



CITY OF KIRKLAND
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MEMORANDUM

To: Planning Commission

From: Adam Weinstein, Planning & Building Director
Jeremy McMahan, Planning & Building Deputy Director
Allison Zike, Senior Planner

Date: March 3, 2022

Subject: NE 85TH ST STATION AREA PLAN PROJECT UPDATE, FILE NO. CAM20-00153

STAFF RECOMMENDATION

Receive a briefing from the project team on the Station Area on the following topics:

- Preferred Plan Direction, adopted by City Council Resolution R-5503 in December 2021
- An update on the schedule for final Station Area Plan documents
- An introduction to Form-based Code concepts under development for the Station Area regulating districts.
- An overview of the City's initial approach to incentive zoning for the Station Area.

BACKGROUND

With the passage of the 2019-2020 budget, City Council authorized creation of a Station Area Plan associated with the Sound Transit Bus Rapid Transit (BRT) station planned for the I-405/NE 85th Street interchange.

This budget direction was affirmed on February 19, 2019 when the City Council adopted Resolution R-5356 approving the 2019-2020 Priority Goals and City Work Program. One of the twelve City Work Plan initiatives related to developing the Station Area Plan is shown in the following excerpt from R-5356:

Continue partnerships with Sound Transit, the State Department of Transportation and King County Metro Transit to ensure that I-405 investments serve Kirkland's mobility needs and maximize the benefit of Sound Transit's NE 85th Street/I-405 Bus Rapid Transit interchange project by completing land use, zoning, and economic development plans for areas adjacent to the interchange project to further the goals of Balanced Transportation and Economic Development.

The BRT station, now funded and scheduled to be operational in 2026, will provide the Station Area with frequent high capacity transit service to regional destinations and transit connections. The intent of the Station Area Plan is to fully leverage this significant, voter-approved, regional investment in transit with a land use plan that would result in a walkable, equitable, sustainable, and complete transit-oriented neighborhood that will provide affordable housing, school capacity, park amenities, family wage jobs, and commercial and retail services.

The Planning Commission last discussed the Station Area Plan at their [November 16 Joint Study Session](#) with City Council, where staff confirmed the Council's direction from their [October 26 Council Study Session](#) and received feedback from both Planning Commission and Council on progress made towards the draft Preferred Plan Direction at that time.

PREFERRED PLAN DIRECTION – RESOLUTION R-5503

At their December 14, 2021 meeting, City Council voted to adopt Resolution R-5503 to confirm the Preferred Plan Direction (see Attachment 1), based on prior Council direction around June Alternative B from the [Fiscal Impacts and Community Benefits Analysis](#). The Preferred Plan direction does not represent a complete plan, policies, or form-based code. Rather, the resolution and Preferred Plan Direction:

- Encapsulate Station Area analysis and work completed between February 2019 and December 2021, and Council and community input received;
- Establish clear direction for the work of the Planning Commission, staff, and consultant team in 2022 by setting a framework for final plan and code development;
- Reflect the legislative intent of the City Council for the general type and intensity of development for inclusion in the Final Supplemental Impact Statement (SEIS) that was administratively issued on December 30, 2021; and
- Provide direction for the forthcoming Planned Action Ordinance(s) that will facilitate future private development and public infrastructure.

The Preferred Plan Direction includes the following components. Each component is summarized below; Exhibit A to Resolution R-5503 (see Attachment 1) includes complete descriptions of each component with accompanying maps and graphics.

Long Range Vision for the Station Area

Resolution R-5503 adopted the long-range vision for the Station Area Plan. The vision statement is:

The Station Area is a thriving, new walkable district with high tech and family wage jobs, plentiful affordable housing, sustainable buildings, park amenities, and commercial and retail services linked by transit.

The long range vision also includes the following components:

- Description of growth expectations. The long range vision includes the growth capacity in the area through the year 2044, for:
 - Households: 8,152 total households by the horizon year of 2044; 6,243 households above existing.
 - Jobs: 22,751 total households by the horizon year of 2044; 17,763 jobs above existing.
- Framework for community benefits and recommended strategies. This framework confirmed the previous Council direction to further develop the recommended strategies to achieve community benefits including commercial linkage fees, Tax Increment Financing (TIF) district(s), and a density bonus/incentive program.

Implementation Framework for the Station Area (basis for form-based code)

- Future character zones map and tables. The character zones adopted in the Preferred Plan Direction set a vision for each distinct district within the Station Area; they set the

“guideposts” for what the future development regulations and implementation of community benefits strategies should achieve.

The Preferred Plan Direction adopted five distinct character districts, shown in the following figure and described below.

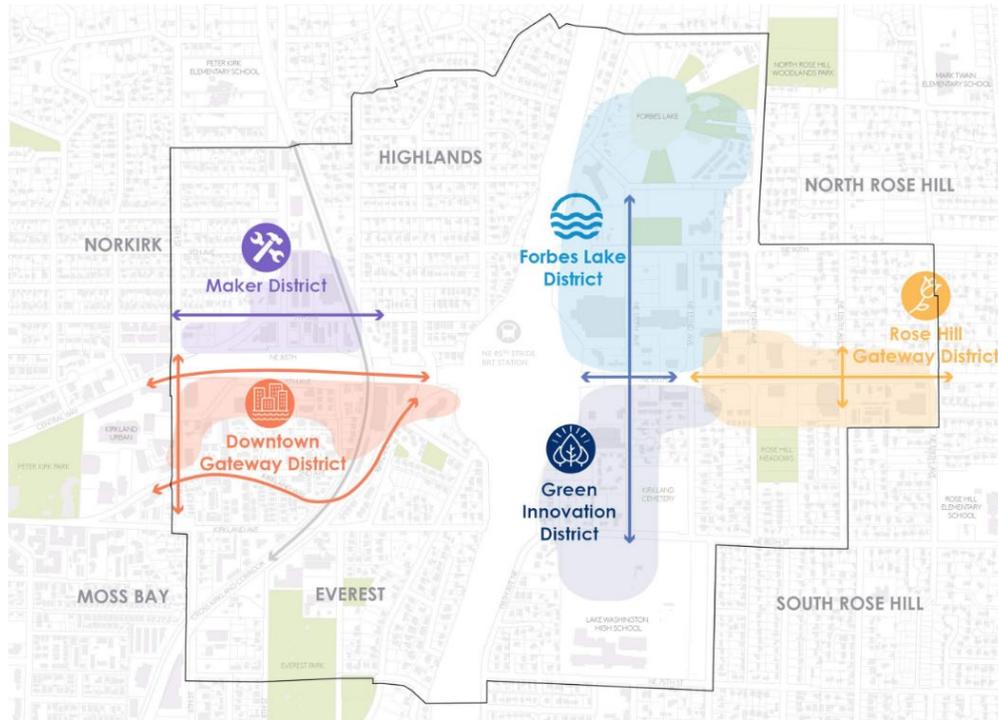


Figure 1: Draft Character District Map, prepared by Mithun

The character districts and vision statements are:

- Maker District: Pedestrian-oriented district building on Norkirk’s character and excellent Cross Kirkland Corridor (CKC) trail connections. 7th Ave becomes a lively connection between the BRT drop-off and Downtown. The traditional mixed industrial/commercial character of the area is recognized while encouraging more urban uses supporting “maker” activities, and locally-owned small businesses.
- Downtown Gateway District: Gateway district to Downtown Kirkland via 6th St that emphasizes mid-rise residential and office buildings along 6th and important bicycle and pedestrian connections along green pathways to and from the BRT station and the CKC.
- Forbes Lake District: A walkable mixed-use district with opportunities for shops and office uses as well as mid-rise residential uses, organized around a green main street corridor with retail and active uses combined with small open spaces on 120th that connects to Forbes Lake. Biophilic design and visible water, energy, and biodiversity strategies tell the story in this place.
- Green Innovation District: This vibrant, mixed-use district is a model of innovation and place for community, students, and the workforce to connect. It transitions from shops and office uses to townhouses, small apartment buildings,

and civic uses. Active transportation choices, connection to green space, and a walkable 120th Ave NE offer a healthy lifestyle. Views abound.

- Rose Hill Gateway District: Corridor-based gateway with a mix of active ground floors and mid-rise residential buildings along NE 85th that focuses on creating a strong sense of arrival from Redmond with streetscape design, public art, and urban design features
- Regulating Districts map (i.e., draft form-based zoning districts). The regulating districts adopted in the Preferred Plan Direction set the framework for future development regulations unique to each district, and established the general maximum allowable height for the district that will be refined to incorporate standards for height transitions (e.g., setbacks, upper-story stepbacks, land use buffers, floor plate limits, etc.).

The Preferred Plan Direction adopted five regulating districts, shown in the following figure and described below.

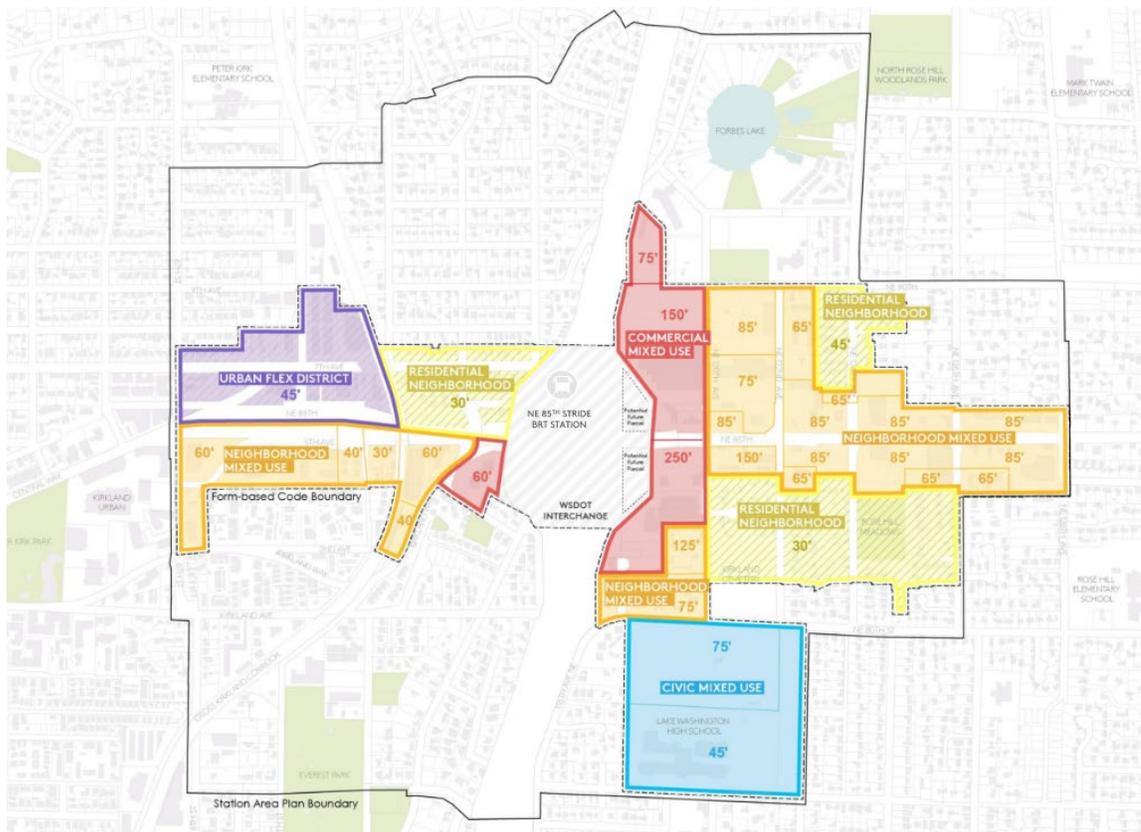


Figure 2: Draft Regulating District Map, prepared by Mithun

- Urban Flex District: Encourage uses consistent with the light industrial history of the area that are also compatible with a walkable urban neighborhood. Allow for upper-story residential, light manufacturing, commercial, retail, and civic/institutional uses. Maximum heights set at 45'.
- Commercial Mixed Use: Encourage uses consistent with large scale commercial and office development. Allow for office, commercial, retail, and civic/institutional uses. Maximum heights range from 60' west of I-405 to 250' east of I-405.

- Neighborhood Mixed Use: Encourage uses consistent with a mid-rise urban residential neighborhood. Allow for residential, office, commercial, retail, and civic/institutional uses. Maximum heights range from 40-60' west of I-405 to 65-150' east of I-405.
- Residential Neighborhood: Encourage uses consistent with residential neighborhoods that transition to existing lower density residential areas. Allow for smaller scale residential and retail buildings, including "missing middle" housing types. Maximum heights range from 30-45'.
- Civic Mixed Use: Encourage uses consistent with civic functions including education facilities, while preserving flexibility for additional uses in the future. Allow for educational, residential, and retail uses. Maximum heights range from 45-75'.
- Future street and frontage types map and tables. The street and frontage types begin to establish a foundation for how the form-based code will regulate how building types interact with the public realm. The maps and tables in the Preferred Plan Direction distinguish the general character and travel-mode priorities for each street type, and established an initial idea of what types of building frontages should be permitted on each street type.

COMMUNITY INPUT ON THE STATION AREA PLAN

The community has provided input during all completed phases of the project, through two community workshops, scoping for the environmental review, the formal comment period for the Draft SEIS, specific outreach using a variety of methods to connect with priority populations (as defined in the Equity Impact Analysis) that are most likely to be affected by the Station Area Plan, a City Council listening session in May 2021, a Community Q&A Session in November 2021, and feedback to staff, Planning Commission and Council sent by numerous community members.

Staff notes that there are areas of concern from the community, Planning Commission, and Council that began to be conceptually addressed in the Preferred Plan Direction, with the more comprehensive work to be completed in developing the final Station Area Plan and Form-based Code. Those areas of concern include, but are not limited to, height transitions, adequacy of the active transportation network and transit capacity, traffic congestion, parking, ample provision of affordable housing, school capacity, and sustainability.

The project team continues to encourage members of the public to provide comments to the City's elected and appointed officials and the project team. Public comment may be made at all Planning Commission and Council meetings under *Items from the Audience*, and via email directly to the Council or Planning staff at any time. Additional scheduled opportunities to participate in the planning process will be offered in 2022 through community workshops related to the Form-based Code, and as the project team begins work with the Planning Commission and Council at public meetings and a public hearing to draft the final Station Area Plan and future Comprehensive Plan and Zoning Code amendments.

ADDITIONAL STATION AREA ANALYSIS IN 2022

In 2021, together with adoption of R-5503, Council directed staff to further develop community benefits strategies and additional analysis in order to complete the Station Area Plan deliverables described in the section below. This further development includes:

- Additional transportation analysis to quantify the number of pedestrian and biking trips in the Station Area, examine the travel times for transit through the Station Area, and develop refined transportation project concepts that prioritize pedestrians and cyclists.
- Economic analysis for the Incentive Zoning program to be included as part of the Form-based Code.
- Tax Increment Financing (TIF) analysis to identify a potential TIF district and recommended projects to consider for funding through TIF.
- Formation of a Green Innovation Development Code that identifies parameters for baseline requirements (development regulations), incentives, and long-term strategies.

STATION AREA PLAN DELIVERABLES

Work in 2022 is focusing on the preparation of final deliverables for the Station Area, described below. The additional analysis mentioned above will inform the preparation of these deliverables, which will establish policies and development regulations for the Station Area.

- Final Station Area Plan Document
 - Vision and Goals for: Land Use and Urban Design, Open Space, Transportation and Mobility, and Sustainability
 - Policies for Station Area
- Comprehensive Plan Amendments
 - Amendment language in General Elements (e.g. Land Use, Transportation, etc.)
 - New sub-area chapter for the Station Area. This new chapter will overlay plan portions of the six neighborhoods that comprise the geography of the Station Area
- Final Planned Action Ordinance
 - Environmental review for planned actions
 - Specific mitigation measures
 - Submittal requirements for development applications to be reviewed as planned actions
- Zoning Code Amendments
 - Station Area Form-based Code
 - *An introduction to Form-based Code concepts will be included in the presentation at Planning Commission's March 10 meeting.*
 - Amendments to existing Zoning Code for consistency, general regulations, clean-up of pre-Station Area zoning districts
 - Parcel rezones
 - Design Guidelines

NEXT STEPS AND ADOPTION TIMELINE

The City began work on the Station Area Plan in 2019. With input from the community, and elected and appointed officials, several phases of the project have been completed (see

Attachment 2). The next phase of the process will be focused on the legislative process to adopt the Station Area Plan deliverables. This legislative work was originally scheduled to occur in 2021, with adoption projected by June 2021. That planned adoption has been extended by over a year to allow for additional due diligence, including supplemental transportation analysis, Fiscal Impacts and Community Benefits Analysis, and more community feedback.

Work in 2022 will be divided into two phases to ensure adequate time for the community and appointed/elected officials to consider important community benefits and urban design components for each phase.

- **Phase 1**, with anticipated completion in June 2022, will include:
 - Adoption of the following guiding documents for the entire Station Area (Station Area Plan, Comprehensive Plan, Planned Action Ordinance)
 - Specific rezones and Zoning Code amendments will be limited to the Commercial Mixed-Use District that is closest to the highway interchange (see Attachment 2).
- **Phase 2**, with anticipated completion later in 2022, will include:
 - Specific rezones and Zoning Code amendments for the perimeter areas. This allows more time to consider how these districts of the Station Area can be successfully integrated into neighborhoods closer to existing low-density edges of the Station Area (see Attachment 2).

Phase 1 work will include a series of joint Planning Commission and City Council meetings, a community workshop, a public hearing in early June, and Council adoption in late June. Another series of public meetings and community outreach will be held in Phase 2.

During the legislative process, within the bounds of the Preferred Plan Direction established by the City Council and guided by community input, the Planning Commission will study and recommend policies and regulations to guide future transit-oriented redevelopment of the station area and ensure that redevelopment aligns with the vision. Prior to making their recommendation, the Planning Commission will conduct a public hearing consider all public comment on the proposal. The final adoption of the Station Area Plan will be by City Council.

ATTACHMENTS

1. Resolution R-5503 Confirming the NE 85th St Station Area Plan Draft Preferred Plan Direction
2. Station Area Plan Adoption Timeline

RESOLUTION R-5503

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF
KIRKLAND ADOPTING AN 85TH STREET STATION AREA
PREFERRED PLAN DIRECTION AND RELATED MATTERS.

1 WHEREAS, voters in the Puget Sound region approved
2 Sound Transit 3 in 2016, a ballot measure to expand regional
3 transit; and
4

5 WHEREAS, Sound Transit plans to implement a Bus Rapid
6 Transit ("BRT") line along I-405 to connect to light rail service in
7 Lynnwood and Bellevue and to fund the redevelopment of the I-
8 405 interchange at NE 85th Street to include a BRT station; and
9

10 WHEREAS, the Washington State Growth Management Act
11 ("GMA") sets goals that cities must address in their comprehensive
12 plans, requires cities to update their comprehensive plans every 8
13 years, and address expected growth for the next 20 years; and
14

15 WHEREAS, the Puget Sound Regional Council ("PSRC")
16 and/or King County County-wide Planning policies focus housing
17 and jobs growth in urban centers; and
18

19 WHEREAS, the 2035 City of Kirkland Comprehensive Plan
20 ("Comprehensive Plan") includes land use policies that support
21 land use patterns to accommodate growth targets, focusing
22 development near high-capacity transit, commercial
23 redevelopment in Rose Hill, and transit-oriented development
24 around the future BRT Station at NE 85th Street; and
25

26 WHEREAS, the North and South Rose Hill Neighborhood
27 Plan was updated in 2018 and the Highlands and Norkirk
28 Neighborhood Plans were updated in 2020 to reflect changing
29 conditions, including the passage of ST 3 and plans for Sound
30 Transit's BRT station at I-405 and NE 85th Street; and
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32 WHEREAS, the Moss Bay and Everest Neighborhood Plans
33 are being updated in 2021 to reflect changing conditions,
34 including the passage of ST 3 and plans for Sound Transit's BRT
35 station at I-405 and NE 85th Street; and

36 WHEREAS, on February 19, 2019, the City Council adopted
37 Resolution R-5356 approving the 2019-2020 Priority Goals and
38 City Work Program, which included an initiative to continue
39 partnerships with Sound Transit, the State Department of
40 Transportation, and King County Metro Transit to ensure that I-
41 405 investments serve Kirkland's mobility needs and maximize the
42 benefit of Sound Transit's NE 85th Street/I-405 Bus Rapid Transit
43 interchange project by completing land use, zoning, and economic
44 development plans for areas adjacent to the interchange project
45 to further the goals of Balanced Transportation and Economic
46 Development; and

47
48 WHEREAS, in August 2019, the City issued a Request for
49 Qualifications ("RFQ") for planning consulting services to support
50 creation of an 85th Street Station Area Plan ("Station Area Plan");
51 and

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53 WHEREAS, on September 3, 2019, the Council adopted
54 Resolution R-5384 authorizing the submittal of applications to
55 King County and PSRC for the Greater Downtown Kirkland Urban
56 Center and adoption of a consolidated plan for the Greater
57 Downtown, with the intent to include the future Station Area
58 within the boundaries of the Greater Downtown Urban Center;
59 and

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61 WHEREAS, in October 2019, City Planning staff began
62 development of an 85th Street Station Area Planning process; and

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64 WHEREAS, in 2019 the Washington State Legislature
65 passed E2SHB 1923, encouraging all cities planning under the
66 GMA to increase residential building capacity, and in October 2019
67 the City was awarded \$150,000 in related grant assistance from
68 the state Department of Commerce to include a Form-based Code
69 and Planned Action Ordinance in the Station Area Plan; and

70
71 WHEREAS, on November 13, 2019, the Metropolitan King
72 County Council adopted Ordinance 19007 to amend the 2012 King
73 County Countywide Planning Policies to designate the Greater
74 Downtown Kirkland Urban Center as an Urban Center, inclusive of
75 the core areas surrounding the BRT Station of the Station Area
76 Plan study area; and

77
78 WHEREAS, the City has applied to PSRC for a regional
79 center designation for the greater downtown area, with PSRC
80 review pending completion of the Station Area subarea plan and
81 the Moss Bay Neighborhood subarea plan; and

82 WHEREAS, in February 2020, the City entered into a
83 contract for consulting services as a result of the RFP with Mithun
84 for creation of a Station Area Plan, including a Form-based Code,
85 Supplemental Environmental Impact Statement, and a Planned
86 Action Ordinance; and

87
88 WHEREAS, the City completed an Opportunities and
89 Challenges Analysis to assist in identifying the vision, values, and
90 goals for the Station Area Plan, and published the Station Area
91 Plan Opportunities and Challenges Report on April 15, 2020; and

92
93 WHEREAS, the City published the State Environmental
94 Policy Act ("SEPA") Environmental Checklist and Scoping Notice
95 for the Station Area planning process on May 26, 2020, held a
96 scoping comment period from May 26, 2020 to June 16, 2020,
97 and received public comments from 29 parties; and

98
99 WHEREAS, the City held the first public Community
100 Workshop to discuss the identified Station Area Plan opportunities
101 and challenges and gather community feedback on the initial
102 concepts for the Station Area Plan on June 4, 2020; and

103
104 WHEREAS, the City published a Station Area Plan Market
105 Analysis Report on June 16, 2020 that assessed the market
106 conditions for the Station Area and suitability for new transit-
107 oriented development; and

108
109 WHEREAS, City Council held a study session on July 21,
110 2020 to receive a briefing on the Station Area Plan initial concepts
111 and provided feedback on the preliminary Draft Supplemental
112 Environmental Impact Statement (SEIS) alternatives; and

113
114 WHEREAS, at their July 21, 2020 study session, the Council
115 confirmed the following Station Area Plan Project Vision, Values,
116 and Goals:

- 117 1. Project Vision: The NE 85th St Station Area Plan is a
118 regional gateway district that supports transit, creates
119 opportunity for all, and reflects Kirkland's unique identity.
120 2. Project Values: Livability, Sustainability, Equity.
121 3. Project Goals: Development Near Transit, Connected
122 Kirkland, Inclusive District.

123
124 WHEREAS, the City published the Station Area Plan Draft
125 SEIS that evaluated three Station Area Plan alternatives on
126 January 5, 2021, which opened a 30-day Draft SEIS public

127 comment period and identified a Project Objective to leverage the
128 WSDOT/Sound Transit I-405 and NE 85th St Interchange and
129 inline Stride BRT station regional transit investment to maximize
130 transit-oriented development and create the most: opportunity
131 for an inclusive, diverse, and welcoming community; value for the
132 City of Kirkland; community benefits including affordable housing;
133 and quality of life for people who live, work, and visit Kirkland;
134 and

135
136 WHEREAS, the City held the second public Community
137 Workshop to discuss the Draft SEIS analysis and gather
138 community feedback on the three Draft SEIS Station Area Plan
139 Alternatives on January 7, 2021; and

140
141 WHEREAS, in response to requests from the community,
142 and in recognition that an extended comment period would
143 provide all stakeholders more time to engage with the Draft SEIS
144 and allow for further outreach to community members
145 traditionally underrepresented in past planning processes, the City
146 extended the Draft SEIS public comment period to 45 days,
147 closing the public comment period on February 19, 2021; and

148
149 WHEREAS, the City received 114 written Draft SEIS
150 comments, and gathered additional input on the Draft SEIS at the
151 January 7, 2021 Community Workshop, through an online Draft
152 SEIS survey that received 408 responses, at a human service
153 provider roundtable, through responses to a "meeting-in-a-box"
154 from 26 clients of Sophia Way via coordination with their staff,
155 through two Lake Washington High School Economics class
156 projects focused on the Station Area and Draft SEIS alternatives,
157 and through input provided by various community organizations
158 in meetings with City Planning staff; and

159
160 WHEREAS, the comments on the Draft SEIS and planning
161 process from the community included concerns about the impacts
162 of growth and increased density such as traffic congestion,
163 increased building heights and transitions between areas of
164 differing height and intensity, impacts on schools and transit
165 capacity, and a desire for the plan to help achieve community
166 benefits such as affordable and diverse housing opportunities,
167 plentiful parks and recreational spaces, enhancements and
168 improvements to the active transportation network, new school
169 capacity, and a balance of housing and jobs for people with a
170 range of background and experience levels;

171 WHEREAS, at their January 19, 2021 meeting, the Council
172 was presented with the results of the Draft SEIS, considered Draft
173 SEIS comment themes, and directed the Station Area project team
174 to expand the project scope to complete a Fiscal Impacts and
175 Community Benefits Analysis in order to: analyze the fiscal
176 impacts of infrastructure and public service provision to
177 accommodate future growth in the Station Area; explore
178 strategies to achieve community benefits from growth; and
179 further analyze the transportation network; and
180

181 WHEREAS, in advance of Council decisions about which
182 growth alternatives were to be analyzed in a Fiscal Impacts and
183 Community Benefits Analysis, the Council held a special meeting
184 on May 26, 2021 that served as a Listening Session for community
185 members to provide input on the Station Area Plan directly to
186 Council members; and
187

188
189 WHEREAS, at their June 15, 2021 meeting, the Council
190 reviewed the final scope for a Fiscal Impacts and Community
191 Benefits Analysis and endorsed two "June Alternatives", June
192 Alternative A (Current Trends) and June Alternative B (Transit-
193 Connected Growth), for study in the Analysis; and
194

195 WHEREAS, June Alternative A and June Alternative B were
196 selected by the Council in response to community feedback and
197 narrowed the "bookends" of potential growth in the Station Area
198 based on Draft SEIS Alternatives 1 and 2, respectively, and
199 eliminated Draft SEIS Alternative 3 from future consideration; and
200

201 WHEREAS, the focus of the Fiscal Impacts Analysis was to
202 find if the City could afford the investments necessary to address
203 increased demand on infrastructure and public services if the City
204 implements its vision of the Station Area as a thriving, new
205 walkable district with high tech jobs, plentiful affordable housing,
206 sustainable buildings, and shops, and restaurants linked by
207 transit; and
208

209 WHEREAS, the focus of the Community Benefits Analysis
210 was to find how the public can receive benefits of growth and how
211 development can advance the City's priority objectives if the City
212 implements its vision of the Station Area as a thriving, new
213 walkable district with high tech jobs, plentiful affordable housing,
214 sustainable buildings, and shops, and restaurants linked by
215 transit; and

216 WHEREAS, on October 26, 2021, the City published the
217 Fiscal Impacts and Community Benefits Analysis Technical Memo
218 and Appendices, which found that if the City were to select June
219 Alternative B to implement its vision of the Station Area, the City
220 could afford the investments necessary to address increased
221 demand on public services (especially schools, parks/open spaces,
222 transportation, and utilities), and avoid a reduction in service for
223 existing community members and businesses if the City also
224 adopts a series of policy changes, impact fees, commercial linkage
225 fees, and benefit capture strategies such as Tax Increment
226 Financing, density bonuses, and partnership opportunities; and
227

228 WHEREAS, at their October 26, 2021 meeting, the Council
229 directed staff to draft a Station Area Plan Preferred Plan Direction
230 based on June Alternative B for inclusion in the Final SEIS, and
231 directed staff to prepare an additional scope of work to support
232 development of the community benefits strategies for Tax
233 Increment Financing, commercial linkage fees, and a density
234 bonus program, green infrastructure, and to complete
235 supplemental transportation analyses; and
236

237 WHEREAS, the City held a Community Question and
238 Answer Session on November 1, 2021 to provide an opportunity
239 for the community to engage directly with the project team and
240 to answer community questions related to the Fiscal Impacts and
241 Community Benefits Analysis and other Station Area topics; and
242

243 WHEREAS, the Council held a public hearing in accordance
244 with Kirkland Municipal Code 5.02.020 for the mid-biennial budget
245 process, which included a budget adjustment to support the
246 supplemental analyses required for development of recommended
247 community benefits strategies and additional transportation
248 analyses, with the intent for the Council to adopt the Mid-Biennial
249 Budget Adjustments at their December 14, 2021 meeting; and
250

251 WHEREAS, at their November 16, 2021 meeting, the
252 Council held a joint meeting with the Kirkland Planning
253 Commission to receive an update on the draft Station Area Plan
254 Preferred Plan Direction; and
255

256 WHEREAS, the Station Area Project team has coordinated
257 with Lake Washington School District ("LWSD"), regional transit
258 agencies, and major property owners in the Station Area to
259 explore creative solutions to key issues that will require future
260 strategic partnerships to which the City may, or may not, be a
261 necessary party to; and

262 WHEREAS, the City is conducting an ongoing development
263 review fee study and is exploring creating additional tiers of
264 building permit fees for projects with total valuations over
265 \$1,000,000 to more accurately reflect the review and inspection
266 demands of very large projects as highlighted in the fiscal impacts
267 analysis; and

268
269 WHEREAS, through December 2021, the City has reviewed
270 the Station Area in meetings at five public Planning Commission
271 meetings on: June 25, 2020; January 14, 2021; April 22, 2021;
272 June 10, 2021; and, November 16, 2021 (jointly with City
273 Council); and

274
275 WHEREAS, through December 2021, the City has discussed
276 the Station Area in meetings at four public Transportation
277 Commission meetings on: September 23, 2020; January 27,
278 2021; July 28, 2021; and, September 22, 2021; and

279
280 WHEREAS, through December 2021, the City has discussed
281 the Station Area in meetings at eight public City Council meetings
282 on: March 17, 2020; July 21, 2020; January 19, 2021; April 6,
283 2021; June 15, 2021; October 26, 2021; November 16, 2021
284 (jointly with Planning Commission); and December 14, 2021; and

285
286 WHEREAS, the Council recognizes and shares areas of
287 concern from the community related to the Station Area Plan that
288 will require continuing work to address in the final Station Area
289 Plan, including, but not limited to issues like, height transitions,
290 adequacy of the active transportation network and transit
291 capacity, traffic congestion, parking, ample provision of affordable
292 housing, school capacity, park amenities, and sustainability and it
293 is the intent of the Council that these areas of concern will be
294 addressed prior to final adoption of the Station Area Plan through
295 extensive additional study, community outreach, and
296 partnerships; and

297
298 WHEREAS, the project team has completed the Draft
299 Station Area Plan Preferred Plan Direction for inclusion in the Final
300 SEIS that includes a long-range vision and implementation
301 framework for the Station Area, included as Exhibit A to this
302 Resolution; and

303
304 WHEREAS, the Draft Station Area Plan Preferred Plan
305 Direction is intended to establish the City Council's broad vision
306 for the transit oriented development of the Station Area based on

307 stated objectives for the Plan and to guide the City's future Station
308 Area work toward achieving that vision, including development of
309 planned action ordinances, development agreements and related
310 code, policy, and permitting changes.

311

312 NOW, THEREFORE, be it resolved by the City Council of the
313 City of Kirkland as follows:

314

315 Section 1. The 85th Street Station Area Plan Preferred Plan
316 Direction, as shown in Exhibit A to this resolution, and consisting
317 of the following elements, is adopted:

- 318 1. Conceptual Long Range Vision Statement: the Station
319 Area is a thriving, new walkable district with high tech
320 and family wage jobs, plentiful affordable housing,
321 sustainable buildings, park amenities, and commercial
322 and retail services linked by transit;
- 323 2. Description of growth expectations;
- 324 3. Framework for community benefits and recommended
325 strategies;
- 326 4. Future character zones map and tables;
- 327 5. Regulating districts map; and,
- 328 6. Future street and frontage types map and tables.

329

330 Section 2. The Station Area project team shall proceed
331 with drafting a final Station Area Plan, Form-based Code and
332 zoning amendments, Comprehensive Plan amendments, and
333 Planned Action Ordinance(s) based on the adopted Preferred Plan
334 Direction. The Preferred Plan Direction shall also guide any related
335 legislative actions in the Station Area such as development
336 agreements.

337

338 Section 3. The Planning Commission shall study and
339 recommend Station Area Plan policies and regulations to guide
340 future transit-oriented redevelopment of the Station Area within
341 the bounds of the Preferred Plan Direction adopted herein by the
342 City Council and ensure that redevelopment will align with the
343 long-range vision.

344

345 Section 4. The City shall continue coordination with LWSD,
346 regional transit agencies, major property owners in the Station
347 Area, and community members to explore creative solutions to
348 key issues such as affordable housing, school capacity, future
349 transit capacity and service, and other opportunities to achieve
350 community benefits from growth that may require future strategic
351 partnerships.

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Section 5. The City Manager is hereby authorized and directed to:

1. Procure consulting services to develop community benefits strategies including Tax Increment Financing, commercial linkage fees, green infrastructure and a density bonus program for inclusion in the final Station Area Plan.
2. Prepare an ordinance for City Council consideration in early 2022 that would amend the building permit fee schedule to create additional tiers of building permit fees for projects with total valuations over \$1,000,000.

Passed by majority vote of the Kirkland City Council in open meeting this 14 day of December, 2021.

Signed in authentication thereof this 14 day of December, 2021.



Penny Sweet, Mayor

Attest:



Kathi Anderson, City Clerk

EXHIBIT A0: NE 85TH STATION AREA
GROWTH EXPECTATIONS AND COMMUNITY BENEFITS

Growth Expectations for Preferred Plan Direction

	Preferred Plan Direction
Households	8,152
Employment	22,751

Consistent with Transit-Connected Growth (June Alternative B), over the 23-year planning horizon, the Preferred Plan Direction would support a maximum of:

- 8,152 total households (6,243 above existing)
- 22,751 total jobs (17,763 above existing)

Based on the City's existing Inclusionary Zoning requirement for affordable housing, that maximum development potential would result in:

- 624 total affordable homes, or 10% of new potential households
- Other affordable housing measures will be implemented to increase the production of affordable housing beyond 624 units

Disclaimer: The growth expectations describe the assumed amount of potential growth during the 23-year plan time horizon but is not meant to pre-suppose the decisions of individual property owners or actions of the market, which will likely differ.

The Station Area Plan policies will not preclude current land uses from staying in place.

Community Benefits for Preferred Plan Direction



Community Benefits Policy Framework

Parks

- Consider offsetting deficit with a portion of general government operating surplus
- Level of Service (LOS) policy change appropriate for urban centers, coordinate with the Parks, Recreation and Open Space (PROS) plan
- For larger Community Parks:
 - Tax Increment Financing (TIF) strategy: evaluate bold vision opportunities for TIF candidate projects, and complete conceptual / feasibility study
 - Leverage existing public space and partnerships for shared use agreements
- For Neighborhood, small scale and linear parks:
 - Multi-benefit TIF project for NE 120th including a linear park: evaluate as a TIF candidate project, and complete conceptual / feasibility study
 - Development requirements/bonuses
 - Creative adaptation of existing public space like Forbes Lake, the future interchange surplus right of way, and existing right-of-way

Affordable housing

- Pursue a commercial linkage program
- Allocate a portion of the Linkage Fees toward a workforce development program or equivalent
- Pursue additional implementation strategies

Mobility

- Develop a TIF strategy, and evaluate bold vision opportunities for TIF candidate projects, and complete conceptual / feasibility study prioritizing multi-benefit project opportunities where infrastructure needs overlap
- Development requirements/bonuses: mobility and parking programs and policies

Sustainability

- Green infrastructure strategies and multi-benefit projects
- Development requirements/bonuses
- Explore partnerships around sustainability, climate action, health and well-being initiatives

Schools

- Support LWSD and the community need for childcare and early education with tools such as:
- Development requirements/bonuses for integrated educational or childcare space
 - Explore partnership opportunities such as Joint/Shared Use Agreements
 - Policy changes to define active frontages to include uses for schools, childcare, or other community-serving uses
 - Increase allowed development capacity on existing underutilized public parcels

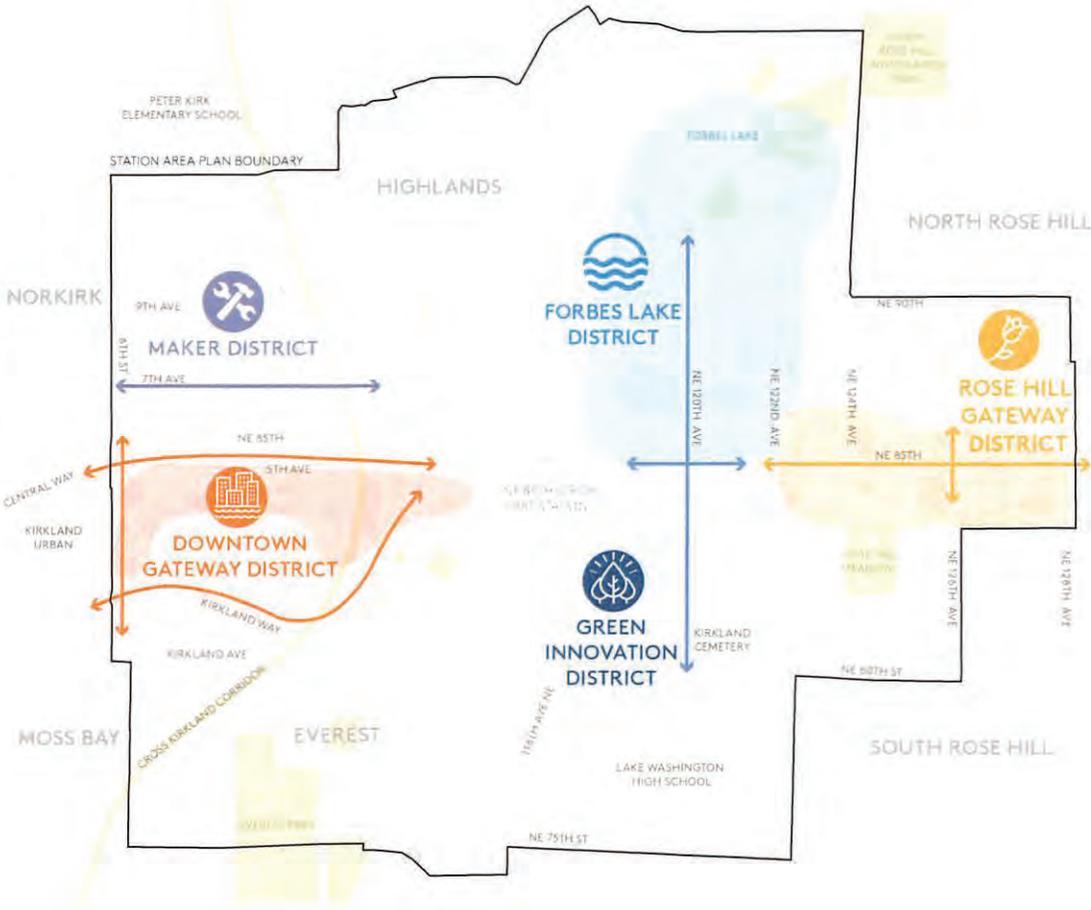
Source: Mithun

EXHIBIT A1: NE 85TH STATION AREA CHARACTER SUB-DISTRICTS

THE VISION

The Station Area is a thriving, new walkable district with high tech and family wage jobs, plentiful affordable housing, sustainable buildings, park amenities, and commercial and retail services linked by transit.

The vibrant, mixed-use environment is a model of innovation. With an outstanding quality of life and unmatched mobility choices, the Station Area is eco-friendly, a place to connect, and deeply rooted in the history of the land, the people, and the culture of this special crossroads in Kirkland. The highly visible integration of ecological systems within an urban setting set the Station Area apart while tying the unique sub-area districts together with existing open space and active living opportunities.



Source: Mithun



**EXHIBIT A2: NE 85TH STATION AREA
CHARACTER SUB-DISTRICT PRECEDENT IMAGERY**



MAKER DISTRICT

Pedestrian-oriented district building on Norkirk's character and excellent Cross Kirkland Corridor trail connections. 7th is a lively connection between the BRT drop off and old downtown. The traditional mixed industrial/commercial character of the area is recognized while encouraging more urban uses supporting "maker" activities, locally-owned small businesses, active lifestyle and recreation-related private and public uses.



DOWNTOWN GATEWAY DISTRICT

Gateway district to Downtown Kirkland via 6th St that emphasizes mid-rise residential and office uses along 6th and important bicycle and pedestrian connections along green pathways to and from the station and the Cross Kirkland Corridor.



FORBES LAKE DISTRICT

A walkable mixed-use district with opportunities for shops and office uses as well as mid-rise residential uses, organized around a green main street corridor with retail and active uses combined with small open spaces on 120th that connects to Forbes Lake. Biophilic design and visible water, energy, and biodiversity strategies tell the story this place.



GREEN INNOVATION DISTRICT

This vibrant, mixed use district is a model of innovation and place for community, students, and the workforce to connect. It transitions from shops and office uses to townhouses, small apartment buildings, and civic uses. Active transportation choices, connections to green space, and walkable South 120th offer a healthy lifestyle. Views abound.



ROSE HILL GATEWAY DISTRICT

Corridor-based gateway with a mix of active ground floors and mid-rise residential along NE 85th that focuses on creating a strong sense of arrival from Redmond with streetscape design, public art, and urban design features.

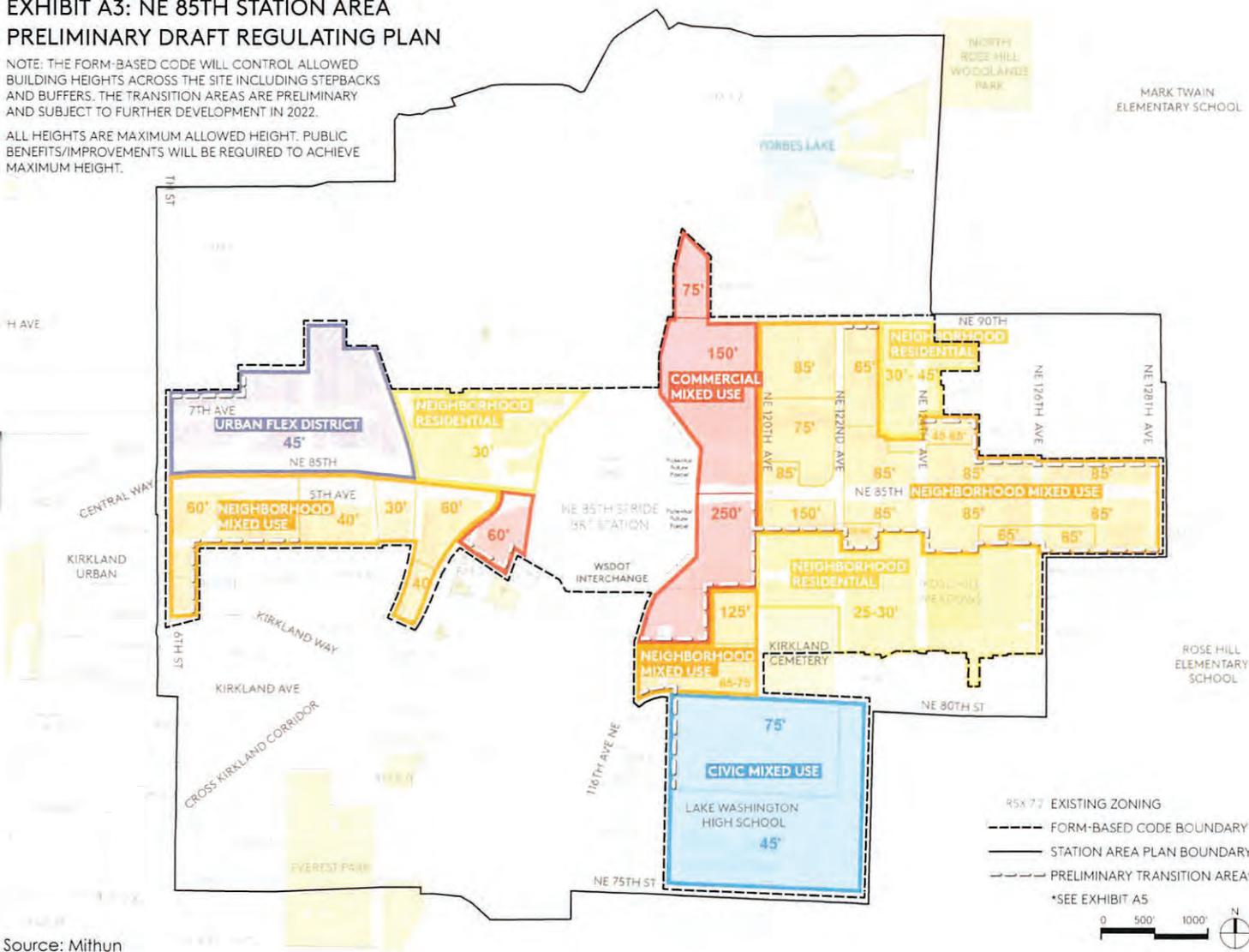


Source: Mithun

**EXHIBIT A3: NE 85TH STATION AREA
PRELIMINARY DRAFT REGULATING PLAN**

NOTE: THE FORM-BASED CODE WILL CONTROL ALLOWED BUILDING HEIGHTS ACROSS THE SITE INCLUDING STEPBACKS AND BUFFERS. THE TRANSITION AREAS ARE PRELIMINARY AND SUBJECT TO FURTHER DEVELOPMENT IN 2022.

ALL HEIGHTS ARE MAXIMUM ALLOWED HEIGHT. PUBLIC BENEFITS/IMPROVEMENTS WILL BE REQUIRED TO ACHIEVE MAXIMUM HEIGHT.



Source: Mithun

EXHIBIT A4: NE 85TH STATION AREA PRELIMINARY DRAFT REGULATING TABLE

NOTE: REGULATING DISTRICTS WILL BE PART OF THE FUTURE FORM-BASED CODE. THEY WILL ESTABLISH BROAD PARAMETERS FOR DEVELOPMENT, INCLUDING ALLOWED USES, HEIGHTS, AND SIDE SETBACKS. ELEMENTS SUCH AS FRONTAGES, TRANSITIONS AND STREETSCAPE DESIGN WILL BE ADDRESSED THROUGH OTHER ELEMENTS OF THE FUTURE FORM-BASED CODE.

	Commercial Mixed Use	Neighborhood Mixed Use	Neighborhood Residential	Urban Flex District	Civic Mixed Use
Maximum Heights (see height subdistrict on regulating plan for maximum allowed height in a specific location)	60-250'	30-150'	20-45'	45'	45-75'
Permitted Uses (General)	Commercial, Civic	Commercial, Residential, Civic	Residential	Commercial, Light Industrial*, Residential, Civic *where compatible with residential	Commercial, Residential, Civic
Upper level setbacks	In progress*	In progress*	In progress*	In progress*	In progress*
Max Floor Area Ratio or Development Area	In progress*	In progress*	In progress*	In progress*	In progress*
Setbacks (Side, Rear) <i>Note: Front Setbacks are regulated through frontage types</i>	In progress*	In progress*	In progress*	In progress*	In progress*

*In Progress parameters will be reviewed as part of the Form-based Code development in 2022.

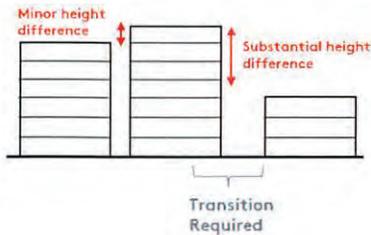
Source: Mithun

EXHIBIT A5: NE 85TH STATION AREA
PRELIMINARY DRAFT TRANSITIONS APPROACH

Transition rules will apply along the lot lines of any adjacent parcels where the difference in proposed building height and adjacent maximum allowed height is greater than a specified number of feet*. New development would be required to include a combination of the following strategies:

- Site Setbacks
- Upper Level Stepbacks
- Landscape Buffers
- Maximum Façade Length

**Parameters will be reviewed as part of the Form-based Code development in 2022*



Ground Level Set Backs

Allowed build-to line is set back from the lot line, creating more space between building and adjacent parcels or right of way



Upper Level Step Backs

Upper floors must be set back from allowed lower-level building envelope. May be applied multiple times for a single building at different levels to create a "stepped" effect



Landscape Buffers

Landscaped open area that is intended to provide visual screening as well as open space separating a building from adjacent parcels. Can also include pedestrian or bike connections or other amenities

Source: Mithun

EXHIBIT A7: NE 85TH STATION AREA PRELIMINARY DRAFT STREET TYPES TABLE

NOTE: STREET TYPES WILL BE PART OF THE FUTURE FORM-BASED CODE. THEY WILL ESTABLISH ALLOWED FRONTAGE TYPES ALONG EACH STREET SEGMENT, AND ALSO RECOMMEND THE FUTURE DESIGN CHARACTERISTICS OF THE PUBLIC RIGHT OF WAY. ELEMENTS SUCH AS FRONTAGES, TRANSITIONS, AND DEVELOPMENT REQUIREMENTS WILL BE ADDRESSED THROUGH OTHER ELEMENTS OF THE FUTURE FORM-BASED CODE.

Major Thoroughfare	Main Street	Neighborhood Mixed Use Street	Neighborhood Residential Street	Green Midblock Connection
				
Streets that connect regional centers or run through central commercial corridors. Many of these streets have significant traffic volumes at peak hours and are key places for high-capacity transit routes and auto-separated bike facilities.	Primary corridors for ground-floor retail, often with generous public realm design. They are high pedestrian volume streets that balance that pedestrian activity with auto, bike, and transit needs.	Neighborhood streets with low to mid-intensity commercial and midrise residential and occasional ground floor retail. Generally lower vehicular traffic volume than major thoroughfares, and some may contain auto-separated bike facilities.	Residential-focused streets with low vehicular traffic volumes, which can accommodate shared bike facilities.	Generously landscaped mid-block connections within larger commercial or residential developments or between parcels. May include required on-site green stormwater infrastructure. Does not include public ROW improvements to "green" an existing street.
Typical ROW Width 80-120'	65-85'	45- 75'	45- 70'	30-50'
Functional Classes Principal Arterial	Minor Arterial, Collector	Collector, Local	Collector, Local	Local
Adjacent Land Uses High intensity commercial, residential, and active ground-level uses.	Mid-intensity commercial, residential, and ground-level retail uses.	Low to mid-intensity commercial, residential, and occasional active ground-level uses.	Predominantly low to medium intensity residential uses.	Low to high intensity commercial or residential uses, typically within larger developments. May have active ground-level uses, depending on site design.
Allowed Frontage Types Urban Street Edge, Retail & Active Uses, Plaza/Public Space	Retail & Active Uses, Plaza/Public Space	Urban Street Edge, Plaza/Public Space, Residential Stoop/Porch	Urban Street Edge, Plaza/Public Space, Residential Stoop/Porch, Private Yard	Urban Street Edge, Retail & Active Uses, Plaza/Public Space.
Travel Priorities Ped*, Bike*, Transit, Freight, Auto	Ped, Bike, Transit, Auto	Ped, Bike, Auto	Ped, Bike, Auto	Ped, Bike, Auto**
*Separated facilities				**Local access, loading only

Source: Mithun

EXHIBIT A8: NE 85TH STATION AREA PRELIMINARY DRAFT FRONTAGE TYPES

NOTE: FRONTAGE TYPES WILL BE PART OF THE FUTURE FORM-BASED CODE. THEY WILL REGULATE THE RELATIONSHIP BETWEEN PRIVATE DEVELOPMENT AND THE PUBLIC REALM, INCLUDING GROUND FLOOR FACADE DESIGN, FRONT SETBACKS, LANDSCAPE CHARACTERISTICS, PEDESTRIAN ACCESS, AND OTHER CHARACTERISTICS. ALLOWED FRONTAGE TYPES WILL BE DETERMINED BASED ON THE STREET TYPE DESIGNATION FOR EACH PARCEL'S FRONTAGE. ELEMENTS SUCH AS TRANSITIONS, STREETSCAPE DESIGN, AND GENERAL DEVELOPMENT REQUIREMENTS WILL BE ADDRESSED THROUGH OTHER ELEMENTS OF THE FUTURE FORM-BASED CODE.

Urban Street Edge

- Shallow to no setbacks
- Pedestrian-oriented facades with transparency and building entries
- Additional travel zone if constrained sidewalk



Retail & Active Uses

- Generous pedestrian zone with seating, overhead protection, and other furnishings and building entries
- Articulated bays, active facades, higher ground floor heights



Residential Stoop/Porch

- Shallow setbacks, first floor at different level than sidewalk
- Direct entries from individual units
- Stoops and porches address grade change
- Articulated facades to reflect units



Plaza/Public Space

- Deep setback to establish public space
- Active frontages and entries facing onto open space
- Smooth transition to public ROW with occupiable open space



Private Yard

- Landscaped front yard
- Visual connection to primary building from sidewalk
- Street wall edge maintained with elements like low walls and vegetation



Source: Mithun

NE 85th St. Station Area Plan: 2022 Plan Adoption and Phasing

The City began work on the Station Area Plan in 2019. Adoption of the Station Area Plan was originally planned for **June 2021**. With input from the community and elected and appointed officials, several phases of the project have been completed.



The planned adoption has been extended by over a year to allow for additional due diligence, including supplemental transportation analysis, Fiscal Impacts and Community Benefits Analysis, and more community feedback. In 2022, with further input from the Community, Planning Commission, and City Council, we are moving into the final phases of the project that will result in final Station Area Plan adoption.

What's included in the final Plan?

FINAL STATION AREA PLAN

- Vision & Goals for Land Use & Urban Design, Open Space, Transportation & Mobility, and Sustainability
- Policies for Station Area

COMPREHENSIVE PLAN AMENDMENTS

- Amend General Elements (Land Use, CFP, Transportation, etc.)
- New sub-area chapter for Station Area
- Amend existing Neighborhood Plans for consistency with SAP

FINAL PLANNED ACTION ORDINANCE

- Environmental review for planned actions
- Specific mitigation measures for and submittal requirements for applicant SEPA exemption

ZONING IMPLEMENTATION

- Form-based Code / Zoning Code Amendments
- Parcel Rezones (to Station Area regulating districts)
- Design Guidelines

NE 85th St. Station Area Plan: 2022 Plan Adoption and Phasing

Notes on Adoption and Phasing Timeline

Work in 2022 is divided into two phases to ensure adequate time for the community and appointed/elected officials to consider important community benefits and urban design components for each phase. **Phase 1**, with anticipated completion in June 2022, will include adoption of guiding documents for the entire Station Area (Station Area Plan, Comprehensive Plan, Planned Action Ordinance) but will only include specific rezones and Zoning Code amendments for the Commercial Mixed-Use District (see red area on adjacent regulating district map) that is closest to the highway interchange. **Phase 2**, which will include specific rezones and Zoning Code amendments for the perimeter areas, is being extended further into 2022. This allows more time to consider how these districts of the Station Area can be successfully integrated into neighborhoods closer to existing low-density edges of the Station Area.

