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K2044 Comprehensive Plan Update

August 22, 2024 - Planning Commission Public Hearing

Land Use Element | Market Street Corridor Plan



Continued Public Hearing Agenda



Staff presentation

- Land Use Element
- Market Street Corridor Plan

Questions on draft goals and policies

Public testimony

PC deliberation and motions



Land Use Element

Where are we at in the adoption process for the Land Use Element?

- Public hearing opened on May 23, 2024. PC voted to *continue the hearing* and keep record open for written testimony.
- Public hearing continued on June 13, 2024. PC voted to *continue the hearing again AND re-open the public record for spoken testimony*.
- Briefing to City Council on August 7, 2024 to receive feedback on transit corridors
- • Public hearing is continuing tonight, August 22, 2024.
- Council will consider adoption of the Land Use Element with the full Comprehensive Plan on December 10, 2024.

Land Use Element Amendments v. Zoning Code Amendments

What **is** being decided in the Land Use Element?

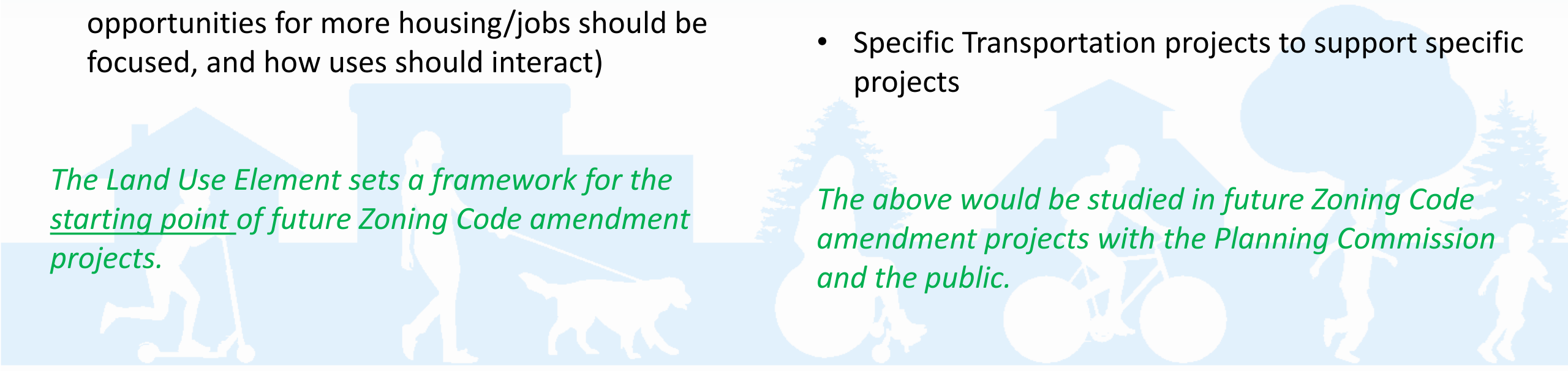
- Framework for future projects that could amend the Zoning Code
- Areas of the City that are *generally* appropriate for additional residential and jobs capacity
- Priorities for the future (e.g., where opportunities for more housing/jobs should be focused, and how uses should interact)

The Land Use Element sets a framework for the starting point of future Zoning Code amendment projects.

What **is not proposed** or being decided in the Land Use Element?

- Maximum heights for specific properties
- Specific re-zoning of properties
- Maximum/minimum densities/intensities for properties
- Specific Transportation projects to support specific projects

The above would be studied in future Zoning Code amendment projects with the Planning Commission and the public.



Updates to Draft Element since June Hearing

- Edits to Policy LU-2.4 to incorporate guidance to incorporate guidance from Council
- Minor amendments to policies to address comments from WA Department of Fish & Wildlife, Lake Washington School District, and the Duwamish Tribe.



What are steps to implement Comprehensive Plan policies?

1. Adopt policy as part of the Comprehensive Plan Update

Comprehensive Plan policies establish direction for:

- Future projects that could amend the Zoning Code.
- Areas of the City that are generally appropriate for additional residential and jobs capacity.
- Priorities for the future (e.g., where opportunities for more housing/jobs should be focused, and how uses should interact).

2. Schedule Zoning work as part of the 3-year Planning Work Program (updated annually)

For timing of implementation, we ask:

- Are there any prerequisite projects or conditions that should occur before specific projects (e.g., Zoning Code/Map changes)?
- Where does each project rank in priority amongst other planning tasks?

3. Craft Zoning Code amendments with extensive public process (timing determined by Planning Work Program)

For timing of future Zoning Code amendments, we:

- Begin with framework in Comprehensive Plan to scope analysis;
- Complete parcel-specific analysis of any potential rezone areas;
- Complete State Environmental Policy Act (SEPA) review;
- Complete additional technical analysis (e.g., traffic analysis), if needed;
- Conduct public engagement and public legislative amendment process with public, Planning Commission, and Council.

Project level SEPA review is triggered for developments with more than 20 units.

Station Area Plan Timeline – Example of Policy Implementation



1. Adopt policies as part of the Comprehensive Plan Update

- **2018:** Rose Hill Neighborhood Plan update adopted with policies supporting study of additional density near future NE 85th St Station.
- **2020:** Norkirk and Highlands Neighborhood Plan updates adopted with policies promoting zoning code amendments to support transit-oriented development near future NE 85th St Station.
- **2021:** Everest and Moss Bay Neighborhood Plan updates adopted supporting land use changes aligned with vision for transit-oriented development near NE 85th St Station.



Station Area Plan Timeline – Example of Policy Implementation



2. Schedule Zoning work as part of the Planning Work Program

- **February 2019:** City Council adopted R-5356 approving the 2019-2020 City Work Program. Included priority to complete land use, zoning, and economic development plans for areas adjacent to the I-405/NE 85th St interchange.
- **April 2019:** City Council adopted 2019-2021 Planning Work Program. Added Station Area Plan project.
 - Project was anticipated to run from Fall 2019 – Fall 2021.



Station Area Plan Timeline – Example of Policy Implementation



3. Craft Zoning Code amendments with extensive public process

- **Fall 2019 – December 2021:** Background Analysis & Environmental Review



- **January 2022 – June 2022:** Phase 1 Code Amendment Process (Comp Plan Amendments, Phase 1 Zoning and Map Amendments, Design Guideline Amendments)
- **June 2022 – July 2023:** Phase 2 Code Amendment Process (Phase 2 Zoning and Map Amendments, Affordable Housing Analysis and Requirements)

What have we heard from our community?

The majority of public comments received prior to the continued public hearing on the full Land Use Element have been focused on draft policy LU-2.4.

Opposed to LU-2.4

- Opposition to growth along frequent transit corridors, including concerns related to traffic and safety
- Support for focusing growth in Regional Growth Centers instead of transit corridors
- Questions about why Comprehensive Plan will not designate allowed height and/or density along transit corridors
- Concerns that terms in draft policy are too vague or undefined
- Concerns about transportation, increased density, and environment

Support for LU-2.4

- Support for any policies that will increase capacity and enable abundant housing production in all parts of the City, including along frequent transit corridors
- Support for a version of Policy LU-2.4 that provides flexibility for future
- Housing capacity in corridors shouldn't be constrained by what does/doesn't happen in Station area

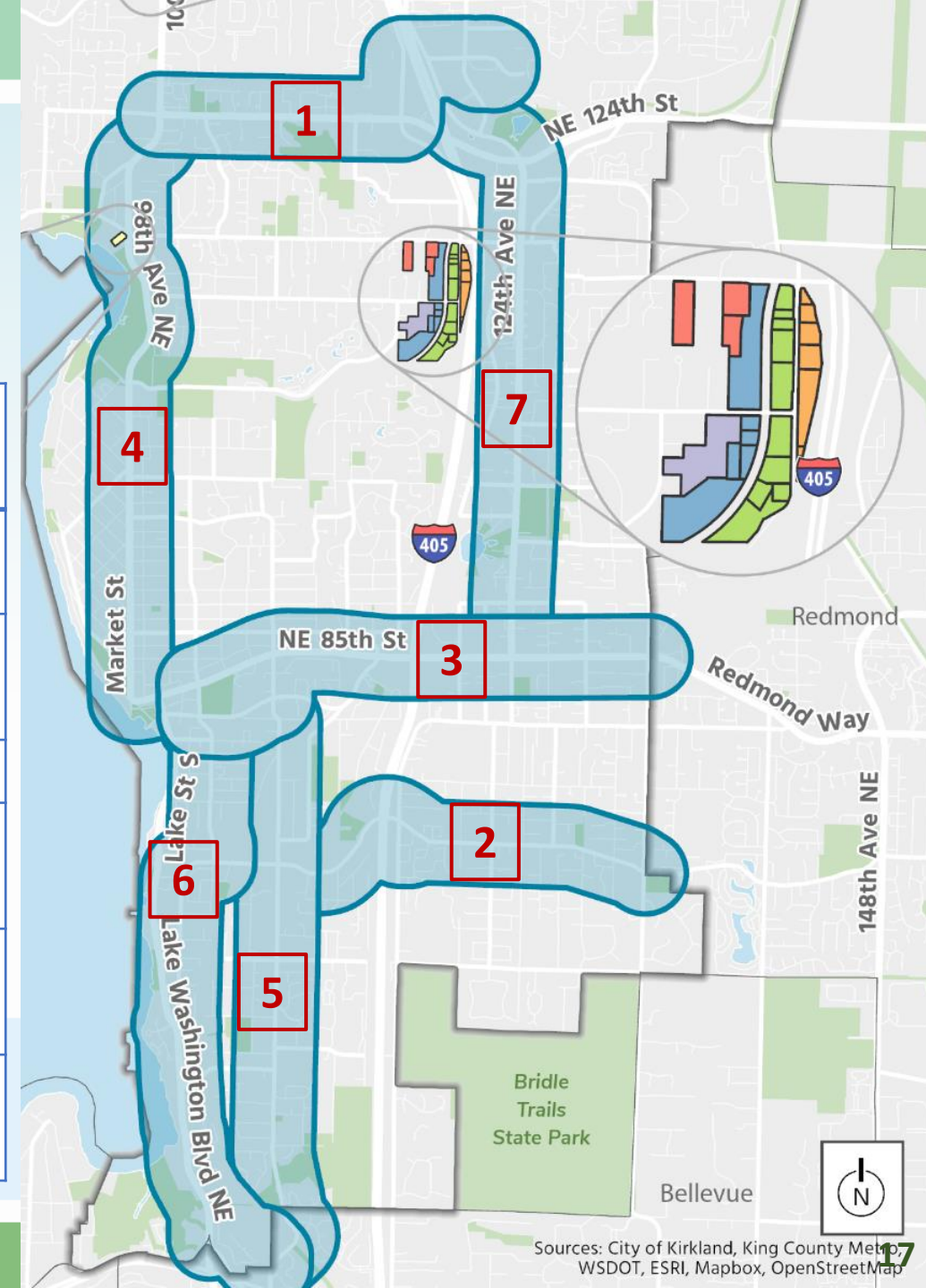
Other comments

- Concern that plan eliminates solely "Residential" land use designations
- Support for greater density to address housing affordability

Analyzed Frequent Transit Corridors

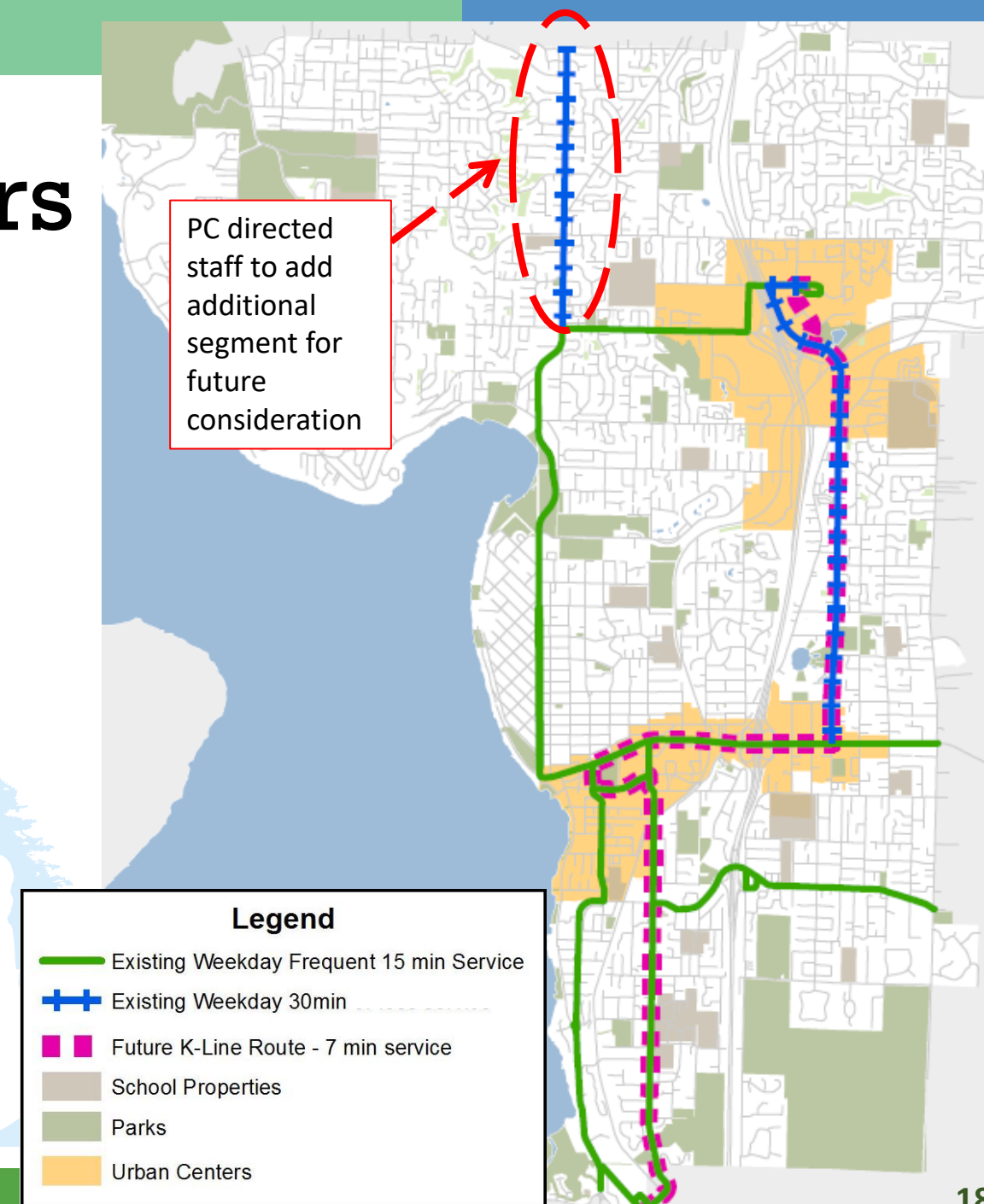
- ¼ mile buffer
- Study includes existing and planned routes (w/ 15 min. service @ peak hours)
- Studied at 50 dwelling units per acre

1	100th Ave NE to Totem Lake Transit Center (NE124th St/NE 128th St)
2	6th St S to 132nd Ave NE (NE 68th St/NE 70th Pl)
3	Downtown Transit Center to 132nd Ave NE (Central Way/NE 85th St)
4	Downtown Transit Center to 100th Ave NE (Market St)
5	Downtown Transit Center to S Kirkland Park & Ride (NE108th Ave NE/6th St/98th Ave NE)
6	Downtown Transit Center to S Kirkland Park and Ride (Lakeview Dr/Lake Washington Blvd NE)
7	NE 85th St to Totem Lake Transit Center (124th Ave NE/Totem Lake Blvd)



Frequent Transit Corridors

Route	Route Description	Frequency
230	North Creek - Bothell - Juanita - Kirkland TC	Hourly north of 100th South of 100th: 30 min service combined 230/231
231	Woodinville - Brickyard - Juanita - Kirkland TC	Hourly north of 100th South of 100th: 30 min service combined 230/231
239	UW/Cascadia Coll - Totem Lake TC - Kirkland TC	30 min service
245	Kirkland Transit Center - Crossroads - Factoria	M-F midday: 15 min service Wknds: 30 min service
250	Avondale - Redmond TC - Kirkland TC - Bellevue TC	M-F midday: 15 min service Wknds: 30 min service
255	Totem Lake TC-Kirkand TCUW Link Sta-Univ Dist	M-F midday: 15 min service Wknds: 15-30 min service



Existing (K2035) Policies Supporting Density Near Frequent Transit

The below goals and policies are existing in 2035 Comprehensive Plan and are shown with proposed updates from draft element.

Goal LU-2: *Promote a compact, efficient, and sustainable land use pattern in Kirkland that:*

- *Supports a multimodal transportation system that efficiently moves people and goods, and connects neighborhoods within the City;*
- *Minimizes energy use, greenhouse gas emissions, and service costs;*
- *Conserves land, water, and natural resources; and*
- *Provides sufficient land area and development intensity to accommodate growth likely to occur in Kirkland based on regional planning objectives and local goals ~~Kirkland's share of the regionally adopted population and employment targets~~;*
- *Preserves cultural resources and supports new identified cultural resources; and*
- *Promotes access to opportunity, particularly for: Black, Indigenous, and other People of Color communities; immigrants and refugees; people with low incomes; people with disabilities; seniors; renters; and communities with language access needs.*

Existing (K2035) Policies Supporting Density Near Frequent Transit

The below goals and policies are existing in 2035 Comprehensive Plan and are shown with proposed updates from draft element.

Goal LU-3: Provide a land use pattern and connected transportation network that: promotes multi-modal safety and mobility; reduces Vehicle Miles Traveled (VMT) per capita; provides transportation choices; and supports convenient access to schools, parks, goods and services.

Policy LU-3.1: Create and maintain neighborhoods that allow residents and employees of all abilities to use active transportation to travel ~~to walk or bicycle~~ to places that meet their daily needs.

Policy LU-3.4: ~~Focus~~ Locate higher density land uses primarily in areas served by frequent transit service.



Draft Policy LU-2.4

Policy LU-2.4: Explore additional capacity for higher-intensity residential uses along identified frequent transit corridors once the NE 85th St Station Area residential development has achieved a number of residential units with vested permits equal to the affordable housing pioneer provision, and ensure development regulations enable diverse housing options and small-scale retail and commercial opportunities. Evaluation of this additional capacity should occur pursuant to the framework established below:

- *Prioritization. Increases to capacity near frequent transit corridors should be considered individually per transit corridor segment, and should be studied in the below priority order per discrete tasks adopted in the Planning Work Program:*

Tier 1 (top priority): Bus Rapid Transit lines with dedicated funding for implementation (e.g., K Line and STRIDE Line).

Tier 2 (secondary priority): Tier 2 capacity increases should be studied pursuant to the following priorities:

- 1. Transit corridors with existing frequent service (15-minute headways or less during commute hours) that travel through or connect the City's Regional Growth Centers.*
- 2. Transit corridors with existing frequent transit service that do not travel through or connect the City's Regional Growth Centers if new transit service is funded beyond 2024 service levels.*

Draft Policy LU-2.4 (Continued)

- *Public Process.* Evaluating additional capacity pursuant to Policy LU-2.4 would be conducted pursuant to the provisions of Process IV described in Chapter 160 of the Kirkland Zoning Code (i.e., ultimate decision by City Council based on a Planning Commission recommendation) and would take the form of Zoning Code/Map amendments. The process would involve the following steps:
 1. The process will be initiated through the inclusion into the Planning Work Program of study of one or more transit corridors for increased capacity. The Planning Work Program extends over three years and is approved annually by the City Council based on a Planning Commission recommendation.
 2. Conduct environmental review pursuant to the State Environmental Policy Act (SEPA) analyzing the specific environmental effects of each proposal. While the Supplemental SEIS prepared for the Comprehensive Plan will be the foundation for the environmental review, supplemental environmental review will be conducted to evaluate potential environmental impacts at the corridor scale – including impacts on transportation infrastructure, public services, schools, and utilities. Other technical studies may be needed to support this analysis, such as a corridor study.
 3. Conduct public outreach, including meetings with established organizations and individuals representing the City's diverse community and interests.
 4. Undertake noticing of each zoning proposal, as required in the Zoning Code, and including at least two public notice signs along each corridor proposed for rezoning.
 5. Staff will prepare staff reports outlining possible rezoning options, which will be presented to Planning Commission in at least one study session and in advance of a public hearing. Additional capacity should only be granted after sufficient technical analysis in support of additional capacity has been completed, and there are assurances (e.g., dedicated funding) that adequate infrastructure capacity will be in place to support additional density.
 6. A public hearing will be held for each proposal.
 7. After the public hearing, the Planning Commission will make a recommendation to City Council on each rezoning proposal, and City Council will decide whether to adopt.

Draft Policy LU-2.4 (Continued)

- *Decisional Criteria. In determining the geographic boundaries of any zoning amendments, and associated maximum building heights, densities, and other changes to development regulations, the following criteria should be taken into account:*
 1. *Existing and planned multimodal infrastructure and transit service to accommodate density.*
 2. *Existing and planned parks and open spaces (public and private).*
 3. *The ability of the change to expand the City's supply of affordable housing.*
 4. *School capacity to accommodate added density.*
 5. *Street safety for all modes.*
 6. *A gradual transition of intensity with the highest intensity uses located closest to the center of the corridors and the lowest intensity uses located at the outer edges of the corridors.*
 7. *The need for sufficient grocery, commercial, and retail services to enable a complete community centered on the key transit corridors.*
 8. *The extent to which the capacity increase promotes 10-minute neighborhoods.*

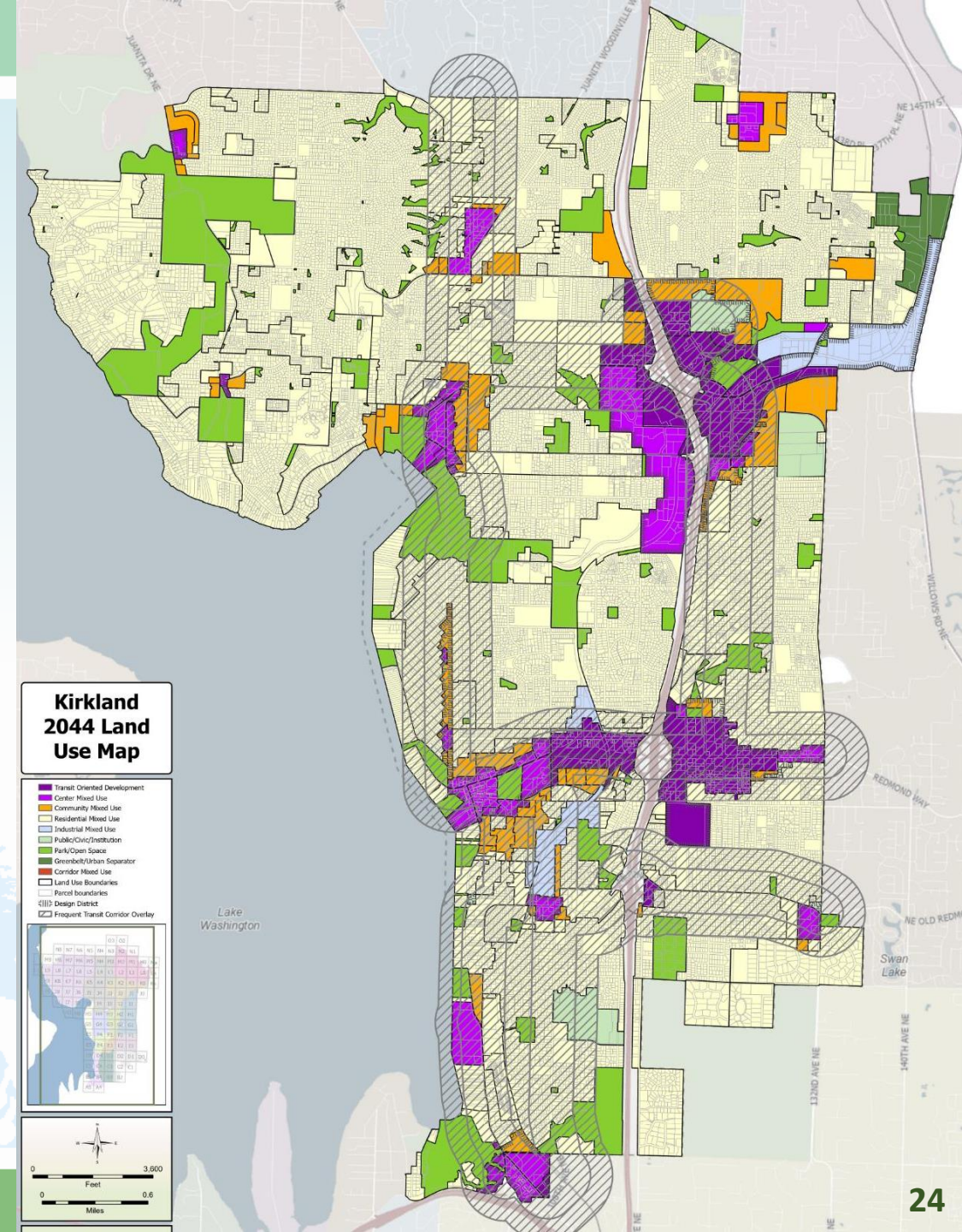
Draft Land Use Map

Corridors proposed to be shown as overlays, which will be the initial points of analysis with future Zoning Code amendment project(s).

Overlay does not constitute a change in Land Use designation or rezones with Comprehensive Plan adoption.

With future project, Council would retain option to add/subtract/amend corridors for zoning changes.

PC can direct further ways to connect the map and the policy (and refine either/both).



PC Options for Decisions on LU-2.4

Option A (Step 1): Include a version of Policy LU-2.4 in 2044 Comp Plan.

Option A (Step 2): Review/Amend draft policy prior to Adoption

Option A (Step 2a). PC deliberates and reaches a recommendation to Council

Option A (Step 2b). PC does not make formal recommendation on policy to Council; request Council consider policy w/o PC recommendation

Option B. Consider a version of Policy LU-2.4 at a future date (not with 2044 Comp Plan).

Option B1: Add a discrete task to a future Planning Work Program to study a policy directing exploration of appropriate places for density near transit.

Option B2: Consider adding a policy to Comp Plan in 5 years (after K2044 Progress Report is required by King County).

Market Street Corridor (MSC) Plan

Updates to Draft Plan since July Hearing



MS-7 amended to refocus multiunit development review on design regulations instead of design review process.

MS-10 amended to add priority to sustainability and building costs when redevelopment occurs at 7th Ave & Market Street.

MS-11 amended to refocus multiunit development review on design regulations instead of design review process.

MS-14 amended widen focus of design regulations to emphasize gradual transitions, building scale, environmental protections, and sustainability.

MS-8: Limiting MSC Building Height

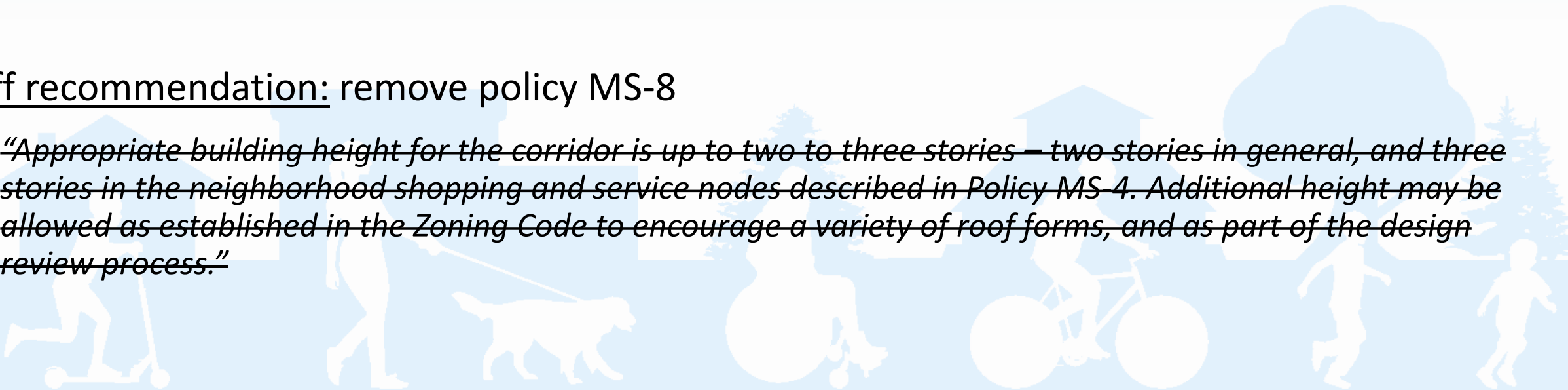


Adopted Policy MS-8:

“Appropriate building height for the corridor is up to two to three stories – two stories in general, and three stories in the neighborhood shopping and service nodes described in Policy MS-4. Additional height may be allowed as established in the Zoning Code to encourage a variety of roof forms, and as part of the design review process.”

Staff recommendation: remove policy MS-8

~~*“Appropriate building height for the corridor is up to two to three stories – two stories in general, and three stories in the neighborhood shopping and service nodes described in Policy MS-4. Additional height may be allowed as established in the Zoning Code to encourage a variety of roof forms, and as part of the design review process.”*~~



Questions?

Public Testimony

Planning Commission Public Comments

Comprehensive Plan Public Hearing

Tips for Participating

- Each speaker will be limited to **2** minutes.
- During your comments, we ask that you please:
 - Direct your comments to the Planning Commission
 - Refrain from any profane, threatening, harassing, and/or abusive language or gestures towards anyone
 - Refrain from any clapping, cheering, booing, etc. for any comments



Planning Commission Deliberation

Deliberation: Land Use Element



- Does the Planning Commission recommend approval of the Land Use Element as presented by staff?



Deliberation: Market Street Corridor Plan



- Does the Planning Commission recommend approval of the Market Street Corridor Plan as presented by staff?



Thank You

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