



## MEMORANDUM

**Date:** September 16, 2015

**To:** Planning Commission

**From:** Teresa Swan, Senior Planner  
Joan Lieberman-Brill, Senior Planner, AICP  
Eric Shields, Director, AICP

**Subject:** Follow-Up Changes, 2013-2015 Comprehensive Plan Update, File CAM13-00465, #5

### I. RECOMMENDATION

Staff recommends that the Planning Commission review the follow-up changes listed below to the Comprehensive Plan Update and then makes a recommendation to the City Council:

- Add strategies relating to the Neighborhood Plan section of the Implementation Strategies chapter in response to Council person Jay Arnold's email concerning additional strategies for new neighborhood plans and plan updates (see Attachment 1).
- Minor amendments to the Land Use, Housing and Transportation Elements and the Implementation Strategies chapter in response to comments from Puget Sound Regional Council (see Attachment 2). The changes are reflected in a revised Transmittal Memo from the Planning Commission to the City Council on the Element Chapters (see Attachment 3).
- Minor amendment to recommended policies in the NE 85th Street Subarea Plan implementing the Griffis Citizen Amendment Request.

### II. BACKGROUND DISCUSSION

On [September 10, 2015](#), the Planning Commission reviewed six transmittal memos that summarized its recommendation on the General Element chapters along with minor map and code amendments, neighborhood plans, MRM request, Citizen Amendment Requests and Totem Lake Business District Plan. The memos will be provided to the City Council for its October 6 and October 20, 2015 study sessions.

At the September 10<sup>th</sup> meeting, one Commissioner asked about an email from Council person Jay Arnold to Eric Shields dated September 8, 2015, concerning **future neighborhood plans and plan updates** (see Attachment 1). Staff indicated that Jay Arnold's email would be discussed at the Council's Planning and Economic Development (PED) Committee meeting on September 14,

2015, and that staff would bring some recommended changes to the Comprehensive Plan for the September 24, 2015 meeting.

On September 14, 2015, the City received seven **comments from Puget Sound Regional Council (PSRC)**. The PSRC is an agency with GMA review authority. The comments involve minor changes to data and supportive text, but no changes to goals or policies (see Attachment 2). The changes need to be made to receive certification from PSRC which is required to be eligible for state grants and to show consistency with GMA. The recommended changes are described below and will be made to the Land Use, Housing, and Transportation Elements, and the Implementation Strategies chapter.

Lastly, staff determined that additional changes need to be made to the **NE 85<sup>th</sup> Street Subarea Plan** to reflect the recommendation on the Griffis CAR. See the changes described below.

The **Transmittal Memo** to the City Council from the Planning Commission that the Commission reviewed on September 10, 2015, has been changed (see highlights in **yellow**) to reflect the revisions to the Element Chapters discussed in this memo regarding the neighborhood plans and PSRC comments (see Attachment 3). However, the Transmittal Memo for the Neighborhood Plans does not need to be changed to reflect the changes to the NE 85<sup>th</sup> Street Subarea Plan discussed in this memo.

### **III. FUTURE NEW NEIGHBORHOOD PLANS AND NEIGHBORHOOD PLAN UPDATES**

Council person Jay Arnold sent an email to Eric Shields dated September 8, 2015, wanting to pursue some additional policies about future new neighborhood plans and updates to existing plans based on past Council discussions (see Attachment 1). The email was subsequently discussed at the Council's Planning and Economic Development Committee meeting on September 14, 2015. The committee is made up of three Council members including Jay Arnold. The three issues in Council member Arnold's email are:

- Develop a standard template for future neighborhood plan updates
- Create a set of city wide neighborhood plan policies that would apply to all neighborhoods, and have policies within the neighborhood plans reflect only issues unique to the individual neighborhoods (for example, Holmes Point overly, Bridle Trails lot size and horse paddocks requirements)
- Doing neighborhood planning updates in larger planning areas (though those areas need not necessarily be defined in the comprehensive plan at this time)

The City Council Planning and Economic Development Committee indicated an interest in adding additional strategies to the **Implementation Strategies Chapter** for neighborhood plans as described below:

#### **Implementation Strategies**

##### **NEIGHBORHOOD PLANS**

- ◆ *NP.1: Update neighborhood plans and business district plans at least once between every two major Comprehensive Plan updates or more frequently as needed, given City Council*

*priorities and available resources.*

- ◆ *NP.2: Establish a neighborhood plan update schedule by December 2016. Updates should occur by grouping neighborhood plans around shared business districts or other common features so that updates are based on larger geographic planning areas.*
- ◆ *NP.3: Consider creating a set of city-wide neighborhood plan policies.*
- ◆ *NP.4: Develop a standard template for future neighborhood plans that provides a framework for policies addressing neighborhood issues unique to each neighborhood. The intent is to make the neighborhood plans concise, streamlined and brief.*

The Transmittal Memo on the recommendation for the General Elements has been revised to reflect the email and the proposed changes described above (see Attachment 3). The changes are highlighted in **yellow**.

Staff would like the Planning Commission's feedback on the draft new text for neighborhood plan updates.

#### **IV. RESPONSE TO COMMENTS FROM PSRC**

On September 14, 2015, the City received seven comments from PSRC (see Attachment 2). The comments involve minor changes to data and supportive text, but no changes to goals or policies. The comments are listed below with staff's response and recommended changes:

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

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

The footnote section of the **Land Use Element's** Table LU-4 below has been revised to include an explanation of how the City derived the growth targets for the period of 2031 to 2035:

**Table LU-4  
 Comparison of Growth Targets and Available Capacity**

	<b>2013 Existing<sup>1</sup></b>	<b>2035 Growth Targets<sup>2</sup></b>	<b>Available Capacity<sup>1</sup></b>
<b>Housing Units</b>	36,866	45,227 (at 8,361 new households <b>housing units</b> )	46,382 (at 9,516 new households <b>housing units</b> )
<b>Employment</b>	37,981	60,416 (at 22,435 new jobs)	60,925 (at 22,944 new jobs)

Sources:

1. City Estimates

2. Targets for households **housing units** and employment growth between 2013 **2006** and 2031 were assigned by the King County Countywide Planning Policies and projected to 2035. The City adjusted the numbers for housing units and employment by the amount of actual new development between 2006 and 2012 and by extending the target date to 2035 using the average growth rate needed to meet the targets.

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

**Staff Response:** A Regional Coalition for Housing (ARCH) prepared the draft changes to the Housing Element. ARCH used a different data source for existing housing units and housing capacity than the City used in the draft Land Use Element and the incorrect housing target number. The Housing Element has been revised to reflect the same housing numbers as the Land Use Element and the correct housing target number. Also, Table LU-4 in the Land Use Element has been revised to change “households” to “housing units” as noted above in No 1.

Below is the change to page 4 of the **Housing Element:**

**Housing Supply**

At an average density of 6.0 dwelling units per residential acre citywide, Kirkland’s residential densities are higher compared to other suburban communities. Nevertheless, the city contains many neighborhoods developed at lower densities (three to five dwelling units per acre). In 2013, Kirkland had ~~37,221~~ **36,866** housing units, capacity for an additional 9,993 **9,516** units, and a 2035 Growth Target of ~~8,570~~ **8,361** units.

3. **PSRC Comment:** Consistent with MPP-Action-18, the Transportation Master Plan includes mode split goals for the Totem Lake regional growth center. PSRC recommends including

a baseline estimate of mode split to demonstrate the expected shift from current conditions and enable measurement over time. PSRC recently produced additional guidance about setting mode split goals, including data on existing conditions in centers that the city may find helpful in this work.

Staff Response: Staff has added a new table below for Policy T-8.3 on page 103 of the draft **Transportation Element** in response to the PSRC comment concerning a baseline estimate of mode split for Totem Lake Urban Center:

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

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

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

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

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

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

The goals were arrived at by using the Bellevue-Kirkland-Redmond (BKR) transportation model, but, the BKR model does not fully recognize the reduction in vehicle trips that occur in and around mixed-use developments, like Downtown Kirkland today and what is envisioned for the Totem Lake neighborhood....

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

Staff Response: Staff has prepared the new text box below to be added to the **Transportation Element** in response to the PSRC comment concerning forecasted travel:

### **Travel Forecasting**

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

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

**Staff Response:** Staff has prepared the new text below to be added to the **Transportation Element** in response to the PSRC comment concerning reference level of service standards for state-owned facilities:

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

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

**Staff Response:** Staff has prepared the two new sentences below to be added to the **Transportation Element** in response to the PSRC comment concerning infrastructure funding prioritization to support development of the Totem Lake regional center:

Because the 20 year Transportation Project List will be updated regularly, it should be viewed as a document that gives planning direction and that reflects the policy direction in the TMP rather than spelling out the specifics of each project to be completed between now and 2035. Revisiting the 20 year transportation project

list when the Capital Improvement Program is updated would be a logical course of action. The 6-year Capital Improvement Program is the document that draws on the 20 year transportation project list to develop a set of specific projects that can be programmed with immediately available revenue. Consistent with the Totem Lake Business District plan, spending on the 20 year list is prioritized to support development of the Regional Center. One example of this prioritization is the designation of an opportunity fund to respond to and support development in the Totem Lake Urban Center. (See Policy T-5.3)

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

Staff Response: Staff spoke with PSRC about the housing comment. PSRC is looking for a time commitment of working towards meeting the City's goal for very low and moderate income households. PSRC staff agreed that the following additional text to the **Implementation Strategies Chapter** would address their concerns:

## **Implementation Strategies**

### **Housing Element**

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

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

*H.4.1: Encourage innovate housing developments.*

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

The Transmittal Memo on the recommendation for the General Elements has been revised to reflect the PSRC comments and the proposed changes to respond to the comments as described above (see Attachment 3). The changes are highlighted in yellow.

Does the Planning Commission have any questions or comments on the response to the PSRC comments?

## **V. FOLLOW-UP REVISIONS TO NE 85<sup>th</sup> STREET SUBAREA PLAN**

**Not Reviewed by the Planning Commission:** Staff recommends the following proposed changes to the NE 85th Street Subarea Plan that have been made since the September 10th Planning Commission study session to reflect the Griffis CAR recommendation:

### **Griffis CAR**

Minor revisions are proposed to the **NE 85<sup>th</sup> Street Subarea Plan** policies to more accurately characterize the land uses allowed in the rezone area. The rezone from RSX 7.2 to RH 8, recommended by the Planning Commission, allows predominately office uses, but also allows limited retail as well as multifamily above the ground floor. Because the term “commercial” includes both office and retail uses in its definition, it is a more accurate description than office use alone. Since multifamily is also allowed, the policy has been revised to refer to commercial or mixed commercial and multifamily uses:

Further revisions to the draft NE 85<sup>th</sup> Street Subarea Plan that you reviewed at the September 10 meeting are noted below. *Only the change from September 10 is noted below in underlined and strike-out text.* These changes are incorporated into the indicated pages of the Subarea Plan.

### **NE 85<sup>th</sup> Street Subarea Plan**

#### Pages 8 through 9, Land Use Commercial Section, New Policy:

##### ***Policy NE85-3.8:***

The parcels abutting 132<sup>nd</sup> Avenue NE, and abutting the east and west sides of 131<sup>st</sup> Avenue NE, if consolidated with parcels abutting NE 85<sup>th</sup> Street, are appropriate for conversion from low-density residential use to office commercial or mixed commercial and multifamily uses due to the following factors:

- 1) Potential redevelopment of underutilized commercial properties abutting NE 85<sup>th</sup> Street becomes more likely due to improved access with property aggregation; and
- 2) Increased parcel depth would enable better traffic flow and site access in close proximity to the signalized intersection at 132<sup>nd</sup> Avenue NE and NE 85<sup>th</sup> Street; and
- 3) Consolidated development on these parcels would reduce the need for curb cuts on NE 85<sup>th</sup> Street for parcels abutting NE 85<sup>th</sup> Street by facilitating combined access from 131<sup>st</sup> Avenue NE and 132<sup>nd</sup> Avenue NE.
- 4) Development standards contained in Policy NE85-4.8 will ensure that the potential impacts on surrounding uses resulting from office commercial or mixed commercial and multifamily uses of these parcels will be minimized.

#### Page 15 Land Use Commercial Section, Revised Policy:

##### ***Policy NE85-4.8:***

##### ***Area RH-8:***

- (1) No change

- (2) In addition to (1) above; on the north side of NE 85th Street between 132nd Avenue NE and the properties abutting 131st Avenue NE, the following standards apply:
- (a) On lots that do not abut NE 85th St or are not consolidated with lots abutting NE 85th Street, development should be limited to low density residential, except if isolated by commercial or mixed use commercial and multifamily development:
  - (b) To minimize curb cuts on 131st and 132nd Avenues NE, combined access to provide a connection between 131st and 132nd Avenues NE should be required when properties abutting NE 85th Street are aggregated with lots not abutting NE 85th Street.
  - (c) Limit height of commercial or mixed use commercial and multifamily development to a maximum of 30 feet next to low density residential development.

## VI. NEXT STEPS

- **October 6, 2015**: City Council will hold a study session on the Planning Commission's recommendation on all amendments, except those for the Totem Lake Business District, Totem Lake Citizen Amendment Requests (CARs) and Walen CAR.
- **October 20, 2015**: City Council will hold a study session on the Planning Commission's recommendation on the amendments to the Totem Lake Business District, Totem Lake CARs and Walen CAR.
- **December 8, 2015**: City Council will take final action on the Draft Plan, and Zoning Map and code amendments.
- **January 25, 2016**: Final action by the Houghton Community Council

At the October 8, 2015 Planning Commission meeting, the Finn Hill Neighborhood Plan work program will be discussed.

### **Attachments:**

1. Council person Jay Arnold's email dated September 8, 2015, to Eric Shields regarding future new neighborhood plans and neighborhood plan updates
2. Puget Sound Regional Council's comments on draft Kirkland Comprehensive Plan update
3. Revised Transmittal Memo on the recommendation for the General Element Chapters updates and minor map and code amendment



**From:** Jay Arnold

**Sent:** Tuesday, September 08, 2015 9:48 AM

**To:** Eric Shields <[EShields@kirklandwa.gov](mailto:EShields@kirklandwa.gov)>; Paul Stewart <[PStewart@kirklandwa.gov](mailto:PStewart@kirklandwa.gov)>

**Cc:** Kurt Triplett <[KTriplett@kirklandwa.gov](mailto:KTriplett@kirklandwa.gov)>

**Subject:** neighborhood plan update cycles

As we look at formal adoption of various pieces of the Comprehensive Plan by the end of the year, one policy issue that has not been completely resolved was how the City handle future major updates of neighborhood plans. While we are doing a number of revisions during Kirkland 2035, a number of broader issues have been punted to future community discussions (examples include the Houghton Neighborhood Center, the Bridle Trails Shopping Center, and patchwork of residential zoning on Finn Hill).

Currently, the only statement on neighborhood plans that has been formalized is in the implementation policies chapter:

Policy NP-1: update neighborhood plans and business district plans at least once every two major Comprehensive Plan updates or more frequently as needed, given City Council priorities and available resources.

Considering the feedback from my colleagues at the Council retreat with concerns on the cost, complexity, and scale of neighborhood plans, I believe that we can address these issues with some additional implementation policies that describe future work items to:

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

Given conversations that I have had, I am confident such additional details would allow for solving our neighborhood planning issues with strong Council support. And given our conversations earlier this year, and the proposal from Jon Pascal, I believe these policies is consistent with the approach we were thinking--it just formalizes the requirement.

Moving forward:

- Do you have any concerns with additional policies? Do we need to meet and discuss?
- When would the Council next be looking at the implementation strategies chapter of the comp plan?
- Will this go through the Planning and Economic Development Committee beforehand? (I don't have a preference, but just want to know if it will to help shepherd through the process.)

Thanks,  
Jay



September 14, 2015

Theresa Swan, Senior Planner  
City of Kirkland Planning and Community Development  
123 5th Avenue  
Kirkland, WA 98033

**Subject: PSRC comments on draft Kirkland Comprehensive Plan update**

Dear Theresa,

Thank you for providing an opportunity for the Puget Sound Regional Council to review draft elements of the City of Kirkland 2015 Comprehensive Plan. We recognize the substantial amount of time and effort invested in this plan and appreciate the chance to review it while in draft form. This timely collaboration helps to ensure certification requirements are adequately addressed and certification action can be taken by PSRC boards upon adoption.

We would like to note the many outstanding aspects of the draft, which represents a thorough review, update, and streamlining of the required plan elements. Several particularly noteworthy aspects include:

- A thorough VISION 2040 context statement that emphasizes consistency with the regional plan.
- Planning for housing and employment growth in the regional growth center, an emphasis on multimodal connections, and high-quality design.
- Goals and policies that emphasize the city's role in enabling and supporting high quality transit service to meet needs for future growth, along with policies that support transit planning and implementation of the Growing Transit Communities Strategy.
- Housing element policies that strengthen implementation of innovative development types. The success of the city's accessory dwelling unit program highlights the ability of innovative strategies to provide affordable housing, increase diversity of housing types, and maintain neighborhood character.
- Multiple goals and policies addressing the city's role in addressing greenhouse gas emissions and climate change.
- Emphasis on health and well-being in all aspects of the city's planning, with particular focus on expanding nonmotorized transportation, addressing safety and addressing food access.

The draft Kirkland Comprehensive Plan advances regional policy in many important ways. There are a few items, however, that the city should consider before the plan is finalized:

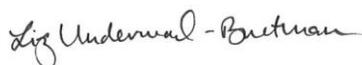
- The City of Kirkland is commended for affirmatively planning for a significant share of the county's growth, as called for in the regional growth strategy (RGS) in VISION 2040, as well as for extending land use assumptions beyond adopted countywide growth targets to cover a 20-year planning period that ends in 2035. However, the city should more clearly document how the targets have been extended to cover the period 2031-35.
- The city should resolve an internal inconsistency in the plan. In the land use element, the plan anticipates growth of 8,361 housing units. The housing element states that 8,570 units are expected. Additionally, table LU-4 should be corrected to state the targets in housing units, rather than households.
- Consistent with MPP-Action-18, the Transportation Master Plan includes mode split goals for the Totem Lake regional growth center. PSRC recommends including a baseline estimate of mode split to demonstrate the expected shift from current conditions and enable measurement over time. PSRC recently produced [additional guidance](#) about setting mode split goals, including data on existing conditions in centers, that the city may find helpful in this work.

- The Transportation Master Plan indicates that travel forecasting has been completed in support of the update, but the draft plan doesn't provide information about forecasted travel. The city should provide additional detail about the travel forecasts, including documentation of consistency with land use assumptions in other elements and estimated impacts to state-owned facilities per RCW 36.70A.070(6)(a)(iii)(E).
- The plan should reference level of service standards for state-owned facilities (RCW 36.70A.070(6)(a)(iii)(C)). In Kirkland, I-405 has been designated a Highway of Statewide Significance, and WSDOT has established a level of service of "D" for this facility. More information is available at <http://www.psrc.org/transportation/t2040/los/>.
- The Totem Lake Business District plan reflects that infrastructure funding will be prioritized to support development of the regional center, consistent with MPP-DP-7 and MPP-T-12. The city should consider including discussion of this policy direction in a relevant citywide element, such as the capital facilities element or Transportation Master Plan.
- The policies in the draft housing element go a long way to advancing VISION 2040's housing goals. Some of the policies (e.g. Housing Policies 2.2 and 3.1) appear to rely on future work for successful implementation. The city should consider adding more information on strategies and timelines for implementation of the policies in the housing element, particularly strategies to address the below 50% AMI need identified in the plan.

PSRC has resources available to assist the city in addressing these comments. Additional resources related to the plan review process can also be found at <http://www.psrc.org/growth/planreview/resources/>.

Thank you again for working with us through the plan review process. There is a lot of strong work in the draft and we are available to continue to provide assistance and additional reviews as the plan moves through the development process. If you have questions or need additional information regarding the review of local plans or the certification process, please contact me at 206-464-6174 or [LUnderwood-Bultmann@psrc.org](mailto:LUnderwood-Bultmann@psrc.org).

Sincerely,



Liz Underwood-Bultmann  
Associate Planner, Growth Management Planning

cc: Review Team, Growth Management Services, Department of Commerce



## CITY OF KIRKLAND

Planning and Community Development Department

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### MEMORANDUM

**Date:** September 24, 2015

**To:** Kirkland City Council

**From:** Eric Laliberte, Chair, Kirkland Planning Commission

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

#### I. RECOMMENDATION

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

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

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

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

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

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

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

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

**C. General Elements** (see Exhibit 3)

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

**D. Community Character Element** (see Exhibit 4)

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

**E. Environment Element** (see Exhibit 5)

*Note: chapter has been rewritten and name revised*

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

**F. Land Use Element** (see Exhibit 6)

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

**G. Housing Element** (see Exhibit 7)

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

**H. Economic Development Element** (see Exhibit 8)

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

#### I. Transportation Element (see Exhibit 9)

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

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

Level of service:

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

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

*Note: rewritten element based on new PROS Plan.*

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

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

Level of service:

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

#### K. Utilities (see Exhibit 11)

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

#### L. Public Services (see Exhibit 12)

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

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

**M. Human Services** (see Exhibit 13)

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

**N. Capital Facilities** (see Exhibit 14)

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

**O. Implementation Strategies** (see Exhibit 15)

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

**P. Appendices** (see Exhibit 16-18)

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

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

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

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

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

#### **R. Code Amendments** (see Exhibit 23-25)

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

## **II. RESPONSE TO COMMENTS FROM CITY COUNCIL BRIEFINGS**

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

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

#### Changes:

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

### **B. General Element** (see Exhibit 3)

#### Changes:

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

#### C. Community Character Element (see Exhibit 4)

##### Changes:

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

#### D. Environment Element (see Exhibit 5)

##### Changes:

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

#### E. Land Use Element (see Exhibit 6)

##### Changes:

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

Response to City Council comment:

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

**F. Economic Development Element** (see Exhibit 8)

Changes:

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

**G. Utilities Element** (see Exhibit 11)

Changes:

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

**H. Public Services Element** (see Exhibit 12)

Changes:

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

**I. Implementation Strategies** (see Exhibit 15)

Change:

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

### **III. RESPONSE TO THE HOUGHTON COMMUNITY COUNCIL'S COMMENTS**

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

#### **A. Environment Element**

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

#### **B. Transportation Element**

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

### **IV. RESPONSE TO COMMENTS FROM THE DEPARTMENT OF COMMERCE**

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

#### **Introduction Element - Department of Commerce comment:**

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

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

#### **Environment Element - Department of Commerce comment**

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

#### **Travel Forecasting**

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

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

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

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

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

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

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

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

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

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

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

## **Implementation Strategies**

### **Housing Element**

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

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

*H.4.1: Encourage innovate housing developments.*

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

## **VI. NEW NEIGHBORHOOD PLAN FORMAT AND NEIGHBOHROOD PLAN UPDATES**

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

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

- Develop a standard template for future neighborhood plan updates

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

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

### **Implementation Strategies**

#### **NEIGHBORHOOD PLANS**

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

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

## **VII. UPDATE REVIEW PROCES**

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

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

- The State Department of Commerce's [Comprehensive Checklist](#) for Growth Management Act (GMA) statutory requirements adopted since 2003;
- Puget Sound Regional Council's (PSRC) [Vision 2040](#) and [Transportation 2040](#); and

- King County 2012 [Countywide Planning Policies](#).

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

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

### **VIII. CRITERIA FOR AMENDING THE COMPREHENSIVE PLAN**

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

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

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

### **IX. PUBLIC NOTICE AND OPPORTUNITIES FOR PUBLIC COMMENT**

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

## **X. PUBLIC COMMENTS RECEIVED**

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

### **Exhibits:**

1. Introduction with underlines and strikeouts
2. Vision Statement and Guiding Principles - new
3. General with underlines and strikeouts
4. Community Character with underlines and strikeouts
5. Environment (new chapter)
6. Land Use with underlines and strikeouts
7. Housing with underlines and strikeouts
8. Economic Development with underlines and strikeouts
9. Transportation Element (new chapter)
10. Park, Recreation and Open Space (new chapter)
11. Utilities with underlines and strikeouts
12. Public Services with underlines and strikeouts
13. Human Services with underlines and strikeouts
14. Capital Facilities with underlines and strikeouts
15. Implementation Strategies with underlines and strikeouts
16. Appendix A – Level of Service Methodology deleted (to be provided on the City’s web page)
17. Appendix B Glossary for new, revised and deleted definitions (those definitions with no changes are not included in the attachment)
18. Appendix C - Design Principles - Residential Development deleted ((to be provided on the City’s web page)
19. Zoning Map amendments to remove 10 suffixes that reference policies in the Comprehensive Plan
20. List of 95 City parcels in the annexation area to be rezoned that are parks or open spaces (many of the open spaces are also stormwater ponds or surface water basins)
21. Rezone map of 95 park and open space parcels in annexation area
22. Zoning Map and Land Use Map amendments to the map legends (add term “mixed use” to certain general use categories and deleted use categories no longer applicable)
23. Section 10.20 KZC amendment concerning administrative corrections to the Zoning Map
24. Section 10.35 KZC amendment for interpretation of zoning boundaries in Lake Washington
25. Chapter 142 Kirkland Zoning Code (KZC) and Kirkland Municipal Code 3.30.040 amendments relating to deletion of Appendix C
26. Rose Hill Business District Design Guidelines - minor amendments to make them consistent with NE 85<sup>th</sup> Street Subarea Plan amendments
27. Comments from Department of Commerce dated August 6, 2015
28. Comments from Puget Sound Regional Council dated September 14, 2015
29. Council person Jay Arnold’s email dated September 8, 2015, to Planning Director Eric Shields regarding future new neighborhood plans and neighborhood plan updates
30. Summary comment log of written public comments