



CITY OF KIRKLAND
PLANNING AND BUILDING DEPARTMENT
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MEMORANDUM

Date: September 24, 2015

To: Kurt Triplett, City Manager

From: Teresa Swan, Senior Planner
Joan Lieberman-Brill, Senior Planner, AICP
Janice Coogan, Senior Planner
David Barnes, Associate Planner
Dawn Nelson, Planning Supervisor, AICP
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Paul Stewart, Deputy Director, AICP
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Subject: Study Session: Planning Commission Transmittal Memo
Recommending the Amendments to the General Element Chapters,
and Minor Zoning Map and Code Amendments (2013-2015
Comprehensive Plan Update, File CAM13-00465, #9)

I. RECOMMENDATION

Staff recommends that the City Council review and provide direction on:

- Planning Commission's recommendation on the amendments to the **general Element Chapters and minor Zoning Map and Code Amendments** (see Attachment 1 – Planning Commission's transmittal memo).
- **Councilmember Jay Arnolds' email** (Exhibit 29 of Attachment 1) dated September 8, 2015, concerning new neighborhood plans and neighborhood plan updates, and the draft changes to the Implementation Strategies for Neighborhood Plans (pages 5 and 6 in Exhibit 15 of Attachment 1) in response to the email.

II. BACKGROUND DISCUSSION

The Planning Commission held the following three hearings and deliberations on amendments to the General Elements of the Comprehensive Plan, and minor code and map amendments:

- [June 25, 2015](#): hearing on revised General Element chapters
- [July 9, 2015](#): deliberations on General Element Chapters
- [August 13, 2015](#): hearing and deliberations on Capital Facilities Tables, and minor Zoning Map and code amendments

Open houses were held before each hearing.

On June 25, 2015, the Houghton Community Council recommended approval of the amendments. On July 22, 2015, the Transportation Commission recommended approval of the Transportation Element.

The Planning Commission had two follow up meetings on [September 10, 2015](#) and [September 24, 2015](#) to address comments from Puget Sound Regional Council and to take final action on its Comprehensive Plan Update recommendation.

III. PLANNING COMMISSION RECOMMENDATION

Attachment 1 contains the Planning Commission's transmittal memo that summarizes its recommendation for the following **18 chapter updates** of the Comprehensive Plan:

1. Introduction
2. Vision Statement and Guiding Principles
3. General Element
4. Community Character Element
5. Environment Element
6. Land Use Element
7. Housing Element
8. Economic Development Element
9. Transportation Element
10. Park, Recreation and Open Space Element
11. Utilities Element
12. Public Services Element
13. Human Services Element
14. Capital Facilities Element
15. Implementation Strategies
16. Appendix A – Level of Service Methodology (to be deleted and available on the web)
17. Appendix B Glossary
18. Appendix C - Design Principles - Residential Development (to be deleted and available on the web with the other design guidelines)

Attachment 1 includes 30 exhibits containing the revised General Elements along with code and map amendments, comments from State Department of Commerce and Puget Sound Regional Council, an email from Council member Jay Arnold concerning neighborhood plans and a public comment log.

The transmittal memo from Planning Commission includes information about the public outreach process for the citizen amendment requests.

A. Capital Facilities Plan and Park Element

It should be noted that the draft **Capital Facilities Plan (CFP) tables in the Capital Facilities Element** (Exhibit 14 to Attachment 1), may change with the final 2015 Capital Improvement Program (CIP). The CFP tables are based on the preliminary CIP. Also, the **dollar amount for the new Park level of service** in the Park, Recreation and Open Space Element (Exhibit 10 to Attachment 1) has been left blank until the new Park Impact Fees have been determined which should be done by the end of the year. Both the Capital Facilities Element and the Park Element will be finalized with the updated information prior to final adoption of the Comprehensive Plan Update in December 2015.

B. Comments from Department of Commerce and PSRC

The Planning Commission's recommendation also includes responses to two comments from **Washington State Department of Commerce** and seven comments from **Puget Sound Regional Council** on the Draft Comprehensive Plan Update as of June 25, 2015 (see Exhibits 27 and 28 attached to Attachment 1 – Transmittal memo from the Planning Commission). These agencies have authority under GMA to review comprehensive plans during the GMA update process. All comments were minor in nature and did not address any goals or policies.

C. Jay Arnold's Email dated September 8, 2015

Lastly, on September 24, 2015, Planning Commission discussed Council member **Jay Arnold's email** dated September 8, 2015 (see Exhibit 29 of Attachment 1) concerning **new neighborhood plans and neighborhood plan updates** and reviewed draft changes from staff to the Implementation Strategies chapter for Neighborhood Plans (see Exhibit 15 of Attachment 1) that reflected Mr. Arnold's email. On pages 13-14 of the Planning Commission's transmittal memo in Attachment 1 is a recommendation that includes the three new strategies described in Mr. Arnold's email:

- Prepare a set of general neighborhood plan policies and have polices in the neighborhood plans narrowed to those that address issues unique to each neighborhood;
- Have a simple template for new neighborhood plans; and
- Update neighborhood plans by larger geographic areas

The Council's Planning and Economic Development Committee discussed Mr. Arnold's email on September 14, 2015, and appeared supportive of the new approach to neighborhood plans.

With the **Finn Hill Neighborhood Plan** under way, it would be timely if the City Council could **give direction now** on whether it would like to consider preparing a set of general neighborhood plan policies in the future and then have polices in the neighborhood plans narrowed to those that address issues unique to each neighborhood. This is one way to reduce the size and complexity of the neighborhood plans which would reduce the time to update the plans.

Staff would recommend a discussion with KAN and the neighborhood associations in the near future about this approach since it came late in the Comprehensive Plan Update process.

IV. CITY COUNCIL BRIEFING COMMENTS ON THE COMMUNITY CHARACTER ELEMENT CHAPTER

The comments below on the Community Character Element were raised by the City Council at the January 20, 2015 Council briefings. Below is a summary of those comments and the staff response. Other City Council comments on the general Element Chapters have been incorporated into the Plan Update as described in the Planning Commission's transmittal memo (see Attachment 1).

Community Character Element

- Comment: *Add to Policy CC-4.3 a statement that quality architectural design should also include green building, energy efficiency, and solar power; especially with civic buildings given what we've done with the Justice Center and want to do with City Hall.*

Staff Response: Topics such as promoting green, energy efficient buildings are addressed in the draft Environment Chapter (see Goal E-4, Policies E-4.1, 4.2, 4.3)

- Comment: *Regarding Policy CC-4.2 the Council suggested keeping the existing text to "prohibit" rather than discourage gated developments. The Council also suggested that regulations be considered that would address prohibiting gated developments.*

Staff Response: Staff has kept the existing word "prohibit" and will also add this to the Implementation Strategies chapter to develop regulations to enforce prohibiting gated developments.

- Comment: *Policy 4.8- Keep existing text to "implement" sign regulations. Add to work program to implement sign regulations.*

Staff Response: Revising targeted sections of the sign code is on the Planning Work Program for 2016.

- Comment: *Have Planning Commission/City Council revisit policy to complete the public shoreline pedestrian access trail including requiring single family development to dedicate easements for shoreline access.*

Staff response: Currently City shoreline regulations reflect state law that requires public shoreline access only with multifamily and commercial developments and single family plats of five or more lots.

Attachments:

1. Transmittal Memo from the Planning Commission to the City Council on the recommendation for revisions to the general Element Chapters and minor map and code amendment along with 30 attached exhibits



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MEMORANDUM

Date: September 24, 2015

To: Kirkland City Council

From: Eric Laliberte, Chair, Kirkland Planning Commission

RE: **RECOMMENDATION ON AMENDMENTS TO THE GENERAL ELEMENT CHAPTERS, ZONING AND LAND USE MAPS, AND ZONING CODE AND MUNICIPAL CODE, 2013-2015 COMPREHENSIVE PLAN UPDATE, FILE NO. CAM13-00465, #9**

I. RECOMMENDATION

On behalf of the Planning Commission, I am pleased to submit our recommendation on amendments to the general Elements of the Comprehensive Plan, Zoning and Land Use Maps, and Zoning Code and Municipal Code. The Planning Commission recommends approval of the revisions provided in Exhibit 1-29.

This recommendation reflects over three years of work with an extensive public outreach process involving over 200 meetings with residents, neighborhood associations, business groups, and Boards and Commissions who contributed to this process to update the Comprehensive Plan. The Planning Commission carefully considered and deliberated all of the information and issues and comments from the public.

A **summary of the recommended key changes** to the Comprehensive Plan chapters, Zoning Map, Land Use Map, and the Zoning Code and Municipal are provided below.

A. **Introduction** (see Exhibit 1)

- Update **history and data** about Kirkland
- Add Kirkland's **history of annexation map**

B. **Vision Statement and Guiding Principles** (see Exhibit 2)

- New **vision statement** based on extensive public outreach resulting in the "wordle" describing the future of Kirkland. The new Vision Statement notes Kirkland as being a welcoming place to live, work and play; a green, livable and sustainable community; inclusive and diverse; and connected by walking, biking and transit

- New **guiding principles** based on the vision of a livable, sustainable and connected community

C. General Elements (see Exhibit 3)

- Add required **Vision 2040 Regional Statement**
- Revise text about **neighborhood and business district plans** to be at least once between every two major Plan Updates and more frequently if needed based on Council priorities

D. Community Character Element (see Exhibit 4)

- Look for opportunities for pedestrian connections, open space, art and public events with the **Cross Kirkland Corridor**
- Address **impacts of outdoor storage** of large vehicles, boats and junk in SF neighborhood
- Added **map of historic structures** designated in table of historic structures, sites and objects

E. Environment Element (see Exhibit 5)

Note: chapter has been rewritten and name revised

- New Introduction and explains the concept of a “**Livable and Sustainable Community**”
- Maintain current **tree and vegetation** canopy cover while achieving optimal health, safety and sustainability of the urban forest
- Look at ways to protect and stabilize **soils and geology** using best available science and practices to order to protect life and property
- Address **built environment** because of important connection between the built and natural environments
- Focus on **climate change** with a strong emphasis on reducing greenhouse gas emissions and definition.
- Added new section on **healthy food community** to encourage local food production, ensure access to healthy food, reduce environmental impacts of food production and plan for food emergencies and shortages.

F. Land Use Element (see Exhibit 6)

- Support land use patterns that promote **public health**
- Factor availability of **transit** into decisions about future growth
- Encourage land uses that are complementary with the **Cross Kirkland Corridor (CKC)**
- Update and clarify definitions and guidance for **commercial and mixed use areas**
- Emphasize importance of **streets and CKC** as parts of Kirkland’s **open space network**

G. Housing Element (see Exhibit 7)

- Establish city’s proportionate share of **housing needs** of very low-, low-, and moderate income households
- Address **homelessness**
- Support **senior housing needs and fair housing**

H. Economic Development Element (see Exhibit 8)

- Promote **sustainable and resilient economy**
- Encourage **diverse tax base**
- Promote access to **job opportunities and goods and services** to community
- Address **tourism & business retention**
- Address recruitment efforts toward businesses that **provide living wage jobs**
- Encourage **positive business climate**
- Foster **socially and environmentally responsible businesses**
- Support businesses that provide **access to healthy and locally grown food**
- Develop the Cross Kirkland Corridor to **attract businesses and housing** as well as a multimodal transportation facility to connect businesses and employees with employment centers
- Promote **socially responsible practices** in the private, public and non-profit sectors
- Help facilitate environmental **remediation** of contaminated sites

I. Transportation Element (see Exhibit 9)

Note: chapter has been rewritten based on new Transportation Master Plan

- Create a transportation system that supports the City's **land use plan**.
- Encourage safe and efficient **walking and biking, interconnected system** for all ages and abilities.
- Support viable and realistic **transit system**.
- Provide for efficient and safe **vehicular circulation** recognizing congestion is present
- Focus on **safety** to reduce fatal and serious injury crashes
- Promote **sustainability** that provides mobility using available funding sources and minimizes environmental impacts
- Being an **active partner** to advance Kirkland's interests with state, regional and neighboring transportation/transit agencies and transportation advocacy groups

Level of service:

- **New level of service approach** for each mode that addresses **completeness** of various aspects of the transportation network to complement the new concurrency system
- Uses term "**level of completion**" is used in place of "level of service" when referring to the actual measure. The level of completion choices made for each mode are aligned with the proposed 20-year network transportation project list. Time is the basis for evaluating the level of completion. Level of completion measures the rate of project completion over the course of the 20- year period.

J. Park, Recreation and Open Space (see Exhibit 10)

Note: rewritten element based on new PROS Plan.

- **Neighborhood & Community Parks.** Acquire additional parklands necessary to adequately serve the City's current and future population based on designated guidelines for levels of service
- **Waterfront Parks.** Maintain and enhance Kirkland's waterfront parks to connect residents with the water and provide unique recreational experiences
- **Trail Network.** Develop a network of shared-use pedestrian and bicycle trails to enable connections within parks and between parks, nearby neighborhoods, public amenities, and major pedestrian and bicycle routes identified in the Active Transportation Plan

- **Signature Trails.** Develop, enhance and maintain signature greenways and trails that stretch across the community and that connect residents to the City's many parks, natural areas, recreation facilities and other amenities
- **Recreation Facilities.** Develop additional multiuse indoor recreation, aquatic, and community spaces that provide a comprehensive recreation program to Kirkland residents.
- **Specialized Facilities.** Establish and operate specialized recreational facilities (e.g. action sports facilities, off leash areas, skateparks, community gardens) to respond to identified public needs, as appropriate
- **Athletics.** Provide a citywide system of sports fields, indoor and outdoor sports courts, gymnasiums, and programs to serve athletic needs of the community, in partnership with the Lake Washington School District, local sports organizations, and other regional providers
- **Conservation & Stewardship.** Preserve significant natural areas to meet outdoor recreation needs, provide opportunities for residents to connect with nature, and meet habitat protection needs
- **Restoration.** Restore and manage City-owned or managed natural areas to protect and enhance their ecological health, sensitive habitats and native species
- **Universal Access & Inclusion.** Strive to reduce barriers to participation and provide universal access to facilities and programs

Level of service:

- **New level of service approach of "investment per person"**

K. Utilities (see Exhibit 11)

- Support **equal access** to utility services
- Encourage **undergrounding** when telecommunication facilities are installed
- Encourage **screening utility infrastructure** to blend into surroundings
- Promote **water reuse** and **reclamation**
- Implement City's **Surface Water Master Plan**
- Promote **increasing renewable energy** and encouraging utility providers to make **efficiency improvements** and transition away from **fossil fuels** to address **climate change**
- Coordinate **emergency response** for utility disaster recovery
- Require **siting analysis** for electrical transmission facilities

L. Public Services (see Exhibit 12)

- Establish **emergency management** program
- Change desired closure of **Houghton Transfer Station** from 2016 to 2021 (Note: Later this summer, the Metropolitan King County Council is scheduled to consider changing the 2021 target closure date to 2023. The date stated in the draft Public Services Chapter will not be changed until such time that a change is formally considered by the Kirkland City Council, Resolution R-5001 and Position Statement adopted on September 17, 2013 and Resolution R-5031 and Letter adopted on February 4, 2014, reflecting the City's policy position to endorse a 2021 closure.)
- Promote increased **waste reduction and recycling**

- Support **Lake Washington School District** in planning, siting and development of school facilities
- Address **social equity** for underserved population and **equal access** for people with disabilities

M. Human Services (see Exhibit 13)

- Embrace **diversity** in population and strive for community **free of discrimination** and **equal opportunity** for all
- Create community that has ability to meet members' **basic physical, economic and social needs** and have opportunity to enhance their **quality of life**
- Encourage **partnerships** with city, schools, human services providers and others to meet needs of children and families
- Encourage human services facilities to **locate near commercial centers, and transit and non-motorized facilities** and provide **barrier free programs**

N. Capital Facilities (see Exhibit 14)

- Support **sustainable development practices** for design and construction of public facilities
- Establish new **Transportation LOS** of completion of a planned network based on **multimodal network**
- Establish new **Park LOS** of **dollar amount spent per person**

O. Implementation Strategies (see Exhibit 15)

- Update **one-time projects** to implement the Draft Elements
- Delete **ongoing activities** since they are part of existing programs or projects
- Revised text for **neighborhood and business district plans** to be amended at least between every two major Plan Update cycle and more frequently if needed based on City Council priorities

P. Appendices (see Exhibit 16-18)

- Delete **Appendices A, Level of Service Methodology**, and provide on the City's web site as background information
- Revise **Appendices B, Glossary**, to reflect changes to the Element Chapters and the Neighborhood Plans
- Delete **Appendices C, Design Principles - Residential Development**, and provide on the City's web site in same location as other design guidelines

Q. Zoning Map and Land Use Map (see Exhibit 19-22)

- Remove **suffixes on the Zoning Map** on 10 properties that reference policies with development standards in the Comprehensive Plan applicable to the site. The properties have been developed so that suffixes are no longer needed.
- Rezone **95 parcels in the annexation area** on both maps that are **small parks, open spaces, and stormwater ponds and surface water basins** that are also open spaces from Single Family Residential (RSA) to Park/Open Space (P)
- Revise the **legends** on both the Zoning Map and Land Use Map to **add the word "mixed use"** after the zoning/land use categories of **commercial, industrial** and **office**. Each term reflects the predominate use in the zone. However a mix of uses are allowed in these

zones, including residential in the commercial zones, retail in the office zones, and office in the industrial zones.

- Make the following **housekeeping amendments** to both maps:
 - Remove "**FC**" (freeway commercial) and "**Light Manufacturing Park**" zones in the legend of the Zoning Map. These zones no longer exist
 - Remove "**Completed Planned Unit Development**" from the legend on the Zoning Map." The PUD designation is removed once the project is completed
 - Change "Houghton Annexation" to "**Houghton Community Municipal Corporation**" in the legend on the Zoning Map as it was not an annexation
 - Add the "**Totem Urban Center boundary**" and delete the "**Totem Center boundary**" on the legend of both maps to match the amendments to the Totem Lake Business District plan

R. Code Amendments (see Exhibit 23-25)

- Amend **KZC 10.20** to authorize the **Planning Director to make minor administrative corrections** to the Zoning Map.
- Amend **KZC 10.35.3** concerning the interpretation of **zoning boundaries in Lake Washington** consistent with case law and other jurisdictions in the state.
- Amend **Chapter 142 Kirkland Zoning Code (KZC) and Kirkland Municipal Code 3.30.040** to reference the Design Principles - Residential Development that are deleted from Appendices C (will be available on the City's web page with the other design principles).
- Amend **Rose Hill Business District Design Guidelines** referenced in the Municipal Code to reflect the change in policy numbers in the NE 85th Street Subarea Plan and also a few minor editing changes to the guidelines.

II. RESPONSE TO COMMENTS FROM CITY COUNCIL BRIEFINGS

Below are comments raised by the City Council at the Council briefings between January and June 2015 on the General Element Chapters that have been incorporated into the Comprehensive Plan Update. City Council comments were then incorporated into the draft Elements prior to the public hearings held by the Planning Commission.

A. Introduction Chapter (see Exhibit 1)

Changes:

- Added information in Introduction section (page 2) that "With the 2012 Park Levy, the City took over maintenance of O.O. Denny Park while the City of Seattle still retains ownership of the park."
- Added not only the highest and lowest residential densities by neighborhood, but some of the neighborhood residential densities in between to provide a fuller picture in the Community Profile section (page 8).

B. General Element (see Exhibit 3)

Changes:

- Expanded the range of public participation opportunities in the Citizen Participation section (page 5) to include *Currently Kirkland* broadcasting, and that open houses occurred on the weekends and outreach activities were available at community events, such as the farmer's markets.
- Revised the Plan Amendment section (page 8) concerning neighborhood plan amendments to read: "The City amends the neighborhood plans and business district plans at least between every two GMA Comprehensive Plan Updates or more frequently as needed given City Council priorities."

C. Community Character Element (see Exhibit 4)

Changes:

- **Policy CC-1.5:** "Emergency Management Services" was added to the sentence referring to the importance of the Police and Fire Departments to ensuring a safe and crime free community.
- **Goal CC-4:** in response to a comment to refer to the "10 minute neighborhood philosophy", text was added to the Built and Natural Environment introduction paragraph of this goal to describe Kirkland a great place to live, work and play but also where people can reach their daily services within a short walking distance.
- **Policy CC-4.4:** in response to a comment to provide pedestrian and bike connections to the waterfront, parks on Lake Washington, Cross Kirkland Corridor, greenways and within neighborhoods this *new policy* was added.

D. Environment Element (see Exhibit 5)

Changes:

- **Policy E-3.2** modified to begin discussion on limiting density in areas with steep slopes (see edits on Page 16).
- **Policy E-4.12** added to promote and encourage product stewardship (see edits on Page 23).

E. Land Use Element (see Exhibit 6)

Changes:

- **Land Use Map and Definitions** section text added to describe how changes to the Land Use Map and zoning are initiated.
- **Growth Management** section incorporates the 10 Minute Neighborhood concept into the Comprehensive Plan.
- **Policy LU-3.7** modified to reflect that the current transit system does not appear to influence parking demand.
- **Policy LU 3.9** text added to strengthen connectivity policies.
- **Policy LU-4.4** added for future consideration of small neighborhood-oriented commercial uses within residential neighborhoods.
- **Map LU-2** clarify terminology to avoid confusion between the Cross Kirkland Corridor overlay district and the NE 85th St. and Market Street Corridor districts.
- **Policy LU 5.5** adds a new policy supporting future consideration of a Downtown Kirkland as an Urban Center.

Response to City Council comment:

The Planning Commission recommends that any potential future **Urban Center designation** of the area around Downtown Kirkland should be careful to not dilute Totem Lake's priority for the limited transportation funding that is available for Urban Centers.

F. Economic Development Element (see Exhibit 8)

Changes:

- **Policy ED-1.8:** text added to describe why small startup businesses benefit the local economy by providing jobs, increase the amount of work for small businesses and keep money in the local economy.
- **Policy ED-5.1:** text added to describe why businesses involved in resource conservation and environmental stewardship benefit the local economy because they generate good paying jobs, produce goods and services that expand clean energy production, promote energy efficiency or use innovative technologies.

G. Utilities Element (see Exhibit 11)

Changes:

- **Policy U-4.9** text added to educate the public about proper disposal of animal waste, including pet waste, to protect and enhance water quality.
- **Policy U-5.5** text added to ensure that stakeholders are involved in decisions affecting policies, practices and regulations for enhancements to broadband services.
- **New Policy U-5.6** added to address the need to enhance the City's audio and visual communications with citizens.
- **Policy U-7.7** text added that when siting new and expanded transmission lines and substation facilities, impacts to schools and residential areas should be minimized and trees should be preserved, and that accepted low cost methods should be used to reduce potential health risk from electromagnetic frequency (EMF) impacts, until scientific research warrants changes to policies.
- **New Policy U-8.6** added to coordinate emergency response for utility disaster recovery.

H. Public Services Element (see Exhibit 12)

Changes:

- **Introduction** text added to address challenges for provision of library services.
- **Existing Conditions** text added to address additional police protection functions (i.e. interlocal agreements for SWAT teams; explosives removal and other specialized services).
- **Existing Conditions** text added to address King County Library System mission.
- **Relationship to Other Plans** Continuity of Operations and Continuity of Government Emergency Management Plan added to documents adopted by reference to support Emergency Management functions.

I. Implementation Strategies (see Exhibit 15)

Change:

- Revised Implementation Methods section concerning Neighborhood Plan Amendments to read: "The City amends the neighborhood and business district plans at least between every two GMA Comprehensive Plan Updates or more frequently as needed given City Council priorities."

III. RESPONSE TO THE HOUGHTON COMMUNITY COUNCIL'S COMMENTS

On June 25, 2015, the Houghton Community Council recommended approval of the Comprehensive Plan Update with two suggestions concerning climate change and roundabouts. The following changes have made to respond to the comments:

A. Environment Element

A definition of climate change was added to the introduction portion of the climate change section pursuant to a request from the Houghton Community Council.

B. Transportation Element

Discussion about using roundabouts has a way to manage traffic in some circumstances and situations has been added to the Transportation Element.

IV. RESPONSE TO COMMENTS FROM THE DEPARTMENT OF COMMERCE

The City submitted the Draft Plan to the Department of Commerce on June 22, 2015. On August 6, 2015 and after the hearing on the General Element Chapters, the Department of Commerce responded with **four comments on the City's Draft Plan – all of which are minor in nature** (see Exhibit 27). Based on the comments, we recommend two minor changes to the Draft Plan. The other two comments do not require changes.

Introduction Element - Department of Commerce comment:

The Introduction Element list existing housing units as 37,450 with a base year of 2014 while the Land Use Element list them as 36,866 with a base year of 2013. The numbers are not conflicting, but to make the comprehensive plan easier to read, they could be brought into alignment by using the same base year.

Response: Revise the Introduction chapter so that the same base year of 2013 is used to match the Land Use Element

Environment Element - Department of Commerce comment

On page 5, the Environment Element discusses balancing environmental protection with obligations to accommodate growth. The GMA does not view the goals of environmental protection and accommodating growth as a balance, rather as two separate duties for jurisdictions to accomplish. This concept is recently discussed in the Growth Management Hearings Board Final Decision and Order for [Aagaard v. City of Bothell, 15-3-0001](#).

Response: Delete the discussion sentence under Natural Systems Management on page 5 that reads:

“Additionally, Kirkland’s desire and duty to protect natural resources must be balanced with the City’s obligations to accommodate future growth and provide a development process that is timely, predictable, and equitable to developers and residents alike. ”

The Environment Element addresses protection of the natural system while the Land Use Element addresses meeting our growth targets through zoning and development standards so the sentence is not needed to meets both objectives.

V. RESPONSE TO COMMENTS FROM PUGET SOUND REGIONAL COUNCIL (PSRC)

The City submitted the Draft Plan to PSRC on June 24, 2015. On September 14, 2015 and after the hearing on the General Element Chapters, the **PSRC responded with seven comments on the City’s Draft Plan – all of which are minor in nature** and do not affect any of the goals and policies (see Exhibit 28).

The Planning Commission reviewed the PSRC comments on September 24, 2015, and recommend the following minor changes to the Draft Plan. The changes are reflected in the attached Land Use, Housing, and Transportation Elements and the Implementation Strategies chapter (see Exhibits 6, 7, 9 and 15).

1. PSRC Comment: The City of Kirkland is commended for affirmatively planning for a significant share of the county’s growth, as called for in the regional growth strategy (RGS) in VISION 2040, as well as for extending land use assumptions beyond adopted countywide growth targets to cover a 20-year planning period that ends in 2035. However, the city should more clearly document how the targets have been extended to cover the period 2031-35.

Background Information: The Countywide 20-year growth targets were issued for the planning period of 2011-2031, yet the periodic update was to be completed by 2015 which would be a planning period from 2015-2035. PSRC wants the jurisdictions to explain how they derived its growth targets for the period of 2031 - 2035. The methodology can vary.

Recommendation: Revise the footnote for Table LU-4 in the **Land Use Element** to include an explanation of how the City derived the growth targets for the period of 2031 to 2035. See footnote below and Exhibit 6.

The City adjusted the numbers for housing units and employment by the amount of actual new development between 2006 and 2012 and by extending the target date to 2035 using the average growth rate needed to meet the targets.

2. PSRC Comment: The city should resolve an internal inconsistency in the plan. In the land use element, the plan anticipates growth of 8,361 housing units. The housing element states that 8,570 units are expected. Additionally, table LU-4 should be corrected to state the targets in housing units, rather than households.

Background Information: A Regional Coalition for Housing (ARCH) prepared the draft changes to the Housing Element. ARCH used a different data source for existing housing units and

housing capacity than what the City uses in the Land Use Element and used an incorrect housing target number.

Recommendation: Revise the **Housing Element** to reflect the same housing numbers as the Land Use Element and the correct housing target number. Also, revise Table LU-4 in the Land Use Element to change "households" to "housing units" as noted above in No 1 (see Exhibit 7).

3. **PSRC Comment:** Consistent with MPP-Action-18, the Transportation Master Plan includes mode split goals for the Totem Lake regional growth center. PSRC recommends including a baseline estimate of mode split to demonstrate the expected shift from current conditions and enable measurement over time. PSRC recently produced additional guidance about setting mode split goals, including data on existing conditions in centers that the city may find helpful in this work.

Recommendation: Revise the **Transportation Element** to provide a baseline estimate of mode split for Totem Lake regional growth for Policy T-8.3 to show the expected shift from current conditions to enable measurement over time. See new table below for existing mode split and Exhibit 9.

Mode Split Goals are required to be adopted for the Totem Lake Urban Center. A baseline estimate of mode split is 19% non-drive alone. This estimate is based on [2010 data from the Puget Sound Regional Council](#).

Totem Lake Existing Mode Split (2010) Peak Hour, Work Trip Types

Mode	Fraction of Trips
Drive Alone	81%
HOV 2+, vanpool, Transit	16%
Walk and Bike	3%

The future goals for the Totem Lake Urban Center are shown below:

Totem Lake Mode Split Goals (2035) Peak Hour, All Trip Types

Mode	Fraction of Trips
Drive Alone	45%
HOV 2+, vanpool, Transit	46
Walk and Bike	9%

4. **PSRC Comment:** The Transportation Master Plan indicates that travel forecasting has been completed in support of the update, but the draft plan doesn't provide information about forecasted travel. The city should provide additional detail about the travel forecasts, including documentation of consistency with land use assumptions in other elements and estimated impacts to state-owned facilities per RCW 36.70A.070(6)(a)(iii)(E).

Recommendation: Revise the **Transportation Element** to provide information on forecasted travel, including documentation of consistency with land use assumptions and estimated impacts to state-owned facilities. See new text box below and Exhibit 9.

Travel Forecasting

The 20 year land use assumptions, as described in the Land Use Element of the Comprehensive Plan, were input to the BKR model to perform travel modeling. The BKR model also assumes growth throughout the region, as forecast by PSRC. The travel modelling assumed the planned improvements along SR 520 and in the I-405 Master Plan, including tolling. The overall land uses in the BKR model were reasonably consistent with the land uses assumed in the modeling done for the WSDOT projects. Given the consistency with recent state efforts, the City did not undertake a separate study of freeway operations. Instead, the Comprehensive Plan includes policies to coordinate with the state to maintain mobility along state routes, which are vital transportation facilities connecting Kirkland with the rest of the region.

5. PSRC Comment: The plan should reference level of service standards for state-owned facilities (RCW 36.70A.070(6)(a)(iii)(C)). In Kirkland, I-405 has been designated a Highway of Statewide Significance, and WSDOT has established a level of service of "D" for this facility. More information is available at <http://www.psrc.org/transportation/t2040/los/>.

Recommendation: Revise the **Transportation Element** to provide a reference level of service standards for state-owned facilities. See new paragraph below and Exhibit 9.

Cities are required by RCW 36.70A.070(6)(a)(iii)(C) to reference the LOS standards for all state routes in the transportation element of their local comprehensive plans. The purposes of reflecting level of service standards for state highways in the local comprehensive plan are to monitor the performance of the system, to evaluate improvement strategies, and to facilitate coordination between the county's or city's six-year street, road, or transit program and the office of financial management's ten-year investment program. The only state route in Kirkland is I-405, which is a highway of statewide significance. The Washington State Department of Transportation has established a level of service "D" as defined by the Highway Capacity Manual for I-405.

6. PSRC Comment: The Totem Lake Business District plan reflects that infrastructure funding will be prioritized to support development of the regional center, consistent with MPP-DP-7 and MPP-T-12. The city should consider including discussion of this policy direction in a relevant citywide element, such as the capital facilities element or Transportation Master Plan.

Recommendation: Revise the **Transportation Element** to provide additional policy discussion on infrastructure funding that prioritizes development of the Totem Lake regional center. See two new sentences below and Exhibit 9.

Because the 20 year Transportation Project List will be updated regularly, it should be viewed as a document that gives planning direction and that reflects the policy direction in the TMP rather than spelling out the specifics of each project to be completed between now and 2035. Revisiting the 20 year transportation project list when the Capital Improvement Program is updated would be a logical course of action. The 6-year Capital

Improvement Program is the document that draws on the 20 year transportation project list to develop a set of specific projects that can be programmed with immediately available revenue. Consistent with the Totem Lake Business District plan, spending on the 20 year list is prioritized to support development of the Regional Center. One example of this prioritization is the designation of an opportunity fund to respond to and support development in the Totem Lake Urban Center. (See Policy T-5.3)

7. PSRC Comment: The policies in the draft housing element go a long way to advancing VISION 2040's housing goals. Some of the policies (e.g. Housing Policies 2.2 and 3.1) appear to rely on future work for successful implementation. The city should consider adding more information on strategies and timelines for implementation of the policies in the housing element, particularly strategies to address the below 50% AMI need identified in the plan.

Background information: Based on a phone call between City staff and PSRC, the intent of the comment is to have a time commitment stated in the Implementation Strategies Chapter.

Recommendation: Revise the **Implementation Strategies chapter** for the Housing section to provide a time commitment towards working on meeting the City's goal of affordable housing for very low and moderate income households. See timeline below added to the Housing strategies and Exhibit 15.

Implementation Strategies

Housing Element

H.1 Adopt an updated housing strategies plan and work program by 2020.

H.4: Consider refinement to regulations by 2020 that:

H.4.1: Encourage innovate housing developments.

H.4.2. Encourage and/or require the creation of housing affordable for people with low- and moderate incomes.

VI. NEW NEIGHBORHOOD PLAN FORMAT AND NEIGHBOHROOD PLAN UPDATES

Council person Jay Arnold sent an email to Eric Shields dated September 8, 2015, wanting to pursue some additional policies about future new neighborhood plans and updates to existing plans based on past Council discussions (see Exhibit 29). The email was subsequently discussed at the Council's Planning and Economic Development Committee (PED) meeting on September 14, 2015, who indicated an interest in adding additional strategies to the **Implementation Strategies** for neighborhood plans.

The three issues in Jay Arnold's email regarding new neighborhood plans and neighborhood plan updates are:

- Develop a standard template for future neighborhood plan updates

- Create a set of city wide neighborhood plan policies with neighborhood plan policies reflecting only neighborhood issues (for example, Holmes Point overly, Bridle Trails lot size and horse paddocks requirements)
- Doing neighborhood planning updates in larger planning areas (though those areas need not necessarily be defined in the comp plan)

Recommendation: The Planning Commission discussed Jay Arnold’s email and the interest of the PED committee at its September 24, 2015 meeting. The Planning Commission recommends the following strategies be added to the Neighborhood Plans section of the Implementation Strategies Chapter:

Implementation Strategies

NEIGHBORHOOD PLANS

- ◆ *NP.1: Update neighborhood plans and business district plans at least once between every two major Comprehensive Plan updates or more frequently as needed, given City Council priorities and available resources.*
- ◆ *NP.2: Establish a neighborhood plan update schedule by December 2016. Updates should occur by grouping neighborhood plans around shared business districts or other common features so that updates are based on larger geographic planning areas.*
- ◆ *NP.3: Consider creating a set of city-wide neighborhood plan policies.*
- ◆ *NP.4: Develop a standard template for future neighborhood plans that provides a framework for policies addressing neighborhood issues unique to each neighborhood. The intent is to make the neighborhood plans concise, streamlined and brief.*

These new strategies should be considered with development of the Finn Hill Neighborhood Plan.

VII. UPDATE REVIEW PROCES

The Planning Commission began our review of the Comprehensive Plan Update in early 2014 with the new Vision Statement and new Guiding Principles, and then worked through drafts of the General Element Chapters, neighborhood plans and code amendments over 16 months of study sessions. The Environment Chapter has been completely rewritten to reflect both the built and natural environment with an emphasis on sustainability and climate change. The Transportation and Park Recreation and Open Space Elements have been rewritten to reflect the new Transportation Master Plan and Park, Recreation and Open Space Plan (PROS Plan). The Utilities Element reflects the new Surface Water Master Plan. All of the Element Chapters now reflect the annexation area and many address the new Cross Kirkland Corridor.

As part of review of the 14 General Element Chapters, we considered the requirements of the [GMA Comprehensive Plan Update](#) for consistency with:

- The State Department of Commerce’s [Comprehensive Checklist](#) for Growth Management Act (GMA) statutory requirements adopted since 2003;
- Puget Sound Regional Council’s (PSRC) [Vision 2040](#) and [Transportation 2040](#); and
- King County 2012 [Countywide Planning Policies](#).

Also considered were the comments from the 2035 Visioning Conversations, the neighborhood meetings in 2014, the [City Council Goals](#), [Smart Growth Principles](#) and [Sustainable Principles](#), and other planning principles as part of their consideration of changes to the element chapters.

An Environmental Impact Statement was prepared for the Comprehensive Plan Update that includes an analysis of any probable significant impacts relating to the revisions to the Element Chapters and minor code and map changes.

VIII. CRITERIA FOR AMENDING THE COMPREHENSIVE PLAN

The [Zoning Code](#) contains five criteria for amending the Comprehensive Plan. The list of criteria is provided below:

1. The amendment must be consistent with the Growth Management Act.
2. The amendment must be consistent with the countywide planning policies.
3. The amendment must not be in conflict with other goals, policies, and provisions of the Kirkland Comprehensive Plan.
4. The amendment will result in long-term benefits to the community as a whole, and is in the best interest of the community.
5. When applicable, the proposed amendment must be consistent with the Shoreline Management Act and the City's adopted shoreline master program.

The Planning Commission considered new GMA legislation, PSRC's Vision 2040 and Transportation 2040, and the Countywide Planning Policies when reviewing the Draft Plan to ensure consistency and implementation of these documents. Attention was taken to ensure that internal conflicts between goals and policies do not exist so that the Plan Update is internally consistent. Careful consideration was given to ensure that the Draft Plan will result in long-term benefits to the community and is in the best interest of the community by planning for the anticipated future growth while maintaining the values of the community expressed in the 2013 visioning outreach program and the 2014 neighborhood visioning meetings.

IX. PUBLIC NOTICE AND OPPORTUNITIES FOR PUBLIC COMMENT

Notice was sent about the public hearings and open houses held in June and July to the extensive Kirkland 2035 listserv, the neighborhood associations and those on the citizen amendment request mailing list. The [City Update Newsletter](#) mailed to all businesses and residents in the city provided information on the Comprehensive Plan Update throughout the process, including the [June 2015 Special Edition](#) that was dedicated completely to the draft plan and upcoming public hearings and open houses.

X. PUBLIC COMMENTS RECEIVED

A comment log with all comments received to date is attached in Exhibit 30. The Planning Commission has reviewed all of the written comments and considered them in reviewing the General Element Chapters and the code and map amendments. The written comments are available in City File CAM13-00465, #10.

Exhibits:

1. [Introduction](#)
2. [Vision Statement and Guiding Principles](#)
3. [General](#)
4. [Community Character](#)
5. [Environment \(new chapter\)](#)
6. [Land Use](#)
7. [Housing](#)
8. [Economic Development](#)
9. [Transportation Element \(new chapter\)](#)
10. [Park, Recreation and Open Space \(new chapter\)](#)
11. [Utilities](#)
12. [Public Services](#)
13. [Human Services](#)
14. [Capital Facilities](#)
15. [Implementation Strategies](#)
16. [Appendix A: Level of Service Methodology \(deleted/to be provided on the City's web page\)](#)
17. [Appendix B: Glossary \(only those definitions with changes included\)](#)
18. [Appendix C: Design Principles - Residential Development \(deleted/to be provided on the City's web page\)](#)
19. [Zoning Map amendments to remove 10 suffixes that reference policies in the Comprehensive Plan](#)
20. [List of 95 small City parcels in annexation area to be rezoned \(small parks or open spaces\)](#)
21. [Zoning Map and Land Use Map Amendments to rezone 95 small City parcels in annexation area](#)
22. [Zoning Map and Land Use Map amendments to the map legends](#)
23. [Section 10.20 KZC amendment for administrative corrections to the Zoning Map](#)
24. [Section 10.35 KZC amendment for interpretation of zoning boundaries in Lake Washington](#)
25. [Chapter 142 KZC and KMC 3.30.040 amendments for deleting Appendix C](#)
26. [Rose Hill Business District Design Guidelines - minor amendments](#)
27. [Comments from State Department of Commerce dated August 6, 2015](#)
28. [Comments from Puget Sound Regional Council dated September 14, 2015](#)
29. [Council person Jay Arnold's email dated September 8, 2015 about future new neighborhood plans and neighborhood plan updates](#)
30. [Comment log summarizing written public comments](#)