



MEMORANDUM

DATE: December 28, 2006

TO: Chair Mathews
Bellevue Planning Commission
CPA applicants

FROM: Paul Inghram AICP, Comprehensive Planning Manager 452-6866
pingham@bellevuewa.gov

Nicholas Matz AICP, Senior Planner 452-5371
nmatz@bellevuewa.gov

Janet Lewine, Associate Planner 452-4884
jlewine@bellevuewa.gov

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: Nicholas Matz, Senior Planner, 452-5371
nmatz@bellevuewa.gov

SUBJECT: Wilburton Gateway Comprehensive Plan Amendment (06-102601 AC)
January 17, 2007 Public Hearing

I. PROPOSAL

This privately-initiated Comprehensive Plan Amendment (CPA) proposes a Wilburton/NE 8th St Subarea Plan map change from SF-M (Single Family-Medium) and MF-L (Multifamily-Low) to MF-M (Multifamily-Medium) and including an R-15 density cap, on 1.9 acres of property located at 12311, 12321, and 12331 NE 8th St, and 718 123rd Ave NE. See Attachment 1.

II. STAFF RECOMMENDATION

This proposal satisfies the Decision Criteria for a Comprehensive Plan Amendment (see Section III) and **staff recommends approval of the Comprehensive Plan Amendment to:**

- Change the Wilburton/NE 8th St Subarea Plan map from SF-M (Single Family-Medium) and MF-L (Multifamily-Low) to MF-M (Multifamily-Medium) and place an asterisk on the map designation setting a maximum rezoning density limit of 15 dwelling units per acre (R-15), all on 1.9 acres located at 12311, 12321, and 12331 NE 8th St, and 718 123rd Ave NE, on property referred to as the Wilburton-Gateway CPA.

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 has concluded that the proposed amendment merits **approval**. This conclusion is based on the following analysis:

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

Not applicable to this proposal.

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

The proposed amendment is consistent with the Comprehensive Plan and other goals and policies in these planning documents for urban growth development.

Comprehensive Plan

The proposal would change five existing single family-sized lots with mixed MF-L and SF-M designations to MF-M. The three lots that front NE 8th are designated MF-L. Two of the lots (one MF-L and one SF-M) have houses on them; three are vacant.

Wilburton/NE 8th St. Subarea policies are concerned with protecting single family residential neighborhoods from increased commercial development and traffic. It is likely that the existing NE 8th St.-area multifamily designations in this proposal were drawn in part to buffer existing single family to the south from commercial development and redevelopment along the NE 8th St. corridor.

The site proposal seeks to make a more coherent site design by extending the multifamily designation farther to the south. First, an expanded site increases the likelihood of a successful multifamily site design. More space is available to respond to issues of the buildings' architectural design, site layouts for landscaping and parking areas, and including other features such as play areas. Second, expanding the site creates more flexibility to respond successfully to Transition Area requirements, Design Review, and site access issues. Design outcomes of these elements are key in providing successful buffers for the single family to the south. Third, by allowing adequate space for a successful multifamily site design it will be difficult to argue that the proposal would have a southern "domino effect," as any new multifamily designation (after this one) to the south would be unable to credibly argue that it is needed to buffer adjacent single family from NE 8th Street commercial impacts.

- **POLICY S-WI-1:** Protect residential areas from impacts of other uses by maintaining the current boundaries between residential and non-residential uses.
- **POLICY S-WI-14:** Enhance the cohesiveness of established single-family and multifamily residential areas.
- **POLICY S-WI-15:** Encourage multifamily development to provide adequate play areas and other amenities for families.
- **POLICY S-WI-18:** Preserve the safety of residential streets and the livability of local neighborhoods by discouraging non-local traffic with traffic management methods.

There are additional land use and housing policies that support policy goals.

The Land Use General Element of the Comprehensive Plan is the framework for policies which maintain and strengthen the vitality, quality and character of existing neighborhoods, as specifically called for in **Land Use Element Goal 2**.

To accomplish GMA goals and meet Bellevue's housing needs, the **Housing Element Overview of the GMA** notes that Bellevue must protect the existing housing in both single family and multifamily neighborhoods while pursuing opportunities to increase the supply and diversity of housing.

The following policies address these framework Land Use and Housing Element goals for the Wilburton/NE 8th St. Subarea:

- Land Use Element **Policy LU-23**. Provide, through land use regulation, the potential for a broad range of housing choices to meet the changing needs of the community.
- Housing Element **Policy HO-17**. Encourage infill development on vacant or underutilized sites that have adequate urban services and ensure that the infill is compatible with the surrounding neighborhoods.
- Land Use Element **Policy LU-9**. Maintain compatible use and design with the surrounding built environment when considering new development or re-development within an already developed area.
- Housing Element **Policy HO-2**. Promote quality, community-friendly multifamily development, through features such as enhanced open space and pedestrian connectivity.

Growth Management Act

In its current form, the proposal is consistent with GMA Planning Goals of Urban Growth, Housing, and Environment.

The proposal is inapplicable to Reduce Sprawl, Transportation, Economic Development, Property Rights, Permits, Natural Resource Industries, Open Space and Recreation, Citizen Participation and Coordination, Public Facilities and Services, Historic Preservation, and Shoreline Management.

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** *The proposal will not affect the implementation of regulations dealing with critical areas.*

II. Land Use Pattern *The proposal is consistent with the implementation of the desired urban land use pattern, including reducing the consumption of land by concentrating development, and encouraging infill development by making efficient use of land in urban residential areas.*

III. Transportation *The proposal will not affect the implementation of regional transportation systems.*

IV. Community Character and Open Space *The proposal will not affect the implementation of regulations dealing with historic resources, urban design, human and community services, and open space lands and corridors.*

V. Affordable Housing *This proposal represents a higher density housing type, which is supported by regional goals to provide a range of housing types.*

VI. Contiguous and Orderly Development and Provision of Urban Services to Such Development *Inside the UGA services are available to developed areas, 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 *Not applicable to this proposal.*

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 interests and changed needs of the entire city. It is responsive to implementing policies outlined in Section B1 above.

Housing Element **Policy HO-17** identifies the city's interest in encouraging infill development on vacant or underutilized sites that have adequate urban services and [to] ensure that the infill is compatible with the surrounding neighborhoods.

The city needs to assure that new multifamily site design can be successfully compatible under this policy. This is a changed need. In the past, surrounding neighborhood compatibility had been met between similarly-zoned developments or existing zoning. With this, Transition Area and Design Review were primarily intended as buffering tools. Now, an adequately-sized site like Wilburton Gateway can be supported by these tools rather than designed by them.

At the same time, we recognize that density does affect compatibility, and agree that an upper limit on the density allowed through rezoning will enhance the quality of the site

and architectural design of this site. There is more opportunity and flexibility in site design for open spaces and graceful transitions to the south when the dimensional demands of fewer units are required.

Achieving a balanced range of densities is consistent with GMA goals. A desire to have new residential development in a range of 4-15 dwelling units per acre is an additional driver for the city's changed needs under GMA.

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

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

The proposed amendment addresses the unanticipated consequence of adopted policy as a significantly changed condition.

Wilburton/NE 8th St. Subarea policies are concerned with protecting single family residential neighborhoods from increased commercial development and traffic. It is likely that the existing NE 8th St-area multifamily designations in this proposal were drawn in part to buffer existing single family to the south from commercial development and redevelopment along the NE 8th St. corridor. While this buffering has worked elsewhere in the Subarea along the corridor, the narrow physical dimensions of the existing MF-L-designated portions of the site make that purpose very difficult to achieve for any onsite multifamily development. The proposal's southerly expansion of multifamily-designated property will address this issue.

The applicant has argued that changes occurring in the larger vicinity of the subject area (Wilburton Corridor Study, Bel-Red Corridor Study, Overlake Hospital campus expansion, general Downtown growth rates) have implications of a magnitude that need to be addressed for the Comprehensive Plan to continue to function as an integrated whole balancing jobs with housing.

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

The subject property appears to be suitable for development in general conformance with adjacent land use and the surrounding development pattern and with zoning standards under the potential (expanded) multifamily zoning classification.

The question we initially asked was whether the expanded site designation would hinder suitability for development and affect adjacent land use under this criterion. The difference in suitability and standards compares what the existing multifamily designation would allow, and what the site would allow after the designation is expanded.

In either case the site is subject to Transition Area requirements that include required Design Review. This process addresses height, appearance, and bulk of proposed multifamily structures, and landscaping, parking lot design, and site setbacks. It is specifically intended to address multifamily site and structure compatibility within single family transition areas.

Expanding the site designation allows the applicant more flexibility and thus more opportunity to create a compatible multifamily site.

There are tradeoffs. Expanding the site allows site access to be farther from NE 8th but closer to single family areas, even as the trip generation increment from the expansion does not rise to the level of adverse impact (see below). Placing parking under or below buildings benefits the visual impact of the site design, but allows the building to bonus to greater building height.

There is thus a clear expectation of a specific design outcome with this CPA. The expanded site creates an opportunity for a higher quality of design and living environment than could be provided by the existing multifamily-designated site. This opportunity will largely be regulated through Transition Area requirements and Design Review. This specific design outcome should include enhanced landscaping depth, architectural details that are compatible with the adjacent single family architecture, and the use of underground parking and decreased impervious surface areas.

Development capacity

The following chart illustrates a basic capacity analysis using the Dimensional Requirements chart in the Land Use Code. This analysis does not illustrate any site-specific development proposals. The purpose of such basic analysis is to consider an upper threshold for impacts of traffic from land use density changes.

Potential dwelling unit capacity is shown for existing and proposed Comprehensive Plan designations and zoning and for the trips expected to be generated by these uses:

Development Trip Capacity (one single family unit produces 1 pm peak trip, and one multifamily unit produces .5 pm peak trips)

Existing Plan	Existing Plan capacity	Proposed Plan	Future capacity (R-15)	new pm peak trips at buildout	net new pm peak trips
MF-L/SF-M	12 MFDU / 2SFDU*	MF-M	28 MFDU**	28 x .5 = 14	14 – 8 = 6***

*Development under the existing site designations could create 12 multifamily units (MFDU) on the Multifamily-Low designated sites and 2 single family units (SFDU) on the two existing single family designated sites for 14 total DU.

**Residential units in the R-15 are calculated by multiplying the 1.9 acres x 15 = 28.

***Eight existing trips (12 MFDU x .5 = 6 multifamily pm peak trips plus the two single family pm peak trips are a total of 8 pm peak trips under the Existing Plan capacity) are subtracted from the fourteen Future capacity trips for a net of 6 new pm peak trips.

A fully developed site under the proposed multifamily designation would generate 6 new net pm peak trips (14 new trips minus 8 existing Plan capacity trips.) Development at these thresholds does not trigger Traffic Standards Code mitigation requirements. The additional dwelling units are also not projected to create impacts on the level of service in the mobility management areas (MMA).

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

Designating this site as multifamily in accordance with **Policy HO-17** provides a public benefit and enhances the public health, safety and welfare of the city and its residents when it balances the impacts of mixing uses within a subarea.

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 nonsignificance (DNS) was issued on December 28, 2006.

V. PUBLIC NOTICE AND COMMENT

Notice of the Application was published in the Weekly Permit Bulletin and in the King County Journal on February 23, 2006. The Bellevue City Council initiated this CPA on July 17, 2006. The amendment proposal was presented to the Planning Commission during a study session on November 15, 2006. Notice of the Public Hearing before the Planning Commission was published in the Weekly Permit Bulletin and in the 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 site-specific Amendments to the Bellevue Comprehensive Plan was provided to state agencies on October 20, 2006 for review.

Substantial public comment was received on the Wilburton Gateway proposal from the applicant, potential future residents and existing neighbors and Wilburton-area residents. In general, these comments discuss the proposed density and zoning precedent, architectural design solutions including underground parking and façade treatments, the edge transition between uses, and the volume of cars on the street system as well as potential access points. The neighborhood and the applicant have been engaged in a serious dialogue about the Wilburton Gateway proposal. They have exchanged information and examples related to primary concerns of trip generation, design, and rezoning precedent.

Generally, those residents living within 500 feet of the proposal are more supportive of the proposal while still expressing potential traffic and design concerns. Those residents living farther away but still within Wilburton have expressed concern about trip generation and the potential rezoning precedent. There are also four letters in support of the proposal, citing a need for more housing types in the area and expressing concern about managing traffic impacts while supporting the proposal density. One letter opposes the proposal, and another expresses opposition to R-15 density but not R-10.

Please note: copies of all written comments have been provided in a separate notebook.

VI. NEXT STEPS

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

VII. ATTACHMENTS

1. Site map
2. Comprehensive Plan Wilburton Subarea map

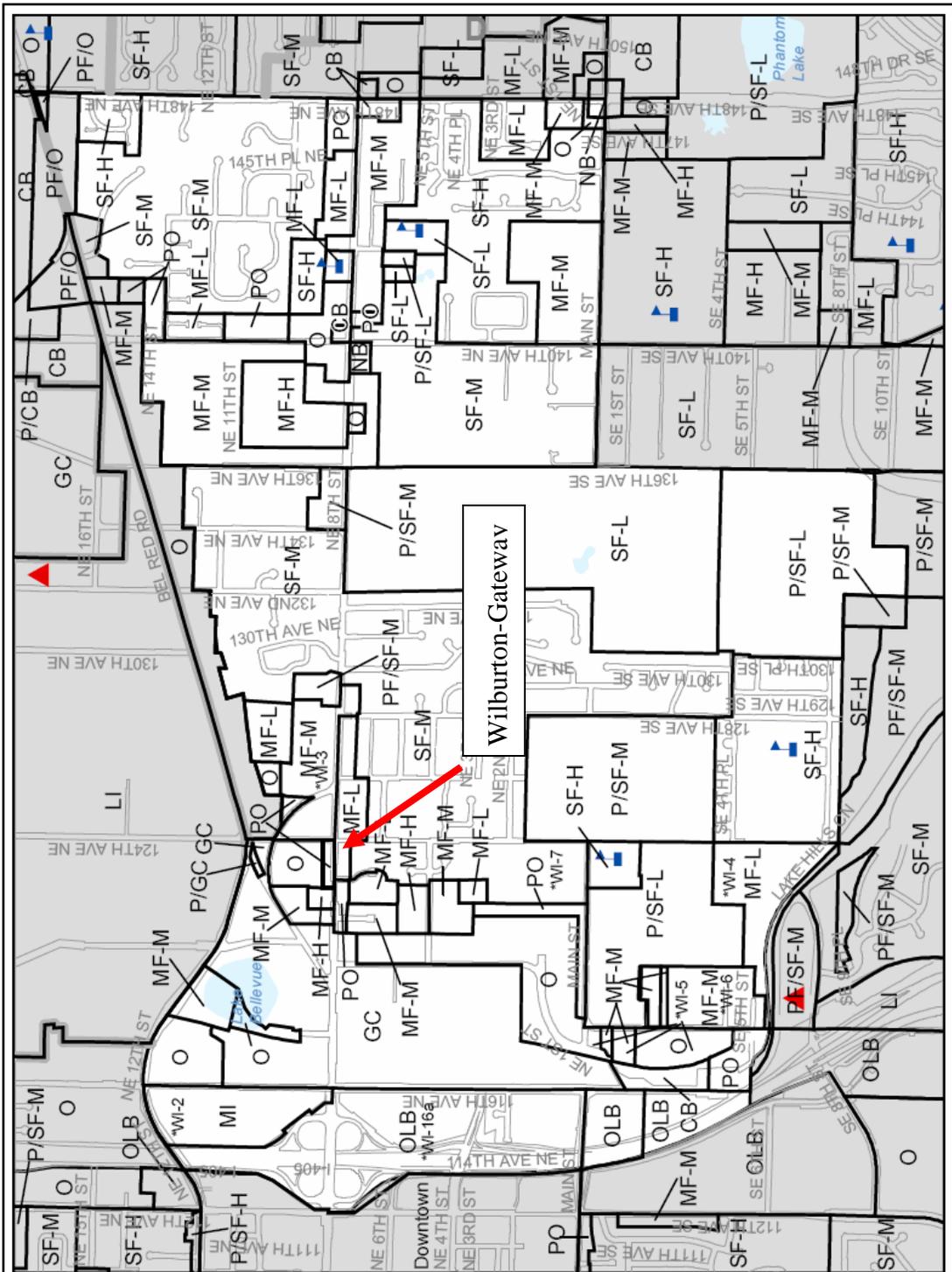


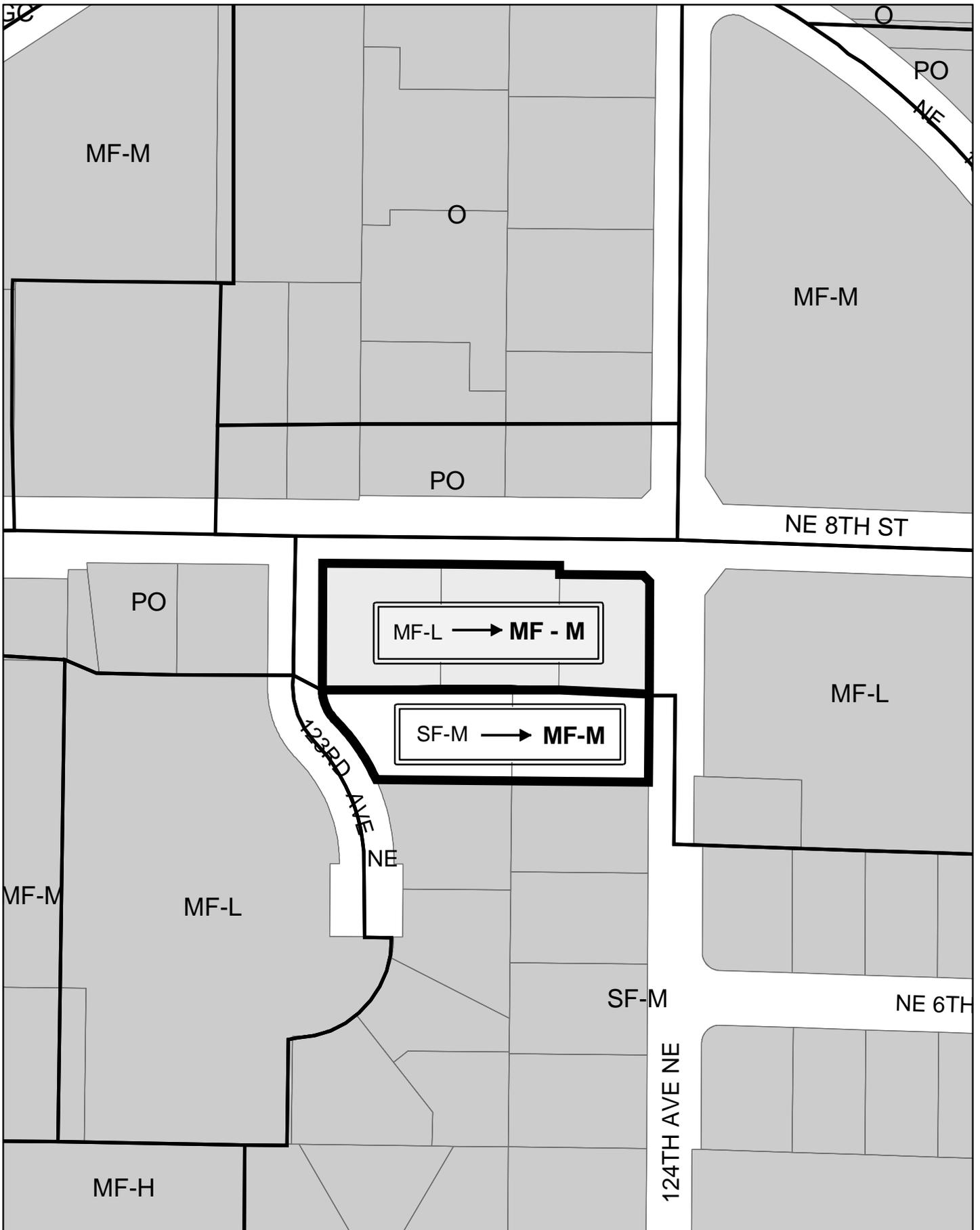
FIGURE S-WI.1
Wilburton/NE8th Land Use Plan

- 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 (6/2004)
- Lakes



Wilburton Gateway CPA

Proposed Comprehensive Plan Designations

12311 NE 8th Street

