



DATE: December 28, 2006

TO: Chair Mathews
Bellevue Planning Commission
CPA applicants

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SUBJECT: 2006 Annual Comprehensive Plan Amendments (CPA)

Enclosed please find the staff reports and recommendations for the 2006 annual Comprehensive Plan Amendment Work Program. These documents are made available upon publishing of the public hearing notice, and are provided as a courtesy to you.

On January 17, 2006 the Planning Commission will hold public hearings and make recommendations on the 2006 Comprehensive Plan Amendments. The 2006 annual CPA Work Program consists of four privately-initiated site-specific CPAs:

- Wilburton-Gateway
- Public (formerly Shurgard) Storage
- Hancock/Muren
- Bellewood Apartments

and two non site-specific (policy) CPAs”

- Crossroads Center Plan
- Wilburton/NE 8th St. Corridor Study



DATE: December 28, 2006

TO: Chair Mathews
Bellevue Planning Commission

FROM: Paul Inghram, AICP, Comprehensive Planning Manager 452-4070
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SUBJECT: Crossroads Comprehensive Plan Amendment (05-114492 AC).
January 17, 2006 Public Hearing

I. PROPOSAL

This Comprehensive Plan Amendment (CPA) proposes amendments to adopt and implement recommendations of the Crossroads Center Plan study.

The goals of the Crossroads Center Plan are to reinforce the economic vitality of the Crossroads commercial areas, improve connections to Crossroads Park and Community Center, and create additional community gathering places. The commercial center in Crossroads is economically healthy now. Such centers must continually look to reinvigorate themselves to respond to evolving market conditions. Without reinvestment, these centers can decline over time with great impact on the surrounding community. Therefore, keeping such commercial areas strong is a priority of the city.

The proposed amendments: encourage mixed use development that is compatible with the commercial center; encourage additional pedestrian activity and gathering areas; and support an improved interface between the commercial center and Crossroads Park.

See Attachment 1 for the proposed text amendments (legislative strike drafts) to the Comprehensive Plan. The Subarea Plan map is included as Attachment 2. See Attachment 3 for the proposed map amendments. The amendments are described generally, below:

Crossroads Subarea Plan Amendments

- Support the economic vitality of the Crossroads commercial areas and enhance Crossroads as the community gathering area of east Bellevue.
- Modify Policy S-CR-72 to allow an exception to the current prohibition on new multifamily uses north of N.E. 8th Street within District E.* The revised policy will require multifamily uses to be part of mixed use development that is designed to be compatible with the commercial center.

* The current housing prohibition is based on Subarea Policy S-CR-72 and applies only to Crossroads District E north of NE 8th Street.

- Require the city to conduct a milestone assessment of mixed use developments at such time as up to 400 dwelling units are constructed in the District E north of N.E. 8th Street. The assessment would address whether multifamily development has successfully contributed to the implementation of the Subarea Plan and whether it is compatible with the character of the commercial environment. At the time of the assessment the city could evaluate whether to allow or restrict additional multifamily housing.
- Support developing a major new open space area, an entrance to Crossroads Park from the Crossroads Shopping Center, increased connectivity to Crossroads Park, and to encourage buildings adjacent to the park to be designed to provide a graceful transition to the park. (Encourage corresponding capital improvements to Crossroads Park to be included in the next update of the Parks and Open Space System Plan to improve park entrances and connections.)
- Support improving pedestrian connections, pedestrian activity areas, pedestrian safety and comfort on site and on abutting arterial streets.
- Recognize the extent of impervious surfaces in the Crossroads commercial areas and encourage techniques to reduce environmental impacts.
- Adopt a new Figure S-CR. 2 (Attachment 4) illustrating the long range organizing principles to guide future development in the Crossroads commercial center.

Comprehensive Plan Map Amendments

- Change the boundary of District E in northwest section of the district (west of Ivar's) so that two parcels move to District F, then change the map designation for this northwest section from Community Business (CB) to Multifamily High (MF-H). See Attachment 3.

East Bellevue Transportation Plan Amendments

- Improve 160th Avenue NE and NE 15th Street with additional landscaping, street trees and street edge enhancements that extend the character of Crossroads Park and help signal the entrances to the park from NE 8th Street and 156th Avenue NE.
- Investigate vehicular turning movements on NE 8th Street between 156th Avenue NE and 160th Avenue NE and install appropriate improvements that reduce traffic conflicts.

Subsequent to the adoption of the Comprehensive Plan amendments, Land Use Code Amendments (LUCA) will be introduced to implement the adopted policy direction, including:

- Changes to the Permits and Decisions Chapter 20.30 LUC to adopt master development plan and development agreement procedures;
- Updates to the retail design guidelines in LUC 20.25I; and

- Amendments to the Residential land use chart in LUC 20.10.440 to allow multifamily housing within mixed used developments in District E north of NE 8th Street through the master development plan process.

II. STAFF RECOMMENDATION

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

1. Amend the text of the policies, discussion, and reference information in the Crossroads Subarea Plan as shown on Attachment 1.
2. Amend the Comprehensive Plan's Eastside Transportation Program Project Lists to include recommended transportation projects as shown on Attachment 1.
3. Amend the Comprehensive Plan map to change the boundary of District E in the northwest section of the district (west of Ivar's) so that two parcels move to District F as shown on Attachment 3.
4. Amend the Comprehensive Plan map designation to change the two parcels in the northwest section of District E (west of Ivar's) from Community Business (CB) to Multifamily High (MF-H) as shown on Attachment 3.

In addition to the Comprehensive Plan Amendment, **staff recommends that the Planning Commission encourage the Parks and Community Services Board to:**

Incorporate the following projects into the next update of the Bellevue Parks and Open Space System Plan:

1. Construct improvements to Crossroads Park that support park connections associated with mixed use and commercial development adjacent to the Community Center and the west edge of the park.
2. Construct additional trail/pathway improvements at Crossroads Park Plan to connect with pathways completed as part of adjacent private development.

III. DECISION CRITERIA

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

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

Not applicable to this proposal.

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

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

Comprehensive Plan

Amendments proposed to the Crossroads Subarea Plan and changes to the Comprehensive Plan map designations are consistent with Bellevue's community and economic development strategy to maintain and encourage appropriate redevelopment of commercial areas outside of Downtown.

The **Land Use Element** supports economic development in those areas designated for commercial use, including those commercial areas outside of Downtown. Maintaining commercial areas serves the economic interests of the city, allows services to be located conveniently to neighborhoods, and reduces demand pressure on other areas by focusing new development in existing commercial centers.

- **Land Use Element Policy LU-31.** Encourage and foster economic development in areas designated for commercial uses.
- **Land Use Element Policy LU-32.** Maintain commercial areas outside the Downtown which can provide additional business opportunities and serve other parts of the community.
- **Land Use Element Policy LU-13.** Reduce the regional consumption of undeveloped land by facilitating redevelopment of existing developed land when appropriate.

The Land Use Element specifically recognizes the multiple roles commercial centers outside of Downtown serve and how these commercial centers act as community gathering places in addition to being a place for commercial services. This is consistent with how the Crossroads center has evolved, where it includes civic functions, such as Mini City Hall and the library, and provides a venue for community entertainment. The proposed amendments seek to strengthen how Crossroads serves the community through these multiple roles.

- **Land Use Element Policy LU-25.** Maintain areas for shopping centers designed to serve neighborhoods, recognizing their multiple roles: serving residents' needs, acting as community gathering places, and helping to establishing a neighborhood identity.

Mixing residential uses into commercial districts, as proposed by the Crossroads amendments, is encouraged by city policies:

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

The proposed amendments to the Crossroads Subarea Plan are intended to be consistent with the general direction for the Crossroads commercial area to continue to provide retail and commercial services for the surrounding neighborhoods of east Bellevue in a manner that recognizes community concerns about potential impacts.

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

The **Economic Development Element** recognizes how a combination of public and private investments in urban amenities and open space strengthen the city. The proposed amendments for Crossroads seek to encourage development of public gathering areas, open space and pedestrian areas enhanced by urban amenities. Some of these improvements may occur through direct city investment, such as improvements to Crossroads Park. Other amenities would occur as new development constructs related pedestrian and open space areas.

- **Economic Development Element Policy ED-17.** Recognize the economic development benefits of city and private sector investments in urban amenities like arts and culture, open space and recreational facilities, and high quality urban design. Strengthen the city's assets in these areas as an explicit component of the city's economic development strategy.

The Economic Development Element supports land use standards and strategies that support economic development.

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

The Economic Development Element directs the city to work with the private sector to evaluate and respond to emerging economic trends.

- **Economic Development Policy ED-25.** Work with the private sector to evaluate economic trends, opportunities and needs of key industries, with the intention of

anticipating issues and taking early action to avoid decline in the city's commercial areas.

Through the Crossroads planning process, national trends in retailing were reviewed, which indicate how retail development is changing. Today, it is common for retail developments to include outdoor gathering areas, open pedestrian retail streets, and a mixture of uses including residential. In a presentation by EDAW, a consultant hired by the city for this project, it was reported that most of the retail centers that have recently been developed in the country include some mixture of multifamily housing. A recent presentation by the Urban Land Institute stated that outdoor gathering places are the new retail anchors.

The **Transportation Element** encourages coordinating land use and transportation planning and promoting uses and development patterns that emphasize transit and non-motorized forms of transportation. Supporting reinvestment and mixed use development at Crossroads will help to focus commercial and residential uses at one of the city's transit hubs. The amendments also seek to support development that enhances the pedestrian environment, and pedestrian access, safety and comfort.

- **Transportation Policy TR-55.** Work with private developers and transit providers to integrate transit facilities and pedestrian and bicycle connections into residential, retail, manufacturing, commercial, office, and other types of development.
- **Transportation Policy TR-76.** Promote and facilitate the effective use of non-motorized transportation.
- **Transportation Policy TR-88.** Recognize the importance of walking, jogging, bicycling, and equestrian activities as recreational pursuits, and provide adequate opportunities for such activities.

The **Crossroads Subarea Plan** seeks to protect its single family neighborhoods from more intense uses while encouraging the economic vitality of retail districts. By supporting infill development and redevelopment of the Crossroads commercial center, the proposed amendments are consistent with the Plan's direction to encourage economic vitality. To avoid changes to the surrounding single family neighborhood, the study area was explicitly limited to the commercial area of Crossroads District E.

- **Crossroads Subarea Plan Policy S-CR-2.** Protect existing single family neighborhoods from encroachment by more intense uses.
- **Crossroads Subarea Plan Policy S-CR-6.** Strengthen and encourage the economic vitality within all retail districts on the Land Use Plan (Figure S-CR-1).
- **Crossroads Subarea Plan Policy S-CR-7.** Reinforce the vitality of Crossroads Shopping Center by limiting further expansion of community level retail districts.

To reinforce the protection of the single family neighborhood at Crossroads, the housing section includes two policies:

- **Crossroads Subarea Plan Policy S-CR-8.** Retain the single family land as illustrated on the Land Use Plan (Figure S-CR. 1).
- **Crossroads Subarea Plan Policy S-CR-9.** Limit multifamily development to those locations designated on the Land Use Plan (Figure S-CR. 1).

Consistent with these policies, the proposed amendments encourage mixed use multifamily housing in the Community Business (CB) zone, where housing can be located adjacent to services and transit and not infringe on single family areas. CB is one of the designations on the Land Use Plan that generally supports multifamily development.

The Crossroads Subarea Plan also encourages efforts to avoid traffic congestion and supports non-motorized transportation options.

- **Crossroads Subarea Plan Policy S-CR-3.** Encourage land use density that will not intensify vehicular congestion.
- **Crossroads Subarea Plan Policy S-CR-25.** Develop and implement a system plan to provide safe non-motorized circulation within superblocks.

The city conducted a traffic modeling exercise intended to demonstrate potential traffic impacts by analyzing a hypothetical scenario of a 5,000 square foot new library, 20,000 square feet of new office space, and 900 new residential units in addition to existing development. The proposed amendments contemplate less intense development – up to 400 dwelling units – and while the actual development pattern may vary, that hypothetical scenario demonstrated that the 2030 PM peak traffic conditions at key intersections remained within acceptable congestion levels. Additional uses, such as housing, will generate some additional traffic. However, the amount of new traffic at Crossroads that results will be a very small percentage of overall traffic volumes.

Congestion in the vicinity of the NE 8th Street Post Office was identified by the modeling exercise as well as several public comments. Just east of 156th Avenue NE on NE 8th Street, near the Post Office, there is a cluster of driveways and poor on-site circulation that results in congestion from vehicles vying for position to turn both north and south. The city proposes to monitor the traffic safety and congestion on NE 8th Street and to investigate solutions, some that may require working with the Post Office to change its onsite traffic flow pattern.

Growth Management Act

The proposal is consistent with GMA planning goals of: Urban Growth, Reduce Sprawl, Transportation, Housing, Economic Development, Open Space and Recreation, Environment, Public Facilities and Services, and Citizen Participation.

GMA Goals regarding Property Rights, Permits, Natural Resource Industries, Historic Preservation, and Shorelines are not applicable.

The Crossroads Center Plan study encourages appropriate infill development and redevelopment within an existing commercial area. This supports the GMA intent to encourage urban growth and services within existing urban areas to avoid sprawl and make efficient use of existing public services and infrastructure. Consistent with the GMA objective of public participation, the planning process has included a number of public outreach activities as well as the formal public notice, hearing and comment process required by the Bellevue Land Use Code.

Countywide Planning Policies

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

- I. **Critical Areas.** *Not applicable to this proposal.*
- II. **Land Use Pattern.** *The proposed amendments maintain the subject area's designation for community business uses consistent with the regional growth vision.*
- III. **Transportation.** *The proposed amendments support infill development that will be located to take advantage of existing and planned regional transit service. No new regional transportation facilities are required for this proposal.*
- IV. **Community Character and Open Space.** *The proposed amendments support a combination of public and private investments to enhance Crossroads Park and to encourage public amenities and gathering areas to be incorporated into new commercial and mixed use developments.*
- V. **Affordable Housing.** *The proposed amendments do not directly seek to provide affordable housing. Changes to the Comprehensive Plan, and subsequent changes to the Land Use Code will allow mixed use multifamily development that will support regional goals to provide a range of housing types.*
- VI. **Contiguous and Orderly Development and Provision of Urban Services to Such Development.** *Urban services are available in the study area and the site is contiguous to developed areas.*

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

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

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

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

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

- **Land Use Element Policy LU-33.** Monitor trends in Bellevue's job centers and consider land use changes, if needed, to maintain the vitality of these centers.
- **Land Use Element Policy LU-27.** Encourage mixed residential/commercial development in all Neighborhood Business and Community Business land use districts where compatibility with nearby uses can be demonstrated.

As discussed previously, review of national economic trends for retail centers indicates that retail centers being developed, or redeveloped, today are including a greater mix of uses and activities, such as outdoor gathering spaces, pedestrian retail streets, and residential mixed use development. Mixed use development, as supported by LU-27,

- Helps increase the customer base of associated retail areas
- Increases the pedestrian activity and use of retail streets
- Helps create attractive urban gathering areas

The proposed amendment recognizes this economic trend by supporting increased pedestrian activity, outdoor public gathering areas, and mixed use development that is compatible with the commercial center.

B3. The proposed amendment addresses significantly changed conditions since the last time the pertinent Comprehensive Plan map or text was amended. See LUC 20.50.046 [below] for the definition of "significantly changed conditions;" and

Significantly changed conditions are defined as: Demonstrating evidence of change such as unanticipated consequences of an adopted policy, or changed conditions on the subject property or its surrounding area, or changes related to the pertinent Plan map or text; where such change has implications of a magnitude that need to be addressed for the Comprehensive Plan to function as an integrated whole. *This definition applies only to Part 20.30I Amendment and Review of the Comprehensive Plan (LUC 20.50.046).*

Crossroads has historically had a higher proportion of the city's multifamily housing. In April 1980, 25% of Bellevue's multifamily housing units were located in the Crossroads subarea. In 1979, when the Crossroads Subarea Plan was being developed, this higher-than-average density of multifamily housing was associated with some negative social trends in the area. In response to these concerns, the Subarea Plan included a policy prohibiting new multifamily housing in the Crossroads commercial center. The housing prohibition was continued, though slightly modified to allow conversions to senior housing, when the Council modified the housing policy of the Subarea Plan in 1999.

As of May 2006, Crossroads' share of multifamily housing has shrunk to 15% of the city's multifamily units. Downtown Bellevue has become the focal point of new, mixed use multifamily developments spurred by investments in public infrastructure, such as the Downtown Park and King County Library. New multifamily housing is planned as part of the redevelopment of Factoria Mall, and the alternatives being considered for the Bel-Red Corridor study include a significant share of multifamily housing. Crossroads is no longer the only concentration of multifamily housing in Bellevue.

Since 1980, there has been a new emphasis, locally and regionally, on focusing growth into compact, mixed use areas. This requires investing in the open space, urban amenities, transit and other services needed to make these places attractive options for living, working, and visiting. In Bellevue, planning has also emphasized preserving the character of existing single family neighborhoods, as new multifamily and mixed use development occurs in select locations.

Associated with this trend of growth occurring in compact, mixed use locations, the style and form of multifamily development has changed. When much of the multifamily housing was built in Crossroads during the 1960's and 1970's, multifamily uses tended to be stand-alone residential buildings, often built with private courtyards and surface parking. Today, multifamily uses are commonly integrated into commercial areas in attractive mixed use developments that provide a mixture of public and private open space and help to enliven retail areas.

The character of shopping centers has changed, too. Retail trends indicate that retail centers being developed or redeveloped today are including a greater mix of uses and activities, such as outdoor gathering spaces, pedestrian retail streets, and residential mixed use development. Mixed use development helps increase the customer base of associated retail areas, increases the pedestrian activity and use of retail streets, and helps create attractive urban gathering areas. Allowing multifamily mixed use development in commercial areas is also encouraged by city policies (LU-7 and LU-27).

Limitations to Crossroads' economic opportunities have developed since the time of the housing prohibition. Bellevue Square redeveloped and expanded, emphasizing its role as the city's major retail center. Another regional center, Redmond Town Center, has been built just east of Crossroads. Other new retail options, such as Costco, have been built in Issaquah. For a variety of reasons, including lease restrictions, many national retailers that are located at Bellevue Square or Redmond Town Center are unlikely to locate in

Crossroads. As Crossroads ages it needs other opportunities to support reinvestment. Mixed use development would provide Crossroads with an opportunity not currently available that could help make it economically more balanced, diversify its revenue sources, and increase its user base.

B4. If a site-specific proposed amendment, the subject property is suitable for development in general conformance with adjacent land use and the surrounding development pattern, and with zoning standards under the potential zoning classifications; and

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

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

The proposed amendment demonstrates a public benefit and enhances the public health, safety and welfare of the city. The proposal does this by:

- Encouraging reinvestment in east Bellevue's primary commercial center and community gathering area; and
- Supporting economic development; and
- Encouraging mixed use development that is pedestrian and transit oriented and has the potential to provide housing that is accessible for seniors and people with disabilities; and
- Supporting improved pedestrian connections, pedestrian activity areas, and pedestrian safety and comfort on-site and on local arterial streets; and
- Supporting public and private investments to enhance Crossroads Park.

IV. STATE ENVIRONMENTAL POLICY ACT

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

V. PUBLIC NOTICE AND COMMENT

The Bellevue City Council provided staff direction to proceed with the Crossroads Center Study in January 2005. After an initial review of land use options in 2005, the city contracted with design firm EDAW in 2006 to report on retail trends and to develop a range of land use alternatives. A draft proposal to amend the Comprehensive Plan and Land Use Code was developed in the fall of 2006 following review of the land use alternatives.

Notice of the Application for the CPA was published in the Weekly Permit Bulletin and King County Journal on November 30, 2006. The amendment proposal was presented to the Planning Commission during study session on December 13, 2006. Notice of the Public Hearing before the Planning Commission was published in the Weekly Permit Bulletin and King County Journal on December 28, 2006.

Pursuant to the requirements of the Growth Management Act, state agencies must be given 60 days to review and comment on proposed amendments to the Comprehensive Plan. A list of the 2006 Amendments to the Bellevue Comprehensive Plan was provided to state agencies on December 7, 2006 for review.

Public Involvement and Comment

City staff worked with property owners and community members in the spring and fall of 2006 to consider opportunities for Crossroads, including three communitywide meetings, six community workgroup meetings, and a number of other outreach activities and individual discussions.

A working group of approximately thirty citizens including both area residents and study area property owners was formed to generate ideas, analyze information, and review options for the Crossroads commercial area. Drawing on the ideas generated at those workshops, EDAW, a design consulting firm hired by the city, drafted three alternative land use plans for the study area. City staff, drawing on the three alternatives and the discussions and comments that followed, worked with the working group to draft long range organizing principles and to illustrate a near to mid-term future identified through discussions with property owners. Finally, the group discussed, commented on, and rated their level of support for the draft long range organizing principles, the near to mid range development program, and a milestone assessment process.

From the outset of this planning project, there was significant community concern about the potential impacts of allowing multifamily housing at the Crossroads commercial area (see Policy S-CR-72). The public process extensively addressed the housing issue and retail trends that support mixed use development. At the culmination of the community workgroup process, the working group was asked to gauge their level of support of the five long range organizing principles, the illustrated near to mid term development, and the milestone review process. The survey recorded levels of support ranging from +3 (full support) to -3 (completely opposed). The average level of support of the working group ranged from +1.95 to +2.65. Only one member of the working group indicated a negative level of support for the multifamily housing principle.

While some continue to object to any change to the current multifamily housing prohibition, the prevailing view at the community discussions was support for allowing mixed use multifamily development provided that it is well designed and enhances the Crossroads center.

City staff presented the long range organizing principles, the illustration of near to mid range development, the milestone review process, and the strategy for implementation at a community meeting on November 30, 2006. Most of the discussion at the community meeting was related to the proposal to allow multifamily residential development at the Crossroads center. Some attending the community meeting continue to support the current multifamily housing prohibition. Others supported or were open to the idea of allowing multifamily housing. Some admitted that their opinions had been changed over the course of

the planning study and community workshops citing how housing at this location could be good for elderly and persons with disabilities; that some of the traffic impacts could be offset by transit and pedestrian connections; that housing provides a reinvestment incentive for Center owners; and their desire to see Crossroads Center remain vibrant. Many supporting housing did so on condition that it is allowed in a way that provides adequate review.

A summary of comments from the November 30th meeting and those received through December 13th was provided to the Planning Commission on at its December 13, 2006, Study Session. Additional comments received prior to the public hearing will be presented to the Planning Commission at the hearing.

VI. NEXT STEPS

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

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

VII. ATTACHMENTS

1. Legislative strike draft of proposed Comprehensive Plan amendments
2. Crossroads Subarea Plan map
3. Proposed Comprehensive Plan map changes
4. Proposed Comprehensive Plan Figure S-CR. 2

Attachment 1 Draft Comprehensive Plan Amendments

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

Crossroads Subarea Plan

GOAL:

To promote positive aspects of Crossroads and to explore the possibilities of diversity within the community and with the entire population of Bellevue.

Discussion: Crossroads is a “city within a city” with unique problems and assets. The diversity of the community and the mix of uses distinguish Crossroads as a neighborhood. These components present special challenges and opportunities to the area’s full development.

OVERVIEW

Crossroads is part of what originally was known as the Highland Community. The earliest settlers logged large tracts of timber on land purchased from the government. The first recorded settler in Crossroads built a seven-room house in 1873 on what is now the Unigard site. As the land was logged and cleared for small farms, agriculture became the predominant use in the 1920s. Farming and logging remained the predominant land uses until the influx of people to the Eastside during the 1950s and 1960s marked the end of the rural agricultural settlement pattern.

In the 1960s Sherwood Forest and other areas of Crossroads were annexed into the City of Bellevue. From then and throughout the 1970s, rapid growth dramatically changed the character of the Crossroads area.

During those years population density increased at a rate of twice that of the city as a whole. Most of the increase is attributed to the development of multifamily dwellings and offices.

The original Crossroads Subarea Plan was written in 1978. A focus on human service policies resulted in the construction of the Crossroads Center, a multipurpose community facility located behind the Crossroads Shopping Center. In fact, the ability to confront human service issues and to include policy direction precipitated the subsequent establishment of the city's Human Service Commission.

Crossroads is an area of 1,016 acres bounded by Bellevue-Redmond Road on the north, 148th Avenue NE on the west, Main Street on the south, and 164th Avenue NE on the east. It contains a mix of residential, office, and retail uses. Strong single family neighborhoods, an abundance of multifamily complexes, Crossroads Shopping Center, and office complexes mix together compatibly. Crossroads residents and merchants refer to their part of town as a "city within a city".

Fifty-nine acres of vacant land remain in Crossroads. Projections suggest that this land will be developed over the next decade. Little change is expected in the land use mix in Crossroads; however, there are pedestrian and vehicular circulation needs which must be met to make Crossroads an even more livable community.

There are 4,390 residential units in Crossroads. Of those, 1,183 (27 percent) are single family detached. The remaining 3,207 (73 percent), consist of a mix of attached units: condominiums, townhouses, and apartments. The housing mix in Crossroads suggests the presence of families, children, young adults, and older residents.

Crossroads is also known for its ethnic mix. The presence of the Asian Resettlement Center on NE 8th Street is a response to the needs of area Asians.

Crossroads contains some 277,099 gross square feet of retail use, 440,914 square feet of office space, 503,885 square feet of mixed use, as well as schools and facilities for area children.

The 28-acre city park known as Crossroads Center is a major feature. A youth and community center plus a par 3 golf course provide recreational opportunities for area residents. There are 5.9 additional acres of park land, 14.2 acres of open space, and 61.7 acres of school land in Crossroads.

Current issues focus on maintaining residential stability, improving mobility for both pedestrians and cars, enhancing the economic vitality of Crossroads

Shopping Center, and developing a strategy for community involvement to give residents and merchants a stronger voice in shaping Crossroads' future.

Area residents also support cooperation among the city, the school district, and community members to confront issues of mutual concern.

This revised subarea plan is a guide for the continued development of Crossroads. It no longer contains policies on human services: these issues will be addressed through the city's general Human Service Element.

This in no way diminishes the community's concern for those in need. It transfers responsibility to the Human Service Commission, the Planning Commission, and the Department of Parks and Community Services to address such concerns as the concentration of human service agencies in the area and the need to balance their distribution, youth programs, childcare policies, and care of the disabled and the elderly.

This plan focuses on policy direction for land use, circulation, and community design.

General Land Use

POLICIES

POLICY S-CR-1. Maintain land uses as depicted on the Land Use Plan (Figure S-CR.1).

POLICY S-CR-2. Protect existing single family neighborhoods from encroachment by more intense uses.

Discussion (Policies S-CR-1, 2): The Crossroads area contains 20 percent of Bellevue's multifamily housing. To ensure its diversity and character, future development should be in accordance with the Land Use Plan. The protection of the remaining parcels designated single family is vital for the stability of the residential community.

POLICY S-CR-3. Encourage land use density that will not intensify vehicular congestion.

POLICY S-CR-4. Ensure that any development of remaining vacant land in Crossroads is compatible with surrounding uses.

Natural Determinants

POLICIES

POLICY S-CR-5. Retain the wetlands within the 100-year floodplain and the wildlife habitat along Kelsey Creek in the general area east of 148th Avenue NE between Main Street and NE 11th Street.

Discussion: This policy recognizes the role of wetlands in flood prevention, fisheries support, and wildlife protection. It is important to preserve the natural environment and to retain our native habitat for the aesthetic value and character of the community.

POLICY S-CR-6. Recognize the extent of impervious surfaces and the lack of environmentally sensitive storm drainage systems in the Crossroads commercial areas. Encourage new development to reduce environmental impacts, such as by using Green and LEED building techniques and improved storm water management.

Economics

POLICIES

POLICY S-CR-67. Strengthen and encourage the economic vitality within all retail districts on the Land Use Plan (Figure S-CR.1).

POLICY S-CR-8. Reinforce the economic vitality of the Crossroads commercial areas and enhance Crossroads as the community gathering area of east Bellevue.

POLICY S-CR-79. Reinforce the vitality of Crossroads Shopping Center by limiting further expansion of community level retail districts.

Discussion: Crossroads Shopping Center is the commercial hub of the Subarea. Its successful redevelopment is in the best interest of the community. Innovative design features in the redevelopment of the shopping center will create an attractive center for the community. To achieve this, cooperation among the shopping center, the city, and the community is imperative.

Housing

POLICIES

POLICY S-CR-810. Retain the single family land as illustrated on the Land Use Plan (Figure S-CR.1).

POLICY S-CR-911. Limit multifamily development to those locations designated on the Land Use Plan (Figure S-CR.1).

POLICY S-CR-1012. Continue to designate churches or schools surrounded by, or adjacent to single family uses as single family so that this use will remain predominant if the church or school ceases to exist.

POLICY S-CR-1113. Buffer and separate new residential development from traffic along the Bellevue-Redmond Road.

POLICY S-CR-1214. Encourage the preservation of open space and existing vegetation within new residential development.

Parks and Open Space

POLICIES

POLICY S-CR-1315. Continue to provide passive and active recreational facilities and activities for all ages within the Crossroads Community Center and Park.

POLICY S-CR-1416. Encourage the city to purchase land for parks and open space if appropriate land becomes available.

POLICY S-CR-1517. Establish the underlying zoning of the Crossroads Community Park as a park zone.

POLICY S-CR-18. Develop a major new open space area and entrance to Crossroads Park that increases visibility and access to the park and is integrated with adjacent commercial uses generally consistent with Figure S-CR. 2.

Discussion: A major new entrance to the park will enhance park access and act as an outdoor gathering place for the community. New open space areas

integrated in commercial and mixed use development adjacent to the park will stimulate adjacent commercial activity with improved pedestrian connections and outdoor activities, such as farmers markets and seasonal celebrations.

POLICY S-CR-19. Provide physical and visual connectivity to Crossroads Park, where appropriate.

POLICY S-CR-20. Encourage development adjacent to Crossroads Park to complement the park edge through building and site design.

Discussion: Buildings and landscaping adjacent to Crossroads Park should be designed to provide a graceful transition to the park. The intent is to foster building and site design that provides an attractive face to and visible from the park.

Circulation

GOAL:

Preserve and maintain public safety.

POLICIES

POLICY S-CR-1621. Construct and operate city-owned streets, sidewalks, paths, trails, and other transportation facilities to preserve and maintain public safety.

POLICY S-CR-1722. Implement the recommended improvements for facilities as identified in the Transportation Facility Plans.

Discussion (Policies S-CR-16, 17): Crossroads has a unique mix of single family and multifamily housing in proximity to shopping and activity centers. This encourages pedestrian and other nonmotorized traffic in the Subarea.

These features, plus the addition of newly developed facilities for senior citizens and the disabled, suggest that a greater emphasis should be placed on pedestrian amenities and convenient access to public transit service.

POLICY S-CR-1823. Consider operational solutions to safety and speed problems before developing major capital projects.

Discussion: Operational solutions are defined as rechannelization, stop signs, speed control, and neighborhood traffic control measures. Capital projects include improvements such as new construction, signalization, and road widening.

POLICY S-CR-1924. Encourage neighborhood stability by providing transportation mitigating measures when improving the regional system.

POLICY S-CR-2025. Discourage through traffic along residential streets.

POLICY S-CR-2126. Encourage the city to make nonmotorized interim improvements where major capital projects are not imminent.

Discussion: This policy supports interim improvements, but they are not to replace eventual plans for capital improvements.

POLICY S-CR-2227. Ensure that public nonmotorized easements remain open for public access.

POLICY S-CR-2328. Develop a safe, balanced circulation system that accommodates both motorized and nonmotorized users in the planning, design, and implementation of transportation projects.

Discussion: Wide streets create a barrier to pedestrian movement. The needs of pedestrians should be balanced with the needs of the automobile.

POLICY S-CR-2429. Develop meandering sidewalks where needed to preserve existing significant trees.

POLICY S-CR-2530. Develop and implement a systems plan to provide safe nonmotorized circulation within superblocks.

POLICY S-CR-2631. Develop and implement safe mid-block crossings where appropriate on superblocks.

POLICY S-CR-2732. Give appropriate consideration to the special needs of handicapped, disabled, and elderly persons in planning systems and designing facilities for transportation and nonmotorized circulation.

POLICY S-CR-2833. Encourage the use of transit, ridesharing, and other means of sharing trips that have beneficial effects on reducing the demand for improvements to existing roadway facilities.

POLICY S-CR-2934. Encourage Metro to provide attractive transit shelters with barrier-free access.

POLICY S-CR-3035. Consider restrictions on land development and density as a viable means of controlling unacceptable levels of traffic congestion.

POLICY S-CR-3136. Discourage new vehicular access routes from Bellevue-Redmond Road into the existing developed Sherwood Forest neighborhood.

POLICY S-CR-3237. Discourage the extension and connection of NE 28th Street to the Bellevue-Redmond Road.

POLICY S-CR-3338. Complete roadway reconstruction along 156th Avenue NE from the Bellevue-Redmond Road to the north of the city limits with curb, gutter, and sidewalks.

POLICY S-CR-3439. Upgrade the NE 30th Street intersection at the Bellevue-Redmond Road. (No cross traffic shall be allowed at NE 30th.)

POLICY S-CR-3540. Preserve sufficient existing natural vegetation along Bellevue-Redmond Road to maintain the existing wooded character of the Sherwood Forest neighborhood.

POLICY S-CR-3641. Limit access to Bellevue-Redmond Road to those points which enhance traffic safety and minimize disruptions to circulation.

POLICY S-CR-3742. Transportation improvements to Bellevue-Redmond Road should include measures to prevent direct vehicular access to NE 30th Street from Redmond's Advanced Technology Center in Overlake.

POLICY S-CR-3843. The design of any connection onto Bellevue-Redmond Road shall be prepared in collaboration with the Sherwood Forest neighborhood. To minimize pass-through trips, any connection onto Bellevue-Redmond Road not otherwise affected by these policies shall be designed and constructed to prevent traffic from entering NE 30th Street and flowing to 164th Ave NE

POLICY S-CR-44. Improve 160th Avenue NE and NE 15th Street with additional landscaping, street trees and street edge enhancements that extend the character of the Crossroads Park. Their connections at 156th Avenue NE and NE 8th Street should include landscaping and design features to act as park "gateways."

POLICY S-CR-45. Maintain and enhance the pedestrian safety and comfort on NE 8th Street and 156th Avenue NE in District E.

Discussion: While these streets have a strong need to move vehicles, they have the highest pedestrian volumes outside of Downtown. They should include generous sidewalks and landscaping, be safe and comfortable for pedestrians, and provide convenient connections between transit and destinations. Vehicle turn-a-rounds that compromise the pedestrian environment should be avoided. They should also include safe crosswalks with signs, markings, signals or flashing lights where appropriate.

Community Design

POLICIES

POLICY S-CR-~~39~~46. Assure the use of existing vegetation as a screen between differing uses and which provide landscaping on new development.

POLICY S-CR-4047. Encourage coordinated lighting and landscaping for all arterials.

POLICY S-CR-4148. Encourage landscaping to define entrances to the Crossroads Community Center.

POLICY S-CR-4249. Retain and enhance existing vegetation along major arterials to screen residential uses from vehicular traffic and to preserve the wooded character of this area.

POLICY S-CR-4350. Encourage street tree plantings that are compatible with pedestrian movement to establish separation from moving vehicles.

POLICY S-CR-4451. Establish an attractive gateway to identify Crossroads.

POLICY S-CR-4552. Encourage the formation of a community organization to work on image as it relates to commerce and the residential community.

POLICY S-CR-4653. Encourage the city to provide visual color and an attractive landscape on city-owned property.

POLICY S-CR-4754. Encourage undergrounding of utility distribution lines on existing development and require undergrounding of all new utility distribution

lines in new development when feasible.

POLICY S-CR-4855. Encourage the maintenance of private and public properties through self-help programs, city and community cooperation.

Discussion: High quality maintenance of public and private residential facilities prevents deterioration and enhances safety. It is an important community goal. Neighborhood identity can also be promoted by private organizations which sponsor contests for yard-of-the-month, community fairs, and ethnic celebrations.

POLICY S-CR-4956. Achieve a coordinated visual image on all four corners of the intersection of 156th Avenue and NE 8th Street through special site design and landscape features.

Discussion: The purpose of this policy is to highlight the center of the Crossroads area.

POLICY S-CR-5057. Keep a permanent greenbelt along Bellevue-Redmond Road in Redmond's Advanced Technology Center.

Planning District Guidelines

The Crossroads Subarea has been divided into six Planning Districts in addition to existing single family land. The boundaries are mapped on the Land Use Plan (Figure S-CR.1).

POLICIES

District A

POLICY S-CR-5158. Single family – medium density residential development is appropriate in the northeastern portion of District A as a compatible land use with the existing Sherwood Forest residential neighborhood to the southeast.

POLICY S-CR-5259. Allow office uses in the southwest portion of District A as shown on the Land Use Plan (Figure S-CR.1).

POLICY S-CR-5360. Multifamily development is not allowed within District A. Existing multifamily uses within District A can be converted to senior citizen housing, senior congregate care housing, assisted living and nursing homes.

POLICY S-CR-5461. Retail uses are not allowed in District A.

District B

POLICY S-CR-5562. Allow office uses with design review within this district as illustrated on the Land Use Plan (Figure S-CR.1).

POLICY S-CR-5663. Multifamily use is not allowed within District B. Existing multifamily uses within District B can be converted to senior citizen housing, senior congregate care housing, assisted living and nursing homes.

*Discussion: Senior citizen housing, senior congregate care housing, assisted living and nursing homes are appropriate on the site located at 15241 NE 20th Street. (See * on the Land Use Plan, Figure S-CR.1.)*

POLICY S-CR-5764. Single family residential use up to high density is appropriate north of the Chevy Chase neighborhood as shown on the Land Use Plan (Figure S-CR.1).

Discussion: Single family at a higher density than five units per acre may be appropriate on the land north of Chevy Chase on the east side of 148th Avenue NE (1700 and 1620 - 148th Avenue NE).

POLICY S-CR-5865. Allow community level retail uses within District B.

POLICY S-CR-5966. Office use as a conditional use is appropriate for the property east of 156th Avenue NE between Northup Way and NE 24th Street (commonly known as Unigard).

Discussion: This area should be developed under a conditional use permit with attention given to retaining large stands of trees, views through the site from adjacent streets, and the open character of the site.

POLICY S-CR-6067. Office uses are appropriate across from Highland Middle School on the north side of Bellevue-Redmond Road east of 148th as shown on the Land Use Plan (Figure S-CR.1).

District C

POLICY S-CR-6168. Single family use, up to medium density, is appropriate for the land south of Northup Way as shown on the Land Use Plan (Figure S-CR.1).

POLICY S-CR-6269. Residential use up to Multifamily Low-density is appropriate for the land east of the Overlake Presbyterian Church as shown on the Land Use Plan (Figure S-CR.1).

District D

POLICY S-CR-6370. Single family uses, up to medium density, are appropriate as illustrated on the Land Use Plan (Figure S-CR.1).

POLICY S-CR-6471. Allow all land uses permitted under a Multifamily-Low (MF-L) density designation on the property located east of 148th Avenue NE between approximately NE 2nd and NE 6th Streets. Utilize the Sensitive Areas Overlay District regulations (Land Use Code Part 20.25H) in effect at the time of adoption of the land use designation to determine the maximum number of dwelling units to be developed on the sites.

POLICY S-CR-6572. A public facility designation for park uses with an underlying designation of Single family – Low density is appropriate along Kelsey Creek, south of NE 6th Street, as shown on the Land Use Plan (Figure S-CR.1).

POLICY S-CR-6673. Allow Single family – High density residential uses east of the multifamily area, north of Main Street as illustrated on the Land Use Plan (Figure S-CR.1).

POLICY S-CR-6774. Allow office uses east of 148th Avenue NE and south of NE 8th Street as illustrated on the Land Use Plan (Figure S-CR.1).

POLICY S-CR-6875. Allow office development and neighborhood retail uses on the northeast corner of Main Street and 148th Avenue NE as illustrated on the Land Use Plan (Figure S-CR.1).

POLICY S-CR-6976. Allow neighborhood-level retail uses on the southeast corner of 148th Avenue and NE 8th Street.

District E

POLICY S-CR-7077. Allow community-level retail uses in District E as shown on the Land Use Plan (Figure S-CR.1).

POLICY S-CR-7178. Office uses with design review are appropriate for the area east of the Crossroads Shopping Center as shown on the Land Use

Plan (Figure S-CR.1).

POLICY S-CR-7279. Multifamily uses are not ~~allowed~~ appropriate north of NE 8th Street within District E, except that mixed use multifamily developments may be appropriate when they: 1) are high quality; 2) are designed to avoid conflicts with commercial uses; 3) include measures that ensure residential and commercial uses complement each other, including outdoor gathering areas, public open space, park connectivity where appropriate, and pedestrian connections and activity areas; and 4) are generally consistent with Figure S-CR. 2.

~~Existing multifamily uses with this area can be converted to senior citizen housing, senior congregate care housing, assisted living and nursing homes.~~

Discussion: Multifamily residential uses have traditionally been prohibited in District E north of NE 8th Street to avoid impacts on the surrounding neighborhood and to maintain the commercial focus of the Crossroads commercial area. At the time of the prohibition, multifamily uses tended to be stand-alone residential buildings. Today, multifamily uses are commonly integrated into commercial areas in attractive mixed use developments. Such development at Crossroads could encourage reinvestment in the commercial area that enhances the commercial activity and community gathering opportunities at Crossroads.

POLICY S-CR-80. Assess new mixed use multifamily development constructed in the Crossroads commercial area. The assessment should occur through the Comprehensive Plan amendment process. Prior to the assessment, accept permit applications to vest no more than 400 dwelling units in District E north of NE 8th Street. At the time of the assessment the City may evaluate whether to allow or restrict additional multifamily housing within the district.

Discussion: The assessment should address whether multifamily development:

- a. Contributes to the implementation of the long range organizing principles on Figure S-CR. 2 proportionate to the level of development; and*
- b. Is compatible with and responds to the character of the commercial environment; and*
- c. Enhances the level of pedestrian activity, safety and comfort and does not detract from the site; and*
- d. Positively responds to the interface with Crossroads Park, where applicable; and*
- e. Is served by adequate public facilities including streets, fire protection*

and utilities; and

f. Avoids materially detrimental impacts to the surrounding area.

Since multifamily housing has been prohibited from this area in the past, the assessment will allow an opportunity to evaluate new forms of mixed use development that occur and how they integrate with the existing commercial uses.

POLICY S-CR-81. Require development to include pedestrian connections and activity areas to support site residents and users.

Discussion: Locations appropriate for pedestrian connections and activity areas are shown on Figure S-CR. 2 and include:

a. Major activity nodes that allow for community gatherings and activities.

b. Activated retail streets that provide pedestrian amenities such as wider sidewalks, street trees, and increased pedestrian safety and comfort. Generally, buildings should front these streets and provide entrances, retail uses, canopies, windows, and wall treatments that provide visual interest.

c. A network of pedestrian connections.

d. An urban trail linking adjacent areas, the shopping center and the park.

New development should incorporate these pedestrian features into their site designs, where appropriate.

District F

POLICY S-CR-7382. Multifamily development is the predominant allowed use for District F and in the northwesterly corner of District F, retirement apartments and homes are the appropriate multifamily residential land use.

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

East Bellevue Transportation Plan

TABLE 1
East Bellevue Transportation Plan
 Transportation Project List

Project Number	Project Location	Project Description
<u>579</u>	<u>NE 15th Street east of 156th Avenue NE to Crossroads Park</u>	<u>Improve NE 15th Street with landscaping, street trees and street edge enhancements that extend the character of the Crossroads Park. The connection at 156th Avenue NE should include landscaping and design features that act as a park “gateway.”</u>
<u>580</u>	<u>160th Avenue NE north of NE 8th Street to Crossroads Park</u>	<u>Improve 160th Avenue NE with landscaping, street trees and street edge enhancements that extend the character of the Crossroads Park. The connection at 156th Avenue NE should include landscaping and design features that act as a park “gateway.” 160th Avenue NE is an easement on private property used by Crossroads Park. To facilitate improvements to 160th Avenue, it may be appropriate for the city to consider acquiring the right of way for 160th Avenue NE from NE 8th Street to Crossroads Park.</u>
<u>581</u>	<u>NE 8th Street between 156th Avenue NE and 160th Avenue NE</u>	<u>Investigate turning movements on and install appropriate improvements that reduce traffic conflicts.</u>

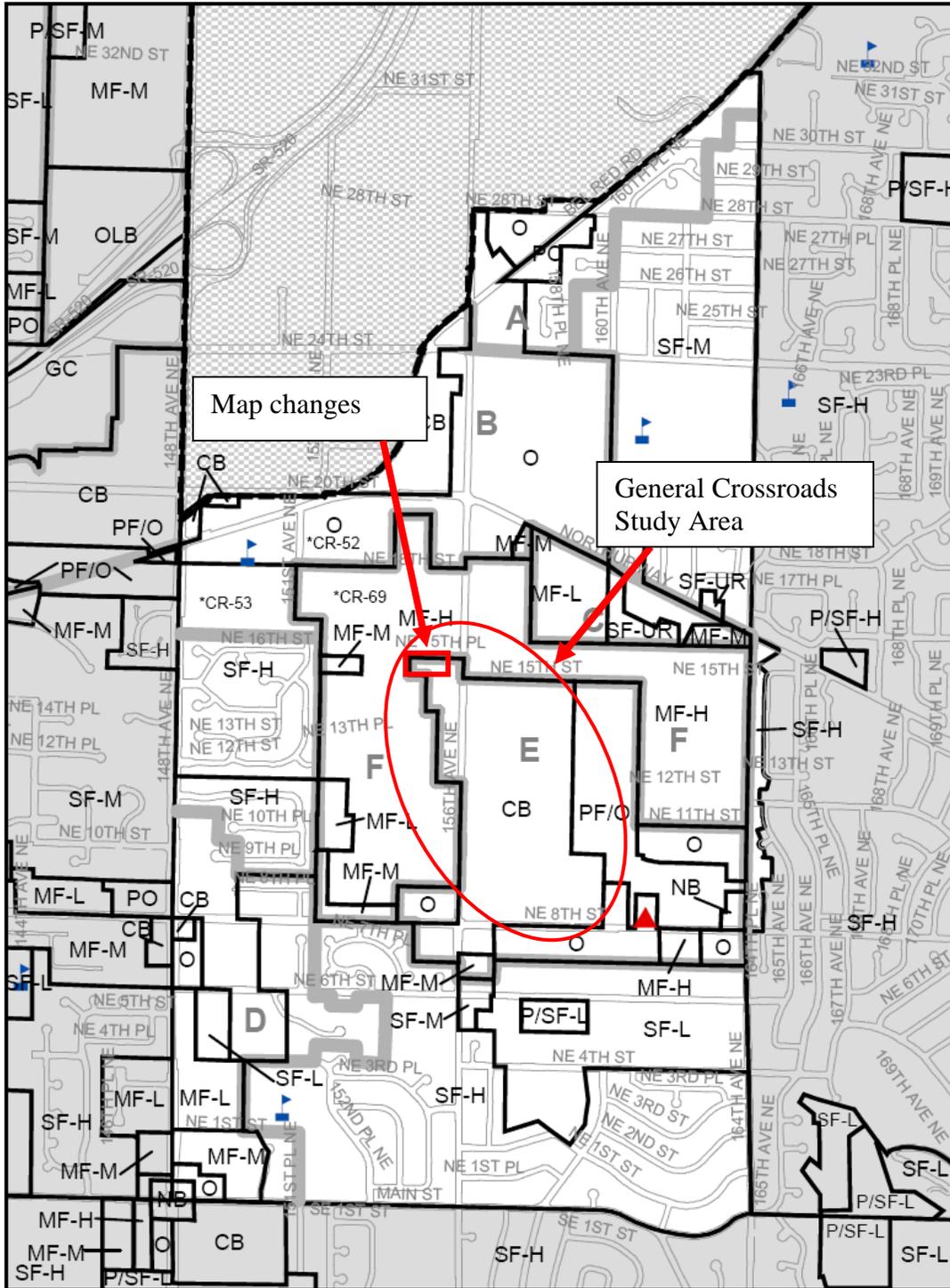


FIGURE S-CR.1
Crossroads Land Use Plan

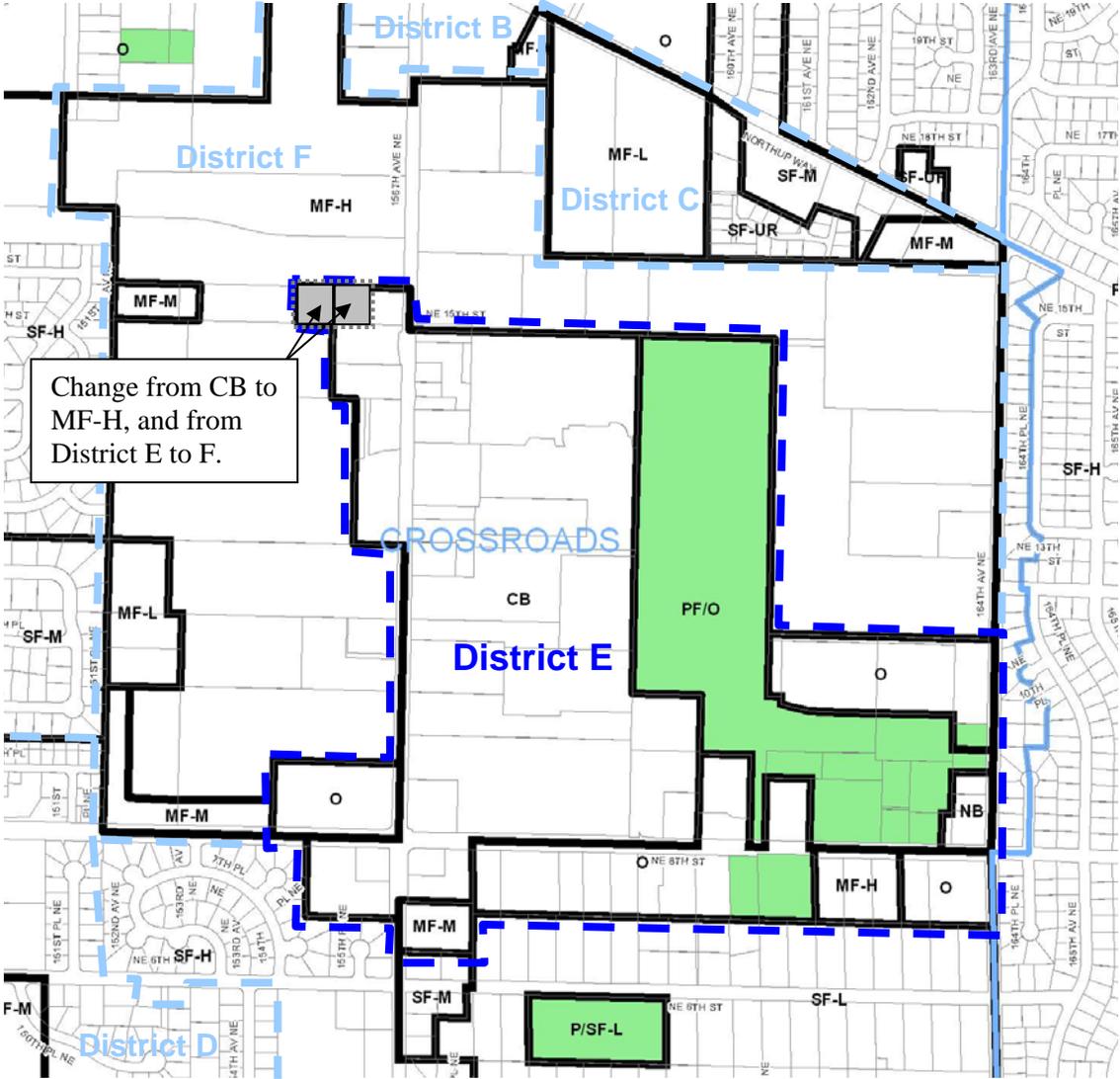
- SF Single Family
- MF Multi Family
- L Low Density
- M Medium Density
- H High Density
- UR Urban Residential

- 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
- Planning Districts
- Bellevue City Limits (6/2005)
- Lakes

Attachment 3
Draft Comprehensive Plan Map Amendments



Attachment 4
Draft Comprehensive Plan Figure S-CR. 2

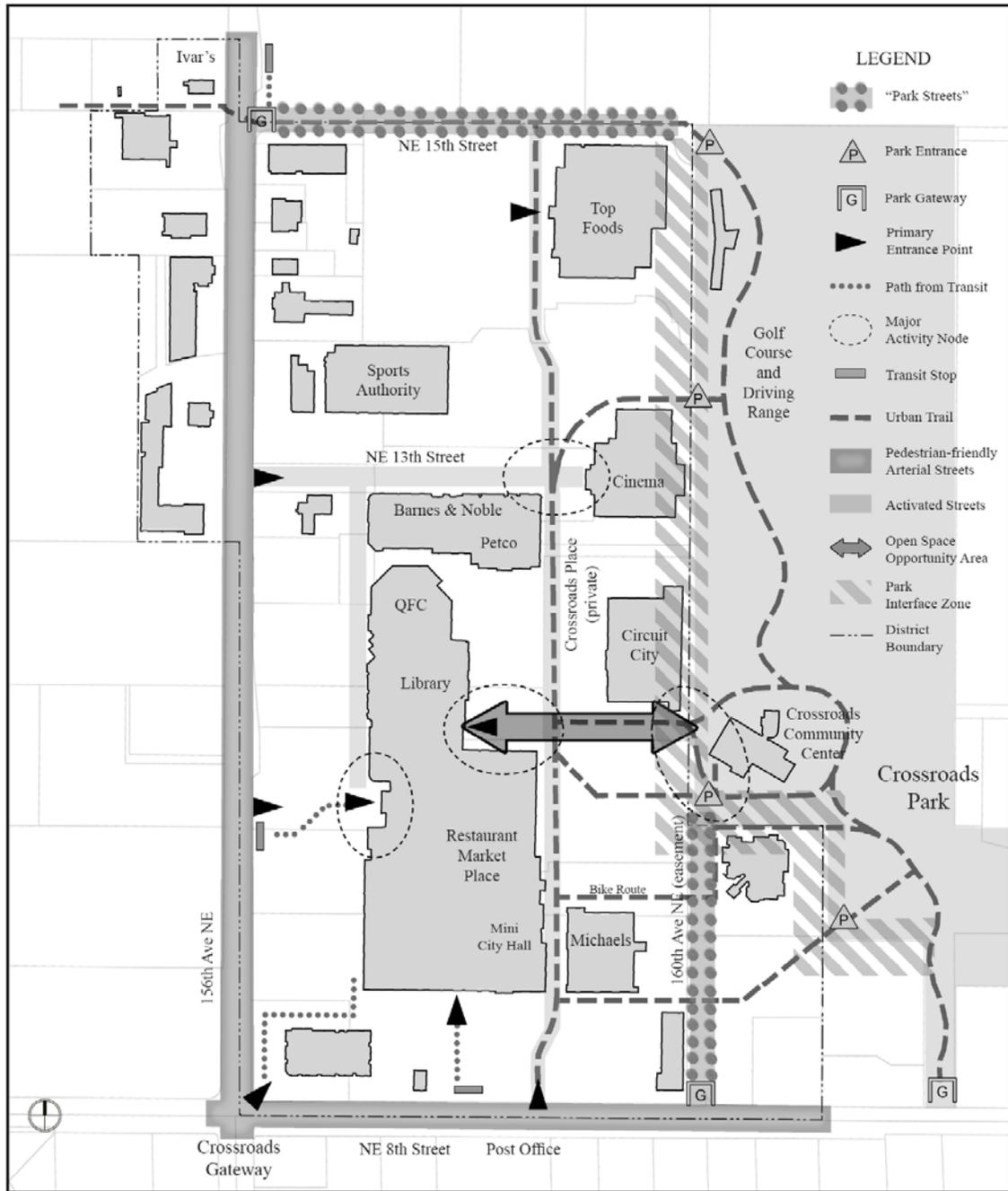


Figure S-CR. 2. Crossroads Center Plan Long Range Organizing Principles
 The Long Range Organizing Principles are intended to guide new development over time. Figure S-CR.2 is illustrative based on existing site features. The implementation of policies and regulations should provide sufficient flexibility to support various forms of development that are generally consistent with the Long Range Organizing Principles.