



MEMORANDUM

DATE: September 21, 2012

To: Houghton Community Council

FROM: Jeremy McMahan, Planning Supervisor

SUBJECT: Upcoming Comprehensive Plan Amendments Related to Commercial Codes & Plans, File No. ZON11-00042

RECOMMENDATION

Review information on potential Comprehensive Plan amendments that fall within the jurisdiction of the Houghton Community Council. No direction is being sought at this time.

The amendments will be reviewed in detail and discussed with the Planning Commission at the joint meeting of October 25th and subsequently reviewed by the Community Council as part of the package of 2012 annual Comprehensive Plan amendments.

BACKGROUND

The Planning Commission has been working on a package of amendments to the Kirkland Zoning Code related to clarifying and improving commercial regulations since October, 2011. No zones within Houghton Community Council (HCC) jurisdiction are included in the amendments. The City Council extended a moratorium on development in BN zones (none in Houghton jurisdiction) in January, 2012 and asked the Commission to expand their scope accordingly. In May, 2012, the City Council reviewed the Commission's initial direction and asked that it be expanded to additionally consider certain amendments to the Comprehensive Plan.

In response, the Planning Commission is recommending the following Comprehensive Plan amendments related to "Residential Markets" (see Attachment 1):

- Delete Residential Market reference to Super 24 site (Lakeview Neighborhood, within HCC jurisdiction)
- Expand Residential Markets to include other neighborhood business zones (none within HCC jurisdiction)
- Amend definition of Residential Market
- Clarify policy (LU-5.9) related to other markets in residential areas

The Commission's goal with the Residential Market amendments is to provide policy consistency between neighborhood business districts. None of the neighborhood business districts fall within HCC jurisdiction. However, because the Figure LU-2 in the Comprehensive Plan indicates that the Super 24

site in the Lakeview Neighborhood is a Residential Market, any changes to the definition fall within Houghton Community Council jurisdiction. However, because the Super 24 site is the only residential zoned area indicated as a Residential Market, the Commission is also recommending that the reference to that area as a Residential Market be deleted. Because the policy guidance for commercial use of that site is covered in the recently amended Lakeview Neighborhood Plan (see Attachment 2), the Commission does not believe that are any regulatory implications of removing the Residential Market designation. Note that because the Super 24 site is zoned RM 3.6 rather than commercial, any redevelopment that includes commercial use would be required to be reviewed through a public hearing process and subject to the strict limits of the RM zoning.

Attachments

1. Draft Comprehensive Plan Amendments
2. Lakeview Neighborhood Plan Excerpts

VI. LAND USE

identified. In the Land Use Element, the general notion of protection of community character is promoted. However, this Element also acknowledges that the community will be growing and that a balance must be struck between providing more housing units and preserving the neighborhoods as they are today.

Several of the most important housing issues – affordability, special needs housing, and accessory units – are not addressed in this Element. They are discussed, instead, in the Housing Element.

Goal LU-4: Protect and enhance the character, quality, and function of existing residential neighborhoods while accommodating the City's growth targets.

Policy LU-4.1: Maintain and enhance Kirkland's single-family residential character.

The community vision, as described in the Vision Statement of this Plan, is that Kirkland's residential areas are diverse with a variety of housing choices including single-family detached, attached, stacked, cottage, carriage styles and accessory dwelling units.

Policy LU-4.2: Locate the most dense residential areas close to shops and services and transportation hubs.

Denser residential areas such as apartments and condominiums should continue to be sited close to or within commercial areas and transportation hubs to increase the viability of the multimodal transportation system.

Policy LU-4.3: Continue to allow for new residential growth throughout the community, consistent with the basic pattern of land use in the City.

Although the Land Use Element states that opportunities for new housing units should be dispersed throughout the community, significantly greater densities are not targeted for low-density neighborhoods. Instead, infill development is expected in these areas based on availability of developable land, while higher densities are clustered near existing commercial areas.

Policy LU-4.4: Consider neighborhood character and integrity when determining the extent and type of land use changes.

Protection of community character is a theme woven throughout the Land Use Element. Community character is most clearly expressed through the Neighborhood Plans. It is the intent of this policy to direct specific consideration of the unique characteristics of neighborhoods, as described in the Neighborhood Plans, before committing to major area-wide residential land use changes.

COMMERCIAL LAND USES

Commercial land uses are a critical part of the Kirkland community. They provide shopping and service opportunities for Kirkland residents, and also create employment within the City. The tax revenues generated by business help fund the capital facilities and public services that residents enjoy.

In return, the quality of life in the City's neighborhoods provides a main attraction for both businesses and their patrons. The proximity to Lake Washington, the fine system of parks, the availability of a regional medical center with good medical care, top notch educational facilities, the environmental ethic of the community, and quality infrastructure attract outsiders to Kirkland and make the City a good place to do business – for employers, employees, and customers.

Problems that the community faces – traffic congestion, particularly – create concerns for commercial land uses. Ease of transporting goods and adequate parking are especially important. An underlying premise of the Land Use Element, expressed in the Vision Statement, is that, in the future, residents of the City will not drive as much as they do presently to minimize traffic congestion and reduce parking needs. To that end, the Element attempts to promote commercial land use patterns that support alternative transportation modes and locate housing in commercial areas where appropriate.

Along with the need to provide new housing units for future residents, the City will need to designate adequate land area for commercial uses, some of which

VI. LAND USE

may employ Kirkland residents. If the opportunity for local employment is increased, the high proportion of residents who work outside the community may be reduced. This in turn would ease traffic congestion by shortening commute trips and making other modes of travel to work more feasible.

Currently, a hierarchy of “commercial development areas” exists in the City, based primarily on size and relationship to the regional market and transportation system (see Figure LU-2: Commercial Areas).

Some of Kirkland’s commercial areas serve primarily the surrounding neighborhood; others have a subregional or regional draw. Most of the larger commercial areas are centered around major intersections. They depend on principal arterials, the freeway, or the railroad for goods transport and for bringing in workers or customers. Smaller commercial areas, Neighborhood Centers, for example, have a more localized draw. Residents depend on their neighborhood grocery store, dry cleaners, bank, etc., for everyday needs.

The Land Use Element provides general direction for development standards in commercial areas and describes the future of specific commercial areas in Kirkland. The following terms are used in the discussion of commercial land uses:

Urban Center

An Urban Center is a regionally significant concentration of employment and housing, with direct service by high-capacity transit and a wide range of land uses, such as retail, recreational, public facilities, parks and open space. An Urban Center has a mix of uses and densities to efficiently support transit as part of the regional high-capacity transit system.

Activity Area

An Activity Area is an area of moderate commercial and residential concentration that functions as a focal point for the community and is served by a transit center.

Business District

A Business District is an area that serves the subregional market, as well as the local community. These districts vary in uses and intensities and may include office, retail, restaurants, housing, hotels and service businesses.

Neighborhood Center

A Neighborhood Center is an area of commercial activity dispensing commodities primarily to the neighborhood. A supermarket may be a major tenant; other stores may include a drug store, variety, hardware, barber, beauty shop, laundry, dry cleaning, and other local retail enterprises. These centers provide facilities to serve the everyday needs of the neighborhood. Residential uses may be located on upper stories of commercial buildings in the center.

Residential Market

A residential market is an individual store or ~~very~~ small, mixed-use building/center focused on local pedestrian traffic. Residential scale and design are critical to integrate these uses into the residential area. Uses may include corner grocery stores, small service businesses (social service outlets, daycares), laundromats, and small coffee shops or community gathering places.

Light Industrial/High Technology Area

A Light Industrial/High Technology area serves both the local and regional markets and may include office, light manufacturing, high technology, wholesale trade, storage facilities and limited retail.

Residential uses may be located above or behind commercial uses in the center, at densities specified in the applicable neighborhood plan.

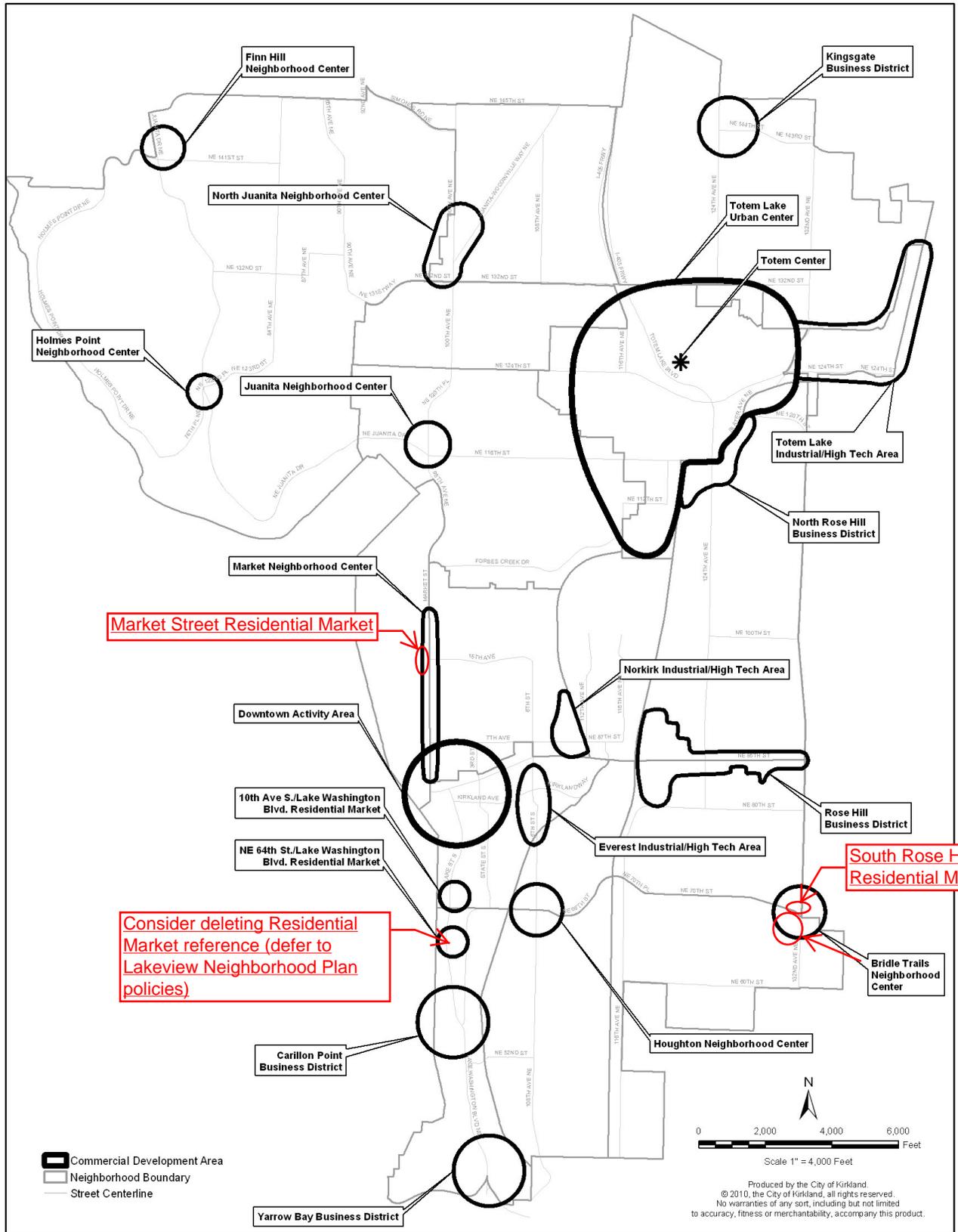


Figure LU-2: Commercial Areas

VI. LAND USE

Goal LU-5: *Plan for a hierarchy of commercial development areas serving neighborhood, community, and/or regional needs.*

Policy LU-5.1: *Reflect the following principles in development standards and land use plans for commercial areas:*

Urban Design

- ◆ *Create lively and attractive districts with a human scale.*
- ◆ *Support a mix of retail, office, and residential uses in multistory structures.*
- ◆ *Create effective transitions between commercial area and surrounding residential neighborhood.*
- ◆ *Protect residential areas from excessive noise, exterior lighting, glare, visual nuisances, and other conditions which detract from the quality of the living environment.*

Access

- ◆ *Encourage multimodal transportation options, especially during peak traffic periods.*
- ◆ *Promote an intensity and density of land uses sufficient to support effective transit and pedestrian activity.*
- ◆ *Promote a street pattern that provides through connections, pedestrian accessibility and vehicular access.*
- ◆ *Encourage pedestrian travel to and within the commercial area by providing:*
 - *Safe and attractive walkways;*
 - *Close groupings of stores and offices;*
 - *Structured and underground parking to reduce walking distances and provide overhead weather protection; and*

- *Placement of off-street surface parking to the back or to the side of buildings to maximize pedestrian access from the sidewalk(s).*

- ◆ *Promote non-SOV travel by reducing total parking area where transit service is frequent.*

Each commercial area has its own unique attributes, although generalized development guidelines which work to preserve community character and support a multimodal transportation system are described in the above policies. Particular emphasis is placed on improving pedestrian accessibility in commercial areas.

These policies recognize that urban design is important, and that well-designed commercial areas, in partnership with Kirkland's residential neighborhoods, will project a positive community image.

Good urban commercial design complements and enhances adjacent residential areas.

Policy LU-5.2: *Maintain and strengthen existing commercial areas by focusing economic development within them and establishing development guidelines.*

The intent of this policy is that future economic development be concentrated in existing commercial areas. This concentration can help to maintain and strengthen these areas and also promote orderly and efficient growth that minimizes impacts and service expansion costs. Concentration also allows businesses to benefit from proximity to each other.

Intensification, rather than expansion of the boundaries of existing commercial areas into surrounding residential neighborhoods, is desirable. Infilling is preferred, particularly when it would create a denser pattern of development that is focused less on the private automobile and more on the opportunity for multiple transportation modes. Redevelopment may also provide new opportunities, especially in commercial areas where the community vision has changed over time.

VI. LAND USE

LU-5.8: *Promote development within the Bridle Trails, Houghton, and Juanita Neighborhood Centers that becomes part of the neighborhood in the way it looks and in the functions it serves.*

Neighborhood centers provide services to surrounding residential neighborhoods so that residents may shop close to home. They also may function as the focal point for a community. Because of these important ties to their neighborhood, neighborhood centers should develop in ways that provide goods and services needed by the local residents, enhance physical connections to the surrounding neighborhoods, foster good will and provide an opportunity for people to mingle and converse.

Policy LU-5.9: ~~Allow residential markets,~~ subject to the following development and design standards:

- ◆ *Locate small-scale neighborhood retail and personal services where local economic demand and local citizen acceptance are demonstrated.*
- ◆ *Provide the minimum amount of off-street parking necessary to serve market customers.*
- ◆ *Ensure that building design is compatible with the neighborhood in size, scale, and character.*

The intent of this policy is to permit small individual stores or service businesses in residential areas on a case-by-case basis. These businesses should cater to nearby residents, be oriented to pedestrian traffic, and require very little customer parking. They should be designed and located in a manner that is compatible with adjacent residences and that will not encourage the spread of commercial uses into residential areas. They should be located where local economic demand and neighborhood acceptance can be demonstrated.

Goal LU-6: *Provide opportunities for a variety of employment.*

Policy LU-6.1: *Provide opportunities for light industrial and high technology uses.*



405 Corporate Center

Allow small markets in residential areas where identified in the neighborhood plan

While Kirkland is not interested in recruiting heavy industry, the City is supportive of existing industrial enterprises and wants to encourage new high-technology businesses to locate here.

Policies that encourage residential and retail encroachment in industrial areas drive up the cost of land and promote conflicts which may force displacement of industrial operations. The strategy in the Land Use Element is to maintain industrial uses, while acknowledging that, in some parts of the City, industrial lands may be considered for conversion to other land uses.

Recognizing that each industrial area in the City has its own distinct character, the range of uses may vary between districts and may include some nonindustrial uses. Factors which should be taken into account when determining appropriate land uses include existing uses, surrounding uses, the local transportation system, and the effect on maintenance of primary jobs in the local job market.

APPENDIX B – GLOSSARY

within a region containing one or more counties which have common transportation interests, such as the Puget Sound Regional Council.

Residential Markets: Individual stores or very small, mixed-use buildings/centers focused on local pedestrian traffic. Residential scale and design are critical to integrate these uses into the residential area.

Right-of-Way: Land in which the State, a county, or a municipality owns the fee simple title or has an easement dedicated or required for a transportation or utility use.

Runoff: The overland or subsurface flow of water.

Sanitary Sewer Systems: All facilities, including approved on-site disposal facilities, used in the collection, transmission, storage, treatment, or discharge of any waterborne waste, whether domestic in origin or a combination of domestic, commercial, or industrial waste.

Sensitive Areas: Wetlands, streams, lakes, excluding Lake Washington, and frequently flooded areas.

Shorelines: Lake Washington, its underlying land, associated wetlands, those lands extending landward 200 feet from its OHWM and critical area buffers within 200 feet of the OHWM. These are lands within state shorelines jurisdiction, pursuant to RCW 90.58.030.

Single-Family: Residential use of land where dwelling units provide shelter and living accommodations for one family.

Single-Room Occupancy (SRO) Hotels: Typically a small room with a sink and a closet. Occupant shares bathroom, shower, and kitchen with other rooms.

Sustainable Building Practices: Various techniques to reduce construction and maintenance costs and to benefit the environment, such as using recycled building materials, reusing water and installing alternative heating and cooling systems.

Townhouse: Attached dwelling units (that is, having one or more walls in common) with each unit having its own exterior entrance.

Transit-Oriented Development (TOD): Development intended to maximize the use of transit.

Transportation Facilities: Includes capital facilities related to air, water, or land transportation.

Residential uses may be located above or behind commercial uses in the center, at densities specified in the applicable neighborhood plan.

Development Strategies
 ing travel behavior rather than at expanding the transportation network to meet travel demand. Such strategies can include the promotion of work-hour changes, ride-sharing and vanpooling options, transit flex passes, preferential parking for carpools, charge for parking, guaranteed ride home program, available showers and lockers and telecommuting.

Transportation System Management (TSM): Improvements that increase the capacity of the transportation network, but that do not include projects, such as adding additional lanes to streets. TSM strategies include, but are not limited to, signalization, channelization, and bus turnouts.

Urban Center: An area that has a regionally significant concentration of employment and housing, with direct service by high-capacity transit and a wide range of land uses, such as retail, recreational, public facilities, parks and open space. An Urban Center has a mix of uses and densities to efficiently support transit as part of the regional high-capacity transit system. An area must be designated by the King County Countywide Planning Policies to be an Urban Center.

Urban Growth: Refers to growth that makes intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of such land for the production of food, other agricultural products, or fiber, or the extraction of mineral resources. When allowed to spread over wide areas, urban growth typically requires urban governmental services. “Characterized by urban growth” refers to land hav-

XV.A. LAKEVIEW NEIGHBORHOOD

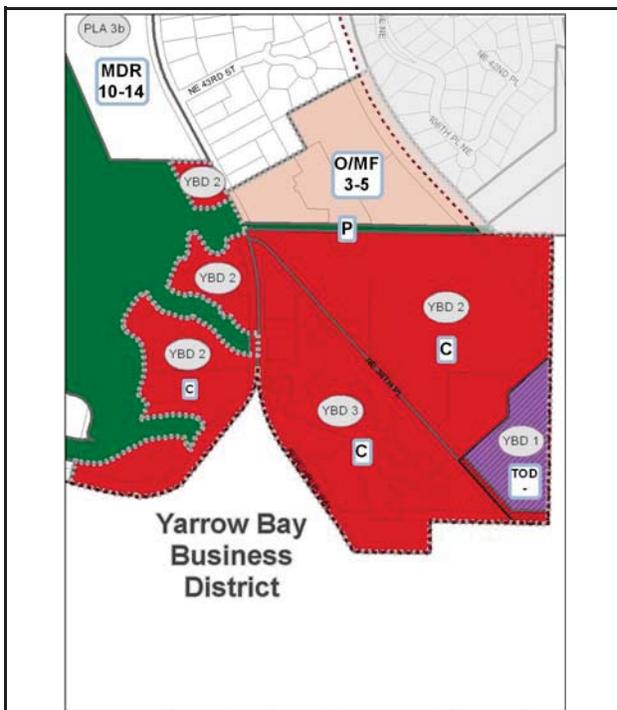
ing on surrounding streets should be monitored to ensure access to parks and businesses.

Policy L-7.4: Limit commercial activities north of NE 64th Street east of Lake Washington Boulevard.

A convenience commercial grocery store located on Lake Washington Boulevard and NE 64th Street serves a localized need by providing limited grocery service to the surrounding residential neighborhood. Limited neighborhood commercial uses should be allowed to remain at this site and improvements should be encouraged to enhance its compatibility with surrounding residential uses and the scenic character of Lake Washington Boulevard. No further development of retail commercial facilities in this residential area should be permitted.

YARROW BAY BUSINESS DISTRICT

The Yarrow Bay Business District serves as an employment center containing corporate headquarters, large office complexes, restaurants, a motel, schools, and convenience services for local office workers and freeway travelers along SR 520. The Business District is divided into subareas primarily because of differences in topography and maximum building height.



Goal L-8: Promote the vitality of the Yarrow Bay Business District as a coordinated, mixed use district.

The policies in this section are intended to support and strengthen the business district to evolve into a greater mix of retail, office, services, and housing to provide a more vibrant commercial district with greater pedestrian orientation and connections to transit facilities. Focus will be on integration of businesses and residents with a potential redevelopment of the area into a mixed use transit-oriented district.

Due to the availability of adequate public services, easy access to major arterials, the freeway, and the overall compatibility with adjacent land uses, the predominate use should be devoted to commercial activities. Retail uses may be included as part of office structures but not as stand-alone large structures. Incorporating residential uses with commercial development would strengthen the area into a 24-hour active community. All developments should include landscaping and other elements to enhance this interchange as a gateway to the City.

See also the Urban Design section regarding design policies for the Yarrow Bay Business District.

YARROW BAY BUSINESS DISTRICT 1 – YBD 1

The property containing the South Kirkland Park and Ride is about seven acres in size, with approximately equal portions of the site lying within the cities of Kirkland and Bellevue. The site is owned by King County, and currently developed as a park and ride with approximately 600 parking stalls and a transit facility. The site is generally level, but has a steep slope along the eastern and southeastern boundaries within the city of Bellevue section of the site. Tall trees and heavy vegetation are present within the hillside areas.

King County has identified the South Kirkland Park and Ride as a potential site for transit-oriented development (TOD) for several years. Affordable housing is generally included in King County TOD projects, and is anticipated to be a significant component of future residential development at the South Kirkland

