

CITY COUNCIL STUDY SESSION

East Main Transit-Oriented Development Supplemental Guiding Principles for the for the East Main LUCA Process

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Development Services

DIRECTION NEEDED FROM COUNCIL**ACTION**

Adoption of proposed Supplemental Guiding Principles for the East Main Land Use Code Amendment (LUCA) process

RECOMMENDATION

Adopt the proposed Supplemental Guiding Principles for the East Main LUCA process.

BACKGROUND & ANALYSIS**Background****The Vision**

The City Council's vision for the East Main area is a transit-oriented development (TOD) district that leverages Bellevue's investment in light rail to create a neighborhood with its own identity apart from Downtown. The vision describes a mix of residential, office, retail, and hotel uses in the East Main TOD that creates a vibrant, active neighborhood. The mix of uses and activities, rather than "big-box retail" uses or a single-use corporate campus, draws people into the East Main TOD. The retail and service uses are neighborhood-serving and located predominately on the ground level to encourage pedestrian activity. The vision includes taller buildings located to the east along Interstate 405 (I-405) transitioning to smaller-scale development to the west near Surrey Downs neighborhood.

Because the East Main Station is within one-quarter of a mile from the East Main TOD, the vision describes a design that prioritizes walking, bicycling and transit use rather than automobile use. A new public street will be built along or in the immediate vicinity of the Red Lion and Hilton Hotels between 112th and 114th Avenues SE to convey multimodal traffic and provide additional access to both properties. The vision describes ample open space throughout the TOD that provides active and passive recreation. The Supplemental Guiding Principles (Attachment A) will help to implement this vision.

Site Description and Context

The East Main area is located south of Downtown and its boundaries are Main Street, 114th Avenue SE, SE 8th Street, and 112th Avenue SE. The Vicinity Map (Attachment B) shows the boundaries, the surrounding area, and the East Main Station. A description of the area follows the map in Attachment B.

Timeline

- **August 2014.** The CAC began its work on the East Main Station Area Plan.
- **June 2016.** The CAC issued its final report with the East Main Station Area Plan.
- **August 2016.** Council approved East Main CAC report.
- **December 2017.** Council approved the City Council 2017 Guiding Principles to the Planning Commission (Attachment C) and initiated the Comprehensive Plan Amendment (CPA), Land Use Code Amendment (LUCA) and areawide rezone.
- **January to November 2018.** The CPA, LUCA, and areawide rezone were processed together. The Planning Commission held six study sessions.
- **November 7, 2018.** The Planning Commission signed a Resolution with its recommendation on the East Main CPA to the Council.
- **November 26, 2018.** Council began its review of the CPA.
- **December 10, 2018.** Council deferred action on the CPA to better understand the difference between the vision and the Planning Commission recommendation.
- **January 22, 2019.** Staff presented information regarding the East Main vision and the Planning Commissions CPA's recommendations.
- **April 22, 2019.** Council held its second study session East Main CPA.
- **May 20, 2019.** Council adopted the East Main CPA (Ordinance No. 6465) under emergency provisions allowing consideration of amendments outside the annual process.
- **May 28, 2019. Council consideration of supplemental principles to guide the development of the implementing Land Use Code Amendments (LUCA).**

Analysis

The Comprehensive Plan, Development Regulations, and Development Review

Tonight, the City Council is being asked to adopt supplemental guiding principles to guide the development of the East Main LUCA. The LUCA is the implementation of the East Main CPA policies that were adopted on May 20. The growth management process is designed to move from general policy-making to more specific implementation measures achieved through development regulations and development review. Bellevue's Comprehensive Plan is a collection of land use policies adopted by the City Council pursuant to the Growth Management Act (RCW 36.70A.030(4)).

Development regulations are the controls that guide land use and development consistent with the Comprehensive Plan and include zoning, development standards, and critical areas ordinances. RCW 36.70A.030(7). These land use regulations are applied through development review. Development review provides a process to consider specific project proposals through a permit application. RCW 36.70B.020(4).

Throughout Council's consideration of the East Main planning area, you have received input from stakeholders suggesting policy and code language. To ensure clarity, staff separated that stakeholder input into those that were appropriate for the CPA, the LUCA, and development review. The topics regarding the CPA were discussed during the January and April 2019 study sessions, and the refined language was placed into the CPA adopted by Ordinance No. 6465 on May 20, 2019.

Upon the enactment of the East Main CPA in Ordinance No. 6465, the East Main LUCA will be written to implement the adopted policies in the CPA. Because the LUCA will be development regulations and not a review of a permit application, the LUCA will be drafted to provide a set of development standards and guidelines that allow for a range of development proposals throughout the entire East Main area. After the LUCA is adopted by Council, the substance of the LUCA can be applied to a specific project in development review. The Supplemental Guiding Principles are intended to assist the Planning Commission in making its recommendation to the Council on the LUCA.

2017 Principles

In December 2017, the City Council approved the 2017 Principles (Attachment C). At that time, the East Main CPA, LUCA and areawide rezone were being processed together. Since then, the CPA was separated from the LUCA and areawide rezone. The CPA was adopted in Ordinance No. 6465, but the LUCA and areawide rezone are still pending. If approved, the Supplemental Guiding Principles would supplement the 2017 Principles and offer additional guidance in the creation of the LUCA. and provide additional guidance to the Planning Commission and staff (Attachment A).

In many rezoning efforts like this one, the CPA is accomplished prior to initiating the LUCA and the areawide rezone. In those situations, the guiding principles for the LUCA provided the Planning Commission and staff with guidance specific to the LUCA. By contrast, the East Main CPA, LUCA and areawide rezone were all processed together until December 2018 when the CPA was separated from the LUCA and areawide rezone. The 2017 Principles were approved prior to the discussions that took place between the City Council, the Planning Commission, and the stakeholders during the CPA process. As such, the Supplemental Guiding Principles provided in Attachment A provide the Planning Commission and staff with additional insight from the City Council on the topics discussed by all parties during the process in 2018.

Supplemental Guiding Principles

The 2017 Principles and Supplemental Guiding Principles will provide a road map from the policy language of the CPA to the implementation language of the LUCA. The Supplemental Guiding Principles offer more specificity than the 2017 Principles. The Supplemental Guiding Principles offer guidance on:

- Urban Design
 - Street activation
 - Site servicing and loading
 - An open space system and its connectivity with other parks and trails,
- Mobility
 - Multi-modal transportation choices
 - Flexible parking standards
 - A network of streets and paths
- Regulatory Framework
 - Transparency in the regulations
 - Balancing flexibility and predictability in the regulations
 - Development agreements

See Attachment A. Staff is recommending adoption of these principles because these topics would benefit from additional guidance beyond what is provided in the more general CPA language and the older 2017 Principles.

The Supplemental Guiding Principles are based on the CAC Report and the 2017 Principles and have been refined with the East Main CPA; the general, Downtown, and BelRed Chapters of the Land Use Code; and the guiding principles from other LUCA projects. Also, the Supplemental Guiding Principles are informed by staff's experience and participation in the underlying East Main CPA process and topics suggested by stakeholder input. Attachment E contains the written communication on this subject received from Wig Properties LLC. Attachment E also includes a crosswalk indicating staff's recommended approach to the comments and topics addressed.

Next Steps

A second study session is planned in July to discuss guidance related to use of amenities and incentives in the East Main subarea. The Comprehensive Plan adopted by Council included the following policy in the Transit Oriented Development Areas section: "Consider a land use incentive system that offers additional floor area in exchange for infrastructure and amenities that contribute to the public good."

The structure and calibration of an incentive system, as well as what to include in the system are key pieces to development of the LUCA. Staff will bring back additional information about the work anticipated in the LUCA process to inform that incentive system at the next study session.

POLICY & FISCAL IMPACTS

Policy Impact

The vision developed by the Council is a new development type for this area and requires a LUCA and areawide rezone after the adoption of the associated CPA. The decisions made relating to this station area plan will have significant implications for setting the tone for the area and may influence planning around other station areas in the future.

Fiscal Impact

No fiscal impact has been identified for this agenda item.

OPTIONS

1. Adopt the proposed Supplemental Guiding Principles for the East Main LUCA process.
2. Do not adopt the Supplemental Guiding Principles.
3. Provide staff with alternative direction.

ATTACHMENTS & AVAILABLE DOCUMENTS

- A. Supplemental Guiding Principles
- B. East Main Area Map
- C. 2017 City Council's Guiding Principles

- D. East Main Zoning Map
- E. Stakeholder Proposed Guiding Principles

AVAILABLE IN COUNCIL LIBRARY

May 20, 2019 City Council Regular Session Agenda Memo
April 22, 2019 City Council Study Session Agenda Memo
January 22, 2019 City Council Study Session Agenda Memo
East Main CAC Report