



MEMORANDUM

To: Planning Commission

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

Date: May 13, 2010

Subject: Annexation Area Neighborhood Boundaries, File No ZON10-00001 (#2)

RECOMMENDATION

Review current neighborhood boundaries for the Annexation Area (AA). Provide staff with direction on what additional information and community input would assist the Planning Commission in making a recommendation. Any adjustments to neighborhood boundaries will culminate with the 2010 Comprehensive Plan amendments later this year.

BACKGROUND DISCUSSION

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

The City Council identified the following general process for deciding neighborhood boundaries for the AA:

- Identify community leaders in each neighborhood and meet to discuss process and boundaries (spring, 2010)
- Go on a listening tour to review boundaries and gather input (summer, 2010)
- Review boundaries with Planning Commission (summer, 2010)
- Planning Commission recommends boundaries to City Council as part of 2010 Comprehensive Plan amendments (fall, 2010)
- City Council decides on boundaries (December, 2010)

To date, staff has attended three meetings with residents of the AA and adjoining neighborhoods to discuss the question of neighborhood boundaries. Feedback from those meetings is included as Attachment 2. Staff will be meeting with the Kirkland Alliance of Neighborhoods (KAN) on May 12th and will report feedback to the Planning Commission on May 13th.

WHAT DEFINES A NEIGHBORHOOD

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

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

Boundaries which foster community organizing also promote effective Neighborhood Service Program delivery. The City currently has two programs that provide resources to the neighborhoods. The Matching Grant Program supports neighborhood efforts on physical improvements, neighborhood identity projects, special events, leadership training, communications, and fostering active living. The City also has a Neighborhood Connection Program that allows neighborhoods to suggest improvements and provides funding to implement neighborhood solutions for roadway, sidewalk, landscaping or park improvements. In addition, the City's Neighborhood Services program assists neighborhood associations in organizing, communicating, learning about city services, and problem solving. Neighborhood Service Programs tend to thrive in areas where there is a sense of community, land use is diverse, residents identify with each other (similar issues and focus), and when there is a centralized public facility within the neighborhood for meetings and gatherings.

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

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

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

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

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

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

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

OPTIONS FOR DISCUSSION

Based on staff's discussions with the community thus far (see Attachment 2), following are some schematic options for boundary adjustment. These are intended only as concepts to start the discussion.

General

- As noted by some attendees at community meetings, the question of neighborhood boundaries seems abstract with all of the other changes coming to residents of the annexation area. Minimal adjustments now and allow boundaries to evolve over time.

Kingsgate

- Keep Kingsgate as one neighborhood vs. dividing it in two – perhaps along 124th Ave. NE.
- Incorporate northerly residential portions of Totem Lake into Kingsgate.

Totem Lake

- Extend the Totem Lake neighborhood to include annexed commercial and industrial area.
- Divide Totem Lake into the four adjacent neighborhoods by freeway quadrant, maintaining a separate Totem Lake Business District Plan (similar to the 85th Street Corridor).

North Juanita

- Merge the annexation North Juanita neighborhood and Kirkland's North Juanita neighborhood - or merge all three Juanita neighborhoods.
- Move the boundary of the annexation North Juanita neighborhood to include areas west of 100th (some portion of the eastern Finn Hill slope).
- Move Goat Hill from the Finn Hill to the South Juanita neighborhood.

Finn Hill

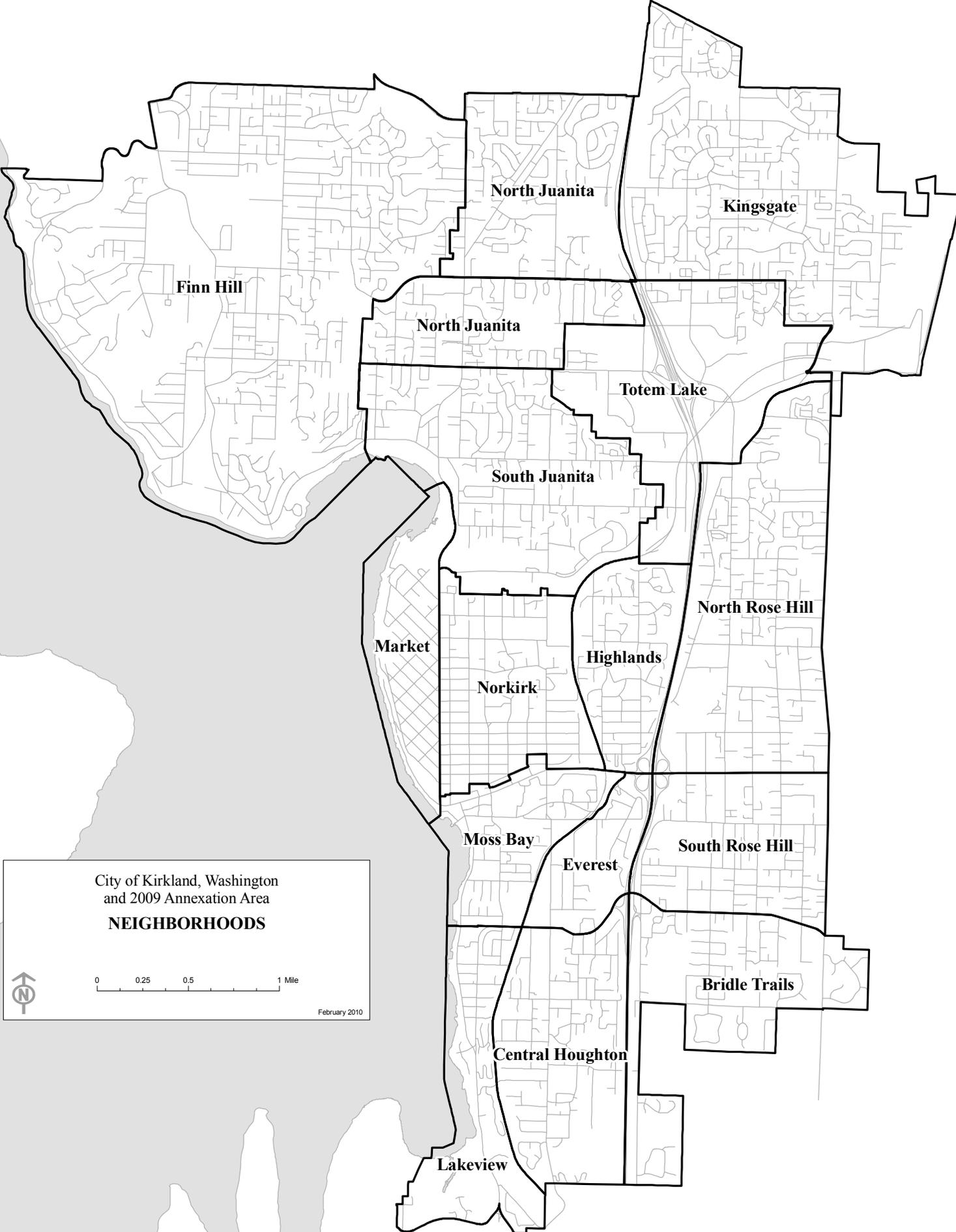
- Keep Finn Hill as one neighborhood vs. dividing it in two or possibly three neighborhoods. Perhaps Juanita Drive is a boundary.

PROCESS

- Staff will continue to work with residents of the affected neighborhoods to gather input that will help the Planning Commission develop a recommendation. The goal would be to allow residents of specific neighborhoods to address boundaries of the neighborhood.
- Review status and options with Planning Commission at the July 22nd study session (with 2010 Comprehensive Plan Amendments)
- Hold public hearing on October 28th (with 2010 Comprehensive Plan Amendments)
- City Council adoption on December 7th (with 2010 Comprehensive Plan Amendments)

ATTACHMENTS

1. Neighborhood Map and Data
2. Notes from Community Meetings
3. Analysis Map of Annexation Area Neighborhoods



City of Kirkland, Washington
and 2009 Annexation Area

NEIGHBORHOODS



0 0.25 0.5 1 Mile

February 2010

Size of Kirkland Neighborhoods

Largest Smallest

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

Combined Associations

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

Annexation Area**

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

*Data from 2004 Community Profile

Juanita Neighborhood Association – 3/25/2010 (18 attendees, 1 from AA North Juanita)

- Meeting space is important for Neighborhood, Holy Spirit lets them use space for \$5 month
- Merge North Juanitas into one North Juanita
- Consider leaving Juanita Neighborhoods as one and keep the annexation area's North Juanita as a separate neighborhood called North Juanita
- Please change North and South Juanita in the Comprehensive Plan to Juanita Neighborhoods so maps and plans align with the association's boundaries and name. Association has legally registered name and boundaries with State for non-profit
- Annexation area neighborhoods will have a unifying issue (newly annexed into the City of Kirkland) for the next decade. Perhaps this is reason to keep them unified and not merged them into Kirkland's existing neighborhoods.
 - On the other hand, would this alienate those newly annexed areas?
- Existing N/S Juanita division is artificial, association is one unit and personalities that divided the neighborhood are gone
- Be cautious about breaking up AA neighborhoods, smaller not necessarily better for meeting attendance and representation
- One Juanita (North, North & South) – all Juanita, people don't think of it as three
- AA North Juanita should include areas at base of slope on the west side of 100th
- AA North Juanita seems divided by Juanita Woodinville Drive
- Consider moving Norkirk up to 116th and Juanita could be everything to north
- Bigger planning units are ok. Planning area boundaries do not have to be the same as the Neighborhood Association boundaries
- Juanita Neighborhoods Association will continue to be the place to come for area AA residents (Goat Hill residents often attend)
- Don't forget about the history of the areas. Invite the historical perspective into the planning of neighborhood boundaries.
- Don't forget Totem Lake's potential for high density residential areas which could change the demographics over time

Annexation Area Neighborhood Leaders – 4/13/2010 (14 attendees, 1 from KAN)

- Kingsgate Neighborhood Associations are strongly identified with their community parks and pools
- Upland Green Neighborhood Association is strongly identified with its community open space and tennis courts
- Kingsgate is one cohesive area
- Neighborhood boundaries should consider potential long term inclusion of the portion of the Queensgate neighborhood within Bothell's annexation area
- North Juanita is identified with the Juanita Woodinville Way and an access, Edith Moulton park, and Helen Keller school
- North Juanita needs to be activated – no current organizations
- Juanita should include those areas on the west side of 100th due to topography and access
- The North Juanita neighborhoods should be combined

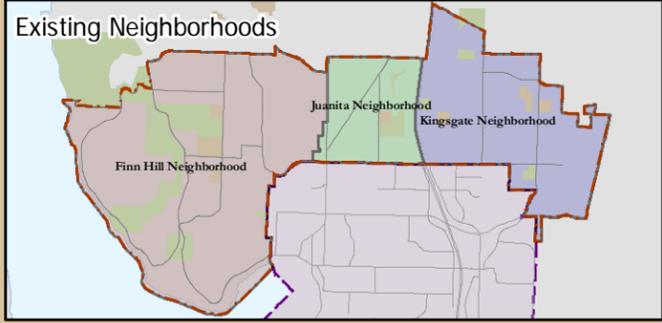
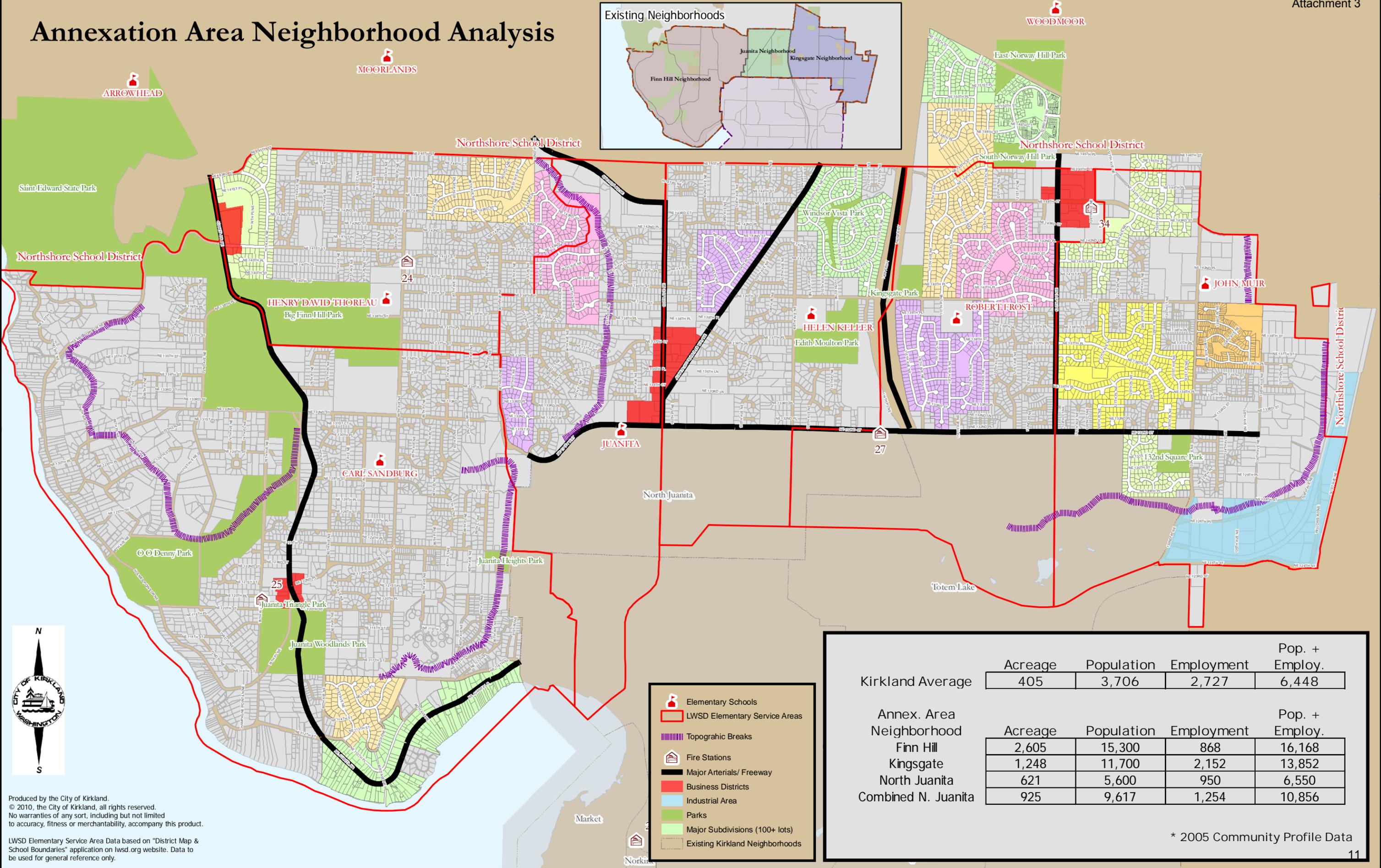
- Areas without homeowners associations need to be integrated into neighborhood structure
- Finn Hill is strongly identified with the Denny Creek Neighborhood Alliance and the Finn Hill Parks and Recreation District (as well as the public parks)
- Areas of Finn Hill have divided physically by slopes and access – some areas are too steep for frequent pedestrian connections or don't have pedestrian linkages
- Finn Hill is too big, Juanita Drive forms a logical division of the neighborhood
- Holmes Point, Champagne Point, and Goat Hill may identify less strongly with the Finn Hill neighborhood
- Snow routes may be a dividing point
- Does Metro have names for service areas?
- Neighborhoods of equal size should be created
- Residential areas in the northern portion of the Totem Lake Neighborhood should become part of adjoining neighborhoods
- Kingsgate is not an appropriate name because that name is associated with specific subdivisions and homeowners associations and much of the area is not within those subdivisions. Should research historic place name (Totem Ridge?).
- It would be difficult to divide Kingsgate into more than two neighborhoods
- Dividing Kingsgate along 124th would split the active homeowners associations from the areas without homeowners associations
 - Advantage – associations would be grouped in one neighborhood
 - Disadvantage – areas without associations would have a more difficult time organizing without the existing communication networks
- Need to engage more residents and PTA's in the decision process
- Not enough City grant money for big neighborhoods
- Finn Hill is identified with its access and access constraints in addition to the topographic breaks
- Resolving Totem Lake boundaries is not pressing this year
- Don't divide the annexation neighborhoods at all. Leave it as one area and see what evolves
- Send invitation to the May Planning Commission meeting to attendees
- Meeting with PTA's and publications in upcoming school newsletter would be a good way to get the word out
- Prepare a written explanation of neighborhood boundaries that group can share with their constituents
- Consider an online survey asking people their address, what they consider their neighborhood, and what they consider the boundaries to be

**Totem Lake Neighborhood – 4/21/2010
(11-12 attendees, 1 from Totem Lake, 2 from Juanita, remainder from Kingsgate)**

- It would be nice if neighborhoods related to legislative districts
- Analysis map should show the few residential properties on the north side of Totem Lake
- Could divide Kingsgate along 124th Ave.
- Only difference between east and west part of Kingsgate is the elementary schools, everything else is in common

- Lifestyles are different with the multifamily on the south of 132nd Avenue and single family to the north (but probably not significant enough to be in a different neighborhood entirely)
- It has proven difficult to get apartment residents involved in the neighborhood
- Keep in mind the neighborhood plan calls for more residential development in the Totem Lake Neighborhood
- When talking about where they live to others, some say “north of Totem Lake” rather than Kingsgate.
- History of the area should be considered (see Juanita “Remember When” map). Note the area used to be called Juanita (*however it's difficult to tell how far east the map actually goes*)
- **Consensus points:**
 - The Totem Lake neighborhood could be divided into quadrants along 124th St and I-405 with each quadrant going to adjoining neighborhood
 - Totem Lake is a business district like 85th St Corridor and could retain that designation (rather than being defined as a separate neighborhood)
 - Businesses within Totem Lake have different interests than residents. Businesses will always identify with Totem Lake
 - May want to check in with Juanita and North Rose Hill to see if they want the quadrants of Totem Lake in their neighborhoods.
 - Redefining neighborhood boundaries may be too much for annexation neighborhoods to deal with right now. Let boundaries evolve after annexation changes have been processed and residents see what it means to be part of Kirkland.
 - Include the residential (both single and multi family) neighborhoods south of NE 132nd Street into the “Kingsgate Neighborhood” to the north

Annexation Area Neighborhood Analysis



	Acreage	Population	Employment	Pop. + Employ.
Kirkland Average	405	3,706	2,727	6,448
Annex. Area Neighborhood				Pop. + Employ.
Finn Hill	2,605	15,300	868	16,168
Kingsgate	1,248	11,700	2,152	13,852
North Juanita	621	5,600	950	6,550
Combined N. Juanita	925	9,617	1,254	10,856

* 2005 Community Profile Data

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