

CITY OF KIRKLAND

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**DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT
MEMORANDUM**

To: Kurt Triplett, City Manager

From: Dorian Collins, AICP, Senior Planner
Paul Stewart, AICP, Deputy Director
Eric Shields, AICP, Planning Director

Date: September 9, 2010

Subject: SOUTH KIRKLAND PARK & RIDE – File ZON10-00014

RECOMMENDATION

1. Confirm that the existing Comprehensive Plan policy direction is appropriate to guide preparation of future regulations for transit oriented development (TOD) at the South Kirkland Park and Ride; and
2. Determine which of the following approaches should be used to prepare the zoning regulations:
 - o Initiate the preparation of the regulations independently from the Lakeview Neighborhood Plan update; or
 - o Incorporate the regulations as part of the neighborhood plan update

BACKGROUND DISCUSSION

In 2008, the Kirkland City Council adopted amendments to the Lakeview Neighborhood Chapter of the Comprehensive Plan related to the South Kirkland Park and Ride site (see Attachment 1). The amendments received final approval of the Houghton Community Council in January of 2009.

The new policies provide support in the Comprehensive Plan for Transit-Oriented-Development (TOD) at the South Kirkland Park and Ride, and provide the framework for development standards for the site (see Attachments 2 and 3). The Planning Department expects to move forward with amendments to the Kirkland Zoning Code, either as planned in the adopted 2010-2012 Work Program, or as part of the plan update and code amendments associated with the Lakeview Neighborhood update. A discussion of these alternative approaches to processing the amendments follows on page 2.

Staff has prepared a "Fact Sheet" about this issue that includes a preliminary development concept developed by King County for this site. This document is included as Attachment 4 to this memorandum.

TOD at South Kirkland Park and Ride

The Fact Sheet contained in Attachment 4 describes the preliminary development concept for the Kirkland portion of the South Kirkland Park and Ride prepared by King County. The concept includes:

- About 200 multifamily units, built in two structures, each about five stories above grade
- Significant number of units to be affordable (Possibly up to 100 affordable units, possibly all for seniors)
- Underground parking – some portion to be shared by TOD and park and ride users. Net increase of 250 additional park and ride stalls.
- Existing or improved transit center
- Pedestrian connection through site to BNSF corridor
- Retained and enhanced vegetative buffers
- Use of sustainable green building strategies
- Streetscape development – retail spaces
- Potential for coordinated future development with Bellevue

City of Bellevue Involvement

The South Kirkland Park and Ride lies within the cities of both Kirkland and Bellevue, and is owned by King County. Since the City of Bellevue has elected not to move forward with changes to its Comprehensive Plan for this site to address transit-oriented-development, King County has focused on the feasibility of transit-oriented development on the Kirkland portion of the Park and Ride site alone.

Staffs from Kirkland, Bellevue and King County have met several times to discuss coordination between the three jurisdictions in light of the possibility of future development on the Kirkland portion of the property. A meeting between the mayors of both cities, County Council member Hague, the Bellevue and Kirkland city managers, and staff from the cities and King County is scheduled for September 17th. At that time, key issues for the three jurisdictions will be discussed, and an approach such as a “memorandum of understanding” or “principles of agreement” to set parameters for how the property will be developed, will be considered.

Zoning Code Amendments

The adopted Planning Work Program includes amendments to the Zoning Code to implement the Comprehensive Plan policies in support of TOD at the South Kirkland Park and Ride as a task to be completed this year. Several options for processing these amendments exist. ***Staff requests direction from the Council on the preferred approach:***

OPTION 1: Prepare Regulations as Part of the Lakeview Neighborhood Plan Update:

Since the South Kirkland Park and Ride property lies within the Lakeview Neighborhood, the site has been included in discussions of the Lakeview Neighborhood Advisory Group in their meetings. If the Park and Ride site is included in this task, it will follow the schedule for meetings on the topic of the Lakeview Neighborhood Plan before the Houghton Community Council and Planning Commission this fall, with final action anticipated to occur in May of 2011.

Considerations:

- King County Grant: The adoption of Zoning Code amendments beyond 2010 may threaten the \$6.25 million in funding that King County will receive from the US Department of Transportation for parking expansion and other transit improvements for the Park and Ride property. Representatives from King County have advised Kirkland staff that they believe it is likely the funding will be redirected if the amendments are not adopted by the end of 2010, or early in 2011, allowing a project to move forward in 2011.
- Lakeview Neighborhood Advisory Group: The concept of transit-oriented-development (TOD) at the South Kirkland Park and Ride was controversial and of concern to many members of the Lakeview Neighborhood Advisory Group. A majority of the group is opposed to residential use at this site, particularly affordable housing. The main concerns of the advisory group had to do with the development of affordable housing, traffic impacts, project design, overall unit count, adequacy of parking and the uncertainty regarding future development on the Bellevue portion of the property (see the Fact Sheet in Attachment 4 for a discussion of these issues).

The recommendation from the advisory group is as follows:

1. If the TOD moves forward the group prefers no housing at the Park and Ride site. Redevelopment of the lot with additional parking stalls with mix of retail and office would be supported.
2. A TOD (including housing) should not be supported until there are conceptual plans for development of the Bellevue portion of the site.
3. If a TOD proposal moves forward with housing, then a joint agreement between Bellevue, King County and Kirkland should include the following (the following should be included whether or not housing is included):
 - A limit of 200 housing units total for both Bellevue and Kirkland sites.
 - A mix of low, moderate and-market rate housing with a range of minimum of 80% market rate and maximum 20% affordable housing (preference for the affordable housing piece would be senior housing).
 - There should be a net gain in the number of parking stalls. Conduct a parking study to determine adequate parking stalls for the housing units.
 - Permit Review Process: Process IIB and Design Review.
 - Ensure high quality architecture and site design by creating design guidelines addressing:
 - Provide an architectural gateway to the City along 108th Avenue/freeway interchange
 - Appropriate building mass and scale for the location and context of surrounding development

- Buildings/site should have a “village building scale”; include building modulation/upper story step back on all four sides
- Building height is in context of surrounding development (4 stories)
- Study traffic impacts to minimize through traffic through neighborhood.
- *Staff commitments:* This approach would work well with existing staff commitments to the neighborhood plan update efforts.

OPTION 2: Prepare Regulations in a Separate Process, Beginning As Soon as Possible

If the code amendments for the South Kirkland Park and Ride are processed on a separate track from other efforts, action on the new regulations could occur sooner, possibly by the end of 2010 or very early in 2011.

Considerations:

- *King County Grant:* This approach would be preferred by King County, in that the funding from the Federal government may depend on the adoption of new regulations for the Park and Ride by the end of 2010 or early 2011. Without this funding, the expansion of the Park and Ride and associated transit-oriented- development could not occur at this time.
- *Lakeview Neighborhood Advisory Group:* Members of the advisory group, as well as other neighbors and the general public would have the opportunity to participate in the process to amend the Zoning Code under either approach outlined in the memo. However, the decision to move forward with code amendments on a track independent from the Lakeview Neighborhood Plan update would ensure that the existing text contained in the neighborhood plan would guide the development of regulations, and limit the opportunity for changes to these principles to be considered.

Since the principles established for the South Kirkland Park and Ride are relatively general, however, some of the issues raised by the Lakeview advisory group, such as those related to parking and design, could still be addressed through the development of Zoning Code regulations

- *Staff commitments:* The Planning staff members that would process this code amendment are currently committed to the Central Houghton Neighborhood Plan update. Consequently, the decision to shift staff resources to the code amendments for the Park and Ride may result in somewhat of a delay in the processing of the Central Houghton Neighborhood Plan update and associated code amendments. While that project is currently scheduled to proceed to a public hearing in early 2011 with the Lakeview Neighborhood Plan update, it would likely fall behind the processing for the Lakeview plan, with completion to occur in summer of 2011.

Policy Direction for Zoning Code Amendments

As Kirkland moves forward with the study of Zoning Code regulations, the general principles will guide more detailed study of specific provisions for building height, bulk, density and design. Direction provided in the Lakeview Neighborhood Chapter of the Comprehensive Plan (see Attachment 3) to be addressed in amendments to the Zoning Code will likely include the concepts discussed below.

Staff requests that the Council confirm that the following concepts, reflecting existing policies in the Comprehensive Plan, should continue to guide the drafting of development regulations, or whether any policy changes should be considered. Policy changes would require consideration as part of the Lakeview Neighborhood Plan update.

- ◆ Support for transit-oriented-development at the Park and Ride
 - The text is supportive of TOD, and the maps reflect the "TOD" designation, as well as the future zoning designation for the site, "PLA 4". The neighborhood plan calls for standards that will create the opportunity for successful transit-oriented-development. Specifically, the plan cites the need to allow densities necessary to support TOD, as well as other measures such as expanded opportunities for other uses, connections to the BNSF corridor, support for shared parking and incentives for alternatives such as shared car services and electric cars.
 - A new zone, "PLA 4", will be developed to provide regulations unique to this site, aimed at maximizing the effectiveness of transit-oriented-development in this location.

- ◆ General objectives for affordable housing to be included in future development
 - The Plan text calls for a minimum of 20% of total units to be affordable to low and/or moderate income households. Additional affordability beyond this percentage is encouraged through a policy which urges development to strive for an additional 20% of units to be affordable to median income households.
 - Regulations could be developed to mandate a specific additional percentage of affordability. Alternatively, this issue could be discretionary, with the specific target population and share of affordable units to be determined during the project review process. ARCH supports leaving flexibility in the regulations for the additional affordable units, to provide more options to developers and/or non-profit housing providers in seeking funding for affordable housing.

- ◆ Provisions for high density residential and a broader mix of uses
 - While the land uses permitted at the site under current zoning would continue to be allowed, the adopted Comprehensive Plan text and maps indicate that the predominant anticipated use would be high density residential. The text also supports additional uses to serve the residents and other users of the Park & Ride, including expanded retail uses, childcare facilities, etc.
 - The new regulations for the PLA 4 zone would specify uses to be allowed, encouraged or required in development at the site.

- ◆ Development of implementing regulations that ensure coordinated development of the site and high quality site and building design

- The adopted text emphasizes the importance of high quality design in new development, stating that regulations should support appropriate building scale and massing throughout the site, and that site design should “incorporate pedestrian features and amenities that contribute to a livable urban village character for the TOD”.
 - New regulations will provide guidance for coordinated site development to achieve the objectives of the neighborhood plan policies. Development standards for building height and mass, streetscape development, and protection of vegetative buffers will all be addressed in the code amendments. A requirement for Design Review will be included.
- ◆ Impacts to be addressed in future zoning (building massing, design, traffic, etc.)
- The adopted text calls for the mitigation of impacts from more intensive development at the site. The study of these issues will be necessary in the development of appropriate development standards.

September 16, 2010

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Attachments

1. Park and Ride Location Map
2. Lakeview Neighborhood Land Use Map
3. Lakeview Neighborhood Text – PLA 4
4. Fact Sheet, 9/9/10

cc:

File

Planning Commission

Houghton Community Council

Arthur Sullivan, ARCH

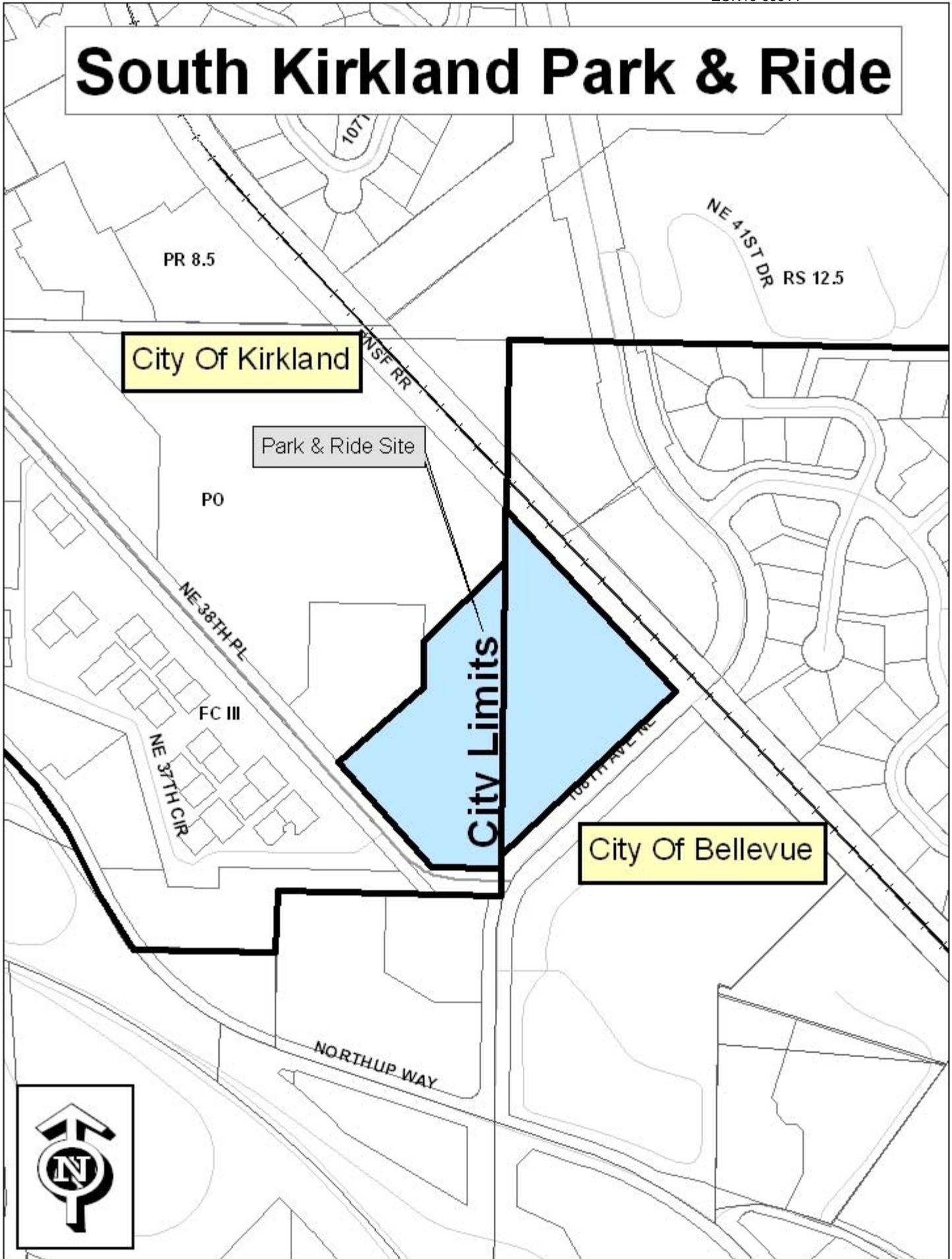
Gary Prince, King County Department of Transportation, 201 S. Jackson Street, M/S

KSC-TR-0815, Seattle, WA 98104-3856

Lakeview Neighborhood Advisory Group

Central Houghton Advisory Group

South Kirkland Park & Ride



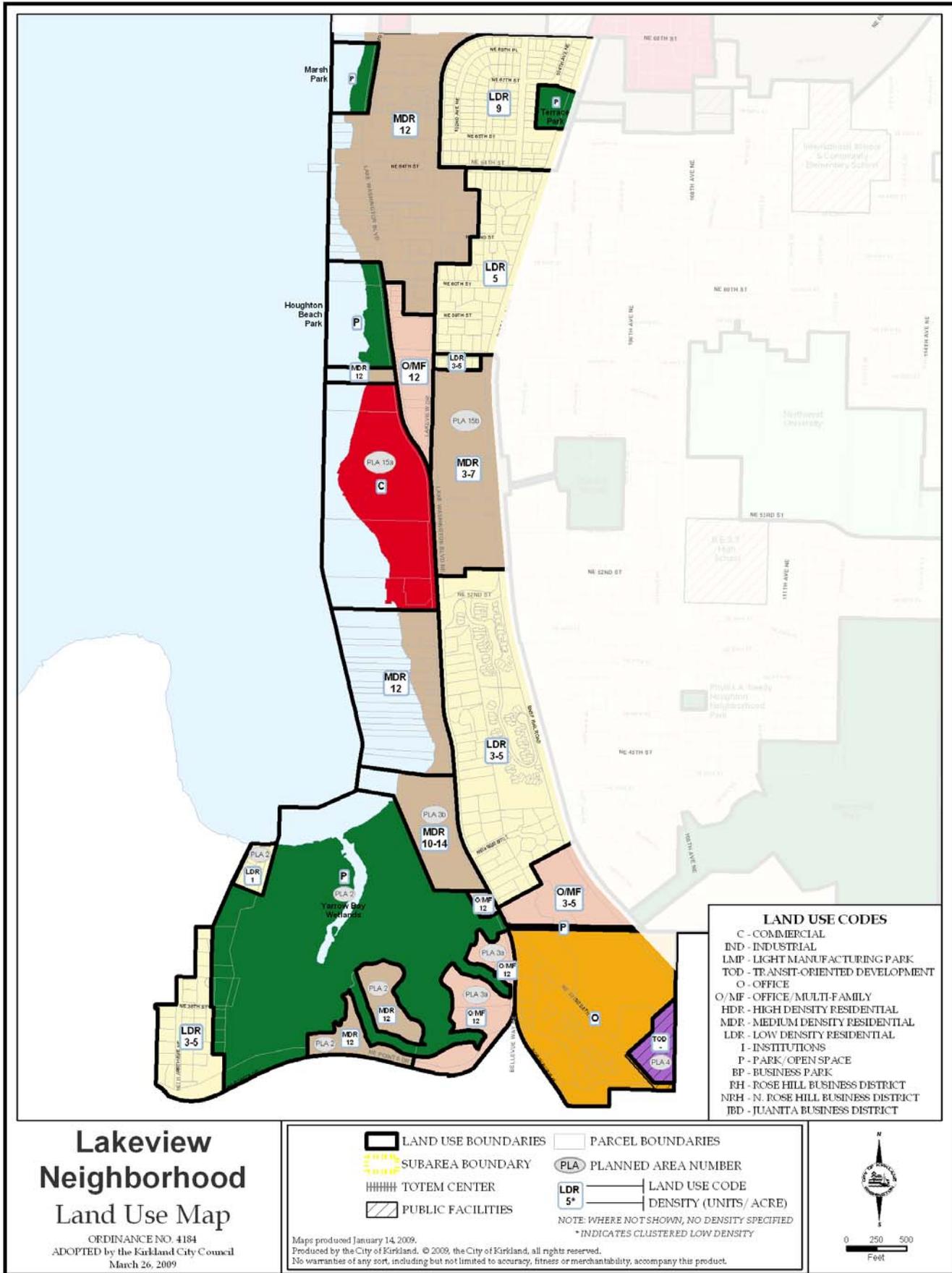


Figure L-1: Lakeview Land Use

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existing multifamily units for overnight lodging, however, would be acceptable provided that the site development maintains its residential character and that accessory restaurants, retail, or similar uses are not allowed.

Subarea B should include public use areas.

Because of its adjacency to Lake Washington and Yarrow Bay wetlands, development in Subarea B should also include a public trail along its entire perimeter as well as other areas suitable for passive public use.

PLANNED AREA 4: SOUTH KIRKLAND PARK & RIDE

The property containing the South Kirkland Park and Ride is about seven acres in size, with approximately equal portions of the site lying within the cities of Kirkland and Bellevue. The site is owned by King County, and currently developed as a Park and Ride with approximately 600 parking stalls and a transit facility. The site is generally level, but has a steep slope along the eastern and southeastern boundaries within the city of Bellevue section of the site. Tall trees and heavy vegetation are present within the hillside areas.

King County has identified the South Kirkland Park and Ride as a potential site for transit-oriented development (TOD) for several years. Affordable housing is generally included in King County TOD projects, and is anticipated to be a significant component of future residential development at the South Kirkland site. The City of Kirkland has identified transit-oriented development at the South Kirkland Park and Ride as a key affordable housing strategy. The City supports multifamily residential as the predominant use of the site in a transit-oriented-development project, with a variety of other uses to be allowed as well.

The South Kirkland Park and Ride property may continue as a transit facility with the potential for office use. Alternatively, if the site is redeveloped with

TOD, the principles discussed below should be used to guide development at the Park and Ride.

Provide for affordable housing.

- ◆ Ensure that transit-oriented development provides for mixed-income housing, including a minimum of 20 percent of total units to be affordable to low and/or moderate income households.
 - Development should strive to achieve greater affordability for at least 20 percent of its units, with an additional 25 percent to be affordable to median income households, through the use of as many funding sources as are necessary.

Ensure high quality site and building design.

- ◆ Develop implementing regulations for coordinated development of the entire site.
 - Establish standards for building height and mass that acknowledge site topography and existing vegetation as factors for consideration.
- ◆ Implement design standards for Planned Area 4.
 - Ensure that regulations support appropriate building scale and massing throughout the site, produce buildings that exhibit high quality design and incorporate pedestrian features and amenities that contribute to a livable urban village character for the TOD.
 - Provide guidance for the streetscapes along NE 38th Place and 108th Avenue NE to ensure buildings do not turn their backs on the streets and development provides a welcoming and attractive presence at this gateway to Kirkland.
 - Protect the vegetative buffers and significant trees along the site's eastern and

XV.A. LAKEVIEW NEIGHBORHOOD

- southeastern borders through development standards.
- Minimize the visual impacts of parking facilities from adjacent rights-of-way.
 - ◆ Foster the creation of a vibrant and desirable living environment through the use of high quality design, public amenities and open space.
 - ◆ Promote sustainable development through support of green building practices at the Park and Ride.

Maximize effectiveness of transit-oriented development (TOD).

- ◆ Create the opportunity for Transit-Oriented Development at the site through the development of standards and regulations that support necessary densities.
- ◆ Expand opportunities for retail development, incidental office development, and childcare facilities at the site to serve users of the Park and Ride, site residents and others.
- ◆ Provide opportunities for all types of users of the site to access the BNSF corridor, however it is developed, along the eastern boundary of the Park and Ride site.
- ◆ Reduce the need for parking at the site through regulations that promote shared parking between uses, and incentives to support alternatives such as shared car services and electric cars.
- ◆ Mitigate traffic, visual, noise and other impacts from more intensive development of the Park and Ride to the surrounding street network and residential areas.

Coordination with the City of Bellevue.

- ◆ Coordinate an approach for the review and approval of development proposals for the site with the City of Bellevue.

- ◆ Manage emergency services to the site through agreements with the City of Bellevue.

PLANNED AREA 15: OLD SHIPYARDS

Subarea A is described.

Planned Area 15 comprises approximately 31 acres lying on both sides of Lake Washington Boulevard. Most of the Planned Area is under common ownership. The area west of the Boulevard is located adjacent to Lake Washington and has been designated as Subarea A. The topography of Subarea A is unique to the shoreline. The depth of the area between Lake Washington Boulevard and the lake is substantially greater than the areas to the north and south. Much of Subarea A is more than 200 feet from the high waterline and, therefore, is not subject to the Shoreline Master Program. In addition, Lake Washington Boulevard rises to its highest elevation above the lake adjacent to the southern portion of Subarea A.

For many years, much of Subarea A was the site of the Lake Washington Shipyards, which ceased production in the late 1940s. Then the site was used as the Seattle Seahawks professional football team's training facility until the late 1980s. Now it is the site of the Carillon Point mixed-use center, containing office, retail, hotel, restaurant, marina and residential uses.

South of Carillon Point is the Yarrow Bay Marina containing over-water covered moorage facilities, dry dock boat storage, boat launch, boat sales and service, a pump-out facility and an accessory office building. The marina has been in existence since the 1950s.

Subarea B is described.

The area east of Lake Washington Boulevard and Lakeview Drive has been designated as Subarea B. Slopes in this area may be environmentally sensitive.

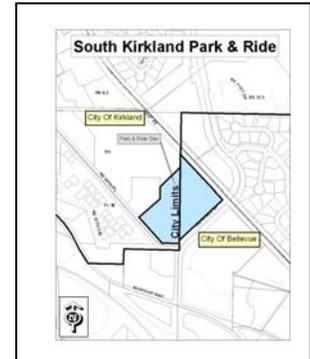
Although most of Subarea B is undeveloped, there are three single-family homes and a large apartment complex which terraces up the slope and bisects the area.

South Kirkland Park and Ride/Transit Oriented Development Fact Sheet

Introduction

In 2008, the Kirkland City Council adopted amendments to the Lakeview Neighborhood Chapter of the Comprehensive Plan related to the South Kirkland Park and Ride site. The amendments received final approval of the Houghton Community Council in January of 2009.

The new policies provide support in the Comprehensive Plan for Transit-Oriented-Development (TOD) at the South Kirkland Park and Ride, and provide the framework for development standards for the site, including a mix of market rate and affordable housing. The Planning Department is now ready to move forward with amendments to the Kirkland Zoning Code, included as an implementation task on the adopted 2010-2012 Planning Work Program. The current zoning does not permit residential and has a height limit of 30'. The processing of the amendments will occur either as part of the Lakeview Neighborhood Plan and Zoning Code update, or through a process independent from the remainder of the code amendments associated with the plan update. The City Council will consider these options at their meeting on September 21st.



TOD at South Kirkland Park and Ride – Rationale for Proceeding with Development on the Kirkland Parcel

The South Kirkland Park and Ride lies within the cities of both Kirkland and Bellevue and is owned by King County. At this time, the City of Bellevue has elected not to move forward with changes to its Comprehensive Plan for this site to address TOD. The zoning in Bellevue does allow residential use but has a height limit of 30 feet and a density cap of 15 units per acre. Consequently, King County has focused on the feasibility of transit-oriented-development on the Kirkland portion of the Park and Ride site alone.

As part of the Urban Partnership Agreement, which includes tolling on SR 520, the US Department of Transportation has agreed to provide \$6.25 million to King County Metro to create a Sustainable Transportation Hub at the South Kirkland Park and Ride. The funding will primarily be used for additional parking and other transit improvements. This will help meet the anticipated increase in demand for parking with the tolling of SR 520 and a planned 15% increase in peak hour transit service in the corridor. The Agreement calls for the additional parking to be constructed before tolling begins in the corridor. Tolling is scheduled to begin in spring, 2011.

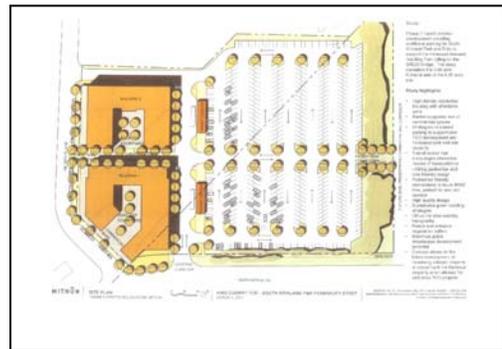
Since the federal grant funding available to the County for expansion of this Park and Ride must be spent within a relatively short period of time, King County is interested in proceeding with the expansion, and providing the additional capacity, 250 parking stalls, as part of a mixed use development on the Kirkland half of the site. *No other funding to provide this parking is available, and the parking cannot be provided unless a private developer leases or buys the*

property to develop with mixed use such as housing and retail uses with the ability to share parking to keep costs affordable. In order for this to occur, a rezone of the property is needed to allow housing and a height increase. If this rezone does not take place in the near future, the Urban Partnership Agreement funds and the additional parking are at risk.

As with other County-owned Park and Ride properties, the Transit-Oriented-Development (TOD) would likely involve partnerships between King County Metro and private developers. ARCH, non-profit housing providers and/or the King County Housing Authority could also be involved. Since the feasibility of development is still under study and development regulations have not yet been developed or approved, no partners have been identified. Potential development scenarios are preliminary and should be viewed as very conceptual approaches for the site.

King County has developed a conceptual plan for development on the site, prepared by Mithun Architects (see Attachment 1). This concept would include:

- About 200 multifamily units, built in two structures, each about five above grade
- Significant number of units to be affordable for low or moderate income households (Possibly up to 100 affordable units).
- Underground parking – some portion to be shared by TOD and park and ride users. Net increase of 250 additional park and ride stalls.
- Existing or improved transit center
- Pedestrian connection from site to BNSF corridor
- Retained and enhanced vegetative buffers
- Use of sustainable green building strategies
- Streetscape development – retail spaces - approximately 12, 500 square feet
- Potential for coordinated future development with Bellevue



King County anticipates that development of the site would occur in a similar manner to that of other TOD projects in the region. King County, with input from Kirkland, will request proposals to select a private developer with experience in developing affordable and market rate housing, parking and other uses.

- I. Additional information and responses to frequently asked questions about the concept of TOD for the South Kirkland Park and Ride site are presented below.

What is Transit-Oriented-Development (TOD)?

Transit-oriented-development is development that maximizes the use of transit and reduces the use of single occupancy vehicles, by increasing the opportunities to walk, bicycle, carpool or take transit. The center of a TOD area has a bus or rail station, generally surrounded by higher-density development. Consolidating housing at major transit facilities is an effective strategy to increase transit ridership and reduce the harmful effects of congestion and greenhouse gas emissions.

According to the King County TOD website, the concept generally “includes mixed-use, higher density buildings at the sidewalk; less private and more public open space; smaller blocks; narrow streets with wider sidewalks, street trees and lights; lower parking-to-occupant ratios; shared parking; parking behind buildings; and on-street parallel parking.”

Why is Transit-Oriented-Development being considered for the South Kirkland Park and Ride?

Many consider the South Kirkland Park and Ride to be an ideal location for transit-oriented-development. The site is a major transit hub, with excellent service to the Totem Lake Urban Center, the University of Washington and downtown Seattle, as well as employment centers and residential areas in all directions. With changes to 520, increased demand is anticipated for the Park and Ride, and planned transit improvements will continue to expand the opportunities provided by the site to maximize the use of transit and reduce the use of single occupant vehicles. The site is also adjacent to the Eastside Corridor, so the site’s residents and Park and Ride users will have good pedestrian and bicycle access to this route.

The City of Kirkland’s Comprehensive Plan supports the development of mixed use at the South Kirkland Park and Ride. The siting of multifamily residential development in this location, with a significant component of affordable housing, is one of the City’s highest priorities to address the need for affordable housing within the city. The public ownership of the land provides greater opportunities to provide affordability in future residential development, while the access to transit and the potential at this location for mixed uses to serve these residents are keys to a successful TOD project.

In addition, as noted above, the US Department of Transportation has agreed to provide \$6.25 million for additional parking as part of a mixed use development at the South Kirkland Park and Ride.

Funding is also available for the installation of vehicle charging stations at South Kirkland Park and Ride. The charging stations would be shared between Park and Ride users and residents and facilitate electric vehicle usage.

Currently, the area surrounding the South Kirkland Park and Ride site is developed with a mix of uses, including schools, offices and some retail uses. Within a single bus trip a short distance

from the site, residents have access to a broad range of retail stores including groceries and other services. The preliminary concept for the future of the area, as envisioned in the update of the Lakeview Chapter of the Comprehensive Plan that is underway and expected to be completed by spring, 2011, is for a more pedestrian-oriented mixed-use district, with increased retail and office uses. The South Kirkland Park and Ride is poised to become a vital piece of what will become a vibrant business district at the south end of Kirkland.

What are the objectives of the concept for Transit-Oriented-Development at the Park and Ride?

The Kirkland City Council has determined Transit-Oriented-Development (TOD) to be among the City's top affordable housing strategies. In 2009, amendments to the City's Comprehensive Plan in support of TOD at the South Kirkland Park and Ride received final approval. The amendments established the following principles for TOD development at the site:

- Provide for affordable housing
- Ensure high quality site and building design
- Maximize effectiveness of transit-oriented development
- Coordination with the City of Bellevue

In 2007, King County ranked the South Kirkland Park and Ride as its top TOD priority in the region. Grant funds in support of additional parking stalls and TOD in this location, in light of future tolling on SR 520, were sought and received. The County's objectives for the site include:

- Increase transportation options, parking, and provide better pedestrian facilities
- Increase ridership and encourage alternate modes of transportation
- Provide housing opportunities, emphasizing affordability
- Provide for a future interconnection with the Eastside corridor

What are the benefits of Transit Oriented Development at the South Kirkland Park and Ride?

The development of a mixed-use TOD with expanded park and ride capacity at the South Kirkland Park & Ride will address the increased demand for parking resulting from tolling on the 520 bridge. The conceptual development plan also includes mixed income residential use, with a significant share of the units to be provided as affordable housing.

Expected benefits of TOD at the South Kirkland Park and Ride include:

- Expanded park and ride capacity:
 - Development of an underground shared parking facility in the Kirkland portion of the existing South Kirkland Park and Ride lot
 - Net gain of 250 parking spaces
- Development of mixed-income housing, including a greater percentage of affordable housing than would be provided through typical private development

- Preliminary study includes 200 units, with up to half of the units to be affordable. The percentage of total units to be affordable, the anticipated level of affordability and target population(s) have not been determined.
- Increased transit ridership and incorporation of measures to encourage alternative modes of transportation:
 - Transit center that encourages alternative modes of transportation and uses pedestrian and bicycle friendly design
 - 10 electric vehicle charging stations with possible future expansion to 50 charging stations
- Development of a mix of commercial spaces for site residents and users, as well as residents and employees in the area surrounding the site. The King County conceptual plan estimates that approximately 12,500 square feet of commercial space could be included in development
- High quality design, ensured through design standards and review.
- Use of sustainable green building strategies
- Design that retains/enhances vegetative buffers.
- Design that maximizes public streetscape development potential
- Concept that allows for coordination with Bellevue in possible future development.
- Pedestrian connections to the adjacent Eastside rail corridor

How is the Park and Ride site currently used, and what could occur under current plans and zoning for the area?

- **Location:** The existing park and ride lot is owned by King County Metro and is located at the south end of Kirkland, adjacent to 38th St. NE in Bellevue and NE 38th Place in Kirkland (see Vicinity Map, Attachment 2), and near the intersection of Lake Washington Boulevard and 108th Avenue NE.
- **Property Size and Topography:** The site is about seven acres with approximately equal portions lying within the cities of Kirkland and Bellevue. The Kirkland portion of the site is generally level, while the eastern portion of the Bellevue piece slopes steeply up to the east.
- **Park and Ride Use:** The existing park and ride includes 603 stalls, and is at capacity most weekdays.
- **Transit service:** Service provides access to local destinations on the Eastside, the University of Washington and downtown Seattle. (Routes 230, 234, 255, 256 and 540).
 - The 255 route provides very frequent service across Lake Washington, serving the Park and Ride every ten minutes in peak times. Enhancements associated with the SR520 Urban Partnership improvements include additional enhancements to this route. Regular routes are also on Bellevue Way and 108th Avenue NE.
 - ST route 540 provides frequent service to University of Washington.

- **Existing Zoning and Land Use (Bellevue & Kirkland):**
 - Kirkland: The Park and Ride property lies within a PO (Professional Office) zone, which allows the existing transit facility use, offices, schools, churches and a range of retail uses including banks, restaurants and smaller stores. The maximum allowable building height is 30 feet.
 - Bellevue: The Bellevue portion of the site lies within an R-15 zone, which allows multifamily development at 15 dwelling units per acre. A wide range of other uses are also allowed, including the park and ride, a day care center, schools, essential public facilities, and recreation activities among others. The maximum allowable building height is 30 feet.

- **Comprehensive Plan Policies:**
 - The Lakeview Neighborhood Chapter of the Kirkland Comprehensive Plan is supportive of TOD at the South Kirkland Park and Ride. The Plan provides the following principles to guide future development:
 - Provide for affordable housing
 - Ensure that at least 20 percent of total units are affordable to low and/or moderate income households. Development should strive to provide greater affordability, with an additional 25 percent of the total units to be affordable to median income households.
 - Ensure high quality site and building design
 - Develop design standards to ensure building height and mass that take into account existing site topography and vegetation. Regulations should ensure that buildings exhibit high quality design and incorporate pedestrian features, contributing to a livable urban village character for the TOD.
 - Develop regulations to ensure that buildings and streetscapes are designed to provide a welcoming presence at Kirkland's southern gateway.
 - Maximize effectiveness of transit-oriented-development (TOD)
 - Develop standards that support necessary densities, expand opportunities for complementary uses, provide opportunities for all users to access the BNSF corridor, promote shared parking and transportation alternatives and mitigate traffic, visual and noise impacts to surrounding streets and residential areas.
 - Coordination with the City of Bellevue

What services are available for Park and Ride residents and users?

Attachment 3 contains a map displaying retail and service uses surrounding the Park & Ride site. Attachment 4 displays large employers in the immediate vicinity. Distances to nearby parks and schools are shown in the map in Attachment 5.

Within 1.5 miles of the site, a wide range of retail uses and restaurants exist, including a grocery store at Houghton Center. A partial list of services located in the immediate area follows:

- Schools/Childcare:
 - Kindercare, Chestnut Montessori, Kirkland Children's School, Lakeview Elementary School, International School and Community School, Best High School, church daycares, Northwest University, Eastside Prep, UW business school, and the Seventh Day Adventist School
- La Quinta Hotel
- Gas station/quick mart
- Restaurants: The Keg, Big Fish Grill, Poppinjays Café, Burgermaster,
- Carillon Point professional services, restaurants, retail shops
- Professional offices: Architects, law, engineering, real estate development, computer software, wealth management, Paccar
- Grocery stores: Access via 255 transit route with 10 minute peak frequency to Houghton Center to the north, and 249 with 30 minute frequency to the QFC to the south.

As the update to the Comprehensive Plan for the Lakeview Neighborhood is studied this year, the Lakeview Neighborhood Advisory Group's initial vision for the larger business district to the west and north of the Park and Ride site is as a more pedestrian-oriented mixed-use district. This concept will continue to be explored. It is likely that the range of retail uses and services serving Park and Ride residents and users will continue to be expanded if the larger business district becomes more densely developed.

II. Responses to Questions Raised/Concerns Expressed through Lakeview Neighborhood Plan Update Process

- Uncertainty about plans for and future development of Bellevue portion of the Park and Ride

At the time the Comprehensive Plan amendments were studied by the City of Kirkland, it was thought that the City of Bellevue would consider amending its Comprehensive Plan and Zoning Code for the Bellevue portion of the Park and Ride property. Both cities had been approached by King County to consider the concept of transit-oriented-development at this location, and King County had submitted a formal request for an amendment to the Bellevue Comprehensive Plan.

The City of Bellevue has not moved forward with its study of Comprehensive Plan amendments for this site due to other city planning priorities.

As a result, King County has modified the concept to be a Kirkland-only project. There is no proposed project for the Bellevue portion of the site. However, development of the Kirkland portion of the site alone still requires consultation with the City of Bellevue. Discussions have occurred with Bellevue, Kirkland and King County elected officials and staff. Coordination with the City of Bellevue is important on the topics of access points, design, site layout, traffic improvements and permitting. Both cities and King County are continuing to meet and to explore points or principles of agreement either through a letter of commitment or memorandums of understanding (or some similar mechanism).

- Concern about affordable housing within TOD, and a desire to either eliminate residential use, ensure a portion of the development would be in market rate units, or place a cap on the percentage of affordable housing to be included in development.

The policies in the existing Lakeview Neighborhood Plan support a greater amount of affordable housing for TOD at the South Kirkland Park and Ride than would be expected of residential development on private property. Since the Park and Ride site is publicly owned, the opportunity for a greater amount of affordable housing exists. Kirkland's overall affordable housing goal is that 24% of its overall growth for housing be affordable to lower income households (50% of median income) and 17% be affordable to moderate income (80% of median income). The goals for TOD at the South Kirkland Park and Ride are more reflective of these city-wide goals. However, it is Kirkland's intent to ensure that this would be a mixed income development with both affordable and market rate units.

Cities use a variety of strategies to achieve these goals, ranging from using land use incentives, to providing direct financial support to leverage other public funding sources. The opportunity exists at the South Kirkland Park and Ride to use other tools (e.g. public funding) to achieve greater levels of affordability, more consistent with the city's overall goals, noted above. The Lakeview Neighborhood goals for this site reflect the ability to use these additional strategies at this location.

- Concern about traffic impacts from development at the Park and Ride

Attachment 6 to this memo provides a preliminary traffic assessment for TOD at the South Kirkland Park and Ride, with the scope of the project study as described above, under Introduction. It is estimated that the development would generate 292 new PM peak hour trips, and 2,625 daily trips. About 20% are estimated to travel to and from the site from the north, with that amount split between Lake Washington Blvd. and 108th Avenue NE, 15% to and from Bellevue along Bellevue Way and 112th Avenue NE, and the remainder travelling to and from Seattle and I-405 via SR-520.

Based on this very preliminary study, the projected increase in PM peak hour vehicle trips from the site under the conceptual development would represent about a 1% increase above the existing traffic volumes on Lake Washington Boulevard. The expected increase on 108th Avenue NE would be about 2% above existing traffic volumes.

While more detailed analysis will be necessary to determine the full extent of traffic impacts to the surrounding street system, the preliminary assessment states that it is most likely that the impacts from the development will not trigger off-site improvements. However, installation of a traffic signal at the intersection of 108th Avenue NE/NE 38th street would be helpful to improve traffic flow to and from 108th Avenue NE. Upgrading this from an un-signalized to a signalized intersection will facilitate the turning movements of busses as they enter and exit the transit hub. This improvement will aid traffic flow in the vicinity of the intersection, reducing congestion and improving pedestrian access and safety. The specific type of signal and its exact location would be determined during project design, based on an updated design-level traffic analysis.

- Any proposed development must meet the City's traffic and level of service standards.

A wide range of improvements will occur throughout the area, including additional bus trips, the installation of real-time bus information at transit stops, new transit shelters and lighting.

- Concern about location of Park and Ride for TOD (access to services, groceries, etc.) and proximity to employment.

Currently, the area surrounding the South Kirkland Park and Ride site is developed with a mix of uses, including day care facilities, schools, offices and some retail uses. Within a single bus trip a short distance from the site, residents have access to a broad range of retail stores including groceries and other services. A grocery store at Houghton Center is located within 1.5 miles of the site, and can be reached via route 255, with 10 minute peak frequencies. The QFC south of the site on Bellevue Way can be reached via the 249 with 30 minute frequencies.

The preliminary concept for the future of the area, as envisioned in the update of the Lakeview Chapter of the Comprehensive Plan that is underway and expected to be completed by spring, 2011, is for a more pedestrian-oriented mixed-use district, with increased retail and office uses.

- Concern about adequacy of the amount of parking proposed for Park and Ride and for TOD

The TOD proposal will add 250 stalls to the Park and Ride facility, significantly expanding the current 603 stalls. While it is possible that additional stalls may be needed in the future, the proposal represents an important opportunity to address the current problem of insufficient capacity.

To avoid offsite spillover parking, onsite parking will be managed for optimal use. For example, while most stalls will be used only by residents or transit riders, a small percentage of stalls will be shared between daytime park/ride and evening residential users. Shared use of expensive (\$30-40,000/ stall) garage parking makes both park and ride expansion and residential construction financially feasible. This approach has demonstrated success in existing projects in Redmond, Renton, and Northgate.

The number of parking spaces for residential units is projected at about 1 per unit. This is consistent with other suburban locations with excellent transit service. The final number of parking spaces will be proposed by the developer and evaluated by King County and the City of Kirkland.

- Concern about how the rail/trail would be addressed and/or coordinated with Park and Ride development.

The conceptual plan developed by King County provides a pedestrian connection through the site to the Eastside corridor. The three jurisdictions involved in the site, Kirkland, Bellevue and King County, will address this issue in any principles of agreement between them.

1. Concern about design of the project as a gateway to the City and that it be compatible with the "surrounding residential neighborhood". Preference for design review and review through the City's IIB process.

The Lakeview Neighborhood of the Comprehensive Plan establishes policies for Planned Area 4, the area containing the South Kirkland Park and Ride. Among these policies is the following, "Ensure high quality site and building design". Supportive text for this policy calls for implementing regulations that will govern future development at the site. Specifically, guidance provided by the neighborhood plan related to design includes the following:

- Develop implementing regulations for coordinated development of the entire site:
 - Establish standards for building height and mass that acknowledge site topography and existing vegetation as factors for consideration.
- Implement design standards.
 - Ensure that regulations support appropriate building scale and massing throughout the site, produce buildings that exhibit high quality design and incorporate pedestrian features and amenities that contribute to a livable urban village character for the TOD.
 - Provide guidance for the streetscapes along NE 38th Place and 108th Avenue NE to ensure buildings do not turn their backs on the streets and

development provides a welcoming and attractive presence at this gateway to Kirkland.

- Protect the vegetative buffers and significant trees along the site's eastern and northeastern borders through development standards.
- Minimize the visual impacts of parking facilities from adjacent rights-of-way.
- Foster the creation of a vibrant and desirable living environment through the use of high quality design, public amenities and open space.
- Promote sustainable development through support of green building practices at the Park and Ride.

Amendments to the Kirkland Zoning Code will be developed to implement the policies noted above. During the study and review process of these amendments, the Houghton Community Council and Planning Commission will consider the appropriate level of review for projects to be proposed under the regulations.

Desire to set limit on the number of housing units for the Park and Ride (including parcels in both Kirkland and Bellevue) at 200 units. Preference for senior housing.

These are issues that are typically not explicitly addressed in zoning regulations. When the City amended the neighborhood plan for the South Kirkland Park and Ride, it was possible to establish minimum standards for affordability due to the change in allowed use of the property.

In previous discussions related to affordability on the site, the City Council expressed an interest in having a balance of market rate and affordable housing in TOD at the site. Because the property is owned by King County which has agreed to work with the City in framing the development of the property, there is a unique opportunity to develop a memorandum of understanding or principles of agreement to set parameters on how the property will be developed.

One of the issues to be addressed between the City and King County will be affordable housing. It will be difficult to prescribe a single explicit number of units or type of affordable housing development because many potential funding sources are limited and must be competitively applied for. However, it is anticipated that the principles will allow for a range of proposed affordability (including a maximum amount of affordability), with enough flexibility to account for the type of financing that could be received. For example the upper range of affordability would be based on receiving a certain combination of funding, but there would be the ability to provide less affordability in the event different financing is received. This range of affordability is expected to be developed simultaneously with updating the zoning provisions and will be done prior to the time when King County/Metro would seek proposals from potential developers. Comments from the community will be one factor considered in developing language regarding the range of affordability.

Contact information:

City of Kirkland

Dorian Collins, Senior Planner, dcollins@ci.kirkland.wa.us, or (425) 587-3249

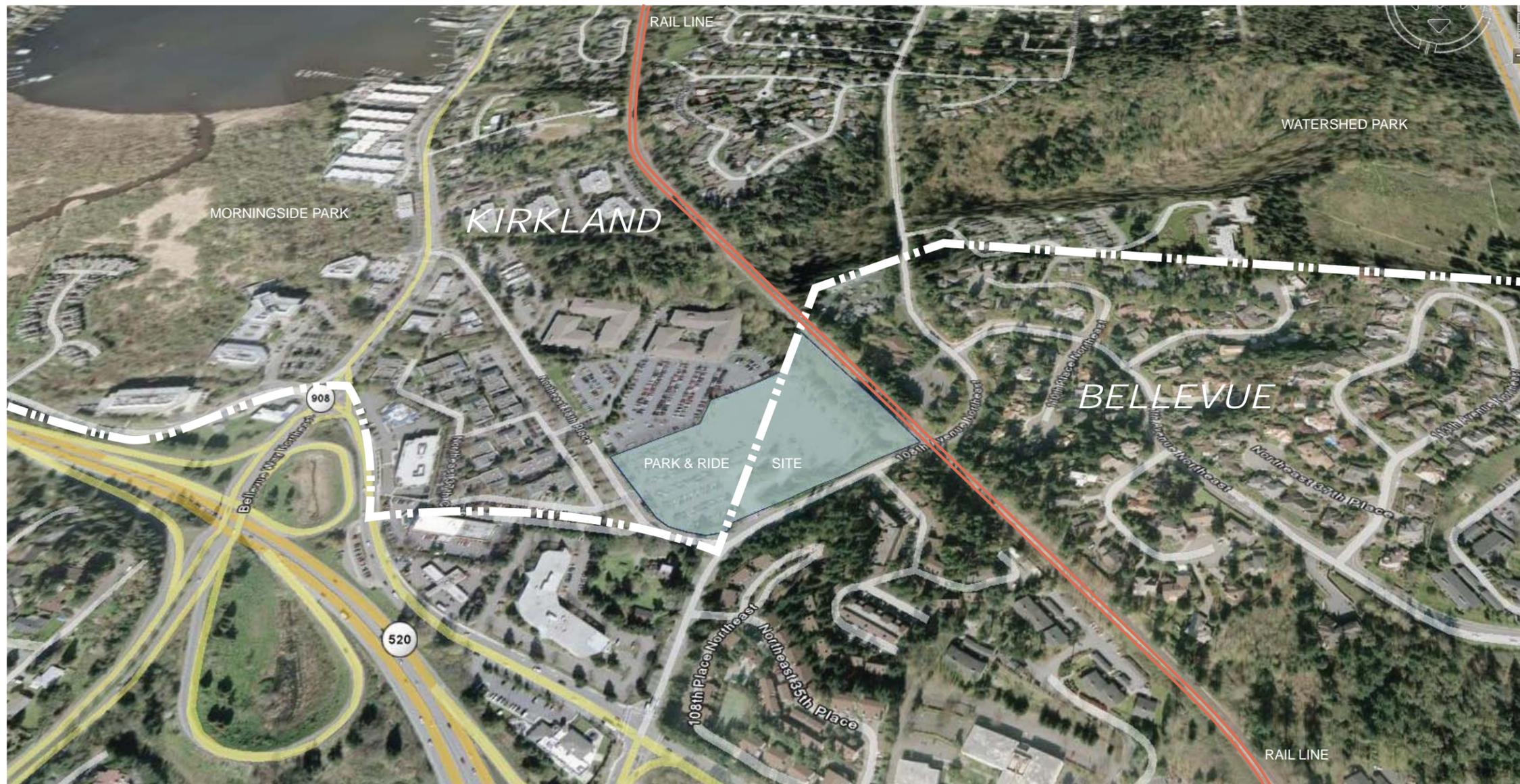
Janice Soloff, Senior Planner, jsoloff@ci.kirkland.wa.us, or (425) 587-3257

King County

Gary Prince, Gary.Prince@kingcounty.gov, or (206) 263-6039

Attachments

1. King County – Preliminary Development Concept
2. Vicinity Map
3. Map – Retail and Service Uses Surrounding the South Kirkland Park and Ride Site
4. Map – Large Employers (>25 Employees) Surrounding the South Kirkland Park and Ride Site
5. Map – Distances to Parks and Schools
6. Preliminary Traffic Impact Assessment, City of Kirkland



King County Objectives at South Kirkland:

- Increase ridership
- Provide housing opportunities with an emphasis on affordability
- Increase transportation options, including additional parking, better passenger facilities
- Future interconnection with BNSF

Funding:

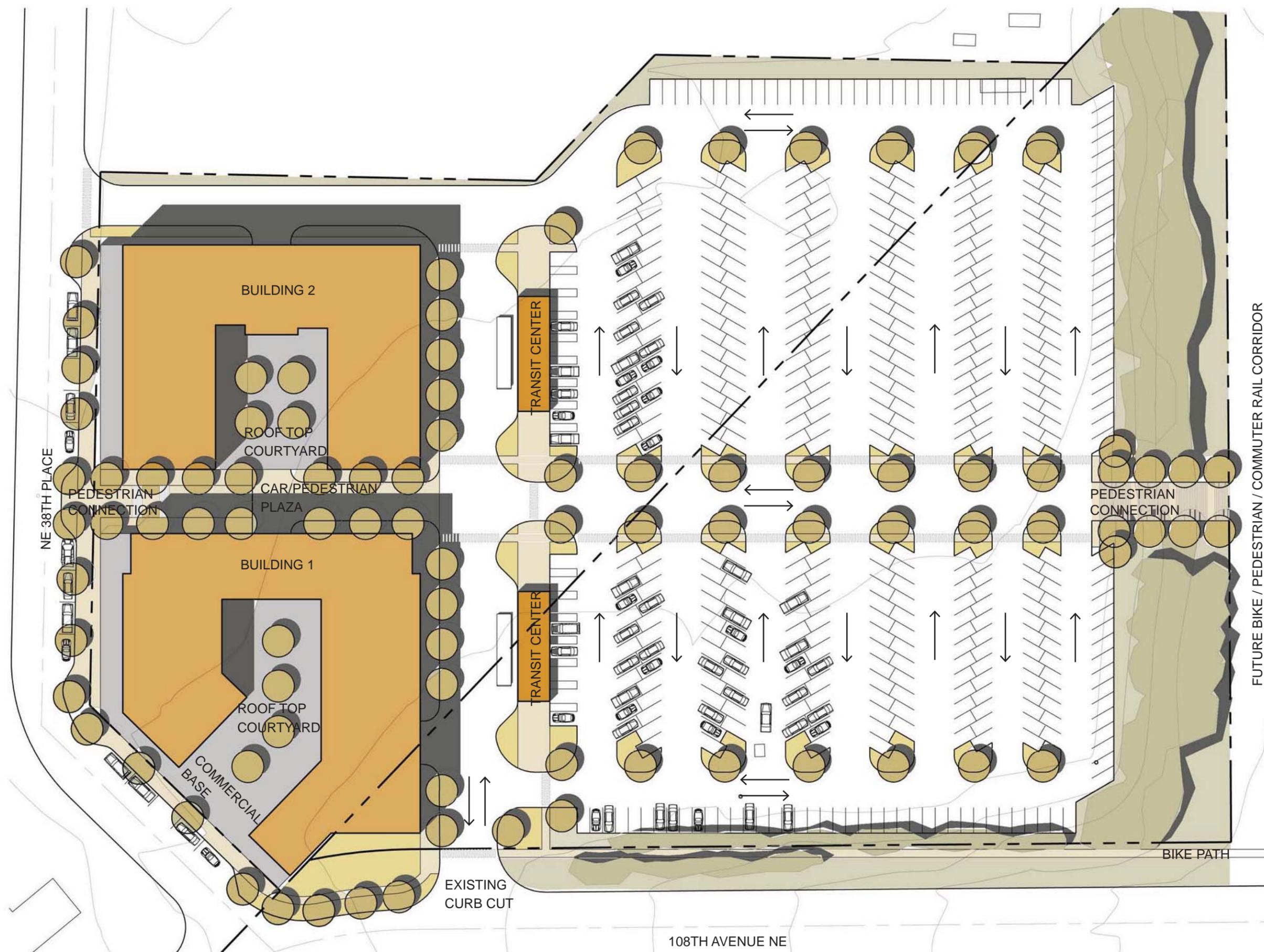
- Limited funding of \$6.25 million is available for 250 additional parking stalls from federal transit administration as part of SR520 bridge tolling project.
- Charging station funding from King County EECBG funds. Number and location TBD
- Application submitted for FTA for traffic signal and pedestrian improvements. \$1.3 million
- Forthcoming application as part of PSRC/NES Sustainable Communities response to HUD. S. Kirkland will apply for \$500k
- HB 2912 sets aside \$8.4 million annually for affordable housing for recipients at or below 80% of the median income near or at transit stations. Bill now in the Senate.



Phase 1 transit oriented development providing additional parking for South Kirkland Park and Ride to support the increased demand resulting from tolling on the SR520 bridge. The study considers the 3.65 acre Kirkland side of the 6.97 acre site.

Study highlights:

- High density residential housing with affordable units
- Market supported mix of commercial spaces
- Underground shared parking to support new TOD development and increased park and ride capacity
- Transit center that encourages alternative modes of transportation utilizing pedestrian and bike friendly design
- Pedestrian friendly connections to future BNSF bike, pedestrian and rail corridor
- Sustainable green building strategies
- Utilize the sites existing topography
- Retain and enhance vegetation buffers
- Maximize public streetscape development potential
- Concept allows for the future development of remaining kirkland property in concert with the Bellevue property when allowed for additional TOD projects





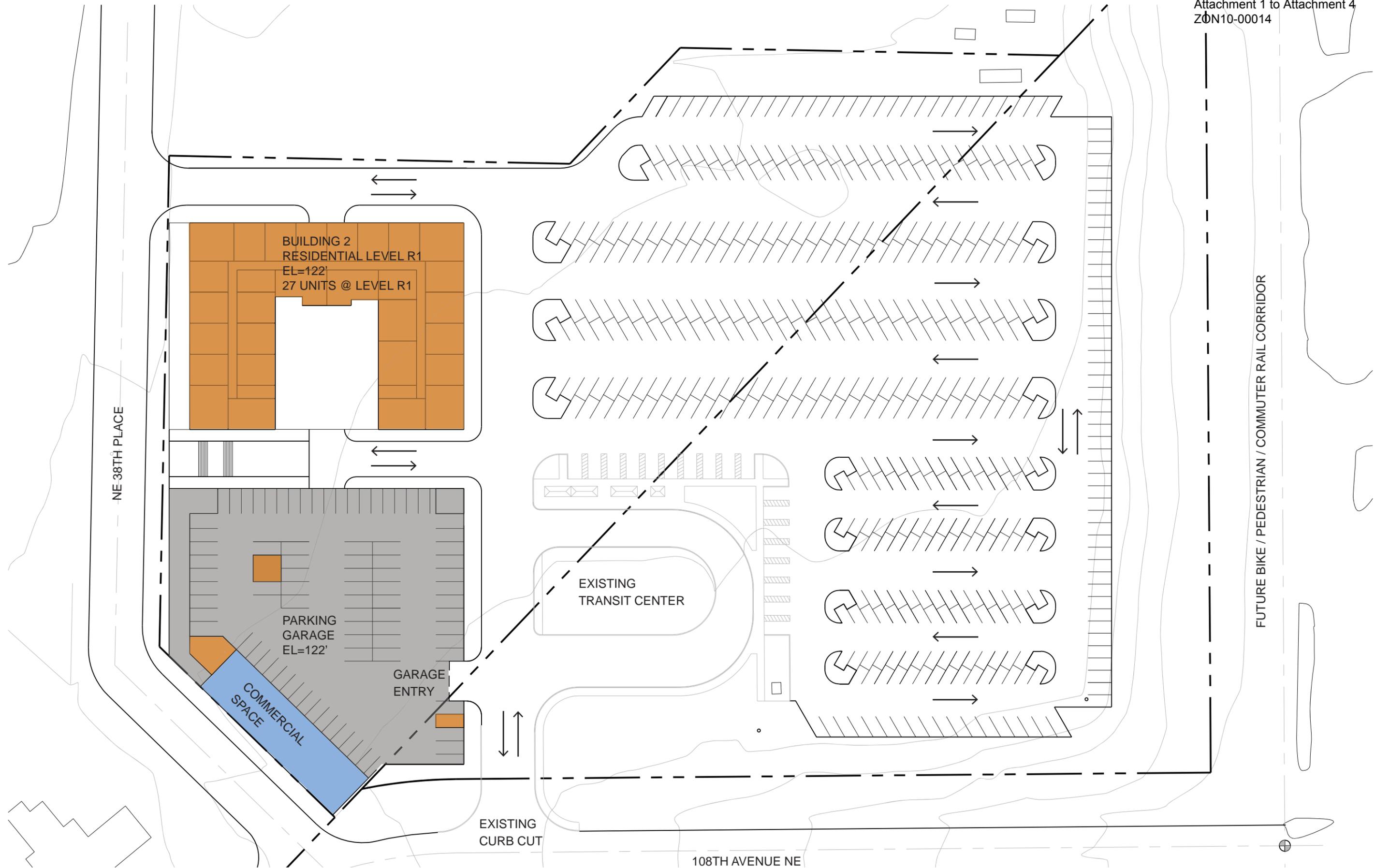
NE 38TH PLACE

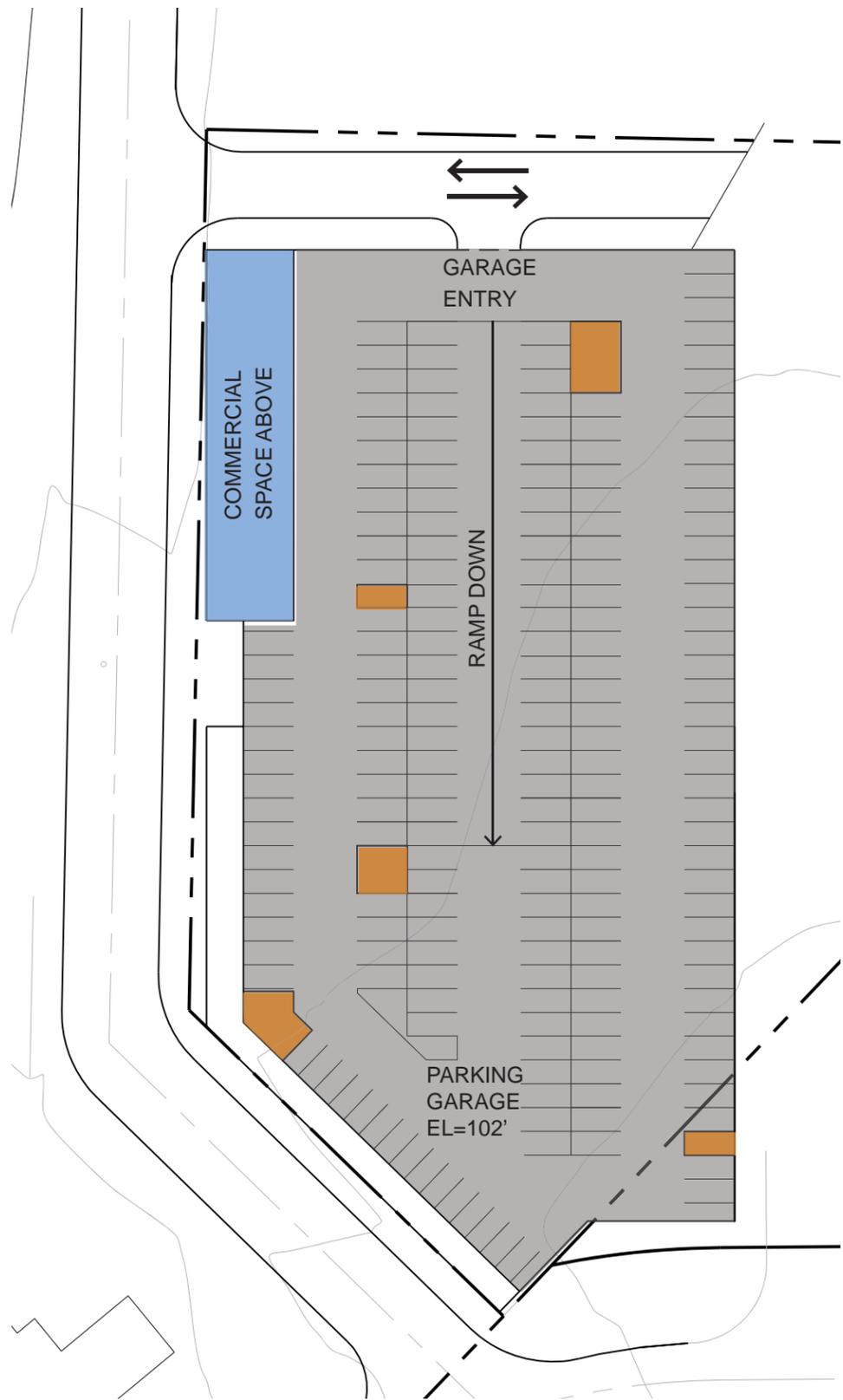


FUTURE BIKE / PEDESTRIAN / COMMUTER RAIL CORRIDOR

EXISTING CURB CUT

108TH AVENUE NE

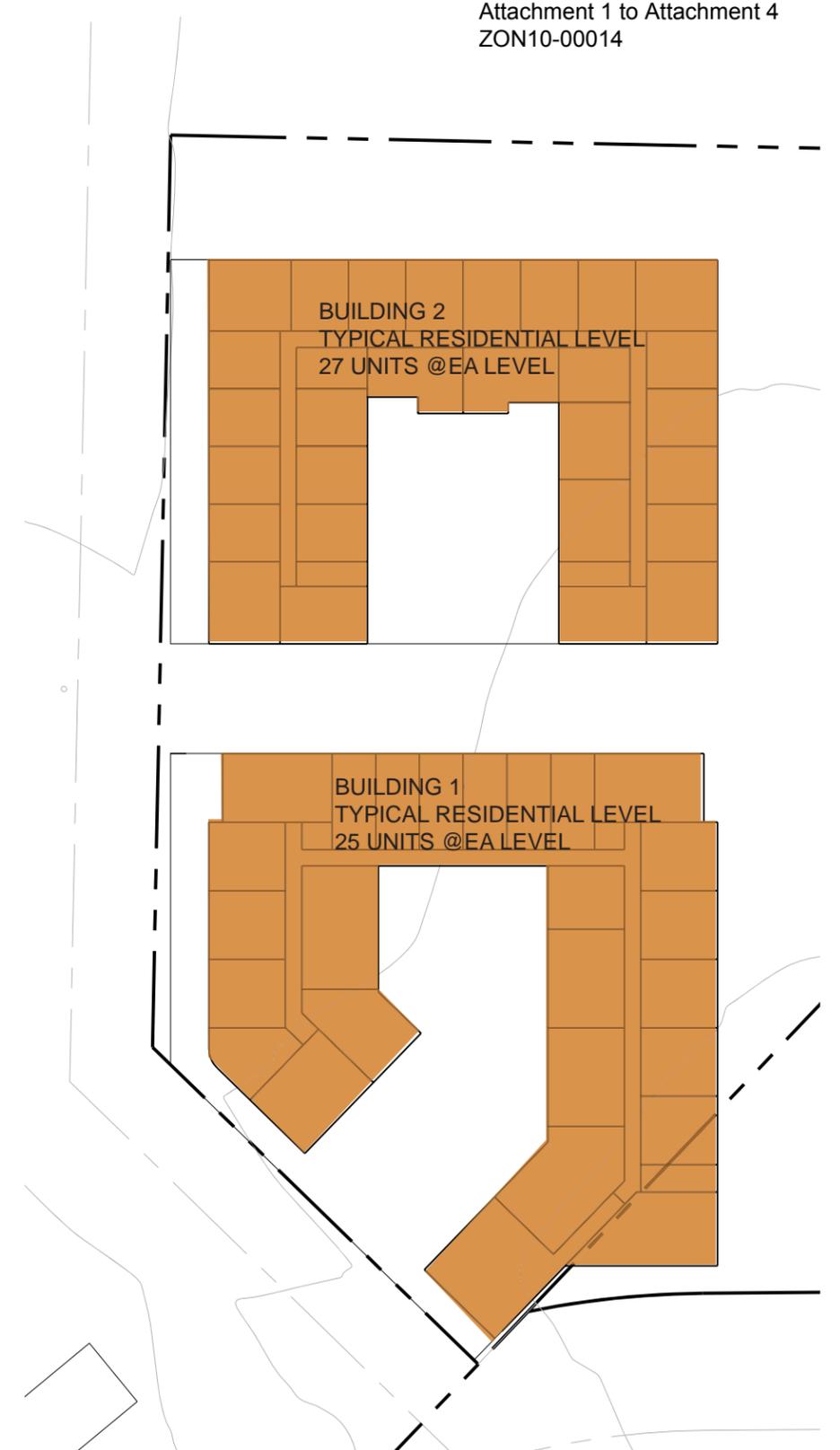




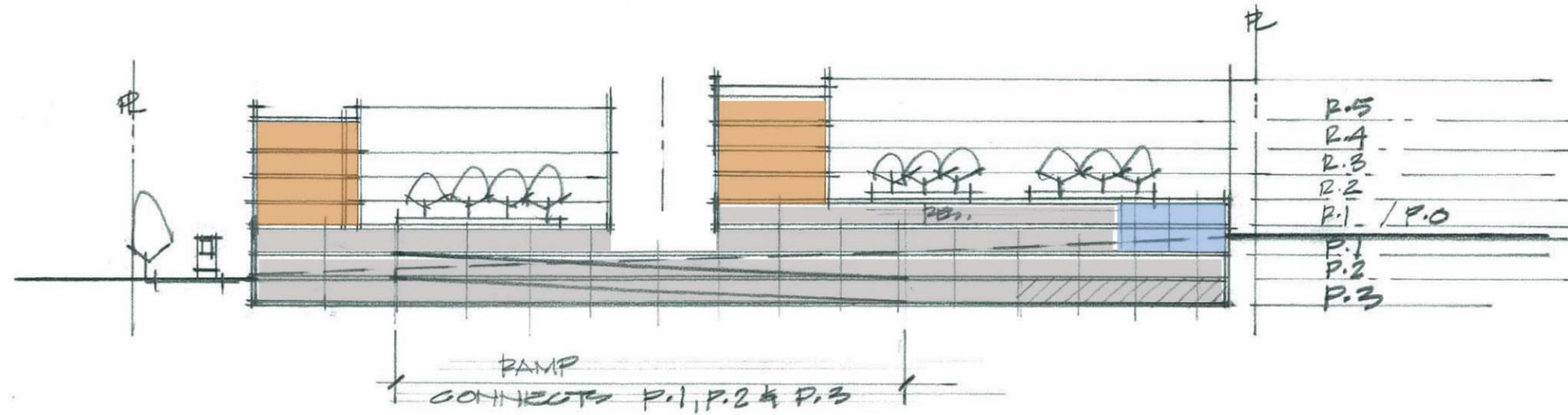
FLOOR PLAN LEVEL P2 EL=102'



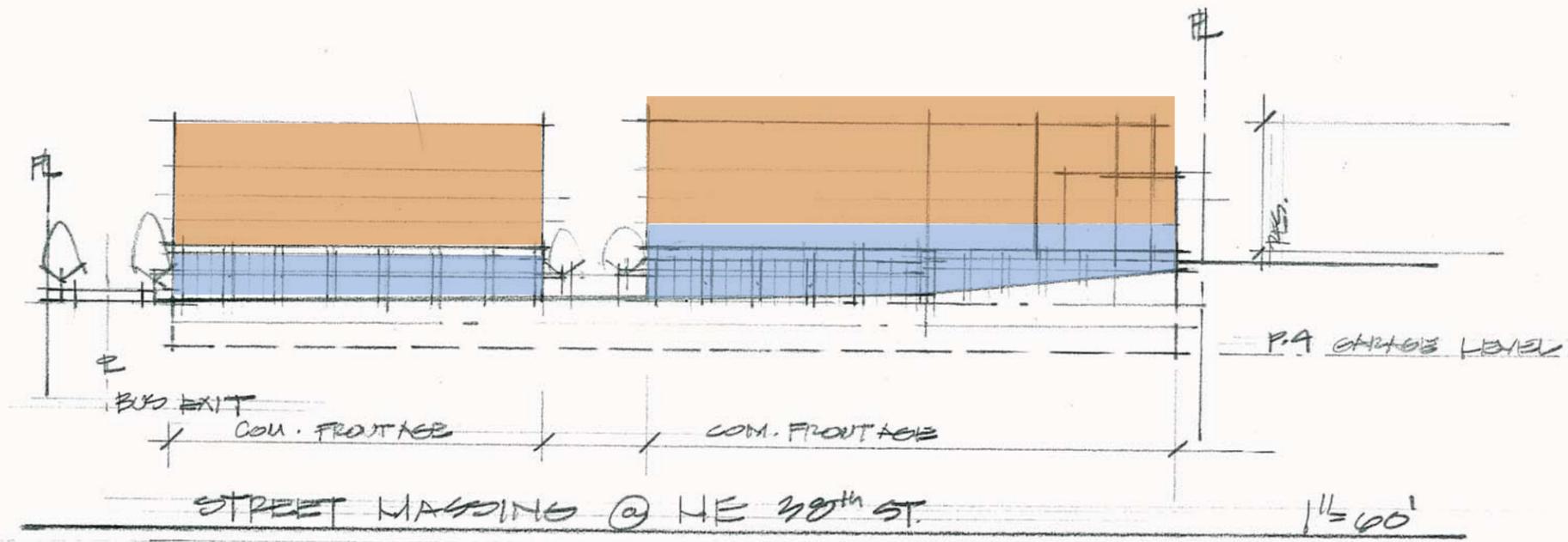
FLOOR PLAN LEVEL P3 EL=92'



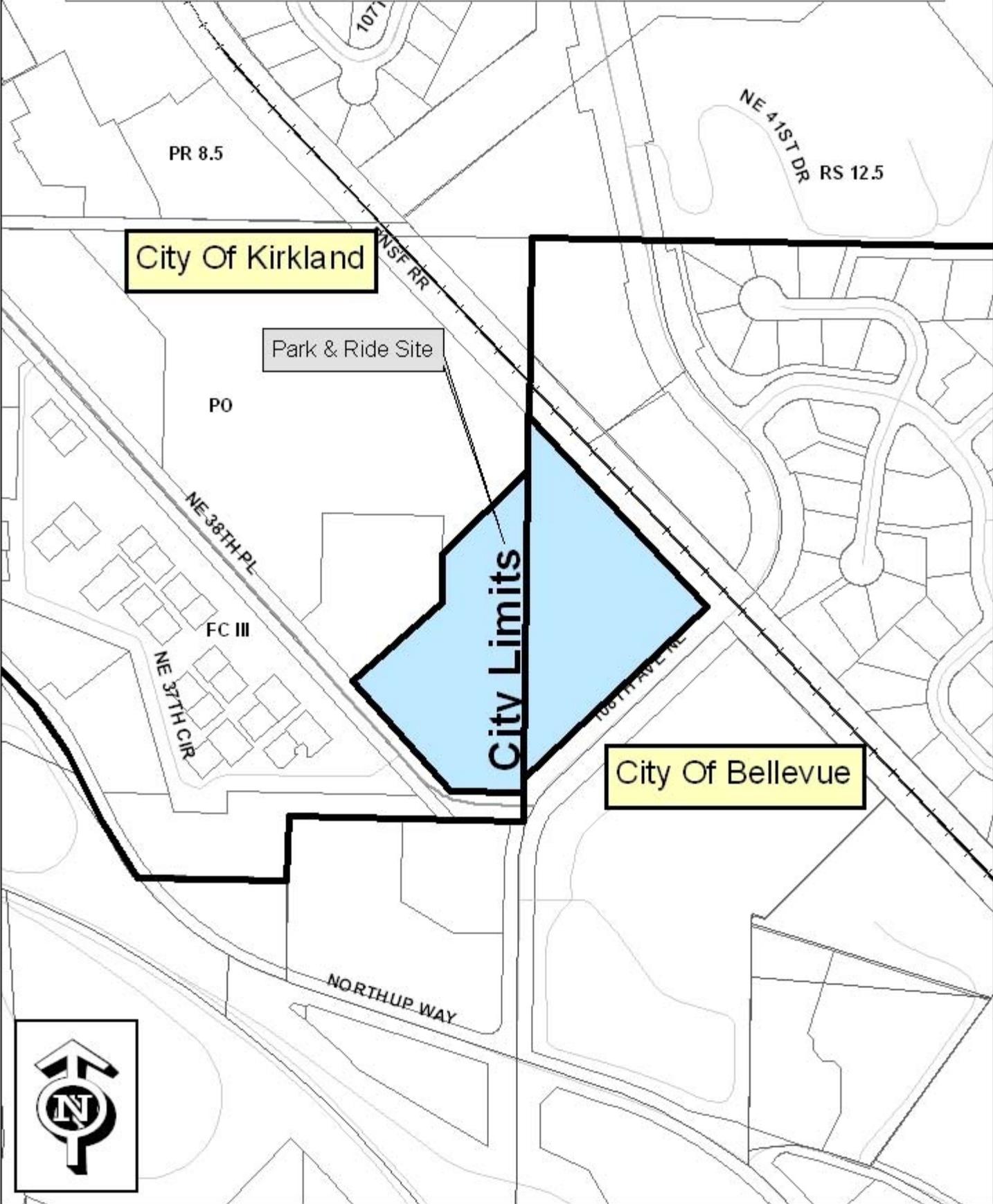
FLOOR PLAN TYPICAL RESIDENTIAL LEVELS



SITE SECTION LOOKING N/E (ALT) 1/16" = 60'
4 STORIES - P.S.
(A CODE INTERP. REQUIRED FOR V.S.C.) 2.10.10

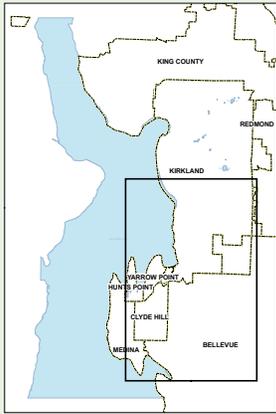


South Kirkland Park & Ride

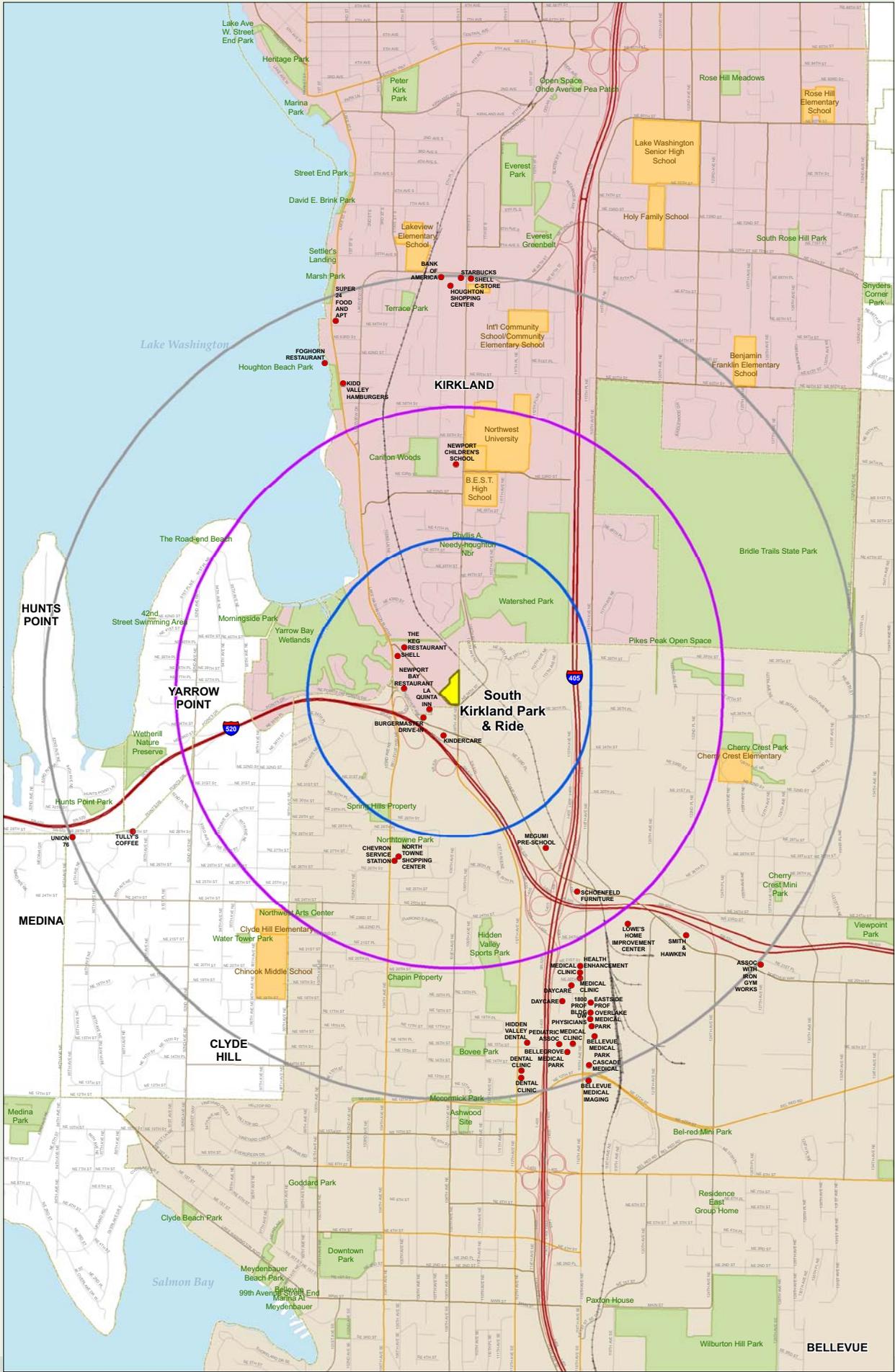


South Kirkland Park & Ride Transportation Oriented Development (TOD) Project

Retail and Services



Vicinity Map
0 5,700 11,400 17,100
Feet



- Map Legend**
- Retail & Services
 - South Kirkland Park & Ride
 - Half Mile Radius
 - One Mile Radius
 - One and a Half Mile Radius
 - Bellevue
 - Kirkland
 - Parks
 - RAILROAD
 - SCHOOLS
 - STRNET
 - Bellevue Function Class
 - Freeway
 - Principal Arterial
 - Minor Arterial
 - Collector
 - Local
 - Pedestrian Corridor
 - Non - Arterial Street
 - 8
 - NA
 - Lakes
 - City Limits
 - parksite
 - OtherParksNearSKPR
 - Interstate
 - Principal Arterial
 - Collector
 - Minor Arterial
 - Neighborhood Access
 - Ramp
 - Schools
 - Railroad

0 660 1,320 1,980
Feet



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BELLEVUE



CITY OF KIRKLAND
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www.ci.kirkland.wa.us

To: Paul Stewart, Deputy Planning Director
From: Thang T. Nguyen, Transportation Engineer
Date: June 21, 2010
Subject: Preliminary Traffic Impact Assessment of the South Kirkland Transit Center TOD Development

This memo provides a preliminary assessment of traffic impact for the proposed Transit Oriented Development (TOD) of the South Kirkland Transit Center.

Project Description

The preliminary study assessed the traffic impact with the following land use assumptions:

- 200 multi-family units
- 12,500 square feet of miscellaneous retail shopping center
- 250 Additional Park & Ride parking stalls

Project Trip Generation

Based on ITE Trip Generation, the proposed project is estimated to generate approximately 2,625 daily trips and 292 PM Peak Hour trips. Table 1 summarizes the trip generation for the proposed project.

Table 1. Trip Generation Estimate (Worse Case Scenario)

Land Use	Units	PM Peak Hour Trips	Daily Trips
Multi-family	200 units	128	1336
Shopping Center	12,500 sq. ft	47	537
Less 20% Transit Trip Reduction		(35)	(375)
250 Park & Ride parking stalls	250	152	1,127
Net New Trips		292	2,625

Project Trip Distribution

Trip distribution was determined from the BKR traffic model and information from previous development in the vicinity. It is estimated that approximately 20% of the trips will come from and to the north via Lake Washington Blvd. and 108th Avenue NE; 15% will come from and to Bellevue via Bellevue Way and 112th Avenue NE; the rest will come from and to Seattle and I-405 via SR-520. Table 2 summarizes the project trip distribution and assignments.

Table 2. Preliminary Trip Distribution/Assignment Estimate

Streets	Percent Distribution	PM Peak Hour Trips
Lake Washington Blvd	10%	29
108 th Avenue NE	10%	29
112 th Avenue NE	10%	29
Bellevue Way	10%	29
I-405 (Redmond, Bellevue, Bothell, Renton) via SR-520	30%	88
Seattle via SR-520	30%	88
		292

Traffic LOS Impact

With the redevelopment of Park Place, it is forecasted that the local intersections will operate at LOS-E or worse. The SR-520 long-term project impact estimates a poor level of service with long queues on Lake Washington Boulevard in the vicinity of the SR-520 ramps. This project will contribute to the future poor level of service. However, it will most likely add 5 to 10 seconds of delay to the intersections in the vicinity such as Lake Washington Blvd/SE 38th Street. Under a SEPA review and mitigation, it is most likely that the impact from the development will not trigger off-site improvements. However, a traffic signal at the intersection of 108th Avenue NE/NE 38th Street may help traffic flow to and from 108th Avenue NE.

More detail analysis is needed to determine the full extent of traffic impact to the surrounding street system. If you have questions, please contact me at x3869.