

CITY OF BELLEVUE
CITY COUNCIL

Summary Minutes of Study Session

May 1, 2017
6:00 p.m.

Council Conference Room
Bellevue, Washington

PRESENT: Mayor Stokes, Deputy Mayor Chelminiak, and Councilmembers Lee, Robertson, Robinson, Simas, and Wallace

ABSENT: None.

1. Executive Session

The meeting was called to order at 6:10 p.m., with Mayor Stokes presiding. There was no Executive Session.

Mayor Stokes suggested postponing Agenda Item 2(a).

→ Councilmember Robertson moved to amend the agenda to postpone Agenda Item 2(a), and Councilmember Simas seconded the motion.

→ The motion carried by a vote of 7-0.

2. Study Session

(a) Update on West Lake Sammamish Parkway Phase 2

[Postponed.]

(b) Aquatic Center Update

City Manager Brad Miyake said the Council requested, during its January retreat, an update on regional aquatics facilities.

Nathan McCommon, Deputy City Manager, said Bellevue commissioned an aquatic center feasibility study in 2009. He said staff is seeking the Council's level of interest in exploring options for new aquatic facilities on the Eastside.

Patrick Foran, Director of Parks and Community Services, said the City conducted the Aquatic Center Feasibility Study in 2009 to assist the Council in determining whether to support the

development of an aquatic center. The study explored a range of options and operating models. Mr. Foran said the regional demand for aquatic facilities has continued to grow and there is a renewed interest in studying a potential Eastside aquatics center. He noted that the Executive Summary of the study is included in the meeting packet. Mr. Foran said that, following public outreach, the Council expressed an interest in a large, regional facility and asked staff to explore partnerships. Staff's work in 2010 found that neighboring cities were not ready to move forward with planning an aquatic center.

Mr. Foran said the City of Kirkland, City of Redmond, and King County are currently examining the concept of an Eastside aquatic center, and Bellevue staff is participating in those discussions. He said the City has been approached by private parties and the YMCA regarding their interest in a partnership.

Mr. Foran said Bellevue has one public pool, which was built by King County in 1970. The City acquired the pool in 1995, and the warm water therapy pool was added in 1997. The City operates six seasonal swim beaches, a canoe and kayak program, and a boat launch. Bellevue has eight private neighborhood swimming pools, two nonprofit fitness facility pools (YMCA and Samena Club), and four private fitness club pools (Bellevue Club, Pro Sports, and two LA Fitness clubs).

Mr. Foran highlighted the 2009 study findings, which recognized the need for an aquatic center based on a market analysis, stakeholder feedback, focus groups, and public interest surveys. He said the local competitive swimming community is very active, and existing pool facilities are outdated. In the 2009 study, 4,200 families were members of private, outdoor pools in Bellevue and 3,600 swimmers participated in 26 Eastside swim clubs. In comparison, approximately 7,500 youth participated in sports on the City's ball fields (i.e., baseball, softball, soccer, football, and lacrosse). Local school districts do not have their own pools, and this area has been slow to respond to national industry trends.

Mr. Foran said local high school swim teams have been very successful in competitions. Responding to Councilmember Wallace, Mr. Foran said the students practice at the Bellevue Club pool, Samena Club, private pools, and neighborhood pools. He said Newport High School students practice at the Newport Hills Swim and Tennis Club.

Mr. Foran described the market segments for pools: 1) leisure and recreation, 2) instructional and fitness, 3) therapy and rehabilitation, and 4) competitive programs. He highlighted the different requirements and design elements for the types of pool facilities. Regional efforts since 2009 include the City of Kirkland's failed 2015 voter initiative. New facilities that have been completed include the Snohomish Aquatic Center built with 2008 bond funds, Lynnwood Recreation Center and Pool \$25 million renovation project funded through Councilmanic bonds, Sammamish Community and Aquatic Center built in 2016 (City owned and YMCA operated), and the Rainier Beach Community Center and Pool (funded by a City of Seattle Parks Levy).

Mr. Foran said King County has allocated \$2 million to study the feasibility of enhancing aquatic facilities on the Eastside. The YMCA has expressed interest in a joint development or the

redevelopment of their BelRed Road facility. Bellevue College recently adopted its master plan, which identifies the potential for a community partnership. Additional potential opportunities are partnerships with school districts and the health care industry.

Mr. Foran requested Council direction about whether to prepare documentation for further discussion of both the regional option (King County and cities of Kirkland and Redmond) and a Bellevue option.

Mayor Stokes said there is currently no funding for an aquatic center in the City's budget. He said that any staff effort to explore options would need to include the consideration of funding. He referred the Council to the questions posed in the agenda memo in the meeting packet for discussion.

Responding to Councilmember Robertson, Mr. Foran confirmed that directing staff to move forward now does not represent a commitment to funding or constructing a facility. Ms. Robertson said she has three summer league swimmers and one year-round swimmer in her family, and she is aware of the need for Eastside facilities. She said the participation in water sports continues to grow. She observed that the region has lost some facilities since the 2009 study.

Councilmember Robertson noted the types of pools: recreation, fitness and instruction, therapy, and competition. She would like to see a facility with all of those functions, including a 50 meter pool for competition. She supports moving forward to explore regional and Bellevue projects. She said the two types of partnerships are land and management, and identifying available land is the biggest challenge. If the City can provide land, the private community can raise the needed capital. A strong management partner is necessary for a successful facility.

Ms. Robertson believes the City should not consider new seasonal facilities. If one facility cannot provide all four functions, she suggested it would be possible to combine two functions in one facility and two in another. Ms. Robertson said there is a critical need for a 50 meter pool.

Ms. Robertson expressed an interest in partnerships. However, she noted that the YMCA will not build pools that are deep enough for competition-level swimming and diving. She stated her understanding that there is a net energy savings if a facility has both a pool and an ice rink. She volunteered to take the lead for the Council in working with staff on this issue.

Councilmember Simas said his wife was one of the original founders of SPLASH (Swimming Pools for Leisure, Active Sports, and Health), and his daughters swam and played water polo competitively. He observed that one of the arguments against aquatic facilities relates to ongoing maintenance costs. He said combining the types of pools in one facility is more cost effective. He believes that the facility's ongoing operations should be financially self-supporting. He expressed support for further study of the potential for a regional or Bellevue-only project. He would support an option that provides the greatest public benefit.

Councilmember Lee said he likes the idea of a pool facility. However, funding will be the important factor. He expressed concern about replacing established City priorities with new priorities. He is interested in knowing whether there are private parties that might be interested in a partnership. He questioned the viability of a strictly public project. He expressed support for further analysis of the options and feasibility. Mr. Lee expressed concern about the long-term impacts on the City budget and competing priorities. He supports further study of the options for developing an aquatic center, especially in partnership with private entities.

Councilmember Robinson said she sees a significant value in the neighborhood pools. She does not want an aquatic center project to jeopardize those pools and would like information on the potential impacts of a large aquatic center on neighborhood pools. She expressed concern about the traffic impacts associated with a large, regional aquatic center, especially for competitive events. She questioned the benefits of siting a regional facility in Bellevue versus working with Kirkland or another city to develop the facility in their jurisdiction.

Councilmember Wallace said the cost of the Sammamish aquatic center was \$34.6 million. Responding to Mr. Wallace, Mr. Foran said that facility has a 25-yard pool that is suitable for competition. Mr. Wallace said the City budget spends \$12 million annually for parks capital projects, which is funded through the real estate excise tax (REET) and the Parks Levy. In further response, Mr. Foran said the typical funding approach is a voter initiative specifically for an aquatic center.

Councilmember Wallace said the City will not be able to complete all of the Parks Levy projects within the available funding. He said Meydenbauer Bay Park is not included in the Parks Levy package and approximately \$35 million is needed for that project. He noted the need for funding the Grand Connection as well. Mr. Wallace said there are a number of competing priorities for the Parks budget. He said Bellevue does not have the resources to build an aquatic center alone. He suggested it might be viable to use the Highland Park Community Center facility and to work with the YMCA, perhaps with the City dedicating land for the project. He said there are so many competing priorities, and voters are tired of property tax increases. Mr. Wallace said that, while it would be nice to have, Bellevue does not need an aquatic center.

Deputy Mayor Chelminiak said the existing aquatic center is a great City facility. He said his stepdaughter swam competitively. He recalled past Council and community interest in an aquatic center. However, past analysis indicated it would not be economically viable. Mr. Chelminiak said the only approach he is interested in considering is a partnership with Kirkland and Redmond. He questioned whether that is a realistic option.

Mr. Foran said the group is working through a number of questions. The City of Redmond is probably the most dedicated to examining the idea and is initiating public outreach to test the idea with the community. Mr. Foran said King County is the convener of that group and has expressed an interest in a partnership. Bellevue staff has been attending the meetings. Mr. Foran said he anticipates that the process will continue until the group formulates a recommendation for a regional partnership. He noted that the group meets monthly.

Deputy Mayor Chelminiak said he is not opposed to Bellevue staff's continued involvement with the group. However, he concurred with Councilmember Wallace about the many competing needs and that a pool is a want versus a need. Mr. Chelminiak observed it would be difficult to develop a facility with both leisure/recreation and competitive aspects. He does not object to continuing to discuss the idea. However, the costs, location, and funding sources are unknown at this time. He said it might be worth pursuing the aquatic center once there are answers to those questions.

Councilmember Simas expressed support for involving school districts in the project. He suggested that an aquatic center is no different than providing football stadiums or soccer and baseball fields. He said there are many swimmers who would be well served by a facility.

Councilmember Robertson stated her understanding that, if the Council wishes to continue exploring the idea, the Council is not making a commitment at this time. However, if a regional partnership becomes viable, staff will bring more information to the Council. She said it makes sense to continue to study the topic. She said the City invests significantly in parks and sports facilities, including for sports with lower participation levels.

Mayor Stokes said staff is seeking Council direction about whether to further explore alternatives, including public and private partnerships, to improve aquatic facilities and programs. He said he was a competitive swimmer in high school and college, and his daughter played water polo for Bellevue High School. He noted general Council support for further exploration and study.

(c) Affordable Housing Strategy Final Report and Recommendations

City Manager Miyake noted that this is a continuation of the discussion from the previous week's Council meeting.

Dan Stroh, Acting Director of Planning and Community Development, said the purpose of tonight's discussion is to solicit Council feedback before presenting the Affordable Housing Strategy Final Report for Council action.

Mike Kattermann, Senior Planner, highlighted the recommendations included in the Affordable Housing Strategy Final Report. The objective to help people stay in affordable housing includes working with partners to acquire and preserve existing affordable multifamily housing. Additional actions are to work with the state legislature to extend the multifamily tax exemption (MFTE) to existing multifamily units, promote programs that support seniors and the disabled staying in their homes, expand the home repair and weatherization programs, promote energy efficiency, and promote utility and tax relief programs.

Responding to Councilmember Robertson, Mr. Kattermann confirmed that the costs associated with action items will be subject to Council approval before moving forward.

Councilmember Lee noted his interest in helping retirees stay in Bellevue. He supports exploring housing that is affordable and appropriate for senior adults.

Councilmember Robinson said The Bellevue Network on Aging determined that well-organized neighborhood associations would be good stewards for neighborhoods. She encouraged the City's neighborhood programs staff to consider volunteer programs to function in that role.

Ms. Robinson expressed support for promoting energy efficiency. She suggested exploring the use of a master switch in housing units that turn off all non-essential lights and appliances, which she observed in Denmark. She would like to see the Utilities Department identify residents who are three months overdue in paying their bills because that is often an early indicator of an individual who is about to become homeless.

Deputy Mayor Chelminiak said the home repair and weatherization programs are a good way to help senior adults remain in their homes. However, much of that funding comes from the Community Development Block Grant (CDBG) program, which is an unpredictable funding source. Mr. Kattermann said the action could include adding City funds to supplement and expand the program.

Councilmember Lee observed it is important to have good homes that are affordable and suitable for seniors without involving subsidies or financial assistance.

Councilmember Robinson noted that approximately 50 percent of senior renters are cost-burdened.

Mayor Stokes suggested that the intent at this point is to determine Council support for the report as a whole rather than to discuss the merits of every potential action item. Mr. Kattermann concurred, noting that there is an outline for the implementation for each action beginning on page 37 of the report. He said staff is seeking feedback regarding any changes desired by the Council as well as questions from the Council.

Councilmember Wallace noted that the Council and staff went through all of the sections and action items the previous week. He does not object to any of the recommendations. However, the Council will need to consider funding. He expressed support for the potential actions, noting that the City will need to develop a financially constrained plan in the future.

Mayor Stokes questioned whether any Councilmembers see items that they oppose. He suggested it is not necessary to go through every item again. Councilmember Simas concurred.

Councilmember Robertson expressed concern about micro apartments and reduced parking requirements. She will want significant information before considering micro apartments in the future.

Ms. Robertson requested more information and discussion regarding the suggested action to develop affordable housing on public lands near transit. She would want to see a map of

potential sites, including church and other partnership properties, to determine whether they are appropriate within the context of the surrounding zoning, density, and development.

Mr. Kattermann said he would provide the screening criteria developed by staff regarding potential land and sites. He said staff has not created a map but can come back in the future to discuss the criteria and the sites that might be appropriate.

Councilmember Simas said it is important to exclude parks from consideration for affordable housing. Mr. Kattermann said parks are not under consideration. However, there are surplus public properties that might be good candidates for housing.

Mayor Stokes said the consideration of attached accessory dwelling units (ADUs) will be addressed on an individual neighborhood basis.

Moving on, Mr. Kattermann said the report envisions a 10-year strategy. The implementation of action items will involve multiple City departments, Boards, Commissions, partners, stakeholders, and the public. Stakeholder groups would be convened to address specific issues or needs within one or two meetings. Any budget items will be addressed by the Council through the usual budget process. Certain action items will involve policy and/or code amendments as well as coordination through the Council's legislative agenda.

Mr. Kattermann described the photo of a Wallace Properties project in Seattle's University District. It is constructed of prefabricated components and can be built on relatively small sites, in this case, 24 units on 6,000 square feet of land. Councilmember Wallace said it is a multifamily tax exemption project and 20 percent of the units are rent restricted. The building is fully leased and uses solar energy for most of the hot water and radiant heating.

Councilmember Lee said the building is very efficient and optimizes the use of space. It is constructed of concrete, steel, and glass and is very low maintenance.

Responding to Councilmember Simas, Mr. Wallace said the building has no parking. He said parking requirements and impact fees are prevalent on the Eastside. However, those practices would not be conducive to developing affordable housing in Seattle. Mr. Wallace referenced another city that requires 1-1/4 parking stalls per housing unit. He said that does not allow the development of micro housing or studio apartments, but it incentivizes the development of two-bedroom apartments.

Mr. Kattermann said staff will bring the report back to the Council later in May for formal action. Staff will then develop a work program with cost, implementation, and monitoring details.

(d) Eastside Men's Shelter and Supportive Housing Project Update

City Manager Miyake opened discussion regarding the Eastside men's shelter and supportive housing. He recalled that, on April 17, the Council directed staff to continue working on the

letter of agreement with King County to pursue the proposed Eastgate shelter site. At that time, the Council also requested a 45-day exploratory period to develop information about the Lincoln Center and Sound Transit Operations and Maintenance Facility East (OMFE) alternative sites.

Kate Berens, Deputy City Manager, noted Attachment A in the meeting packet listing the selection criteria for evaluating the three sites. She said staff anticipates bringing back draft changes to the Eastgate Land Use Code Amendment that were included in the Council's discussion on April 17. Staff anticipates outlining the process for the creation of the shelter advisory committee and its role with regard to moving the project forward on the Eastgate site. Ms. Berens said staff is developing a timeline of the project components, including the parties involved and key decision makers.

Ms. Berens noted the spreadsheet of site evaluation criteria submitted by the Eastgate Residents Committee (ERC), which is similar to the list of criteria provided by staff in Attachment A to the agenda memo. She acknowledged that there will be questions about Sound Transit's ownership of the OMFE site, its obligations for any surplus properties, the disposition process for property, and state law regarding affordable housing requirements.

Ms. Berens said staff has not proposed a formal public engagement process to address the OMFE and Lincoln Center sites within the 45-day period. Staff will bring the results of the evaluation process to the Council on June 5. If the Council prefers a site other than the Eastgate site, staff will organize a formal public outreach and engagement process.

Referring to Attachment A with the site selection criteria, Ms. Berens said the item labeled Site Characteristics will address topics raised through public feedback, including existing critical areas, parking impacts, and other activity and development on the site. Additional criteria are zoning, planning studies that might impact zoning, current and planned adjacent uses, proximity to transit, proximity to residential development, proximity to other uses (e.g., human services providers, schools, and other uses within 1,000 feet), land costs, site construction cost factors, other site development considerations, estimated site availability date, and the impact to the interim shelter.

Ms. Berens said that costs will likely have the least amount of certainty of the criteria. However, staff will provide comparative cost drivers (e.g., land costs, site construction costs, etc.).

Ms. Berens said page 2 of the list of criteria submitted by residents includes additional items related to safety, security, and mitigation measures. Information related to lighting and vegetation will be reflected in the general site characteristics description. She said the use of CPTED (Crime Prevention Through Environmental Design) principles is anticipated.

Councilmember Simas said he would like to see a column added to staff's spreadsheet for the Eastgate site, for comparison to the Lincoln Center and OMFE sites. He acknowledged that more analysis has been completed for the Eastgate site to date. He questioned the project timeline and the availability of the three sites for development. Camron Parker, Senior Planner, confirmed that site availability is a selection criteria.

Responding to Mayor Stokes, the Council concurred with Mr. Simas' request that staff add the third site to the spreadsheet.

Councilmember Robertson said it is important for the analysis to provide full, fair and accurate information for the Council's consideration. She suggested it might be helpful to see a draft report at the end of May, before discussing the final 45-day report in early June.

Ms. Robertson suggested looking at the possibility of separating the shelter and affordable housing on two different sites. She observed that the Eastgate site is a good candidate for the affordable housing component. However, she would like the shelter and day center to be sited elsewhere.

Ms. Berens said the evaluation will indicate whether the shelter or the shelter and affordable housing would fit on the sites. This is not a City project and it is unknown whether potential partners would be interested in separating the facilities. Ms. Berens said staff can begin exploring that concept with the current project partners. With regard to comparing the sites based on the selection criteria, Ms. Berens said more information is available for the Eastgate site than for the other sites. It is unlikely that the same level of detail will be available for the other two sites within the 45-day study period.

Councilmember Robertson noted that the current zoning in the Eastgate area does not allow the shelter and housing project to move forward. Ms. Berens concurred.

Ms. Robertson said the surrounding development can greatly impact the cost to patrol the area and to maintain a safe and sanitary environment. She would like those criteria to be added to the evaluation.

Referring to the criteria of proximity to residential development, Ms. Robertson said it would be helpful to know the number of housing units within a certain distance. She suggested also evaluating the distance to child care centers, youth activities, parks, restaurants, grocery stores, and job centers.

Ms. Robertson said it would be helpful to have a list of the stakeholders for each site (e.g., businesses, residents, nonprofit organizations, public property owners, etc.). She reiterated that it would be helpful if the evaluation report could come to the Council first as a draft in late May.

Councilmember Robinson questioned whether each of the sites can have supportive housing at 30-50 percent AMI (area median income), in addition to the shelter. Who are the potential project partners? Could the same supportive services be available at all sites? Ms. Robinson acknowledged that costs will be an important factor.

Councilmember Robinson noted the need for a national or international example of a similar project with a low-barrier shelter, supportive services, and housing in an established

neighborhood. Ms. Robinson said that type of information has not been provided through the planning process.

Responding to Councilmember Lee, Ms. Berens said cost information will be developed to the extent possible (e.g., land costs). Mr. Lee expressed interest in operations costs and the costs of the supportive social services. Ms. Berens said staff will not be able to achieve that level of detail at this point. Mr. Parker said the cost evaluation will focus on the capital costs of constructing the building. He said staff can request information on operating costs from the project partners.

Councilmember Lee questioned whether there are historical public safety records for the areas around the three sites. Mr. Parker said that Bellevue Police Department crime data presented on April 3 focused on the former shelter site in the BelRed corridor, which is near the OMFE site. Similar information for the Eastgate area was provided as well. Data is available for the interim shelter at the Lincoln Center site over the past winter.

Mr. Lee concurred with Councilmember Robinson's request for information on an example of the same type of project. He said Congregations for the Homeless and Imagine Housing do great work, but they have not operated this type of project.

Mr. Lee said citizen participation is very important. He appreciates the list of criteria submitted by the Eastgate Residents Committee, which was incorporated into staff's evaluation criteria. He said there needs to be a diligent process of citizen involvement starting now and moving forward. He does not want to come to the end of the 45 days and still be arguing.

Councilmember Wallace encouraged an objective evaluation and comparison. He observed that some of the criteria are somewhat subjective. He noted that all of the sites are large, and he asked staff to identify the specific location on each site that would accommodate the project. With regard to the OMFE site, Mr. Wallace said Sound Transit's design is to be released to the public by the end of May. He noted the challenge of being able to factor that information into the site evaluation within the 45-day period.

Mr. Wallace questioned the potential for a medium-barrier shelter, instead of low-barrier shelter, at the Eastgate location. He would like to know the financing sources for each site. He noted Imagine Housing's concern about losing its financing if certain requirements are not met by the end of the month. Mr. Wallace said he would like more information regarding their financing.

Ms. Berens said Imagine Housing staff indicated they are comfortable with the schedule for the Council's decision on June 5. Ms. Berens said staff will bring project funding information and key milestones for the proposed Eastgate site for the June 5 meeting.

On related topics, Councilmember Wallace suggested exploring the City of Lynnwood's Code Chapter 10.17 with regard to how they handle camping in the public right-of-way and RV parking and camping. He also would like to talk about aggressive panhandling, which the City of Issaquah addresses in its Code Chapter 9.45. He said there might be less draconian ways to address the panhandling issue, however.

Responding to Mayor Stokes, Ms. Berens said the Eastgate Land Use Code Amendment is anticipated to be completed within the 45-day study period. She recalled that the Council also asked staff to initiate work on the broader RV parking and panhandling issues, which will not be addressed within the 45 days.

Referring to the criteria of the proximity to services and other land uses, Deputy Mayor Chelminiak said he would like to know the positive aspects that the homeless need as well as the negative aspects that the homeless do not need. He noted the public health site at Eastgate and hospitals near Lincoln Center. Mr. Chelminiak said there is a relatively high incidence of public drunkenness in the Lincoln Center area and along the Eastside Rail Corridor. He noted the importance of considering vegetation and how it impacts public safety.

Referring to Councilmember Lee's suggestion about community involvement, Mayor Stokes said it is important to notify residents and businesses around the three sites about the City's evaluation process.

Councilmember Robinson questioned whether there is time to do that. Ms. Berens said staff does not plan additional public engagement within the 45-day period. She said the website provides all information regarding the shelter, and the results of the evaluation will be posted prior to June 5. More public process will continue after the Council chooses a site.

Mayor Stokes said he would like more information on the rules and issues affecting the Sound Transit parcels.

At 8:03 p.m., Mayor Stokes declared recess to the Regular Session.

Kyle Stannert, CMC
City Clerk

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