CITY OF KIRKLAND
Planning and Community Development Department
123 Fifth Avenue, Kirkland, WA 98033 425.587.3225
www.ci.kirkland.wa.us

MEMORANDUM

Date: June 18, 2008

To: Houghton Community Council

From: Dorian Collins, Project Planner

Subject: **SOUTH KIRKLAND PARK & RIDE CITY-INITIATED COMPREHENSIVE PLAN AMENDMENT - STUDY (File ZON08-00002)**

RECOMMENDATION

Conduct a study session on the subject of the planned Comprehensive Plan Amendment for the South Kirkland Park and Ride site at the meeting on June 23rd. Provide comments to staff and the Planning Commission regarding the following key components of the study:

- General identification of issues
- Additional information needed for study
- Plan for public involvement

BACKGROUND

The project description and other background information are provided in the attached Planning Commission packet on this topic (see Attachment 1). At the time the information was prepared, the Bellevue Planning Commission had not met to consider the South Kirkland Park and Ride among the Comprehensive Plan Amendments for the City of Bellevue's work program. At their meeting on June 11th, the Bellevue Planning Commission voted to recommend that the Bellevue City Council include the Park and Ride TOD (Transit-Oriented-Development) request from King County among the Comprehensive Plan Amendments for the City to consider this year.

The Bellevue City Council will consider the recommendation from the Planning Commission at a meeting in July.

Attachment

1. Planning Commission Packet for 6/18/08 (with attachments)

CITY OF KIRKLAND
Planning and Community Development Department
123 Fifth Avenue, Kirkland, WA 98033 425.587.3225
www.ci.kirkland.wa.us

MEMORANDUM

Date: June 9, 2008

To: Planning Commission

From: Dorian Collins, Project Planner
Paul Stewart, Deputy Director

Subject: **SOUTH KIRKLAND PARK & RIDE CITY-INITIATED COMPREHENSIVE PLAN AMENDMENT (File ZON08-00002)**

RECOMMENDATION

Review the background information and draft work program provided for this topic and provide direction to staff regarding:

- General identification of issues
- Additional information needed for future study
- Draft work program
- Plan for public involvement

DESCRIPTION OF PROPOSED COMPREHENSIVE PLAN AMENDMENT

Introduction

King County has identified the South Kirkland Park and Ride property (see Attachment 1) as a potential site for transit-oriented-development (TOD) for several years. Since 2005, the City of Kirkland has included exploration of this subject on the City's annual Planning Work Program as a place keeper, but did not schedule the item for staff work until 2007. Upon learning at their retreat in 2007 that the King County Department of Transportation had ranked the South Kirkland Park & Ride as its top TOD priority in the region, the Kirkland City Council established the creation of affordable housing at the Park & Ride as it's highest-priority housing strategy.

Since the South Kirkland Park & Ride site lies within the cities of both Kirkland and Bellevue, King County has approached both cities in hopes of pursuing Comprehensive Plan amendments and zoning necessary to allow for TOD on the property (see Attachment 2).

Project Description

The concept for TOD at the South Kirkland Park & Ride site includes the expansion of the existing parking supply by at least 250 stalls for a total of about 850 stalls, a bus transit facility, park and ride, a mixed-income residential development providing units affordable to a range of incomes, incidental office and retail, and potentially, rail facilities related to the adjacent BNSF right-of-way. While the design details for the project have not been developed, preliminary conceptual drawings of potential massing for development on the site will be available for review at the Commission's meeting on June 18th.

The Comprehensive Plan amendment will likely involve the consideration of a broader range of uses to be allowed on the property. Since the Council has discussed the potential for housing to be incorporated into a TOD project at the site, the Comprehensive Plan, and eventually, the Zoning Code and Zoning Map, would need to be expanded to include residential as a permitted use.

Status of City of Bellevue and King County Efforts for TOD at South Kirkland P&R

King County is optimistic that both Kirkland and Bellevue will move forward with amendments to their Comprehensive Plans. While the Kirkland City Council has been supportive of the study of TOD at the Park and Ride, the City of Bellevue is still considering whether or not to include this amendment among those to be included in the City's work program. At their meeting on June 11th, the Bellevue Planning Commission will evaluate proposed amendments for threshold review. At the time of writing this memo, Bellevue staff has submitted a recommendation against inclusion of this amendment. An updated report on the decision of the Bellevue Planning Commission will be provided at the meeting on the 18th.

The Kirkland City Council sent a letter to Bellevue's Mayor in March, in support of the Park and Ride effort (see Attachment 3), and a second letter this week to the Bellevue Planning Commission urging that they include the South Kirkland Park and Ride among the City's 2008 amendments (see Attachment 4). King County has informed the cities that if the City of Bellevue does not move this project forward, the $6.25 million dollars in Federal funding for the 250 additional parking spaces included in the Lake Washington Urban Partnership will be reallocated, and therefore the TOD project may not be feasible.

BACKGROUND

Comprehensive Plan

The Kirkland Comprehensive Plan designates the South Kirkland Park and Ride site for office use, and notes the existence of a public facility on the property (see Attachment 5). Several policies in the Comprehensive Plan address land use and development for the property:

Transportation Element, Policy T-3.1:

"Design transit facilities (stations, centers, park and rides, shelters, etc.) that are easily accessible from other modes of transportation, accommodating those with

disabilities, and appealing to pedestrians, and that may contain residential, office, institutional and/or commercial uses where appropriate."

Lakeview Neighborhood, Page XV.A-17:

"The Metro Park and Ride lot at the southern end of the Lakeview Neighborhood provides a valuable local and regional transportation function. Any future expansion of this facility should be carefully reviewed to minimize visual and traffic impacts on the surrounding area".

Land Use Element, Policy LU 3.3:

"Consider housing, offices, shops and services at or near the park and ride lots."

Text discussing this policy states that "Park and ride facilities provide a potential location for offices, shops, and services serving two sets of customers: nearby residents and transit riders. In addition, housing at these facilities supports transit use. However, the design of these facilities would have to be carefully considered to ensure protection of the surrounding neighborhood. The City should work with Metropolitan King County to develop standards for housing, offices, shops and services at these facilities."

Policies T-3.1 and LU 3.3 indicate general support for a range of uses at a Park and Ride facility. Text in the Lakeview Neighborhood Chapter and Land Use Element points to the need for careful analysis of impacts if expansion is to be considered on the site.

The proposed Comprehensive Plan amendment would involve the development of general policy language that would support TOD at the Park and Ride. Detailed study of specific provisions for building height, bulk, density and design would need to follow with the development standards (Zoning) for the site.

Staff anticipates that zoning changes would follow the December adoption of the 2007/2008 Comprehensive Plan amendments, and would be developed in close coordination with Bellevue, and with a broad public involvement process.

Zoning

The South Kirkland Park and Ride property is zoned PO (Professional Office). The PO zone allows office use and limited retail uses. Residential use is not among the uses permitted in the PO zone.

ISSUES FOR STUDY

Staff has identified an initial list of issues to be addressed by the Planning Commission and Houghton Community Council at study sessions over the next few months. Additional issues may be noted by the Planning Commission at the meeting on June 18th, or by the Houghton Community Council at their meeting on June 23rd:

- Coordination with the City of Bellevue, King County and ARCH
  - Timing
  - Public involvement process
  - Integration of development with transit use/needs
- General mix of TOD uses to be supported by the Comprehensive Plan
- Degree to which the Comprehensive Plan will address the following:
  - Building heights
  - Residential density
  - Expectations for affordable housing
    - Percentage of residential development
    - Target population
  - Impacts
    - Traffic
    - Public views across the site
  - Design Elements

WORK PROGRAM

Attachment 6 presents the proposed work program for this amendment. The timeframe for study is short, but adoption by the end of the year is important to meet the needs of King County if it is to be successful in securing necessary grant funding.

PUBLIC PARTICIPATION

Since this effort is beginning late in the year, and must be adopted by December, staff suggests that the predominant public involvement efforts be with existing bodies appropriate for this task:

- Houghton Community Council
  - Study sessions, Courtesy Hearing, and attendance by members at Council Housing Committee meetings on this topic
- City Council Housing Committee

Additional efforts will include:

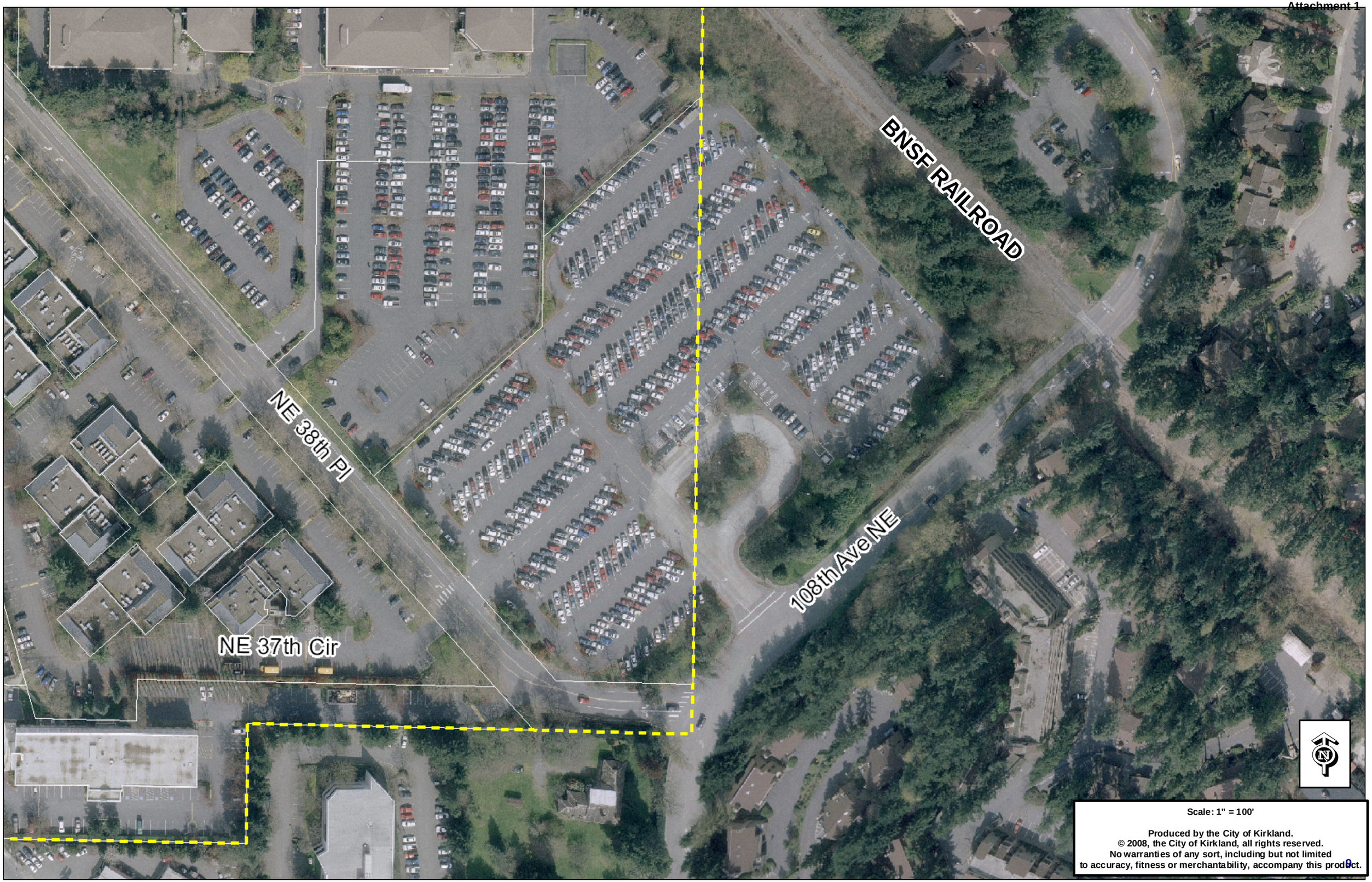
- Project description and status updates provided on City website
- Notice to neighborhood associations
- Possible creation of listserv for the project
- Posting of City's large notice boards on the subject property

Since TOD at the Park and Ride has been discussed as a strategy for affordable housing, staff suggests that the Housing Committee (and ARCH) assist in identification of expectations, objectives and options regarding the percentage of affordable housing to be included in development, and the target populations for the housing to serve. The next meeting of this group will be on July 1st. Staff anticipates developing general "Principles of Agreement" that will outline the objectives and expectations for the project that the cities of Bellevue and Kirkland, as well as King County can endorse as we move forward with this effort.

Attachments

1. Aerial view – South Kirkland Park & Ride
2. Letter from King County to Kirkland City Council, dated February 4, 2008
3. Letter from Kirkland Mayor James Lauinger to Bellevue Mayor Grant Degginger, dated March 14, 2008
4. Letter from Kirkland City Council to Bellevue Planning Commission, dated June 3, 2008
5. Comprehensive Plan Land Use Map
6. Draft Proposed Work Program

cc: File ZON08-00002
Arthur Sullivan, ARCH
Houghton Community Council
Gary Prince, King County Department of Transportation, 201 S. Jackson Street, M/S KSC-TR-0815, Seattle, WA 98104-3856
Mike Bergstrom, City of Bellevue Planning Department, 450 110th Avenue NE, Bellevue, WA 98009



Scale: 1" = 100'

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King County
Department of Transportation
Transit Oriented Development
201 South Jackson Street, M/S KSC-TR-0815
Seattle, WA 98104-3856
Fax: (206) 263-3187

February 4, 2008

Mr. Jim Lauinger
Mayor, City of Kirkland
123 5th Avenue
Kirkland, WA 98033

Dear Mayor Lauinger:

Redevelopment of the South Kirkland Park and Ride is a unique opportunity for a Transit Oriented Development (TOD) project at a major transit facility. 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. To this end, King County has submitted an application for a Comprehensive Plan Amendment and Concurrent Rezone for the South Kirkland Park and Ride with the City of Bellevue. King County is interested in pursuing a similar process in the City of Kirkland. We intend to work with both cities and ARCH to make a TOD with affordable housing a reality.

The South Kirkland Park and Ride is adjacent to SR520 and close to Interstate 405. The Park and Ride is bisected by the boundaries of Kirkland and Bellevue. Neither city's zoning currently allows high density housing on the parcel. King County Metro Transit requests that the cities of Kirkland and Bellevue consider amendments to their Comprehensive Plans and Zoning Codes that would enable redevelopment of the parcel for a TOD project with a housing component.

Expansion of the South Kirkland Park and Ride is also a key component of the Urban Partnership Grant award recently received by King County, PSRC, and WSDOT. This grant award including funding for the replacement of the SR520 bridge, increased transit service, expansion of park and ride capacity at South Kirkland, and other measures. The award is pending legislation action in Olympia and final federal approval.

We understand that TOD with a significant housing component at the South Kirkland Park and Ride has already been included on the City's adopted planning work program. We would very much appreciate assistance from the City of Kirkland in our efforts to coordinate this task with the City of Bellevue

Amendments to both the City of Kirkland and the City of Bellevue Comprehensive Plans and related rezoning of this parcel is necessary for this project to proceed. Design details for the project have not been developed but the concept for the project includes a bus transit facility, park and ride, housing, incidental office and retail, and potentially rail facilities related to the adjacent BNSF right-of-way.

We look forward to working with the City of Kirkland.

Sincerely,

Gary Prince, Senior Project Manager
Transit Oriented Development

ZON08-0002

ATTACHMENT 3

March 14 2008

The Honorable Grant Degginger
Mayor, City of Bellevue
P.O. Box 90012
Bellevue, WA 98009-9012

Dear Mayor Degginger:

Even as our communities continue to grow, we face increased challenges in housing affordability. Our teachers, police officers, and health care providers are being priced out of the market. In East King County, nearly 24,000 households (17% of all households) are paying more than 30% of their income for housing, and 12,000 households pay more than half their income for housing, making them severely cost-burdened. Middle income families are having to moving further and further out to find housing and then have to drive longer distances for jobs and services thus contributing to our congested roads.

We now have a unique opportunity to address this issue with a transit oriented development (TOD) at the South Kirkland Park and Ride. This site, owned by King County, is located within the corporate limits of Kirkland and Bellevue. The preliminary TOD concept includes a significant share of affordable housing units to be included in a mixed income housing development at the site. We intend to involve ARCH in this effort.

Both cities would need to work cooperatively to explore the potential for this project and both cities would need to amend their respective Comprehensive Plans and zoning. The City of Kirkland is very enthusiastic about this opportunity. At our City Council retreat in 2007, the creation of affordable housing at this site through transit-oriented-development was among the top two strategies supported by the Council, and its study is included on our adopted Planning Work Program.

At a recent meeting of the Kirkland City Council, Council members heard from the King County Department of Transportation regarding its interest and general intent to move forward with the development of a TOD project at the site. The Kirkland Council concluded that we would like to proceed with the development of general "Principles of Agreement" that will outline the objectives and expectations for the project that the two cities and King County can endorse as we move forward with this effort. We look forward to working closely with the City of Bellevue on this important issue.

Sincerely,

Mayor James L. Lauinger
City of Kirkland

cc: Kirkland City Council
David Ramsay, Kirkland City Manager

June 3, 2008

Jennifer Robertson, Chair
Bellevue Planning Commission
City of Bellevue
450 110th Avenue NE
Bellevue, WA 98009

Dear Bellevue Planning Commission:

We are writing to you at a critical time for both Kirkland and Bellevue, as our cities make important decisions regarding Comprehensive Plan Amendments for this year. Last month, Kirkland's mayor wrote to Mayor Degginger to encourage him to support a request to study the Comprehensive Plan Amendment proposed by King County for consideration of transit oriented development (TOD) at the South Kirkland Park and Ride. Since this site is located within the corporate limits of Kirkland and Bellevue, our cities will need to work cooperatively to explore the potential for TOD in this location.

The City of Kirkland is very excited about this unique opportunity, as the potential exists for the development of a significant share of affordable housing units to be included in a mixed income housing development at the site. Kirkland is poised to move forward this summer with the study of a Comprehensive Plan Amendment for the site.

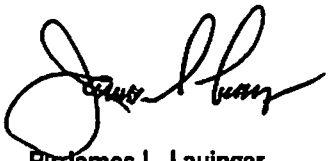
We are very concerned at this point, as we understand that the City of Bellevue staff is recommending that the Planning Commission not include this amendment among those to be considered this year. We urge the Bellevue Planning Commission to recommend that the City Council consider this application in the CPA 2008 annual work program. If the City of Bellevue does not move this project forward, the $6.25 million dollars in Federal funding for 250 additional parking spaces included in the Lake Washington Urban Partnership will be reallocated.

We understand that Bellevue staff is concerned that the consideration of TOD at the South Kirkland Park & Ride may have implications for future development at other Park & Ride sites located within the city of Bellevue. However, we believe strongly that the conditions at the South Kirkland Park & Ride are unique, and that the site can be viewed as an independent entity with potential that may not exist at other locations. The site's location near the freeway and office uses, its sloped topography that may enable greater height and densities, and the interest in promoting affordable housing at the site on the parts of both Kirkland and King County are distinct differences that exist only at South Kirkland.

We would like to proceed with the development of general "Principles of Agreement" that will outline the objectives and expectations for the project that the two cities and King County can

endorse as we move forward with this effort. We cannot do this important work without the participation of the City of Bellevue. We would very much appreciate your support in this effort to consider amendments to our Comprehensive Plans.

Sincerely,
KIRKLAND CITY COUNCIL

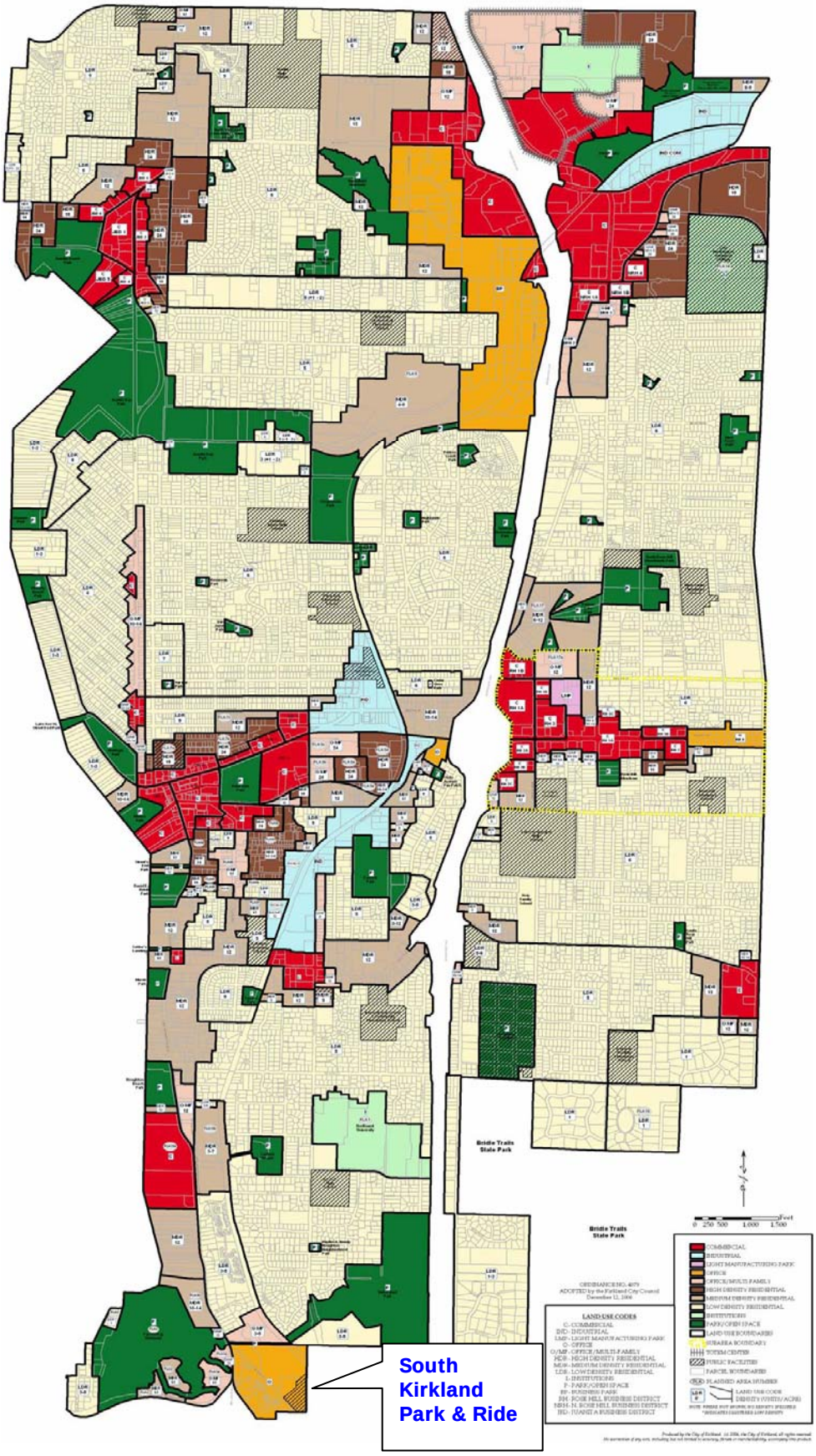


By James L. Lauinger
Mayor

cc: Bellevue City Council
Matt Terry, Planning and Community Development Director
Dan Stroh, Planning Director
File: ZON08-00002

CITY OF KIRKLAND COMPREHENSIVE LAND USE MAP

Department of Planning and Community Development



Work Program
South Kirkland Park and Ride

June 18, 2008

Draft

Date	Topic	Meeting
June 18	Study • Update on process with King County and Bellevue • Review draft work program • Plan for public involvement • General identification of issues • Information needed for future study	Planning Commission
June 23	Study • Discussion to include same items listed for June 16th meeting	Houghton Community Council
August 21	Courtesy Hearing	Houghton Community Council
August 28	Preliminary recommendation ***(Tentative – May move to September)***	Planning Commission
October 9	Public Hearing	Planning Commission
November 5	Study Session ***(Tentative)***	City Council
December 2	Regular Meeting – Action	City Council
December 22	Final Approval	Houghton Community Council