



**CITY OF KIRKLAND**  
**Planning and Building Department**  
**123 Fifth Avenue, Kirkland, WA 98033**  
**425.587-3600 - [www.kirklandwa.gov](http://www.kirklandwa.gov)**

---

## MEMORANDUM

**To:** Kurt Triplett, City Manager

**From:** Angela Ruggeri, AICP, Senior Planner  
Eric R. Shields, AICP, Planning Director

**Date:** September 26, 2017

**Subject:** HOUGHTON/EVEREST NEIGHBORHOOD CENTER & RESIDENTIAL SUITES UPDATE

### I. RECOMMENDATIONS

Provide direction on the following Houghton/Everest Neighborhood Center issues:

- Should residential suites with a four story height limit be allowed in the HENC 2 zone?
- Should an increase in density be allowed on the City owned property?
- Should the 3<sup>rd</sup> story step back requirement be removed from the HENC 2 zone?
- Should language be added to the Comprehensive Plan stating the need for a southbound right turn lane on 6<sup>th</sup> Street South?
- Do existing regulations and policies provide adequate direction for circulation in the Houghton/Everest Neighborhood Center?
- Should the Waddell property have no density limit with a requirement for 10% affordable housing?
- Should one of the two required large stores on the south side of 68<sup>th</sup> Street be allowed to be a minimum of 10,000 square feet rather than 20,000 square feet?

### II. BACKGROUND

The recommendations from the Planning Commission (PC) and Houghton Community Council (HCC) on the Houghton/Everest Neighborhood Center Plan amendments were presented to the City Council at a study session on June 6, 2017. Additional information was brought to the City Council at its regular meetings on July 5<sup>th</sup>, July 18<sup>th</sup>, and September 19<sup>th</sup>.

The Council asked staff for clarification of seven items including a study of residential suites in the HENC 2 zone. The HENC 2 zone includes two properties, the Waddell property on the north and the City owned, Houghton Court Apartments on the south.



After its discussion of residential suites at the September 19, 2017 Council meeting, the City Council asked staff to return to the HCC and PC with the following questions.

1. Should staff schedule a joint public hearing with PC and HCC for residential suites?
2. Should residential suites be allowed to go up to 4 stories?
3. Should additional density on the City property be considered?

The Council also asked staff to report on the number of PM peak hour trips on 68<sup>th</sup> Street for comparison purposes. The 2015 PM Peak Hour Traffic Count for NE 68<sup>th</sup> Street east of State Street is 1,011 vehicles. Data are collected every two years and the City is currently in the process of collecting 2017 data.

### **III. RESULTS OF THE DISCUSSION WITH PC AND HCC**

The PC and HCC discussed the City Council's questions at their joint meeting on September 25, 2017. They took into account the numerous emails they received prior to the meeting asking them not to allow residential suites and not to increase height to 4 stories. They also received public comment at the meeting against residential suites, increased density and additional height. Although the PC was involved in the discussion of the first two questions, the answers to those questions were provided only by the HCC given its veto authority. The answers to the City Council's questions are provided below.

1. Should staff schedule a joint public hearing with PC and HCC for residential suites?

HCC members stated that it had already gone through an extensive process to determine appropriate uses, density and heights for the Houghton/Everest Neighborhood Center and that another public hearing is not appropriate. The HCC unanimously agreed that it would veto an ordinance that included residential suites.

2. Should residential suites be allowed to go up to 4 stories?

The HCC unanimously agreed that it would veto an ordinance that included 4 story buildings.

3. Should additional density on the City property be considered?

The HCC unanimously agreed that it would veto an ordinance that included additional density on the City property.

The HCC and PCC stated that if the King County Housing Authority takes ownership of the property and wants to redevelop it for affordable housing at a higher density in the future, they will consider increased density at that time.

The PC and HCC discussed one other issue and made another recommendation to the CC.

4. Should the recommended 3<sup>rd</sup> story step back requirement be removed from the HENC 2 zone?

Doug Waddell spoke at the joint meeting on September 25<sup>th</sup> and asked that this requirement be removed because it restricts the possibility of developing his property with multifamily units.

Both the HCC and PC recommend that this requirement be removed for the HENC 2 zone, because:

- Both the HCC and PC are interested in seeing multifamily residential, not single family development on the Waddell property.
- This type of step back requirement does not apply to other 3 story residential zones in the City.
- There is already a 10 foot front yard setback requirement in this zone.

#### **IV. ADDITIONAL CLARIFICATION OF PROPOSED HOUGHTON/EVEREST NEIGHBORHOOD CENTER AMENDMENTS**

In addition to information on residential suites, at the study session of June 6, 2017, the Council asked staff for clarification of six items. Those items were discussed at the Council meetings on July 5<sup>th</sup>, July 18<sup>th</sup>. The discussion items are listed below.

##### **1. Transportation Information**

Council Direction/Questions: The Council asked staff to provide additional information on the transportation impacts of the proposed amendments. The following information was provided and discussed at the Council meeting on July 5<sup>th</sup>.

##### NE 68<sup>th</sup> Street and 108<sup>th</sup> Avenue NE Intersection Performance

Table 1 below describes the level of service and delay per vehicle at the NE 68<sup>th</sup> Street and 108<sup>th</sup> Avenue NE intersection under four scenarios.

Scenario 1 is the calculated level of service using actual vehicle count data collected at the intersection. The other three scenarios are calculated based on forecasted traffic volumes for the year 2035 and are compared to Scenario 1.

Scenario 2 represents the total entering vehicles forecasted to use this intersection based on the planned growth and transportation improvements within Kirkland and the region between now and 2035 based on the Kirkland 2035 Comprehensive Plan. This scenario results in the level of service shifting from E to F and the greatest increase in seconds of delay per vehicle.

Scenarios 3 and 4 represent the vehicle trips estimated to use the NE 68<sup>th</sup> Street and 108<sup>th</sup> Avenue NE intersection if development occurs under the Moderate Change or Greater Change scenarios. The analysis shows that more development in the neighborhood center does result in some additional increase in the seconds of delay per vehicle.

**Table 1. NE 68<sup>th</sup> St and 108<sup>th</sup> Ave NE PM Peak Hour Intersection Performance**

Scenario	LOS	Delay (sec/vehicle)	Additional Delay (sec/vehicle)	Total Entering Vehicles
1. Existing	E	62	NA	2,520
2. Comprehensive Plan 2035 (30')	F	142	80	3,855
3. 2035 Moderate Change (35')	F	148	86	3,920
4. 2035 Greater Change (55')	F	158	96	4,025

*Proposed 6<sup>th</sup> Street Corridor Study Improvements*

City staff has developed a proposed list of improvements for the Houghton/Everest Neighborhood Center. This project list was developed based on feedback from the community, Transportation Commission, Planning Commission and City Council and is included in the 6<sup>th</sup> Street Corridor Study. Most of the projects on this list will improve safety for all modes, including walkability, bicycle friendliness of the area and reliability and performance of transit. Each of the projects could be built as City projects, or could be conditions of redevelopment. *The proposed southbound right turn lane on 6<sup>th</sup> Street is the one proposed project that would reduce vehicle delay at the intersection (Table 2).*

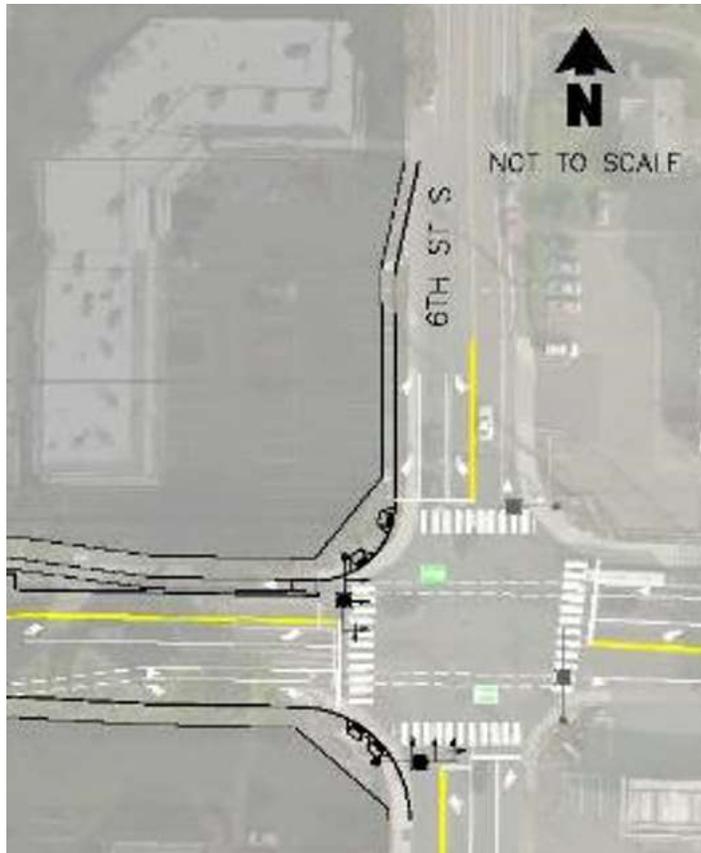
**Table 2. NE 68<sup>th</sup> St and 108<sup>th</sup> Ave NE PM Peak Hour Intersection Performance**

Scenario Performance with Southbound Right Turn Lane	LOS	Delay (sec/vehicle)	Delay Reduction (sec/vehicle)	Total Entering Vehicles
2035 Moderate Change (35')	F	111	37	3,920
2035 Greater Change (55')	F	118	39	3,855

All of these projects have impacts to adjacent properties and are therefore more likely to happen when associated with redevelopment in the area, as the cost of some or all improvements could then be borne by the developers. The Council asked staff to consider how transportation projects and new zoning could be considered together, and whether the proposed transportation projects should be *required* as part of any redevelopment under the new zoning. Given the scale and cost of some of the transportation projects, staff prepared an estimate of whether linking the project to redevelopment would likely impact the decision to redevelop. The list of proposed projects is as follows:

- Consolidate Access Points on NE 68<sup>th</sup> Street and 108<sup>th</sup> Avenue NE in the vicinity of the Houghton/Everest Neighborhood Center (Linkage not likely to impact redevelopment decision);
- Provide continuous bike lanes on 6<sup>th</sup> Street/108<sup>th</sup> Avenue NE and bike boxes at NE 68<sup>th</sup> Street and 108<sup>th</sup> Avenue NE intersection (Linkage not likely to impact redevelopment decision);
- Widen NE 68<sup>th</sup> Street to include 14' sidewalks, a bike lane and travel lane in each direction, and center turn lane/median (Linkage may impact redevelopment decision as it would require significant new right of way for the City);
- Include northbound 108<sup>th</sup> Avenue NE transit queue jump and signal priority at NE 68<sup>th</sup> Street (Linkage may impact redevelopment decision as it would require significant new right of way for the City);
- Provide southbound right turn lane on 6<sup>th</sup> Street at intersection with NE 68<sup>th</sup> Street (see figure below). (Linkage likely to prevent redevelopment due to high cost and requirement of significant ROW along two sides of the property.

The widening of NE 68<sup>th</sup> Street, the northbound 108<sup>th</sup> Avenue NE transit queue jump and the southbound right turn lane on 6<sup>th</sup> Street South would all necessitate taking significant additional right-of-way from adjacent properties. The property impacts of the southbound right turn lane at 6<sup>th</sup> Street South would also necessitate incursion into the parking area of the Menchie's site as shown below.



Note: The draft 6<sup>th</sup> Street Corridor Plan will be presented to the Council at the October 17<sup>th</sup> Council meeting and the final report will be presented at the Council's November 21<sup>st</sup> meeting.

**Southbound 6<sup>th</sup> Street Left Turn Lane Discussion:**

The Council asked if redevelopment should be linked to the requirement of the right turn lane on 6<sup>th</sup> Street. Staff does recommend that language be added to the neighborhood plan that states the need for the right turn lane as it is the one identified project that will reduce vehicle delay at the intersection.

However, as previously mentioned, the southbound turn lane is a costly investment that would likely prevent redevelopment if it were required as mitigation. In addition, very little of the traffic growth in the area can be linked to potential development of the Houghton/Everest Neighborhood Center sites. The main traffic growth in this area will come from outside the neighborhood center, not the potential development. Therefore, there does not appear to be a clear nexus to require the construction of the turn lane as mitigation for a redevelopment at the proposed three story height limit. . This can be evaluated at the time of redevelopment, however, when more information on exact square footages and traffic impacts are known.

Since requiring construction of the turn lane as part of redevelopment at the proposed three story height would be difficult from both a nexus and an economic standpoint, staff is not recommending the requirement. However it was not clear to staff from the

Council discussion whether Council wanted staff to propose linkage options that could be financially viable and legally defensible. The primary option to accomplish this goal would be to provide additional height as an incentive to build the turn lane. Under this scenario, the additional height would only be allowed if the turn lane were built as part of the redevelopment. Staff has not yet done any analysis of this option but could do so if provided direction by the Council.

**Council Direction:** Should language be added to the Comprehensive Plan stating the need for a southbound right turn lane on 6<sup>th</sup> Street South? Should a height incentive linked to building the south bound right turn lane be explored?

## 2. **Options for Master Circulation Plan**

**PC and HCC Recommendation:** Require a Master Circulation Plan for the entire HENC 1 zone with any new development proposal, regardless of the size of the parcel.

**Council Direction/Questions:** Councilmembers asked for additional alternatives that would provide a circulation plan for the Neighborhood Center.

**Alternatives to PC and HCC Recommendation:** The following alternatives were presented by staff at the July 5<sup>th</sup> Council meeting.

- A. Require a Master Circulation Plan for the entire HENC 1 zone, but only when one of the larger sites in the zone is developed. For example, require a plan when a site that is 2 acres or greater is developed. There are only two sites in the neighborhood center over two acres (the PCC site is 2.2 acres and the Met Market site is 4.34 acres).
- B. Remove the requirement for a Master Circulation Plan since the existing zoning and other proposed amendments already provide authority to coordinate circulation and reduce access points to the Neighborhood Center.
  - 1) Plates 34-O and 34-P identify a generalized circulation plan for the Neighborhood Center (see Attachments 1 and 2). The plan includes:
    - Approximate locations for east/west vehicular access through sites on both the north and south sides of NE 68<sup>th</sup> Street;
    - A 14' sidewalk requirement on both sides of NE 68<sup>th</sup> Street and on the sides of 106<sup>th</sup> Avenue NE, 108<sup>th</sup> Avenue NE and 6<sup>th</sup> Street South that are on the same side of the street as the HENC 1 zone;
  - 2) The City will establish development conditions at the time that a development application is submitted. These conditions will be based on the generalized circulation plan along with all applicable pre-approved plans that specify City design standards in order to help ensure safe access. For example, the City's pre-approved plan regarding driveways specifies recommended and minimum driveway spacing; and

- 3) The Zoning Code includes the following regulation for the number and location of driveways along the frontage of the subject property in Section 105.35 – Driveway Entrances: *The City may restrict the width, number and location of driveways along the frontage of the subject property to improve vehicle circulation, public safety, or to enhance pedestrian movement.*

**Discussion:** The Council discussed having a Master Circulation Plan that would be produced by the City and that the City would monitor. Then each new development would be required to pay for a portion of the cost of that plan with redevelopment. Staff recommends that this option is not necessary since existing Zoning Code, policies and design standards provide adequate direction and allow for adjustment as specific development plans are received.

**Council Direction:** Do existing regulations and policies provide adequate direction for circulation in the Houghton/Everest Neighborhood Center? Or does Council wish to see a Master Circulation Plan.

### 3. **City Property - Existing Density**

PC and HCC Recommendation: Do not change the zoning for the City property on the west side of 106<sup>th</sup> Avenue NE and maintain the existing apartment complex on the property as affordable housing.

Council Direction/Questions: Councilmembers asked what the existing density is on the property.

The existing zoning for the City property is RM 3.6 which allows 12 units/acre. The property size is .92 acres, so a base density of 11 units would be allowed by existing zoning.

#### A. Affordable Housing Allowances:

Affordable housing is not presently required within the disapproval jurisdiction of the Houghton Community Council; however, an amendment can be included for this site that would require affordable housing even if the zoning designation is not changed. If affordable housing is required at the normal 10% rate, one affordable unit would be required for this property. Two additional units can be built for each affordable unit provided, so if:

- 1 affordable unit is required, 13 units would be allowed.
- 2 affordable units are included, 15 units would be allowed.
- 3 affordable units are included, 17 units\* would be allowed.

\*The Zoning Code allows this affordable housing density bonus up to 50% or in this case up to 17 units (11 units + 5.5 = 16.5, which would round up to a maximum of 17 units).

#### B. Nonconforming Density Regulations:

There are presently 15 units on the property and the following existing Zoning Code provision\* allows for this number of units to be maintained or redeveloped even if affordable units are not required or included.

The existing 15 units is equivalent to 16 units/acre.

\*Zoning Code Section 162.35.12: Nonconforming Density – Multifamily Structures in Multifamily Zones

Within areas designated by the Zoning Code for multifamily use, a structure with nonconforming density may be maintained, repaired, remodeled or redeveloped consistent with other provisions of this chapter; provided, that the density within the structure is no greater than the density contained in the structure prior to maintenance, repair, remodeling or redevelopment and that any expansion of the structure complies with all applicable zoning regulations.

**HCC Discussion:** The HCC recommended no change in Zoning for the City owned properties at the meeting on September 25<sup>th</sup> (see discussion in section III of this memo).

**Council Direction:** Should an increase in density be allowed on the City owned property?

#### **4. Density for Waddell property**

**PC Recommendation:** No density limit for the Waddell property and require 10% affordable housing.

**HCC Recommendation:** Maintain density limit for the property at 12 units/acre and require 10% affordable housing.

The HCC did not identify the density allowance on the Waddell property as an issue that would cause it to veto the amendments.

**Council Direction/Questions:** Councilmembers asked what the existing density is on the Waddell property.

The existing zoning for the Waddell property is RM 3.6 which allows 12 units/acre. The property size is 1.24 acres, so 15 units are allowed with additional units allowed at the rates described in #3 above, when affordable housing units are provided.

There are currently 24 units on the site and the existing Zoning Code provision for nonconforming density explained in #3 above would allow this number of units to be maintained or redeveloped.

The existing 24 units is equivalent to 19 units/acre.

**Council Direction:** Should the Waddell property have no density limit with a requirement for 10% affordable housing?

**5. Step backs Requirement**

PC and HCC Recommendation: The proposed zoning states: *Adjacent to NE 68 Street, 106<sup>th</sup> Avenue NE, 108<sup>th</sup> Avenue NE and 6<sup>th</sup> Street South and the Cross Kirkland Corridor (CKC), any portion of a structure greater than two stories in height must be stepped back from the façade below by an average of 15' with a minimum step back of 5'.*

*The Design Review Board is authorized to allow rooftop deck and/or garden structures within the step back area.*

Council Direction/Questions: Councilmembers asked whether there is a definition of "step back" and for an explanation of how this regulation would work

The step back requirement states that for building elevations adjacent to a street or the CKC, the 3<sup>rd</sup> story must be stepped back from the façade below (2<sup>nd</sup> story facade) a minimum of 5' with an average 15' step back.

Example: If half of the 3<sup>rd</sup> story is stepped back 5', the remaining half of the 3<sup>rd</sup> story must be stepped back 25', so that the average step back is 15'.

**Council Direction:** Include a definition of "step back" in the Zoning Code, in addition to the requirement in the Houghton/Everest Neighborhood Center zones. No further Council direction is needed at this time.

**6. Residential Suites**

See discussion in section III of the memo.

**7. 20,000 square foot grocery, pharmacy or hardware store requirement**

PC and HCC Recommendation: Structure height may be increased to 35' above ABE if;

- (1) The development includes a grocery store, hardware store, or drugstore containing at least 20,000 square feet of gross floor area.
- (2) The development is approved by the Design Review Board.

The plan includes public gathering places, community plazas and public art. At least one of these public areas must measure a minimum of 1500 square feet with a minimum width of 30'.

- (3) The commercial floor shall be a minimum of 13 feet in height.
- (4) Maximum allowed lot area per residential dwelling unit is 900 square feet.
- (5) Development shall comply with City approved green building standards.

- (6) If the project contains dwelling units, at least 10% of the units must be affordable per Chapter 112 of the Kirkland Zoning Code.

**Council Direction/Questions:** Councilmembers expressed concern that this requirement for one 20,000 square foot grocery store, hardware store or drugstore per development would allow a property owner to aggregate property on both sides of NE 68<sup>th</sup> Street and only develop one 20,000 square foot store. With the proposed regulation, the property owner could potentially develop one 20,000 square foot store and still be allowed to go to the 35' height limit on both sides of the street. Staff provided the following alternatives that would prevent this from happening.

**Alternatives to PC and HCC Recommendation:**

- A. Require at least one 20,000 square foot grocery store, hardware store, or drug store for each development of a specified size (e.g. 1 acre, 2 acres, etc.) in order to qualify for the 35' height allowance.

Size of existing sites:

- PCC site is 2.20 acres
- Corner site with Menchie's is .98 acres
- Met Market site is 4.34 acres
- Starbuck's site is .26 acres

- B. Only allow the 5' height bonus on the side of the street where a 20,000 square foot grocery store, hardware store or pharmacy are located.

Examples of existing stores sizes:

- Met Market – Existing store 28,136 square feet, company preferred size 35,000 square feet
- PCC – Existing store 12,000 square feet, company preferred size 25,000
- Bartell's – Existing store 8,200 square feet, company preferred size 12,000 square feet
- McLendon Hardware in Woodinville – Existing store 19,000 square feet

**Discussion:** The Council decided that one 20,000 square foot store should be required on the north side of 68<sup>th</sup> Street and two 20,000 square foot stores should be required on the south side of 68<sup>th</sup>.

Staff recommends that one of the stores on the south side of 68<sup>th</sup> Street be allowed to be 10,000 square feet since hardware stores and drug stores may not need to be as large as 20,000 square feet and the intent is not to have 3 grocery stores in the neighborhood center.

- **Council Direction:** Should one of the two required large stores on the south side of 68<sup>th</sup> Street be allowed to be a minimum of 10,000 square feet rather than 20,000 square feet?

**V. CITY COUNCIL - NEXT STEPS**

Return to City Council on December 12, 2017 for final action on the ordinances.

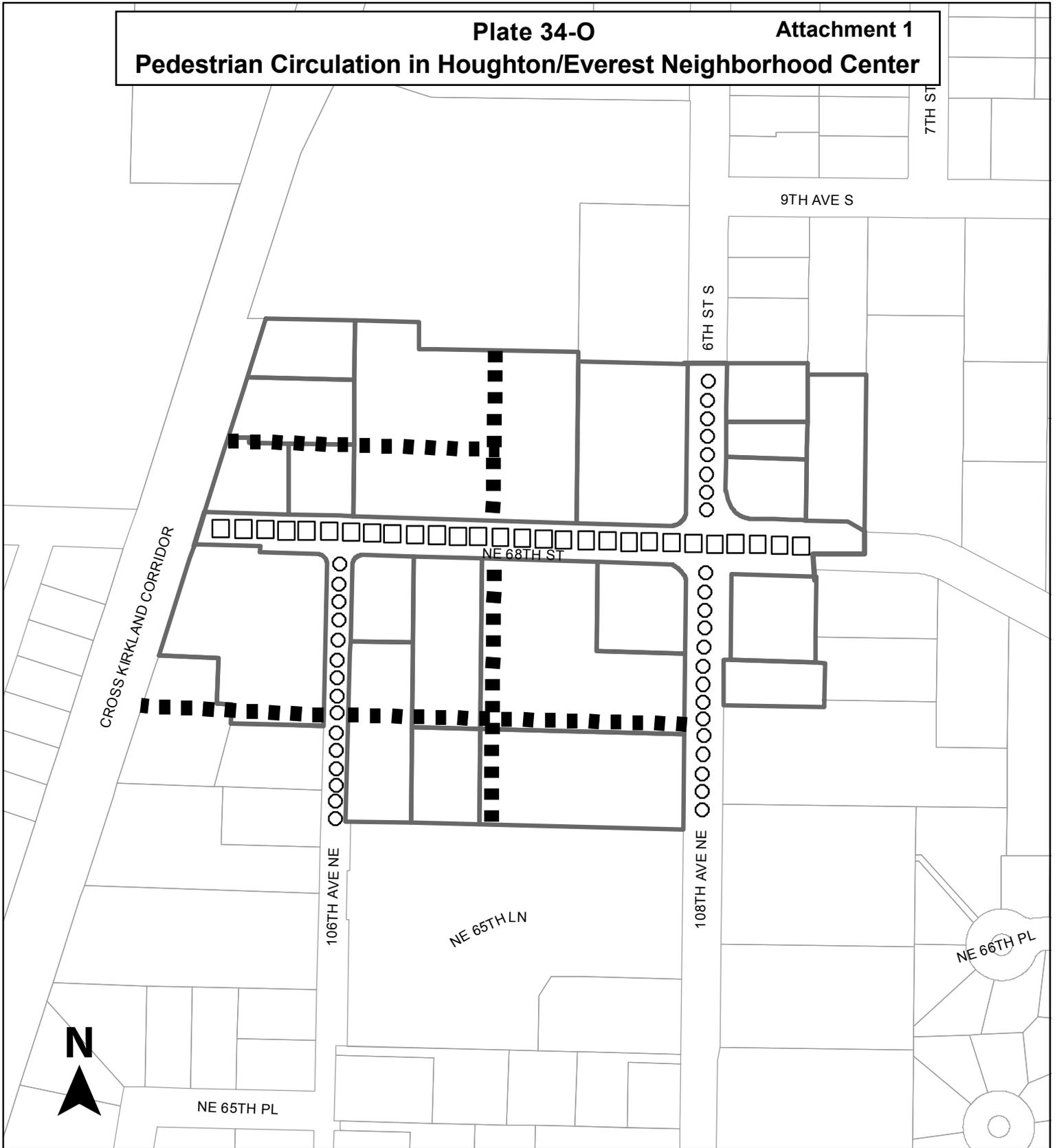
Present the amendments to the Houghton Community Council in January 2018 for final action following action by the City Council on the ordinances.

Attachments

1. Proposed Plate 34-O
2. Proposed Plate 34-P

cc: Planning Commission  
Houghton Community Council

**Plate 34-O** **Attachment 1**  
**Pedestrian Circulation in Houghton/Everest Neighborhood Center**

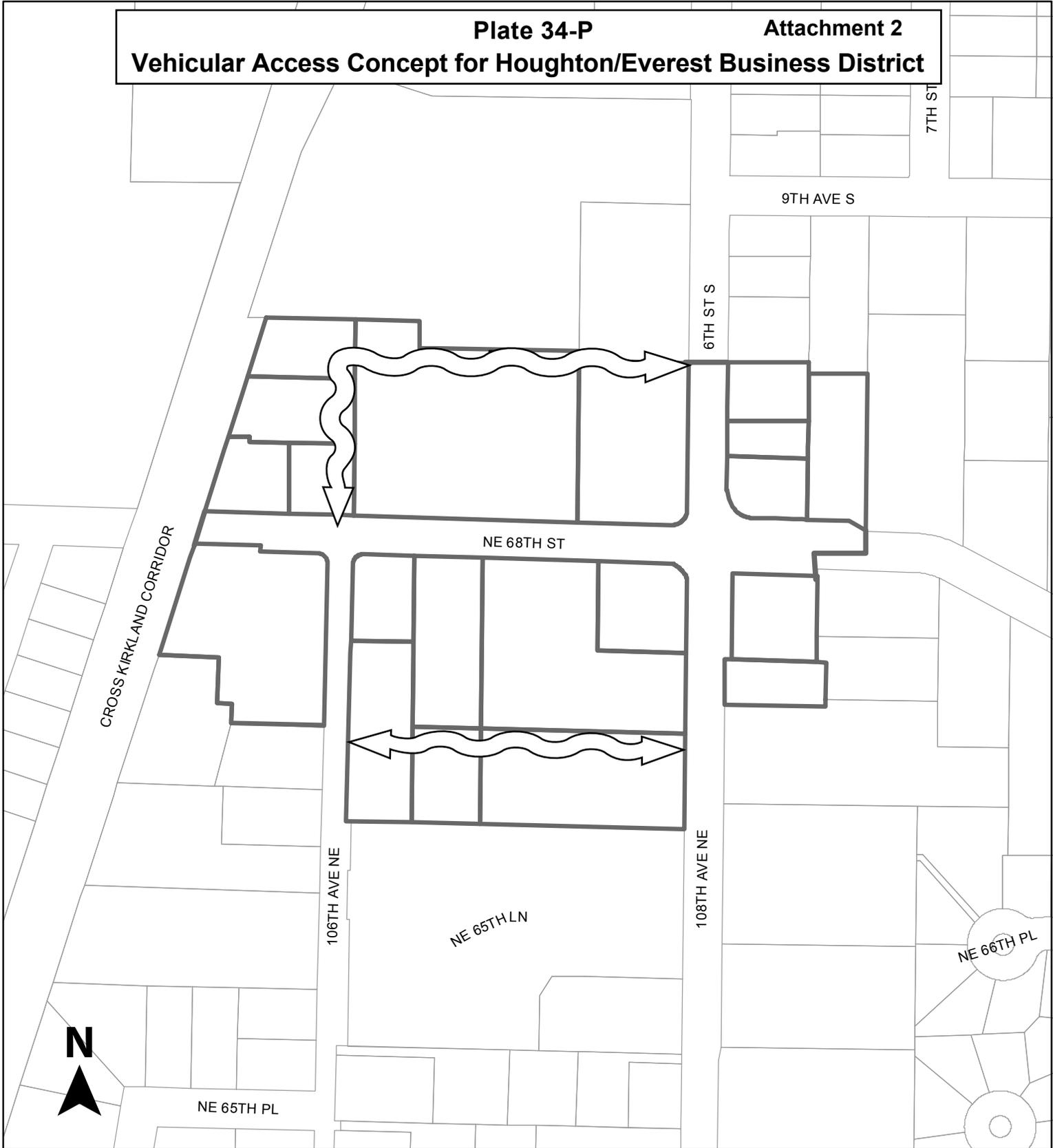


**14' SIDEWALK REQUIRED**

- Both sides of NE 68th Street
- East side of 106th Ave. NE
- West Side of 108th Ave NE
- West Side of 6th Street South

- ○ ○ ○ Major Ped Sidewalks
- □ □ □ Pedestrian-Oriented Street
- ■ ■ ■ Through-Block Pathway  
(Location Estimated)

**Plate 34-P** **Attachment 2**  
**Vehicular Access Concept for Houghton/Everest Business District**



**Consolidate driveways per ZC section 105.35**

 **Vehicular Access**  
(Location Estimated)