2020 Annual Final Review Comprehensive Plan Amendment Recommendation
Site-Specific Amendment

Safegard Self Storage

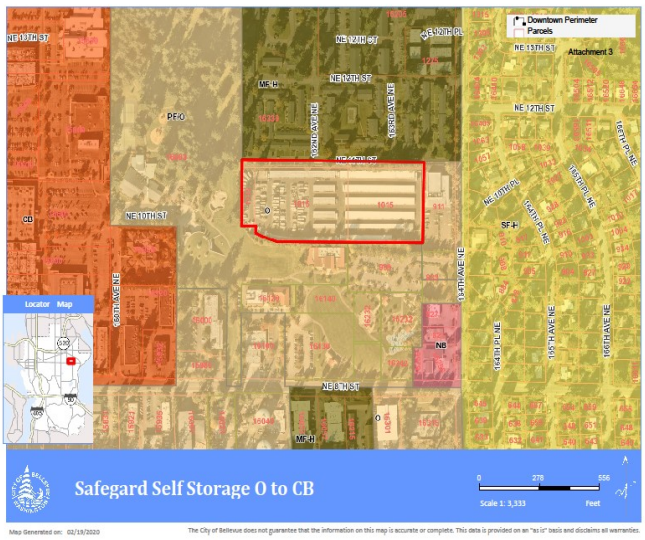
Staff recommends approving this proposed amendment because the application satisfies Land Use Code decision criteria for Final Review of a privately initiated Comprehensive Plan Amendment (LUC 20.30I.150) amending the map designation on five parcels totaling 6.4 acres from Office (O) to Community Business (CB) and known as Safegard Self Storage.

Application Number: 20-102660 AC
Subarea: Crossroads
Original Addresses: 1015 164th Ave NE
Applicant: Lake Hills Business Associates

Final Review is the second step in Bellevue's two-part plan amendment review process. It evaluates the merits of proposed amendments included in the annual Comprehensive Plan Amendment work program. Final Review evaluation and decision includes staff review, a Planning Commission public hearing and recommendation by resolution, and City Council action by ordinance.

PROPOSAL

This proposed plan amendment would amending the map designation on five parcels totaling 6.4 acres from Office (O) to Community Business (CB) and known as Safegard Self Storage. The site is developed with a personal storage unit facility and outdoor storage of recreational vehicles.



Work Program

The City Council on August 3, 2020, accepted the Planning Commission's recommendation to advance the Safegard Self Storage application. The Planning Commission found for all the decision criteria, and in particular that the proposed amendment does not raise policy or land use issues that are more appropriately addressed by an ongoing work program approved by the City Council because the Crossroads Subarea Plan has been amended over the years to build in policy guidance regarding Crossroads' land use mix, with particular focus on multifamily buildout and opportunities for mixed use development and with an historically ongoing community focus as well.

OVERVIEW OF STAFF RECOMMENDATION

This proposal satisfies the Final Review Decision Criteria for a Comprehensive Plan Amendment:

√ The proposed amendment is **consistent with the Comprehensive Plan** *because it aligns with "…a major objective of the Land Use Element [to] maintain the vitality, quality, and character of Bellevue's neighborhoods while recognizing that neighborhoods will continue to adapt even while maintaining*

their character." (Land Use Element - Residential Areas (p. 42). This is because "the city's land use strategies work to ensure that new infill development appropriately fits into existing neighborhoods."; and

√ The proposed amendment **addresses the interests and changed needs of the entire city** *within the framework of the Crossroads Subarea Plan, because the plan has been amended over the years to build in policy guidance regarding Crossroads' land use mix by redefining the shopping center's role in the community both as a revitalizing transit-oriented development and as a centerpiece for other elements addressed by the application with particular focus on multifamily buildout and opportunities for mixed use development and with an historically ongoing community focus, and it is adaptive to changing economic conditions by ensuring the city has the land use and building types that it needs to meet changing markets (Land Use Element - Vision p. 34); and*

√ The proposed amendment **addresses significantly changed conditions (since the last time the pertinent CP map or text was amended)** *affecting the subject property and the surrounding area because of changed conditions on its surrounding area. Crossroads Subarea Plan amendments have redefined the shopping center's role in the community both as a revitalizing transit-oriented development and as a centerpiece for other elements including specialized housing types, social services for youth and the elderly, recreational and arts services, and of course the evolving role of Crossroads Park; and*

√ The subject property **could be suitably developed** under the potential zoning classifications *because the Community Business designation has proven itself adaptable to appropriately mixing residential and commercial uses, both of which it permits. Any combination of these permitted uses would need to address the site's existing access situation through a traffic study that may include obtaining additional easement width or rights. In addition to this, the required use of a development agreement (RCW 36.70B) to appropriately integrate multifamily development into Crossroads will address the integration of such multifamily uses into commercial areas in attractive mixed use developments; and*

√ The proposed amendment **demonstrates a public benefit** because *the amendment acknowledges the use of conventional zoning districts to create the potential for walkable communities while assuring continued support for Crossroads redevelopment that redefines the shopping center's role in the community both as a revitalizing transit-oriented development and as a centerpiece for other elements including specialized housing types, social services for youth and the elderly, recreational and arts services, and of course the evolving role of Crossroads Park.*

BACKGROUND

The site consists of a personal storage unit facility and outdoor storage of recreational vehicles. The site is accessed off of 164th Avenue NE north of NE 8th Street. It is in close proximity to adjacent land uses including Crossroads Park (Public/Office) to the south and west; the Salvation Army building (Office) to the east; and a Multifamily High area to the north.

FINAL REVIEW DECISION CRITERIA

The Final Review Decision Criteria for a proposed Comprehensive Plan amendment are set forth in the Land Use Code in Section 20.30I.150. A proposal must meet all of the criteria to be recommended for approval. Based on the criteria, Department of Community Development staff recommends **approval** of the proposed amendment:

Final Review Decision Criteria	Meets/*Does Not Meet*
A – Obvious technical error	N/A
B1 – Consistent with Plan and other plans and law	Meets
B2 – Addresses interests and changed needs of entire city	Meets
B3 – Addresses significantly changed conditions	Meets
B4 – Could be suitably developed	Meets
B5 – Demonstrates a public benefit	Meets

This conclusion is based on the following:

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

Not applicable to this proposal.

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

The proposed amendment is **consistent with the Comprehensive Plan** *because it* aligns with *"…a major objective of the Land Use Element [to] maintain the vitality, quality, and character of Bellevue's neighborhoods while recognizing that neighborhoods will continue to adapt even while maintaining their character."* *(Land Use Element - Residential Areas (p. 42).* *This is because "the city's land use strategies work to ensure that new infill development appropriately fits into existing neighborhoods.";*

Comprehensive Plan Policy Framework

Goal of the LU Element *and* ***LU-1***
It is the goal of the Land Use Element to maintain a land use pattern that protects natural systems and retains trees and open space; maintains and strengthens the vitality, quality and character of Bellevue's neighborhoods; and focuses development activity in Downtown and other commercial and residential centers.

Policy LU-1*. Promote a clear strategy for focusing the city's growth and development as follows:*
1. *Direct most of the city's growth to the Downtown regional growth center and to other areas designated for compact, mixed use development served by a full range of transportation options.*
2. *Enhance the health and vitality of existing single family and multifamily neighborhoods.*
3. *Continue to provide for commercial use and development that serve community needs.*

Land Use Element p. 46. *Bellevue's land use pattern creates sufficient land capacity to achieve growth targets, while directing growth to appropriate areas.*

Walkable Mixed-Use Centers and Neighborhoods
Policy LU-21. *Support development of compact, livable and walkable mixed use centers in BelRed, Eastgate, Factoria, Wilburton and Crossroads.*

***Policy LU-35**. Adopt and maintain policies, codes and land use patterns that promote walking in order to increase public health.*

***Adaptability**. Bellevue is a growing, international, world-class city. Bellevue's neighborhoods reflect its past, present and future. Bellevue's neighborhoods are not static. They are dynamic communities that will continue to adapt and change while seeking to preserve what residents' value most. They will grow with new schools, businesses, parks and amenities. They will reflect the market forces that respond to changing housing needs for Bellevue's diverse community. Adaptable neighborhoods play an active role in responding to the changing needs and external pressures that impact their community. Factors that will affect the future of neighborhoods include:*

- *Neighborhoods want to preserve and develop their unique character, which is shaped by location and history.*
- *Bellevue's population will have changing needs, such as smaller households and older adults who want to stay in their neighborhood.*
- *Ninety percent of the city's future housing capacity is in Bellevue's multifamily mixed use districts.*
- *As Bellevue becomes denser, residents will continue to want safe, quality neighborhoods and access to schools, parks, trails, local stores and recreation.*

***Policy PA-12**. Develop pedestrian and bicycle linkages between neighborhoods and major natural areas, recreation facilities, schools and commercial centers*

***Mixed use housing.** Bellevue encourages creative and innovative uses on commercial and mixed use land to increase the housing supply. Mixing housing and commercial uses can enhance the vitality of commercial areas by encouraging foot traffic to support neighborhood shops and provide "eyes on the street." Over time, portions of Downtown and areas in BelRed, Factoria, Crossroads, and Eastgate could become distinct mixed use neighborhoods.*

***Policy HO-11**. Encourage housing opportunities in mixed residential/ commercial settings throughout the city.*

***Policy HO-12**. Provide incentives to encourage residential development for a range of household types and income levels in multifamily and mixed use commercial zones.*

***Policy S-CR-19**. Provide physical and visual connectivity to Crossroads Park, where appropriate.*

***Policy S-CR-20.** Encourage development adjacent to Crossroads Park to complement the park edge through building and site design.*

Discussion: Buildings and landscaping adjacent to Crossroads Park should be designed to provide a graceful transition to the park. The intent is to foster building and site design that provides an attractive face to and visible from the park.

***Policy S-CR-79.** Multifamily uses are not appropriate north of NE 8th Street within District E, except that mixed use multifamily developments may be appropriate when they: 1) are high quality; 2) are designed to avoid conflicts with commercial uses; 3) include measures that ensure residential and commercial uses complement each other, including outdoor gathering areas, public open space, park connectivity where appropriate, and pedestrian connections and activity areas; and 4) are generally consistent with Figure S-CR. 2.*

Discussion: Multifamily residential uses have traditionally been prohibited in District E north of NE 8th Street to avoid impacts on the surrounding neighborhood and to maintain the commercial focus of the Crossroads commercial area. At the time of the prohibition, multifamily uses tended to be stand-alone residential buildings. Today, multifamily uses are commonly integrated into commercial areas in attractive mixed use developments. Such development at Crossroads could encourage reinvestment in the commercial area that enhances the commercial activity and community gathering opportunities at Crossroads.

Growth Management Act

The proposed amendment is consistent with GMA urban growth planning goals encouraging development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

Countywide Planning Policies

The proposed amendment is consistent with Countywide Planning Policies' Urban Design vision: "…intended to integrate urban development into existing built and natural environments in ways that enhance both the urban and natural settings. These elements include high quality design, context sensitive infill and redevelopment, historic preservation, and the interdependence of urban and rural and agricultural lands and uses."

Goal statement: *The built environment in both urban and rural settings achieves a high degree of high quality design that recognizes and enhances, where appropriate, existing natural and urban settings.*

DP-39: *Develop neighborhood planning and design processes that encourage infill development, redevelopment, and reuse of existing buildings and that, where appropriate based on local plans, enhance the existing community character and mix of uses.*

DP-44: *Adopt design standards or guidelines that foster infill development that is compatible with the existing or desired urban character.*

B2. The proposed amendment addresses the interests and changed needs of the entire city as identified in its long-range planning and policy documents *within the framework of the Crossroads Subarea Plan, because the plan has been amended over the years to build in policy guidance regarding Crossroads' land use mix by redefining the shopping center's role in the community both as a revitalizing transit-oriented development and as a centerpiece for other elements addressed by the application with particular focus on multifamily buildout and opportunities for mixed use development and with an historically ongoing community focus, and it is adaptive to changing economic conditions by ensuring the city has the land use and building types that it needs to meet changing markets (Land Use Element - Vision p. 34); and*

B3. The proposal addresses significantly changed conditions since the last time the pertinent Comprehensive Plan map or text was amended. See LUC 20.50.046 (below) for the definition of "Significantly Changed Conditions:" whole.

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

The proposed amendment **addresses significantly changed conditions (since the last time the pertinent CP map or text was amended)** affecting the subject property and the surrounding area because of changed conditions on its surrounding area. Crossroads Subarea Plan amendments have redefined the shopping center's role in the community both as a revitalizing transit-oriented development and as a centerpiece for other elements including specialized housing types, social services for youth and the elderly, recreational and arts services, and of course the evolving role of Crossroads Park.

The proposed amendment addresses significantly changed conditions because 2008 Crossroads Subarea Plan amendments have redefined the shopping center's role in the community both as a revitalizing transit-oriented development and as a centerpiece for other elements including specialized housing types, social services for youth and the elderly, recreational and arts services, and of course the evolving role of Crossroads Park. Changing land uses around this site raises the question of whether the Plan and its amendments anticipated the effect of its own changes on the appropriate use of this site for other than Office.

The application site is a longtime storage use that would not be allowed to be developed on the site today as it is nonconforming to its Office designation. For purposes of establishing a significantly changed condition—has something happened that the Comprehensive Plan did not anticipate—the question is whether this site has been subject to the same level of plan amendment scrutiny as other land uses in addressing the Crossroads area's role, not whether office remains a viable land use option at this site. Changing land uses around this site raises the question of whether the Plan and its amendments anticipated the effect of its own changes on the appropriate use of this site for other than Office; and

B4. If a site-specific proposed amendment, the subject property is suitable for development in general conformance with adjacent land use and the surrounding development pattern, and with zoning standards under the potential zoning classifications; and

The subject property **could be suitably developed** under the potential zoning classifications *because the Community Business designation has proven itself adaptable to appropriately mixing residential and commercial uses, both of which it permits. Any combination of these permitted uses would need to address the site's existing access situation through a traffic study that may include obtaining additional easement width or rights. In addition to this, the required use of a development agreement (RCW 36.70B) to appropriately integrate multifamily development into Crossroads will address the integration of such multifamily uses into commercial areas in attractive mixed use developments.*

The Community Business zone in Crossroads has proven itself amenable to providing both the core commercial uses at Crossroads Shopping Center as well as the predominantly residential Uptown at Crossroads Village project (with a ground floor retail component), and a separate senior retirement center. Multifamily uses are principally permitted in the CB district alongside a number of

commercial land uses. There is no minimum amount of commercial land use that is required when a CB site is predominantly developed for residential uses. However, the site is located within a specialized Crossroads subdistrict (E) requiring the use of a development agreement (Note X for development containing multifamily uses consistent with RCW 36.70B. The purpose of a development agreement for multifamily development in Crossroads, laid out in the 2008 plan policy update, includes a desire for multifamily to be *high quality, designed to avoid conflicts with commercial uses, and include measures that ensure residential and commercial uses complement each other, including outdoor gathering areas, public open space, park connectivity where appropriate, and pedestrian connections and activity areas…*

> *"Multifamily residential uses have traditionally been prohibited in District E north of NE 8th Street to avoid impacts on the surrounding neighborhood and to maintain the commercial focus of the Crossroads commercial area. At the time of the prohibition, multifamily uses tended to be stand-alone residential buildings. Today, multifamily uses are commonly integrated into commercial areas in attractive mixed use developments. Such development at Crossroads could encourage reinvestment in the commercial area that enhances the commercial activity and community gathering opportunities at Crossroads."*
>
> *-Discussion, Policy S-CR-79, Crossroads Subarea Plan*

LUC Requirements		Site remains O	Site becomes CB
Designation	Lot areas	Capacity	Capacity
Office	278,046 sf*	92,500 sf* of building capacity @.33 FAR	N/A
Office with residential		(No more than half allowed in residential) then 46,000 sf = 46 units at 1,000 sf size per unit	N/A
Residential		N/A	191 units approximately 5,000 sf of ground floor commercial

*sf = square feet. FAR = Floor Area Ratio

Based on the initial site study and analysis, the applicant estimates 190 market rate units, an additional 20 affordable units through existing code incentive, and 5,000-8,000 square feet of ground floor commercial space.

For comparison, the Uptown at Crossroads Village project has 176 units and 15 retail spaces (roughly 78,000 square feet of commercial space) on a 338,019 square foot (7.8 acre) site.

The Transportation Department noted that any of the proposed land uses contemplated under CB would require a traffic study and potential mitigation during land use approval which may include obtaining additional easement width and/or rights.

Community Business uses	*pm peak trip estimate*
The existing 7,200 sf mini warehouse storage facility	*2*
92,500 s Office redevelopment	*96 (net 94)*
46,000 sf office building with 46,000 sf worth of residential	*94 total (net 92)*
Proposed CB that would allow a mix of shopping center commercial uses: Assuming 50,000 sf commercial for a small tenant shopping center *If it included a 25,000 sf supermarket, a 5,000 sf daycare, a 5,000 sf restaurant, and 15,000 sf mix of medical, office and retail.*	*125 trips for a small tenant shopping center* *277 trips supermarket, daycare, restaurant, and mix of medical, office and retail.*
The proposal with 191 dwelling units and approximately 15,000 of commercial (retail and restaurant) 20 affordable units	*156 (net 154)*

The Utilities Department reviewed the proposed amendment for water, sewer and drainage capacity concerns, concluding that no impacts are expected to water supply and surface water drainage; and that impacts to the existing sewer system in this area may require sewer capacity improvements, an assessment done at development review.

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

The proposed amendment **demonstrates a public benefit** because *the amendment acknowledges the use of conventional zoning districts to create the potential for walkable communities while assuring continued support for Crossroads redevelopment that redefines the shopping center's role in the community both as a revitalizing transit-oriented development and as a centerpiece for other elements including specialized housing types, social services for youth and the elderly, recreational and arts services, and of course the evolving role of Crossroads Park.*

An additional public benefit would see the design of the site fit seamlessly into Crossroad Park and its surrounding community.

STATE ENVIRONMENTAL POLICY ACT

The Environmental Coordinator for the City of Bellevue has determined that this proposal will not result in any probable, significant adverse environmental impacts. A final threshold determination of non-significance (DNS) was issued on October 8, 2020.

PUBLIC NOTICE AND COMMENT

The 2020 annual proposed amendments were introduced to the Planning Commission with a February 26 study session, a June 10 study session examining the potential expansion of geographic scope for each of the privately-initiated applications, and a September 23 study session on the proposals included in the work program.

Notice of the Safegard Self Storage application was published in the Weekly Permit Bulletin on February 21 and mailed and posted as required by LUC 20.35.420. Notice of the July 8 Threshold Review Public Hearing before the Planning Commission was published in the Weekly Permit Bulletin on June 18 and included notice sent to parties of interest. Notice of the October 28 Final Review Public Hearing before the Planning Commission was published in the Weekly Permit Bulletin on October 8, and included parties of interest. Owners and residents within the 500-foot noticing perimeter of the sites receive official notice, as do people signed up to receive such notices.

Public comments come in throughout the process. All written comments are included in the public record. Public comments are also posted on the proposed Comprehensive Plan amendments web site.

Only the applicants spoke to the application at the July 8 Planning Commission Threshold Review public hearing. One additional public comment was received from the applicant at the September 23 Planning Commission meeting.

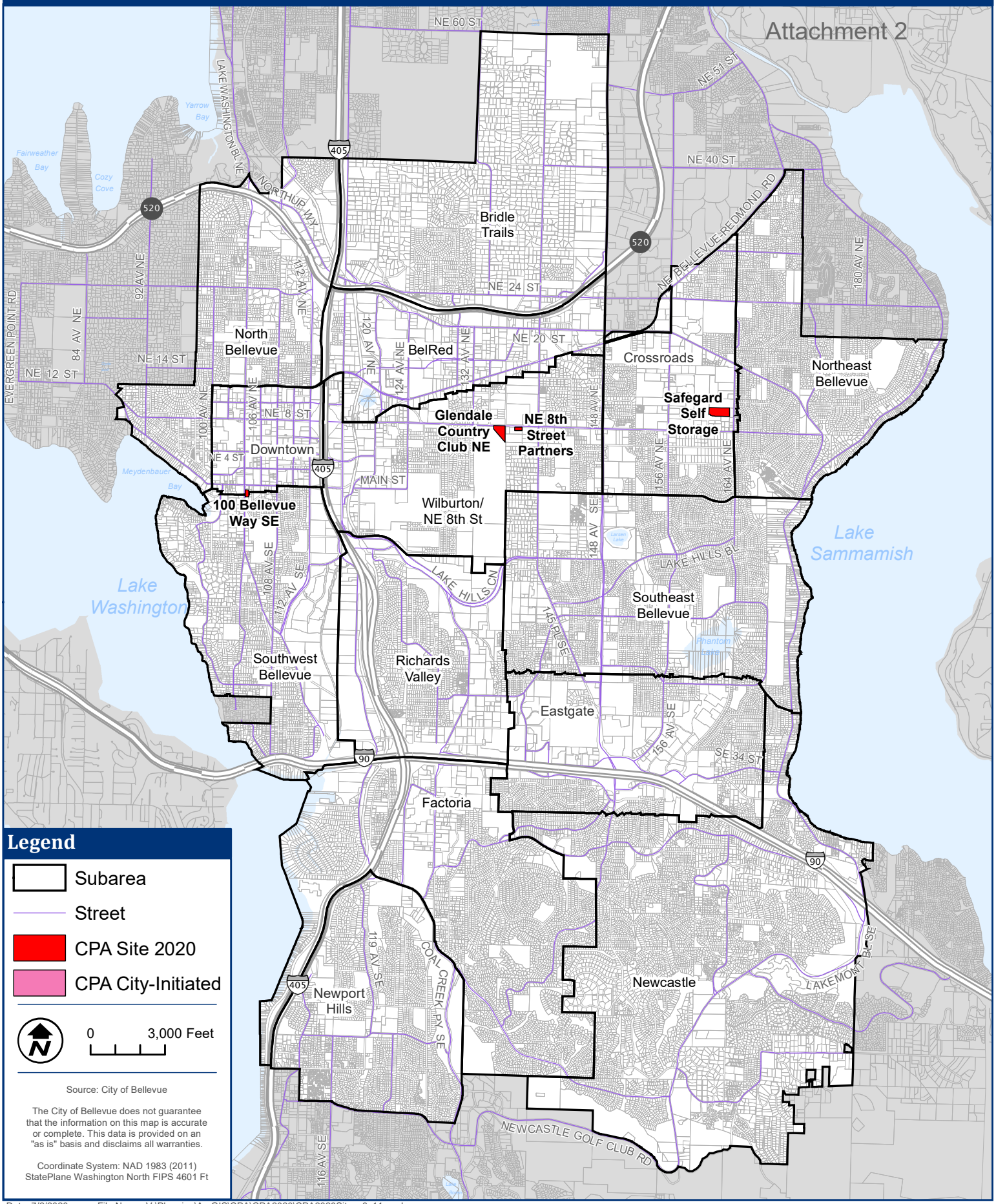
Effective community engagement, outreach and public comments at Threshold Review
Applicants, residents and communities are engaging across a variety of media in proactive public participation during the 2020 annual plan amendment review process. The city's early and continuous community engagement includes:

- Responsive early outreach to requests for information and to become parties of interest
- Responding in writing to each written public comment submitted and returning phone calls
- Expanded web page material for Comprehensive Plan Amendments with the review schedule, the applications list, and a "What's Next" timeline
- A February 26 "Introductory and statutory process review" Planning Commission study session
- A June 10 geographic scoping analysis Planning Commission study session
- Official Weekly Permit Bulletin notice as required
- A July 8 Threshold Review Planning Commission public hearing
- A September 23 Planning Commission study session on the proposals included in the work program.

ATTACHMENTS
A. City map of 2020 Comprehensive Plan amendment applications
B. Site map

2020 Comprehensive Plan Amendments

Attachment 2



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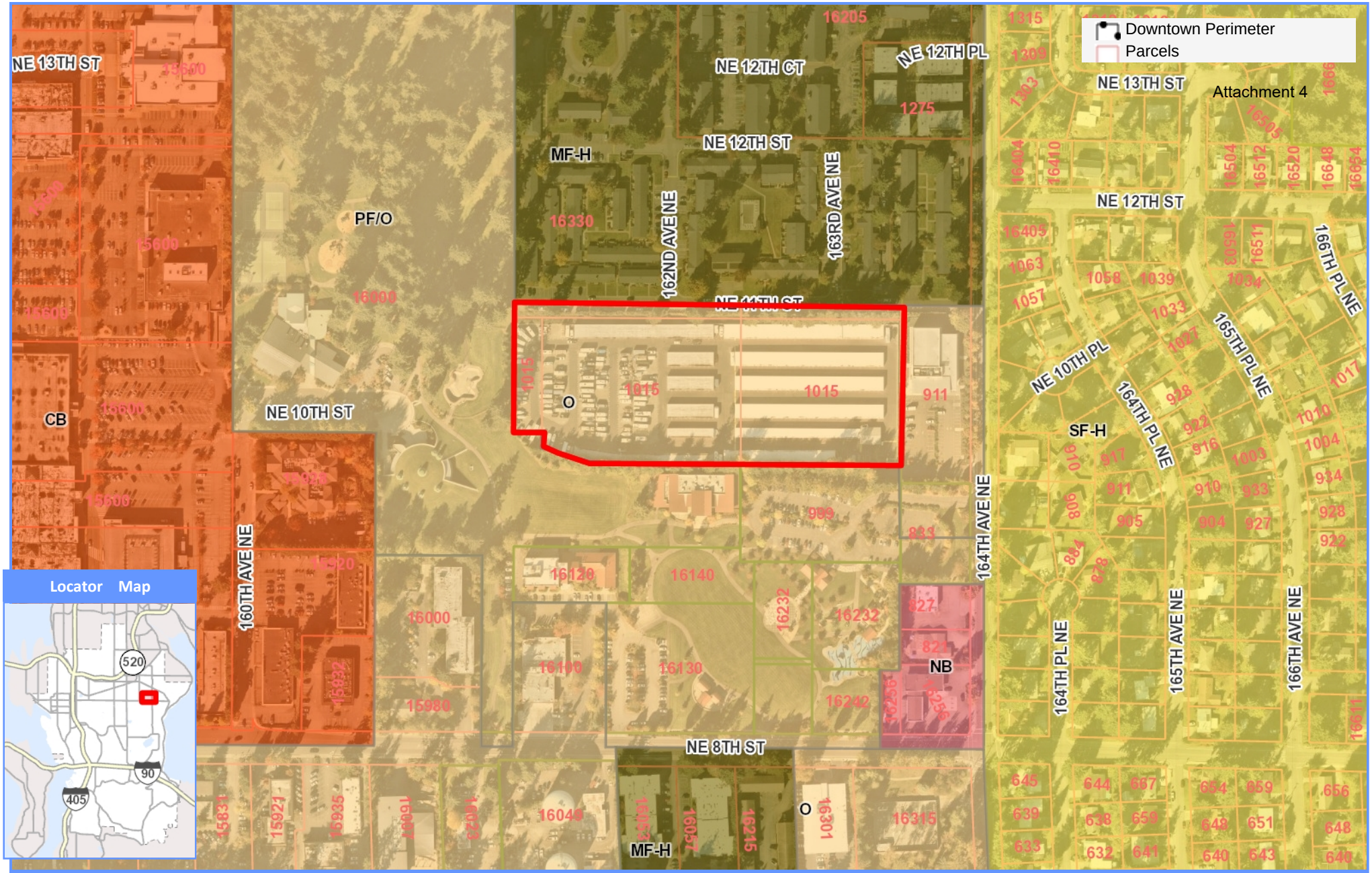

Safegard Self Storage O to CB

0 278 556

Scale 1: 3,333 Feet

Map Generated on: 02/19/2020

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