



CITY OF KIRKLAND
PLANNING AND BUILDING DEPARTMENT
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MEMORANDUM

Date: October 7, 2015

To: Kurt Triplett, City Manager

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

Subject: Planning Commission Transmittal Memo Recommending Amendments to the Totem Lake Neighborhood Plan (2013-2015 Comprehensive Plan Update, File CAM13-00465, #9)

I. RECOMMENDATION

Staff recommends that the City Council review and provide direction on the Planning Commission's recommendations on amendments to the **Totem Lake Neighborhood Plan** (recommendation includes renaming the neighborhood as the **Totem Lake Business District**) and related Zoning Code and Zoning Map amendments.

II. BACKGROUND DISCUSSION

The Planning Commission held the following hearing and deliberations on amendments to the update to the Totem Lake Business District Plan (the Totem Lake Neighborhood Plan, contained in the Comprehensive Plan), and related Zoning Map and Zoning Code amendments:

- [August 13, 2015](#) hearing and deliberation on revisions to the Totem Lake Business District Plan and related Zoning Code and Map amendments

An open house was held before the hearing.

The Planning Commission had a follow-up meeting on [September 10, 2015](#) to take final action on its Comprehensive Plan Update recommendations, including the Totem Lake Business District Plan.

Attachment 1 contains the **transmittal memo from the Planning Commission** with its recommendation on the revised Totem Lake Business District Plan. The transmittal memo from the Planning Commission also includes information about the public outreach process for amending the Plan.

Attached to the transmittal memo are 4 exhibits, including the revised Plan for the Totem Lake Business District, Zoning Code and Map amendments and a comment log that summarizes the written public comments. Paper copies of all written comments are available in a binder located in the Council Study Room. Contact Dorian Collins at dcollins@kirklandwa.gov if you would like your own binder with the comments.

Attachment:

1. Transmittal Memo from the Planning Commission to the City Council on recommendations for the Totem Lake Business District Plan along with 4 exhibits.



CITY OF KIRKLAND

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MEMORANDUM

Date: September 10, 2015

To: Kirkland City Council

From: Eric Laliberte, Chair, Kirkland Planning Commission

RE: **RECOMMENDATION ON THE AMENDMENTS TO THE TOTEM LAKE BUSINESS DISTRICT PLAN AND RELATED ZONING MAP AND CODE AMENDMENTS (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 Totem Lake Neighborhood Plan, renamed in the proposed amendments to the Totem Lake Business District Plan. The Planning Commission recommends approval of the revised Plan and related amendments to the Zoning Map and Zoning Code, provided in Exhibits 1-4.

A public hearing on the updates to the Totem Lake Business District Plan and related Zoning Code and Zoning Map changes was held on August 2015. A link to the materials provided for the hearing is provided [here](#). The draft EIS for the Comprehensive Plan update also evaluated the potential impacts of these changes.

In addition to the meetings held on the Citizen Amendment Requests in Totem Lake, the Planning Commission held several study sessions on additional topics related to changes to the Totem Lake Business District Plan. Materials from those meetings are available on the [Planning Commission Webpage](#). Revisions to the Plan were first reviewed by the Planning Commission in January ([January Packet](#)), with edits and additional materials discussed in April ([April Packet](#)), May ([May Packet](#)) and June ([June Packet](#)).

A. **Summary of the Recommended Key Changes to the Plan** (see Exhibit 1)

1. **General Revisions:** The Totem Lake Business District Plan is recommended to be **updated with new and corrected information** to reflect new developments, changed conditions, completed city improvements and updated city policies. As part of the 2013-2015 Comprehensive Plan Update, each Plan, including the Totem Lake Business District Plan, will have the following seven new **standardized neighborhood plan maps**:

- Land Use Map

- Wetlands, Streams and Lakes Map
- Geologically Hazardous Areas Map
- Street Classifications Map
- Pedestrian System Map
- Bicycle System Map
- Urban Design Features Map

The Totem Lake Business District Plan also includes several **unique maps**:

- Totem Lake Business District and Urban Center Boundaries
- Totem Lake Possible New Connections
- Totem Lake Housing Incentive Areas
- Totem Lake Business District and Urban Center Subareas
- Subarea and Inset Maps

2. **Specific Revisions**: The revised plan **also reflects public comments** received throughout the update process, and changes related to Planning Commission recommendations on **five Citizen Amendment Requests** in Totem Lake. Key changes are summarized below:

- Changes to **incorporate requirements from the PSRC** checklist for Regional Growth Centers (including the inclusion of mode split goals) and the **Growing Transit Communities Compact**;
- Change in **name** from Totem Lake Neighborhood to Totem Lake Business District;
- Changes to **boundaries**:
 - Revision to neighborhood boundaries to add the Kingsgate Park and Ride and multifamily residential area to the south (now part of the Juanita Neighborhood);
 - Changes to the Urban Center boundary to include the Kingsgate Park and Ride and the Lake Washington Institute of Technology, and to remove the Heronfield wetlands and industrial areas east of 128th Lane NE from the Urban Center. The revised boundaries result in a slight reduction in the size of the Urban Center from 860 acres to 842 acres;
- Revised **format** of the Totem Lake Plan to identify five subareas, and to move policies from “topic” sections (such as Economic Development) to subarea discussion where appropriate;
- Changes to **Housing Incentive Area** policies and geographic boundaries;
- New policies and text to provide for potential future implementation of a **Transfer of Development Rights (TDR)** program in Totem Lake;
- Expanded policies and text in support of Transit-Oriented-Development (TOD) at the **Kingsgate Park & Ride site**;
- Addition of **policies in support of the Totem Lake Park Master Plan, PROS plan and the CKC**;
- Changes to **transportation policies** to be consistent with changes to the Transportation Master Plan;
- Changes to the **Parmac area** (south of NE 116th Street, west of I-405) to:

- Remove limits on the development of new industrial uses and the expansion of structures for industrial use;
- Add provisions for a Master Plan for a mixed use community (min. 10 acres) adjacent to the Cross Kirkland Corridor;
- Limit residential use to the western boundary of the district, unless proposed under the Master Plan described above;
- Changes to policies for **Eastern Industrial District** (north of NE 124th Street, east of 124th Avenue NE) to incorporate preliminary direction from four CARs: Totem Commercial Center, Morris, Rairdon and Astronics which:
 - Change land use to allow mixed use (commercial on ground floor) in addition to commercial and light industrial uses north of NE 124th Street, west of 128th Lane NE, south of the CKC. This also results in change to the Land Use Map from Industrial to Commercial (*Totem Commercial Center CAR*);
 - Change land use from commercial/light industrial to multifamily residential for one parcel north of NE 126th Place, east of 132nd Avenue NE (*Morris CAR*);
 - Change land use for a parcel west of 132nd Avenue NE, north of NE 126th Place and directly south of single family to allow a retail establishment containing vehicle sales, service and/or storage (in addition to multifamily residential use), when development is coordinated and consolidated with the parcel to the south. The policies address additional public review of non-residential proposals, mitigation plans where impacts to critical areas are proposed, an expanded buffer from adjacent single family area, and restrictions on lighting and noise (*Rairdon CAR*);
 - Support additional height in the industrial area at the City's easternmost border, at the base of the slope. Policies address mitigation plans where impacts to critical areas are proposed (*Astronics CAR*).
- Change in land use from High Density Residential (TL 1B) to Institutional (TL 3D) for one parcel owned by Evergreen Health (*Evergreen Health CAR*).

B. Summary of the Recommended Key Changes to the Zoning Code and Zoning Map (see Exhibits 2 and 3)

1. **Zoning Code - Specific Revisions:** Changes to the Zoning Code are recommended to implement the policy changes summarized above. A number of additional changes are recommended to codify interpretations and implement changes directed by the City Council during the Totem Lake code amendment process in 2012:
 - Changes to **remove Floor Area Ratio (FAR) limits** in TL 1A, TL 1B and TL 5 to eliminate this potential barrier to redevelopment (Exhibit 2, pages 2-11);
 - Changes to **allow vehicle sales and service in TL 9A and TL 9B** subject to standards related to consolidation and environmental considerations (*Rairdon CAR*) (Exhibit 2, pages 30 and 32);
 - Changes to **allow an increase in building height from 45' to 80 feet and to allow residential use in mixed use developments within TL 7** on NE 124th

Street, south of the CKC and west of NE 128th Street. Creation of a new subarea, "TL 7A," for this area, with remainder of TL 7 zone to be in a new "TL 7B" zone (*Totem Commercial Center CAR*) (Exhibit 2, page 20);

- Change to **allow an increase in building height from 65' to 80' in the TL 8 zone** (see Exhibit 2, page 26);
- Changes to **allow additional height in a limited area on Willows Road within TL 7**, east of the Eastside Rail Corridor and west of the Redmond Spur (Kirkland City limits) (*Astronics CAR*) (Exhibit 2, pages 24-25);
- Changes to **allow multifamily use within a limited area of TL 7**, north of NE 126th Place (*Morris CAR*) (Exhibit 2, page 21);
- **Limits on free-standing mini-storage** use within the commercial areas of the Urban Center (Exhibit 2, multiple zones) ;
- Addition of a new use listing and standards for "**mixed use concept**" in **Parmac**. Standards would require adjacency to the CKC, minimum acreage (ten acres), buffers and access directed away from industrial traffic (Exhibit 2, pages 49 and 53);
- **Limits on free-standing School and Day-Care Center uses** in light industrial areas of TL 7 (TL 7B) (Exhibit 2, page 23);
- **Expansion of Restaurant or Tavern permitted use** within the 405 Corporate Center (TL 10A) (Exhibit 2, page 33);
- **Expansion of "Vehicle or boat repair, services, washing or rental" and "Restaurant or Tavern"** within TL 10B (Exhibit 2, page 36);
- Addition of special regulation in light industrial zones where residential use is allowed (TL 10D/10E), and in areas where land is rezoned to residential from industrial (RMA 3.6) to **put future residents "on notice" of possible impacts from adjacency to industrial uses** (Exhibit 2, pages 47, 49 and 53);
- **Miscellaneous other changes** to codify interpretations, etc.

2. **Zoning Map – Specific Revisions:** Proposed changes to the Zoning Map are generally related to the Citizen Amendment Requests. Two additional proposed changes would implement policy direction for the Kingsgate Park and Ride, and rezone one property where an owner brought a desired change to the attention of the Planning Commission, outside of the CAR process. Revisions to the Zoning Map in addition to those that are related to CARs include:

- Change in the land use designation from **Office to Transit-Oriented-Development** (TOD) for the **Kingsgate Park & Ride** (Exhibit 3, page 1);
- Rezone one parcel (**Parker** medical office property) from **TL 2 (Commercial) to TL 1A (Office Mixed Use)**. The parcel is now in the same zone as the Totem Lake Mall but is not part of the redevelopment project. At the request of a property owner, the zoning for the property would be changed to the abutting TL 1A zone (Exhibit 3, page 2);

II. RESPONSE TO COMMENTS FROM CITY COUNCIL BRIEFINGS

The City Council received a briefing on the proposed changes to the Totem Lake Business District Plan and related Zoning Code and Map amendments on July 7th. At that time, the Council discussed aspects of the draft Totem Lake Business District Plan and the Citizen Amendment Requests. While no specific direction was provided, members of the Council indicated preliminary support for increases to the maximum building height limit in the TL 8 and TL 7A (proposed new subarea incorporating the Totem Commercial Center and properties to the west, all west of 128th Lane NE) to 80 feet, rather than 65', as discussed in the preliminary Planning Commission recommendation.

The proposed amendments to the Zoning Code establish a maximum building height limit of 80' for all uses in the TL 7A and TL 8 zones.

III. 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 updated Plan and related amendments to the Zoning Code and Zoning Map for the Totem Lake Business District are consistent with the GMA, PSRC's Vision 2040 and Transportation 2040, and the Countywide Planning Policies, and are internally consistent with the city-wide Element Chapters of the Comprehensive Plan. The policies in the Totem Lake Business District Plan mirror many of the goals and policies in the city-wide Element Chapters, including the Land Use, Housing, Environment, and Transportation Elements. The Plan also contains employment and residential growth targets that accommodate a significant share of Kirkland's growth.

The Totem Lake Business District Plan is also the plan for the Totem Lake Urban Center, and will result in long-term benefits to the business district, the Urban Center and the community overall. It is in the best interest of the community because it establishes policies to address future growth in the business district while maintaining the values of Kirkland residents expressed in the 2013 visioning program, the 2014 neighborhood meetings, and in meetings of the Totem Lake business community.

IV. PUBLIC NOTICE AND OPPORTUNITIES FOR PUBLIC COMMENT

Notice was sent about the public hearing and open house held in August to all residents, businesses and property owners in, and within 300 feet of the boundaries of the Totem Lake Business District and the Totem Lake Urban Center. Citizen Amendment Request applicants, and those on the citizen amendment request mailing lists also received notice of the meetings. The [*City Update Newsletter*](#) mailed to all businesses and residents 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. Notice about the meetings was also sent as a bulletin to subscribers of the Totem Lake Business District Plan listserv, and to all recipients of updates related to the Totem Lake Mall and Totem Lake Conversations group.

V. PUBLIC COMMENTS

Public comments relating to the Totem Lake Business District Plan are summarized in Exhibit 4. The Planning Commission has reviewed all of the written comments and considered them in reviewing the revised Plan. The written comments are available in City File CAM13-00465, #10.

Exhibits:

1. [Totem Lake Business District Plan \(major revision\)](#)
2. [Totem Lake Business District proposed Zoning text amendments](#)
3. [Totem Lake Business District proposed Zoning Map changes \(in addition to changes related to CARs\)](#)
4. [Comment log summarizing written public comments](#)