



# MEMORANDUM

DATE: September 7, 2011

TO: Chair Turner and Members of the Planning Commission

FROM: Carol Hamlin, Senior Land Use Planner 452-2731  
Development Services Department [chamlin@bellevuewa.gov](mailto:chamlin@bellevuewa.gov)  
Nicholas Matz AICP, Senior Planner 452-5371  
Department of Planning and Community Development [nmatz@bellevuewa.gov](mailto:nmatz@bellevuewa.gov)

SUBJECT: Camp and Conference Center (CCC) Land Use Code Amendment  
September 14, 2011, Planning Commission Study Session

At the study session on September 14, 2011, staff will present follow-up material including draft code language 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 presentation staff requests the Commission's questions and comments on the proposal in anticipation of setting a public hearing date. Previous study sessions on this proposed LUCA were held on July 28, 2010, and on April 13, 2011.

## **BACKGROUND – Why is this LUCA being proposed?**

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 review 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 the Sambica site has three zoning districts on it (R-5, R-20, and NB). Because of their location many of the existing Sambica uses on the Sambica site are nonconforming to these existing zones, and the Sambica organization felt that the existing Comprehensive Plan designations and various zoning 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 first created 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.

**PURPOSE – What will be accomplished?**

Implementing the CCC Comprehensive Plan designation means proposing a new CCC zoning district at **LUC 20.10.397** and new LUC rules at **LUC 20.25M**. See Attachment 2.

The district anticipates any combination of proposed camp and conference center developments. Four **backbone principles** shape the code proposal:

- 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 manage 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.

Sambica is the test circumstance to consider a CCC district. However, the Sambica site could have different owners in the future, and the designation could be applied to other potential CCC sites. The Sambica test site consists of multiple individual uses, structures, and facilities which are planned on connected, multiple parcels of land, and which may develop or redevelop over an extended period.

**PROPOSAL SUMMARY – How will it be done?**

Steps in Process	Proposed LUC	Attachment 2 ref.
Require camp and conference center uses to designate a CCC site through the Comprehensive Plan Amendment and Rezone processes.	LUC 20.30I and LUC 20.30A	<b>Page (1)</b>
Define the camp and conference center uses through the <b>definitions and allowed uses</b> specific to this unique, mixed-use district. These definitions consist of principal, subordinate, and existing uses.	LUC 20.25M.010.B and 20.25M.030	<b>(1,3)</b>
Regulate a camp and conference center proposal through a <b>master planning</b> (Master Development Plan—MDP) process: <ul style="list-style-type: none"> <li>• Specify <b>Standards and Requirements</b> for existing conditions, proposed uses and placement of structures, proposed uses, and total development intensity.</li> <li>• Measure development intensity through the application of <b>Dimensional Requirements</b> of setback, impervious surface, lot coverage, and building height; and</li> <li>• <b>Development Standards</b> of landscaping, signage, trip generation and parking.</li> </ul>	LUC 20.25M.020 LUC 20.25M.020.B. LUC 20.25M.040 LUC 20.25M.050 and 20.25M.060	<b>(1,2)</b> <b>(1)</b> <b>(4)</b> <b>(5,6)</b>
Apply <b>Design Review</b> code requirements including <b>Design Guidelines</b> for the site, buildings, and street frontages.	LUC 20.25M.070	<b>(6)</b>

### **Definitions and allowed uses –LUC 20.25M.010.B and LUC 20.25M.030**

The definitions in 20.25M.010.B reflect the unique, mixed-use nature of a prototypical camp and conference center. These centers typically contain primary uses such as group day or residence camps and meeting, conference, seminar, and retreat functions. Other uses which are subordinate to the center uses because they only exist due to the presence of a center include housing for staff, eating facilities, recreation uses, and miscellaneous retail uses at a neighborhood-business scale. The definitions allow mixing and matching while keeping focus on the predominantly non-commercial purpose of the district.

### **Master Planning - LUC 20.25M.020**

The Master Development Plan (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. Requiring the MDP process for the CCC is intended to allow review of projects that tend to have multiple lots, buildings, and uses that are built over time. Such a process helps to articulate long-term plan intent. It would help surrounding neighborhoods understand compatibility issues and provide predictability in the development process. It would define permitted uses at specific locations within the CCC site regardless of internal property lines. And a Master Development Plan may show CCC site development in geographically-defined phases.

### **Dimensional Requirements – LUC 20.25M.040**

Dimensional standards anticipate 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.

Building height of proposed structures would be subject to the maximum height of the single family regulations (30 feet) 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.

Where sites like Sambica consist of multiple parcels, a Binding Site Plan (BSP) can be used to recognize the combination of parcels as a single site and provide flexibility for building location. Setbacks then apply to the perimeter of the overall site.

### **Additional Development Standards - LUC 20.25M.050 and LUC 20.25M.060**

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

Sign requirements are proposed for 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. To ensure an appropriate CCC

signage environment additional restrictions include prohibiting rooftop signs; restricting the location of building-mounted signs away from facing residential zones; and controlling the extent and time of illuminated signs.

Parking would be regulated through unspecified use parking analysis under LUC 20.20.590.F.2. 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 – LUC 2025M.070**

The Design Guidelines are divided into three focus areas: the site, the building(s), and street frontage.

The Design Guidelines are intended to provide consistency and predictability for when the CCC property is developed. Residential neighbors can have a level of comfort that specific design guidelines will help buffer and protect them. For the CCC property owner, guidelines will frame a stable, ultimate vision for the CCC property. Furthermore, when other CCC properties are developed in other areas of the city, there will be consistency between CCC-zoned properties:

- Landscaping would buffer perimeter edges of a CCC;
- Significant trees would be retained over an entire site;
- Buildings and uses which are larger or which generate the most intense activity—gathering facilities such as conference centers and gyms—would be oriented towards the interior of a CCC;
- Covered walkways should be covered where practical, for weather protection;
- The visual impact of surface parking would be mitigated with location restrictions and with landscaping; and
- Master plan approval would include thematically-consistent building materials and colors.

### **REQUESTED ACTION and NEXT STEPS**

At the close of tonight's Study Session staff requests Commission direction to proceed with scheduling a public hearing for October 26, 2011.

### **ATTACHMENTS**

1. Ordinance No. 5859
2. Draft Land Use Code for Camp and Conference Center (CCC)
3. Minutes of the previous CCC study sessions on July 28, 2010 and April 13, 2011
4. Map of Sambica CCC Comprehensive Plan designation

CITY OF BELLEVUE, WASHINGTON

ORDINANCE NO. 5859

AN ORDINANCE relating to the Comprehensive Plan of the City of Bellevue, as required and adopted pursuant to the Growth Management Act of 1990, as amended (Chapter 36.70A RCW); adopting 2008 amendments to the Comprehensive Plan, known as the Sambica CPA, amending the Glossary and the Newcastle Subarea Plan; and establishing an effective date.

WHEREAS, on September 15, 2008, the City Council initiated the Sambica Comprehensive Plan Amendment ("CPA") to modify the Glossary and the Newcastle Subarea Plan; and

WHEREAS, the Planning Commission held a public hearing on November 19, 2008, with regard to the Sambica CPA; and

WHEREAS, the Planning Commission recommended that the City Council approve such proposed amendment; and

WHEREAS, the City Council has considered the Sambica CPA concurrently with the other 2008 Comprehensive Plan amendments; and

WHEREAS, the City Council finds that the Sambica CPA satisfies the decision criteria established in Part 20.30(I) of the Land Use Code; and

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

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

Section 1. The Glossary of the City of Bellevue's Comprehensive Plan is hereby amended by the addition of a new definition as follows:

**Camp and Conference Center – (CCC)** – A land use designation that provides for a mix of group camp, conference, retreat, recreation, and functional use activities. These activities are primarily for use 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 the surrounding neighborhood by using site design standards through the Land Use Code that both limit the overall intensity of the site and protect lower intensity uses from the effects of higher intensity uses.

The CCC designation is predominantly non-commercial but may include small-scale, neighborhood business retail and service uses that are functionally related in nature and size to the property designated CCC and which do not exceed 5,000 square feet individually or 10,000 square feet in total.

Section 2. Policy S-NC-10 of the Newcastle Subarea Plan contained in the City of Bellevue's Comprehensive Plan is hereby amended as follows:

**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.

Section 3. Policy S-NC-10a of the Newcastle Subarea Plan contained in the City of Bellevue's Comprehensive Plan is hereby amended as follows:

**POLICY S-NC-10a.** Support a master site planning process for redevelopment of the Sambica CCC-designated parcels. A master site plan will limit the overall intensity of the site to a predominantly non-commercial character consistent with the CCC designation and achieve an integrated site design with transition and performance standards that protect lower intensity uses from the effects of higher intensity uses. A master site plan should address standards of building height and location, landscape buffers, impervious surface ratios, combined trip generation, limited signage size, and parking.

Section 4. Policy S-NC-10b of the Newcastle Subarea Plan contained in the City of Bellevue's Comprehensive Plan is hereby amended as follows:

**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.*

*The current uses as of 2008 at Sambica include group camp facilities, conference and retreat facilities, day care, and outdoor and indoor recreation activities. Other uses that are part of Sambica include 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 recreation facilities including gymnasiums and pools. Redevelopment may also include small-scale, neighborhood business retail and service uses that are functionally related in nature and size to the property designated CCC and which do not exceed 5,000 square feet individually or 10,000 square feet in total.*

Section 5. The Newcastle Subarea Plan Map contained in the City of Bellevue's Comprehensive Plan is hereby amended as set forth in Attachment E1 and by this reference fully incorporated herein.

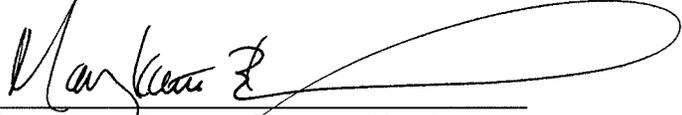
Section 6. This ordinance shall take effect and be in force five days after its passage and legal publication. This ordinance, the Newcastle Subarea Plan and map, and the city's Comprehensive Plan shall be available for public inspection in the office of the City Clerk.

Passed by the City Council this 17<sup>th</sup> day of Feb, 2009, and signed in authentication of its passage this 17<sup>th</sup> day of Feb, 2009.

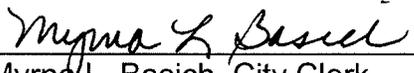
(SEAL)

  
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Grant S. Degginger, Mayor

Approved as to form:  
Lori M. Riordan, City Attorney

  
\_\_\_\_\_  
Mary Kate Berens, Deputy City Attorney

Attest:

  
\_\_\_\_\_  
Myrna L. Basich, City Clerk

Published: 2/20/09

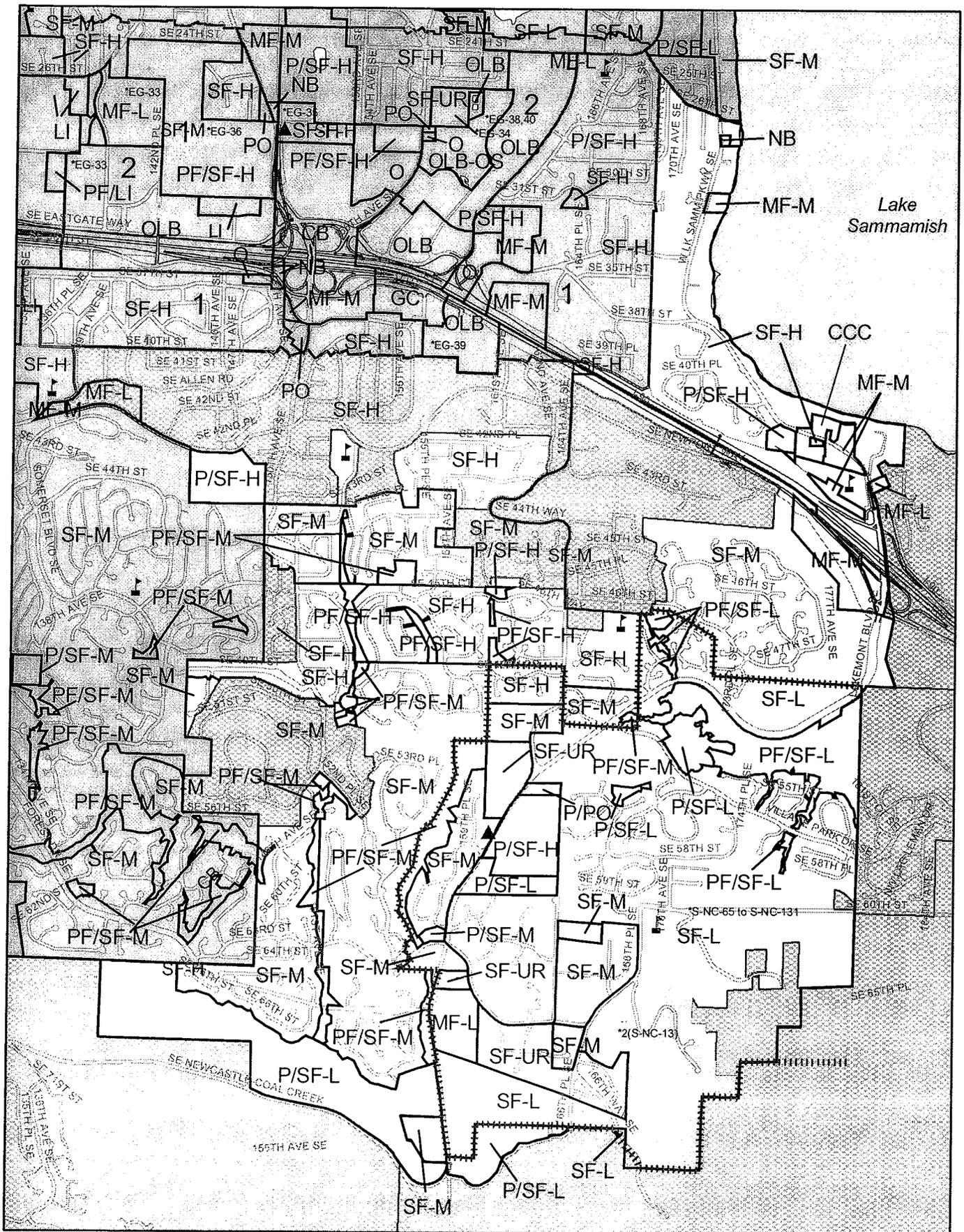


FIGURE S-NC.2  
Newcastle Land Use Plan



- SF Single Family
- MF Multi Family
- L Low Density
- M Medium Density
- H High Density
- UR Urban Residential

- PO Professional Office
- O Office
- OLB Office, Limited Business
- OLB-OS Office, Open Space
- NB Neighborhood Business
- CB Community Business

- GC General Commercial
- LI Light Industrial
- PF Public Facility
- P Park

- ▲ Fire Stations
- ⚡ Public Schools
- ▭ Lakes
- Bellevue City Limits (6/2008)
- ||||| Village Overlay



## Part 20.25M Camp and Conference Center District

### 20.25M.010 General

#### A. Applicability

1. This Part 20.25M LUC, Camp and Conference Center (CCC) District contains standards and guidelines that apply to development and activity within the CCC District.
2. This Part 20.25M LUC is subject to applicable Part [20.25H](#) LUC - Critical Areas Overlay District. This Part 20.25M LUC is not subject to Part [20.25B](#) LUC - Transition Area Design District.

#### B. Definitions specific to Camp and Conference Center (CCC) District

1. **CCC District:** See Part [20.10.397](#) LUC.
2. **Principal Uses:** 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.
3. **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.
4. **Existing conditions** are the uses, structures, facilities, and activities in existence in a CCC district on the date of Master Development Plan approval.
5. **Other land uses** as permitted in the LUC are subject to applicable provisions of this Part 20.25M LUC. Refer to the permitted CCC uses chart below.

### 20.25M.020 Master Development Plan Review – Review Required – Standards and Requirements

#### A. Review Required

A Master Development Plan review under Part 20.30V LUC is the means by which the City shall ensure that site development in a CCC district is consistent with the Comprehensive Plan and meets all applicable site development standards and guidelines of the LUC.

#### B. Standards and Requirements

All development within a single CCC site shall be governed by Master Development Plans reviewed by the Director pursuant to Part 20.30V LUC.

1. At a minimum, the Master Development Plan shall reference the following:
  - a. Existing conditions. The purpose of this subsection is to manage the transition of existing conditions into an approved CCC Master Development Plan, including:
    - i. The continued use, maintenance, and/or remodeling of existing conditions which would become uses permitted in a CCC.



**20.25M.030 Permitted uses chart**

<b>Principal and Subordinate Uses (1) (2) (3)</b>	<b>Key</b>
Principal uses, facilities, and activities (7) (8)	P
Subordinate uses (4)	
Recreation - Indoor public assembly and camping sites (7) (8) (9)	S
Restaurant (6)	S
Dwelling units for CCC staff	S
Miscellaneous retail trade: drug stores, camp stores, gift stores, jewelry, clothing, bookstores, newsstands, florist, photo supplies, video sales/rental and vendor carts (10)	S
<b>Other Land Uses (2) (3)</b>	<b>Key</b>
Childcare services	P
Religious activities (5)	C
Accessory parking (11)	P
Wireless communication facilities, including satellite dishes (12)	P
Utility facility	C
Local utility system	P
Regional utility system	C
Essential public facilities (13)	C
Transit facilities (14)	P
Highway and street right-of-way	P
Electrical Utility Facility (15)	A/C

P = Permitted Use

S = Subordinate permitted Use

C = Conditional Use Part 20.30B or 20.30C LUC

**Footnotes:**

(1) See Part 20.25M.010 LUC and Part 20.50.046 LUC – Subordinate Use for applicable definitions.

(2) Existing Conditions as defined in this Part 20.25M LUC are permitted subject to an approved Master Development Plan. See Part 20.25M.020.B.1.a LUC.

(3) Uses must be included into a Master Development Plan approval at Part 20.25M.020 LUC.

- (4) See Part 20.20.840 LUC; Subsection C.3 does not apply in a CCC district. Restaurant and miscellaneous retail trade subordinate uses are permitted only within the same structure containing a principal CCC use.
- (5) Freestanding structures proposed for Religious Activities permitted in a CCC as “Other Land Uses” (per LUC 20.25M.030) do not require Design Review. Compliance with the approved Master Development Plan shall be included in review through the Conditional Use permit process required for Religious Activities uses.
- (6) Drive-through facilities are not allowed in the CCC district.
- (7) See Part 20.25M.060 LUC. Development standards apply to recreation facilities.
- (8) Recreation uses exclude private health clubs, athletic clubs, outdoor public assembly, and hunting clubs, gun clubs or gun sports activities.
- (9) Outdoor recreation activities are subject to special review of amplified sound permits.
- (10) May not exceed 5,000 gross square feet individually or 10,000 gross square feet total within the boundary of a CCC. The lineal feet of commercial and retail uses along a street frontage are limited through the approval of a Master Development Plan.
- (11) Accessory parking is permitted to serve only the uses located within the CCC district pursuant to an approved Master Development Plan and requires approval through the review process required for the primary land use which it serves.
- (12) Wireless communication facilities must meet the requirements of Part [20.10.440](#) LUC – Notes 14, 16, and 21, Transportation and Utilities, and Part [20.20.195](#) LUC. Prior Administrative Conditional Use approval is required for freestanding monopole facilities and wireless facilities integrated on existing parking lot light poles and/or adjacent street poles (within the right-of-way) to the site. Building-mounted wireless facilities are permitted outright. Any ground-mounted equipment must be adequately screened per LUC [20.20.195](#). Satellite dishes are permitted outright.
- (13) Refer to Part [20.20.350](#) LUC for general requirements applicable to essential public facilities.
- (14) Transit facilities include transit stops and high-capacity transit stops.
- (15) Refer to Part [20.10.440](#) LUC – Note 22, Transportation and Utilities.

**LUC 20.25M.040 Dimensional requirements**

Minimum Setback			Maximum Impervious Surface*	Maximum Lot Coverage*	Building Height (1)(2)(3)
Front (4)	Rear (4)	Side (3) (4)			
20'	25'	20'	65% (5)	40%	30'

\*per each CCC Master Development Plan

**Footnotes:**

- (1) Maximum building height in CCC districts is 30 feet measured from the average elevation of the existing grade around the building to the highest point of a flat roof, or 35 feet to the ridge of a pitched roof. Shoreline height is measured per LUC 20.25E.080.

- (2) Maximum building height of any individual building facade is 40 feet measured from the existing grade at the building wall to the ridge of a pitched roof or top of a flat roof.
- (3) An increase in building height, including any building façade, of up to a maximum 55' (to a pitched or flat roof) per Footnotes (1) and (2) above is allowed for specific uses as identified in the Master Development Plan and the requirements noted below:
  - a. Such height increase is approved under both the Master Development Plan and Design Review for the structure; and
  - b. Rooftop mechanical equipment shall be subject to the height limitations in LUC 20.25B.040.A.1; and
  - c. The increase in height is necessary to accommodate uses or equipment functionally related to a permitted CCC use such as swimming pools, performing arts theatres, and gymnasiums;
  - d. Any portion of the structure exceeding the maximum building height per Footnote (3) above, is stepped back from any property line a minimum distance of 50 feet unless a reduction is approved through the Master Development Plan process.
- (4) Surface parking should not be located within the building setbacks. The front yard setback for retail/service/commercial uses is 0' and is subject to the building design guidelines for Street Frontage Buildings. See LUC 20.30M.080.
- (5) LUC 20.20.460.G. Any impervious surface over the maximum of 65% must use Innovative Techniques.

**20.25M.050 Landscape requirements**

Perimeter	Landscaping Requirement (1) (2) (3)
Street	10' wide Type III landscaping
Interior	10' wide Type III landscaping

**Footnotes:**

- (1) The tree retention provisions of LUC [20.20.900](#) for subdivisions (30%) apply in the CCC district.
- (2) If a retail/service/commercial use is located at sidewalk with a 0' building setback then the landscaping requirement may be reduced to 0', per the approved Master Development Plan.
- (3) Existing vegetation may be used in lieu of the landscape requirement noted above.

The Director may approve alternative landscaping requirements in accordance with Part 20.20.520.J LUC.

**20.25M.060 Other Development Standards**

**A. Signage**

The provisions of BCC 22B.10.040 LUC—Office, research and development, and multifamily residential district signs—shall regulate signage proposed in CCC districts, EXCEPT:

- 1. Rooftop signs are prohibited.
- 2. Any building-mounted sign shall be located on the face of the building containing the main entrance to the building premises and the sign, if facing abutting residential property, shall be located more than 50 feet from the abutting residentially-zoned property line.

3. Signs in this district may be internally or externally illuminated. If externally illuminated, the illumination source shall be located, shaded, shielded, or directed so that it is not visible from a public street or adjoining residentially-zoned property. All sign illumination shall be turned off between the hours of 10:00 p.m. and 6:00 a.m.

B. Trip generation measurement

Land uses shall be defined as follows for measuring trip generation rates:

1. Proposed CCC principal land uses shall be calculated with a single trip generation rate which shall be based on Institute of Transportation Engineers' data, applicant information and other relevant material.
2. Proposed CCC subordinate land uses shall be calculated individually for purposes of determining a specific, separate trip generation rate. Each individual subordinate land use's trips shall be added to the CCC site's total trip volume. All proposed other land uses within a CCC shall be calculated individually for purposes of determining a specific, separate trip generation rate. Each individual other land use's trips shall be added to the CCC site's total trip generation volume.
3. Existing conditions land uses shall be assigned the appropriate land use (principal, subordinate, or other) for purposes of the CCC total trip generation rate.

C. Parking

Parking for CCC uses shall be required through unspecified use parking analysis established by the Director through Part 20.20.590.F.2. Such analysis shall individually identify the maximum number of parking stalls required for CCC permitted uses which are identified in the Master Development Plan. Shared use provisions may be considered.

**20.25M.070 Design guidelines**

In addition to the decision criteria in Part [20.30F.145](#) LUC, the following criteria apply:

A. General Guidelines

Each structure and all proposed site development must comply with the approved Master Development Plan. If an application for Design Review [when required] contains elements inconsistent with the approved Master Development Plan, the Director may not approve the Design Review until the required Master Development Plan is amended to include those elements.

B. Site Design Guidelines

1. Develop site improvements and amenities consistent with the phasing approved in a Master Development Plan;
2. Provide visual and functional connections between uses within the CCC District by incorporating areas of vegetation, outdoor spaces and pedestrian connections;
3. 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;

4. The largest CCC buildings with the largest bulk (size, height) shall be located within the interior-most portion of the CCC property and shall be shown as such on the Master Plan site plan. See Footnote (3)(d) under LUC 20.25M.040.
5. Maximize the retention of existing significant (See Part 20.50.046 – Significant tree) vegetation to soften visual impacts on adjacent residential areas.
6. Design vehicular access to the site so that traffic is not directed through an abutting residential district.
7. Surface parking should not be located within building setback areas. Minimize the visual impact of parking facilities by integrating parking facility structures and lots into the site.
8. Locate vehicle drop-off areas in close proximity to building entries.
9. Consider the following in designing outdoor spaces interior to the site:
  - a. Orientation. Orient to sunlight to the maximum extent feasible
  - b. Provide good physical and visual access to sidewalks and walkways, so that the space is perceived as an extension of the sidewalk or walkway.
  - c. Pavement. Use non-glare, nonslip, and safe surface materials.
  - d. Physical Access. Ensure ready physical as well as visual access with special attention to elevation differences.
10. Innovative Techniques for Impervious Surface may be considered per LUC 20.20.460.G.

C. Building Design Guidelines

1. Materials, finishes, and details should be complementary to each other and be consistent with the design intent of the CCC Master Development Plan.
2. 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; and
3. Incorporate weather protection and pedestrian amenities for transit facilities.
4. Design rooftop mechanical equipment to be architecturally integrated with a building.

D. Street Frontage (Right-of-Way) Design Guidelines

1. Provide ground floor building elements that are accessible and comfortable to pedestrians through use of human-scale design elements, such as recessed entries, entrance canopies, planters, benches, variations in paving materials and lighting features;
2. Consider weather protection through use of sheltered walkways or sidewalks; and
3. Design entries to be clearly identifiable from public rights-of-way adjacent to the CCC District.

## **Part 20.10 Land Use Districts**

### **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.

DRAFT

CITY OF BELLEVUE  
BELLEVUE PLANNING COMMISSION  
STUDY SESSION MINUTES

April 13, 2011  
6:30 p.m.

Bellevue City Hall  
City Council Conference Room 1E-113

COMMISSIONERS PRESENT: Commissioners Hamlin, Himebaugh, Lai, Mathews, Sheffels, Turner

COMMISSIONERS ABSENT: Chair Ferris

STAFF PRESENT: Paul Inghram, Nicholas Matz, Andrew Kidde, Patricia Knight, Janet Lewine, Department of Planning and Community Development; Carol Hamlin, Development Services Division; Kevin McDonald, Transportation

GUEST SPEAKERS: None

RECORDING SECRETARY: Gerry Lindsay

1. CALL TO ORDER

The meeting was called to order at 6:34 p.m. by Commissioner Lai who presided.

2. ROLL CALL

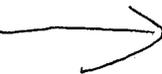
Upon the call of the roll, all Commissioners were present with the exception of Commissioner Mathews, who arrived at 6:37 p.m., and Chair Ferris, who was excused.

3. PUBLIC COMMENT

Mr. Brian Parks, 16011 SE 16<sup>th</sup> Street, reported that as of April 3 the Phantom Lake outlet weir was locked up to the maximum height setting in the midst of the rainy season, which has elevated the water mark to at least an elevation of 262, which is nearly a foot and a half higher than where the gate was set in 1993 through 1995. The boards were taken out following citizen complaints and it appears they are detaining some of the runoff in Pond A; often during the winter months the outlet valves for Pond A were left wide open, meaning no detention was occurring there. The lake level has dropped to the height of the overflow rim for the first time since October. The levels used to pop up during peak times but would drop again once the rain event was done. He presented the Commission with a petition signed by more than 90 percent of the Phantom Lake property owners indicating opposition to Shoreline Master Program restoration plan PL-2, the private inlet renovation, and PL-3, the notion of the city buying up shoreline lots on which to establish conservation easements. He offered a different plan for PL-7 which would shift the PL-2 money to the much needed outlet work. A policy is needed to select a target lake elevation for Phantom Lake; much of the problem could be solved with such a policy. In the original weir design, the outlet opening below the peak capacity for the lake was very small, and now the mud has filled in to about the same level. The Shoreline Master Program should not carryover the critical areas ordinance floodplain setback buffers, which are typically 110 feet from the floodplain elevation of 265. The proposed buffer starts from the FEMA level of 265 that is already known to be two feet too high. It is likely that the weir-forced

lake levels might qualify Phantom Lake as a MS4 detention facility, which is exempt from both the critical areas ordinance and the Shoreline Master Program as per the WAC. To improve Phantom Lake water quality and flooding issues, the Commission should recommend piping all or at least some of the polluted Pond A water into the sewer.

Mr. David Plummer, 14414 NE 14<sup>th</sup> Place, said there is no need for a light rail station in the 130<sup>th</sup> Avenue NE area. The station should be eliminated from Segment D of the East Link system. That would improve travel in Segment D and reduce the overall cost. Land use planning and zoning for the area should make it possible and economically feasible for the current eclectic mix of business activities to continue and expand. The businesses could then continue to provide a broad range of service and employment opportunities for Bellevue citizens. Implementing the city's scheme will eliminate those advantages. There is no need for a major residential development where the light rail station is planned. The city's housing unit estimate for the Bel-Red area was just an arbitrary guess put forth by the staff during discussions with King County Metro in December 2005; it was never confirmed by any independent evaluations by competent consultants. The city's own buildable lands report submitted to King County in mid-2007 clearly showed ample capacity in the existing land use plans without rezoning the Bel-Red area to absorb the anticipated housing growth through 2022. The proposed station is too close to the station proposed for approximately 120<sup>th</sup> Avenue NE/NE 16<sup>th</sup> Street. The two locations are only 900 meters apart, which is 20 percent less than the average station spacing for a wide variety of light rail systems in the United States. There has been no opportunity for citizens in nearby neighborhoods to participate in the so-called community involvement efforts related to planning for the station. There has been no city outreach to his neighborhood or other nearby residential neighborhoods. The city's limited plans for streams and water course improvements can be implemented for much less money and more effectively without the proposed station and residential developments. None of the city departments nor the city-sponsored stream team have ever initiated any significant stream or water course improvements for any of the streams or water courses in the Bel-Red area. The very compressed and waffle-iron street grid proposed by the staff would be exceedingly costly to implement and would be totally unnecessary.



Mr. Mike McCorkle, executive director of the Sambica Camp and Conference Center, reminded the Commission that in the summer of 2010 he indicated his appreciation for the staff work on the proposed camp and conference center Land Use Code amendment and requested an extension of time to continue working through the details. The additional time provided has been productive. The principle and subordinate uses in the proposed code amendment will allow Sambica to respond over time to the changing needs and economics of a religious camp and conference center. The proposed implementation tools will provide Sambica with the flexibility and predictability needed to fulfill its religious mission as provided by the Religious Land Use and Institutionalized Persons Act of 2000. The proposal will also provide stability and predictability for the nearby neighborhoods. The work, however, is not quite finished and another month is needed to finish working out all of the details. He thanked the Commission for its patience and continued support.

Mr. Warren Halvorson, 13701 NE 32<sup>nd</sup> Place, asked the Commission to review its staff procedures and methodologies for conducting research and to completely disregard any information derived from the recent detached accessory dwelling unit survey. The survey is totally flawed and its results should not be used to represent public opinion or to make public policy decisions. The survey was very general and broad; it does not explain what is being measured or validated. Phrases such as "backyard cottages" and "mother-in-law apartments" are biased given that accessory dwelling units are in fact rentable units that can be rented to any person. The population surveyed was open to anyone wanting to fill it out, including individuals,

Commissioner Sheffels asked if the access drive is sufficient to accommodate traffic associated with a multifamily development. Mr. Matz said one might expect to see the adjoining sites assembled into a larger development. However it is developed, however, the transportation department will want to weigh in on what the driveway requirements will be. At the least the driveway would need to accommodate two-way traffic.

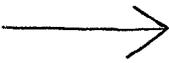
Mr. Matz said the Land Use Code states that expanding the geographic scope of Comprehensive Plan amendment proposals is recommended if nearby similarly-situated properties share the same characteristics. He said staff was not recommending expansion, however. The properties that sit between the Ren-Fu site and Bellevue Way all gain access from Bellevue Way and are already designed Multifamily Medium and Multifamily Low. The single family properties to the east have the cohesive characteristics of a single family neighborhood, and none of them have access from Bellevue Way.

Answering a question asked by Commissioner Himebaugh, Mr. Matz said there is a topographic break between the properties along Bellevue Way and the single family properties to the west. The topography serves to physically distinguish the areas, which also argues against expanding the geographic scope.

Noting that one of the three Ren-Fu properties is a long and narrow lot, Commissioner Sheffels asked how that came to be. Mr. Matz said it does not appear that an organized plat effort produced the properties. One could speculate that the narrow lot could have at one time served as an access tract to other properties and that it subsequently was re-platted in a way that could never be developed. The property is an actual tract and does not serve any access function.

Commissioner Hamlin asked if the access drive is owned by the Ren-Fu property owners. Mr. Matz said he would have to research the ownership before answering the question; he said he would provide the answer in the staff recommendation.

There was consensus not to expand the geographic scope of the Ren-Fu Comprehensive Plan amendment, and staff was directed to schedule a public hearing for May 11, 2011, on the threshold review recommendation.



B. Camp and Conference Center LUCA

Commissioner Hamlin noted that he is married to Carol Hamlin, the staff person working on the Camp and Conference Center (CCC) Land Use Code amendment. He said he has no specific interest in the affected property or the application of the zoning. He added that the property owner has been informed of his relationship and has indicated no objection to having him participate in the discussions and deliberations of the code amendment, and that he would evaluate the proposed amendment fairly and openly.

Mr. Matz reminded the Commission that the CCC designation was adopted in 2009. The issue was before the Commission on July 28, 2010, for an initial discussion, and the conversations

since then with Sambica have been productive. The proposed code framework is consistent with the adopted Comprehensive Plan amendment (CPA) for a Camp and Conference Center.

The existing designations of the Sambica property, which are a combination of single family, multifamily and neighborhood business, do not align with the physical facilities or with the potential master planning efforts. The long-established use is historically valued in both the neighborhood and the city. Sambica desires to upgrade over time in order to maintain its functions and to provide relevant services to its users. The community in turn wants to manage redevelopment to minimize the impacts to the surrounding residential areas. The CPA process was chosen to address the adjoining objectives and the result is a unique CCC Comprehensive Plan designation which applies to Sambica and other future potential camp and conference center sites that would accomplish the designation through the CPA process. With the Land Use Code effort, the focus shifts from a desired policy outcome to practical implementation and regulations. The final step to realizing redevelopment will be a rezone.

Mr. Matz said the proposed code proposal is shaped around four backbone principles, namely distinguishing the mix of existing and anticipated future land uses; assuring the predominant non-commercial character of a camp and conference center; providing predictability in development processes; and maintaining compatibility with the surrounding neighborhood. In consideration a CCC district, the Commission should consider the potential for different owners of the Sambica site as well as the potential for other camp and conference center sites citywide. Such sites have a unique set of characteristics in that they consist of multiple uses, structures and facilities, are planned for connected multiple parcels of land, and may develop or redevelop over an extended period of time.

Mr. Matz said key elements of the CCC district and the 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, other site development standards as a measure of overall site intensity; and providing site, building and street design guidelines for qualitative design solutions.

Senior Planner Carol Hamlin said the city's development review processes will be used to look at the entire site of potential camp and conference center properties, all potential uses, and development over time. For each building outlined in the master plan, design review will be conducted; the review will include the design of the building, site design, and street frontage. The review process will include looking at phasing plans as well as single site agreements, which will allow for the maintenance of the underlying lot lines as well as vesting for the proposal.

The proposed code amendment will result in a unique CCC use chart with principle and subordinate uses as well as general land uses.

Ms. Hamlin said the specific development review tools will include a standard dimensional chart, similar to what was done for Bel-Red, with requirements for setbacks, height, lot coverage, and impervious surfaces. A landscaped buffer will be required along the perimeter adjacent to single family to provide more of a transition.

Commissioner Himebaugh asked if the setbacks refer to distances between buildings or setbacks from interior lot lines given that the proposal is to allow the owners to maintain the lot lines. Ms. Hamlin said the setbacks will be measured from the outer boundary of the entire property established by the master development plan. If there is no master development plan, the setbacks would apply to the individual parcel boundaries.

Ms. Hamlin said any signs associated with CCC developments will need to comply with the Neighborhood Business regulations. Neighborhood Business areas are typically adjacent to single family and the sign regulations are more sensitive to residential neighborhoods. The CCC parking requirements will be the same as those used for churches and schools.

Answering a question asked by Commissioner Lai, Ms. Hamlin explained that building height is measured from the building pad and based on average existing grade. Mr. Matz added that the base height of 30 feet and additional height is earned through bonus provisions which tend to keep buildings removed from the exterior of the property. The idea is to concentrate the larger buildings toward the middle of the property.

Commissioner Sheffels commented that light and noise are concerns often highlighted by those in residential areas. She noted that the proposal would allow gymnasiums and outdoor sports fields which could produce both spillover light and noise. Mr. Inghram said the city's noise ordinance regulations noise at the property edge. Even though a new zone is being proposed, all adjoining residential properties will still enjoy their noise protections for both nighttime and daytime activities. The issue of light spillover will also be addressed.

Ms. Hamlin said the design guidelines call for a visual and functional connection between different uses on a CCC site. Building materials and colors must be complementary. Buildings with blank facades facing streets will be discouraged by the guidelines.

Mr. Matz said the city is continuing to work with Sambica on a model for the CCC district, on the understanding that the code amendment will apply anywhere in the city where a camp and conference center might be sited, including Vasa Park and the Sisters of St. Joseph Peace sites. Still under discussion is the topic of floor area ratio. He said on May 11 the Commission will be presented with the code language.

Commissioner Turner said the camp and conference center proposal is a good idea but said he hoped the regulations will not be too restrictive.

### C. Enatai Tree Preservation Study

# 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

## COMMISSIONER

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

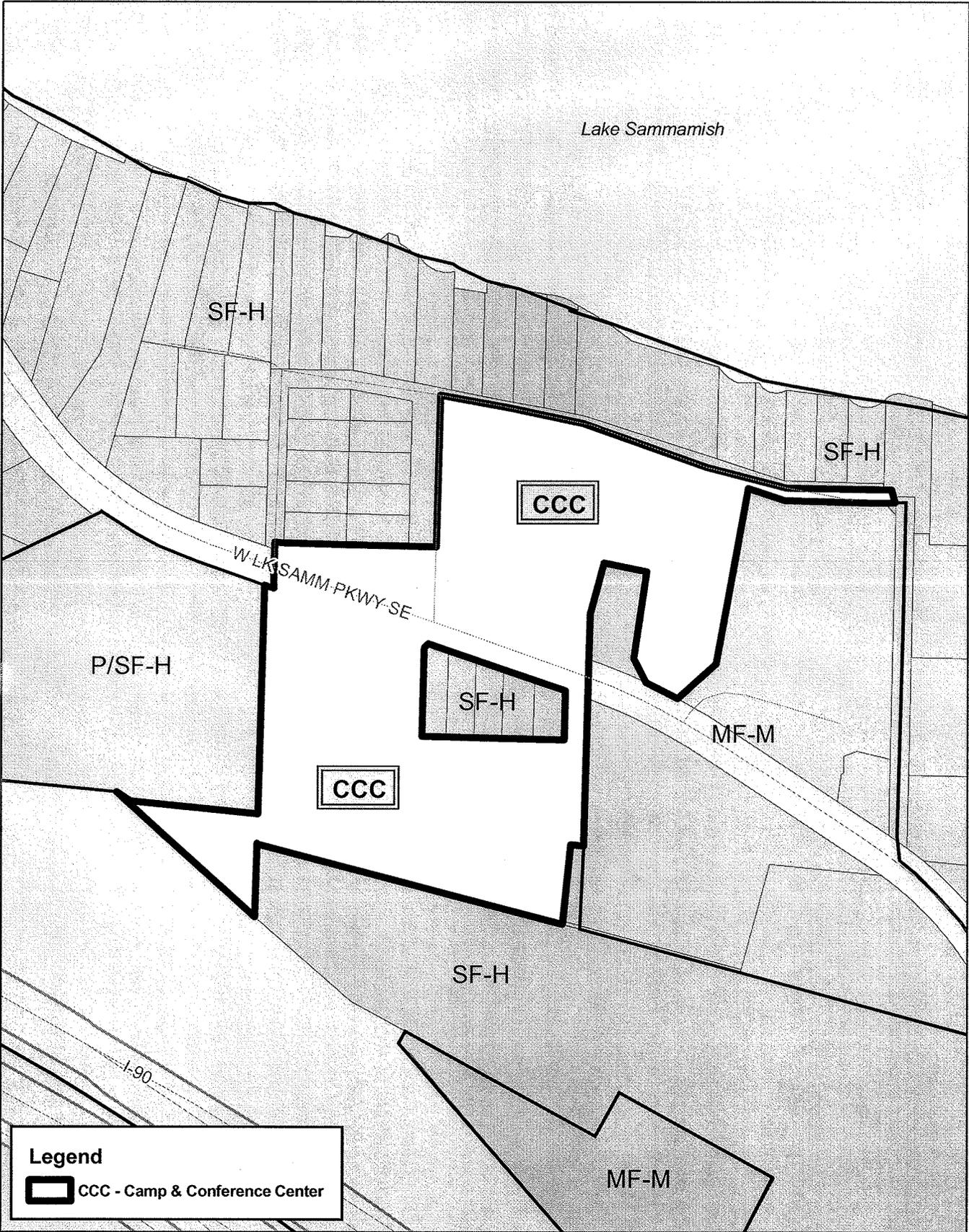
### A. Shoreline Master Program Update

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



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**Legend**

 CCC - Camp & Conference Center



**Sambica**  
Comprehensive Plan Designations

March 2008