mobility options and access for all modes and users of these systems.

The Washington State Legislature enacted Complete Streets legislation in 2011.

The City Council clarified Bellevue’s existing Complete Streets concepts and policy framework through [Ordinance No. 6308](#) in September 2016. The ordinance identifies an existing policy framework in the Pedestrian and Bicycle Transportation Plan and Transit Master Plan and 31 applicable policies in the Comprehensive Plan. While articulating the completeness, connectedness, and resiliency of the Bellevue’s transportation system, these policies also affirm Bellevue’s existing commitment to provide safe and reliable mobility options for people wherever they need to go throughout the city, whether they are walking, riding a bicycle, taking transit, or driving a car.

Ordinance No. 6308 added a new Complete Streets section to the Transportation Development Code (14.60) of the BCC, endorsed the NACTO Urban Street Design Guide for use by the city, and acknowledged the role of Vision Zero concepts and policies (subsequently adopted through Comprehensive Plan Amendment [Ordinance No. 6334](#)) in Complete Streets implementation.

#### *How this proposed amendment came to be*

Finally—and the reason for this CPA—the City Council directed the Transportation Commission to review and identify policy gaps in the Comprehensive Plan for a Complete Streets policy framework. The Transportation Commission worked extensively to recommend amendments to seven existing policies in the Transportation Element, add narrative language, and create a new



graphic call-out text box in the Comprehensive Plan to more fully embed Complete Streets in scoping, planning, designing, implementing, operating, and maintaining street corridors and networks in Bellevue. See Attachment F.

These recommendations are brought now before the Planning Commission for your 2017 CPA work program review.

#### **Suggested policy discussion questions and strategies**

Transportation Commissioners and staff from the Transportation Department will attend tonight's Study Session to discuss their work and policy intent with the Planning Commission.

#### **4. Downtown Transportation Plan (17-120230 AC)**

The purpose of this amendment is to propose transportation policy and facility-related changes to the [Downtown Subarea Plan](#) as a result of the 2013 adoption and subsequent implementation of the [Downtown Transportation Plan](#) update. The DTP is a functional plan which supports the Comprehensive Plan.

##### *How this proposed amendment came to be*

At the direction of City Council, between 2010 and 2013 the Transportation Commission updated the Downtown Transportation Plan—"...a plan for everyone who wants to get around safely and comfortably in Downtown Bellevue, whether that person is driving a car, riding on a bus, pedaling a bicycle or walking or rolling." The Commission intended its "recommended multimodal mobility strategies provide access for private vehicles and...accommodate the emerging demand for pedestrian, bicycle and transit facilities", anticipating "significant increases in Downtown activity [through 2030] with a comprehensive set of improvements to facilities that will enhance Downtown vitality and economic development, improve sustainability, and support livability and public health." (*DTP Executive Summary, October 2013*).

The City Council adopted the DTP in October 2013, beginning its implementation in part through funded projects in Downtown and near planned light rail stations that serve Downtown.

The Council—and the reason for this CPA—also directed the Transportation Commission to develop policy recommendations to amend the Downtown Subarea Plan for transportation-related concerns. The Transportation Commission's work was intended to be in coordination with the Downtown Livability Initiative's focus on land use and urban design code changes, while not making any separate DLI-based policy recommendations.

The Transportation Commission completed its policy recommendations in 2013 after extensive public engagement. Presented with these recommendations in a July 27, 2016 Study Session, the Planning Commission recommended the Transportation Commission work to "refresh" its 3-year old policy proposals to ensure that current commissioners were fully supportive of recommendations, and that the policy recommendations acknowledged changed circumstances such as planning for the Grand Connection and adoption of the 2015 major Comprehensive Plan Update (CPU). See Attachment G.

The Transportation Commission completed its work in early 2017, and these recommendations are brought now before the Planning Commission for your 2017 CPA work program review.

**Suggested policy discussion questions and strategies**

Transportation Commissioners and staff from the Transportation Department will attend tonight's Study Session to discuss their work and policy intent with the Planning Commission.

**ATTACHMENT(S)**

- A. 2017 CPA work program
- B. Eastgate CPA location and geographic scoping map
- C. Planning Commission Transmittal for Eastgate Office Park CPA
- D. Old Seattle Times Building CPA request
- E. Old Seattle Times Building CPA location and Southern Downtown Boundary CPAs
- F. Complete Streets CPA proposals
- G. Downtown Transportation Plan CPA proposals