



# MEMORANDUM

DATE: November 13, 2008

TO: Chair Orrico  
Members of the Planning Commission

FROM: Nicholas Matz AICP, Senior Planner 452-5371  
[nmatz@bellevuewa.gov](mailto:nmatz@bellevuewa.gov)

SUBJECT: Public Hearing for Comprehensive Plan Amendment for Sambica (08-103705 AC)

On November 19, 2008, the Planning Commission will conduct a public hearing to receive testimony related to a Comprehensive Plan Amendment (CPA) for Sambica.

## BACKGROUND

Sammamish Bible Camp—Sambica--proposed to amend the Comprehensive Plan designations on their site with designations more appropriate for their existing and future uses—to “change the map designation(s) to allow in the Sambica district the mix of uses currently on the Sambica camp properties, resort/group camp uses, and uses envisioned by the existing NB, MF-M, and SF-H land use designations.”

This application was initiated into Final Review identifying it as a process to amend Sambica’s existing Comprehensive Plan designations into the most appropriate designation for current and future uses. The city agreed, as a result of Threshold Review, that it is a mutual goal to resolve the mix of existing Comprehensive Plan designations, conforming and nonconforming land uses, land use policies, existing property lines and existing zoning districts, and potential zoning uses at Sambica.

In developing the proposal and during discussions with Sambica, the city identified three objectives for this CPA:

- Assure the predominant non-commercial character of the camp and conference center;
- Provide predictability in development processes; and
- Maintain compatibility with the surrounding neighborhood.

At its October 8, 2008, study session on the Sambica CPA the Planning Commission clarified those objectives. Commissioners noted the recommendation should be cognizant of the potential for broader application of a new designation to other, non-Sambica areas, establish a long-term designation in a single action without needing future plan amendments, and clearly define the designation to include only camp and conference center-driven commercial purposes.

City staff developed the recommendation that is being presented to the Planning Commission. We evaluated Newcastle Subarea framework policies that were adopted in 2001, and we evaluated the need—identified in the Sambica application—to plan for more efficient use of their

property and the implementation of facilities and uses necessary for its long-term stability and accomplishment of its mission.

**Proposed Sambica CPA amendments include:**

- Amend the Glossary of the Comprehensive Plan with a new definition for “Camp and Conference Center”
- Amend the Newcastle Subarea Map designation on multiple, same-owner parcels known as Sambica and generally located at 4114 West Lake Sammamish Parkway SE to a new designation of Camp and Conference Center (CCC) from SF-H (Single Family-High), NB (Neighborhood Business), and MF-M (Multifamily-Medium)
- Delete the Subarea Planning District “A” boundary and text references to it
- Amend Newcastle Subarea policies S-NC-10, S-NC-10a and S-NC-10b with new text articulating the intended uses and review processes for redevelopment of Sambica under a CCC designation.

The October 30, 2008, staff report provides additional background information, discusses the public notice process, and analyzes the consistency of the proposal with the Comprehensive Plan Amendment decision criteria. Please **bring the October 30 staff report** to the November 19 Planning Commission public hearing.

**PUBLIC COMMENT**

Sambica has commented on the staff recommendation including specific wording changes to the proposal. See Attachment 2. Staff are reviewing these changes for discussion at the public hearing. Previous public comments on the CPA show that the surrounding residential community is interested in seeing Sambica continue on into the future, albeit at a level of intensity that remains compatible with that surrounding community.

**STAFF RECOMMENDATION**

As detailed in the October 30 staff report, this proposal satisfies the decision criteria for a Comprehensive Plan Amendment. Following the November 19 public hearing and consideration of the public comment and analysis in the staff report, staff recommends **APPROVAL** of the proposed Comprehensive Plan Amendment.

**PLANNING COMMISSION ACTION**

We request that you conduct and close the public hearing, discuss the proposal, ask questions of staff and reach a recommendation.

**ATTACHMENT**

1. Public comment
2. Sambica comment letter

**Matz, Nicholas**

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**From:** Andrew Ko [ko\_andrew@hotmail.com]  
**Sent:** Wednesday, November 05, 2008 1:43 PM  
**To:** Matz, Nicholas  
**Subject:** RE: The Weekly Permit Bulletin: "Sambica"

Mr. Matz,

Thank you for your email and reference to the recommendation. I will go through the 35 pages.

My main concern is the currently empty lot that is used by the camp that is next to my property. I already get complaints that trash drifts over and loud kids. Just don't need more of this. Folks who don't live in the neighborhood typically don't know what really happens during the summer months.

Thanks again and I will come back to you if I have any questions. When will the public reviews be held? Regards, Andrew.

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**From:** NMatz@bellevuewa.gov  
**To:** ko\_andrew@hotmail.com  
**Date:** Wed, 5 Nov 2008 11:12:14 -0800  
**Subject:** RE: The Weekly Permit Bulletin: "Sambica"

Mr. Ko-

This means that the proposed Camp and Conference Center designation, with its application to Sambica, attempts to establish a framework for allowing redevelopment while establishing limits on the potential impacts you identify. The current designation, with an unwieldy mix of designations, parcel lines, and existing and nonconforming uses, doesn't allow this framework discussion to occur. The objectives of this work include:

- assure the predominant non-commercial character of the camp and conference center
- provide predictability in development processes
- maintain compatibility with the surrounding neighborhood

The extent of development that would be allowed for consideration under the proposed new definition is discussed in the proposed policy amendments, specifically S-NC-10b. In order to realize this, though, additional review steps would be necessary, including regulatory code amendments and a rezone. All of these steps have additional public review.

Please read the staff recommendation and proposed Comp Plan amendments for extensive additional discussion and details on the proposal. I am available to sit down at City Hall and discuss this further with you if you'd like.

[http://www.bellevuewa.gov/pdf/land%20use/08-103705-AC\\_Sambica\\_CPA.pdf](http://www.bellevuewa.gov/pdf/land%20use/08-103705-AC_Sambica_CPA.pdf)

Nicholas Matz AICP  
Senior Planner  
425 452-5371

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**From:** Andrew Ko [mailto:ko\_andrew@hotmail.com]

11/12/2008

**Sent:** Tuesday, November 04, 2008 4:38 PM  
**To:** Matz, Nicholas  
**Subject:** The Weekly Permit Bulletin: "Sambica"

Mr. Matz,

I am the owner of 17822 SE 40th Place, Bellevue WA. I noticed the item in the Weekly Permit Bulletin regarding amendment of the definition for Camp and Conference Center.

I would like to find out what this means in terms of more visitors, traffic, parking issues, etc vs the current designation.

What are the "development" allowed under the proposed new definition that is currently not allowed.

Thanks. Regards, Andrew Ko.

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**Matz, Nicholas**

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**From:** Matz, Nicholas  
**Sent:** Monday, November 03, 2008 9:13 AM  
**To:** Glenn Extor  
**Subject:** RE: November 19, 2008, Bellevue Planning Commission Public Hearing on 2008 annual Comprehensive Plan Amendments

Mr. Extor-

Thanks for checking in. What is going on is that after the Planning Commission public hearing you attended, the recommendation to advance the Sambica application went to City Council in September. The City Council agreed that "the most appropriate" designation be proposed for the Sambica site. So what you are seeing in the October 30 recommendation is the staff proposal to develop a new Comprehensive Plan designation that could work citywide, specifically assign it to Sambica-owned property boundaries, and then adopt new Land Use Code regulations for the performance standards called for in the definition. A rezone would then follow that. After looking at a number of other options and with Planning Commission study direction, staff believe this proposal is the "most appropriate" solution for Sambica, the surrounding community, and the city.

It is actually proposed as an attempt to apply existing land use code regulations as much as possible, not to skirt them, in order to limit the future intensity of the Sambica site to that which could likely be realized under existing zoning. This proposal thus expects that the three existing zoning categories--single family at 5 units/acre, multifamily at 20 units/acre, and neighborhood business--would be removed in favor of predictable Sambica development.

The public hearing on this recommendation (the second of the two required CPA meetings) is scheduled for November 19, 2008, starting at 6:30 pm. Please attend and give testimony, and/or submit comments in writing.

I would be happy to sit down with you at City Hall to go over the details of this staff recommendation, generally at your convenience. Please let me know.

Nicholas Matz AICP  
Senior Planner  
425 452-5371

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**From:** Glenn Extor [mailto:gwextor@gmail.com]  
**Sent:** Friday, October 31, 2008 3:08 PM  
**To:** Matz, Nicholas  
**Cc:** TOM FISCHER  
**Subject:** Re: November 19, 2008, Bellevue Planning Commission Public Hearing on 2008 annual Comprehensive Plan Amendments

Mr. Matz,

I'm a bit perplexed. All of a sudden we have new definitions of what the city is proposing, and there are no boundaries or specifics. It seems this may be an attempt to skirt existing land use codes.

To date, I have only seen the one meeting, which Mr. Fischer and I attended earlier this year. What is going on?

Regards,

11/13/2008

Glenn Extor  
3470 162nd PL SE  
Bellevue, WA 98008  
425-641-4867

On Fri, Oct 31, 2008 at 12:01 PM, <NMatz@bellevuewa.gov> wrote:

To applicants, agents, and parties of record for these 2008 annual Comprehensive Plan Amendments (CPA):  
**Sambica, Coal Creek UGB, Ped-Bike Transportation Plan Update:**

The Bellevue Planning Commission will hold its Final Review Public Hearing on these 2008 annual CPAs on Wednesday, November 19, 2008, starting at 6:30 p.m. in the Council Conference Room at Bellevue City Hall, 450 110th Ave NE in Bellevue.

A staff recommendation has been made and is linked to the public notice for this hearing at:

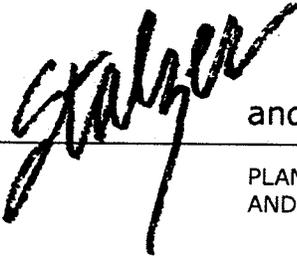
[http://www.bellevuewa.gov/pdf/Land%20Use/10-30-08\\_WeeklyPermitBulletin.pdf](http://www.bellevuewa.gov/pdf/Land%20Use/10-30-08_WeeklyPermitBulletin.pdf)

The Planning Commission will hear the staff recommendation, hold the public hearing, study the proposal in study session following the hearing, and then make a Final Review recommendation to the City Council at this meeting or in a subsequent meeting. The City Council's review of and action on the recommendation will take place likely in the first quarter of 2009, and you will be informed of this.

Any person may participate in the public hearing by submitting written comments to the [PCD] Director prior to the public hearing or by submitting written comments or making oral comments to the Planning Commission at the hearing. All written comments received by the Director will be transmitted to the Planning Commission no later than the date of the public hearing.

You can review the November 19 hearing agenda material online after November 14, 2008, at [http://www.bellevuewa.gov/planning\\_commission.htm](http://www.bellevuewa.gov/planning_commission.htm), or you may contact us to request a printed copy.

Please note this is not a legal notice.



and Associates

PLANNING, LAND USE  
AND DEVELOPMENT SERVICES

November 13, 2008

Planning Commission  
City of Bellevue  
450 110<sup>th</sup> Avenue NE  
Bellevue, WA 98004

Re: Sambica Comprehensive Plan Amendment (CPA) (08-103705 AC)

Dear Commissioners:

Mike McCorkle, Executive Director of Sambica Ministries, the Board of Sambica Ministries and I have reviewed the proposed comprehensive plan text amendments and the new camp and conference center Glossary definition recommended by the planning staff.

Sambica continues to support the staff-recommended concept of a camp and conference designation for Sambica. We believe it offers an excellent solution because it recognizes what Sambica has been for many years and provides the opportunity for Sambica to continue to function as an integral part of the community.

However, we do have concerns about some of the specific language recommended by staff. On the following pages we have proposed only those changes that we believe are necessary to:

- 1) recognize what Sambica has been for many years and plans to continue to be in the future, namely a faith-based camp and conference center; and
- 2) be consistent with the definitions of the other non-residential land use designations in the comprehensive plan Glossary.

We do not propose these changes lightly. The staff-recommended language has been reviewed carefully. Overall it is excellent, but we believe some revisions are needed in order for Sambica to continue to function successfully as a camp and conference center.

We appreciate your consideration of our comments. Mike McCorkle and I will be at the public hearing next week to make a brief presentation and to provide additional information and answer questions if so desired.

Respectfully,



Bill Stalzer

Cc: Mike McCorkle, Executive Director, SAMBICA Ministries  
Nicholas Matz, AICP, Senior Planner



**Proposed Changes  
to the  
“Proposed Comprehensive Plan text amendments to the Glossary and Newcastle  
Subarea Plan for a new Camp and Conference Center (CCC) land use  
designation”**

**Comprehensive Plan Glossary:**

**[NEW] Camp and Conference Center** – A land use designation that provides for a mix of group camp, conference, retreat, recreation activity and incidental use activities. These activities are primarily for use by organizations, ~~and schools,~~ families and individuals. The purpose of the designation is to maintain the compatibility of this unique mix of uses with the surrounding neighborhood by using site design standards ~~that limit the overall intensity of the site~~ intended to protect lower density uses from the effects of higher intensity uses.

The camp and conference center designation is predominantly non-commercial but may include small-scale, neighborhood business retail and service uses that are clearly ~~incidental and~~ functionally related in nature and size.

**Comments:**

1. The first change is proposed to reflect the fact that Sambica’s primary purpose has been and will continue to be to serve families and individuals, not organizations and schools.
2. The second change is proposed because the present language is vague and suggests that an opinion about “overall intensity” could overrule site design solutions that comply with the zoning and performance standards. As Attachment A to this letter indicates, no other non-residential land use description in the comprehensive plan contains such potentially restrictive language. The proposed wording change appears verbatim in the description of the Transition Area land use designation and more accurately reflects the purpose of employing site design standards for the Sambica camp and conference center.
3. The third change is proposed because the term “incidental” could be interpreted to preclude small-scale retail and service uses that in fact are integral, not incidental, to Sambica’s mission as a faith-based camp and conference center. One example is a religious bookstore. Like “overall intensity” the term “incidental” is not found in any of the non-residential land use descriptions in the comprehensive plan (see Attachment A.) Deletion of the term “incidental” does not dilute a clear statement of intent that retail and service uses must be “small-scale” and “functionally related in nature and size.”

**Newcastle Subarea Plan:**

**POLICY S-NC-10.** Encourage a land use pattern throughout the Subarea which accommodates future growth, ensures efficient use of facilities and services, protects existing neighborhoods, encourages historic community uses to continue, and provides the opportunity for an adequate amount of retail and professional services to meet local needs.

**POLICY S-NC-10a.** Support a master site planning process for redevelopment of the Sambica camp and conference center-owned parcels. A master site plan will achieve an integrated site design with transition and performance standards that ~~limit the overall intensity of the site to a protect adjacent lower density uses and ensure the property is developed in a~~ predominantly non-commercial character consistent with the CCC designation. A master site plan should address standards of building ~~dimensions~~ height, impervious surface ratios, ~~combined trip generation,~~ limited signage size, and ~~dispersed parking areas~~ standards.

**Comments:**

1. The first change is proposed to clarify that the purpose of the master site planning process is for the Sambica camp and conference center property regardless of the legal entity that owns the parcels.
2. The second change is proposed for the same reasons stated in comment #2 above relating to the proposed Camp and Conference Center glossary description.
3. The third change concerns use of the term "building dimensions." This term does not appear as a development requirement anywhere in the Bellevue Land Use Code (LUC 20.20 and 20.25.) To create a new standard that applies only to Sambica seems extraordinary and without any basis. The proposed replacement term "building height" appears commonly as a dimensional requirement in both LUC 20.20 and 20.25.
4. The fourth change concerns use of the phrase "combined trip generation." Trip generation is an impact created by a proposed use or mix of uses and will be addressed in the SEPA process. It is not a development standard and it does not appear as a development requirement anywhere in the Bellevue Land Use Code (LUC 20.20 and 20.25.) The wording should be deleted.
5. The final change concerns the requirement for dispersed parking. This policy language predisposes a particular parking solution for the Sambica camp and conference center. During the master site plan process it could be determined that parking solutions other than dispersed parking are the best for both Sambica and the surrounding single family neighborhood. It is appropriate that the policy include parking as a standard but it should not limit the range of possible parking solutions.

**POLICY S-NC-10b.** Encourage the use of development review tools for Sambica that distinguish the mix of land uses proposed for Sambica redevelopment to assure the predominant non-commercial character of the camp and conference center, provide predictability in development processes, and maintain compatibility with the surrounding neighborhood.

*Discussion: The Sammamish Bible Camp—Sambica—was established along the shores of Lake Sammamish in 1919. It is historically valued by the surrounding community. As Sambica changes over time to maintain its functions and to provide relevant services to its users its buildings and structures will change too.*

*Uses associated with the camp and conference center use include group camp facilities, conference and retreat facilities, ~~before and after school day care~~, and outdoor and indoor recreation activities. Other uses that are solely part of an integrated camp and conference center facility include but are not limited to lodging and dining, active recreation, administrative offices, staff housing, maintenance and storage, and a camp store.*

*The camp and conference center designation also allows for redevelopment which may include active ~~indoor~~-recreation facilities including gymnasiums and pools, and small-scale, neighborhood business retail and service uses that are clearly ~~incidental and~~ functionally related in nature and size.*

**Comments:**

1. The first change is proposed because Sambica provides day care at times other than just before and after school hours.
2. The addition of "Camp and conference center" is proposed for consistency and because Sambica has been and will continue to be a camp and conference center, not just a camp.
3. The third change is to emphasize that the list of "other uses" is not exhaustive of the other uses that could be part of the Sambica camp and conference center. The religious bookstore use cited above is one example.
4. The fourth change is proposed because inclusion of the word "indoor" predisposes a particular solution for a pool. During the course of Sambica's future planning, it may be determined that an outdoor pool is a more appropriate and economically viable solution than is an indoor pool.
5. The final change is proposed for the same reasons stated in comment #3 above relating to the proposed Camp and Conference Center glossary description.

**Attachment A**  
**City of Bellevue Comprehensive Plan Glossary**  
**Definitions of Non-Residential Land Use Designations**

**Community Business** — A retail land use designation that provides for the sale of convenience and comparison goods and services to the community. *(Amended by Resolution 5778, 5/2/94; not effective within the jurisdiction of the East Bellevue Community Council.)*

**Community Business** — A retail land use designation that provides for the sale of convenience and comparison goods and services to the community for direct consumption and not for resale. *(Effective within the jurisdiction of the East Bellevue Community Council only.)*

**Downtown** — Bellevue's Urban Center, also known as the CBD, where regional retail, commercial, and service activities are focused. The Downtown also provides a location for high-density, residential development.

**General Commercial (GC) District** — A land use designation that provides for the location of a wide variety of business activities that provide goods and services to other businesses and the general public. *[Amended Ord. 5433]*

**Light Industrial (LI)** — A land use designation that provides for the location of a broad array of activities, including manufacturing, wholesale trade, and distribution activities. Offices are discouraged unless they support the primary functions of the LI district. Sales of goods and services subordinate to permitted activities and low traffic-generating uses that sell bulky or large scale items are appropriate. Auto sales and rentals are appropriate only in certain locations.

**Medical Institution (MI)** — A land use designation that provides for the location of hospital uses and ancillary uses to the primary hospital use located on the same site. The purpose of the district is to encourage master development planning for the site, allow flexible dimensional standards to facilitate development for major medical institutions, and promote high quality urban design that is pedestrian- and transit friendly and compatible with nearby neighborhoods. *[Ord. 5586]*

**Neighborhood Business (NB)** — A retail land use designation that provides for the sale of convenience goods and personal services for the day-to-day needs of the immediate neighborhood. These sites may also accommodate a limited amount of administrative office space, provided the office use does not interfere with the site's primary neighborhood serving function.

**Office** — A land use designation that provides for the location of business, financial, administrative and professional services.

*Discussion: A low intensity office is an office building or office portion of a building with a floor area ratio (FAR) of 0.5 or less and where the following sliding scale is used: At 0.5 FAR, no office building or portion of a building may exceed 50,000 square feet of gross floor area; at 0.3 FAR, 100,000 square feet; at 0.1 FAR, 150,000 square feet.*

*To provide significant permanent open space and to allow a shift of development potential, office intensity of no more than .5 is allowed on properties designated OLB-OS. In this district, the sliding FAR scale does not apply.*

*A medium intensity office is a building of at least 0.5 FAR but not exceeding 3.0 FAR. A high intensity office is a building of at least 3.0 FAR.*

*Medium and high intensity offices are only located in the Downtown with the following exceptions: The 1993 Factoria annexation agreement created special circumstances for development in Factoria from 1993-2000 to permit office buildings of higher intensities; and office limit for FAR for the area north of Factoria Mall can be increased up to 0.75 consistent with Ordinance 5799 and Policy S\_FA\_30.1.*

**Office, Limited Business (OLB)** — A land use designation that provides areas for integrated complexes made up of office, hotels, or motels. Subordinate uses such as eating establishments and retail sales are also permitted.

**Professional Office (PO)** — A land use designation that provides for the location of facilities for low intensity business, financial, administrative, and professional services with exterior designs that are compatible with surrounding residential development.

**Transition Area** — An area in which special design standards are required for higher intensity uses located close to lower intensity uses. **These standards are intended to protect the lower intensity uses from the effects of higher intensity uses.** [Emphasis added.]