Planning in a Split Universe:
South Kirkland Park & Ride
WA APA Conference

OCTOBER 2, 2013
MINDY BLACK Project Manager, Weber Thompson

GARY PRINCE King County Metro TOD Manager

JANICE COOGAN Senior Planner, City of Kirkland

PAUL INGHRAM Comprehensive Planning Manager, City of Bellevue
Planning in a Split Universe:
How a Park & Ride Can Be A Catalyst for Collaboration

MINDY BLACK  Project Manager, Weber Thompson
Living Heritage

TREE MUSEUM

$1.50 just to see 'em
Pre-1960’s: Farmland
1960’s: Gravel Pit
1967 – 1973: The Eastside Drive-In
1974 - Present: Park & Ride Facility
Why this site?

» 520 Highway Widening and Bridge Replacement
» Floating Bridge Tolling
» Increased Ridership
Zoning

City of Kirkland
» Office Parks
» No mixed use
» No apartments

City of Bellevue
» Single family homes
» Low rise multi-family
» Conditional use
» Critical area/Steep slope
King County Metro

City of Kirkland

City of Bellevue

Master Developer

Affordable Housing Developer
Project Obstacles:

» Property Ownership
» Funding Deadlines
» Construction Phasing
» Rider displacement
Obstacles Caused by Jurisdictional Boundary:

- Site geometry
- Conflicting zoning regulations
- Limited existing utilities
- Combined entitlement sequence
- Lead permit agency
- Construction inspections
Project Goals:

» Increased parking and ridership
» Housing options
» Sustainability
» Improved transit and pedestrian connections
» Mixed-use development in Kirkland
Initial Development Options

- MIXED-USE BUILDING
- SURFACE PARKING
- PARKING STRUCTURE
- 858 Stalls

EARLY DEVELOPMENT OPTION

ALTERNATE GARAGE OPTIONS
185 Market-Rate Housing Units
8,000 SF Retail
285 Below-Grade Parking Stalls
530 Parking Stalls in Garage
320 Surface Lot Parking Stalls
Pedestrian Connections
Built Green
Evergreen Sustainable Development Standard
Planning in a Split Universe:
King County TOD Program

GARY PRINCE  King County Metro TOD Manager
Puget Sound Park and Ride Garages
King County Metro Transit

» Serves over 1.9 million people
» 120 million annual rides on 1300 buses
» $600 million operating budget
» 3.5 million annual service hours
» TOD program began in 1999; designed to support County’s GMA activities
Metro TOD Program

» Increase Transit Ridership
» Reduce costs through:
  – Improving multimodal access to transit
  – Improve transit facilities & operations
  – Shared parking stalls
» Promote livable sustainable communities with affordable housing
Transportation Options

- Park & Ride Customers Only
  - Monday thru Friday
  - 6 am to 10 am (Thornton Place customer parking allowed after 10 am)
  - Violators will be ticketed or impounded at owner’s expense

- ChargePoint
  - mychargepoint.net

- Metro Vanpool

- Citi Bike
South Kirkland TOD
Steps to a project

» Select a developer
» Refine the concept
» Find money
» BUILD IT!
Refine the Concept
Project Funding Sources

» Transit Funding
  – FTA $7.2 million
  – WSDOT $1.025 million
  – KCM $1.2 million

» Affordable Housing
  – Federal Tax Credit ~$10M
    Commerce Award 1.6M, KC Housing .7M, ARCH Grant .9M
  – City of Kirkland Tax Credit~$3M

Total Public Sources ~ $25M
Sustainability Partnership

Site-wide Project
Sustainability Goals:
• Energy and water reduction
• Geothermal heat and cool
• Green roof on affordable portion
• Indoor bike parking
• Vehicle charging stations

Integrated approach to sustainability:
• Reduced transportation impacts
• Low building impacts
• Better utilization of land
• Catalyst for future development
• Physical activity opportunities
## Three Sustainable Certification systems in two jurisdictions

<table>
<thead>
<tr>
<th>Component</th>
<th>Green Building Certification</th>
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</thead>
<tbody>
<tr>
<td>Transit component (including the site parking, structured parking garage and bus/transit pull in area)</td>
<td><strong>King County</strong> Sustainable Infrastructure Scorecard</td>
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<tr>
<td>Market rate housing and associated structured parking</td>
<td><strong>Built Green</strong> 4 Star Certification</td>
</tr>
<tr>
<td>Affordable housing</td>
<td><strong>Evergreen Sustainable Development Standard</strong> (ESDS) Criteria (state certification rating system for commercial and retail space)</td>
</tr>
</tbody>
</table>
Integrating Affordable Housing

» **58 Units**
  - 39 units @ 30% income ($240-455/month)
  - 15 units @ 40% income ($607-655/month)
  - 14 units @ 60% income ($975/month)

» **Success Elements:**
  - Political Support
  - Financial Consensus
  - Goals not Mandates

» **Issues: Timeline**
Political Process

» Certainty vs flexibility
  – Developer timeline
  – Council
  – FTA approval

» Creating a new community requires lots of players!
## Measurement

- Direct cash in/out
- Tax from construction, property
- Farebox revenues
- VMT calculation
- GHG calculation

### Redmond Park and Ride Summary of Costs and Benefits

<table>
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<th>Costs</th>
<th>Benefits</th>
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<tr>
<td>Approx. Garage Construction</td>
<td>$12,258,000</td>
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<tr>
<td>Interim Parking</td>
<td>$1,399,726</td>
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<tr>
<td>Temporary Bus Loading Zones</td>
<td>$640,000</td>
</tr>
<tr>
<td>Structure Garage Maintenance</td>
<td>$1,118,000</td>
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<tr>
<td>Surplus of Land (KC)</td>
<td>$10,500,000</td>
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<tr>
<td>Approx. Total Costs</td>
<td>$12,258,000</td>
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<tr>
<td></td>
<td>Approx. Total Benefits</td>
</tr>
<tr>
<td></td>
<td>$10,500,000</td>
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<tr>
<td></td>
<td>Approx. Ridership Gains</td>
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<td>$1,118,000</td>
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<td>Approx. Transit Sales Tax</td>
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<td>$640,000</td>
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<td>Approx. Total Benefits</td>
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<td>Approx. Net Benefit</td>
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<td>$1,399,726</td>
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</table>

Operational savings escalated at 3% per year
Pass revenue escalated at 2% per year
Planning in a Split Universe: Regulatory Compliance & Planning Efforts

JANICE COOGAN Senior Planner, City of Kirkland
From Vision to Implementation:
Policy & Code Amendment Process
# 2008 – 2010 Milestones

## City of Kirkland

### South Kirkland Park and Ride

#### Decision and Implementation Process

<table>
<thead>
<tr>
<th>Year</th>
<th>Kirkland</th>
<th>King County</th>
<th>Bellevue</th>
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<tbody>
<tr>
<td>2008</td>
<td>City Council and Houghton Community Council Adopted TOD in Comp Plan</td>
<td>King County Prioritized SKPR for next TOD</td>
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<tr>
<td>2009</td>
<td>Lakeview and Houghton Neighborhood Planning Processes</td>
<td>Development of Conceptual Plan</td>
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<td>2010</td>
<td>Development of Mutual Objectives and Principles</td>
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### Timeline

- **November**
  - Principles to Housing Subcommittee and HCC
  - Principles to City Council for Endorsement
  - Develop zoning regulation framework
- **December**
  - 1st Joint Meeting Planning Comm. and HCC
  - Planning Commission Review of TOD zoning framework
## 2011 – 2013 Milestones

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<td>Public Outreach Activities for Zoning and Design Regulations</td>
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<td>Spring</td>
<td>Mixed Use Building Permit Issuance</td>
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<tr>
<td>2nd Joint Meeting Planning Comm. and HCC</td>
<td>March</td>
<td>City of Kirkland Review of Draft RFP</td>
<td>Transit garage opens in September</td>
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<tr>
<td>February</td>
<td>March/April</td>
<td>Draft RFP Completed</td>
<td>Transit garage permit issuance</td>
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<tr>
<td>Draft Regulations Developed</td>
<td>HCC Action on Zoning</td>
<td>Final RFP Developed and Advertised</td>
<td>City of Bellevue Review of Draft RFP</td>
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<tr>
<td>Joint Public Hearing on Draft Zoning Regulations with Planning Commission and Houghton Community Council</td>
<td>City Council Action on Zoning</td>
<td>Project Developer Chosen – zoning application</td>
<td>City conducts design review and conditional use permit</td>
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<tr>
<td>Feb/Mar</td>
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<td>Development of Building Plan</td>
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<td>Planning Commission Recommendation on Proposed Zoning</td>
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<tr>
<td>March</td>
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<tr>
<td>City Council Action on Zoning</td>
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<tr>
<td>March/April</td>
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<tr>
<td>HCC Action on Zoning</td>
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<tr>
<td>Spring</td>
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<tr>
<td>City of Kirkland Review of Draft RFP</td>
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<tr>
<td>2012</td>
<td></td>
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<tr>
<td>City conducts zoning and design permit process (TBD)</td>
<td>2011-2013 Milestones</td>
<td>Plan Review</td>
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<td>Plan Review</td>
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<td>Permit Issuance</td>
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<tr>
<td>Permit Issuance</td>
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</tr>
</tbody>
</table>
Previous Kirkland Zoning

» Office
» Retail limited to 3,000 SF
» Residential not permitted
» Height limited to 30’
2011: YBD 1 Zoning Adopted

» New Zoning Regulations changed from PO to YBD 1:
  – Allow attached or stacked residential
  – Min of 50% of ground floor commercial
  – Building height 65’
  – Min 20% affordable
  – Parking separated from P&R
  – Min. 2,500 sf open space
  – Green building standards
  – Coordinated sign plan
  – May request exemptions
New Design Guidelines for TOD

» Quality building design & materials
» Building scale and massing
» Pedestrian features and amenities
» Streetscape along NE 38th Place and interior site
» Gateway public plaza
» Minimize visual impacts of parking facilities
» Create a vibrant living environment
2012: Land Use and Permit Review Process

- Kirkland DRB approved mixed-use portion, passed comments on garage to Bellevue
- Bellevue approved design and permit to exceed 30’ height and development within critical slope area
- Eco-Charette held
- SEPA review, King County for transit garage, Kirkland for mixed-use portion
- Inter-local agreements for utilities
- Multi-jurisdictional preconstruction meeting
- Separate inspections for each city
2013: Ground Breaking, Garage Opens

» Kirkland processed a three-lot-short plat to allow the land to be transferred from King County to Polygon and Imagine Housing

» Kirkland issues mixed-use building permit

» Construction Begins

» Transit Garage opens in September, 2013
Planning in a Split Universe:
Working Together for TOD’s

PAUL INGHRAM Comprehensive Planning Manager, City of Bellevue
A Unique Opportunity for:

» Correcting city boundary?
» Joint planning effort?
» Shared zoning?
» Joint review process?
Mixed Priorities

» Kirkland focus on housing issues
» Bellevue focus on East Link routing, Downtown tunnel, and the BelRed plan
Mutual Objectives & Principles of Agreement

» Expand park and ride capacity.
» Local services. Ground floor commercial space in the building and TOD supportive services in the adjacent area.
» Timing. Protect FTA funding.
» Feasibility. Allow for a financially feasible project.
» Coordination.
» Attractive and compatible site development. Incorporate high quality design standards.
» Range of housing affordability.
» Impact mitigation. Encourage alternative modes of transportation, including transit, bicycling and walking.
» Construction impacts.
» Connections to BNSF Corridor. Design to accommodate a future connection to the East side rail corridor.
» Public Involvement. Collaboration by both cities.
Bellevue Zoning

» R-15 Zone
  – Allows multifamily development at 15 DU’s per acre
  – Max building height 15’
  – Critical Slope
  – Land use review process:
    • Administrative design review
    • Conditional use permits for the critical slope and increase in height above 30’
Creative Design Response

» Split site
» Parking allowed in Bellevue
» TOD supported in Kirkland
Entitlement Process

» Conditional Use
» Design review
» Drainage
» Steep slopes
» Pedestrian access
» Building review coordination
» Interim parking
## Joint Entitlement Schedule

<table>
<thead>
<tr>
<th>Jurisdiction</th>
<th>Permit Name</th>
<th>Permit Scope</th>
<th>Permit Number</th>
<th>Submittal Date</th>
<th>Issuance</th>
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<tbody>
<tr>
<td>Kirkland</td>
<td>Design Review</td>
<td>Portion of Project within COB</td>
<td>DRC 12-00001</td>
<td>12/15/11</td>
<td>4/20/12</td>
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<tr>
<td>SEPA</td>
<td>Portion of Project within COB</td>
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<td>SEP 12-00192</td>
<td>3/19/12</td>
<td>5/9/12</td>
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<td>Land Surface Modification</td>
<td>Transit Drive for portion lying in COB including all ROW work, the utilities beneath the roadway, the road itself and the Transit Island/Facility. Back of curb on Paccar project side of drive to face of curb on the east side of the transit Island and to the edge of the Paccar Property</td>
<td>LSM 12-00509</td>
<td>4/16/12</td>
<td>7/10/12</td>
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<td>Land Surface Modification</td>
<td>surface parking and associated landscaping</td>
<td>LSM 12-03740</td>
<td>12/10/12</td>
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<td>Imagine road retaining wall</td>
<td>Paccar retaining wall along the Imagine Road only</td>
<td>BNR 12-00511</td>
<td>6/21/12</td>
<td>7/27/12</td>
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<td>38th Paccar retaining wall</td>
<td>To be added or Permit BNR 12-00511 with correction response</td>
<td>BNR 12-00512</td>
<td>6/21/12</td>
<td>7/27/12</td>
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<td>Vault Building Permit</td>
<td>Storm storage vault under the Transit Drive in COB for Mixed Use Building</td>
<td>BNR 12-00512</td>
<td>4/16/12</td>
<td>7/10/12</td>
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<td>Short Plat</td>
<td>Creation of Metro + Mixed Use Parcels</td>
<td>SUB 12-00390</td>
<td>5/14/12</td>
<td>7/17/12</td>
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<td>Building Permit</td>
<td>Mixed Use Building</td>
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<td>10/15/12</td>
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<tr>
<td>Bellevue</td>
<td>Design Review</td>
<td>Portion of Project within COB</td>
<td>12-104625 LD</td>
<td>3/26/12</td>
<td>4/19/12</td>
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<td>Critical Areas</td>
<td>Portion of Project within COB</td>
<td>12-104624 LD</td>
<td>12/26/12</td>
<td>4/19/12</td>
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<td>Admin Amendment to Conditional Use</td>
<td>Portion of Project within COB</td>
<td>12-104621 LF</td>
<td>12/26/12</td>
<td>4/19/12</td>
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<td>SEPA</td>
<td>Portion of Project within COB</td>
<td>DNS vs. King County</td>
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<td>4/2/2012</td>
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<td>Utility Extension Agreement</td>
<td>Utilities (water, sewer, storm) needed for the Metro Garage</td>
<td>12-113265 UE</td>
<td>5/31/12</td>
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<td>Shoring Permit</td>
<td>Shoring for the Metro Garage</td>
<td>12-113373 BV</td>
<td>5/1/12</td>
<td>8/24/12</td>
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<td>Detention Vault Permit</td>
<td>Storm storage vault for Metro Garage</td>
<td>12-115326 UD</td>
<td>5/1/12</td>
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<td>Site retaining wall permit</td>
<td>Retaining walls at 108th/Transit Drive</td>
<td>12-117131 WW</td>
<td>6/27/12</td>
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<td>Clear and Grade Permit</td>
<td>Gateway Plaza, includes traffic signal</td>
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<td>5/31/12</td>
<td>8/24/12</td>
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<td>Building Permit</td>
<td>Metro Garage</td>
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<td>Elevator Permit</td>
<td>Metro Garage</td>
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<td>Electrical Permit</td>
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<td>Mechanical Permit</td>
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<td>Plumbing Permit</td>
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<td>12124213 BO</td>
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<td>Fire Protection Permit</td>
<td>Metro Garage</td>
<td>12127768FB</td>
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<td>Misc Structural Steel Permit</td>
<td>Metro Garage</td>
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<td>Right of Way Permit</td>
<td>Plaza, Transit Drive entrance, Signal and Channel plans associated with the intersection of NE 38th Place and 108th Ave NE and street lighting on 108th Ave NE</td>
<td>12-115925 TN</td>
<td>5/31/12</td>
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<td>King County</td>
<td>FTA NEPA / DCE</td>
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<td>via King County</td>
<td>4/13/12</td>
<td>6/8/12</td>
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Project Facts At-A-Glance

» Parking expanded to 850 stalls
» 185 Market Rate Housing Units
» 58 Affordable Housing Units
» Ground Floor Commercial
» Public Plaza amenities as gateway to Bellevue and Kirkland
» Sustainable development standards
» Completion by 2014
» Public-Private partnership (King County, Polygon NW, Imagine Housing, City of Kirkland, City of Bellevue, ARCH, local, state, federal funding sources)
Project Lessons

» Complex projects take a long time
» Governmental approval process cumbersome for private developers
» Funding required for large number of sources
» Transit and transportation amenities can provide benefits to project
Questions?
Contact

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JCoogan@kirklandwa.gov

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Plingham@bellevuewa.gov

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