



**CITY OF KIRKLAND**  
**City Manager's Office**  
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## **MEMORANDUM**

**To:** David Ramsay, City Manager

**From:** Marilynne Beard, Assistant City Manager  
Tracy Burrows, Intergovernmental Relations Manager

**Date:** September 20, 2007

**Subject:** Annexation Update on Infrastructure and Operational Planning and Focus Group Results

This memo summarizes the status of annexation efforts related to: (1) the assessment of infrastructure in the annexation area; (2) the on-going operational planning for annexation; and, (3) the results of focus group sessions that explored citizen attitudes towards annexation. With the exception of the focus groups which are complete, staff is continuing to work on each of these areas and will be able to bring more definitive information on many of the outstanding issues by the next study session.

### **Assessment of Infrastructure in the Annexation Area**

The Public Works and Parks Departments have completed assessments of the condition of parks, roads, and storm water facilities in the annexation area. These conditions assessments generally establish that the infrastructure needs in the annexation area are not unlike Kirkland's existing needs. In general, the annexation area parks and storm water facilities have not had the level of maintenance that is associated with the Kirkland standard. On the other hand, the pavement condition index in the annexation area exceeds Kirkland's existing pavement condition.

Water and wastewater services will remain under the jurisdiction of the Northshore Utility District (NUD) for the foreseeable future, and are not addressed in this memo.

The findings of the infrastructure assessment are summarized below. More detailed information on the infrastructure issues is included in Attachments 1-4 to this memo. One important additional step will be a financial analysis of capital revenues from the PAA that would be available to address the capital needs. Another effort will be negotiations with King County with regard to their ability to provide funding for high-priority projects in the PAA identified in their CIP.

## Transportation Projects

King County's Capital Improvements Program (2006-2012) and Transportation Needs Report identify priority transportation improvements for the Potential Annexation Area (PAA.)

The highest priority capacity improvement identified in the PAA is 100<sup>th</sup> Ave NE, from NE 139<sup>th</sup> Street to the north is anticipated to be widened from 2/3 to five lanes with curb, gutter, sidewalk similar to the southern section of that roadway that is in Kirkland. Other capacity improvements have been identified for NE 145<sup>th</sup> Street between 100<sup>th</sup> Ave NE and Juanita-Woodinville, and 90<sup>th</sup> Ave NE from NE 134<sup>th</sup> Street to NE 138<sup>th</sup> Place (Finn Hill). Similar to Kirkland, external grant funding would be needed for these projects to move forward.

King County has also identified a number of bicycle and pedestrian improvements for the PAA. These include bicycle lanes, sidewalk installation along school walk routes, and a pedestrian crossing of I-405 at approximately 145<sup>th</sup> Street. Approximately \$1-2 M worth of non-motorized projects have been identified in the PAA, not including the pedestrian overpass.

Other transportation capital needs in the PAA are related to safety (intersection improvements, guardrail installation) and improving operations along signalized corridors with Intelligent Transportation Systems (ITS). Attachment 1 provides more detailed information about the magnitude and cost of these transportation improvements.

## Pavement Condition

The Pavement Condition Index, or PCI, is a measurement of pavement grade or condition and ranges from 0 to 100. A newly constructed road would have a PCI of 100, while a failed road would have a PCI of 25 or less.

The pavement condition in the PAA was evaluated using the same program, consultant, and process used previously for an assessment of the pavement condition within the current City limits. The pavement conditions report is included as Attachment 2. The report establishes that the PAA's current average Pavement Condition Index is 81, placing it at the middle of the "Good Condition" category. This compares well to the current PCI of 70 within the City of Kirkland.

It is estimated that the City of Kirkland will have to spend \$10.05 million on pavement rehabilitation during the next six years (2008 - 2013), on the PAA to maintain the current PCI level. This compares to \$10.8 million (2008 - 2013) that is budgeted in the current CIP to maintain the existing City of Kirkland's PCI of 70. If the City were to choose to maintain the annexation area pavement condition at the same level as the existing City, then the annual costs of maintenance would be considerably less.

## Surface Water

The surface water system in the annexation area consists of both constructed elements such as pipes and manholes, and natural stream channels. Both types of resources may require funding for capital projects as the Surface Water Utility strives to reduce flooding, improve water quality, and protect/restore fish habitat.

The constructed drainage system in the PAAs is generally older than systems in Kirkland. Much of the area was developed in the 1970s. A video inspection revealed that approximately 30% of length of pipe inspected had significant cleaning and/or replacement needs. This is in contrast to a general finding that in Kirkland 20% of the pipe inspected have maintenance and/or replacement needs. Problems identified included root intrusion, separated pipe joints, and crushed pipe sections. It would be desirable to bring the system in the PAA up to at least the condition of the existing Kirkland system, and then to begin a similar level of spending as is done in Kirkland. A sum of approximately \$500,000 would provide a start toward this upgrade.

In addition, the Public Works Department has identified the immediate need of eliminating the flooding and mud wash out problems associated with the Juanita Creek tributary known as Billy Creek. These problems are caused by a drainage pipe that pours water into the top of the ravine carrying the creek, resulting in erosion and movement of sediment. A rough estimate is that it would take \$500,000 to complete a highflow bypass project to bring water into the creek, rather than allowing it to pour down the banks. A complete summary of the stormwater assessment is included as Attachment 3 to this memo.

## Parks

Most of the park sites in the annexation area are undeveloped and do not require any immediate, significant capital outlay. Edith Moulton Park in North Juanita has seen much of its use by the public diminish over recent years as portions of the park have been abandoned by County maintenance. To reduce risk and improve user safety, the Parks Department would recommend that funding be provided to remove derelict and vandalized wooden shelters within the park, as well as to remove un-maintained, damaged asphalt parking and driveways. Staff estimates the cost of this to be generally between \$50,000 and \$100,000.

In addition, The Parks Department anticipates that, should the City of Kirkland become responsible for Edith Moulton Park, there will be considerable community interest in restoring and improving the park. Staff would recommend that an appropriate first step would be to engage the community in a master planning process, the cost of which would be \$50,000 to \$75,000. Attachment 4 to this memo includes additional information about the condition of Parks infrastructure in the PAA.

## **Operational Planning Issues – Status Reports**

Staff from each of the departments are developing operational plans that establish how Kirkland would accomplish a smooth and efficient transition if annexation is implemented. There are a number of priority issues that have emerged as part of this operational planning process. This

memo summarizes the issues related to the provision of fire and emergency medical services in the Kingsgate neighborhood, the transition of solid waste services, the principles of agreement with King County on the transition of development review services, and the status of the franchise fee extension with Northshore Utility District. Staff will continue to work on these issues during phase two and during phase three, if the Council decides to proceed to the next phase of annexation.

#### Woodinville Fire and Life Safety - Fire Station 34

The Kingsgate neighborhood includes portions of three different fire districts: Fire District 41, the Woodinville Fire & Life Safety District, and, in much smaller part, Fire District 34 (operated by the Redmond Fire Department.) Woodinville Fire & Life Safety District serves its portion of the annexation area through a crew located in Fire Station 34, located in the Kingsgate neighborhood. The Woodinville District has indicated that in the event that Kingsgate is annexed, they will relocate Fire Station 34 out of the Kingsgate area. Under that scenario, the Kirkland Fire Department would likely have to expand the Totem Lake Fire Station and add additional fire staffing to adequately serve the area. The City would incur significant one-time and annual expenses related to the fire protection services in the portion of the Kingsgate area that is currently served by Woodinville Fire & Life Safety. These potential expenses would impact the fiscal forecast for the Kingsgate neighborhood annexation and have not been factored into the financial model to date. Staff is currently exploring options for service of that area and will report back to the Council

#### Solid Waste - Transition of Service

The Annexation Area currently receives solid waste services from Allied. If the City annexes, the City would have to notify the state of its intent to assume solid waste authority for the area. According to recent State law, the City could not enter into a competitive contracting process for that area nor could it include the area in its contract with Waste Management until seven years from the date of notification - unless the City and two companies came to an agreement on the area. The City does have an agreement with Waste Management and Allied that would permit the City to include the annexation area in its contract with Waste Management. However, the agreement predates the new State laws that govern this issue and the State law may supersede the terms of the agreement. Staff is undertaking an initial exploration with these partners to determine whether all parties intend to continue to honor the terms of the agreement.

Solid Waste service is not mandatory in the annexation area. Staff is currently researching the percentage of households in the annexation area that have elected to have solid waste service and will develop a recommendation for the Council on this issue should the Council decide to move forward to Phase 3. In addition, staff is reviewing the differences between the City and the annexation area in regard to solid waste rate structures, service levels and contracting requirements and will have recommendations for the Council on these issues should the City progress into more detailed operational planning for the annexation area.

#### Land Use Approvals and Building Permits – Transition

Development Review Services staff have worked with King County to develop the principles that will guide the transition of develop permits should annexation occur. The basic principle is that the County will continue to review all vested land use and building permit applications filed with the County before the effective date of annexation. These applications will be reviewed for compliance with the County regulations in place at the time of vesting.

If the City would prefer to review a particular vested development application, it can do so by providing written notice to the County. In such cases, the County would transmit the file to the City and Kirkland would assume responsibility for all further processing of the application.

For those vested land use applications that require quasi-judicial or legislative approval or that involve administrative appeals, the City would be responsible for conducting any public hearings or appeals and making any final decision on such applications. However, upon written request by the City, the King County Hearing Examiner may conduct public hearings or appeals on behalf of the City for particular land use or building permit applications. Decisions regarding whether to use the County Hearing Examiner would be made by the City and County on a case by case basis.

#### Northshore Utility District – Franchise Fee Transition

Staff has met with Northshore Utility District representatives to discuss having the District increase its franchise fee to the 7.5% rate that is consistent with the City of Kirkland's utility tax rate. The current franchise fee is currently 5%. Northshore has indicated a willingness to adopt this increased franchise fee. In return, the District has requested that the City extend their franchise agreement for an additional three years, through the year 2013. Staff anticipates a successful resolution to these discussions. The updated franchise agreement with Northshore Utility District would apply to the annexation area upon the effective date of annexation.

### **Public Outreach**

#### Focus Group Results

In late August, the City's communications consultant, Envirolssues, conducted five focus groups in order to better understand citizens' attitudes towards the potential annexation. Two of the focus groups were composed of Kirkland residents and the remaining groups were composed of residents from each of the three potential annexation area (PAA) neighborhoods (one group for each neighborhood). The focus groups participants were chosen specifically because they had not participated in previous annexation discussions and were not greatly familiar with the topic.

The Kirkland focus groups were asked whether they felt annexation would change Kirkland and, if so, how. They were also asked to describe the phrase "small town atmosphere" since this was a phrase used frequently by residents in earlier annexation outreach efforts. The groups consistently mentioned that they did not feel that annexation would affect them directly, provided that taxes did not increase significantly to pay for annexation. They further noted that the "small town" feel of Kirkland is based on neighborhood cohesiveness, an approachable and small-scale downtown, the

pedestrian oriented streets and the people. The groups were also asked to describe and rank the potential benefits of annexation to Kirkland. The highest-ranked benefit noted by Kirkland residents was the increased control over land use and development in the PAA that the City would have if annexation occurred.

The PAA focus groups were also asked to describe how they believed annexation might change the community and asked to rank potential benefits. The groups consistently identified improved services as the primary change and the greatest benefit. They were concerned, however, about taxes increasing to pay for the services. PAA residents felt that there needed to be a balance between tax increases and service improvements. Most participants were willing to pay slightly higher taxes for improved services, but were concerned about the magnitude of the increase compared to the level of service improvement they received.

All five groups were asked how they wanted to receive information about annexation from the City. The majority listed direct mailings and e-mails from the City as their preferred method of receiving information and notices of meetings.

The results of the focus groups will help the City develop additional outreach materials that best address the questions and concerns expressed by the groups. In particular, it was clear that future materials need to continue to focus on explaining the results of the financial analysis and potential impacts to residents of the PAA and Kirkland. Complete summaries of the Kirkland and PAA focus groups are provided as Attachments 5 and 6 to this memo. Copies of the videotapes of the sessions are available in the Council study.

### Community Forums

Two community forums are scheduled for October 23<sup>rd</sup> and 25<sup>th</sup>:

Tuesday, October 23, 2007  
St. John Vianney Church  
12600 84th Avenue NE  
Kirkland, WA 98034  
7:00 p.m. – 9:00 p.m.

Thursday, October 25, 2007  
Kirkland Jr. High  
430 18th NE  
Kirkland, WA 98033  
7:00 p.m. – 9:00 p.m.

The purpose of the forums is to provide additional information on infrastructure condition, the financial implications and to continue to address citizens' questions and concerns (both in Kirkland and the PAA). One of the forums will be held in Kirkland and the other will be held in the PAA. Citizens from either area can attend either forum and a postcard mailer will be sent to all

households in Kirkland and in the PAA advising them of the forums. The format for both forums will be the same and will include a brief presentation on the current status of the annexation study. The presentation will also address some of the most frequently-asked questions and concerns heard more recently from meetings, comment forms and from the focus groups (e.g. more information on the financial and tax implications and on service level changes in the PAA). Following the presentation, the City consultant from EnviroIssues will facilitate a question and comment discussion focused on what citizens believe the Council should be considering before proceeding to phase three.

## **Summary**

The purpose of this report was to update the City Council on current activities related to annexation planning. As you can see, there are a number of unresolved issues. A special study session is planned for early November. At that time, more information and analysis will be available on these key issues.



## **CITY OF KIRKLAND**

### **Department of Public Works**

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## **MEMORANDUM**

**To:** Tracy Burrows, Intergovernmental Relations Manager

**From:** Ray Steiger, P.E., Capital Projects Manager

**Date:** September 12, 2007

**Subject:** CAPITAL NEEDS IN THE PAA

Public Works has been asked to ascertain the capital needs that are anticipated in the Potential Annexation Area. This assessment is limited to capital needs in transportation and in surface water; water and wastewater planning and responsibility will remain under the jurisdiction of the Northshore Utility District (NUD) for the foreseeable future. The assessment that Public Works has conducted is based on available County information, actual roadway conditions in the annexation areas, and on discussions with various King County staff.

Somewhat problematic in this assessment, are the varying adopted Levels of Service (LOS) between King County and Kirkland. As an example, Kirkland has adopted an LOS for roadways based on the congestion that is allowed at a given intersection. Kirkland accepts and plans for a ratio of 1.4 vehicles through an intersection per theoretical vehicle of capacity for the intersection – that is, Kirkland's accepted congestion during periods of operation is 1.4. This standard would be considered "F" by other conventional measures, and many agencies strive for operational capacities higher than F such as A or B. That being said, the needs that are identified in this report, specifically as they relate to "transportation capacity" are those that have been identified by King County, developed by their various staff members, residents, and process, and will attain existing King County LOS standards. If annexation were to proceed, more detailed modeling and prioritization would be undertaken.

This report is broken into four sections:

1. Summary and staffing
2. Surface Water
3. Pavement condition
4. Transportation
  - a. Capacity needs
  - b. Non-motorized needs
  - c. Other needs

The report is supplemented by additional memos and attachments prepared for the assessment.

### Summary and staffing

Based on findings contained in this report, it is anticipated that an additional 4.5 project management staff would be needed over the next few years to undertake the anticipated projects in the PAA. Public Works staff has tracked production for the existing CIP since 1986, and based on the projects that have been completed, an estimate of the

number of hours per \$1000 for any given CIP project can be estimated. Due to the nature of the public involvement, design and inspection required, staff loads can be developed. Historically approximately 71% of a project managers time is directly billable to projects, the remaining 29% is charged to other costs such as training, vacations and holidays, and sick leave.

The following is a summary of the anticipated annual capital needs in the PAA and the projected work needed to accomplish them:

PROGRAM DESCRIPTION	'01-'06 hrs/\$K	annexation estimate	estimated hrs	
Storm Drainage Projects	1.63	\$ 635,000	1035	
Storm Drainage - Misc/Streambank	2.52	\$ 235,000	592	
Storm replacement	1.63	\$ 130,000	212	
Overlay program	0.95	\$ 1,675,000	1591	
Striping program	1.62	\$ 107,000	173	
Streets (including ITS)	0.66	\$ 1,898,333	1253	
Traffic signals	1.35	\$ 75,000	101	
In-house Sidewalk programs	4.74	\$ 50,000	237	
Non-motorized - Sidewalks	2.24	\$ 670,000	1501	
Non-motorized - Crosswalks	1.57	\$ 23,000	36	
		\$ 5,498,333	6732	<b>FTE's -&gt; 4.54</b>

Surface Water

King County has one of the most long running surface water utilities in the region. As such, a number of surface water projects and programs have been completed in the PAA. There are however systems that are beginning to reach their design life and as such, repairs and maintenance of existing systems (pipes, detention facilities) are becoming a higher priority. Video recording of the system has shown a higher degree of needs than comparable Kirkland systems. Please see attached memo from Jenny Gaus, Surface Water Engineering Supervisor (Attachment 3) for a more in depth description of the surface water assessment.

Pavement Condition

The pavement condition in the PAA was evaluated using the same program, consultant, and process used previously for the remainder of the City. This will allow a more comparative assessment as related to existing levels of service. The report is included as Attachment 2. Similar to the strategy recommended by the City Council previously, the above proposed estimate for the overlay program is based on maintaining the existing Pavement Condition Index (PCI) in the annexation area which is currently 81 compared to Kirkland's 70.

Transportation

King County maintains information on projects that have been identified in the PAA on their public website (Attachment 3). Additionally, King County maintains a six year CIP, similar to Kirkland, the most recent being the 2006 – 2012 CIP, and a long term needs list for projects for which funding is being or will be considered. The following is from King County's CIP web site and describes their process to identify projects.

*Project Prioritization Methodology*

*There are two primary prioritization processes that provide input to the CIP: the Bridge Priority Process published in the [Annual Bridge Report](#) and the [Transportation Needs Report \(TNR\)](#).*

*The Annual Bridge Report includes the prioritized list of County bridges for replacement or rehabilitation, seismic retrofit and painting. The criteria used to evaluate priority for replacement and rehabilitation includes sufficiency rating, seismic rating, geometrics, hydraulics, load limits, traffic safety, serviceability, importance, useful life and structural concern. This report is updated annually and submitted to the Council for review.*

*Revisions to the Transportation Needs Report (TNR) were included in the 2006 King County Comprehensive Plan update which was adopted by Council in October, 2006. The new TNR was developed to screen out projects that are cost prohibitive or not buildable due to environmental restrictions. The TNR includes the Division's safety related priority arrays, including High Accident Location, High Accident Road Segment, Pedestrian Safety and Mobility, Guardrail Priority and Signal Priority. The projects within the proposed CIP are consistent with the adopted TNR.*

The following summarize three different areas of their transportation responsibility and current programs identified in the TNR and/or the CIP.

a. Capacity needs

No funded capacity improvement projects have been identified by King County at this time in the PAA. One arterial improvement constitutes the primary capacity expenses identified in the PAA. 100<sup>th</sup> Ave NE, from NE 139<sup>th</sup> Street to the north is anticipated to be widened from 2/3 to five lanes with curb, gutter, sidewalk similar to the southern section of that roadway that is in Kirkland. Improvement of Juanita-Woodinville Way north of 145<sup>th</sup> Street to I-405 has been identified for improvement, however that is north of the PAA. Other capacity improvements have been identified for NE 145<sup>th</sup> Street between 100<sup>th</sup> Ave NE and Juanita-Woodinville, and 90<sup>th</sup> Ave NE from NE 134<sup>th</sup> Street to NE 138<sup>th</sup> Place (Finn Hill). Similar to Kirkland, external grant funding would be needed for these projects to move forward.

b. Non-motorized needs

The County has assembled a comprehensive non-motorized plan, however it is primarily oriented toward bicycles with some crossing and joint facilities identified. Sidewalks to be installed in the PAA are primarily along school walk routes or those areas that have been identified by residents. The County does not have funding levels identified for sidewalks in the PAA, they do however have an annual allocation of \$1.6 M county wide for panel replacements, ADA upgrades, and completion of various connections. These safety improvements are identified by County Staff and various school districts to identify high priority areas. Approximately \$1-2 M worth of non-motorized projects are identified in the PAA, however all are listed as unfunded; additionally, a pedestrian crossing of I-405 at approximately 145<sup>th</sup> Street is also identified.

c. Other needs

Other capital needs in the PAA are related to safety (intersection improvements, guardrail installation) and improving operations along signalized corridors with Intelligent Transportation Systems (ITS). All of these needs are again identified in the County's TNR and CIP. With the exception of intersection improvements, many of these programs are new types of programs: the City does not currently have a guardrail installation program, the City is utilizing an interlocal agreement with King County on various current ITS programs and is just now conducting a study of ITS in Kirkland. Design standards are also different in King County when compared to more urban intersections of Kirkland.

One example is the design of roadways: King County utilizes an "entering sight distance" and Kirkland utilizes a "stopping sight distance". Typically at higher speeds such as on County or rural roads, the design of a particular

sight distance (at intersections or around a curve), allows a vehicle not only to see oncoming traffic traveling at design speed, but also enter the flow of traffic such that there is no slowing required for the oncoming traffic – sufficient time is available to accelerate to the design speed by the entering vehicle. Kirkland utilizes a smaller sight triangle which allows a vehicle to see the oncoming traffic at design speed, but it is anticipated that oncoming vehicles may be required to slow considerably while the entering vehicle accelerates to design speed. This is done for practical reasons, speeds are typically lower within the City limits, and for financial reasons, purchase of right of way within the sight triangle is typically more expensive within the City and may drive costs considerably if the entering sight distance were used. Both are acceptable standards.

A number of ITS and intersection projects are listed in the PAA, and would continue to be pursued by Kirkland in the event of annexation. Currently the County is undertaking the design of ITS improvements along the 100<sup>th</sup> Ave corridor and the Juanita-Woodinville corridor – combined these two projects are an estimated \$3.6 M over the next two years and include an estimated \$1.5 M of federal funding in 2008. King County has completed a County-wide ITS strategic plan focusing on ITS in highly congested corridors. The 124<sup>th</sup> Street corridor between Redmond and Kirkland across the Sammamish Valley was a project jointly undertaken by King County and Kirkland in the most recent past. King County has been successful in obtaining external grant funding for their ITS projects, and will continue to fund local share of projects that rate high. The next corridor to be completed in the PAA is 100<sup>th</sup> Ave NE and Juanita Woodinville, and it would be Staff's recommendation to have King County complete this project.

King County has approximately \$375,000 annually for traffic signals throughout the County (not including signals constructed by private development). They currently identify approximately 70 locations throughout the County that are being monitored for future signal installation and have approximately 40 locations that meet warrants as identified by the Manual on Uniform Traffic Control Devices (MUTCD). Due to the limited funding, signals are installed purely on a priority basis and must meet MUTCD warrants. Under the existing King County funding levels, there are no funded signals in the PAA area. It is however anticipated that three warranted signals and five potentially "hazardous" locations would be measured and assessed for improvements if annexation occurs. Using the current production benchmarks for traffic signals in Kirkland, it is anticipated that an annual average expenditure would be \$75,000.



King County reference number	Location	CIP Funding	MPS	Capacity	Equestrian	Need	Priority	Priority source	Type	Cost-000	Comments
CP-10	100th Ave NE From NE139 St to NE 145th St	Unfunded	Y	Y	N	Capacity Major	Medium	Capacity	Capacity	\$4,151	Widen roadway to 5 lanes.
CP-4	Juanita-Woodinville Way NE From 112 Ave NE to I-405	Unfunded	Y	Y	N	Capacity Major	High	Capacity	Capacity	\$3,406	HOV highway access
CP-11	Juanita-Woodinville Way NE From 112th Ave NE to NE 145th St	Unfunded	Y	N	N	Capacity Minor	High	Operational	Operational	\$4,215	Widen the existing road from NE 145th St to 112th Ave NE. Provide curb, gutter, and sidewalk, street lighting, and a traffic signal at NE 145th St.
OP-RD-16	NE 145th St From 100 Ave NE TO Juanita-Woodinville Rd	Unfunded	N	N	N	Capacity Minor	Medium/Low	Operational/Capacity	Operational	\$3,725	Turn channels at major intersections
OP-RD-17	90th Ave NE From NE 134 St To NE 138 PL	Unfunded	N	N	N	Capacity Minor	Medium	Operational	Operational	\$1,104	Widen Travel Lanes
<a href="#">100110 (details)</a>	Juanita-Woodinville/NE 160th St. ITS From 100th Ave NE to 124th Ave NE	Funded	N	N	N	ITS	High	ITS	ITS	\$2,425	See King County Capital Improvement Program (CIP) document or website for detailed project description including scope.
ITS-10	NE 132nd St From 100th Ave NE to 132nd Ave NE	Unfunded	N	N	N	ITS	High	ITS	ITS	\$2,325	Provide Intelligent Transportation System improvements which could include fiber optic communications; synchronize signals; Transit signal priority; cameras; vehicle detection; fiber optic communications
ITS-17	NE 144th St. ITS From 124th Ave NE to 148th Ave NE	Unfunded	N	N	N	ITS	Medium	ITS	ITS	\$2,159	Provide Intelligent Transportation System improvements which could include vehicle detection; cameras; traveler information

ITS-21	124th Ave NE ITS From NE 132nd St to NE 160th St.	Unfunded	N	N	N	ITS	Medium	ITS	ITS	\$1,992	Provide Intelligent Transportation System improvements which could include cameras; vehicle detection; fiber optic communications
<a href="#">100210 (details)</a>	100th Ave NE ITS From NE 132nd St. to NE 145th St.	Funded	N	N	N	ITS	High	ITS	ITS	\$1,210	See King County Capital Improvement Program (CIP) document or website for detailed project description including scope.
N-150	Holmes Point Rd From Denny Park To NE 135 PL	Unfunded	N	N	N	Nonmotorized	TBD	Pedestrian	Pedestrian	\$841	Provide Nonmotorized Facility
3P-9906	Holmes Point Dr From Denny Pk (N entrance) to NE 135 PL	Unfunded	N	N	N	Nonmotorized	Low	Pedestrian	Pedestrian	\$728	Construct AC shoulder (East Side)
N-53.20	NE 122nd Pl / NE 123 St / 84 Ave N From Juanita Drive To NE 125 Pl	Unfunded	N	N	N	Nonmotorized	TBD	Pedestrian	Pedestrian	\$219	Provide Nonmotorized Facility
3P-0002	90th Ave NE From NE 136 St to NE 138 St	Unfunded	N	N	N	Nonmotorized	Medium	Pedestrian	Pedestrian	\$145	Construct sidewalk (East Side)
3P-0301	NE 141st St From east of 84 Ave NE	Unfunded	N	N	N	Nonmotorized	Low	Pedestrian	Pedestrian	\$107	Construct sidewalk (South Side)
N-42	87th Ave NE From NE 132 St To NE 134 St	Unfunded	N	N	N	Nonmotorized	TBD	Pedestrian	Pedestrian	\$105	Provide Nonmotorized Facility
3P-9909	87th Ave NE From NE 132 St to NE 134 St	Unfunded	N	N	N	Nonmotorized	Medium	Pedestrian	Pedestrian	\$86	Construct AC shoulder (East Side)
SPP-4003	NE 140th St From 124 Ave NE to 132 Ave NE	Unfunded	N	N	N	Nonmotorized	Medium	Pedestrian	Pedestrian	\$75	Construct walkway (South Side)
3P-9907	Juanita Drive From NE 122 Pl to NE 124 St	Unfunded	N	N	N	Nonmotorized	High	Pedestrian	Pedestrian	\$64	Construct sidewalk (West Side)

SPP-4001	NE 132nd St From Finn Hill Jr. High School (82 Ave NE)	Unfunded	N	N	N	Nonmotorized	Medium	Pedestrian	Pedestrian	\$5	Improve driveway (North Side)
<a href="#">100306 (details)</a>	84th Ave NE From NE 124th St to NE 132 St	Funded	N	N	N	Nonmotorized	Medium	Pedestrian	Pedestrian	\$0	See King County Capital Improvement Program (CIP) document or website for detailed project description including scope.
N-82	NE 140th St AND / OR NE 145 St Crossing I-405	Unfunded	N	N	N	Nonmotorized	TBD	Pedestrian	Pedestrian	\$0	Provide Nonmotorized Facility
OP-INT-38	100th Ave NE & NE 140th PL	Unfunded	N	N	N	Operations	TBD	Operational	Operational	\$640	Evaluate for turn lanes
OP-INT-80	84th Ave NE & NE 138 St	Unfunded	N	N	N	Operations	Low	Operational	Operational	\$511	Provide Left Turn Lane-- Provide Right Turn Lane-- Construct Curb, Gutter, Sidewalk
OP-INT-103	Juanita Drive & NE 80th St/112th Ave NE	Unfunded	N	N	N	Operations	Medium	Operational	Operational	\$0	Provide North and Southbound Left Turn Lanes
SW-38	100th Ave NE & NE 140th PL	Unfunded	N	N	N	Safety	Medium	Signal Warrants	Safety	\$3,875	Traffic Signal
HARS-28	Juanita- Woodinville Way From NE 145 St To NE 147th St	Unfunded	N	N	N	Safety	Medium	HARS	Safety	\$523	Preliminary suggested scope - Widen road for TWLTL.
HAL-18	124th Ave NE & NE 140th St	Unfunded	N	N	N	Safety	Medium	HAL	Safety	\$376	Preliminary suggested scope - Add NB/SB left-turn lane. Addressed in CIP 101296.
HAL-48	Juanita Drive NE & NE 132nd St	Unfunded	N	N	N	Safety	High	HAL	Safety	\$247	Preliminary suggested scope - Add left-turn lane in the SB direction. Install intersection advance warning flasher on existing intersection-related warning sign on SB approach.
GR-91	72nd Ave NE From Juanita Drive NE To end of route	Unfunded	N	N	N	Safety	Low	Guardrail	Guardrail	\$137	Construct Guardrail

GR-85	108th Ave NE From NE 132ND St To Juanita Woodinville Way	Unfunded	N	N	N	Safety	Low	Guardrail	Guardrail	\$120	Construct Guardrail
GR-74	112th Ave NE From 112th PI NE To Juanita Woodinville Way	Unfunded	N	N	N	Safety	Low	Guardrail	Guardrail	\$54	Construct Guardrail
HAL-30	100th Ave NE & Juanita- Woodinville Rd	Unfunded	N	N	N	Safety	High	HAL	Safety	\$54	Preliminary suggested scope - Add protected/permissive left- turn phase in SB direction (already exists NB).
HAL-26	100th Ave NE & NE 137th St	Unfunded	N	N	N	Safety	High	HAL	Safety	\$29	Preliminary suggested scope - Change from protected/permissive to exclusive protected left-turn phase in NB and SB directions.
GR-89	NE 140th St From 124th Ave NE To 132ND Ave NE	Unfunded	N	N	N	Safety	Low	Guardrail	Guardrail	\$15	Construct Guardrail
HAL-34	100th Ave NE & Simmons Rd	Unfunded	N	N	N	Safety	TBD	HAL	Safety	\$0	Regrade hill north of intersection to improve sight distance
HARS-43	Juanita- Woodinville Way From NE 149th St To 112th Ave NE	Unfunded	N	N	N	Safety	Medium	HARS	Safety	\$0	Preliminary suggested scope - Coordinate signals. Add center turn lane.

# Pavement Condition Report

## City of Kirkland Potential Annexation Area

### Purpose

The purpose of this report is to assist policy makers in utilizing the City's existing Pavement Management System (PMS) in evaluating the pavement condition and potential financial needs of the Potential Annexation Area (PAA) just north of the City of Kirkland. The PAA streets and roads are currently being maintained by King County. Specifically, this report links the PMS recommended repair program costs to Kirkland's Proposed Annexation Areas (PAA) current and projected budget to improve overall maintenance and rehabilitation strategies. This report assesses the adequacy of current and projected revenues to meet the maintenance needs recommended by the PMS program. It also maximizes the return from expenditures in the following methods:

- Implementation of a multi-year road rehabilitation and maintenance program,
- Development of a preventative maintenance program; and
- Selection of the most cost effective repairs.

This report assists the City of Kirkland with identifying maintenance priorities specific to the needs of the city and the PAA. This study examines the overall condition of the road network and highlights options for improving the current network-level Pavement Condition Index (PCI). These options are developed by conducting speculative analyses using the City of Kirkland pavement management system database with the PAA. By varying the budget amounts available for pavement maintenance and repair, different funding strategies are introduced which can impact the city's roads over the next six years.

### Current Pavement Condition

The PAA has 96.2 centerline miles of asphalt pavements. **To replace all 96.2 centerline miles of streets in Kirkland Proposed Annexation Areas would cost an estimated \$92,500,000.** The PCI is a measurement of pavement grade or condition and ranges from 0 to 100. A newly constructed road would have a PCI of 100, while a failed road would have a PCI of 25 or less. Kirkland's PAA's current average PCI is 81, placing it at the middle of the "Good Condition" category. Table 1 summarizes the current condition of the road network in Kirkland's PAA.

**Table 1. Pavement Condition Summary for the PAA (2007)**

Condition Category	PCI Range	Percent of Network
Good	70 > PCI ≤ 100	70.6%
Fair	50 > PCI ≤ 70	22.6%
Poor	25 > PCI ≤ 50	6.7%
Very Poor	00 > PCI ≤ 25	0.1%

## Pavement Management Comparison

For comparative purposes, pavement management information was gathered from several other cities in the area. The average PCI, centerline miles, and annual CIP budgets for these cities are listed below for comparison. The operating budget information varies greatly due to different maintenance strategies and the amount of preparation and patching work that is done in-house.

**Table 2. Comparison with Other Cities**

City	Average PCI	Centerline Miles	Annual CIP Budget	Cost Per Mile
DuPont Annexation	89	26	\$44,880	\$1,726
Redmond	84	130	\$600,000	\$4,600
<b>PAA</b>	<b>81</b>	<b>92</b>	<b>TBD</b>	<b>TBD</b>
Issaquah	79	57	\$250,000	\$4,400
Newcastle	77	39	536,000	\$13,760
Des Moines	72	93	\$430,000	\$4,600
<b>Kirkland (2005)</b>	<b>70</b>	<b>150</b>	<b>\$1,800,000</b>	<b>\$12,000</b>
Olympia	70	193	\$3,000,000	\$10,400
Bothell	69	104	\$780,000	\$7,500

## Present Cost to Repair the Road Network

The City of Kirkland PMS is designed to achieve an optimal network PCI somewhere in the low to mid 80's, which is in the "Good Condition" category. The City's PMS was used in this PAA analysis in order to use information that would compare the current practices with the proposed annexation area. In other words, the PMS will recommend maintenance treatments in an attempt to bring all of the roads in Kirkland's PAA to a "Good Condition", with the majority of the roads falling into at least the low 70's PCI range. This practice is also true for all existing roads within the current city limits. Program outputs show that it would cost the City an estimated \$14.2 million over the next six-year period to maintain a PCI in the mid 80s in the PAA.

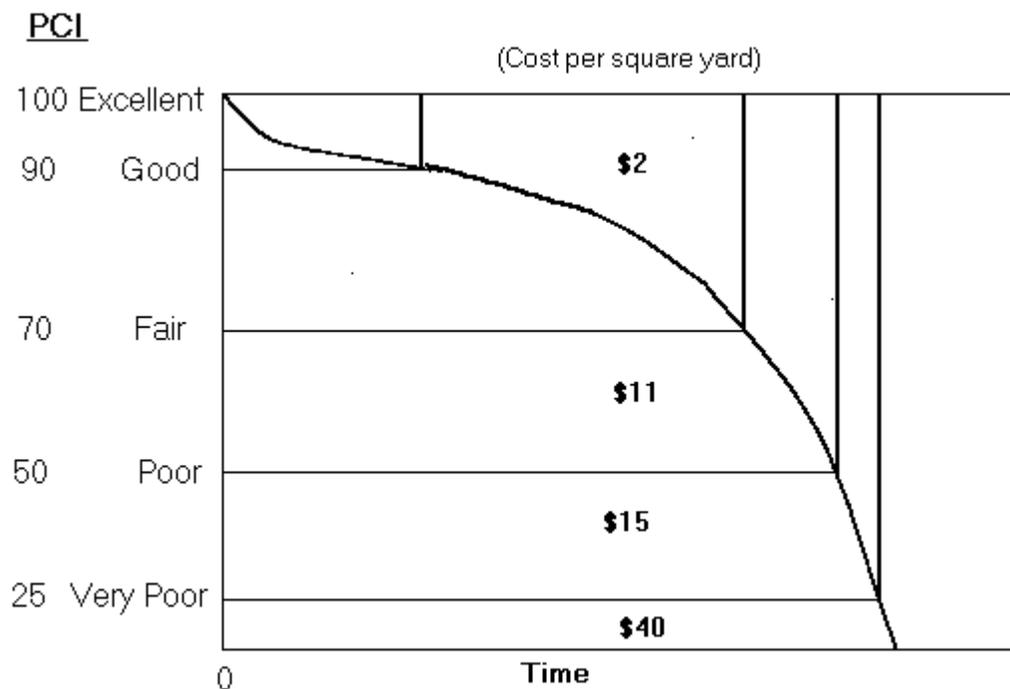
As shown in Table 1, 70.6% of the PAA roads have a PCI between 70 and 100, which is in the "Good Condition" category, however because of the characteristics of asphalt pavement as it ages, the cost to maintain and repair pavement depends on its current PCI. In the "Good Category", it costs very little to apply a preventive maintenance treatment such as a slurry seal, which can extend the life of a pavement by correcting minor faults and reducing further deterioration. Treatments of this sort are applied before pavement deterioration has become severe and usually cost approximately \$3 per square yard. Almost 71% of the PAA road network would benefit from these relatively inexpensive, life-extending treatments.

As noted in Table 1, 22.6% of the PAA road network falls into the "Fair Condition" category. Pavements in this range show some form of distress or wear that require more than a life-extending treatment. By this point, a well-designed pavement will have served at least 75% of its life and the quality of the pavement will have dropped by about 40%. The road surface may require a slurry seal or a Thin Overlay, costs for which typically range from about \$3 to \$24 per square yard.

The remaining 6.8% of Kirkland's PAA road network falls into the "Poor Condition" or "Very Poor Condition" PCI ranges. These pavements are near the end of their service lives and often exhibit severe forms of distress such as

potholes, extensive cracking, etc. At this stage, a roadway usually requires either a thick overlay or reconstruction. The costs for these treatments range from about \$27 to \$55 per sq. yd. Each of these treatment costs described above will be used by the City's pavement decision tree that will lay the foundation for the Budget Needs analysis that is described in that section of the report.

**Figure 1. Typical cost per stage of pavement degradation**



A decision tree is a group of pavement treatments that are applied at different points in the pavement performance curve. For instance, as noted above a pavement that is in "Poor Condition" will receive a treatment that costs \$25 a square yard. Whereas a pavement that is in "Good Condition" will receive a treatment that costs \$3 a square yard. In this way the pavement treatment cost is based on where each pavement lies on the performance curve.

One of the key elements of a successful pavement management repair strategy is to maintain roads in the "Good Condition" and "Fair Condition" categories. This keeps streets from continued more severe deterioration. This is particularly true for roads in the "Fair Condition" range, because they are at the point where pavement deterioration accelerates if left untreated. This is the point where almost 70% of the City of Kirkland PAA streets are at.

To provide more detail to street condition and respective repairs, the photos that follow provide examples of pavement deficiencies from streets and the appropriate repair methods.

### Preventive Maintenance



#### Crack Seal

This pavement is generally in good condition and would benefit from crack sealing to prevent water from entering the subbase and causing further deterioration.

#### Slurry Seal

This pavement would benefit from a Slurry Seal treatment. It is generally in good condition but is aging and beginning to lose aggregate and asphalt binder.



### Overlay & Reconstruction



#### Overlay

This pavement is in poor condition (PCI 48) with a few areas of alligator cracking that should be structurally patched before it is resurfaced with an asphalt overlay.

#### Reconstruction

This pavement is in very poor condition (PCI 7) with severe alligator cracking, potholes, and areas of settlement. This street should be rubblized, regraded, and reconstructed with new subbase material and asphalt pavement.



## Future Expenditures for Pavement Maintenance to Maintain PCI of 81 in PAA

It is estimated that under one scenario, maintaining the existing conditions, the City of Kirkland will have to spend \$10.05 million on pavement rehabilitation during the next six years (2008 - 2013). The table below summarizes the projected budget amounts to maintain the current PCI of 81 in the PAA.

**Table 3. Projected Pavement Budget for 2008 to 2013 to Maintain PCI at 81**

Year	2008	2009	2010	2011	2012	2013	Total
Projected Estimate (\$)	\$1.675 M	\$10.05 M					

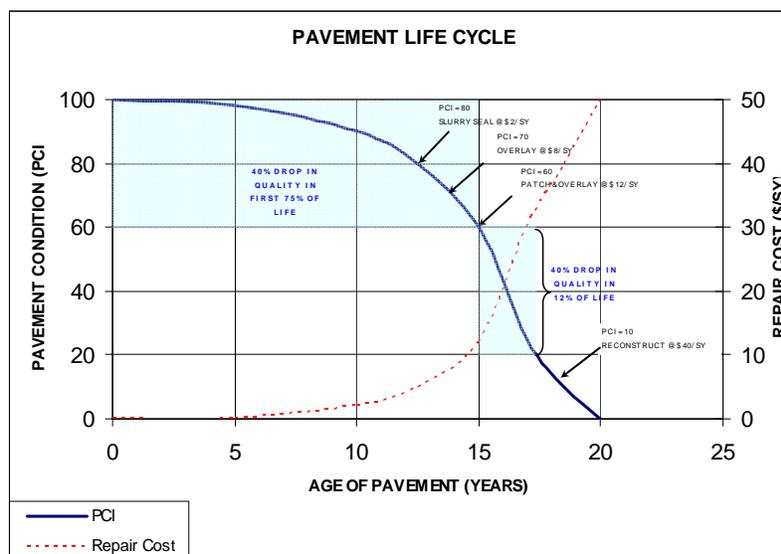
## Impacts of Projected Funding Levels to Maintain PCI

Using Table 3, projected budget spent over the next six-year period, the overall condition of the PAA network would maintain the PCI at 81 at the end of the six year period. The amount of "deferred" maintenance would also increase from \$4.7 million (identified deferred maintenance at the end of 2007) to \$5.6 million (costs for deferred maintenance at the end of 2013).

Deferred maintenance is a measure of spending that would allow an agency to bring the overall PCI to 85 – the theoretical “sweet spot” for condition of a roadway network. The backlog of deferred maintenance continues to increase steadily when funding levels are lower than optimal. Shrinking budgets have forced many Puget Sound Area cities and counties to defer much-needed road maintenance. By deferring maintenance, not only does the frequency of citizens' complaints about the condition of the network typically increase, but the cost to repair these roads rises as well.

Figure 2 demonstrates how pavement maintenance attempts to balance two elements. The cost to maintain or repair roads increases exponentially as time goes on. History has shown that it costs less to maintain roads in “Good Condition” than to repair roads that have failed. By allowing pavements to deteriorate, roads that once cost only \$3 per square yard to slurry seal may soon cost \$25 per square yard to overlay and upwards of \$55 per square yard to completely reconstruct.

**Figure 2. Costs to Maintain Pavements over Time**



## Budget Needs

Based on the principle that it costs less to maintain roads in “Good Condition” than to repair those that are in “Poor Condition”, the City of Kirkland PAA PMS strives to develop a maintenance strategy that will first improve the overall condition of the network to an optimal PCI level. This PCI level is dependent upon the City’s maintenance and rehabilitation policies as delineated in the predetermined preventative maintenance and rehabilitation decision trees. These decision trees systematically assign a specific treatment dependent on the PCI and types of distress found on the pavement. For Kirkland’s PAA, this optimum PCI level is in the mid 80’s. Although the average PCI for the PAA is 81, a small portion of the network suffers from load-related distresses. In addition, there is currently a significant backlog of over \$4.7 in maintenance just to maintain the PAA at 81. If these issues are not addressed, the quality of the road network will inevitably decline. In order to correct these deficiencies, cost-effective funding for preventative maintenance and rehabilitation strategy must be implemented.

The first step in developing a cost-effective Maintenance and Rehabilitation (M&R) strategy is to determine, assuming unlimited revenues, the M&R "needs" of Kirkland PAA road network. Using the PMS analysis module, maintenance needs over the next six years were estimated at over \$14.25 million if Kirkland’s PAA follows the strategy recommended by the PMS program to maintain the average network PCI in the mid 80’s (see Scenario #1, Page 9). If, however, no maintenance is applied over the next six years, already distressed roads will continue to deteriorate, the network PCI will drop to 70, and the maintenance backlog will continue to increase. The results of the budget needs analysis are summarized in the table below.

**Table 4. Summary of Results from Budget Needs Analysis**

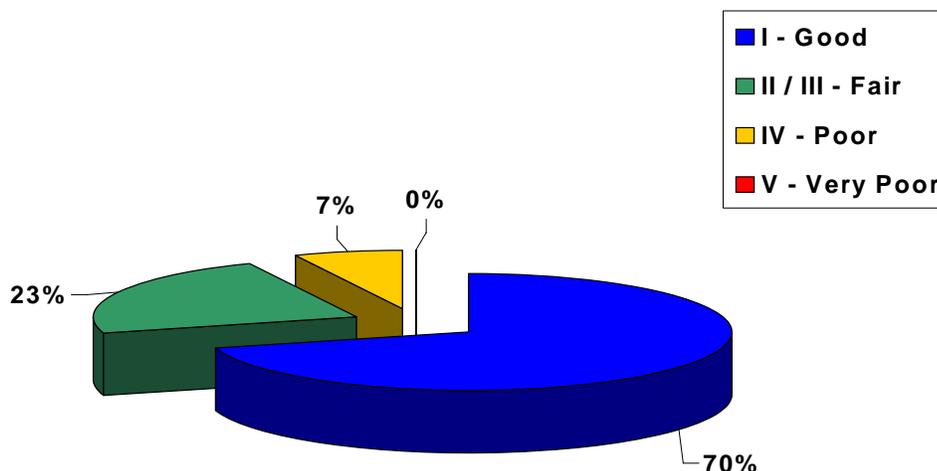
Year	2008	2009	2010	2011	2012	2013
PCI w/ Treatment	87	84	85	84	85	84
PCI w/out Treatment	79	77	75	73	72	70
Budget Needs (\$)	\$6,438,701	\$804,229	\$2,312,138	\$1,377,324	\$1,576,765	\$1,737,240

Table 4 shows the level of expenditures required to maintain Kirkland PAA pavement condition to an optimal network PCI of 84 and eliminate any maintenance backlog at the end of the six year analysis period. The results of the budget needs analysis represent the ideal funding strategy recommended by the City of Kirkland PAA PMS. Of the \$14.25 million in M&R needs shown, \$2.94 million is earmarked for preventative maintenance or life-extending treatments, while almost \$11.3 million is allocated for the more costly rehabilitation and reconstruction treatments.

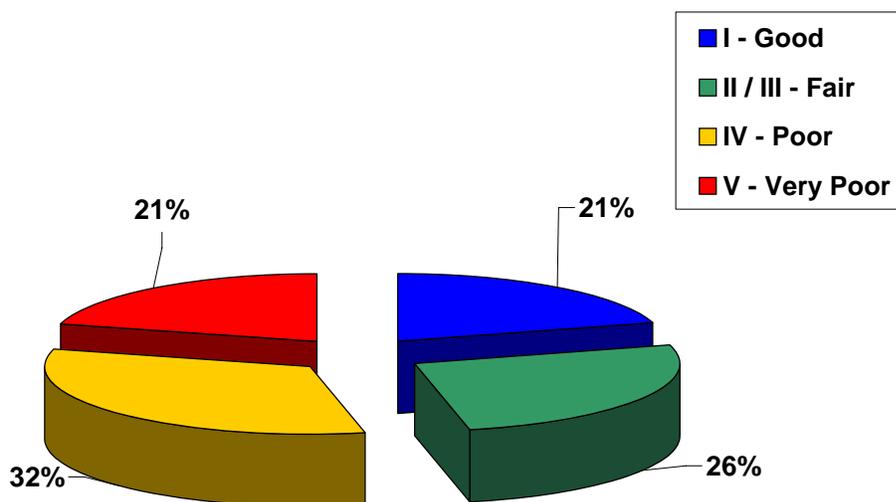
## Cost-Effectiveness of Treatments

The cost-effectiveness of preventative maintenance treatments is demonstrated in Figures 3 and 4 (below), which compare the current condition of the street network, and the associated maintenance needs estimated by the program. The portion of the street network in “Good” to “Fair” condition – 93% of the PAA’s road network - requires 47% of maintenance work over the next six years. Whereas the 7% portion of the PAA network identified in the “Poor” to “Very Poor” condition (shown below as 7% and 0%) needs approximately 53% of the expenditures to bring them up to the most desirable condition.

**Figure 3. Street Network Area by Condition**



**Figure 4. Maintenance Needs by Condition**



### Budget Scenarios

Having determined the maintenance needs of the PAA, the next step in developing a cost-effective maintenance and rehabilitation strategy is to conduct a what-if analysis. Using the PMS budget analysis module, the impacts of various budget "scenarios" can be evaluated. The program projects the effects of the different scenarios on PCI and deferred maintenance. By examining the effects on these indicators, the advantages and disadvantages of different funding levels and maintenance strategies become clear. The following scenarios were run for the purposes of this report:

**Scenario 1 (\$14.25 million over 6 years) Bring PCI in Optimum Range** – As noted previously, this scenario is the optimal case and assumes unlimited funding that could be allocated toward the “needs” of the system in each

year. The budget for each year is identified in the budget needs analysis. This scenario will allow the city to reasonably maintain the condition of the PAA network at a PCI of 84, assuming that existing repair and renovation practices, as described in the maintenance and rehabilitation decision trees, are utilized.

**Scenario 2 (\$10.05million over 6 years) Maintain PCI at current level of 81** – This Scenario explores what impact on deferred maintenance and PAA network PCI will occur if the PAA is maintained at it's current condition level of 81. Deferred Maintenance will increase to \$5.4 million after the six year analysis period.

**Scenario 3 (\$0 over 6 years) Maintain PCI at current City of Kirkland's Average- 70-** This Scenario assumes that the average PCI of the PAA will be consistent with the current City of Kirkland's average PCI of 70. In order to achieve this PCI no revenue would need to be expended in the PAA area. This however will have a detrimental impact on deferred maintenance. This cost would be \$11.8 million after the six year analysis period.

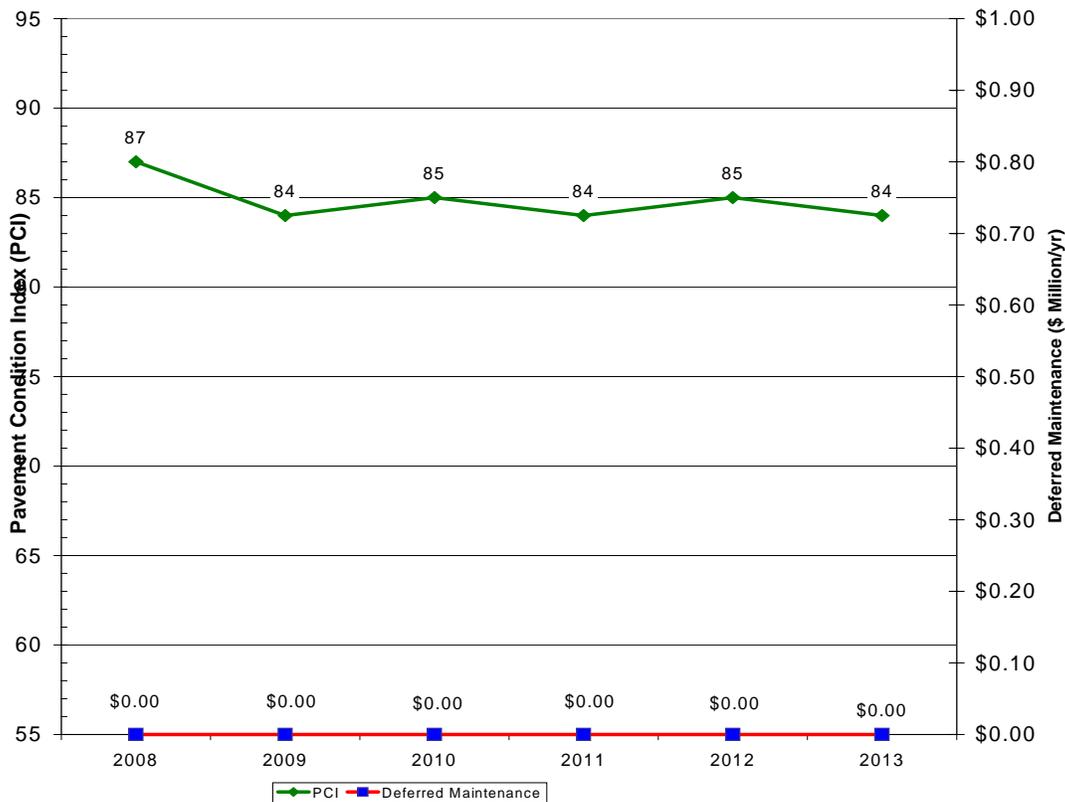
**Scenario 1: Bring PCI in Optimum Range**  
 (\$14.25 million / 6 yrs)

The results of scenario 1 indicate that the network PCI will increase to the mid 80' from its current level of 81. The expenditures shown for each year below represent the total costs for street maintenance to be conducted in the stated year, in order to obtain an average PCI of 84 at the end of the six year period. (The higher value indicated in the first year represents the cost required to bring all portions of the overall network up to a new or nearly new condition.) By the year of 2013, 100% of the PAA network will fall into the good condition category. This scenario also has no deferred maintenance at the end of the sixth year.

**Table 5. Summary of Results from Scenario 1**

Year	2008	2009	2010	2011	2012	2013	Total
Budget (\$)	\$6,438,701	\$804,229	\$2,312,138	\$1,377,324	\$1,576,765	\$1,737,240	\$14,246,397
Deferred Maintenance (\$)	0	0	0	0	0	0	0
PCI	87	84	85	84	85	84	

**Figure 5. PCI vs. Deferred Maintenance For Optimum Budget (\$14.25 million / 6 yrs)**



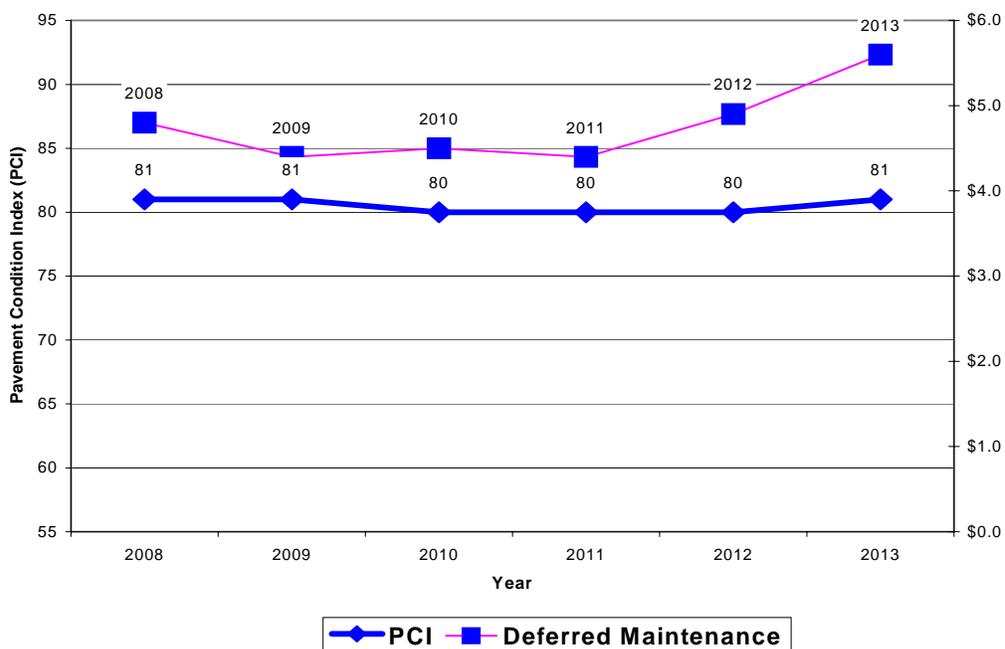
Scenario 2: Maintain PCI at Current Level of 81  
(\$10.05 / 6 yrs)

This scenario explores the pavement maintenance dollars to be spent in the City of Kirkland PAA, to maintain the PCI at the current 81 level. Deferred maintenance costs will increase from \$4.7 million at the end of 2008 (representing costs associated with the remaining backlog of street maintenance) to \$5.6 million in 2013, and the PCI will remain at 81 at the end of the six year period.

**Table 6. Summary of Results from Scenario 2**

Year	2008	2009	2010	2011	2012	2013	Total
Budget (\$)	\$1.675 M	\$10.05 M					
Deferred Maintenance (\$)	\$4,763,705	\$4,370,069	\$4,470,605	\$4,386,677	\$4,912,109	\$5,590,396	
PCI	81	81	80	80	80	81	

**Figure 6. PCI vs. Deferred Maintenance**



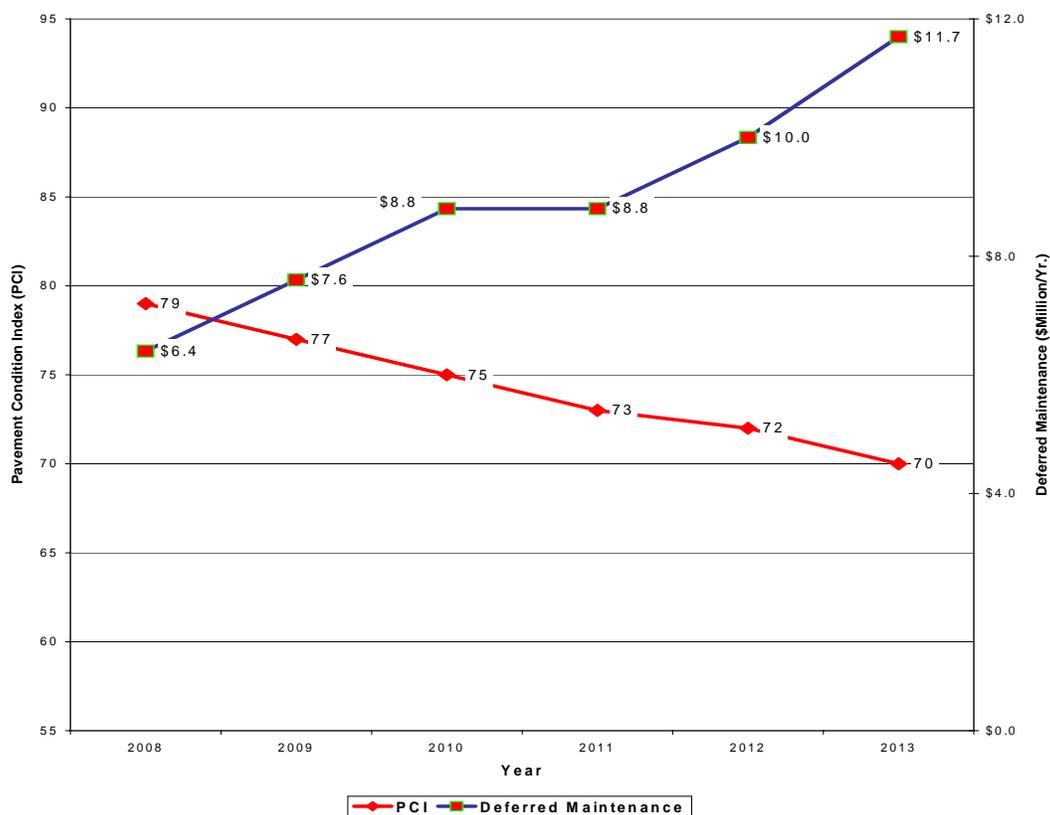
### Scenario 3: Maintain Current City of Kirkland PCI - 70 (\$0 million / 6 yrs)

In this scenario, the network PCI will deteriorate to approximately 70 from its present level of 81. Roads in this category are at the bottom of the “good” category. However, there are some trends that are of more concern with this budget. Not only are the road conditions deteriorating, the backlog of work that is deferred due to lack of funds is increasing from \$6.4 million to \$11.8 million.

**Table 7. Summary of Results from Scenario 3**

Year	2008	2009	2010	2011	2012	2013	Total
Budget (\$)	0	0	0	0	0	0	
Deferred Maintenance (\$)	\$6,438,702	\$7,625,163	\$8,840,518	\$8,761,210	\$9,984,283	\$11,771,962	
PCI	79	77	75	73	72	70	

**Figure 7. PCI vs. Deferred Maintenance**



## Discussion and Recommendations

Figure 8 (below) illustrates the change in PCI over time for the different budget scenarios. Note that Scenario 1, which represents the ideal funding strategy, ultimately achieves a PCI of 84 after six years with no deferred maintenance. By comparison, Kirkland's PAA scenario, which maintains the PCI at 81 leaves the City with a large increase in Deferred Maintenance, which will be explored in the next section.

**Figure 8. Pavement Condition Index per Scenario by Year**

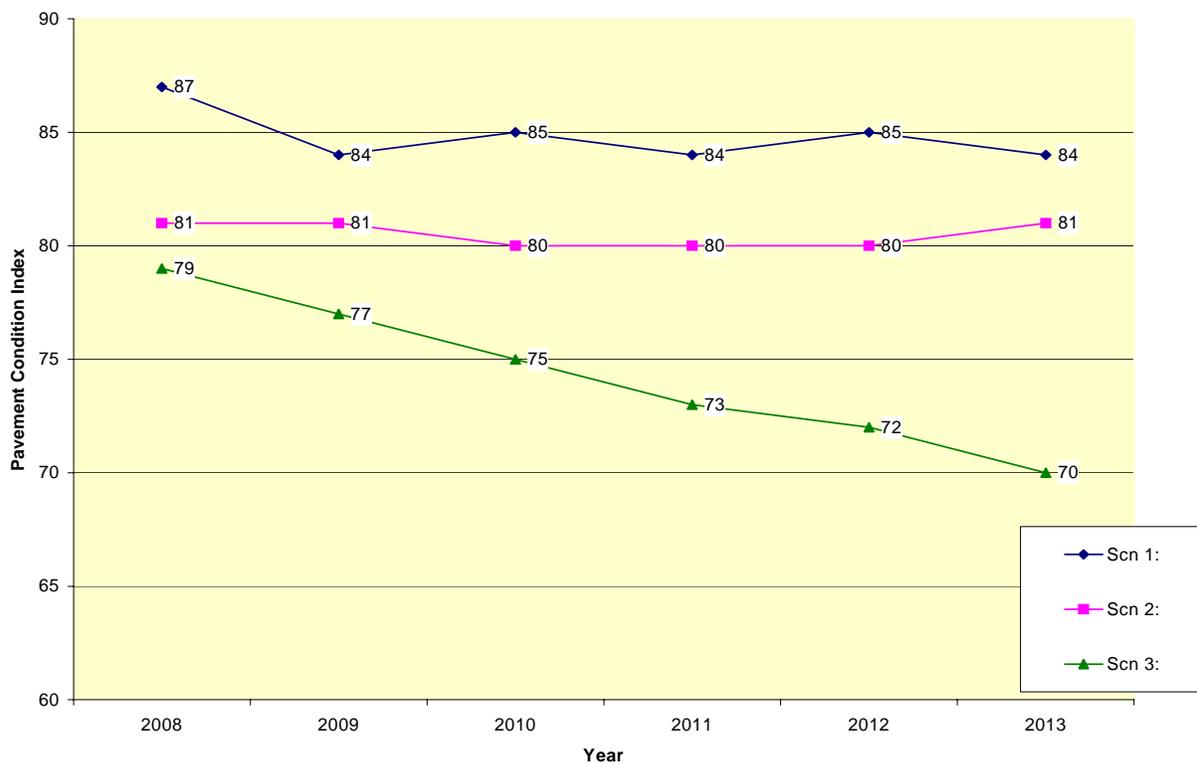
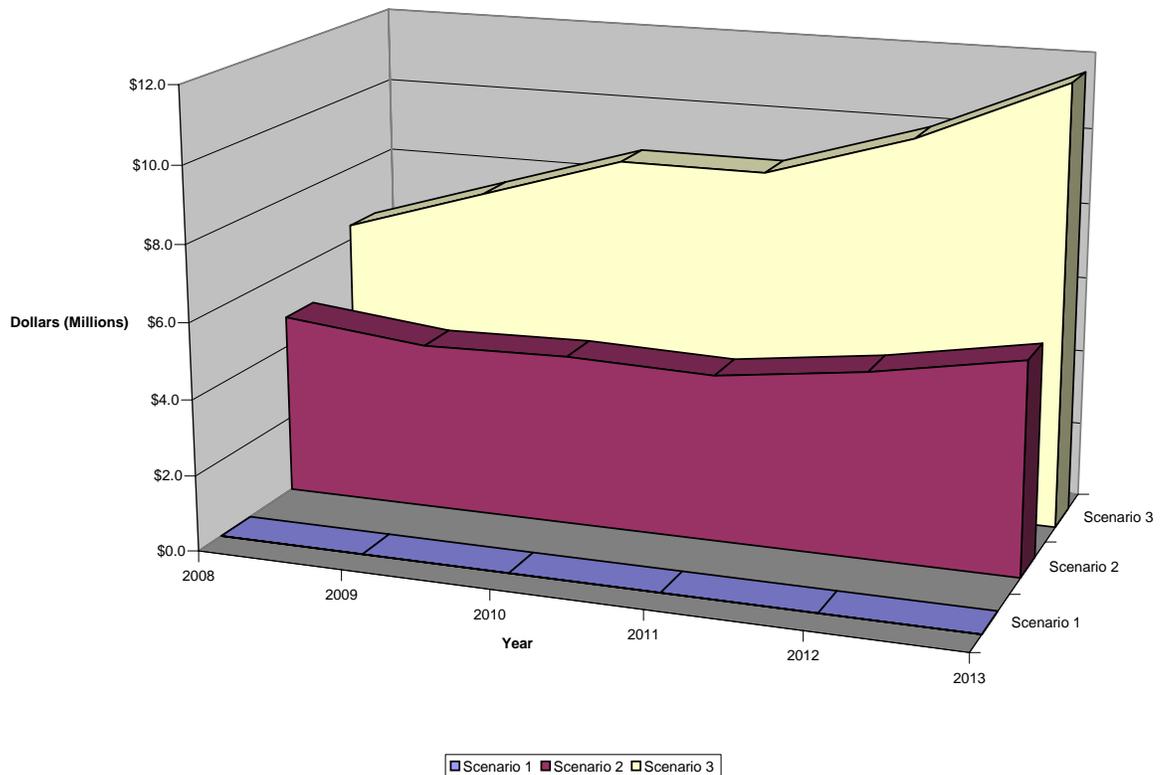


Figure 9 illustrates the change in deferred maintenance over time for the different budget scenarios. Note that Scenario 1 has no backlog of maintenance and Scenario 2 has a relatively uniform backlog of maintenance. However, the deferred maintenance for Scenario 3, which is the scenario where the PCI in the PAA would equal the City of Kirkland's, has an increasing backlog that over the six year period.

**Figure 9. Deferred Maintenance per Scenario by Year**



Figures 8 and 9 illustrate that Kirkland's PAA projected budget as outlined in Scenario 3 is insufficient to preserve the network at its current condition. In addition, the increase in deferred maintenance will result in higher costs to repair the streets in the future.

## Summary

King County has provided a good sound investment in the PAA and the overall condition of the roadway network is in good condition. A number of options have been presented that provide varying results for expenditures and resulting roadway conditions. The replacement cost for all 96.2 miles of PAA streets is over \$92 million with 70.6% of the PAA's network currently in the "Good Condition" category. The remaining 29.4% of the streets would require a significant amount of money to bring them into the "Good Condition" category. A projected budget of \$10.05 million for the next six years would maintain the PCI at 81, but will result in a steadily increasing deferred maintenance backlog.



**CITY OF KIRKLAND**  
**Department of Public Works**  
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## MEMORANDUM

**To:** Daryl Grigsby, Public Works Director

**From:** Jenny Gaus, Surface Water Engineering Supervisor

**Date:** August 17, 2007

**Subject:** Potential Annexation Area CIP Needs and Revenue Picture

### Introduction – General Assessment of Condition

As part of the analysis of annexation, Public Works has been investigating capital needs associated with stormwater systems and streams in the potential annexation areas (PAAs). The purpose of this memo is to present an estimate of those needs, and to examine the revenue and staffing picture that may impact availability of CIP funds in the PAA.

The surface water system consists of both constructed elements such as pipes and manholes, and natural stream channels. Both types of resources may require funding for capital projects as the Surface Water Utility strives to reduce flooding, improve water quality, and protect/restore fish habitat. The following is a general assessment of conditions in the PAA separated by type of element..

The constructed drainage system in the PAAs is generally older than systems in Kirkland. Much of the area was developed in the 1970s. Pipes are made of a variety of materials including concrete and corrugated metal, and a video inspection revealed that approximately 30% of length of pipe inspected had significant cleaning and/or replacement needs. This is in contrast to a general finding that in Kirkland 20% of the pipe inspected has maintenance and/or replacement needs. Problems identified included root intrusion, separated pipe joints, and crushed pipe sections.

The majority of the PAA is not served by flow control facilities. Those areas that do have flow control have largely above-ground ponds that were designed to meet flow control standards from 1990 and before. Flow control standards have changed significantly since 1990 based on the need to protect stream channels as well as to provide flood control and conveyance.

Juanita Creek and Denny Creek are the major watersheds in the PAAs. The Juanita watershed was largely developed prior to flow control requirements. The basin is highly impervious, and is largely built-out according to current zoning. The stream channel has been simplified and enlarged by the resulting high flows and currently supports limited fish populations. Water quality problems include high fecal coliform counts, low dissolved oxygen levels, and high temperatures. The waterway is included on the State Department of Ecology list of impaired water (the "303(d) list") bodies for these parameters. Restoration of the stream channel and water quality improvement will be required by city obligations under the Lake Washington/Cedar/Sammamish Watershed (WRIA 8) Chinook Salmon Conservation Plan and the NPDES Phase II Municipal Stormwater Permit and the State Department of Ecology TMDL process. Further reconnaissance is needed to identify the scope and cost of specific projects and activities that will achieve restoration and water quality improvement. King County has conducted numerous studies

of the Juanita Creek watershed, and has been forthcoming with information about conditions and strategies for addressing problems in the watershed.

There is little information about water quality or flows in Denny Creek. The Denny Creek Neighborhood Alliance (DCNA) has done significant work to assess and improve fish habitat in the creek, most recently with installation of a fish ladder near the mouth of the creek. The watershed of the creek is relatively undeveloped, though DCNA has noted impacts from erosion and upstream development. The DCNA has acquired grant funding for further assessment and study of the watershed according to their website.

#### Infrastructure Improvements Prior to Annexation

King County has indicated that one project, the Simonds Road bypass pipe, is in construction, and will be complete before the potential annexation date.

#### Immediate Infrastructure Needs/Deficiencies

##### *Juanita Tributary 0125 (Billy Creek)*

During the December 14<sup>th</sup>, 2006 storm event, large quantities of mud washed out of Juanita Creek Trib 0125 (known locally as "Billy Creek") and inundated streets and houses in the vicinity of 94<sup>th</sup> Ave NE and NE 126<sup>th</sup> Place. This problem has occurred previously (in approximately 1990). The source of the mud is in the Finn Hill PAA. There is a drainage pipe that pours water into the top of the ravine carrying the creek that has caused erosion and movement of sediment. The source of the problem is in the PAA, but the resulting damage is in the City of Kirkland.

Alternatives to fix this problem include the following:

- √ Install a highflow bypass to bring water into the creek, rather than allowing it to pour down the banks
- √ Install detention upstream of the outflow of the pipe

It is likely that the first alternative, a highflow bypass, will be the more feasible option. A very rough estimate is that it would take \$500,000 to complete a highflow bypass project. King County staff are currently working on a feasibility and planning level cost estimate, and that information should be considered in future discussions. This project will be pursued with King County whether or not annexation moves forward.

#### *Constructed Drainage Systems*

The three Kirkland potential annexation areas (PAAs) contain developments and stormwater systems that are considerably older than most systems in Kirkland. Based on random video inspection, it appears that approximately 30% of the length inspected is in need of repair or replacement (video inspections logs are available on request). This is in contrast to the existing City of Kirkland, where approximately 20% of the length of pipe surveyed is in need of repair or replacement. It would be desirable to bring the system in the PAA up to at least the condition of the existing Kirkland system, and then to begin a similar level of spending as is done in Kirkland. A sum of approximately \$500,000 would provide a start toward this upgrade. Money would be divided between maintenance and CIP to achieve the 20% deficiency target. After that, on-going spending for major infrastructure replacement would be approximately \$130,000 per year, based on a 64% increase in area and \$200,00 annual Kirkland spending on CIP infrastructure repair/replacement and would be part of overall CIP spending. Minor replacement, as well as maintenance and cleaning would take place as part of the operations budget.

#### Long-Range Capital Needs

Further study will be needed to determine actual CIP needs in the PAA, but for discussion purposes, the following is a surface water CIP dollar amount based on 64% increase in land area:

Current CIP Funding = \$1,580,000 per year

Proposed PAA CIP Funding = \$1,011,200 per year

This level of funding would need to be adjusted based on field reconnaissance, and the need to balance operations and CIP needs. Replacement of aging and failing infrastructure should be funded at a level sufficient to prevent flooding and property damage that could result from catastrophic failure of these systems. Based on area this would be approximately \$130,000 per year. A comparison based on length of pipe in the PAAs vs. in Kirkland may give a more accurate assessment of this need.

As noted in the general assessment above, Juanita Creek will require significant spending to meet obligations under State and Federal regulations. Projects could include retrofits for flow control and water quality treatment, and construction of instream measures to improve fish habitat.

#### *Other Potential Projects*

Two other potential projects have been brought to our attention by King County staff. These are not expected to have major costs, but may require staff time and grant and/or construction management. The LE Johnson Dam is a privately owned concrete dam that is located in the Finn Hill PAA. The pond behind the dam has filled up with sediment, and the owner feels that inadequate erosion control by King County is to blame. The County has done some initial inspection and feasibility determination on this problem, but has not developed cost estimates or plans for sediment removal. If annexed, the owner of the dam may approach Kirkland to request assistance.

The Denny Creek Neighborhood Alliance has been working with King County to make improvement to the mouth of Denny Creek. The King County Council has allocated funds for the Water and Land Resources Division to design a fish-friendly replacement for an existing bulkhead along the Lake Washington shoreline at the mouth of the creek. Money has not yet been allocated for construction of the project, but it is expected that grant funds would be available, and that the project would largely be managed by the Denny Creek Neighborhood Alliance.

#### Impact of Annexation on Long-Range Capital Planning

Total revenue in the PAAs is estimated at about \$2.5 million based on current Kirkland surface water utility rates. The projected sum of about \$1 million for annual CIP spending would fit within this revenue amount, but would squeeze staff and equipment needs for the operation portion of the utility. Revenue per square mile for the PAAs is about \$140,000 per square mile lower than that in Kirkland because of the scarcity of commercial and multi-family properties which have a larger amount of impervious surface and are billed based on actual impervious surface versus the flat fee that is charged to single-family residences. Thus with the current rate structure about \$980,000 per year less will be collected than would be collected for these 7 square miles than for an equivalent area in the current City of Kirkland. At the same time, maintenance needs may be higher because of the number of above-ground systems and the age of pipes and structures. Engineering needs would be slightly increased over needs in Kirkland because much of the area is in a watershed that has major needs for study retrofit and monitoring. It may be necessary to lower annual CIP spending in order to keep pace with maintenance and engineering needs.



**CITY OF KIRKLAND**  
**Department of Parks & Community Services**  
505 Market Street, Suite A, Kirkland, WA 98033 425.587.3300  
[www.ci.kirkland.wa.us](http://www.ci.kirkland.wa.us)

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## MEMORANDUM

**To:** Tracy Burrows, Intergovernmental Relations Manager

**From:** Michael Cogle, Park Planning Manager

**Date:** September 14, 2007

**Subject:** Assessment of Immediate Capital Needs of County-Owned Parks in PAA

Attached is a table detailing the King County – owned park sites in the Potential Annexation Area (PAA). Park Operations Manager Jason Filan and I have had the opportunity to visit the parks to assess their general condition and needs.

Most of the sites are undeveloped and do not require any immediate, significant capital outlay. The most heavily used property, 132<sup>nd</sup> Square Park, is in fair condition and, while on-going maintenance could be improved, it likewise does not appear to require any immediate capital improvements.

Edith Moulton Park in North Juanita has seen much of its use by the public diminish over recent years as portions of the park have been abandoned by County maintenance. To reduce risk and improve user safety we would recommend that funding be provided to remove derelict and vandalized wooden shelters within the park, as well as to remove un-maintained, damaged asphalt parking and driveways. We estimate the cost of this to be generally between \$50,000 and \$100,000.

In addition, we anticipate that should the City of Kirkland become responsible for Edith Moulton Park there will be considerable community interest in restoring and improving the park. We would recommend that an appropriate first step would be to engage the community in a master planning process, the cost of which would be \$50,000 to \$75,000.

Please let me know if you have any questions or require more information.

### King County Parks in the Potential Annexation Area (September 2007)

Property	Type	Size	Neighborhood	Comments	Capital Funding Considerations
<b>Juanita Heights Park</b>	Undeveloped /Natural	3.23 acres	Finn Hill	Minimally-maintained looping trail. No site amenities.	None
<b>Edith Moulton Park</b>	Partial Developed /Community	26.71 acres	North Juanita	Small portion of park fronting 108 Ave NE currently maintained. Lawn area, landscaped beds, small picnic shelter. Significant trail system in interior of park. Portions of park have become derelict and heavily vandalized and are safety/risk concerns (damaged shelters, abandoned parking areas, for example)	\$50,000 - \$100,000 to demolish and remove abandoned park features including asphalt paving and wood shelters. Due to the size, features, history, and significant potential of the site, a community-based master planning process is recommended as a next step (\$50-75 K)
<b>132<sup>nd</sup> Square Park</b>	Developed /Community	9.76 acres	Kingsgate	Park features athletic fields, community-built playground, walking paths, restroom facility, open lawn areas, and landscaping, parking lot. Irrigation system. Park generally in satisfactory condition. No critical capital needs at this time.	None
<b>Kingsgate Park</b>	Undeveloped /Natural	7.20 acres	Kingsgate	Minimally-maintained trail. No site amenities.	None
<b>Windsor Vista Park</b>	Undeveloped /Natural	4.83 acres	North Juanita	Access and visibility quite difficult. Some neighborhood use. Trail and bridge at creek crossing. Small lawn area receives some mowing.	None
<b>Juanita Woodlands</b>	Undeveloped /Natural	36.24 acres	Finn Hill	Undeveloped heavily wooded open space.	None
<b>Juanita Triangle Park</b>	Undeveloped /Natural	0.48 acres	Finn Hill	Undeveloped wooded open space	None



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**ANNEXATION? LET'S TALK.  
KIRKLAND FOCUS GROUPS  
FINAL REPORT**

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**August 2007**

Prepared by

 **EnviroIssues**

101 Stewart St, Suite 1101  
Seattle, WA 98101

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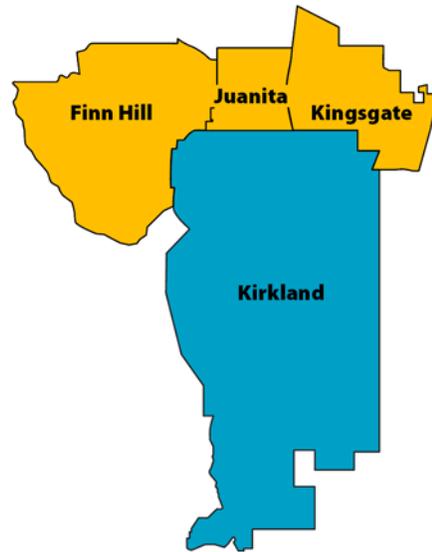
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## Introduction

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The City of Kirkland is considering the annexation of the Finn Hill, Upper Juanita, and Kingsgate neighborhoods. Annexation is when an unincorporated area votes or petitions to become part of a City and receive local services. The annexation of Kingsgate, Upper Juanita, and Finn Hill is not a new issue. From past studies the city found it was not financially feasible to do the annexation. A 2005 fiscal study identified an annual “annexation deficit” of \$4.7 million to fund services to the Potential Annexation Area.



*Map of Kirkland boundaries and the neighborhoods within the Potential Annexation Area.*

In 2006, the state legislature passed SB 6686 which provided state funding for 10 years that will provide incentives for cities to annex urban areas. The state funding would largely close the annexation deficit. In Fall 2006, the City Council began a four-phase process to take a closer look at annexation. Each phase of the process has a go-no go decision at the end of the phase where the Council weighs the information that has been collected during that phase. For annexation to proceed, the Council must make four Go decisions.

In Phase 1 which was from last fall to early spring, the Council engaged in a listening tour to consult with the Kirkland community, and conducted a new financial study on the impacts of annexation. The study determined that, in the long run, annexation would have a neutral or slightly positive impact on the City's finances. At the end of Phase 1, the Council decided to proceed to Phase 2 in order to a) extend outreach to the potential annexation areas, b) conduct a study of the status of infrastructure in the Potential Annexation Area in order to determine investment and cost of service details, c) work with King County to determine how a transition might occur, and d) continue to dialog with residents of Kirkland. The Council tentatively plans to make a go/no go decision on Phase 2 by the end of this year. These focus groups are part of the Phase 2 outreach to learn more from Kirkland and Potential Annexation Area residents.

The City of Kirkland conducted two focus groups with Kirkland residents on August 19, 2007. EnviroIssues moderated two 90-minute sessions at 6:00 p.m. and 8:00 p.m. The sessions were held at the following location:

GMA Research Corporation  
10829 N.E. 68th Street  
Longhouse Offices,  
Building "B", 2nd Floor  
Kirkland, Washington 98033

This report summarizes the results of both focus groups and combines responses for the purpose of capturing key comments and issues.

The purpose of the focus groups was to allow City Council members to further explore some of the comments received from Kirkland residents during Phase 1 and identify Kirkland's residents' priorities in regards to annexation. It is important to note that the goal of the focus group was not to identify people's opinion on whether the City should or should not move forward with annexation.

The goals of the focus group research were to:

1. Consult a random sampling of Kirkland residents who were unfamiliar with the issue of annexation
2. Explore how Kirkland residents defined "small town atmosphere" and determine if and how Kirkland residents believed annexation would pose a threat to the qualities they appreciated about their City.
3. Identify public attitudes towards annexation and determine the types of changes and benefits City of Kirkland residents anticipate might result from annexation.

Three focus groups were also conducted for each of the three potential annexation areas in unincorporated King County: Finn Hill, Upper Juanita, and Kingsgate. Please see the *Potential Annexation Area Focus Group Summary*.

## **Who participated?**

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During Phase 1, the City of Kirkland focused public outreach towards Kirkland residents to gather their initial thoughts and questions on the matter of annexation via public meetings, community briefings, and a website. The focus groups allowed the City Council to discuss issues gathered in Phase 1 in more depth with Kirkland residents who had not participated in the Phase 1 annexation dialogue. Focus group participants represented a diverse group of residents within the City of Kirkland.

### ***Participant Demographics***

All participants were recruited randomly and screened to ensure they were Kirkland residents. Participants were selected to ensure a mix of gender, age, occupation, and place of residence within the boundaries of the City of Kirkland. A total of 21 people participated in the two focus groups—12 men and 9 women. The age range of participants was 27-77.

### ***Selection Criteria***

All participants met the following selection criteria:

- All were residents of the City of Kirkland.
- None attended a City of Kirkland public meeting in the past year
- None were employed by City of Kirkland, or has a relative employed by City of Kirkland
- None participated in a focus group in the last year
- None were very involved in City of Kirkland issues
- None were very familiar with the topic of annexation

# What did they do?

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## **Background**

Participants were given minimal information about the topic of the focus group before arriving at their session. At the beginning of each session, the moderator introduced herself and shared the purpose of the focus groups with participants. They were informed that the City of Kirkland was sponsoring the focus groups and the purpose was to explore what residents knew about annexation, what their thoughts were, and to inform and educate the participants about Kirkland's annexation issue. Participants were asked to state their name, how long they lived in Kirkland, and what they knew or had heard about annexation. Participants identified themselves as having lived within the City of Kirkland between the range of six months and 40 years. Next, the moderator read aloud a background piece that provided general information about annexation, newly available State financial assistance, and the City of Kirkland's decision-making process. (For the complete background piece, see Appendix A). Questions asked by participants after the background piece was read included:



*Houghton Beach is located within the City of Kirkland.*

1. Is annexation planned for all three neighborhoods at one time or can the City just annex one or two of the three neighborhoods?
2. After the ten years of allotted State funding for annexation, will the financial outlook for the City still be positive or neutral?
3. If annexation occurred, would the Potential Annexation Area receive utilities from the City of Kirkland and is the City equipped to handle the added customers?
4. Why do citizens (PAA) vote on annexation? Is it because it affects their taxes? Why can't elected officials just vote to implement it?
5. Have there been studies or surveys on how Potential Annexation Area residents feel about annexation?
6. Who initiated the annexation? Was it the City of Kirkland or did Potential Annexation Area residents ask to be part of the City?
7. Will annexation affect taxes for the City of Kirkland?
8. How secure is the State funding?
9. Who provides services to the Potential Annexation Area now?

## ***Questions and Discussion Tools***

After establishing some general knowledge about the City of Kirkland's annexation dialogue, participants were led through different discussions designed to provide feedback on their values and opinions regarding how annexation might affect the City of Kirkland. The moderator recorded participant responses on flip-charts throughout the discussion and a recorder was present in the room taking notes. Near the end of the session, participants were asked to individually fill out a worksheet and prioritize potential benefits of annexation in order of importance to them. (The sample worksheet is included in Appendix B.)

Participants were asked to consider and discuss the following questions:

1. If the City annexed the three areas under question, (Finn Hill, Upper Juanita and Kingsgate) do you think anything would change as a result?
2. What would those changes be? Why?
3. If I say Kirkland has a "small town feel" to you, would you agree? If so, what does that mean to you? Would that change if Kirkland were to annex the Potential Annexation Area? If so, how?
4. The City has provided the following list of possible benefits of annexation. Some of these came from City staff and others came from people in the community as they discussed annexation.
  - a. Kirkland could have a greater voice in regional transportation and planning decisions that affect us locally.
  - b. The annexed area would have similar land use regulations as Kirkland and we would have more impact on development that occurs adjacent to our existing neighborhoods.
  - c. Annexation is an opportunity to increase Kirkland's large wooded areas and natural resources.
  - d. Annexation of these areas would "complete" Kirkland's growth, especially since Kirkland already annexed the Totem Lake, revenue-producing area earlier.
  - e. Are there other benefits that might be listed? Can we agree on one or two of the changes listed that should be added to the list of potential benefits on the worksheet provided?

Please rank the benefits listed on your worksheet in order of importance (1 being the highest).

5. Look at the list of possible changes and possible benefits listed. Is there anything there that makes you think annexation should or should not go forward? In other words, are there any show-stoppers or must-dos? What questions would you want to have answered before you made a decision about whether you support or oppose annexation?

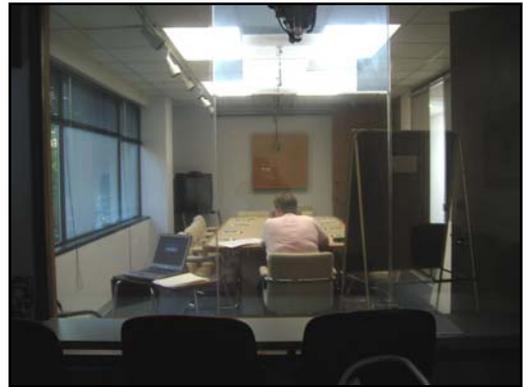
## What did they say?

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### **Background Knowledge**

As part of the participation requirements, most of the residents were not very familiar with the issue of annexation. At the beginning of the session, most participants expressed little or vague knowledge about annexation and most did not seem to have a formed opinion on annexation. A few, though, had heard opinions, some positive, some negative from friends or acquaintances. About half of the participants thought that the Finn Hill, Upper Juanita, and Kingsgate neighborhoods were already part of the City of Kirkland.

Many of the participants did not know which government or private entities provided services to the Potential Annexation Area. After hearing the background information, a significant amount of participants understood the concept of annexation and felt comfortable participating in the discussion with the basic information they were provided.



*City councilmembers and staff observed the focus group sessions through a two-way mirror.*

For the most part, participants trusted the financial information given to them regarding the effects annexation might have on the City's budget. There were skeptics in the groups, however, who doubted the results of the financial analysis and wanted more information about the study.

### **General Perspectives**

Below is an overview of responses from the two focus group sessions. Please note that the statements added below are not verbatim, but are paraphrased to help present a general idea of the input from the participants. The bullets below highlight common themes that emerged as the groups wrestled with the effects of annexation on the City of Kirkland. (The complete tally of responses to the possible benefits ranking exercise can be found in Appendix C.)

- **Participants consistently defined the City of Kirkland's "small town" atmosphere.** The groups varied on whether they would label Kirkland as a "small town". However, a strong majority of the participants agreed on how they define the City of Kirkland's "small town" feel and the qualities they appreciated about living in Kirkland. The attributes mentioned that contributed to Kirkland's "small town" feel included the pedestrian friendly downtown area and predominance of small "mom and pop" or unique businesses. Participants appreciated the various parks and waterfront recreational spaces and the way the City characterizes itself with public art. Many agreed that the separation of Kirkland into neighborhoods helped residents connect with their neighbors and the City as a whole.

*The low building heights make Kirkland feel like a small town.*

*The City staff makes a tremendous effort to be friendly and helpful.*

- **Annexation would not affect the City of Kirkland’s “small town” atmosphere.** Several participants thought that the potential annexation area was already part of Kirkland boundaries. Participants noted that roads, schools, and parks are already shared between the Potential Annexation Area and Kirkland. A few participants, however, thought annexation could result in an increase in traffic because of possible commercial development or high-density residential zoning in the Potential Annexation Area. Other participants reasoned that despite annexation, the City would have to contend with a growing population and city either way. Most participants agreed that annexation would not affect the “small town” qualities of Kirkland and the City could continue to maintain the downtown area and parks.

*The Kingsgate and Finn Hill area already have shopping centers and grocery stores. Annexation would not start pulling [Potential Annexation Area residents] into the Kirkland area.*

*The City of Kirkland has already reacted to growth in the past and will continue to protect Kirkland’s downtown area.*

- **Participants did not believe annexation would have an affect on their daily lives.** When asked whether annexation would result in any changes to the City of Kirkland, a participant in each group shared that they did not believe annexation would alter their daily lives and the groups generally agreed. Participants pointed out the adjustments that the City overall may experience, such as changes to local and regional politics and potential financial challenges.

*I don’t think I’ll notice any day to day changes.*

- **In general, participants expressed that they understood annexation better after the focus group discussion, but many indicated a desire for more information, specifically about the financial analysis, before they would form an opinion.** Many Kirkland residents understood the different issues that the City Council will have to weigh as they deliberate about annexation. The group considered the local and regional effects of annexation and the various potential benefits and challenges the City may face. Participants noted that the results of the financial analysis would be an important factor in forming an opinion about annexation.

*The City should consider how annexation might affect our taxes in the future and provide financial information to citizens.*

*If annexation occurred, the City could save money through economies of scale, since you’re extending services over a larger group of people and spreading the overhead cost over a larger area and group of people.*

- **Annexation may affect the City of Kirkland’s local and regional politics.** Participants noted possible changes to local and regional politics. As a larger population, some participants believed the City would have more representative votes and be able to affect politics at the regional and state level. Participants also noted that in a larger City, it might

be more difficult to have your concerns addressed. For example, a neighborhood with active and organized residents may be more effective at lobbying for certain improvements in their area. Participants also questioned whether the demographics of the Potential Annexation Area could alter Kirkland's voting patterns.

*The benefits of having a larger financial base and a bigger political voice are important gains.*

*In a bigger City, neighborhoods may have to speak up more to have their concerns addressed.*

*The City should compare the demographics of the Potential Annexation Area with Kirkland and deduce the types of changes we might see in voting patterns.*

- **Improved police protection in the Potential Annexation Area would be a benefit to Kirkland residents.** Participants noted that police protection and quick response times within the Potential Annexation Area affect Kirkland residents and their families who may travel or recreate in this area. Currently, the potential annexation area is served by the King County Sherriff's office. Participants in the first session believed Kirkland Police Officers would better serve the area and agreed to add this to their list of potential benefits of annexation.

*It's a benefit for Kirkland residents to have better police protection in the Potential Annexation Area, so that when we or our families use that area we do not have to worry about police response.*

*As someone who lives ten blocks from the Potential Annexation Area boundary, I think it's important to have better police protection in this area. I must have waited over an hour when my car broke down in the Potential Annexation Area, whereas in Kirkland, it would have only been ten minutes.*

- **Impacting the planning and development of areas adjacent to Kirkland's boundaries is an important benefit for Kirkland residents.** Most participants ranked the City's influence on the development of neighboring areas as the most important potential benefit of annexation. Residents inquired about commercial development in the Potential Annexation Area, improvement of parks and green spaces, and controlling growth. Participants viewed the application of Kirkland's zoning and land use regulations to the Finn Hill, Juanita, and Kingsgate neighborhoods as a positive change. Some participants were concerned that if the City did not annex, then the growth and development of the Potential Annexation Area could have a negative affect on Kirkland in the long term. A few participants stated that the City should locate potential areas for commercial development within the Potential Annexation to increase revenues for the City.

*Growth is going to happen anyway. We might as well do it together.*

- **Participants did not have strong opinions on whether annexation should or should not proceed, (show-stoppers or must-dos) but noted issues that were important to them.** Most participants did not see any specific issues that would cause them to support or reject the idea of annexation. Participants felt more informed about annexation, but wanted more information about the financial analysis. Some participants noted that they would not support annexation if the long-term affects of annexation would result in greater financial challenges for the Kirkland resident and City as a whole. After discussing Kirkland’s “small town” atmosphere, one participant noted that annexation would be a “show-stopper” if it affects the quality of life in Kirkland. Some participants strongly noted the positive aspects of annexation, such as the increased safety in adjacent neighborhoods to Kirkland.

*I came in thinking negatively about annexation, but do not feel that way anymore.*

*To support annexation, I would need to see more financial information and feel secure that annexation would not result in higher taxes and a strain on the City’s resources in the long term.*

## How will the results of the focus groups be used?

Results from the Kirkland focus groups will be used to help the Kirkland City Council make an informed decision on whether to proceed to Phase 3 of the annexation decision-making process. In Phase 3, the City Council would put annexation on the ballot in the Potential Annexation Area. Participants’ opinions and feedback will also be used to help guide future outreach efforts on the topic of annexation. Each focus group was asked how they would like to receive information from the City on annexation. Suggestions included:



*Residents attended a public forum on annexation in June 2007.*

- Participants like to receive **mailers** and **e-mail** from the City of Kirkland to stay updated on the process.
- Participants believed **informational brochures** would be helpful in learning more about the details of annexation. One participant suggested a pamphlet similar to a voter’s guide that expresses pro and con arguments from experts.
- Participants suggested two sources of **print media**, the Kirkland Courier and the Seattle Times, eastside section.
- Some participants suggested the **Internet** as an effective way to share information and showed interest in reviewing the City of Kirkland’s annexation web page.
- **Neighborhood associations** were also mentioned as a good source of information and some participants either attend meetings or are on the e-mail list servs.

## ***Appendix A – Background***

Annexation is when residents of an unincorporated area vote or petition to become part of a larger city, such as Kirkland, and receive local services such as police, parks and roads from the annexing city, rather than the county.

Kirkland's Potential Annexation Area (PAA) is divided into three neighborhoods – Kingsgate, Upper Juanita, and Finn Hill. This largely residential area is approximately seven square miles, extending north of Kirkland to approximately NE 145<sup>th</sup> St. It would add about 33,000 people to the city of Kirkland. Kirkland's current population is about 48,000 and is approximately 11 square miles.

Kirkland is a city built by annexation. Since its incorporation in 1905, the City of Kirkland has grown to approximately 12 times its original geographic size. The annexation of Kingsgate, Upper Juanita, and Finn Hill is not a new issue. From past studies the city found it was not financially feasible to do the annexation. A 2005 fiscal study identified an annual "annexation deficit" of \$4.7 million to fund services to the Potential Annexation Area.

In 2006, the state legislature passed SB 6686 which provided state funding for 10 years that will provide incentives for cities to annex urban areas. The state is encouraging annexation because it believes that cities are better able to provide services to urban areas and counties should continue to provide services to rural areas. Kirkland's potential annexation areas are currently provided services by the county. The state funding would largely close the annexation deficit. Annexation must be initiated by 2010 in order for the City to be eligible for the State funding.

With this additional funding available, Kirkland is taking another, closer look at the issue of annexation. The City Council began a four-phase process last fall to do this. Each phase of the process has a go-no go decision at the end of the phase where the Council weighs the information that has been collected during that phase. For annexation to proceed, the Council must make four Go decisions.

In Phase 1 which was from last fall to early spring, the Council engaged in a listening tour to consult with the Kirkland community, and conducted a new financial study on the impacts of annexation. The study determined that annexation would have a neutral or slightly positive impact on the city's budget, due to the new state funding. As part of the listening tour, staff and Council met with neighborhood, business and community groups, attended farmer's markets, conducted public forums, provided printed information and set up a web site.

At the end of Phase 1, the Council decided to proceed to Phase 2 in order to a) extend outreach to the potential annexation areas, b) conduct a study of the status of infrastructure in the Potential Annexation Area in order to determine investment and cost of service details, c) work with King County to determine how a transition might occur, and d) continue to dialog with residents of Kirkland. The Council tentatively plans to make a go/no go decision on Phase 2 by the end of this year.

If the council decides to move to Phase 3, that would put the question of annexation on the ballot for the Potential Annexation Area. In Phase 4, if the vote is in favor of annexation, the Council would have to approve annexation and then begin implementation.

## **Appendix B – Ranking Worksheet**

### **Possible Benefits of Annexation**

- \_\_\_\_\_ Kirkland could have a greater voice in regional transportation and planning decisions that affect us locally.
  
- \_\_\_\_\_ The annexed area would have similar land use regulations as Kirkland and we would have more impact on development that occurs adjacent to our existing neighborhoods.
  
- \_\_\_\_\_ Annexation is an opportunity to increase Kirkland’s large wooded areas and natural resources.
  
- \_\_\_\_\_ Annexation of these areas would “complete” Kirkland’s growth, especially since Kirkland already annexed the Totem Lake, revenue-producing area earlier.

\_\_\_\_\_ Other: \_\_\_\_\_  
\_\_\_\_\_  
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\_\_\_\_\_ Other: \_\_\_\_\_  
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**Appendix C – Response Tally**

<b>Possible Benefits of Annexation</b>	<b>Number of People Who Assigned Each Ranking</b>					
	<b>* = a participant considered this program the most important</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
Kirkland could have a greater voice in regional transportation and planning decisions that affect us locally.	<b>*****</b>	6	8	1	4	2
The annexed area would have similar land use regulations as Kirkland and we would have more impact on development that occurs adjacent to our existing neighborhoods.	<b>*****</b>	9	5	2	4	1
Annexation is an opportunity to increase Kirkland's large wooded areas and natural resources.	<b>*</b>	1	3	7	5	4
Annexation of these areas would "complete" Kirkland's growth, especially since Kirkland already annexed the Totem lake, revenue-producing area earlier.	<b>**</b>	2	1	5	7	5
Focus group session 1's 'other' option (Enhanced police service in Potential Annexation Area)	<b>**</b>	2	1	4	0	3
Focus group session 2's 'other' option (Quality of life in Potential Annexation Area)	<b>*</b>	1	3	1	1	4

*Please note: Not all participants ranked all of the options, but all participants selected their top two choices for potential benefits.*



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**ANNEXATION? LET'S TALK.**

**POTENTIAL ANNEXATION AREA**

**FOCUS GROUPS**

**FINAL REPORT**

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**August 2007**

Prepared by

 **EnviroIssues**

101 Stewart St, Suite 1101  
Seattle, WA 98101

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## Introduction

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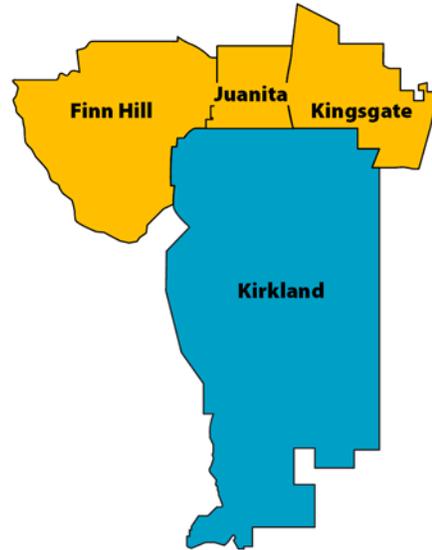
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In Phase 1 which was from last fall to early spring, the Council engaged in a listening tour to consult with the Kirkland community, and conducted a new financial study on the impacts of annexation. The study determined that, in the long run, annexation would have a neutral or slightly positive impact on the City's finances. At the end of Phase 1, the Council decided to proceed to Phase 2 in order to a) extend outreach to the potential annexation areas, b) conduct a study of the status of infrastructure in the Potential Annexation Area in order to determine investment and cost of service details, c) work with King County to determine how a transition might occur, and d) continue to dialog with residents of Kirkland. The Council tentatively plans to make a go/no go decision on Phase 2 by the end of this year. These focus groups are part of the Phase 2 outreach to learn more from Kirkland and Potential Annexation Area residents.

The City of Kirkland conducted three focus groups, one for each neighborhood within the Potential Annexation Area (Finn Hill, Upper Juanita, and Kingsgate). They took place on August 27 and 28, 2007. EnviroIssues moderated 90-minute sessions at 6:00 p.m. and 8:00 p.m. on Tuesday, and at 7:00 p.m. on Wednesday. The sessions were held at the following location:

GMA Research Corporation  
10829 N.E. 68th Street  
Longhouse Offices,  
Building "B", 2nd Floor  
Kirkland, Washington 98033



*Map of Kirkland boundaries and the neighborhoods within the Potential Annexation Area.*

This report summarizes the results of all three focus groups and combines responses for the purpose of capturing key comments and issues.

The focus groups allowed City Council members to determine what kinds of questions and comments Potential Annexation Area residents have about annexation. Splitting the groups according to the three Potential Annexation Area neighborhoods was done to see if there were questions or concerns unique to each community. It is important to note that the goal of the focus groups was not to identify people's opinion on whether the City of Kirkland should or should not move forward with annexation.

The goals of the focus group research were to:

1. Consult a random sampling of Potential Annexation Area residents who were unfamiliar with the issue of annexation
2. Explore what Potential Annexation Area residents feel would change if they were to be annexed to Kirkland, and if those changes were positive or negative
3. Identify what additional information Potential Annexation Area residents would want or need in order to make a decision on annexation

Two focus groups were also conducted with Kirkland residents. Please see the *Kirkland Focus Group Summary*.

## **Who participated?**

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During Phase 1, the City of Kirkland focused public outreach towards Kirkland residents to gather their initial thoughts and questions on the matter of annexation. Phase 2 marks the beginning of an outreach effort geared towards Potential Annexation Area residents. The focus groups allowed the City Council to gauge how Potential Annexation Area residents feel annexation would affect them, and what their initial questions and concerns are when presented with basic information on the issue. Focus group participants generally were not familiar with annexation, and are not active participants in city or county governmental issues.

### ***Participant Demographics***

All participants were recruited randomly and screened to ensure they were Potential Annexation Area residents. Participants were selected to ensure a mix of gender, age, occupation, and place of residence within the boundaries of the City of Kirkland. A total of 28 people participated in the three focus groups—9 men and 19 women. The age range of participants was 30-75.

### ***Selection Criteria***

All participants met the following selection criteria:

- All were residents of a Potential Annexation Area neighborhood: Finn Hill, Upper Juanita, or Kingsgate.
- None attended a public meeting in the past year
- None were employed by City of Kirkland, or has a relative employed by City of Kirkland
- None participated in a focus group in the last year

- None were very involved in City of Kirkland issues
- None were very familiar with the topic of annexation

## **What did they do?**

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### ***Background***

Participants were given minimal information about the topic of the focus group before arriving at their session. At the beginning of each session, the moderator introduced herself and shared the purpose of the focus groups with participants. They were informed that the City of Kirkland was sponsoring the focus groups and the purpose was to explore what Potential Annexation Area residents knew about annexation, what their thoughts were, and to inform and educate the participants about Kirkland's annexation issue. Participants were asked to state their name, how long they lived in the Potential Annexation Area, and what they knew or had heard about annexation. Participants identified themselves as having lived within the Potential Annexation Area between the range of one year and 41 years. Next, the moderator read aloud a background piece that provided general information about annexation, the newly available State financial assistance, and the City of Kirkland's decision-making process. (For the complete background piece, see Appendix A). After the background piece was read by the moderator, participants had several initial questions:

1. How were the boundaries for Kirkland's Potential Annexation Area (PAA) determined? How did they determine Potential Annexation Area boundaries for Kenmore, Bothell, and Woodinville?
2. Was it Kirkland who decided to pursue annexing the Potential Annexation Area, or did King County ask them to? Is King County part of the decision-making process?
3. If annexation occurred, would police service change for the Potential Annexation Area and would the City of Kirkland increase the size of its force?
4. What would happen if the Potential Annexation Area residents vote down annexation in Phase 3?
5. If there were to be a vote on annexation in the Potential Annexation Area, when would that happen? Would it be considered a special election or an advisory vote?
6. What does the state funding consist of?
7. Is it mandatory that Kirkland annex all three Potential Annexation Area neighborhoods?
8. Is the City of Kirkland pro-annexation?
9. In order for annexation to proceed, does the vote need to have a majority favoring annexation for all three Potential Annexation Area neighborhoods in total, or a majority in each neighborhood?

10. Why didn't the City of Kirkland annex the Potential Annexation Area previously?

### **Questions and Discussion Tools**

After hearing the background information, participants were led through different discussions designed to provide feedback on their values and opinions regarding how annexation might affect them. The moderator recorded participant responses on flip-charts throughout the discussion and a recorder was present in the room taking notes. Near the end of the session, participants were asked to individually fill out a worksheet and prioritize potential benefits of annexation in order of importance to them. (The sample worksheet is included in Appendix B.)

Participants were asked to consider the following questions:

1. If the City annexed the three areas under question, (Finn Hill, Upper Juanita and Kingsgate) do you think anything would change as a result?
2. What would those changes be? Why?
3. The City has provided the following list of possible benefits of annexation. Some of these came from City staff and others came from people in the community as they discussed annexation.
  - a. The combined City of Kirkland and Potential Annexation Area could have a greater voice in regional transportation and planning decisions that affect us locally.
  - b. The localized representation and approachability of Kirkland City Council members would be an advantage to Potential Annexation Area residents.
  - c. If annexation occurs, the City would be able to provide services to the Potential Annexation Area at standards that King County may not be able to sustain in the long term.
  - d. Many Potential Annexation Area residents have Kirkland addresses and shop and recreate in Kirkland. Annexing the Potential Annexation Area may "formalize" what is already considered to be the greater Kirkland community.

Please rank the benefits listed on your worksheet in order of importance (1 being the highest).

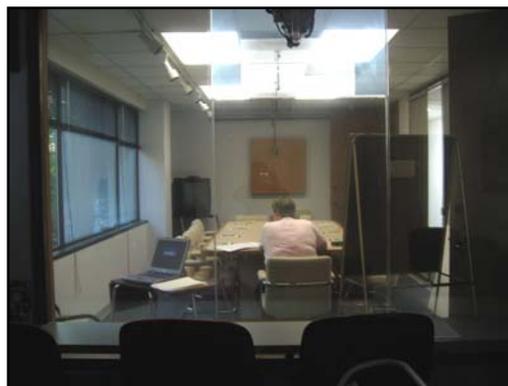
4. Look at the list of possible changes and possible benefits listed. Is there anything there that makes you think annexation should or should not go forward? In other words, are there any show-stoppers or must-dos? What questions would you want to have answered before you made a decision about whether you support or oppose annexation?

## What did they say?

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### ***Background Knowledge***

As part of the participation requirements, most of the residents were not very familiar with the issue of annexation. Several people were somewhat familiar with annexation, and had either positive or negative associations. Some assumed that Kirkland residents did not want to annex the Potential Annexation Area, as they had seen negative publicity on the issue. Others just knew the basic definition of annexation and that the City of Kirkland was considering annexing their neighborhood. After hearing the background information, a significant amount of participants understood the concept of annexation and felt comfortable participating in the discussion with the basic information they were provided.



*City council members and staff observed the focus group sessions through a two-way mirror.*

Participants had mixed reactions when presented with the results of the financial analysis that stated annexation might have a neutral or slightly positive affect on the City's budget. Some were skeptical that they would see an increased level of service without having to pay significantly higher taxes. Others were more optimistic that joining Kirkland could have significant benefits without significant increases in taxes.

### ***General Perspectives***

Below is an overview of responses from the three focus group sessions. Please note that the statements added below are not verbatim, but are paraphrased to help present a general idea of the input from the participants. Focus groups were divided according to neighborhood, but responses did not vary significantly from group to group. Therefore the responses of all three groups are combined in one summary. To see how each neighborhood ranked the list of benefits, see Appendix C.

The bullets below highlight common themes that emerged as the groups wrestled with the effects of annexation on the Potential Annexation Area. (The complete tally of responses to the possible benefits ranking exercise can be found in Appendix E.)

- **Participants want more specific information on the level of services they will receive and any change in taxes as a result of annexation.** Many Potential Annexation Area residents in each group expressed that they supported the general idea of annexation, but needed more detailed information on the ratio between the level of services they would receive and any additional costs for taxpayers. There was some confusion over what services were provided by cities and counties such as trash collection and police service, and what services were federal, such as postal service. Many participants also wanted the City of Kirkland to provide a clearer definition of "services", and questioned the

assumption that King County might not sustain their current level of services if annexation does not proceed.

*The ratio of taxes to services is what matters. I don't want to get the 'bait and switch' where taxes go up later for us after 10 years.*

*The City of Kirkland needs to be concrete about levels of service, and give more specifics. I would love to get something in the mail that says 'pros' and 'cons'.*

- **Participants generally believed they would enjoy an increased level of service with Kirkland overall.** Participants felt that the City of Kirkland could provide a higher standard of services than King County, particularly in Finn Hill. Over half of the Potential Annexation Area participants ranked the increase in service levels from the City of Kirkland as the most important potential benefit to them. A majority of the group also felt that they would have better access to voice complaints or ask questions about local services.

*The access to services would be much better in Kirkland. I'd be able to walk into City Hall and talk with someone in person about my concerns, or get a voice on the phone.*

- **Participants noted that annexation would affect police services within the Potential Annexation Area.** Several people in each group immediately thought of police service when asked whether annexation would result in any changes. They cited slow response times and a lack of available staff as common problems with their current service through the King County Sheriff's office. A few people defended the existing system and questioned whether the additional police staff would venture beyond the original Kirkland boundaries.

*We have to wait sometimes three and a half hours for a police car to arrive from King County.*

- **Participants expressed that a change in representation was significant, and had mixed reactions about whether it would be positive or negative.** Many participants cited a change in representation as a significant change if annexation were to move forward. However, they were uncertain as to whether their new City Council representation would be better or worse. They felt that the Kirkland City Council would be more invested in local community issues than the King County Council. Others felt that they were well-served by the King County Council, and questioned whether they would get as much attention from the City.

*I know who my King County Councilmember is. If the Kirkland City Council is elected at-large, will they really represent us?*

*The Kirkland City Council could be more accessible because, for one, you wouldn't have to drive across a bridge to get to the meeting.*

- **Access to community programs with the City of Kirkland at discounted rates is a significant benefit for Potential Annexation Area residents.** Many Potential Annexation Area residents already recreate and use community facilities within Kirkland and pay higher fees than City residents. Participants cited lower rates as City of Kirkland residents as a significant benefit associated with annexation. Some participants shared that annexation would formalize the greater Kirkland community that they already feel attached to.

*We wouldn't have to pay higher fees to have our kids do activities at the Kirkland community center, use the pool, or participate in the parks programs.*

- **Participants anticipated a stricter level of enforcement and more efficient regulations from the City of Kirkland.** Particularly in Finn Hill, participants felt that joining Kirkland would enable them to get building permits more easily. Several participants in Finn Hill and Kingsgate also saw benefits in having stricter regulations for activities such as fireworks and gambling.

*I've heard that we could get building permits faster because you'd just go to the City of Kirkland instead of King County.*

- **Participants expressed concern that Kirkland residents may be opposed to annexation.** Although Potential Annexation Area residents were divided as to whether it was an important benefit to “formalize” their status as a Kirkland resident, many expressed concern that current Kirkland residents may not want them to join their community, or may fear the change it would bring. Fear of change was also cited as a concern for Potential Annexation Area residents, particularly since they have not yet received much information from the City of Kirkland about annexation. Several noted having seen anti-annexation Web sites or e-mails.

*I've heard lots of negative opinions from people that are afraid. It'd be nice to have a solid statement from the City of Kirkland.*

- **Participants did not have strong opinions on whether annexation should or should not proceed (show-stoppers or must-dos), but noted issues that were important to them.** Participants recognized the concerns and benefits associated with annexation, but did not feel strongly enough to say that those issues would be a “show-stopper” or a “must-do”. A few participants expressed that the restriction of fireworks after annexation is an important benefit that would lead them to support annexation. Other participants noted that the increase in police service is a high priority in their decision to support annexation. Some participants noted that they would not support annexation if it resulted in a significant tax increase.

*I live in Kingsgate and would like annexation to proceed so that fireworks are banned in my neighborhood.*

## How will the results of the focus groups be used?

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Results from the Potential Annexation Area focus groups will be used to help the Kirkland City Council make an informed decision on whether to proceed to Phase 3 of the annexation decision-making process. In Phase 3, the City Council would put annexation on the ballot in the Potential Annexation Area. Participants' opinions and feedback will also be used to help guide future outreach efforts on the topic of annexation. Each focus group was asked how they would like to receive information from the City on annexation.



*Residents attended a public forum on annexation in June 2007.*

Suggestions included:

- Participants like to receive **mailers** and **e-mail** from the City of Kirkland to stay updated on the process, rather than phone calls.
- Participants said **signage** in the neighborhoods announcing public meetings or upcoming milestones would be an effective way to distribute information.
- Participants suggested two sources of **print media**, the Kirkland Reporter (formerly Kirkland Courier) and the Seattle Times, eastside section.
- Some participants suggested the **Internet** as an effective way to share information and showed interest in reviewing the City of Kirkland's annexation web page.
- **Neighborhood associations** and their electronic newsletters or blogs were also mentioned as a good source of information.

## ***Appendix A – Background***

Annexation is when residents of an unincorporated area vote or petition to become part of a larger city, such as Kirkland, and receive local services such as police, parks and roads from the annexing city, rather than the county.

Kirkland's potential annexation area (PAA) is divided into three neighborhoods – Kingsgate, Upper Juanita, and Finn Hill. This largely residential area is approximately seven square miles, extending north of Kirkland to approximately NE 145<sup>th</sup> St. It would add about 33,000 people to the city of Kirkland. Kirkland's current population is about 48,000 and is approximately 11 square miles.

It is the City's intent to provide the same level of service to the annexation area as it provides within the existing City limits. The most noticeable differences to residents of the Potential Annexation Area would likely be improvements in police protection and street and park maintenance. Kirkland already provides fire protection and emergency medical services to all but a small portion of the annexation area. Annexation would not affect school district boundaries. It is estimated that an average homeowner would pay about the same amount or a little less taxes and fees as a Kirkland resident than under King County, depending on the assessed value of their property and their utility usage.

Kirkland is a city built by annexation. Since its incorporation in 1905, the City of Kirkland has grown to approximately 12 times its original geographic size. The annexation of Kingsgate, Upper Juanita, and Finn Hill is not a new issue. From past studies the city found it was not financially feasible to do the annexation. A 2005 fiscal study identified an annual "annexation deficit" of \$4.7 million to fund services to the Potential Annexation Area.

In 2006, the state legislature passed SB 6686 which provided state funding for 10 years that will provide incentives for cities to annex urban areas. The state is encouraging annexation because it believes that cities are better able to provide services to urban areas and counties should continue to provide services to rural areas. Kirkland's potential annexation areas are currently provided services by the county. The state funding would largely close the annexation deficit. Annexation must be initiated by 2010 in order for the City to be eligible for the State funding.

With this additional funding available, Kirkland is taking another, closer look at the issue of annexation. The City Council began a four-phase process last fall to do this. Each phase of the process has a go-no go decision at the end of the phase where the Council weighs the information that has been collected during that phase. For annexation to proceed, the Council must make four Go decisions.

In Phase 1 which was from last fall to early spring, the Council engaged in a listening tour to consult with the Kirkland community, and conducted a new financial study on the impacts of annexation. The study determined that annexation would have a neutral or slightly positive impact on the city's budget, due to the new state funding. As part of the listening tour, staff and

Council met with neighborhood, business and community groups, attended farmer's markets, conducted public forums, provided printed information and set up a web site.

At the end of Phase 1, the Council decided to proceed to Phase 2 in order to a) extend outreach to the potential annexation areas, b) conduct a study of the status of infrastructure in the Potential Annexation Area in order to determine investment and cost of service details, c) work with King County to determine how a transition might occur, and d) continue to dialog with residents of Kirkland. The Council tentatively plans to make a go/no go decision on Phase 2 by the end of this year.

If the council decides to move to Phase 3, that would put the question of annexation on the ballot for the Potential Annexation Area. In Phase 4, if the vote is in favor of annexation, the Council would have to approve annexation and then begin implementation.

## **Appendix B – Ranking Worksheet**

### **Possible Benefits of Annexation**

\_\_\_\_\_ The combined City of Kirkland and Potential Annexation Area could have a greater voice in regional transportation and planning decisions that affect us locally.

\_\_\_\_\_ The localized representation and approachability of Kirkland City Council members would be an advantage to Potential Annexation Area residents.

\_\_\_\_\_ If annexation occurs, the City would be able to provide services to the Potential Annexation Area at standards that King County may not be able to sustain in the long term.

\_\_\_\_\_ Many Potential Annexation Area residents have Kirkland addresses and shop and recreate in Kirkland. Annexing the Potential Annexation Area may “formalize” what is already considered to be the greater Kirkland community.

\_\_\_\_\_ Other: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

\_\_\_\_\_ Other: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**Appendix C – Response Tally**

**Potential Annexation Area Combined**

<b>Possible Benefits of Annexation</b>	<b>Number of People Who Assigned Each Ranking</b>						
	<b>* = a participant considered this program the most important</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>
The combined City of Kirkland and Potential Annexation Area could have a greater voice in regional transportation and planning decisions that affect us locally.	<b>*****</b>	5	11	4	7	1	0
The localized representation and approachability of Kirkland City Council members would be an advantage to Potential Annexation Area residents.	<b>**</b>	2	6	10	3	4	3
If annexation occurs, the City would be able to provide services to the Potential Annexation Area at standards that King County may not be able to sustain in the long term.	<b>***** ***** *****</b>	18	3	4	1	0	2
Many Potential Annexation Area residents have Kirkland addresses and shop and recreate in Kirkland. Annexing the Potential Annexation Area may “formalize” what is already considered to be the greater Kirkland community.	<b>*</b>	1	3	6	7	4	7

*Please note: Kingsgate participants did not rank ‘5’ or ‘6’ because they did not have additional categories of benefits*

## Finn Hill Neighborhood

Possible Benefits of Annexation	Number of People Who Assigned Each Ranking					
	★ = a participant considered this program the most important					
	1	2	3	4	5	6
The combined City of Kirkland and Potential Annexation Area could have a greater voice in regional transportation and planning decisions that affect us locally.	0	6	1	2	0	0
The localized representation and approachability of Kirkland City Council members would be an advantage to Potential Annexation Area residents.	1	0	1	1	4	2
If annexation occurs, the City would be able to provide services to the Potential Annexation Area at standards that King County may not be able to sustain in the long term.	8	0	0	0	0	1
Many Potential Annexation Area residents have Kirkland addresses and shop and recreate in Kirkland. Annexing the Potential Annexation Area may “formalize” what is already considered to be the greater Kirkland community.	0	2	4	1	2	0
Finn Hill’s ‘other’ option 1 (easier permit process)	0	0	1	3	3	1
Finn Hill’s ‘other’ option 2 (ban on fireworks)	0	1	2	2	0	5

## Upper Juanita Neighborhood

Possible Benefits of Annexation	Number of People Who Assigned Each Ranking						
	* = a participant considered this program the most important	1	2	3	4	5	6
The combined City of Kirkland and Potential Annexation Area could have a greater voice in regional transportation and planning decisions that affect us locally.	**	2	3	0	4	1	0
The localized representation and approachability of Kirkland City Council members would be an advantage to Potential Annexation Area residents.		0	2	6	1	0	1
If annexation occurs, the City would be able to provide services to the Potential Annexation Area at standards that King County may not be able to sustain in the long term.	*****	6	/	3	0	0	1
Many Potential Annexation Area residents have Kirkland addresses and shop and recreate in Kirkland. Annexing the Potential Annexation Area may “formalize” what is already considered to be the greater Kirkland community.		0	1	0	0	2	7
Upper Juanita’s <i>other</i> option 1 (access to staff at City Hall)	*	1	3	0	1	4	0
Upper Juanita’s <i>other</i> option 2 (access to Kirkland community programs at city rates)	*	1	1	1	4	2	0

## Kingsgate Neighborhood

Possible Benefits of Annexation	Number of People Who Assigned Each Ranking				
	* = a participant considered this program the most important	1	2	3	4
The combined City of Kirkland and Potential Annexation Area could have a greater voice in regional transportation and planning decisions that affect us locally.	***	3	2	3	1
The localized representation and approachability of Kirkland City Council members would be an advantage to Potential Annexation Area residents.	*	1	4	3	1
If annexation occurs, the City would be able to provide services to the Potential Annexation Area at standards that King County may not be able to sustain in the long term.	****	4	3	1	1
Many Potential Annexation Area residents have Kirkland addresses and shop and recreate in Kirkland. Annexing the Potential Annexation Area may “formalize” what is already considered to be the greater Kirkland community.	*	1	/	2	6
Kingsgate’s ‘other’ option (none given)					