



Planning Staff Report

DATE: November 21, 2007

TO: Chair Robertson
Bellevue Planning Commission

FROM: Paul Inghram, AICP, Comprehensive Planning Manager 452-4070
pinghram@bellevuewa.org

SUBJECT: Wilburton/NE 8th Street Corridor Study Comprehensive Plan Amendment (CPA)
03-100826 AC.

I. PROPOSAL

Amendments to the Comprehensive Plan are proposed to implement Bellevue's community and economic development strategy to pursue redevelopment and reinvestment in older commercial areas of the city. The corridor study objectives seek to:

- Encourage economic vitality through appropriate redevelopment;
- Strengthen auto retail use;
- Improve the area's urban design and identity; and
- Improve circulation in and adjacent to the Wilburton commercial district.

The last major update of the Wilburton/NE 8th Subarea Plan was in the early 1990's. Since that time period significant changes have occurred in Downtown Bellevue and the Wilburton/NE 8th Street Subarea, including a number of new Downtown high-rise buildings, new Overlake and Group Health hospital developments, the relocation of City Hall, and the construction of new auto dealership buildings (Hummer, Nissan, Lexus, and Barrier Motors). It is anticipated that the increasing demand for commercial space outside of Downtown will put pressure on some properties in the study area to redevelop.

In general, the proposed amendments support future redevelopment with additional retail and mixed uses and support continued operation of auto-sales uses in the area.

See Attachment 1 for the proposed text amendments (legislative strike draft) to the Comprehensive Plan. See Attachment 3 for the proposed map amendments. Map, policy, and project amendments are described generally, below:

- Amend the Wilburton/NE 8th Street Subarea Plan to identify and support the vision for the commercial area, recognizing the Wilburton area as appropriate for a range of commercial services, such as those that complement Downtown, auto sales, convenient shopping for the adjacent neighborhoods, and mixed use opportunities.
- Support making both auto and motorcycle sales a permitted use along both sides of 116th Avenue south of NE 8th Street whether zoned GC or CB to encourage continued use of

this area as “Auto Row.”

- Recognize a height limit of up to 75 ft along 116th Avenue between I-405 and the BNSF corridor, and between NE 8th Street and SE 1st Street as appropriate for the area. A 75 ft height limit already applies to a portion of this area along I-405.
- Support the long term development of a "retail village" at the edge between the commercial and residential areas along 120th Avenue. Amend the Comprehensive Plan map designation for approx. 36 acres west of 120th Ave NE between NE 8th and about NE 4th and on the east side of 116th Ave NE from about NE 4th to SE 1st Streets from General Commercial (GC) to General Commercial/Community Business (GC/CB). Without access improvements, the area continues to be appropriate for General Commercial uses. At such time NE 4th Street is extended from 116th Avenue to 120th Avenue, improving local access, Community Business uses are appropriate. CB zoning will facilitate design review for improved urban design, will provide enhanced community retail opportunities for the city and adjacent neighborhoods, allow for mixed use developments, and include a taller height limit.
- Consider future amendments to support appropriate transit and pedestrian oriented development if Sound Transit proposes a light rail transit station at NE 8th Street or near Lake Bellevue or pedestrian access to the Bellevue Transit Center is provided across I-405.
- Encourage new mixed use developments in the subarea to include housing that is affordable to a range of households.
- Recommend transportation improvements, including:
 - Extension of NE 4th Street from 116th to 120th Avenues to improve local circulation, commercial access, and system connectivity. Delete the portion of Wilburton Subarea Policy S-WI-17 prohibiting the extension of NE 4th Street east of 116th Ave NE.
 - Traffic calming techniques to NE 5th Street between 120th and 124th Avenues.
 - A new NE 6th Street transportation street and corridor to connect from the 112th Street to 120th Avenue NE. Such a corridor should include an HOV connection from the I-405 interchange to 120th Avenue, pedestrian and bicycle facilities, and general purpose access between the BNSF corridor and 120th Avenue.
 - Streetscape improvements which include improved sidewalks, street trees, lighting, and landscape medians in select locations.

The amendments, consistent with the city’s community and economic development strategy to pursue redevelopment and reinvestment in older commercial areas of the city, are intended to encourage revitalization, maintain a well-functioning transportation system, and continue

serving nearby neighborhoods.

II. STAFF RECOMMENDATION

This proposal satisfies the Decision Criteria for a Comprehensive Plan Amendment and **staff recommends that the Planning Commission recommend that the City Council:**

Comprehensive Plan Amendments

1. Amend the text of the policies, discussion, and reference information in the Wilburton/NE 8th Street Subarea Plan as shown on Attachment 1.
2. Amend the Comprehensive Plan's Eastside Transportation Program project list to include recommended transportation projects as shown on Attachment 1.
3. Amend the Comprehensive Plan map designation to change the designation for areas along 120th Avenue NE and 116th Avenue NE from General Commercial (GC) to General Commercial/Community Business (GC/CB) with a policy reference as shown on Attachment 2.

III. COMPREHENSIVE PLAN AMENDMENT DECISION CRITERIA

The Decision Criteria for a Comprehensive Plan Amendment are set forth in the Land Use Code, Section 20.30I.150. Based on the criteria, Department of Planning and Community Development staff has concluded that the proposed amendment merits **approval**. This conclusion is based on the following analysis:

A. **There exists obvious technical error in the pertinent Comprehensive Plan provision; or**

Not applicable to this proposal.

B1. **The proposed amendment is consistent with the Comprehensive Plan and other goals and policies of the City, the Countywide Planning Policies, the Growth Management Act and other applicable law; and**

The proposed amendment is consistent with the Comprehensive Plan and other goals and policies of the City, the Countywide Planning Policies, the GMA and other applicable law.

Comprehensive Plan

Amendments to the Wilburton/NE 8th Street Subarea Plan and changes to the Comprehensive Plan map designations are consistent with Bellevue's community and economic development strategy to pursue redevelopment and reinvestment in older commercial areas of the city.

The **Land Use Element** supports economic development in those areas designated for commercial use, including those commercial areas outside of Downtown.

Land Use Element Policy LU-31. Encourage and foster economic development in areas designated for commercial uses.

Land Use Element Policy LU-32. Maintain commercial areas outside the Downtown which can provide additional business opportunities and serve other parts of the community.

Allowing multifamily residential uses to be integrated into commercial districts, as proposed for a portion of the study area by the Wilburton/NE 8th Street amendments, is encouraged by city policies.

- **Land Use Element Policy LU-7.** Support inclusion of residential uses in commercial districts where compatibility can be demonstrated.
- **Land Use Element Policy LU-27.** Encourage mixed residential/commercial development in all Neighborhood Business and Community Business land use districts where compatibility with nearby uses can be demonstrated.

Additionally, the **Economic Development Element** supports land use standards and strategies that support economic development.

- **Economic Development Element Policy ED-20.** Encourage economic development in designated locations through a mix of incentives, regulations, and strategic investments that support the city's adopted plans.

Improvements to the transportation system and the area's urban design character are supported by the **Transportation Element** and **Urban Design Element**, respectively. The extension of NE 4th Street from 116th Avenue to 120th Avenue and a future NE 6th transportation corridor from I-405 to 120th Avenue are consistent with:

- **Transportation Element Policy T-39.** Provide an arterial system, and encourage the state to provide a freeway system, that together permit reasonable mobility. Improve the network consistent with the long-range plans to support the Land Use Element of the Comprehensive Plan, to meet the adopted area mobility targets, and to maintain safety.

Amendments to the **Wilburton/NE 8th Street Subarea Plan** are intended to be consistent with the general direction for the Wilburton commercial area to continue to provide commercial development opportunities that are complementary to Downtown and that serve the surrounding neighborhoods. The amendments proposed further this policy direction without expanding the area of commercial uses, consistent with:

- **Wilburton/NE 8th Subarea Policy S-WI-1.** Protect residential areas from impacts of other uses by maintaining the current boundaries between residential and non-residential uses [*proposed to be changed to "residential areas"*].

Since the land use policy of the Wilburton/NE 8th Subarea is currently focused on protecting the single family area, some of the proposed policy amendments seek to more clearly establish the city's policy direction for the commercial areas. The amendments also support allowing mixed use within the Wilburton commercial areas. Clarify that S-WI-1 is intended to prevent encroachment into residential areas, and not prevent mixed uses within existing commercial areas, an amendment proposes to change "residential uses" to "residential areas."

Growth Management Act

In its current form, the proposal is consistent with GMA planning goals: Urban growth, Reduce sprawl, Transportation, Housing, Economic development, Public facilities and services, and Citizen participation.

GMA Goals regarding Property rights, Permits, Natural resource industries, Open space and recreation, Environment, Historic preservation, and Shorelines are not applicable.

The Wilburton/NE 8th study seeks opportunities to encourage appropriate redevelopment within an existing commercial area. This supports the GMA intent to encourage urban growth and services within existing urban areas to avoid sprawl. The planning process has included a number of public outreach activities as well as a formal public notice, hearing and comment process as required by the Bellevue Land Use Code that is consistent with the GMA objective of public participation.

Countywide Planning Policies

Countywide Planning Policies for King County are organized by topics in nine separate chapters. The framework policies in each chapter are implemented through local plans and regulations. Evidence of the consistency of the proposal with the framework policies is as follows:

- I. **Critical Areas.** *Not applicable to this proposal.*
- II. **Land Use Pattern.** *The proposed amendments reinforce the subject area's designation for commercial uses.*
- III. **Transportation.** *The proposed amendments support transportation improvements that will improve arterial street system connectivity and local access, enhance pedestrian and bicycle access, safety and comfort, and support land uses that are consistent with future regional transit facilities.*
- IV. **Community Character and Open Space.** *The proposed amendments support a combination of public and private investments to enhance the urban design character of the study area.*

V. **Affordable Housing.** *The proposed map designation change from General Commercial (GC) to General Commercial/Community Business (GC/CB) will facilitate future rezoning of areas along 116th and 120th Avenues to Community Business, which allows multifamily residential development. Additional housing opportunity may have some effect on encouraging housing supply to respond to the housing market.*

VI. **Contiguous and Orderly Development and Provision of Urban Services to Such Development.** *Urban services are available in the study area and the site is contiguous to developed areas.*

VII. **Siting Public Capital Facilities of a Countywide or Statewide Nature.**
Not applicable to this proposal.

VIII. **Economic Development.** *The amendments support appropriate redevelopment of commercial and mixed uses in the study area.*

IX. **Regional Finance and Governance.** *Not applicable to this proposal.*

B2. The proposed amendment addresses the interests and changed needs of the entire city as identified in its long-range planning and policy documents; and

The amendment addresses the City's interests in encouraging appropriate economic redevelopment and continued reinvestment in its commercial areas.

B3. 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).*

The last major update of the Wilburton/NE 8th Subarea Plan was in the early 1990's. Since that time period significant new development has occurred in Downtown Bellevue resulting in a new residential population there, a number of new high-rise buildings, and reduced space for suburban retail uses. The residents and businesses of Downtown will require access to a range of commercial services including those that may not be available Downtown, such as large format retail and auto sales.

Changes in the Wilburton commercial corridor and adjacent areas include new Overlake and Group Health hospital developments, the relocation of City Hall, and the construction

of new auto dealership buildings (Hummer, Nissan, Lexus, and Barrier Motors). Other properties in the Wilburton commercial corridor have seen limited site investments. As land values rise, it is anticipated that the demand for commercial space outside of Downtown will put pressure on some properties in the study area to redevelop.

The proposed amendments address these changing circumstances by supporting continued use of the area for auto retail sales, while supporting a change for a portion of the area to more intense commercial and mixed use development as transportation improvements are constructed.

Significant transportation changes include the completion of the NE 4th Street/I-405 interchange in the late 1980's and its later reconstruction; improvements to NE 8th Street; the construction of the NE 6th/I-405 HOV interchange, and reconstruction of the Bellevue Transit Center. Additionally, NE 6th Street and the BNSF rail corridor have been identified as potential route alignments for Sound Transit's East Link light rail connection between Downtown Bellevue and Redmond.

B4. 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

This site-specific criterion is not applicable to an area-wide study.

B5. The proposed amendment demonstrates a public benefit and enhances the public health, safety and welfare of the City.

The proposed amendment demonstrates a public benefit and enhances the public health, safety and welfare of the City. The proposal does this by encouraging revitalization, economic development, transportation improvements, and enhanced urban design.

IV. STATE ENVIRONMENTAL POLICY ACT

The Environmental Coordinator for the City of Bellevue has determined that this proposal will not result in any probable, significant adverse environmental impacts. A final threshold Determination of Non-significance (DNS) was issued on December 28, 2006.

V. PUBLIC NOTICE AND COMMENT

The Bellevue City Council initiated the Wilburton/NE 8th Street corridor study in 2003. The Medical Institution amendments addressed the portion of the original study area north of NE 8th Street. The Wilburton/NE 8th study was then modified to include only the area south of NE 8th and restarted in 2005.

City staff worked with the Planning Commission, stakeholders, and the adjacent neighborhood to review alternatives approaches to meet the study's objectives, including a number of Planning Commission meetings held in 2006. Public outreach to inform and engage stakeholders from the study area and the adjacent residential neighborhood included:

- Ten Planning Commission meetings held between March 2006 and January 2007, including a special public comment period for the project at the June 28th meeting and a public hearing on January 17th.
- Staff presentation at the Wilburton Community Association (WCA) meeting/NEP workshop April 5, 2006.
- Staff presentation at the WCA steering committee meetings April 18, 2006, and on July 18, 2007.
- Wilburton Community Association April 2007 newsletter article about the potential changes to the area.
- A public open house on April 25, 2006, at Bellevue city hall, to consider land use alternatives for the study area and that was noticed at the above meetings, the project web page, and by mail to the WCA, property owners, and residents, and by email.
- Announcing the special public comment period of the June 28, 2006, Planning Commission meeting with postcards mailed throughout the study area and areas immediately adjacent; with regular mail to parties of record; hand delivering post cards throughout the study area; and by email.
- Announcements in the city's Neighborhood News and emails to neighborhood leaders.
- Walking the entire study area and meeting various business managers.
- Talking directly with representatives from Eastside Chrysler Jeep, General Motors, Park 120, Home Depot, the Bellevue School District, Mutual Materials, Benaroya, KG Investment, the Wilburton Community Association, and other stakeholders.

Notice of the Application for the CPA was published in the Weekly Permit Bulletin and the King County Journal on November 30, 2006, following the initial development of the Comprehensive Plan draft amendments. The amendment proposal was presented to the Planning Commission during study sessions on September 27 and December 13, 2006.

A public hearing was held with the Planning Commission on January 17, 2007, after which the Planning Commission recommended approval of the draft amendments to the City Council. At about the same time as the hearing, KG Investments commented on the draft amendments and proposed several alternative options. Rather than act on the Planning Commission's recommendation, the City Council directed the staff to work with KG Investments and for the Planning Commission to conduct an additional public hearing to allow sufficient public review of the changes proposed by KG Investments.

Since that time, staff has worked with KG Investments to better understand their development interests and to discuss potential revisions to the draft amendments. This staff report recommends amendments that have been modified from those considered at the January 17, 2007, hearing in response to that dialog.

Notice of a new Public Hearing December 12, 2007, before the Planning Commission was published in the Weekly Permit Bulletin on November 19, 2007.

Public Comment

During the planning process there was general interest in maintaining Auto Row's identity while continuing to allow a mix of uses that may include retail uses other than auto sales. Several residents of the adjacent community expressed support for a retail/mixed use "village" in the upper area along the west side of 120th Avenue, albeit with concerns that neighborhood impacts, including views and traffic, would need to be addressed.

KG Investment and TRF Pacific, property owners in the study area, expressed support for multilevel mixed use developments that could include large retail as well as housing. KG Investment has had a number of discussions with the city about possible development opportunities. With the exception of KG Investment's development concepts, other property and business owners have expressed no clear commitment to a specific development direction for Auto Row. There has been general interest in seeing the city further support recognition of 116th Avenue as Auto Row, possibly through public right-of-way improvements, changes to sign standards, or promotion of the area. No one indicated support for a zoning change that would restrict the uses of Auto Row, limiting them to only those related to auto sales.

Respondents expressed mixed feelings for the potential new NE 4th Street and NE 6th Street connections between 116th Avenue and 120th Avenue. Several residents expressed opposition to the NE 4th Street extension due to fear of cut through traffic on NE 5th Street that might result. Others noted that a connection could provide convenient access and supported relieving congestion on NE 8th Street. Some suggested that transportation improvements would be important to support any new development that occurs in the area. Several commented on the need to straighten the intersection of 120th Avenue with NE 8th Street. (Improvements to the 120th/NE 8th intersection are identified in the East Bellevue Transportation Plan (project 514), although they have not yet been included on the city's 7-year Capital Improvement Program (CIP).)

One property owner requested the Planning Commission to expand the study area to include the O zone to the southeast of the study area. In their previous deliberations, the Planning Commission identified the O zone to the east and south of the study area as an appropriate transition from the commercial area to the residential neighborhood.

At the time of the January 17, 2007, public hearing on the draft amendments one citizen, a representative of Mutual Materials, and a representative of KG Investments each asked for additional information, which was supplied. KG Investment commented at the public hearing to encourage an increase of height limits to 75 feet, which they feel would support better designed mixed use developments.

Following the January 17, 2007, public hearing and Planning Commission recommendation, staff received one comment opposed to proposed policy S-WI-4 that identifies a special opportunity area adjacent to I-405. They state: "We do NOT need a large civic, institutional

or cultural facility (including a sports arena) in Wilburton!” citing the lack of adequate transportation infrastructure.

As noted above, KG Investments continued to comment to staff and the City Council following the January 17, 2007, public hearing with concerns regarding several issues. Following Council direction to spend additional time on this project and to allow for additional public review, staff met with KG Investments a number of times to review potential alternatives to the January 17, 2007, recommendation.

Additional comments on the proposed amendments that are received prior to the new public hearing will be presented to the Planning Commission.

VI. NEXT STEPS

We request the Commission to conduct and close the public hearing, discuss the proposal, ask questions of staff, and make a recommendation.

Draft Land Use Code amendments will be brought forward to the Planning Commission following adoption of the Comprehensive Plan amendments.

IV. Attachments

1. Legislative strike draft of proposed Comprehensive Plan amendments
2. Proposed Comprehensive Plan map changes

ATTACHMENT 1
Draft Comprehensive Plan Amendments

[Amendments are shown in legislative markup of the current Comprehensive Plan text. Proposed additions are shown with underline; proposed deletions are shown with ~~strikeout~~. In other locations where there is no markup formatting, the text of the Comprehensive Plan is shown and proposed to remain unchanged.]

Wilburton/NE 8th Street Subarea Plan

GOAL:

- To separate residential, recreational, and open space areas from commercial areas and to protect open space.
- To improve pedestrian accessibility and attractiveness of commercial areas for residents of Bellevue.
- To support the provision of commercial services in Wilburton that complement Downtown, such as large retail and auto sales; that provide mixed-use opportunities; and that provide convenient shopping for the adjacent neighborhoods.

Discussion: ~~Protect residential and open space areas from encroachment by other uses. The Wilburton/NE 8th Subarea Plan seeks to support the residential and non-residential uses in the subarea by protecting residential, recreation and open space areas from encroachment of commercial and other non-residential uses (except for those normally permitted in residential areas, such as parks, churches, schools, utilities, and home occupations). Non-residential development, such as retail activity, medical uses and auto sales, should be concentrated in existing non-residential areas. While this vision seeks to protect residential areas from encroachment, It supports Integrating residential uses with commercial development (i.e. mixed-use) in some commercial areas.~~

OVERVIEW

The settlement history of Wilburton dates to the turn of the century when farms, a logging mill, a railroad and a commercial area near 116th and NE 8th Street were established. With the openings of the floating bridges in 1940 and 1963, there was rapid growth of homes during the 1950s and 1960s in the

area. Wilburton was annexed to the City between 1964 and 1967.

Today the Wilburton Subarea is centrally located in Bellevue. Access to I-405 and the Downtown makes the Subarea a desirable place to live and work. Jobs, stores, schools, and community parks are convenient and accessible. Combined, these amenities have greatly enhanced the quality of life for both the residents and business owners.

The Wilburton Subarea encompasses approximately 1,600 acres. Its boundaries are generally I-405 to the west, Bellevue-Redmond Road to the north, 148th to the east, and the Lake Hills Connector to the south. It is comprised of commercial areas along the I-405, 116th Avenue NE, and NE 8th Street corridors while large areas of single family residences make up the remainder of the Subarea. Multifamily development is mostly confined to the NE 8th Street corridor, along the 118th Avenue SE and 122nd Avenue NE and west of 140th north of NE 8th Street. Recreational open space includes the Glendale Golf Course, Kelsey Creek Park, and Wilburton Hill Park.

The I-405 business corridor, Lake Bellevue area, and the NE 8th Street corridor is home to Overlake Hospital, Group Health City Hall, auto row Auto Row, and a variety of retail uses. Many of the retail areas may be ready for redevelopment as they evolve from older suburban commercial strips to emerging urban areas. The area east of approximately 120th Avenue SE features large, single-family neighborhoods, some with large lots that may provide opportunities to subdivide and add new housing.

As of the 2000 Census ~~January, 1991~~, approximately 8,100 about 8,900 people live ~~in Wilburton~~ and approximately 10,400 people work in the Wilburton/NE 8th Subarea. There are 1,165 about 1,250 units of single-family housing and 2,747 3,120 units of multifamily housing. ~~An additional 200+~~ multifamily units are proposed for the "West Slope" of Wilburton Hill. ~~One hundred and fifty one acres of land remain undeveloped in the Subarea (9 percent of the Subarea).~~ The recommended uses for these ~~151 acres are~~ primarily single family (~~123 acres~~) with some multifamily (~~15 acres~~) and office (~~13 acres~~). The new Wilburton Hill Park which ~~will provide~~ over 100 acres of open space, sports fields, and a botanical garden is ~~currently under~~ construction.

Protecting residential neighborhoods from increased commercial development and traffic, enhancing existing retail areas, and establishing clear boundaries between differing land uses are the subarea's major issues.

Land Use

POLICIES

POLICY S-WI-1. Protect residential areas from impacts of other uses by maintaining the current boundaries between residential and non-residential uses areas.

Discussion: This plan establishes appropriate areas for non-residential uses. Beyond these areas, non-residential uses, except for those normally permitted in residential areas, (such as streets, parks, churches, schools, utility substations utilities, and home occupations) should not be permitted to encroach into residential areas. This does not limit the potential for development that mixes residential uses with commercial, institutional or other uses in areas that are predominately non-residential.

POLICY S-WI-2. Support the provision of commercial services in Wilburton that complement Downtown, such as large retail and auto sales; mixed use opportunities; and that provide convenient shopping for the adjacent neighborhoods.

Discussion: The Wilburton/NE 8th Street subarea includes a variety of commercial areas.

The eastern portion of the subarea includes small commercial sites that primarily serve the immediate neighborhood.

The western portion of the subarea includes more intense commercial areas between 116th and 120th Avenues and near Lake Bellevue that serve the broader community. Some of these areas may be ready for redevelopment into new commercial or mixed uses.

The area west of the BNSF corridor is appropriate for auto and motorcycle sales, large retail uses, office and hotel uses.

The vision for the area on the west side of 120th Avenue, between NE 8th Street and the existing Home Depot property is for the development of a "retail village" that is an inviting, attractive, and pedestrian friendly retail area comprised of a mixture of community-oriented and neighborhood-oriented retail and residential uses.

POLICY S-WI-3. Support the long term development of a "retail village" at the commercial area on the west side of 120th Avenue to provide a transition from more intense commercial areas to the west and the residential area to the east. Designate the area west of 120th Avenue NE between NE 8th and NE 2nd Streets, and on the east side of 116th Avenue from about NE 4th to

SE 1st Streets General Commercial/Community Business (GC/CB). Without access improvements, the area remains appropriate for General Commercial uses. As NE 4th Street (East Bellevue Transportation Plan project #582) is extended to increase access to the area, Community Business uses are appropriate.

Discussion: The intent is to increase transportation capacity as redevelopment occurs. It is recognized that the complexity of construction and property ownership may require phasing of the street project. Phasing may be accepted through a development agreement that assures adequate right of way and timely completion of the entire connection.

The extension of NE 4th Street may occur as a city-funded capital project, associated with private development, or through an alternative financing mechanism, such as a local improvement district. If private financing is used, the city may facilitate methods of allowing others in the district to contribute as redevelopment occurs, such as through latecomers agreements.

POLICY S-WI-4. Recognize the area between I-405 and the BNSF corridor, and between NE 8th Street and SE 1st Street, as appropriate for a 75 foot height limit. Increased heights limits for the portion of this area east of 116th Avenue should be limited to those areas rezoned for more intense uses consistent with Policy S-WI-3 or future subarea plan amendments.

POLICY S-WI-5. Explore the potential for transit supportive land use designations for the area between I-405 and the BNSF corridor and NE 4th and NE 8th Streets, following Sound Transit's station siting decision.

Discussion: This policy signals the future potential for this area and its opportunity for a unique use especially given its relationship to future transit.

POLICY S-WI-16a6. Retail auto and motorcycle sales are appropriate along Auto Row in GC, CB and OLB districts on both sides of 116th Avenue from the new SE 8th Street exit off I-405 to NE 8th Street. [Amended Ord. 4934, 5482]

Discussion: The 116th Avenue Corridor between the SE 8th Street exit off I-405 and NE 8th Street is regionally known as "Auto Row," an area of dealerships featuring cars of domestic and foreign automobile manufactures. Maintaining this area as a place to purchase and service automobiles enhances the convenience for the citizens of Bellevue and preserves an important retail function. Although the west side of this corridor is designated OLB with specific freeway-oriented urban design objectives, auto sales shall be permitted along with modified landscape standards for retail auto sales only. All other design standards shall apply. [Amended Ord. 4934, 5482]

POLICY S-WI-27. Provide for medical institution development within the area bounded by NE 8th and NE 12th Streets, 116th Avenue NE and I-405. [Ord. 5586]

Discussion: The medical institution use in this area provides a vital public service for the Eastside community. The city should facilitate development of a long-term master plan that addresses the continued evolution and updating of this facility. Special dimensional standards are appropriate to accommodate the needs of the major medical institution and related uses, provided the facility provides a high quality of design that recognizes this site as a prominent community landmark. Building and site design should create a visual identity for the facility that contributes to the streetscape, is compatible with adjacent and nearby neighborhoods, and is sensitive to view from the freeway and views of the skyline. Design should also create a visually pleasing and safe environment for the public, incorporating features such as public spaces, gateways, streetscape improvements, and safe pedestrian linkages.

POLICY S-WI-38. Encourage developers of property located on the south side of NE 8th Street between 124th and 126th Avenues NE, the adjacent single-family neighbors, and city staff to harmoniously resolve landscape screening issues in the Transition Area buffer.

POLICY S-WI-49. A Multifamily Low-density designation is appropriate for the area north of the Lake Hills Connector, south of Wilburton Hill Park, and east of the Wilburton Addition as shown on the Land Use Plan (*Figure S-WI.1*). The density should not exceed five dwelling units per acre in compliance with the Land Use Code Section 20.25H.100 Density/Intensity Calculations. No access should be permitted from east of the site.

POLICY S-WI-510. The area between the Burlington Northern Railroad tracks and 118th Avenue SE, if extended to the north, and approximately 190 feet north of SE 5th Street and south of the Main Street extension is appropriate for Office and Multifamily Medium-density residential uses in accordance with the Land Use Plan (*Figure S-WI.1*). Proposed projects within the area should be subject to design review to insure that structures are residential in design, height, and bulk. Properties north of Main Street need not be residential in design, height, and bulk if access and orientation are to NE 1st Street and if the structures are visually screened from properties to the south.

POLICY S-WI-611. The Wilburton Addition area along both sides of SE 4th and 5th Streets and east of 118th Avenue SE is appropriate for Multifamily Medium-density uses in accordance with the Land Use Plan (*Figure S-WI.1*). Proposed development should be subject to design review to encourage

preservation of significant views from the adjacent park land and to encourage structures which are similar in design, height, and bulk to structures along the western portion of 118th Avenue SE.

Appropriate mitigation measures should be required of development to ensure that traffic does not significantly impact neighborhoods to the east. Mitigation measures may include traffic diverters and signalization.

POLICY S-WI-712. The Galeno property adjacent to and north of Main Street at 124th Avenue NE is appropriate for Single-family Medium-density in accordance with the Land Use Plan (*Figure S-WI.1*). Traffic impacts associated with development of this property should be mitigated by the developers.

POLICY S-WI-813. The WISC (Wilburton Instructional Service Center) property at Main Street and 124th Avenue is appropriate for Single-family High-density use in accordance with the Land Use Plan (*Figure S-WI.1*). Density should not exceed four dwelling units per acre and traffic impacts associated with future development of the area should be mitigated by the developer.

POLICY S-WI-914. The City-owned land (exclusive of the West Slope area) between 118th Avenue SE, Main Street, 128th Avenue SE and approximately SE 5th Street is appropriate for park uses and should be designated public facility/park in accordance with the Land Use Plan (*Figure S-WI.1*). Appropriate mitigation measures should be required of development to ensure that traffic does not significantly impact the neighborhoods to the east. Mitigation measures may include traffic diverters and signalization.

POLICY S-WI-1015. The land east of 118th Avenue SE commonly referred to as the "West Slope" is appropriate for Multifamily Medium-density uses in accordance with the Land Use Plan (*Figure S-WI.1*). Thirty percent of the dwelling units should be for moderate income families/ seniors. A child care center for not less than 40 children should be developed adjacent to the multifamily use. Design of this center should be complementary to the multifamily use. Appropriate mitigation measures should be required of development to ensure that traffic does not significantly impact the neighborhoods to the east. Mitigation measures may include traffic diverters and signalization. Development should be subject to design review to encourage the preservation of significant views westward from the park and to encourage development that is similar in design, height, and bulk to structures along the western portion of 118th Avenue SE. Development of the site should include trail easements from the adjacent park land to 118th

Avenue SE. Location of these easements should be designated by the Parks Department.

Natural Determinants

POLICIES

POLICY S-WI-14116. Protect and enhance streams, drainage ways, and wetlands in the Kelsey Creek Basin.

POLICY S-WI-14217. Prevent development from intruding into the floodplain of Kelsey Creek.

POLICY S-WI-14318. Development should not interfere with Lake Bellevue as a drainage storage area identified in the City's Storm Drainage Plan.

Residential Development

POLICIES

POLICY S-WI-14419. Enhance the cohesiveness of established single-family and multifamily residential areas.

Discussion: Neighborhood cohesiveness can be enhanced by: improving nonmotorized systems along streets and between properties, siting neighborhood identification signs, and encouraging community clubs, facilities, and centers.

POLICY S-WI-14520. Encourage multifamily development to provide adequate play areas and other amenities for families.

POLICY S-WI-14621. The impacts of traffic and the building scale of non-residential uses (such as churches and schools) located in residential areas should be considered during development review.

Discussion: The visual impression of the size (height and bulk) of these buildings should be compatible with the development in the surrounding neighborhood.

POLICY S-WI-22. Encourage new mixed use developments in the Subarea to include housing that is affordable to a range of households.

Discussion: The area west of 120th Avenue NE could be an appropriate location for reasonably priced housing due to its proximity to Downtown and convenient access when it is rezoned to CB. Additional incentives may be needed to encourage the market to provide housing for a range of income levels.

Circulation

POLICIES

POLICY S-WI-1723. No extension of 124th Avenue south of Main Street, or N.E. 4th Street east of 116th Avenue should be permitted.

POLICY S-WI-1824. Preserve the safety of residential streets and the livability of local neighborhoods by discouraging non-local traffic with traffic management methods.

Discussion: The neighborhoods that lie between Kelsey Creek Park and the commercial development along 120th Avenue NE are concerned about traffic growth on their residential streets due to: the development of Kelsey Creek and Wilburton Parks, cut-through traffic generated by commercial developments, and traffic avoiding I-405.

POLICY S-WI-25. Improve local access, street system connectivity and traffic flow by providing additional east-west transportation connections, including an arterial street connection at NE 4th Street between 116th and 120th Avenues and HOV and non-motorized access at NE 6th Street between Downtown and 120th Avenue NE.

POLICY S-WI-26. Require new commercial developments to provide internal streets and adjoining lot connections, where appropriate, to reduce arterial street connections and turning movements.

POLICY S-WI-1927. Coordinate off-street biking and walking facilities with on-street walking and biking facilities to provide safe connections to destinations such as schools, parks, shopping, and transit service.

POLICY S-WI-28. Improve arterial streets to provide enhanced pedestrian and bicycle access, safety and comfort throughout the non-residential areas

of the subarea.

POLICY S-WI-29. Make use of available right of way space to develop north and south bicycle lanes or additional traffic lanes on 116th Avenue NE if use of the auto delivery zone is discontinued.

POLICY S-WI-2030. Where capital projects are not imminent, encourage the City to make interim improvements for nonmotorized transportation.

Discussion: Nonmotorized facilities along the following routes are a high priority:

- 126th Avenue NE from NE 8th Street to NE 7th Street,
- NE 7th Street from 126th Avenue NE to 128th Avenue NE,
- 128th Avenue NE/SE from NE 7th Street, and
- SE 7th Street between 128th Avenue SE and the Lake Hills Connector.

Sidewalks are preferred along this route, but if a sidewalk project is not imminent, then interim facilities are supported.

Interim nonmotorized improvements can be accomplished in several ways from the addition of a shoulder in conjunction with a street resurfacing project to modifications to the channelization (or street painting configurations). Interim nonmotorized improvements should be designed so that they cannot be used for parking. The Neighborhood Enhancement Program when available would be a funding source for interim improvements.

POLICY S-WI-31. Recognize the multi-purpose trail planned for the BNSF rail corridor when considering public and private improvements adjacent to the corridor and preserve the opportunity for future multi-modal transportation use and access.

Discussion: King County has proposed acquiring the rail corridor from Burlington-Northern Sante Fe (BNSF) for future use as a regional pedestrian/bicycle trail and/or for commuter rail. As development adjacent to the corridor occurs, the design and placement of streets, driveways, infrastructure, and buildings should take the potential future use of the rail corridor into account so as to avoid inherit conflicts.

Parks, Recreation, and Open Space

POLICIES

POLICY S-WI-2432. Retain the parks in the Subarea and ensure that they

remain park facilities (including Wilburton Hill and Kelsey Creek Parks).

POLICY S-WI-2233. Retain and develop open spaces for a variety of purposes.

Discussion: In addition to recreation, both active and passive, parks serve to preserve views, define neighborhoods, and provide relief from pavement and development.

POLICY S-WI-2334. The City strongly encourages the continuation of the golf course use at the Glendale Golf Course.

POLICY S-WI-2435. Prepare designs for proposed parks with the participation of the community affected and served.

POLICY S-WI-2536. Support continuation of the Lake-to-Lake Trail through Wilburton.

Discussion: The trail should connect from the NE 4th Street interchange at I-405 to the Wilburton Hill Park to Kelsey Creek Park to the Lake Hills Greenbelt and Richards Valley.

POLICY S-WI-2637. The City should consider acquisition of surplus school district sites which might be appropriate for park and recreation uses.

POLICY S-WI-2738. Encourage development of the Highland-Glendale site, located on the northeast corner of NE 8th Street and 134th Avenue NE, as a park facility.

Discussion: If this property is developed as a park, safe and obvious pedestrian access should be encouraged from surrounding apartments to this property. It may be appropriate to trade this site for another park site, north of NE 8th Street, which would better serve the multifamily community in this area of Wilburton.

POLICY S-WI-2839. Support implementation of the Wilburton Hill Park Master Plan, including neighborhood park elements.

Community Design

POLICIES

POLICY S-WI-2940. Retain, reveal, and enhance the views of prominent land forms, vegetation, watersheds, drainage ways, Downtown and significant panoramas in the Subarea.

Discussion: Within the Subarea, there are numerous views, some of which are the view west from NE 8th Street and the ridge between 122nd and 123rd Avenues, the view south from the Lake Hills Connector north of SE 8th Street, the view east from SE 4th Street toward Kelsey Creek Park and the view from SE 1st Street and Main Street at the power line right-of-way at 136th Avenue. As development or public improvements occur, efforts should be made to provide public access to these viewing areas. Impacts to significant views may be minimized by considering alternative building orientation, roof designs, and the location of rooftop equipment during the design review process.

POLICY S-WI-3041. Improve the appearance of public streets by completing the sidewalk system and adding pedestrian amenities such as benches, bus shelters, public art, and landscape barriers where appropriate.

POLICY S-WI-3142. Develop street tree plans for arterial streets and non-residential areas. Investigate ways to encourage property owners to implement the City's street tree plan.

POLICY S-WI-3243. Encourage the undergrounding of utility distribution lines in developed areas and require the undergrounding of utility distribution lines in new developments when practical.

POLICY S-WI-3344. Utilities should be provided to serve the present and future needs of the Subarea in a way that enhances the visual quality of the community (where practical).

NE 8th Street Corridor

POLICY S-WI-3445. Develop an entrance in the NE 8th Street corridor to create a sense of entry to the corridor.

Discussion: The existing Burlington Northern crossing lights and the change in grade at that point act as an entrance. A pedestrian entrance encouraged by this policy should be located as near as possible to the crossing lights to enhance and to increase its presence in the corridor. An entrance may include (on both sides of NE 8th Street): district signage, major landscaping, pedestrian shelters, and structures of a large enough scale to signify entry into Wilburton and into the Downtown and I-405.

POLICY S-WI-3546. Consistent with future transportation improvements, enhance the traffic island and the eastern corner where old Bellevue-Redmond Road intersects with NE 8th Street, as major focal points.

Discussion: These focal points are suitable for major landscaping, public art, pedestrian shelters, special paving, and historical markers as well as islands for pedestrians to cross from one side of NE 8th Street to the other. The scale of these features should have a large enough presence to balance the expanse of the NE 8th Street arterial and to be easily identified in the corridor.

POLICY S-WI-3647. Pedestrian walkways should be clear and continuous from surrounding residential areas to the corridor, through the corridor, and from the sidewalks to the entrances of buildings.

POLICY S-WI-3748. Promote pedestrian amenities which include the provision of sidewalks, street trees, landscape strips, and bus passenger shelters. Building facades should have awnings, windows, offsets, and material texture or color that add interest for the passing motorist and pedestrian. Signage should be integrated with building design.

Discussion: The commercial corridor along NE 8th Street is along a wide arterial and the sidewalk and street landscaping dimensional requirements should be greater than the current development standards for NE 8th Street. Street trees should be the same as street trees planted along NE 8th Street east of 120th Avenue NE Other landscaping should include hardy, pollution resistant, evergreen shrubs that are planted to form a solid band of separation (except driveway cuts and utilities) between the sidewalk and the street for the entire length of the corridor. The purpose of the landscaping is to protect pedestrians and provide a more comfortable pedestrian environment.

The CIP #PW-W/B-29 for this section of NE 8th Street will include curb, gutter, and an eight-foot sidewalk along the curb. Where feasible, the sidewalk should be set back a minimum of four feet from the curb to allow for landscaping and street trees. The City should provide the best landscaping and pedestrian improvements possible, allowing for flexibility so that as redevelopment occurs or as additional funding is procured, this policy can be implemented.

POLICY S-WI-3849. Allow flexibility for commercial buildings to be sited near frontage property lines.

POLICY S-WI-3950. Apply the Public Places and Connections policies from the Urban Design Element of the Comprehensive Plan and the attached Conceptual Design Plan (Figure S-WI.2) to the NE 8th Street Corridor.

Discussion (Policies S-WI-34 through 39): The NE 8th Street corridor between 116th Avenue NE and 122nd Avenue NE (see Conceptual Design Plan, Figure S-WI.2.) is an area in a state of transition from an older suburban commercial strip to urban development. This corridor is a highly visible entry because it is the major passage for traffic between Downtown/I-405 and the east part of Bellevue. It is important to encourage cohesive, overall development and street improvements in the corridor. The enhancement of the corridor's appearance and function will help make it an identifiable district and an amenity to the community. This corridor should be an attractive and comfortable environment for the pedestrian to use when walking between Wilburton and Downtown.

Auto Row Corridor - 116th Avenue NE and 120th Avenue NE

POLICY S-WI-51. Encourage buildings developed in the in the Auto Row area, bounded by I-405, NE 8th Street, 120th Avenue NE, and SE 5th Street, to enhance the area's urban design character and pedestrian environment. Buildings should be sited near the street front, with limited intervening surface parking, and include street oriented pedestrian entrances. Where buildings are visible from streets and pedestrian corridors they should be designed with visual interest and landscaping.

POLICY S-WI-52. Provide aesthetic and landscaping enhancements on 116th Avenue NE consistent with its designation as a Boulevard (see Urban Design Element).

POLICY S-WI-53. Provide enhanced street edge landscaping and, where appropriate, landscaped medians on 120th Avenue NE between NE 8th Street and NE 1st Street to soften the impact of commercial areas on the residential area to the east.

[Only those proposed new projects are shown below as amendments to the East Bellevue Transportation Plan. No changes are proposed to other existing projects.]

East Bellevue Transportation Plan

TABLE 1
East Bellevue Transportation Plan
Transportation Project List

Project Number	Project Location	Project Description
<i>[numbering follows projects proposed for the Crossroads study]</i>		
582	<u>NE 4th Street between 116th Avenue NE and 120th Avenue NE</u>	<u>Create a new 4 lane arterial street connection with street landscaping, non-motorized facilities, and turn lanes as needed to provide efficient intersection movement.</u>
583	<u>NE 5th Street between 120th Avenue NE and 124th Avenue NE.</u>	<u>Identify and install traffic calming mitigation measures to reduce neighborhood impacts in accordance with a neighborhood implementation plan.</u>
584	<u>NE 6th Street multi-modal corridor between 112th Avenue NE and 120th Avenue NE</u>	<u>Create a transportation corridor that includes:</u> <ul style="list-style-type: none"> ▪ <u>A three lane HOV connection from I-405 to 120th Avenue,</u> ▪ <u>General access to the parcels east of the BNSF rail line, and</u> ▪ <u>Non-motorized facilities connecting from 112th Avenue to 120th Avenue.</u>
585	<u>116th Avenue NE between NE 8th Street and SE 1st Street</u>	<u>Improve the 116th Avenue NE streetscape, including select median landscaping areas.</u>
586	<u>120th Avenue between NE 8th Street and NE 1st Street</u>	<u>Improve the 120th Avenue NE streetscape, including select median landscaping areas.</u>

Attachment 2 Draft Comprehensive Plan Map Amendments

