Bellevue Planning Commission

Wednesday, June 10, 2015
6:30 to 9:30 p.m. ▪ 1E-113
City Hall ▪ 450 110th Avenue NE, Bellevue

Agenda

Regular Meeting

6:30 p.m.	**1.**	**Call to Order** *Aaron Laing, Chairperson*	
	2.	**Roll Call** Welcome new commissioners *Aaron Laing, Chairperson*	
	3.	**Public Comment*** *Limited to 5 minutes per person or 3 minutes if a public hearing has been held on your topic*	
	4.	**Approval of Agenda**	
	5.	**Communications from City Council, Community Council, Boards and Commissions**	
	6.	**Staff Reports** *Paul Inghram, Comprehensive Planning Manager*	
	7.	**Draft Minutes Review** A. May 13, 2015	
	8.	**Study Session**	
7:00 p.m.		**A. Eastgate Land Use Code Amendments** Introduce the work program to implement the Eastgate/I-90 project *Erika Rhett, Senior Planner*	Pg. 1
7:30 p.m.		**B. Downtown Livability** Downtown Livability Initiative Orientation with "Downtown 101" and Land Use Code Audit Overview. *Patti Wilma, Community Development Manager; Emil King, Strategic Planning Manager*	Pg. 13
	9.	**Other Business**	
8:15 p.m.	**10.**	**Recognition of Service** Recognition of the service provided by Commissioners Hamlin and Tebelius	

11. Public Comment* - *Limited to 3 minutes per person*

12. Next Planning Commission Meeting
June 23 – potential agenda items include Downtown Livability and selection of a Planning Commission chairperson

8:30 p.m. **13. Adjourn**

Agenda times are approximate

Planning Commission members

Aaron Laing, Chair
Michelle Hilhorst, Vice Chair
John Carlson
Jay Hamlin
Diane Tebelius
John deVadoss
Stephanie Walter

John Stokes, Council Liaison

Staff contact:

Paul Inghram 452-4070
Michelle Luce 452-6931

** Unless there is a Public Hearing scheduled, "Public Comment" is the only opportunity for public participation.*

Wheelchair accessible. American Sign Language (ASL) interpretation available upon request. Please call at least 48 hours in advance. 425-452-5262 (TDD) or 425-452-4162 (Voice). Assistance for the hearing impaired: dial 711 (TR).

City of Bellevue

PLANNING COMMISSION

June 10, 2015

SUBJECT

Land Use Code Amendments for the Eastgate/I-90 Corridor

STAFF CONTACT

Erika Rhett, AICP, Senior Planner, *Planning and Community Development,* erhett@bellevuewa.gov, 452-2898

DIRECTION NEEDED FROM PLANNING COMMISSION

Action
X Discussion
Information

This study session introduces a new work program to amend the Land Use Code and implement the Eastgate Land Use and Transportation Project. The work program is expected to take place through a series of study sessions, culminating in adoption of a Land Use Code amendment and rezone in winter. Tonight staff will introduce this work program and review previous work on the vision by the Eastgate Citizen Advisory Committee and on the Comprehensive Plan by the Planning Commission. The Planning Commission is encouraged to ask questions and make comments regarding the work program.

BACKGROUND

In April 2012, council accepted the Eastgate/I-90 land use and transportation vision as put forth by the Citizen Advisory Committee (CAC). The vision seeks to create a vibrant and attractive business environment by integrating multi-modal transportation solutions and a mix of uses into the single purpose, auto-oriented office and commercial areas that now dominate the corridor. New zoning will allow additional development potential, with particular emphasis on a transit-oriented development center near the Eastgate Park and Ride and Bellevue College. Design guidelines and a public benefit bonus system are techniques that are recommended to ensure that new development is consistent with the Eastgate vision and contributes positively to the identity of the corridor. As part of the Mountains to Sound Greenway, and as an important entry point into Bellevue, development in Eastgate will leverage themes of sustainability and ecological enhancement to create a distinctive sense of place.

This vision was captured in a series of Planning Commission recommended changes to the Factoria, Richard's Valley, and Eastgate subarea plans and included in the Comprehensive Plan update package under consideration by the council now. After the Comprehensive Plan is

updated a series of land use code amendments and rezones will be needed to complete implementation of CAC's recommendations. See a summary in the following table.

	Completed Work		**Direction for the Land Use Code Work Program**
	CAC Vision and Recommendations (2012)	**Recommended Comprehensive Plan Amendments (2015)**	
Transit Oriented Development (TOD)	Create a focal point in the area south of Bellevue College and east of the Eastgate Park and Ride. This TOD area will feature the highest intensity mixed-use development in the corridor. A pedestrian oriented street and terraced hill climb will connect the park and ride, Bellevue college, and the offices, shops, restaurants, and residences in this area. See attachment 1 for a rendering.	Created a new land use designation called Eastgate Transit Oriented Development (EG-TOD). See attachments 2 and 3 for location and definition. Amended the Eastgate subarea to support the TOD area including policies that support mixed-use, the integration of land use and transportation planning, master planned development, the pedestrian-oriented street, and new housing.	Create a new EG-TOD zone including uses and development standards. Consider use of a bonus system in which the impacts of intense development are offset by public benefits. Maximum FAR (Floor Area Ratio) could be up to 2.0 with heights of 10-12 stories. Rezone properties in the EG-TOD.
Office Limited Business (OLB)	Encourage new growth in the OLB by allowing more intense development. Create a more vibrant and less auto-dependent environment by allowing a greater variety of commercial and retail development to be mixed in with offices. Support growth by improving options for transit, pedestrians, and bicycles along with targeted roadway improvements.	Added areas to the OLB land use designation, most notably the King County Site on Eastgate Way in the Richards Valley subarea. See attachment 2 for locations of OLB land use. Added and amended policies in the Richards Valley and Eastgate subareas including support for mixed-use, improved multi-modal transportation options, and the integration of land use and transportation planning.	Create a new zone to implement the OLB land use designation. In the zone allow a greater mix of uses than is currently allowed and ensure that development standards allow for development up to 1.0 FAR. Consider use of a bonus system in which the impacts of intense development are offset by public benefits. Rezone properties into the new OLB zone.
Richards Valley Industrial Area	Continue industrial uses in Richards Valley with allowance for research and development uses and flex-tech style development that accommodates emerging industries. Encourage ecological improvement with redevelopment.	Existing policies in the Richards Valley subarea support industrial development. Amended policies to encourage enhancement of the natural environment with redevelopment. As part of the Comprehensive Plan update there was a citywide review of Light Industrial (LI) uses that identified potential land use changes for Richards Valley that compliment, but were not included in, the CAC vision.	Minor changes to the Light Industrial zone will allow for research and development and flex tech. Review the citywide industrial use report to identify if there are any other use changes that may help Richards Valley retain its industrial use and character.

	Completed Work		**Direction for the Land Use Code Work Program**
	CAC Vision and Recommendations (2012)	**Recommended Comprehensive Plan Amendments (2015)**	
Neighborhood Retail	Support neighborhood retail that serves nearby residences and businesses. Allow office and residential uses so future redevelopment will result in a thriving multi-story, mixed-use neighborhood center.	Created a new land use designation called Neighborhood Mixed Use (NMU) for Eastgate Plaza and the surrounding area. Kept Community Business (CB) land use at Factoria Village and Sunset Plaza. See attachment 2 for locations of NMU and CB land use designations and attachment 3 for the definition of the NMU designation. Added a policy supporting retention of neighborhood-serving commercial uses to the Eastgate subarea.	Create a new NMU zone. In the zone allow a mix of commercial, office, and residential uses that could be found in a neighborhood center. Development standards could allow development up to 1.0 FAR. Consider use of a bonus system in which the impacts of intense development are offset by public benefits. Rezone properties in the NMU.
Design Guidelines	Enhance a sense of place in Eastgate through design. At the corridor scale design should emphasize Eastgate as a gateway to Bellevue and reflect its location on the Mountains to Sound Greenway with abundant landscaping, quality building design, and sustainable building features. At the personal scale design should include pedestrian connections and amenities, enhanced streetscapes, and public plazas and open space.	Added or amended policies on community design to the Richards Valley, Factoria, and Eastgate subareas. Policies included support for design review, character consistent with the Mountains to Sound Greenway, retention of existing greenbelts, a graceful transition between land uses, incorporation of public space and open space into new development, and enhancement of pedestrian and bicycle connections.	Examine the transition area design district to ensure transitions between higher and lower intensity land uses. Create design guidelines for the corridor based on existing requirements and new design policies.

WORK PROGRAM

Although the vision is clear and the policies provide direction, there is a significant amount of zoning and code work that needs to be done in this work program.

Land Use Analysis and Review- At least three new zones will be created in this work program and uses in the LI zone will also be amended. Staff will analyze potential uses in these zones and compare them to other city zones. Planning Commission will discuss potential land uses in each zone and recommend use table amendments to implement the CAC vision.

Development Standards Analysis and Review- The three new zones will also need a full set of development standards for implementation. In its recommendation, the CAC set a range for maximum FAR (floor area ratio) and height, but these ranges will be looked at in greater detail, both in consideration of a citywide strategy and of the economics of development in the corridor. With the exception of height and FAR, there are no recommendations on other development standards such as setbacks or lot coverage. Staff will compare standards in other zones and analyze alternatives for Planning Commission discussion and recommendation.

Public Benefit Bonus System Analysis and Review- One of the criteria for a rezone is that it results in a public benefit. Allowing increased intensity also has community impacts that must be acknowledged and anticipated. A common way of ensuring minimum impacts and maximum public benefit from a rezone is to use a public benefit bonus system. In such a system the full intensity of a rezone cannot be expressed without including features in the development that balance impacts and provide public benefits. Consultants prepared an analysis that will be used to test the economic feasibility of a public benefit bonus system. Staff will analyze potential public benefits that could be included in this system. Planning Commission will be review these analyses and provide direction for a public benefit bonus system in Eastgate.

Design Guidelines Analysis and Review- A key recommendation of the CAC was to create a sense of place and identity for Eastgate. This will be done through design guidelines that address both how development fits into the context of the corridor and to ensure that it is designed to a human scale. Consultants are conducting a needs assessment to analyze the policies and codes in place in Eastgate and will help identify gaps that should be addressed in design guidelines. Planning Commission will review this analysis and provide direction for the guidelines and then review and recommend design guidelines that implement the vision and community design policies for Eastgate.

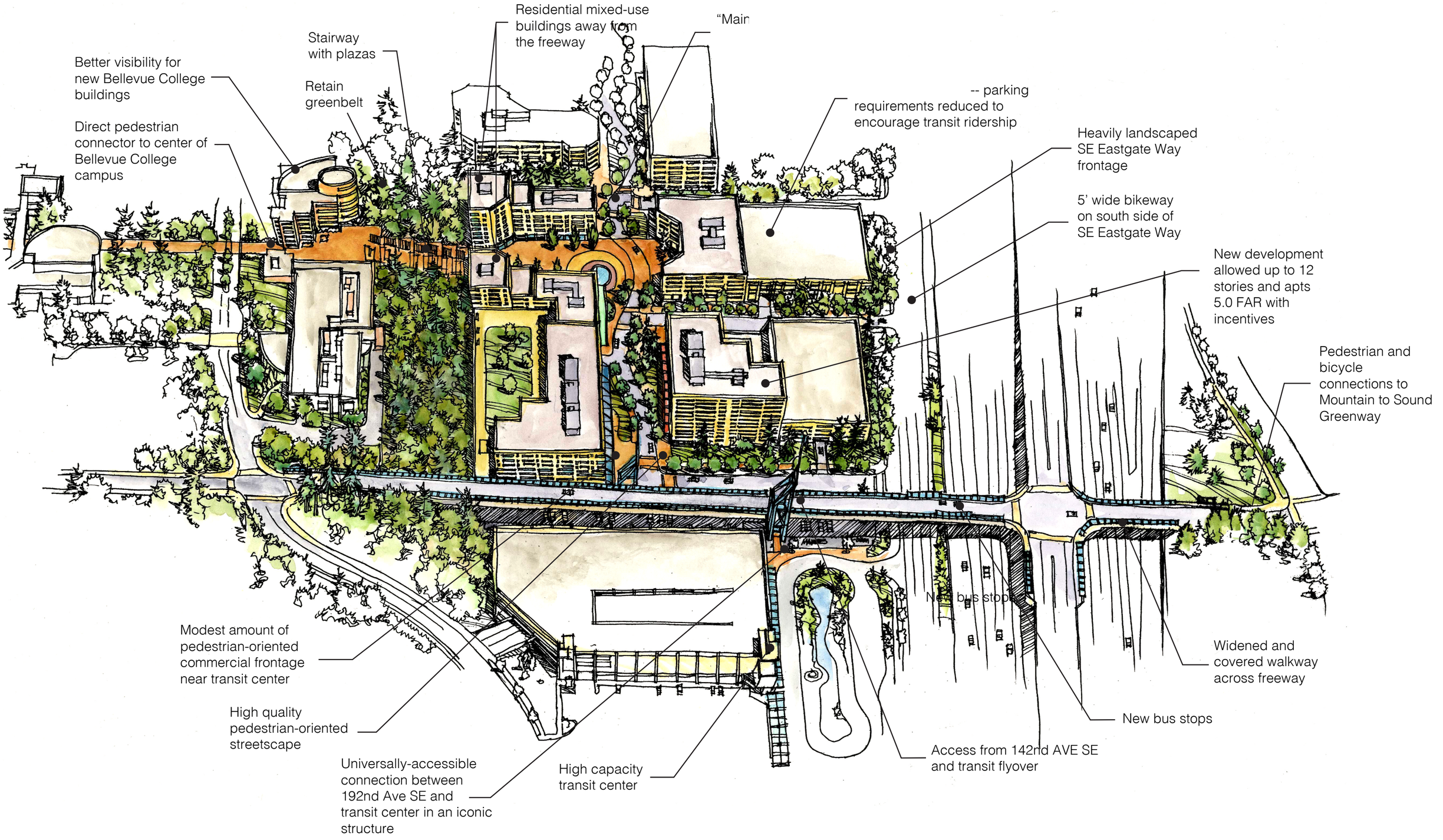
Rezoning Review- Several rezones will be needed to reflect both the Eastgate CAC recommendations and changes in Land Use Designations that will be made with the adoption of the Comprehensive Plan update. Staff will prepare a list of rezones for Planning Commission review and recommendation.

NEXT STEPS

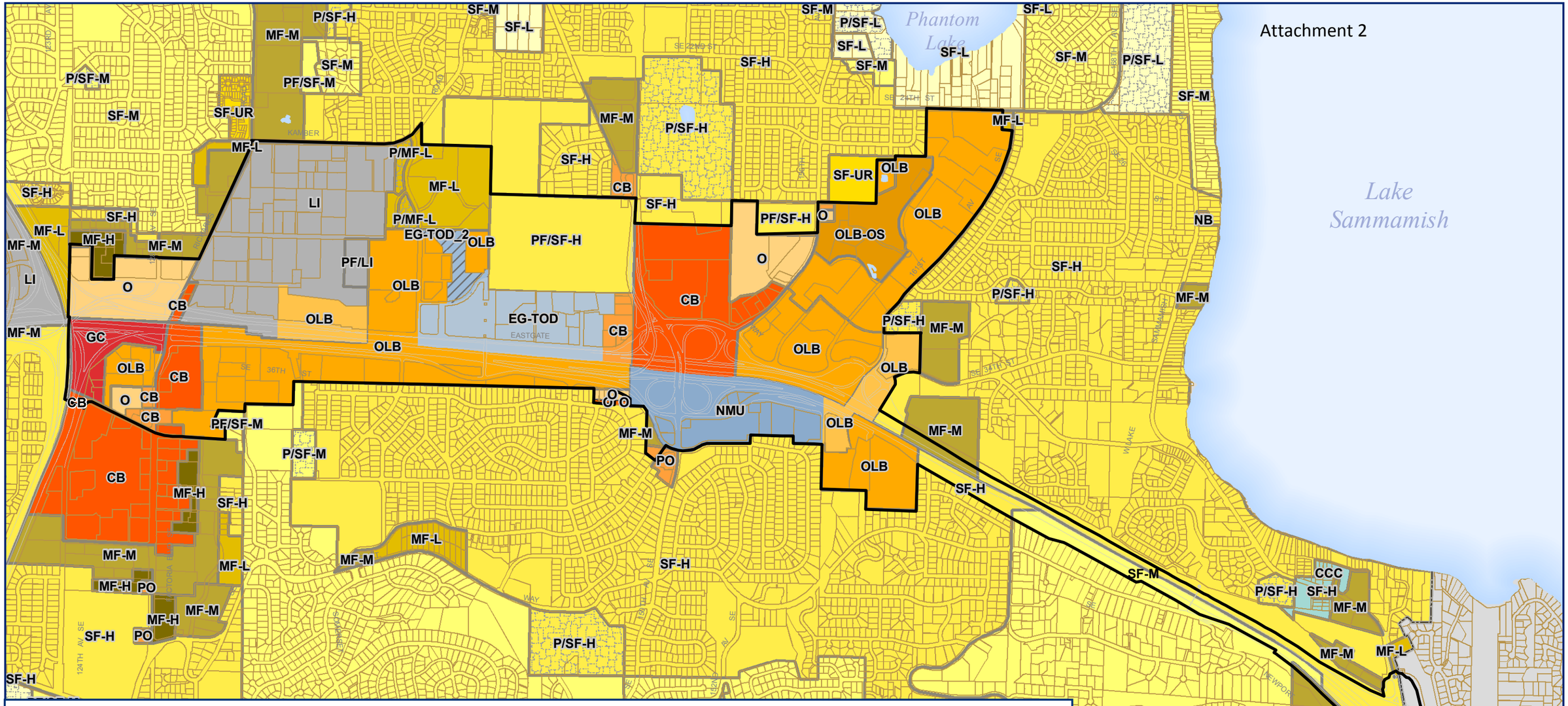
The work program above will span over several Planning Commission study sessions in summer and fall of 2015. Public outreach will be conducted to specific stakeholders as well as the general public as part of this process, including a public hearing that will be held after the Planning Commission has a proposed set of Land Use Code amendments and rezones. Work on this project is expected to conclude by the end of this year.

ATTACHMENTS

1. Rendering of Eastgate TOD area
2. Eastgate/I-90 Proposed Land Use Designations Map
3. Land Use Designation Definitions


Residential mixed-use buildings away from the freeway
"Main
Stairway with plazas
Better visibility for new Bellevue College buildings
Retain greenbelt
Direct pedestrian connector to center of Bellevue College campus
-- parking requirements reduced to encourage transit ridership
Heavily landscaped SE Eastgate Way frontage
5' wide bikeway on south side of SE Eastgate Way
New development allowed up to 12 stories and apts 5.0 FAR with incentives
Pedestrian and bicycle connections to Mountain to Sound Greenway
New bus stops
Widened and covered walkway across freeway
New bus stops
Access from 142nd AVE SE and transit flyover
Modest amount of pedestrian-oriented commercial frontage near transit center
High quality pedestrian-oriented streetscape
Universally-accessible connection between 192nd Ave SE and transit center in an iconic structure
High capacity transit center

Attachment 2



Legend

Eastgate Study Area

Proposed Comprehensive Plan Changes

- NMU - Neighborhood Mixed Use
- EG-TOD - Eastgate Transit-Oriented Development
- EG-TOD_2 - Potential Eastgate TransitDevelopment
- CB- Community Business
- O - Office
- OLB - Office, Limited Business

Comprehensive Plan

BEL-RED - Plan Designations

- BR-MO Bel Red-Medical Office
- BR-MO-1 Bel Red-Medical Office-Node 1
- BR-OR Bel Red-Office Residential
- BE-OR-1 Bel Red-Office Residential-Node 1
- BR-OR-2 Bel Red-Office Residential-Node 2
- BR-ORT Bel Red-Office Residential Transition
- BR-R Bel Red-Residential
- BR-RC-1 Bel Red-Residential Commercial-Node 1
- BR-RC-2 Bel Red-Residential Commercial-Node 2
- BR-RC-3 Bel Red-Residential Commercial-Node 3
- BR-CR Bel Red-Commercial Residential
- BR-GC Bel Red-General Commercial

SINGLE FAMILY - Plan Designations,Density (Corresponding Zoning District)

- SF-L Low Density - up to 1.8 units per acre (R-1 & R-1.8)
- SF-M Medium Density - up to 3.5 units per acre (R-2.5 & R-3.5)
- SF-H High Density - up to 5 units per acre (R-4 & R-5)
- SF-UR Urban Residential - up to 7.5 units per acre (R-7.5)

MULTI-FAMILY - Plan Designation,Density (Corresponding Zoning District)

- MF-L Low Density, up to 10 units per acre (R-10)
- MF-M Medium Density, up to 20 units per acre (R-15 & R-20)
- MF-H High Density. up to 30 units per acre (R-30)

RETAIL

- NB Neighborhood Business
- CB Community Business
- GB General Business
- GC/CB General Business/Community Business

OFFICE

- PO Professional Office
- O Office
- OLB Office, Limited Business
- OLB-OS Office, Limited Business - Open Space

INDUSTRIAL

- LI Light Industrial

MEDICAL INSTITUTION

- MI Medical Institution

OTHER

- DNTN Downtown
- CCC Camp and Conference Center
- Park or Public Facility Designation

0 300 600 1,200 1,800 Feet

0 0.1 0.2 0.3 0.4 Miles

Sources:
City of Bellevue

Disclaimer:
The information on this map is a geographic representation derived from the City of Bellevue Geographic Information System. The City of Bellevue does not guarantee

Proposed Comprehensive Plan Designation Changes

April 2014

City of Bellevue
GIS Services

Date: 6/19/2014 File Name: V:\pcdp\arcgis\EastgatePlan_2014\EastgateLU_ProposedCompPlan_June2014_17x11c.mxd

IT Department

DRAFT EASTGATE LAND USE DESIGNATIONS (Recommended to Council March 2015)

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

Office, Limited Business (OLB) — A land use designation that provides areas for office, hotels, or motels. Uses such as eating establishments, retail sales, and services are permitted to provide the amenity of shopping and services within easy walking distance to support nearby businesses and employees.

Eastgate – Transit Oriented Development (EG-TOD) – A land use designation in the Eastgate subarea designed to provide for a mix of office, housing, retail, and services. Multiple uses and appropriate densities are encouraged to create a concentration of activity that supports transit service and retail development.

Neighborhood Mixed Use (NMU) – A land use designation that provides for a mix of retail, service, office, and residential uses, with an emphasis on neighborhood retail and service uses. This district is designed to be compatible with nearby residential neighborhoods and to be easily accessible from the nearby office and residential uses that it serves.

June 3, 2015

SUBJECT

Downtown Livability Initiative – Land Use Code Update

STAFF CONTACT

Emil King AICP, Strategic Planning Manager 452-7223 eaking@bellevuewa.gov
Patti Wilma, Community Development Manager 452-4114 pwilma@bellevuewa.gov
Planning and Community Development

DIRECTION NEEDED FROM PLANNING COMMISSION

- Action
- **X** Discussion
- Information

On May 26, 2015, Council provided direction to the Planning Commission to review the Downtown Livability Citizen Advisory Committee's (CAC) recommendations for Downtown Land Use Code updates (please see CAC's Final Report at www.bellevuewa.gov/downtown-livability-reports.htm). **At the June 10 Study Session, the Planning Commission is requested to begin an orientation to the Downtown Land Use Code, including a review of the "code audits" which were used as a foundational piece of the CAC process** (please go to www.bellevuewa.gov/downtown-livability-reports.htm for code audits). Staff anticipates the Commission's work to take a number of months and will involve significant review, analysis and public engagement, including a public hearing. The Planning Commission will ultimately form a recommended Code and design guideline package to transmit to Council for final deliberation and action.

BACKGROUND

Council launched the Downtown Livability Initiative in 2013 to update the Downtown Land Use Code. A Council-appointed CAC was tasked with developing recommendations that built upon the City's successes and furthered the *Great Place Strategy* in the Downtown Subarea Plan (see below). The Downtown Land Use Code has not been significantly updated since its inception in 1981 and does not reflect changes to the Downtown Subarea Plan that occurred in 2004.

> ***Great Place Strategy:*** *To remain competitive in the next generation, Downtown Bellevue must be viable, livable, memorable, and accessible. It must become the symbolic as well as functional heart of the Eastside Region through the continued location of cultural,*

entertainment, residential, and regional uses located in distinct, mixed-use neighborhoods connected by a variety of unique public places and great public infrastructure.

Advisory Committee

The Downtown Livability CAC was co-chaired by Aaron Laing (Planning Commission) and Ernie Simas (Transportation Commission) and included representation from all City boards/commissions and the Bellevue Downtown Association, Bellevue Chamber of Commerce, small business, and nearby neighborhoods, as well as an architect, a Downtown resident, and a City-wide representative.

The CAC began its work in May 2013. Committee meetings occurred monthly and were open to the public. From June through November 2013, the Committee conducted a thorough review of the existing Land Use Code through a series of "code audits" to understand what was working, what was not working, and where there was room for improvement. In January 2014, an "Alternatives Workshop" was held where the CAC provided guidance to staff on a range of alternatives and strategies to be evaluated as they formed their recommendations. Between March and June 2014, the CAC went through their analysis and evaluation phase and developed a set of recommendations detailed in their Final Report.

Integration with Downtown Transportation Plan Update

The Downtown Livability CAC incorporated a set of "referrals" from the Transportation Commission's update to the Downtown Transportation Plan, which had a head start on the Livability process. These included recommendations for Code changes relating to sidewalk widths, landscaping, through-block connections, etc. Council received the Transportation Commission recommendation for the Downtown Transportation Plan on October 7, 2013 and, at that time, provided direction to implement the plan through policy and projects (for which Council has provided early implementation funding).

CAC Recommendations

The Final Report of the Downtown Livability CAC details the process, community engagement, and full set of recommendations developed by the group. Public outreach for the Downtown Livability Initiative involved a concerted effort to engage a broad spectrum of stakeholder communities. The CAC's recommendations are those of the group as a whole and, for each topic, include a reference to their relationship to livability.

The CAC's report includes work on the following topics:

- Public Open Spaces
- Pedestrian Corridor
- Design Guidelines
- Amenity Incentive System
- Station Area Planning
- Building Height and Form
- Downtown Parking
- Other Topics (mechanical screening, food trucks, etc.)

The CAC's work was primarily on code-related recommendations, but also includes a number of other non-code recommendations that the group felt were important. The CAC set a broad framework for moving forward, and recognized that much additional work was needed to

develop the fine-grain details needed for technical Code amendments. The recommendations represent the culmination of the CAC's work, but are a mid-point in the overall process.

The following areas of additional analysis and related work have been identified:

- Additional analysis on specific details of building heights and form to determine precise standards and appropriate mitigation provisions, such as tower separation, transitions, protection of public view corridors, and building form.
- Development of new design guidelines, with illustrations that help convey the desired design intention.
- Development of clear direction on allowable departures from design guidelines.
- Development of new Code text, integrating the Downtown Code into a single, well-integrated document.
- Completion of the environmental review process.
- Additional and robust stakeholder and general public engagement, to ensure that the updated Code considers and appropriately incorporates public input.

Council Discussion and Direction to the Planning Commission

The Downtown Livability CAC formally transmitted its recommendations to Council on January 20, 2015 with follow-up study sessions on May 18th, and May 26th. The Council subsequently charged the Planning Commission with developing recommendations on an updated Land Use Code and accompanying design guidelines that will be transmitted back to Council for consideration for adoption. Specific direction from Council included:

1. Planning Commission is charged with reviewing the full set of Land Use Code-related recommendations as contained in the CAC's Final Report. Non-code recommendations in the report will be considered in other City efforts.
2. A joint workshop with the Council and Planning Commission will be held to provide additional guidance regarding the amenity incentive system.
3. Continued reliance on the Downtown Livability Council Principles (page 4 in the CAC's Final Report) adopted at project inception as a starting point to guide the Commission process, with additional guidance provided below.
4. When examining potential modifications to building height and form, any changes must result in better urban design outcomes, such as additional open space and amenities, and consider the effects on views, shadowing, and light and air from both public and private spaces.
5. Regarding the specific height and form recommendations for the DT-O-1 District, a floor area ratio (FAR) limit, commensurate with what is achievable under today's height limit, should be placed on residential development that might take advantage of additional height. Currently, FAR is "unlimited" for residential development in the DT-O-1 District.
6. Regarding the specific height and form recommendations for the Perimeter "A" District, no increase in building heights should be allowed within the District unless the change improves the interface from the adjoining residential neighborhood's perspective, taking into account light, views, scale and shadowing.
7. Consider design guidance that may allow banks and financial institutions to be considered "pedestrian-oriented frontage".

8. Additional transportation analysis will be required regarding how increased density is addressed under the Downtown Transportation Plan.
9. Code amendments must include mitigation for potential undesirable impacts of changes.
10. Major additional stakeholder/citizen engagement must accompany the development of recommended Code amendments.
11. Council will process a "fast tracked" land use code amendment clarifying the 1,500 square foot parking exemption in Old Bellevue before their August break.
12. Council will receive a briefing from staff prior to their August break relating to the CAC recommendation to conduct a comprehensive parking study for the entire Downtown.

NEXT STEPS

The Commission's June 10 Study Session will be focused on orientation to the Downtown Land Use Code and review of the "code audits". As part of the public engagement process, a "Community Check-in" will occur at City Hall on June 11 from 5:30-7:30 p.m. Staff will provide interested parties a review of the CAC's recommendations and detail ways for them to stay engaged and provide input as the Downtown Livability Initiative moves through the Planning Commission and City Council processes.

Beginning on June 24, the Commission will begin their review of the detailed CAC recommendations by topical area. The general process for the Commission's work is as follows:

- Downtown Land Use Code Orientation
- Review and additional analysis of CAC recommendations
- Joint workshop with Council
- Continued review and analysis
- Formation of draft code and design guideline package
- SEPA determination and public hearing
- Commission forms recommended code and design guideline package for Council
- Council consideration for adoption

Further details on the project schedule are under development.

As additional orientation, on April 22, 2015 staff conducted a Downtown walking tour for a number of the current Planning Commissioners and interested members of the public. With new Planning Commissioners being appointed, staff is available to conduct another walking tour in the June/July timeframe.

AVAILABLE UNDER SEPARATE COVER

1. Downtown Livability Initiative Citizen Advisory Committee Final Report (go to www.bellevuewa.gov/downtown-livability-reports.htm)
2. Downtown Land Use Code Audits (go to www.bellevuewa.gov/downtown-livability-reports.htm)

Planning Commission Schedule

June 10, 2015

The Bellevue Planning Commission typically meets on the second and fourth Wednesdays of each month. Meetings begin at 6:30 p.m. and are held in the Council Conference Room (Room 1E-113) at City Hall, unless otherwise noted. Public comment is welcome at each meeting.

The schedule and meeting agendas are subject to change. Please confirm meeting agendas with city staff at 425-452-6931. Agenda and meeting materials are posted the Monday prior to the meeting date on the city's website at:

http://www.bellevuewa.gov/planning-commission-agendas-2014.htm

Date	**Tentative Agenda Topics**
June 24	Downtown Livability/Land Use Code
July 8	Downtown Livability/Land Use Code Eastgate Land Use Code
July 22	Downtown Livability/Land Use Code
August	*No Commission meetings in August*
Sept 9	Eastgate Land Use Code
Sept 16	Potential retreat date
Sept 23	Downtown Livability/Land Use Code
Oct 14	Eastgate Land Use Code
Oct 28	Downtown Livability/Land Use Code
Nov 11	tbd
Nov 25	*No meeting*
Dec 9	tbd
Dec 23	*No meeting*

Comprehensive Plan Council Review Process

April 6
Presentation of Planning Commission recommendation by chairs of boards and commissions

Round 1

- Initial review of plan elements
- First opportunity to weigh in on overarching themes; initial identification of specific issues

April 20 – Citizen Engagement; Neighborhoods; Economic Development; Parks
April 27 – Land Use; Housing
May 11 – Housing; Transportation
June 1 – Transportation (continued); Capital Facilities; Utilities; Environment; Human Services Urban Design & the Arts; Volume 2
June 8 – Continues items from June 1: Utilities; Environment; Human Services Urban Design & the Arts; Volume 2

Round 2

- Focused on short list of key issues identified by Councilmembers
- Propose changes/refinement; Council resolves

June 15 – Review items identified by Council during Round 1; review 2015 annual amendment requests
June 22 – Complete review of items identified by Council; any additional unfinished topics; wrap-up
Additional Study Sessions could be scheduled if needed

Action
July 20

CITY OF BELLEVUE
BELLEVUE PLANNING COMMISSION
MEETING MINUTES

May 13, 2015 Bellevue City Hall
6:30 p.m. City Council Conference Room 1E-113

COMMISSIONERS PRESENT:	Chair Laing, Commissioners Carlson, Hamlin, Hilhorst, Tebelius, deVadoss
COMMISSIONERS ABSENT:	Commissioner Walter
STAFF PRESENT:	Paul Inghram, Nicholas Matz, Department of Planning and Community Development
GUEST SPEAKERS:	None
RECORDING SECRETARY:	Gerry Lindsay

1. CALL TO ORDER

The meeting was called to order at 6:40 p.m. by Chair Laing who presided.

2. ROLL CALL

Upon the call of the roll, all Commissioners were present with the exception of Commissioner Hilhorst, who arrived at 6:59 p.m., and Commissioner Walter, who was excused. Liaison Councilmember Stokes was unable to attend.

3. PUBLIC COMMENT – None

4. APPROVAL OF AGENDA

A motion to approve the agenda was made by Commissioner Carlson. The motion was seconded by Commissioner Hamlin and it carried unanimously.

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

6. STAFF REPORTS

Chair Laing stated that Commissioners Hamlin and Tebelius, whose terms were coming to an end, have been instrumental in some of the city's most significant planning efforts in recent years. He said Commissioner Hamlin had provided keen insight and thoughtful direction on a range of planning efforts over the course of the last eight years, during which time he also served on the Eastgate/I-90 citizen advisory committee. Commissioner Tebelius served as chair of the Planning Commission in 2013 and 2014 and worked on issues such as the Shoreline Master Program and the Comprehensive Plan update. During the respective terms of the two Commissioners they both did a great deal to reach out to the public to get their perspectives and went so far as to hold Commission meetings away from City Hall. In addition to the Shoreline

Master Program and updating the Comprehensive Plan, both Commissioners worked on the plan amendments for the Eastgate/I-90 project; the single family room rentals code amendment; the recreational marijuana and medical cannabis code amendments; the Camp and Conference Center code amendment; the Eastgate auto sales code amendment; the Horizon View rezone; and a host of other code amendments.

Commissioner Tebelius said what made her tenure on the Commission interesting was the degree to which there was agreement around the table. She said she learned from Commissioner Hamlin a great deal and found great pleasure in serving on the Commission.

Commissioner Carlson commented that Commissioners Hamlin and Tebelius always came to meetings well prepared and informed. He said he also learned a lot from both.

Commissioner deVadoss said he learned from Commissioner Tebelius to do his homework before the Commission meetings from how high she set the bar. He also acknowledged Commissioner Hamlin for his commitment to stand up for what he believed in.

Chair Laing said one of his favorite experiences was working with Commissioner Hamlin on difficult issues having to do with the Shoreline Master Program. He said that experience highlighted Commissioner Hamlin's thought process. Commissioner Hamlin at times found himself taking a minority position, but in every instance his reasons for doing so were clearly thought out and explained.

Chair Laing said that Commissioner Tebelius always set a high bar in being prepared for meetings. Commissioner Tebelius is excellent at getting people to think hard about their own positions.

Comprehensive Planning Manager Paul Inghram said he had enjoyed his time working with both Commissioners Hamlin and Tebelius. He said he appreciated both for coming to the table and clearly expressing their respective opinions.

Senior Planner Nicholas Matz voiced his appreciation for the unique viewpoints both Commissioners Hamlin and Tebelius brought to the table.

Mr. Inghram reported that progress is being made by the Council on some key items. The Comprehensive Plan update is moving forward toward the deadline date of June 30.

At its meeting on May 18 the Council is slated to pass the Shoreline Master Program to the Department of Ecology. At that same meeting the Council will be working on downtown livability, following which the issue will be on the Commission's plate.

7. PUBLIC HEARING

A. St. Luke's Lutheran Church Annual Comprehensive Plan Amendment - Final Review

A motion to open the public hearing was made by Commissioner Tebelius. The motion was seconded by Commissioner Carlson and the motion carried unanimously.

Mr. Matz briefly reviewed the materials included in the Commission packets and the two-part Comprehensive Plan amendment process.

Mr. Matz said the proposed St. Luke's amendment involves a 4.3-acre site that is currently designed Single Family-Medium. The request is for a map change to Multifamily-Medium. The applicant's stated purpose is to increase opportunities for affordable housing to serve and practice inclusivity for all people, and to seek partnerships to encourage and build economic diversity. The applicant is working with Imagine Housing, a non-profit organization that develops affordable housing on the Eastside, to construct multifamily housing on the church campus.

The recommendation of staff is to approve the proposed amendment. The amendment is consistent with the goals and plans of the city and is directly responsive to Comprehensive Plan policy implementing infill development. Religious institutions are evolving uses in communities and neighborhoods. Their evolving missions now include such things as affordable housing and other social service and community uses that have not previously been associated with the primary use. Under the city's policy framework, changes to the primary use must be reviewed to determine how well the new focus will mesh with the surrounding land uses.

Commissioner Tebelius asked if there is a limit to what a religious institution can propose for their sites. Mr. Matz answered that the site-specific Comprehensive Plan amendment process allows for looking at the property in the larger context while solving the issues for the particular property. There is policy direction to treat the infill development like any other infill development in a residential neighborhood.

Continuing, Mr. Matz said the stated purpose and intent for the Comprehensive Plan amendment is consistent with general policies for site-specifics. The same is true for the land use policies. The proposed redevelopment will maintain compatible use and design; reduces the regional consumption of undeveloped land; and provides for a broad range of housing choice. The proposal meets the interests and changed needs of the entire city. The process has been appropriate for each of the times religious institutions have sought a land use role in providing affordable housing.

In the opinion of the staff, the proposal meets the decision criterion for addressing significantly changed conditions since the last time the Comprehensive Plan map or text was addressed. The core issue is that there has been a transition and evolution of the community-based missions of religious institutions that has not been anticipated by the Comprehensive Plan. City policy has just begun to look at the roles of what are essentially non-traditional providers.

Staff believes the site is suitable for development in general conformance with adjacent land uses and the surrounding development pattern. There is a potential for increasing PM peak trips, but that increase would occur whether the site is used as a church plus multifamily or entirely for multifamily housing, and the increase would not fail the concurrency test.

There are critical areas on the eastern side of the site but as proposed there would be no encroachment that would compromise the area.

The proposal demonstrates a public benefit enhancing the public health, safety and welfare of the city by addressing the need for affordable housing.

Pastor Red Birchfield, interim pastor for St. Luke's Lutheran Church, said the church is committed to addressing homelessness and to being a good partner in the neighborhood. The church hosts Sophia Way, a homeless shelter for women. There is a changing role for churches

in the community beyond providing handouts and support, and St. Luke's wants to be part of the solution to homelessness. The church believes it has both an opportunity and a responsibility to help build up the community common good.

Ms. Cybil Glasby, director of housing development for Imagine Housing, asked the Commission to recommend approval of the Comprehensive Plan amendment for St. Luke's Lutheran Church. She said the church reached out to Imagine Housing about a year ago with a desire to do more to benefit the community. The identified goals were to increase the opportunity for affordable housing, to serve and practice inclusivity for all people, and to seek partnerships to encourage and build diversity. At the time Imagine Housing, St. Luke's and SMR Architects conducted a feasibility study to ensure that the church's site could accommodate affordable housing without encroaching on environmentally critical areas. The study identified the existing parking lot at the rear of the church as capable of accommodating between 59 and 60 apartment units. The development of affordable housing is consistent with several Comprehensive Plan policies.

Mr. Demian Minjarez with SMR Architects emphasized that the proposal is compatible with the surrounding built environment in line with policy LU-9. Policy S-NB-12 calls for providing housing opportunities for a broader cross section of the community, which the proposal does. A number of other Comprehensive Plan policies are directly addressed by the proposal. St. Margaret's church went through a very similar process in 2007 with a similar proposal. The Commissioners were shown a map of the St. Luke's site on which the proposed building site was indicated. The proposal addresses a growing need for affordable housing and the role non-traditional providers can play.

Answering a question asked by Commissioner Hamlin, Mr. Minjarez said the church footprint will change and result in making it more efficient. The church currently has a lower level that is separate from the church. What is currently a community room will become an open space enclosed courtyard, and all program space for the church will surround it.

Commissioner Hilhorst observed that Imagine Housing recently was involved in a similar project in Kirkland. She asked if concerns were voiced in regard to that project about increased traffic, and asked what the projections are for the number of residents for the St. Luke's project that will have their own cars. Ms. Glasby said the anticipation is that there will be between a half and three-quarter parking space for every apartment. Everyone was amazed to see how many people living in the project in Kirkland chose to get rid of their cars. That project has 58 units and 44 parking spaces, but with the units fully leased only 38 of the spaces were reserved; since then, the number of reserved parking spaces has fallen to 33. She said she did not know how many trips per day those 33 cars add to the roadway system.

Commissioner Tebelius asked if it is known where the residents of the Kirkland project work. Ms. Glasby said no study has been done to determine that. It is known that most of the applicants were from Eastside zip codes.

Commissioner Tebelius asked if there is any legal impediment to allowing only local residents or residents with an Eastside zip code to rent the affordable housing units. Ms. Glasby said that restriction likely would run afoul of the Fair Housing Act.

Ms. Glasby said Imagine Housing typically tries to create communities that serve people with a range of incomes. Two-bedroom apartments rent for between $530 per month and $1100 per month and are affordable under the federal guidelines to those with household incomes of about

$21,000 per year at the low end and $43,000 at the high end.

Commissioner Tebelius said the community has voiced concern over the fact that the proposal has moved ahead on a very fast track, and some have complained they were not notified. She asked what outreach efforts were undertaken. Pastor Birchfield said two public forums were conducted, both of which were announced through direct mail to the neighborhood. Notice was also posted to the church's reader board. The intent has been to be thoughtful and responsible partners in the community by providing vigorous opportunity for people to engage in the conversation.

Answering a question asked by Commissioner Tebelius, Pastor Birchfield said the church intends to be part of a larger partner board, one that will involve members of the community, focused on supporting and empowering the residents who will be moving toward stabilizing their lives and becoming full citizens of the community.

Ms. Judy Buckmaster, 746 128th Avenue NE, said she is an employee of the Bellevue School District but was not present speaking for the school district. She said she has been a member of St. Luke's for over 30 years. The Bellevue School District is nationally recognized with all of its high schools ranked very high nationally. The district, however, deals with the same issues all other districts deal with, including homelessness. A February 2014 article in *Crosscut* magazine reported the district's homeless liaison as saying there had been an increase of 26 homeless students over the past year, bringing the total to 157 students. That figure has since risen to 213 children in the district who do not have fixed or affordable housing. The St. Luke's project is an answer to the growing affordable housing problem being faced by the Eastside. Churches and religious groups on the Eastside are stepping out of their comfort zones and out of their buildings in seeking to understand what they can do to make their cities better places to live. The homeless students in the district do not hail from some other place, they are Bellevue children.

Ms. Heather Erickson, 9818 NE 31st Street, said she works as a counselor for the Bellevue School District at Newport High School. She said one family with a student at the high school for some time lived in a car; they have recently found affordable housing at St. Margaret's church. She said the status quo does not yield growth and vibrancy. Bellevue has been willing to take a close look at what it takes to grow and change and stay vibrant, which is something to be proud of. Students are affected significantly when life circumstances outside their control get in the way. Students from middle-income homes whose families have for whatever reason lost their homes experience lowering grades, become withdrawn, experience trouble in social circles. Everyone is called to do what they can do. People have stepped forward and offered homeless families a place to stay in their basements. The district has stepped up to give homeless students food, clothing, school supplies and vouchers. St. Margaret's church stepped up and figured out a way to create some affordable housing. Recently Washington State University stepped outside its comfort zone and accepted a homeless student who did not look good on paper. Everyone can do something. The alternative is watching as families live in their cars on the streets.

Ms. Janet Jelleff, 10620 NE 28th Place, spoke as a member of the Northtowne Neighborhood Association steering committee. She said the concerns of the organization had been submitted to the Commission in writing prior to the public hearing. The group has worked with the Transportation Commission to see a study conducted on Bellevue Way NE because of concerns regarding pedestrian safety. The sidewalks are not in good shape, especially on the east side of Bellevue Way NE. The group is not opposed to the affordable housing project at St. Luke's but is concerned with how fast it is being pushed. The church tried to reach out to the neighborhood

but not everyone was contacted. Many of the letters mailed out by the church went to the occupants of multifamily units who really have no vested interest in the area. Northtowne is an old area with small streets and no sidewalks. A lot of traffic is passing through the neighborhood because of NE 24th Street and that is making it dangerous for the kids who play on the streets after school. More time is needed to delve into the issues and the specific impacts the project could have on the neighborhood.

Answering a question asked by Commissioner Carlson, Ms. Jelleff said the concern of the Neighborhood Association is the number of cars that will be going in and out of the complex from Bellevue Way NE. The area is served by bus transit but it is not known if service will need to be increased to accommodate the residents.

Ms. Leslie Scofield with St. Luke's Lutheran Church explained that the process was sped up in order to accommodate the schedule for updating the Comprehensive Plan. She said the intent of the church was to make sure that all living in the area received notice of the proposed action, and any who were missed were missed inadvertently. The mailing list was provided by the city and included all addresses within 500 feet of the church property. At the first meeting with the public, only 13 persons showed up even though some 500 letters were sent out; only six showed up to the second meeting. The conclusion reached was that there was little interest or concern on the part of those living closest to the church. Once the affordable housing project is completed, Imagine Housing and St. Luke's will operate separately.

A motion to close the public hearing was made by Commissioner Tebelius. The motion was seconded by Commissioner Hilhorst and the motion carried unanimously.

B. Public Storage Annual Comprehensive Plan Amendment - Final Review

Motion to open the public hearing was made by Commissioner Tebelius. Second was by Commissioner Hilhorst and the motion carried unanimously.

Mr. Matz said the proposal for the 2.9-acre site on 118th Avenue SE contemplates amending the map designation from Office Limited Business (OLB) to Light Industrial (LI). The current use on the site is a storage service and the applicant's stated purpose is to reconcile the existing zoning designation, which causes the existing use to be noncomforming, with the current and long-term future use of the site, allowing the property owner to invest capital in aesthetic and capital improvements to the building and site, decreasing impacts on Mercer Slough. The site is situated in the Richards Valley subarea and is immediately surrounded by a mix of OLB, LI, Office, Multifamily-Medium, and publically designated multifamily and single family. One of the primary issues is that mix of designations are not necessarily aligned with the underlying land uses.

The geographic scope was expanded during the threshold review stage to include similarly situated properties. The expanded scope takes in 7.9 acres and includes the Davy Tree property and a vacant property that previously was used for solid waste disposal and recycling vehicle storage. Following action by the Council to move ahead with the expanded scope, notice was sent to all property owners involved, but no response has been received.

Mr. Matz said the recommendation of the staff was to deny the application and to not amend the Comprehensive Plan.

The property owner and the staff are acutely aware of the issues surrounding the areas. During the threshold review stage the Commission expressed a desire to understand the potential impact on Mercer Slough of the full range of light industrial uses that would be allowed if the amendment were to be approved.

Mr. Matz said Comprehensive Plan amendments involve specific sites, yet it is necessary to look at the broader consequences of what could happen as a result of changing the land use designation for specific sites. He pointed out the Public Storage site on a map, the surrounding designations and uses, and the close proximity of the Mercer Slough wetlands to the various sites.

Chair Laing noted that there are not in fact wetlands on the Public Storage site, and that there is a partially developed property to the south of the geographic scope area.

Answering a question asked by Commissioner Carlson, Mr. Matz said the applicant's stated purpose is to redevelop the site under an LI designation because the storage use is permitted by right in the LI district. As an alternative, the city believes the site can be redeveloped under the existing OLB framework, though an additional level of regulatory review would be required in association with the conditional use permit. A Comprehensive Plan amendment creates a different circumstance about what the long-range and appropriate set of land use designations consist of.

The concern the city staff are raising with their recommendation of denial is the LI designation itself and all the uses that are permitted outright under the designation. When it is not possible to quantify the potential uses, concerns are raised with regard to policy and plan consistency with regard to where LI uses are situated. The ability to redevelop the site exists under the OLB framework, though any redevelopment would require moving the development boundary back from the wetland boundary. Because the other sites have the same circumstances associated with them, the same sense of the appropriate long-range view for the area and the consequences for Mercer Slough is in play whether they develop individually or as a whole.

Commissioner Hamlin pointed out that for purposes of the Comprehensive Plan amendment, under the expanded geographic scoping the focus is on all three properties, not just the Public Storage site. The expansion leaves open some unknowns as to what could happen, particularly so given that the other two property owners have not responded. Mr. Matz concurred but pointed out that the concerns of staff are the same for the Public Storage site alone as they are for all three properties.

Commissioner Tebelius voiced the need to have light industrial land in the city of Bellevue. Absent properties with that designation, the city will not have such things as auto repair and maintenance facilities which every city needs. Light industrial land has largely been eliminated from the city. Mr. Matz agreed but said there is policy support for not allowing the designation on the subject properties. The site is not currently designated light industrial even though the existing use is one that is permitted outright in LI. The Richards Valley subarea plan and the Comprehensive Plan suggest that there is something else in mind for the area other than light industrial uses, namely the OLB. Access is lacking to the larger subarea question of where light industrial would be appropriate.

Mr. Matz commented that Public Storage is responding to changes in their business world. Downtown residents desire having nearby convenient and attractive storage facilities. One thing

the city is currently wrestling with is the consequences of redevelopment around light rail stations, and the East Main station redevelopment area is located just north of SE 8th Street close to the subject property. Putting LI on the subject property would foreclose the ability to have a conversation about what would be more appropriate on the subject property, the corridor in which it lies, and the Richards Valley subarea generally.

Mr. Inghram said part of the issue goes to the question of whether or not the full range of LI uses should be allowed on the subject properties given the broader context of the residential communities to the east and west, Mercer Slough and the Environmental Education Center to the south, and the redevelopment area to the north..

Commissioner Tebelius commented that driving through the area it feels totally disconnected, even though on the map the area appears to be very connected.

Mr. Inghram said OLB allows for moderate office buildings, some hotels, and some other related businesses. The storage use can be continued under the designation, though as a nonconforming use.

Mr. Matz reiterated the recommendation of the staff to deny the application. The current use is allowed under the present designation and can be expanded without a Comprehensive Plan amendment. The Richards Valley subarea plan is admittedly long in the tooth but it still poses pertinent questions. The OLB designations occurred in 1981 and continue to be relevant to the intent of the plan. There continues to be an unmet community need in terms of a vision for the portion of the subarea in which the Public Storage site is, but LI is not part of that equation. LI uses are not consistent with the subarea vision; while the subarea talks about a mix of light industrial uses as appropriate in the lower elevations, it also talks about sensitivity to natural constraints, which includes the Mercer Slough. LI would create the potential for impacts that would be incompatible with the Mercer Slough and the surrounding office and residential development that exists. While the site may be suitable for an expanded storage use, the applicant has not demonstrated how site development would accommodate other potential uses. The application does not demonstrate a public benefit necessary to assure the public's health, safety and welfare.

Mr. Mitch Johnson, 10539 NE 25th Street, said there is a specific purpose in mind for how the Public Storage property should be redeveloped, and that is the reason why a Comprehensive Plan amendment has been sought. Part of the reason for not wanting to go through the conditional use permit is the uncertainty of that process. Changing to LI will yield more certainty. The site is fairly narrow. Directly to the south is LI and directly across the street to the east along 118th Avenue SE is LI as well. It is anticipated that with redevelopment will come a requirement for an additional buffer along the western property line to protect the Mercer Slough in line with the 2012 stormwater regulations and SEPA requirements. The intent is to replace the row of drive-up buildings with a three- or four-story climate-controlled building. That would reduce the traffic that goes to the rear of the site, and would produce smaller units which are more popular. The majority of customers currently come from the western neighborhoods and from the downtown and include both residential and commercial interests.

Mr. Greg Kletzly, 1804 Blenheim Drive East, Seattle, explained that the storage business has a capture area of roughly three miles. He said the industry has experienced a lack of zoned land for storage use; that has resulted in very little new supply to keep pace with the current demand. The current facility is both unattractive and obsolete. To meet customer needs, the facility needs

to be brought up to modern standards, and that represents a changed condition.

Mr. Johnson said Public Storage is a large property owner in the city with over eight properties and cumulatively over a million square feet of land. All of the storage facilities in the city are over 93 percent occupied.

Mr. Kletzly the property is under the ownership of a real estate investment trust. Such entities are typically not sellers of real estate. Accordingly, redevelopment of the site is viewed as a long-term capital investment.

Mr. Johnson said rezoning to LI will allow redevelopment of the property with a multistory storage facility. One public benefit would be an increased setback to the Mercer Slough. It will also provide customers with a modern facility. There is LI to the south and the east and LI is the appropriate designation for the site.

Mr. Kletzly expressed a desire to limit the geographic area to the Public Storage site only as a way to potentially offset the concerns staff has with the geographic expansion. A change to LI would bring the site into conformance with the property directly to the south and all of the properties directly to the east.

Mr. Johnson said the side yard setbacks will govern how wide a new building can be, and increasing the buffer to the west will further limit the building footprint.

Answering a question asked by Commissioner Carlson about redeveloping under the current OLB, Mr. Johnson said there is uncertainty associated with the conditional use process. LI allows the storage use outright. Mr. Kletzly said another driver under OLB is the 30-foot setbacks which would effectively eliminate a third of the middle building and would yield an inefficient building. It would physically be possible but economically infeasible to redevelop under OLB.

Mr. Keltzly said the increased buffer area would become stormwater detention and the area for cleaning stormwater before it is discharged into the system.

Chair Laing asked when the current buildings were developed, who the owner was at the time, and who owned the land when the current OLB zoning was determined for the site. Mr. Kletzly said the property was developed with the current use in 1977 by Sureguard. Sureguard and Public Storage merged in 2006. He said he did not know who owned the site when the OLB designation was given to it.

Mr. Johnson said redevelopment of the site will benefit the environment and will bring economic benefit to the city by creating jobs, taxes, agency fees and increased property taxes.

Answering a question asked by Chair Laing, Mr. Johnson said a rezone application was filed along with the application for a Comprehensive Plan amendment. He said no conditions have been contemplated that would allow only a public storage use to be constructed on the site, but added that Public Storage would be willing to do so.

Mr. Kletzly said the storage use currently on the site totals roughly 70,000 square feet. Under the redevelopment proposal, that would increase to about 130,000 square feet.

Commissioner Carlson asked about the concern voiced by staff that changing the designation could change the economics of the property by opening the door to other allowed uses. Mr. Kletzly allowed that the concern is a valid one, particularly in relation to Mercer Slough. The notion of a contract rezone would be very appealing to Public Storage and would assure that the storage use would continue on the site. He pointed out, however, that the economics of the storage use, given the ability to go vertical, will trump practically any other land use.

Motion to close the public hearing was made by Commissioner Carlson. Second was by Commissioner deVadoss and the motion carried unanimously.

8. STUDY SESSION

A. St. Luke's Lutheran Church Annual Comprehensive Plan Amendment - Final Review

A motion to recommend approval of the St. Luke's Lutheran Church Comprehensive Plan amendment to change the Comprehensive Plan designation from Single Family-Medium to Multifamily-Medium on 4.3 acres at 3030 Bellevue Way NE was made by Commissioner Hilhorst. The motion was seconded by Commissioner Carlson.

Commissioner Hamlin asked if for some reason the church decided to cease operations, what the maximum build out of the site would be under the Multifamily-Medium designation. Mr. Matz said the designation applied to the size of the site would yield 86 units. However, because of the wetland constraints, overall development would at the most yield between 62 and 68 units.

Answering a question asked by Commissioner Hamlin, Mr. Matz reminded him that at the Comprehensive Plan amendment level there is no specific proposal on the table. Staff did, however, calculate trip generation given the likely uses. Given the applicant's stated intent, PM Peak trips would be added, but not to the level that would trigger anything, thus the conclusion is that during development review it will be possible to mitigate them under the city's codes and regulations.

Commissioner Carlson pointed out that the site is well served by transit. As such it is suited to an affordable housing use, particularly so given that low-income residents often do not have a car.

Commissioner Tebelius asked if recommending approval of the Comprehensive Plan amendment would set a pattern for other religious institutions to follow. Mr. Matz pointed out that the Holy Cross Comprehensive Plan amendment proves that not all similar proposals receive approval. The framework for the site-specific Comprehensive Plan amendment process gives the city the ability to look at each site separately and to reach conclusions separately.

Commissioner Tebelius commented that for the most part religious institutions located in neighborhoods are quiet places. Usually the sites are quite large. She asked if the applicant has discussed the intent to continue with the church use and to not convert the entire parcel to multifamily housing. Mr. Matz reminded her that in changing a designation the current use is not the issue. If the designation is changed and the current church use continues, the anticipation is that about 58 housing units will be developed. Should the church use go away, the site could support 10 or 15 units more than that, all of which would be consistent with the surrounding multifamily developments. The church has owned the property for 25 years and it is a consistent part of the church's mission to look at how it might continue to use the site.

Commissioner Tebelius said there is a some indication that for some churches membership is decreasing, and as a result the institutions are looking for ways to reduce their expenses by selling land or giving it up to other uses. She asked if there was any sense that costs were driving the church's decisions. Mr. Matz said he could not speak to that as he had no firsthand knowledge.

Commissioner deVadoss asked why the church site has a single family designation when the immediate surrounding properties are all multifamily. Mr. Matz speculated that church sites in the past were largely designated for low-density residential as that was the predominant land use. Mr. Inghram added that until recently churches had no motivation to seek a change to their underlying zoning.

Chair Laing stressed for the benefit of the audience that the Commission was looking to make a recommendation on the highest level of abstract land use regulation, namely the Comprehensive Plan. There is another component which brings things more into focus, and that is the zoning. Where changes to the Comprehensive Plan are made, a change to the zoning must be made as well. It is not until those things happen that an application can be submitted for an actual project which will then be subject to various reviews and notice.

The motion carried unanimously.

B. Public Storage Annual Comprehensive Plan Amendment - Final Review

A motion to recommend approval of the Public Storage Comprehensive Plan amendment to change the Comprehensive Plan designation from Office Limited Business to Light Industrial on 7.3 acres at 1111 118th Avenue SE, 969 118th Avenue SE and 1021 118th Avenue SE was made by Commissioner Tebelius. The motion was seconded by Commissioner Hilhorst.

Chair Laing sought a friendly amendment to reduce the geographic scope of the recommendation to the applicant's subject site, and to include a recommendation that if the Comprehensive Plan amendment is adopted any rezone be conditioned to limit the site to storage use.

Chair Laing said any recommendation relative to the rezone would go forward to the Council as an advisory addendum.

As maker of the motion, Commissioner Tebelius accepted the friendly amendment. As seconder of the motion, Commissioner Hilhorst did as well.

Chair Laing said the case appears to be one in which the city changed the zoning on the site which resulted in the storage use nonconforming. There is policy in the Environmental Element of the Comprehensive Plan that talks about redevelopment as a way of reducing the amount of impervious surface and better stormwater quality. It will be a win for the environment to allow for the redevelopment in line with what the applicant has indicated. There are significantly changed circumstances in terms of a diminishing LI land supply and in terms of the zoning having been changed on top of an established use. There also would be significant public benefit from having the storage use close to where city actions have concentrated multifamily uses.

Commissioner Carlson allowed that the argument made by staff that changing the designation could lead to something other than a storage use and the possibility of property speculation was

very intriguing. He allowed, however, that the response by the applicant that the storage use is in fact the highest and best use carried the day. He asked staff if under the current code restrictions the applicant could in fact develop what they have indicated they want to see on the site. Mr. Matz said the argument made by the applicant was that the dimensional requirements of OLB could be met but it would be economically unfeasible to do so. The recommendation of the city is that the dimensional requirements can in fact be met. The OLB has deeper setbacks and less allowed floor area and staff calculated that OLB would allow roughly 90,000 square feet. Under LI there could be closer to 140,000 square feet of total space. Staff made no indications of how that space could be packaged.

Commissioner deVadoss asked about the small strip of LI land to the south of the subject property. Mr. Matz pointed out that clearly something by way of land designation was tried in the past to encourage a variety of uses to move towards OLB given that there are several properties with uses that are not consistent with the underlying zoning. The site is constrained by wetlands and could redevelop with LI uses, but only in accord with required setbacks. It would be a question for the property owner as to whether redevelopment would pencil out. Mr. Inghram added that the likelihood of someone tearing down an existing office building and be faced with redeveloping with a smaller footprint seems low.

Commissioner Hamlin voiced his full support for narrowing the geographic scope to the subject property only. He also said that because there is LI to the south it makes more sense to change the designation to LI on the subject property. The fact that the owner is ready to move forward with improving the site by removing impervious surface and meeting all buffer requirements represents a public benefit.

Commissioner deVadoss asked staff where they would stand given the amendment to the motion. Mr. Matz said staff would be reluctant to support a contract rezone. He stressed that going forward that portion of the motion will be advisory only. The difficulty lies in the noncomforming use provisions, not the conditional use permit process.

Mr. Inghram said the staff recommendation that has been made is part of the record. It is based largely on the fact that LI represents a range of uses that largely are not appropriate on the subject site. One option would be to discuss with the Council ways to fix OLB as opposed to moving forward with the Comprehensive Plan amendment. Staff is not opposed to the storage use continuing or redeveloping on the site.

The motion carried unanimously.

9. OTHER BUSINESS - None

10. DRAFT MINUTES REVIEW

A. January 14, 2015

A motion to approve the minutes as submitted was made by Commissioner Hamlin. The motion was seconded by Commissioner Hilhorst and it carried without dissent; Commissioner Tebelius abstained from voting.

B. April 8, 2015

A motion to approve the minutes as submitted was made by Commissioner Tebelius. The motion was seconded by Commissioner Hamlin and it carried unanimously.

11. PUBLIC COMMENT - None

12. ADJOURN

A motion to adjourn was made by Commissioner Hamlin. The motion was seconded by Commissioner Tebelius and it carried unanimously.

Chair Laing adjourned the meeting at 9:07 p.m.