CITY OF KIRKLAND
PLANNING AND COMMUNITY DEVELOPMENT DEPARTMENT
123 FIFTH AVENUE, KIRKLAND, WA 98033 425.587.3225
WWW.KIRKLANDWA.GOV

MEMORANDUM

DATE: August 29, 2012

TO: Parking Advisory Board

FROM: Jeremy McMahan, Planning Supervisor

SUBJECT: Residential Suites (SRO) KZC Amendments, File No. ZON12-00002

RECOMMENDATION

Review the draft parking and transportation management plan requirements for the proposed Residential Suites amendments to the Kirkland Zoning Code and provide input to the Planning Commission prior to their October 4th public hearing.

BACKGROUND

The City Council has requested consideration of code amendments to allow Residential Suites (also called "single room occupancies" in some jurisdictions) in areas of Kirkland. The City Council's interest is in allowing this use is based on the Council Goal of providing a diversity of housing types that provide a range of affordability. A Residential Suites use could provide housing that is more affordable to employees who work, attend school, or have longer visits in Kirkland.

The use falls somewhere between a hotel use and an apartment use. Individual rooms are rented with limited amenities in the room (e.g. - sink, mini refrigerator, microwave & small bathroom) and additional amenities shared between rooms. The draft definition of Residential Suites is as follows:

> *A structure containing single room living units with a minimum floor area of 120 square feet and maximum floor area of 350 square feet offered on a monthly basis or longer where residents share bathroom and/or kitchen facilities. "Residential Suites" does not include dwelling units, assisted living facility, bed and breakfast house, convalescent center, nursing home, facility housing individuals who are incarcerated as the result of a conviction or other court order, or secure community transition facility.*

The request was initiated by Robert Pantley who is the developer of similar projects in Redmond. Staff has invited Mr. Pantley and his traffic engineer to attend the PAB meeting to provide additional background and parking data.

Parking Requirements

The individual units are very small and the trip generation and parking demand is typically much lower than conventional multi-family developments. Attachment 1 contains a Redmond project traffic analysis. Due to the limited amenities for this use and the suggested lower parking requirement, the use is only being considered in CBD and Totem Lake areas within a ¼ mile walk distance of a transit center and with available nearby shops and services to reduce dependence on automobiles.

The draft code includes a parking requirement of .5 stalls per bed plus 1 stall per on-site employee. This parking rate is paired with requirements for a Transportation Management Plan (TMP) to provide alternatives to car ownership/use, monitoring, and biennial surveying. The draft code allows parking reductions after project occupancy if a lesser demand is demonstrated by a demand and utilization study.

The proposed parking requirement is primarily borrowed from City of Redmond. Research for other examples is difficult for a number of reasons:

- The use is difficult to classify because definitions vary by jurisdiction. For example, an SRO in Redmond is comparable to what Kirkland is considering but an SRO is other cities may be affordable or special needs housing – which have very different parking dynamics. Staff has found examples ranging from .25 to 1.0 stalls per room, with the low end typically withheld for low-income units. Staff checked with the City Transportation Engineer who is not aware of regional or national data similar to what is available for more typical residential uses.
- The setting for each project varies. Locally, most of these projects seem to be occurring in Seattle with very little parking provided. Whether Seattle car ownership/parking requirements translate to Kirkland is obviously debatable.
- The property owner can control car ownership/parking by leasing to tenants who don't have cars. This is a novel concept, but the draft parking requirements and the TMP could be enhanced to add requirements to this effect. Robert Pantley has noted that in Redmond, if car ownership exceeds parking supply, additional units could only be leased to residents without cars.

Because of limited data, deciding on the amount of parking required will inevitably be linked to appropriate and enforceable TMP measures (see discussion below).

Transportation Management Program

The draft code requires approval and recording of a TMP with the following minimum elements:

- Charge for on-site parking for tenants who have cars.
- Bus pass subsidies for tenants who don't have cars.
- Lease provisions and monitoring requirements for the property owner to ensure that tenants are not parking off-site to avoid parking charges.
- Adequate bicycle parking to meet anticipated demand.
- Biennial survey of residents documenting transportation choices.

In addition, staff has discussed adding the following additional measures:

- Designate a Transportation Coordinator (TC) to manage the TMP and be a point of contact with the City.
- The TC shall submit an annual report form provided by The City of Kirkland, documenting TMP activities (i.e. number of bus passes sold/provided, number of carpool spaces used, etc.)
- The TC shall provide a copy of the TMP and commute information to all new tenants.
- At the time the building attains 50% occupancy, the building owner will be required to conduct an initial resident and employee survey to determine alternative commute travel. The building owner shall be responsible for all cost of the survey and analysis of the survey through a third-party contract with The City of Kirkland. Survey questions will be reviewed and approved by the City of Kirkland. The initial survey shall be used as the baseline mode split data in which future surveys will be compared to in order to see if the goals of the TMP are being met.
- Commuter Information Center in a highly visible, accessible area in the building lobby.
- Preferential parking stalls for carpools/vanpools will be provided in the parking garage as close as possible to the building elevators and parking stickers will be issued. The TC shall be responsible for enforcing the preferential parking program and issuing the parking stickers.
- Adequate <u>secured and protected (from the elements)</u> bicycle parking to meet anticipated demand.
- Separate bicycle lockers and showers for men and women for employees of commercial use.
- The TMP shall be recorded with King County as part of the covenants, conditions and restrictions of the project to assure its implementation. The TMP shall run for the life of the building

A copy of the City of Redmond's TMP for one of Mr. Pantley's projects is included as Attachment 2. A traffic analysis of the same Redmond project is included as Attachment 1. Similar to the enforcement provisions of Redmond's TMP, Kirkland would enforce compliance with the TMP based on the civil infraction provisions of the Zoning Code. It should be noted that Redmond required a TMP for the first SRO project (Tudor Manor) because it was before they established parking requirements for the use. Redmond required a TMP for the second project (Vision 5) to allow a reduction of the code requirement. Kirkland draft code would require a TMP for all projects.

Attachments

1. TSI Redmond Traffic Study
2. Redmond TMP

Attachment 1

TSI
Transportation Solutions, Inc.
8250 - 165th Avenue NE
Suite 100
Redmond, WA 98052-6628
T 425-883-4134
F 425-867-0898
www.tsinw.com

February 23, 2012

Kurt Seemann, P.E.
Senior Engineer
City of Redmond Public Works Transportation
15670 NE 85th Street
Redmond, WA 98073

Subject: Vision 5 Redmond – Level 1 Traffic Study

Dear Mr. Seemann,

This traffic study is for Vision 5, a residential development located at NE 85th Street and 163rd Avenue NE in Redmond, Washington. This letter-report includes the following: a development description, PM peak hour trip generation and travel assignment forecast and our conclusions.

Development Description

A vicinity map and a site plan are attached for reference. Vision 5 is located on a vacant site to the north of NE 85th Street and west of 163rd Avenue NE. The site is proposed with 96 residential mini-suites. The average suite size is 200 square feet. Each suite includes its own bathroom and is supported by common kitchen and deck facilities.

Vision 5 is a similar concept to Tudor Manor. Both developments are managed by the applicant. Tudor Manor is located at 16552 NE 84th Court and is marketed as a sustainable residential living development. The site includes 61 mini-suites, with an average suite size of 200 square feet. Tudor Manor is currently at full occupancy.

The size and character of Tudor Manor's living spaces attracts a mix of tenants ranging from students, out-of-area business persons (both locally employed and with recurring business in the area), intermediate-term residents, and medical patient families. The mix of tenants of Vision 5 is expected to be similar.

The applicant indicates that the majority Tudor Manor tenants do not own a vehicle and most use public transit, bike and walk to/from their destinations. Tudor Manor's non-vehicle tenants are provided with a transit pass credit of $25 per month to support their transit needs. A similar amenity will be available to future Vision 5 tenants.

Trip Generation

Vision 5 is atypical of other general apartment uses. A PM peak hour trip generation study was conducted for Tudor Manor to develop a trip rate to forecast trip generation for Vision.

Trip Generation Study

Observations of inbound and outbound PM peak hour vehicular movements at Tudor Manor were conducted on Friday, February 17, Tuesday, February 21, and Wednesday, February 22, 2012. The observations are summarized in Table 1. For study purposes the Friday data was excluded from the average results, because Friday is not generally considered as a weekday for trip generation purposes.

Table 1: 2012 Tudor Manor Vehicle Trip Generation Observations

Start	Friday Feb-17			Tuesday Feb-21			Wednesday Feb-22			Weekday Average		
Time	In	Out	Total	In	Out	Total	In	Out	Total	In	Out	Total
4:00 PM	0	1	1	2	0	2	1	0	1	2	0	2
4:15 PM	0	0	0	0	1	1	1	0	1	1	1	1
4:30 PM	0	0	0	0	0	0	1	0	1	1	0	1
4:45 PM	0	0	0	0	1	1	0	0	0	0	1	1
5:00 PM	0	0	0	0	0	0	1	0	1	1	0	1
5:15 PM	1	0	1	1	0	1	2	1	3	2	1	2
5:30 PM	2	0	2	2	1	3	0	1	1	1	1	2
5:45 PM	0	0	0	0	0	0	1	2	3	1	1	2
Peak Hour	3	0	3	3	2	5	4	4	8	4	3	7

Table 1 shows Tudor Manor generating 7 PM peak hour vehicle trips, which is equivalent to a PM peak hour trip rate of 0.11 trips per mini-suite (7 PM trips / 61 mini-suites), split 57% in and 43% out. Using this information, Vision 5 is forecast to generate 11 PM peak hour trips (0.11 trip rate X 96 mini-suites).

Table 2 summarizes the pedestrian trip observations at Tudor Manor, also collected on February 17, 21, and 22. Friday data was excluded from the average results similar to Table 1.

Table 2: 2012 Tudor Manor Pedestrian Trip Generation Observations

Start Time	Fri. Feb-17	Tue. Feb-21	Wed. Feb-22	Wkday. Avg.
4:00 PM	0	8	6	7
4:15 PM	3	2	2	2
4:30 PM	0	4	0	2
4:45 PM	0	1	0	1
5:00 PM	0	1	3	2
5:15 PM	0	3	8	6
5:30 PM	0	3	0	2
5:45 PM	0	1	0	1
Peak Hour	3	15	11	12

Table 2 shows Tudor Manor generating 12 PM peak hour pedestrian trips, which is equivalent to a PM peak hour pedestrian trip rate of 0.20 pedestrian trips per mini-suite (12 PM trips / 61 mini-suites).

Using this information, Vision 5 is forecast to generate 19 PM peak hour pedestrian trips (0.20 pedestrian trip rate X 96 mini-suites).

The small amount of vehicle and pedestrian trips observed appears to be a result of tenant mix, varying tenant schedules and commuting modes and patterns. A similar tenant mix, tenant schedule and commute modes and patterns is expected at Vision 5.

ITE Trip Generation

The ITE land use that best describes Vision 5 is LU-220, "Apartment". For this description, the ITE 'dwelling unit' variable is replaced by 'mini-suites'. The ITE apartment trip rate is 0.62 trips/dwelling unit. Using this rate, Vision 5 would generate 60 PM peak hour trips (0.62 trip rate X 96 dwelling units).

In comparison, the observed Tudor Manor PM peak hour vehicle trip rate is 82% lower than the ITE PM peak hour trip rate for an apartment land use ({[ITE rate] –[observed rate]} / [ITE rate]). This marked difference is due to the noticeably smaller 200 square foot mini-suites compared to more typical 600-1,000 square foot apartment units. The associated reduced person occupancy per mini-suite and tenant mix does not reflect typical apartment building demographics. Since Vision 5 will operate similar to Tudor Manor, it is our opinion that the vehicle trip rate derived from the trip generation study is a reasonably accurate forecast of traffic generated by the proposed development.

A peak hour project-generated trip assignment is attached. The PM peak hour trips were assigned based on local traffic volume data found on the City's website. Within the study the stop-sign controlled intersection of NE 85th Streets/ 163rd Avenue NE is impacted by 11 vehicle trips and the signalized intersection of NE 85th Streets/ 164th Avenue NE is impacted by 9 vehicle trips.

Conclusion

Vision 5 is forecast to generate 11 vehicle trips and 19 pedestrian trips during the PM peak hour. Accordingly, Vision 5 is not anticipated to create a significant adverse traffic impact within Redmond.

We trust the information presented in this letter-report will satisfy the City of Redmond's Level 1 Traffic Study requirement. If you have any questions or comments please contact TSI at your earliest convenience.

Sincerely,
Transportation Solutions, Inc.

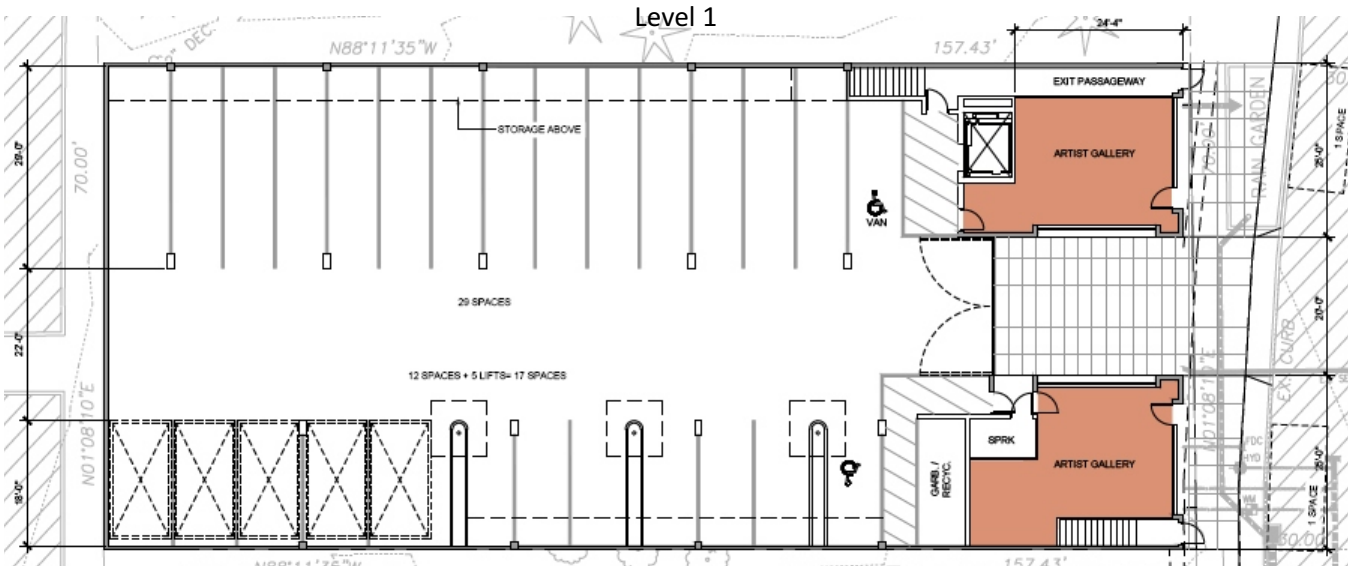
Jeffrey P. K. Hee, P.E.
Project Engineer

TSI Transportation Solutions, Inc.

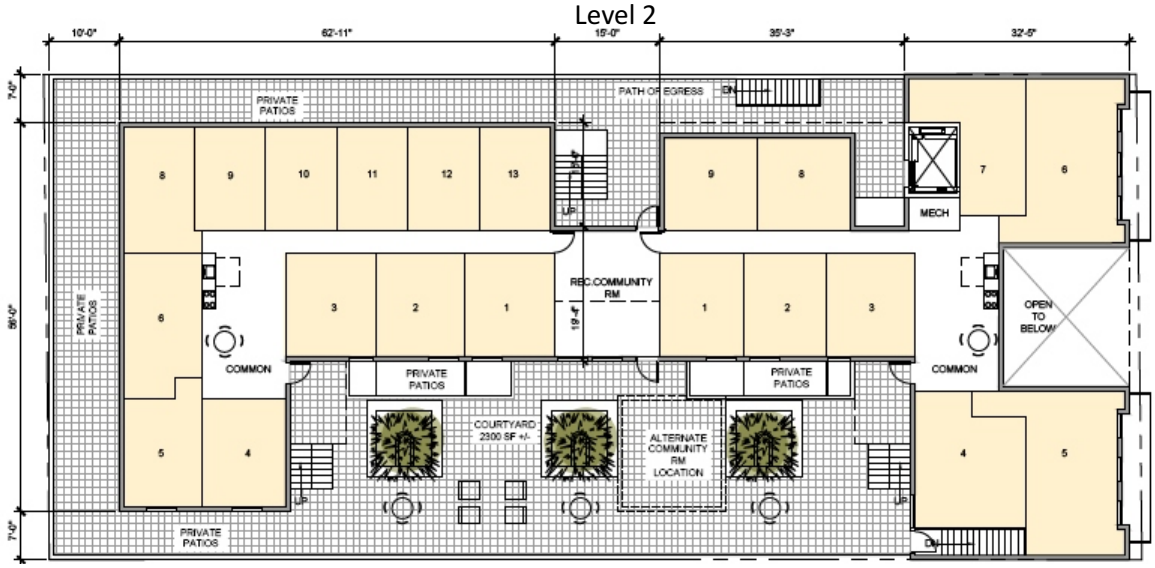
Attachment 1: Vicinity Map

Vision 5
Traffic Study

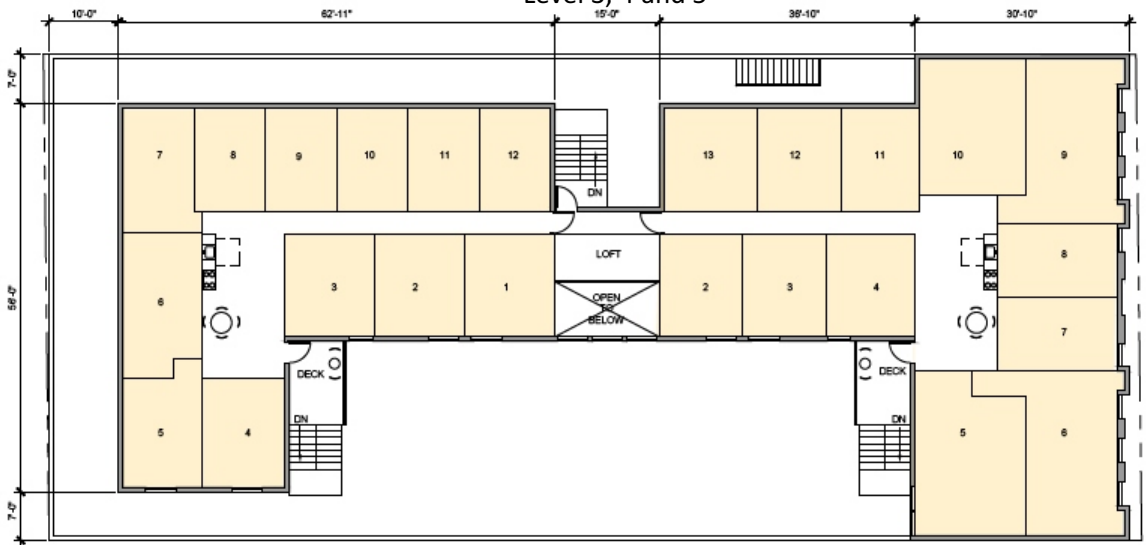
Level 1



Level 2



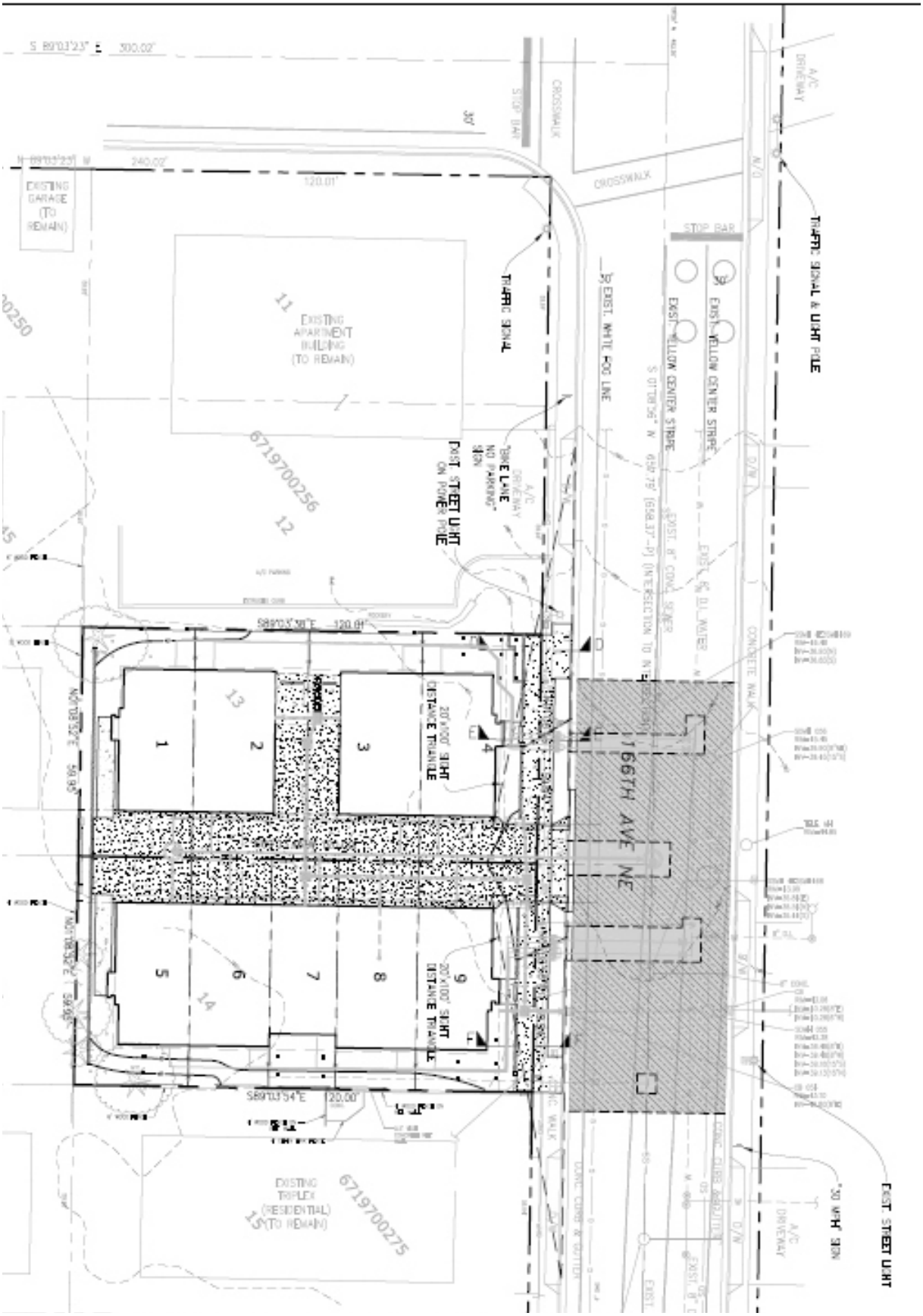
Level 3, 4 and 5



TSI
Transportation Solutions, Inc.

Attachment 2: Vision 5 Site Plan

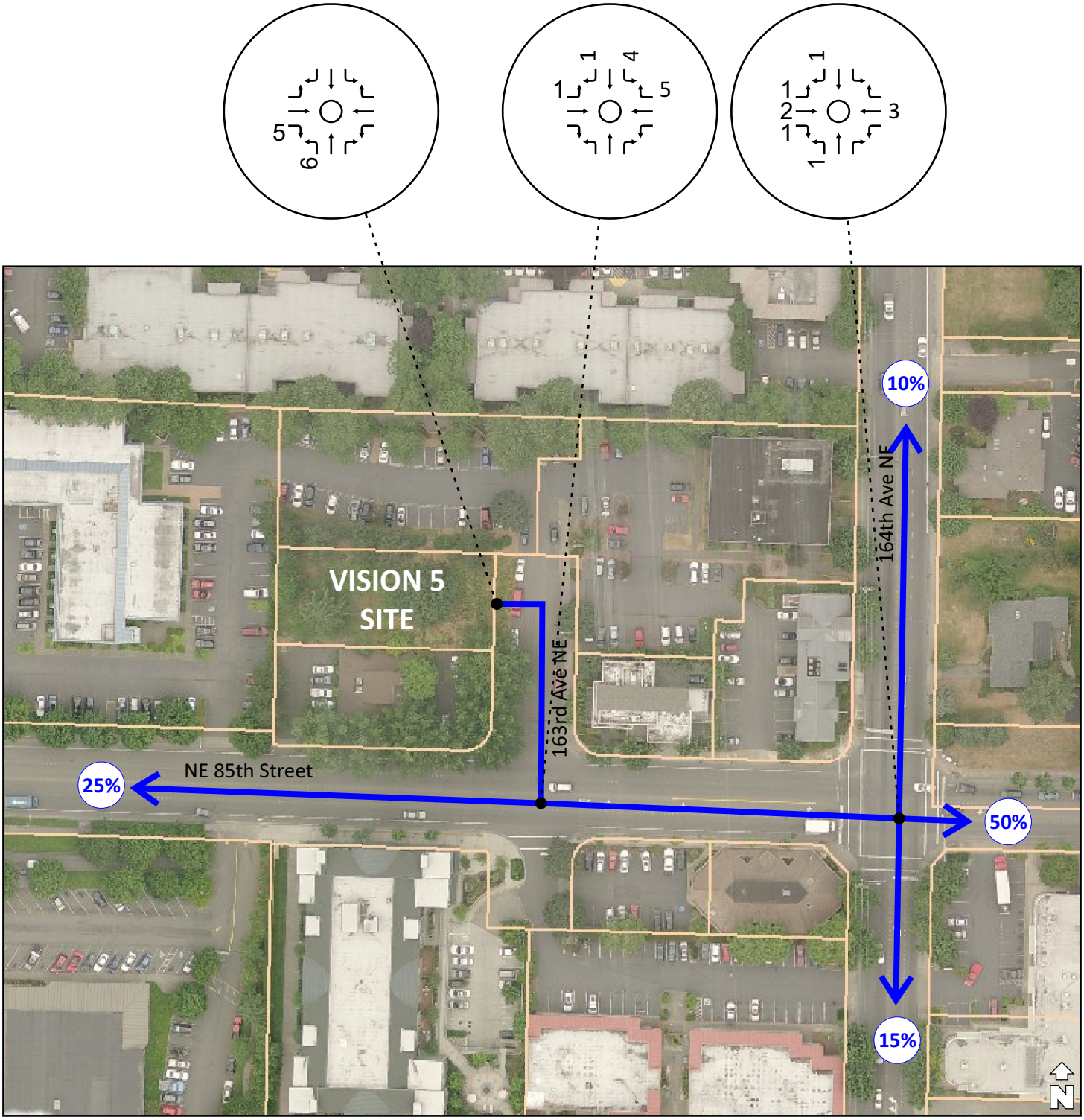
Vision 5
Traffic Study



TSI Transportation Solutions, Inc.

Attachment 3: Tudor Manor Site

Vision 5
Traffic Study



Attachment 4: Distribution/Assignment
(PM Peak Hour Vehicle Trips)

Vision 5
Traffic Study

TRANSPORTATION MANAGEMENT PROGRAM (TMP) for:
Tudor Manor
16551-16599 NE 84th Ct
Redmond, WA. 98052

I. Project Summary

Tudor Manor comprises residential of nine townhomes totaling 15,020 square feet of gross floor area and 34 parking spaces. It is located at 16551-16599 NE 84th Ct. (Tax lot #s: 6719700264, 265, 266, 270, 271, 272, 273,274, 276)

II. Program Objective

The objective of this Transportation Management Program (TMP) is to develop STRs (Superior Transportation Residents) who do not have single occupant vehicles (SOVs) that require on site or in neighborhood parking. Natural and Built Environments, LLC will test many ideas to discover what are the most effective ways to reduce SOV use.

III. Program Goal

The goal of this TMP is to limit the number of vehicles being parked on site to 34 or less, which matches the number of parking spaces on site. This will be achieved and maintained by creating lifestyle patterns so that all other residents are STRs, relying on alternate transportation options such as public transportation, bicycling and walking, eliminating the need for a vehicle. Natural and Built Environments, LLC (NABE) will use good faith efforts to ensure that the elements of the TMP are implemented via direct provision, contracted services, lease agreement, voluntary compliance of tenants, or any combination of these methods. * "On site", by definition" means that all on site resident vehicles are parked on site and not in the neighborhood.

IV. Program Elements

A. Transportation Coordinator

Natural and Built Environments, LLC designates Angela Rozmyn as Transportation Coordinator to oversee the implementation of this TMP and its elements. Angela Rozmyn's contact information is:

c/o Natural and Built Environments, LLC
2025 Rose Point Lane
Kirkland, WA. 98033
angela@pantley.com
425 765 4037 cell (preferred contact #)
425 828 4663 Office

Any changes in contact or contact information will be provided to the City in a timely manner.

The Transportation Coordinator provides the following activities: RC 1/5/11

- Implement TMP elements
- Coordinate the distribution and collection of commuter transportation surveys
- Prepare and distribute materials that describe and promote TMP services
- Provide ridematching services for residents, when applicable

- Register and monitor resident carpools and vanpools, when applicable
- Monitor vanpool/Zipcar (or similar) parking stalls to ensure that the supply is adequate, signage is in place, and that the spaces are being used appropriately, when applicable.
- Maintain the Transportation Information Center located in the site common area
- Coordinate activities with the City of Redmond, transportation service providers, and other Transportation Coordinators as appropriate.
- Coordinate and conduct the annual and periodic site promotions to encourage program participation.
- Maintain records and prepare reports as required.

B. Tenant Survey

A baseline survey will be taken within the first six months of occupancy as mutually agreed upon by the City of Redmond. The travel survey shall be administered by the Transportation Coordinator. A commuter survey will be conducted annually.

C. Transportation Information Center

Natural and Built Environments, LLC will provide a permanent transportation information center at the site in location convenient for resident access. The displays will contain ridematching information, bus schedules, transportation resource contacts, transportation incentives offered to residents at the site, and other information relevant to finding alternatives.

D. Ridematching

Ridematching services will be made available to all residents at the site through the transportation coordinator. Ridematching services will consist of:

- A registration system in which interested residents may register their interest and requirements for participating in a carpool or vanpool.
- An online matching system in which a resident may actively match with other on site individuals seeking rideshare opportunities.

E. Preferential Parking

Preferential parking for high occupancy vehicles (HOVs) (e.g., carpools, vanpools, and/or Zipcar) will be designated on site. HOV parking in these spaces will be registered, monitored and enforced. Any two or more users who share a vehicle with other residents will be provided free parking on site. Natural and Built Environments, LLC will contribute up to $1000/month toward underwriting Zipcar or similar company located on or near the residence to support a Downtown City of Redmond flexcar initiative for the first two years of its implementation, provided it is put in place within the first 18 months of occupancy of the site.

F. Bicycle Racks

Bicycle parking racks will be provided in safe, convenient weather resistant locations. The 25 bicycle parking spaces will be provided at completion of the project and will add spaces on a request basis, up to 100% of residents. To the extent the bicycle population increases, it is expected that the use of vehicle parking spaces will decrease both in use and numbers.

G. Incentives

Natural and Built Environments, LLC will provide incentives to increase the percentage of STRs. These incentive programs will be implemented within three months at the beginning of first occupancy as follows:

a) NABE will provide public transportation support of up to $50/month for every STR, who does not receive transit support from another source.

b) NABE will provide a bicycle purchase support program for anyone who buys a bicycle from a retail outlet within the City of Redmond. This program will offer a $5/month rent reduction for up to half the cost of the bike not to exceed $125.

H. Promotion

As new residents move into the community, NABE will provide a Resident Information Meeting (RIM) that will include a detailed introduction into the goals and objectives of the TMP and will include Metro (or similar) ridematch forms and transit/commuter information packets. NABE will also hold a special Transportation Day annually to increase resident awareness of available programs and commuting alternatives. NABE will develop a website pertaining to alternate transportation opportunities for residents, which will be established and matured within six months of substantial rent up.

V. Program Review

A detailed report on the TMP activities, survey results and progress toward meeting the TMP goals will be prepared and submitted to the City of Redmond Technical Committee annually by July 30th of each year. Upon meeting and maintaining the goal, report submittals (including survey information) may be submitted biennially.

VI. Contingency Measures

In the event the stated goal of 34 single occupancy vehicles or fewer is not achieved by the second year after substantial occupancy, NABE shall institute a program to make up the difference between the stated goal and the actual reduction achieved after the second year. The program shall consist of the following:

1. Membership in the Greater Redmond Transportation Management Association

Natural and Built Environments, LLC will join and maintain a paying membership in the Greater Redmond Transportation Management Association (GRTMA) to facilitate the distribution of program services and coordination of trip reduction efforts.

2. In the event the first strategy is not fully effective to reach the stated goal, NABE will combine rentable rooms of non STRs or rent only to tenants without vehicles until vehicles are reduced to a number that the 34 on site parking stalls are sufficient to park all vehicles on site.

3. Unbundle parking costs from lease costs so that the price of a parking space can be increased to manage parking space availability.

In the event that the stated goal is not achieved by the second year after implementation of contingency measures, NABE agrees to work with the City of Redmond Technical Committee to revise the TMP with additional mutually agreed upon measures. .

1/5/11
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VII. TMP Modification

Depending on the progress made toward the performance goal and the evolving nature of trip reduction strategies, it may be in the best interest of the parties to delete, modify, or add

elements to this TMP. Such changes may be initiated by NABE, in writing, to the City of Redmond. The City will approve, deny or suggest modifications to proposed changes and notify NABE within 60 days of request.

VIII. Nature of Obligation

NABE agrees that the obligations contained in this TMP will run with the land and bind the owner or owners of Tudor Manor and their successors and assigns. This TMP and the legal description to which it applies will be recorded in the real property records of King County, Washington. A copy of the recorded TMP will be provided to the City.

Failure to implement this TMP may result in the implementation of a civil penalty provided that no penalty, other than that described in the Contingency Measures above, may be assessed for failure to reach the applicable non-SOV goals.

Failure to comply with the TMP may result in the imposition of penalties, which by chapter 1.14 of the Redmond Municipal Code may include civil penalties up to $1,000.00 per day or criminal penalties of up to $5,000.00 per day. Each day the TMP is not implemented is a separately punishable violation. Other sanctions and remedies may be imposed as well.

This Transportation Management Program is approved by:

Natural and Built Environments, LLC.

BY: _____ 1/5/2011
By Robert Pantley, Its Manager — Date

ROBERT PANTLEY — ITS MANAGER
Printed Name — Title

CITY OF REDMOND

BY: _____ 1/05/2011
Signature — Date

Chester Knapp — Transp. Programs Coordinator
Printed Name — Title