



# Bellevue Planning Commission

**Wednesday, June 25, 2014**

6:30 to 10:00 p.m. ■ 1E-113

City Hall ■ 450 110<sup>th</sup> Ave. NE, Bellevue

## Agenda

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|-----------|---|--|
| 6:30 p.m. | <ol style="list-style-type: none"><li>1. <b>Call to Order</b><br/><i>Diane Tebelius, Chairperson</i></li><li>2. <b>Roll Call</b></li><li>3. <b>Public Comment*</b><br/><i>Limited to 5 minutes per person or 3 minutes if a public hearing has been held on your topic</i></li><li>4. <b>Approval of Agenda</b></li><li>5. <b>Communications from City Council, Community Council, Boards and Commissions</b></li><li>6. <b>Staff Reports</b><br/><i>Paul Inghram, Comprehensive Planning Manager</i></li><li>7. <b>Study Session</b></li></ol> |  |
| 7:00 p.m. | <ol style="list-style-type: none"><li>A. Land Use Code Amendments to Address Recreational Marijuana Pg. 1<br/>Direct scheduling of a public hearing<br/><i>Catherine Drews, Legal Planner, Development Services</i></li></ol>   |  |
| 8:30 p.m. | <ol style="list-style-type: none"><li>B. Eastgate/I-90-related Subarea Plan Amendments Pg. 31<br/>Review draft policies for the Eastgate Subarea<br/><i>Paul Inghram, AICP, Comprehensive Planning Manager, and Erika Conkling, AICP, Senior Planner, Planning and Community Development</i></li></ol>  |  |
| 9:15 p.m. | <ol style="list-style-type: none"><li>C. Comprehensive Plan Update – General Updates and Public Engagement Policies Pg. 71<br/><i>Review general project updates and draft public engagement policies</i><br/><i>Paul Inghram, AICP, Comprehensive Planning Manager, and Andrew Kidde, Mediation Program Manager, Planning and Community Development</i></li></ol>  |  |
|           | <ol style="list-style-type: none"><li>8. <b>Committee Reports</b><br/><i>Downtown Livability</i></li><li>9. <b>Other Business</b><br/>Election of chairperson and vice chair</li><li>10. <b>Public Comment*</b> - <i>Limited to 3 minutes per person</i></li><li>11. <b>Draft Minutes Review</b><ul style="list-style-type: none"><li>• May 14, 2014</li><li>• May 28, 2014</li></ul></li></ol>   |  |

10:00 p.m.

12. **Next Planning Commission Meeting – July 9**
  - Single Family Rental Housing code amendments
  - Comprehensive Plan Update – continue review of draft sections
13. **Adjourn**

*Agenda times are approximate*

**Planning Commission members**

Diane Tebelius, Chair  
Aaron Laing, Vice Chair  
John Carlson  
Jay Hamlin

Michelle Hilhorst  
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).*



# MEMORANDUM

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DATE: June 10, 2014

TO: Chair Tebelius, Members of the Planning Commission

FROM: Catherine A. Drews, Legal Planner, Development Services Department  
425-452-6134

SUBJECT: Land Use Code Amendment  
Recreational Marijuana Uses Permanent Regulations

The June 25 study session will continue discussion about developing permanent regulations for recreational marijuana uses. The Planning Commission held an introductory study session on May 28<sup>th</sup> where it reviewed background information and began to discuss options for implementing the permanent regulations. The Commission also identified a set of questions for further discussion at its meeting on June 11<sup>th</sup>. This memorandum provides some of the same information for reference, including the City's interim regulations for recreational marijuana uses and Council's approved planning principles. At the study session, staff will respond to questions raised by the Planning Commission and seek Planning Commission direction to draft an ordinance governing the regulation of recreational marijuana uses for consideration at a July 23<sup>rd</sup> or 30<sup>th</sup> public hearing. Representatives from the Bellevue Police Department will also address the Planning Commission regarding enforcement strategies for recreational marijuana uses.

As the Commission is aware, Council hopes to have permanent regulations in place before the interim regulations expire on October 21. While no formal action is requested at this time, it is hoped that at the conclusion of the June 25 study session the Commission will be prepared to direct staff with to schedule a public hearing and to prepare a proposed draft ordinance for consideration during the public hearing.

Recreational marijuana uses include only those uses allowed under Initiative 502 ("I-502"): marijuana producers, processors, and retailers. I-502 did not amend or address medical cannabis collective gardens. Three producers/processors have applied for building permit applications to establish operations in the Light Industrial Land Use district, primarily in the Richards Valley area. The state has allocated four retail licenses for Bellevue.

At the May 28 study session, Councilmember Stokes advised the Planning Commission to balance protecting the community from impacts related to recreational marijuana uses without effectively prohibiting the uses.

## **I. Development of the Interim Regulations (Ordinances Nos. 6133 B-1 and 6156).**

The City's interim regulations governing recreational marijuana uses establish allowable land use districts for these uses and include performance standards intended to mitigate the impacts associated with recreational marijuana uses. The interim regulations are included as Attachments 1 and 2. Unlike medical cannabis collective gardens, the Washington State Liquor Control Board ("LCB") has developed, and continues to amend, implementing regulations ("LCB rules") for these uses. Many of the LCB's rules address land use impacts, such as separation requirements, prohibiting these uses in personal residences, and signage limitations. These rules also provide performance and operational limitations and standards, including, but not limited to security, transportation, production methods and limits, product display, extraction processes, packaging and labeling requirements, tracing systems, transaction limits, hours of operation, and the handling of solid and liquid wastes.

The City's interim regulations allow recreational marijuana uses outright in compatible land use districts because of the robust state program, additional requirements in the Land Use Code, and additional mitigation measures adopted by the Council. The City's interim regulations and applicable state laws are anticipated to address the impacts associated with recreational marijuana uses. The Puget Sound Clean Air Agency recently announced that it will address emissions related to recreational marijuana producers and processors to address odorous emissions which may cause nuisance impacts offsite if not properly controlled. The agency does not anticipate any odor issues with retail outlets.<sup>1</sup>

### **A. Determination of Appropriate land use districts for interim zoning regulations.**

Appropriate land use districts were determined for the interim zoning ordinance by comparing the three proposed uses to allowed uses in the land use charts and ensuring consistency with applicable goals and policies in the Comprehensive Plan. It was determined that the three uses were most similar to agricultural production and processing uses, and miscellaneous retail uses, as explained in further detail below. Special care was addressed to the protection of single-family neighborhoods. The proposed land use districts were mapped using City GIS data and the state separation requirements. A copy of the October 30, 2013 map is included as Attachment 4. This exercise demonstrated that recreational marijuana uses were largely and properly confined to the City's commercial land use districts. A description of the three uses and the logic underlying the determination of appropriate land use districts follows.

- 1. Marijuana Production and Processing.** The LUC use charts provide for agricultural production in many land use districts throughout the City. Agricultural processing is allowed only in the Light Industrial (LI) land use district. The LCB's rules allow an entity to hold both a producer and processor license, and doing so avoids payment of the 25% excise tax for a transaction between a producer and a processor. To accommodate the anticipated double licenses for producers and processors, Council limited marijuana production and processing to the LI land use district.
- 2. Marijuana Retail Outlets.** A marijuana retailer license allows the licensee to sell only usable marijuana, marijuana-infused products, and marijuana paraphernalia at retail in

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<sup>1</sup> <http://www.pscleanair.org/marijuana/index.aspx> (last visited June 16, 2014).

retail outlets to person twenty-one years of age or older. Retail outlets are prohibited from displaying marijuana or marijuana products in a way that is visible from the public right of way. The LCB governs these retailers similar to liquor stores. The City's use charts categorize the sale of liquor and drugs as miscellaneous retail uses. Because of the operational and regulatory similarity of the new recreational marijuana stores to liquor stores, the new use was determined to be a miscellaneous retail use. While miscellaneous retail uses are allowed in many land use districts, retail marijuana outlets were prohibited in districts whose primary purpose was residential or that provided services to surrounding residential neighborhoods, such as the Neighborhood Business and Downtown Residential land use districts. Under the interim regulations, marijuana retail uses are allowed outright in the following land use districts:

1. General Commercial (GC) (note: medical cannabis collective gardens also allowed)
2. Community Business (CB)
3. Factoria Land Use District 1 (F 1)
4. Downtown Office District (DNTN O-1/DNTN O-2)
5. Downtown Mixed Use District (DNTN-MU)
6. Downtown Old Bellevue Business District (DNTN-OB)
7. Downtown Office and Limited Business District (DNTN-OLB)
8. Bel-Red Office Residential and Nodes (BR-OR/OR1/OR2)
9. Bel-Red Residential Commercial and Nodes (BR-RC-1, RC-2, RC-3)
10. Bel-Red General Commercial (BR-GC) (note: medical cannabis collective gardens also allowed)
11. Bel-Red Commercial Residential (BR-CR)
12. Bel-Red Office Residential Transition (BR-ORT)

If the Planning Commission recommends any amendments to the list of allowable land use districts, the recommendation must also include an amortization schedule to phase-out any legally-established recreational marijuana uses in land use districts where the uses are newly prohibited.

B. Determination of Performance Standards.

In addition to establishing appropriate land use districts for the three recreational marijuana uses, the interim regulations contain the following performance standards, including standards proposed and adopted by the Council:

1. Prohibits recreational marijuana uses in residential districts (R1-R30);
2. Allows only state-licensed recreational marijuana uses (medical cannabis collective gardens are not licensed or regulated by the LCB);
3. Requires compliance with the LCB's rules;
4. Incorporates the state separation requirements;
5. Includes City-imposed separation requirements between recreational marijuana uses, medical cannabis collective gardens, and between recreational marijuana retailers;

6. Prohibits marijuana retailers as subordinate or accessory uses;
7. Requires marijuana be grown indoors;
8. Imposes additional signage requirements for all recreational marijuana uses;
9. Requires control of odors (abutting use or property); and
10. Imposes additional security requirements, including securing marijuana products after business hours in a safe or substantially constructed and locked cabinet and providing a screened and secure loading area.

## **II. Description of the Proposed Land Use Code Amendments**

Developing permanent regulations based on the interim regulations for recreational marijuana uses will require amending the following land use provisions:

1. **Use Charts.** Both the general and Bel-Red wholesale/retail and resource use charts must be amended to include allowed land use districts for recreational marijuana uses. As was done for medical cannabis collective gardens, staff recommends including a footnote at the end of each applicable use chart directing the reader to the specific regulations in the general requirements section of the LUC.
2. **General Requirements.** Like medical cannabis collective gardens, a new section will be added to the General Requirements provision of the Land Use Code. This new section will incorporate the performance standards in the interim ordinances, including specific definitions, and any additional requirements for recreational marijuana uses.

## **III. Response to Planning Commission Questions**

The Planning Commission requested staff to address the following topics during the May 28 and June 11 study sessions: (1) hours of operation; (2) increasing separation distances from high schools; (3) including private parks and private schools and religious facilities in the separation requirements; (4) prohibiting recreational marijuana uses in the Downtown Perimeter Design District; (5) if the uses should require review under an Administrative Conditional Use Permit; and (5) demonstrate the proposed ordinance is as protective as the rules for alcohol. The Planning Commission also requested to see a map of proposed locations and distances. A map showing these features is included as Attachment 5. These topics are discussed below.

### **A. Hours of Operation**

The LUC does not set operating hours for retail uses, including liquor stores. The LCB governs operating hours for liquor stores. There is one exception for retail uses in the Neighborhood Business District (NB) that desire to operate between the hours of 12:00 a.m. and 6:00 a.m. These uses must obtain an administrative conditional use permit.<sup>2</sup> Recreational marijuana uses are not permitted in the NB under the interim ordinance because of the NBs purpose to provide retail and services to surrounding single-family neighborhoods.<sup>3</sup> (LUC 20.10.340). No

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<sup>2</sup> Land Use Charts, 20.10.440, Wholesale and Retail Uses, note 5.

<sup>3</sup> LUC 20.10.340.

recreational marijuana uses are allowed under the interim regulations in residential neighborhoods. Operating hours for adult entertainment uses is governed by Chapter 5.08 BCC.

LCB permits the retail sale of recreational marijuana between the hours of 8:00 a.m. and 12:00 a.m. The Bellevue City Code typically incorporates by reference state liquor regulations instead of implementing city-specific regulations. *See e.g.*, Ch. 5.06 (Public Dances and Dance Halls); BCC 5.08.100 (Cabarets and Adult Entertainment); BCC 10.03.110 (adoption of specific RCWs (for criminal and civil penalties)).

*Staff Suggestion:* Maintain LCB hours of operation consistent with state law. Doing so is consistent with current practices for the regulation of alcohol. Maintaining the LCB hours of operation is also consistent with several of the Council-approved planning principles: number four (regulations are specific and understandable); number 5 (administration and enforcement is straightforward); and number 6 (Outcome is in conformance with applicable state law). The Planning Commission could consider recommending the Council direct staff to monitor retail marijuana operations to determine if adjustments to hours of operation are warranted.

B. Should the Planning Commission Recommend Increasing Separation Distances?

*i. Recreational Marijuana Separation Requirements*

The Planning Commission inquired if the 1,000 foot separation distance should be increased for high schools. To examine this inquiry, staff reviewed the LCB rules, liquor rules, and separation requirements for adult entertainment, which are required to be separated from a similar set of uses as recreational marijuana. There are no separation requirements for liquor stores; however, there are similar separation requirements for adult entertainment uses.

The LCB rules require that recreational marijuana uses be separated from certain uses by a distance of no less than 1,000 feet (note: in the list below staff has provided a summary of relevant state definitions in parenthesis):

- Elementary or secondary school (includes public and private schools recognized by the Washington state Superintendent of Public Instruction);
- Playground (a public outdoor recreation area for children . . . owned or managed by a city, county, state, or federal government);
- Recreation center or facility (a supervised center that provides a broad range of activities and events intended primarily for use by persons under the age of 21 years of age and owned/managed by a charitable non-profit organization, city, county, state, or federal government (such as Bellevue's Community Centers);
- Child Care Center (an entity that regularly provides child day care and early learning services for a group of children for periods of less than 24 hours licensed by the state department of Early Learning under Chapter 170-295 WAC (in the City this use must qualify as a family in home child care or child care center under the City's LUC requirements and under Chapter 170-295 WAC);
- Public Park (area of land for enjoyment of the public . . . owned and/or managed by a city, county, state, federal government or metropolitan park district.

- Public Transit Center;
- Library; or
- Any game arcade (where admission is not restricted to persons age twenty-one or older).

WAC 314-55-010 (definitions) and WAC 314-55-050(10). The City’s interim regulations additionally require that recreational marijuana uses must be separated from medical cannabis collective gardens by 1,000 feet, and recreational marijuana retailers must be separated from each other by a minimum of 1,000 feet. The separation requirement between retail outlets has already worked to prevent clustering of retail marijuana stores in the downtown.

*ii. Liquor Store Separation Requirements*

State alcohol regulations do not require separation between uses. For new liquor applications, the applicant must notify public or private schools, church, public college or university within 500 feet of the proposed location. RCW 66.24.010(9); WAC 314-07-020(3); 065. When reviewing an application for a new liquor store, the LCB must give consideration to the proposed location’s proximity to churches, schools, and public institutions (higher education, parks, community centers, libraries, and transit centers). RCW 66.24.010(9). The entity can then file an objection with the LCB, which must consider that objection when evaluating a liquor license application. The LUC does not require any separation between liquor stores and other uses.

*iii. Adult Entertainment Separation Requirements under the LUC*

Adult entertainment<sup>4</sup> uses are prohibited within 660 feet of residential neighborhoods (R1-R30); single or multiple-family residences, public or private schools (preschool – twelfth grade), religious facilities, public parks, child care services, child day centers, public libraries, community youth centers, massage parlors, or other adult entertainment uses. LUC 20.20.127. With the exception of religious institutions and massage parlors, the list of uses and activities is almost identical to those in the LCB separation requirements. A community youth facility is undefined in the Land Use Code, but the Land Use Division has consistently interpreted this use as:

Community facilities which primarily serve the public, and generally are of a non-commercial nature. Examples of such facilities include schools, religious institutions, and public recreation facilities. This definition does not include professional services such as counseling for adolescents and their families”

*Staff Suggestion:* Maintain the 1,000 foot separation requirement. Maintaining the LCB 1,000 foot separation requirement is consistent with state licensing requirements and federal sentencing guidelines related to marijuana crimes. The Council planning principles specifically state that the regulations are to be specific, understandable, and the administration and enforcement is to be straightforward. Providing regulatory consistency for the separation distance fulfills Council’s direction.

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<sup>4</sup> Adult entertainment is a protected class under the First Amendment to the United States Constitution. Unlike adult entertainment, recreational marijuana uses are not constitutionally protected.



The Planning Commission could consider recommending the Council direct staff to monitor retail marijuana operations to determine if adjustments to separation distances are warranted.

C. Should the Planning Commission Recommend Additional Uses for Separation?

*i Facility of Children*

The Planning Commission inquired if the City should include other uses in addition to those listed in WAC 314.55.050. At issue was whether religious facilities should be included and if the definitions are sufficient to address private parks. At the June 11 study session an additional inquiry was made regarding “facility of children.” This term is undefined in the LUC or the state rules. As discussed in Section B. iii above, the City typically has required separation from charitable or public centers providing recreation for youth. The City has not required that uses be separated from recreation facilities other than those that are community-oriented. The basis for this policy choice in part, concerns the scope of which facilities and uses frequented or used by children that should be included. For example restaurants and movie theatres are commonly visited by children. Also, the City does not track or maintain a database of the location of children’s recreation facilities. Conversely, public recreation facilities typically require a conditional use permit allowing staff to locate these facilities. For these reasons, when the city has required separation from uses serving children, the City has included only community facilities of a non-commercial nature.

*Staff Suggestion:* For regulatory consistency and predictability with applicable state law and the LUC, and for ease of administration and enforcement, staff suggests the Planning Commission consider maintaining the state list of youth-oriented uses for the purposes of applying the 1,000 foot separation requirements.

*ii. Religious Facility*

A religious facility is a facility operated for worship, mediation, or prayer. LUC 20.50.044. Religious facilities are typically located in residential land use zones and therefore are separated from recreational marijuana uses. There are, however, at least two churches in the downtown (Mars Hill and Bellevue First Congregational), and one in Bel-red (Blue Sky). Bellevue First Congregational sold its property earlier this year and would prefer relocating to a new site Downtown; a new office tower is anticipated on that site in the future. Applicants for liquor licenses must notify churches located within 500 feet of the proposed use of their application, but no separation between a church and the proposed use is required. Under the LUC, adult entertainment uses are required to be separated from religious facilities by a distance of 660 feet. If separation of 1,000 feet was required from religious facilities it would effectively ban marijuana uses from nearly all areas of the city, because of the location of churches in Downtown, Bel-Red, and Factoria.

*iii. Private Schools*

The LCB rules encompass schools recognized by the Washington State Superintendent of Instruction. This includes public and private schools.

iv. *Private Parks*

Private parks are defined under the LUC as a “facilities under private ownership which provide passive recreation activities such as beaches, trails, camping sites, horticultural exhibits or interpretive centers.” LUC 20.50.040. Vasa Park would be considered a private park under the LUC; however, Vasa Park falls outside the state definition of park or recreation center. No recreational marijuana uses could establish within 1,000 feet of Vasa Park because the park and the surrounding zoning is R-5, and recreational marijuana uses are prohibited in residential zones under the City’s interim regulations and applicable state law. Private parks associated with homeowner’s associations are similarly protected by their location in residential neighborhoods. The same reasoning holds true for the Samena Swim and Recreation club, which although is registered as non-profit entity with the state, it is not a charitable organization, and so falls outside of the state definition for recreation centers. There are private parks required for future development in Bel-Red. There are no separation requirements for private or public parks for state liquor stores. Also, the City does not track or maintain a database of private parks.

*Staff Suggestion:* Private schools are included under the LCB rules, so it is unnecessary to specifically include the term “private schools.” Doing so however, is a simple amendment if the Planning Commission desires to include this language for clarity purposes. Private parks are protected due to their locations in residential neighborhoods. Consequently, it is unnecessary to add private parks to the separation requirements. This is consistent with current practices for the regulation of alcohol and adult entertainment uses, and the Council-approved planning principles: number four (regulations are specific and understandable); number 5 (administration and enforcement is straightforward); and number 6 (Outcome is in conformance with applicable state law). The same reasoning holds for religious facilities, the majority of which are located in residential land use districts, and therefore are separated from recreational marijuana uses. The Planning Commission could consider recommending the Council direct staff to monitor retail marijuana operations to determine if the including uses other than those in the LCB rules is warranted.

D. Should the Planning Commission Recommend Eliminating the Downtown Perimeter Design District for Recreational Marijuana Retail Uses?

The Downtown Perimeter Design District is comprised of three sub-districts (A, B, and C), and is a linear district that wraps around three sides of the downtown. The northern boundary is NE 12<sup>th</sup> between 100<sup>th</sup> and 112<sup>th</sup> Avenue NE. The western boundary runs parallel to 100<sup>th</sup> Avenue NE between NE 12<sup>th</sup> and Main Street (the western portion of sub-district A along Main Street extends slightly south of Main Street). The southern boundary of the district runs parallel to Main Street between 100<sup>th</sup> Avenue NE and 112<sup>th</sup> Avenue NE. A map depicting the Downtown Perimeter Design District is included as Attachment 6. The purpose of the district is to establish a stable development program for the perimeter between the Downtown and adjacent residential neighborhoods. LUC 20.25A.090.B. All development proposed in the district must undergo downtown design review. LUC 20.25A.090.C. Design criteria include setbacks, lot coverage, building heights, floor area ratios, landscaping requirements, and design guidelines for buildings. *Id.* Uses are not regulated by the Downtown Perimeter Design District provisions. The

Downtown Park is included within the district. Under the LCB rules and the City's interim regulations, no recreational marijuana uses are permitted within 1,000 feet of this park.

The district contains seven land use districts and retail marijuana uses are allowed in three of the land use districts zones:

1. DNTN- OLB
2. DNTN – R (no recreational marijuana uses allowed)
3. DNTN – MU
4. DNTN – OB
5. Professional Office (PO: no recreational marijuana uses allowed)
6. Office (O: no recreational marijuana uses allowed)
7. R-30 (no recreational marijuana uses allowed)

Only recreational marijuana retail outlets are allowed in the downtown. Of the four retail licenses allocated for Bellevue, two retail marijuana outlets are proposed in the Downtown Perimeter Design District in the DNTN-MU. Under the separation requirements in the interim regulations; however, only one retail use will be allowed. If any retail use becomes legally-established and the use is subsequently prohibited from the district, the City must include a reasonable amortization period to phase-out the retail use in the district. Liquor stores and adult entertainment uses are allowed outright in the Perimeter Design District.

The LUC also contains limitations on miscellaneous retail uses and these limits would apply to recreational marijuana retail outlets in the DNTN-OB and the DNTN-OLB. These limits are denoted by footnotes in the use charts. See Chart 20.10.440, Uses in land use districts, Standard Land Use Code Reference 59 (Misc Uses)). Footnote 30 limits the size of retail uses to a maximum of 15,000 gross square feet or up to 25,000 gross square feet per establishment. Note 38 provides specific limits for retail uses in the DNTN-OLB, the first of which may prohibit the citing of recreational marijuana uses because of the conflict between the allowed corresponding DNTN-OLB use and separation requirements under the LCB rules. For example, a miscellaneous retail use may be allowed in the DNTN-OLB if it is functionally integrated into a building used primarily as a charitable organization.

Additionally, all uses in the Downtown must undergo design review and meet the requirements of Downtown Overlay District, Part 20.25A, the Perimeter Design District (if applicable), and any FAR Amenity Incentives that apply to the proposed location. For example, if a building received additional FAR under the incentive program by providing pedestrian-oriented frontage, a proposed recreational marijuana retailer would need to meet the corresponding code requirements. LUC 20.25A.030. Liquor stores and adult entertainment are permitted outright in the Downtown land use district with the exception that adult entertainment is not allowed in the DNTN-R, and neither are recreational marijuana uses.

*Staff Suggestion:* Implement land use zones in the Downtown consistent with the interim regulations. The LUC provides sufficient requirements to maintain neighborhood character and to address the anticipated land use impacts associated with operation of recreational marijuana retail outlets. Maintaining the land use zones in the interim regulations is consistent with

Council's direction to protect neighborhoods without prohibiting the use. If the Planning Commission recommends amending the appropriate land use districts, a reasonable amortization period must be included for any uses that may legally-establish under the current zoning.

E. Should the Planning Commission Recommend Administrative Conditional Use Permits for Recreational Marijuana Uses?

This memorandum discusses the strong state program governing recreational marijuana uses and the policy and logic underlying the determination of appropriate land use districts. The state rules, oversight of emissions by the Puget Sound Clean Air Agency, and the City's land use code are anticipated to address the impacts related to the operation of recreational marijuana uses. An administrative conditional use permit is required for medical cannabis collective gardens because there is not a robust state regulatory program defining operational requirements and addressing some land use impacts. Staff does not recommend requiring a permitting process for recreational marijuana uses.

Next Steps:

The proposed work schedule below captures the work necessary for the Planning Commission to develop and transmit its recommendation for permanent regulations to the Council. The schedule includes a courtesy public hearing before the East Bellevue Community Council. The EBCC's courtesy public hearing is typically held before the Planning Commission holds its public hearing to allow staff to provide the EBCC's comments or concerns to the Planning Commission at its public hearing. The proposed schedule is as follows:

- May 28 – Introductory Study Session, including presentation of the Planning Principles
- June 25 – Study Session
- September 2 – Courtesy Public Hearing before the East Bellevue Community Council
- July 23 or 30 – Proposed public hearing on draft Recreational Marijuana Uses Code Amendment

Following the July 23 or 30 public hearing, staff anticipates the Planning Commission would present its recommendation to the Council in late September, with final action to follow shortly thereafter. The intent of the schedule is to allow the City Council to consider and adopt permanent regulations for recreational marijuana uses before the interim regulations are set to expire on October 21, 2014.

**Attachments**

1. Ordinance No. 6133 B-1
2. Ordinance No. 6156
3. Council-adopted Planning Principles (Dec. 2013)
4. Map of Possible Sites for Recreational Marijuana Uses (Prepared by City of Bellevue GIS Services (October 30, 2013))
5. Map Showing Varied Separation Distances (Prepared by City of Bellevue GIS Services (June 2013))
6. Map of Perimeter Design Districts, City of Bellevue LUC 20.25A.090 (page 174).

1357-ORD  
10/21/13

**Option B-1**

## CITY OF BELLEVUE, WASHINGTON

ORDINANCE NO. 6133 B-1

AN ORDINANCE of the City of Bellevue, Washington, adopting interim official zoning controls regarding recreational marijuana producers, processors and retailers for a period of six months, to be in effect while the City drafts, considers, holds hearings and adopts permanent zoning regulations, to be effective immediately upon adoption, scheduling a hearing on the maintenance of the interim zoning ordinance and declaring an emergency.

WHEREAS, Washington votes approved Initiative 502 (I-502) on November 6, 2012. In relevant part, I-502 legalized the possession of small amounts of marijuana and marijuana-related products for persons age 21 and older, and directed the Washington State Liquor Control Board (LCB) to develop and implement rules to regulate and tax recreational marijuana producers, processors, and retailers by December 31, 2013; and

WHEREAS, the LCB re-filed its proposed rules regulating recreational marijuana uses on September 4, 2013, and accepted the proposed rules on October 16; and

WHEREAS, the LCB rules become effective on November 16, 2013, and the LCB will begin accepting license applications for recreational marijuana beginning November 18, 2013. Applicants will be required to identify a business location with their application submittals; and

WHEREAS, the LCB allocated four recreational marijuana retail licenses for the City of Bellevue, and there are no limits on the number of recreational marijuana producer and processor licenses to be issued; and

WHEREAS, the City of Bellevue Land Use Code (LUC) prohibits all recreational marijuana producers, processors, and retailers as uses in the City of Bellevue;

WHEREAS, the City Council deems it to be in the public interest to establish interim regulations advising the public where recreational marijuana producers, processors, and retail uses may be located in the City of Bellevue before the application deadline established by the LCB for state licensing for such uses; and

WHEREAS, the establishment or licensing of recreational marijuana uses may allow new uses that are incompatible with nearby existing land uses and lead to erosion of community character and harmony; and

**Option B-1**

WHEREAS, marijuana is still classified as a schedule I controlled substance under federal law and crimes related to marijuana remain subject to prosecution under federal law; and

WHEREAS, On August 29, 2013, the United States Department of Justice, Office of the Attorney General, ("DOJ") released updated guidance regarding marijuana enforcement. The guidance reiterates that DOJ is committed to using its limited investigative and prosecutorial resources to address the most significant threats to public safety related to marijuana crimes in "the most effective, consistent, and rational way." The guidance directs federal prosecutors to review potential marijuana-related charges on a case-by-case basis and weigh all information and evidence, including whether the operation is demonstrably in compliance with a strong and effective state regulatory system and if the conduct at issue implicates one or more of the eight stated federal enforcement priorities. The DOJ appears to not differentiate application of the guidance between medical cannabis and recreational marijuana; and

WHEREAS, pursuant to RCW 36.70A.390 a public hearing must be held within 60 days of the passage of this ordinance; and

WHEREAS, establishment of interim regulations of six months in duration for establishment of recreational marijuana producers, processors, and retailers will prevent substantial change until the land areas and the text of development standards applicable to recreational marijuana uses is reviewed, and any needed revisions are made to city codes; and

WHEREAS, the potential adverse impacts upon the public safety, welfare, and peace, as outlined herein, justify the declaration of an emergency; now therefore,

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

Section 1. Interim Regulation Adopted. Recreational marijuana producers, processors, and retailers shall comply with the following provisions:

- A. Definitions. For the purposes of this interim regulation only, the definitions provided below and the definitions codified at WAC 314-55-010, now provided or as hereafter amended, shall apply to the provisions of this ordinance.
1. "Director" means the Director of the City of Bellevue's Development Services Department or his designee.
  2. "Marijuana" or "marihuana" means all parts of the plant Cannabis, whether growing or not, with a THC concentration greater than 0.3 percent on a dry weight basis; the seeds thereof; the resin extracted from any part of the plant; and every compound, manufacture, salt, derivative, mixture, or preparation of the plant, its seeds or resin. The term does not include the mature stalks of

## Option B-1

the plant, fiber produced from the stalks, oil or cake made from the seeds of the plant, any other compound, manufacture, salt, derivative, mixture, or preparation of the mature stalks (except the resin extracted therefrom), fiber, oil, or cake, or the sterilized seed of the plant which is incapable of germination.

3. "Marijuana processor" means a person licensed by the state liquor control board to process marijuana into useable marijuana and marijuana-infused products, package and label useable marijuana and marijuana-infused products for sale in retail outlets, and sell useable marijuana and marijuana-infused products at wholesale to marijuana retailers.
4. "Marijuana producer" means a person licensed by the state liquor control board to produce and sell marijuana at wholesale to marijuana processors and other marijuana producers.
5. "Marijuana-infused products" means products that contain marijuana or marijuana extracts and are intended for human use. The term "marijuana-infused products" do not include useable marijuana.
6. "Marijuana retailer" means a person licensed by the state liquor control board to sell useable marijuana and marijuana-infused products in a retail outlet.
7. "Retail outlet" means a location licensed by the state liquor control board for the retail sale of useable marijuana and marijuana-infused products.
8. "Useable marijuana" means dried marijuana flowers. The term "useable marijuana" does not include marijuana-infused products.

B. Chapter 314-55 WAC, now or as hereafter amended, shall apply in addition to the provisions of this ordinance.

C. Limitations on Uses. The following limitations shall apply to all marijuana producers, processors, and retailers, unless stated otherwise:

1. A marijuana producer, retailer, or processor, shall not be located within 1,000 feet of the following uses or any use included in Chapter 314-55 WAC now or as hereafter amended:
  - a. Elementary or secondary school;
  - b. Playgrounds;
  - c. Recreation center or facility;
  - d. Child care centers;
  - e. Public parks;
  - f. Public transit centers;

## Option B-1

- g. Libraries;
  - h. Any game arcade or
  - i. Any medical cannabis collective garden.
2. No marijuana producer, processor, or retailer shall be allowed in single family and multi-family land use districts (R-1 – R-30).
  3. No marijuana retailer is allowed as a subordinate or accessory use in any land use district.
  4. Marijuana shall be grown in a structure. Outdoor cultivation is prohibited.
- D. Marijuana Retail Outlets. For the purposes of this interim ordinance, marijuana retail outlets are considered within the land use classification of "Miscellaneous Retail Trade," and shall comply with all corresponding notes in the use charts for the underlying land use district where the retail outlet is located. Retail outlets shall also comply with the applicable requirements of Chapter 20.25 LUC, Special and Overlay Districts. Marijuana odor shall be contained within the retail outlet so that odor from the marijuana cannot be detected by a person with a normal sense of smell from any abutting use or property. If marijuana odor can be smelled from any abutting use or property, the marijuana retailer shall be required to implement measures, including but not limited to, the installation of the ventilation equipment necessary to contain the odor. Retail outlets may only be located in following land use districts:
1. General Commercial (GC);
  2. Community Business (CB);
  3. Factory Land Use District 1 (F1);
  4. Downtown Office District (DNTN O-1);
  5. Downtown Office District (DNTN O-2)
  6. Downtown Mixed Use District (DNTN-MU);
  7. Downtown Old Bellevue Business District (DNTN-OB);
  8. Downtown Office and Limited Business District (DNTN-OLB)
  9. Bel-Red Office Residential and Nodes (BR-OR/OR1/OR2)
  10. Bel-Red Residential Commercial and Nodes (BR-RC-1, RC-2, RC-3);
  11. Bel-Red General Commercial (BR-GC);
  12. Bel-Red Commercial Residential (BR-CR);
  13. Bel-Red Office Residential Transition (BR-ORT).
- E. Signage for Marijuana Retail Outlets. Retail outlets shall comply with WAC 314-55-155(1), now or as hereafter amended. Additionally, signage for retail outlets must undergo design review in those land use districts requiring such review in City of Bellevue Sign Code, Chapter 22B BCC.
- F. Marijuana Producers and Processors. For the purposes of this interim ordinance, marijuana producers are considered within the land use



## Option B-1

classification "Agricultural Production of Food and Fiber Crops," and marijuana processors are considered within the land use classification "Agricultural production." Marijuana processors and producers shall comply with all corresponding notes in the use charts for the Light Industrial land use district. Marijuana producers and processors shall also comply with the applicable requirements of Chapter 20.25 LUC, Special and Overlay Districts. Marijuana production and processing facilities are allowed only in the Light Industrial land use district and shall comply with the following provisions:

1. Marijuana production and processing facilities shall be ventilated so that the odor from the marijuana cannot be detected by a person with a normal sense of smell from any adjoining use or property;
  2. Signage for marijuana producers and processors shall comply with the City of Bellevue Sign Code, Chapter 22B of the Bellevue City Code.
  3. A screened and secured loading dock, approved by the director shall be required. The objective of this requirement is to provide a secure, visual screen from the public right of way and adjoining properties, and prevent the escape of orders when delivering or transferring marijuana, useable marijuana, and marijuana-infused products.
- G. Security. In addition to the security requirements in Chapter 315-55 WAC, during non-business hours, all recreational marijuana producers, processors, and retailers shall store all useable marijuana, marijuana-infused product, and cash in a safe or in a substantially constructed and locked cabinet. The safe or cabinet shall be incorporated into the building structure or securely attached thereto. For useable marijuana products that must be kept refrigerated or frozen, these products may be stored in a locked refrigerator or freezer container in a manner approved by the Director, provided the container is affixed to the building structure.

Section 3. Duration and Scope of Interim Regulations. The interim regulations imposed by this ordinance shall become effective on the date herein, and shall continue in effect for an initial period of sixty (60) days, unless repealed, extended, or modified by the City Council after subsequent public hearings and the entry of additional findings of fact pursuant to RCW 35A.63.220.

Section 4. Public Hearing. Pursuant to RCW 35A.63.220 and RCW 36.70A.390, the City Council shall hold a public hearing on this ordinance within sixty (60) days of its adoption, or no later than December 20, 2013, so as to hear and consider public comment and testimony regarding this ordinance. Following such hearing, the City Council may adopt additional findings of fact, and may extend the interim regulations for a period of up to six (6) months. If a period of more than six months is required to complete consideration of any changes to city codes, the Council may adopt additional extensions after any required public hearing, pursuant to RCW 35A.63.220 and RCW 36.70A.390.

**Option B-1**

Section 5. Permanent Regulations. The City Council hereby directs the staff to develop for its review and adoption permanent regulations to adopt the interim regulations adopted herein, and to transmit this ordinance to the Washington State Department of Commerce as required by law.

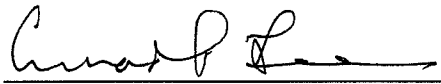
Section 6. Severability. Should any provision of this ordinance or its application to any person or circumstance be held invalid, the remainder of the ordinance or the application of the provision to other persons or circumstances shall not be affected.

Section 7. Public Emergency. The City Council hereby finds and declares that a public emergency exists and that this ordinance is a public emergency ordinance necessary for the protection of the public health and safety and should, therefore, take effect upon adoption. The facts upon which this public emergency is based include all recitals set out in this ordinance as well as those facts contained in the legislative record.

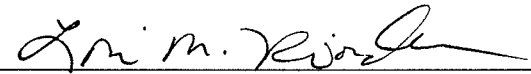
Section 8. Effective Date. In accordance with RCW 35A.13.190, this ordinance, as a public emergency ordinance, shall take effect and be in force immediately upon adoption by a majority plus one of the City Council.

Passed by the City Council this 21<sup>st</sup> day of October, 2013 and signed in authentication of its passage this 21<sup>st</sup> day of October, 2013.

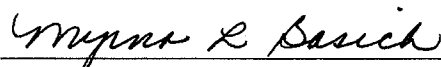
(SEAL)

  
\_\_\_\_\_  
Conrad Lee, Mayor

Approved as to form: ..

  
\_\_\_\_\_  
Lori M. Riordan, City Attorney

Attest:

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

Published October 24, 2013,

1380-ORD  
04/08/14

CITY OF BELLEVUE, WASHINGTON

ORDINANCE NO. 6156

AN ORDINANCE extending Ordinance No. 6133 B-1, adopting interim official zoning controls regarding the regulation of recreational marijuana producers, processors and retailers for a period of six months, to be in effect while the City drafts, considers, holds hearings and adopts permanent zoning regulations; providing for severability; and establishing an effective date.

WHEREAS, on November 6, 2012, Washington votes approved Initiative 502 (I-502), which in relevant part, legalized the possession of small amounts of marijuana and marijuana-related products for persons age 21 and older, and directed the Washington State Liquor Control Board (LCB) to develop and implement rules to regulate and tax recreational marijuana producers, processors, and retailers by December 31, 2013; and

WHEREAS, the LCB re-filed its proposed rules regulating recreational marijuana uses on September 4, 2013, and accepted the proposed rules on October 16; and

WHEREAS, the LCB rules became effective on November 16, 2013, and the LCB began accepting license applications for recreational marijuana uses on November 18, 2013; and

WHEREAS, the LCB allocated four recreational marijuana retail licenses for the City of Bellevue, and there are no limits on the number of recreational marijuana producer and processor licenses to be issued; and

WHEREAS, the City of Bellevue Land Use Code (LUC) prohibits all recreational marijuana producers, processors, and retailers as uses in the City of Bellevue;

WHEREAS, the City Council deems it to be in the public interest to establish interim regulations advising the public where recreational marijuana producers, processors, and retail uses may be located in the City of Bellevue before the application deadline established by the LCB for state licensing for such uses; and

WHEREAS, on October 21, 2013, in response to the licensing schedule published by the Washington State Liquor Control Board, the City Council adopted Ordinance No. 6133 B-1 implementing an emergency interim zoning ordinance regulating the location of recreational marijuana uses and imposing performance criteria intended to mitigate negative impacts arising from operation of recreational marijuana uses; and

WHEREAS, under the Growth Management Act (GMA), the City was required to hold a public hearing within 60 days of adopting Ordinance No. 6133 B-1, which public hearing was held on December 2, 2013, to receive public comment and extend Ordinance No. 6133 B-1 for a six-month period; and

WHEREAS, Ordinance No. 6133 B-1 will, by its own terms, expire on April 21, 2014, unless the City Council extends the ordinance as allowed by law; and

WHEREAS, on January 13, 2014 the Washington State Legislature convened and is considering several bills related to regulating recreational marijuana and reconciling medical cannabis with the recreational marijuana regulatory structure; and

WHEREAS, on January 14, 2014, the Washington State Attorney General issued its opinion (AGO No. 2014) that I-502 does not preempt counties, cities, and towns from banning recreational marijuana within their jurisdictions and that local ordinances that do not expressly ban state licensed marijuana licensees from operating within the jurisdiction but make such operation impractical are valid if the properly exercise the local jurisdiction's police power; and

WHEREAS, the establishment or licensing of recreational marijuana uses may allow new uses that are incompatible with nearby existing land uses and lead to erosion of community character and harmony; and

WHEREAS, marijuana is still classified as a schedule I controlled substance under federal law and crimes related to marijuana remain subject to prosecution under federal law; and

WHEREAS, On August 29, 2013, the United States Department of Justice, Office of the Attorney General, ("DOJ") released updated guidance regarding marijuana enforcement. The guidance reiterates that DOJ is committed to using its limited investigative and prosecutorial resources to address the most significant threats to public safety related to marijuana crimes in "the most effective, consistent, and rational way." The guidance directs federal prosecutors to review potential marijuana-related charges on a case-by-case basis and weigh all information and evidence, including whether the operation is demonstrably in compliance with a strong and effective state regulatory system and if the conduct at issue implicates one or more of the eight stated federal enforcement priorities. The DOJ appears to not differentiate application of the guidance between medical cannabis and recreational marijuana; and

WHEREAS, the extension of interim regulations of six months in duration for establishment of recreational marijuana producers, processors, and retailers will prevent substantial change until the land areas and the text of development standards applicable to recreational marijuana uses is reviewed, and any needed revisions are made to city codes; and

WHEREAS, the City has a compelling interest in the protection of the health and safety of all its residents, as well as a compelling interest in ensuring that the goals and policies contained within the Comprehensive Plan and other policy/planning documents are fulfilled; and

WHEREAS, RCW 35A.63.220 and RCW 36.70A.390 authorizes cities to adopt interim zoning ordinances provided the City Council holds a public hearing on the interim zoning ordinance within 60 days of the commencement of the ordinance; and

WHEREAS, RCW 35A.63.220 and RCW 36.70A.390 further authorizes Washington cities to extend interim zoning ordinances for additional periods of up to six months following a public hearing and adoption of findings of fact; and

WHEREAS, pursuant to BCC 22.02.050 and WAC 197-11-800(19), the adoption of this ordinance is exempt from environmental review under the State Environmental Policy Act; now, therefore,

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

Section 1. Extension of Interim Zoning Ordinance. Ordinance No. 6133 B-1 is hereby extended for an additional six-month period, unless repealed, extended or modified by the City Council after subsequent public hearing and the entry of additional findings of fact pursuant to RCW 35A.63.220 and RCW 36.70A.390.

Section 2. Section 1.C of Ordinance 6133 B-1 shall be amended as follows:

C. Limitations on Uses. The following limitations shall apply to all marijuana producers, processors, and retailers, unless stated otherwise:

1. A marijuana producer, retailer, or processor, shall not be located within 1,000 feet of the following uses or any use included in Chapter 314-55 WAC now or as hereafter amended:

- a. Elementary or secondary school;
- b. Playgrounds;
- c. Recreation center or facility;
- d. Child care centers;
- e. Public parks;
- f. Public transit centers;
- g. Libraries;
- h. Any game arcade or
- i. Any medical cannabis collective garden.

2. No marijuana retailer shall be located within 1,000 feet of any other marijuana retailer.

3. No marijuana producer, processor, or retailer shall be allowed in single family and multi-family land use districts (R-1 – R-30).
4. No marijuana retailer is allowed as a subordinate or accessory use in any land use district.
5. Marijuana shall be grown in a structure. Outdoor cultivation is prohibited.

Section 3. Severability. Should any provision of this ordinance or its application to any person or circumstance be held invalid, the remainder of the ordinance or the application of the provision to other persons or circumstances shall not be affected.

Section 4. Findings of Fact. The findings contained in this ordinance are hereby adopted as findings of facts to justify extending Ordinance No. 6133 B-1 imposing the interim zoning ordinance.

Section 5. Effective Date. This ordinance shall take effect and be in force on April 21, 2014.

Passed by the City Council this 17<sup>th</sup> day of March, 2014  
and signed in authentication of its passage this 14<sup>th</sup> day of April,  
2014.

(SEAL)

  
Claudia Balducci, Mayor

Approved as to form:

Lori M. Riordan, City Attorney

  
Lacey Hatch, Assistant City Attorney

Attest:

  
Myrna L. Basich, City Clerk

Published \_\_\_\_\_

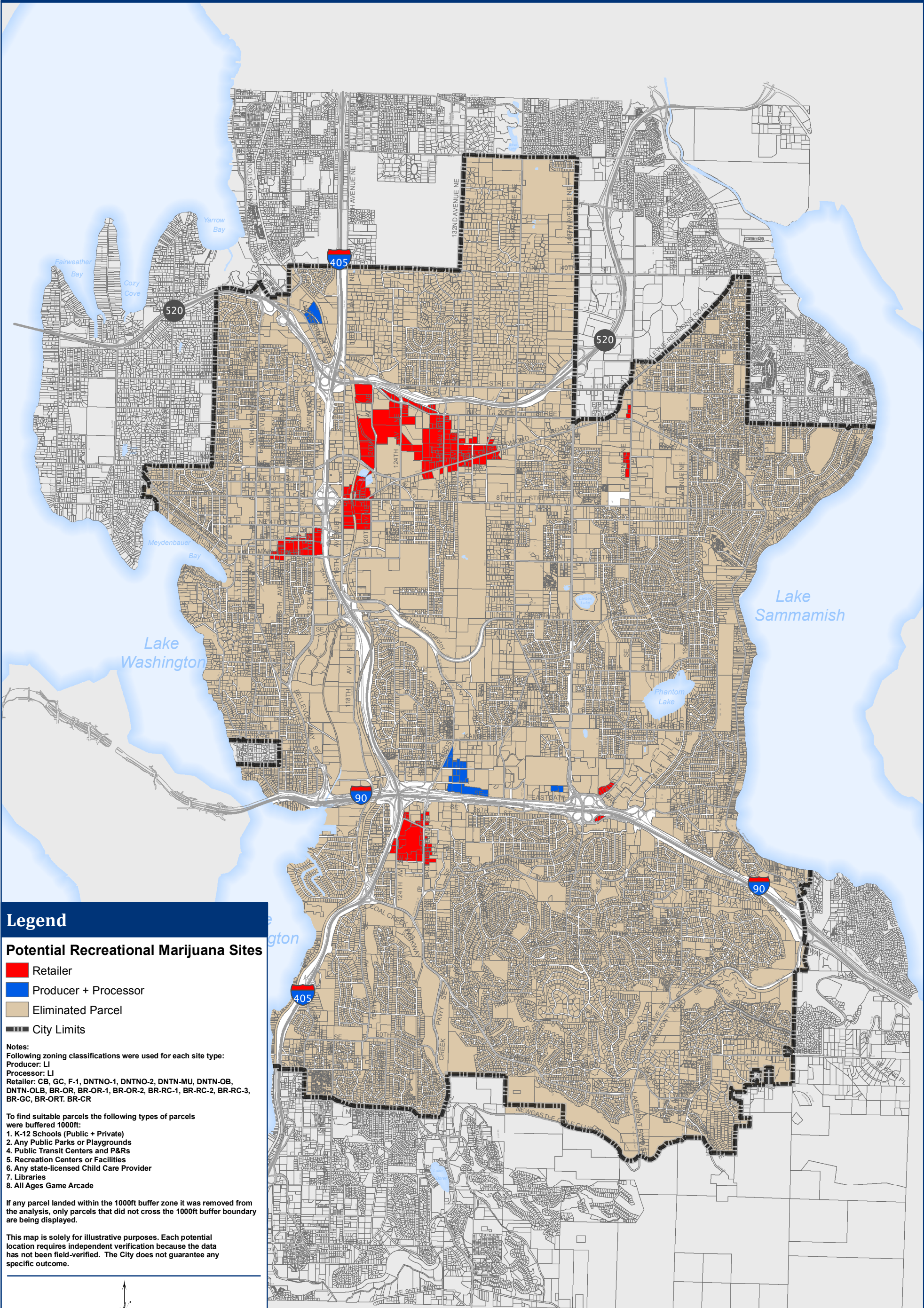
**Project Principles for the  
Regulation of Recreational Marijuana Producers, Processors, and Retailers  
Approved by the Bellevue City Council**

**December 2, 2013**

1. Bellevue Appropriate. Bellevue will establish appropriate land use zones for recreational marijuana producers, processors, and retailers (“recreational marijuana uses”). To the extent permitted, Bellevue will establish performance standards consistent with applicable provisions of Chapter 69.50 RCW and Chapter 314-55 WAC, now or as hereafter amended, that ensure these business represent the community values and goals set forth in the City’s Comprehensive Plan.
2. Neighborhood Character is Protected. Recreational marijuana uses shall not be located in residential land use districts. Recreational marijuana uses shall be separated by 1,000 feet from elementary or secondary schools (public or private), playgrounds, recreation center or facility; child care center; public park; public transit center; library; and game arcade where admission is not restricted to persons age twenty-one or older, or a medical cannabis collective garden. Recreational marijuana use shall use appropriate ventilation to ensure abutting uses or properties are not impacted by odor.
3. Security Measures are Required. Recreational marijuana uses must have sufficient security measures to protect the public. Recreational marijuana uses must conform to state requirements for security and secure usable marijuana consistent with state pharmacy requirements for securing controlled substances.
4. Regulations are Specific and Understandable. The permanent regulations should be specific about the requirements to locate and operate recreational marijuana uses so that qualified licensees understand what is expected under the regulation.
5. Administration and Enforcement is Straightforward. Ensure regulations are capable of being administered and enforced. Development Services and the Bellevue police department should collaborate in matters of approval of license applications and renewals and where appropriate, enforcement.
6. The Outcome is in Conformance with Applicable Law. The establishment and operation of recreational marijuana uses must conform with, and not frustrate, the purpose of state law. Recreational marijuana uses must conform to the applicable requirements of Chapter 69.50 RCW and Chapter 314-55 WAC, now or as hereafter amended.
7. Processing of the Amendment is Inclusive. The code amendment process for recreational marijuana uses should seek and include input from a wide range of stakeholders.

# Potential I-502 Recreational Marijuana Sites

For Illustrative Purposes Only



## Legend

### Potential Recreational Marijuana Sites

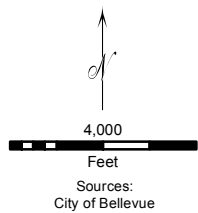
- Retailer
- Producer + Processor
- Eliminated Parcel
- City Limits

**Notes:**  
 Following zoning classifications were used for each site type:  
 Producer: LI  
 Processor: LI  
 Retailer: CB, GC, F-1, DNTNO-1, DNTNO-2, DNTN-MU, DNTN-OB, DNTN-OLB, BR-OR, BR-OR-1, BR-OR-2, BR-RC-1, BR-RC-2, BR-RC-3, BR-GC, BR-ORT, BR-CR

- To find suitable parcels the following types of parcels were buffered 1000ft:
1. K-12 Schools (Public + Private)
  2. Any Public Parks or Playgrounds
  4. Public Transit Centers and P&Rs
  5. Recreation Centers or Facilities
  6. Any state-licensed Child Care Provider
  7. Libraries
  8. All Ages Game Arcade

If any parcel landed within the 1000ft buffer zone it was removed from the analysis, only parcels that did not cross the 1000ft buffer boundary are being displayed.

This map is solely for illustrative purposes. Each potential location requires independent verification because the data has not been field-verified. The City does not guarantee any specific outcome.



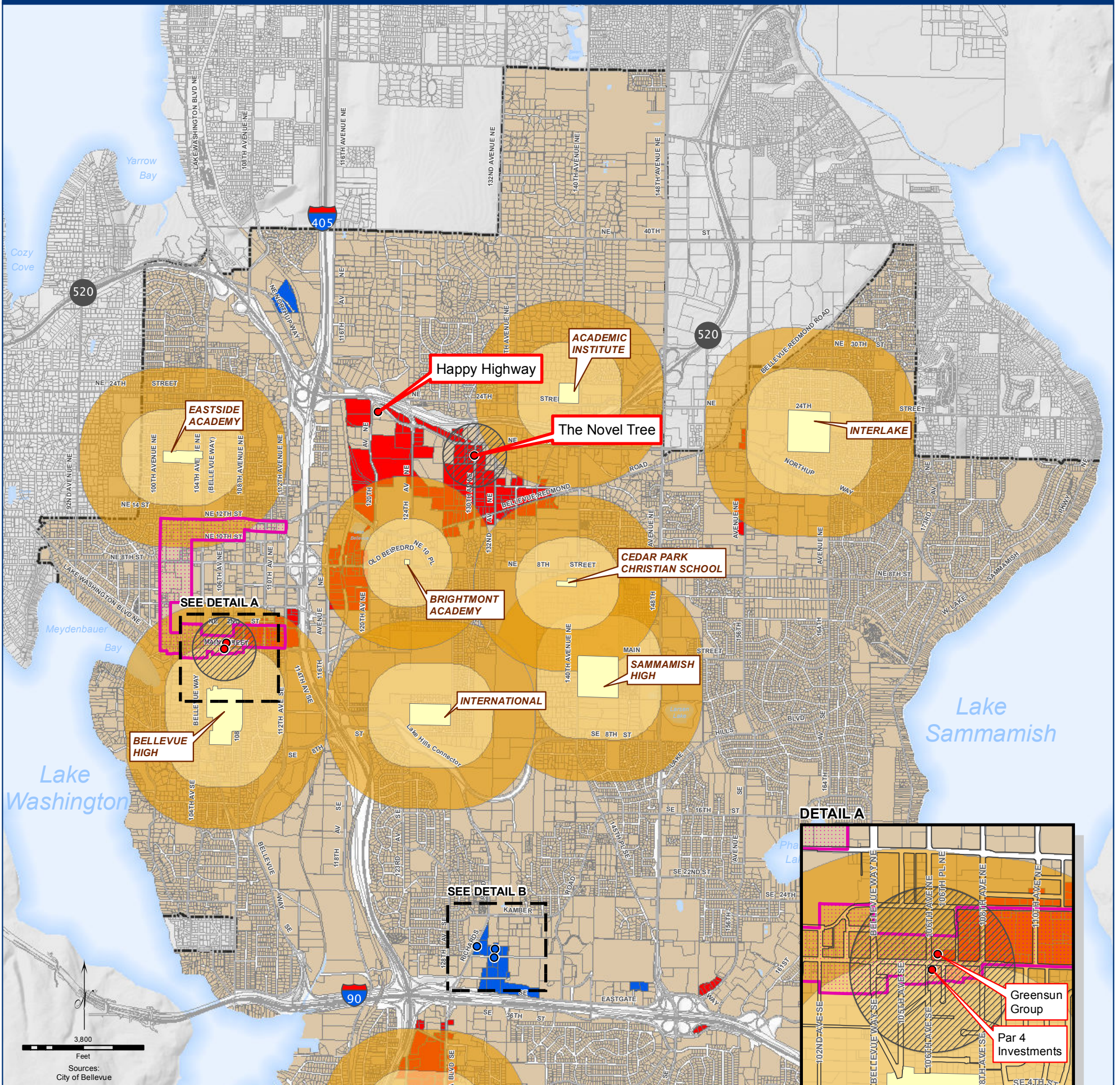
The City of Bellevue does not guarantee that the information on this map is accurate or complete. This data is provided on an "as is" basis and disclaims all warranties.

Coordinate System: State Plane, Washington North Zone, NAD83 NSRS2007 (Bellevue)



# Pending I-502 Applications as of June 2014

For Illustrative Purposes Only



### Legend

- 1000 ft buffer around current retail applicants
- Downtown Design District
- Potential Recreational Marijuana Sites**
- Retailer
- Producer + Processor
- Eliminated Parcel
- City Limits
- Bellevue High Schools
- 1/4 Mile High School Buffer
- 1/2 Mile High School Buffer

**Notes:**  
Following zoning classifications were used for each site type:  
 Producer: LI  
 Processor: LI  
 Retailer: CB, GC, F-1, DNTNO-1, DNTNO-2, DNTN-MU, DNTN-OB, DNTN-OLB, BR-OR, BR-OR-1, BR-OR-2, BR-RC-1, BR-RC-2, BR-RC-3, BR-GC, BR-ORT, BR-CR

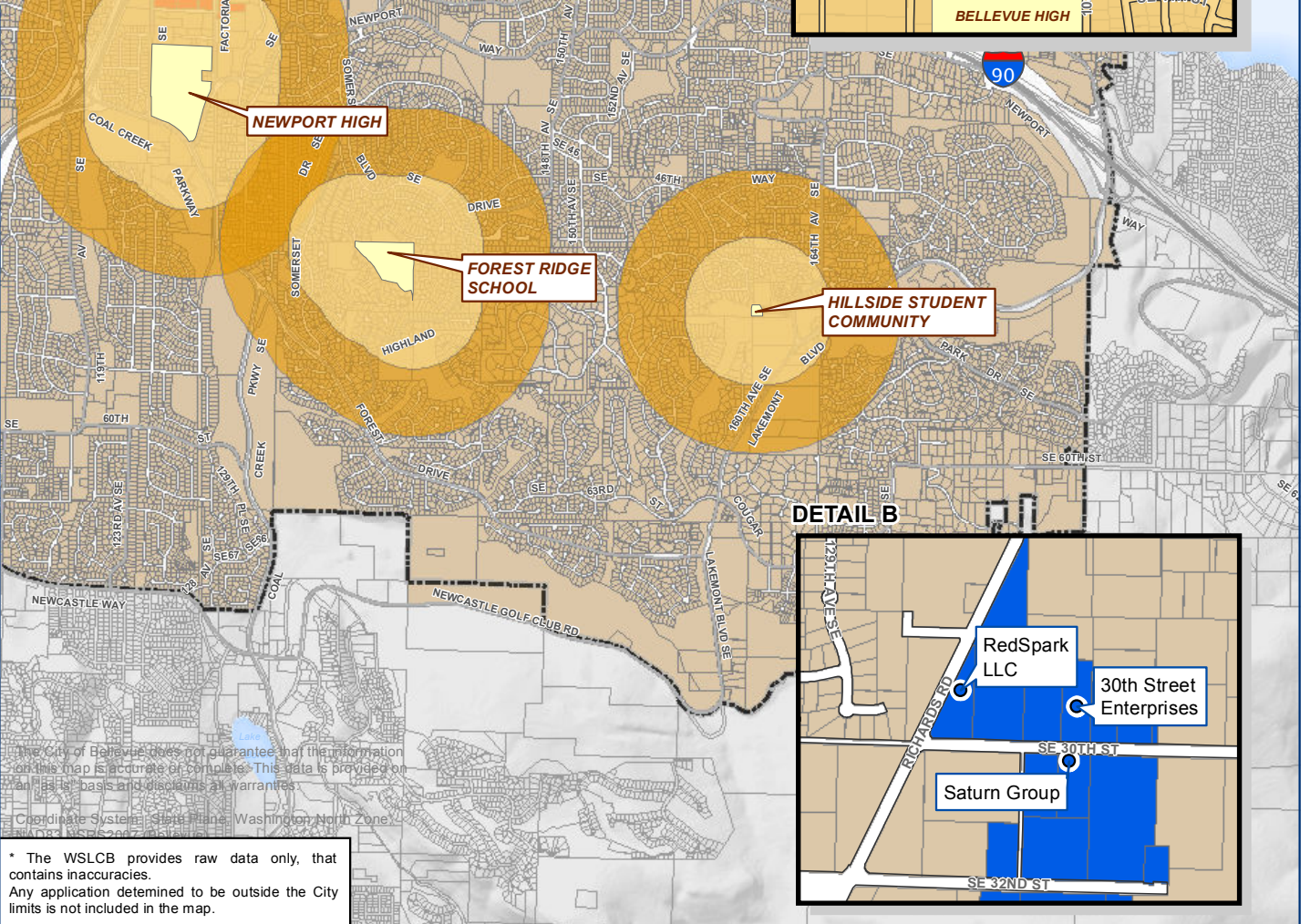
To find suitable parcels the following types of parcels were buffered 1000ft:

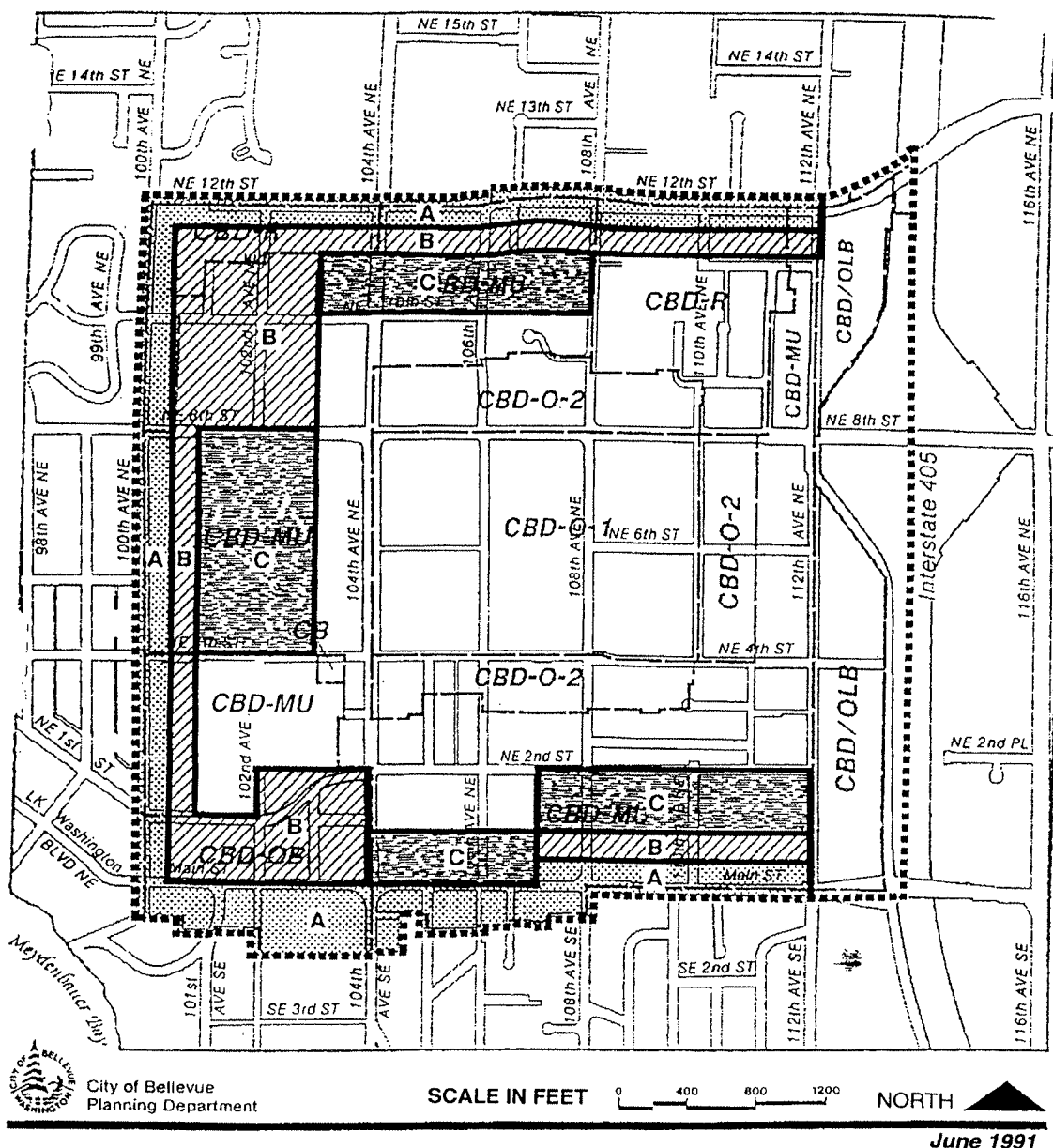
1. Any Public Parks or Playgrounds
2. Public Transit Centers and P&Rs
3. Recreation Centers or Facilities
4. Any state-licensed Child Care Provider
5. Libraries
6. All Ages Game Arcade
7. All K-12 schools (Public & Private)

If any parcel landed within the buffer zone it was removed from the analysis, only parcels that did not cross the buffer boundary are being displayed.




All High Schools were also buffered at 1/4 & 1/2 miles.

This map is solely for illustrative purposes. Each potential location requires independent verification because the data has not been field-verified. The City does not guarantee any specific outcome.





### Perimeter Design Districts

-  Subdistrict A
-  Subdistrict B
-  Subdistrict C

Note: The above figure shall be read to replace “CBD” wherever it appears with “DNTN.”



# MEMORANDUM

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DATE: June 18, 2014

TO: Chair Tebelius and Members of the Planning Commission

FROM: Erika Conkling, AICP, Senior Planner,  
*Planning and Community Development,*  
[econkling@bellevuewa.gov](mailto:econkling@bellevuewa.gov), 452-2898

SUBJECT: Planning Commission Study Session on the Eastgate/I-90 Corridor Land Use  
Implementation: Subarea Plan Policies

This study session continues the review of the specific policy changes proposed to implement the Eastgate Land Use and Transportation Project (the project). On June 11<sup>th</sup> the Planning Commission reviewed specific policy changes in the Factoria and Richards Valley Subareas. On June 25<sup>th</sup> we will review specific policy changes in the Eastgate Subarea, as well as policies related to design and the Mountains to Sound Greenway, which affect all the subareas. This memo has revised the June 4<sup>th</sup> memo to the Planning Commission by removing information related to the Factoria and Richards Valley subareas, which were reviewed during the June 11<sup>th</sup> meeting. The information on the Eastgate subarea has not been revised from the June 4<sup>th</sup> memo.

This meeting should be the final meeting to discuss policy implementation. Subarea policy amendments discussed tonight will be included in the draft Comprehensive Plan that will be prepared as part of the ten year Comprehensive Plan update process. Although the Planning Commission will not be asked to make any decisions during this work session, you are asked to confirm that the proposed policies implement the direction of the Eastgate Citizen Advisory Committee (CAC).

## **BACKGROUND**

In April 2012, council accepted the Eastgate/I-90 land use and transportation vision as put forth by the Citizen Advisory Committee. 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 an amenity incentive 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.

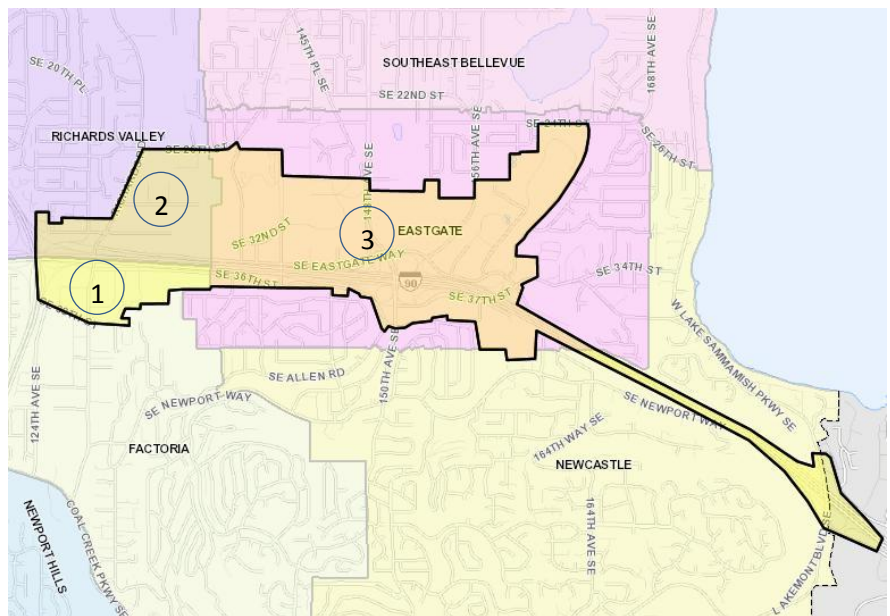
## SUBAREA PLANNING

Bellevue’s Comprehensive Plan guides the future of the city as a whole, and the subarea plans contained within the Comprehensive Plan allow a similar type of planning within a smaller area so local needs can be addressed. Subarea plans offer the opportunity to address specific land use issues and the unique character of an area. They provide a way of understanding both how land use designations affect a local area and how they fit within the citywide framework of land use and zoning.

Policies that affect the entire city remain in the general elements of the Comprehensive Plan and apply to all subarea plans, so they don’t need to be repeated in the subarea plan. For example, there is no need for a *subarea* policy supporting the protection of critical areas because that policy is already covered in the Environmental element of the Comprehensive Plan and is applicable citywide. If a policy primarily supports a citywide objective or strategy, it belongs in one of the general elements of the Comprehensive Plan.

Subarea policies may elaborate on how a citywide policy is applied in a specific subarea, but must be consistent with the citywide Comprehensive Plan. For example, a subarea policy may elaborate on how growth within the Factoria/Eastgate center may be expressed with language that supports the citywide policy and provides clear understanding of the land use identified for the area. However, the policy must clearly avoid language that is regulatory and stop short of defining dimensional standards, identifying specific allowed uses, or making other regulatory statements best addressed in the development regulations.

The Eastgate project area is made up of portions of three subareas: Eastgate, Factoria, Richards Valley.<sup>1</sup> Most residential areas are excluded from the project area, which focuses on commercial, industrial, and office areas along I-90. As a result, the recommendations of the CAC cannot go into just one subarea plan, but must be allocated among all three subarea plans.



## EASTGATE SUBAREA

Proposed changes to the Eastgate Subarea Plan are the most extensive because the project area covers a significant amount of the subarea (see number 3 on the map on the previous page) and because the land use in this area is most in need of a change. Existing subarea plan policies promote the separation of land uses that have contributed to auto-oriented, single-purpose districts that are no longer attractive employment environments.

<sup>1</sup> A portion of the project boundary is also within the Newcastle Subarea, but since it only includes land within the I-90 right of way no changes are necessary to the Newcastle Subarea Plan.

The Eastgate CAC recommended moving away from the auto-centric emphasis and encouraging transit oriented development. As a result many policies are modified or deleted and replaced with new policies that encourage the integration of land use and transportation.

Policy changes proposed for the Eastgate Subarea:

- Create a transit-oriented-development area and mixed use center in the area south of Bellevue College and east of the Eastgate Transit Center (LU-1, LU-2, D2-2)
- Encourage a greater mix of uses in office and commercial areas to provide goods and services in closer proximity to businesses, workers, and neighborhoods (EG-2)
- Support neighborhood serving commercial development at Eastgate Plaza (D2-3)
- Support the use of an incentive system that allows more intense office and commercial development if public amenities such as open space, affordable housing, or environmental enhancement are provided (D2-4)
- Support all transportation modes to improve connectivity and reduce automobile trips (T-1, EG-15, EG-16)
- Support development of the Mountains to Sound Greenway trail that connects the Puget Sound with central Washington (T-3)
- Support the creation of a coherent image in the I-90 corridor through design that is consistent across the subareas (EG-18, EG-19, CD-1, EG-22, EG-26, EG-28, CD-2)
- Support parks, trails, and open space to create opportunities for recreation, better health, and community gathering (P-1 through P-3)
- Develop partnerships to implement the Eastgate vision (CI-1, CI-2)
- Control stormwater to prevent negative impacts to Phantom Lake and provide environmental benefits (EG-4, ND-3)
- Consider a transfer of development rights program that would protect resource lands in the Mountains to Sound Greenway (ND-1)

Policy changes proposed for the Eastgate Subarea are not intended to alter policies that affect the single-family residential areas that are outside of the Eastgate project area.

## **NEXT STEPS**

There will be a public open house in September to present the results of the work to date on the Eastgate project including an update on the design process for the Mountains to Sound Greenway, progress on the transportation strategy, as well as land use implementation. After that point, work on Eastgate will be integrated into the ten year Comprehensive Plan update. Public input from the open house and from the Planning Commission will go into the draft Comprehensive Plan, which will be presented for public hearing later this year.

## **ATTACHMENTS**

1. Draft Eastgate Subarea Plan amendments
2. Draft Factoria Subarea Plan amendments
3. Draft Richards Valley Subarea Plan amendments

# Eastgate Subarea Plan

## Goal:

To preserve and promote the accessibility and appearance of residential neighborhoods, local amenities, and business establishments within the Subarea.

*Discussion: The Subarea is mostly developed. It is important that subsequent development and redevelopment improves the function and appearance of the various land uses and that they are compatible with each other.*

## Overview

**Comment [CoB1]:** Updated to reflect Eastgate Land Use and Transportation Project (EG project).

The Eastgate Subarea provides a gateway for south Bellevue and an axis for travel between the Eastside and metropolitan Seattle. Rolling tree- and house-covered hills on either side of the I-90 corridor surround a major commercial interchange located at the center of the Subarea.

Convenient access makes the Eastgate Subarea a desirable place to live and work. Jobs, stores, schools, churches, parks, and trails all are within easy walking distance of each other. As one of Bellevue's older areas, the Subarea contains established residential neighborhoods, many with attractive views. Combined, these amenities have greatly enhanced the quality of life for the Subarea's residents and business owners alike.

The Eastgate Subarea encompasses approximately 1,500 acres. Its boundaries are 137th Avenue S.E. to the west, S.E. 23rd Street to the north, 168th Avenue S.E. to the east, and S.E. 41st Street to the south. ~~With the Eastgate annexation in 2012, all of the subarea is within City limits. The southern third and portions of the eastern edge of the Subarea lie outside the City of Bellevue's boundaries. In the future, the Subarea's boundaries may expand southward, to include areas that fall currently within the Newcastle Subarea and eastward up to Lake Sammamish.~~

The I-90 business corridor covers 10 percent of the ~~Subarea~~subarea, and is home to major corporations, high technology industries, and community shopping areas. ~~When combined with the adjacent Factoria commercial core, the area is the third largest employment area in the city. The~~ corridor, which has developed ~~primarily since 1980 within the last ten years,~~ owes its success to the area's accessibility to I-90 and its proximity to major urban centers. ~~Sunset Village and t~~The Eastgate Plaza Shopping Center, which serves the large residential neighborhoods in ~~and near~~ the Subarea, also ~~is~~are located in this corridor.

The area north of the I-90 corridor features large and small parks; a deep, wooded ravine; about 160 acres of publicly-owned land; and numerous public facilities such as churches, government agencies, and a ~~community~~ Bellevue college. ~~The area south of I-90 is largely within unincorporated King County, with the exception of the commercial areas that front the freeway.~~ Parks, schools, and churches also are found within the Subarea on both sides of I-90.

~~As of November, 1989, 95 acres of incorporated land remain vacant in the Subarea. Of those, about 22 acres are designated for commercial uses and about 73 acres are designated for residential uses. Eighty two acres of the Subarea's vacant land is known as the Sunset Property, which will be developed with 750,000 square feet of office space and 312 multifamily homes. These multifamily~~

homes will augment the Subarea's current supply of 522 multifamily and 725 single-family homes that lie within the incorporated portions of the Subarea. The potential residential population of the Subarea is approximately 3,250 people. This potential is not expected to increase or decrease dramatically. Employment growth, however, is projected to reach 9,000 workers by 2020, up from 7,270 workers in 1988.

Protecting residential neighborhoods from increased development and its resultant increased traffic, redeveloping existing retail properties, and creating a comprehensive trail system are expected to be the Subarea's major issues in the near future.

In 2012, the Eastgate/I-90 Land Use & Transportation Project (Eastgate/I-90 project) was completed. The study area boundaries of that project, which establishes a long-range vision for the I-90 business corridor, incorporate much, but not all, of the Eastgate subarea, as well as portions of the Factoria and Richards Valley subareas.

The Eastgate/I-90 project supports changes intended to capture market demand, improve transportation conditions, address concerns of the employment sector as well as the general public, and position the corridor to grow gracefully over time. It includes the following key elements:

- It builds on the success of the corridor as a major employment and office center, by adding capacity for additional office growth and allowing a greater mix of support retail and service uses.
- It establishes a mixed-use Transit-Oriented Development center around the transit center and south of Bellevue College. A substantial portion of the future office and residential growth in the corridor is expected to occur at this location.
- It increases opportunities for residential development in the corridor, to add vibrancy to the area, provide housing in proximity to Bellevue College and places of work, benefit from existing transit service, and support nearby retail uses.
- It seeks to enhance Bellevue College's visual presence and connections to the adjacent community.
- It promotes the Mountains-to-Sound Greenway by supporting the development of the Mountains-to-Sound Greenway trail through Bellevue and by incorporating sustainable design and abundant natural landscaping into the built environment.
- It identifies modest but effective motorized and non-motorized transportation improvements that may be accomplished through partnerships with other agencies.
- It supports increased floor area ratios and building heights throughout the corridor to meet demand for continued job and economic growth.

This Subarea Plan provides a framework for Land Use Code amendments that will implement the vision of the Eastgate/I-90 Land Use & Transportation Project as summarized above.

## Land Use Policies

**POLICY S-EG-LU1.** Focus Eastgate growth into a compact, mixed use center adjacent to the Eastgate Transit Center with greater height and intensity than the surrounding area.

**Comment [CoB2]:** This policy links the TOD area to the citywide centers strategy for growth.

**POLICY S-EG-LU2.** Establish a pedestrian-oriented main street that provides a community plaza and allows for connections between Bellevue College, the Eastgate Park and Ride, and the office, retail, and residential development in the mixed use center.

**Comment [CoB3]:** This policy is needed to support the establishment of the internal street that will be the hub of activity in the TOD area. A graphic might be used to show this concept more fully.

**POLICY S-EG-1.** Encourage office and retail land uses that take advantage of the freeway access, transit service, and non-motorized transportation alternatives without adversely impacting the residential neighborhoods.

**Comment [CoB4]:** Policies EG-1 and EG-2 are modified to better reflect the integration of land use and transportation. This is a policy shift away from the single-purpose auto-oriented office park concept for Eastgate.

*Discussion: Intense office development can generate adverse traffic impacts and block residential views. Site design also can impact residential quality. To support this policy, office and retail development should be limited well designed so that it is compatible with surrounding neighborhoods and be oriented around a multi-modal transportation system that reduces vehicular congestion and traffic impacts.*

**POLICY S-EG-2.** Encourage the integration of restaurants and other commercial uses that serve local workers into and adjacent to office development to enhance the mix of uses within walking distance of employment areas, and accessible to pedestrians.

*Discussion: The reason for encouraging restaurants and other commercial services within office developments is to reduce vehicular traffic between the office parks and retail areas. Retail areas are intended to serve primarily local needs.*

## **Natural Determinant Environment-s Policies**

**Comment [CoB5]:** Environment replaces the other term *Natural Determinants* and allows for a wider range of policies in this section.

**POLICY S-EG-3.** Protect the Vasa Creek riparian corridor from development to improve water quality, fisheries, and provide open space.

*Discussion: The Vasa Creek riparian corridor has major segments that remain in a natural state. This creek is one of the few natural areas left in the Subarea and should be protected. A trail along the creek may be possible if environmental impacts can be avoided.*

**POLICY S-EG-4.** Ensure that increases in impervious surface area or stormwater runoff will not increase the quantity or worsen the stormwater quality entering public drainage systems, streams, and Phantom Lake.

**Comment [CoB6]:** While the existing policy is okay, this change adds specific language from the CAC recommendation and includes the idea of controlling stormwater quantity as well as quality.

*Discussion: Construction activities should control erosion and sedimentation. This could include seasonal limitation on grading activities, natural vegetative filtration, and use of the best available technology. Storm water quality from developments should be improved prior to discharge into the public drainage system.*

**POLICY S-EG-ND-1.** Consider the Eastgate Subarea as a potential receiving site for regional Transfer of Development Rights (TDRs), as a means to achieve conservation of rural resource lands within the Mountains to Sound Greenway, if feasible.

**Comment [CoB7]:** This policy may be removed pending the economic analysis, if TDR is not a viable option for this area.



**POLICY S-EG-ND-3.** Explore sub-regional stormwater detention as a future step to provide a more effective approach to stormwater control and mitigation and to achieve broader environmental benefits through coordinated treatment and detention across multiple properties.

**Comment [CoB8]:** As land use intensifies in this area, it may be prudent to control stormwater across multiple sites to both reduce the amount of land area dedicated to stormwater control, reduce design impacts of stormwater facilities, and provide the environmental benefits of a coordinated system

## Commercial

### Policies

**POLICY S-EG-5.** Consolidate retail/commercial development within existing Community Business and General Commercial boundaries.

**Comment [CoB9]:** This section is removed because the segregation of uses supported by these policies has led to the current auto-oriented development that is no longer an attractive environment for employment. Part of the original intent of the policy was also to protect single-family uses from commercial/retail uses by specifying where they occur. Policies that support a mix of uses as the CAC recommended, and policies that support protection of single-family areas are elsewhere in this plan.

**POLICY S-EG-6.** Limit retail expansion to serve primarily neighborhood and community retail needs.

*Discussion: Retail services should serve area residents but not become regional shopping centers.*

## Residential Development

### Policies

**POLICY S-EG-7.** Maintain single-family housing as the predominant residential land use in the Subarea in land area and appearance.

**Comment [CoB10]:** This section keeps a focus on single-family housing, which dominates the subarea, but allows multi-family housing as part of mixed-use developments consistent with CAC recommendations.

**POLICY S-EG-8.** Limit multifamily housing zoning to locations accessible directly from arterials, as depicted on the Land Use Plan (Figure S-EG.1).

**POLICY S-EG-10.** Multifamily housing may be appropriate to separate office and retail land uses from single-family neighborhoods. Encourage multifamily housing as a part of mixed use developments where there is close proximity to transit or neighborhood-serving commercial uses, with a special emphasis on meeting the housing needs of Bellevue College.

**Comment [CoB11]:** This is the only affordable housing policy in the subarea. Policies related to worker and student housing are proposed for the housing element.

**POLICY S-EG-11.** Encourage more opportunities for affordable housing in the Subarea by maintaining and rehabilitating existing housing stock.

**Comment [CoB12]:** The Eastgate CAC recommended several changes in transportation policy for the I-90 corridor. Many of these policies are new, but some build off existing subarea policies. In any case, the policies address more than just circulation, so the name of this section is proposed to be changed.

## Transportation and Circulation

### Policies

**POLICY S-EG-9.** Discourage multifamily and commercial traffic from passing through local streets in single-family neighborhoods as a primary means of travel.

**Comment [CoB13]:** This is a policy that supports several concomitant conditions. This policy should be kept in place to ensure that single-family neighborhoods are protected from potential traffic impacts associated with redevelopment or the intensification of development in commercial areas.

**POLICY S-EG-12.** Consider reducing parking requirements for projects in the Transit Oriented Development area when project generated demand can be accommodated on-site. Evaluate the

**Comment [CoB14]:** The existing policy doesn't add much beyond what would already be required for new development, and isn't really needed in its present form. The new policy changes the emphasis per the CAC recommendations to allow a reduction in parking requirements where it's possible to do so because of proximity to transit.

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impacts on parking, nonmotorized circulation, and site access when uses that have high trip generation or unusual traffic patterns are proposed.

*Discussion: Certain land uses, such as health clubs and movie theaters, have high trip generation, unusual traffic patterns, and high parking demands. Appropriate considerations should be given to these land uses to determine their traffic impacts and suitable mitigating measures. Mitigating existing traffic problems also should be considered.*

**POLICY S-EG-13.** Reduce parking spillover from commercial uses to maintain safety standards.

**POLICY S-EG-14.** Improve safety, convenience, and access by ensuring that internal circulation systems are integrated with the street system to improve vehicular, pedestrian, and other non-motorized traffic within and between developments, for pedestrians and other nonmotorized users by providing and maintaining an integrated on-street and off-street system.

*Discussion: The City should create a nonmotorized action list that proposes projects to eliminate missing links in the nonmotorized transportation system. It is important to use this list when reviewing tasks such as capital projects, the Street Overlay Program, and maintenance projects. The list could identify both interim and longterm capital improvements.*

**Comment [CoB15]:** This is a policy that supports several concomitant conditions. It is important to keep a policy of this nature in place to ensure that with redevelopment or intensification of development that sites are safe and efficient for non-motorized transportation.

**POLICY S-EG-T-1.** Collaborate with the Washington State Department of Transportation to relieve congestion created by vehicles entering and exiting Interstate 90.

*Discussion: The Eastgate Land Use and Transportation Project found that local congestion was caused primarily by traffic generated by the Eastgate and Lakemont interchanges. The addition of both eastbound and westbound auxiliary lanes on I-90, as well as intersection improvements at associated on-ramps and off-ramps would improve level of service at peak hours.*

**POLICY S-EG-T-3.** Develop the Mountains to Sound Greenway trail through the subarea to provide pleasant, safe, non-motorized facilities that provide local and regional connections.

*Discussion: the Mountains to Sound Greenway trail connects the Puget Sound with central Washington along 100 miles of I-90. Within Bellevue, there is a 3 mile gap through the Eastgate area from Factoria to Bellevue city limits. Closing this gap will provide a transportation and recreation resource that will benefit Eastgate residents, visitors, and businesses.*

**Comment [CoB16]:** This policy is included in both the Factoria and Eastgate subarea plans to support the Mountains to Sound Greenway Trail.

**POLICY S-EG-15.** Consider interim solution for nonmotorized improvements until major improvements can be made. Improve connectivity within the subarea for pedestrians and bicycles where opportunities exist by integrating land uses, improving roadway safety for all modes of travel, and linking commercial, office, parks, and public spaces with trails and pathways.

*Discussion: Use the City of Bellevue's Overlay Program, Minor Capital Project Fund, Neighborhood Enhancement Program fund, or other sources to provide interim solutions when practical. These interim projects should not preclude major improvements.*

**Comment [CoB17]:** This pushes the existing policy one step further and suggests the ways in which permanent solutions for non-motorized transportation can be created.

**POLICY S-EG-16.** Encourage improvement of transit Metro facilities and service to and from key points in the Eastgate Subarea.

**Comment [CoB18]:** This policy is essentially the same, but the details supporting the policy, as shown in the discussion, are altered by the recommendations of the CAC.

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*Discussion: 142<sup>nd</sup> Place SE should be established as a frequent transit network corridor that reinforces the Transit Oriented Development Area, enhances bus service connections to Bellevue College, and is designed to serve as a gateway feature for the area. In addition, it may be possible to serve more parts of the Subarea, and to serve the Subarea more efficiently, by working with partner agencies and organizations. Eastgate needs Metro service during off-peak hours from shopping areas and along arterials.*

**POLICY S-EG-17.** Plan for the long-range, traffic-related needs in the Eastgate Subarea, including designated arterials, feeder (collector) streets, and residential streets.

**Comment [CoB19]:** This is done as part of citywide planning and is not needed as a policy specific to Eastgate.

*Discussion: Such planning should include an evaluation of Eastgate's arterial facility needs for improvements to Eastgate Way and access to I-90.*

## **Community Design**

**Comment [CoB20]:** This section integrates several recommendations about site planning, design, and landscaping into existing design policies.

### **Policies**

**POLICY S-EG-18.** Encourage a gateway within the I-90 interchange to accentuate Eastgate as an entry into Bellevue. Reinforce a sense of place that reflects the area's location on the Mountains to Sound Greenway, accentuate Eastgate as a major entry into Bellevue, and emphasize the emerging urban character of the Eastgate I-90 corridor through the application of land use regulations, public amenity incentives, and design guidelines.

**Comment [CoB21]:** This mirrors a similar policy in Factoria and Richards Valley.

*Discussion: The I-90 interchange at Eastgate is a major link between the northern and southern halves of the Subarea and is an access point for the freeway. A gateway should link both halves and include improved landscaping with seasonal color, pedestrian connections, lighting, district identification signs, and public artwork.*

**POLICY S-EG-19.** Provide graceful edges and transitions between more intense development and existing residential land uses by maximizing ~~Maximize~~ the use of existing vegetation and topography to separate and buffer and maintain compatibility between different land uses through land use regulations.

**Comment [CoB22]:** Transition area requirements, buffers, and retaining existing trees/vegetation should be specifically mentioned to support conditions from several concomitant agreements.

*Discussion: The Subarea has natural, vegetated topographic breaks between the commercial/office developments and the residential neighborhoods. These natural buffers should be retained to keep these uses separate but compatible.*

**POLICY S-EG-CD-1.** Apply design review for commercial, office, and mixed use development that promote pedestrian-friendly design, ensure quality and a sense of permanence, promote environmental sustainability, and create a distinct sense of place.

**Comment [CoB23]:** This supports the CAC recommendation for the development of a land use incentive system in which greater development is allowed with the provision of public amenities and benefits.

**POLICY S-EG-20.** Preserve the view amenities of adjacent single-family neighborhoods as development and redevelopment occurs.

**Comment [CoB24]:** It isn't clear which views are being protected, but since the policy relates to single-family neighborhoods (which weren't a part of the Eastgate project) it is kept in the plan.

**POLICY S-EG-21.** Discourage new development from blocking existing views from public spaces.

**Comment [CoB25]:** This amendment keeps this policy in line with the approach to views in other centers, like downtown.

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**POLICY S-EG-22.** Encourage the preservation of sufficient natural vegetation to assure amenable views. Encourage building and site design in commercial, office, and mixed use areas that includes visibly recognizable natural features in public and private development such as green walls, façade treatments, green roofs, retained native vegetation, and abundant natural landscaping consistent with the Mountains to Sound Greenway.

**Comment [CoB26]:** The CAC recommendations expanded upon the original policy to support the overall greening of the corridor to create character and identity and to coordinate with the Mountains to Sound greenway.

**POLICY S-EG-23.** Diminish the affect of rooftop equipment on views from residential areas.

**Comment [CoB27]:** Combined with EG-24.

**POLICY S-EG-24.** Diminish the effect of rooftop equipment on views from residential areas by requiring Design-rooftop equipment to be low-profiled and screened to match the building’s exterior color, building materials, and styles.

**POLICY S-EG-25.** Use landscaping to complement building and site design.

**Comment [CoB28]:** The intent of this policy is covered by EG-22 and EG-28.

*Discussion: Eastgate has a variety of land uses with large areas of office development. Site design should use street lighting and landscaping to accentuate walks and roads, soften paved areas, and screen development from adjacent residential uses. Large color spots of flowers should be used to accentuate areas visible from streets. When possible, plantings of trees and shrubs should be large enough to complement the scale of the building.*

**POLICY S-EG-26.** Maintain the Subarea’s predominantly treed skyline by applying design guidelines that encourage preservation of existing stands of trees and landscaping to frame development along the I-90 corridor.

**Comment [CoB29]:** This policy is consistent with the Mountains to Sound greenway theme and builds on the existing policy. It is similar to a policy in the Factoria subarea.

*Discussion: Eastgate has a low profile skyline with many trees. Buildings, especially in the I-90 corridor, should respect and complement this skyline.*

**POLICY S-EG-27.** Encourage the State Department of Transportation to provide landscaping that clarifies access patterns and improves the appearance of their properties.

**Comment [CoB30]:** This existing policy is supported by recommendations of the CAC to include native landscaping in the cloverleaf of the interchange.

**POLICY S-EG-28.** Encourage cohesive site and building design in the redevelopment of the Eastgate retail, office, and service property. Create community character and a sense of place in commercial, office, and mixed use development through the use of standards and incentives that support public art, street lighting, landscaping, distinctive building design, and pedestrian-oriented site design.

**Comment [CoB31]:** This policy is intended to capture the quality of design for the built environment envisioned by the CAC.

*Discussion: Some of the Subarea’s retail, office, and service uses have immediate redevelopment potential. Therefore, redevelopment should enhance the surrounding arterials with pedestrian amenities such as well defined pedestrian walkways that connect surrounding properties with street and building entrances. In addition, coordinate on site auto circulation to reduce curb cuts and improve pedestrian safety. Landscaping should be in scale with the development.*

**POLICY S-EG-CD-2.** Encourage place-making and the development of a dynamic public realm by integrating publicly accessible plazas, open spaces, and other gathering spaces within private development in commercial, office, and mixed use areas.

**Comment [CoB32]:** A version of this policy is also in the Factoria subarea.

**POLICY S-EG-CD-3.** Encourage auto dealers to add to the character of the Mountains to Sound greenway by limiting exterior vehicle storage and incorporating visible natural features into their facilities.

**Comment [CoB33]:** The CAC recommended allowing continued auto sales in corridor, but to encourage them to adopt a new look that embraced the greening of the corridor. This can be accomplished when auto dealers expand.

## **Parks and Open Space**

### **Policies**

**POLICY S-EG-P-1.** Integrate a system of parks, recreational facilities, and open spaces into the subarea in order to foster health, fitness, and life enjoyment.

**POLICY S-EG-P-2.** Create and encourage an interconnected system of non-motorized trails as a part of public and private development within the subarea that will link community amenities, provide recreational opportunities, and offer transportation benefits.

**POLICY S-EG-P-3.** Develop local connections to the Mountains to Sound Greenway through the subarea in order to enhance the trail as a local and regional recreational asset.

**Comment [CoB34]:** This is a new section to capture the parks and open space recommendations of the CAC.

## **Coordination and Partnership**

### **Policies**

**POLICY S-EG-CI-1.** Develop partnerships with Bellevue College, the State of Washington, the Mountains to Sound Greenway Trust, county and regional transit agencies, the private sector, and others to implement the desired land use and transportation changes in this subarea plan.

**POLICY S-EG-CI-2.** Support the evolution of Bellevue College according to its institutional mission and encourage campus growth that is physically and functionally integrated into surrounding land uses.

**Comment [CoB35]:** This is a new section to capture the CAC recommendations for implementing the plan through coordination and partnerships.

## **Planning District Guidelines**

### **Policies**

#### **Planning District 1**

**POLICY S-EG-29.** Retain significant vegetation and supplement vegetation on the steep slope along the southeast edge of Kamber Road between 137th Avenue S.E. and S.E. 24th Street.

**POLICY S-EG-31.** Encourage residential Planned Unit Developments (PUD) to protect steep slopes and preserve open space in the northern half of the Sunset property.

**Comment [CoB36]:** The planning districts should be changed so that Planning District 2 basically follows the EG study area, with the addition of the Champions Center property off 148<sup>th</sup> next to Bellevue College, and the Crestwood property that will be rezoned as part of this process. As a result, some of the existing policies have been moved to District 2.

**Comment [CoB37]:** Planning District 1 consists of the primarily single-family area outside of the Eastgate LUTP study boundary. Planning District 1 policies are generally not proposed for amendment because they were outside the boundary of the Eastgate LUTP

**Comment [CoB38]:** EG-31 through EG-33 should be in district 2 but these policies are simply deleted because they have already been addressed in the Sunset Master Plan.

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*Discussion: Steep slope protection and open space preservation at the north end of the Sunset property should buffer views of the development from the single family residences across Kamber Road.*

**POLICY S-EG-32.** Develop multifamily housing in the northern and central portion of the Sunset property to take advantage of the site's view potential.

**POLICY S-EG-33.** Encourage office uses in the southern half of the Sunset property to gain visibility and accessibility from I-90 and the frontage road.

*Discussion: Policies S-EG-29 through S-EG-33 should guide the conditions of development as stated in these policies.*

**POLICY S-EG-34.** Designate the 10.5 acre site northwest of the I-90 Business Park, known as the Old School District property, Single-family Urban Residential.

*Discussion: At the reclassification stage particular attention should be given to the mitigation of traffic impacts to the adjacent residential neighborhoods that could result from the site's development. Multiple access points should be considered in order to disperse traffic. Alternatives to access from S.E. 26<sup>th</sup> Street/158th Avenue S.E. should be pursued.*

**POLICY S-EG-35.** Designate the 4-acre Saint Andrews Church property and the northern 9.5 acres of the Latter Day Saints Temple property as Single-family High-density (SF-H).

*Discussion: The development of congregate care senior housing, nursing home, or affordable housing may be appropriate for the site. A conditional use permit should be required to insure compatibility with adjacent development and insure that it is in keeping with the character of the Subarea. Multifamily Low density may be appropriate for a rezone only to accommodate congregate care senior housing, nursing homes, or affordable housing.*

**Planning District 2**

**POLICY S-EG-30.** Retain sufficient vegetation on the eastern side of the Sunset property to visually buffer Bellevue Community College.

**POLICY S-EG-36.** Designate the 1.25 acre triangular parcel directly opposite the eastern entrance to Bellevue Community College (B.C.C.) at the south end of 145<sup>th</sup> Place S.E. Professional Office.

*Discussion: In no case should there be access to both 145th Place S.E. and the B.C.C. access road. The site may be appropriate for a Multifamily Low density.*

**POLICY S-EG-37.** Encourage light industrial development south of Kamber Road to buffer residences to the north. Screen industrial development from residences to the north of Kamber Road from light industrial development with a landscaped buffer.

**Comment [CoB39]:** Planning District 2 is primarily the commercial, office, and mixed-use area that was part of the Eastgate project study area.

**Comment [CoB40]:** This policy should be kept to support conditions in an existing concomitant agreement. If this property were to be redeveloped or development intensified on this site, this vegetated buffer should remain.

**Comment [CoB41]:** This zoning is proposed to be changed. See the map.

**Comment [CoB42]:** The 30ft. buffer provision is a regulatory issue and not a policy, so it is proposed for removal. Transition area requirements would currently require a 20 ft. buffer for new development. This is part of a concomitant agreement.

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*Discussion: The buffer should be 30 feet wide along the south side of Kamber Road and include landscaping to accomplish maximum screening. In addition, outdoor lighting shall be shielded and loading docks shall be located away from residential land uses.*

**POLICY S-EG-38.** Protect the surrounding neighborhoods from future development in the I-90 Business Park by observing transition area requirements from residential uses as well as maintaining landscape buffers.

*Discussion: Encourage retention of significant open space in the I-90 Business Park in conjunction with utilization of the remaining Development potential. Apply the OLB-OS designation in support of this policy. [Amended Ord. 5392]*

**Comment [CoB43]:** This policy supports existing concomitant agreements and preserves an important idea in this subarea, which is to protect single-family neighborhoods from the potential impacts of more intense forms of development.

**POLICY S-EG-39.** Designate the 6-acre parcel south of the Squibb Building west of Vasa Creek as Office, Limited Business.

*Discussion: Any proposed residential development should include a portion of the units as affordable housing. If the site is developed with residential uses, nonmotorized access should be provided to 156th Avenue S.E. Hotel, motel, and retail uses should be prohibited. Before any development occurs at this site, a traffic/circulation study should be required to define a plan of action for dealing with increasing congestion in the area of the tunnel under I-90. Such a study would emphasize the importance of traffic considerations in development of the site to prevent further degradation and increasing safety problems.*

**Comment [CoB44]:** This parcel will likely remain OLB in the new proposal, but that will be reflected on the Land Use map. The discussion portion is not fully consistent with the CAC recommendations because it limits uses.

**POLICY S-EG-40.** Auto sales, auto rental, and auto leasing uses are not appropriate in the Light Industrial District located east of 156th and north of I-90 nor along S.E. 24th.

*Discussion: The Light Industrial District located east of 156th is currently known as the I-90 Business Park.*

**Comment [CoB45]:** The light industrial district in this location no longer exists.

**POLICY S-EG-D2-1.** Rezone master planned areas in District 2 to be consistent with the underlying Land Use designation and implement the Eastgate Land Use and Transportation project vision when existing concomitant agreements affecting the site are renegotiated or repealed and upon approval of a new Master Development Plan.

*Discussion: Large master planned projects in Eastgate are subject to Master Plan/Design Review requirements and conditions associated with concomitant zoning agreements that may prevent implementation of zoning consistent with the Eastgate Land Use and Transportation Project vision. Portions of the Sunset Corporate campus, subject to concomitant agreement 14463 and the area generally associated with the I-90 Corporate Campus, subject to concomitant agreements 6015, 11390, and 33217 should only be rezoned when the existing concomitant agreements are renegotiated or repealed.*

**Comment [CoB46]:** This policy is intended to set these parcels up for a rezone without a comprehensive plan amendment at a later date.

**POLICY S-EG-D2-2.** Develop a mixed use area between Bellevue College and I-90 into a walkable, transit-oriented center at the level of intensity needed to create a vibrant mix of offices, residences, and locally-serving shops and restaurants that are urban in character.

**Comment [CoB47]:** This policy supports the TOD area.

**POLICY S-EG-D2-3.** Retain neighborhood-serving commercial uses through mixed use zoning that allows a rich combination of neighborhood retail and services, residential uses, and public gathering spaces.

**Comment [CoB48]:** This policy would support redevelopment at the Eastgate Plaza.

**POLICY S-EG-D2-4.** Develop a land use incentive system that makes available additional floor area ratio (FAR) and height in exchange for infrastructure and amenities such as public open space, environmental enhancements, affordable housing, and other public amenities, if economically feasible.

**Comment [CoB49]:** This supports the CAC recommendation for the development of a land use incentive system in which greater development is allowed with the provision of public amenities and benefits.

DRAFT



# Factoria Subarea Plan

## Goals:

1. To preserve and maintain a natural setting for our residential areas and to manage change in the commercial district to improve its cohesiveness, compatibility, and accessibility to Subarea residents.
2. To create a well-integrated, transit-supportive, pedestrian-oriented, mixed-use urban neighborhood in Factoria’s commercial core (District 2).

## Overview

Factoria is known for its residential neighborhoods, easy access to the freeways, and shopping at Factoria businesses. Current issues center around the redevelopment of the commercial district while protecting residential neighborhoods, addressing mobility, and improving pedestrian links between commercial and residential areas.

Even before its 1993 annexation, the city worked with Factoria residents and businesses to strengthen the community’s transportation vision. Since then, a series of transportation studies and updates have embraced the integration of transportation and urban design to enhance the quality of life in this vital activity center.

~~This Subarea Plan recognizes that the latest study—~~The 2005 Factoria Area Transportation Study (FATS) Update—sought to update the Subarea policy framework and list of associated transportation facility projects so as to achieve long-term mobility and safety for transportation system users. This approach challenges the existing suburban land use pattern because, while Factoria has a mix of land uses – housing, offices, retail and services – they are disconnected.

In 2012, the Eastgate/I-90 Land Use & Transportation Project (Eastgate/I-90 project) was completed. The study area boundaries of that project, which establishes a long-range vision for the I-90 corridor, includes portions of three subareas: Eastgate, Richards Valley, and Factoria. The Eastgate/I-90 project, in part, identified strategies to build upon the Factoria vision and address transportation chokepoints. The Eastgate/I-90 project is more fully discussed in the Eastgate Subarea plan.

This Subarea Plan also provides a framework for the 2002 Land Use Code amendments that direct redevelopment of the Factoria Mall so that it can accommodate a new, mixed-use focus. The FATS Update provided the necessary determination of transportation system adequacy to accommodate the Mall’s expansion. For all of District 2 redevelopment, the Update also addresses the needs of all modes of transportation within the Subarea and provides design guidance for private sector redevelopment. This Subarea Plan also provides a framework for Land Use Code amendments that will implement the vision of the Eastgate/I-90 project. That vision includes increasing the mix of uses in north Factoria, emphasizing transit focus and an enhanced pedestrian environment along Factoria Boulevard, and including public amenities with new development.

Redevelopment in Factoria will use the Eastgate/I-90 project and the FATS Update transportation and urban design strategies adapted into the Subarea Plan and in the East Bellevue Transportation

**Comment [CoB1]:** Update with information from Eastgate Land Use and Transportation Project (EG project).

Facilities Plan to create a well-integrated, transit-supportive, pedestrian-oriented, mixed-use urban neighborhood.

## History

It is believed that Factoria was once part of the Duwamish Tribal Territory. Evidence of a village/habitation site exists at a location near Mercer Slough. The earliest English-speaking inhabitants of this area prior to 1900 occupied themselves with mining, logging, and farming. Edwin Richardson discovered coal in Newcastle in 1863 and prospectors formed the Lake Washington Coal Company which eventually became the Seattle Coal and Transportation Company.

During the 1890s, loggers cut large stands of timber on land now known as Woodridge Hill, Richards Valley, Greenwich Crest, Mockingbird Hill, Monthaven, Newport Shores, and the commercial area of Factoria. Somerset Hill forests remained intact for several decades. Logging continued to be important into the 1920s.

Apparently, around the turn of the 20th century, the area known as Mercer Landing was proposed as a port serving railroad and manufacturing plants.

This area, destined to become the town of Factoria, was promoted as an industrial center with coal smoke “belching from hundreds of smokestacks.” Promoters expected at least 20 plants, in addition to the existing Factoria Stove and Range Co., to locate there. But some 15 years after the promoter’s pitch, only the Factoria School had been built and the proposed industrial town of Factoria never got off the ground. The present day Factoria Mall is located on the original Factoria property.

Land use patterns evolved from early timberland, logging, and farming between the 1920s and 1950s to the current residential and commercial development.

Much of the area was planned and developed under the jurisdiction of King County.

Newport Shores and Somerset annexed into Bellevue during the 1960s and 1970s. The Factoria commercial area annexed in 1993.

Factoria is an area of about 2,100 acres bounded by I-90 on the north and Lake Washington on the west. The southern boundary forms an oblong crescent around Newport Hills. The Subarea contains just over 3,400 single-family dwelling units and about 1,300 multifamily units. There are 11 million square feet of commercial space, including offices employing over 7,500 people, making Factoria a busy urban area.

In District 1, (1,800 acres) there are about 71 acres of vacant land all of which is planned as single family use. Approximately 40 acres are classified as protected wetlands, as defined by the Bellevue Land Use Code (Section 20.50.044). In District 2 (282 acres), 6.7 acres remain vacant. Of those, 1.5 acres are planned for multifamily use, and 5.2 acres for office use.

The policies in the Factoria Subarea Plan guide the continued development and redevelopment of the Subarea. The Plan includes a section of design policies for the commercial area.

## General Land Use

## Policies

**POLICY S-FA-1.** Maintain land uses as depicted on the Land Use Plan.

**POLICY S-FA-2.** Protect single family neighborhoods from encroachment by more intense uses.

**POLICY S-FA-3.** Maintain land use densities that will not create vehicular congestion that exceeds adopted level of service standards.

**POLICY S-FA-4.** Encourage infill development and redevelopment in a manner that is compatible with surrounding uses and meets adopted design guidelines.

**POLICY S-FA-5.** Encourage any redevelopment to include parks, landscaping, ~~and~~ pedestrian access, and other pedestrian amenities.

**POLICY S-FA-6.** Retain the single-family land use designation on all school property.

**POLICY S-FA-7.** Restrict all future office expansion to districts shown on the Land Use Plan (Figure S-FA.1).

## Critical Areas

In Factoria, as elsewhere, the city recognizes the importance of preserving the natural environment for wildlife habitat, stormwater management, as well as the aesthetic value to the community.

Controlling storm water runoff will help to prevent additional erosion of stream beds, downstream flooding and siltation. Specific areas of concern include the west side of Monthaven, Sunset Ravine, Mercer Slough, the Coal Creek watershed, and the siltation zone at its mouth.

## Policies

**POLICY S-FA-8.** Protect and enhance the capability of Sunset Creek, Richards Creek, Coal Creek, and their tributaries to support fisheries and water related wildlife.

**POLICY S-FA-9.** Retain and enhance vegetation on steep slopes, within wetland areas, and along stream corridors in order to control erosion, reduce landslide hazard and to protect the natural drainage system.

**POLICY S-FA-10.** Encourage the use of a variety of site development options to conserve the natural land features in wetlands or steep slopes.

## Residential

### Goal:

To increase housing opportunities in Factoria commercial areas.

## Policies

The Community Business zoning along the east side of Factoria Boulevard allows for housing to be developed over ground-floor commercial uses. This represents an opportunity to increase the supply of housing without encroaching on existing residential areas. Both the Eastgate/I-90 project and the FATS Update recommends mixing housing and commercial uses. **Mixing these uses** in the same building is a method to help reduce vehicle use.

**POLICY S-FA-11.** Encourage mixed-use residential, hotel use, and other commercial development within community level retail districts.

**Comment [CoB2]:** Integrates CAC recommendation to allow hotel use here.

## Parks, Recreation, and Open Space

### Goal:

To encourage development of parks and open space linkages by using acquisition and dedication of existing public rights-of-way as shown on the Pedestrian and Bicycle Transportation Plan maps and the Parks and Open Space System Plan.

## Policies

**POLICY S-FA-12.** Continue to acquire and develop parks, community facilities, and trail systems.

## Transportation

### Goals:

1. To enhance multi-modal mobility for Factoria residents, employees, and shoppers and for those traveling within and through the Factoria commercial area.
2. To maintain and improve the appearance of arterial streets in the Subarea.

## Policies

### General Transportation

Transportation planning was conducted in 1992 for the unincorporated Factoria area as part of the East Bellevue Transportation Study. After the area annexed to Bellevue in 1993, the City initiated a detailed study of the transportation infrastructure. The 1996 Factoria Area Transportation Study (FATS) report addressed existing conditions and deficiencies and recommended projects to accommodate travel demand. A FATS Update, completed in 2005, addressed the needs of all modes of transportation within the area, and provided design guidance for private sector redevelopment. The FATS Update analysis was augmented by transportation analysis done in support of the 2012 Eastgate/I-90 Land Use and Transportation Plan.

**Comment [CoB3]:** This section updates to add the EG project.

Traffic modeling conducted for both the FATS Update and the Eastgate/I-90 project used a horizon year of 2030. Both sets of analysis traffic modeling for 2030 shows that most Factoria intersections will continue to function within adopted level of service standards. A few transportation system projects would help maintain long-term mobility, including enhancing transit service and improving

intersection operations at Coal Creek Parkway/I-405, Factoria Boulevard/I-90, SE 36<sup>th</sup> Street/Factoria Boulevard, and SE 38th Street/Factoria Boulevard.

For the Factoria Subarea, the adopted vehicle level of service (LOS) is E+ (-LOS E+ is characterized in the Comprehensive Plan as: Near capacity. Notable delays. Low driver comfort. Difficulty of signal progression). In the absence of transit service improvements, two intersections are projected to fall below the adopted LOS – Coal Creek Parkway at I-405, and Factoria Boulevard at I-90.

Aside from accommodating traffic, Factoria’s arterials should be maintained with litter pickup, plant pruning, and street repairs. In addition, street improvements such as street trees, sidewalks, and other pedestrian amenities should be used to improve the arterial’s appearance.

**POLICY S-FA-13.** Plan for the long-range transportation facility needs in the Factoria Subarea through an integrated, multi-modal transportation system.

**POLICY S-FA-14.** Implement the transportation and urban design recommendations of the Eastgate/I-90 project and the Factoria Area Transportation Study (FATS) Update, ~~transportation and urban design recommendations.~~

**POLICY S-FA-15.** Discourage traffic from office and retail commercial development from spilling over onto residential streets.

**POLICY S-FA-16.** Establish and implement a street tree plan and planting program for Factoria emphasizing arterial streets and buffering high intensity land use.

**POLICY S-FA-17.** Require new development and encourage existing development to plant and maintain street trees in accordance with a Factoria Subarea street tree plan.

**POLICY S-FA-18.** Provide and improve visual and pedestrian access to Sunset Creek, Richards Creek, Coal Creek, and Mercer Slough from pathways and access points.

**POLICY S-FA-19.** Encourage neighborhood groups to help with maintenance in coordination with City work crews.

### **Pedestrian and Bicycle**

The Pedestrian and Bicycle Transportation Plan provides the guidance for improving the mobility and safety for everyone who uses the non-motorized transportation system, both the public system and the pathways that are on private property.

**POLICY S-FA-20.** Encourage the development of mid-block pedestrian connections.

**POLICY S-FA-21.** Provide a network of sidewalks, footpaths, and trails with interconnections to areas surrounding the Factoria Subarea to accommodate safe and convenient access to community facilities, retail areas, and public transit as well as to accommodate the exercise walker and hiker.

**POLICY S-FA-22.** Improve safety for bicyclists and other nonmotorized users by providing an integrated on-street and off-street system.

**POLICY S-FA-23.** Provide public access from Newport Shores to Newcastle Beach Park for bicycles and pedestrians only.

**POLICY-S-FA-PB1.** Develop the Mountains to Sound Greenway trail through the subarea to provide pleasant, safe, non-motorized facilities that provide local and regional connections.

**Comment [CoB4]:** This policy will be in both the Factoria and Eastgate Subareas to support the Mountains to Sound Greenway trail.

## Utilities

### Policies

**POLICY S-FA-24.** Encourage the undergrounding of utility distribution lines in areas of new development and redevelopment.

**POLICY S-FA-25.** Provide screened and maintained space for storage and collection of recyclables in commercial and multi-family developments.

## Planning District Guidelines

### Policies

#### District 1

##### General Land Use

**POLICY S-FA-26.** Permit multifamily development west of Monthaven at densities designated on the Land Use Plan (Figure S-FA.1) provided that the multifamily development does not have primary vehicular access through the Monthaven neighborhood.

### Community Design

The stand of trees along the ridge of the slope provides an important visual buffer for the residents of Monthaven. Multifamily development should provide a vegetative buffer that includes protection of existing significant trees between the multifamily use and single-family residences. The buffer should be augmented as necessary to provide sufficient screening.

**POLICY S-FA-26.5.** Retail auto sales are appropriate in OLB districts along SE 36<sup>th</sup> Street west of the ravine located at about 133rd Avenue SE and east of the Newport Corporate Campus located at 132nd Avenue SE.

**POLICY S-FA-27.** Provide landscape buffers between any multifamily development west of Monthaven and existing single-family residences.

#### District 2

**POLICY S-FA-28.** Establish design standards for the Factoria commercial area. District 2 is surrounded by other neighborhoods and serves as a commercial, employment and high-density residential activity center south of I-90.

**Comment [CoB5]:** District 2 applies to all of the commercial and office areas of the Factoria subarea, including the mall area. In the original District 2 map, a portion of the OLB area was excluded, but this will be amended with this update.

Both the Eastgate/I-90 project and the FATS Update recommends transportation and urban design strategies to create a well-integrated, transit supportive, pedestrian oriented, mixed-use neighborhood in Factoria's commercial core.

- Well-integrated: Factoria has a wide variety of land uses – employment, retail, single family and multi-family housing, schools – but in many cases these are separated by long distances, busy roads, and steep topography. Geographic separation discourages walking and transit use, as does an uncomfortable pedestrian environment. The Eastgate/I-90 project and the FATS Update recommends guidelines for private redevelopment and identifies public pedestrian projects that together will help to form a more cohesive Factoria neighborhood.
- Transit-supportive: Factoria has a high level of transit service and use. Transit use may increase if riders find it easy and comfortable to walk between transit stops and the buildings. As properties redevelop, the FATS Update recommends locating those buildings should locate closer to the street and providing direct pedestrian connections between the sidewalk and the primary building entrance.
- Pedestrian-oriented: The ability to walk-around comfortably within Factoria is essential to help create a neighborhood feel. Private site redevelopment that incorporates Eastgate/I-90 project and the FATS-recommended design guidelines, combined with public sidewalk and street-crossing projects, will help make it easier to get around without a car.
- Mixed-use: Mixed-use structures are those that contain a number of different uses, stacked vertically. Adopted zoning allows for a mixing of uses across much of Factoria's commercial area. For instance, housing may be constructed atop retail uses. Both the Eastgate/I-90 project and the FATS Update encourages greater utilization of this mixed-use potential.

To help achieve the vibrant neighborhood envisioned for Factoria, the FATS Update recommends implementing policies that acknowledge the critical link between land use and transportation should be implemented. The community envisions a network of walkways and design elements connecting the retail uses to residential neighborhoods and other community activity centers.

### General Land Use

In 2002, the City Council adopted a Land Use Code Amendment that allowed 51,000 square feet of new retail and 685 residential units on the Factoria Mall site, plus an additional 100,000 square feet of retail development, contingent upon a determination of adequate transportation system capacity through a FATS Update. The FATS Update provides the necessary determination of transportation system adequacy to accommodate the Mall expansion.

**POLICY S-FA-29.** Utilize vegetation, sensitive site planning and superior building design to integrate multifamily and commercial development with nearby single-family neighborhoods.

**POLICY S-FA-30.** Allow Factoria Mall redevelopment to include an additional 100,000 square feet of commercial space beyond that provided for in the 2002 Land Use Code Amendments, per the FATS Update.

**POLICY S-FA-30.1.** ~~Consider allowing~~ Encourage a pattern of office use office intensity up to 0.75 FAR in the area north of Factoria Mall that is visible from I-90 and contributes to a sense of place through application of design review, with particular emphasis on the area's contribution to

**Comment [CoB6]:** The .75 provision is eliminated because the CAC recommended FAR up to 1.0 in this area. However, the policy has been rewritten to emphasize the character of the development at that location, and will leave the exact FAR number to the code.

Factoria’s pedestrian environment and the area’s “gateway” location to the Factoria commercial center.

POLICY S-FA-D2-1. Encourage the development of a pedestrian-friendly activity node served by transit at the north end of Factoria Boulevard through mixed use zoning that allows neighborhood retail and services, residential, and hotels and incentives for the creation of public gathering spaces.

**Comment [CoB7]:** Builds off the FATS concept and the EG project which envisions an activity node near the Factoria Village that could be a secondary neighborhood area for both Factoria and Eastgate.

POLICY S-FA-D2-2. Develop a land use incentive system that makes available additional floor area ratio (FAR) and height in office and mixed use areas in exchange for infrastructure and amenities such as public open space, environmental enhancements, affordable housing, and other public amenities for office and mixed use developments along the I-90 corridor, if economically feasible.

**Comment [CoB8]:** This supports the CAC recommendation for the development of a land use incentive system in which greater development is allowed with the provision of public amenities and benefits.

### Park, Recreation, and Open Space

**POLICY S-FA-31.** Provide for open space and recreation needs of residents, workers, and shoppers.

**POLICY S-FA-32.** Create a series of open spaces and gathering places with visual and walking connections along Factoria Boulevard

**POLICY S-FA-33.** Orient open spaces to take advantage of sunshine and territorial views.

**POLICY S-FA-34.** Provide seating, weather protection, special paving, shade trees, and landscaping.

### Utilities

**POLICY S-FA-35.** Minimize disruptive effects of utility construction on property owners, motorists, and pedestrians.

### Critical Areas

**POLICY S-FA-36.** Minimize erosion damage on slopes to protect downslope properties and stream beds.

### Transportation

Transportation recommendations in the Eastgate/I-90 project and the FATS Update emphasize multi-modal mobility to guide future public infrastructure investments.

**POLICY S-FA-37.** Encourage interjurisdictional cooperation among the City of Bellevue, the State, Metro, and Sound Transit on transportation concerns.

**POLICY S-FA-38.** Ensure that development is conditioned to satisfy future right-of-way, financing, and development standards as identified by the City of Bellevue.

### Pedestrian and Bicycle



Pedestrian and bicycle system connectivity, as identified in the adopted Pedestrian and Bicycle Transportation Plan (1999), is interrupted by gaps in the planned system. Pedestrian access to transit, employment and retail/services is constrained by inadequate non-motorized facilities on public and private land. The Eastgate/I-90 project and the FATS Update identifies improvements to sidewalks, crosswalks, paths, and private walkways that will help fill gaps and increase accessibility.

**POLICY S-FA-39.** Enhance connectivity and accessibility for pedestrians and bicyclists throughout the Factoria area.

### Transit

Improving transit facilities and services is important to help residents, shoppers, and employees get around Factoria without a car. Investments in transit, together with pedestrian amenities, will support Factoria livability and may reduce the long-term need to expand arterial capacity.

Amenities such as passenger shelters and trash receptacles create a more pleasant environment for transit riders. To serve increasing numbers of transit passengers over time, it may be necessary to enhance facilities. A recommended Factoria Station transit center on Factoria Boulevard near SE 38th Street would provide for convenient transit access and transfers for the many thousands of employees, residents, and shoppers within a mile of this site.

Each day, regional buses pass by Factoria on I-90 and I-405 without providing service to Factoria. Transit freeway stations on I-90 and I-405 with pedestrian connections to the surface streets could capture this transit service for Factoria commuters.

**POLICY S-FA-40.** Coordinate with Metro to provide passenger shelters, where warranted, at bus stops on Factoria Boulevard.

**POLICY S-FA-41.** Work with Metro and adjacent property owners to develop a Factoria Station transit center at a location on Factoria Boulevard that is convenient to employees, residents and shoppers.

**POLICY S-FA-42.** Work with Metro and Sound Transit to develop freeway stations on I-90 and I-405 to serve Factoria employees, residents and shoppers.

### Roadways

A number of new projects were identified in the Eastgate/I-90 project and the FATS Update to improve traffic safety and traffic flow on arterials and to enhance access to the adjacent private parcels and to freeways. These recommended projects are catalogued and mapped in the East Bellevue Transportation Plan.

**POLICY S-FA-43.** Maintain the adopted vehicular level of service on Factoria arterials, utilizing FATS Update recommended roadway projects recommended by the Eastgate/I-90 project and the FATS Update.

### Circulation and site access

Multiple driveways and limited connections between sites exacerbate vehicular congestion and conflicts with pedestrians. Each driveway onto an arterial creates a site for potential

vehicular/pedestrian conflicts. From both a traffic safety and pedestrian safety standpoint, the fewer driveways along an arterial, the better.

Many parcels along Factoria Boulevard have more than one driveway. This pattern was developed when automobile mobility was considered one of the most important objectives. The resulting proliferation of driveways has resulted in just the opposite effect, congestion on the arterial that links all the businesses. With increased land development and better transit service, there are more pedestrians using the sidewalks. At each driveway, a motorist must watch for both pedestrians and other automobiles, but sometimes one or the other is missed, resulting in an accident.

The FATS Update recommends a long-term strategy to reduce the number of driveways and to enhance circulation along the commercial corridor. This strategy involves two parts: consolidating driveway access points; and providing greater circulation between parcels.

As redevelopment occurs, or as city projects improve adjacent arterials, a parcel with multiple driveway would be required to consolidate access points. Further, when opportunities arise, the city could encourage adjacent property owners to combine and share driveways. An important part of this strategy involves creating off-street connections between parcels so that a customer, whether in a vehicle or on foot, could move along the corridor to patronize different businesses, without having to enter the arterial. Driveway design that incorporates traffic calming would keep arterial bypass traffic to a minimum and create a pleasant pedestrian environment.

**POLICY S-FA-44.** Consolidate curb cuts/driveways as redevelopment occurs or when public arterial improvements are planned.

**POLICY S-FA-45.** Encourage adjacent parcels to develop shared driveways to reduce the overall numbers of driveways along the arterial.

**POLICY S-FA-46.** Provide non-arterial pedestrian and vehicular circulation both between and within commercial parcels.

### **Boulevards**

Factoria Boulevard is designated as a “Boulevard” in the Urban Design Element. Both within the right-of-way and on adjacent private development, a boulevard incorporates design features such as gateways, street trees, colorful plantings, landscaped medians, special lighting, separated and wider sidewalks, prominent crosswalk paving, seating, special signs, and public art.

**POLICY S-FA-47.** Establish Factoria Boulevard arterial streetscape standards for tree planting, pedestrian lighting, sidewalks, crosswalks, and other urban design elements to be applied when private property redevelops or public projects are implemented.

### **Gateways**

Visitors arriving at Factoria use three major routes: south on Factoria Boulevard at I-90, north on Factoria Boulevard at Coal Creek Parkway, or north on 124th Ave SE. at Coal Creek Parkway. Gateway designs for these entry points into Factoria should be provided to mark the transition into this special neighborhood and reinforce the Factoria identity. Street tree plantings; pedestrian scale lights, public art, district identification signs and banner poles; landmark features and wayfinding devices; and building placement should be considered at each of these “gateways”. A gateway can be

dramatic and obvious, sometimes including non-commercial signs, art, structures, and unique lighting. It can also be subtle, using signs, a change in plant material or paving surface.

**POLICY S-FA-48.** Establish gateway design standards and guidelines to create a welcoming experience for pedestrians and motorists at the Factoria entry points on Factoria Boulevard. Apply these standards when private property redevelops and when public projects are implemented.

**POLICY S-FA-49.** In partnership with adjacent property owners, take incremental steps to create mixed-use gateways and urban focal points at the following intersections along Factoria Boulevard:

- SE 37th Place / ~~Lochmann's Plaza~~ Factoria Village entrance;
- SE 38th Street;
- SE 40th Lane / Factoria Mall entrance; and
- SE 41st Place

Incorporate infrastructure improvements and implement design guidelines that will enhance pedestrian crossings (respecting the significant traffic volumes and multiple turning movements at these intersections), improve transit amenities, and develop an active building frontage along Factoria Boulevard with direct pedestrian routes to retail storefronts from the public sidewalk and weather protection for pedestrians.

### **Community Design- I-90 Corridor**

**POLICY S-FA-D2-3.** Apply design review for commercial, office, and mixed use development that promote pedestrian-friendly design, ensure quality and a sense of permanence, promote environmental sustainability, and create a distinct sense of place.

**Comment [CoB9]:** This policy supports the use of Design Review to implement the CAC recommendation to create a sense of character along the I-90 corridor.

**POLICY S-FA-D2-4.** Reinforce a sense of place that reflects the area's location on the Mountains to Sound Greenway and emphasizes the emerging urban character of the Eastgate I-90 corridor by encouraging building and site design that includes visibly recognizable natural features such as green walls, façade treatments, green roofs, and abundant natural landscaping.

**Comment [CoB10]:** This supports the design recommendations of the CAC and is similar to policies proposed in Richards Valley and Eastgate.

**POLICY S-FA-D2-5.** Promote the feeling of a city in a park through development regulations that retain wooded greenbelts to provide a green backdrop for office and commercial uses and naturally buffer less intense development.

**Comment [CoB11]:** This is a specific recommendation from the CAC and it supports a concomitant agreement.

### **Community Design – Factoria Boulevard**

In 2002, the City Council adopted zoning and design guidelines specifically applicable to redevelopment of the Factoria Mall site. This is the F-1 zoning district, where the Factoria TownSquare Design Guidelines are applicable. The Eastgate/I-90 project and the FATS Update recognizes that many components of these guidelines are also applicable to the commercial corridor along Factoria Boulevard.

The F-1 design guidelines are intended to achieve for the Factoria Mall site what the Eastgate/I-90 project and the FATS Update recommends for the Factoria Boulevard commercial corridor – that is, a mix of transportation and land use projects that create a more walkable urban environment.

Implementing F-1 urban design guidelines on the Factoria Mall site and the Eastgate/I-90 LUTP and the FATS Update specific guidelines elsewhere on the Factoria Boulevard commercial corridor,

would transform the corridor from an auto-oriented strip to a commercial corridor that has a greater orientation toward pedestrians.

To supplement the Urban Design Element of the Comprehensive Plan, and the guidelines of the Community Retail Design District, specific urban design guidance for redevelopment of Community Business-zoned properties along Factoria Boulevard should include the following key elements:

- Building placement
- Parking location
- Pedestrian environment

**POLICY S-FA-50.** Develop and implement design guidelines, to supplement the Community Retail Design District guidelines applicable to new development and redevelopment on commercial sites along Factoria Boulevard.

### **Building Placement**

To create a walkable environment in an urban, commercial setting, the relationships between the buildings and the public sidewalks deserve considerable attention. In such an environment, buildings are located close to or adjacent to the right-of-way, and they are designed to invite pedestrians to the front door.

Factoria Boulevard's walkability is currently challenged by a land use pattern that generally favors automobiles over pedestrians. In Factoria, many buildings are situated at the rear of the lot. Seldom can one walk directly from the sidewalk to the building entry without encountering moving vehicles, a maze of parked cars, high curbs, and overgrown vegetation. Since everyone is a pedestrian at some point in their journey to a store's front door, it is both good public policy and good business, to make the front door accessible to all.

In the Community Business zoning area, Land Use Code regulations require no minimum front-yard setback, and the F-1 zoning calls for a minimum 15-foot setback from the right-of-way along Factoria Boulevard. To facilitate pedestrian activity, the city could establish a maximum building setback along Factoria Boulevard for the Community Business zoning designation. Site design should include an accessible walkway to a weather-protected main entrance, and parking that is located on the side or rear of the building, or perhaps underneath it.

**POLICY S-FA-51.** Consider establishing a maximum building setback from the right-of-way for structures along the Factoria Boulevard commercial corridor.

**POLICY S-FA-52.** Allow buildings to abut the Factoria Boulevard public right-of-way, so long as there is adequate space for the arterial sidewalks.

**POLICY S-FA-53.** Provide building-mounted weather protection for pedestrians.

**POLICY S-FA-54.** Provide prominent, easily identifiable pedestrian entries to individual storefront businesses.

**POLICY S-FA-55.** Incorporate high quality and pedestrian-scaled materials on building facades along public sidewalks and interior walkways.

### **Parking Location**

The FATS Update recommends site planning that locates parking either behind the building or on the side of the building. If parking is located behind the building, then a driveway with directional signage would be incorporated into the site plan. If parking is located on the side of building, and thus adjacent to the sidewalk, then a visual screen/physical barrier between the parking lot and the sidewalk is appropriate.

As walking and transit use grow, and an increasing number of customers arrive to businesses on foot, it may be possible to reduce the amount of parking required.

The FATS Update recommends studying reducing the minimum parking requirement if the site is adjacent to transit service and if the development includes amenities that foster transit use and pedestrian activity.

**POLICY S-FA-56.** Locate and design buildings and parking such that there is a direct pedestrian connection between the public sidewalk and the primary building entrance.

**POLICY S-FA-57.** Explore providing incentives to developers on the Factoria Boulevard commercial corridor to build underground parking that would enhance the pedestrian orientation of a site.

**POLICY S-FA-58.** Use shared parking and provide accessible pedestrian linkages across adjacent sites.

**POLICY S-FA-59.** Design surface parking lots so that they are not located between the building entrance and the public sidewalk along Factoria Boulevard, unless there is a direct accessible pedestrian connection through the parking lot.

### **Pedestrian Environment**

Sidewalk design should include a “buffer zone” along the curb that consists of items such as street trees, planting strips, kiosks, street furniture, pedestrian scale lights or signage. This buffer zone separates moving cars from pedestrians. Along the sidewalks, pedestrian scale/style lighting should augment the high intensity lights that illuminate the street for traffic.

Curbside parking should be provided where possible. While this is not a solution for Factoria Boulevard, pedestrians on other adjacent streets would benefit from this parking configuration.

Sidewalk width should be proportionate to anticipated pedestrian flows, which means that sidewalk should be wider than the standard at transit service points.

A pedestrian-oriented business district can be created when open spaces are incorporated into the site design. Public plazas invite relaxation, informal gatherings, and provide visual contrast to the buildings. Wide sidewalks provide for outdoor seating areas adjacent to restaurants and cafes and increase opportunities for business activity when the weather is nice. Whether as an expansion of the sidewalk or a plaza that extends away from the street, partial enclosure by buildings, landscaping, and/or street furniture will create comfortable public places. These spaces may be large and elaborate, or small and discrete. The design of a plaza should include good pedestrian circulation and

active ground floor uses in the adjacent buildings. Buildings should provide weather protection using storefront awnings.

**POLICY S-FA-60.** Establish design guidelines to create plazas and other quasipublic spaces when private properties along Factoria Boulevard redevelop to allow space for outside activities including café seating.

**POLICY S-FA-61.** Provide pedestrian – scale lighting along Factoria Boulevard sidewalks and along on-site walkways.

**POLICY S-FA-62.** Provide sidewalks along Factoria Boulevard that in places may be wider than the City’s standard 12-foot wide arterial sidewalk to comfortably accommodate pedestrians adjacent to this busy arterial, especially near transit stops.

**POLICY S-FA-63.** Enhance pedestrian amenities along 124th Avenue S.E., 128<sup>th</sup> Avenue S.E., S.E. 38th Street, and S.E. 41st Street.

**POLICY S-FA-64.** Encourage the coordination of amenities and development of bike racks and pedestrian shelters in key locations.

**POLICY S-FA-65.** Encourage the use of landscaping that will serve as physical and visual buffers between pedestrians and parking areas.

The details of pedestrian infrastructure can often make or break a neighborhood’s walkability. ~~The FATS Update provides general guidance for creating a pedestrian system that works for everyone.~~ To minimize street crossing distances for pedestrians, curb bulbs could be installed where pedestrian flows warrant and traffic patterns allow. Crosswalks at controlled intersections could be constructed with special pavement to highlight the area as a pedestrian zone.

At certain intersections where high volumes of pedestrians and vehicles converge, the installation of countdown signals can provide some measure of certainty for pedestrians wary of a signal that they think may change too fast.

In some locations, crosswalk enhancements and pedestrian activity may not be compatible with a roadway’s primary mission to move vehicles. In this situation, a grade-separated pedestrian crossing may be warranted. A decision to build a pedestrian bridge or tunnel should consider factors such as topography; accidents; volumes of pedestrians and vehicles; safety for pedestrians; origins and destinations; opportunities to create an urban focal point or gateway; and/or opportunities for partnerships between the city, adjacent property owners, and transit agencies.

The design of a pedestrian bridge should be both distinctive and graceful, providing convenient pedestrian access while enhancing the streetscape. Design components of a pedestrian bridge should include visible and easily accessible connections with the sidewalks, and architectural characteristics that are perceived as part of the public right-of-way and are distinct from adjacent buildings. Weather protection is desirable but should not isolate pedestrians from the right-of-way below.

A comprehensive graphic system of information and wayfinding can help residents and visitors alike get around in Factoria without a car. Wayfinding signage can be implemented by the city on public

land, and by private developers with large sites (Factoria Mall, ~~Loehmann's Plaza~~ Factoria Village). A Factoria walking map could show the major access points to neighborhoods, regional trails, and transit service, as well as the shortest way on foot to a bus stop or to a favorite restaurant.

**POLICY S-FA-66.** Enhance pedestrian crossings of Factoria Boulevard and other Factoria area arterials, considering such methods as: installing special paving types or markings; providing longer pedestrian signal phases; extending curbs; installing countdown signals; or providing pedestrian refuge islands.

**POLICY S-FA-67.** A pedestrian bridge may be appropriate over Factoria Boulevard at SE 38th Street, provided there is a clear demonstration of public benefit and design criteria are fully met.

**POLICY S-FA-68.** Develop and implement a wayfinding system to guide pedestrians to attractions in the Factoria area.

**POLICY S-FA-69.** Provide pedestrian-oriented storefront signage.

**POLICY S-FA-70.** Consolidate commercial signs to a single structure and limit their size. Apply Bellevue's Sign Code and amortization program for nonconforming signs.

# Richards Valley Subarea Plan

## Goal:

To maintain the Subarea as a green and wooded place that provides a complementary mixture of living and working opportunities.

*Discussion: The Richards Valley Subarea consists of three distinct districts. West of I-405 is heavily vegetated and is developed with a variety of uses – parkland, light industrial, and multifamily. Woodridge Hill is largely residential with a mixture of single-family and multifamily units. East of Woodridge Hill development includes a wide variety of uses – residential, park, warehousing, and extensive retail. Although the community recognizes the need for maintaining working opportunities in the Subarea, they want to ensure that the quality of the residential community and natural features (especially dense vegetation and wooded vistas) remain at a high level.*

## Overview

According to most sources, Richards Valley was once part of the Duwamish Tribal Territory. Evidence shows a village/habitation site located on or near Mercer Slough.

The earliest English speaking inhabitants of this area prior to 1900 occupied themselves with mining, logging, and farming.

During the 1890s loggers cut large stands of timber on land now known as Woodridge Hill and Richards Valley and into the Factoria area. Logging continued to be important into the 1920s. The railroad trestle built in 1904 serves as an important Richards Valley Subarea landmark.

Land use patterns evolved from early timberland, logging, and farming between the 1920s and 1950s to the current settlements of residential and commercial development. Woodridge Hill and Richards Valley were annexed into Bellevue during the 1960s and 1970s.

Richards Valley, an area of 1,153 acres, forms an oval beginning with I-405 and the Lake Hills Connector to the north, 132nd Avenue S.E. on the east, Mercer Slough on the west and Richards Road and I-405 converging at I-90 to the south. Of the 1,754 housing units in the Subarea 1,022 (58 percent) are single-family units and 732 (42 percent) are multifamily units. The residential population of Richards Valley is 4,200.

~~Of the 1.5 million square feet of non-residential uses in Richards Valley, half is industrial, about a quarter is office, and a fifth is institutional and governmental. Of Bellevue's subareas, only three have land planned for light industrial uses: Bel Red, North Bellevue, and Richards Valley. Richards Valley has about 120 acres of light industrial land compared to North Bellevue with about 20 acres and Bel Red with about 400 acres.~~

~~Richards Valley has about 140 acres of land planned for office use compared to Eastgate with 246 and Wilburton with 225.~~

~~Approximately 2,500 people work in Richards Valley. The residential population is 4,200.~~

**Comment [CoB1]:** Updates to add information from the Eastgate Land Use and Transportation Project (EG project).



Richards Valley is known for the views from Woodridge Hill and the wooded areas and wetlands in the valley. This plan focuses on protection of the treasured natural features in the face of continued development of residential, office, and light industrial uses.

For instance, the community wants to maintain and preserve single-family neighborhoods as the primary use especially on Woodridge Hill and Woodmoor. A mix of light industrial and additional residential uses is appropriate in the lower elevations of the valley.

In 1987 the City Council adopted the Sensitive Area Requirements to protect sensitive areas in Bellevue. As a result the open use land use designation became obsolete and during the Subarea plan review process the Citizens Advisory Committee redesignated some 115 acres of open use land for residential or commercial uses.

Of the 1.5 million square feet of non-residential uses in Richards Valley, half is industrial, about a quarter is office, and a fifth is institutional and governmental. Approximately 2,500 people work in Richards Valley. Historically, three of Bellevue's subareas have had land planned for light industrial uses: Bel-Red, North Bellevue, and Richards Valley. However, with the rezoning of the Bel-Red area in 2009, only two subareas now have industrial zoned lands: Richards Valley with about 110 acres, and North Bellevue with about 20 acres.

The Richards Valley industrial area has easy access to the freeway. It is home to a wide range of businesses and other significant uses or features including a solid waste transfer station and electrical substation. Lack of internal street connectivity and the number of drainage corridors, streams, and wetlands pose challenges to redevelopment. However, the abundance of natural features and critical areas also provide opportunities for environmental enhancement over time.

In 2012, the Eastgate/I-90 Land Use & Transportation Project (Eastgate/I-90 project) was completed. The study area boundary for that project, which establishes a long-range vision for the I-90 corridor, includes the industrial portion of the Richards Valley subarea. The Eastgate/I-90 project, in part, identified strategies that not only ensure the continued existence of the Richards Valley industrial area, but also encourage higher intensity flex-tech/research and development uses and stream and vegetation corridor enhancements. The Eastgate/I-90 project is more fully discussed in the Eastgate Subarea plan.

Land uses in the Subarea are indicated on the Land Use Plan Map (*Figure S-RV.1*).

## General Land Use

### Policies

~~POLICY S-RV-1. Ensure that development and site planning comply with the Sensitive Area Regulations.~~

~~POLICY S-RV-2. Encourage land uses and site development that minimize the appearance of intense development.~~

~~POLICY S-RV-3. Encourage commercial areas to develop with sensitivity to their surroundings.~~

**Comment [CoB2]:** This policy is no longer needed in the subarea plan. All areas must comply with critical areas citywide.

**Comment [CoB3]:** This policy should be moved to the design section, but it conflicts with design recommendations from the CAC to make new development visible and memorable, so it is deleted.

**Comment [CoB4]:** This policy is modified to support the CAC recommendation to encourage environmental enhancement with redevelopment. Sensitivity to nearby single-family land uses is covered in the community design section.

Encourage redevelopment within the industrial area to enhance the natural environment by reducing impervious surfaces, improving the functions of wetlands and stream corridors, incorporating natural drainage features into site design, retaining trees, and restoring vegetated corridors.

*Discussion: Richards Valley is recognized as an employment center and additional commercial development is encouraged in properly designated areas. Commercial development is appropriate if it doesn't degrade the environment and if traffic mitigation addresses traffic congestion and safety problems.*

**POLICY S-RV-4.** Do not allow auto sales, auto rental, and auto leasing uses ~~are not appropriate on the parcels in the Light Industrial District that are along the following streets: 118th Avenue S.E., Richards Road, and S.E. 26th.~~

**POLICY S-RV-LU-1.** Continue the pattern of office use along Eastgate Way that allows retail, services, and restaurant uses in the Richards Valley Office Limited Business Area in a form that is visible from I-90 and respects the natural features of the area.

**Comment [CoB5]:** This policy directs the vision for the King County site as recommended by the CAC.

**POLICY S-RV-LU-2.** Develop a land use incentive system that makes available additional floor area ratio (FAR) and height in the Office Limited Business area in exchange for infrastructure and amenities such as public open space, environmental enhancements, and other public amenities, if economically feasible.

**Comment [CoB6]:** This supports the CAC recommendation for the development of a land use incentive system in which greater development is allowed with the provision of public amenities and benefits.

**POLICY S-RV-5.** Allow recreation and community uses in and on school sites which may be closed in the future.

*Discussion: When determining the appropriate intensity of activity, consider the previous use of the school and the ability of nearby streets to accept additional traffic. When applicable, the community can participate in the conditional use process in deciding appropriate uses on closed school sites.*

## Natural Determinants

### Policies

**POLICY S-RV-6.** Retain the remaining wetlands within the 100-year floodplain along Richards Creek, Kelsey Creek, and Mercer Slough for drainage retention and natural resource park use.

*Discussion: It is important to preserve the natural environment and to retain the native habitat for the aesthetic value and character of the community.*

**POLICY S-RV-7.** Protect and enhance the capability of Richards Creek, Kelsey Creek, and Mercer Slough and their tributaries to support fisheries along with other water-related wildlife.

**POLICY S-RV-8.** Retain and enhance existing vegetation on steep slopes, within wetland areas, and along stream corridors to control erosion and landslide hazard potential and to protect the natural drainage system.

## Residential

### Policies

**POLICY S-RV-9.** Encourage a variety of different densities and housing types in residential areas to accommodate social and economic lifestyles changes as well as the different stages of life.

*Discussion: If moderate or low-income multifamily units are constructed in the Subarea, the sites should be dispersed rather than concentrated in one development.*

## Parks and Recreation

### Policies

**POLICY S-RV-10.** Encourage the City to purchase land for parks and open space when it becomes available.

**POLICY S-RV-11.** Protect and preserve publicly owned land.

*Discussion: This policy refers to land set aside for storm drainage and detention, the right-of-way along the Lake Hills Connector, and potential links in the trail and park system. An efficient way to accomplish this is for the City to purchase properties or parts of properties protected by the City's Sensitive Area Regulations.*

## Transportation

### Policies

**POLICY S-RV-12.** Develop a safe integrated on and off-street nonmotorized system emphasizing connections to schools, parks, transit, and other parts of Bellevue.

*Discussion: Richards Valley needs many nonmotorized improvements. These include better access to the schools, parks, and transit service. Because of its central location to other parts of Bellevue (such as Downtown, and the Kelsey Creek and Mercer Slough Parks), it is important for the off-street trail system to connect safely to the on-street facilities.*

**POLICY S-RV-13.** Provide better pedestrian access and views of Richards Creek, Kelsey Creek, and Mercer Slough.

*Discussion: While pedestrian and visual access is important, it should be balanced with the need to develop sites sensitively and in accordance with Sensitive Area Regulations.*

**POLICY S-RV-14.** Promote development of a nature trail between the Lake Hills Connector and Kamber Road near Richards Creek.

*Discussion: The nature trail should provide the public with views and walking opportunities in this unique and fragile area. The trail should be compatible with the environmentally sensitive areas along the creek.*

**POLICY S-RV-15.** Consider interim solutions for nonmotorized improvements until major improvements can be made.

*Discussion: Use the City's Overlay Program, Minor Capital Projects Fund, Neighborhood Enhancement monies, or other sources to provide interim solutions when practical. When appropriate, consider constructing sidewalks on only one side of the street.*

**POLICY S-RV-16.** Encourage improved Metro transit service to and from key points in the Richards Valley Subarea.

*Discussion: Metro should provide better transit service in the Richards Road corridor to Bellevue Community College, Eastgate, Factoria, the downtowns of Bellevue and Seattle, and the University of Washington.*

**POLICY S-RV-17.** Plan for the long-range traffic related facility needs in the Richards Valley Subarea including designated arterial, feeder (collector), and residential streets.

*Discussion: The East Bellevue Transportation Study will include an evaluation of Richards Valley's arterial facility needs on Richards Road including the impacts of new development on the transportation system.*

**POLICY S-RV-18.** Minimize access to the Lake Hills Connector when considering new development near the Connector.

**POLICY S-RV-T-1.** Enhance the pedestrian and bicycle environment along Eastgate Way by constructing sidewalks, bike lanes, and other features to improve safety.

**Comment [CoB7]:** Supports multi-modal transportation goals of the EG project.

## Utilities

### Policies

**POLICY S-RV-19.** Encourage the combination of utility and transportation rights-of-way in common corridors and coordinate utility construction with planned street and bike lane improvements which could result in a more efficient allocation of funds.

**POLICY S-RV-20.** Use common corridors for new utilities if needed.

*Discussion: If new power lines are needed in the Subarea, they should be developed in areas that already contain power lines, rather than causing visual impacts in new areas.*

**POLICY S-RV-21.** Improve the appearance of public streets and power line rights-of-way.

**POLICY S-RV-22.** Encourage the undergrounding of utility distribution lines.

## Community Design

### Policies

**POLICY S-RV-CD-1.** Apply design review in the Office Limited Business area that promotes pedestrian-friendly design, ensure quality and a sense of permanence, promote environmental sustainability, and create a distinct sense of place.

**Comment [CoB8]:** These design policies are similar to design policies for Factoria and Eastgate.

**Comment [CoB9]:** This policy supports the use of Design Review on the King County site to ensure compatibility of new development there with surrounding uses.

**POLICY S- RV-CD-2.** Reinforce a sense of place that reflects the area’s location on the Mountains to Sound Greenway and emphasizes the emerging urban character of the Eastgate I-90 corridor by encouraging building and site design that includes visibly recognizable natural features such as green walls, façade treatments, green roofs, and abundant natural landscaping.

**Comment [CoB10]:** This supports the design recommendations of the CAC and is similar to policies proposed in Factoria and Eastgate.

**POLICY S- RV-CD-3.** Promote the feeling of a city in a park through development regulations that retain wooded greenbelts to provide a green backdrop for office and industrial uses and naturally buffer less intense development.

**Comment [CoB11]:** Supports conditions currently in concomitant agreements and supports CAC recommendations to retain existing greenbelts.

**POLICY S-RV-23.** Disturb as little of the natural character as possible when improving streets and arterials.

*Discussion: The Lake Hills Connector is an example of using natural vegetation along the street frontage and in the median.*

**POLICY S-RV-24.** Encourage the retention and enhancement of special features ~~designated by the Urban Design Element~~ such as unique open spaces, landmarks, and viewpoints.

*Discussion: In Richards Valley the stream and wetlands qualify as unique open space, the railroad trestle as a landmark and the view from Woodridge School grounds as a designated viewpoint.*

**POLICY S-RV-25.** Encourage the retention of vegetation during the clearing, grading, and construction processes to screen development from nearby residential neighborhoods.

**POLICY S-RV-26.** Require design review for areas along Richards Road in order to ensure that site and building design of commercial and multifamily uses in the valley are in character with the nearby single-family neighborhoods.

*Discussion: Commercial and multifamily development should be screened to provide a visual separation from the road. If development cannot be screened, building height, bulk, color, and roofline design should be compatible with the development allowed in the nearby single-family community. Use design review to accomplish this.*

*In addition, use the Richards Creek Sensitive Area as an amenity when designing sites.*

**POLICY S-RV-27.** Development along Richards Road should preserve and maintain the green and wooded character of the Richards Road corridor.

**POLICY S-RV-28.** New development, including single-family development, should install landscaping which provides a dense visual vegetative screen along Richards Road. The planting should be an amenity to those who travel, live, and work along Richards Road.

**POLICY S-RV-29.** Encourage the site and building design of commercial and multifamily use on Woodridge Hill to be in character with the nearby single-family neighborhood.

*Discussion: Building height, bulk, color, and roofline design should be compatible with the development allowed in the nearby single-family community. Use design review to accomplish this.*

**POLICY S-RV-30.** Develop areas designated for light industrial uses with sensitivity to the natural constraints of the sites.

**POLICY S-RV-31.** Encourage screening of rooftop machinery from view at ground level.

DRAFT



# MEMORANDUM

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DATE: June 18, 2014

TO: Chair Tebelius and Members of the Planning Commission

FROM: Paul Inghram, AICP, Comprehensive Planning Manager, PCD 452-4070  
[pingham@bellevuewa.gov](mailto:pingham@bellevuewa.gov)  
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SUBJECT: Major Comprehensive Plan Update – Overall Update and Citizen Participation Element

With the study session on June 25, 2014, the Planning Commission will continue review of the Comprehensive Plan, including a summary of the work of the city's boards and commissions, discussion of the project schedule, a template for the plan chapters, and review of draft policy for the Citizen Participation Element. No formal action is requested at this time. Staff welcomes confirmation of the upcoming schedule and comments on the draft template and policies to help work towards preparation of a staff recommended draft plan.

The update has four general phase of work. We are currently at step three:

- Phase 1: Issue identification and early community outreach. Also included data collection and an audit of the existing Comprehensive Plan.
- Phase 2: Focus on analysis of issues and development of possible update opportunities.
- Phase 3 - *Ongoing*: Draft updated goals and policies
- Phase 4: Review, hearing and adoption

The Planning Commission and the city's other boards and commissions have been systematically reviewing individual policy areas and providing suggestions that will help guide the drafting of an updated plan.

## BACKGROUND

In October 2012 the City Council initiated the major update of the Comprehensive Plan with a schedule to complete the update by the end of 2014. The Comprehensive Plan is the holder of the community's vision for the future of Bellevue, it sets policy that directs city actions and decisions, and it guides city investments in infrastructure. The plan addresses a wide range of topics, including land use, housing, transportation, parks, economic development and human services. The plan consists of four key components:

- The Community Vision statement illustrates the city we hope to become
- Elements of the plan include goals and policies that direct city actions
- Subarea Plans for each of fourteen geographic areas in the city

- Transportation Facility Plans that contain potential transportation projects

The Comprehensive Plan provides the overall policy structure that helps ensure consistency between the city's various functional plans as well as coordinating them with the city's plans for growth. The Comprehensive Plan tends to include broad, citywide policies that frame fundamental management of land uses and city resources.

### **Work of the Boards and Commissions**

Since the initiation of the work, the Planning Commission has held 22 study sessions on various plan elements, including land use, housing, urban design and economic development. Other boards and commissions have also been busy: Human Services (five study sessions focused on human services and housing issues); Environmental Services (six study sessions); Transportation (eight study sessions); Arts (three study sessions focused on arts-related policies); and Parks and Community Services (four study sessions). The Bellevue Youth Council, Network on Aging, and the East Bellevue Community Council have also held sessions.

### **Arts Commission**

The Arts Commission discussed potential arts-related policies within the Urban Design Element, the primary home of arts policies. Review included policies to establish a broader vision of the arts in Bellevue and specific policies about arts integration. The draft policies would more clearly recognize the arts programs in the city and the value of cultural offerings. A key issue being proposed includes pursuing regional and local strategies for the creation of a range of cultural facilities in Bellevue that serve the local community and the greater Eastside.

### **Environmental Services Commission**

The Environmental Services Commission dedicated time at several meetings to review those elements of the Comprehensive Plan that most directly affect Utilities policies and outcomes: Utilities, Capital Facilities and Environmental. Suggested policy changes generally fall into the following categories:

- A holistic approach to water, wastewater, surface water and solid waste utility management
- Compliance with Bellevue's Municipal Stormwater Permit, particularly for low impact development technologies and philosophy
- Emerging technologies that would improve delivery of city-managed utility services

### **Human Services Commission**

The Human Services Commission reviewed the Human Services Element at four meetings in 2013 and early 2014 and suggested recommended updates. They also participated in reviewing the Housing Element, with a focus on affordable housing, housing for homeless, and older adults and presented these recommendations to the Planning Commission at two meetings in December 2013 and January 2014. In addition, the Human Services Commission met with representatives from the Bellevue Network on Aging (BNOA) to discuss the Comprehensive Plan and aligned with their recommendations where appropriate.



## **Parks & Community Services Board**

In 2014, the Parks & Community Services Board devoted time at three of their meetings to review potential policy updates to the Parks, Open Space and Recreation Element. The Board's recommended policy changes are based on a set of twelve findings. As an example, the Board finds that acquisition and development of the parks and open space system must take into account the location of population growth in Bellevue. A priority should be set for providing proximal, walkable access to parks and trails for all Bellevue residents and workers. Also, the Board reaffirms that parks have a significant role in sustaining and improving the environmental health of the city. Finally, as Bellevue continues to diversify in areas of age, income, ethnicity and other factors, intercultural interactions are an essential element of creating community and instilling a sense of belonging among Bellevue residents.

## **Transportation Commission**

The Transportation Commission discussed the Transportation Element over the course of ten meetings during the past year, including a review of Bellevue's Best Ideas, and substantive work and recommendations on policies and mobility strategies during the past year. Substantive work related to the Transportation Element is as follows:

**MMA 11.** Recommendation to modify Mobility Management Area (MMA) 11 (Newcastle) to add intersections and adjust boundaries so that some intersections are reassigned to adjacent MMAs. This recommendation reflects changed circumstances with respect to land development, roadway infrastructure projects completed, alignment of corridor travel patterns, and annexations/urban incorporations. The recommendation also includes a name change from Newcastle to SE Bellevue.

**Transportation Facility Plans.** Recommendation to consolidate all transportation facility plans that are in Volume 2 of the Comprehensive Plan, together with the transportation projects from the subarea plans, into a comprehensive master project list. The objective is to reconcile discrepancies in project descriptions, eliminate overlaps, and to prepare for the development of a comprehensive Transportation Master Plan for Bellevue that will help establish modal priorities and implementation strategies.

**Multimodal Level of Service and Concurrency.** Recommendation for Transportation Element policy that will lead to multimodal level of service standards and concurrency requirements, to measure and monitor all modes of travel, and to consider and implement projects to ensure mobility options are available for roadway corridors and within defined geographic areas (Mobility Management Areas).

**Transportation Element.** Significant policy recommendations include incorporating components of the Transit Master Plan, consolidating light rail and high capacity transit policies, defining the transportation system role in supporting land use, incorporating concepts for multimodal mobility metrics and standards, and refining transportation demand management strategies.

Note: Transportation Department staff has also worked with the Human Services Commission and the Bellevue Network on Aging on policy related to overall mobility and in particular, mobility to/from and within Downtown. Their input is reflected in Transportation Commission's recommendations.

The Transportation Commission is continuing its policy and plan review, which it expects to complete in September.

### **Joint Meeting on Diversity**

Members of Bellevue's boards, commissions, Network on Aging and the East Bellevue Community Council met recently with a community panel to discuss the advantages and challenges related to diversity. The panel, which included a member of the Police Diversity Focus Advisory Group, the diversity services coordinator for the King County Library System, a board member from Imagine Housing and others, talked about the importance of welcoming people from all backgrounds and the importance of developing human connections. Diversity was recognized as not just about skin color, but recognition of people of a variety of different backgrounds and circumstance, whether of different cultures, languages, economic classes, races, ethnic backgrounds, abilities, ages, religions, genders or sexual orientation.

The rich fabric of Bellevue's community plays a role in all aspects of the city and influences how the city will grow and change over time. The participants in the meeting identified the desire for a community that is welcoming to people of all types and backgrounds. They encouraged greater development of "third places" where people can meet and connect and other opportunities to strengthen our collective knowledge about each other. They also identified a need to overcome barriers and perceptions. The Comprehensive Plan update has an opportunity to recognize this change to the community and be responsive to its emerging needs. Diversity is a broad issue that touches multiple facets of the plan. The intent is to look for opportunities to address diversity in each element, not to create a single diversity section of the plan.

A report that captures the ideas of the joint meeting on diversity is being prepared, which may be useful for the boards and commission's consideration during the update to ensure that the plan reflects the goals and needs of the entire community.

### **Planning Commission**

The Planning Commission has been engaged in the update of the plan almost continuously for the past year with study sessions looking at background conditions and data as well as reviewing a number of areas of policy. Areas of policy review have included:

- Community Vision
- Land use and Annexation
- Housing
- Economic Development
- Eastgate/I-90 plan amendments (to be integrated with the overall update)

The potential land use policies would retain the city's emphasis on maintaining the character of neighborhoods and focusing growth in Downtown and other mixed use centers. The policy development also puts increased emphasis on supporting "third place" community gathering places and recognizing a broader range of neighborhood areas in the city, from dense communities Downtown, to new distinct urban districts, and retaining existing neighborhoods that are largely single family. Recent work with the Spiritwood community and Bellevue College have sharpened focus on ways the plan can support protecting neighborhoods and encouraging appropriate housing opportunities for students.

The Planning Commission has expressed interest in providing greater policy support for higher education, seeing it as an economic development opportunity, and in aligning the Economic Development Element with the new economic development strategy work.

Ongoing work reviewing housing policies has been looking to better recognize the community need for affordability (as opposed to a target) and provide support for developing an implementation strategy.

The Planning Commission heard from an outside expert and from the King County Health Department about the role of planning and land use in public health; a report on how the Comprehensive Plan can support community health, such as through enhanced pedestrian access, will be presented at an upcoming Planning Commission meeting.

Upcoming Planning Commission reviews to guide drafting policy include:

- Community Vision
- Community Health
- Utilities
- Capital Facilities
- Urban Design
- Environmental
- Subarea boundary issues that were raised by members of the public: the boundary along 156<sup>th</sup> between BelRed and Crossroads, and the southern boundary of Downtown
- Glossary & other miscellaneous amendments
- Recap of the previous policy areas
- Work of the other boards and commissions

## **Schedule**

At a briefing of the City Council on June 16<sup>th</sup>, the Council indicated that it would appreciate having detailed study sessions in September to review key issues and that it wanted to ensure that it would have sufficient time to fully review the Planning Commission's recommendation prior to the state deadline of June 30, 2015. The Council is also anticipated to have upcoming Study Sessions related to environmental stewardship, economic development and diversity that may further influence the policy direction of the plan.

To allow sufficient opportunity for the Council to engage in key issues and for the boards and commissions to complete their initial reviews, the update schedule will look to meet the following milestones:

- July – Council study session on economic development
- July – Planning Commission policy reviews of Urban Design, Utilities, Capital Facilities and Vision, and the review of subarea boundaries
- Sept – Council substantive check-in on entire plan and review of key issues; separate study sessions on environmental stewardship and diversity

- Sept – Planning Commission review of Environmental policies and work of other boards and commissions
- Fall/winter – release full draft plan and hold public hearing on staff recommendation
- Winter – Planning Commission review of staff recommendation
- February – present Planning Commission recommended draft update to Council
- June – Council action (state deadline: June 30, 2015)

## **Citizen Participation Element**

The Planning Commission first reviewed the existing Citizen Participation Element in June 2013. The element establishes policy for how the public can engage in and influence city planning and development projects. Citizen Participation is the first element in the plan. This feature is noteworthy – many comprehensive plans include no citizen participation element at all – and it signals that engaging our citizens is of prime importance for Bellevue’s government.

The policies in the current element, however, need updating. First, they are too focused on planning and land use – the element would be stronger if it addresses citizen engagement throughout the city’s functions. Accordingly, staff is working to add several policies that apply citywide to provide an overall framing of community engagement in local government. Second, given the extraordinary increase in the diversity of Bellevue’s population, policies are being developed that emphasize engagement approaches that are more effective in reaching our diverse population. Finally we are looking to clarify and simplify the policies on public engagement in planning and land use. We will provide a draft table of the policy recommendations in your desk packet to introduce these updates.

## **Chapter Template**

The city hired BERK Consulting to review the current Comprehensive Plan and to provide guidance on how to format and structure the update. BERK identified several general objectives for the plan:

- Functionality – organization, consistency
- Accessible to the public – minimal use of jargon, concise, wayfinding, visually appealing
- Visual communication – clarity, maps readability and connection to policy, use of graphics

They noted how the plan could be made more user friendly for both the public and staff by reducing jargon, improving clarity, and making the plan a more usable document. They suggested reducing “walls of text” that get between the introduction of a topic and the key policies and using a cleaner map layout to make them more readable. More extensive informational graphics could be integrated with the text to make it more useful and meaningful and may result in being able to reduce the overall amount of text.

The table below identifies a possible outline concept for individual plan chapters that could help organize the presentation of the vision, data, policies and actions in a consistent manner across all elements.

**Potential Element Outline**

Section	Description
<b>Introduction</b>	Similar to the current “Overview”
<b>[Element] Vision and Framework</b>	Could be emphasized by placement in a color block, or by font at the beginning of each element.
<b>Today’s [Element] Conditions and Tomorrow’s Projections</b>	
Today and Tomorrow	This would contain a brief summary of data and trends.
What does it mean?	A one-page or half page of “take aways” from the data.
Challenges and Opportunities	How the element responds to hurdles or future prospects.
<b>Our [Element] Plan</b>	A location for big ideas and directive maps, e.g. land use plan, urban design strategies, parks plan, etc.
What does success look like?	A summary of desired outcomes (that are monitored and translated into actions under the action plan below).
<b>Goals &amp; Policies</b>	Both goals and policies should be numbered for easier reference.
<b>Implementation</b>	The city may wish to call out specific implementation opportunities and connections to functional plans.

The attached draft chapter template (Attachment 1) uses a mock-up of the Land Use Element to illustrate how an element of the updated plan could be organized according to the above table. Please note that the information contained in the template is *not* a recommended draft, but borrows from the current plan and other documents to help in illustrating the layout of the document only. Please disregard any of the specific wording included in the template. It is intended for illustration only.

The draft template attempts to respond to some of the review comments and update objectives by highlighting key information up front, integrating text and graphics to tell the reader the most important information, and using sidebars and callout boxes to discuss specific items. This template is not fully developed from a graphics standpoint, but rather is intended to express the potential layout of text, graphics, maps and policies. It would be used to guide development of staff’s recommended draft plan for review by the boards and commissions. A final plan, once adopted by Council, would be further enhanced graphically and designed for both printed and electronic layout.

The layout and organization of the plan is not a required policy component, but it is still very important to the public’s use of the plan. This layout could evolve further as the needs of individual chapters are defined. Any suggestions or comments by Planning Commission at this time are welcome.

**NEXT STEPS**

While the Planning Commission has a number of work program items in front of it, staff will continue to prepare plan policy review tables for the Commission’s consideration at the upcoming July study sessions. These are likely to include: Urban Design, Utilities, Capital Facilities and Vision, and the review of subarea boundaries.

## **ATTACHMENTS**

1. Draft Chapter Template



# LAND USE ELEMENT

## WHAT YOU WILL FIND IN THIS CHAPTER:

- ▶ A description of current land use conditions and a summary of anticipated future development trends.
- ▶ A description of the Vision and Framework for the Land Use Element.
- ▶ Goals and Policies to guide future development in keeping with the established Vision.
- ▶ An Action Plan that establishes implementation strategies and metrics for measuring success.

## LAND USE VISION

*Write an element-specific vision statement. Below are some excerpts from a draft overall Comprehensive Plan vision under review by the Planning Commission.*

A community of diverse neighborhoods makes Bellevue a great place to raise a family, to live and work and to grow old. Businesses, buildings and housing types reflect the identity of individual neighborhoods and the diversity of the community.

Bellevue's abundant natural green spaces, land and water resources, fish and wildlife habitat and urban landscaping evoke the feeling of a "City in a Park."

Land use and transportation are planned together to provide enhanced mobility and walkable urban environments less dominated by the auto. A variety of commercial areas, from small neighborhood centers to Downtown Bellevue, support businesses of all scales, making Bellevue a great place to launch and grow a business.

## INTRODUCTION

The Land Use Element is one of the mandatory elements of the Comprehensive Plan under the state Growth Management Act (GMA). The Element addresses the general location and distribution of land uses within the city, and provides the framework for other Plan Elements that guide other aspects of land use:

- The Environmental and Shoreline Elements address the protection of natural systems, including critical areas.
- The Parks and Open Space Element includes direction on land to be set aside in the city's extensive system of parks and open spaces.
- The Housing Element incorporates policies about the mix and diversity of housing types.
- The Economic Element encourages land use planning and infrastructure investments to support commercial area development and renewal.
- The Urban Design Element addresses the aesthetics, design and quality of the built environment, including the compatibility between different types and densities of land uses.
- The Transportation Element is key to understanding the integration between land use and the city's multi-modal transportation system.
- The Capital Facilities and Utilities Elements address the infrastructure needed to serve planned land uses.

To fully understand the Comprehensive Plan's land use vision and how it is to be realized, the Plan should be read as a whole.



*Downtown Bellevue is the crossroads of the Eastside and provides employment, residential, and cultural opportunities.*



*Caption*



## WHAT DOES IT MEAN?

- ▶ Bellevue is a mature city with opportunities for redevelopment within an urban forest canopy , open space and park system, and natural salmon-bearing streams
- ▶ With economic forces building a high-tech center most redevelopment will occur in Downtown.
- ▶ **Other summary statistics?**

## LAND USE TODAY AND TOMORROW

### TODAY'S CONDITIONS

Bellevue's natural setting and location have helped shape the community that it is today. Encompassing 31.5 square miles, the city is dominated by a series of north-trending ridges and valleys, resulting from the effects of the last glaciation of the central Puget Sound Lowland. Elevation varies widely, ranging from near sea level to almost 1,400 feet on the south slope of Cougar Mountain in the southeast portion of the city. Two large watersheds, one flowing to Lake Washington and the other to Lake Sammamish, largely define the city's vegetative and biological characteristics. The natural environment within Bellevue was changed by tree harvesting and the conversion of upland forest and wetland habitats to agricultural uses and urban development. However, much of Bellevue's natural setting has been preserved as an extensive open space and parks systems which includes urban forests, wetlands, lakes and more than 50 miles of free-running streams, some of which are salmon-bearing.

Centrally located on the Eastside, Bellevue is served by three major freeways: I-90, I-405, and SR-520. It is well within the Urban Growth Boundary defined by the Countywide Planning Policies, and is bordered by other cities, Lake Washington and Lake Sammamish, and Cougar Mountain Regional Park.

### TOMORROW'S PROJECTIONS

Bellevue is no longer a young community, and has little vacant land that can be developed. A 2003 analysis of Bellevue's capacity for growth showed that, with the exception of Downtown (where all new development will occur through redevelopment), there were only 961 acres of vacant and redevelopable land identified. This represents less than 5 percent of Bellevue's total non-Downtown acreage. Looking to the future, most new development will occur through redevelopment and infill, and much of this will occur in the Downtown.

## CHALLENGES AND OPPORTUNITIES

Bellevue faces a number of challenges in continuing to achieve the community's desired land use vision, while accommodating the growth that is expected over the next twenty years. These include:

- Accommodating Bellevue's share of regional jobs and housing growth, given that Bellevue has little vacant land and most growth must occur as infill and redevelopment. The small amount of undeveloped land available often has significant environmental constraints.
- Continuing to concentrate a mix of employment and residential uses in the Downtown, Bellevue's designated Urban Center. This will require enhancing the city center's livability and attractiveness, while continuing to meet the transportation and infrastructure needs of Downtown growth.
- Updating and revitalizing land uses in some older parts of the city. For example, industrial, manufacturing, and distribution uses were once a major part of Bellevue's economy; they are now in decline. It may be appropriate to consider the long-term future of these uses in parts of Bellevue. In some older residential areas, neighborhood shopping centers are experiencing high vacancies and struggling to meet changing market conditions. Their land use mix and urban form may need updating to attract the private investment needed for their revitalization and maintenance as retail centers.
- Better integrating land use and transportation, so that people have more choices in how they move around. This will require better pedestrian linkages for new and existing developments, and a density and mix of land uses that encourage walking and transit in appropriate locations.



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## OUR LAND USE PLAN

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A location for big ideas and directive maps, e.g. land use plan, urban design strategies, parks plan, etc.

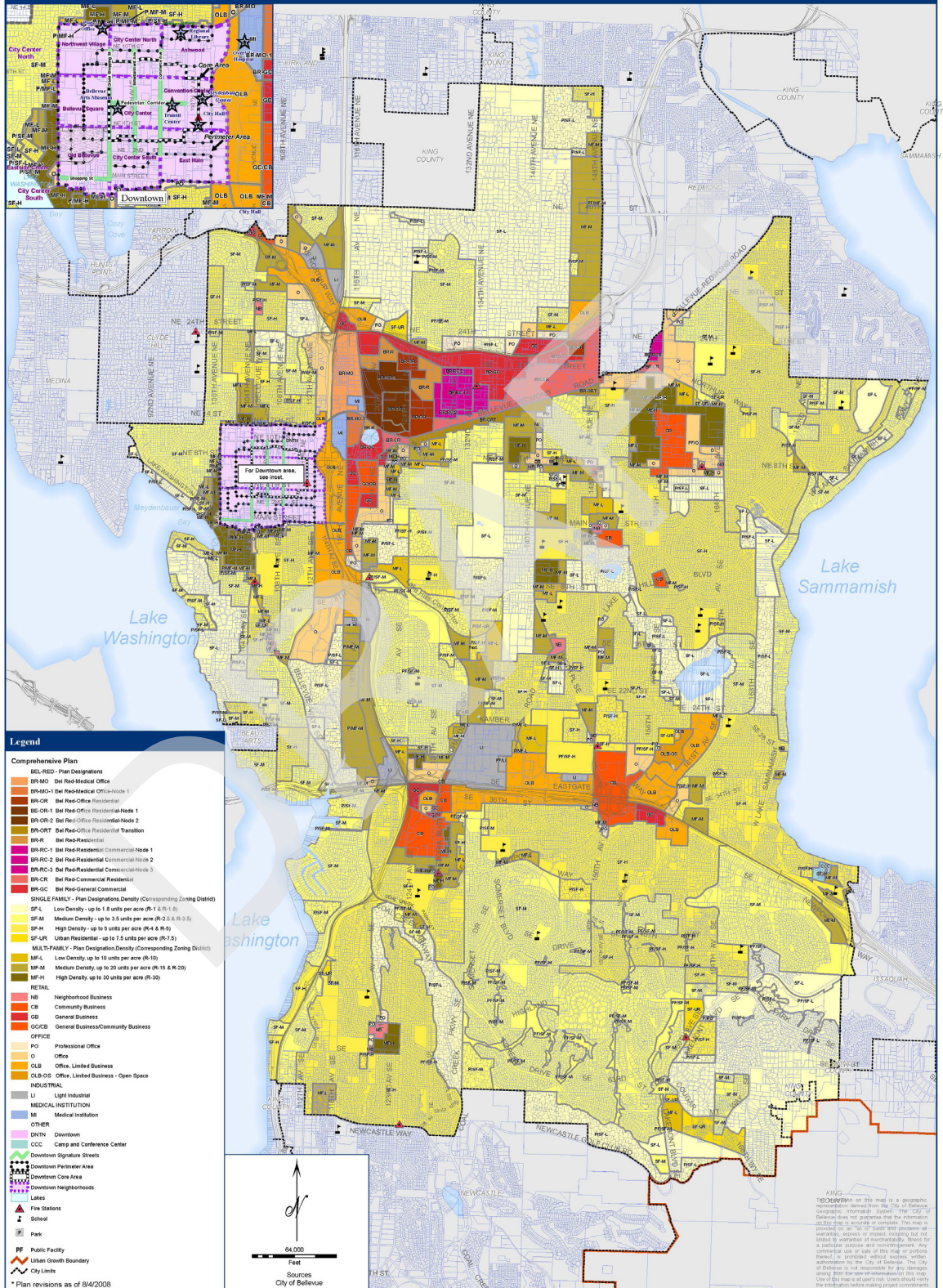


*Caption*

## LAND USE ELEMENT AND VISION THEMES

How does the Land Use Element implement the Vision?

# Comprehensive Land Use Plan



**Legend**

**Comprehensive Plan**

**BELEVED - Plan Designations**

- BR-MD - Bel Med-Medical Office
- BR-MO-1 - Bel Med-Medical Office-Node 1
- BR-COR - Bel Med-Office Residential
- BR-COR-1 - Bel Med-Office Residential-Node 1
- BR-COR-2 - Bel Med-Office Residential-Node 2
- BR-COR-T - Bel Med-Office Residential-Transition
- BR-R - Bel Med-Residential
- BR-RC-1 - Bel Med-Residential-Commercial-Node 1
- BR-RC-2 - Bel Med-Residential-Commercial-Node 2
- BR-RC-3 - Bel Med-Residential-Commercial-Node 3
- BR-CR - Bel Med-Commercial Residential
- BR-CO - Bel Med-Commercial Office

**SINGLE FAMILY - Plan Designations-Density (Corresponding Zoning Districts)**

- 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-U Urban Residential - up to 7.5 units per acre (R-7.5)

**MULTI-FAMILY - Plan Designations-Density (Corresponding Zoning Districts)**

- 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
- GCGB 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**

- DWV Downtown
- CCC Camp and Conference Center

**Other Symbols:**

- Green dashed line: Downtown Signature Streets
- Green solid line: Downtown Pedestrian Area
- Green solid line: Downtown Core Area
- Green solid line: Downtown Neighborhoods
- Red triangle: Lanes
- Red triangle: Fire Stations
- Red triangle: School
- Red triangle: Park
- Red triangle: Public Facility
- Red triangle: Urban Growth Boundary
- Red triangle: City Limits

\* Plan revisions as of 8/4/2008

Date: 7/31/2012

File Name: V:\pdp\pdp\complan\2ksp\_2k432.mxd

Sources: City of Bellevue

**DISCLAIMER**

The information on this map is a geographic representation derived from the City of Bellevue Comprehensive Land Use Plan. The City of Bellevue does not guarantee that the information on this map is accurate or complete. The City of Bellevue is not responsible for any damages, losses, or injuries, including but not limited to, arising from the use of this map or any information derived therefrom. Any commercial use or use of this map or any information derived therefrom is prohibited without written permission from the City of Bellevue. The City of Bellevue is not responsible for any damages, losses, or injuries from the use of information on this map. The City of Bellevue is not responsible for any damages, losses, or injuries from the use of information on this map.



## GOALS AND POLICIES

**Goal LU-1.** To develop and maintain a land use pattern that:

- Protects natural systems and helps realize the vision of a “City in a Park”;
- Maintains and strengthens the vitality, quality and character of Bellevue’s residential neighborhoods;
- Supports the Downtown Urban Center and a variety of other commercial areas serving the city and the larger region;
- Supports and is supported by a variety of mobility options;
- Is aesthetically pleasing; and
- Makes efficient use of urban land.

## DIVERSE NEIGHBORHOODS

**POLICY LU-1.** Support a diverse community in an open and natural setting comprised of strong residential communities composed of:

- Stable neighborhoods with a variety of housing types and densities;
- A vibrant, robust Downtown which serves as an urban center; other employment and commercial areas; and
- Distinctive community and neighborhood retail districts.

Implement land use strategies by balancing community and neighborhood values, the neighborhood’s quality of life, the natural environment, and the economy.

## GROWTH MANAGEMENT

**POLICY LU-2.** Support the state Growth Management Act by developing and implementing a land use vision that is consistent with the GMA goals, the regional Vision 2020, and the King County Countywide Planning Policies.

**POLICY LU-3.** Accommodate growth targets of 10,117 additional households and 40,000 additional jobs for the 2001- 2022 period. These targets represent the city’s commitment to develop the zoning and infrastructure to accommodate this level of growth; they are not a commitment that the market will deliver these numbers.

**POLICY LU-4.** Encourage new residential development to achieve a substantial portion of the maximum density allowed on the net buildable acreage.

[Use sidebars to discuss policy concepts or terms]

### WHAT ARE GROWTH TARGETS?

- ▶ Growth targets are Bellevue’s share of regional growth in the form of housing units and jobs
- ▶ Bellevue’s land use plan must create opportunities to accommodate the growth target
- ▶ Market conditions would determine the pace of growth.

