



CITY OF KIRKLAND
Planning and Community Development Department
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MEMORANDUM

Date: September 17, 2008

To: Planning Commission

From: Dorian Collins, Project Planner
Paul Stewart, Deputy Director

Subject: **SOUTH KIRKLAND PARK & RIDE CITY-INITIATED COMPREHENSIVE PLAN AMENDMENT (FILE ZON08-00002)**

RECOMMENDATION

Review the proposed draft text and maps discussed in this memo, along with the comments provided by the Houghton Community Council, citizens at the meeting of the Community Council on September 9th and written comments received to date. Provide direction to staff for revised amendments to be drafted for consideration at a public hearing in October.

Staff recommends that the Comprehensive Plan amendments for the South Kirkland Park and Ride be fairly general in nature. Since half of the Park and Ride site is located within the City of Bellevue, coordination with Bellevue will be critical in the subsequent process of developing development standards and zoning for the site. Since the Bellevue City Council has opted to wait to move forward in the study of the Park and Ride until next year (see discussion on page 2), Kirkland Comprehensive Plan policies that will provide the general framework for future zoning will be desirable to enable this task to be undertaken next year. Staff suggests that the following key points be addressed in the Comprehensive Plan amendments at this time:

- ◆ Support for transit-oriented-development at the Park and Ride
- ◆ General objectives for affordable housing to be included in future development
- ◆ Provisions for a broader mix of uses, particularly residential use
- ◆ Identification of impacts to be addressed in future zoning (building massing, design, traffic, etc.)

Detailed study of specific provisions for building height, bulk, density and design would need to follow with the development standards (zoning) for the site. This process is expected to be completed in 2009.

At the meeting on September 25th, staff will provide a brief presentation, followed by comments from King County and Mithun Architects, who have done some preliminary work on site analysis.

INTRODUCTION

King County has identified the South Kirkland Park & Ride property (see Attachment 1) as a potential site for transit-oriented-development (TOD) for several years. The City of Kirkland has included exploration of this subject on the City's annual Planning Work Program for some time, and at its 2008 retreat, the Kirkland City Council established the creation of affordable housing at the Park & Ride as its highest-priority housing strategy. Specific direction with regard to objectives for mixed income affordability to be included in future development was also provided by the Council at that time.

The amendments under study would include changes to the text of the Lakeview Neighborhood Chapter of the Comprehensive Plan, the Lakeview Neighborhood Land Use Map and the Comprehensive Land Use Map for the entire city, to allow TOD at the South Kirkland Park & Ride site. The amendments will involve the consideration of a broader range of uses to be allowed on the property, and provide general direction regarding the key issues and scale of development at the site.

BACKGROUND

Status of City of Bellevue Comprehensive Plan Amendments/Implications for Kirkland

King County had been optimistic that both Kirkland and Bellevue would move forward with amendments to their Comprehensive Plans this year. However, after several months of considering requests for amendments to their Comprehensive Plan, the City of Bellevue voted on September 15th not to include the South Kirkland Park & Ride among those requests to be studied this year. At their meeting, the Bellevue Council indicated that the amendments would be studied next year, when City resources would be better equipped to take on the effort.

Since close coordination with the City of Bellevue will be necessary during Kirkland's process to amend the Zoning Code for the Park & Ride property, this decision of the Bellevue City Council will work well with Kirkland's schedule. Bellevue will develop their Comprehensive Plan and zoning amendments concurrently, so they will be working with the same issues regarding building height, design, density, impacts from development, etc. that Kirkland will need to address next year. There will also be opportunities to coordinate public involvement efforts, and to resolve aspects of development across jurisdictional lines, such as permitting, the provision of services to the site, and taxes.

HCC Meeting

The Houghton Community Council held a Courtesy Hearing on the amendments on September 9th. Three people spoke at the hearing, with comments ranging from concerns about increased security and traffic problems in the condominium neighborhood to the south in Bellevue, to a general comment regarding the absence of existing tall buildings in the area.

The Houghton Community Council provided comments to the questions posed by staff under “Issues for Discussion” beginning on page 4 of this memo. Comments and issues of concern to members of the Community Council are noted with each issue.

Park & Ride Tour

On July 22nd, several members from the City Council, Planning Commission and Houghton Community Council participated in a Park & Ride tour led by King County staff. First, the group visited the South Kirkland Park & Ride site, where we primarily discussed the elevation changes on the property, access issues, and the dense buffers of tall trees surrounding the site on the south and east. We also made note of the general location of the city-limit line between Kirkland and Bellevue.

The group next visited the Northgate North development and Park & Ride, and the transit-oriented-development project under construction by Lorig and Associates. A tour of the site including the buildings and area where a stream is being day-lighted was provided by the developer. This project was interesting, in that the site area is similar in size (7 acres) to the South Kirkland Park & Ride site. When development is completed, 20% of the units will be affordable to median income households (see Attachment 2 for information regarding King County’s TOD projects).

The last stop on the tour was the Village at Overlake Park & Ride/mixed use project. This development has been open since 2001. All of its 308 units are affordable to households earning 60% of median income. We toured the interior of the site where we saw the courtyards, daycare and play areas for site residents.

Initial Design and Market Analysis

Since the concept for TOD at the South Kirkland Park & Ride site includes residential development and possible incidental retail and/or office uses, King County has contracted with Mithun Architects for conceptual design assistance, and GVA Kidder Matthews for a preliminary retail market analysis. The work-to-date performed by these firms is summarized below.

- ◆ TOD Pre-Design Study/Site Analysis (Mithun)

Attachment 3 contains a “South Kirkland TOD Predesign Study”, prepared by Mithun Architects, which includes views of the site from a series of points along the site’s eastern (rail line), southeastern and south (108th Avenue NE) and western (NE 38th Place) boundaries. Sections are also included from many of these points which provide information regarding the height of trees and the elevation changes in these areas.

Page 5 of the analysis is particularly helpful. In this view, the existing elevation at the lowest point of the site is noted, at 90’. The highest point, at the rail line near the southeast corner, is shown to be 150’. Greater detail on the site’s topography can also be seen in Attachment 4 (10’ contour plan), which shows that the eastern edge of the BNSF right-of-way is about 10-20 feet higher than the elevation at the shared property line with the Park & Ride property, at 160-170’. The topography to the east falls slightly, with the nearest office development sitting at an elevation

about 10 feet below the rail line. After a slight drop beyond the offices, land generally continues to rise to the east, with the elevation at 111th Avenue NE directly east of the Park & Ride in Bellevue of about 50' above the site corner. (It should be noted also that all of this elevation change occurs within the City of Bellevue, since the portion of the site lying in Kirkland is very level). As can be seen on page 5 of the Mithun study, the existing trees along the site's eastern boundary are between 40-70 feet in height.

Representatives from Mithun will present this information to the Planning Commission at the upcoming meeting, and will be available to answer any questions that arise.

- ◆ Preliminary Retail Market Feasibility and Housing Analysis

Kirkland staff joined King County in a meeting with representatives from GVA Kidder Matthews to hear a report on their initial findings. Their study included a review of demographic information for the area, physical site analysis (constraints/opportunities), and retail development potential. They also evaluated the potential of the site for residential development that would include affordable housing.

Generally, their conclusions indicate that the site would support smaller retail uses and particularly those that are convenience-oriented. Preliminary conclusions regarding residential use are that the residential market for the site appears relatively strong, and that development could likely support a significant percentage of affordable units.

Issues for Discussion

The issues included in this section have either been discussed previously with the Planning Commission or were identified during a joint meeting between three members of the Houghton Community Council and the City Council Housing Committee in August. Many of the issues do not need to be resolved at this time with the Comprehensive Plan amendments. The policies contained in the Lakeview Neighborhood will provide general guidance and lend support to future Zoning Code amendments to be studied next year. The policies should be written in a way that will not result in inconsistencies with the direction Kirkland and Bellevue may take once Bellevue begins to study the site for Comprehensive Plan policy and zoning amendments in 2009.

The general direction from the Houghton Community Council on each of the issues is noted below. Staff's preliminary recommended map and text amendments are presented in the section that follows. Much of the direction from the Houghton Community Council has been incorporated into the draft text.

- ◆ *Affordability targets or objectives*

One of the primary reasons for the City's interest in a partnership with King County for TOD at the Park & Ride is to ensure development successfully blends a mix of housing types and incomes. At their retreat, the City Council directed staff to incorporate policies in the Comprehensive Plan that support development providing deep

affordability at the site, possibly in the range of 20-25% of the total housing to be affordable to households earning 60% or less of median income.

ARCH suggests that the Comprehensive Plan include the minimum objectives for affordable units (such as “a minimum of 20% of housing affordable to low-and/or moderate-income households”), and in addition, incorporate language that would support the future evaluation of proposals for development at the site based on the degree to which those proposals meet the City’s objectives (as expressed by the City Council at their retreat) regarding the level of affordability to be addressed. Under this approach, future proposals that include the use of public and other funding assistance might receive higher priority, in that they might provide a larger proportion of affordable units and/or a greater level of affordability.

HCC Response: The Community Council agreed with this general approach.

Does the Planning Commission agree, or have different ideas on this topic?

- ◆ *Building height maximums*

Preliminary site analysis (Attachment 3) indicates that the change in elevation on the site is about 60 feet from west to east. Existing trees appear to rise approximately 70 feet above the BNSF right-of-way.

Staff recommends that the Comprehensive Plan include the site’s topography and existing vegetative screening in a discussion of guidelines to be used for establishing building height maximums in subsequent zoning code changes.

HCC Response: The Community Council agreed that the Comprehensive Plan should make note of these factors. The group also discussed building massing for the site, and suggested that terracing, variation in building heights, and the use of multiple buildings on site should be used in development, possibly to create an “urban village” character for the site. The Community Council also indicated support for lower building heights along NE 38th Place and 108th Avenue NE.

Does the Planning Commission agree, or have additional or different ideas on this topic?

- ◆ *Site’s geographic location as a gateway to Kirkland, and design issues that may be important to address this role*

Staff recommends that the Comprehensive Plan address this issue in a general way, but that any specific design elements to be required be included in future zoning. Since the site’s southern and eastern edges lie within Bellevue, coordination with Bellevue will be important on this issue.

HCC Response: As discussed above, the Community Council supports the use of lower buildings along the site’s western and southern boundaries. They also discussed the concept of a “welcoming” gateway, presenting a “village” feel, and the possible use of landscaping to soften the appearance of development in this area.

Does the Planning Commission agree, or have additional or different ideas on this topic?

- ◆ *Design issues:*
 - Appearance of site development from the freeway
 - Building height and approach to height calculation
 - Massing of buildings
 - Quality of building design

Many of these elements are addressed in relation to other points as well. Staff recommends that general policy language be included in the Comprehensive Plan to provide support for subsequent zoning and design regulations.

HCC Response: The Community Council expressed concerns about building design and massing, as noted in the discussion of building height maximums, above.

Does the Planning Commission have any additional direction on these issues?

- ◆ *Density of development*

High residential densities may be necessary in development at the site to allow for the substantial construction costs for the expanded parking facilities and residential development, and to support the inclusion of a significant share of affordable units.

Staff recommends that the Comprehensive Plan not specify a density limit for development at the site. The City typically uses this approach in areas where mixed use and more intensive development are allowed (downtown, Totem Lake, Rose Hill Business District, Houghton shopping center, etc.).

HCC Response: Some members of the Community Council expressed concerns about the total number of units that could be built on the site (King County has estimated 400-500 units might be included in a TOD project here). Others expressed support for higher density, if it is needed to achieve the high levels of housing affordability desired for the site. The Community Council supported the designation of the site as multifamily, with no specified density maximum in the Comprehensive Plan

Does the Planning Commission have different or additional direction for staff?

◆ *Traffic impacts*

Traffic impacts from development will need to be mitigated and addressed by both Bellevue and King County. Staff recommends that the Comprehensive Plan include traffic impacts among those specifically identified to be addressed with future development.

HCC Response: The Community Council did express concerns about the amount of traffic that may be generated by more intensive development of the site, and impacts to the street network. Members asked that the Comprehensive Plan note that traffic impacts must be addressed with future development.

Does the Planning Commission have additional direction?

◆ *Additional uses, particularly retail, to serve site's residents and transit users*

Since the market for retail uses at the site may not be particularly strong, staff recommends that these uses be allowed and encouraged, but not mandated in future development. Staff would also recommend exploring the potential for a day-care center.

HCC Response: The Community Council agreed with this approach.

Does the Planning Commission support this approach?

◆ *Preservation of an option for future pedestrian connection to the BNSF corridor*

Staff recommends that the Comprehensive Plan support pedestrian connections to the BNSF corridor.

HCC Response: The Community Council agreed, and added that connections should be available to all types of users (bicycles, future users of bus or rail, etc.).

Does the Planning Commission support this approach?

◆ *Opportunities for sustainable/green development*

Staff recommends that the Comprehensive Plan contain policies to support implementing regulations that would require sustainable development.

HCC Response: The Community Council agreed with this approach.

Does the Planning Commission agree?

- ◆ *Responsibility for services (police and fire protection) to site split geographically between Kirkland and Bellevue, collection of tax revenue and permitting*

Members of the Houghton Community Council and City Council asked that staff investigate the approach that might be used to handle issues related to the property's split geographically between the Cities of Kirkland and Bellevue. The prospect of future development straddling the City-limit line puts into question the handling of tax revenue, permitting, and police and fire services to the site.

Police: Under informal agreement with the City of Bellevue, the Kirkland Police department is currently responsible for responding to all calls at the South Kirkland Park & Ride. Since this has required response to only a handful of car prowls and collisions each year, a representative from the Police department stated that he believes that the addition of several hundred housing units and additional uses would necessitate a more formal agreement with the City of Bellevue.

Fire: Staff is waiting for a response from the Fire Department on this issue.

Financial Issues: The City's Finance Department has researched the issue of tax revenue with the Department of Revenue. The DOR indicated that, at the most basic level, tax revenue would be based on the address of the business. However, there may be a need to split revenue in the event that a single business actually straddles the line. This may be a matter of negotiation between Bellevue and Kirkland. In terms of construction sales tax revenue, assuming the structure will cross the boundary between the parcels, Kirkland may need to negotiate an approach with the City of Bellevue.

Permitting: Although we have not had experience with a development being built within Kirkland and another jurisdiction, it is assumed that an approach to project review and permitting would need to be developed during the course of the study of zoning regulations for the property.

Staff recommends that the Comprehensive Plan call for coordination with the City of Bellevue on these issues.

HCC Response: The Community Council agreed with this approach.

Does the Planning Commission have additional direction for staff on this topic?

Existing Comprehensive Plan Policies Related to TOD

The current Comprehensive Plan Map (see Attachment 5) designates the South Kirkland Park & Ride for office use, and indicates the existence of a public facility on the site through an overlay of hatched lines. The land use map contained in the Lakeview Neighborhood Chapter of the Comprehensive Plan provides the same designation for the site. Several existing policies in the Comprehensive Plan address land use and development for the property:

Transportation Element, Policy T-3.1:

“Design transit facilities (stations, centers, park and rides, shelters, etc.) that are easily accessible from other modes of transportation, accommodating those with disabilities, and appealing to pedestrians, and that may contain residential, office, institutional and/or commercial uses where appropriate.”

Lakeview Neighborhood, Page XV.A-17:

“The Metro Park and Ride lot at the southern end of the Lakeview Neighborhood provides a valuable local and regional transportation function. Any future expansion of this facility should be carefully reviewed to minimize visual and traffic impacts on the surrounding area”.

Land Use Element, Policy LU 3.3:

“Consider housing, offices, shops and services at or near the park and ride lots.”

Text discussing this policy states that “Park and ride facilities provide a potential location for offices, shops, and services serving two sets of customers: nearby residents and transit riders. In addition, housing at these facilities supports transit use. However, the design of these facilities would have to be carefully considered to ensure protection of the surrounding neighborhood. The City should work with Metropolitan King County to develop standards for housing, offices, shops and services at these facilities.”

Policies T-3.1 and LU 3.3 indicate general support for a range of uses at a Park & Ride facility. Text in the Lakeview Neighborhood Chapter and Land Use Element points to the need for careful analysis of impacts if expansion is to be considered on the site.

Proposed Draft Comprehensive Plan Amendments

Map Amendments

Attachments 6 and 7 contain the proposed map amendments for the South Kirkland Park & Ride site. Attachment 6 is Figure LU-1, the Comprehensive Land Use Map, which indicates, geographically, where certain types of uses may be appropriate. Where mixed-use developments are allowed, the land use designation reflects the predominant use allowed in the area.

Since the proposed amendments for the site for Transit-Oriented-Development include a broader mix of uses than are currently allowed, with high density multifamily to be predominant, the

proposed amendments for LU-1 (Comprehensive Land Use Map, Attachment 6) and the Lakeview Neighborhood Land Use Map (Attachment 7) designate the area as “HDR” (High Density Residential). In mixed use areas where high density multifamily use is allowed such as the downtown, Totem Lake and other commercial areas, no residential density is specified. In these areas, zoning standards regulate through height, bulk and/or Floor Area Ratio (FAR), and residential density is not controlled independently. For the South Kirkland Park & Ride then, the maps would not indicate a specific maximum density for the area.

Finally, since the Park & Ride site is under a single ownership (King County) and anticipated to be developed in a master planned approach for the site, the proposed land use designation would be as a Planned Area. Kirkland’s Planned Areas are special zones which contain a property or properties with unique conditions that merit planning and zoning specific to the site. As the South Kirkland Park & Ride is the City’s first to be designated for TOD, the Planned Area approach to zoning is appropriate for this geographic area. The site would be designated “PLA 4”, since this is the first available in the City’s numbering system. When amendments to the Zoning Code and Zoning Map are studied next year, those changes would be to develop standards and zoning for the new PLA 4 zone.

Text Amendments

The Lakeview Neighborhood Chapter of the Comprehensive Plan (see Attachment 8) last had a major update in 1985. The format is somewhat different from that of the neighborhoods that have been updated more recently. Rather than presenting direction for the neighborhood in terms of goals and policies, objectives are presented in more descriptive narratives, without numbered goals and policies.

In order to remain relatively consistent with the existing format, staff proposes that the policy direction for the South Kirkland Park & Ride be presented in a similar layout, but written in a way that will be easily converted to the Goal/Policy format when the entire neighborhood is updated in the future.

The draft text presented in this section would be inserted on page XV.A-8 of the Lakeview Neighborhood Chapter, following the discussion of Planned Area 3, and preceding the discussion of Planned Area 15. At this time, proposed text discussing key goals and some policy direction is provided. Additional policies and narrative, explanatory text will be developed prior to the public hearing in October following direction on these key objectives from the Planning Commission.

Planned Area 4: South Kirkland Park & Ride

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 has been considered for every TOD project in King County to date, and is anticipated to be a significant component of future residential development at the South Kirkland site. The City of Kirkland has identified the concept of transit oriented development at the South Kirkland Park & Ride as a key affordable housing strategy. The City supports multifamily residential as the predominant use of the site, with a variety of incidental other uses to be allowed as well.

Ensure that transit-oriented-development provides for mixed-income housing, including 20%-25% of total units to be affordable to low and/or moderate income households.

- ◆ Development should strive to achieve deep affordability, through the use of as many funding sources as are necessary.

Work closely with the City of Bellevue to develop implementing regulations for coordinated development of the entire site.

- ◆ Establish standards for building height and mass that acknowledge site topography and existing vegetation as factors for consideration.

Create the opportunity for Transit-Oriented-Development at the site through the development of standards and regulations that support necessary densities.

Expand opportunities for retail development, incidental office development, and childcare facilities at the site to serve users of the Park and Ride, site residents and other visitors to the area.

Coordinate an approach for the review and approval of development proposals for the site with the City of Bellevue.

Foster the creation of a vibrant and desirable living environment through the use of high quality design, public amenities and open space.

Work with the City of Bellevue to develop and implement design standards for Planned Area 4.

- ◆ 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 village character for the TOD.
- ◆ 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.
- ◆ Protect the vegetative buffers and significant trees along the site’s eastern and southeastern borders through development standards.
- ◆ Minimize the visual impacts of parking facilities from adjacent rights-of-ways.

Promote sustainable development through support of green building practices at the Park and Ride.

Provide opportunities for all types of users of the site to access the BNSF corridor along the eastern boundary of the Park and Ride site.

Ensure that traffic, visual, noise and other impacts from more intensive development of the Park and Ride to the surrounding street network and residential areas are addressed and mitigated.

Ensure coordinated emergency services are provided to the site through agreements with the City of Bellevue.

Along with the addition of new text for the neighborhood plan, staff recommends that the existing text on page XV.A-17 of the Lakeview Neighborhood Chapter that refers to the Park and Ride site be deleted:

~~“The Metro Park and Ride lot at the southern end of the Lakeview Neighborhood provides a valuable local and regional transportation function. Any future expansion of this facility should be carefully reviewed to minimize visual and traffic impacts on the surrounding area”.~~

Next Steps

Direction from the Planning Commission at the meeting on September 25th will be incorporated into revised draft amendments, to be considered at a public hearing before the Planning Commission in October. The Planning Commission will then prepare a recommendation on the

proposed amendments for consideration by the City Council on December 16th. The decision of the City Council will then be presented to the Houghton Community Council for final approval.

Attachments

1. Vicinity Map – South Kirkland Park & Ride
2. Matrix of TOD Projects in King County and King County Department of Transportation, Transit Oriented Development Program Information, July 18, 2008
3. South Kirkland TOD Predesign Study, Mithun
4. South Kirkland Park & Ride – 10 Foot Contour Map
5. Figure LU-1, Comprehensive Plan Land Use Map
6. Figure LU-1 with Proposed Amendment
7. Comprehensive Plan, Lakeview Neighborhood Land Use Map with Proposed Amendment
8. Comprehensive Plan, Lakeview Neighborhood Chapter
9. Exhibit B – Public Comments
 - a. B.1 Comments received via email from Lisa A. McConnell
 - b. B.2 Comments received via email from Margaret Schwender
 - c. B.3 Letter from Margaret Elaine Bull

cc: ZON08-00002

Arthur Sullivan, ARCH

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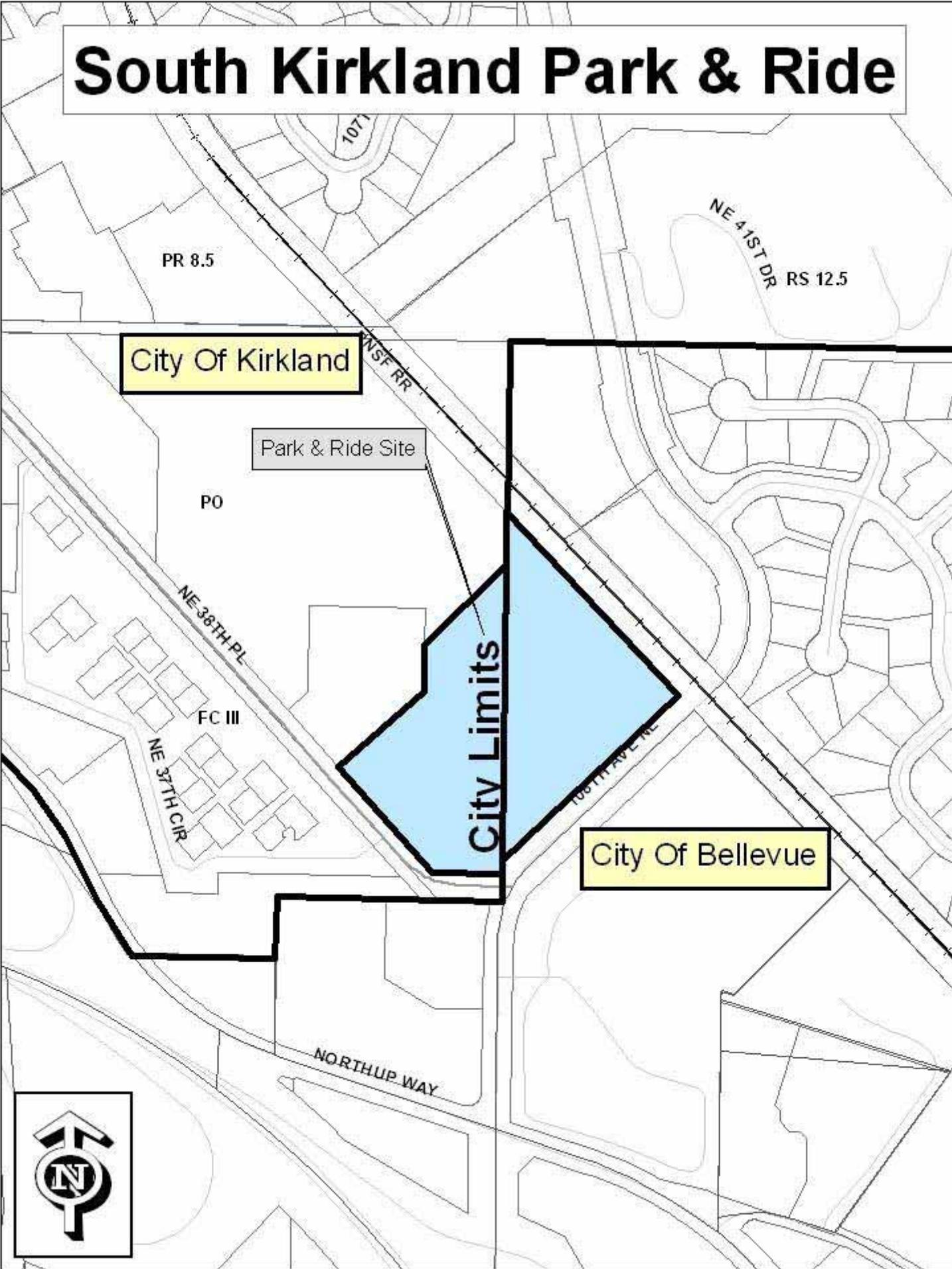
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South Kirkland Park & Ride



TOD Projects in King County

	Overlake	Renton	Auburn	Burien	Kent	Northgate	Redmond	Kenmore
	Completed	Completed	Underway	Underway	Underway	Underway	Underway	Contemplated
Uses	P&R, moderate income rental housing, day care	P&R, affordable apartments, retail	P&R, housing and retail anticipated	Transit Center, retail, office and housing anticipated	Not decided	Shared use parking is mixed use project		
#Affordable Units	308	45	Not decided	Not decided	Not decided	20% of 266-286 units, depending on number of condos.	20% of total	25%
Affordability Level	60% of median	80% of median	Not decided	30% at 80% of median (rental or own) or 60% at 120% (of all own.)	Not decided	80% median income (rental)	80% median income (rental)	50% median income
Participants	K.C., Housing Authority, Private Developer	King County, Private Developer	Not decided	Not decided	Not decided	Lorig Associates	Trammel-Crow	Private (Kenmore partners) & Housing Resources Group (non-profit)
Financing	Tax-exempt financing and federal housing tax credits	Conventional financing	Not decided	Not known. City does provide prop. tax exemption program	Not decided	Conventional financing	Conventional financing	Conventional (for market rate) & public (affordable)

**King County Department of Transportation
Transit Oriented Development Program
July 18, 2008**

What is Transit Oriented Development

The purpose of transit oriented development (TOD) is to maximize the use of transit and reduce the use of single occupancy vehicles, by increasing the opportunities to walk, bicycle, carpool, or take transit. The center of a TOD neighborhood has a bus or rail station, surrounded by relatively high-density development, with progressively lower-density land uses spreading outwards from that center. Walking distances from the center should be less than 1/4 mile.

Typically, a TOD neighborhood includes the following design features:

- **Street facilities** for walking and biking;
- **High-density development** within a 10-minute walk circle around transit station;
- **Street connectivity** and calming features to control vehicle traffic speeds;
- **Mixed-use development** that includes schools, retail uses, shopping, and various housing types;
- **Parking management** to reduce the land devoted to parking.

Nationally, six (6) dwelling units per acre in residential areas is the TOD minimum. This minimum density justifies frequent transit service and creates an active street life with commercial activity such as coffee shops and grocery stores. Local examples of completed King County TOD projects have yielded much higher densities, ranging from forty five (45) units per acre in Renton to seventy five (75) units per acre in Redmond.

Ridership is also affected by factors beyond density. Among them are: (1) clustering of similar types of activities, (2) demographic mix of users dependent upon transit such as students and seniors, (3) transit pricing and rider subsidies, (4)

parking and tolling prices, (5) quality of transit service, (6) transit marketing effectiveness, (7) pedestrian orientation and (8) street design.

There is a difference between a true TOD, and a TAD (transit adjacent development). A true TOD will include most of the following:

- Maximum 5-minute walk (or ¼ mile) from a transit stop;
- Average block perimeter no greater than 1,350 feet;
- 30 mph maximum driving speed limit;
- No minimums for parking;
- Two employees per parking space for commercial uses;
- Full market rates charged for all parking spaces;
- Transit headways of 15 minutes or less.

More than just adjacent to transit, the TOD development and street system is fundamentally different than less intensive, low-density development that may have some transit availability.

TOD at the National Level

In Canada, Vancouver's "SkyTrain" transit stations have become a catalyst for regional town centers. Each center is intended to serve 100,000 to 200,000 people living and working in the area. Development within each area is controlled by local government. Buildings have limited or no setback requirements and minimal surface parking. Local government encourages commercial, employment, and residential development within the centers by leasing office space, and by addressing developers' needs by building parks.

Portland, Oregon has implemented several transit projects including the MAX regional rail system. In the late 1980s, a four-year intergovernmental planning effort updated comprehensive plans, development regulations, and capital improvement

programs for areas within ½ mile of the Westside light rail stations. Development regulations minimized parking, increased density, and prohibited inappropriate land uses. Since then, Westside MAX light rail has brought about 7,000 dwellings and more than \$505 million of development to within ½ mile of Westside light rail stations.

Arlington County, adjacent to Washington, D.C., has seen the construction of nearly 18,000 residential units and more than 46 million square feet of office and retail space in the last 20 years. The Metrorail transit system facilitated much of this extensive development in a short period of time. This intensive development replaced an aging, low-density commercial land use with declining activity. In order to stimulate this economic development in the area, County leaders insisted that the Metrorail line be built underground rather than in freeway medians.

King County Metro has the only significant TOD program that operates primarily with buses, i.e., without a substantial rail component. The Sound Transit light rail component is still under construction within King County and the Sounder commuter rail serves two King County potential TOD locations in Kent and Auburn.

King County TOD Project Status

Completed Projects (8)

Northgate North (Target and Best Buy), Seattle. Opened in 2000. Touchstone Corporation's four-story retail project. The right of way for the new NE 112th Street, a city condition of approval, was the southern portion of the county's Park and Ride on 5th Avenue NE. County sold the right of way to the city for \$298,000 in 1999. Touchstone is providing 60 replacement Park and Ride spaces in its parking structure until the Park and Ride lot at 5th and NE 112th is relocated.

Metropolitan Place, Renton. Opened in 2001. One hundred fifty new Park and Ride stalls were added, 30 of which are shared with residents in the 90 apartment mixed-use development constructed above the Park-and-Ride. Current Park-and-Ride utilization is 80%. Fifty per cent of the units are affordable to households earning 80% of median income. Each unit is supplied with a free bus pass until 2011. According to a 2006 survey, 38%

of the residents are using the bus on average seven times a week, a better usage rate than local area employment sites. Apartment occupancy remains above 90%.

The Village at Overlake Station, Redmond. Opened in 2001 with 308 apartments, day-care, and a shared parking structure. Approximate utilization of the 208-stall Park and Ride is under 40%. Free bus passes were available until 2004. All 300 units are affordable to households earning 50% of countywide median income. Apartment occupancy remains above 90%.

Olson-Myers Park and Ride, Seattle. Underutilized Park and Ride lot, appraised at \$2 million in 1999. Sold for \$2 million in 2001 to Apprenticeship Training Trust for a job training facility while county retained 1.5 acres for 100-stall, reduced-size lot. As of 2007, the training facility is in process of being sold to a developer for 450-unit, all affordable senior housing. The current 100-stall Metro lot value has risen to \$1 million. Utilization of the lot is near 100%.

Kenmore/Northshore Park and Ride, Kenmore. Underutilized lot sold to city in 2004 for \$2.5 million. City has completed a development agreement that will include at least 100 affordable units. Proceeds of the sale funded 200 additional stalls and layover construction at another nearby Kenmore Park and Ride lot. Current utilization of the expanded Kenmore lot is over 90%.

Kent Sound Transit Garage. Kent. King County paid \$2,175,000 in 2000 (NPV \$2,894,000) for 191 replacement stalls in Sound Transit commuter rail garage in downtown Kent. Purchase of garage stalls allowed DOT to surplus James Street lot now valued at \$3.5 million.

Northgate Simon & Lorig, Seattle. County completed Simon lease of 280 stalls for 20 years and Lorig lease of 350 stalls for \$4.375 million. County sold 5th and 112th lot to city for \$9.5 million. Both leases and sale were approved by the County Council in May 2006. Simon garage opened in May 2006.

Redmond Downtown Park and Ride, Redmond. Larger portion of lot sold to Trammel Crow Residential in 2006 for \$10.5 million. Three hundred rental units, with 20% affordable at 80% of median. Four hundred Park and Ride stalls are to be reoriented in county-built garage on smaller, retained portion of site. New transit center to be built. Construction of transit center, garage, and housing set for completion in 2008 or 2009.

Development Sites Currently in Process of Completion (5)

Northgate Transit Center East Park and Ride, Seattle. Five hundred (500) stall Metro surface Park and Ride, 170,000 square feet of developable property east of existing transit center. Market studies indicate good potential for housing and shared use parking. Seattle Housing Authority and other developers have indicated interest in building mid-rise affordable housing on this surface lot.

South Kirkland (Bellevue/Kirkland). County owned, 6.95 acres, 603 parking stalls. Site has potential for large-scale residential and/or mixed use. Excellent access to adjacent freeways with access to potential future Burlington Northern Santa Fe trail. Site is bisected by boundary between Bellevue and Kirkland.

Auburn. City and county have executed interlocal agreement for city to issue RFP for downtown mixed-use developer. County would then enter into negotiations to buy Park and Ride stalls in mixed-use facility. Nearby lot on 15th Street near airport would be sold by county to pay for downtown replacement stalls.

Burien. Studies indicate there is a market for mixed-use TOD in downtown. Redevelopment would include structured replacement parking at the Park and Ride. Part of the public investment to date includes new \$8 million downtown transit center to be completed in 2008. Four hundred thousand dollar (\$400,000) federal grant is currently being used by county for pre-design and feasibility studies.

White Center. Interest has been expressed in moving Park and Ride from 1.5-acre Olson/Myers lot (100 stalls) to downtown White Center location as part of mixed-use facility. TOD staff is currently in discussions with White Center community members regarding combined transit and affordable housing TOD.

Sites for Potential Future Development (5)*

Convention Place Station, Seattle. Ownership part county and part state. Sound Transit is acquiring state portion for transfer to county. Preliminary design for TOD project includes four skyscrapers, urban plaza, underground parking, bus layover, and bus ramps to I-5. Project put on hold during past economic slump and bus tunnel retrofit. Renewed developer interest has surfaced since recovery of office and housing market.

Shoreline. State owned, \$5.045 million, 5.78 acres, and 400 parking stalls. City has expressed interest in developing site for TOD with State of Washington as a potential resident.

Woodinville. State owned site, 6.5 acres, and 470 stalls. Potential for redevelopment.

McClellan. Transit property adjacent to light rail station.

James Street. Kent Park and Ride lot currently on hold status pending determination by county for use by courts for parking. The “Surplus Property Sale” status of this lot shown on the attached cost/benefit analysis represents a loan by Current Expense fund (\$3.5 million) to Transportation fund for the value of the lot not yet being made available for Transit to sell.

Other Transit projects that are or were supported by the TOD Group (7)

Issaquah Highlands. New 1,000 stall Park and Ride constructed and opened in 2006. Retail space at north end of garage to be sold/leased to Port Blakely.

North Lake Union, Seattle. Currently a Metro operations facility. Parcel has been sold to developer for construction of office and relocation of Metro facility to new site.

Brickyard (unincorporated, Bothell). Ownership part county and part state. State owns 3.89 acres, including existing Park and Ride lot, appraised at \$1.5 million. County owns 18.23 acres, which are undeveloped. The site has 247 parking spaces and transit service operating through the lot. Possible trade with state for expanded Northgate site.

Bellevue Meydenbauer Center. County-owned parcel adjacent to Meydenbauer Center. Opportunities for shared bus layover and air rights sale to hotel or residential developers. Preliminary feasibility studies indicate financial and market feasibility.

Doces Building at 3rd and Pine, Seattle 2003. DOT owned property. Property sold and developed for 40 units of low-income housing.

Overall Benefits Exceeding Costs

All TOD projects submitted to the Council have contained cost/benefit analyses. The concept of Net Transit Benefit is used to evaluate project worthiness.

Transit Benefits fall into three major categories:

- **Ridership** increases due to housing and/or additional Park and Ride stalls;
- **Facilities** upgrades such as transit center improvements and added bus layover; and
- **Cash** from sales tax revenue, sales of underutilized lots, and revenue from grants not otherwise available to the county.

Ridership gain calculations in the Renton Metropolitan Place TOD reflect the 80% utilization of the Park and Ride portion built in 2001, a 10-year bus pass agreement, and approximately 75 of the 90 unit residents using the annual passes. According to a 2006 survey, 38% of the residents are using the bus on average of seven times a week, better usage rate than local area employment sites.

Examples of transit benefits obtained by the TOD Program thus far include:

- Extra bus bay obtained from driveway removal at Renton Transit Center;
- Additional layover capacity and signal at Kenmore Transit Center;
- Signal improvements at Overlake Transit Center;
- \$3 million in Federal TOD funds for Burien Transit Center construction;
- 400 stall Park and Ride expansion at Northgate Transit Center;
- New maintenance facility for North Lake Union property; and
- Construction of the new Redmond Transit Center.

Transit Costs commonly associated with TOD projects:

- **Replacement parking** averaging \$20,000/stall;
- **Interim parking** for duration of construction;
- **Garage maintenance** costs higher than surface lot costs; and
- **Surplus costs** paid to Facilities Management Division.

Net Transit Benefit is the sum of Transit Benefits less Transit Costs incurred for the specific project. Cost/benefit analyses conducted on TOD Projects completed to date have included both direct dollar benefits such as sale of the site, as well as ridership gains and sales taxes collected for the project.

A separate cost category has been calculated for staff and consultant costs charged to each project over the course of its completion. That total cost has been deducted from the Net Transit Benefit in each case.

Transportation Benefits:

- Reduced reliance on regional road systems due to housing/transit co-location;
- Reduced vehicle miles traveled and energy consumed;
- Lower transportation costs per household;
- More mobility choices; and
- Increased transit access to urban activity centers.

Societal Benefits:

- Improved air quality by reducing greenhouse gases;
- Better health due to greater pedestrian and biking opportunities;
- Increased housing density patterns and other Growth Management Act goals;
- Additional affordable housing; and
- Higher land values and property tax revenues for jurisdictions.

In 2006, King County initiated a study of Land Use, Transportation, Air Quality and Health (HealthScape, formerly known as LUTAQH) to establish and implement community design principles and transportation investment policies that improve accessibility, air quality and public health within King County and the central Puget Sound. The first phase results clearly show that changes in land use patterns and approaches to transportation investment can help the county achieve goals related to transit efficiency, improved air quality, and public health.

Completed King County TOD projects represent communities already exhibiting some of the HealthScape attributes, such as compact neighborhoods, well connected street networks, mixed use, and orientation to transit. These communities are delivering benefits to their residents in the form of less automobile dependency, more opportunities to be physically active, and healthier air quality at the regional scale.

King County advocates and pursues an aggressive response to global warming. King County is promoting changes in land use and transportation to reduce greenhouse gas emissions. Greenhouse gas emissions from transportation need to be reduced to give us a chance to stave off the environmental impacts of global warming. The first phase of HealthScape determined that people that live in compact developments near or at transit hubs/centers are more likely to ride transit, and in turn have a reduced impact on climate change.

Currently, King County does not have the tools to measure these wider, non-transit benefits of TOD projects. King County is currently working with a consultant (Lawrence Frank and Company, Inc. (LFC)) to develop a tool to evaluate land use and transportation actions that impact travel choice, air quality, climate change and public health through the HealthScape Study. Once this tool is developed it can be used to measure the impacts of the land use and transportation investments from TOD projects.

Policy Justification for Program Existence

Concentrating growth in existing urban centers is a primary strategy of the Growth Management Act passed by the State Legislature in 1990, and is reflected in regional and local plans and policies subsequently enacted at the county level, including the Countywide Planning Policies and King County Comprehensive Plan. This strategy is intended to slow suburban sprawl, conserve natural resource lands, keep existing city and town centers vital, and allow transportation and other services to be provided more efficiently. A key element of this urban growth strategy is to encourage development in Urban Centers.

Urban Centers are places of relatively compact development where housing, employment, shopping and other activities are in close proximity and are supported by high capacity transit. In King County, 13 Urban Centers were originally designated by the Growth Management Planning Council, including sites where TODs have been built such as Renton, Overlake, Redmond, and Northgate North.

Affordable Housing

Affordable housing has been considered for every TOD project to date. King County Code Section 4.56.070 requires that every property declared surplus be evaluated for affordable housing. Section 4.56.070 does not account for income and property value disparities around the county nor

individual cities' affordability objectives. Currently, affordable housing is included in a given project subject to individual market analyses, consultation with Department of Community and Health Services (DCHS) staff, and discussions with the involved city. No minimum affordability standard per project has been established to date.

The challenge has been to realize full fair market value for Transportation Fund properties, a requirement of the County Code, and to do so at a price that allows affordable housing to be built. If subsidies are not available to the developer, such as tax credits or sub market rate financing, the ability to sell the property for affordable housing is more difficult.