



## **CITY OF KIRKLAND**

**Planning and Community Development Department**

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### **MEMORANDUM**

**Date:** April 12, 2013

**To:** Houghton Community Council

**From:** Paul Stewart, Deputy Planning Director

**Subject:** GMA Comprehensive Plan Update

#### **Recommendation**

Houghton Community Council receive a briefing on the Comprehensive Plan update process.

#### **Background**

The City is initiating work on the update to the Comprehensive Plan as required by the Growth Management Act. On February 8, 2013, staff presented the proposed approach to the plan update to the City Council as part of their retreat discussion. Staff did a similar presentation to the Planning Commission at their February 14. At the April 22 HCC meeting staff will provide an overview of the update process. Staff will be meeting with the Planning Commission on April 25 to discuss in more detail the work program for the update.

The Comprehensive Plan update is noted on the proposed Planning Work Program and will be a major focus for the City over the next two years. An issue paper and other materials were provided to the City Council for their retreat. These same materials are attached to this memo. It is organized under the following main topics:

- Why are we doing this?
- Growth Management Act Framework
- How do we do this?
- What do we need to do?
- Community outreach and engagement.

Included in the packet is the general work program and schedule (Attachment 5). A more detailed work program is being prepared. The Planning Commission will be the lead advisory group on this effort and will be coordinating with the Houghton Community Council, Transportation Commission and Park Board. The general work program notes City Council review and "check-in" points throughout the process.

Questions posed to the Council at their retreat include:

- Are we on the right track?
- Do we have the appropriate "check-in" points with the Council?

- Are there particular issues or topics that the Council would like to discuss with the plan update?
- Is there an overarching theme or touch point that captures the direction of the plan update? For example, the theme for the adopted Comprehensive Plan is *"Charting a Future Course"*.

Also attached is a second memo regarding Neighborhood Planning (Attachment 7). This was part of the Council retreat discussion. City Manager Kurt Triplett and Deputy City Manager Marilynne Beard attended a Kirkland Alliance of Neighborhoods (KAN) meeting on January 9 on this topic. The comments and notes from that meeting are included. Included in Attachment 7 is a white paper that staff put together last year on various approaches to neighborhood plans for discussion with the Planning Commission.

Attachment 8 is the Communications Plan for the plan update. This outlines many of the methods that could be utilized in the update and identifies potential stakeholders. The plan update anticipates extensive public outreach and engagement.

#### Attachments

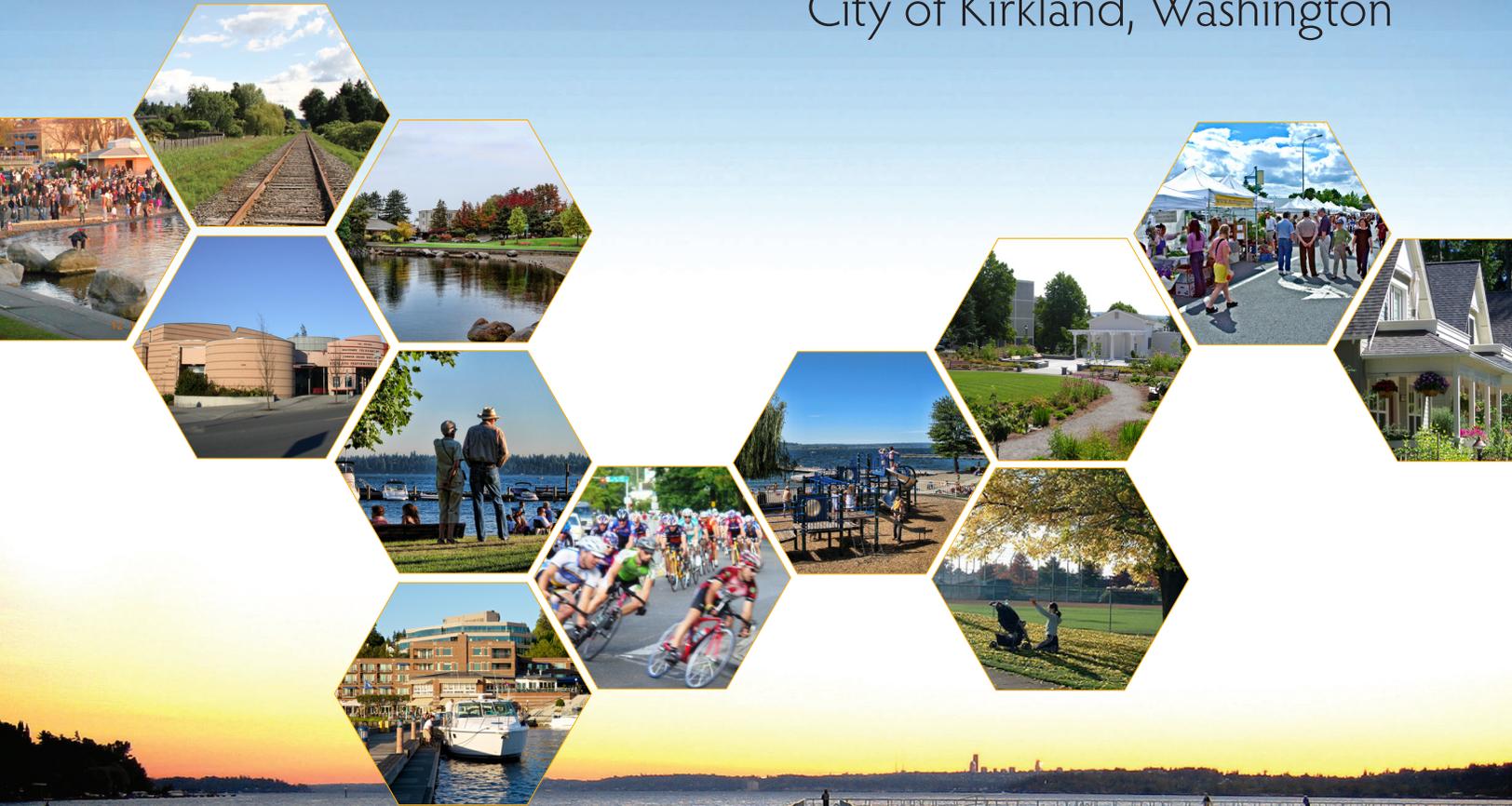
1. Guide to Periodic Update Process under GMA
2. Department of Commerce Comprehensive Plan Checklist
3. Department of Commerce Sample GMA Update Work Program
4. Countywide Planning Policies 2006-2031 Growth Targets
5. City of Kirkland GMA Comprehensive Plan Work Program
6. IAP2 Spectrum
7. Memo on Neighborhood Planning
8. Communications Plan

2013-2014



# COMPREHENSIVE PLAN UPDATE

City of Kirkland, Washington



January 2013



The future belongs to those who believe in the beauty of their dreams.

- Eleanor Roosevelt

If you want to know your future, look at what you are doing in this moment.

- Proverb

The future ain't what it used to be.

- Yogi Berra



## **Why Are We Doing This?**

*"...all of us know that quality of life is not guaranteed. We maintain it through the hard work of our citizens, our businesses, and our state and local officials who make the tough decisions every day to ensure that we have a healthy natural environment, a strong sustainable economy, competitive, high-performing schools and safe and high-quality communities for all of us to enjoy.*

*Comprehensive Plans give expression to the values and priorities of our communities. These plans provide a 20-to-50-year vision – our roadmap for how our communities want to look and to function."*

*-Governor Chris Gregoire announcing Smart Communities Awards, 2007*

## **Introduction**

In 1913, Kirkland had a population of about 800 people. A hundred years later due largely to annexation the City now stands at 81,000 and is the twelfth largest city in the State of Washington. Over the next 20 years we are expected to have about 13,000 new residents with a total population of around 94,000 people.

Kirkland has a continuous history of planning for its future. The first Comprehensive Plan was adopted in 1963 and rewritten in 1977 (The Land Use Policies Plan). In 1990 and 1991, the state legislature adopted the Growth Management Act (GMA). As a result, Kirkland overhauled its Comprehensive Plan in 1995 (Charting a Future Course) to comply with the GMA. The 1995 Plan has been the foundation for our planning efforts over the past eighteen years. The City consistently updates its Comprehensive Plan annually and undertook major revisions in 2005 per the GMA. In 2008, Kirkland was awarded a *Governor's Smart Communities Award* for Implementation of the Comprehensive Plan.

The Comprehensive Plan is the framework for how we grow and provide the necessary facilities and services to direct and manage growth. More importantly it is a statement of the kind of community we want to become and believe we can achieve. It is embodied in our Vision Statement – a verbal snapshot of our desired character over the next twenty years.



#### COMPREHENSIVE PLAN VISION FOR KIRKLAND

Kirkland in 2022 is an attractive, vibrant, and inviting place to live, work and visit. Our lakefront community, with its long shoreline, provides views and access to the lake and is a destination place for residents and visitors. Kirkland is a community with a small town feel, retaining its sense of history while adjusting gracefully to changes in the twenty-first century...Kirkland in 2022 is a delightful place to call home.

The City of Kirkland is initiating work on its Comprehensive Plan update per the State's Growth Management Act. The update is an opportunity to look ahead to the next twenty years and shape the kind of community we want to become based on the foundation of the community we are today.

In one sense, the plan update gives us a chance to "check in" with the community to see if we are on the right track. At the same time, we can question our assumptions and see if there are any changes in direction we would prefer to pursue.

There are some broad issues and policy questions that the community should consider during the plan update process. Questions we will likely explore with this update include:

- What is our future community character and our vision?
- Where should new growth occur and how do we plan to accommodate it?
- What is the role of our business districts – particularly the Totem Lake Urban Center? What are our economic development strategies?
- What is our urban form (development pattern, design elements, mixed use)?
- What kind of innovative development and design standards should we embrace?
- How do we provide for a variety of housing – both market rate and affordable housing - to serve a growing and diverse population?
- What does it mean to be a sustainable community and how do we protect and enhance our natural environment?
- What is our approach to transportation – how do we create a multimodal system that complements our land use plan?
- What public services and capital facilities projects do we need to support growth and how do we pay for them? How do we maintain financial sustainability?
- How do we incorporate the annexation areas into the general Comprehensive Plan elements and what is the role of and approach to neighborhood plans?

This paper lays out a general approach to the Comprehensive Plan update. It is organized under four main topics:

- *What is the GMA Framework?*
- *How do we do this?*
- *What do we need to do?*
- *What is our approach to public outreach, education and community engagement?*

The last part of this paper notes next steps on where we go from here. A more detailed work program and schedule will be developed following the Council retreat. The Comprehensive Plan work program and public involvement plan will be brought to the Planning Commission and City Council for review and direction. Completion of the Comprehensive Plan update is noted on the Biennial City Work Program as proposed by the City Manager and approved by the City Council.

Note: Within this document several other documents and resource materials are highlighted as hyperlinks.

### Objectives for the Update Process

State statute requires King County and all its cities to complete their update no later than June 30, 2015. For Kirkland, our target date is to complete the plan by the end of 2014. Staff has identified the following assumptions and objectives to guide the process to update the plan over the next two year period.

- Complete the updated plan by December, 2014
- Meet the requirements of the Growth Management Act and recently adopted rewrite of the Countywide Planning Policies.
- Use the current plan as the foundation for the plan update – this is not intended to be a complete re-write of the current plan.
- Have broad and continuous public involvement for all interested stakeholders
- Explore innovative planning principles (e.g. Smart Growth techniques such as mixed use, sustainable communities, walkability, and compact development)

## **Growth Management Act**

### GMA Framework

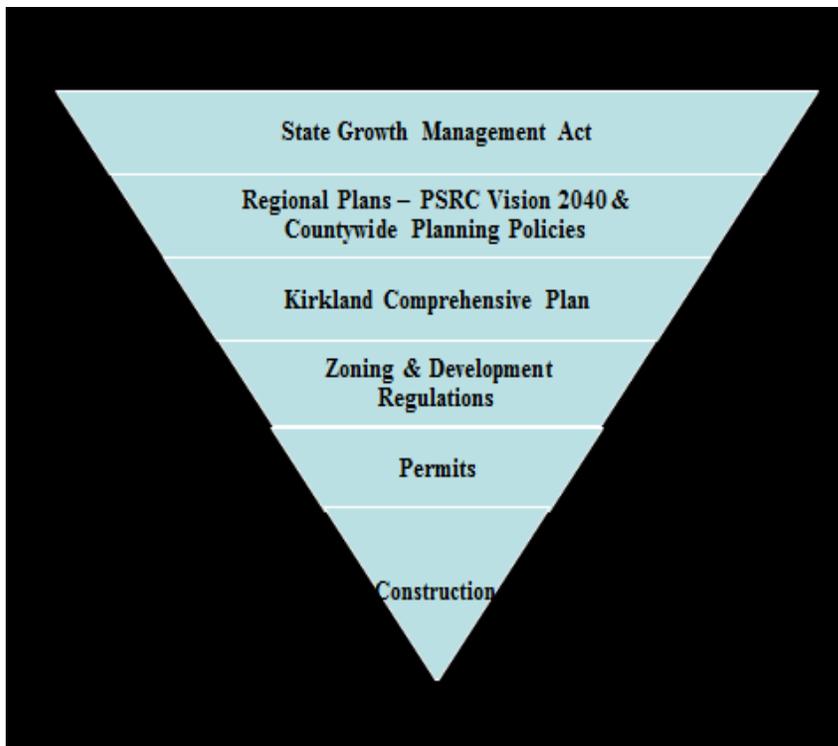
The GMA requires counties and cities to periodically conduct a thorough review of their plans and regulations to bring them up to date with any relevant changes in the statutes and to respond to changes in land use, employment and population growth. Attachment 1 is a concise "Guide to the Periodic Update Process under GMA" issued by the State Department of Commerce. The guide is short explanation on how to go

through the steps to undertake the update process. The Department of Commerce has also issued a Comprehensive Plan Checklist (see Attachment 2). The checklist is a technical assistance tool to help jurisdictions determine if they are meeting the GMA requirements. In addition, the Department of Commerce has put together a sample work program showing a typical schedule of tasks associated with a review and update of a GMA comprehensive plan and development regulations (see Attachment 3).

The Growth Management Act ([generally RCW 36.70a](#)) was enacted in response to problems associated with uncoordinated and unplanned growth and a lack of common goals in the conservation and the wise use of our lands. The problems included increased traffic congestion, pollution, school overcrowding, urban sprawl, and the loss of rural lands. The GMA contains [13 goals](#) that communities must strive to attain.

One of the main tenets of the act is to direct growth to urban areas – primarily cities – since they are the most cost effective and efficient provider of services, utilities and facilities. In addition, by accommodating growth in urban areas, lands in agricultural, forest and rural areas can be protected from sprawl and unplanned development.

While the GMA directs growth to urban areas, it also requires cities to plan for and fund the necessary public services and facilities to support growth by setting the appropriate level of service standards. These services typically include public sewer, water, transportation, stormwater, police, fire, schools and parks.



The GMA sets up a framework for planning from broad planning goals and requirements down at the state, regional and county level to development projects at the local level.

Figure 1

## Regional and Countywide Planning Policies

While the GMA sets forth the broad planning principles, the regional plans (PSRC Vision 2040 and King County Countywide Planning Policies) establish a more defined tier of planning guidance. Kirkland must plan and must be consistent with these regional goals and policies.

The Regional Growth Strategy in **VISION 2040** was prepared under the auspices of the Puget Sound Regional Council (PSRC). Vision 2040 forecasts an additional 1,712,000 people in the four county central Puget Sound region by 2040 and distributes the growth to a hierarchy of places throughout the region. The different types of places are planned to accommodate growth depending on their particular characteristics and the role they play in the region. This chart shows the amount of growth by number and percent envisioned for each regional geography.

Growth: 2000–2040		
Regional Geography (number of places)	People	Percent
Metropolitan Cities (5): Bellevue, Bremerton, Everett, Seattle, Tacoma	550,000	32%
Core Cities & Silverdale (14): Auburn, Bothell, Burien, Federal Way, Kent, <b>Kirkland</b> , Lakewood, Lynnwood, Puyallup, Redmond, Renton, SeaTac, Silverdale, Tukwila	369,000	22%
Large Cities (18): Arlington, Bainbridge Island, Des Moines, Edmonds, Fife, Issaquah, Kenmore, Maple Valley, Marysville, Mercer Island, Mill Creek, Monroe, Mountlake Terrace, Mukilteo, Sammamish, Shoreline, University Place, Woodinville	240,000	14%
Small Cities (46): Algona, Beaux Arts, Black Diamond, Bonney Lake, Brier, Buckley, Carbonado, Carnation, Clyde Hill, Covington, Darrington, DuPont, Duvall, Eatonville, Edgewood, Enumclaw, Fircrest, Gig Harbor, Gold Bar, Granite Falls, Hunts Point, Index, Lake Forest Park, Lake Stevens, Medina, Milton, Newcastle, Normandy Park, North Bend, Orting, Pacific, Port Orchard, Poulsbo, Roy, Ruston, Skykomish, Snohomish, Snoqualmie, South Prairie, Stanwood, Sultan, Steilacoom, Sumner, Wilkeson, Woodway, Yarrow Point	136,000	8%
Unincorporated Urban Area (assumed to be annexed over time)	302,000	18%
Rural Area	115,000	7%
<b>Total Increase</b>	<b>1,712,000</b>	<b>100%</b>

Figure 2

The Regional Growth Strategy focuses the majority of the region's employment and housing growth into metropolitan and core cities, which together contain more than two dozen designated regional growth centers.

Kirkland is a designated core city as shown in Figure 3 and thus is expected to accommodate a significant share of new growth. Generally speaking, the 5 regional metropolitan centers (Seattle, Bellevue, Tacoma, etc.) are expected to accommodate the largest share of regional growth. Kirkland – a core city – is in the second tier along with cities like Bothell, Lynnwood and Redmond. These core cities are anticipated to accommodate 22% of the 2040 population growth.

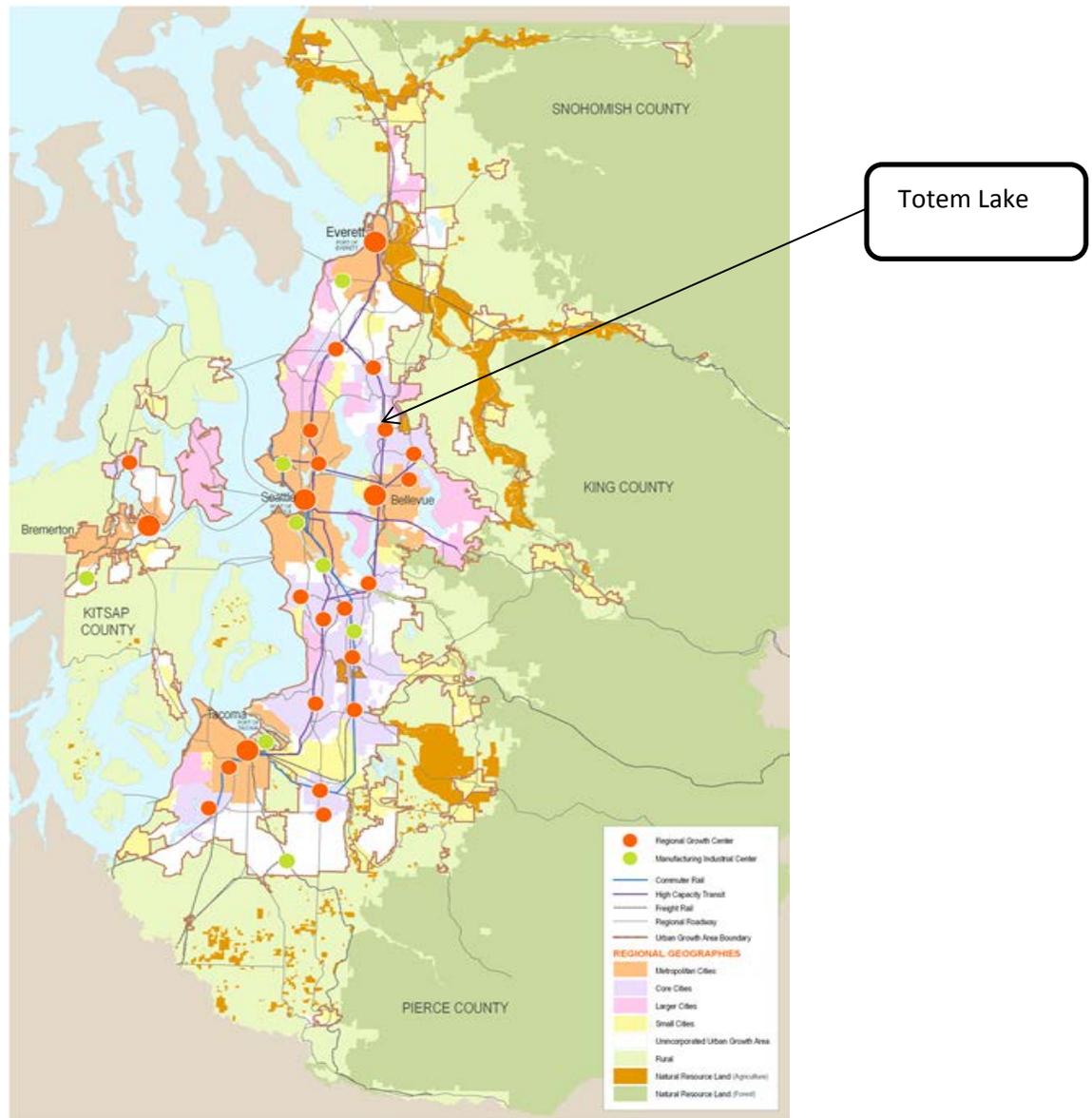


Figure 3

The [Countywide Planning Policies \(CPP's\)](#) are adopted by the King County Council and ratified by cities through an agreed-upon formula. Ratification of the 2012 revised CPP's is scheduled on the City Council's February 19, 2013 agenda. In King County, an interlocal agreement establishes a collaborative process for developing the CPPs, including the formation of a planning body, called the Growth Management Planning Council (GMPC), made up of elected officials from King County and cities. The CPP's provide county level guidance for local comprehensive plans each of which must be consistent with the CPP's. For example the recent update to the CPP's address climate change and healthy communities. Kirkland will need to review our Comprehensive Plan to ensure that these issues are addressed during the plan update process.

Of particular interest are the **growth targets** established through the CPP's. In accordance with the State Growth Management Act (RCW 36.70A.110), the State Office of Financial Management (OFM) provides a population projection to each county. In turn, the CPP's allocate the population as housing growth targets to individual jurisdictions. The King County CPP's also allocate employment growth targets. The allocations determined through this process are to be guided by existing relevant policies at the regional, countywide, and local levels. Forecasts prepared by the Puget Sound Regional Council assist in establishing the countywide employment targets.

Growth targets are adopted in the CPP's and are the minimum amount of growth that local governments must plan for over a 20-year planning horizon. The growth targets for King County and the cities including Kirkland are noted on Attachment 4.

The housing and employment capacity in the Urban Growth Area (UGA) based on adopted plans and regulations should be sufficient to accommodate the projected 20-year forecasted growth. According to the CPP's "*growth is to be accommodated within urban areas by increasing densities as needed.*" Phasing should occur within the UGA, as necessary, to ensure that services are provided as growth occurs.

Between 2006 and 2031, Kirkland is expected to accommodate **8,570 new housing units** and **20,850 new jobs**. Between 2006 and 2031 that averages out to about 343 housing units per year and 832 jobs per year. For comparison purposes, from 2006 through 2011 the city gained about 1,500 units for the six year period or around 250 units per year.

The City should have sufficient land capacity in the land use plan and zoning to accommodate these targets. In addition, the City needs to plan for this growth with adequate public facilities and funding to support this expected level of development.

A methodology to calculate Kirkland's overall land capacity has been developed with assistance from the City's GIS division. An analysis is currently underway to determine if we currently have enough capacity through existing zoning to accommodate the household and employment targets. If the analysis shows that we need additional capacity then the Comprehensive Plan update will need to address where and how we plan for the anticipated growth. Figure 4 shows the steps to determine if there is sufficient capacity in the land use plan for growth.

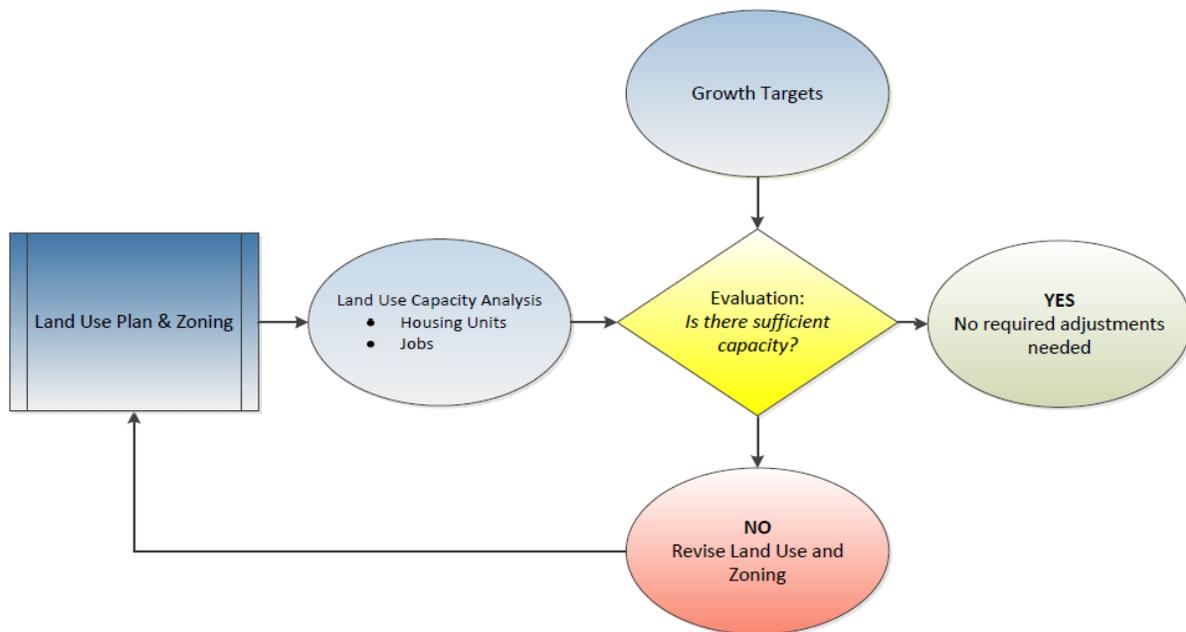


Figure 4

### Kirkland's Comprehensive Plan and the Kirkland Community

Since the last major update in 2005, the City has undergone a major annexation adding an additional 31,000 people. Our geographic area is now around 18 square miles. We also have a new planning horizon year to plan for – year 2032.

Even though GMA establishes the basic planning framework, the more important question is deciding the kind of community we want to become. The Comprehensive Plan update is not just an exercise to meet GMA - it is the community's opportunity to once again look ahead and shape our future as a unique and special place where a high quality of life is enjoyed.



*"Kirkland in 2012 is an attractive, vibrant and inviting place in which to live and work."* (1995 Comprehensive Plan)

As we look back to 1995 we can see many of the successes and changes that have occurred. Juanita Village and the downtown have emerged as compact, mixed use and walkable communities. Residential neighborhoods are stable and have become one of the most highly desired areas to live in the region. Our parks and open spaces are the jewels of the City and the envy of many communities. New transit hubs have been located in downtown Kirkland and Totem Lake and the soon-to-be developed South Kirkland Park and Ride. The Cross Kirkland Corridor trail will be a reality. The City still has many challenges – Totem Lake revitalization, economic development, affordable housing, and transportation to name a few. However, through a variety of efforts the City continues to plan for its future by taking actions in the present.

Looking ahead 20 years is both challenging and intriguing. Former baseball player and manager Casey Stengel once said: "Never make predictions, especially about the future." Yet the very nature of planning is to envision a future and strive to attain it. Looking back twenty year can be revealing. The use of the internet, e-mail and cell phones was just emerging. No one had heard of Google, Facebook or Twitter.

What will change over the next 20-50 years? Our population is aging and people will be living longer – perhaps to 125 or more. What does this mean for housing and services? There are over 100 languages currently spoken in King County. How do we respond to an increasingly diverse and international community? 2012 was the warmest year on record. How will climate change affect flooding in Totem Lake?

How "intelligent" will our transportation system be? How "smart" will our phones and cars be? Will houses actually produce all of their own energy? Will new construction

have individual built-in water and sewer systems thus not needing centralized utilities? Will we be doing permitting and planning using 3D and holographic images? How will social media evolve and influence our public outreach efforts – virtual reality town hall meetings?

Certainly the Comprehensive Plan will not answer or even address some of these trends – but it does give pause for thought. What is the future of Kirkland? What we *can* do is determine the kind of community we want to be and what steps we need to take over the next few years. Planning by its very nature is an ongoing evaluation and adjustment.

## How Do We Do This?

### Work Program (Attachment 5)

Attachment 5 outlines the general steps and phasing that will form the basis of a more detailed work program and timeline. This work program will show the tasks, key decision points and the schedule. The schedule anticipates a two-year time frame with completion of the update by December 2014.

This effort will require participation by and coordination with a number of key City departments. An interdepartmental team will be formed to guide the process with Planning as the overall lead and project manager.

Department	Key Issues & Involvement
Planning	Overall lead and project management Land use, housing, natural environment, capital facilities, SEPA, public outreach.
City Manager's Office	City policy, economic development, public involvement.
Public Works	Transportation, Capital Facilities, level of service standards, sewer and water, stormwater, solid waste.
Finance & Administration	Capital Facilities, utilities.
Parks & Comm. Services	Parks, recreation & open space, Capital Facilities, level of service, human services.

Department	Key Issues & Involvement
Information Technology	GIS mapping and data. Public outreach informational materials and graphics.
Fire & Building, Police	Public services.
City Attorney's Office	Legal requirements.

### Roles and Responsibilities

The City Council sets the overall direction for the update and adopts the final plan. As an appointed citizen advisory body by the City Council, the Planning Commission will be the lead Commission responsible for guiding the process and ultimately making a recommendation to the City Council on the revised Comprehensive Plan. At key points in the process, it is recommended that the Planning Commission do a “check-in” with the City Council to update the Council on their progress and get direction on major policy issues.

The Houghton Community Council works in concert with the Planning Commission and often participates in joint meetings, workshops and hearings. They can also make recommendations to the Planning Commission and City Council and can potentially assert disapproval jurisdiction within the jurisdiction for those issues not mandated by statute.

Two other advisory boards play a critical role in this process: the Transportation Commission and the Park Board. Both groups will be involved in the drafting and review of several chapters of the Comprehensive Plan. In particular the Transportation Commission will take the lead preparing the **Transportation Master Plan** that will form the basis of the Transportation Element of the Comprehensive Plan. Since land use and transportation are inherently linked, both the Planning Commission and Transportation Commission will need to work closely together to ensure that the network of transportation facilities and projects support the land use at the appropriate level of service. In addition, adequate funding needs to be addressed to pay for the projects.

The GMA specifically requires that the Transportation Element be “consistent with and implements the land use element.” Consistency means that the transportation plan be sufficient in scope (projects, funding and level of service) to carry out the Land Use Element. The Department of Commerce has published a guide to reviewing and updating the Transportation Element of the Comprehensive Plan titled: *“Your*

*Community's Transportation System.*" The Transportation Plan must support the Land Use Map with adequate transportation facilities. The following diagram illustrates this relationship between land use and transportation.

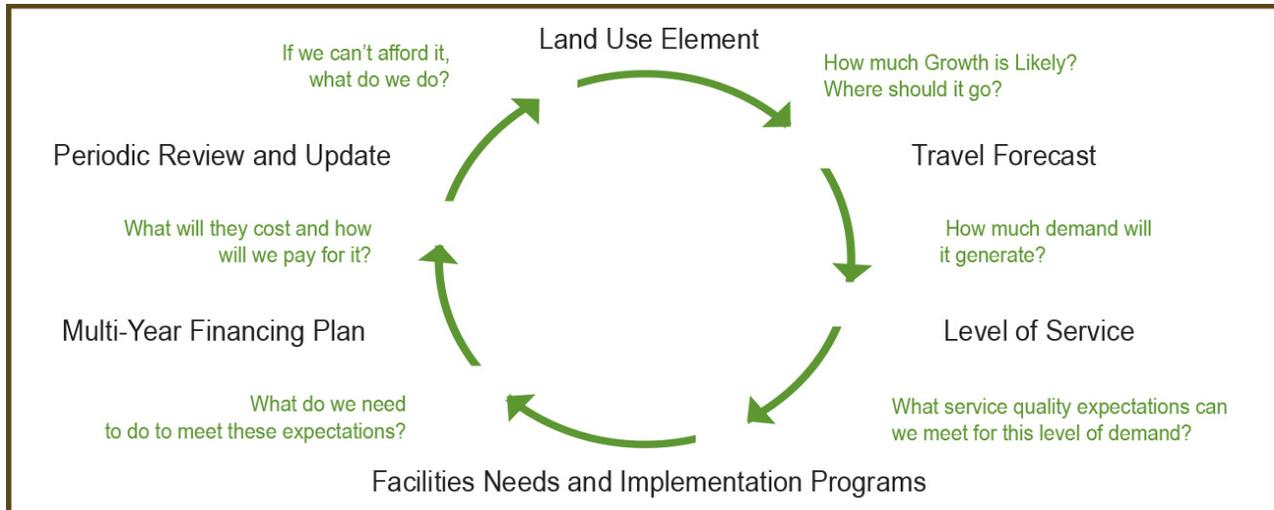


Figure 5

The Planning Commission received a briefing on January 10, 2013 from David Godfrey, the City's Transportation Engineer and Joel Pfundt, Chair of the Transportation Commission on the Transportation Commission's proposed approach to developing a [new level of service standards and a revised concurrency system](#). The presentation mirrored the presentation given to the City Council in November, 2012. This approach will be discussed as part of the updated Transportation Element. Joint meetings between the Planning Commission and Transportation Commission will occur throughout the process. A preliminary outline of the Transportation Master Plan components was reviewed by the Transportation Commission at their January 23 meeting.

Another effort underway is the preparation of the [Cross Kirkland Corridor Master Plan](#). The plan will look at the location of access points, types and locations of amenities, road crossings and other features. Many of the components of the Corridor Plan will be incorporated into the overall Transportation Element.

The [Park Board](#) will be undertaking two focused efforts in 2013-14 that will be integral to the overall Comprehensive Plan update. The first is the **Comprehensive Parks, Recreation and Open Space Plan (PROS)** – that will address the need and demand for park facilities and level of service standards. This process will be the foundation for the Parks, Recreation and Open Space chapter of the citywide Comprehensive Plan.

The second is a targeted plan for Totem Lake Park – a master plan with a design program and schematic design to guide the future redevelopment of the park.

Policy plans (like the PROS Plan) and functional plans (i.e. Cross Kirkland Corridor and Totem Lake Park Master Plan) feed into the overall Comprehensive Plan. Other functional plans like the Sewer and Water Comprehensive Plans also play a key role in the preparation of Comprehensive Plan chapters. The Comprehensive Plan update will take these functional plans into account and ensure that there is a consistent and coordinated approach. The following diagram illustrates the various City planning efforts that will be taken into consideration as part of the 2013-14 Comprehensive Plan Update.

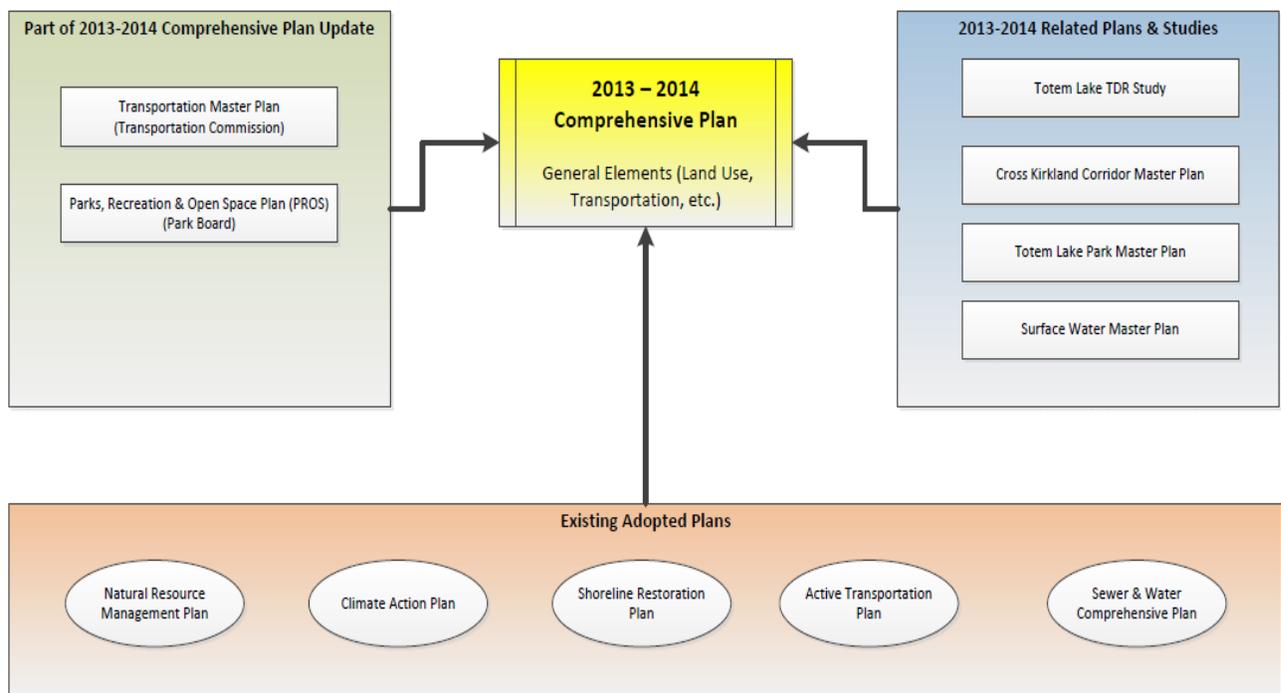


Figure 6

## What Do We Need to Do?

### Data and Mapping

One of the first steps the City will do is to compile a good data base. In 2005 the City updated its [Community Profile](#). This document is a snapshot of the City focusing on demographic, housing, economic and land use information. By comparing this data over time, Kirkland can see how it has changed and take into consideration possible future trends in population, jobs and housing. The U.S. census and other recognized

sources can provide the most current data. Recent Census Bureau estimates indicate that King County is the nation's 14<sup>th</sup> most populous county and is larger in population than 14 states. Kirkland ranks 12<sup>th</sup> in population of cities in the state and 6<sup>th</sup> in King County. The nation is trending towards urbanization. Already over 80% of the country's population live in urban areas. As noted previously growth will continue to be directed to cities in the Puget Sound region.

Some of the area trends of note include an aging population, smaller family size, more single head of households and more diversity in population. We are seeing reduced vehicle miles of travel and reduced household car ownership. This will influence housing choices and future land use. Another area to look at is our economic base and employment. What is our current employment by sector and what does this mean for future job growth? As an initial step in the plan update process, the City will be preparing a revised "Community Profile" that summarizes this data.

Another important data base is the City's land capacity analysis (noted earlier in the discussion on targets). The GMA requires jurisdictions to prepare comprehensive plans that accommodate growth over a 20-year planning period. As noted above, the Countywide Planning Policies allocate 20-year household and employment targets to each jurisdiction and these targets are intended to be the basis for local plans. To assure that Comprehensive Plans provide adequate capacity for growth, the GMA also requires that jurisdictions track development trends and analyze the zoned land supply and resulting development capacity.

Every five years, King County jurisdictions collaboratively publish a "[Buildable Lands Report](#)" reporting development trends and capacity throughout the County. The report lays out a common reporting methodology for all jurisdictions. The Buildable Lands Report establishes a basic methodology for the Kirkland development capacity analysis to follow. The last report was compiled in 2007 addressing the five year period of 2000 through 2005.

Staff has already begun the land capacity analysis. It will form the initial base data to determine if we currently have sufficient capacity to accommodate our growth targets. If land use changes are needed or desired as a result of the plan update process, the capacity analysis will need to be revised to reflect the changes.

In addition to data collection and analysis, a GIS mapping effort will be helpful to graphically show some important land use characteristics such as:

- Existing land use.
- Housing, population and employment in proximity to transit stations and corridors.
- An inventory of transportation facilities.
- Employment by type.
- Redevelopment potential.
- Environmental constraints.

Another requirement from GMA is a **Housing Needs Assessment**. This assessment must include an inventory and analysis of existing and projected housing needs (including affordable housing) that identifies the number of housing units necessary to provide for projected growth over the 20-year planning period. Once all of these data are compiled, the City can begin to look at trends and factors that could influence policy choices for the Comprehensive Plan.

### Comprehensive Plan Elements

The [Comprehensive Plan](#) consists of two main sections: the **general elements** or chapters and individual **subarea plans** (business districts & neighborhood plans). GMA specifies “required” elements – those that must be included in the Comprehensive Plan; and “optional” elements – those that can be included by a jurisdiction if desired. Subarea plans are optional chapters but have been part of Kirkland’s Comprehensive Plan since 1977.

Figure 7 below shows the listing of the required and optional elements (general elements). Six elements are required by the GMA. Along with these six elements, Kirkland has also included elements on Community Character, Economic Development, Natural Environment and Parks, Recreation and Open Space.

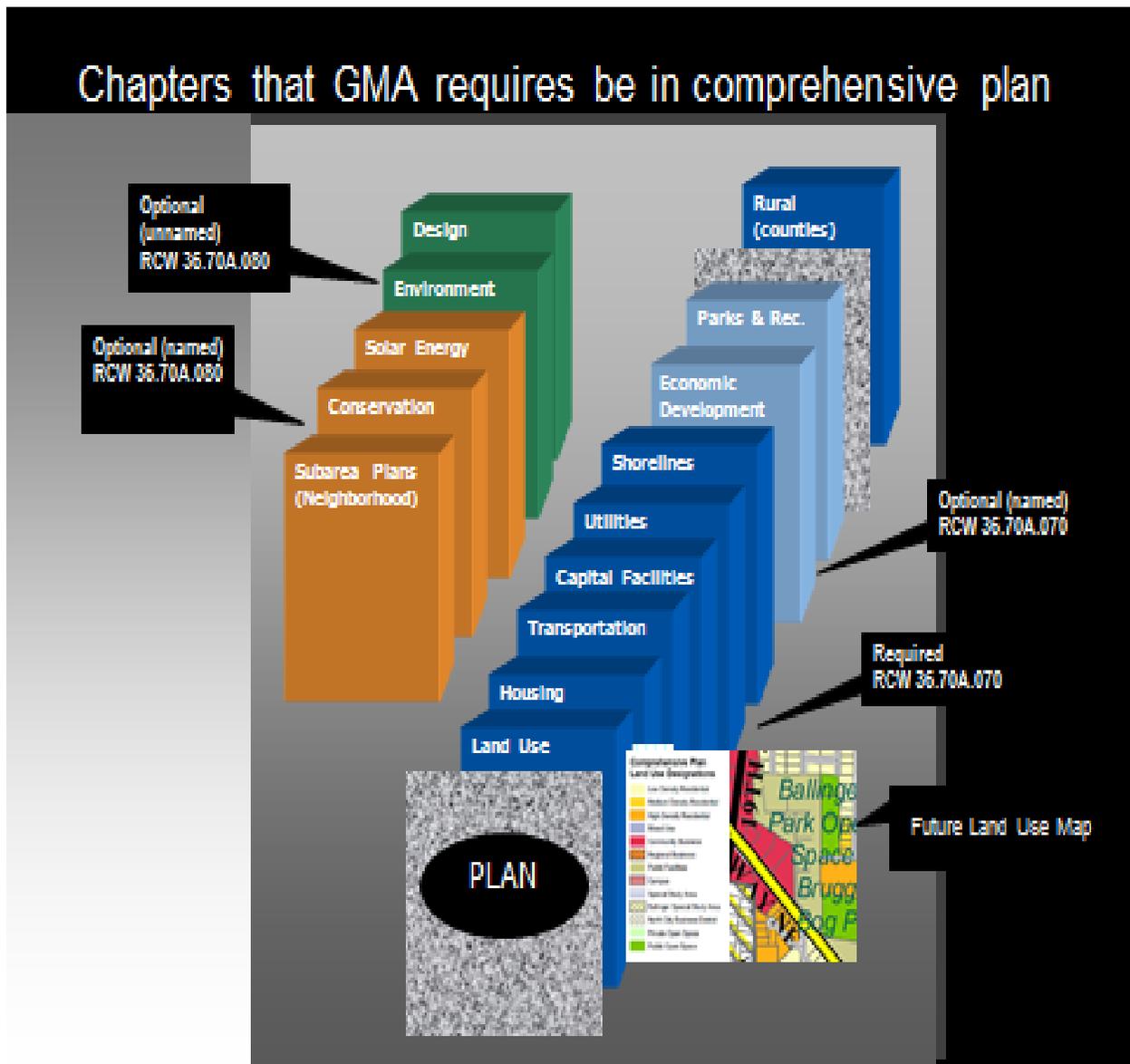


Figure 7

Below is a listing of the Citywide general elements in the City's Comprehensive Plan. The current format for the plan includes a Vision Statement and Framework Goals. Each element contains its own goal and policy statements along with explanatory narrative providing more background and rationale for the adopted policy framework. Here is a typical example of a goal, policy and narrative in the Community Character Element of the plan:

***Goal CC-3: Accommodate change within the Kirkland community and the region in a way that maintains Kirkland's livability and beauty.***

**Policy CC-3.1: Identify and monitor specific indicators of quality-of-life for Kirkland residents.**

Quality-of-life indicators provide information that reflects the status of the City. They include, but are not limited to, housing affordability and availability, public health and safety, parks, historic resources, citizen participation, natural resources, pedestrian and bike friendliness, and schools. By measuring public opinion on changes in the levels of these indicators, the City can determine where support and changes are needed.

The City should develop various community outreach programs such as surveys, cable channel programs and open houses to measure these indicators and work towards evaluating and implementing their results.

An existing adopted goal and policy may be perfectly fine with no need to change. However, as part of the update process, all goals and policies will be reviewed and amended or deleted as appropriate. An important step in the plan update is to conduct a review and scoping of each element to determine the extent of changes needed or desired. A principle assumption is that the current plan is fundamentally sound. However, we would want to scan each element to see if there are opportunities to be more clear and concise and remove any potential inconsistencies.

Incorporating the newly annexed neighborhoods into the appropriate general elements will be necessary to have a complete citywide plan. How we do that will take some thought and discussion. This is particularly important due to increased population, housing and jobs and the need for capital facilities. We will need to update our level of service standards for our capital projects to ensure that we have adequate public facilities and funding to accommodate growth.

Key issues noted below are those high level topics that should be addressed as part of the plan update. The major elements that will require the most attention are Land Use, Transportation and Capital Facilities.

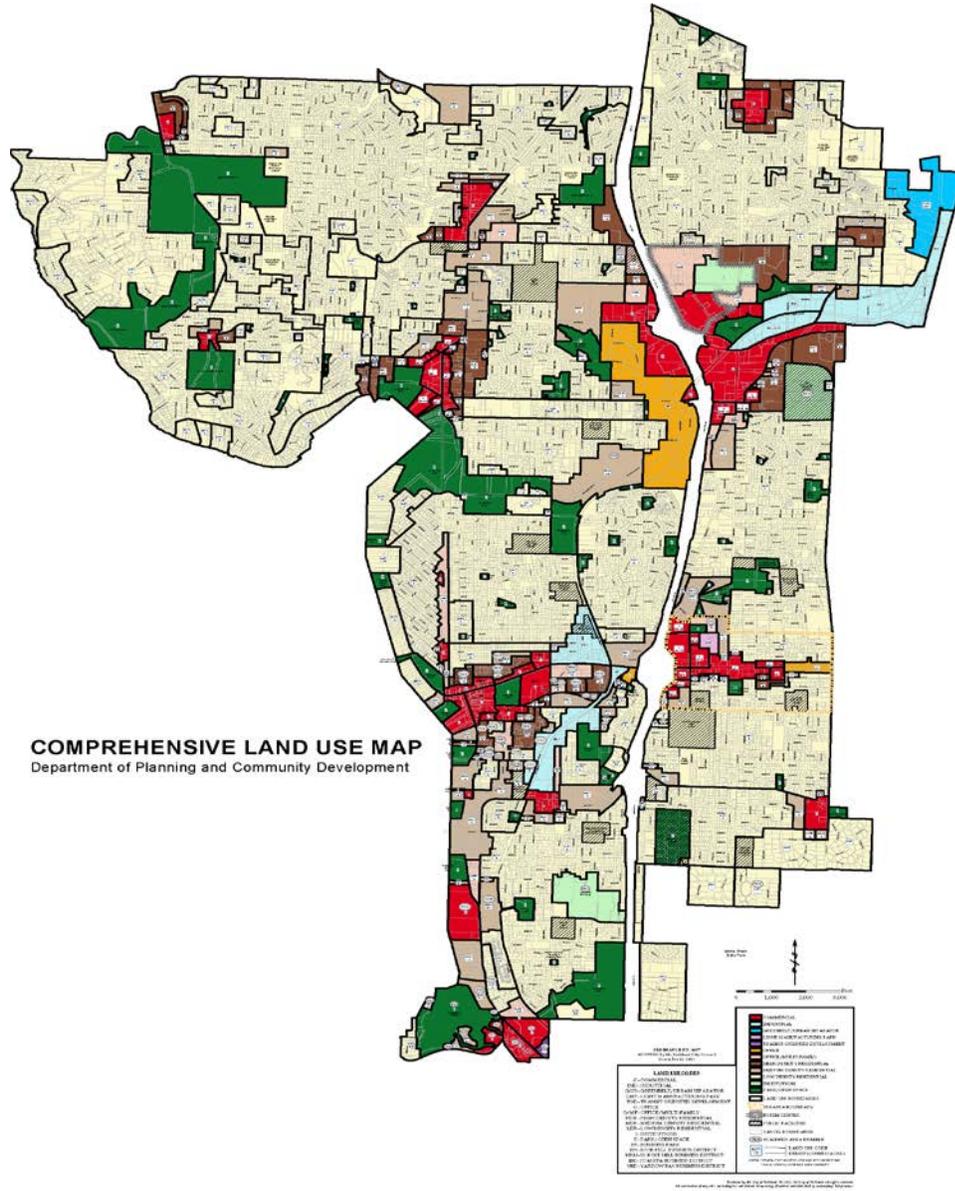
<i>Comprehensive Plan Element</i>	<i>Required or Optional</i>	<i>Key Issues</i>
Citywide Vision Statement and Framework Goals	Optional	<ul style="list-style-type: none"> <li>• Confirm or revise as appropriate.</li> </ul>
Community Character	Optional	<ul style="list-style-type: none"> <li>• Confirm or revise as appropriate</li> </ul>
Land Use	Required	<ul style="list-style-type: none"> <li>• New planning horizon year – 2032.</li> <li>• New population forecast and housing and employment targets.</li> <li>• Land Capacity analysis.</li> <li>• How and where to distribute growth</li> <li>• Focus on business districts.</li> <li>• Land use and transportation in balance.</li> <li>• Land use supported by capital facilities and adequate public services (funding &amp; level of service standards)</li> </ul>
Housing	Required	<ul style="list-style-type: none"> <li>• Housing needs assessment.</li> <li>• Innovative housing approaches.</li> <li>• Affordable housing techniques.</li> </ul>
Natural Environment	Optional	<ul style="list-style-type: none"> <li>• Broaden element to address built environment and energy (sustainability).</li> <li>• Address climate change.</li> </ul>
Transportation	Required	<ul style="list-style-type: none"> <li>• Update inventory of transportation facilities (network) and forecast demand.</li> <li>• Revise approach to level of service and concurrency.</li> <li>• Update cost estimates and funding levels.</li> <li>• Prepare Transportation Master Plan.</li> <li>• Support Land Use Plan.</li> <li>• Incorporate Cross Kirkland Corridor.</li> </ul>
Capital Facilities	Required	<ul style="list-style-type: none"> <li>• Update facilities needs based on new planning period and growth targets.</li> <li>• Review and revise level of service</li> </ul>

<i>Comprehensive Plan Element</i>	<i>Required or Optional</i>	<i>Key Issues</i>
		standards as appropriate. <ul style="list-style-type: none"> <li>Update Capital Facilities Plan with appropriate funding levels.</li> </ul>
Public Services & Utilities	Required	<ul style="list-style-type: none"> <li>Update inventory of services and facilities.</li> <li>Review and revise level of service standards as appropriate.</li> </ul>
Economic Development	Optional	<ul style="list-style-type: none"> <li>How and where to accommodate 20,000 new jobs.</li> <li>Role of business districts.</li> <li>Role of LIT zones.</li> <li>Strategies and techniques.</li> </ul>
Parks, Recreation & Open Space	Optional	<ul style="list-style-type: none"> <li>Update facilities needs and level of service standards.</li> <li>Incorporate PROS Plan.</li> </ul>
Human Services	Optional	<ul style="list-style-type: none"> <li>Revise as appropriate</li> </ul>

It is also important to note that the review and revision of the Comprehensive Plan may result in **Zoning Code amendments or map changes (rezones)**. This is important to ensure consistency of the plan with zoning. If these changes are appropriate, then proposed code and map amendments would be identified and considered along with any revisions to the goals and policies of the general elements.

The City's Comprehensive Plan currently contains **neighborhood and business district plans (also known as sub-area plans)**. As part of the update to the Comprehensive Plan, the role and approach to these sub-area plans will be discussed. Some neighborhood plans have not been updated since the 1980's. While Finn Hill, North Juanita and Kingsgate (Evergreen Hill) have been included in the **citywide Land Use Plan** (See Figure 8) and the general elements apply, there are currently not individual neighborhood plans for these three areas.

A white paper entitled *"Improving Sub Area Plans"* was prepared in 2012 and was reviewed by the Planning Commission and transmitted to the City Council. That paper is attached to the memo in the retreat packet on the Neighborhood Planning Process.



**LU-1 Comprehensive Land Use Map**

Figure 8

## Environmental Impact Statement

When the City did its last GMA required Comprehensive Plan update in 2005 it also prepared an [Environmental Impact Statement \(EIS\)](#) to comply with SEPA (State Environmental Policy Act). The purpose of an EIS is to assist the public and decision-makers in considering decisions on the Comprehensive Plan and development regulations. The EIS will look at the broad city wide analysis of potential impacts associated with any proposed amendments to the plan or Zoning Code. It will provide both a qualitative and quantitative analysis of environmental impacts. The EIS may evaluate various land use and transportation alternatives. A new EIS based on the revised Comprehensive Plan can reduce or eliminate SEPA for future code and plan updates.

A major part of the EIS will assess our transportation network (facilities, level of service, etc.). Detailed transportation modeling will be conducted to support the network. This step will assist the City in preparing the Transportation Master Plan to be consistent with the land use plan at the appropriate funding levels and system performance level. Professional technical consulting services will be used to assist the City in this effort. Funding in the amount of \$326,000 for the Comprehensive Plan update including the EIS and Transportation Master Plan has been approved in the budget.

## **Community Outreach and Engagement**

### Approach

The Planning and Community Development Department is collaborating with the City Manager's Office in the design and delivery of a public involvement strategy for the update of the Comprehensive Plan along with Public Works for the Transportation Master Plan and Parks on the PROS Plan.

The Comprehensive Plan has a number of elements that call for decisions on issues ranging from very broad strategic decisions to specific technical decisions. The Comprehensive Plan impacts every resident and business in the community and must consider factors and stakeholders outside the boundaries of Kirkland. It presents both challenges and opportunities, one of which is the ability to continue to "knit together" a larger, more diverse community.

This broad range of decisions calls for differing levels of public involvement. In keeping with the IAP2 Spectrum of Public Involvement, strategies may range from "inform" to "empower" (See Attachment 6). Based on community input to date, discussions with PCD staff and the Planning Commission, staff is recommending a three-pronged

approach to involving the public in this multi-year process. The three elements include communicate, educate and involve. Communication and education lie at the “Inform” end of the spectrum.

### ***Inform***

*Public Participation Goal: To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions’.*

*Promise to the Public: We will keep you informed.*

The “Inform” level of involvement is the lower scale of public impact, but is an important starting point for the Comprehensive Plan update and something that has been requested by the community.

### **Communicate**

Communication is dissemination of information about the plan, the process and the status. The Communications Program Manager is developing a communication plan that will provide a variety of materials and vehicles to reach a wide range of interested stakeholders. While this is largely a one-way conversation with the City providing information out to the public, there will be opportunities for two-way conversations as well. Key elements of a communications plan include:

- Early development of **key messages** that are based on City Council and Planning Commission direction. An overarching “theme” should be developed to brand the communication plan and to form a common touch point for all the sub-element processes (e.g. “One Kirkland – One Vision for the Future” or “Building Bridges”). Key messages should be intriguing, inviting and appeal to the community’s core values. Key messages should be consistently communicated throughout the process by all representatives of the City.
- Creation of **informational publications** that are approachable and accessible to a wide range of stakeholders. Materials might include:
  - Pamphlet with general information about the Kirkland Comp Plan Update
  - A short video that can be viewed on the City’s website and taken to community and neighborhood meetings covering similar general information provided in the pamphlet

- News article format materials similar to the “Budget Bylines” series that present key concepts and elements of the Comprehensive Plan in terms that are relevant to most Kirkland residents. Topics may include:
  - Growth Management Act history and requirements for cities
  - Kirkland’s history of land use planning
  - An overview of the comp plan and its relationship to the zoning code
  - History of the neighborhood planning process and options for the future
  - Growth targets and their implications for density
  - Smart growth concepts
  - Frequently used “planning terms” defined
  - Transportation Master Plan and concurrency
  - Capital facilities plan and level of service standards
  - Affordable housing
- Development of **a web page** where people can access information about the plan and the process. The Planning Commission suggested that a master timeline should be provided that links from key dates to related documents.

## Educate

Recent meetings with neighborhood groups indicated a high level of interest in learning more about Growth Management and the Comprehensive Plan. The City has an opportunity to establish a base level of knowledge in the community that will enhance the effectiveness of public involvement efforts. A number of neighborhood issues have also been deferred to the Comprehensive Plan update process and so the community is anxious to understand how their issues will be addressed through the update process.

It will be important to provide a variety of learning opportunities that appeal to differing levels of interest, different issues, geographic areas and time commitments. Some people prefer a classroom type setting; others prefer print or on-line materials and others may want frequent and brief social media contacts that allow them to choose whether to link to an in-depth discussion of a topic.

The key messages that were developed as part of the communication plan should carry through all of the materials as well as base assumptions about givens – factors that are either out of our control, that reflect decisions that are already made and base

assumptions about the scope of the update. For instance, it is important for the public to know that the City's growth targets are established by King County through a collaborative process with the cities and the degree to which the City Council plans to use the existing Comprehensive Plan as a baseline, making marginal changes as needed or whether certain elements will undergo a major rewrite.

Elements of the education program may include:

- Development of a **Neighborhood U Curriculum** as requested by the Kirkland Alliance of Neighborhoods. Given the scope of the subject, multiple sessions might be held to include discussion groups.
- Development of a **“road show”** that can be tailored to a variety of audiences, time frames and venues about the comp plan process. Presenters may include City Council, or Planning Commission representatives or other advisory group members and City staff. Community presentations could be provided on request and outreach to other existing community groups could reach a wide range of stakeholders that may not otherwise be involved. Target groups may include:
  - Neighborhood Associations
  - Business organizations including the Chamber of Commerce, Business Roundtable and the Kirkland Downtown Association
  - Service organizations
  - Schools including classroom presentations and PTA meetings
  - City Boards and Commissions, Senior Council, Youth Council
  - City employee groups
- Sponsorship of a **visiting lecturer series or panel discussions** utilizing speakers who are experts in their fields. Topics may include smart growth, multi-modal transportation systems and the economics of growth.
- **Training for selected community leaders** who can be ambassadors for the City and help to disseminate information and/or lead discussion groups. The Kirkland Alliance of Neighborhoods expressed an interest in serving as liaisons with neighborhoods. The City could provide more detailed resource materials and skills training for them so that they can lead some efforts in their own neighborhoods.

Consult, Involve, Collaborate and Empower

The remainder of the public participation spectrum presents a range of goals and techniques that are used as appropriate for the decision to be made. For instance, reviewing and perhaps revising the 20 year Vision Statement lends itself to a more collaborative approach with broad-based engagement and direct impact on the outcome. Other components might be more appropriate for “Involve” or “Consult” where stakeholders are asked for their input which is considered by decision makers.

In all cases, it is important to accurately track public input and show how it was used in the final decision making process. The following discussion presents the Comprehensive Plan components that envision some level of public involvement beyond “inform.” For each topic, a thorough review of the scope of issues and the level of public interest in them will need to be assessed before a public involvement strategy (techniques) can be identified.

Components	Decision to be Made	Level of Involvement
Vision Statement	Is the current vision statement an accurate description of the community in 2032 and, if not, what changes are needed?	Collaborate
Neighborhood Plans	How can the neighborhood planning process be more efficient and still relevant to the neighborhood?	Involve
Transportation Master Plan		
PROS Plan		
Community Character		
Land Use		
Housing		
Etc.		

Specific public involvement plans will be developed for each element consistent with the level of involvement and using techniques that are most effective for the number and types of stakeholders involved. All activities should be open and accessible to all and be designed to reach community members that may not generally be involved with City issues. Early work will be undertaken to better understand the community’s perception of past involvement with City planning efforts so that we can create experiences that are rewarding and relevant. For instance, recent work with the Kirkland Alliance of

Neighborhoods on the neighborhood plan process revealed aspects of the expected outcomes and process for neighborhood plans that are important to the community (see related memo regarding the neighborhood planning process).

## **Summary and Next Steps**

Following the Council retreat discussion staff will begin the plan update process. Staff will be briefing the Planning Commission at its February 14<sup>th</sup> meeting. The City Council and the Planning Commission will have a joint meeting on February 19 on the Planning Work Program. The Comprehensive Plan update is the single largest task on the Planning Work Program and will be the priority for Planning staff resources over the next two years.

Staff will form an interdepartmental team that will guide this effort. A detailed work program and schedule will be prepared for review by the Planning Commission and City Council. A comprehensive public outreach program will also be prepared for review by both the Commission and Council.

## **Attachments**

1. Guide to Periodic Update Process under GMA
2. Department of Commerce Comprehensive Plan Checklist
3. Department of Commerce Sample GMA Update Work Program
4. Countywide Planning Policies 2006-2031 Growth Targets
5. City of Kirkland GMA Comprehensive Plan Work Program
6. IAP2 Spectrum