

November 27, 2017

CITY COUNCIL STUDY SESSION ITEM

SUBJECT

Review of Planning Commission recommendations to amend the Comprehensive Plan with four 2017 Comprehensive Plan Amendments (CPA).

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POLICY ISSUES

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. Bellevue's annual CPA work program includes privately-initiated amendment proposals that have advanced into Final Review, and city-initiated amendments by action of the City Council under Land Use Code (LUC) Section 20.30I.130.B.1.

State Environmental Policy Act

The Environmental Coordinator for the City of Bellevue determined that the 2017 CPA work program—consisting of the four 2017 Comprehensive Plan Amendments—will not result in any probable, significant adverse environmental impacts. A final threshold determination of non-significance was issued on October 12.

Decision Criteria for CPAs

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

- A.1 There exists obvious technical errors 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 laws; 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 20.30I 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.

DIRECTION NEEDED FROM COUNCIL

ACTION



DIRECTION



INFORMATION ONLY



No action is requested tonight. Staff will provide an overview of the proposed amendments, and Planning Commission Chair Stephanie Walter has been invited to present the Commission’s recommendations. See Attachment A.

Staff requests Council direction to return with proposed ordinances for each of the proposed amendments, and additional action on the Ordinance documenting the City’s annual CPA process under the Growth Management Act, during the December 11 Regular Session agenda.

BACKGROUND/ANALYSIS

In 2017 the City took in four requests for proposed CPAs: 1) The site-specific Eastgate Office Park CPA, which was deferred from a 2016 request through to Final Review; 2) The site-specific Old Seattle Times Building CPA, which was initiated by the City Council into Final Review; 3) the City-initiated Complete Streets CPA; and 4) the Downtown Transportation Plan-Downtown Subarea Plan (DTP-DSP), which was also a City-initiated CPA included in Final Review.

The Planning Commission recommends approval of the four 2017 Comprehensive Plan Amendments:

- The Planning Commission recommends by a 6-0 vote that the City Council adopt the Eastgate Office Park CPA, a 21-acre map change on three sites from Office (O) to Office Limited Business (OLB) at 15325-15395 SE 30th Pl, 15400 and 15500 SE 30th Pl;
- The Planning Commission recommends by a 4-0 vote that the City Council adopt the Old Seattle Times Building CPA, a .95-acre map change from split Downtown Mixed Use (DNTN-MU) and Professional Office (PO) to all DNTN-MU at 10777 Main St.;
- The Planning Commission recommends by a 3-2 vote that the City Council adopt the Complete Streets CPA to amend the Transportation Element, fully supporting a Complete Streets program in Bellevue with amendments to seven existing policies and added narrative language in the Transportation Element, and a new graphic text box in the Comprehensive Plan document; and
- The Planning Commission recommends by a 3-1 vote that the City Council adopt the Downtown Transportation Plan – Downtown Subarea Plan CPA to amend the Downtown Subarea Plan with

transportation and facility-related amendments resulting from the 2013 update of the Downtown Transportation Plan.

Eastgate Office Park Planning Commission Recommendation Summary – Attachment B

The Planning Commission finds that all the Final Review Decision Criteria have been met for this proposed CPA as set forth in the Land Use Code (LUC 20.30I.150). The Commission's recommendation highlights the following decision criteria conclusions:

- The proposed amendment *addresses significantly changed conditions* (since the last time the pertinent CP map or text was amended) because Eastgate Land Use and Transportation Project changes to the pertinent Eastgate Subarea map and text were not considered for the site, overlooking the historical, geographical and developmental characteristics it holds in common with nearby OLB-designated areas.
- The property *could be suitably developed under the potential zoning classifications* because the site can be developed consistently with what is around it as well as what could be developed on it.

Old Seattle Times Building Planning Commission Recommendation Summary – Attachment C

The Planning Commission finds that all the Final Review Decision Criteria have been met for this proposed CPA as set forth in the Land Use Code (LUC 20.30I.150). The Commission's recommendation highlights the following decision criteria conclusions:

- The proposed amendment *addresses the interests and changed needs of the entire City* because the City now has the policies and tools to manage edge transitions between Downtown neighborhoods and their adjacent, high-density neighborhoods; and by ensuring the City has the land use and building types that it needs to adapt to changing markets.
- The proposed amendment *addresses significantly changed conditions* (since the last time the pertinent Comprehensive Plan map or text was amended) affecting the subject property. There is a strong public interest and established policy in having a stable and predictable boundary for the City center. The split designation has created a constraint, since implementing the Comprehensive Plan should not prevent compatible redevelopment. Implementing this change has resolved the problem for other similarly-situated property.

Complete Streets Planning Commission Recommendation Summary – Attachment D

Consistent with direction from the City Council, the Transportation Commission prepared recommendations for policy amendments to incorporate Complete Streets into the Comprehensive Plan. The Planning Commission, in its advisory role regarding the Comprehensive Plan reviewed the Transportation Commission recommendation, held a public hearing, proposed minor amendments, and recommends Complete Streets policy amendments to the City Council. The Commission's recommendation highlights the following decision criteria conclusions:

- The proposed amendment *addresses the interests and changed needs of the entire City* because it supports amending the Comprehensive Plan with policies that address Transportation Commission-identified gaps in Bellevue's continued and ongoing approach to implementing Complete Streets. Complete Streets is a national movement inspiring communities to consider all modes of travel—by

car, bus, bicycle, pedestrians and trains—in the planning, design, implementation, maintenance, and operation of these transportation systems; and

- The proposed amendment *demonstrates a public benefit* because it supports fully embedding Complete Streets concepts and ethics into all aspects of street corridors and networks in Bellevue. The demonstrable benefits of such full embedding include measurable increases in community health indicators and in operations and performance of such street corridors and networks. This CPA could leverage a Complete Streets policy presence in the form of grants, awards and other sources of transportation project funding from outside city government.

The Commission recommendation includes amending text in the Performance Measures section of the graphic call-out (“blue”) box and adding new text in the Complete Streets narrative section.

The Commission’s divided vote on Complete Streets reflects reservations about the Commission’s role in reviewing proposed policy whose purpose has already been established through ordinance. The Commission discussed the ambiguity of Final Review Decision Criteria under such circumstances—e.g. significantly changed circumstances were the result of the adopted Complete Streets Ordinance, and that the Complete Streets policy recommendations appeared to be backfill for actions that have already occurred through the Ordinance, such as the award of Complete Streets funds that have already been obligated.

Downtown Transportation Plan – Downtown Subarea Plan Planning Commission Recommendation Summary -- Attachment E

Consistent with direction from the City Council, the Transportation Commission prepared recommendations for policy amendments to incorporate the Downtown Transportation Plan – Downtown Subarea Plan CPA into the Comprehensive Plan. In its advisory role, the Planning Commission reviewed the Transportation Commission recommendation, held a public hearing, and recommends DTP-DSP policy amendments to the City Council.

The Planning Commission finds that all the Final Review Decision Criteria have been met for this proposed CPA as set forth in the Land Use Code (LUC 20.30I.150). The Commission’s recommendation highlights the following decision criteria conclusions:

- The proposed amendment is *consistent with the Comprehensive Plan* because it updates the comprehensive policy framework implementing the Downtown Transportation Plan (DTP), aligned with transportation-related policy in the Downtown Subarea Plan (DSP); and
- The proposed amendment *addresses significantly changed conditions* because the Transportation Commission’s 2013 work on the Downtown Transportation Plan identified areas in the Downtown Subarea Plan where existing policy language should be amended and where new policy language would be helpful toward advancing a multimodal strategy—first articulated in the DTP update (2013) and then in Downtown Livability (2017)—to enhance mobility and support livability. This is a condition not anticipated from the last update of the Downtown Subarea Plan (2004).

The Commission’s divided vote on DTP-DSP reflects reservations about the Commission’s role in reviewing policy crafted by the Transportation Commission at the direction of the City Council to

implement a technical plan. The Planning Commission also expresses concerns in its Transmittal regarding through-block connections and pay-for-parking in Downtown.

Public Hearing

Final Review public hearings with the Planning Commission were held on November 1. Notice of the public hearing was published in the Weekly Permit Bulletin and in the Seattle Times on October 12. Testimony was offered by the applicants for each of the site-specific amendments, and by citizens for each of the city-initiated amendments regarding transportation growth forecasts and multimodal spending.

OPTIONS

1. Direct staff to return with proposed Ordinances approving one or more of the CPAs, each as recommended by the Planning Commission.
2. Direct staff to return with proposed Ordinances approving one or more of the CPAs, with modifications.
3. Direct staff to return with proposed Ordinances denying one or more of the CPAs.

RECOMMENDATION

Option 1

ATTACHMENTS

- A. 2017 CPA work program
- B. Planning Commission Transmittal for Eastgate Office Park CPA
- C. Planning Commission Transmittal for Old Seattle Times Building CPA
- D. Planning Commission Transmittal for Complete Streets CPA
- E. Planning Commission Transmittal for Downtown Transportation Plan – Downtown Subarea Plan CPA

AVAILABLE IN COUNCIL DOCUMENT LIBRARY

Application file materials, public comments, staff recommendation and other related materials