

CITY OF KIRKLAND

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**DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT
MEMORANDUM**

To: Houghton Community Council
Planning Commission

From: Dorian Collins, AICP, Senior Planner
Paul Stewart, AICP, Deputy Director

Date: February 16, 2011

Subject: SOUTH KIRKLAND PARK & RIDE – File ZON10-00014
CONTINUATION OF DISCUSSION ON DRAFT ZONING CODE AMENDMENTS
AND DESIGN GUIDELINES

RECOMMENDATION

Continue the discussion from the meeting on February 10th on the draft zoning code amendments and design guidelines (see [Materials Prepared for 2/10 Meeting](#)). Provide direction to staff on the questions proposed in this memorandum. Staff suggests the discussion begin with the draft zoning code amendments, followed by the continuation of the review of the proposed design guidelines.

Staff will revise the draft language according to the direction given, and present revised text to the Planning Commission and Houghton Community Council at the public hearing on March 24th.

BACKGROUND

The Planning Commission and Houghton Community Council began the discussion on draft proposed zoning regulations and design guidelines at the joint meeting on February 10th. At that time, the members of the Commission and Community Council also heard comments from the Transpo Group, regarding the traffic and parking assessment that has been prepared for transit-oriented development at the park and ride (see [Traffic and Parking Study](#)).

Direction from February 10th Meeting

Much of the discussion at the last meeting involved presentation, questions and clarification on elements of the draft regulations, design guidelines and traffic assessment. Specific direction to staff included:

- A vote from the Houghton Community Council in support of the Design Review Process for project review. There was considerable discussion on this topic however, and several members of the Houghton Community Council indicated concerns with choosing

this process rather than one that would involve additional review by the Community Council.

Staff suggests that the Houghton Community Council review the proposed design guidelines closely, and provide specific direction regarding design issues that should be addressed to ensure that members are comfortable with the approach for subsequent review by the Design Review Board.

- Direction to provide additional design guidelines to separate bicycle and pedestrian routes through the site.
- Direction to address bicycle parking and storage in design regulations.
- General support for the provisions for affordable housing contained in the draft zoning regulations. Discussion included support for exploring opportunities to clarify the objective that the majority of multifamily units included in the TOD be available at market rates. Staff and Arthur Sullivan (ARCH) agreed to seek ways to incorporate this language into amendments for the Multifamily Tax Exemption in the Municipal Code, and to ensure this objective is included in the Request for Proposals for future development.
- A general lack of support for including a separate use listing in the zoning regulations for an independent parking structure.

Design Guidelines – Revised

Attachment 1 contains the proposed design guidelines, with revisions to address the comments related to bicycle and pedestrian routes and bicycle parking and storage.

Draft Zoning Regulations and Discussion Questions

The draft zoning regulations presented in the staff memo for the last meeting are summarized below. The page numbers noted indicate the location of discussion on each topic in the staff memo for the February 10th meeting.

Staff requests that the Planning Commission and Houghton Community Council provide direction to staff on the questions that follow the summary of zoning changes.

Proposed Changes to Zoning

- Change to Zoning Map
 - Rezone from PO to YBD 1
- Creation of new Use Zone Chart for YBD 1 zone
- Retention of all uses permitted under current PO zoning for site
 - Change review process from “None” to “Design Review
 - Clarification in building height regulation
- Addition of two new uses:
 - Attached or stacked dwelling units
 - Independent structured parking (*initial direction from the HCC and PC indicates that this use listing would not be included in the Use Zone Chart*).

- Key elements in regulations:
 - Requires mixed use (page 9):
 - Ground floor requirements for commercial use
 - Residential density (page 6):
 - Limited by height and bulk (not density maximum)
 - Building height (page 6):
 - 53' maximum from average building elevation (about 5 stories)
 - Parking (page 7):
 - Evaluated on case-by-case basis
 - Minimum standards to be addressed in RFP (with City review and approval)

 - Size limitation for retail use (page 8)
 - 15,000 square foot maximum

 - Non-residential uses restricted to first two floors (page 8)

 - Commercial uses on ground floor (page 9)
 - Retail uses, and limited non-retail uses (schools, day-cares, etc.) required to occupy at least 50% of linear frontage along NE 38th Place

Discussion Questions

1. Is the proposed range of uses to be allowed at the site sufficient?
2. Is the proposed building height of 53' above average building elevation appropriate for TOD at the site?
3. Is the approach to regulating residential density through height and bulk restrictions acceptable?
4. Is the approach to regulating parking on a case-by-case basis acceptable? If not, should a minimum standard for residential parking be established in the Zoning Code? Alternatively, what assurances related to parking should the City ask be included in the RFP?
5. Should a special regulation be added to the Use Zone Chart that would specify that parking stalls provided for the multifamily units must be *in addition* to those provided for the park and ride?
6. Are the standards proposed for affordable housing acceptable?
7. Is the size limitation for retail uses appropriate?
8. Should non-residential uses be restricted to the first two floors of structures on site, as proposed?
9. Is the proposed approach to requiring retail and other listed uses on the ground floor of structures appropriate?

Remaining Discussion Questions

1. Should additional guidelines or regulations be developed to address any policies?

Schedule

The planned schedule for the project is included as Attachment 2. As was discussed at your last meeting, the schedule does not include additional study sessions for the Planning Commission or Houghton Community Council prior to the public hearing on March 24th. Under the current schedule, staff would present draft guidelines and regulations, revised to incorporate direction provided by the Commission and Community Council at the last meeting on February 10th and the meeting on February 22nd to the public at the community meeting scheduled for March 3rd.

- Do the Community Council and Planning Commission want to hold additional study sessions either before the next community meeting or the public hearing? If so, these meetings will be scheduled for later dates.
- Do the Community Council or Planning Commission have any suggestions regarding the approach to the community meeting?

Attachments

1. Draft Proposed Design Guidelines Matrix - REVISED
2. Project Schedule

cc: File
Planning Commission
Houghton Community Council
Central Houghton Advisory Group
Lakeview Neighborhood Advisory Group
Janice Coogan, City of Kirkland
Jon Regala, City of Kirkland
Arthur Sullivan, ARCH
Gary Prince, King County Department of Transportation, 201 S. Jackson Street, M/S
KSC-TR-0815, Seattle, WA 98104-3856

South Kirkland Park & Ride TOD Design Guideline Matrix

Existing Comprehensive Plan Policies	Proposed Design Guidelines ¹ - <i>Design Review Board Authority</i>	Proposed Zoning Regulations	Existing Zoning Regulations	Additional Guidelines Needed?	Specific Regulations Needed?
<p>1. <i>Ensure high quality building and design</i></p>	<ul style="list-style-type: none"> • Building materials should exhibit permanence. • Building materials and color should be selected to integrate with each other and complement architectural design. • Ornament and applied art should be integrated with the structures and the site environment and not haphazardly applied. • Emphasis should be placed on highlighting building features such as doors, windows, and eaves, and on the use of materials such as wood siding and ornamental masonry. Ornament may take the form of traditional or contemporary elements • Original artwork or hand-crafted details should be considered in special areas. 	<ul style="list-style-type: none"> • Require Design Review Board approval • A Master Sign Plan is required for signs on the subject property. 	<ul style="list-style-type: none"> • Design Review Board provisions in KZC Chapter 142 • Master Sign Plan provisions in KZC Chapter 100 		

¹ Proposed guidelines may address more than one policy.

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<p>2. <i>Ensure that regulations support appropriate building scale and massing throughout the site, produce buildings that exhibit high quality design and incorporate pedestrian features and amenities that contribute to a livable urban village character for the TOD.</i></p>	<p><i>Building Scale & Massing</i></p> <ul style="list-style-type: none"> • Large window areas should be avoided. Instead smaller window units should be used to achieve human scale. • Above the street level, buildings above the 2nd story should use upper story step backs to create receding building forms as building height increases to maintain human scale. A rigid stair step of “wedding cake” approach to upper story step backs is not appropriate. • Decks and/or balconies should be designed so that they do not significantly increase the apparent mass of the building. • The final arrangement of building mass should be placed in context with existing and/or planned improvements, gateway features, location of plazas and open space, and orientation with the public realm. • Building facades should be well modulated to avoid blank walls and provide architectural interest. • Landscaping should be used to provide visual interest and help soften building form at appropriate locations, including upper level terraces. • To help moderate the vertical scale of buildings, buildings should 	<ul style="list-style-type: none"> • Limit size of any retail establishment to 15,000 sq. ft. • Limit height to 53’ above average building elevation • Require limited types of street level uses which include retail and restaurant uses • <u>Allow for decorative parapets and peaked roofs to extend above the height limit</u> • <u>Create new Plate 34L which shows pedestrian connections in the YBD and future connection to Eastside Rail Corridor</u> 	<ul style="list-style-type: none"> • <u>Various provisions in KZC Section 105.18 – Pedestrian Access</u> <ul style="list-style-type: none"> o <u>Pedestrian access from buildings to sidewalks and transit facilities</u> o <u>Pedestrian access between uses on subject property</u> o <u>Pedestrian connections between properties</u> o <u>Pedestrian access through parking areas</u> o <u>Pedestrian access through parking garages</u> o <u>Overhead weather protection</u> • Various provisions in KZC 110.19 – Public Pedestrian Walkways • <u>KZC 105.32 – Bicycle Parking</u> <ul style="list-style-type: none"> o <u>Ratio of 1 bicycle space for each 12 required motor vehicle spaces. Planning official may modify this requirement based on development size and anticipated pedestrian and bicycle activity.</u> o <u>Contains requirements for bike racks or enclosed storage container locations.</u> • <u>115.142 Transit Shelters and Centers, Public.</u> 		

Existing Comprehensive Plan Policies	Proposed Design Guidelines ¹ - <i>Design Review Board Authority</i>	Proposed Zoning Regulations	Existing Zoning Regulations	Additional Guidelines Needed?	Specific Regulations Needed?
	<p>incorporate design techniques which clearly define the building's top, middle, and bottom.</p> <p>Examples include using a sloped roof and strong eave lines to help define the top; using windows, balconies, and material changes to define a building's middle; and pedestrian-oriented storefronts, awnings, and use of 'earth' materials such as concrete and stone to help define the building's bottom.</p> <ul style="list-style-type: none"> • Vertical building modulation should be used to add variety avoiding monotonous design and to make large buildings appear to be an aggregation of smaller buildings. • Horizontal building modulation should be used to reduce the perceived mass of a building and to provide continuity at the ground level of large building complexes. Building design should incorporate strong pedestrian-oriented elements at the ground level and distinctive roof treatments. <p><i>High Quality Design</i></p> <p>See Policy #1</p> <p><i>Pedestrian Features & Amenities</i></p> <ul style="list-style-type: none"> • Pedestrian walkways should be placed throughout the site to allow for efficient access between the residential, commercial, transit center uses, and adjacent streets. The walkways should be situated to 		<p><u>Public transit shelters and centers are allowed in all zones and shall not exceed 15 feet above average building elevation in low density zones. The public transit shelters and centers must not unreasonably impede pedestrian movement or create traffic safety problems. Transit route and information signs and markers may be installed. One hundred percent lot coverage is allowed. There are no specific requirements for review process, minimum lot size, minimum required yards, landscaping, or parking for this use.</u></p>		

Existing Comprehensive Plan Policies	Proposed Design Guidelines ¹ - <i>Design Review Board Authority</i>	Proposed Zoning Regulations	Existing Zoning Regulations	Additional Guidelines Needed?	Specific Regulations Needed?
	<p>minimize walking distance from the public sidewalk and transit facilities to building entrances.</p> <ul style="list-style-type: none"> • Pedestrian and bicycle connections should be well-defined and safe. • Pedestrian connections should be provided to adjacent properties to allow for efficient access to the transit facilities and commercial uses. • Landscaping should be used to help define and provide visual interest along pedestrian walkways. • Convenient and safe pedestrian areas should be designed in centralized locations to accommodate transit users. • Lighting should be provided to walkways and sidewalks through building mounted light and canopy or awning mounted lights. • Low level lighting in the form of bollards or similar style of lighting should be encouraged along pedestrian pathways not adjacent to buildings. • Vehicular (car and bus) circulation should not conflict with bicycle and pedestrian circulation throughout the site. • Safe crossing locations for pedestrians should be provided. 				

Existing Comprehensive Plan Policies	Proposed Design Guidelines ¹ - <i>Design Review Board Authority</i>	Proposed Zoning Regulations	Existing Zoning Regulations	Additional Guidelines Needed?	Specific Regulations Needed?
<p>3. <i>Provide guidance for the streetscapes along NE 38th Place and 108th Avenue NE to ensure buildings do not turn their backs on the streets and development provides a welcoming and attractive presence at this gateway to Kirkland.</i></p>	<p>Streetscape</p> <ul style="list-style-type: none"> • Street trees species should be selected and spaced to allow for visual continuity along NE 38th Place, buffer pedestrians from the street, and provide visibility of ground floor retail uses. • Buildings should be oriented towards the street when located along NE 38th Place. • Design elements such as multiple storefronts, pedestrian-oriented signs, exterior light fixtures, glazing, landscaping, and awnings should be utilized to add human scale and interest at the street level. • Ground floor spaces along NE 38th Place should be transparent with windows of clear vision glass beginning no higher than 2' above grade to at least 10' above grade. Windows should extend across, at a minimum, 75% of the façade length. Continuous window walls should be avoided by providing architectural building treatments, mullions, building modulation, entry doors, and/or columns at appropriate intervals. • Varied window treatments should be encouraged. Architectural detailing at window jambs, sills, and heads should be emphasized. Use of ribbon windows should be avoided. 	<ul style="list-style-type: none"> • Identify NE 38th Place as a Major Pedestrian Sidewalk area 	<ul style="list-style-type: none"> • 110.52 - Sidewalks and Other Public Improvements in Design Districts • KZC 110.60.11 - Entry or Gateway Features in Design Districts – In Design Districts, if the Comprehensive Plan or Design Guidelines designate the subject property for an entry or gateway feature, then the applicant shall design and install an entry feature area on the subject property. The size of the entry feature area shall be at least 100 square feet, and may include landscaping, art, signage or lighting. The design shall be reviewed by the City and decided upon as part of the Design Review for the proposed development. The applicant shall provide an easement or dedication of property surrounding the entry feature. 		

Existing Comprehensive Plan Policies	Proposed Design Guidelines ¹ - <i>Design Review Board Authority</i>	Proposed Zoning Regulations	Existing Zoning Regulations	Additional Guidelines Needed?	Specific Regulations Needed?
	<ul style="list-style-type: none"> • A street wall is a wall or portion of a wall of a building facing a street. Continuous street walls should incorporate vertical and horizontal modulations into the building form. • Along pedestrian oriented streets, upper story building facades should be stepped back to provide enough space for decks, balconies, and other activities overlooking the street. • Awnings or canopies should be required on facades adjoining sidewalks. Blank walls should be avoided near sidewalks, open spaces, and pedestrian areas. • Blank walls should not be visible from the street or sidewalk. Where blank walls are unavoidable, they should be treated with landscaping, art, or other architectural treatments. <p><i>Gateway</i></p> <ul style="list-style-type: none"> • A gateway is an urban design feature that signifies a sense of place and arrival into a city or neighborhood. A gateway should be designed in the location shown in the Comprehensive Plan. • The design of the gateway should include a combination of landscaping, architectural features, and artwork which: <ul style="list-style-type: none"> ○ Establishes a landmark that reflects the TOD elements of the site 				

Existing Comprehensive Plan Policies	Proposed Design Guidelines ¹ - Design Review Board Authority	Proposed Zoning Regulations	Existing Zoning Regulations	Additional Guidelines Needed?	Specific Regulations Needed?
	<ul style="list-style-type: none"> ○ Reinforces NE 38th Place and 108th Avenue NE as a focal point ○ Transitions between Kirkland and Bellevue and the Yarrow Bay Business District to the west 				
<p>4. <i>Protect the vegetative buffers and significant trees along the site's eastern and southeastern borders through development standards.</i></p>	None Proposed		<ul style="list-style-type: none"> ● Tree retention standards in KZC Section 95.30 		
<p>5. <i>Minimize the visual impacts of parking facilities from adjacent rights-of-ways.</i></p>	<ul style="list-style-type: none"> ● Parking areas should not be located between NE 38th Place and buildings. ● Access driveways to parking areas should be minimized. ● Parking lots should be designed to provide for clear vehicular and pedestrian circulation and be well organized. ● Screening and landscaping should be used to reduce the visual impact of parking lots <u>and/or parking structures</u> to the surrounding neighborhood. ● Intervening uses, artwork, building setbacks, and/or dense landscaping should be used to reduce the visual impact of parking structures along streets. Portions of parking structures visible from the street should be designed to complement neighboring buildings. 	<ul style="list-style-type: none"> ● Minimum 10' setback for parking structures along NE 38th Place ● Add regulation to KZC 105.58 – Location of Parking Areas Specific to Design Districts 	<ul style="list-style-type: none"> ● <u>KZC 95.44 – Internal Parking Lot Landscaping Requirements</u> ● KZC 95.45 – Perimeter Landscape Buffering for Driving and Parking Areas 		

Existing Comprehensive Plan Policies	Proposed Design Guidelines ¹ - <i>Design Review Board Authority</i>	Proposed Zoning Regulations	Existing Zoning Regulations	Additional Guidelines Needed?	Specific Regulations Needed?
<p>6. Foster the creation of vibrant and desirable living environment through the use of high quality design, public amenities, and open space.</p>	<p><i>High Quality Design</i> See Policy #1</p> <p><i>Public amenities and Open Space</i></p> <ul style="list-style-type: none"> • Public open space should be provided on the subject property which can be used by the general public, residents, and transit users. • Public open space should be open to the sky except where overhead weather protection is provided (e.g. canopies and awnings). The space should appear and function as public space rather than private space. • Public open space should be designed in close proximity to adjacent shops and contain outdoor dining/seating areas, art, water features, and/or landscaping while still allowing enough room for pedestrian flow. • A combination of lighting, access to sunlight, paving, landscaping, and seating should be used to enhance the pedestrian experience with the public open space. 	None Proposed	None		
<p>7. Promote sustainable development through support of green building practices at the Park and Ride.</p>	None Proposed	<ul style="list-style-type: none"> • Regulations to address sustainability in development are under study. A reference to these regulations t will be added. 	None		

Park & Ride TOD Public Meeting Schedule*

Date	Meeting	Topic/Action
December 13, 2010	Study: PC/HCC	Plan for public outreach and code amendments
January 20, 2011	Public Workshop	Input on concept
January 25, 2011	Public Workshop	Input on concept
February 10, 2011	Study: PC/HCC	Review draft regulations
February 22, 2011	Study: PC/HCC	Review draft regulations
Mar 3, 2011	Public Workshop	Input on draft regulations
March 24, 2011	Public Hearing: PC/HCC	Hearing on draft regulations. HCC to deliberate, begin to develop recommendation
April 14, 2011	Study: PC	Deliberation, develop recommendation
April 25, 2011	Study: HCC	Finalize recommendation
May 2011	City Council	Action on amendments
May/June 2011	HCC	Final action on amendments

* *Dates are tentative*