



City of Kirkland
Planning and Building
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MEMORANDUM

To: Planning Commission

From: Lindsay Levine, AICP, Senior Planner
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Adam Weinstein, AICP, Planning & Building Director

Date: December 5, 2023

Subject: **2044 COMPREHENSIVE PLAN UPDATE BRIEFING – UTILITIES, PUBLIC SERVICES, & CAPITAL FACILITIES ELEMENTS**

Recommendation

Receive a briefing on the 2044 Comprehensive Plan update process as it relates to updates to the Utilities, Public Services, and Capital Facilities Elements. Staff has grouped these elements together because the policies therein are interconnected and complementary to each other. The Planning Commission will hold the public hearing on the revised goals and policies in 2024 as a formal part of the legislative process to amend the Comprehensive Plan.

Kirkland 2044 Comprehensive Plan (K2044) Update Process Overview

The City of Kirkland is in the process of conducting a State-mandated update of the Kirkland Comprehensive Plan with a target completion date of mid 2024 (the State deadline for City Council adoption is December 31, 2024). The Comprehensive Plan is the primary citywide guide for how we, as a community, manage growth over the next 20 years (with a horizon year 2044) in terms of land use, transportation, and the public facilities and services necessary to support that growth. The Comprehensive Plan also includes goals and policies for how the City addresses housing, sustainability and climate change, economic development, parks and open space, human services, and more.

The two-year Comprehensive Plan Update (referred to hereafter as K2044) process is an opportunity to reflect on the kind of community we aspire to become and create a policy roadmap to achieve that vision. Simultaneously the Kirkland Transportation Plan, formerly known as the Transportation Master Plan, is being updated by the Public Works Transportation Division and the Transportation Commission.

The last major update to the Kirkland Comprehensive Plan was in 2015. The K2044 Plan update must be consistent with updated State, regional, and King County policies and plans, along with local plans, as discussed further in the element subsections below. As part of the process to certify Kirkland's K2044 Plan, the State, Puget Sound Regional

Council (PSRC), and King County will review drafts and approve the final Plan, once adopted by City Council.

Additional information about the update process can be found in the briefing memoranda from the Planning Commission's April 28, 2022¹ and City Council's December 8, 2022² meetings. Meeting packets, presentations, and other documents and resources are available on the City's K2044 Comprehensive Plan update webpage.³

Community Outreach and Engagement Activities

Beginning in early 2023, staff has conducted a substantial number of public outreach and community engagement activities to implement the community engagement plan.⁴ Staff did not hold outreach events focused specifically on the Utilities, Public Services, and Capital Facilities Elements because the anticipated updates to these elements are not substantial, and primarily comprise ensuring consistency with mandatory policies and updating outdated information. However, staff received some comments on these elements during general public engagement and outreach events for other elements such as Land Use, Housing, Sustainability, and Human Services Elements.

Utilities Element

Background

The Utilities Element addresses water, sewer, surface water, electric power, natural gas, telecommunications, and hazardous liquid pipelines. The City provides water and sewer service to most residents. The Northshore Utility District provides water and sewer service to northern portions of the City. The Woodinville Water District provides water service to the northeast portion of the City and sewer service to only a few single-family homes. Puget Sound Energy (PSE) provides natural gas and generates, transmits, and distributes electricity. Private companies provide personal wireless service, wired telephone service, cable TV, broadband internet service, and fiber optic service.

The element supports the continued provision of adequate utility services to support existing and future development. In addition, the element provides policies for regional coordination of utility needs and support for resource efficiency, conservation, and renewable energy. Attachment 1 contains the existing Utilities Element goals and policies.

Statutory and Policy Guidance for Update

The Utilities Element is a mandatory part of the Comprehensive Plan per the Growth Management Act (GMA). The GMA requires that plan elements be consistent with each other, relevant county-wide planning policies, and relevant multi-county planning policies. Attachment 2 includes a list of State and regional plans that the Utilities Element must be consistent with, and City plans and goals to consider for alignment.

¹ <https://www.kirklandwa.gov/files/sharedassets/public/v/2/planning-amp-building/kirkland-2044-comp-plan/planning-commission-april-28-2022-comprehensive-plan-engagement-plan-econw-report.pdf>

² <https://www.kirklandwa.gov/files/sharedassets/public/v/1/planning-amp-building/kirkland-2044-comp-plan/city-council-dec-13-2022-comprehensive-plan-update-engagement-plan-econw-report.pdf>

³ <https://www.kirklandwa.gov/Government/Departments/Planning-and-Building/Code-and-Plan-Amendment-Projects/Kirkland-2044-Comprehensive-Plan-Update>

⁴ <https://www.kirklandwa.gov/files/sharedassets/public/v/1/planning-amp-building/kirkland-2044-comp-plan/community-engagement-plan-k2044-kirkland-comprehensive-plan-finalwappendixabc12152022.pdf>

The Utilities Element update will align with or incorporate recommendations from City plans and goals such as the City Council Goals, DEIB 5-Year Roadmap, Kirkland Sustainability Master Plan, and the EcoNorthwest Equity Review Report.

Utilities Element Study Issues

Throughout the K2044 Update process, staff reviewed feedback from outreach events, public comments, meetings with service providers such as Cascade Water Alliance and PSE, and meetings with City staff that work on utilities, in addition to updates that are required to align with City, State, and regional plans. The following is a list of key policy issues for the Utilities Element:

- Strengthen policies about resource conservation (e.g., electricity, water);
- Strengthen policies about renewable energy;
- Support installation of electric vehicle (EV) charging stations (including for bikes and motor vehicles) in public rights-of-way and at City-owned facilities and parks;
- Support exploring ways to make it easier for residential and commercial property owners to install EV charging stations (e.g, through code amendments, partnering with PSE);
- Consider the impacts of climate change and fisheries protection on regional water resources;
- Strengthen or add policies about utility resilience;
- Ensure that utility infrastructure can accommodate substantial infill development in the future;
- Support access to internet service to underserved areas; and
- Support projects to increase electric grid reliability and resiliency.

Public Services Element

Background

The Public Services Element addresses fire and emergency medical services, emergency management, police protection, solid waste collection and transfer, schools, and libraries. Attachment 3 contains the existing Public Services Element goals and policies.

Please note that while solid waste is currently addressed in the Public Services Element, all other utilities are addressed in the Utilities Element. Per the suggestion of City staff that work on solid waste, staff will relocate information, goals, and policies about solid waste to the Utilities Element.

Statutory and Policy Guidance for Update

The Public Services Element is an optional part of the Comprehensive Plan per the GMA. The GMA requires that plan elements be consistent with each other, relevant county-wide planning policies, and relevant multi-county planning policies. Attachment 4 includes a list of State and regional plans that the Public Services Element must be consistent with, and City plans and goals to consider for alignment.

The Public Services Element update will align with or incorporate recommendations from City plans and goals such as the City Council Goals, DEIB 5-Year Roadmap, Kirkland Sustainability Master Plan, and the EcoNorthwest Equity Review Report.

Public Services Element Study Issues

Staff reviewed feedback from outreach events, public comments, and meetings with City staff that work on public services, in addition to updates that are required to align with City, State, and regional plans. The following is a list of key policy issues for the Public Services Element:

- Add information and policies about the City and region's response to homelessness;
- Add information and policies about the City and region's behavioral health crisis response;
- Update policies about emergency management;
- Support increasing public school capacity;
- Support locating new or expanded public facilities and schools in areas that are well served by transit and pedestrian and bicycle networks;
- Add policy about reuse of materials/products, recycling, and compost; and
- Revise Policy PS-3.1 regarding the Houghton Transfer Station to reflect the updated situation (see below) and focus on ensuring adequate mitigation if the site is selected.

King County's Solid Waste Division has identified the current Houghton Transfer Station property as one of two potential locations for a new station to serve residents and businesses in Northeast King County. King County is currently conducting environmental review for the two proposed sites for the Northeast Recycling and Transfer Station.⁵ The Draft Environmental Impact Statement (EIS) will be available for public review and comment during the first quarter of 2024. While the location of the Northeast Recycling and Transfer Station is a County decision, the City will continue to be involved in coordination of the project and will ensure adequate host city mitigation if the Houghton Transfer Station site is selected.

Capital Facilities Element

Background

Capital facilities are City-owned structures, improvements, pieces of equipment or other fixed assets including land with a useful life greater than 10 years and an estimated cost of \$50,000 or more (except for land). The Capital Facilities Element chapter of the Comprehensive Plan is the policy basis for the City's capital facilities planning and is tied to Kirkland's citywide level of service standards for transportation, utilities, surface water, parks, public safety, and public facility services and improvements.

The GMA requires cities to provide a Capital Facilities Element within their Comprehensive Plans to ensure the provision of adequate facilities for the new housing and jobs growth that is envisioned in the Land Use Element, to maintain levels of service for capital facilities, provide consistency among capital improvement plans, and document all capital projects and their financing. RCW 36.70A.070(3) requires a Capital Facilities Element to include:

- a) An inventory of existing capital facilities owned by public entities, including green infrastructure⁶, showing the locations and capacities of the capital facilities;
- b) A forecast of the future needs for such capital facilities;

⁵ <https://kingcounty.gov/en/dept/dnrp/waste-services/garbage-recycling-compost/solid-waste-facilities/northeast-recycling-transfer-project>

⁶ An inventory of green infrastructure is a recent requirement added with the 2023 Climate Change Planning Law (HB 1181).

- c) The proposed locations and capacities of expanded or new capital facilities;
- d) At least a six-year plan that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes; and
- e) A requirement to reassess the Land Use Element if probable funding falls short of meeting existing needs and to ensure that the Land Use Element, Capital Facilities Element, and financing plan within the Capital Facilities Element are coordinated and consistent.

The Capital Facilities Element is one tool to help implement the Land Use Element of the comprehensive plan and these elements must be coordinated and consistent and should be updated on a regular basis. Kirkland has a practice of annually amending the Capital Facilities Element to maintain consistency with the City's capital projects and the biennial budget. Attachment 5 contains a list of the existing Capital Facilities Element goals and policies.

Statutory and Policy Guidance for Update

The Capital Facilities Element is a mandatory part of the Comprehensive Plan per the GMA. The GMA requires that plan elements be consistent with each other, relevant county-wide planning policies, and relevant multi-county planning policies. Attachment 6 includes a list of state and regional plans that the Capital Facilities Element must be consistent with, and City plans and goals to consider for alignment.

The Capital Facilities Element update will align with or incorporate recommendations from City plans and goals such as the City Council Goals, DEIB 5-Year Roadmap, Kirkland Sustainability Master Plan, and the EcoNorthwest Equity Review Report.

Capital Facilities Element Study Issues

Staff reviewed feedback from outreach events, public comments, and meetings with City staff that work on capital facilities, in addition to updates that are required to align with City, State, and regional plans. The following is a list of key policy issues for the Capital Facilities Element:

- Update policies to more closely align the element with the Sustainability, Climate and Environment Element; and
- Update to incorporate long-range capital and transportation projects.

Next Steps

Over the next month, staff will draft edits to each Element. The goal is to have draft Elements of the Comprehensive Plan completed in early 2024 for review by the various Boards and Commissions, with a tentative Planning Commission public hearing set for Spring 2024 and final adoption by the City Council in fall of 2024.

Other tasks in the K2044 Update scope include conducting a land use capacity analysis to measure against the City's assigned jobs and housing growth targets, updating the Community Profile, updating the Kirkland Transportation Plan (basis for the Transportation Element), and conducting an environmental review of proposed changes.

Attachments

1. Existing Utilities Element goals and policies

2. Utilities Element: Summary of State, regional, County, and local policy topics
3. Existing Public Services Element goals and policies
4. Public Services Element: Summary of State, regional, County, and local policy topics
5. Existing Capital Facility Element goals and policies
6. Capital Facilities Element: Summary of State, regional, County, and local policy topics

cc: File Number: CAM22-00023
Parties of Record (CAM22-00023)

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