Council Meeting: 03/02/2010
Agenda: Study Session
Item #: 3. a.

CITY OF KIRKLAND
City Manager's Office
123 Fifth Avenue, Kirkland, WA 98033 425.587.3001
www.ci.kirkland.wa.us

MEMORANDUM

To: Dave Ramsay, City Manager

From: Marilynne Beard, Assistant City Manager

Date: February 19, 2010

Subject: ANNEXATION UPDATE

RECOMMENDATION:

City Council receives an update on City facilities needs for existing and annexation services, annexation neighborhood boundaries and annexation area zoning changes.

BACKGROUND:

A number of annexation policy issues were presented to the City Council in January. At that time, staff proposed that the identified policy issues be presented to Council over the ensuing eighteen months for study and consideration. Staff reports concerning three annexation policy issues are attached:

- **City Facilities Needs** – As noted in this memorandum from Public Works, facilities expansions and refurbishing have been identified in the Capital Improvement Program for a number of years. In particular, City Hall and the Maintenance Center have been remodeled and reconfigured multiple times to accommodate current staff and off-site space was purchased or leased. Any large scale expansion was deferred pending a decision on annexation. The attached memo describes interim and longer term strategies for meeting existing space needs as well as those related to annexation.

- **Annexation Neighborhood Boundaries** – This memorandum from Planning and Community Develop describes the relevant considerations in establishing neighborhood boundaries and provides a process for developing neighborhood boundaries. Council direction is needed regarding the process and timing for establishing neighborhood boundaries for adoption in the Comprehensive Plan update.

- **Annexation Zoning Changes** – Council requested additional information with respect to changes in the approved zoning for the annexation area. The Planning and Community Develop staff provides an overview of legal and practical considerations and options.

CITY OF KIRKLAND
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MEMORANDUM

To: Dave Ramsay, City Manager

From: Ray Steiger, P.E., Interim Public Works Director
Donna Burris, Internal Services Manager

Date: February 18, 2010

Subject: CITY FACILITIES SPACE NEEDS

RECOMMENDATION:

City Council receives an update on City facility needs and options and provide direction regarding whether to pursue the recommended strategies.

BACKGROUND DISCUSSION:

Additional and refurbished City facilities have been an identified need in the Capital Improvement Plan for a number of years. However, plans to expand and/or remodel existing City facilities were put "on hold" until a decision was made on annexation. With the Council's approval of annexation in December 2009, future facility needs are clearer and staff needs to begin implementing plans for interim and long-term solutions to house staff and equipment. The following memo provides background on previous plans for facility expansions and current options.

City Hall

The present City Hall facility was originally built in 1982 and expanded in 1994. The 1994 expansion was expected to accommodate ten years of growth. The City Hall facility is now at capacity and two departments (Human Resources and Parks Administration) were moved to another facility (505 Market) and a portion of Public Works and Police have been relocated to the City Hall Annex to relieve overcrowding in this facility. Over the years, the City was able to acquire the properties to the south of City Hall (now rental properties) with the intent of completing a future expansion of the City Hall campus. The rental properties include a duplex and the "Neish House". Both the "Neish House" and duplex have leases through May 31, 2010 and then they will be rented on a month-to-month basis.

In 2004, the City engaged the services of McClaren, Wilson and Laurie Associates to conduct a long range space needs assessment for the City Hall facility. The consultant was asked to evaluate the City's space needs with and without annexation (final report included space projections based on current staffing, ten years out and twenty years out). At that time, the McClaren study concluded that the existing City Hall property along with adjoining residential properties was sufficient to accommodate the expansion of City Hall without annexation. The

expansion with annexation would accommodate all departments currently in City Hall (including Police) and allow the Human Resources and Parks and Community Services departments to move back into City Hall. The Kirkland Municipal Court which is currently housed in a facility in Totem Lake would remain off-site due to the extensive parking requirements of the operation. The expansion of the City Hall site (or construction of any major facility) cannot be completed prior to the June 2011 effective date of annexation. Consequently, interim accommodations are needed to accommodate the service system needed for a larger city.

It should be noted that the City's financial position has changed since the last facilities financing strategy was completed. Staff was asked to identify options to the original facilities plan that would require fewer resources. Cost estimates for the revised options have not yet been completed. Consequently, an updated financing plan is not available at this time. If City Council agrees to the proposed strategy, staff will develop more complete plans and cost estimates. The objective would be to provide facilities that meet basic needs within the total funding available at this time.

City Hall Interim Space Needs

Two major issues are involved at City Hall – parking and the accommodation of new staff to serve the annexation area. At the end of 2010 and beginning of 2011, the Police Department will be adding 26 new staff and 17 new vehicles. In addition, six vehicles will be added for Planning, Building, and Public Works Engineering upon the annexation effective date as well as new staff. Although staff can be tight-packed into the existing buildings, there is inadequate parking available on the City Hall site.

A potential solution for parking would be to pave the former "Carter House" lot located just east of the City Hall Annex and to take advantage of our parking lot lease with the First Baptist Church of Kirkland located at 111 7th Avenue to accommodate additional City Hall staff parking. This would allow new Police vehicles to remain on the current City Hall campus. Given the recent reductions in staffing levels, reallocation of existing space within City Hall, 505 Market, and the City Hall Annex is the least expensive option for providing short term space for current and new staff. Reallocation of space is currently in process in the lower level for the Police Department and once final annexation staffing needs are established, we can begin planning for reallocation of space within the remaining City Hall Facilities. Space needs can also be met by re-converting the Houghton, Everest, and Lakeview conference rooms back into office space. The downside of this option is the limited space and elimination of meeting rooms that complicates temporary relocation of staff during the remodel of the upper level of City Hall until completion of construction at the end of 2014 or early 2015 (based on the current timeline).

City Hall Space Options – Intermediate Needs

In mid-2009, McClaren, Wilson and Laurie conducted an update to the space needs assessment to again evaluate the City's space needs with and without annexation to include current staffing and projected growth ten and twenty years out. McClaren was also asked to study the site with the notion of accommodating all departments currently in City Hall (including Police) and allow the Human Resources and Parks and Community Services departments to move back into City Hall. The Kirkland Municipal Court which is current housed in a facility in Totem Lake would remain off-site due to the extensive space and parking requirements needed for its operation.

In September 2009, McClaren presented four options to meet our space needs outlined below:

Option 1: Combined City Hall including Police

Expands City Hall to accommodate all existing functions including police and brings back functions currently at 505 Market and the City Hall Annex. Municipal Court remains off site.

Combined City Hall w/Police	W/Out Annexation				W/Annexation		
	09	+1	+2		09	+1	+2
Total Gross Square Footage	124,413	128,493	130,673		148,807	153,999	156,560
Program Spaces to be housed in Garage *(City Hall Archives, range, Misc. Police Support Areas)*							
Total Gross Square Footage	16,332	16,332	16,332		17,376	17,376	17,376
Total parking On-Site Staff + Visitor	227	256	271		332	355	381

Option 2: Limited Combined City Hall Including Police

Expands City Hall to accommodate current functions and brings back functions only from City Hall Annex. Human Resources and Parks would remain at 505 Market and Municipal Court would remain off site.

Combined City Hall / Police	W/Out Annexation				W/Annexation		
	09	+1	+2		09	+1	+2
Total Gross Square Footage	116,747	120,828	123,007		139,907	145,099	147,660
Program Spaces to be housed in Garage *(City Hall Archives, range, Misc. Police Support Areas)*							
Total Gross Square Footage	16,332	16,332	16,332		17,376	17,376	17,376
Total parking On-Site Staff + Visitor	217	245	260		319	342	367

Option 3: Combined City Hall and Free Standing Public Safety Building

Remodel City Hall to bring back functions from 505 and City Hall Annex and build free-standing off site Public Safety Building for Police Department and Municipal Court.

Freestanding City Hall	W/Out Annexation				W/Annexation		
	09	+1	+2		09	+1	+2
Total Gross Square Footage	77,678	79,192	80,897		92,601	94,306	95,821
Total parking On-Site Staff + Visitor	105	110	114		130	134	139

Option 4: Freestanding Public Safety Building

Stand-alone Public Safety Facility constructed off site to house Police Department and Municipal Court.

Freestanding Police and Courts	W/Out Annexation				W/Annexation		
	09	+1	+2		09	+1	+2
Total Gross Square Footage	101,178	106,947	107,979		118,694	127,442	129,445
Total parking On-Site Staff + Visitor	189	215	226		298	318	339

McClaren indicated than any addition to the City Hall site over 50,000 square feet would exceed our current projected construction cost of $48,400,000. In an effort to accommodate all departments currently in City Hall and provide the Police Department (including the jail) with the space they need for their operations within the projected budget while allowing for an additional future expansion, McClaren proposed a “hybrid” option outlined below.

Hybrid Option: Alternate for Combined City Hall / Police

Smaller City Hall expansion to accommodate Police Department expansion. Reallocates remaining space to all other City functions except Human Resource and Parks which would remain at 505 Market.

Alternate for Combined City Hall /Police (Courts/HR/Parks Off-site)

Total Gross Square Footage: 111,850

Note: Adds 11,163 square feet to upstairs only for IT and additional meeting rooms. Adds 30,687 square feet to downstairs to meet Police Department's current annexation needs.

Program Spaces to be housed in Garage *(City Hall Archives, Gun Range, Misc. Police Support Areas)* 17,376

Garage Parking (2 trays of parking – 124 spaces/tray): 84,500

Total Gross Square Footage (Garage): 101,876

Currently, the Police Department occupies approximately 15,700 square feet within City Hall and City Hall Annex. The hybrid option would increase the lower level to 63,867 square feet (includes shared lunch room and fitness/locker rooms). The square footage (excludes circulation space and mechanical system space) for the major programmed elements within the Police Department is as follows:

Police Administrative	3,884
Patrol	6,775
Jail (50 beds)	19,483
Records	3,493
Investigations	3,700
Support Spaces (Lobby, Quartermaster, Lockers, Fitness Room)	9,677
Range (in Parking Garage)	6,860
Misc. Police Storage (in Parking Garage)	6,024
Total	**59,896**

The existing City Hall would then be remodeled with a more efficient layout including standardized workstations and office spaces, capturing “Main Street” for additional staff space, and the addition of a centralized front counter at the north end of the building to provide a “one-stop” customer service for citizens similar to the City of Bellevue. As we are currently working on revising the staff numbers to match our current service level, we do not yet know how long the proposed expansion is expected to accommodate current and future staff. At the end of February 2010, McClaren began developing a conceptual plan with cost estimates based on the “hybrid” option. Conceptual drawings and cost estimates are projected for completion in the next two to three months. A more detailed study will be required to determine whether 505

Market and the City Hall Annex will need to remain after the expansion and remodel of City Hall.

Long Term Needs - Public Safety Building

For the long term, staff can continue to explore options for an off-site Public Safety Building. Certain elements of public safety facilities such as jails are required to be built to "essential facilities" standards in order to withstand the effects of natural disasters. Any facility requiring an essential facility standard will be more costly.

An alternative to the "hybrid" option would be the development of a stand-alone Public Safety building to house both the Municipal Court and Police Department functions. Despite the proposal to keep all services on site, the facilities needs may be more cost-effectively met with an off-site option. McClaren is studying the feasibility of a separate public safety building utilizing a big box store type facility as a model similar to the Police Department facility recently completed in Ontario, California (see photo below). In this scenario, City Hall may not need to be expanded but would be remodeled and refurbished to better utilize the current footprint.

Challenges

Additional space and parking is needed at this time. The design and construction of a major new facility can be expected to take about three years (twelve to fourteen months to design and two years for construction). With annexation imminent effective June 2011, new facilities would not be available for occupancy until late 2014 and early 2015. The only realistic options are to lease space to house all staff (including new staff added to serve the annexation) or pack all current and new staff into the existing space. Temporary parking will need to be added to the former "Carter House" site located to the east of the City Hall Annex.

To meet our intermediate needs by expanding on the current site, we will still need to relocate staff to an interim location for approximately six to eight months during the renovation phase of the current space. Options are to lease space offsite to service non-public safety functions or to build out the parking garage and place portable units on the garage site while the renovation of the existing space is completed. More study is needed on the options and related costs.

Maintenance Center

The Maintenance Center facility was built in 1989 to house the Public Works and Parks Operations and Maintenance. In 2003, The Driftmier Architects performed a needs analysis and determined that the Maintenance Center facilities were insufficient to serve all the needs for personnel support, vehicle parking, materials storage, and shop space. To provide some relief, space was leased in 2008 from King County Housing Authority in the Former Green Car Building to house Parks Operations & Maintenance. In January 2009, Parks relocated to the Former Green Car Building. At this time, Public Works solely occupies the Maintenance Center Administration Building which has capacity to accommodate three additional administrative positions.

However, capacity for the field crew is at the maximum. Based on current staffing levels, the Maintenance Center needs an additional 8,739 square feet to accommodate annexation staffing and equipment in Parks Maintenance, Street Maintenance, Surface Water Maintenance, and Fleet Operations. This includes three indoor vehicle storage spaces, two vehicle maintenance bays, storage mezzanines, and crew shop space. Vehicle and equipment parking is currently at capacity at both the Administration Building and the Maintenance Center Yard. Additional surface parking spaces are needed at the Administration Building to accommodate 27 additional maintenance staff and 34 surface spots are needed for vehicle and equipment parking in the yard.

The existing site presents some limitations. The Administration Building has capacity for parking expansion on-site, however, development needs to maintain and enhance screening in order to mitigate for the visual and noise impacts of the adjacent residential properties. At the Maintenance Center Yard, maneuvering and parking of city vehicles is a primary purpose. Currently, there is insufficient vehicle and equipment storage on site. The existing site steps up progressively through the yards and along the buildings to accommodate a dramatic change in grade; a 22-foot drop in elevation along the 8th Street frontage. Due to the steep grade and space challenges on-site, any additions to the current buildings would be difficult. In lieu of a major expansion of the Maintenance Center Yard, potential short/medium term options to provide additional space for the Maintenance Center are as follows:

- Add storage mezzanines to Buildings B, C, and E.
- Enclose the covered mechanic bays and add lifts on the south side of Building B.
- Add parking stalls to the east side of Building E and expand surface parking spaces at Administration Building to accommodate additional visitor, staff, and city pool vehicle parking.
- Lease additional warehouse space with minimal office space to provide more shop space and parking in a facility close to current Maintenance Center.
- Lease space central to the City (post-annexation City limits) and relocate Parks Operations & Maintenance

Long-term options would be to pursue an expansion of the Maintenance Center “campus” by acquiring adjacent buildings to house additional staff, shop space, materials storage, and vehicle and equipment parking.

Municipal Court

The Municipal Court is located at 11515 NE 118th Street within the Kirkland 405 Corporate Center in the Totem Lake area of the city. The court currently occupies 10,760 square feet of 17,760 square feet and the balance is utilized by the Police Department. In addition to Municipal Court services, Probation services are also provided at the Court building.

Interim Needs

To accommodate short-term needs and future growth, we need to address the lack of parking currently available to citizens reporting for jury duty, arraignments and others visiting to pay a fine, change a court date, or just need Customer Service. Currently, there are 30 public parking spaces and 18 spaces for employees and city vehicles. It is not uncommon for 100 citizens to report to the Court building on the same day for jury duty and/or arraignment.

Available options are to locate and lease off-site parking adjacent to the Court building. Although public transportation is encouraged for those who can ride and walk to the nearest bus stop located on NE 116th Street, this may not be a reasonable option for elderly jurors or others with physical limitations.

Intermediate Needs

With annexation imminent, the Court building will not be able to accommodate an increased case load, additional staff, and provide parking for citizens visiting the building. In the near-term for annexation growth, the best option is to relocate a portion of the 7,000 square feet currently utilized by the Police Department and expand the Court administrative functions as well as Court Room #2.

Long Term Needs - Public Safety Building

For the long term, staff will continue to explore options for an off-site Public Safety Building combining the Municipal Court services and Police Department functions into one facility to provide for more efficiency in delivering services to our citizens.

Financing Plan

The last financing strategy discussion took place in December 2007. At that time, cash resources of $5.8 million were identified from various sources (REET 1, Building & Property Reserve, and Facilities Expansion Reserve), with the remainder funded by councilmanic (non-voted) debt. Since that time, a number of events have occurred that impact the cash available, including:

- Purchase of the Court building using $2.34 million in REET 1 reserves and $0.3 million in grant funds. Real Estate Excise Tax (REET 1) reserves used will be reimbursed when bonds are issued for the City Hall/Public Safety expansion. This would result in a higher amount borrowed, but the savings from lease payments (about $250,000 per year) should be available to help service the debt.
- REET revenues in 2009 were well below budgeted amounts and 2010 revenue projections do not anticipate an increase over 2009 receipts (about $1.0 million).

As a result, we estimate that $2.85 million is available for up-front costs, with the remainder funded using bonds. Detailed cash flow and timing of bond issuance will be developed based on the updated time-phased cost proposals and will be brought forward at a future study session.

Recommendation and Direction Needed

In summary, staff recommends pursing the following strategies to address space needs in the City Hall, Maintenance Center, and Municipal Court facilities:

1. **Reconfigure workstations and re-convert City Hall conference rooms to office space** to address immediate space needs. To house staff in the interim, the best and least costly option is to use the space available in City Hall to house new part- and full-time employees by reconfiguring workstations and re-purposing some, if not all meeting and conference rooms. This option locates new staff in City Hall near to the various departments and support spaces. The disadvantages of this option are the disruptions with the reconfiguration of workstations and resulting smaller workstations.

2. **Create a temporary parking lot at the "Carter House" site** in combination with the parking lot at the First Baptist Church of Kirkland could help to alleviate some of the parking challenges for staff. Relocating some staff parking to these areas will allow new Police vehicles and other City vehicles to be accommodated on the existing site.

3. **Move forward with the "hybrid" option** with a focus on an expansion of the Police Department to be housed entirely on the lower level to meet the intermediate needs. All non-public safety functions housed in the City Hall facility would be located on the upper level upon renovation and addition to the existing space.

4. **Demolish rental properties to the south of City Hall** for additional temporary parking in the interim and for placement of a parking garage with the expansion.

5. **Build storage mezzanines in Maintenance Center Buildings B, C, and E** for expansion of shop space to accommodate new staff and materials storage.

6. **Enclose the covered mechanic bays and add lifts on the south side of Maintenance Center Building B** to accommodate increased vehicle maintenance needs.

7. **Expand surface parking spaces at Maintenance Center Administration Building** to accommodate additional visitor, staff, and city pool vehicle parking.

8. **Consider Additional Maintenance Center Options to accommodate staff and parking needs are to:**
    - Lease additional warehouse space with minimal office space to provide more shop space and parking in a facility close to current Maintenance Center **<u>or</u>**
    - Lease space central to the City (post-annexation City limits) and relocate Parks Operations & Maintenance

9. **Locate and lease off-site parking adjacent to the Municipal Court Building** to accommodate current and future citizen needs – jury duty, arraignments, and customer service.

10. **Relocate some or all of the Police Department functions from the Municipal Court** to make available space for Court functions.

11. **Relocate the Court administrative functions and expand Court Room #2** into the space vacated by the Police Department to accommodate staff and increase court needs as a result of annexation.

CITY OF KIRKLAND
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MEMORANDUM

To: David Ramsay, City Manager

From: Eric Shields, Planning Director
Jeremy McMahan, Planning Supervisor
Kari Page, Neighborhood Services Coordinator

Date: February 11, 2010

Subject: Annexation Area – Neighborhood Boundaries, File No. ANN09-00001

RECOMMENDATION

Review current neighborhood boundaries for the Annexation Area (AA). Provide staff with direction on the following questions:

- Should revisions to the boundaries be considered prior to the effective date of annexation?
- If so, is the process outlined below appropriate for the task? Any process to adjust boundaries would likely culminate with the 2010 Comprehensive Plan amendments later this year.

BACKGROUND

The AA has traditionally been defined by the County as the three neighborhoods of Finn Hill, North Juanita, and Kingsgate. These three neighborhoods join Kirkland's existing 13 neighborhoods (see Attachment 1) on June 1, 2011. There are currently 11 neighborhood associations in Kirkland, as the Bridle Trails and South Rose Hill neighborhoods currently function as a combined neighborhood organization, as do the North Juanita and South Juanita neighborhoods. As the City approaches the effective date of the annexation, the AA neighborhood boundaries should be reviewed for purposes of neighborhood planning, neighborhood service program delivery, and community organizing.

WHAT DEFINES A NEIGHBORHOOD

In terms of neighborhood planning, the Comprehensive Plan outlines the purpose of establishing neighborhood boundaries:

> *The Neighborhood Plans allow a more detailed examination of issues affecting smaller geographic areas within the City and clarify how broader City goals and policies in the Citywide Elements apply to each neighborhood.*

Boundaries which foster community organizing also promote effective Neighborhood Service Program delivery. The City currently has two programs that provide resources to the neighborhoods. The Matching Grant Program supports neighborhood efforts on physical improvements, neighborhood identity projects, special events, leadership training, communications, and fostering active living. The City also has a Neighborhood Connection Program which allows neighborhoods to suggest improvements and provides funding to implement neighborhood solutions for roadway, sidewalk,

landscaping or park improvements. In addition, the City's Neighborhood Services program assists neighborhood associations in organizing, communicating, learning about city services, and problem solving.

> *Neighborhood Service Programs tend to thrive in areas where there is a sense of community, land use is diverse, residents identify with each other (similar issues and focus), and when there is a centralized public facility within the neighborhood for meetings and gatherings.*

A number of factors could be considered in defining neighborhood boundaries. Some factors are more relevant for land use planning, while others are more relevant for community organizing. Attachment 3 contains a map that visually highlights many of these factors for the AA neighborhoods.

Identity. Neighborhood boundaries are typically demarcated by perimeter features. These may include freeways or major arterials, railroad tracks, changes in land use pattern, or geographic divides (ravines, steep slopes, etc.).

Planning Data. Census data by block and tract is useful in neighborhood planning for evaluating area demographics. For transportation planning, Transportation Analysis Zones (TAZ's) are an important unit for purposes of traffic modeling.

Population. From the standpoint of managing a volunteer-based neighborhood organization, there is an undefined optimum number of people. The organization should be large enough to draw active participation but small enough to feel like a cohesive neighborhood. Kirkland's current neighborhoods range from a population of 1,317 in Everest to a population of 8,395 in North Rose Hill.

Issues. Neighborhoods often organize around common issues. These are frequently transportation systems, public safety, parks, schools, and commercial districts.

Land Use. A neighborhood with a variety of land uses lends a sense of diversity compared to a homogeneous single family neighborhood. A business district can create third place gathering spots and "grocery store encounters" for neighbors. In addition, neighborhood businesses provide opportunities for grants, picnic donations, newsletter advertising, etc. On the other hand, a neighborhood with a strong base of home ownership is important because it has proven more challenging to get participation in neighborhood activities from apartment residents.

Public Facilities. Elementary schools can be an essential base for a neighborhood. Families with younger children identify with school boundaries and PTSA's are already thriving volunteer grass roots organizations. Schools and fire stations provide necessary local meeting space for neighborhood organizations and offer a base for neighborhood emergency preparedness. Parks provide a place for neighborhood picnics and gatherings.

PROCESS

Staff suggests the following general process for deciding neighborhood boundaries for the Annexation Area:

- Identify community leaders in each neighborhood and meet discuss process and boundaries (spring, 2010)
- Go on a listening tour to review boundaries and gather input (summer, 2010)
- Review boundaries with Planning Commission (summer, 2010)

- Planning Commission recommends boundaries to City Council as part of 2010 Comprehensive Plan amendments (fall, 2010)
- City Council decides on boundaries (December, 2010)

The following questions could help frame the discussions with AA residents and the Planning Commission:

1. How do we assimilate AA neighborhoods into Kirkland's neighborhood fabric?

a. What community centers do people gather around?
b. What geographic landmarks do people identify most with?
c. How can we help foster sustainable neighborhood organizations?
d. Do we consider adjusting existing neighborhood boundaries? For example:
   i. Kirkland currently has a North Juanita neighborhood and a South Juanita Neighborhood. The AA North Juanita neighborhood will need to be identified separately or in conjunction with these neighborhoods.
   ii. Some commercial/industrial areas in the south Kingsgate neighborhood have been zoned TL (Totem Lake) due to comparable land use patterns.

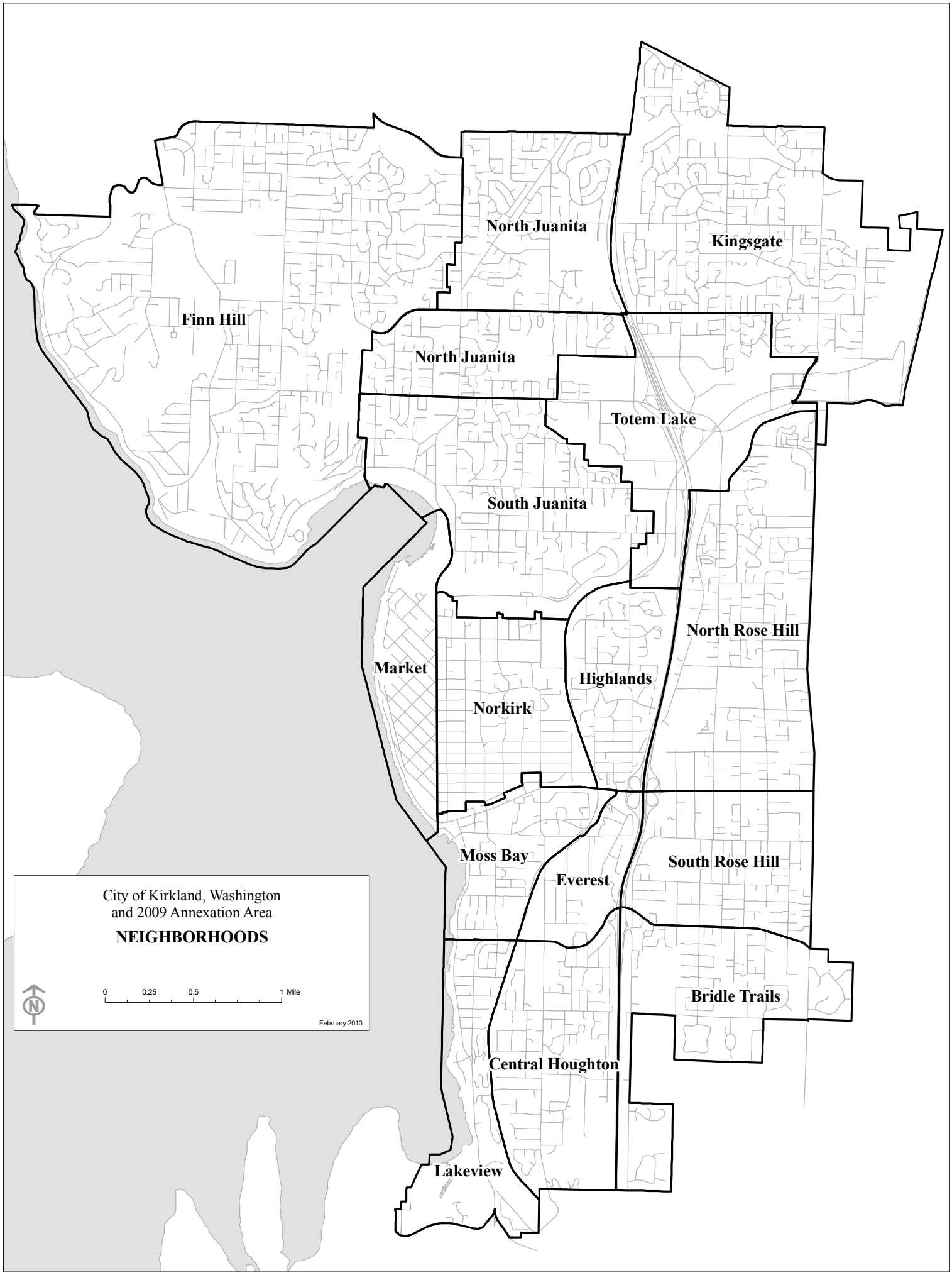
2. How large or small should a neighborhood be? Detailed geographic and demographic information is included as Attachment 2. In summary:

- The average acreage of Kirkland's current neighborhoods is 405 acres. Finn Hill includes 2,605 acres, Kingsgate 1,248 acres, and North Juanita 621 acres (see graph below).
- The average population of Kirkland's current neighborhoods is 3,706 residents. Finn Hill includes 15,200 residents, Kingsgate 11,700 residents, and North Juanita 5,600.

Cc: Kari Page

Attachments

1. Neighborhood Map
2. Neighborhood Data
3. Annexation Area Analysis Map


North Juanita
Kingsgate
Finn Hill
North Juanita
Totem Lake
South Juanita
North Rose Hill
Market
Highlands
Norkirk
Moss Bay
Everest
South Rose Hill
Bridle Trails
Central Houghton
Lakeview
City of Kirkland, Washington
and 2009 Annexation Area
NEIGHBORHOODS
0
0.25
0.5
1 Mile
N
February 2010

Size of Kirkland Neighborhoods

Largest **Smallest**

	Acres	Population	Employment	Pop. + Emp.
Kirkland				
Central Houghton	496	3,369	890	4,449
Everest	**173**	**1,317**	1,495	2,812
Highlands	249	2,478	**0**	**2,478**
Lakeview	293	2,937	8,263	11,200
Market	250	2,203	753	2,956
Moss Bay	246	4,469	5,580	10,049
Norkirk	355	3,869	1,004	4,873
North Rose Hill	**760**	6,762	2,176	8,938
South Rose Hill	397	3,103	843	3,946
Bridle Trails	403	2,184	615	2,799
Totem Lake	620	3,073	**12,668**	**15,741**
South Juanita	720	**8,395**	880	9,275
North Juanita	304	4,017	289	4,306
Average	**326**	**2751**	**2637**	**5403**

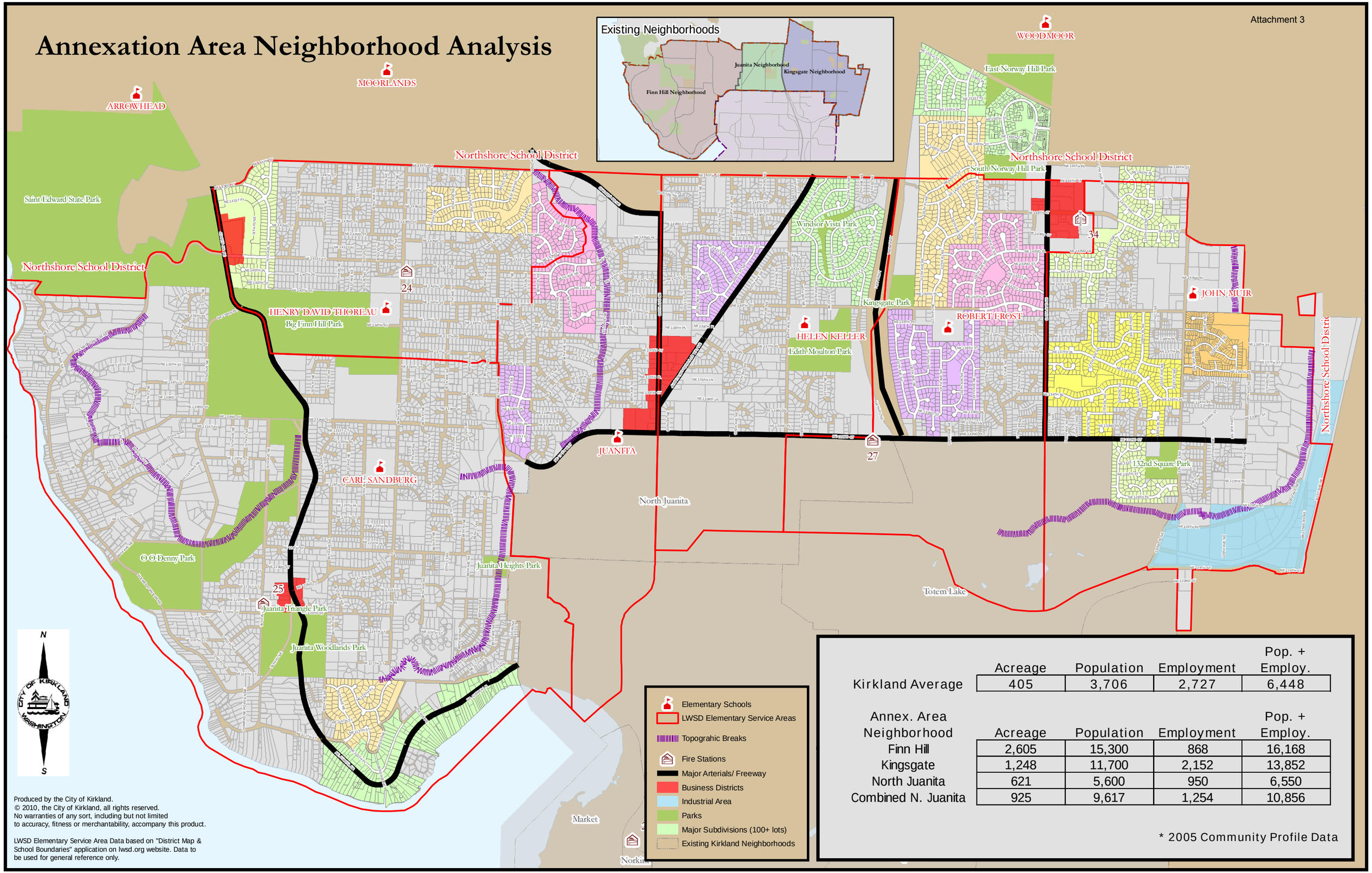
Combined Associations				
Bridle Trails & S. Rose Hill	800	5,250	1,458	6,708
North & South Juanita	**1,024**	**12,412**	1,169	13,581

Annexation Area				
North Juanita	621	5,600	950	6,550
Finn Hill	2,605	15,300	868	16,168
Kingsgate	1,248	11,700	2,152	13,852

Data from 2005 Community Profile

Attachment 3

Annexation Area Neighborhood Analysis



	Acreage	Population	Employment	Pop. + Employ.
Kirkland Average	405	3,706	2,727	6,448

Annex. Area Neighborhood	Acreage	Population	Employment	Pop. + Employ.
Finn Hill	2,605	15,300	868	16,168
Kingsgate	1,248	11,700	2,152	13,852
North Juanita	621	5,600	950	6,550
Combined N. Juanita	925	9,617	1,254	10,856

* 2005 Community Profile Data

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LWSD Elementary Service Area Data based on "District Map & School Boundaries" application on lwsd.org website. Data to be used for general reference only.

CITY OF KIRKLAND
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MEMORANDUM

To: David Ramsay, City Manager

From: Eric Shields, Planning Director
Jeremy McMahan, Planning Supervisor

Date: February 11, 2010

Subject: Annexation Area Zoning, File No. ANN09-00001

RECOMMENDATION

Review requirements for establishing and amending zoning for the Annexation Area. Defer consideration of any amendments until after the effective date of annexation (June 1, 2011).

BACKGROUND

The City Council adopted zoning for the Annexation Area on July 21, 2009 (see Ordinance O-4196). A comparison of County and City regulations is included in Attachment 1 and a map of the AA zoning can be viewed on the City's annexation webpage. The effective date of the zoning ordinance is June 1, 2011, corresponding to the effective date of the annexation. Adoption of the zoning followed two public hearings held by the City Council, a public open house, a series of focus groups held with residents of the Annexation Area, SEPA review, and required review by the State Department of Commerce.

RCW 35A.14.330 authorizes code cities such as the City of Kirkland to provide for simultaneous adoption of a proposed zoning ordinance upon approval of the annexation by the electorate. On November 3, 2009, the annexation was approved by voters in the Annexation Area, including the zoning established by O-4196. The following is the text of the ballot measure:

> ***Proposition A***
> ***Proposed Annexation, Assumption of Indebtedness, and Adoption of Zoning Regulations***
>
> *The City of Kirkland has adopted Resolution R-4763 calling for election on the annexation of the Finn Hill, Kingsgate and North Juanita Annexation Area. Shall the Annexation Area be annexed to the City of Kirkland and shall all property within the area annexed be assessed and taxed at the same rate and on the same basis as property within the City of Kirkland to pay for the outstanding indebtedness of the City; and, subject to zoning under Ordinance 4196?*

Among other things, the RCW's establish that the zoning regulations may provide a time interval following an annexation during which the ordinance must remain in effect before it may be amended, supplemented or modified. O-4196 did not establish such a time interval.

Because the adopted zoning was part of the annexation proposition, property owners in the Annexation Area may have supported or opposed the annexation depending on the way their property will be rezoned when the annexation is effective. However, because the zoning did not include a limitation that it must stay in effect for a specified period of time, zoning amendments may be considered acceptable to the residents of the AA at any time following the effective date of annexation. Staff recommends that the best time to consider such amendments would be as part of the Annexation Area neighborhood planning process. The alternative would be to consider an amendment to the Zoning Code after the effective date of annexation but prior to the initiation of neighborhood plans for the AA neighborhoods.

PLANNING WORK PROGRAM

The draft Planning Work program is included as Attachment 2. Consideration of any changes to the adopted annexation zoning would need to be prioritized in relationship to other tasks identified.

Cc: Robin Jenkinson, City Attorney

Attachments

1. Comparison Charts
2. Planning Work Program

Comparison of Basic Zoning Regulations

"Low Density" Residential Zones (King County R-1 through R-8 compared to Kirkland RSX Zones)

The following summary of King County and City of Kirkland regulations is intended as a general overview. Due to the complexity of the standards and various provisos found in the regulations, readers are advised to review the actual codes if they have a specific question. The codes are available on the respective County and City websites.

Regulation:	King County:	Kirkland	Adopted Zoning Regulations (RSA Zones)
Maximum height	35' but can reach 45' if building setbacks increased	30'	30' (35' for Goat Hill area)
Minimum front yard setback	20' for garage 10' for main house	20', but 13' for open entry porches	City regulation
Minimum garage setback	No such regulation	8' greater than required for reminder of the house, garage width limited to 50% of total width of front façade	City regulation
Minimum rear yard setback	5'	10'	City regulation
Minimum side yard setback	5' each	5' each	No change
Maximum lot coverage (all impervious surfaces)	R-1 zone 30% R-4 zone 55% R-6 zone 70% R-8 zone 75%	50%	City regulation (except 30% for RSA 1)
Maximum size of home (FAR - floor area ratio)	No such regulation	50% of lot size (20% for RSX 35)	City regulation (except 20% for RSA 1)
Residential density by zone	Units per acre (R-1, R-4, R-6 & R-8) Includes all areas for road dedication, easement road & wetland/streams. Minimum lot size is 2,500 sq ft.	Minimum lot size (Most common: 7,200 sq ft & 8,500 sq. ft.) Excludes areas for road dedication, some easement roads, & wetland/streams, but includes part of buffer.	Units per acre (RSA 1, RSA 4, RSA 6 & RSA 8) Includes all areas for road dedication, easement road & part of wetland/stream buffer. Minimum lot size is 70% of County zone.

Regulation:	King County:	Kirkland	Adopted Zoning Regulations (RSA Zones)
Size limit of vehicles, boats & trailers	Not regulated	Prohibits if greater than 9' high and 22' in length. Allows 24 hours for loading. May apply for permit to store if adequately screened. Enforced on complaint basis	City regulations, but "grandfather" existing as of effective date of annexation if registered with City 6 months after annexation.
Storage Containers	Not regulated	Only allowed on temporary basis	City regulations, but 10 year "sunset" on existing, no replacement allowed
Accessory dwelling units (ADU)	Must be in same building as primary unit if lot is less than 5,000 sq. ft. or on lots with more than one primary unit. Primary or accessory unit limited to 1,000 sq. ft. unless in attic or basement.	Size limited to 40% of combined primary and ADU sq. ft. Detached ADU limited to 800 sq. ft. Height cannot exceed 15' above primary structure or greater than 25', whichever is less.	City regulations
Home occupations	Limited to 20% of floor area of home, excluding garage and any other building on the site. One non-resident employee, but no limit on resident employee. Customers by appt only.	Limited to 500 sq. ft. Two non-resident employees. No more than 6 customers per day and no more than 2 at a time. One vehicle per business. May be able to exceed requirements through a zoning permit	City regulations

Regulation:	King County:	Kirkland	Adopted Zoning Regulations (RSA Zones)
Animals	Poultry/fowl: -Less than 21,780 sq. ft. lot: 3 per household -More than 21,780 sq. ft. lot: 1/1 sq. ft. structure (maximum structure size is 2,000 sq. ft., must be kept in building or pen) Livestock (horses, cows...): -Minimum 20,000 sq. ft. lot (without a permit) -6 per acre in a structure -3 per acre if outside	Poultry/fowl: -Less than 35,000 sq. ft. lot: not allowed -More than 35, 000 sq. ft. lot: 20 plus 1 for each additional 500 sq. ft. of lot area Livestock (horses, cows...): -Minimum 35,000 sq. ft. lot (without a permit) -2 per 35,000 sq. ft. plus 1 for each 17,500 sq. ft.	County regulations for lots less than 21,280 sq. ft., otherwise City regulations
Tree removal on existing lots[1]	Allowed (special regs. for Holmes Point Overlay)	Allows removal of up to 2 significant[2] trees per year. If last 2, replacement plantings required	City regulations (special regs. for Holmes Point Overlay)
Tree removal in new construction or major remodel	Allowed (special regs. for Holmes Point Overlay)	Prioritizes retention of significant trees in setbacks. Required tree density of 30 tree credits per acre. Incentives and variations to development standards available.	City regulations (special regs. for Holmes Point Overlay)

[1] Both City & County allow hazardous trees to be removed anywhere on the property and prohibit tree removal in greenbelts, wetlands, streams & hillside areas.
[2] In Kirkland, a significant tree is defined as 6" diameter at 4.5' from the ground. In King County, it is 8" diameter for evergreens and 12" diameter for deciduous trees at 4.5' from the ground.

Regulation:	King County:	Kirkland	Adopted Zoning Regulations (RSA Zones)
Tree removal in subdivisions	Requires 10 significant trees or 5% of all trees to be saved, whichever is greater, excluding critical areas. Some trees can be counted as 2 tree credits if certain size and quality of tree are met.	Prioritizes retention of significant trees in setback yards and retention of tree groves. Required tree density of 30 tree credits per acre. Incentives and variations to development standards available.	City regulations (special regs. for Holmes Point Overlay)
Wetland buffers[3]	50' – 200', 15' buffer setback	Wetlands 25' – 100', 10' buffer setback	City regulations
Stream buffers	25' – 115', 15' buffer setback	25' – 75', 10' buffer setback	City regulations
Lake Washington buffer	115', 15' buffer setback	No buffers (zoning and shoreline setbacks apply)	City regulations

[3] City & County use different rating systems, buffer standards & buffer reduction provisions

Comparison of Basic Zoning Regulations

"Medium – High Density" Residential Zones (King County R-12 through R-24 compared to Kirkland RM 1.8 through RM 3.6 Zones

The following summary of King County and City of Kirkland regulations is intended as a general overview. Due to the complexity of the standards and various provisos found in the regulations, readers are advised to review the actual codes if they have a specific question. The codes are available on the respective County and City websites.

Regulation:	King County:	Kirkland	Adopted Zoning Regulations (RMA Zones)
Maximum height	60' (up to 80' in some zones with density incentives or transfer of development rights)	30'	35'
Minimum front yard setback	10'	20'	20'
Minimum rear yard setback	5' (increased where adjoining low density)	10'	10'
Minimum side yard setback	5' (increased where adjoining low density)	5' min., two sides must equal 15'	5' min., two sides must equal 15'
Maximum lot coverage (all impervious surfaces)	85%	60%	60%
Residential density by zone	12–24 units per acre	12-24 units per acre	No change

Comparison of Building Height Regulations

Commercial Zones (King County NC and CB compared to Kirkland BN and BCX Zones; King County O compared to Kirkland PR)

The following summary of King County and City of Kirkland regulations is intended as a general overview. Due to the complexity of the standards and various provisos found in the regulations, readers are advised to review the actual codes if they have a specific question. The codes are available on the respective County and City websites.

Business District	County Maximum Allowable Heights	City Maximum Allowable Heights	Adopted Zoning Regulations
North & South Finn Hill NB Zone	35', but can reach up to 45' if for every 1' of additional height over 35', the required yards are increased by 1'.	BN: 30'	35' (BNA)
Juanita CB Zone	35' (limited by NS P5 suffix)	BCX: 30', may be increased through Process IIA	35' (BC 1), no increases
Kingsgate CB Zone	35' base, may be increased to 60' subject to performance standards	BC and BCX: 30', may be increased through Process IIA	35' base (BC 2), may be increased to 60' subject to performance standards
Juanita Office & R-48 Zone	45'-65' subject to performance standards	30'	35' base (PRA), may be increased to 60' (3 story max.) through increased setbacks

Comparison of Other Regulations for Commercial Business Zones

Commercial Zones (King County CB compared to Kirkland BC and BCX Zones)

The following summary of King County and City of Kirkland regulations is intended as a general overview. Due to the complexity of the standards and various provisos found in the regulations, readers are advised to review the actual codes if they have a specific question. The codes are available on the respective County and City websites.

Use Regulations	King County	Kirkland	Adopted zoning regulations (BC 1 and BC 2 Zones)
Auto and boat sales	Not allowed in any annexation commercial zone	Allowed in most commercial zones	Allow in Kingsgate, & Juanita commercial areas
Storage service	Allowed only in Kingsgate commercial area	Allowed in limited commercial zones	Not allowed
Signs	Up to 20' high sign on a pole or a base	Up to 12' high sign on a base	City regulations
Lot coverage	Office 75% Commercial 85% Industrial 90%	Office 70% Commercial 80% Industrial 90%	City regulations

Density	King County	Kirkland	Adopted zoning regulations (BC 1 and BC 2 Zones)
Kingsgate and Juanita CB Zones	48 units/acre, incentives allow 150% increase, 200% increase if all affordable	No density limits in BC or BCX	48 units/acre. Kirkland's affordable housing incentives for density increases

DRAFT

Attachment 2

PROPOSED 2010 – 2012 PLANNING WORK PROGRAM: LONG RANGE TASKS January 14, 2010

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				2010												2011				2012			
TASK		**PROJECT MANAGER**	**2009 STAFF**	**J**	**F**	**M**	**A**	**M**	**J**	**J**	**A**	**S**	**O**	**N**	**D**	**1st**	**2nd**	**3rd**	**4th**	**1st**	**2nd**	**3rd**	**4th**
POLICIES, PLANS & REGULATIONS																							
1	**Comprehensive Plan**		**1.8 FTE**																				
	• Annual Comp Plan Update	**Brill**																					
	• GMA/Comp Plan	**Swan**																					
	• Transp. Principles/Policy	**PW - Godfrey**																					
	• Private Amendment Requests																						
	• Touchstone Planned Action	**Ruggeri**																					
2	**Neighborhood Plans**		**2.0 FTE**																				
	• Lakeview Plan	**Soloff**																					
	• Central Houghton Plan	**Ruggeri**																					
	• Bridle Trails & South Rose Hill																						
	• Everest and Moss Bay																						
3	**Code Amendments**		**.4 FTE**																				
	• Code enforcement consolidation	**Cox**																					
	• Misc. Code Amend	**Brill**																					
4	**Housing**		**.4 FTE**																				
	• Affordable Housing Regs																						
	• TOD @ Park & Ride	**Collins**																					
	• Housing Preservation	**Collins**																					
	• Affordable Housing Strategies	**Nelson/ARCH**																					
5	**Natural Env/Stewardship**		**2.7 FTE**																				
	• Shoreline Master Program	**Swan**																					
	• Critical Area Regs																						
	• Urban Forestry Program	**Powers**																					
	• LID/Green Codes	**Gaus/Barnes**																					
	• Green Building Program	**Barnes/Jensen**																					
	• Green Team/Env. Stewardship	**Stewart/Schroder**																					
6	**Database Management**	**Goble**	**.2 FTE**																				
7	**Regional Coordination**	**Shields**	**.1 FTE**																				
8	**Annexation**	**Various**	**1.5 FTE**																				
	• Update Maps																						
	• Amend Comp Plan																						
	• Update SMP																						
	• Update Regs																						
	• Wild Glen Annexation																						
	• Conduct Census																						
	• Prepare Neighborhood Plans																						
	Planning Commission Tasks																						
	Other Tasks																						