

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: December 2, 2010

Subject: SOUTH KIRKLAND PARK & RIDE – File ZON10-00014
APPROACH TO PUBLIC OUTREACH AND ZONING CODE AMENDMENTS

RECOMMENDATION

Review the following:

- Plan for public outreach
- Preliminary approach to Zoning Code amendments

MEETING AGENDA

Public Outreach Plan

At the joint meeting of the Houghton Community Council and the Planning Commission on December 13th, Marilynne Beard, Assistant City Manager and facilitator will present the proposed plan for public outreach for the South Kirkland Park & Ride TOD project. Attachment 1 to this memo describes the objectives and considerations guiding the proposed plan. The last page of the attachment is a timeline for the decision and implementation process, which shows the processes underway related to this project in Kirkland, King County and Bellevue.

Ms. Beard will facilitate the discussion with the Planning Commission and Houghton Community Council on the proposed plan. Feedback from the Commission and Community Council will help to shape the plan to ensure that it meets the objectives for community involvement and input.

Zoning Code Amendment Approach

The recently adopted policies contained in the Lakeview Neighborhood Chapter of the Comprehensive Plan provide support for transit-oriented-development (TOD) at the South Kirkland Park and Ride, and provide the framework for development standards for the site.

The decisions to be made regarding issues such as height limits, setbacks, parking, density, landscaping and buffering and site and building design, etc. will be addressed primarily through Zoning Code and design regulations. King County, the property owner, will be selecting a developer for the project through a "request for proposal" process. The Request for Proposals (RFP) will be another opportunity to set forth additional parameters that cannot be addressed through zoning, such as the percentage of affordable units provided within the development (see last page of Attachment 1 for process information).

Within the context of the public outreach plan, specific amendments to the Zoning Code (and possibly, Municipal Code) will be drafted following the first public outreach workshop to be reviewed by the HCC and Planning Commission. This will ensure that to the extent feasible, input and concerns identified through the outreach process are incorporated into the proposed changes.

The Zoning Code would establish the basic development standards for the property. Staff would recommend a specific zoning district (YBD 1) that would specify the particular regulations for this site. This special zoning district would include regulations regarding the following:

- Allowed uses (residential, office, limited commercial, etc.)
- Review process (e.g. require design review)
- Setback standards
- Height
- Landscape buffers and screening
- Parking requirements and standards for shared parking
- Special regulations (e.g. minimum percentage of affordable housing)

Feedback from the Planning Commission and Houghton Community Council on the general approach to the amendments would be useful at this point as staff begins to design the plan for developing the regulations.

The general principles for transit-oriented-development set forth in the Lakeview Neighborhood Chapter of the Comprehensive Plan will guide the development of the regulations. Staff proposes the following preliminary approach to implement the adopted policies:

- Creation of a new zone, "YBD 1", that will be unique to the Park and Ride site. This area is currently referred to as PLA 4 in the text of the Lakeview Neighborhood Plan. The area would be re-named as part of the update process of the Lakeview Neighborhood Plan currently underway and integrated into the vision for the Yarrow Bay Business District.
- Address the key principles through a combination of zoning regulations and design guidelines. Objectives that cannot be addressed through regulatory approaches may be achieved through the King County RFP process.
- Approach to implementation of the principles contained in the Comprehensive Plan may include:
 - *Provide for affordable housing*

The Plan text calls for a minimum of 20% of total units to be affordable to low and/or moderate income households. Additional affordability beyond this

percentage is encouraged through a policy which urges development to strive for an additional 20% of units to be affordable to median income households. Regulations could be developed to mandate a specific additional percentage of affordability. Alternatively, this issue could be discretionary, with the specific target population and share of affordable units to be determined during the RFP process. ARCH supports leaving flexibility in the regulations for the additional affordable units, to provide more options to developers and/or non-profit housing providers in seeking funding for affordable housing.

- o *Ensure high quality site and building design*

Design regulations and guidelines would be developed to ensure that the building and site meets Kirkland's expectations for high quality design. These design guidelines/regulations would address such issues as bulk, massing, modulation and design elements. The new regulations will provide the appropriate guidance for coordinated site development to achieve the objectives of the neighborhood plan policies.

The design guidelines for the TOD (YBD 1) would be developed in conjunction with the zoning regulations and would be consistent with the guidelines for the larger Yarrow Bay Business District.

- o *Maximize the effectiveness of TOD*

Regulations would be developed to create the opportunity for successful transit-oriented-development called for in the neighborhood plan. Specifically, the plan cites the need to allow densities necessary to support TOD, as well as other measures such as expanded opportunities for other uses, connections to the BNSF corridor, green building techniques, support for shared parking and incentives for alternatives such as shared car services and electric cars.

Regulations would also be developed to require identification and mitigation of impacts from more intensive development at the site.

- o Provide for coordination with the City of Bellevue

Coordination with the City of Bellevue is already occurring through the approval of the agreement setting forth mutual objectives and principles.

BACKGROUND DISCUSSION

Actions to Date

In 2008, the Kirkland City Council adopted amendments to the Lakeview Neighborhood Chapter of the Comprehensive Plan that provided policy direction for a transit oriented development (TOD) on the Park & Ride site. The amendments received final approval of the Houghton Community Council in January 2009.

On September 21, 2010, the City Council confirmed the Comprehensive Plan policy direction and directed the Planning Department to prepare new zoning regulations and design standards for the TOD. The [September 21st Council packet](#) and the [Webpage](#) for the current Zoning Code amendment effort provide more detailed information about the project.

On November 16, 2010, the Kirkland City Council approved a set of [Mutual Objectives and Principles of Agreement](#), which represent principles that will guide the development of regulations for the site as well as its future development. Bellevue has indicated that it is not interested in making any plan or zoning changes on the Bellevue portion of the South Kirkland Park and Ride site. The principles are intended to indicate consensus between Kirkland, Bellevue and King County on broad issues where the interests of the three jurisdictions overlap, and to provide assurance that the entities are working together and aware of future plans. They address issues such as parking capacity, timing, building and site design, housing affordability, impact mitigation and connection to the BNSF corridor. The document is scheduled to be considered by the Bellevue City Council on December 13th and by King County later this year. The draft principles are included as Attachment 2.

Timing/Funding Considerations

King County: The adoption of Zoning Code amendments beyond spring 2011 may jeopardize the \$6.25 million in funding that King County will receive from the US Department of Transportation for parking expansion and other transit improvements for the Park and Ride property. Representatives from King County note that while many projects receiving grant funding through the Urban Partnership Award have moved ahead, the South Kirkland Park and Ride project is almost the last of the projects that has not moved forward. King County is concerned that additional movement in the timeline will jeopardize this funding (see Attachment 3, which provides the original Urban Partnership grant timing and current timing). Without the grant funding and the development of the project, King County is unable to provide additional parking capacity.

King County estimates that completion by Oct 2014 will require zoning in 2011 and permitting during 2012, with the contract award to occur during the middle of 2011. They estimate that permitting will take up to 1 year (2012) and construction up to 2 yrs (2014). The timing is similar to the recently completed Redmond TOD project.

Affordable Housing Funding Deadlines: ARCH has provided the following information regarding funding for affordable housing, which also bears on the importance of action on the Zoning Code amendments for the Park and Ride site in early 2011.

Arthur Sullivan notes that there are several potential funding sources for the affordable component of Transit-Oriented-Development at the site. These include:

- King County
- ARCH
- State of Washington:
 - State Housing Trust Fund
 - Tax Credits and Tax Exempt bonds via Housing Finance Commission.

These funding sources may have one or two funding application rounds per year. One potentially significant source – King County (important because a local source that also helps to leverage other sources) – historically has one funding round per year. As a result, working around the King County schedule can be a linchpin to seeking other funds. In the past few years the County has followed a schedule that approximates the following:

- Summer: Funding round announced. Meetings with potential applicants for pre-application discussions.
- September (typically first half of month): Applications due
- December: Announcements of funding awards
- 1st – 2nd Quarter – Completion of contracts for projects receiving awards.

Mr. Sullivan notes that this schedule has been set up to coincide with other funders. For example, the State and ARCH have similar time frames for their applications, which allow funders to compare information during the review of applications. Tax Credit applications are due early in the year after announcement of county and state awards.

Schedule

The tentative schedule for public outreach and meetings is presented below. Input from the joint meeting on December 13th may result in changes to this schedule:

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

Attachments

1. Public Outreach Plan

December 6, 2010

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2. Draft Principles of Agreement
3. Urban Partnership Project Delivery Timing (King County)

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



CITY OF KIRKLAND
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www.ci.kirkland.wa.us

MEMORANDUM

To: Dorian Collins, Senior Planner

From: Marilynne Beard, Assistant City Manager

Date: November 30, 2010

Subject: PUBLIC OUTREACH PLAN FOR SOUTH KIRKLAND PARK AND RIDE

I am pleased to offer my assistance as a facilitator and public outreach planner for the South Kirkland Park and Ride TOD public participation plan. I have developed a draft outreach plan based on my meetings with the staff group responsible for this project including representatives from the Planning Department, King County and ARCH. The discussion regarding the level of public involvement is based on the International Association of Public Participation (IAP2) construct for planning for and delivering public outreach activities. IAP2 uses a "spectrum of participation" that uses techniques appropriate to the issue or decision being made (see attachment A). The assessment of the appropriate level of public involvement is based on a number of factors such as the level and prevalence of public interest in the issue and the amount of influence the public can have on the issue. In the case of this project, there are multiple decision makers and multiple decisions. The overall objective of the outreach is to gather public input to allow the South Kirkland TOD to be a project that is successful both in meeting its public policy objectives as well as being acceptable to the community.

During our meetings, we developed a flow chart depicting decision points, the process for getting to the decisions and stakeholders. The flow chart is included as attachment B. The flow chart attempts to show the concurrent processes taking place and how public outreach activities are incorporated in the processes. The Planning Commission and Houghton Community Council are key stakeholders in this discussion and their upcoming joint meeting provides an ideal opportunity to obtain feedback and suggestions about the proposed public outreach activities. As representatives of the community, they can provide key insights to the outreach process and ensure that the proposed activities will meet their needs for input in considering zoning regulations.

A few key points are worth mentioning as context for the outreach plan:

- Although the initial outreach activities are designed to solicit input about zoning regulations for the S. Kirkland TOD, some of the questions and concerns may be best addressed through other processes, such as King County's development of the RFP for the TOD, the permitting process or other planning processes currently in progress or planned for the future. One of the strategies is to gather as much community input as possible and assign it to one or more "processes" where it can best be addressed.

- Some base information (education) is necessary about the project so that stakeholders' issues and suggestions are founded in fact. While it may seem as though we will be rehashing old information, it may be (or may seem) new to some participants. Important components would include:
 - A high-level discussion about TOD's in general (what policy objectives they further, what benefits they have)
 - The history behind this project (how we got to where we are)
 - Issues expressed to date and answers (when we have them)
 - The process and timelines going forward.

- My observation is that there are time constraints associated with this project that are not well-understood by the public or other stakeholders but that have created a sense of urgency. This sense of urgency is being interpreted as pressure by some individuals and a sense that the project is moving too fast. An important component of the informational efforts mentioned above is a discussion about the various factors contributing to the proposed timelines.

- An effective outreach strategy will include feedback loops where stakeholders can see how their input was used to develop the zoning regulations, RFP, etc. Several feedback loops are incorporated in the proposed outreach plan.

Generally speaking, the draft outreach plan involves three activities in addition to required public hearings:

1. Activity #1 – Joint Meeting with Planning Commission and Houghton Community Council -- Gain an understanding of the groups' perspectives on community understanding of the project and known concerns and obtain feedback on the draft outreach plan.
2. Activity #2 – Hold public meeting(s) to gather issues and categorize into appropriate processes that can deal with the issue.
3. Activity #3 – Hold follow-up meeting(s) to describe preliminary zoning regulations and how the input received in previous workshops are reflected in them.

More details are provided on the following pages. Specifics with regard to dates, venues and meeting agendas can be developed once we have received input from the Planning Commission and Houghton Community Council. I look forward to joining you at the December 13th joint meeting. Suggested topics for discussion at the meeting are included in the outreach plan and focus on the PC's and HCC's perspectives on what they believe to be current issues, identification of stakeholders and indicators of success for outreach activities.

City of Kirkland
South Kirkland Park and Ride TOD Project
Draft Public Outreach Plan
 Prepared by Marilynne Beard

Public Outreach Objectives:

- To obtain input from stakeholders about issues, concerns and questions about the proposed South Kirkland Park and Ride Transit Oriented development and assign them to the appropriate process for consideration.
- To obtain community input on zoning regulations pertaining to the South Kirkland Park and Ride Transit Oriented Development to be used in drafting regulations that will be approved by the Planning Commission, Houghton Community Council and City Council.

Recommended Level of Public Participation:

There are two levels that should be pursued as appropriate for different stakeholders based on our assessment of their level of concern and impact of the project.

Many stakeholders' needs can be met with good information and so the level of outreach appropriate for them would be "inform" as described in the IAP2 spectrum:

"To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions."

Implied Commitment to Stakeholders:

"We will keep you informed."

Stakeholders that have a higher level of interest and perceive a high level of impact are better served by a higher level of involvement and I recommend that the "consult" would be appropriate:

"Consult -- To obtain public feedback on analysis, alternatives and/or decisions."

Implied Commitment to Stakeholders:

"We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision."

It is important that the level of public participation be consistent with the level of influence the public can realistically have on a project. For instance, participants should not be led to believe that they are being asked to decide on whether or not there is going to be a TOD at the S. Kirkland Park and Ride. Rather, they are being asked for their ideas about how the project can be a success for the community and the project sponsor (in this case, King County).

Key Stakeholders:

There are many potential stakeholders as noted in the flow chart in attachment B. Key stakeholders at this point include:

Planning Commission
 Houghton Community Council
 Residents and businesses in Lakeview and Houghton neighborhoods
 South Kirkland Park and Ride Users
 King County
 City Council
 Affordable Housing Advocates

Assuring that there is representation from these groups will be a key to the success of our efforts. We will also need to define roles for the decision makers in the room.

Suggested Activities -- Inform

Develop key messages about the project and the process and consistently communicate those messages in all materials and presentations. Review the web page and include information describing the project, the process, decision points and opportunities for input. Include history (how we got to this point), current processes (Lakeview Business District, neighborhood plans, ARCH funding) and how they dovetail with this project and a description of the project elements and benefits. To the extent possible, have answers to concerns already raised.

- Web page with project description, FAQ's, Council and Planning Commission and HCC packet materials and email address for comments.
- Information sheet (one-page handout)
- City Update
- Presentations at meetings (need to determine most appropriate presenters):
 - HCC
 - Houghton Neighborhood
 - Lakeview Neighborhood
 - KAN
 - Chamber of Commerce
 - Others as requested

Suggested Activities – Consult

Create opportunities for stakeholders to learn, ask questions and share concerns. Venues and meeting plans should be tailored to the stakeholder group.

- ***Activity #1: Joint Meeting the Planning Commission and Houghton Community Council***

Develop outreach plan and informational materials for their review. Clarify goal of public outreach and facilitate joint discussion around focused questions:

-Who are the decision makers and key stakeholders? Are there stakeholders that may

not be currently involved that would add value to the process?

-What concerns do you expect to hear at this point regarding the project?

-Are the proposed outreach activities adequate to understand the public's concerns?

-How will you know if the public's concerns have been addressed adequately?

- **Activity #2: Community Workshops**

Conduct two workshops at different locations and times/days to allow for adequate opportunity for input. Hold one near the park and ride and one more central to City.

Conduct workshop designed to educate (set base level of knowledge about the project and the process) and consult by providing an opportunity to present concerns and hopes participants would like to addressed.

Invite key stakeholders to the workshop and send out general invite via listserv. Ask for an RSVP so we have a sense of the number of participants. Post notices at park and ride inviting users to participate.

Agenda

1. Clarify purpose of workshop – to obtain input for use in developing zoning regulations. If concerns arise regarding issues outside the scope of the zoning, describe what will happen to those concerns.

2. Present information at beginning so that every participant is working from the same base of understanding.

3. If participation is large enough, have small facilitated groups (otherwise do as large group) that address the following questions.

-Based on what you know about the proposed project, what concerns do you have?

-What else do you need to know about the project, the process or the concept of TOD?

-What are the most important concerns that need to be addressed to make this project successful?

4. Summarize and synthesize concerns for the group. Organize according to the process, agency or decision maker that is in a position to the address the concern (may be more than one). Use "experts" in attendance to help categorize. Processes or decision points may include:

-Zoning regulations

-Lakeview neighborhood plan

-Comprehensive plan

-RFP

-Permit

-Project management

-Other (i.e. long range transit planning, other neighborhood planning process)

5. Prepare follow-up notes and post to website. Report to City Council, Planning

Commission and Houghton Community Council.

- **Activity #3: Follow-up Workshop**

Conduct a follow-up meeting to report back regarding how concerns were addressed through what processes. Discuss preliminary zoning regulations and how they reflect input. Accept any new concerns if needed.

Prepare follow-up notes and post to website. Report to City Council, Planning Commission and Houghton Community Council.

It is recommended that subsequent public hearings begin with a presentation of the public outreach activities to date, a summary of what was heard and how the issues presented are being addressed. The objective is to be consistent with our commitment to keep stakeholders informed, to listen to them and demonstrate to them that we heard and acknowledge their issues.



International Association
for Public Participation

IAP2 Spectrum of Public Participation

Increasing Level of Public Impact

Public participation goal

Inform

To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.

Consult

To obtain public feedback on analysis, alternatives and/or decisions.

Involve

To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.

Collaborate

To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.

Empower

To place final decision-making in the hands of the public.

Promise to the public

We will keep you informed.

We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.

We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.

We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.

We will implement what you decide.

Example techniques

- Fact sheets
- Web sites
- Open houses

- Public comment
- Focus groups
- Surveys
- Public meetings

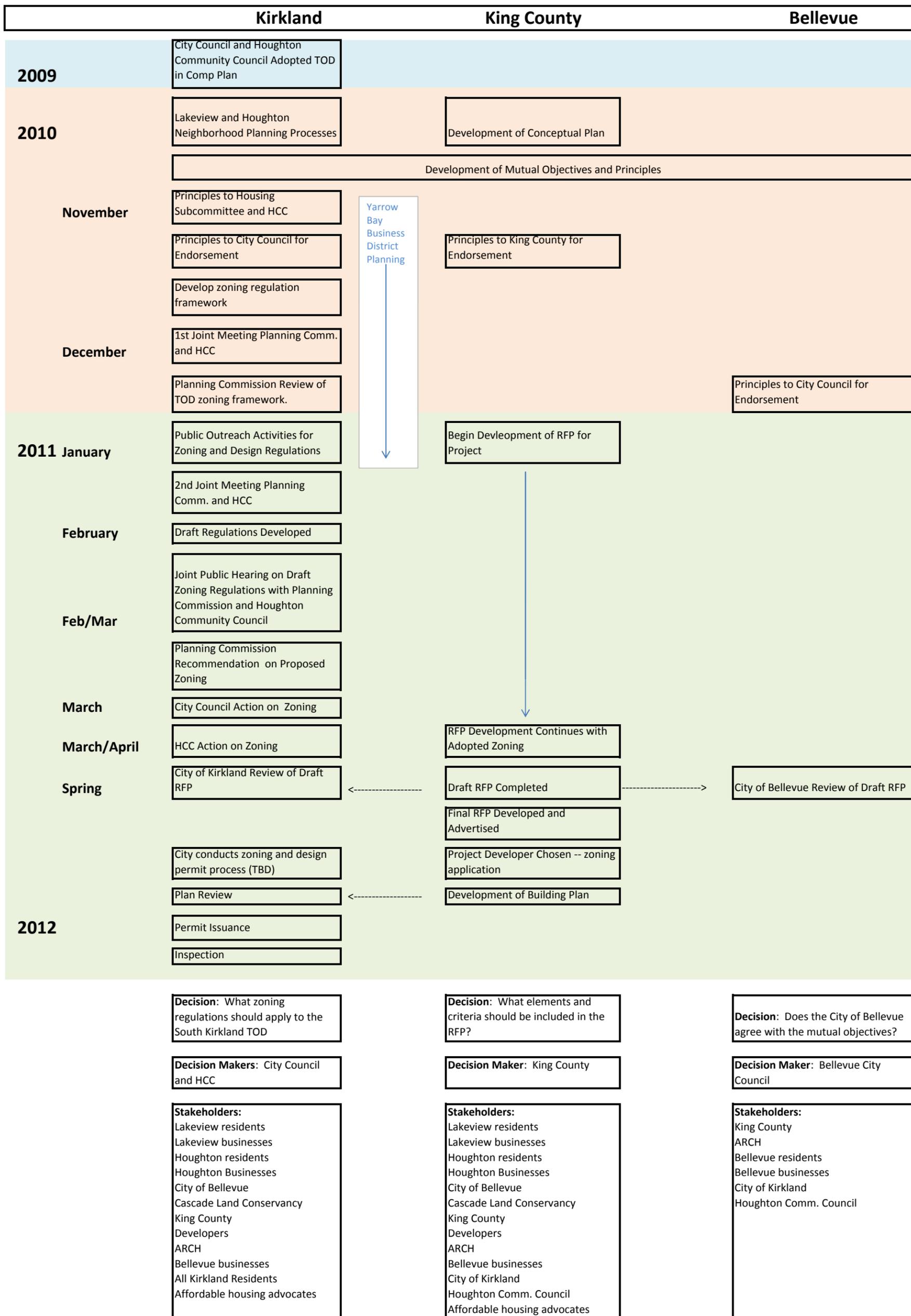
- Workshops
- Deliberative polling

- Citizen advisory committees
- Consensus-building
- Participatory decision-making

- Citizen juries
- Ballots
- Delegated decision

**City of Kirkland
South Kirkland Park and Ride
Draft Decision and Implementation Process**

Attachment B



King County City of Bellevue City of Kirkland**Mutual Objectives and Principles of Agreement for the South Kirkland Park and Ride Transit Oriented Development (TOD) Project**

- Expand park and ride capacity. Add a significant number of parking spaces for transit riders at the South Kirkland Park and Ride, to better serve Bellevue and Kirkland residents and encourage higher transit ridership. Promote shared use parking between residents and Park and Ride users. Improve transit facility and provide vehicle charging stations as funding is available. Preserve the park and ride as a long-term use of the property for transit riders.
- Local services. Incorporate ground floor commercial space into the housing project design to provide opportunities for businesses that support transit riders, residents and surrounding activities. Add TOD supportive services in the adjacent area through neighborhood planning.
- Timing. Proceed with the project in a timeframe that protects the existing FTA funding available for the park and ride expansion.
- Feasibility. Allow for a financially feasible project.
- Coordination. Coordinate among Bellevue, Kirkland, and King County Metro Transit to develop an appropriate permit review and inspection process that is efficient and avoids conflict and redundancy to the extent practical and consistent with the goals of the project.
- Attractive and compatible site development. Incorporate high quality design standards. Develop an attractive site and building complex that is compatible with the surrounding area and provides a welcoming gateway to both cities in this location. As appropriate and feasible, preserve areas of existing landscaped buffers and use green building techniques... Provide a safe and secure facility.
- Range of housing affordability. Ensure that housing on the site includes a range of affordability, including market rate housing. It is expected that a majority of the housing will be market rate, while a significant share will be affordable at moderate and/or lower income levels with some units that are accessible to those with disabilities.
- Impact mitigation. Minimize and mitigate traffic and other impacts of the development. Encourage alternative modes of transportation, including transit, bicycling and walking.

Draft

- Construction impacts. Minimize construction impacts on park and ride users and the surrounding area including providing replacement park and ride spaces during construction. Coordinate project construction with SR520 construction, to the extent possible to minimize impacts to traffic and surrounding neighborhoods.
- Connections to BNSF Corridor. Design to accommodate a future connection to the BNSF corridor.

_____ Joan McBride Date: _____
 Mayor, City of Kirkland

_____ Don Davidson Date: _____
 Mayor, City of Bellevue

_____ Dow Constantine Date: _____
 King County Executive

Draft

Urban Partnership Project Delivery Timing		
	Original Date	Revised Date
Variable Pricing on SR 520	September 30, 2009	June 30, 2011
Enhanced Bus Service on SR 520	September 30, 2009	June 30, 2011
New transit improvements along SR-520 corridor		
Redmond P & R lot	June 30, 2009	June 30, 2009
Kirkland P & R lot	December 31, 2012	October 15, 2014
Real Time information signs and passenger facilities	September 1, 2009	June 30, 2011
Improvements to Regional Ferry Service		
System-wide vessel preservation	Not UPA Related	July 31, 2010
New Vessel Construction		July 31, 2010
Mulkiteo Multimodal Terminal		July 31, 2009
Samll Passenger Only Vessels		June 30, 2010
Vashon Island Passenger Replacement Ferry		January 31, 2012
Kingston Seattle Passenger Only Ferry		September 30, 2010
Steilacoom Ferry Landing		December 31, 2015
Guemes Island Ferry Dock		December 31, 2010
Real time multi modal traveler informaiton	WSDOT Lead	June 30, 2011
SR 520 active traffic management		
SR 520		June 30, 2011
I-90		June 30, 2011