

# City Council Study Session



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## NE 85<sup>th</sup> Station Area Plan

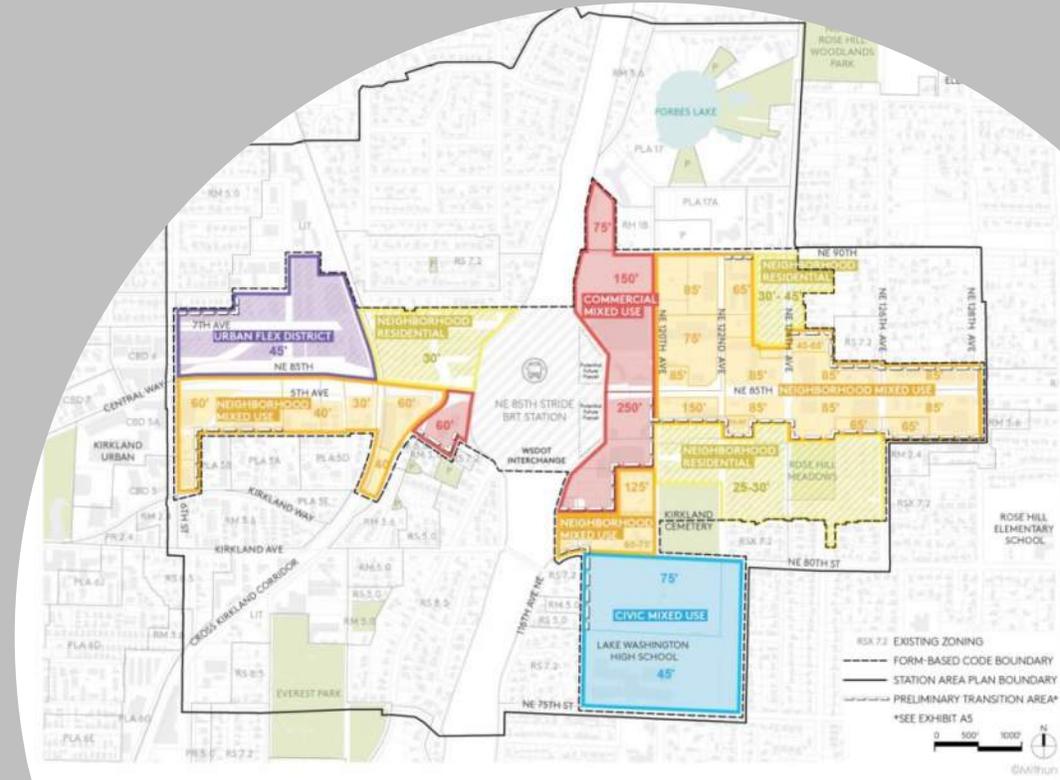
City of Kirkland  
Mithun

5 April 2022



# Tonight's Agenda

- Review of Adopted Preferred Plan Direction
- Station Area Process Update
- Station Area Deliverables Overview
- Key Issue Updates
  - Transportation
  - Sustainability
  - Affordable Housing
  - Parks/Open Space
  - Schools
- Next Steps



# Adopted Preferred Plan Direction Review



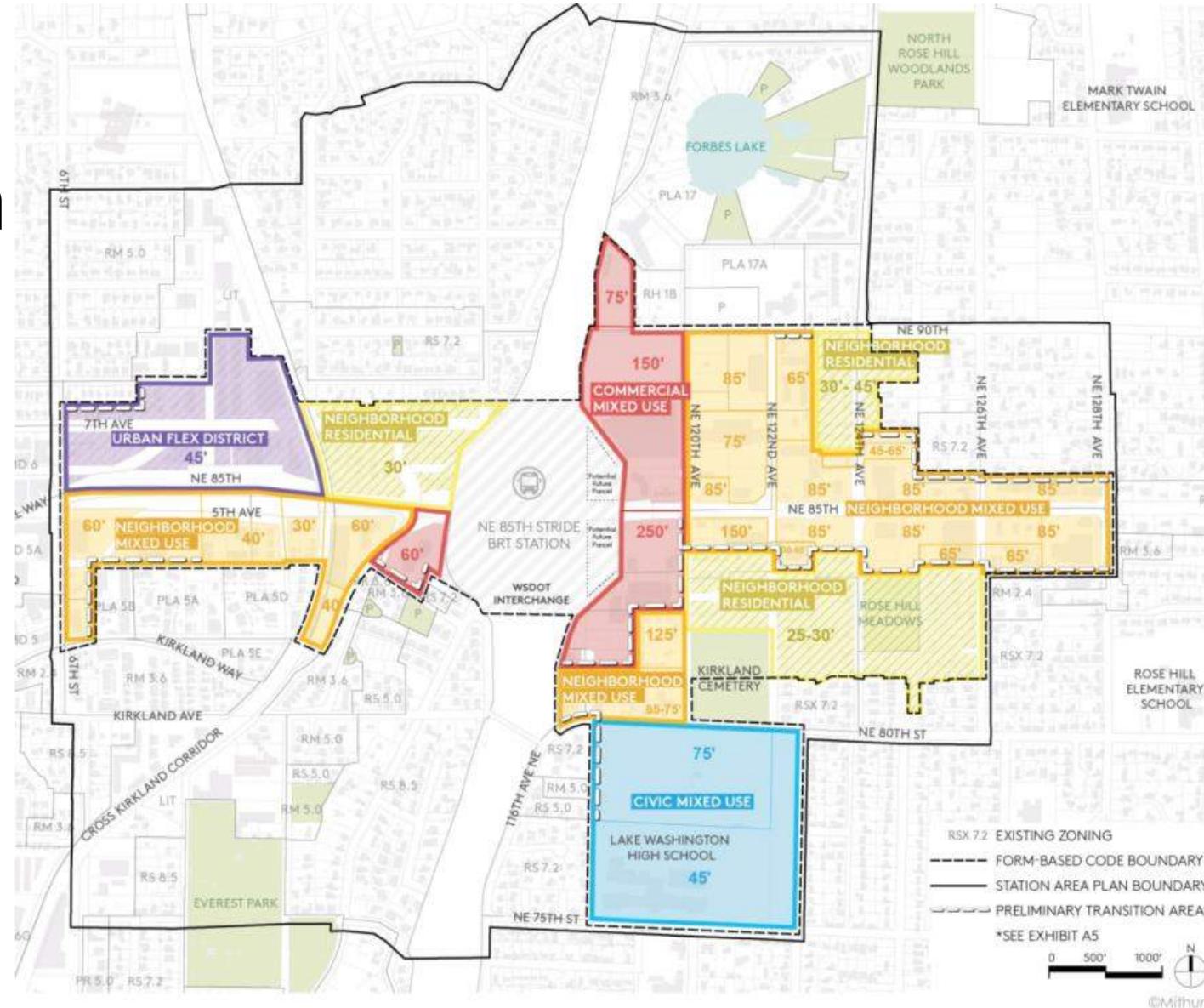
# Resolution R-5503: Adopted Station Area Preferred Plan Direction

## The Preferred Plan Direction

- Sets the vision for the future of the Station Area
- Identifies maximum growth capacity and heights
- Provides a framework for design strategies to address community concerns
- Identifies primary components of the Final Station Area Plan
- Establishes Community Benefits Strategies for further study
- Informs Final Supplemental Environmental Impact Statement
- **Directs work in 2022**

## The Preferred Plan Direction does not...

- Establish or finalize zoning details
- Establish required mitigation measures or community benefits
- Preclude future opportunities for community input



# Preferred Plan Direction: Growth Expectations

## 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.*

# Preferred Plan Direction: Community Benefits Key Topics



AFFORDABLE  
HOUSING, JOBS &  
WORKFORCE  
DEVELOPMENT



MOBILITY: WALKING,  
ROLLING



OPEN SPACE, PARKS,  
GREEN  
INFRASTRUCTURE



SUSTAINABILITY,  
CLIMATE ACTION,  
RESILIENCE



SCHOOLS



# Preferred Plan Direction: Community Benefits Framework



## 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

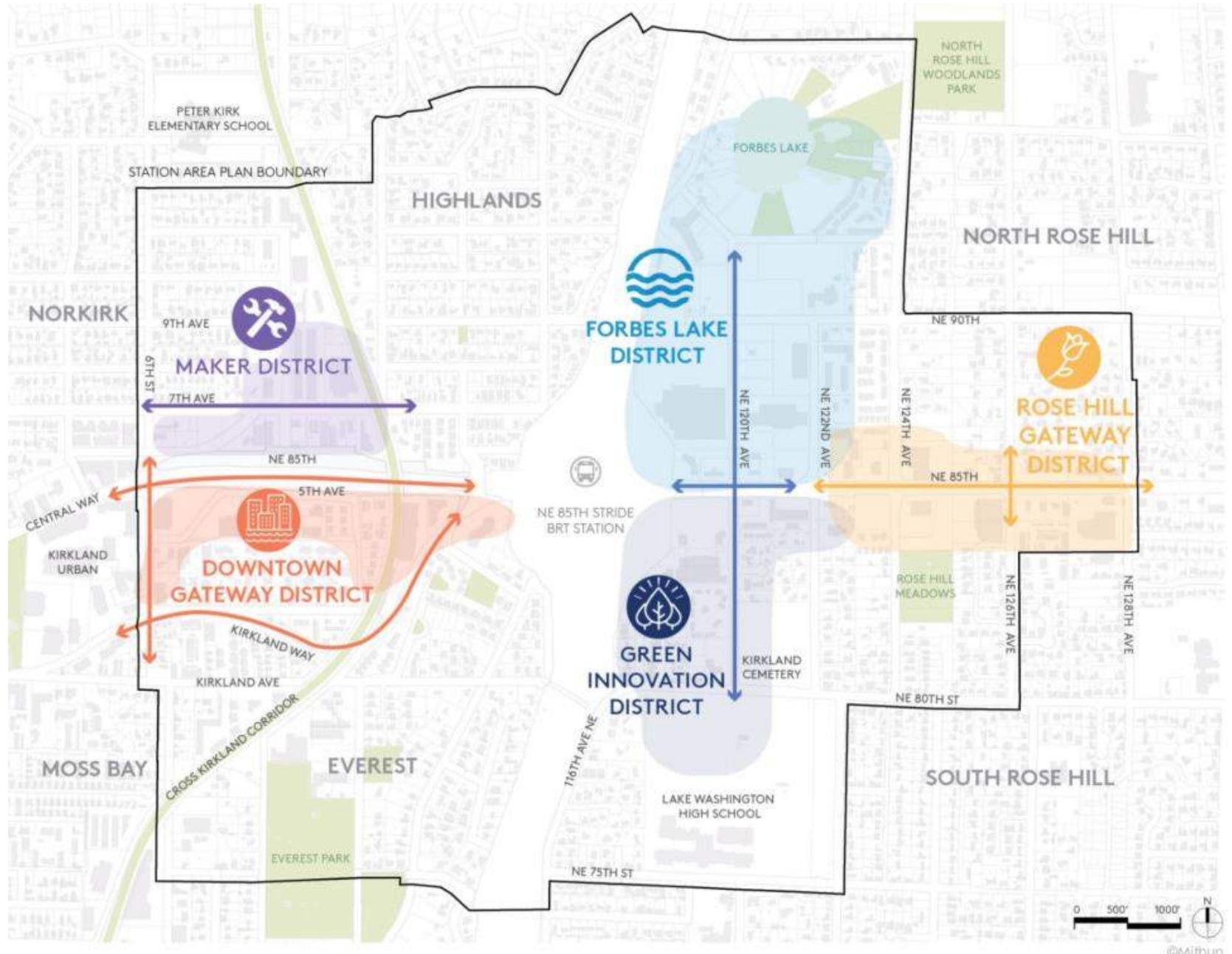
- Green infrastructure strategies and multi-benefit projects
- Development requirements/bonuses
- Explore partnerships around sustainability, climate action, health and well-being initiatives

### 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

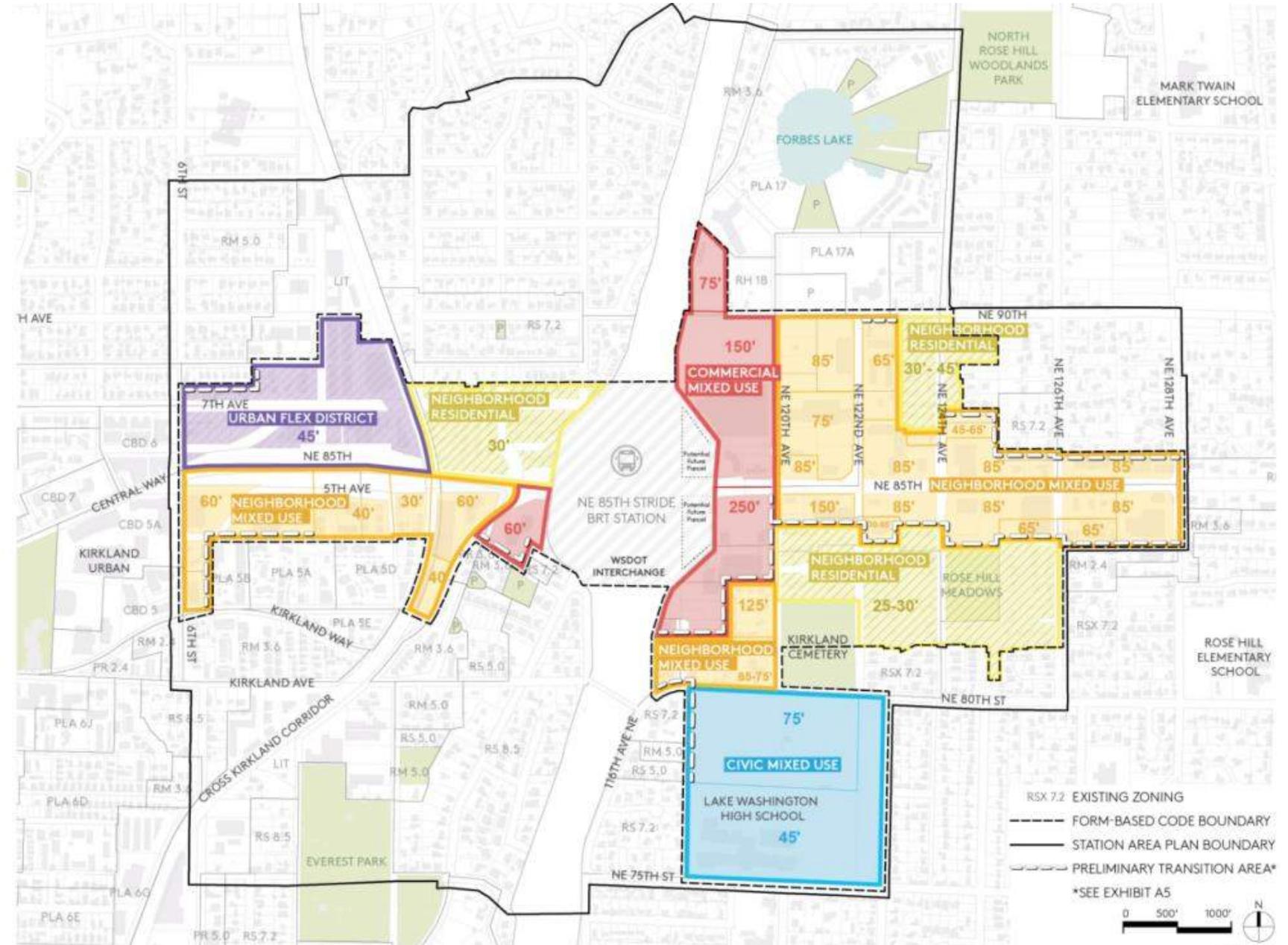
# Preferred Plan Direction: Character Sub-Districts



# Preferred Plan Direction: Draft Regulating Plan

NOTE: The Form Based Code will control allowed Building Heights across the site including setbacks 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.

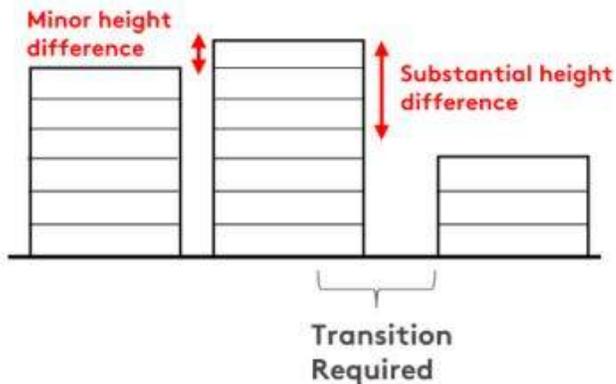


# Preferred Plan Direction: Draft Transitions Approach

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



# Preferred Plan Direction: 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



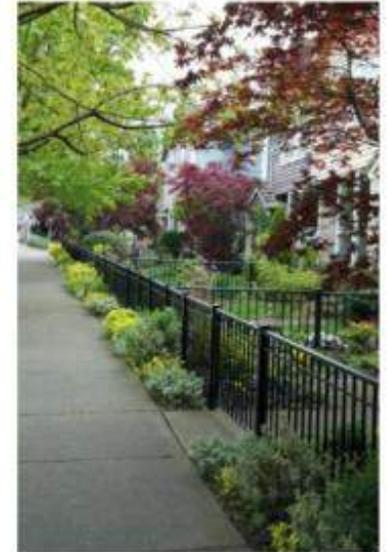
## Plaza/Public Space

- 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



# Station Area Process Update



# 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.

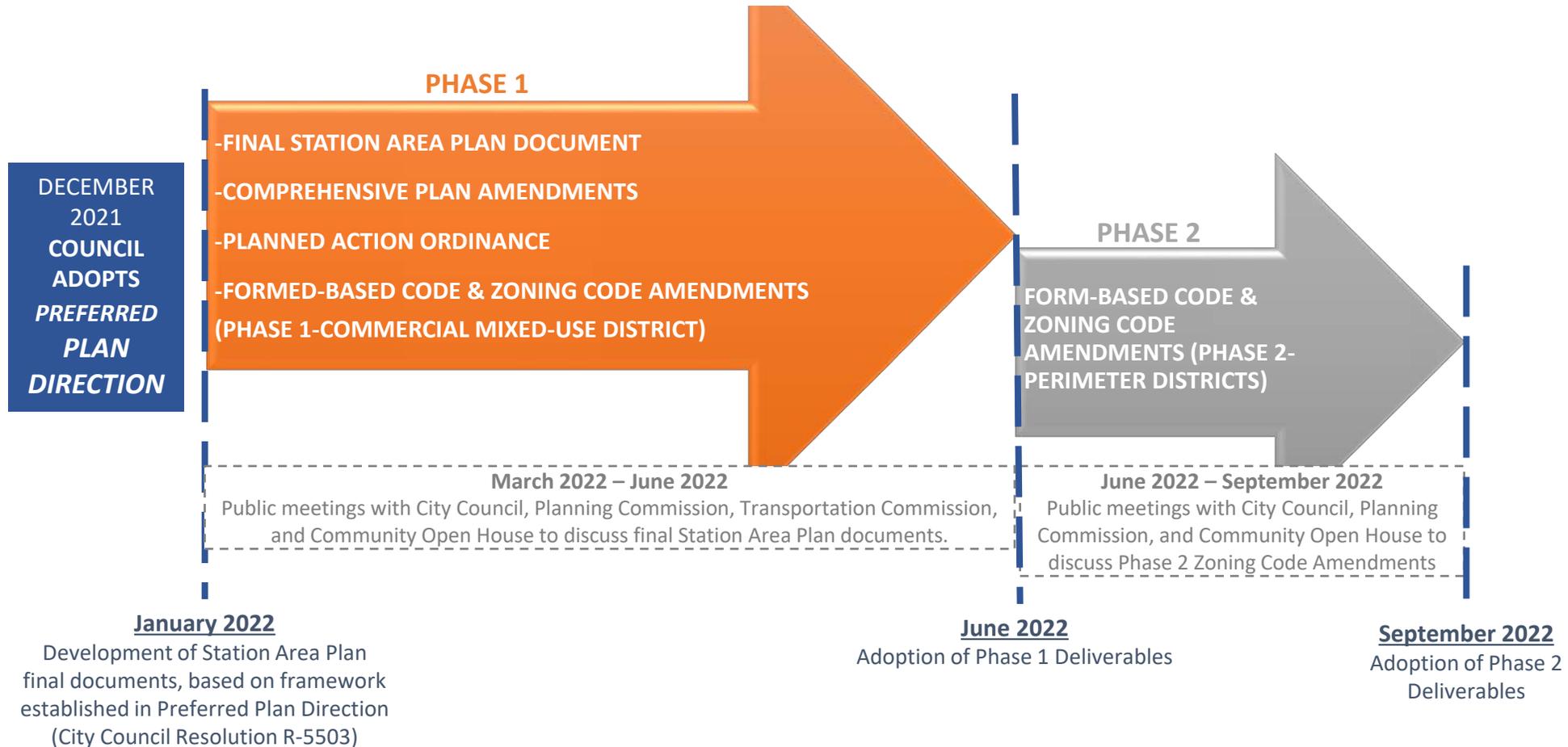


In 2022, with further input from the Community, Planning Commission, and City Council, we are moving into the final phases of the project that will result in final Station Area Plan adoption.

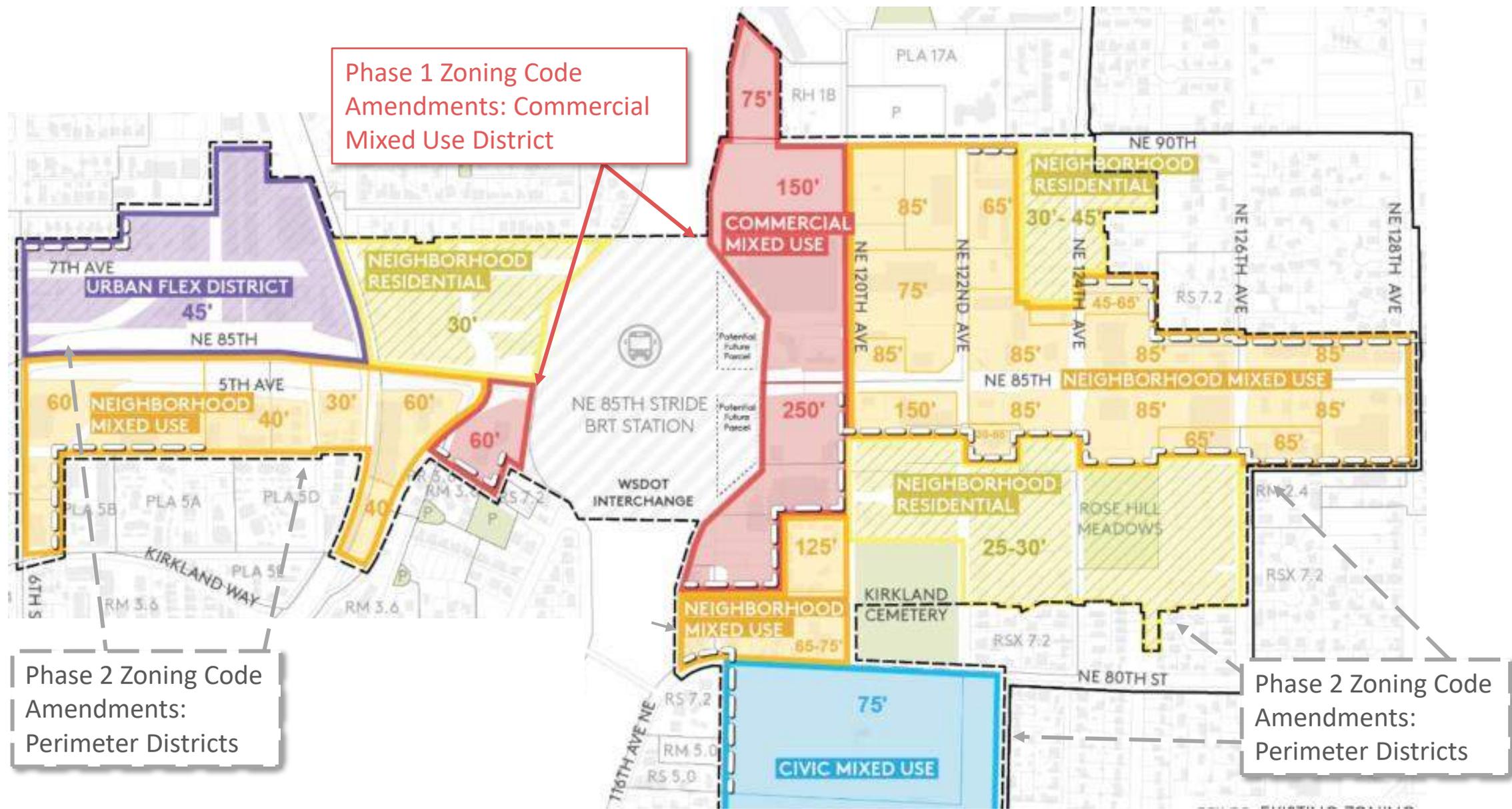
What's included in the final Plan?	FINAL STATION AREA PLAN	COMPREHENSIVE PLAN AMENDMENTS	FINAL PLANNED ACTION ORDINANCE	ZONING IMPLEMENTATION
	<ul style="list-style-type: none"> <li>Vision &amp; Goals for Land Use &amp; Urban Design, Open Space, Transportation &amp; Mobility, and Sustainability</li> <li>Policies for Station Area</li> </ul>	<ul style="list-style-type: none"> <li>Amend General Elements (Land Use, CFP, Transportation, etc.)</li> <li>New sub-area chapter for Station Area</li> <li>Neighborhood Plans consistency with SAP</li> </ul>	<ul style="list-style-type: none"> <li>Environmental review for planned actions</li> <li>Specific mitigation measures for and submittal requirements for applicant SEPA exemption</li> </ul>	<ul style="list-style-type: none"> <li>Form-based Code / Zoning Code Amendments</li> <li>Parcel Rezones (to Station Area regulating districts)</li> <li>Design Guidelines</li> </ul>

# 2022 Plan Adoption and Phasing

- Extended timeline for more analysis and input
- Work on policy deliverables and key issues consider entire Station Area
- Phasing focuses on development standards and community benefits for catalyst area first
- Development agreement for catalyst site could be entered into contingent upon Phase 1 zoning
- Allows more time to consider and discuss development standards where Station Area meets lower density neighborhoods



# 2022 Plan Adoption and Phasing



Phase 1 Zoning Code Amendments: Commercial Mixed Use District

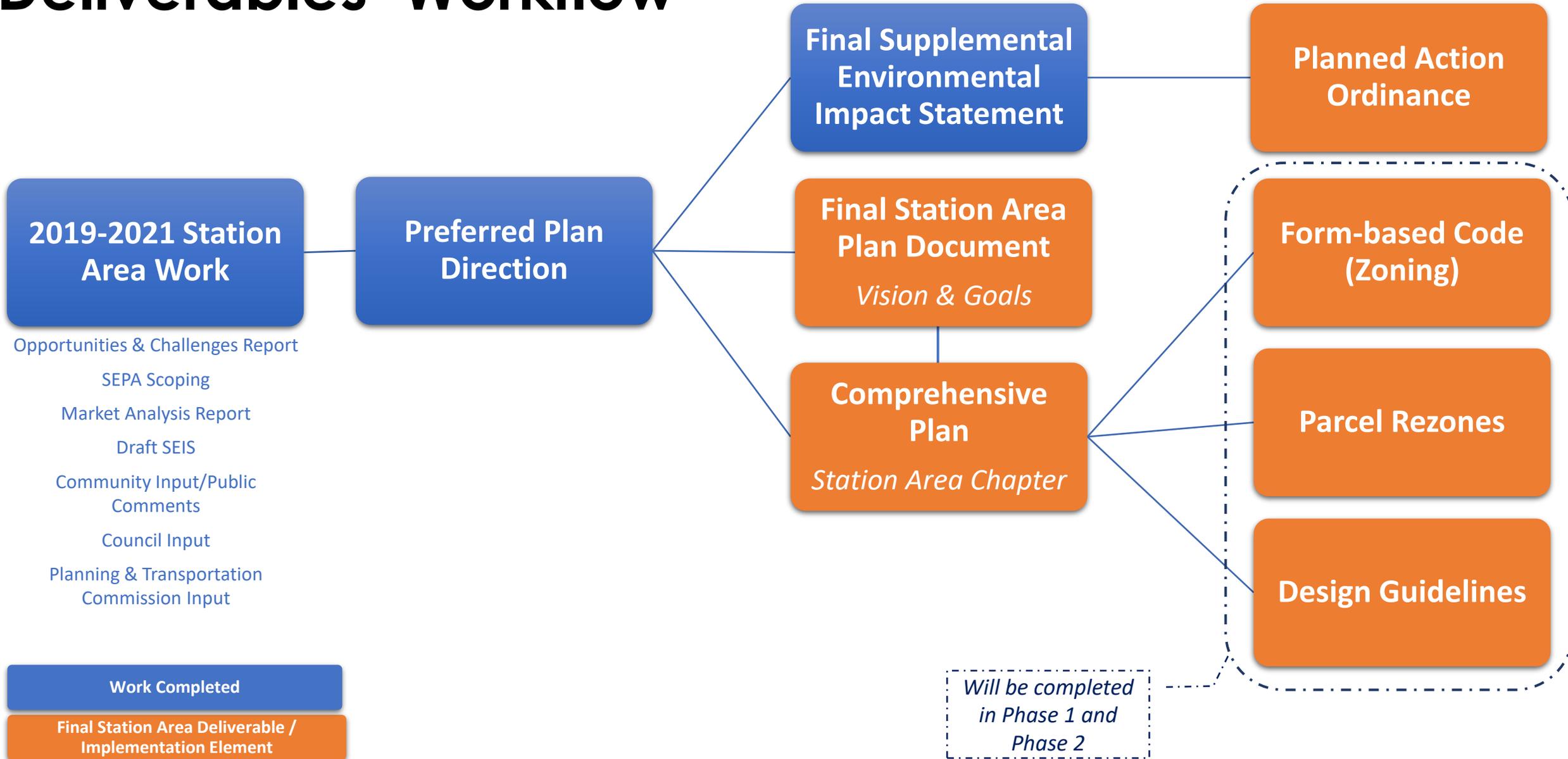
Phase 2 Zoning Code Amendments: Perimeter Districts

Phase 2 Zoning Code Amendments: Perimeter Districts

# Station Area Deliverables

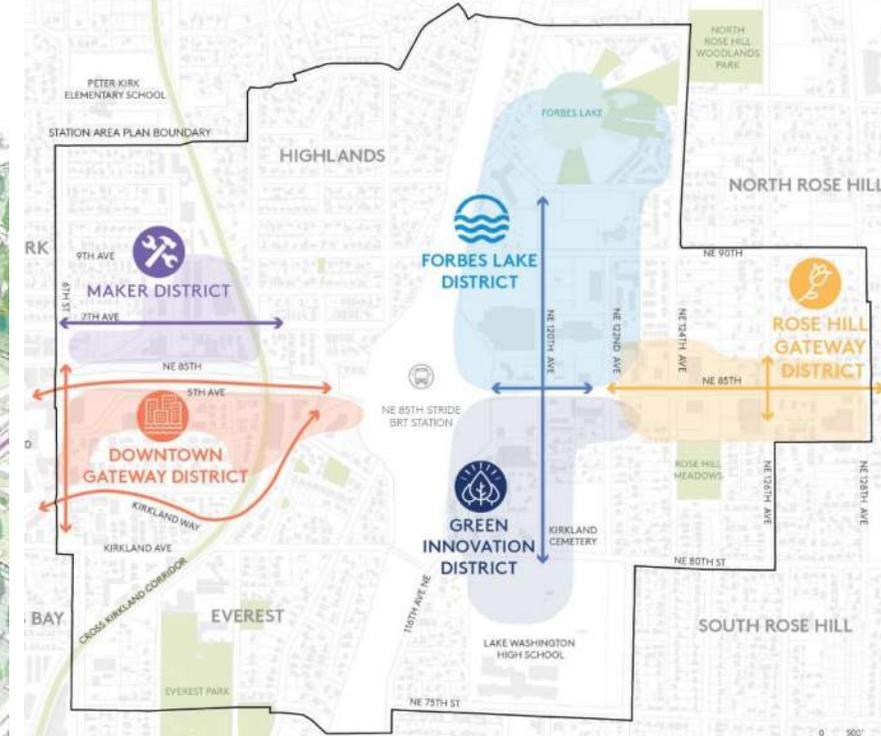


# Station Area Deliverables Workflow



# Station Area Plan Final Document

- Vision and Goals
- Summary of Planning Process
- Plan Recommendations
- Graphics, systems diagrams, and renderings to show a vision for the district
- Adopted by Resolution (June 2022)



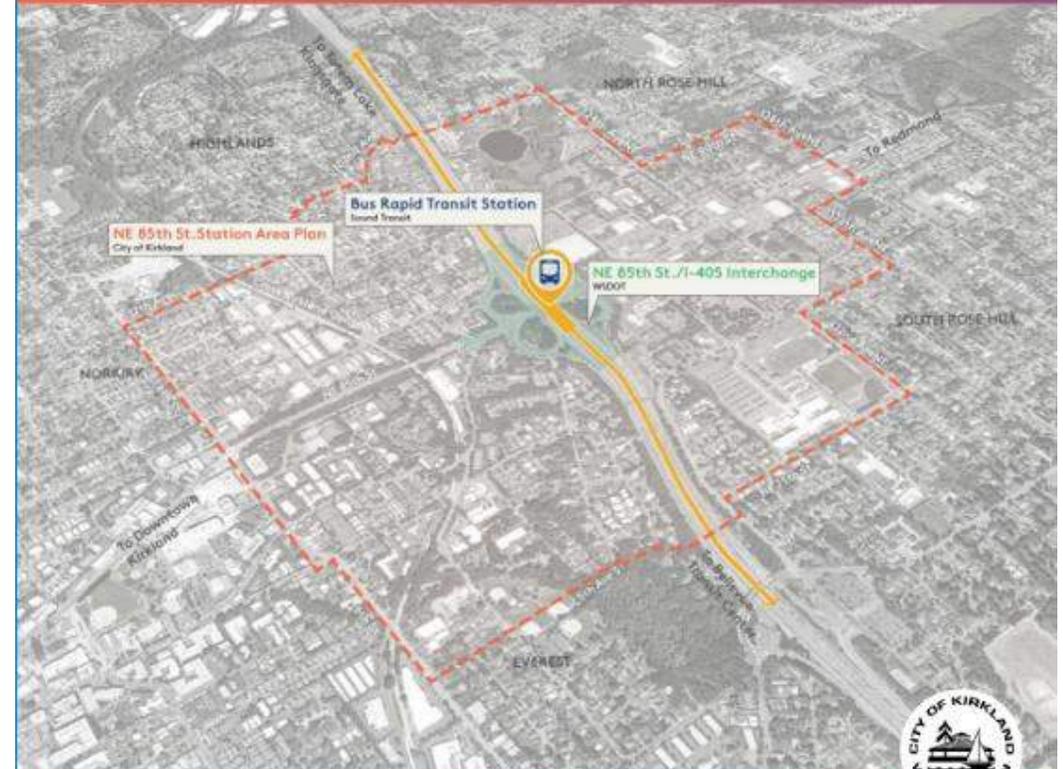


# Planned Action Ordinance

- Informed by FSEIS
- Includes specific mitigation measures for future development
- Includes submittal requirements for development applications to be reviewed as planned actions – where projects will not exceed thresholds studied in FSEIS
- Adopted by Ordinance (June 2022)

## Kirkland NE 85<sup>th</sup> St Station Area Plan and Planned Action

Final Supplemental Environmental Impact Statement  
December 2021



Prepared by • BERK Consulting • ECONorthwest • Fehr & Peers • Herrera • Milhun



# Zoning Code Amendments & Design Guidelines

- Form-based Codes
- Parcel Rezones
- Consistency Edits (e.g. definitions, general regulations, etc.)
- Design Guidelines & Design Review Procedures
- Adopted by Ordinance (Phase 1 - June 2022 / Phase 2 – Fall 2022)



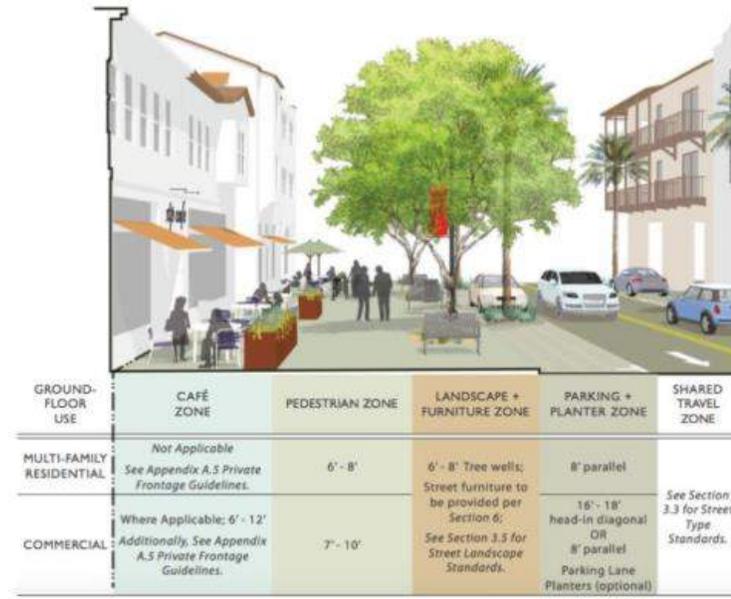
Major Thoroughfare	Main Street	Neighborhood Mixed Use Street	Neighborhood Residential Street	Green Midblock Connection
Streets that connect regional centers or run through central commercial corridors. Many of these streets have significant traffic volumes at peak hours and are key places for high-capacity 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.
<b>Typical ROW Width</b> 80-120'	65-85'	45- 75'	45- 70'	30-50'
<b>Functional Classes</b> Principal Arterial	Minor Arterial, Collector	Collector, Local	Collector, Local	Local
<b>Adjacent Land Uses</b> 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.
<b>Allowed Frontage Types</b> 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,
<b>Travel Priorities</b> Ped*, Bike*, Transit, Freight, Auto	Ped, Bike, Transit, Auto	Ped, Bike, Auto	Ped, Bike, Auto	Ped, Bike, Auto**
*Separated facilities				**Local access, loading only

# Form-based Code

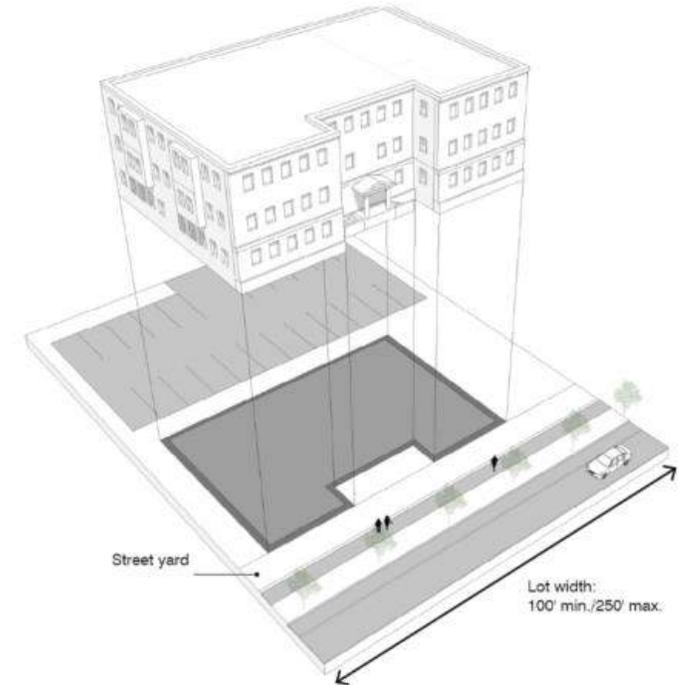
## What Does a Form-based Code do?



Codifies Urban Design Intent



Connects Public and Private Character

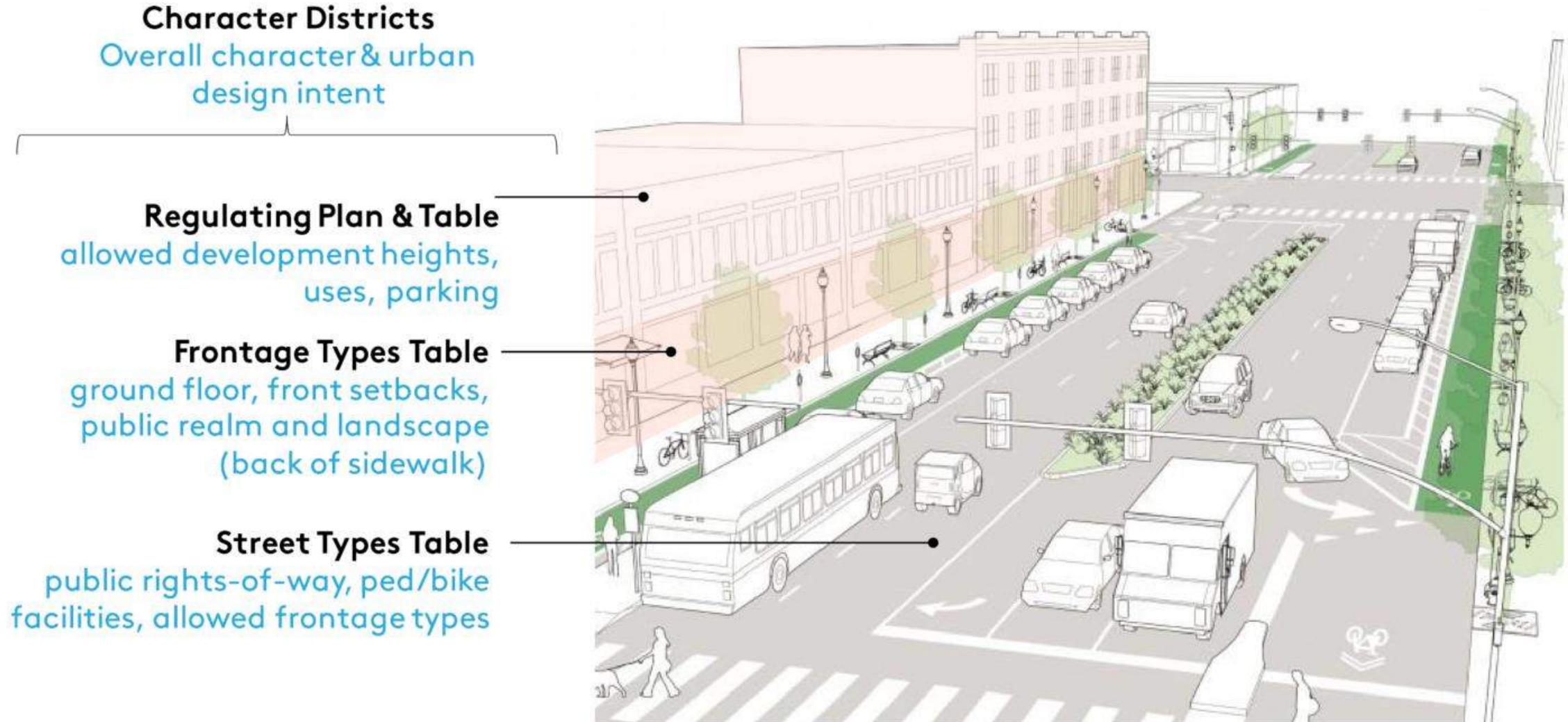


Emphasizes Form over Use

The Station Area Form-based Code will also include an incentive zoning program to achieve community benefits.

# Form-based Code

## NE 85<sup>th</sup> SAP Form-based Code Organization



# Form-based Code: Incentive Program

- Incentive Zoning Program included in Preferred Plan Direction – Community Benefits Framework
- Focused analysis to help achieve the Station Area Vision and desired Community Benefits with/through future growth
- Analysis based on identified 5 key areas
- Based on prior work including FSEIS and Fiscal Impacts/Community Benefits Analysis



AFFORDABLE  
HOUSING, JOBS &  
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MOBILITY: WALKING,  
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SUSTAINABILITY,  
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SCHOOLS

## Hypothetical Incentive-based Amenity: Mid-block Connections



Example Existing Requirement



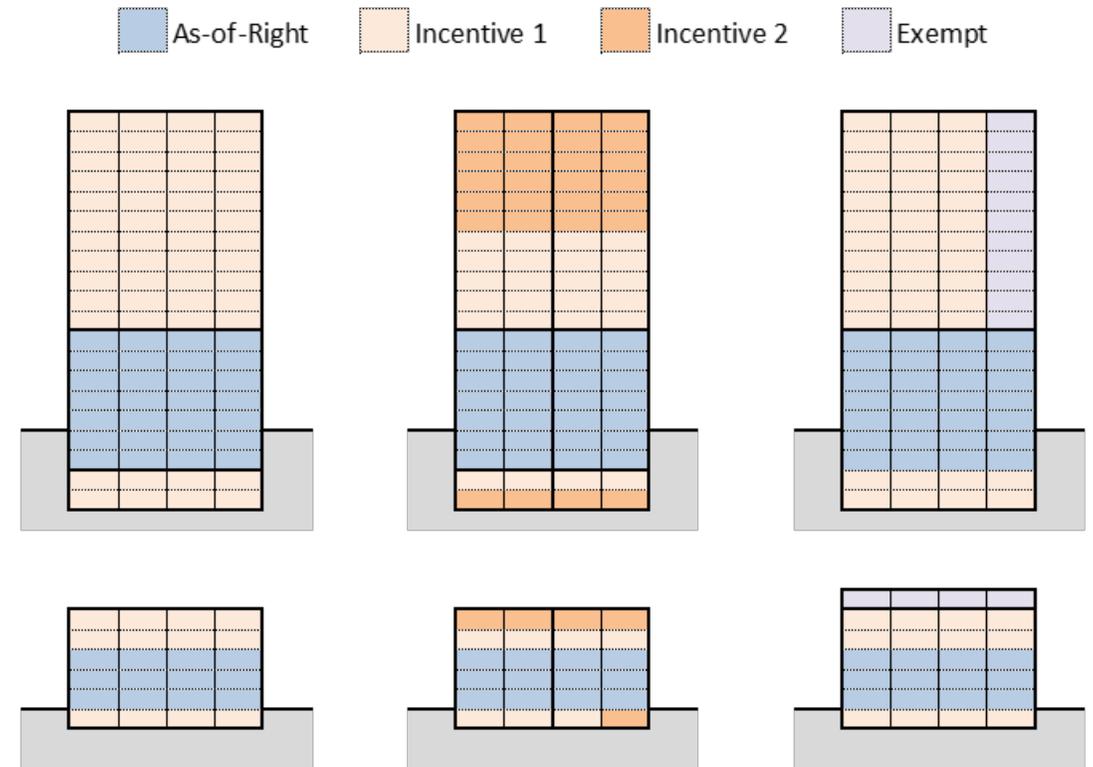
Example Station Area Requirement



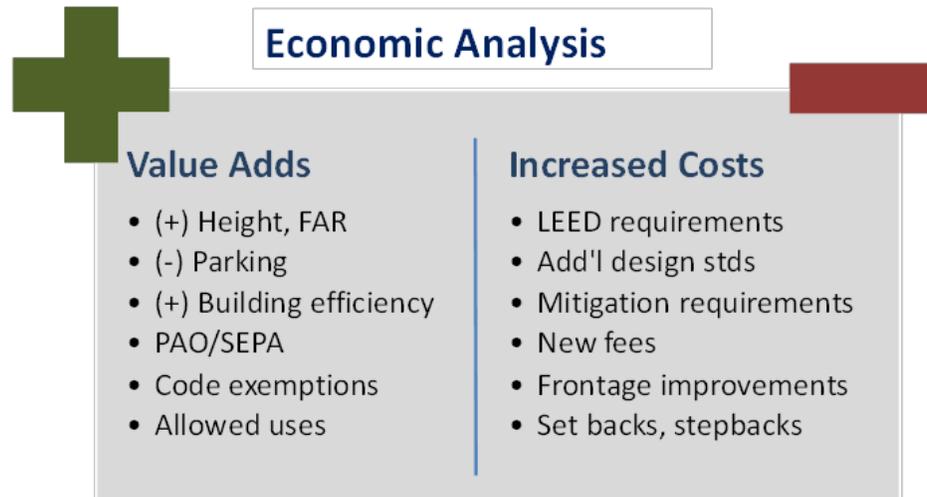
Example Requirement for Incentive

# Form-based Code: Incentive Program

- Creating an incentive component in the new form-based code provides a basis for linking new development capacity (upzone) with provision of public amenities or investments
  - Policy changes (upzone) create private value by increasing the income generating capacity of property in the Station Area
  - A portion of this increased value can be tapped to provide public provide infrastructure and/or community amenities



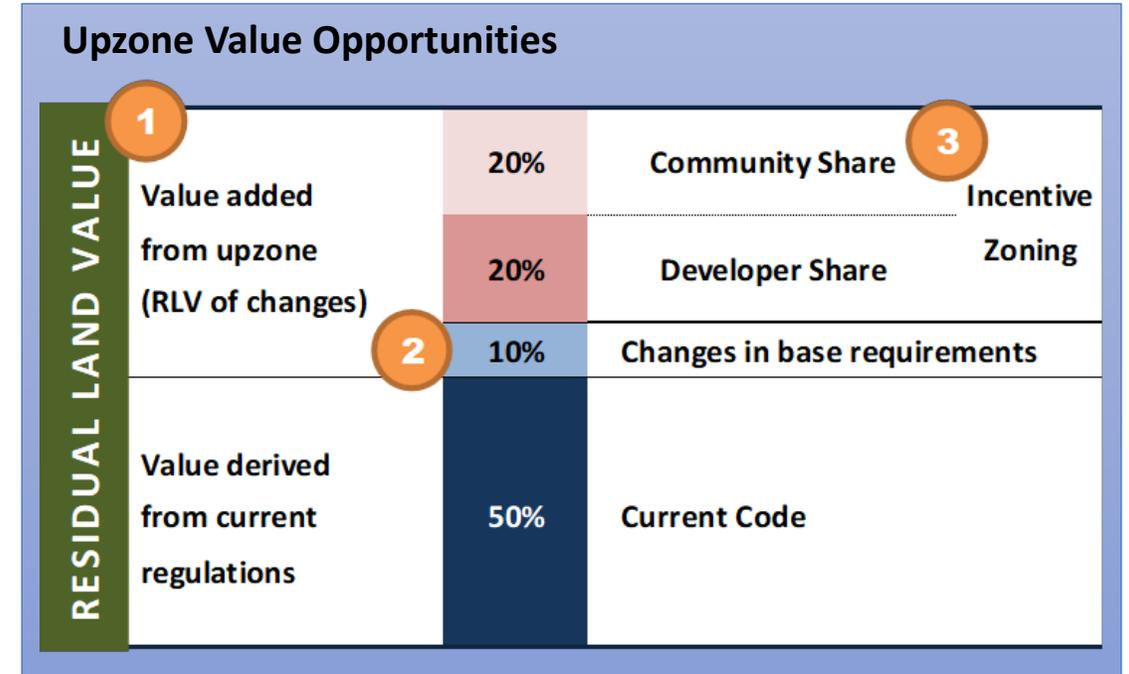
 Habile Consulting LLC



 Habile Consulting LLC

# Form-based Code: Economic Analysis Overview

- Economic analysis is focused on estimating:
  - 1 Potential value of the proposed upzone (value added through zoning code changes)
  - 2 How much of upzone value may be used up by new development requirements (cost of requirements beyond current code)
  - 3 How much value could remain to support an incentive zoning program (developers can earn additional capacity by providing public amenities)
- Analysis uses a residual land value (RLV) approach:
  - Upzone value = RLV of new code (\$/sf) LESS current market value of land (\$/sf)
- This approach allows for consideration of policy choices and tradeoffs



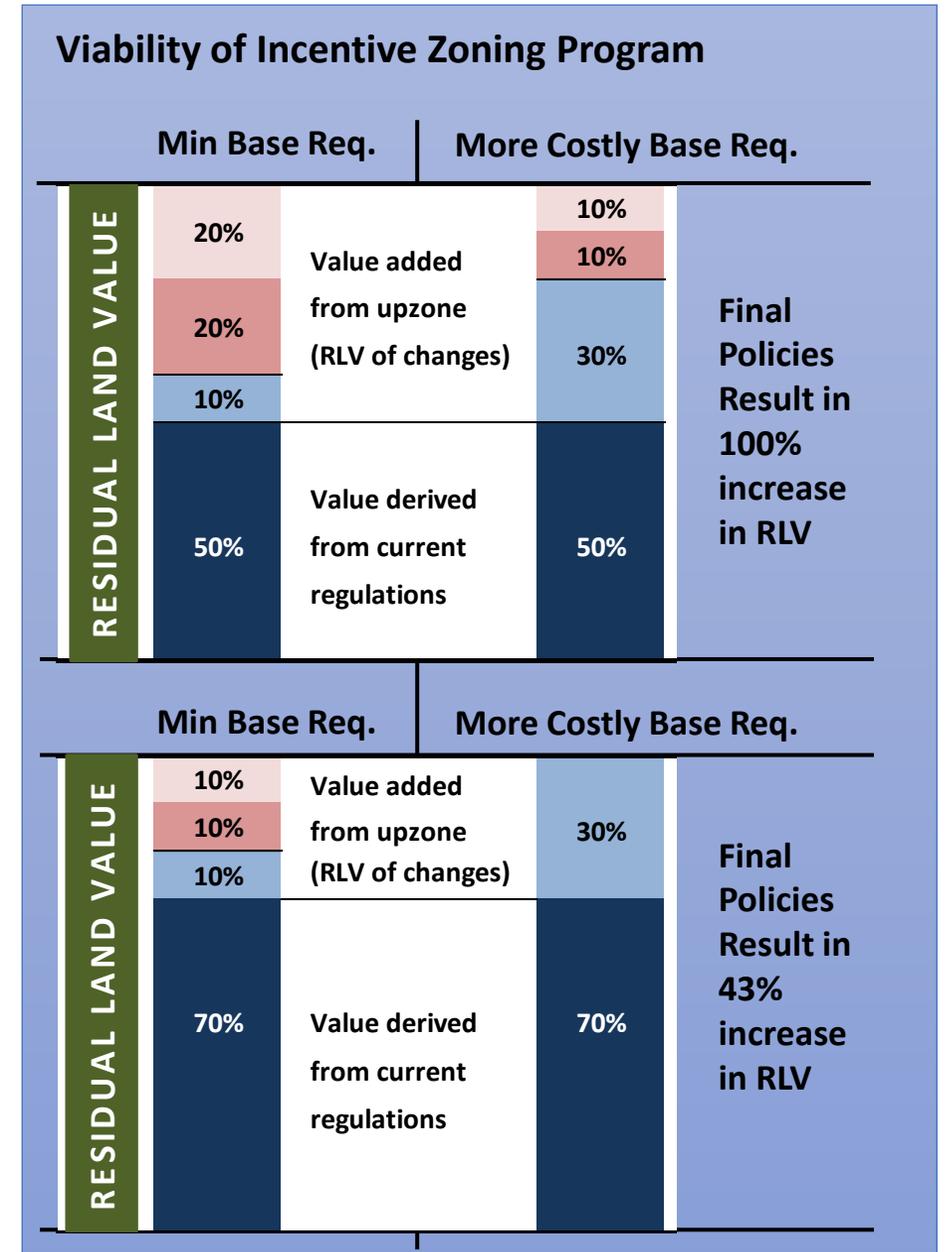
 Habile Consulting LLC

**Residual land value (RLV)** is the theoretical maximum that a developer would pay for land and is as defined:

***"Estimated gross development value less estimated total project cost, including fees and developer profit."***

# Base/Incentive Zoning Program: Key Issues/Decisions

- The project team is currently working through several issues that will have an impact on the eventual estimate of the *value of incremental development capacity*
- The key factors that will determine if there is sufficient upzone capacity to have a functioning incentive program are:
  - Final draft zoning code policy changes that will affect the RLV of the new code (i.e., height, massing, parking ratios, etc.)
  - Determinations about potential changes in base development requirements, such as:
    - Developer provided improvements to address mitigation needs identified in FSEIS (e.g., transportation and utility projects)
    - Developer provided improvements or amenities to meet policy objectives (e.g., design standards, affordable housing, green building, etc.)
    - Changes in development fees and charges



# Base/Incentive Zoning: Illustrative Example

- Once draft future zoning code parameters and new base requirements are established it will be possible to evaluate:
  - The number of new designation districts where a functional incentive program is feasible
  - The estimated value of incentive building capacity for each feasible district or the average of all feasible districts
- Choose an appropriate community “share” of the incentive value (e.g., share value 50-50 with applicant)
  - A functional IZ program must encourage applicants to use the program
- The value of the community share is converted to an “exchange rate” for eligible amenities
- Example:** Value of Incremental BGSF = \$20/sf
  - An amenity cost of \$200/sf results in an exchange rate of **10:1**,
  - Each 10sf of amenity earns 100sf of IZ building capacity

## Illustrative Value/Cost Implications for Incentive Program

### School Facilities

No. of Floors	Floor Plate Size (SF)	Total SF	Value of Amenity		Amenity Exchange Rate	
			\$500/sf Cost	to \$750/sf Cost	\$30/sf IZ sf	to \$20/sf IZ sf
0.25	24,000	6,000	\$3.0m	to \$4.5m	100,000	to 225,000
0.50	24,000	12,000	\$6.0m	to \$9.0m	200,000	to 450,000
1	24,000	24,000	\$12.0m	to \$18.0m	400,000	to 900,000
2	24,000	48,000	\$24.0m	to \$36.0m	800,000	to 1,800,000
3	24,000	72,000	\$36.0m	to \$54.0m	1,200,000	to 2,700,000

### Parks and Space

Amenity	Total SF	Value of Amenity		Amenity Exchange Rate	
		\$150/sf Cost	to \$250/sf Cost	\$30/sf IZ sf	to \$20/sf IZ sf
Small pocket park	1,000	\$0.5m	to \$0.8m	5,000	to 12,500
Public plaza	5,000	\$2.5m	to \$3.8m	25,000	to 62,500
Large gathering space	20,000	\$10.0m	to \$15.0m	100,000	to 250,000

# Key Issue Updates

*In 2022, the project team is completing work to further develop the Community Benefits strategies framework adopted by Council in the Preferred Plan Direction*

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# OVERVIEW OF TRANSPORTATION ANALYSIS

## 2020 Transportation Work

- Baseline findings
- Draft SEIS Analysis for 3 alternatives

## 2021 Transportation Work

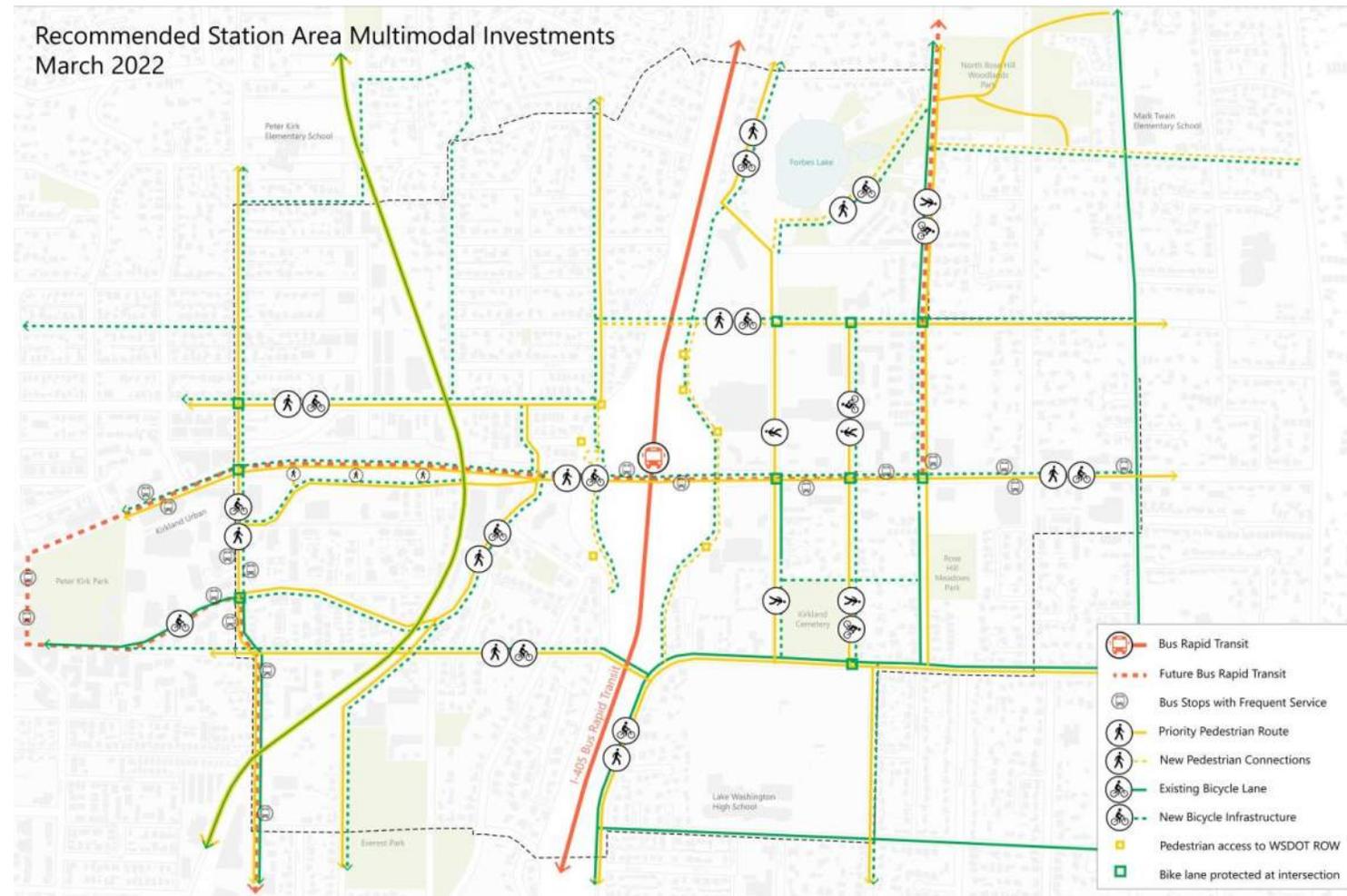
- Additional Transportation Modeling to inform June Alternatives design
- Supplemental Transit Analysis
- Walkshed and Bikeshed Analysis
- Interchange Analysis
- Fiscal Impacts and Community Benefits Analysis Supplemental Transportation Study (project concept development)

## 2022 Transportation Work

- Project Concept Refinement
- Mobility and Active Transportation Analysis (mode split goal, person trips)
- Corridor Transit Travel Time Analysis

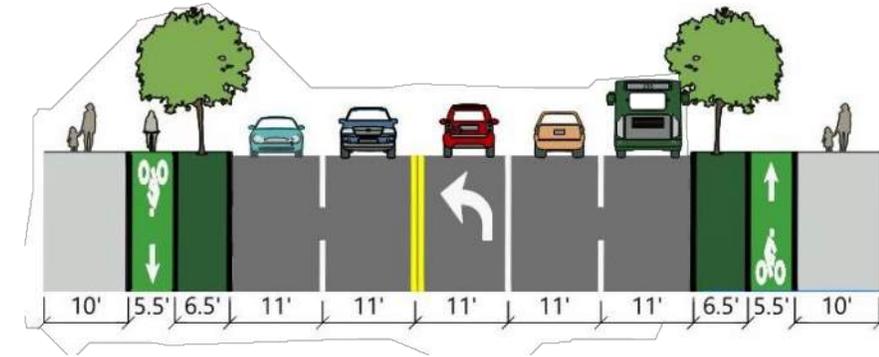
## Ongoing

- Coordination with project team for final Station Area Plan Vision, Goals, and Policies

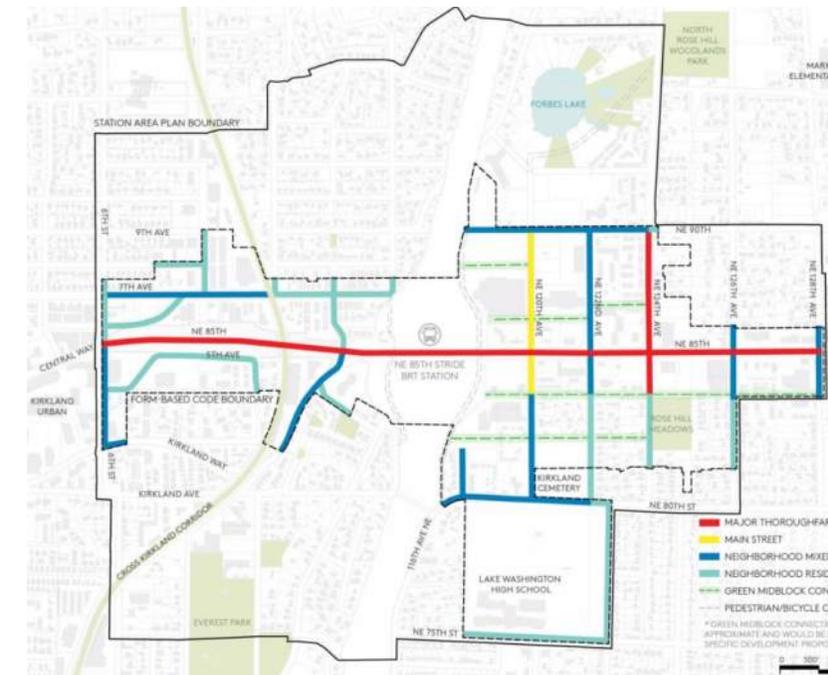


# TRANSPORTATION UPDATE

- Supplemental Analysis is being completed in 2022 to respond to Council request for a “bolder” Active Transportation Network
- Station Area work is being coordinated with the update of the Active Transportation Plan and Safer Routes to School Plans
- Team has developed refined project concepts responsive to previous Transportation Commission feedback to:
- Provide a consistent, connected network for walking and bicycling,
  - Provide more protection and comfort for walking and bicycling, particularly on high-speed, high-volume roadways such as 124th Ave NE,
  - Provide delineated bike space in the enhanced sidewalks on NE 85th St; and,
  - Improve safety for people walking and bicycling through intersections.
- Transportation Concepts will be integrated into Form-based Code
- Pending supplemental analysis:
  - Quantify the number of pedestrian and biking trips in the Station Area
  - Examine travel times for transit through the Station Area



*\*Typical NE 85<sup>th</sup> St. cross section*



# SUSTAINABILITY UPDATE

## Work in 2022 is further development of Preferred Plan Direction framework, and includes:

- Aligning SMP Goals and Targets with Station Area objectives
  - SMP is focused on practical, implementable development regulations that will ensure sustainability features are integrated into SAP development
- Identification of “Best in Class” opportunities to advance:
  - Energy/Decarbonization
  - Green Infrastructure/Ecology Goals
- Sustainability Framework for future inclusion in Form-based Code

## Sustainability Framework will provide elements to study in economic analysis for Form-based Code

High Performance Building Codes under review by Council for adoption April 5 are expected to be new baseline requirement

## Forthcoming staff recommendations will be incorporated into the draft Comp Plan policies and Form-based Code



# AFFORDABLE HOUSING UPDATE

**Work on Affordable Housing strategies is based on Preferred Plan Direction  
Community Benefits Framework**

**Economic analysis is testing incentive scenarios for residential mixed use  
including:**

- Providing more than 10% of units as affordable (10% is current inclusionary requirement)
- Providing units at deeper levels of affordability
- Providing more family-size (2+ bedroom) units

**Evaluating cash contribution mechanism for commercial development as part of  
incentive zoning; City can direct ARCH to invest those funds in projects in the  
Station Area**

**Staff recommends deferring consideration of commercial linkage fees as a  
mitigation strategy at this time**

**Forthcoming staff recommendations will be incorporated into the draft Comp  
Plan policies and Form-based Code**



# PARKS / OPEN SPACE UPDATE

**Project team is coordinating with Parks staff to align Station Area Policies and projects with the draft PROS plan**

**Developing concept expanding access to public parks space at Forbes Lake and existing parks in/near Station Area**

**Coordinating with development of Active Transportation and Sustainability goals and policies**

**Economic analysis is testing incentive scenarios for private development to provide Parks/Open Space, including:**

- On-site public open space – plazas
- On-site public open space – pocket parks
- On-site enhanced common spaces (e.g. playgrounds, dog runs, etc.)
- Linear parks



# SCHOOLS UPDATE

Final SEIS identified the following mitigation measures:

## Increase development capacity on existing school sites

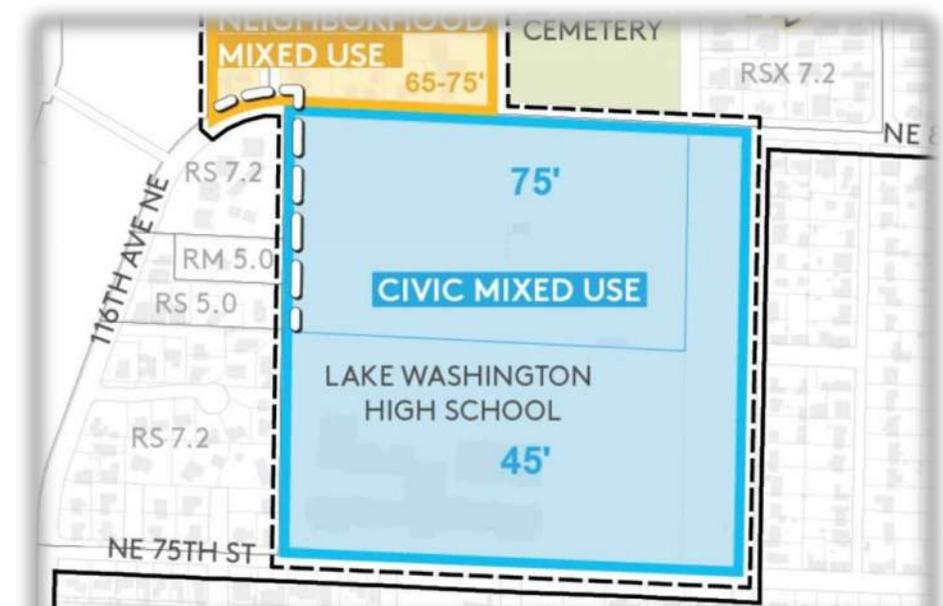
- Increased height at LWHS can provide development capacity to help meet need for school space
- 2022-2024 Planning Commission Work Program includes evaluating code amendments to reduce or eliminate barriers to increase capacity on other LWSD sites

## Consider policy changes to define active frontages or required retail space to include educational uses

Expected to be addressed in form-based code

## Explore development bonus incentives for provision of school space in new development

## Promote partnerships to encourage shared facilities in the Station Area and/or optimize utilization of shared use agreements



Preferred Plan Direction: Civic Mixed Use District w/ proposed increased height



Example of Integrated School Facilities: 10 story mixed use with 4 stories of elementary school and housing above (Honolulu, HI)

# Other Updates



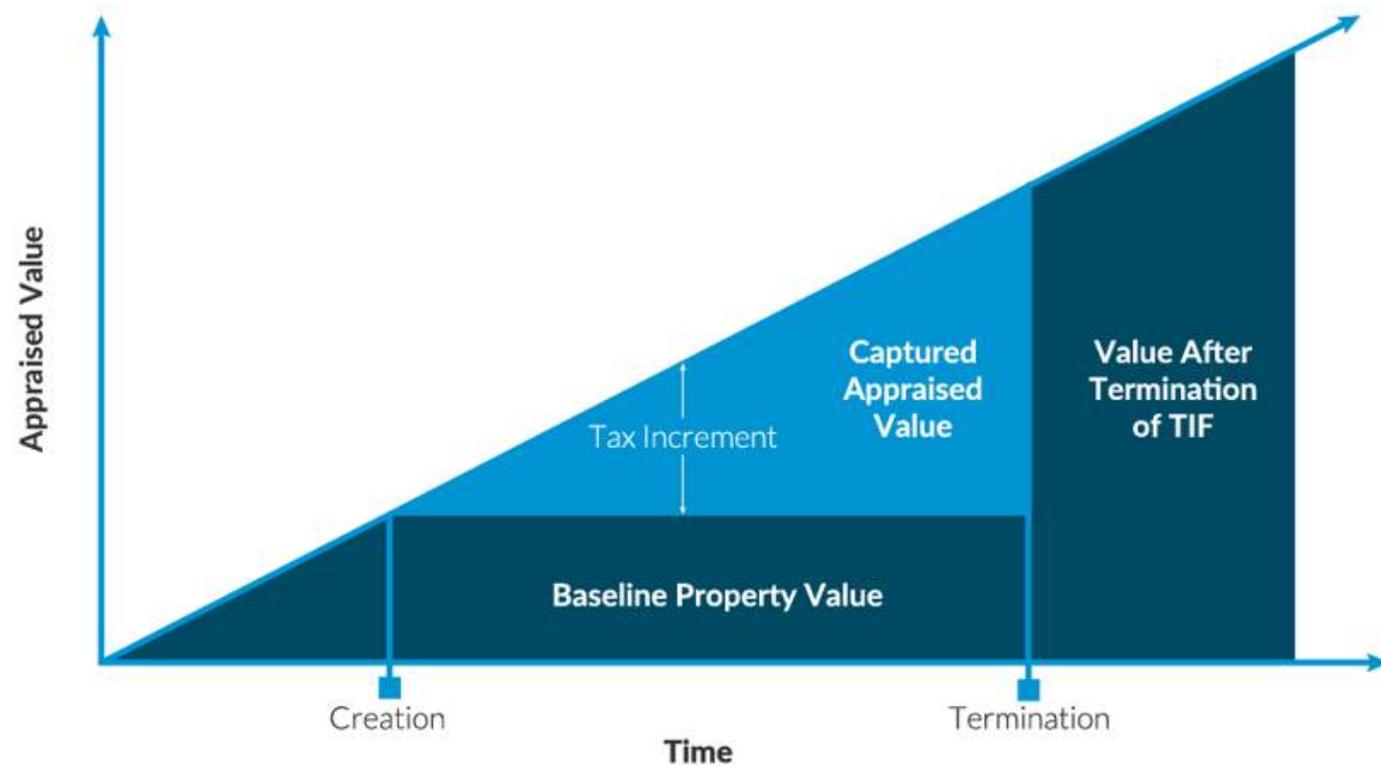
# TAX INCREMENT FINANCING (TIF) STUDY UPDATE

**TIF included as potential Community Benefits Strategy in Adopted Preferred Plan Direction**

**TIF Study is underway with consultant, Stowe Development Strategies**

**Study will develop strategy to identify targeted public improvements for TIF, focusing on multi-benefit projects unlikely to be funded through the CIP, especially related to:**

- Open Space
- Parks
- Green Infrastructure
- Active Transportation



# DEVELOPMENT AGREEMENT

**City is engaging with Google to explore the terms of a development agreement for the Lee Johnson site**

**A development agreement is a voluntary contract between a local jurisdiction and a property owner. This development agreement provides opportunity to:**

- Specify standards and conditions that will govern development of the property within zoning parameters
- Ensure that community benefits are achieved and that impacts of new development can be addressed
- Achieve a catalyst development consistent with Council's vision for the Station Area
- Provide certainty needed for property transaction

# Next Steps

- April 26, 2022: **Joint Planning Commission / City Council Work Session**
- May 12, 2022: **Joint Planning Commission / City Council Work Session**
- May 2022: **Community Open House**
- June 2022: **Planning Commission Public Hearing and Deliberations – Recommendation to City Council**
- June 2022: **City Council Adoption – Phase 1**
- Summer/Fall 2022: **Planning Commission and City Council Study - Phase 2**

Questions? Comments? Additional Issues?