

2018 Annual Threshold Review Comprehensive Plan Amendment
Recommendation and Consideration of Geographic Scoping
Site-Specific Amendment

Red Town

Staff recommendation: *Include* the Red Town Comprehensive Plan Amendment in the 2018 annual work program. If included, *do not expand* the geographic scope of the proposal.

Application Number: 18-103926 AC

Subarea: Newcastle

Original Addresses: 16425 SE Cougar Mountain Way

Applicant: Bliss

PROPOSAL

Threshold Review is the first step in Bellevue’s two-part plan amendment review process. Its purpose is to determine the amendments that should be included in the annual Comprehensive Plan Amendment work program. If included, the next step for the application would be to move forward for Final Review evaluation and decision with another staff review, Planning Commission public hearing, and City Council action.

Red Town

This privately-initiated application would amend 1.56 acres of the Newcastle Subarea map from Single Family-Medium (SF-M) to Single Family-Urban Residential (SF-UR) at 16425 SE Cougar Mountain Way. The site is developed with a single-family home.

The application states that the change would be consistent with Newcastle Subarea policies promoting urban levels of infill development, at densities consistent with the existing character of surrounding neighborhoods.



The application states that the Growth Management Act was revised with policy support to increase opportunities for physical activity and encourage access to such activity in new development. Noting that these changes happened after adoption of Newcastle Subarea plan policies promoting appropriate levels of urban development. There is a significantly changed condition in policy not having density at levels that bring more people closer to such availability, with close-by Cougar Mountain Regional Wildland Park the most prominent example.

Neighborhood: Newcastle

OVERVIEW OF STAFF RECOMMENDATION

Staff recommends *including* this proposed amendment in the 2018 work program because the application meets Land Use Code decision criteria for Threshold Review of a privately initiated Comprehensive Plan Amendment (LUC 20.30I.140). In particular, that the following decision criterion is met:

The proposed amendment addresses significantly changed conditions since the last time the pertinent Comprehensive Plan map or text was amended. (LUC 20.30I.140.E)

The proposal has demonstrated changed conditions on the subject property or its surrounding area where such change has implications that need to be addressed for the Plan to function as an integrated whole.

Lakemont-area neighborhoods have been built out at densities that have effectively supported the parks, streets and transit infrastructure intended for these levels of urban development. Policy focuses on this relationship between density and infrastructure. When it is implemented on surrounding sites, it is a significantly changed condition for the Red Town site. The site is essentially overlooked, with land at a potential density that cannot take advantage of this relationship.

What is the appropriate density? A combination of the site’s boundary configuration and development decisions made on surrounding property suggest next steps in Final Review would address the question of what is an appropriate density under the Subarea’s adopted policy framework.

BACKGROUND

Most of the Newcastle Subarea neighborhoods in Bellevue were originally subdivided under King County jurisdiction. The subarea planning work of the city and community in this area in the 80’s and 90’s was to annex and then confirm appropriate levels of urban development focusing density in villages, including detached single-family densities, a commercial center and focused multifamily areas (Lakemont Land Use Studies I and II.) During these studies, the city brought a newly-developed tool into play in the form of Single-Family Urban Residential (SF-UR). While still a detached unit density, SF-UR is realized at 7.5 units per acre so that land development could be efficiently realized while retaining unique wetland, slope and open areas in the Newcastle Subarea landscape. SF-UR together with the planned unit development (PUD) created a hybridized tool to appropriately realize urban development in the subarea. The Albright PUD and Cougar Ridge West are examples of different ways of applying this hybrid.

THRESHOLD REVIEW DECISION CRITERIA

The Threshold Review Decision Criteria for a proposed Comprehensive Plan Amendment are set forth in the Land Use Code in Section 20.30I.140. A proposal must meet all of the criteria to be included in the annual CPA work program. Department of Planning and Community Development staff has concluded that the proposal *should be included* in the annual work program.

Threshold Review Decision Criteria	Meets/ <i>Does Not Meet</i>
A – Appropriately addressed through Plan	Meets
B – Compliance with three-year limit	Meets
C – Does not raise policy issues outside CPA	Meets
D – Reasonably reviewed with resources	Meets
E – Addresses significantly changed conditions	Meets
F – Expand Geographic Scope	Meets
G – Consistent with current general Plan policies	Meets

This conclusion is based on the following analysis:

- A. *The proposed amendment presents a matter appropriately addressed through the Comprehensive Plan; and*

The proposed amendment presents such a matter. The question of appropriate density on such site is appropriately addressed through Comprehensive Plan land use strategies that ensure that redevelopment fits into neighborhoods with a goal of maintaining and enhancing shared qualities of stability, maintenance, and healthy levels of re-investment.

- B. *The proposed amendment is in compliance with the three-year limitation rules set forth in LUC 20.30I.130.A.2.d; and*

The proposed amendment is in compliance. The Red Town site itself has not previously applied for a plan amendment.

- C. *The proposed amendment does not raise policy or a land use issues that are more appropriately addressed by an ongoing work program approved by the City Council; and*

The proposal does not raise such issues. The larger issues of appropriate density in the Newcastle Subarea were largely resolved after annexation and subsequent build out. These issues remain for overlooked pocket areas such as the Red Town site, and are appropriately addressed through the annual amendment framework.

- D. *The proposed amendment can be reasonably reviewed within the resources and timeframe of the Annual Comprehensive Plan Amendment Work Program; and*

The proposal could be reasonably reviewed within the resources and timeframe of the annual work program. The proposal is a site-specific plan amendment at the Red Town property.

The existing SF-M designation and R-3.5 zoning could permit up to five single family dwelling units. SF-UR designation and zoning could permit up to eleven single family dwelling units. The reasonable effect of this limited amount of capacity would not require resources and time outside of the annual work program to review.

- E. *The proposal does not address significantly changed conditions on the subject property or its surrounding area where such change has implications of a magnitude that need to be addressed for the Comprehensive Plan to function as an integrated whole.*

Significantly changed conditions. *Demonstrating evidence of change such as 1) unanticipated consequences of an adopted policy, or 2) changed conditions on the subject property or its surrounding area, or 3) changes related to the pertinent Plan map or text; where such change has implications of a magnitude that need to be addressed for the Comprehensive Plan to function as an integrated whole. This definition applies only to Part 20.30I Amendment and Review of the Comprehensive Plan (LUC 20.50.046); and*

The context of the issue for this proposal: Policy guiding appropriate density in developing neighborhoods has overlooked the opportunity to examine the development density of an underdeveloped site?

The proposal has demonstrated changed conditions on the subject property or its surrounding area where such change has implications that need to be addressed for the Plan to function as an integrated whole.

Lakemont-area neighborhoods have been built out at densities that have effectively supported the parks, streets and transit infrastructure intended for these levels of urban development. Policy focuses on this relationship between density and infrastructure. When it is implemented on surrounding sites, it is a significantly changed condition for the Red Town site. The site is essentially overlooked, with land at a potential density that cannot take advantage of this relationship.

What is the appropriate density? A combination of the site's boundary configuration and development decisions made on surrounding property suggest next steps in Final Review would address the question of what is an appropriate density under the Subarea's adopted policy framework.

- F. When expansion of the geographic scope of an amendment proposal is being considered, shared characteristics with nearby, similarly-situated property have been identified and the expansion is the minimum necessary to include properties with those shared characteristics; and*

The site is located near the southwest intersection of SE Cougar Mountain Way and 166th Ave SE. It is surrounded by properties developed at various residential densities using planned unit developments (PUD) and with retained open and critical areas spaces. This has left the Red Town site somewhat awkwardly configured to develop it at its current R-3.5 density because of the minimum lot size required by that zone. Since the three houses to the north are fully developed under that same zoning, so there are no similarly situated or shared characteristics of these other sites. Staff recommends no expansion of the geographic scope.

- G. The proposed amendment is consistent with current general policies in the Comp Plan for site-specific amendment proposals. The proposal must also be consistent with policy implementation in the Countywide Planning Policies (CPP), the Growth Management Act, other state or federal law, and the Washington Administrative Code; or*

The proposed amendment is consistent with current general policies and with CPP policy implementation. The conflict posed by the proposed amendment's solution aligns with issues identified in the Land Use Element for neighborhood commercial centers, and is consistent with current general policies in the Comprehensive Plan for site-specific amendment proposals:

- **Neighborhood Character Neighborhoods Element):** *Bellevue values the distinct character and qualities of the city's diverse neighborhoods, whether it is the vibrancy of Downtown, Crossroads and BelRed neighborhoods, the shoreline communities of West Lake Sammamish and Lake Washington, the hilltop neighborhoods of Cougar Mountain, Somerset and Newport Hills, the historic neighborhoods of Wilburton, Northtowne, Lake Hills and Woodridge, or the wooded neighborhoods of Enatai and Bridle Trails. Bellevue has sixteen neighborhood areas, including the changing areas of Downtown, BelRed and Eastgate. Each area is home to many smaller*

neighborhoods. The diversity of Bellevue's neighborhoods is a city treasure—the unique look and feel of each neighborhood depends on its location, history, and natural and built environment.

- **Adaptability (Neighborhoods Element):** *Bellevue is a growing, international, world-class city. Bellevue's neighborhoods reflect its past, present and future. Bellevue's neighborhoods are not static. They are dynamic communities that will continue to adapt and change while seeking to preserve what residents' value most. They will grow with new schools, businesses, parks and amenities. They will reflect the market forces that respond to the changing needs and external pressures that impact their community.*
- **Residential Areas (Land Use Element):** *The city's residential areas exemplify Bellevue as an area of safe, quality neighborhoods with strong schools and great parks...A major objective of the Land Use Element is to maintain the vitality, quality, and character of Bellevue's single family and multifamily residential neighborhoods while recognizing that neighborhoods will continue to adapt even while maintaining their character.*

The proposed plan amendment is consistent with Countywide Planning Policy for:

- **DP-39** Develop neighborhood planning and design processes that encourage infill development, redevelopment, and reuse of existing buildings and that, where appropriate based on local plans, enhance the existing community character and mix of uses.
- **LU-13** Support neighborhood efforts to maintain and enhance their character and appearance.

and:

G. State law requires, or a decision of a court or administrative agency has directed such a change.

State law or a decision of a court or administrative agency has not directed the suggested change.

PUBLIC NOTICE AND COMMENT

The 2018 annual proposed amendments were introduced to the Planning Commission with a January 24 “Comprehensive Plan Amendment Overview” study session; a March 14 “Introductory and statutory process review” study session; and an April 25 study session examining the potential expansion of geographic scope for each of the privately-initiated applications.

The Red Town application was introduced to the Commission during an April 25, 2018, study session. Notice of the Application was published in the Weekly Permit Bulletin on February 22, 2018, and mailed and posted as required by LUC 20.35.420. Notice of the June 13, 2018, Public Hearing before the Planning Commission was published in the Weekly Permit Bulletin on May 24, 2018, and included notice sent to parties of interest. Owners and residents within the 500-foot noticing perimeter of the site receive official notice, as do people signed up to receive such notices.

Five public comments have been submitted on this application to date (May 23). The comments ask about understanding the proposal, with one noting their nearly-20,000 square foot lot size compared to the typical 4,700 square foot-plus sizes in the Albright PUD development.

Effective community engagement, outreach, and public comments at Threshold Review

Applicants, residents, and communities are engaging across a variety of media in proactive public participation during the 2018 annual review process. The city's early and continuous community engagement includes:

- Responsive early outreach to requests for information and to become parties of interest
- Responding in writing to each written public comment submitted and returning phone calls
- Expanded web page material at Comprehensive Plan Amendments with the review schedule, the applications list, and a "What's Next" timeline
- A January 24 "Comprehensive Plan Amendment Overview" Planning Commission study session
- A March 14 "Introductory and statutory process review" Planning Commission study session
- Official Weekly Permit Bulletin notice as required

Public comments come in throughout the process. All written comments are included in the public record, for reference and for use by decision-makers. At the various steps, the comments are included in their original form to the Planning Commission as attachments to staff report recommendations. They are posted on the web site.

The next steps in this continuous public engagement process include the City Council's agenda item establishing the annual work program. Then, the city will take the proposed amendments out into the various neighborhoods for discussion during Final Review evaluation.

ATTACHMENTS

1. Site map
2. Application materials
3. Public Comments

DOCUMENT ROUTING FORM

Routed On: 01/31/2018
Prepared by: JSTAMS

Folder: 18 103926 AC

Target Date: 05/31/2018

Folder Name: Red Town Comprehensive Plan Amendment

Site Address: 16425 SE Cougar Mountain Way

Folder Type: Comprehensive Plan Amendment

Sub Type: Private

Work Proposed: Site Specific

Description: Comprehensive Plan Amendment from sf-m to sf-ur

Quick Review?:

Project Contact: Shawn M Bliss

Phone: (206) 910-9680

Subject: Application Intake Process

Materials Routed:

Routed On: 01/31/2018

XXX	Land Use
XXX	Utilities
XXX	Transportation
XXX	Policy Planning



Application for
COMPREHENSIVE PLAN AMENDMENT

CPA YEAR <u>2018</u> APPLICATION DATE:	TECH INITIALS <u>B</u>	AMANDA PROJECT FILE: <u>18 103926 AC</u>
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- Project name Red Town Comprehensive Plan Amendment
- Applicant name Shawn Bliss Agent name N/A
- Applicant address PO Box 40010 Bellevue, WA 98015
- Applicant telephone (206) 910 9680 fax () e-mail smbliiss@msn.com
- Agent telephone () fax () e-mail

This is a proposal to initiate a site-specific Comprehensive Plan Amendment proposal (Go to Block 1)
 This is a proposal to initiate a non site-specific Comprehensive Plan Amendment proposal (Go to Block 2)

BLOCK 1
 Property address and/or 10-digit King County parcel number 252 405 919 4
 Proposed amendment to change the map designation from existing 3.5 to proposed 7.5
 Site area (in acres or square feet) 607,852
 Subarea name _____
 Last date the Comprehensive Plan designation was considered 11/20/03
 Current land use district (zoning) SF-M
 Is this a concurrent rezone application? Yes No Proposed land use district designation SF-UR
 Go to **BLOCK 3** Community Council: N/A East Bellevue

BLOCK 2
 Proposed amendment language. This can be either conceptual or specific amendatory language; but please be as specific as possible so that your proposal can be adequately evaluated. If specific wording changes are proposed, this should be shown in ~~strike-out~~/underline format. Attach additional pages as needed.

Reference Element of the Comprehensive Plan (e.g., Land Use, Transportation, Housing, Capital Facilities):

Last date the Comprehensive Plan policy or text was considered ___/___/___
 Go to **BLOCK 3**



BLOCK 3

Support for the proposed amendment. Explain the need for the amendment—why is it being proposed? Describe how the amendment is consistent with the Comprehensive Plan [Vision](#) (Web link). Include any data, research, or reasoning that supports the proposed amendment. Attach additional pages as needed.

See attached

Go to **BLOCK 4**

BLOCK 4a

Evaluating the proposed amendment. Explain how the proposed amendment is consistent with the Threshold Review Decision Criteria in LUC Section 20.30I.140 (see Submittal Requirements Bulletin #53). Attach additional pages as needed.

See attached

BLOCK 4b complete this section only for a site-specific concurrent rezone

Evaluating the proposed concurrent rezone. Explain how the proposed rezone would be reviewed under Rezone Decision Criteria in Land Use Code Section 20.30A.140. Attach additional pages as needed.

A proposed rezone would be reviewed for consistency with the comprehensive plan amendment, and the rezone criteria per LUC 20.30A.140

I have read the Comprehensive Plan and Procedures Guide

NOTICE OF COMPLETENESS: Your application is considered complete 29 days after submittal, unless otherwise notified.

Signature of applicant *Sam Bove* Date 1-31-18

I certify that I am the owner or owner's authorized agent. If acting as an authorized agent, I further certify that I am authorized to act as the Owner's agent regarding the property at the above-referenced address for the purpose of filing applications for decisions, permits, or review under the Land Use Code and other applicable Bellevue City Codes and I have full power and authority to perform on behalf of the Owner all acts required to enable the City to process and review such applications.

I certify that the information on this application is true and correct and that the applicable requirements of the City of Bellevue, RCW, and the State Environmental Policy Act (SEPA) will be met.

Signature *Sam Bove* Date 1-31-18
(Owner or Owner's Agent)

Red Town Comprehensive Plan Amendment

Block 3

The amendment is being proposed to increase the density to R-7.5, as well as, providing necessary housing in this tight housing market. With an increased housing supply, theoretically housing prices would be reduced with an increased supply.

The configuration of the lot limits the current R-3.5 zoning to be met. The proposal is consistent with the adjacent development (Albright PUD), which although is R-3.5, it has been developed at the R-7.5 criteria for minimum lot size of 4,700 sq. ft. (22 lots with one lot of 4,674 sq. ft). Additionally, the Cougar Ridge West development adjacent to the west property line has a zoning of 7.5 as well as the parcel south of the Albright Subdivision.

The proposal meets the Vision of the Comprehensive Plan which calls for diverse and vibrant neighborhoods. Access to Cougar Mountain Regional Park is less than ¼ mile away for recreational activities.

The proposal meets the Vision of the Newcastle Subarea by ultimately providing the highest quality of residential development (Note: The lots will be of a market rate to create high quality development).

The property is within a 17 minute walk to a bus stop, thus potentially reducing carbon emissions.

The Proposal is consistent with current Comprehensive Plan policies, including the following:

Policy S-NC-11 states: "Promote infill development at a density consistent with the existing character of established neighborhoods character of adjacent established neighborhoods.

Figure S-NC-3 Master Plan Development Overlay Districts of the Newcastle Subarea Plan shows that the parcel is in the potential village overlay area.

POLICY S-NC-119. Encourage village centers that are compact and concentrated.

POLICY S-NC-120. Retain a sense of compactness throughout the life of the village center by limiting development to vacant pads adjacent to or abutting developed areas.

POLICY S-NC-114. Require multifamily housing outside of village centers to develop in clusters compatible in scale with surrounding lower density single-family areas.

POLICY S-NC-115. Limit development outside village centers to single-family and low-density multifamily housing.

POLICY S-NC-76. Encourage high density housing in and adjacent to the village centers, in areas with high view amenities and solar access, and adjacent to community open space and public transit facilities.

Block 4a

The proposal is consistent with the Threshold Review Decision Criteria in LUC 20.30I.140, as follows:

- A. *The proposed amendment presents a matter appropriately addressed through the Comprehensive Plan;*

The Proposal is a site-specific Comprehensive Plan amendment to the Newcastle Subarea. The Proposal is most appropriately addressed through the Comprehensive Plan update.

- B. *The proposal amendment is in compliance with the three-year limitation rules set forth in LUC 20.30I.130.A.2.d;*

The proposal complies with the three-year limitation. The most recent change to the Comprehensive Plan for this location was in 2003.

- C. *The proposed amendment does not raise policy or land use issues that are more appropriately addressed by an ongoing work program approved by the City Council;*

The proposed amendment does not raise policy or land use issues that are more appropriately addressed by an ongoing work program approved by the City Council.

- D. *The Proposed amendment can be reasonably reviewed within the resources and time frame of the annual Comprehensive Plan work program;*

There does not appear to be any reason that the proposed amendment cannot be reasonably reviewed within the resources and time frame of the annual Comprehensive Plan work program.

- E. *The proposed amendment addresses significantly changed conditions since the last time the pertinent Comprehensive Plan map or text was amended.*

Revisions to the Washington State Growth Management act were approved 7/24/05 two years after the most recent Comprehensive Plan Amendment. Significant changes made were adding the following wording:

RCW 36.70A.070(1):

"Wherever possible, the land use element should consider utilizing urban planning approaches that promote physical activity."

And

RCW 79A.05.030:

"(9) Within allowable resources, maintain policies that increase the number of people who have access to free or low-cost recreational opportunities for physical activity, including noncompetitive physical activity."

By increasing housing potential with this proposed amendment, more people would have access to the extensive trail system within the 3,100 acres that make up Cougar Mountain Regional Park.

- F. When expansion of the geographic scope of an amendment proposal is being considered, shared characteristics with nearby, similarly-situated property have been identified and the expansion is the minimum necessary to include properties with those shared characteristics;*

There is no expansion of the geographic scope for this proposed amendment.

- G. The proposed amendment is consistent with current general policies in the Comprehensive Plan for site-specific amendment proposals. The proposed amendment must also be consistent with policy implementation in the Countywide Planning Policies, the Growth Management Act, other state or federal law, and the Washington Administrative Code;*

As a site-specific amendment, the Proposal is consistent with the Growth Management Act, particularly the urban Growth, Reduce Sprawl, Economic Development, Recreation, Property Rights, Environment and Public Participation planning goals.

- H. State law requires, or a decision of a court or administrative agency has directed such a change.*

N/A

