



MEMORANDUM

DATE: February 18, 2011

TO: Chair Ferris and Members of the Planning Commission

FROM: Carol Hamlin, Senior Land Use Planner 452-2731
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SUBJECT: Camp and Conference Center (CCC) Land Use Code Amendment
February 23, 2011, Planning Commission Study Session

At the study session on February 23, 2011, staff will present follow-up material on a proposed Land Use Code Amendment (LUCA) to implement Comprehensive Plan direction provided by the new Camp and Conference Center (CCC) designation. After the staff presentation we request your questions to staff in preparation for proposing draft code language at a future study session.

BACKGROUND

The CCC designation was adopted in February, 2009, as part of a Comprehensive Plan Amendment (CPA) establishing the new designation and associated policies. See Attachment 1 for adopting Ordinance No. 5859, including the CCC Comprehensive Plan Glossary definition and the Newcastle Subarea policies adopted for use at the Sambica site (below).

The new designation came about as a result of the Sambica CPA process. The Sammamish Bible Camp—better known as Sambica—initially sought a CPA for its camp and conference facilities located in southeast Bellevue near Lake Sammamish. The reason for this was that many of the existing uses are nonconforming and the Sambica organization felt that the existing Bellevue Comprehensive Plan designations and various land use districts on their property did not align with their existing facilities, or with the potential land uses and facilities envisioned in their master planning efforts. Sambica is long-established, and historically valued by the surrounding community. The organization's desire is to upgrade its buildings and structures over time to maintain their function, and to provide relevant services to its users. Sambica also seeks flexibility to adapt to changing trends and the economics of the camp and conference center business. The community's desire has been to manage Sambica redevelopment to minimize impacts to the surrounding residential areas and maintain a residential character.

To address these objectives, the CPA process was used first to create a unique designation for camp and conference centers. While this designation applies only to Sambica today, in the future other sites seeking a CCC designation could do so through the site-specific CPA process.

A previous study session on this proposed LUCA was held on July 28, 2010. Discussion and review since then has been long and involved between city departments, and between the city and representatives of Sambica, but has ultimately proved productive.

ANALYSIS AND REVIEW

Implementing the CCC Comprehensive Plan designation means proposing a new CCC zoning district and adapting new and existing LUC rules to the CCC circumstance. The model circumstance against which to consider a CCC district is Sambica, although we ask the Commission to consider the potential for different owners of the Sambica site, as well as the potential for other CCC sites citywide. These sites consist of multiple individual uses, structures, and facilities; are planned on connected, multiple parcels of land, and may develop or redevelop over an extended period of time.

The new district should be able to anticipate any number of combinations of proposed camp and conference center development with a clear understanding on the part of both applicants and regulators as to how the process fits to these combinations.

The new code proposal is shaped around four **backbone principles**:

- Distinguish the mix of existing and anticipated future land uses
- Assure the predominant non-commercial character of a camp and conference center
- Provide predictability in development processes
- Maintain compatibility with the surrounding neighborhood

Key elements of the CCC district and rules are intended to limit the overall intensity of a CCC site and maintain compatibility with a surrounding neighborhood by:

- defining the types of uses in a camp and conference center and their connections to each other;
- adapting existing LUC processes including the Master Development Plan and Design Review;
- setting new standards for reviewing master planning over time through a physical site plan;
- establishing specific dimensional, landscape, and other site development standards as a measure of overall site intensity; and
- providing site, building and street design guidelines for qualitative design solutions.

Proposed Review Process

Staff requests Commission review of a proposal that would focus on the need for a development review tool that looks at a whole, multi-part site that would develop over extended time. Rather than create a new application process for the CCC designation, we suggest using the Master Development Plan permit process in that it would best allow review of multi-parcel, multi-building site. The MDP is an administrative Process II (LUC 20.35.200) decision. Its approval is subject to decision criteria that focus on a unified site design, consistent with other aspects of the Land Use Code and of the Comprehensive Plan. Modifications to an approved MDP can follow a minor process.

Requiring this MDP process articulates long-term plan intent. Staff thinks it would help surrounding neighborhoods to understand compatibility issues and provide predictability in development process. It would define permitted uses at specific locations within the CCC site regardless of internal property

lines. But it is also so that anybody can see a proposal from the perspective of today's existing situation, all the way to tomorrow's ultimate build-out. The various pieces and steps that develop in a CCC would fit into the MDP framework along the way.

Proposed Allowed Uses

Using a proposed CCC district definition (see Attachment 1) we drafted a list of definitions for the potential uses that are specific to a CCC. This captures a group of unique camp and conference center uses that could be permitted to be mixed up in a number of combinations. For example, we propose the primary camp and conference center use be defined as a *Principal Use*:

A CCC's principal uses are group day or residence camps and professional, educational, or religious meetings, conferences, seminars, and retreats; and their associated structures, facilities and activities including food preparation and eating, lodging, recreation, administration, and maintenance functions.

That principal use is then translated into a permitted use chart as:

Principal and Subordinate Uses	Key
Principal uses, facilities, and activities	P

The same thing happens for the other primary categories of CCC uses, which we propose to call *Subordinate Uses*:

A CCC is used primarily by organizations and schools and the families and individuals they enroll. However, a CCC may include additional subordinate uses when these uses are functionally related to the CCC's predominant non-commercial purpose. These uses include dwelling units for CCC staff, restaurants, other recreation uses as permitted, and miscellaneous retail trade uses which do not exceed 5,000 square feet individually or 10,000 square feet in total on a single CCC site.

Single Site Review – Standards and Requirements

We will largely propose the MDP and Design Review tools for use as they already exist in the Land Use Code and are well understood processes.

To be able to assure some upfront understanding of the ultimate build out of a CCC regardless of the level of detail available at the time of application, we propose minimum standards that must be met for any MDP approval. Minimum standards would address existing conditions, a master site plan location of proposed development, and a written list of proposed uses. A Master Development Plan may show CCC site development in geographically-defined phases.

We also propose an allowance for smaller, secondary structures by not requiring Design Review whenever these types of structures are proposed over the life of the development, as long as they have already been generally identified in the MDP and do not exceed a certain size. Their square footage will continue to be counted against the site's total development intensity, up to the category limit.

Dimensional Requirements

A benefit of a CCC designation should be to allow a unified master plan to cross multiple interior property boundaries without dissolving those boundaries. This flexibility is necessary in Sambica’s case in order to maintain legal property boundaries. However, a tool already exists to address that and create for review what is essentially considered a single site plan. It is the binding site plan (BSP).

The BSP process would allow an MDP applicant to apply dimensional requirements over an entire site versus a single, legally-described parcel. The BSP essentially defines the total boundary of a site by binding the various parcels to a single approved site plan.

Staff thinks dimensional standards should be proposed in anticipation that most CCCs will be located adjacent to residentially-zoned property. Proposed setbacks, maximum impervious surface, maximum lot coverage by structures, and building heights would all reflect this:

Minimum Setback			Maximum Impervious Surface	Maximum Lot Coverage	Building Height	FAR
Front	Rear	Side				
20'	25'	5' with two side total of minimum 15'	65%	40%	30'/35'/40'	.3

Building height of proposed structures should be subject to the maximum height per the new single family regulations and then allow increased height for functionally related recreational activities, such as gymnasiums, outdoor swimming pool coverings (bubbles), and theaters. This increased height would be similar to the provisions used to place functionally related uses (i.e. performing arts center, library or gymnasium) for schools in residential areas.

Through the MDP process, review could ensure that structures with increased height are located within the interior of the CCC property boundary and that adequate screening/separation is provided from single family residential areas.

To get a sense of the total intensity of site development, staff is proposing a Total Development Intensity (TDI) factor which would be measured in terms of Floor Area Ratio (FAR). This figure would be a measure of the building total gross square feet proposed on a CCC site. It is recommended to not exceed a .3 FAR. As the MDP is further developed and regulated, other MDP requirements may limit this total, but it is a starting point.

Additional Development Standards

Landscaping requirements are intended to strengthen the transition areas at the perimeter of a CCC especially when that perimeter is adjacent to a lower-intensity use. In fact, both dimensional and landscaping requirements are intended to encourage higher intensity of use in the center of a CCC or adjacent to major public ROW.

Sign requirements are proposed in consideration of a signage environment that is similar to the NB district. This is a district that is often located near to or adjacent to residential zones, and its signage requirements reflect that. To ensure an appropriate CCC signage environment, we propose additional restrictions: prohibit rooftop signs; restrict the location of building-mounted signs away from facing residential zones; and control the extent and time of illuminated signs.

Parking would be regulated through what we call an “unspecified use” parking analysis. Unspecified use regulations require analysis of the site parking demand and would balance the maximum number of stalls which might individually be required by multiple land uses against the overall patterns and demands of site use on a daily or weekly basis.

Design Guidelines

Design Guidelines for sites, buildings, and street frontage are intended to impart the design flavor of an CCC and reflect its purpose. Examples of these in a CCC include:

Site design examples

- *Provide visual and functional connections between uses within the CCC District by incorporating areas of vegetation, outdoor spaces and pedestrian connections.*
- *Consider surrounding vegetation, topography, street patterns, parking configuration and building massing in order to result in a compatible fit between proposed development and adjacent non-CCC residential development.*

Building design examples

- *Locate service areas for trash dumpsters, loading docks and mechanical equipment away from public rights-of-way and residentially-zoned property where possible. Screen views of those elements if they cannot be located away from public frontages.*

Street frontage design example

- *Design entries to be clearly identifiable from public rights-of-way adjacent to the CCC District.*

REQUESTED ACTION

Please direct questions to staff at tonight’s study session. Sambica will also be in attendance. Staff will request another study session at which we will present the draft code language and then request a public hearing.

ATTACHMENTS

1. Proposal to define a CCC District in the Land Use Code at 20.10.397
2. Minutes of the previous CCC study session on July 28, 2010
3. Map of Sambica CCC Comprehensive Plan designation

Attachment 1

Proposed Camp and Conference Center designation for the Land Use Code

LUC 20.10.397 Camp and Conference Center (CCC)

A camp and conference center (CCC) provides areas for a unified mix of group day or residence camps and professional, educational, or religious meetings, conferences, seminars, and retreats and their associated facilities and activities. These are used primarily by organizations and schools and the families and individuals they enroll.

The purpose of the designation is to maintain the compatibility of this unique mix of uses with surrounding neighborhoods by limiting the overall intensity of the site, and protect lower intensity uses from the effects of higher intensity uses.

ATTACHMENT 2

concept is excellent. He said Sambica supports having such a designation and zoning for its seven-acre campus. For many years Sambica has believed that the district approach the city has implemented in other areas would be appropriate for its campus. The combination of development standards tailored to the district, with a master development plan and design review, represents a good approach. Additional time is needed to ferret out all of the details and review the specifics.

4. APPROVAL OF AGENDA

The agenda as printed was approved by consensus.

5. COMMUNICATIONS FROM CITY COUNCIL, COMMUNITY COUNCILS, BOARDS AND COMMISSIONS – None

6. STAFF REPORTS

Comprehensive Planning Manager Paul Inghram thanked Commissioner Hamlin for arranging the location for the Commission's retreat on July 20, and Microsoft for allowing the use of their space. He also thanked Scott Rhodes who brought his Tesla electric car to show the Commissioners prior to the meeting.

7. STUDY SESSION

A. Camp and Conference Center (CCC) Land Use Code Amendment

Commissioner Hamlin disclosed that he is married to Senior Planner Carol Hamlin, the DSD staff person working on the CCC Land Use Code amendment. He said he has no specific interest in the affected property or in the application of the amendment. He added that the property owner had been informed of his relationship to Ms. Hamlin and had indicated their comfort in having him involved in the discussions and the deliberations for the amendment. He said he would evaluate the amendment fairly and openly.

Senior PCD Planner Nicholas Matz commented that while the Sambica property is the catalyst for the proposed amendment, the proposal is for a designation that could be used anywhere in the city. He noted that the amendment is consistent with the Comprehensive Plan amendment that was discussed and recommended by the Commission in 2008 and adopted by the City Council in 2009.

Mr. Matz said the Sambica property is located on the southern end of West Lake Sammamish Parkway and has been in operation as a camp since 1920. The use is well established and highly valued by the community. The existing designations for the site do not align with the current physical facilities or the potential master planning efforts Sambica has been undertaking focused on maintaining their functions while continuing to provide relevant services to their users. The local community desires redevelopment of the site is managed in a way that will minimize impacts to the surrounding residential areas. The CPA process was used in a manner addressing the joint objectives for redeveloping Sambica while at the same time capitalizing on the larger opportunity to create the Camp & Conference Center designation. The current focus is on codifying the policy work into regulation. Once the Land Use Code amendment has been approved, Sambica and any other applicable site would need to rezone to the CCC designation.

The purpose of the proposed regulations is to: distinguish the mix of existing and future land uses proposed for redevelopment with a regulatory framework that relies largely on existing

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Land Use Code examples such as the Medical Institution District to transition from current uses to future uses; assure the predominant non-commercial character of a camp and conference center by creating a special district and permitted uses that are unique to the designation; provide predictability in the development processes with a master site planning process, design review, and specific site and building design guidelines; and maintain compatibility with surrounding neighborhoods through the use of dimensional requirements and development standards which are based on existing code and which recognize the typically larger but coherent site pattern of a camp and conference center.

Ms. Hamlin said staff has proposed five specific development review tools. The framework for such tools is a proposed new LUC Special and Overlay Districts section at 20.25M. The tools include first a definition of what the CCC district is in the Land Use Districts and what the CCC use is in the new section 20.25M within the existing Special and Overlay Districts sections of the Land Use Code, respectively. Second, a Master Development Plan (MDP) will be required as the master site planning process for developing or redeveloping CCC-designated parcels. Third, the creation of a permitted CCC use chart at 20.25M.020 which identifies the principally permitted uses in the CCC, and then defines how the range of subordinate uses typically associated with a CCC can be permitted. Fourth, there will be a requirement for dimensional and development standards based on existing regulations. Finally, there will be a requirement for Design Review to implement the MDP through site and building design guidelines.

Ms. Hamlin asked for direction from the Commission relative to conducting an additional study session or going directly to drafting the Land Use Code amendment for public hearing in September.

Commissioner Sheffels asked if Sambica is considered to have access to the shoreline, and if so, how the Shoreline Master Program will apply. She pointed out that the only other site in the city that could possibly be considered for the CCC designation also has shoreline access. Ms. Hamlin said Sambica does have access to the shoreline, and any associated issues will be addressed as part of the Shoreline Master Program update.

Commissioner Sheffels asked if Sambica has any plans for lighting their sports fields, something that could result in spillover light negatively impacting the neighboring residential areas. Ms. Hamlin said staff would be sure and address that situation.

Commissioner Himebaugh asked how the MDP process would work. Ms. Hamlin said it would entail a Process II application which includes an administrative review, and would come in as a design review. The master plan would show the entire bounds of the property; the underlying property lines (the presence of which can be addressed with a Single Site Agreement; where buildings are planned to be, though not necessarily their design or height; parking layout; and landscaping and tree retention.

Commissioner Turner asked what other areas could potentially receive the CCC designation. Mr. Matz said there is no minimum or maximum size, rather the focus is on the intensity of impact that must be measured. The Sisters of St. Joseph of Peace property in southwest Bellevue is one possible site.

Mr. Inghram clarified that the Sambica property is the only site in the city designated CCC in the Comprehensive Plan. Any other property owner desiring the designation would first have to seek a Comprehensive Plan amendment.

Commissioner Turner asked if any City of Bellevue property would qualify for the CCC

designation. Mr. Inghram said if the city identified a property it thought was appropriate, it would have to seek a Comprehensive Plan amendment the same as anyone else. To date, the city has not identified any of its properties that would be appropriate for the CCC designation.

Commissioner Himebaugh called attention to the section of the staff report focused on dimensional requirements and development standards and pointed out that there was no draft code language in place. Mr. Matz explained that the topic was just being introduced and that no draft code language had been written yet for any part of the amendment. One of the reasons Sambica is seeking additional time is to see just what those numbers will be and how they would work for their site. Staff hopes not to reinvent the wheel so will look at existing dimensional standards and development requirements in use in other areas to see if they could be adapted. He said staff has no objection to scheduling another study session prior to the public hearing, by which time some of the particulars could be down on paper.

Commissioner Mathews referred to the top of page 11 of the staff report and asked if it would make sense to add education as a functional use activity. Mr. Matz replied that the word "educational" is used in the definition of the CCC use.

Commissioners agreed that another study session should be scheduled prior to the public hearing in order to see more of the details.

8. STUDY SESSION

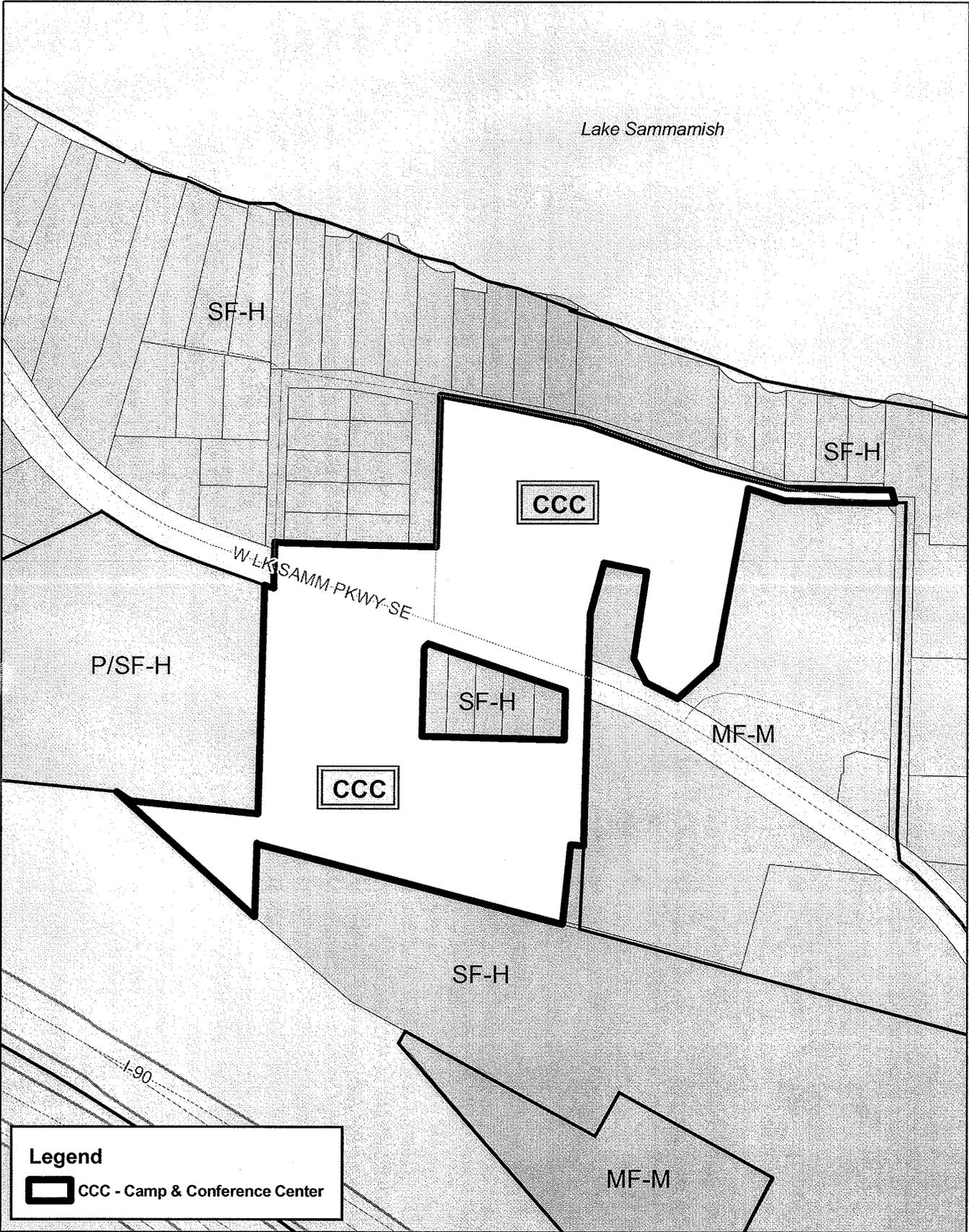
A. Shoreline Master Program Update

Associate Planner Heidi Bedwell reported that following the last Commission meeting on the Shoreline Master Program update Utilities staff met with community members and has begun an engagement process to address the issues raised related to lake management. She said the Commission will be kept up to date.

Ms. Bedwell commented that piers, docks, watercraft moorage and bulkheads have been regulated since the original adoption of the Shoreline Master Program. Prior to 2006 the standards for moorage limited the overall length, governed the setback from property lines, and the height above water. Bulkheads were also regulated and limited generally to 30 inches, with an additional allowance for height based on specific circumstances. Currently, most waterfront properties have a dock or a pier, and many but not all have a bulkhead or some form of stabilization. Pictures of docks, piers, boat lifts and bulkheads were shared with the Commission.

Environmental Planning Manager Michael Paine pointed out that vegetation is not uniform across the landscape. Many of the lots along the shorelines are in very good condition, while others are heavily developed. Some have wetland areas that have not been damaged, but others have lawns right down to the water's edge, though they may have wetland soils underneath which, if left alone, would see the wetland plants reassert themselves.

Ms. Bedwell said there are several sections of the WAC guidelines that focus on provisions for docks and piers. In addition to emphasizing that structures be limited to the minimum size necessary, the rules state that docks and piers are intended to allow watercraft access. Single family residences do not have to demonstrate that they need a dock or a pier. The structures must be designed and constructed to avoid impacts, and where that is not possible to minimize and mitigate the impacts. The materials must be approved by other state agencies. The guidelines are intended to serve as general criteria by which local provisions are to be measured



Sambica
 Comprehensive Plan Designations



March 2008