City of Bellevue
Development Services Department
Land Use Staff Report

Proposal Name:	St. Luke's Lutheran Church
Proposal Address:	3030 Bellevue Way NE
Proposal Description:	Application to change the zoning on a 4.3- acre site in the North Bellevue subarea from R-2.5 to R-20 to be consistent with the recently approved Comprehensive Plan Amendment 15-103696 AC.
File Number:	15-103697 LQ
Applicant:	SMR Architects, Demian Minjarez
Decisions Included:	Process III, Rezone
Planner:	Antoinette Pratt, Senior Planner
State Environmental Policy Act Threshold Determination:	Determination of Non-Significance adopted and previously issued on April 23, 2015 per 15-103699 AC.
Director's Recommendation:	**Approval with Conditions**

Carol V. Helland

Carol V. Helland, Land Use Director
Development Services Department

Notice of Application:	September 10, 2015
Minimum Comment Period:	September 24, 2015
Required Public Meeting:	September 30, 2015
Notice of Recommendation:	November 5, 2015
Public Hearing Date:	November 19, 2015

For information on how to appeal a proposal, visit the Development Services Center at City Hall or call (425) 452-6864. Comments on State Environmental Policy Act (SEPA) Determinations can be made with or without appealing the proposal within the noted comment period for a SEPA Determination. Appeal of the Decision must be received in the City Clerk's Office by 5 PM on the date noted for appeal of the decision.

TABLE of CONTENTS

I. Request/Proposal Description ..... Pg 3

II. Site Description, Zoning and Land Use Context ..... Pg 4

III. Consistency with Land Use Code/Zoning Requirements ..... Pg 6

IV. Public Notice & Comment ..... Pg 6

V. Technical Review ..... Pg 7

VI. State Environmental Policy Act (SEPA) ..... Pg 7

VII. Changes to Proposal Due to Staff Review ..... Pg 8

VIII. Decision Criteria ..... Pg 8

IX. Recommendation ..... Pg 9

X. Conditions of Approval ..... Pg 9

Attachment: Ordinance 6248, St. Luke's Lutheran Church, 15-103697 AC

I. PROPOSAL DESCRIPTION

St. Luke's Lutheran Church has submitted an application to change the zoning on a 4.3-acre site in the North Bellevue subarea from R-2.5 to R-20 to be consistent with the recently approved Comprehensive Plan Amendment 15-103696 AC.

A. Reason for the Proposal/Background

St. Luke's Lutheran Church is requesting this rezone to increase residential density on their site to allow multi-family dwelling units to be constructed in the near future by Imagine Housing. The increase in density supports Comprehensive Planning Policies within the Housing Element that encourage infill development and increased opportunities for affordable housing units.

Comprehensive Plan Policy S-NB-12 encourages a variety of housing types so that these will be housing for a broader cross section of the community. The rezone supports this policy because it will increase the supply of multi-family housing within the subarea. Additionally, St. Luke's Lutheran Church is committed to increasing the supply and opportunity for affordable housing. Throughout the years, they have twice sponsored Tent City 4 (TC4) on their property along with transitional housing for women and children. They are committed to their mission of helping those in need via housing. The future development of housing is consistent with the Church's mission and City policies.

Vicinity Map/Aerial View

B. Required Land Use Approvals

Rezone: Rezones are subject to a Process III review procedure (Land Use Code 20.35.300) that require a quasi-judicial decision made by the City Council. Decision criteria and decision criteria compliance are discussed in Section VIII of this report. The

Hearing Examiner holds a public hearing and takes testimony from the public on the proposal and recommends an action to the City Council. The City Council will then make a final decision based on the record established by the Hearing Examiner.

II. SITE DESCRIPTION, ZONING, & LAND USE CONTEXT

A. Site Description

The site is located east of Bellevue Way NE between NE 29th Street and NE 32nd Place at 3030 Bellevue Way. Bellevue Way is classified as a major arterial by Transportation. The proposed rezone site is within the North Bellevue subarea.

The subject site is comprised of two parcels (202505-9158 and 202505-9188) which total 4.3 acres. Currently, the rezone site is occupied by St. Luke's Lutheran Church which is surrounded by landscaping and associated parking in support of its use. It should be mentioned that the east portion of the site contains critical areas, i.e., steep slopes and streams/wetland) which is undisturbed at this time. Any future development on this site will need to conform to Land Use Code (LUC) 20.25H, Critical Areas for buffers and development intensity.

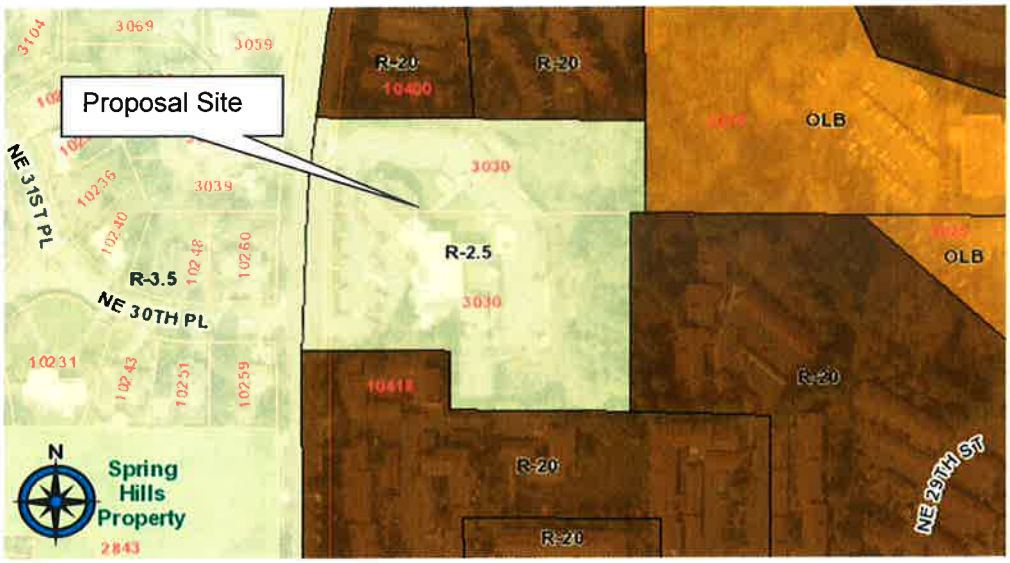
C. Context and Zoning

Land Use District/Zoning: The property is currently located within a single-family R-2.5 land use district, and is surrounded at its north, south and a portion of its east property boundaries by R-20 zoning. At its northeast corner, there is a portion of Office/Limited Business (OLB) zoning that contains an existing office park.

The surrounding zoning and land use is a follows:

- South: R-20 Existing multi-family complex
- North: R-20 Existing multi-family complex
- West: Located across Bellevue Way NE to the west are single-family homes within an R-2.5 land use district.
- East: Located at the northeast property boundary is OLB land use district with the balance of this property boundary surrounded by R-20 land use district.

Zoning Map



Comprehensive Plan: This site is designated currently as Multi-family Medium in the Comprehensive Plan due to the recent adoption of Ordinance 6248 in support of 15-103696 AC. See attached. The rezone from R-2.5 to R-20 is necessary to ensure that the site specific zoning is consistent with the Comprehensive Plan as required by state law.

Comprehensive Plan Designation

III. CONSISTENCY WITH LAND USE CODE/ ZONING REQUIREMENTS

A. General Provisions of the Land Use Code

1. Dimensional Requirements

The site can be developed in conformance with the general provisions of the Land Use Code. A listing of applicable Land Use Code elements for both the GC and CB land use districts is provided below:

Zoning	Existing R-2.5	Proposed R-20
ITEM	**REQUIRED/ALLOWED**	**REQUIRED/ALLOWED**
Min. Lot Area	13,500 SF	8,500 SF
Lot Coverage	35%	35%
Maximum Impervious Surface	50%	80%
Building Setbacks Front Side(s) Rear	 20 FT Min.5/15 FT Total 25 FT	 0 FT Min.5/15 FT Total 25 FT
Building Height	30 FT from average existing grade from the top of a flat roof or 35 FT from the top of pitched roof form	30 FT from average existing grade* **May be converted to average finished grade outside of the existing transition buffer that will exist once the rezone is complete.
Density	Existing Church that is classified as a nonresidential use within a residential district	86 units (**1**)

IV. PUBLIC NOTICE AND COMMENT

Notice of Application was published in the City of Bellevue's Weekly Permit Bulletin and the Seattle Times on September 10, 2015. It was mailed to taxpayers and occupants within 500 feet of the project site and a two-sided Public Information Sign was installed on the project site on the same day.

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1 Estimated units at the time of the Comprehensive Plan. The future development proposal (Design Review) will ultimately determine the maximum number of multi-family units for this site. Critical areas are present on this site. A Critical Areas Land Use Permit will be reviewed concurrently with the Design Review to locate the existing stream, steep slopes and their associated buffers. The presence of critical areas reduces the amount of developable land for density. The density/intensity calculation will also account for the presence of the existing church use on the site.

A public meeting was held on September 30, 2015. There were 13 attendees two of whom were representatives of Imagine Housing. A few of the attendees were representatives from St. Luke's Lutheran Church while the balance of the attendees were from the neighborhood. There were many questions addressed to Imagine Housing representatives about their future development plans. They provided an overview via a general site map to show the potential location of the housing on the eastern portion of the site within a portion of the existing parking lot. Neighbors also had many questions about traffic, potential heights of the units, impacts to critical areas on the eastern portion of the site and who the targeted affordable housing units would serve.

Overall, no one had questions regarding the rezone specifically. The design of the future multi-family development proposal will be addressed during the upcoming Design Review approval process which is anticipated for submittal to the City in 2017.

V. TECHNICAL REVIEW

A. Utility Department

The proposed rezone would increase potential build out and increase demand on both the water and sewer systems. The increased capacity necessary with the rezone would be determined at the time of the actual development proposal. Offsite improvements, specifically sewer capacity improvements, may be needed as a result of the rezone and any future development proposal.

B. Transportation Department

There appear to be two possible development scenarios for St. Luke's Lutheran Church. Under the first scenario, as proposed by the applicant, an additional 7000 square feet of office space for church use and 58 multifamily residential units would be constructed. Under the second scenario, a maximum of 86 multifamily units could be constructed. Both scenarios would result in 42 additional pm peak hour trips.

This volume of trips is relatively small and the existing street infrastructure on Bellevue Way NE would be adequate for the additional trip volumes. A complete analysis would be required at the time of a development application. Concurrency analysis per BCC 14.10 would be required at the time of the development application, and an operational analysis addressing impacts at access to the site would also be required. Depending upon the results of such an analysis, mitigation such as channelization modifications or restricted turning movements at the access point could be required. Payment per BCC 22.16 of a transportation impact fee, which contributes to funding of transportation improvement projects in the Transportation Facilities Plan, would be required for mitigation of long-term traffic impacts.

VI. STATE ENVIRONMENTAL POLICY ACT

A non-project SEPA threshold determination was issued for this site under the associated approved Comprehensive Plan Amendment, 15-103699 AC. The Environmental Coordinator for the City of Bellevue determined at that time that the proposal would not result in any probable, significant adverse environmental impacts; therefore, a Determination of Non-Significance (DNS) was issued April 23, 2015. The current rezone proposal is relying on the previous SEPA determination as allowed under

WAC 197-11-600(4)(a)). A project level environmental review will be completed upon the receipt of any requests for development level approvals.

VII. CHANGES TO PROPOSAL DUE TO CITY REVIEW

There were no changes as a result of City review.

VIII. DECISION CRITERIA

The Director may approve, or approve with modifications, an application for a Rezone if the following decision criteria listed in LUC Section 20.30A.140 can be met:

A. The rezone is consistent with the Comprehensive Plan:

The following is a summary of relevant Comprehensive Plan policies:

Land Use Element Policies:

Policy LU-9: *Maintain compatible use and design with the surrounding built environment when considering new development or redevelopment within an already developed area.*

Policy LU-13: *Reduce the regional consumption of undeveloped land by facilitating redevelopment of existing developed land when appropriate.*

Policy LU-23: *Provide, through land use regulation, the potential for a broad range of housing choices to meet the changing needs of the community.*

Finding: The proposal is consistent with the Land Use Element Policies above. The rezone supports Bellevue's commitment to accommodate a broad range of housing choices throughout the City

Housing Policies:

Policy HO-17: *Encourage infill development on vacant or under-utilized sites that have adequate urban services and ensure that the infill is compatible with the surrounding neighborhoods.*
Policy HO-25: *Ensure that affordable housing opportunities are not concentrated, but rather are dispersed throughout the City.*
Policy HO-26*: Involve both the public and private sectors in the provision of affordable housing.*

Finding: The proposed rezone is a response to these specific policies. Future development on the site that will be allowed as a result of this rezone will provide affordable housing to the community. The rezone is appropriate at this time because it completes the request by St. Luke's Lutheran Church to increase the housing density of their property from R-2.5 to R-20 which is in alignment with adjacent sites and will allow them to further their mission to provide affordable housing.

B. The rezone bears a substantial relation to the public health, safety, or welfare.

Finding: The development will not require new public facilities; there is capacity within the transportation network and other public services such as fire and police to accommodate additional development. The utility system will require an upgrade at the time of the future development proposal as noted in Section V.A from the Utilities Department. The subject parcel can provide for an appropriate level of increased density and help facilitate infill development and an increase in housing diversity with the future development of multi-family housing units devoted to affordable housing.

C. The rezone is warranted in order to achieve consistency with the Comprehensive Plan or because of a need for additional property in the proposed land use district classification or because the proposed zoning classification is appropriate for reasonable development of the subject property.

Finding: This rezone is warranted to achieve consistency with the recently approved Ordinance 6248 (see attached) in support of Comprehensive Plan Amendment 15-103696 AC. Furthermore, the rezone aligns this property with adjacent sites which have the same land use designation of R-20.

D. The rezone will not be materially detrimental to uses or property in the immediate vicinity of the subject property.

Finding: The existing development on the site is currently a church which is a nonresidential use within a residential district. The addition of housing on the St. Luke's Lutheran Church site will not be materially detrimental to adjacent uses in the area because they are already residential in character. The R-20 zoning will allow St. Luke's Lutheran Church to fulfill its mission to support individuals in need via housing.

During the Comprehensive Planning process, it was estimated that the maximum development potential was 86 multifamily units. However, as noted earlier, the applicant will be required to apply for a Critical Areas Land Use Permit to determine the ultimate number of multifamily units due to the presence of an existing stream, steep slope and their associated buffers. The calculation would also account for the existing church use. St. Luke's Lutheran Church will offer these units as affordable housing for qualified individuals. It also supports the Comprehensive plan by providing a catalyst for redevelopment on this site, thereby helping to fulfill the vision of the Comprehensive Plan.

E. The rezone has merit and value for the community as a whole.

Finding: Per the Comprehensive Plan policies for the North Bellevue Subarea, infill multi-family development along with additional affordable housing are desired within the Multi-Family Medium Comprehensive Plan designation. Rezoning the site from R-2.5 to R-20 will allow St. Luke's Lutheran Church to continue to meet the needs of the community with the future development proposal for affordable, multi-family housing units. This in turn, will add value to the community by providing increased housing diversity within the subarea. Additionally, the church's location along Bellevue Way NE provides access to nearby bus routes and nearby amenities within the subarea.

IX. RECOMMENDATION

After conducting the various administrative reviews associated with the proposal, including applicable Land Use consistency and City Code & Standard compliance reviews, the Director does hereby **RECOMMEND APPROVAL WITH CONDITIONS** of the rezone proposal.

X. CONDITION OF APPROVAL

1. Authority

Approval of this rezone does not constitute an approval of any Land Use Code amendments, Design Review for a specific residential density, or any other ancillary permits that may be required for the design and construction of any proposed development on the rezone site.

AUTHORITY: LUC 20.30A
REVIEWER: Antoinette Pratt, 425.452.5374

ATTACHMENT

Ordinance 6248—St. Luke's Lutheran Church, 15-103696 AC

1475-ORD
07/29/15

ORIGINAL

CITY OF BELLEVUE, WASHINGTON

ORDINANCE NO. 6248

AN ORDINANCE adopting the St. Luke's Lutheran Church (15-103696 AC) 2015 amendment to the Comprehensive Plan of the City of Bellevue, pursuant to Chapter 36.70A RCW (Growth Management Act, as amended) and Chapter 35A.63 RCW; and establishing an effective date.

WHEREAS, the City has undertaken a review and revision of the Comprehensive Plan in accordance with Chapter 36.70A.130 (4) RCW, known as the Comprehensive Plan Major Update; and

WHEREAS, the Growth Management Act authorizes the City to, among other things, amend the Comprehensive Plan on no more than an annual basis in accordance with Chapter 36.70A.130 (2) (a) RCW; and

WHEREAS, a privately-initiated proposal to amend the North Bellevue Subarea Plan map from Single Family-Medium (SF-M) to Multifamily-Medium (MF-M) at 3030 Bellevue Way NE ("the St. Luke's Lutheran Church CPA") was submitted for consideration with the 2015 annual Comprehensive Plan amendments; and

WHEREAS, the Planning Commission held public meetings and a public hearing pursuant to legally-required notice on the proposed amendment to the Comprehensive Plan and has recommended approval to the City Council; and

WHEREAS, the City Council has considered and discussed the proposed annual amendment to the Comprehensive Plan; and

WHEREAS, the City of Bellevue has complied with the requirements of the State Environmental Policy Act (Chapter 43.21C RCW) and the City Environmental Procedures Code (Chapter 22.02 BCC); and

WHEREAS, the City Council desires to amend the Comprehensive Plan consistent with the foregoing; now, therefore,

THE CITY COUNCIL OF THE CITY OF BELLEVUE, WASHINGTON, DOES HEREBY ORDAIN AS FOLLOWS:

Section 1. The North Bellevue Subarea Plan map included as Attachment A to this ordinance and changing the designation of the property located at 3030 Bellevue Way NE from Single Family-Medium (SF-M) to Multifamily-Medium (MF-M) is hereby adopted.

3B

1475-ORD
07/29/15

ORIGINAL

Section 2. The City Council finds that public notice was provided for all 2015 amendments to the Comprehensive Plan as required by LUC 20.35.400 for Process IV amendments to the text of the Land Use Code and Comprehensive Plan.

Section 3. The City Council finds that the 2015 St. Luke's Lutheran Church amendment to the Comprehensive Plan has satisfied the amendment decision criteria contained in the Land Use Code (Part 20.30I).

Section 4. This ordinance shall take effect and be in force five (5) days after its passage and legal publication.

Section 5. This ordinance and the Comprehensive Plan shall be available for public inspection in the office of the City Clerk.

Passed by the City Council this 3rd day of August, 2015, and signed in authentication of its passage this 3rd day of August, 2015.

(SEAL)

Claudia Balducci, Mayor

Approved as to form:

Lori M. Riordan, City Attorney

Darcie Durr, Assistant City Attorney

Attest:

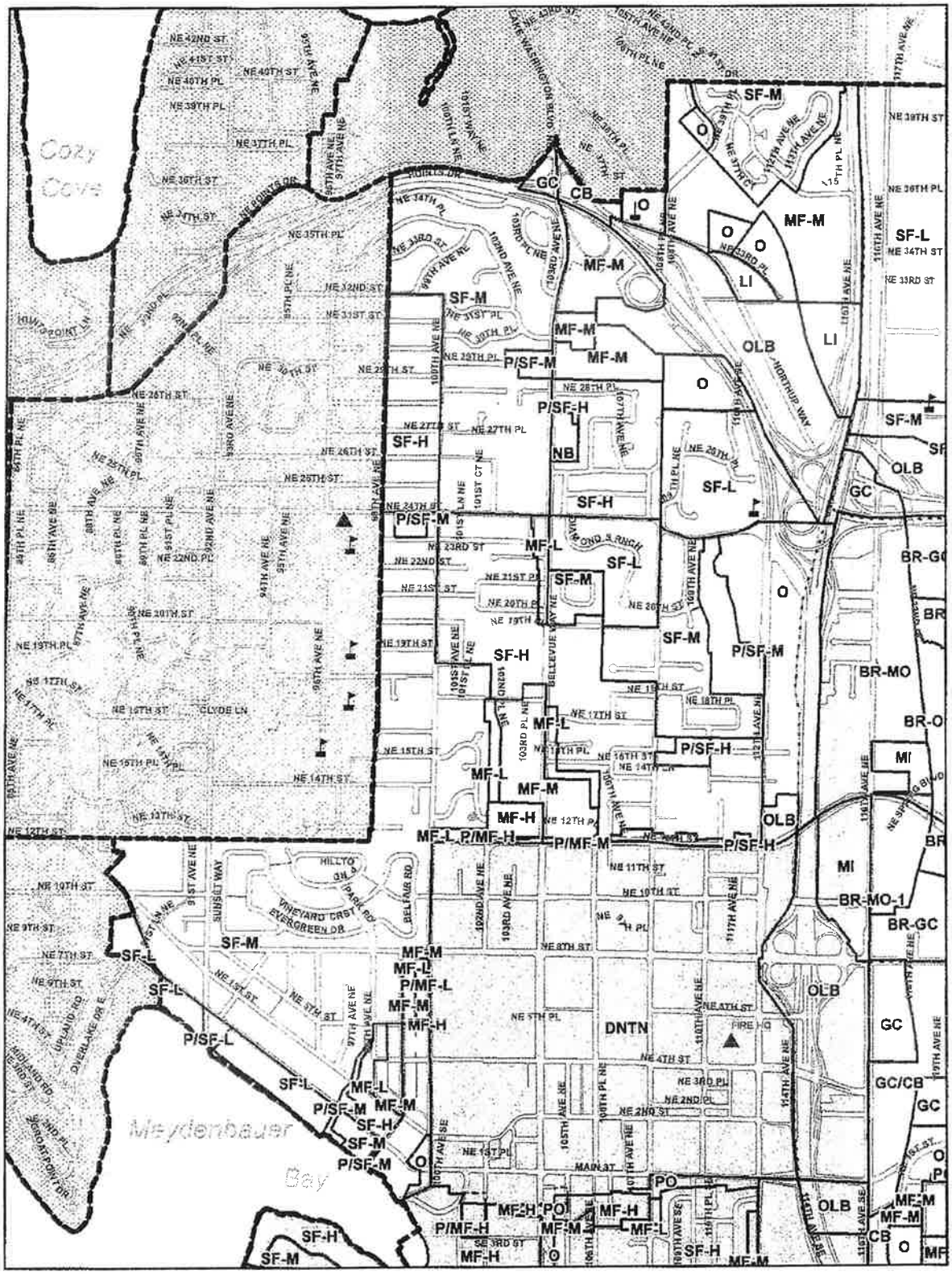
for Kyle Stamnert
Myrna L. Basich, City Clerk

Published: August 6, 2015,

2B

1475-ORD
07/29/15

ATTACHMENT A



North Bellevue Land Use Plan

SF	Single Family	PO	Professional Office	GC	General Commercial
MF	Multi Family	O	Office	LI	Light Industrial
-L	Low Density	OLB	Office, Limited Business	PF	Public Facility
-M	Medium Density	OLB-OS	Office, Open Space	P	Park
-H	High Density	NB	Neighborhood Business	NMU	Neighborhood Mixed Use
-UR	Urban Residential	CB	Community Business	EG-TOD	Eastgate-Transit Oriented Development
				OLB/EG-TOD	OLB and Eastgate-Transit Oriented Development

- Fire Stations
- Public Schools
- Bellevue City Limits (2015)
- Lakes
- Outside of Bellevue

N

1B