

MEMORANDUM

To: Planning Commission

From: Dorian Collins, AICP, Senior Planner

Adam Weinstein, AICP, Planning & Building Director

Date: April 30, 2019

Subject: Amendments to the Kirkland Zoning Code for transit-oriented

development (TOD) at the Kingsgate Park and Ride

File CAM19-00129

Recommendation

Receive briefing and discuss potential amendments to the Zoning Code for the Kingsgate Park and Ride site in the Totem Lake Business District. Provide preliminary direction to staff regarding the proposed approach to the amendments prior to the development of draft regulations to be considered at a public hearing in August.

Background

As part of the 2019-2021 Planning Work Program, the City Council has directed staff and the Planning Commission to develop amendments to the Zoning Code to implement Comprehensive Plan policy direction (Attachment 1) in support of transit-oriented development (TOD) at the Kingsgate Park and Ride property (see map, Attachment 2). The direction further states that the conclusions of the Sound Transit feasibility study, completed in November 2018, be incorporated into the amendments. Materials prepared for the City Council on the topic of the feasibility study can be viewed here (staff memo), and here (feasibility study).

In addition to the direction from these two sources, the City Council adopted Resolution R-5325 in August 2018, which further refined the objectives for TOD at the site (Attachment 3). The direction from these key sources will guide the regulations that will govern future development at the site. Where possible, input and concerns identified through public comments will also be addressed in regulations.

Decisions to be made regarding issues such as the range of land uses to be allowed within the TOD, requirements for housing affordability, maximum building heights, building setbacks, landscaped buffers, parking requirements and site and building design will be addressed primarily through Zoning Code regulations. Other issues cannot be regulated through zoning, such as accommodating displaced park and ride spaces and noise impacts during construction. These issues will be addressed through the Request for Proposals (RFP) that the Washington State Department of Transportation (WSDOT), as property owner, will eventually issue for developers to propose a specific

development plan for the site.

Status of Activities of Project Partners

The City of Kirkland has been working with the Washington Department of Transportation (WSDOT) which owns the property; King County Metro, which operates the park and ride; and Sound Transit to achieve the long-term vision of increasing density and affordable housing near transit, consistent with Kirkland's adopted land use policies. The <u>feasibility study</u> will inform each partners' future actions for the site.

As described below, several unknowns remain regarding actions to be taken by other agencies before development occurs at the Kingsgate Park and Ride property. The City must move forward with amendments to the Zoning Code before these actions are known to provide predictability regarding the regulations that will apply to future development, and to establish an appropriate review process to be used for development proposals. If the regulations and guidelines are designed to provide opportunity for TOD, and flexibility to accommodate the variety of outcomes that the partners may face, they will have the greatest chance of being effective in enabling successful development of the site in a manner that meets Kirkland's goals and objectives.

Sound Transit's regional transit system expansion plan (ST3), approved by voters in November 2016, includes the I-405 Bus Rapid Transit (BRT) project. The BRT project will provide new high-capacity transit service from Lynnwood to Burien along the I-405 corridor, with a BRT station planned for the Totem Lake inline freeway station adjacent to the Kingsgate Park and Ride. The project also includes adding 400 additional parking stalls on a portion of the Kingsgate site, resulting in a total of approximately 900 stalls. Sound Transit is committed to delivering the parking addition with the completion of the new BRT station in 2024.

In accordance with funding from the ST3 BRT project, Sound Transit plans to build a 600-stall park and ride garage. Under this plan, 302 of the existing park and ride stalls would remain on the surface of the property. In the interest of maximizing available land for TOD, WSDOT is interested in exploring how the surface stalls could either be consolidated into a larger garage, or included in a second garage, likely connected to the Sound Transit structure. The images below indicate the difference in land available for TOD under each scenario.





On April 28, 2019, the State legislature provided authorization and funding for WSDOT to proceed with a TOD pilot project at the Kingsgate Park and Ride. This action enables WSDOT to pursue legal, technical and financial analysis necessary to implement the TOD pilot. WSDOT plans to hire consultants to initiate the necessary studies to determine an approach to TOD at the site, resulting in the release of a Request for Proposals (RFP) to the development community at the end of 2019 or early in 2020.

Outreach

A <u>webpage</u> for the project has been created that provides background information, a link to a video the City produced about the project, and a link to sign up for a list serve to receive project updates.

Staff from the City of Kirkland, Sound Transit and WSDOT attended a meeting of the Juanita Neighborhood Association in March. Staff provided a brief presentation and responded to many questions from residents. Written comments received are included as Attachment 4 to this memorandum. Key concerns from community members included:

- Impacts of Sound Transit's parking structure at the south end of the site, adjacent to residential uses
- Use of a portion of the site for uses other than parking. Residents expressed concern that development would preclude future expansion of parking facilities
- Spillover parking into surrounding neighborhoods
- Charging for parking
- Loss of park and ride capacity during construction

Mailed notice describing the Zoning Code amendment project and upcoming meeting dates have been sent to residents, property owners and businesses within 600 feet of the Kingsgate Park and Ride property. Three large public notice signs displaying

meeting dates, a description of the project and staff contact information have been installed along the rights of way adjacent to the property.

Staff also attended the meeting of the City Council Planning and Economic Development Committee (PED) on April 8, 2019 to discuss the preliminary direction for amendments to the Zoning Code discussed in this memorandum. At the meeting, PED discussed the Council's objective for affordable housing within TOD at the site, set forth in Resolution R-5325, and reaffirmed that the majority of residential development on site should be affordable. PED also discussed the issue of the proposed location for the Sound Transit parking garage within the southern portion of the site and indicated that a discussion with Sound Transit to encourage the evaluation of alternative locations for the structure would be advisable.

Potential Amendments

Staff proposes the following preliminary approach to implement the adopted policies and objectives for TOD at the site. As noted above, the guiding documents can be viewed in Attachments 1 and 3, and here (feasibility study). For many topics, a staff recommendation is provided. Staff would appreciate receiving direction from the Planning Commission for draft amendments to be prepared for consideration at the public hearing.

- Zone designation for Kingsgate Park and Ride property and retention of existing development standards for non-TOD development: This approach would retain the existing PR 1.8 zoning for the site. All uses currently permitted would continue to be permitted with the existing development standards. For example, a multifamily residential or office use may be proposed under existing zoning standards, with a maximum building height of 30 feet above average building elevation. These uses would continue to be permitted with the existing maximum building height. However, if the land use is included within a TOD master plan proposal, the height limit and other development standards established for the TOD would apply.
- Regulatory approach and process for submittal and review of TOD proposal: This approach would address the key principles through zoning regulations. To ensure coordinated site development, regulations would establish a new master plan requirement for consideration of a proposed TOD. Design guidelines for development would be contained in the Zoning Code, as "special regulations" for a TOD project. Proposals for TOD would be subject to review by the Design Review Board. Objectives that cannot be addressed through regulatory approaches may be achieved through the WSDOT RFP process.
- <u>Development Standards:</u> The issues to be addressed through zoning regulations and related staff recommendations provided below address:
 - Housing affordability
 - Residential density
 - Land uses to be included in TOD
 - Building height
 - Design considerations

- o Air rights over 116th Avenue NE
- <u>Housing affordability:</u> Since affordable housing is a key City objective, this use will be required through zoning regulations for TOD. This approach is similar to that used for TOD at the South Kirkland Park and Ride property, where at least 20% of the total number of units developed at the site were required to be affordable (10% affordable to households making 50% of median income, and 10% affordable to households making 70% of median income). The number of units included in the final development exceeded these minimum requirements.

Section 1 of Resolution 5325 states, "Ensure that housing on the site includes a combination of affordable and market rate housing. A majority of the housing should be affordable housing with a significant share affordable at moderate and/or lower income levels and including some units that are accessible to those with disabilities." At its meeting in April, the PED committee confirmed that the intent of the City Council is to ensure that over 50% of the housing units included in TOD are affordable.

Staff recommendation: Staff recommends that the zoning regulations require at least 51% of the housing units provided in TOD be affordable. Since non-profit housing providers who propose to develop the site will need to secure funding for their projects, staff suggests that a recommendation from A Regional Coalition for Housing (ARCH) regarding the specific income groups to be served be considered in the development of regulations.

Residential Density: Comprehensive Plan text for Policy TL-19.3 notes that the development of housing in conjunction with transit services and retail and commercial uses "would provide additional housing supply, support transit usage, increase the possibility for greater affordability and contribute to activity in the district" (Attachment 1). At its April meeting, PED also noted that housing should be a primary land use in TOD at the site. One approach that could be used to ensure that residential use is a substantial component of future TOD would be to establish a minimum residential density through zoning regulations. For example, in the TL 1 zone located east of the Kingsgate Park and Ride property in the core of the Totem Lake Urban Center, residential development must provide a minimum density of 50 dwelling units per gross acre.

Staff recommendation: Staff recommends that a minimum residential density requirement, similar to that used in the TL 1 zone, be included within the zoning standards for TOD in the PR 1.8 zone. This approach would ensure that residential use will be a significant component, even if other land uses such as office or hotel are included in development.

By way of comparison, the image at the right shows the South Kirkland Park and Ride TOD project within the larger 7-acre site. The property shaded in blue contains about 1.8 acres and is developed primarily in residential



use. The residential density when calculated for this developed portion of the larger site is 134 dwelling units per acre.

 Land uses to be included in TOD: As noted above, staff suggests that all currently permitted land uses continue to be allowed within the PR 1.8 zone.

Additional transit-supportive uses may be appropriate to be included in TOD. Page 15 of the <u>feasibility study</u> provides the results of the preliminary analysis of the "highest and best uses" to be considered for TOD at the Kingsgate site.

Land uses that were found to be transit-supportive, physically possible and legally permissible include:

- Office
- Attached or Stacked Dwelling Units
- Residential Suites
- Hotel or Motel
- Assisted Living Facility
- Government or Community Facility
- Higher Education

The following uses were found to have potential as uses *auxiliary* to the transit-supportive uses listed above:

- Restaurant or Tavern
- Retail Use
- Private Lodge or Club
- Church

Day-care Center, Mini-school

In addition to the analysis of land uses for their appropriateness for TOD, the feasibility study included a financial feasibility analysis which concluded that a limited number of the uses noted above would likely be feasible in the current (and near-term) real estate market. Only apartment development, both affordable (subject to the availability of funding) and market-rate (with "cost reductions") was found to be feasible at this time.

Sound Transit Parking Garage: An additional use to be considered in Zoning Code amendments is a free-standing parking structure to accommodate the planned Sound Transit garage. A parking structure for Sound Transit would already be allowed as a "government facility" under the existing regulations for the PR 1.8 zone. However, existing regulations limit building height to 30 feet. According to the conceptual development scenarios presented on page 3 of the feasibility study, the planned 600-stall parking garage is anticipated to comprise five floors. A building height of 55 feet may be necessary to accommodate the planned garage.

Since the timing of future TOD at the site is not known, regulations for this use would need to be incorporated within the existing regulations and added to the range of permitted uses within the master-planned TOD. These changes to existing regulations would also provide an opportunity to address potential visual impacts from the garage through design guidelines, in the event that the Sound Transit proposal precedes a TOD proposal for the remainder of the site.

Staff recommendation: Staff recommends that amendments to zoning regulations include changes to existing regulations for the government facility use listing to accommodate increased building height for the planned Sound Transit parking structure. These revisions would include new design standards to address potential visual impacts of the structure.

New regulations for master-planned TOD proposals should allow a relatively broad range of uses to provide opportunity and flexibility. In addition to the regulations for a free-standing parking structure discussed above, staff suggests that the regulations allow for all the uses found to be transit-supportive, physically possible and legally permissible. In addition, staff recommends that Restaurant and Retail uses, already allowed within the PR 1.8 zone, be permitted uses within TOD.

While retail uses, such as coffee shops, are often expected to exist within transit-oriented communities, they are known to struggle due to lack of business during the day at park and ride locations. The feasibility study states that "incorporating ground-floor retail into a larger mixed-use project generates negative returns and would likely have a negative impact on overall project returns." The challenge in renting ground-floor

retail spaces in these locations can cause them to be a financial drain for building owners.

Since the Kingsgate Park and Ride is located relatively close to retail and restaurant uses across I-405, the siting of these uses within TOD at the site is not critical. Still, the vision of a thriving mixed-use community on-site remains. Staff recommends that these objectives and financial uncertainties be balanced by addressing them in zoning regulations as follows:

- Ground floor retail/restaurant uses: Allowed but not required
- Ground floor spaces:
 - Requirements for floor-to-ceiling height to be sufficient to accommodate successful retail/restaurant/ uses, and
 - Incentives to encourage ground floor spaces to provide visual interest, where pedestrian activity is anticipated.

To support feasibility in development, staff recommends that the suggestions provided in the feasibility study for "cost reductions" be addressed in zoning regulations as below:

- Undergrounded parking facilities: Allowed but not required, and
- Shared parking between uses: Encouraged but not required
- <u>Building Height</u>: Adopted Comprehensive Plan policies call for supporting necessary densities at the Kingsgate site to encourage and support TOD. Resolution R-5325 also calls for a project that is financially feasible. The feasibility study assumed development of buildings up to 75 feet in height, with substantial site coverage. This height limit supports between five and six stories of residential use above one floor of commercial use, and about five stories of office use.

Building heights elsewhere in Totem Lake allow for between 65 and 75 feet for mixed-use, with taller heights (up to 160 feet) in the core of the business district, directly east of the Kingsgate Park and Ride property, across I-405.

Attachment 2 includes an aerial photo of the site and surrounding

properties. The Kingsgate site is surrounded by residential development to the north, west and south. On the northwest, the property abuts small-lot, medium-density townhouse development. On the southwest, single family homes within the low-density RSA 6 zone abut the property. Along the south property line, the Kingsgate site abuts condominium development within the high-density RM 1.8 zone. Medium-density residential use lies further to the north, across the wide NE 132nd Street right of way.



The photos below provide a sense of the existing conditions along the boundaries of the property. A substantial berm of 10-15 feet in height, and a dense vegetated buffer of approximately 45 feet in width exists along the western property line.



View of buffer along western property line

A vegetated buffer of approximately 41 feet in width exists along the south property line. The buffer in this area does not include a berm, and the tree spacing is greater than along the western edge of the site.



View of buffer along southern property line

An analysis of the treed buffers on the property is included in Attachment 5.

The site's north property line abuts NE 132nd Street. Directly west of the site is the 116th Avenue NE right of way and the I-405 freeway.



Staff recommendation: Staff recommends that the building height maximum established for TOD at the Kingsgate Park and Ride be 75 feet, with taller building heights allowed within the eastern and northern areas of the site. Setbacks of taller portions of structures could be required along the southern and western perimeters, adjacent to residential use. PED suggested that structures up to 100 feet in height may be appropriate for development located farther from residential areas.

- <u>Design Considerations:</u> Policy TL-35.1 of the Comprehensive Plan calls for standards to provide for high-quality site and building design in TOD at the Kingsgate site. Resolution R-5325 further strengthens this direction with the following provision:
 - (Section 7). "Attractive, high quality development Develop an attractive site and building complex that is compatible with the surrounding areas. Development should be consistent with applicable City guidelines and standards, with appropriate building

scale and massing for the site and adjacent residential uses. As appropriate and feasible, preserve some open space for neighborhood uses and existing landscaped buffers, and apply "green" building techniques in development. Adopt Crime Prevention Through Environmental Design (CPTED) principles to help provide safe and secure facilities."

Design guidelines for TOD at the South Kirkland Park and Ride property are included in special regulations for this use in the YBD 1 zone (see Attachment 6). The guidelines provide specific direction for site and building design such as:

- Limits on the maximum horizontal façade length
- Pedestrian-oriented spaces
- Upper story setbacks
- Through-block pathways
- Public open space
- Green building
- Signs

Staff recommendation: Staff recommends that the design guidelines and regulations established for TOD at the Kingsgate Park and Ride address the considerations noted above. Additional issues that will be important to address include:

- Preservation of existing tree buffers, and possibly the enhancement of the buffer along the south property line
- Guidelines to address the design of the Sound Transit parking structure in both the standards for TOD and for this land use if it is developed independently from a master planned TOD project
- Pedestrian and bicycle connections to promote safety within the site, and to enhance the use of transit and public spaces.
- Specific guidelines for public space to be available to the broader community. Recent amendments for mixed use development in Totem Lake zones include minimum standards for size and amenities to include in public space. A similar approach could be used for TOD at the Kingsgate site.
- Air rights over 116th Avenue NE: One additional issue that has been raised by the City Council in discussions about TOD at the Kingsgate Park and Ride is the possible granting of air rights over the 116th Avenue NE right of way to accommodate additional development. While zoning regulations do not govern activities in the right of way, a special regulation could be included to indicate that the City may consider a development agreement for this type of request.

Staff recommendation: Staff recommends that a provision that addresses the use of air rights over 116th Avenue NE be included in the zoning regulations for consideration of the City Council.

Additional Issues

Several of the concerns raised at the meeting of the Juanita Neighborhood Association may be addressed within the scope of the RFP that WSDOT will prepare for development proposals. These include the impacts of the loss of park and ride capacity during construction and other construction impacts. Other issues that cannot be handled through zoning regulations include Sound Transit's decision to charge for the use of park and ride spaces, and the possible "spillover" of park and ride users into the surrounding neighborhood. Residents explained that they experience parking impacts from drivers who are unable to find spaces in the park and ride lot once it is full.

Sound Transit has selected the southern portion of the Kingsgate site as the preferred location for the parking structure associated with the new BRT station. Representatives from Sound Transit have stated that the southern location is preferred due to its proximity to the planned BRT station at about NE 128th Street (see map at right).

Residents at the Juanita Neighborhood Association meeting expressed concerns about the siting of the parking structure adjacent to residential communities, particularly south of the park and ride property. Residents of the condominium development which abuts the south property line of the Kingsgate site



noted that the elevation of the condominium property is lower, which may exacerbate the impacts of a tall structure in this location. The residents suggested that siting the garage elsewhere on the site would be preferred.

This issue was discussed with PED. Based on direction from the committee, the City plans to discuss this concern with Sound Transit, and to urge Sound Transit to consider alternative garage locations on the property.

Questions for the Planning Commission

- 1. Does the Planning Commission generally agree with the staff recommendations for the proposed amendments?
- 2. Are there additional issues that the Planning Commission would like to have addressed in proposed amendments?
- 3. Would any additional information be helpful to the Planning Commission in evaluating potential Zoning Code amendments?

Next Steps

Staff will incorporate direction from the Planning Commission into draft amendments to the Zoning Code for consideration at a public hearing. A tentative date of August 22, 2019 has been set for the public hearing.

Attachments

- 1. Relevant Comprehensive Plan Goals and Policies Totem Lake Business District and Urban Center
- 2. Aerial photo of Kingsgate Park and Ride property
- 3. Resolution R-5325
- 4. Public Comments
- 5. Tree Height Analysis
- 6. KZC Regulations YBD 1 zone

cc: CAM19-00129

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Anthony Buckley, WSDOT, bucklea@wsdot.wa.gov
Cynthia Padilla, Sound Transit, Cynthia.padilla@soundtransit.org

Totem Lake Business District Comprehensive Plan, Chapter XV.I

The following policy language supports the use of the Kingsgate Park and Ride site for transitoriented development:

Policy TL-19.3: Seek opportunities to expand housing in the Totem Lake Business District.

In the <u>Totem Lake Business District</u>, expanded housing opportunities are provided through high residential densities, including a minimum density of 50 units per acre within the district's core. Mixed-use development is also encouraged within the core area. These measures provide for a significant amount of additional housing while preserving existing multifamily and single-family areas in and adjacent to the <u>Totem Lake Business District</u>.

I lousing is also allowed and in some cases encouraged within some of the general commercial areas of the district. To encourage developers to choose to provide housing, an increase in height is allowed in some commercial areas when upper story residential use is provided. This incentive enables residential use to be included either in mixed-use projects, or in stand-alone developments where commercial use is not mandated as a ground floor use.

The areas listed below and shown in Figure TL-9 are "Housing Incentive Areas," where residential use is allowed within the perimeter of an otherwise nonresidential area, or a greater building height is allowed for structures containing residential use:

- Totem Lake West, north of NE 124th Street, west of 116th Avenue NE,
- 2. Properties east of 124th Avenue NE, north of NE 116th Street and west of Slater Avenue,
- 3. Properties east of 124th Avenue NE, south of NE 124th Street,
- 4. Properties south of NE 116th Street, west of the Cross Kirkland Corridor, and
- 5. Property north of NE 116th Street, south of NE 118th Street, and west of the Cross Kirkland Corridor.

Within these areas, properties north and south of NE 116th Street and west of I-405 (Incentive Areas 4 and 5 in Figure TL-9) should be allowed additional height only if residential uses are provided. As these areas are ocated near residential uses to the west, and are situated at the southeast gateway to the <u>Totem Lake Business District</u>, residential use in this area will provide an appropriate transition to the commercial areas to the east.



Another possible opportunity for expanded housing supply is through transit-oriented-development (TOD) at the Kingsgate Park and Ride, located in the northwest corner of the <u>Totem Lake Business District</u>. At this location, development of housing in conjunction with transit services, retail and commercial uses would provide additional housing supply, support transit usage, increase the possibility for greater affordability and contribute to activity in the district. The Kingsgate Park and Ride site, is owned by the Washington State Department of Transportation (WSDOT). City representatives have initiated discussions with WSDOT representatives regarding the concept and they have indicated that the agency has no long-term plans for the site that might preclude its use for TOD. The City should continue discussions with WSDOT regarding the potential for TOD at this site.

Goal TL-35: Support transit-oriented development (TOD) at the Kingsgate Park and Ride.

The Kingsgate Park and Ride site, located at the subarea's northwest corner, is owned by the Washington State Department of Transportation (WSDOT), and currently developed as a park and ride with 500 parking stalls. The Park and Ride is served by Sound Transit and Metro, and linked to the I-405 direct access ramps and transit center via a pedestrian walkway. The site's location within the Totem Lake Urban Center, close to employment, shops and services, is ideal for transit-oriented development.



Image Capture: Sep. 2011, copyright 2016 Google

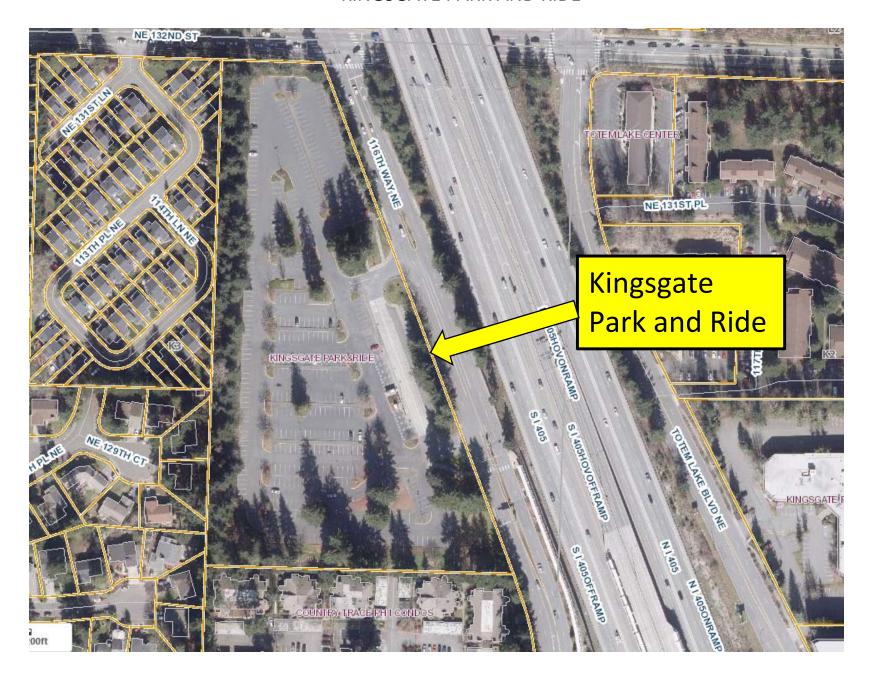
Partnerships between the City of Kirkland, WSDOT, King County Metro, ARCH (A Regional Coalition for Housing) and nonprofit and private developers should be encouraged to create a mixed-use community within walking distance of the Totem Lake transit center.

The City and State and/or King County Metro should also work closely with the community to establish design guidelines and development standards for the site. Standards should address appropriate building scale and massing for the site and adjacent residential uses, and mitigate traffic, visual, noise and other impacts of the development to the surrounding streets and residential areas. Vehicular access points should be minimized to avoid congestion and safety problems, and pedestrian and bicycle access should be enhanced.

Policy TL-35.1: Encourage new transit-oriented development that:

- · Provides a mix of housing, offices, shops and services at the Park and Ride site.
- Provides for affordable housing.
- Establishes standards for high-quality site and building design.
- Maximizes the effectiveness of transit-oriented development through supporting necessary densities, expanding opportunities for retail and other uses, reducing the need for parking, and mitigating traffic, visual, noise and other impacts.
- Ensures that transit operations remain efficient and are enhanced as appropriate.

KINGSGATE PARK AND RIDE



RESOLUTION R-5325

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF KIRKLAND APPROVING OBJECTIVES FOR THE DEVELOPMENT OF TRANSIT-ORIENTED DEVELOPMENT AFFORDABLE HOUSING AND EXPANDED PARK AND RIDE FACILITIES AT THE KINGSGATE PARK AND RIDE SITE.

WHEREAS, the Washington Department of Transportation (WSDOT) owns the property on which the Kingsgate Park and Ride is situated; and

WHEREAS, King County Metro maintains and operates the existing 502 parking stalls at the Kingsgate Park and Ride to serve transit riders; and

WHEREAS, the voter approved regional transit system expansion plan (ST3) will provide Bus Rapid Transit (BRT) along I-405, a BRT station at the Totem Lake inline freeway station adjacent to the Kingsgate Park and Ride, and will add a 600 parking stall garage at the Kingsgate park and ride site, expanding the existing parking capacity by 400 net new parking stalls for a total of 902 stalls to serve the BRT on I-405 by 2024; and

WHEREAS, the City Council supports WSDOT, King County Metro and Sound Transit in agency efforts to make transit successful throughout the region and in Kirkland; and

WHEREAS, in 2015 the City Council adopted Ordinance O-4495 amending the Totem Lake Business District Plan to provide revised goals and policies for the Totem Lake Business District and Urban Center; and

WHEREAS, the goals and policies for the Totem Lake Business District and Urban Center support transit-oriented development (TOD) at the Kingsgate Park and Ride site and provide specific objectives for this development; and

WHEREAS, the City Council has consistently expressed its support for TOD at the Kingsgate Park and Ride site to WSDOT and Sound Transit since 2015; and

WHEREAS, in the 2017 State transportation budget (ESB 5096), the legislature directed the Washington State Department of Transportation (WSDOT) to work with agency partners to investigate opportunities for a TOD Pilot Project at its Kingsgate Park and Ride; and

WHEREAS, in April 2018 the Sound Transit board adopted its Equitable TOD policy to reflect ST3 and RCW 81.112.350 direction to implement a regional equitable TOD strategy during planning, design, construction and operation of the high-capacity transit system; and

WHEREAS, the City Council approved Resolution R-5313 in 2018, which adopted the Housing Strategy Plan and 2018-2020 Housing Strategy Work Program, supporting increased housing choices including housing related to TOD at the Kingsgate Park and Ride; and

WHEREAS, the City Council has determined that it is important to further identify the objectives for development of TOD at the Kingsgate Park and Ride site, with the most important TOD objective being the development of affordable housing on the site; and

WHEREAS, each of the provisions of this Resolution set forth below express the City Council's policy objectives related to the development of TOD at the Kingsgate Park and ride site.

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

Section 1. A range of housing affordability – Ensure that housing on the site includes a combination of affordable and market rate housing. A majority of the housing should be affordable housing with a significant share affordable at moderate and/or lower income levels and including some units that are accessible to those with disabilities.

<u>Section 2</u>. Employment generation – Consider opportunities for uses that will contribute to Kirkland's jobs and housing balance, bringing employment to the Totem Lake Urban Center, a Kirkland economic engine and focus for jobs and activity.

<u>Section 3.</u> Mix of uses – Based on market feasibility, consider ground level retail to provide services and opportunities for businesses that support transit riders, residents and surrounding neighbors.

<u>Section 4</u>. Complete by 2024 – Proceed with the TOD project in a timeframe that aligns with the opening of BRT and associated stations on I-405 as part of a project funded by Sound Transit.

<u>Section 5.</u> Feasibility – Work with partners to develop a project that is financially feasible and meets the project minimum criteria for additional park-and-ride parking spaces as defined in ST 3, transit operations and consistent with Metro, WSDOT, Sound Transit and City Plans.

<u>Section 6.</u> Coordination – Coordinate among the City, WSDOT and Sound Transit to develop appropriate permit review and inspection processes that are efficient and avoid conflict and redundancy to the extent practical and consistent with the goals of the TOD project.

<u>Section 7.</u> Attractive, high quality development – Develop an attractive site and building complex that is compatible with the surrounding areas. Development should be consistent with applicable City guidelines and standards, with appropriate building scale and massing for the site and adjacent residential uses. As appropriate and feasible, apply "green" building techniques in development. Adopt Crime Prevention Through Environmental Design (CPTED) principles to help provide safe and secure facilities. Explore building, housing and parking over 116th Avenue NE at this location.

Section 8. Impact mitigation – Exercise best efforts to minimize and mitigate traffic, visual, noise and other impacts of the TOD development to surrounding streets and residential areas. Coordinate with other projects and development such as the I-405 ramps at NE 132nd Street and other Totem Lake development projects. Vehicular access points should be minimized to avoid congestion and safety problems. Encourage access to and through the site using alternative modes such as pedestrian and bike access. Develop the site to enhance these access options including bike parking and sidewalk access.

<u>Section 9.</u> Construction impacts – Exercise best efforts to minimize construction impacts at the site to transit operations and parkand-ride users and the surrounding areas. Coordinate construction with local projects including the I-405 BRT and 132nd ramps. Coordinate construction impacts and utilize City outreach resources. Ensure that some park and ride facilities, in as much as reasonably practicable, remain open and available at all times during construction and avoid parking impacts on the neighborhood during construction.

<u>Section 10.</u> Public engagement – Engage with the surrounding community and interested parties in the development of standards for TOD. Coordinate City staff with agency partners when engaging with the public.

Section 11. Expand park-and-ride capacity to meet the goals of the City and agency partners – Add park-and-ride parking spaces to meet long-range needs related to the planned I-405 BRT, Metro Connects plans and future development. Improve transit facilities at the site with enhancements that address emerging technologies for vehicle charging. Consider future flexibility of the parking structure with emerging technologies such as autonomous vehicles. Preserve the parkand-ride as a long-term use for transit service and transit riders.

<u>Section 12</u>. Communication with agencies – City staff shall distribute copies of the policy objectives stated in this Resolution to all regional partners.

Passed by majority vote of the Kirkland City Council in open meeting this 6th day of August, 2018.

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Signed in authentication thereof this 6th day of August, 2018.

Amy Walen, Mayor

Attest:

Kathi Anderson, City Clerk

What are you hoping TOD at the Kingsgate P&R could bring to your community?

more howing!

What do you think may be challenges with TOD at the site?

political difficulties— Familier more residents and housing is controversial here, neighbous pushably want more parking and less housing.

How could development be designed to be an asset to the community? For example, where are trees especially important? Where should pedestrians be able to access the site from the neighborhood? Are public spaces important?

Provide a rew direct access into the PIR from lustbound NE 132nd into the northend of the Digh. This avoids/ neduces traffic that otherwise enters the new intersection/roundabout west of I-405,

What are you hoping TOD at the Kingsgate P&R could bring to your community?

Build parking structure as high as possible.

That Area is A parking Lot! MAXIMUMIZE

the spot to get the most spaces.

What do you think may be challenges with TOD at the site?

Parking-overflow residence

IN 2024 there will ween to be own

How could development be designed to be an asset to the community? For example, where are trees especially important? Where should pedestrians be able to access the site from the neighborhood? Are public spaces important? Other?

Affordable Housing would be fine no Business or retail

Dorian Collins

From: Toby Nixon

Sent: Wednesday, March 20, 2019 4:11 PM

To: Dorian Collins

Subject: Fw: RE: TOD Kingsgate park & ride - OMG!

Follow Up Flag: Flag for follow up

Flag Status: Flagged

I don't know if it's too early to start collecting public comment on the Kingsgate P&R TOD for the record, but I'm passing along this input from my friend Gloria in any case.

Toby Nixon | Council Member | City of Kirkland, Washington tnixon@kirklandwa.gov | www.kirklandwa.gov | V: +1 425 587 3536 | M: +1 206 790 6377 Emails to and from city council members are subject to disclosure under the Public Records Act, RCW 42.56

From: Toby Nixon <toby@tobynixon.com>
Sent: Wednesday, March 20, 2019 3:01 PM

To: Toby Nixon

Subject: Fwd: RE: TOD Kingsgate park & ride - OMG!

----- Original Message ------

Subject:RE: TOD Kingsgate park & ride - OMG!

Date:2019-03-20 12:19

From:Gloria Nakroshis <GloriaN@hopelink.org>
 To:Toby Nixon <toby@tobynixon.com>

Well then if that is the case then all of the units should be for low income and not "affordable" as people in the service industry earn less than I do typically and my rent is only \$1200 and it takes more than 50% of my net income. I make \$18 and hour and folks working retail and restaurant jobs make less than that.

Thanks,

Gloria Nakroshis

Eligibility & Resource Specialist

T 425-250-3017 | F 425-889-7881

hopelink.org

From: Toby Nixon <toby@tobynixon.com>
Sent: Wednesday, March 20, 2019 12:01 PM
To: Gloria Nakroshis <GloriaN@hopelink.org>
Subject: Re: TOD Kingsgate park & ride - OMG!

Thanks for your input. I think the TOD would have a significant low-income component, like at the South Kirkland Park and Ride. And it's really not about tax revenue at all -- it costs more to provide services to residences than they generate in revenue -- but about trying to get housing that people who work in service jobs in Kirkland might be able to afford.

On 2019-03-20 10:46, Gloria Nakroshis wrote:

Hi Toby,

I just saw the video on this project on the C of K You Tube channel. It was the first video of theirs I gave a dislike to. The more housing we cram into Kirkland, particularly in Totem Lake, the lower the quality of life. Traffic is already so bad and just because you build housing next to a transit center doesn't mean people will give up their cars.

The ONLY way I would dbe on board with this is if ALL of the units were LOW INCOME units. "Affordable" is completely subjective. What is affordable to most people is out of reach for people like me earning less than \$40K a year.

I understand the city wants the tax revenue but really we need to STOP building housing until be improve infrastructure

Thanks for letting me vent my 2 cents.



Gloria Nakroshis

Eligibility & Resource Specialist

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hopelink.org

What are you hoping TOD at the Kingsgate P&R could bring to your community?

a viable park; Ride

What do you think may be challenges with TOD at the site?

need for more parking should take higher priority and work on purtnerships to build afforciable howsving elsewhere.

How could development be designed to be an asset to the community? For example, where are trees especially important? Where should pedestrians be able to access the site from the neighborhood? Are public spaces important?

- at the South end a wall to break
noise between residences and parking
arrage.

- greenery for aesthetics.

- will would also protect residences from 'Mischief
makers' that already is happening, coming arross
from P+P Men.

What are you hoping TOD at the Kingsgate P&R could bring to your community?

Reduced congestion

What do you think may be challenges with TOD at the site?

Ignorance, NIMBY attitudes.

How could development be designed to be an asset to the community? For example, where are trees especially important? Where should pedestrians be able to access the site from the neighborhood? Are public spaces important? Other?

What are you hoping TOD at the Kingsgate P&R could bring to your community?

- AFFORD ABLE HOUSING
- L855 traffic con635510N
- MORS TRAKE MONITORING POLICE
- MONITOR N316439/4000 PARKING

What do you think may be challenges with TOD at the site?

- PURHING PALKENG DOG OF THE PZR TO THOS NOIGHDOMHODOS

- WASRS WILL OFF-SITE PARKING BE DURING CENSTRUCTIONS

How could development be designed to be an asset to the community? For example, where are trees especially important? Where should pedestrians be able to access the site from the neighborhood? Are public spaces important? Other?

- USE ATTRACTIVE ARCHITECTURE /LANDSCAPING
FOR BENEFIT OF COUNTRY TRACE RESIDENTS

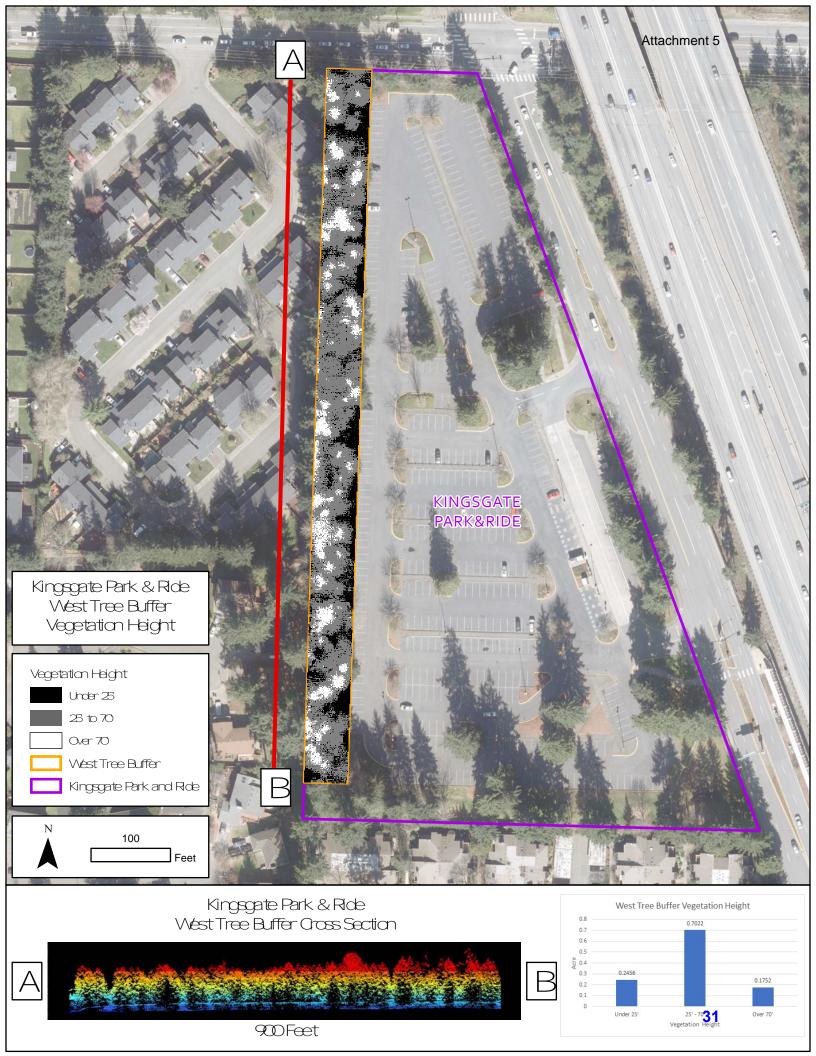


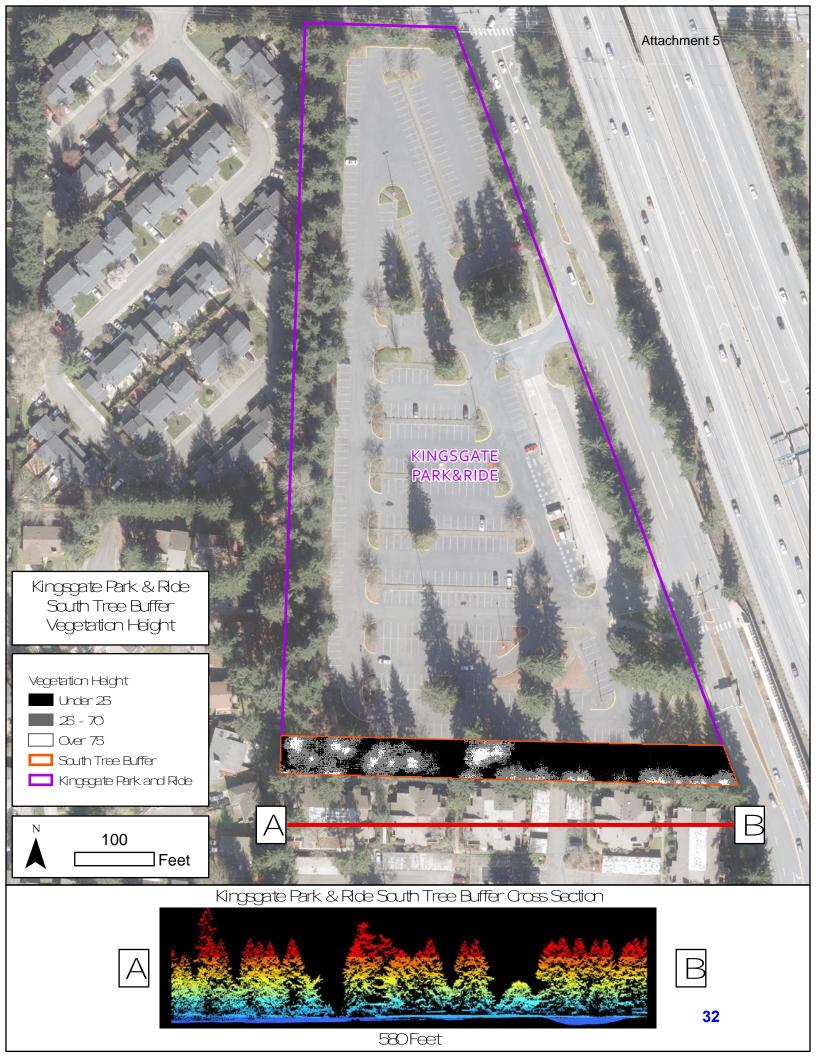
What are you hoping TOD at the Kingsgate P&R could bring to your community

What do you think may be challenges with TOD at the site?

How could development be designed to be an asset to the community? For example, where are trees especially important? Where should pedestrians able to access the site from the neighborhood? Are public spaces important? Other?

132 of street is already too busy and is backed up for hours each could we put a strip of housing just north the existen cords and apartments along





Zone YBD 1

USE ZONE CHART

TOD Use Listing

		(0						DIRECTION	ONS: FIRST, rea	ıd dowr	to fin	d useTHEN,	across for REGULATIONS
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Section 56.10	REGULATIONS		Required Review Process	Lot Size	ot (See		QUIRED YARD See Ch. 115)		Height of Structure	Landscape Category (See Ch. 95)	Sign Category (See Ch. 100)	Required Parking Spaces	Special Regulations (See also General Regulations)
	V				Front	Side	Rear	Lot			s) S	(See Ch. 105)	(See also General Regulations)
.01	Attached Stacked Units	d or Dwelling	D.R., Chapter 142 KZC	None	5' See Spec. Reg. 2.	0'	0'	100%	65' above average building elevation. See Spec. Reg. 11.	С	Spec. Reg. 15.	.05 per unit. Restaurant/ tavern: 1 per each 125 sq.ft. of gross floor area. Retail: 1 per each 350 sq.ft. of gross floor area. Office: 1 per each 350 sq.ft. of gross floor area. Entertainment, cultural, recreational: KZC 105.25. See also KZC 105.103.	ing parking facilities shall be 10 feet. 2. The front setback may be reduced to zero feet where retail uses or other ground floor space is designed to provide direct pedestrian access to the street and located adjacent to a pedestrian-oriented street, major pedestrian pathway or adjacent to a transit facility.

Section 56.10



USE ZONE CHART

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Section 56.10	USE	REGULATIONS	Required Review Process	Lot Size		JIRED e Ch. '		Coverage	Height of Structure	Landscape Category (See Ch. 95)	n Category se Ch. 100)	Required Parking Spaces	Special Regulations
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.0	Attached Stacked I												REGULATIONS CONTINUED FROM PREVIOUS PAGE
	Units (continue	o											 A visible and welcoming pedestrian-oriented space must be located between the sidewalk and the building in the gateway area. The upper story setback for all floors above the second story within 40 feet of the property line abutting NE 38th Place shall average 15 feet. For the purpose of this regulation, the term "setback" shall refer to the horizontal distance between the property line and any exterior wall abutting the street prior to any potential right-of-way dedication. The required upper story setbacks for all floors above the second story shall be calculated as Total Upper Story Setback Area, as shown on Plate 35.

(Revised 9/11)

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Section 56	Æ BEGULATIONS	Required Review Process	Lot Size		JIRED e Ch.		Coverage	Height of Structure	Landscape Category (See Ch. 95)	Sign Category (See Ch. 100)	Required Parking Spaces	Special Regulations
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.010	Attached or Stacked Dwelling											REGULATIONS CONTINUED FROM PREVIOUS PAGE
	Units (continued)											 a. For renter-occupied housing: A minimum of 20 percent of the total residential units shall be affordable. A minimum of 10 percent of total residential units shall be affordable at no greater than 50 percent of median income. The remaining affordable units shall be affordable at no greater than 70 percent of median income. Affordable rent levels will be determined using the same methodology used in the definition of affordable housing unit in Chapter 5 KZC. For owner-occupied housing: A minimum of 20 percent of total residential units shall be affordable housing units as defined in KZC 5.10.023(1)(a). The following additional regulations apply to affordable housing units included in development: Alternative affordability levels – subject to Planning Director approval, an applicant for owner-occupied housing may propose affordability levels different from those defined in this chapter. In approving any different affordability levels, the Director shall use ratios similar to those in KZC 112.20(3)(b). Affordable housing provided pursuant to this section shall also comply with the following sections of Chapter 112 KZC: 112.15(4) (Rounding); 112.35(2) (Affordability Agreement). The following provisions of Chapter 112 KZC do not apply to this zoning district: 112.20 (Basic Affordable Housing Incentives); 112.30 (Alternative Compliance). Other provisions for the affordable housing units are: The type of ownership of the affordable housing units shall be the same as the type of ownership for the rest of the housing units in the development. The affordable housing units shall consist of a range in number of bedrooms that are comparable to units in the overall development.

Section 56.10



	(0						DIRECTION	ONS: FIRST, rea	ad down	to fin	d useTHEN,	across for REGULATIONS
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				Front	Side	Rear	Lot			S :)	(See Ch. 105)	(See also General Regulations)
.01	Attached or Stacked Dwelling		•		•				•			REGULATIONS CONTINUED FROM PREVIOUS PAGE
	Units (continued)											 3) The size of the affordable housing units, if smaller than the other units with the same number of bedrooms in the development, must be approved by the Planning Director. In no case shall the affordable housing units be more than 10 percent smaller than the comparable dwelling units in the development, based on number of bedrooms, or less than 500 square feet for a one-bedroom unit, 700 square feet for a two-bedroom unit, or 900 square feet for a three-bedroom unit, whichever is less. 4) The affordable housing units shall be available for occupancy in a time frame comparable to the availability of the rest of the dwelling units in the development, unless the Planning Director approves a phasing plan pursuant to KMC 5.88.090. 5) The exterior design of the affordable housing units must be compatible and comparable with the rest of the dwelling units in the development. 6) The interior finish and quality of construction of the affordable housing units shall at a minimum be comparable to entry level rental or ownership housing in the City of Kirkland. e. Applicants may request an exemption from payment of road impact fees for the affordable housing units as established by KMC 27.04.050. f. Applicants providing affordable housing units may request an exemption from payment of park impact fees for the affordable housing units as established by KMC 27.06.050. g. Applicants providing affordable housing units are eligible for exemption from various planning, building, plumbing, mechanical and electrical permit fees for the affordable housing and moderate income units as established in KMC 5.74.070 and KMC Title 21. h. Property Tax Exemption. A property providing affordable housing units may be eligible for a property tax exemption as established in Chapter 5.88 KMC. 15. Signs for a development approved under this provision must be proposed within a Master Sign Plan application (KZC 100.80) for all signs within the project.

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Section 56.	Æ BEGULATIONS	Required Review Process	Lot Size		JIRED e Ch. 1		Coverage	Height of Structure	Landscape Category (See Ch. 95)	Sign Category (See Ch. 100)	Required Parking Spaces	Special Regulations
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.010	Attached or						<u> </u>	•				REGULATIONS CONTINUED FROM PREVIOUS PAGE
	Stacked Dwelling Units (continued)											 16. Development shall be designed, built and certified to achieve or exceed the following green building standards: a. Evergreen Standard or Built Green 4 star certified for all housing units. b. For the parking garage and nonresidential uses, either a LEED Silver CS (Core and Shell) certified or LEED CS checklist with a third party independent verification and inspection to meet the LEED CS Silver Standard. 17. This use must be part of a development that includes an increase in the number of parking stalls available exclusively to users of the Park and Ride facility. 18. Parking stalls to serve the use must be in addition to those provided as part of the expansion of capacity for the Park and Ride facility.
.020	Office Uses	D.R., Chapter 142 KZC	None	20'	5', but 2 side yards must equal at least 15'.	10'	70%	30' above average building elevation.	С	D	If medical, dental, or veterinary office, then one per each 200 sq. ft. of gross floor area. Otherwise, one per each 300 sq. ft. of gross floor area.	 The following regulations apply to veterinary offices only: May only treat small animals on the subject property. Outside runs and other outside facilities for the animals are not permitted. Site must be designed so that noise from this use will not be audible off the subject property. A certification to this effect, signed by an acoustical engineer, must be submitted with the development permit application. Ancillary assembly and manufacture of goods on the premises of this use are permitted only if: The ancillary assembled or manufactured goods are subordinate to and dependent on this use. The outward appearance and impacts of this use with ancillary assembly or manufacturing activities must be no different from other office uses.
.030	Restaurant or Tavern									E	One per each 100 sq. ft. of gross floor area.	Drive-in or drive-through facilities are prohibited.
.040	Funeral Home or Mortuary				20' on each side	20'				В	One per each 300 sq. ft. of gross floor area.	

Section 56.10



USE ZONE CHART

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.050	Drug Store,	D.R., Chapter 142 KZC	None	20'	5', but 2 side yards must equal at	10'	70%	30' above average building elevation.	O		1 per each 300 sq. ft. of gross floor area.	May not be located above the ground floor of a structure. Gross floor area cannot exceed 3,000 sq. ft.
.060	Retail Establishment providing banking or related financial service				least 15'.							May not be located above the ground floor of a structure.
.070	Church				20' on each side						1 for every 4 people based on maximum occupant load of any area of worship. See Spec. Reg. 1.	No parking is required for day-care or school ancillary to the use.
.080	School or Day- Care Center				5', but 2 side yards must equal at least 15'.				D		See KZC 105.25.	 A six-foot-high fence is required only along the property lines adjacent to the outside play areas. Hours of operation may be limited to reduce impacts on nearby residential uses. An on-site passenger loading area must be provided. The City shall determine the appropriate size of the loading areas on a case-by-case basis, depending on the number of attendees and the extent of the abutting right-of-way improvements. Carpooling, staggered loading/unloading time, right-of-way improvements or other means may be required to reduce traffic impacts on any nearby residential uses. May include accessory living facilities for staff persons. The location of parking and passenger loading areas shall be designed to reduce impacts on any nearby residential uses.

Zone YBD 1 USE ZONE CHART

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Section 56	△ ☐ G	Required Review Process	Lot Size		JIRED e Ch. 1		Coverage	Height of Structure	Landscape Category (See Ch. 95)	Sign Category (See Ch. 100)	Required Parking Spaces	Special Regulations
o				Front	Side	Rear	Lot 0	Otractare	S)	Sign ((See Ch. 105)	
	·	D.R., Chapter 142 KZC	None	20'	5', but 2 side yards must equal at least 15'.	10'	70%	30' above average building elevation.	Е	В	See KZC 105.25.	 A six-foot-high fence is required along the property lines adjacent to the outside play areas. Hours of operation may be limited by the City to reduce impacts on nearby residential uses. An on-site passenger loading area may be required depending on the number of attendees and the extent of the abutting right-of-way improvements. The location of parking and passenger loading areas shall be designed to reduce impacts on nearby residential uses. May include accessory living facilities for staff persons.
.100	Convalescent Center or Nursing Home				10' on each side	20'			С		One for each bed.	
.110	Hospital Facility		One Acre						В		See KZC 105.25.	
.120	Public Utility		None						Α			Landscape Category A or B may be required depending on the type of
.130	Government Facility Community Facility								C See Spec. Reg. 1.			use on the subject property and the impacts associated with the use on the nearby uses.
.140	Public Park	Development review proces		ırds will	be dete	rmined o	on a case-b	by-case basis. See	Chapter	49 KZ(ofor required	