



Bellevue Planning Commission

Wednesday, February 10, 2016

6:30 to 9:30 p.m. ■ 1E-113

City Hall ■ 450 110th Avenue NE, Bellevue

Agenda

Regular Meeting

- | | |
|-----------|---|
| 6:30 p.m. | 1. Call to Order
<i>Michelle Hilhorst, Chairperson</i> |
| | 2. Roll Call
<i>Michelle Hilhorst, Chairperson</i> |
| | 3. Approval of Agenda |
| 6:35 p.m. | 4. Public Comment*
<i>Limited to 5 minutes per person or 3 minutes if a public hearing has been held on your topic</i> |
| | 5. Communications from City Council, Community Council, Boards and Commissions |
| | 6. Staff Reports |
| | 7. Draft Minutes Review
<i>January 27, 2016</i> |
| | 8. Study Session |
| 7:00 p.m. | A. Downtown Livability Land Use Code Update
Review of urban form recommendations from Citizen Advisory Committee (CAC), transportation analysis, and receive Incentive Zoning Principles from Council
<i>Emil King AICP, Strategic Planning Manager</i>
<i>Patti Wilma, Community Development Manager</i> |
| | 9. Public Comment* - Limited to 3 minutes per person |
| 9:30 p.m. | 10. Adjourn |

Pg. 1

Agenda times are approximate

Next Planning Commission Meeting – February 24

Planning Commission members

Michelle Hilhorst, Chair

John deVadoss, Vice Chair

Jeremy Barksdale

John Carlson

Aaron Laing

Anne Morisseau

Stephanie Walter

John Stokes, Council Liaison

Staff contacts

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Michael Kattermann, Acting Comprehensive Planning Manager 425-452-2042

Michelle Luce, Administrative Assistant 425-452-6931

** 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).



February 10, 2016

SUBJECT

Downtown Livability Initiative

STAFF CONTACT

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Planning and Community Development

Kevin McDonald, Senior Transportation Planner 452-4558 kmcdonald@bellevuewa.gov
Transportation Development

DIRECTION NEEDED FROM PLANNING COMMISSION

- Action
- Discussion
- Information

Tonight's Commission study session will be divided into four sections:

- 1) Commission receipt of Council guidance for updating the Downtown Incentive Zoning system, adopted by City Council on January 19, 2016.
- 2) Review transportation analysis with Commission relating to potential height and density increases as recommended by Downtown Livability Citizen Advisory Committee (CAC).
- 3) Develop preliminary Commission direction on district-specific height and form recommendations for the Mixed-Use (DT-MU) District, "Deep B" portion of the Mixed-Use (DT-MU) District, and Civic Center portion of the Mixed-Use (DT-MU) District, along with applicable Downtown-wide recommendations (for items such as tower spacing, floor plates, podium height, and shade/shadowing).
- 4) Commission direction on potential study of new ideas relating to height and form that have emerged since the CAC process.

BACKGROUND

On February 1, the City Council received the Commission's transmittal on recommended "early win" land use code amendments. These included recommendations for the permitted use charts, mechanical equipment screening and location, signage for publicly accessible spaces, street trees and planter strips, extension of the pedestrian corridor to 112th Avenue NE, weather protection, and aligning the Downtown boundary with the Comprehensive Plan Update from last summer.

Council discussed the “early wins” package, provided feedback on a few changes, and is anticipated to adopt these land use code changes at their February 16 meeting.

The Planning Commission is now continuing work on the larger, more complex topics that were part of the Downtown Livability Citizen Advisory Committee recommendations. Staff anticipates the Commission’s work to take a number of months and involve significant review, analysis and public engagement. The Commission will ultimately form a recommended Code and design guideline package to transmit to Council for final action.

DISCUSSION

1. Council Guidance on Downtown Incentive Zoning

On November 9, 2015 Council conducted a joint workshop with the Planning Commission on the topic of Downtown incentive zoning. The staff presentation covered the foundations of incentive zoning including policy and legal considerations, as well as the history and specifics of incentive zoning in Downtown Bellevue. The Council and Commission discussion focused on the role that incentive zoning plays in plan implementation, and thoughts about how the future system might work. The final part of the workshop was an initial discussion about principles that should guide the update of Downtown’s incentive zoning system.

It was noted at the workshop that Council would be issuing the final set of principles to guide subsequent work on the incentive zoning system. Following discussion at their December 7, 2015 and January 19, 2016 meetings, Council adopted a set of principles that are now being forwarded to the Planning Commission as direction for developing the specific Land Use Code amendments to update the incentive zoning system (see Attachment A). These will help inform staff’s technical work between now and the next Commission engagement on incentive zoning, tentatively scheduled for April.

2. Transportation Analysis Relating to Potential Height and Density Changes

The Downtown Livability CAC developed a set of recommendations between May 2013 and June 2014 intended to enhance livability in Downtown Bellevue. A few of the recommendations directed further analysis of potential height and density changes to discrete portions of Downtown. One of the key issues the CAC highlighted for additional analysis was potential transportation system impacts associated with changes to allowed maximum building height and density (expressed in floor area ratio, or FAR). Only two CAC recommendations included additional density: (1) Downtown OLB; and (2) increasing maximum office density to that of residential in the MU district. *Note: Based on direction from Council, the CAC’s recommendations for examining increased residential building height in the O-1 district from 450 feet up to 600 feet where residential density is currently unlimited would be capped and not result in additional development capacity on individual sites compared with existing zoning. This is consistent with the CAC intent for examining increased building height in the O-1 District, and not increasing FAR.*

Staff has conducted an analysis of the potential height and density changes, comparing them to the work done for the Downtown Transportation Plan Update. In essence, the analysis aims to show the traffic operational differences (expressed as seconds of delay at intersections) in the

year 2030 for the Downtown transportation system between current zoning and the CAC recommendations. The potential zoning changes would likely redistribute Downtown's 2030 market forecast for growth, and not increase the total amount of growth expected by 2030. The analysis shows that the redistribution of the projected job and population growth in 2030 would not have a negative impact on the Downtown traffic operation (see Attachment B for full report).

3. Preliminary Commission Direction on Height and Form Recommendations

The Planning Commission is working through the Downtown Livability CAC's recommendations for a targeted set of land use code topics including public open space, landscaping, walkability and the Pedestrian Corridor, design guidelines, incentive zoning, and building height and form. Direction for the CAC's recommendations drew heavily from a set of Land Use Code audits and focus groups that analyzed what was working regarding each topic, what wasn't working, and areas for improvement. As has been discussed, the current work on updating the Downtown Land Use Code through the Livability Initiative is part of a broader agenda to make Downtown more people-friendly, vibrant and memorable, and add to the amenities that make for a great city center.

The Building Height and Form recommendations from the CAC direct further consideration of allowable building heights and/or density in six geographic areas of Downtown. Building height and density are sensitive subjects in any planning discussion, and the CAC acknowledged that more work was needed by staff and the Commission to flesh out anticipated outcomes, including benefits and impacts of any changes. The CAC's work on height and form found the following relationships with livability:

- Opportunity for more light and air between buildings by allowing additional height
- Opportunity for more ground-level open space
- Ability to promote variability in building heights
- Ability to reinforce district identity
- Potential for additional height or FAR to add "lift" to incentive system
- Opportunity to create a more distinctive skyline
- Encourage more interesting and memorable architecture
- Potential to add density around light rail transit investment

The CAC used the following principles to help guide their work on any potential changes to height and form. The CAC felt it was essential for the Commission and staff to consider the same principles below, while review and refinement of the recommendations occurs:

- The additional height or density would result in a better urban design outcome than current zoning.
- Continue to distinguish the special market niche played by Downtown.
- Help deliver additional amenities that enhance the livability and character of Downtown.
- Address any impacts that may result from the additional height or density (e.g. via design guidelines to address public views, shadows, tower spacing, and others).

- Continue to provide for appropriate transitions between Downtown and adjoining residential neighborhoods, while promoting better and more complementary linkages.

On January 13, the Commission was briefed on elements of urban form, including the pedestrian realm, tower spacing, floor plate size, shade and shadow, wind, building form and design, and public view preservation. **The Commission’s discussion on February 10 will focus on developing preliminary direction on district-specific height and form recommendations for the Mixed-Use (DT-MU) District, “Deep B” portion of the Mixed-Use District, and Civic Center District, along with applicable Downtown-wide recommendations for the items mentioned above.** The O-1 and O-2 Districts, Perimeter “A”, and DT-OLB District are tentatively scheduled for Commission review on March 9.

Mixed-Use (DT-MU) District – See CAC Final Report, pages 50 & 58

The CAC recommended further study of increasing maximum residential building heights in portions of the Mixed-Use District from 200 feet to 300 feet, increasing office heights from 100 feet to 200 feet, and increasing maximum office FAR to 5.0 to equal those allowed for residential. The Mixed-Use District is Downtown’s largest zoning district by land area. The CAC felt there has been a perceived shift in recent years of the competitive position of residential in the MU district and that residential may no longer need this FAR differential. The CAC identified a need to further explore mitigation to address the fact that typical office tower floorplates are greater than residential towers and the effect it might have on superblock development that has a mix of both residential and nonresidential as well as on overall neighborhood character. The increased height and density would be achieved through the amenity incentive system.

Staff concurs with the CAC recommendations for the Mixed-Use District subject to the set of accompanying development standards and design guidance as articulated in Attachments C & D. They further elements of livability identified by the CAC. Desired outcomes will be guided by Downtown-wide design guidelines and special open space, floorplate, and tower spacing requirements for projects pursuing the additional height/FAR. Staff is also proposing removal of the “C” overlay due to market changes that have obviated the need for these special provisions. **Staff is asking for preliminary Planning Commission direction on February 10 regarding these recommendations for the Mixed-Use District.**

“Deep B” portion of the Mixed-Use District (Perimeter Design District “B” in Northwest Corner of Downtown) – See CAC Final Report, page 54

The “Deep B” area is in the northwest corner of Downtown where the “B” design district extends an additional 600-900 horizontal feet beyond the typical extent for the “B” district in most other portions of Downtown. The CAC recommended further consideration of residential building heights up to 240 feet with an average tower height of 200 feet. The CAC felt that increased, variable tower heights as compared to a predominant pattern of 90-foot tall buildings as allowed by current zoning would be preferable. The variable tower heights could add significantly to district character and allow more public open space and “alleys with addresses” consistent with the Comprehensive Plan. No change to maximum FAR was recommended, so it is a matter of

allowing a different form for the same development potential that already exists in the area. The increased height would be achieved through the amenity incentive system.

Staff concurs with the CAC recommendations to allow for additional height in the “Deep B” area subject to the set of accompanying development standards and design guidance as articulated in Attachments C & D. They further elements of livability identified by the CAC. Desired outcomes will be guided by Downtown-wide design guidelines and special open space, floorplate, and tower spacing requirements for projects pursuing the additional height/FAR. **Staff is asking for preliminary Planning Commission direction on February 10 regarding these recommendations for the “Deep B” area.**

Civic Center Portion of the Mixed-Use (DT-MU) District – See CAC Final Report, page 52

The CAC recommended further study of additional building height and densities up to 350 feet with a 6.0 FAR in the portion of the Civic Center District bounded by NE 4th Street, NE 8th Street, 112th Avenue NE, and a 111th Avenue NE alignment. The CAC felt this was warranted to take advantage of this area’s freeway access and proximity to the Downtown light rail station. The CAC also felt there may be opportunities to expand floorplate allowances (particularly at lower heights) where the topography drops away from Downtown towards I-405. The increased height and density would be achieved through the amenity incentive system.

Staff concurs with the CAC recommendations for the Civic Center District subject to the set of accompanying development standards and design guidance as articulated in Attachments C & D. They further elements of livability identified by the CAC. Desired outcomes will be guided by Downtown-wide design guidelines and special open space, floorplate, and tower spacing requirements for projects pursuing the additional height/FAR. **Staff is asking for preliminary Planning Commission direction on February 10 regarding these recommendations for the Civic Center District.**

4. Commission direction on potential study of new ideas relating to height and form

Since the CAC process completed and the Commission’s work on Land Use Code drafting commenced, there have been two issues brought forward to the Commission relating to height and form. These include:

- Andrew Miller with BDR Capital Partners represents property interests in the southeast corner of Downtown on the northwest corner of Main Street and 112th Avenue NE. The site is within 200 yards of the East Main light rail station. Mr. Miller has requested an examination of additional height and FAR for this area as it relates to “station area planning” and transit-oriented development opportunities, and as the area relates to the East Main planning effort. The area in question is not within the East Main Station Area Planning geographic scope, so could be further analyzed as part of Downtown Livability Initiative if so desired.
- West 77 Partners have interest in Downtown property bounded by 106th Avenue NE, 108th Avenue NE, NE 8th Street, and NE 10th Street. They desire an examination of additional height and potential additional FAR in the entire O-2 zone fronting NE 8th Street. The Downtown Livability CAC examined heights up to 400 feet and a 20 percent

increase in FAR (from 6.0 up to 7.2), but ultimately recommended 300 feet and no FAR changes in their Final CAC Report. West 77 Partners feel that the O-2 zone north of NE 8th Street is different than the O-2 zone south of NE 4th Street and warrants separate consideration.

Since these go above and beyond the CAC recommendations for these areas, staff will need direction to proceed. If the Commission desires these to be added to the analysis package, staff will review these ideas as part of the continuing work on height and form.

NEXT STEPS

Current direction is to dedicate the Commission’s first meeting of the month (second Wednesday) entirely to Downtown Livability. The targeted timing to bring topics forward to the Commission for wrap-up of the Downtown Livability Code recommendations is as follows:

Targeted Timing	Topics and Milestones
2016 Q1	<ul style="list-style-type: none"> • Walkability / streetscape standards • Neighborhood identity • Urban form • Transportation modeling
2016 Q2	<ul style="list-style-type: none"> • Open space • Pedestrian Corridor • Incentives technical analysis, amenities list • Design guidelines package
2016 Q3	<ul style="list-style-type: none"> • Incentive calibration and weighting • Subarea Plan changes • SEPA documentation • Public hearing • Finalize Planning Commission recommendations to Council

ATTACHMENTS

- A. Council Guidance for Updating Downtown Incentive Zoning
- B. Downtown Livability Initiative Intersection Analysis Technical Memo
- C. CAC Height and Form Recommendations with Staff Analysis/Recommendations
- D. Elements of Urban Form

**Council Guidance for Updating Downtown Incentive Zoning
Adopted by Council 1-19-16**

For many years incentive zoning has been part of Bellevue's strategy for implementing the Downtown Plan. Through the Amenity Incentive System, development is offered additional density (FAR) in exchange for providing certain public amenities. The Downtown Livability CAC report calls for a number of revisions to the system. The Council is providing the following direction to staff and the Planning Commission as they consider the CAC recommendations and move forward to develop the specific Land Use Code amendments to update the incentive zoning system.

1. Focus the system on making Downtown more livable for people. This should include incentivizing public open space, walkability/connectivity, affordable housing in recognition of the City's broader work on affordable housing, and other amenities that are most important to achieving Downtown livability.
2. Be forward-looking and aspirational, reflecting the evolving needs of a 21st century city.
3. Design the incentive system to help reinforce Downtown neighborhood identity.
4. Recognize that incentive zoning is one part of the broader Downtown land use code, and will work together with development standards, design guidelines and other code elements to collectively address impacts of development and ensure Downtown is a great place for people.
5. Simplify and streamline the incentive system with a clear structure and desired outcomes. This includes narrowing the list of incentives by mandating appropriate elements, incentivizing what would not otherwise happen, and increasing the base FAR to account for any current incentive that is converted to a mandate.
6. Ensure that the amenity incentive system is consistent with state and federal law. In particular, the process should be sensitive to the requirements of RCW 82.02.020, and to nexus and rough proportionality.
7. Design the amenity incentive system to act as a real incentive for developers, and ensure that modifications to the incentive system don't effectively result in a downzoning of land, in particular for current incentives converted to mandates.
8. Ensure that participation in the updated incentive system is required for any increases to currently permitted maximum density (FAR) and/or height.
9. Consider potential unintended consequences of the update, specifically: a) the effect of incentive zoning changes on the ability to continue to provide transit-oriented, workforce housing in Downtown, including the anticipated effect of the MFTE on producing such housing; b) the effect of incentive zoning changes on small lots, to ensure that their redevelopment remains viable and not contingent upon becoming part of an assemblage with other properties; and c) special sensitivity to Perimeter neighborhoods.

10. Provide for a reasonable “fee-in-lieu” alternative to ensure that the amenity incentive system does not unduly hinder development or result in building designs that lack market viability.
11. Consider an “off-ramp” option, with an approval process, providing flexibility for incentivizing elements that were not identified in this update but add equal or greater value.
12. Include a mechanism for future periodic updates of the incentive system to address Downtown needs as they change.

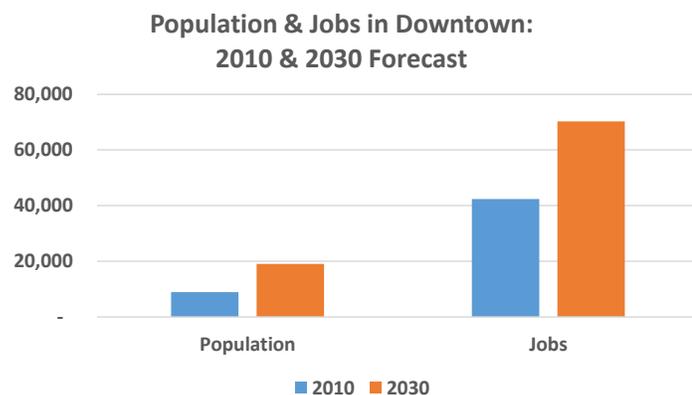
Downtown Livability Initiative Land Use Scenario Intersection Analysis Technical Memo

Summary

This technical memo documents transportation modeling analyses and findings of a land use scenario developed for the Downtown Livability Initiative (DLI). The DLI was guided by a Citizen Advisory Committee (CAC) and included a targeted review of specific regulations for land use and urban design in Downtown Bellevue. The objectives of the DLI are to: better achieve the vision for Downtown as a vibrant, mixed-use center; enhance the pedestrian environment; improve the area as a residential setting; enhance the identity and character of Downtown neighborhoods; and incorporate elements from the Downtown Transportation Plan (DTP) Update and the East Link design work.

The Downtown Transportation Plan (DTP) land use scenario is a 2030 forecast for employment and population developed as part of the DTP Update. It forecasts a total of 70,300 jobs and 19,000 residents for Downtown and is consistent with the Puget Sound Regional Council's (PSRC) forecast. As recommended by the CAC, the DLI scenario assumes the same number of jobs and residents in 2030 as was

assumed in the DTP scenario. Both the DLI and the DTP scenarios assume the same transportation system improvements. The difference is that the DLI scenario redistributes some of the forecast jobs from the Downtown Core to areas north, south and east of the Core, but still within Downtown. Conversely, it redistributes a portion of forecast residential units to the Downtown Core from areas north and south. Various transportation modeling and analysis tools were used to assess the transportation impact of the DLI scenario and compare the results to that of the DTP scenario. A summary of the findings from these analyses is as follows:



- Compared to the DTP scenario, the DLI scenario would improve overall traffic operation in the Downtown area, based on a calculation of vehicle delay at signalized intersections:
 - Average delay per vehicle at Downtown intersections would decrease by nearly 8%, from 49 seconds to 45 seconds in the PM peak hour (4PM to 6PM) in 2030.
 - The total vehicle delay would decrease by more than 8% from 1611 hours to 1472 hours in the PM peak hour in 2030.
- According to the model analysis, most noticeable travel time improvements would be expected in the Downtown Core, while a slight degradation is predicted in the Downtown fringe area. However, with signal timing optimization, the slight degradation in traffic operation in the Downtown fringe area could be mitigated.

These results suggest that, with redistribution of the projected job and population growth in the DLI scenario, average vehicle delay and total vehicle delay on the Downtown roadway network would be lower in comparison to the DTP scenario. The detailed land use scenario descriptions, analysis methodology and analysis results are documented in the sections below.

Land Use Scenarios

Downtown Transportation Plan Update Land Use Scenario: The DTP update, with technical work occurring between 2011 and 2013, addressed a 2030 time horizon for its transportation analysis. Inputs to the transportation model included the 2030 land use forecast for Downtown Bellevue of 70,300 jobs and 19,000 residents. This is an increase of 42,321 jobs and 8,887 residents from 2010. The 2030 forecast is generally consistent with the Puget Sound Regional Council's (PSRC) forecast for Downtown and represents the share of regional growth that Downtown Bellevue is expected to accommodate by 2030.

Downtown Livability Initiative Land Use Scenario: The DLI enlisted a CAC between May 2013 and June 2014 to develop a set of Land Use Code recommendations intended to enhance livability in Downtown Bellevue. In the report delivered to Council in January 2015, the CAC recommended an increase in the maximum allowable density and/or building height in a number of Downtown zoning districts. The CAC recommendations do not change the 2030 land use forecast that was used in the DTP analysis, which is still tied to Downtown Bellevue's share of regional growth. Rather, the recommendations affect the geographic distribution of employment and residential growth by 2030 in Downtown Bellevue based on the following:

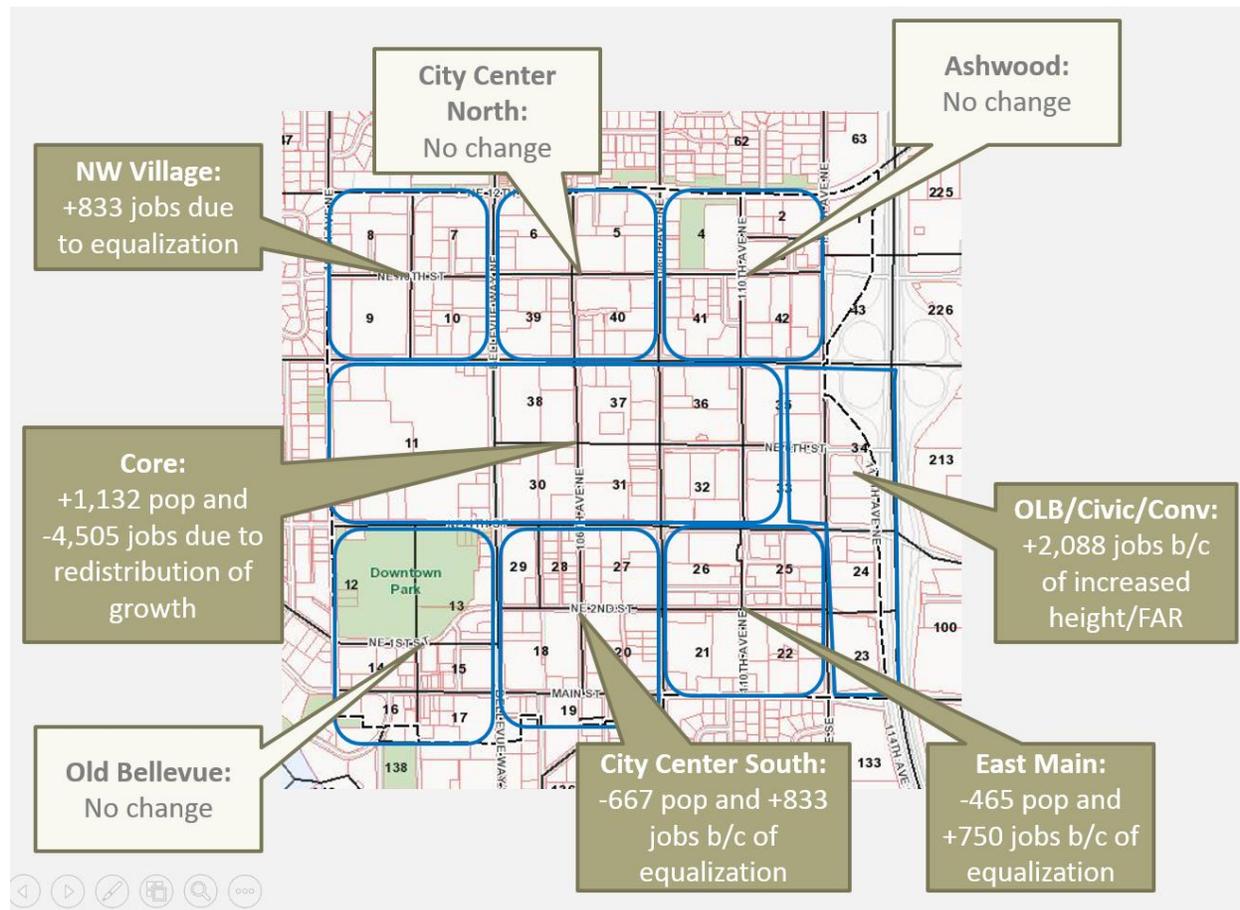
- Increased building height and density in Downtown OLB District and the eastern part of Civic Center, creating the potential to increase the amount of office and hotel development above current zoning.
- Equalization of nonresidential and residential potential building size in MU District, creating the potential to increase the amount of office development in the MU district above current zoning.
- Increased maximum building height for residential in the O-1 District would likely create additional housing development in that zone in place of office. *Note: Based on direction from Council, the CAC's recommendations for examining increased residential building heights in the O-1 district from 450 feet up to 600 feet where densities are currently unlimited would be capped and not result in additional development capacity on individual sites compared with existing zoning. This is consistent with the CAC intent for examining increased building heights in the O-1 District, and not increasing FARs.*

The net differences between the DTP scenario under current zoning and the DLI scenario taking into account the CAC recommendations are that:

- An additional 1,132 residents and 4,504 fewer jobs would be expected by 2030 in the Core area.
- An additional 2,416 jobs and 1,132 fewer residents would be expected by 2030 in the areas north and south of the Core within Downtown.
- An additional 2,088 jobs would be expected by 2030 in the Downtown OLB District.

The redistribution of forecast growth is shown in Figure 1. Detailed land use assumptions for the DLI scenario and comparison by individual Transportation Analysis Zone (TAZ) to the DTP scenario can be found in Table A-1 and Table A-2 in the Appendix.

Figure 1: 2030 Land Use Scenario Comparison – DLI Scenario vs. DTP Scenario



Modeling Methodology and Assumptions

Consistent with the DTP analysis methodology, the Bellevue/Kirkland/Redmond (BKR) travel demand model and dynamic traffic assignment model were used to analyze the travel demand and traffic operation conditions for the DLI 2030 horizon year. Before the BKR model was used in the analysis, the PM peak hour volumes were compared to 2030 DTP model for reasonableness and consistency. The travel demand as forecasted by the BRK model was then input into the dynamic model, called Dynameq, for traffic operation analysis. After that, traffic signal optimization software called Synchro was used to conduct further operational analysis for selected intersections. The methodology was discussed with traffic engineering staff and was deemed a reasonable approach.

Network Assumptions

The DLI scenario uses the same transportation network configuration assumed for the DTP scenario. Both studies include roadway capacity projects that can be realistically expected to be completed by 2030 to support Downtown Bellevue mobility, such as:

- **SR 520:** New ramps to/from the east @ 124th Avenue NE to complete the interchange

- **SR 520:** Slip ramp eastbound under 148th Avenue NE to connect to 152nd Avenue NE
- **I-405:** Southbound braid from SR 520 to NE 10th Street
- **I-405:** Add one auxiliary lane (collector/distributor lane) each northbound and southbound, between SE 8th Street and SR 520. The portion north of Main St will be accomplished through restriping not additional widening.
- **NE 6th Street:** Extend existing HOV facility across I-405 and connect to 120th Ave NE
- **Bellevue Way SE:** Add one HOV lane southbound from 112th Avenue SE to the South Bellevue Park & Ride to align with the forthcoming SB HOV lane between there and I-90.

Model Results

The 2030 PM peak hour is the focus of this modeling analysis. With some job growth redistributed to the Downtown fringe area in the DLI scenario, average intersection delay per vehicle in Downtown as a whole would be expected to drop from over 49 seconds to about 45 seconds, or nearly 8% as shown in Table 1. The expected total vehicle delay in the 2030 PM peak hour would be reduced from 1611 to 1472 hours, a more than 8% time savings compared to the DTP scenario. The average intersection level-of-service (LOS), a qualitative expression of the intersection vehicle delay, would remain at LOS D in both scenarios.

Table 1: Vehicle Delay and LOS in Downtown Bellevue (2030 PM Peak Hour)

Downtown-wide	2030 DTP Scenario	2030 DLI Scenario	Difference	%
Hourly Volume	117,938	116,961	-977	-0.8%
Average Vehicle Delay (sec)	49.2	45.3	-3.9	-7.9%
LOS	D	D	--	--
Total Vehicle Delay (hours)	1611	1,472	-139	-8.6%

Figure 2 shows the LOS and average intersection delay in Downtown Bellevue. More detailed LOS/delay data, as well as throughput and vehicle delay hours (VDH) at each major intersections, can be found in the Appendix.

Downtown MU

CURRENT CODE

- FAR: 5.0 res / 3.0 nonres / NA parking structure
- Height: 200' res / 100' nonres / 60' parking structure
- Lot Coverage¹: 100% res & nonres / 75% parking structure



District Specific

Floor Area Ratio

Direction from CAC:

- Consider up to 5.0 residential and nonresidential

Staff Analysis and Recommendation:

Supports CAC direction

Building Heights

Direction from CAC:

- Consider up to 300' residential, 200' nonresidential, No change to parking structures
- Use appropriate mitigation to address tower design, separation, and transition issues and the effect of added height at pedestrian level and at larger scale
- PC to identify appropriate mitigation to address tower design and separation, permeability from the freeway, connectivity with Wilburton, effect on pedestrian level and localized transportation impacts
- Address any impacts that may result from additional height or density (e.g. via design guidelines to address public views, shadows, tower spacing, and others)

Staff Analysis and Recommendations:

- Supports CAC direction with the provision that any building exceeding current code max is subject to additional tower spacing, diminishing floor plate, and special open space requirements
- Eliminate 15' max height for mechanical equipment. Defer to Mechanical Code/IBC for technical requirements. Rely on 20.25A.045 Mechanical Equipment Screening and Location for design guidance
- See "Downtown-wide" recommendations for more detail on tower design, transition, and pedestrian scale

Perimeter Design District

Direction from CAC:

- Not addressed

Staff Analysis and Recommendations:

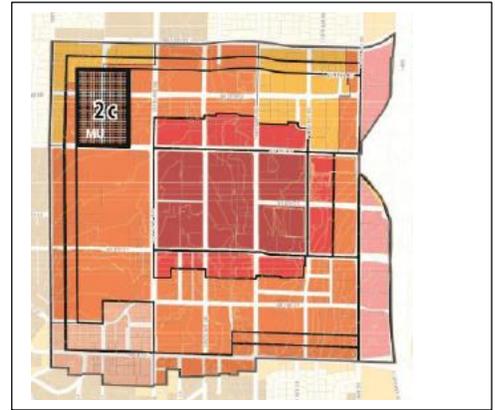
- The "C" overlay of the Perimeter Design District has the same dimensional requirements as the underlying "MU". The Code currently stipulates that the max FAR and height may be reached by providing food, retail, personal services, hardware, gas stations, child care, or garden supplies. These uses are now being amply provided throughout Downtown without this criteria based on market demand.
- Eliminate "C" overlay. This Code provision was adopted at a time when Downtown was losing its traditional neighborhood services. In the interim years, the Downtown residential population has grown to 11,000 people and the market is provide a wealth of neighborhood services on its own. Height and form criteria covered in general MU district criteria. Neighborhood services and neighborhood oriented design achieved through market demand and Design Guidelines.

¹ Lot coverage = Percentage of a lot which is built upon. A building is any structure used or intended for supporting or sheltering any use or occupancy that is 30" or more above grade.

Downtown Deep B

CURRENT CODE

- FAR: 5.0 res MU & R / 1.5 nonres MU / 0.5 nonres R / NA parking structure
- Height: 90' res / 65' nonres / 40' parking structure
- Lot Coverage: 75%



District Specific

Floor Area Ratio

Direction from CAC:

- No change recommended

Staff Analysis and Recommendations:

- Supports CAC direction

Building Heights

Direction from CAC:

- Consider up to 160' - 240' w/ 200' average residential buildings
- No change to nonresidential or parking structures
- Increased, variable tower heights as compared to a predominant pattern of 90' tall buildings would be preferable
- Use appropriate mitigation to address tower design, separation, and transition issues and the effect of added height at pedestrian level and at larger scale
- Variable heights could add significantly to district character and allow more public open space through alleys with addresses
- PC to identify appropriate mitigation to address tower design and separation, permeability from the freeway, connectivity with Wilburton, effect on pedestrian level and localized transportation impacts

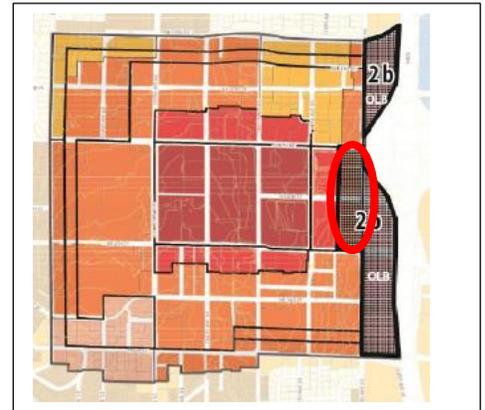
Staff Analysis and Recommendations:

- Supports CAC direction with the provision that any building exceeding current code max is subject to additional tower spacing, diminishing floor plate, and special open space requirements
- Single tower height limited to 160'
- Multiple building projects with variable heights of 160' - 240' w/ 200' average residential buildings requires a Development Agreement

Downtown MU (Civic Center)

CURRENT CODE

- FAR: 5.0 res / 3.0 nonres / NA parking structure
- Height: 250' res / 200' nonres / 60' parking structure
- Lot Coverage: 100% res/nonres / 60% parking structure



District Specific

Floor Area Ratio

Direction from CAC:

- Consider up to 6.0 residential / nonresidential
- Take advantage of freeway access and proximity to light rail
- PC to identify appropriate mitigation to address tower design and separation, permeability from the freeway, connectivity with Wilburton, effect on pedestrian level and localized transportation impacts

Staff Analysis and Recommendations:

- Staff concurs with CAC

Building Heights

Direction from CAC:

- Consider up to 350' residential/nonresidential
- No change to parking structures
- Use appropriate mitigation to address tower design, separation, and transition issues and the effect of added height at pedestrian level and at larger scale

Staff Analysis and Recommendations:

- Supports CAC direction with the provision that any building exceeding current code max is subject to additional tower spacing, diminishing floor plate, and special open space requirements
- Eliminate 15' max height for mechanical equipment. Defer to Mechanical Code/IBC for technical requirements. Rely on 20.25A.045 Mechanical Equipment Screening and Location for design guidance.
- See "Downtown-wide" recommendations for more detail on tower design, transition, and pedestrian scale

Floor Plates

Direction from CAC:

- Consider opportunities to expand floorplate allowances where topography drops away towards I-405

Staff Analysis and Recommendations:

- Supports CAC direction
- Use current Code opportunity to average floor plates above podium/base as long as light, air, permeability from the freeway and effect on pedestrians is mitigated

Downtown - Wide

Tower Spacing

Direction from CAC:

- Address any impacts that may result from additional height or density (e.g. via design guidelines to address public views, shadows, tower spacing, and others).
- Ensure permeability from I- 405 and public views

Staff Analysis and Recommendations:

- Supports CAC direction
- 80' separation at closest points above 40'
- All floors above current maximum height will be subject to additional tower spacing and diminishing floor plate requirements
- Departures considered for per "Tower Spacing" in **Elements of Urban Form**
- Small site² exceptions
 - Tower steps back 20' from PL above podium roof
 - Tower steps back 15' from back of sidewalk above podium roof

Tower Façade Articulation

Direction from CAC:

- For buildings with wider facades (>120 - 140 ft) require substantial articulation

Staff Analysis and Recommendations:

- Supports CAC direction
- Substantial articulation such as offsets of building façade will be addressed in Design Guidelines

Connected Floorplates (Buildings less than 70' in height)

Direction from CAC:

- Not specifically addressed by CAC but see "Tripartite" below

Staff Analysis and Recommendations:

- Use significant modulation to break up mass of connected floor plates as per "Floorplate Size" diagrams in **Elements of Urban Form**

Tripartite (base, middle, top)

Direction from CAC:

- Add direction on articulation and massing to emphasize base, middle, top
- Continue strong emphasis on ground-level differentiation with building articulation, windows, materials, textures, color and unique site characteristics for a quality public realm and human scale
- Build off > 15%/15ft³ rule to accommodate architectural integration of mech. equip. or interesting roof form

Staff Analysis and Recommendations:

- Supports CAC direction
- Podium height limited to 45' at top of podium roof
- Use "Entry or other Major Point of Interest" criteria from Building Sidewalk ROW Designations Guidelines
- Use "Ground Floor Frontage" criteria from Building Sidewalk ROW Designations Guidelines

² Small site = A single project limit \leq 30,000 SF. A project limit is a single lot or a combination of lots.

³ 15%/15ft rule = Height may be increased by the greater of 15% or 15 ft if the additional height provides architecturally integrated mech. equipment, interesting roof form, significant floor plate modulation, façade modulation, or other unique architectural features. Not applicable in "A" overlay and limited to 10% (9 ft) in "B" overlay.

Wind/Shade/Shadow

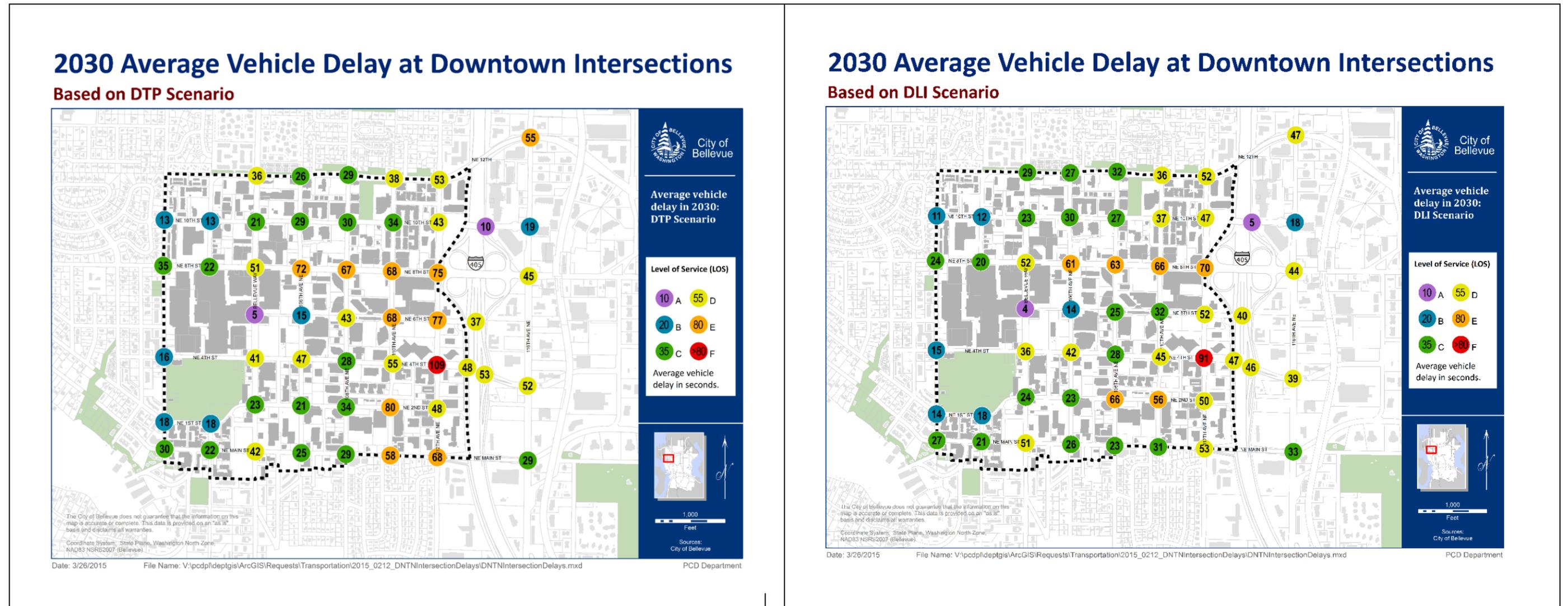
Direction from CAC:

- Maximize sunlight to through-block connections
- Address any impacts that may result from additional height or density (e.g. via design guidelines to address public views, shadows, tower spacing, and others).

Staff Analysis and Recommendations:

- Supports CAC direction
- Use tower stepbacks, canopies, marquees, awnings, and green roofs to deflect wind
- Use tower separation for maximize light and air
- Orient the shortest facades in the north/south to mitigate impacts to mitigate wind and shade impacts at the pedestrian level

Figure 2: 2030 PM Peak Hour Average Vehicle Delay and LOS DLI Scenario and DTP Scenario



Note:
 With land use redistribution under the DLI scenario, delay at major intersections on NE 8th St., NE 4th St, and 112th Ave NE would be reduced. Although the initial Dynameq model results in the DLI scenario indicated degradation at 110th Ave. /NE 2nd St. and 112th Ave./ NE 2nd St., further analysis using Synchro showed delays at these intersections could be reduced with appropriate signal timing optimization and better coordination. The DLI diagram has incorporated signal timing optimization at selected intersections on NE 2nd St. and Main St.

1 - PEDESTRIAN REALM

ELEMENTS OF URBAN FORM

Why it is Important

Many design decisions help contribute to a comfortable and engaging pedestrian realm. First and foremost, the pedestrian realm should be clearly defined within the streetscape to maintain safety. Within the pedestrian realm, design decisions should maintain clear zones to allow for easy pedestrian mobility, spaces for pedestrians to rest, as well as provide regular points of interest. The pedestrian realm along streetscapes not only includes horizontal areas from street curbs to building facades but also includes vertical areas defined by street tree canopies, weather protection, and the first to second stories of adjacent buildings. Incorporating the design of both vertical and horizontal elements within the pedestrian realm helps define and enrich the pedestrian experience and promote pedestrian activity.

Bellevue, as a “City in a Park,” values open space as a key component to the character of Downtown. With long superblocks throughout much of Downtown, features such as plazas, through-block connections, and midblock crossings are important elements in the pedestrian realm. They offer easy connections across long blocks and opportunities to move through the center of a block away from busy traffic. In some locations, these areas are shared space used by vehicles, bicyclists, and pedestrians and in others, they are pedestrian only areas. Where multiple uses occur, pedestrians, bicyclists and motorists need to clearly understand that these locations are shared spaces.

Design of the Pedestrian Realm

The pedestrian realm is made up of many elements. It includes sidewalks, plazas, crosswalks, midblock crossings, through blocks, parks, and other areas open for public access. A network of sidewalks forms the main routes of connection throughout the Downtown, with through-block connections, and other public open space providing opportunities for pedestrians to separate from street traffic, and in many cases, shorten walking distances. The high quality design of all of these areas helps improve the livability, memorability and viability of Downtown.

Building Sidewalk Relationship Guidelines

To help create an engaging pedestrian realm, there needs to be a relationship between the level of pedestrian use, visual and physical access, and weather protection. The relationship is simple: the more pedestrian use along a particular building frontage, the more weather protection and visual and physical access. This relationship is called the Building Sidewalk Relationship. The CAC reviewed designations (pg. 32 of the CAC final

report) throughout the Downtown and made recommendations regarding the minimum % of weather protection or visual and physical access that a building facade is required to have.

Sidewalk Zones

Sidewalks are typically composed of several zones that serve a critical function in supporting a vibrant pedestrian experience. These zones include the Frontage Zone, Through Zone, and the Buffer Zone (See Figure 1.1 for Sidewalk Zones and Dimensions).

The Frontage Zone is the zone closest to a building that is intended to allow for window shopping, areas for people to stand, café seating, among other functions. The building facade, a key component to the pedestrian realm, is considered as a part of this zone, as it often defines the edge of the pedestrian realm and provides opportunities for interesting points of interest and interaction for those on the sidewalk. The size of this zone will vary depending on the dimensions of the street.

The Through Zone is the primary path of pedestrians as they move down along a street. This zone should be clear of obstructions to allow for such movement. The National Association of City Transportation Officials (NACTO) suggests that this zone should be a minimum of eight feet in downtown or commercial areas. In many locations, current required sidewalk widths within Downtown Bellevue do not satisfy this minimum dimension without completely eliminating or impinging upon other important zones within the sidewalk. Given other minimum dimensions that are required, such as those laid out by the Americans with Disabilities Act (five feet in width required to turn around a wheelchair), it is feasible to have a smaller Through Zone, but these areas can become congested with high pedestrian use.

The Buffer Zone is typically located immediately adjacent to the street separating the Through Zone from traffic lanes. This zone is intended to buffer pedestrians from nearby passing automobiles. This zone includes permanent elements like places to lock up bicycles, public art, lighting, utility poles, street furniture, tree pits, above-ground planters, and landscape strips. It is important to note that elements in this zone, such as street furniture, above-ground planters, and public art, can be temporary or movable. Such features add interest to the streetscape and help activate the pedestrian realm. Trees located in tree pits and landscape strips typically dictate the size of the Buffer Zone. If tree pits are undersized they can damage sidewalks and create tripping hazards. Such conflicts can become a safety concern as street trees tend to lift sidewalk panels if they are not given sufficient room to grow.

CAC References

Downtown Livability Initiative - Pg. 12-35

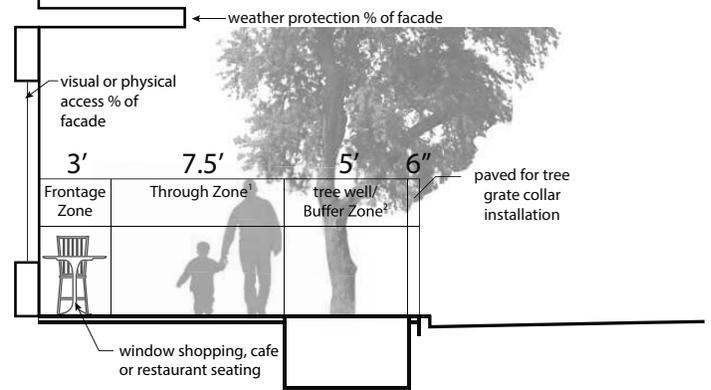
Land Use Code Reference

20.25A.060

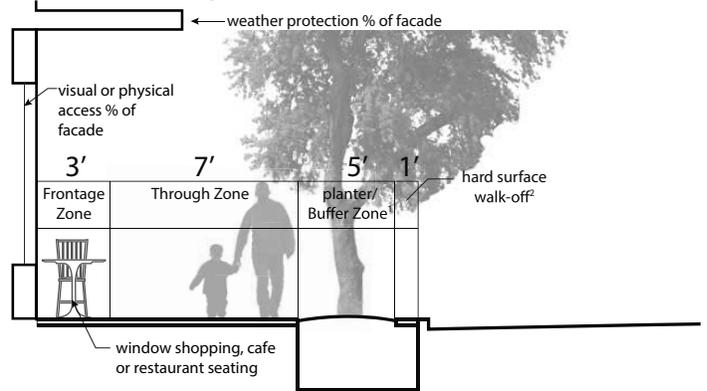
Figure 1.1 - Sidewalk Zones and Dimensions

The diagram below shows dimensions of each sidewalk zone when applied to 12', 16' and 20' sidewalks. It is important to not that on all streets designated for 12 foot sidewalks, cafe and restaurant seating would reduce the Through Zone below acceptable minimums and could conflict with ADA requirements.

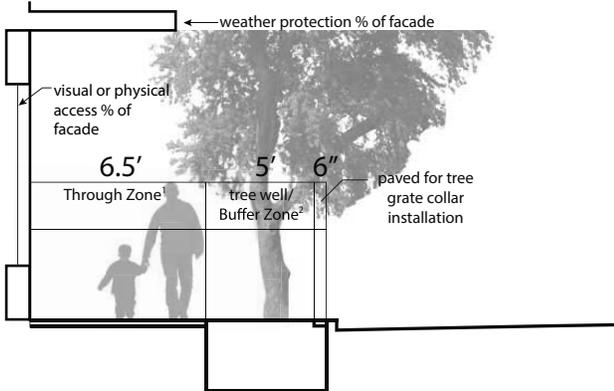
16' sidewalk with tree wells



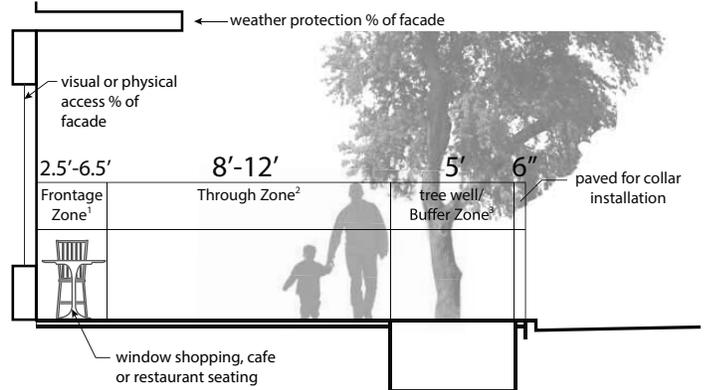
16' sidewalk with onstreet parking + continuous planter



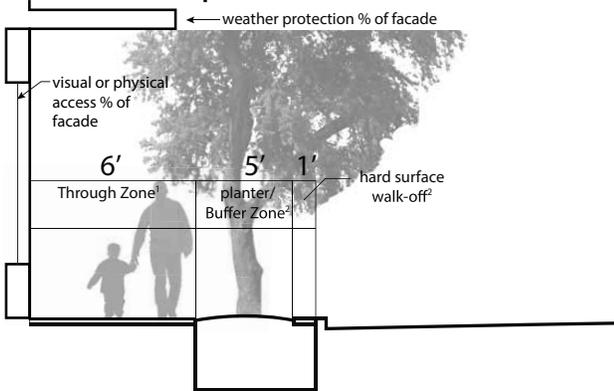
12' sidewalk with tree wells



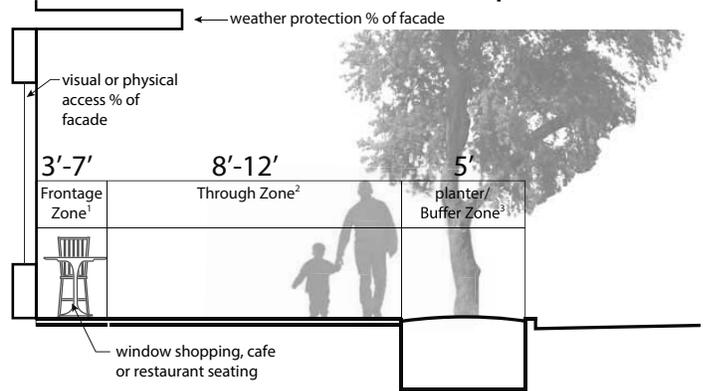
20' sidewalk with tree wells



12' sidewalk with onstreet parking + continuous planter



20' sidewalk with continuous planter



¹ = NACTO guidelines state that a minimum Through Zone dimension should be eight feet in downtown areas. In calculating the Through Zone dimensions, it is possible to include up to one foot of a five foot wide tree grate as a part of the Through Zone.

² = Buffer Zones should include utilities, bicycle racks, street furniture, public art and other amenities.

Rationale

To preserve and enhance the quality of life for those who live, work, and visit Downtown, providing opportunities for access to sunlight, sky views, and privacy are essential. Tower spacing plays a critical role in preserving and enhancing these elements, in addition to the scale of the pedestrian environment. Towers with inadequate separation can create adverse impacts on the public realm through excessive shade and shadow, obstruction of adequate sky views, and a scale that is detrimental to a pleasurable pedestrian environment. Appropriate tower separation can improve these conditions while also enhancing the quality of the interior environment by providing improved access to daylighting and privacy. Bellevue does not have a precise requirement for tower separation, rather relying on stepback requirements and the International Building Code to establish a minimum 40' separation. Figure 2.1 illustrates comparisons between International Building Code requirements and best practices found in other cities.

The primary objectives of providing appropriate tower separation are:

Sunlight

A rich network of public spaces interconnects the fabric of Downtown, working in support of streetscapes and other public open spaces. Sunlight is an essential element to activating the public realm. When towers are spaced too closely opportunities for sunlight to penetrate to the ground level is significantly diminished.

Scale

When separation is not adequately provided an overwhelming and constrained pedestrian environment can be established. Public spaces such as plazas, parks, through block connections, and streetscapes can appear uninviting, unsafe, and uncomfortable. Appropriate tower separation can establish relief from the overall massing while emphasizing a pedestrian scaled podium.

Privacy

An issue primarily relative to residential developments, appropriate tower spacing can be an integral element to establishing privacy. Appropriate orientation, placement, and spacing can enhance a sense of privacy between residential and office buildings.

Sky Views

Visual access to the sky is important for not only sunlight, but enhancing the feeling of openness and connection to environmental conditions such as weather and sunlight. In a dense urban environment, the clustering of high rise buildings can often create a tight sense of enclosure and intrusion creating an overwhelming and uncomfortable environment. Adequate tower separation enhances opportunities for sky views and creates a feeling of openness that enhances comfort and livability.

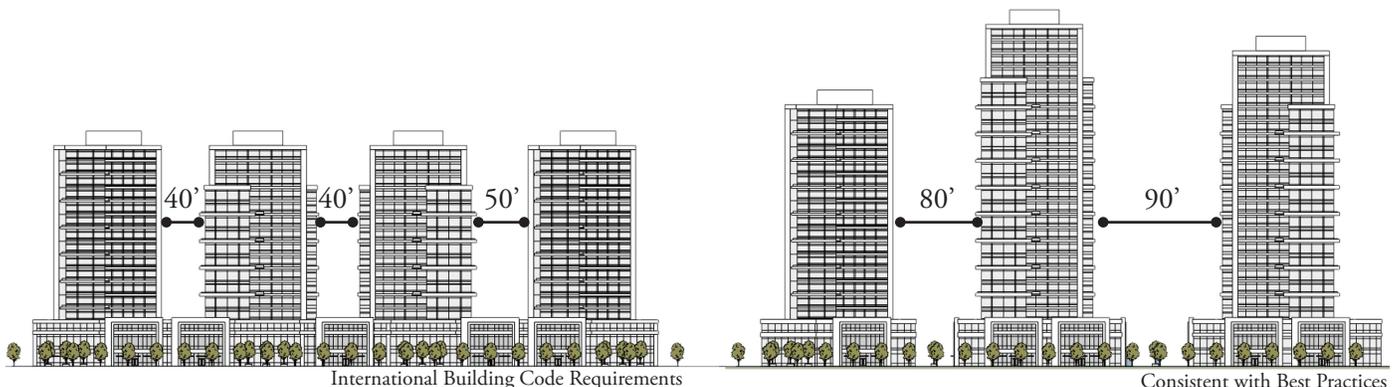


Figure 2.1 - Tower Separation Scenarios on a Typical Bellevue Block

Design Excellence

Tower separation requirements can enhance the placement of multiple towers on a single site and can create opportunities for abstraction and uniqueness in form. Added visual interest and variation can allow building forms and massings to create fluidity in design, resulting in a more aesthetically pleasing form and skyline as a whole. Towers can become more expressive and offer variation from a more traditional rectilinear form.

Building Performance and Conditions

Adequate tower separation can improve opportunities for daylight internal to buildings. While improving the quality of life of residents and users, daylighting is critical to sustainable building practices. Inadequate tower separation increases the amount of shade and shadow cast upon adjacent buildings, increasing the reliance of artificial lighting. This diminishes the quality of the internal space while reducing building efficiency.

Recommended Requirements

- Tower separation should be a minimum of 80 feet from face of building to face of building above 40 feet in height.
- Departure from the 80 foot separation requirement may be provided for unique & slender forms, spaces not intended for habitation, and fluid forms that demonstrate design excellence.
- Greater separation above the 80 foot minimum would be required for any development pursuing additional height and/or FAR above the existing maximums
- Consideration and coordination should be given to how a proposal relates to the existing and proposed adjacent developments to ensure that the proposal satisfies the separation requirement.
- Where departure of the maximum floor plate is granted, tower separation shall increase by a corresponding percentage. (Ex. Floor plate increase over maximum allowed by 10% = Tower separation increase of 80 feet + 10%)
- Where 80 foot separation is not feasible a site may not be appropriate for multiple towers unless project can demonstrate satisfying the departure requirement for unique & slender forms.
- Sites under 30,000 square feet may be eligible for a departure. See *Small Sites* section.

Precedent

Tower separation has become an important consideration to many urban environments. This separation is to ensure access to light, air, and design excellence within an urban environment. Some examples are as follows:

- **San Francisco**
Minimum Separation: 115'
Beginning Height: 85'
- **Toronto**
Minimum Separation: 82' (25 meters)
Beginning Height: 40'
Exception made for small sites
- **Honolulu (TOD Overlay)**
Minimum Separation: 80'
Beginning Height: Required for all towers below 240' in height
- **Vancouver, BC**
Minimum Separation: 80'

CAC References

Downtown Livability Initiative - Pg. 45

Land Use Code Reference

20.25A.020.A.2

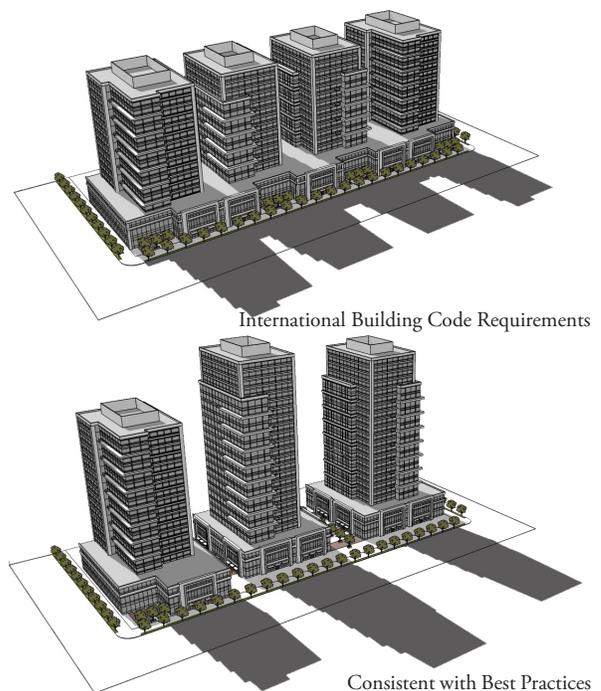


Figure 2.2 - Combined with increased building height, tower separation requirements can reduce the total number of towers per site accommodating the same FAR while, mitigating impacts of shade and shadow on the public realm.

Small Sites

Small sites can be highly beneficial to an urban environment by providing a more granular scale to the pedestrian realm and variation from large towers. However, smaller sites can be disadvantaged by tower separation requirements as neighboring properties could adversely affect their ability to develop within the separation parameters. To maximize development opportunities while still meeting the City's goals for a livable Downtown, accommodations to tower separation requirements are proposed for small sites.

Small sites are those defined by 30,000 square feet or less. Exceptions to tower separation requirements only apply to small sites where a single tower is proposed. Departure from the separation requirements cannot be applied to buildings that span across multiple parcels or sites.

The following setback requirements for small sites are offered to maximize development opportunity and achieve city objectives in preserving sky views and sunlight.

Stepback from street

Tower shall stepback from base a minimum of 15' from the back of *sidewalk*.

Stepback from internal property lines, alleys, and through block connections

Tower shall stepback from base a minimum of 20' from property line or public space.

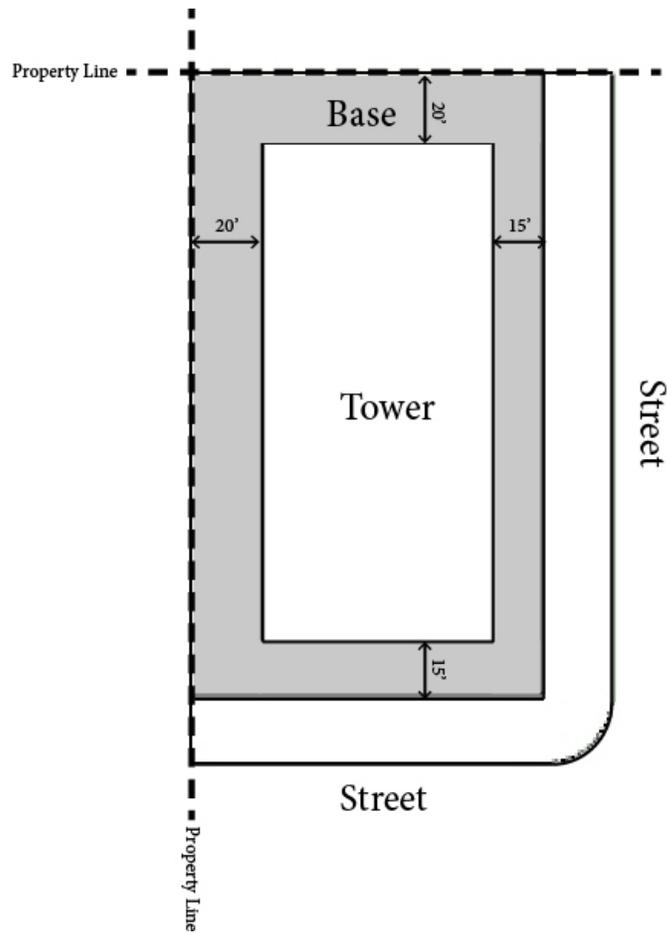


Figure 2.6 - Small Site Departure

Why it is Important

Floor plate size can have a profound impact on shade, shadow, sky views, and project feasibility. If the scale of a floor plate is too large it can cast important public spaces and the pedestrian realm into permanent shade or diminish opportunities for skyviews. Additionally, large floor plates can create an imposing feeling on the pedestrian realm, impacting the sense of comfort of the urban environment. If the scale of a floor plate is too small it can make the project no longer economically or structurally feasible creating a restraint on the development market. Establishing a balance is essential to preserving quality of life for residents and businesses, while ensuring feasibility for developers.

The determining factors and existing code for floor plates are as follows:

Commercial Office Towers

Based on existing research by the Urban Land Institute, Bellevue's maximum floor plate sizes for office buildings is competitive with industry preferences. Current code allows for up to 24,000 square feet above 80 feet with provisions for increases when deemed appropriate. The City may consider alternatives that influence form to produce more desirable outcomes that are amenable to a high quality urban environment. Such alternatives may include design guidelines that encourage substantial articulation and modulation in a tower massing facade that diminish scale. This may include recesses and protrusions substantial enough to create the aesthetic of multiple forms.

Residential Towers

Residential towers desire smaller floor plate sizes and present the greatest opportunity to capitalize on an increase in building height. Current floor plate sizes are allowed up to 20,000 square feet between building heights of 40 and 80 feet. Above 80 feet the maximum floor plate size is 12,000 square feet. As residential buildings have greater flexibility in layout, there is an opportunity to produce improved design quality by incorporating minor building stepbacks for heights above the existing building height as well as maximum facade lengths.

Recommended Requirements

- All residential floor plates above existing maximum height shall reduce by 20% up to the proposed maximum height.

Connecting Floor Plate Provision

Land Use Code 20.25A.020.B.3

The connecting floor plate provision has allowed buildings under 70 feet in height to exceed the maximum allowable floor plate size under the premise that building exiting patterns and construction costs are more efficient by creating a more contiguous form. This provision is intended to work with low rise buildings within the Downtown. The existing provisions call for the following

- The connection is to allow for safe and efficient building exiting patterns. The connecting floor area shall include required exiting corridor area and may include the floor area of units or other building uses.
- The connection occurs on no more than three floor levels above 40 feet.
- The alternative design results in a building mass that features separate and distinct building elements.

When considering the connecting floor plate provision, issues of mass, scale, and public space are essential. Existing maximum floor plate size requirements are intended to protect, preserve, and enhance these elements and should be preserved when an exception is allowed. The results of this provision have

protect, preserve, and enhance these elements and should be preserved when an exception is allowed. The results of this provision have provided an opportunity for development limitation to circumvent the intention of floor area ratio (FAR), which was to limit the scale of an entire massing and its relationship to the total site area. In lieu of providing open space to the public or design excellence that would create a more amenable streetscape to pedestrians, an out of scale massing has typically been produced with “open space” internalized to the building. As such, the scale of the massing is not reflective of the intents of the FAR limitations.

CAC References

Downtown Livability Initiative - Pg. 45

Land Use Code Reference

20.25A.020.A.2

20.25A.020.B.3

Recommended Requirements

Building Recess

- Recess should be substantial enough to create distinct building elements, both in width and depth. Recommended depth should be between 3’-0” and 7’-0”. Recommended width should 7.5% of the total facade length
- Separate and distinct building elements should be enhanced by the application of varying building materials.
- Recess should be the height of the full building facade so to create modulation at the street level and correspond with the scale of the proposed building.
- Portals and entries are permitted in the building recess.

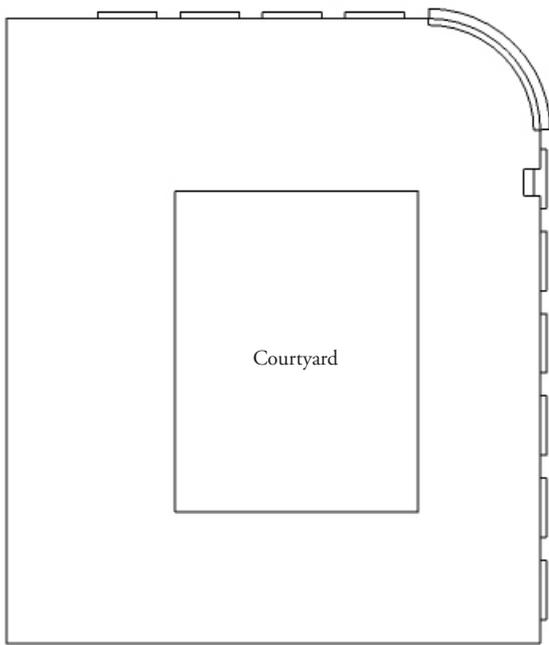


Figure 3.1 - Typical Result from Connecting Floor Plate Exception



Figure 3.2 - Typical Result from Connecting Floor Plate Exception



Figure 3.3 - Desired Result from Connecting Floor Plate Exception

Alternative to Maximum Floor Plate Size

Applicable to buildings 70' or less in height

Rationale

Some site constraints and uses can make for exceeding the maximum floor plate size appropriate and efficient. Diminishing scale through modulation and separation are important to ensure that the building is relates to the pedestrian realm while creating opportunities for a more granular urban environment. As such the following guidelines are offered as a departure to the maximum floor plate size for buildings 70 in height or less.

Intent:

- To establish an aesthetic of separate buildings while diminishing the massing scale as it relates to the pedestrian realm.
- Afford opportunities for efficient and highest and best use for a site.
- Create opportunities for an engaging and rhythmic street frontage.



Figure 3.4 - Built Example - Positive Result



Figure 3.5 - Built Example - Negative Example

- Improve opportunities for daylighting and building performance.

Recommended Requirements

A building may be considered for a departure of the maximum square footage allowed if the following guidelines have been satisfied:

- **Separation** – The building creates separation in massings that establish an aesthetic of distinctly separate buildings. This can primarily be achieved through a series of recesses and separations. Figure 2.4 and 2.5 provide an illustrative example.
 - The building must provide a series of recesses whose depth is at least 60% of the maximum overall facade depth (X).
 - The recesses will create a separation whose width is equal to or greater than the corresponding facade width (Y).
- **Modulation** – At grade the building may front the entire length of the street provided that the following forms of modulation are met:
 - Along the facade where the building provides separation, the portion of the floor plate that occupies the space between separations must recess by a minimum of 5% and no more than 10% of the length of X.
 - Of the elevation where no separation occurs the facade must be modulated in one of the following manners:
 - Recesses or protrusions every 25' with each possessing a depth of 18 to 24"
 - Provision of stoops, stairs, or porches (accessible from grade) at a minimum interval of every 25'.



Figure 3.6 - Built Example - Negative Example

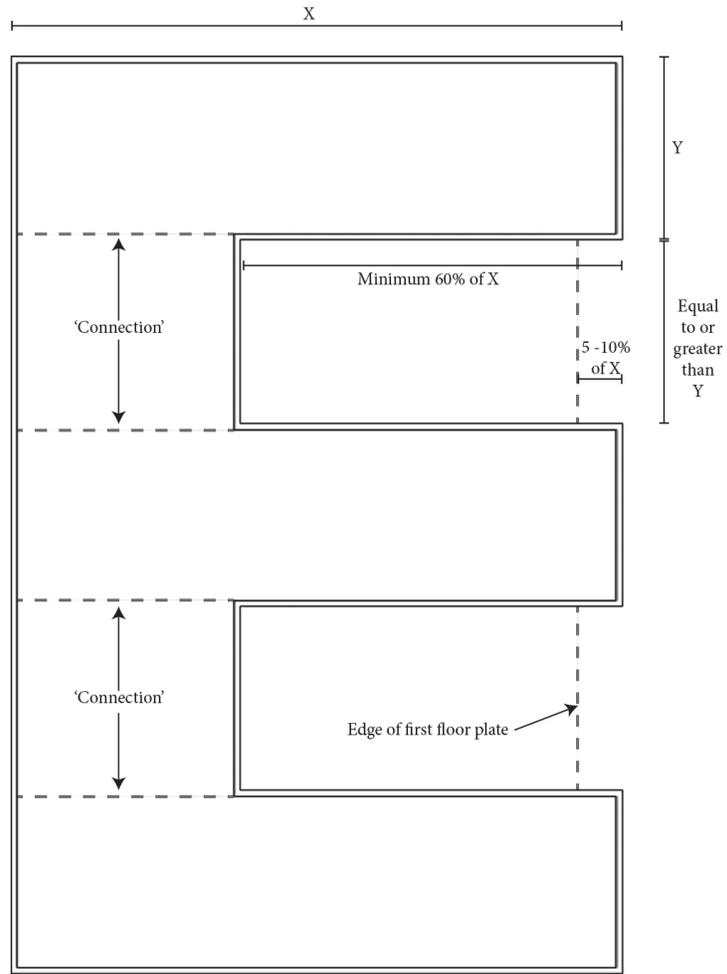


Figure 3.7 - Design Guidelines for Exceeding Maximum Floor Plate

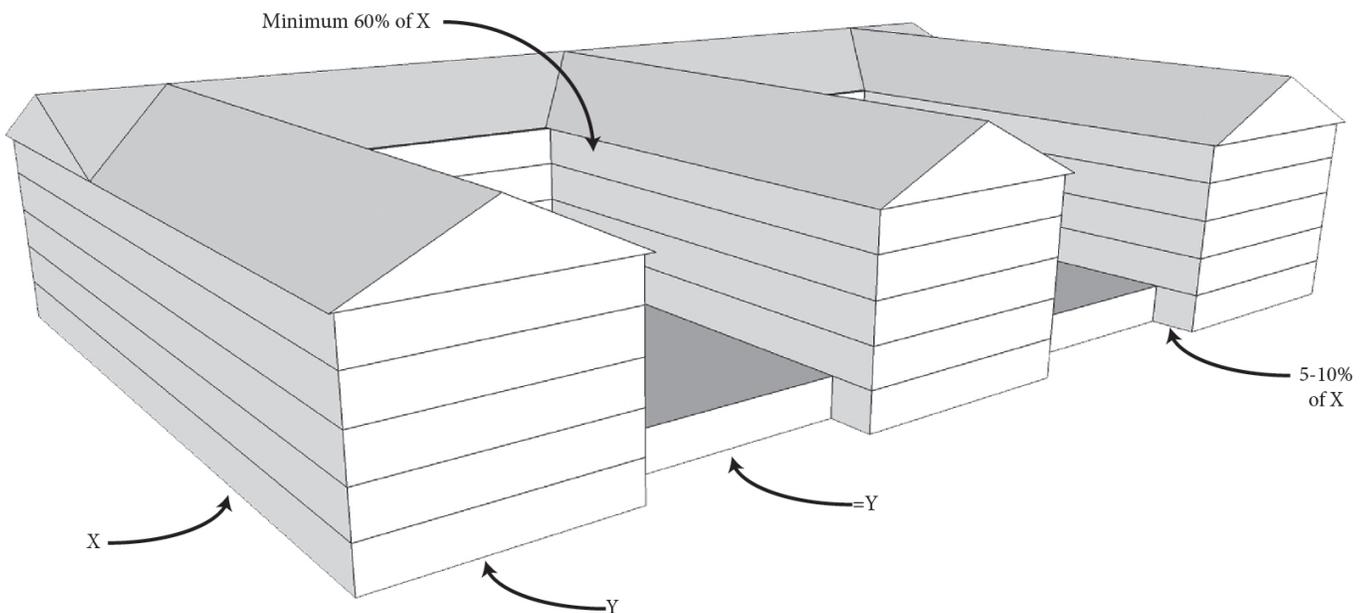


Figure 3.8 - Axon of Design Guidelines for Exceeding Maximum Floor Plate

Why it is Important

Prolonged shade and shadow can have a detrimental impact on outdoor public spaces and natural light within buildings. Bellevue’s public spaces are an asset for recreation, gathering, and other activities. As such, ensuring that public spaces receive an adequate to abundant amount of sunlight and sky views is important to protecting their value and functionality within the greater network of Downtown’s public spaces. Furthermore, proper consideration can ensure that the users of private spaces within buildings will have appropriate access to sunlight as well. Currently shade and shadow analysis is guided by the comprehensive plan and when a project triggers and Environmental Impact Analysis. The Land Use Code does not provide firm guidance regarding shade and shadow.

Tower Orientation

Positioning a building so that the largest facade is oriented north-south can result in large shadows impacting the pedestrian realm and other adjacent buildings. Orienting a building so that largest of facades faces east-west can help mitigate these impacts.

Tower Spacing

Appropriate separation of towers increases opportunities for sunlight to penetrate the pedestrian realm and street, breaking up the cumulative impact of shadows from multiple towers. Towers spaced too closely together can result in an overabundance of shadows limiting opportunities for sunlight to reach street level and lack of natural light within internal building environments.

Tower Placement

The location of a tower on a site can create adverse conditions for shadow and permanent

shade. Locating large facades and public spaces on the same north-south axis can create an inhospitable public space. Tower placement should avoid aligning with public spaces and other significant pedestrian oriented spaces to allow for sunlight to access the space. This is essential to encourage the use and activation of pedestrian oriented spaces.

Tower Form

Building forms that are rigid in rectilinear form limit opportunities to mitigate shade and shadow. Fluid forms that include tapering, angles, and curves can allow the scale and length of a facade to diminish reducing its overall impact on the pedestrian realm.

CAC References

Downtown Livability Initiative - Pg. 66

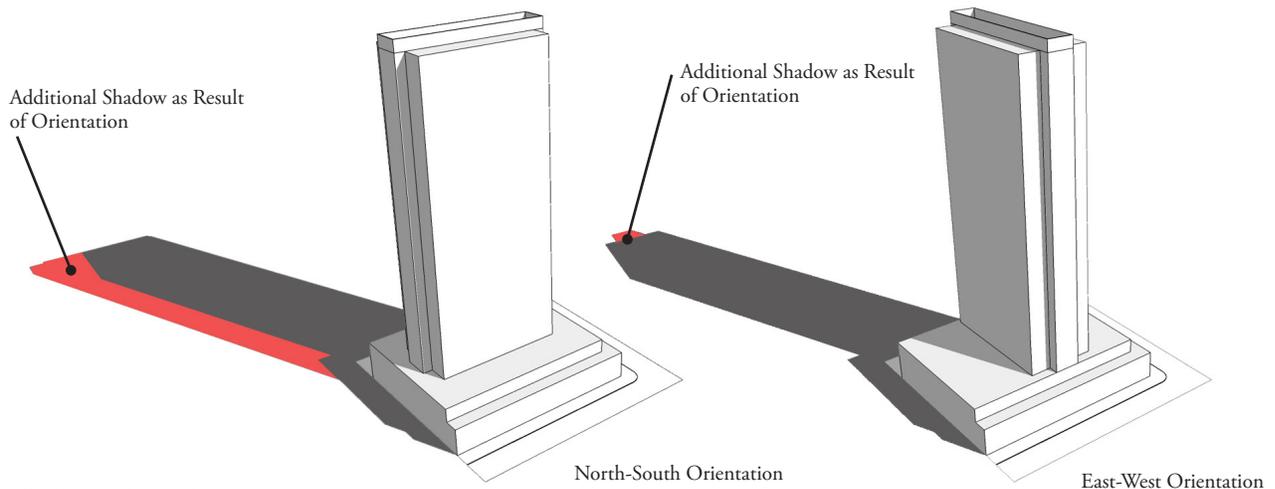


Figure 4.1 - Shadow Results per Orientation

Recommended Requirements

- The facade with the greatest length shall be oriented east-west rather than north-south to minimize shade and shadow impacts on the public realm.
- Any public space that has earned FAR Amenity Incentive System points shall include a shade and shadow study. This study should demonstrate that during peak usage, between the hours of 11 am and 2 pm, the public space will not be subjected to prolonged shade or shadow.

Why it is Important

In fall and winter months wind can be a significant factor in the quality and experience of the public realm. Towers play a critical role in this experience, either mitigating the impacts of wind or accelerating and exaggerating them. Issues such as placement, form, and modulation can assist in preventing wind tunnels or other adverse conditions at the street level. Additionally, treatments to facades at the street level can assist in mitigating the impacts of wind. Downtown's prevailing winds come from the south and southwest. The Comprehensive Plan provides guidance on mitigating wind impacts but does not provide firm recommendations

Determining factors of wind impacts:

Facade Length and Orientation

Orienting the shortest facades in the direction of prevailing winds can create a condition where winds impact the facade and accelerate to the pedestrian level, known as down draft. This can have significant adverse impacts on plazas and other public spaces making them unfavorable. Orienting the most narrow of facades in the direction of the prevailing winds can mitigate this issue.

Tower Stepback

Towers that directly interface with the street level and are devoid of an adequate setback or podium can result in down draft. Without a stepback, winds impact the facade and accelerate to the pedestrian level. Providing a setback for the tower massing creates an opportunity to interrupt the down draft prior to reaching the pedestrian level.

Additionally, a tower setback can resolve circulation issues between buildings. Without a stepback wind can accelerate and then recirculate between buildings creating unfavorable pedestrian conditions. Providing a green roof or other form of vegetation on a stepback roof can further mitigate the impacts of downdraft.

Pedestrian Level Treatment

Several building elements can prevent down draft or tunneling between buildings, resulting in improved public spaces and pedestrian conditions.

- *Marquees and Canopies* - While not as effective as a building stepback, marquees and canopies can create interruptions of down draft. This can be particularly effective for shorter or narrower towers where an adequate setback is not always feasible. They can also offer mitigation where a setback does not occur on all sides of a building
- *Arcades* - Arcades can offer shelter from downdraft where a setback is not possible. Arcades should be used where appropriate separation can occur such as along a street or public plaza. Utilizing an arcade where appropriate separation is not provided can result in tunneling, which can further exaggerate the impacts of wind at the pedestrian level.
- *Vegetation* - Trees and other vegetation in public spaces can help interrupt down draft and tunneling where other measures have not been as successful. Vegetation should only be used as an addition and not as the only source of mitigation for down draft or tunneling.

CAC References

Downtown Livability Initiative - Pg. 66

Issue

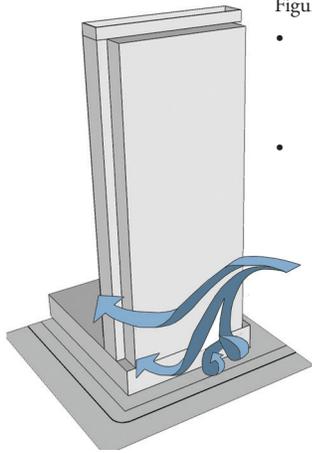


Figure 5.1 - Down Draft Issue

- Tall and wide facades oriented in the direction of the prevailing winds can exaggerate the effect of wind on the pedestrian realm.
- An uninterrupted middle to base facade can create adverse wind conditions at street level.

Resolution

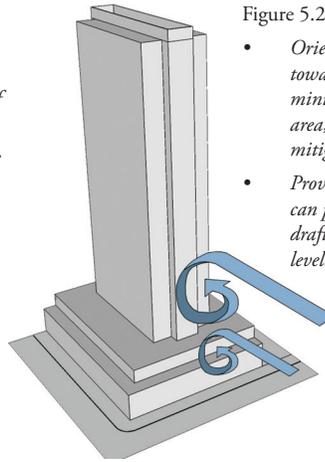


Figure 5.2 - Down Draft Resolution

- Orienting the most narrow facade towards the prevailing winds can minimize the amount of surface area, creating opportunities to mitigate the impacts of down draft.
- Providing an adequately stepped base can provide interruption in down draft, improving conditions at street level.

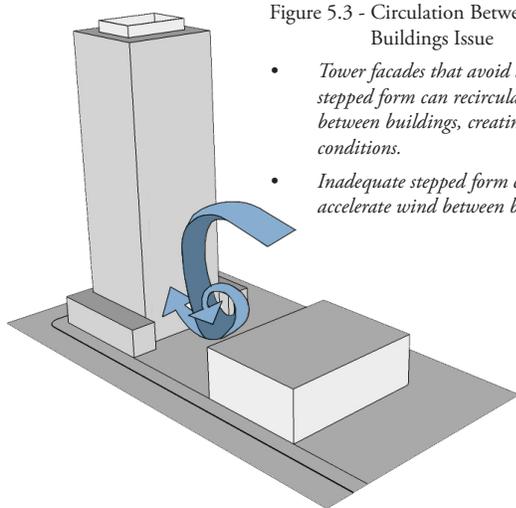


Figure 5.3 - Circulation Between Buildings Issue

- Tower facades that avoid a stepped form can recirculate wind between buildings, creating adverse conditions.
- Inadequate stepped form can accelerate wind between buildings.

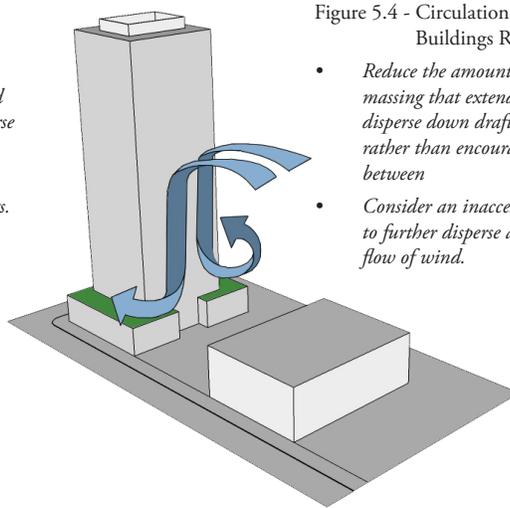


Figure 5.4 - Circulation Between Buildings Resolution

- Reduce the amount of the tower massing that extends to street level to disperse down draft around buildings rather than encourage circulation between
- Consider an inaccessible green roof to further disperse and mitigate the flow of wind.

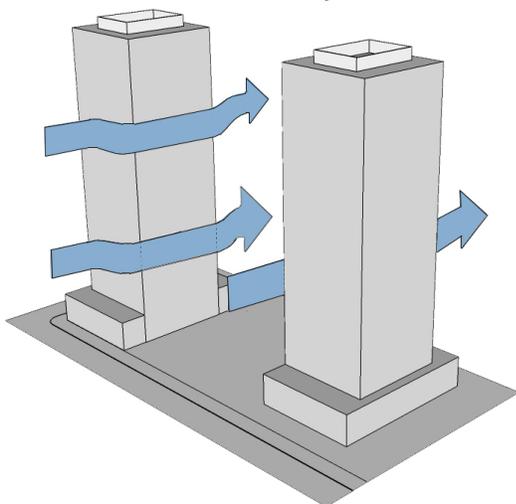


Figure 5.5 - Wind Tunneling Issue

- Wind tunneling between high rises can occur when setbacks and other building elements are absent that could create opportunities to divert wind flow.
- Height, spacing, and orientation can all affect wind speed and direction.

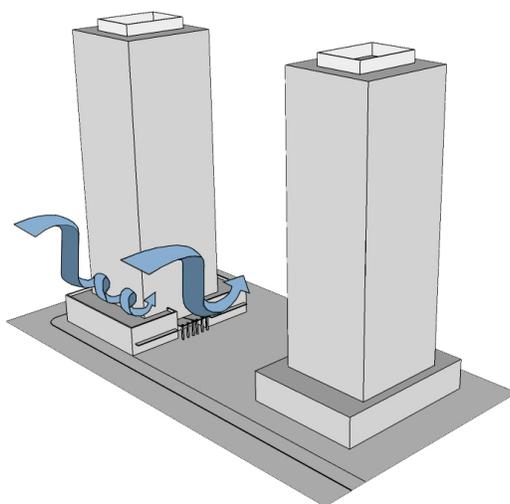


Figure 5.6 - Wind Tunneling Resolution

- Parapets, canopies, and arcades can all create opportunities for wind diversion, slowing wind speeds and mitigating negative impacts on the pedestrian realm.
- Consider opportunities for variations in height, placement, and facade articulation to prevent wind acceleration and tunneling.

Recommended Requirements

- Applicant to provide a written description regarding the strategies that the proposed development seeks to mitigate the impacts of wind on the pedestrian realm. This should include all sidewalks, through block connections, plazas, and other public spaces.
- Building orientation is such that the facade with the shortest length faces north/south to mitigate impacts of wind by providing opportunities for diversion and lessening opportunities for down draft. Orientation should reflect the requirements set forth in Section 4 Shade and Shadow.
- Building stepbacks should be prevalent on all facades oriented towards public space to mitigate impacts from down draft. The design should avoid a building massing that terminates at grade with no stepback. Building stepbacks can create opportunities for wind diversion and the reduction in wind speed during down draft.
- Stepbacks should provide one of the following elements in order to mitigate down draft and wind speed: A) Green roof that provides an adequate amount of vegetation to absorb and deflect the effects of down draft. B) A parapet with a minimum height of 4'-0" to deflect down draft. C) Stepbacks at 40' and 80' in building height to create additional opportunities to mitigate down draft.
- All elevations that abut the public realm shall incorporate canopies, arcades, marquees, or other facade treatments to mitigate the impacts of down draft.

Why it is Important

The quality of the environment of the public realm is highly dependent on the physical form of surrounding buildings. In addition to the physical and environmental impacts of tower design, they also possess a great opportunity to establish civic pride, memorable views, and landmarks. Tower design can create emotional and aesthetic responses for residents, employees and visitors that can create a lasting and memorable impression of a city or neighborhood. Using opportunities to address physical and environmental conditions, timeless and memorable buildings can be created. Classic design principles can be used to inform modern design to create a memorable building and form.

Important elements to building form and design:

Base - Middle - Top

Base

The base of the tower represents the greatest opportunity for a tower to relate to the human scale, and allow for a tower to interface gracefully with and contribute to the pedestrian realm. Additionally, the base is the critical connection between the public realm of the street and the private realm of the building. The base should provide a sense of enclosure while offering adequate variation and interest that engages pedestrians. This variation can be achieved through points of interest, glazing, and entrances. The height of the base should have a relationship to the width of the right of way or to surrounding buildings for consistency and to create a comfortable sense of enclosure.

As a pedestrian's dominant experience occurs within the first two stories, design of the base can help define the pedestrian realm and create an engaging environment. In areas adjacent to sidewalks, maintaining a strong building facade is important to help define the pedestrian realm and increase opportunities to create an engaging and active pedestrian environment. This can be done by bringing the building facade up to the edge of pedestrian areas to create a building facade that directly engages with the pedestrian realm. Within the strong building facade, articulation and modulation

of the building face adds interest to the pedestrian realm.

Design details, such as materials used on the building facade, door and window fenestration, and other forms of ornamentation add regular and semi-regular interest. Materials used on the building facade within the pedestrian realm should be scaled to the pedestrian. Where required and also in high pedestrian areas, weather protection is used to both promote year round use of pedestrian-activated-frontage and to help define the upper edge of the pedestrian realm.

Middle

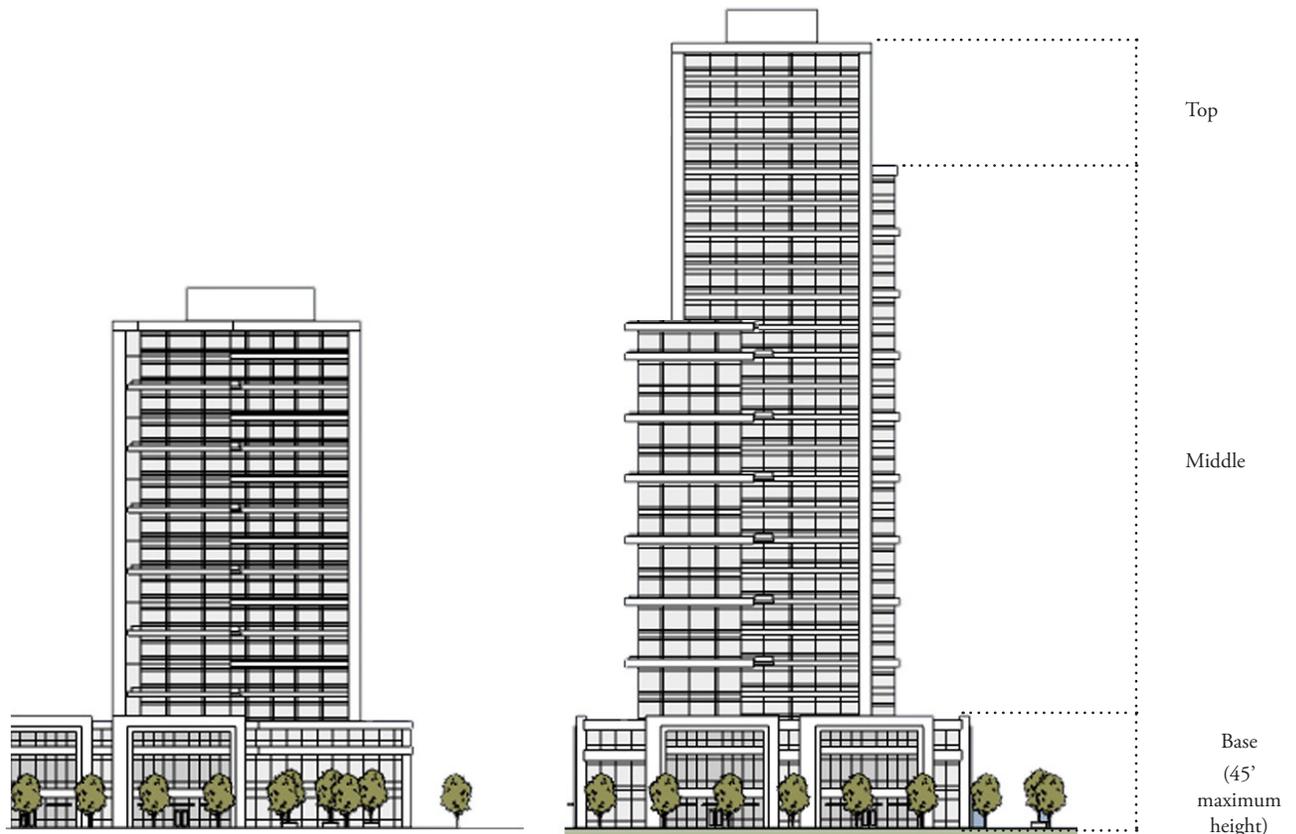
The middle of the tower constitutes primary massing. To emphasize the base/middle/top principle the middle of the tower should step back from the base or podium, providing clear delineation between the human scaled nature of the base and the overall massing of the middle. As the primary massing of a tower, floor plate size and separation are critical in protecting views and sunlight while creating a form that provides architectural interest. When these elements are executed appropriately a tower can achieve design excellence while establishing an elegant and visually stimulating skyline.

Top

The top of a tower can create opportunities to further design excellence and visual interest while screening necessary building equipment such as elevator overruns and mechanical equipment. Furthermore it allows for greater diminishing of a tower massing by creating opportunities for stepbacks and building tapering that provides a more elegant and refined termination of a building form. When executed appropriately the top of a tower can serve as a signature and defining element in a skyline.

Recommended Requirements

- Maximum podium/base height to be 45' to the top of roof.



6.1 - Existing Code MU Residential

6.2 - Recommended Height Increase with Reduced Floor Plate Above Existing Maximum Height

Why it is Important

Preservation of views of our iconic natural landmarks from public places is necessary to both maintain the character of Bellevue as a “City in a Park” and to provide visual access of our most iconic natural resources to the public.

The Process

City of Bellevue staff surveyed Downtown for key views of Mount Rainier and other landmarks from public places. Through this review it was determined that the only significant view from a public place in Downtown Bellevue was from City Hall to Mount Rainier. While other views exist of Mount Rainier from other public places, partial obstructions prevent clear views.

To analyze the view of Mount Rainier from the Bellevue City Hall concourse balcony, staff employed internal professional land surveyors to identify and illustrate the desired viewing window. The viewing window, represented in the provided plan, was identified by surveying the width of the view of Mount Rainier as it hits the Newcastle horizon and adding this width to each side of the mountain to allow for minimum territorial context. The bottom of the viewing window was established through the survey by establishing the lower western horizon elevation as the base elevation for the viewing window. This was taken from the elevation of the concourse balcony at 153.12 feet plus the height of the measurement mechanism of 5.61 feet giving a total elevation of the origin of the view at 158.73. A survey pin has been set on the concourse balcony indicating the origin.

The plan (Figure 7.2) showing the cone of vision from City Hall to Mount Rainier has five lines: four dashed and a center line. The center line represents the peak of the view of Mount Rainier. The dashed lines on each side of the red line indicate the points where the edge of the view of Mount Rainier hits the horizon, in this case Newcastle. The outer dashed lines represent the width of the view of Mount Rainier itself added to each side of Mount Rainier to add territorial context to the view.

The elevation (Figure 7.3) provided shows the viewing window in elevation for demonstration purposes. Heights shown provide an idea of the allowable height of a building in that specific location along the parcel boundary in order to not obstruct the view of Mount Rainier. Topography changes within parcels create further height variation.



Figure 7.1 - View of Mount Rainier from City Hall Concourse

- To add territorial context to the view, surveyors added the width of the view of Mount Rainier as it hits the Newcastle skyline to each side of Mount Rainier.

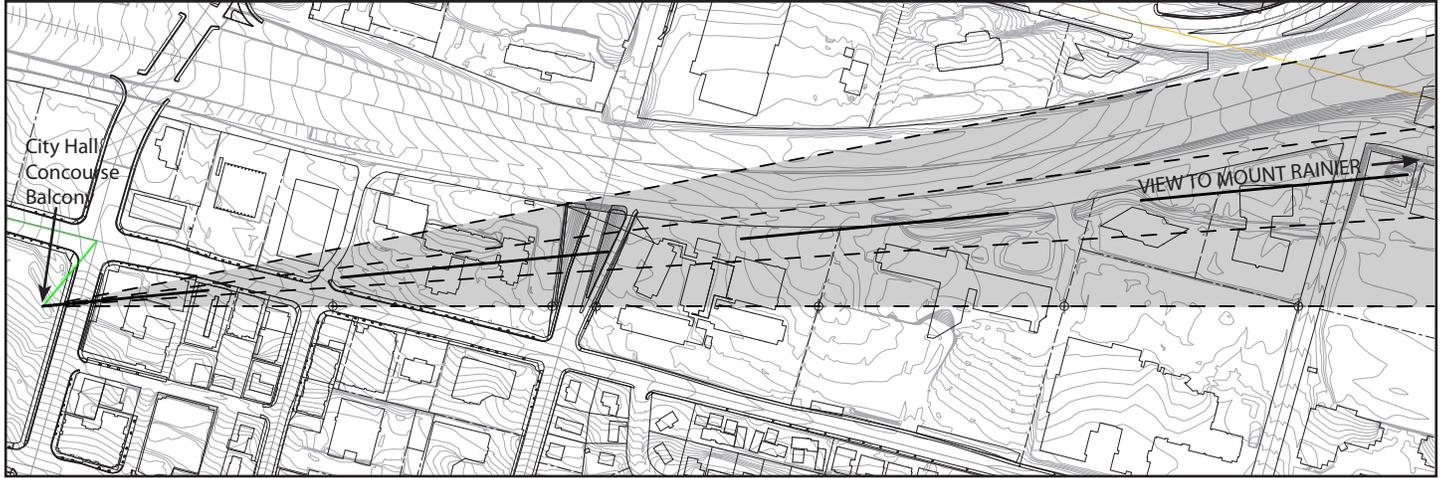


Figure 7.2 - Plan of Preserved View of Mount Rainier

- The center line represents the peak of the view of Mount Rainier. The dashed lines on each side of the red line indicate the points where the edge of the view of Mount Rainier hits the horizon, in this case Newcastle. The outer dashed lines represent the width of the view of Mount Rainier itself added to each side of Mount Rainier to add territorial context to the view.

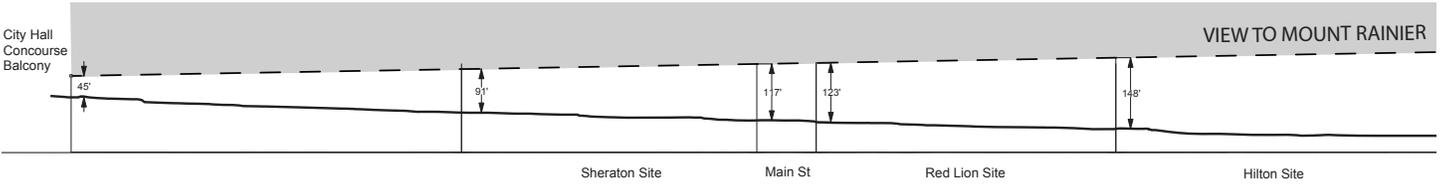


Figure 7.3 - Elevation of Mount Rainier View

- The elevation shows maximum building heights on the underlying parcels in order to not obstruct the view of Mount Rainier. Current height limits are not impacted by this protection.



Planning Commission Schedule

February 10, 2016

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

The schedule and meeting agendas are subject to change. Please confirm meeting agendas with city staff at 425-452-6931. Agenda and meeting materials are typically posted no later than the Monday prior to the meeting date on the city's website at:

<http://www.bellevuewa.gov/planning-commission-agendas-2016.htm>

<u>Date</u>	<u>Tentative Agenda Topics</u>
Feb 24, 2016	Eastgate Land Use Code
Mar 2	State Department of Commerce – Short Course on Local Planning (hosted by the City of Bellevue)
Mar 9	Downtown Livability Annual Comprehensive Plan Amendments
Mar 23	Eastgate Land Use Code Single Family Room Rental

CITY OF BELLEVUE
BELLEVUE PLANNING COMMISSION
STUDY SESSION MINUTES

January 27, 2016
6:30 p.m.

Bellevue City Hall
City Council Conference Room 1E-113

COMMISSIONERS PRESENT: Chair Hilhorst, Commissioners Carlson, Barksdale, deVadoss, Laing, Morisseau, Walter

COMMISSIONERS ABSENT: None

STAFF PRESENT: Mike Kattermann, Terry Cullen, Erika Rhett, Planning and Community Development Department; Patricia Byers, Development Services Department

COUNCIL LIAISON: Not Present

GUEST SPEAKERS: None

RECORDING SECRETARY: Gerry Lindsay

1. CALL TO ORDER

The meeting was called to order at 6:36 p.m. by Chair Hilhorst who presided.

2. ROLL CALL

Upon the call of the roll, all Commissioners were present.

3. APPROVAL OF AGENDA

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

4. PUBLIC COMMENT

Mr. Todd Woosley with Hal Woosley Properties spoke representing the owner of the RV Park in Eastgate. He reiterated his support for allowing the construction of multifamily housing on the site in the new Neighborhood Mixed Use district, with an FAR of up to 2.5 rather than the FAR of 1.0 recommended by the staff. The fact is making a recommendation for any FAR is premature because the Planning Commission has not yet had the opportunity to look at the development economics for the zoning district. He shared with the Commissioners a map showing the urban areas in King, Pierce and Snohomish counties and pointed out that the Eastgate neighborhood between downtown Bellevue, Issaquah and Renton is in the middle of an urban area. The proposed FAR of 1.0 is nowhere close to an urban density. It is appropriate for Bellevue to focus its highest density uses in the central business district, but an FAR of 1.0 will cause the market to skip over Eastgate and build in Totem Lake, Issaquah, Renton and so forth. Eastgate should have the opportunity to accommodate growth in an economically feasible fashion. If the existing value of a single family home on a lot zoned to allow a four-plex is \$500,000, each lot would only be worth \$100,000, and no one would sell their \$500,000 house for \$400,000, even with a fourfold increase in density. With a six-plex, the lot values would go

down a bit each, and the overall value would be \$540,000, still not enough to warrant selling the home. At the eight-plex level, the lot values come down even more and the overall price reaches the point where someone might seriously consider selling their home. Of course, there is about a 15 percent owner sales cost and that amount has to be accounted for, so even with an eightfold increase in density, the seller would only net about \$44,000. The point is there has to be a significant increase in the zone density for selling to make any economic sense. When the Eastgate/I-90 study was adopted, no one anticipated that the housing market would be what it is currently with its current demand for more housing and affordability. An FAR of 2.5 will help make that possible.

Commissioner Carlson asked if the residential real estate market in Bellevue is back to where it was prior to the recession. Mr. Woosley said it appears to be stronger now than it was then. Low interest rates and strong job growth are both partially responsible, but it is largely due to the regulatory restrictions that are limiting the zoning capacity.

Mr. Clark Kramer, 1610 North First Street, Yakima, said he learned during a recent meeting with staff that removing the zoning qualifications for an auto dealership is being considered for the RV site in Eastgate. He asked that that not be done. The desire is to be given an FAR of 2.5, but should that not come about eliminating a use that is already allowed would equate to a downzoning of the site. The need for housing is clear and would be a far better fit for the area.

Mr. Brian Paladar, principal with Group Architect, said he has been working with property owner Clark Kramer and American Family Homes, the developer hoping to construct multifamily homes on the site. Group Architect has very recent direct experience in working with the Bel-Red codes. The Eastgate/I-90 study report outlined recommendations for what should happen in the area, but much has changed since the report was adopted. The report also sets forth a number of goals for the area, including the provision of affordable housing to accommodate the workforce and to serve the needs of Bellevue College students. Any project that provides affordable housing will need to be financially viable and will need to provide enough units to make a difference. The zoning proposed by staff with an FAR of 1.0 applies to more than just the RV site. With an FAR that low, any building on the site would be very small in terms of what could be done on the site given the amount of land left over. Architecturally, there are many things that could be done in line with reinforcing the city in a park character referenced in the report, particularly with a higher FAR. Sufficient density is needed in order to allow for putting revenues from the project back into the project in the form of quality. A lower FAR will result in surface parking, less open space, and far less quality. How to deal with recreational trails and adjacency to residential properties are issues dealt with for every project, especially in transitional zones. There are ample opportunities to do something really innovative with the site. Given the grade differential between the site and surrounding single family developments, it would be possible to mix and match and step the massing in ways that will respect the existing single family residences

Mr. John Shaw, Director of Multifamily Acquisitions for American Family Homes, said his firm is currently doing due diligence on the RV site. He said his firm is currently designing and building close to 500 units in Renton, Sammamish, Issaquah and Seattle. He said when an FAR goes above 2.5, the opportunity to achieve a win-win situation is enhanced by yielding more units along with incentives such as affordable housing and open space. For a project under way in Issaquah, the base FAR is 1.25, but through their incentive-based program an FAR of 2.0 can be achieved. The site is adjacent to a bike trail and is close to the main park and ride. In most instances, an FAR of 1.0 is considered the base and going above it requires working with the incentive system.

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

6. STAFF REPORTS

Senior Planner Mike Kattermann reminded the Commissioners about the planning commissioner short course coming up on March 2. He said that will be from 6:00 p.m. to 9:00 p.m. at City Hall. Invitations will be sent to all area cities.

Mr. Kattermann introduced Terry Cullum, new comprehensive planning manager, and noted that he would be transitioning into staffing the Commission in the next month or so.

Mr. Cullen said he has had the good fortune to have served both as staff for planning commissions and chair of a planning commission. He noted that accordingly he has a lot of respect for the work of the Commission and appreciation for the work provided on behalf of the community. He said his work experience includes more than 25 years in long-range planning as well as in critical infrastructure and state law enforcement planning. He explained that most recently he worked for the Columbia River Gorge National Scenic Area and lived in Hood River.

7. DRAFT MINUTES REVIEW

A. January 13, 2016

Commissioner Walter called attention to the first paragraph on page 8 and suggested revising the last sentence to read “She questioned whether protecting views from City Hall but nowhere else was preferential treatment.”

A motion to approve the minutes as amended was made by Commissioner deVadoss. The motion was seconded by Commissioner Walter and the motion carried without dissent; Commissioners Laing and Morisseau abstained from voting because they had not attended the meeting.

8. STUDY SESSION

A. Eastgate/I-90 Corridor Implementing Regulations

Noting that he was not feeling well and needed to excuse himself, Commissioner Laing took a moment to offer a few comments. He noted that he had posed a question to Mr. Kattermann regarding references to some of the actual downtown zones in some of the tables in the footnotes. With regard to allowing building height of up to 70 feet, he said the maximum building height could never be achieved with an FAR of 1.0. The current RV Park is not a permitted use going forward, which means the property owner will not be permitted to continue doing what they are already doing, except as a nonconforming use, and at the same time the proposed height and FAR limits will not allow for a viable redevelopment. An FAR of 1.0 is quite low for an area where mixed use is desired. Essentially the entire Eastgate/I-90 area is a transit-oriented development node. There are existing provisions in the code that are aimed at mitigating impacts irrespective of what height and density are allowed, including the transition area requirements. The Commission should be provided with an economic analysis before making a final recommendation. The Eastgate plan was developed in light of the approach taken in the Bel-Red corridor and in the downtown under which there is a base height and base FAR that can be exceeded up to the maximum through the provision of amenities. If the maximum FAR ends up being 1.0, there will be nothing to incentivize new development or redevelopment. The better approach would be to allow a higher FAR but require clustering or other approaches

that will yield more open space. An FAR of 1.0 will yield nothing more than low-rise units with a lot of surface parking.

Commissioner Laing left the meeting.

Senior Planner Erika Rhett informed the Commissioners that implementing the vision for the Eastgate/I-90 corridor will require the creation of new codes. Three new zones are proposed to be created, and amendments are needed to the existing Light Industrial (LI) zone.

Code Development Manager Patricia Byers explained that because the use chart has numerous columns, it is a bit unwieldy. To address that issue, the form of the code may be revised to better consolidate the Eastgate portion of the code.

Ms. Rhett reminded the Commissioners that the LI area of Eastgate is primarily in Richards Valley. The CAC recommendations included loosening up the allowed uses to include research and development and flex-tech, both of which could benefit Bellevue College and the tech industry generally. The Commission in July gave direction to follow the CAC recommendations. The Commission also talked about other types of restrictions based on the industrial lands analysis that was done as part of the Comprehensive Plan update. There was agreement that existing businesses in the Richards Valley should not be made nonconforming, and that size restrictions or other limitations were unnecessary. She noted that the resulting changes to the land use charts could be found in Attachment 1 in the form of removing the footnote that requires computer programming, data processing and other computer-related services, research and development and testing services to be located in a multiple function building.

Commissioner Walter commented that there is very little light industrial land left in Bellevue. The fact is computer uses can locate anywhere, but light industrial uses can only be located in the LI zone. She voiced concern that opening another area for computer uses will further hamper opportunities for siting LI uses. She said she her preference would be to not change the footnote, allowing computer uses in LI only if they have a manufacturing component. Ms. Rhett said the Commission discussed that issue in a larger conversation and concluded that the biggest threat to the gobbling up of LI properties is recreational uses. The Richards Valley is dominated with recreational uses that need large, inexpensive spaces. The proposed limitation on research and development and computer uses was specifically outlined by the CAC. If the desire is to limit LI areas to manufacturing uses, it will be necessary to consider whether or not recreational uses should be limited.

Commissioner Walter asked if a reduced demand for manufacturing uses precipitated allowing recreational uses to locate in LI areas. Ms. Rhett said the industrial lands report found that Bellevue has not had the type and quality of industrial land that would command a regional presence. Absent a regional presence, the uses in the LI areas are locally oriented. Traditionally, LI zoning has allowed lots of different types of uses that would be difficult to fit into other zones. Some recreational uses may be allowed in the General Commercial (GC) zone, but finding a building in that zone large enough to accommodate an indoor shooting range is much more difficult; additionally, there is more competition for GC sites, so the price is higher. Over time, the LI zone in Bellevue has become a zone where almost anything goes; the same is true of many cities across the nation.

Chair Hilhorst said it was her understanding that even if the list of allowed uses in the zone is expanded, the uses that are currently allowed will not go away. Over time, it is possible the zone could see a flip back to true manufacturing uses. Ms. Rhett suggested that the modest changes to the zone that are proposed are not enough to affect the economics of land prices in Richards

Valley, but they do allow the potential for different types of development. Manufacturing in general has changed significantly to where one is more likely to see a research and development facility manufacture prototypes, or have everything from design to implementation in a single space.

Commissioner Carlson asked if the proposed changes will make it easier or harder for the businesses already located in LI to remain there. Mr. Rhett said the changes should have no effect of that sort at all. It could in fact help get some of the vacant spaces leased.

Commissioner Walter commented that the Pacific Northwest Ballet is having to move out of its current location as a result of light rail coming through. They are looking for a home and there may be similar businesses also looking for a site. If too many changes are made to the LI zone before uses located in the Bel-Red corridor have the opportunity to redistribute themselves, the true demand for the zone may not be fully realized. Ms. Rhett said the proposed changes will not eliminate the LI zone for those uses. Commissioner Walter pointed out that while that may be the case, the uses will have to compete for the available spaces. Ms. Rhett agreed that over the long run that could be the case, but there are sufficient vacancies currently to accommodate the demand.

Commissioner Morisseau asked how the types of research and development uses will be specified in order to minimize the impacts on the surrounding neighborhoods. Ms. Rhett said any time someone comes in for any type of permitting, be it building or land use, the city reviews the use to determine if they adhere to all local, state and federal rules, particularly with regard to environmental issues. Most of the time, if a use is permitted and the effects of the use are completely contained within the building, the use will not be denied or required to provide any mitigation. If there are vibration, noise or other impacts, however, mitigation can be required. Currently, computer programming, data processing and other computer-related services, research and development and testing services are permitted outright, but they must be clustered in a building that has other industrial uses in it. By removing the note, those types of uses could be allowed without having to be associated with other industrial uses.

Commissioner deVadoss commented that it would be in the best interest of the community to be less restrictive rather than overly restrictive.

Commissioner Carlson asked if the staff recommendations are in line with the recommendations of the Eastgate/I-90 CAC. Ms. Rhett said they are the same.

Commissioner Morisseau said she was not comfortable with having research and development permitted outright in the LI zone. She proposed allowing the use through a conditional use permit instead. Ms. Rhett said the conditional use permit process would certainly be a more restrictive approach and would not be consistent with the recommendation of the CAC. Commissioner Morisseau said her concern relates to not knowing what type of research and development facilities will want to locate in the LI zone. There could be a use that could impact the surrounding residential areas should there be a leak of some sort.

Commissioner Walter pointed out that research and development is a permitted use in several zones and asked if the concern regarding the use in the LI zone is tied to the proximity of residential uses. Commissioner Morisseau said her concern is based on being close to where people live.

Ms. Byers said Footnote 3 under manufacturing on the land use chart excludes the manufacture of flammable, dangerous or explosive materials from LI district. Ms. Rhett said the majority of

research and development that would locate in the LI is the type of occurs on computers and which involves nothing flammable, dangerous or explosive for which there would be no need to impose limits. Commissioner Morisseau said that may be the case for the short term but no one knows what type of uses there will be in the future. Ms. Rhett said one approach would be to look into how research and development is defined, seeking to exclude uses that would not be compatible with nearby residential uses.

Ms. Byers said staff would give the issue some thought and come back with a suggestion.

Turning to the Eastgate Plaza area, which was termed the neighborhood mixed use area by the CAC, Ms. Rhett reminded the Commissioners that the CAC saw the area as the place for neighborhood-oriented goods and services. As such, they highlighted the need for safe and convenient pedestrian access, convenient auto access, and additional density with upper story offices and residences. Their report specifically recommended allowing hotels and prohibiting auto sales. The idea behind the prohibition against auto sales stemmed from the perceived loss of neighborhood commercial development with the Safeway at Sunset Plaza on the north side of I-90, and the CAC did not want to see a further erosion of the availability of neighborhood services. In the recent Comprehensive Plan update, the Commission recommended and the Council adopted a number of policies that apply to the Neighborhood Mixed Use district, including policy EG-3 which encourages office and retail land uses in places where there is freeway access, transit service, and transportation alternatives without adversely impacting residential neighborhoods. Policy EG-10 focuses on the availability of multifamily housing as appropriate to separate office and retail uses from single family neighborhoods or in mixed use developments where there is close proximity to transit or neighborhood-serving commercial uses, with a special emphasis on meeting the needs of Bellevue College. Policy EG-43 calls for retaining neighborhood-serving commercial uses through flexible zoning that allows a rich combination of neighborhood retail and services.

Commissioner deVadoss commented that the Commission should be somewhat aspirational. He noted that in some cities there are auto sales occurring inside malls, so caution should be taken in simply prohibiting auto sales.

Ms. Rhett noted that when the topic was discussed previously by the Commission, there was strong consensus that manufacturing uses should not be allowed in the Neighborhood Mixed Use, with the exception of food and beverage products and handcrafted products provided there is a neighborhood component. Subordinate uses normally come in at 25 percent of the principal use.

Commissioner Walter said it appeared to her that a line was being drawn between manufacturing by hand and by equipment. She suggested that some manufacturing uses would fit into both categories, including sewing and furniture making. Ms. Rhett said a person making things on a sewing machine, even a commercial sewing machine, is much different from a sewing manufacturing facility that has a room full of machines creating products. The difference is not so much the use of machines but mass production manufacturing.

Mr. Kattermann pointed out that a person sewing a few things in their garage is not classified a manufacturing use but rather a home occupation use. Commissioner Walter asked if that is defined somewhere. Ms. Byers said codes are written to be somewhat general and it is often necessary to make decisions on a case-by-case basis. The land use director has the authority to put unclassified uses into categories.

Commissioner Walter said her concern was centered on the vague way in which the code is

written. She said she has seen people take what is vague and turn it into whatever they want it to be, and once things get away it is very difficult to bring them back in line.

Commissioner Carlson asked if a use like Bellevue Brew would have difficulty locating in Eastgate. Ms. Rhett said if the intent was to brew a product and ship it out wholesale, the use would not be allowed. However, if the intent was to brew and serve the product at their restaurant, it would because the restaurant is a neighborhood use.

Commissioner Walter commented that a use such as tool and die manufacturer, or someone making parts for vintage cars, can be very noisy and require large machinery. It could be argued, however, that the use produces handcrafted products. Commissioner Carlson pointed out that economically such a use would be far better off locating somewhere in the Valley. Commissioner Walter said her concern is that people will be very creative in seeking out loopholes, and the result could be a small manufacturing use that impacts the surrounding residential uses. Ms. Rhett stressed that codes cannot be written to address every circumstance. Accordingly, they are drafted to focus on those things that are most likely to happen and that could potentially happen within categories. Beyond that, safety nets are put in place in the form of noise and nuisance ordinances that are enforced through code compliance.

Ms. Byers clarified that the NMU zone is primarily where Albertsons is located just down the hill from a residential area. In between the two is transition area zoning that provides certain protections.

Ms. Rhett observed that when the Commission discussed recreational uses, careful consideration was given to what is allowed there now and what neighborhood-scale would be appropriate in the NMU. Based on the direction given, uses with more of a regional draw were prohibited on the use chart, including horse stables, BMX tracks, zoos and outdoor public assemblies. Uses with more of a neighborhood orientation were shown as allowed, including parks, bowling, health clubs, art galleries, libraries and theaters. Some uses that fall in between are listed as requiring a conditional use permit, including indoor public assembly and recreation centers.

Commissioner Morisseau asked why indoor public assembly uses are allowed but not outdoor public assembly uses, such as miniature golf. Ms. Rhett said uses in the public assembly category can only be picked and chosen if a note is included allowing for that. To allow things like miniature golf, the use could be shown on the chart as a conditional use along with a note excluding the use of a certain size. Public assembly uses generally are quite large and tend to be out of scale as a neighborhood use, and they tend to draw people in from around the region and not just the neighborhood.

Commissioner Morisseau said she was trying to understand why some uses were allowed but not others. As drafted, sports arenas are allowed, which is generally a large use that also has a regional draw. Ms. Byers said size is certainly a consideration, even for indoor public assembly uses. However, with an indoor use, light and noise occur indoors, whereas with outdoor public assembly uses light and noise occurs outdoors and has more of an impact on surrounding properties.

Chair Hilhorst said she could see allowing indoor soccer or an indoor ice rink but not a large sports arena like Key Arena. She asked if those use types could be separated. Ms. Byers golf courses, tennis courts, community clubs, athletic fields, play fields, recreation centers swimming beaches and pools are shown as allowed through conditional use, which is consistent with how they are regulated currently. Recreation activities that tend to occur more indoors, such as skating, bowling, gymnasiums, athletic clubs, health clubs and recreation instruction, are shown

as permitted, essentially drawing a line between public recreation uses and public assembly uses. She agreed that miniature golf as a use fits better as a recreational use.

Commissioner Morisseau pointed out that athletic fields and driving ranges, which are allowed, will have outdoor lighting, while miniature golf, which probably also would have outdoor lighting is not permitted. Ms. Byers said that is the conditional use approach is used. She pointed out that the various use classifications come from a very old book that will not be done away with any time soon. In the meantime, the addition of notes and improved definitions will help to provide clarifications. Commissioner Morisseau said at the very least public assembly outdoor should be treated exactly the same as public assembly indoor and allowed through conditional use.

Ms. Rhett noted that public assembly indoor is allowed outright in the Community Business (CB) zone, which includes the Eastgate Plaza site. The thinking was that the use should not be done away with altogether, but that additional controls should be put on it through conditional use. Public assembly outdoor is allowed in the CB zone through conditional use. Commissioner Morisseau said her preference would be to make public assembly indoor, public assembly outdoor, recreation activities golf courses, tennis courts etc., and recreation activities skating, bowling etc., the same and require a conditional use permit for each.

Ms. Byers explained that the difference between a conditional use permit and an administrative conditional use permit is that the former goes before the hearing examiner and the latter is decided by the land use director. Developers generally prefer the administrative conditional use process primarily because it takes less time. Commissioner Morisseau said in that case she would recommend each be subject to the administrative conditional use process.

Mr. Rhett pointed out that public assembly outdoor and recreation activities are currently both required to go through the conditional use process. Chair Hilhorst asked what the difference between the two approaches relative to public notice and the ability of the public to comment. Ms. Rhett said there is public notification and the ability to comment for both. However, with the conditional use process, the public can not only submit a written comment, they can appear before the hearing examiner to make their case.

Chair Hilhorst said she favored flexibility but also wanted to see the maximum protections for the adjacent neighborhood. Ms. Byers said both approaches give the public opportunity to respond and comment. The staff analysis under both is fairly similar; the only difference with the conditional use process is that everything is checked out by the hearing examiner who hears both sides, if there are sides. The hearing examiner writes a report, as does the land use director in the case of an administrative conditional use, and in both cases the public has the ability to appeal the decision to a higher level of authority.

Commissioner Morisseau said she would support all four categories being permitted, either as a conditional use or administrative conditional use. She said her preference would be for administrative conditional use.

Chair Hilhorst said she would be willing to accept either approach given that both allow for public input.

There was consensus to change all four to administrative conditional use.

Ms. Rhett drew attention to the concern voiced by Commissioner Laing about the current RV park use becoming nonconforming. She agreed the concern should be addressed and proposed

having staff do some research as to where the use should fall on the use chart. She said it definitely would be in the recreation category. If the old definitions work, the use should be allowed through conditional use, but if not and it falls under private leisure and open space areas excluding recreation activities, the use already is permitted outright. Chair Hilhorst asked staff to give the Commission an update at the next meeting.

A motion to extend the meeting to 9:00 p.m. was made by Commissioner Carlson. The motion was seconded by Commissioner deVadoss and the motion carried unanimously.

Ms. Rhett pointed out that the use chart permits most types of residential uses, though group quarters and hotels are allowed through conditional use. Single family homes and accessory dwelling units are not allowed and there currently are none in the area. In a meeting on January 22 with members of the public, there was agreement to give more consideration to affordable housing; that issue will be raised with the Commission at a later date.

Ms. Byers commented that transient lodging had been added along with hotels and motels. She said while the use has always been allowed, the words “transient lodging” were not previously included in the use chart. Transient lodging can include uses such as hostels and homeless shelters that do not fall fully into the hotel or motel category. She said she would need to do a little more research to determine if something like “Airbnb” would be included as a transient lodging use.

Ms. Byers pointed out that the use profile, with the exception of excluding single family housing, mirrors the CB zone, which underlies the Eastgate Plaza property. The zoning the RV Park is subject to is GC, so including the RV park area would be to open up a number of residential uses there that would not be allowed under the current zoning.

Commissioner Carlson commented that the Salvation Army facility in Crossroads is used as a gym, it has a computer lab, and it has a multipurpose room. At night the building is opened to serve as a homeless shelter. He asked how something like that would be categorized in the Eastgate corridor. Ms. Rhett said organizations like the Salvation Army do from time to time operate homeless shelters on a temporary basis. As a government, the city is limited in how it can regulate churches, which the Salvation Army is. Ms. Byers said the use would probably fall on the services chart under religious activities. In facilities that house several different uses, the classification is usually made on the basis of the primary use.

Turning to the resources use chart, Ms. Rhett said only uses proposed to be allowed in the NMU were agriculture, production of food and fiber crops, dairies, livestock and fowl, excluding hogs; and veterinary clinic and hospital. She noted that the footnote attached to the agriculture use limits the use to food and fiber crops, such as community gardens.

With regard to the veterinary clinic and hospital use, Ms. Byers reminded the Commissioners that in the downtown, grooming and boarding had been added as a subordinate use. She asked if the same should be done for the NMU. There was agreement to do so.

Chair Hilhorst asked what the difference is between grooming and boarding and boarding and commercial kennels. Ms. Byers said the latter is a use whose only purpose is to board animals. Many veterinary clinics include kennels in which animals can be kept, but boarding is not their primary use. Chair Hilhorst commented that in her neighborhood someone converted a disused 7-Eleven to a boarding facility, including spaces outside. They sell some products, but their primary use is doggy daycare. She suggested that residents in and around the NMU would like having that option. Ms. Byers added that such places are subject to specific regulations regarding

noise and health issues. In the resources category, boarding is allowed as a subordinate use to veterinary clinics and hospitals. Pet grooming, a use that actually falls under the services category, could also be allowed to include boarding. Doggy daycare, which also would fall under the services category, is not currently a permitted use. Chair Hilhorst said she would like to see it listed as a permitted use.

Ms. Rhett said the Eastgate/I-90 CAC recommended allowing a wide variety of service and retail uses, and their recommendation is reflected on the services use chart. Most of the traditional service uses are shown as permitted on the chart. Larger uses, such as government offices and schools, are shown as requiring a conditional use permit. Things with more of a regional draw, such as crematoriums, warehouses, hospitals and correctional institutions, are not deemed appropriate in the NMU zone and in fact are prohibited.

Commissioner Morisseau asked why contract construction services, building construction, plumbing, paving and landscaping, is not allowed in the NMU as proposed. Ms. Byers said the use specifically references contractor yards which generate a lot of dust and stacks of materials.

Ms. Rhett said the transportation and utilities chart is fairly straightforward. She said there is a lot of similarity between the GC and CB zones and their use provisions were largely carried over to the NMU zone, with the exception of prohibiting some of the larger regional uses, such as bus terminals, taxi headquarters, vehicle maintenance facilities, airports, and commercial parking structures either surface or structured as a primary use.

Commissioner Morisseau asked about the regional light rail transit systems and facilities use which was shown as allowed outright and by conditional use. Ms. Byers explained that the attached footnote indicates when a conditional use would be required. Mr. Kattermann said in short the use would be permitted outright with a development agreement approved by the City Council. Ms. Rhett allowed that currently there is no light rail passing through the Eastgate corridor but there could be in the distant future.

Chair Hilhorst called attention to the use wireless communication facility and asked if the reference was to buildings housing equipment and not to transmission towers. Ms. Byers noted that Footnote 14 prevents the locating of wireless communication facilities from locating on a site with a residential use, except in the R-20 and R-30 land use districts. Footnote 16 makes reference to the general development standards for wireless communications facilities, and Footnote 21 exempts antennas and all associated equipment provided they comply with the federal standards.

With regard to the wholesale and retail use chart, Ms. Rhett said the approach used was to essentially allow neighborhood-scale retail, such as hardware stores, general merchandise, grocery stores, gas stations, drug stores and pet shops. Larger regional-scale uses such as auto sales, wholesale, lumber and farm supplies, are prohibited. She said the intent of the CAC was clear about wanting to see neighborhood commercial development. Staff has thought about how to create an incentive or requirement for neighborhood commercial in the NMU, but a solution has not been identified. More information on the issue will be brought before the Commission at a future meeting.

Ms. Rhett said the issue with auto sales is that permitting them in the NMU is in direct conflict with the recommendation of the CAC. Auto sales is an allowed use in the OLB and CB zones but as proposed would be restricted in the NMJ and the transit-oriented development area.

Chair Hilhorst agreed that consideration should be given to options other than auto sales on the

traditional lot. She questioned whether or not the CAC even considered cars being sold in mall locations. Flexibility should be included to allow for a different future relative to auto sales. Ms. Rhett said the CAC looked at the issue of auto sales fairly closely. The owners of the Honda and Toyota dealerships were involved in the discussions and were very resistant to the idea of a more modern style car dealership. Chair Hilhorst pointed out that Tesla is displaying cars on the second story of Bellevue Square, which is entirely different from the traditional approach. She said she could support prohibiting the traditional surface lot auto sales approach in the NMU but would want to allow for flexibility to address how cars may be sold in the future. Mr. Kattermann said that could be done by restricting outdoor auto sales and storage. The approach to selling cars in a mall typically occurs in higher intensity urban areas, something the CAC did not recommend for the NMU zone. If the intent of the Commission is to allow for the new approach to auto sales, the notes on the chart will need to be very clear.

Ms. Byers referred to the category of eating and drinking establishments and noted that Footnote 42 is consistent to the approach taken with the manufacturing use chart that says a microbrewery is only allowed in conjunction with an eating and drinking establishment. Footnote 42 in fact conflicts with Footnote 37, which establishes a percentage.

Chair Hilhorst asked if the use chart prohibits drive-through windows in the NMU. Ms. Byers stressed that they are not prohibited in the zone, though they are prohibited in the transit-oriented development area and in the NB zone.

A motion to extend the meeting to 9:15 p.m. was made by Commissioner Walter. The motion was seconded by Commissioner deVadoss and the motion carried unanimously.

Ms. Rhett said the three issues yet to be discussed were the development standards table, the concomitant agreements, and the RV park request.

Addressing the comment made by Mr. Woosley, Ms. Rhett said an economic analysis has been completed, though staff wants to run some additional scenarios for the transit-oriented development area. The additional information is likely to be in hand in February or March.

Chair Hilhorst noted that the staff was in agreement with the recommendation of the CAC for an FAR of 1.0 on the RV park site. The request made by the property owner, however, is for an FAR of 2.5.

Commissioner Morisseau said the FAR of 1.0 is too restrictive, while the FAR of 2.5 is too high. She asked if something in between would work for all parties involved. She also asked if the city has an incentive program that would allow for going beyond a base FAR of 1.0 to a higher number. Ms. Rhett said the issue of the incentive system will be discussed in conjunction with the economic analysis. The argument has been made that there is not enough of an upzone between the proposed FAR of 1.0 and the de facto FAR of 0.5 to initiate much of an incentive system, so the proposal is to allow the upzone without a requirement for participating in an incentive system. Beyond just giving consideration to what will happen on the one parcel, thought needs to be given to what will happen within the corridor. The only place where intensities of an FAR of around 2.0 is the transit-oriented development area, which is intended to have a concentration of activity served by high-capacity transit and other services. The only other places in the city with equal or greater density are the downtown and the Bel-Red corridor. In determining what the allowed density should be on the RV park site, the Commission should consider the strategy is for growth citywide and the broader implications. That conversation will occur over the next few months.

Commissioner deVadoss stressed the need for the Commission to fully understand the request. With regard to Bel-Red, the argument is made about transit coming to the corridor, yet it is still a long way off. The possibility should not be ruled out for the Eastgate corridor. Ms. Rhett said high-capacity transit will be coming to Bel-Red in less than a decade, whereas high-capacity transit in the Eastgate corridor has not been determined let alone planned.

Commissioner Barksdale said he could support an FAR of 2.5 for the RV park site, but would be comfortable seeking an in-between density that would work for everyone. Ms. Rhett called attention to pictorial examples of developments at an FAR of 2.0 and greater located in the downtown. She said the Commission will need to carefully consider whether the massing that goes along with that much density can accommodate the desire for open space, greenery and community gathering spaces in the corridor. Commissioner Barksdale asked about the need for the greater density in order to make a project on the site pencil out. Ms. Rhett said there are a lot of factors that go into making a project pencil out; different types of development may pencil out at different levels of density and with different commitments to achieving public improvements. The property owner has called for an FAR of 2.5 in order to make a specific project idea work, but that is not to say another type of development would not be economically viable at a lower density.

Commissioner Walter asked if a development making good use of the land could be achieved with an FAR of less than 2.5. Ms. Rhett said the current zoning for the site is GC which allows for a quite a variety of uses. The multifamily use in general is not allowed in GC currently, but if that changes the site could yield a development far different from what is on the land currently. The property owner has asked specifically if it would be okay to have a multifamily development at a high level of intensity on the site. Saying yes or no to that question will not change the viability of any of the other uses that are allowed.

Commissioner Morisseau asked to come back with an FAR in between the 1.0 and 2.5 that would meet the vision the CAC recommended for the RV park site. While it is true there is no light rail in the corridor currently, the long-term vision is for light rail in the corridor and for the corridor to serve as a gateway for the city.

Chair Hilhorst agreed with the need to be flexible in regard to the property and the corridor. The city's growth areas are the downtown, Bel-Red and Eastgate. The Commission has spent a lot of time talking about supporting the housing needs in the area near Bellevue College and the transit station. She said she could see no reason not to have the need addressed with land across the highway. Growing Eastgate will not take anything away from Bel-Red. The Commission should take the longer view and realize that the need for housing will continue to grow. Ms. Rhett said the CAC studied various alternatives that would have significantly increased the residential capacity of the corridor, but ultimately that was not made part of the preferred alternative. In order to create residential development at higher densities, it is necessary to have a pedestrian and transit orientation along with a combination of uses that collectively create a true transit-oriented development. The notion that the entire corridor will become a transit-oriented development is very futuristic. It is not possible to envision even in the next 20 years being able to walk from Eastgate Plaza to Bellevue College, or to be able to get around between the different subdistricts without a car. The CAC focused on allowing the potential for residential. Multifamily residential development is not allowed on the RV park site at all as things stand currently, and the proposed FAR of 1.0 represents a doubling of the allowed intensity. The vision of the CAC is about concentrating residential development in the transit-oriented development area to make it successful.

Mr. Kattermann noted that the issue is on the Commission's schedule for continued discussion in

March.

9. PUBLIC COMMENT

Mr. John Shaw with American Classic Homes said his firm is looking at the RV park site because it sees it as a transit-oriented development. The vision includes incorporating bike rooms and other amenities to give the tenants an increased opportunity to either bike, use electric cars, walk or take transit. The site is similar to a site the company is focused on in Issaquah which is right on a trail and within biking distance of the transit center.

Mr. Ross Klinger, a commercial broker specializing in land development, said there is a massive shortage of housing in the area. Over the last year, 70,000 people moved to the area, and 64,000 new jobs were created regionally. However, only 12,000 housing units are being delivered per year regionally. There is less than a month's home inventory supply in Bellevue. National developers want to be in Bellevue, but the sites available to them appear to be highrise sites. The rents do not pencil highrise. There are no podium development sites with six-story structures available anywhere. An FAR of 2.5 is needed to make a six-store residential structure work. For industrial zones in Seattle, the FAR is 2.5. Bellevue is a bit backwards when it comes to the low FAR ratios.

Ms. Leisha Averill, 400 112th Avenue NE, suggested that allowing transient housing, including homeless shelters, will be inviting a different element to the area. There have been discussions about 24-hour plazas that will potentially be in place in the downtown and to do the same in the Eastgate corridor near surrounding residential zoning, and inviting transients in, will not improve the area. Homeless persons who are not carefully monitored will wander into residential areas.

Mr. Todd Woosley with Hal Woosley Properties thanked the Commission for its full and open discussion regarding the RV park site. He commented that one reason the CAC argued against allowing additional auto sales was because the Safeway went away. There used to be two grocery stores and the risk of losing the second was a real concern for the CAC. Auto sales did not, however, trigger the loss of the Safeway, rather the auto dealership moved in because property owners and the Safeway wanted to do a significant remodel on a tired old center. That triggered a requirement from the city to move the buildings from the back of the site to the front, and moving the parking from the front to the back, something which could not be supported economically. The ultimate outcome was a sea of cars far more dense than what would be seen at a grocery store, and the loss of a grocery store. Auto sales in the NMU should not be viewed as a threat to the Albertsons, rather it is a backup opportunity to what could replace the RV Park if higher densities for residential are kept low.

Mr. Brian Paladar with Group Architects agreed that there is much evaluation still needed before decisions are made. He said some of the most successful examples in other jurisdictions include exemptions from the FAR calculations for things like affordable housing and corner store retail. The same could be set for a car lot along with maximum size limits. The argument that higher density development in the Eastgate corridor is not needed because there are opportunities elsewhere in the city is weak at best. In the Bel-Red zone, the base FAR is 1.5, but the LIV project did not pencil until it was able to achieve an FAR of 2.25 using the incentive system plus the base FAR. Not counting the exemption from the FAR calculation given for affordable housing, the project works out to an overall FAR of about 2.5. Projects pencil for a lot of different reasons based on various land uses, but if housing is what is really needed, developers will want to bring it online.

10. ADJOURN

A motion to adjourn was made by Commissioner Walter. The motion was seconded by Commissioner deVadoss and the motion carried unanimously.

Chair Hilhorst adjourned the meeting at 9:26 p.m.