



KENMORE 2044



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Project Summary

City of Kenmore – Missing Middle Housing

DRAFT June 16, 2023

Background and introduction

In 2022, the City of Kenmore updated its Comprehensive Plan's 20-year Vision Statement featuring Land Use and Housing Elements—the foundations of future planning. The adopted policies support providing a range of housing options. In 2022, the City developed draft zoning regulations to allow duplexes and triplexes in R-6 zoned areas within a quarter mile of the major transit routes. These regulations were not adopted. Starting in 2019, the City engaged the community to collect information about interests, priorities, and concerns related to comprehensive planning and Missing Middle housing.

As part of the 2024 Comprehensive Plan update, the City received a grant from the Washington State Department of Commerce to evaluate the authorization of middle housing types. The grant included funding for community engagement, a report on middle housing code options in Kenmore, and a Racial Equity Analysis to help the City establish anti-displacement policies for the plan's housing element.

In late 2022, the City contracted with firms PRR, Inc, and LDC to analyze current conditions and recommend Missing Middle housing types and locations within its geographic limits. This work included gathering additional community input and doing a racial equity analysis of the comprehensive plan and potential Missing Middle housing options.

Zoning review and recommendations

LDC reviewed the Comprehensive Plan policy direction and made general recommendations for policy changes to support Missing Middle housing. They found that The City's Comprehensive Plan includes some policies supportive of middle housing.

They concluded that Kenmore may need to reconsider some policies that deal with single-family neighborhoods and low densities. They further identified some policy changes to broaden existing policies to incorporate Missing Middle housing types.

Review of bulk standards related to Missing Middle housing types

LDC reviewed bulk regulations, design standards, incentives, environmental regulations, and permit processes in the R-1, R-4, and R-6 zones. They also compared the 2022 draft regulations for duplexes and triplexes with existing code. They concluded that the following potential changes to the code would support the City's stated objective to incorporate more Missing Middle housing.

- In R-1, consider increasing the base density, combining with R-4, or allowing density increases for certain middle housing types, and other incentives, like area bonuses for duplexes.
- In R-4, consider increasing the base density, reducing the minimum lot size for certain development types, and change density incentives to up to 8 dwelling units per acre.
- In R-6, increase the base density, have just one set of bulk standards for all attached housing types, and adopt the density incentives outlined in the draft duplex and triplex code to this zone.

Opportunities and Actions

The project team evaluated four options:

- Permit duplexes and triplexes within ¼ mile of High Capacity Transit
- Permit duplexes and triplexes on corner lots in R-1, R-4, and R-6
- Permit duplexes and triplexes within R-6 zone
- Permit other middle housing types

As the project proceeded and bills were proposed in the Legislature, the project team worked with the city to refine these options to include implementing House Bill 1110 and House Bill 1337.

Small-scale commercial analysis

The project team prepared an analysis of and mapped areas where the City could encourage small-scale commercial development through the zoning code to improve neighborhood walkability and support Missing Middle housing, including:

- Developing a methodology for evaluating what locations might be good candidates for small-scale neighborhood commercial zoning
- Mapping these potential locations in the City
- Reviewing potential use and development standards based on comparable existing codes in other cities and recommend a regulatory approach that could work in Kenmore

Process and Focus for Code Amendment Report

Based on the passage of HB 1337 and HB 1110, LDC worked with the City to narrow the focus for the Code Options Report to code and associated policy recommendations for implementation of these two new state laws. They provided summaries of both laws containing the following:

- Introduction
- Implementation strategy
- Law summary
- Maps of where implementation is required

- Implementation considerations
- Evaluation of actions re: project requirements
- Code tables outlining specific changes to individual chapters, sections, and sub-sections of code based on what is required to comply with the law and additional changes the City might consider to better implement the goals of the law

Public engagement

To inform the engagement approach, PRR audited prior engagement and comments from the community. The audit showed that the City had been very responsive to community comments, providing thorough, technical information.

The audit identified common themes in public comments about Missing Middle housing, key considerations for further engagement, and a list of community groups to consider engaging. Many of these comments demonstrated concern from a coalition of community members in 2022, in response to the proposed zoning regulation changes. Strong opposition to Missing Middle housing stood out as a theme in the prior community input, in contrast to the support that showed up in later engagement.

Based on findings of the audit, PRR recommended values-based messaging for future engagement. To support this approach and future engagement efforts, PRR educated City staff on the Tipping Point framework.

Tipping Point framework

Tipping Point framework, popularized by Malcolm Gladwell in his book *The Tipping Point*, refers to thresholds – the point during change when the forces of change outweigh the forces working to maintain the status quo. Tipping Point framework does not drive change, rather it cultivates and leverages community members' abilities to adapt and grow as change takes place.

Tipping Point framework:

- Incorporates competing demands
- Works within limited budgets
- Is flexible enough to shift as needed
- Creates contagious commitment
- Promotes long-term sustainable engagement

Tipping Point framework applies to community engagement because it encourages relationship building and support rather than performing one-off outreach efforts, focused on a specific project, for a defined timeframe, to achieve specific input, resulting in a series of disconnected efforts.

Messaging and approach

PRR delivered a series of key messages in English and Spanish based on commonalities in public comment and sentiment. These key messages focused on three major areas: housing attainability, health and wellness, and family.

As PRR began the community engagement planning process, City staff identified specific audiences they wanted to prioritize engaging.

- Youth, including students, and young adults
- People who rent their homes
- Older adults
- Prospective Kenmore residents
- People who use Spanish

Through this planning, PRR recommended an approach to include a series of virtual small group meetings, a large, community-wide in-person event, *Framing the Future of Housing*, and discrete engagement with people in Kenmore who use Spanish. These supported the City's commitment to furthering the conversation around Missing Middle housing and in strengthening relationships with community members. All three tactics used a values-based approach to community engagement.

Small group meetings

PRR designed and led a series of one-hour virtual small group meetings between April 15 and 24, 2023. The small groups were limited to 15 attendees and were scheduled on different days and times during the week to allow for diverse scheduling needs to increase participation options.

Outreach and advertising for these meetings relied heavily on the informational flyer PRR created which included text in English and Spanish and a link to the online registration form in English and Spanish. The City used text from the informational flyer messaging for other, including a weekly newsletter, general listserv, social



KEEP THE CONVERSATION GOING

The City of Kenmore is hosting **small group meetings** to hear your thoughts on **Missing Middle Housing** in our community.

As we prepare to review our Zoning Code, the City of Kenmore hopes to build more attainable housing and ultimately create a more inclusive community. **And we need to hear from you.**

JOIN US VIRTUALLY!

You have several meetings to choose from. **The meetings will have no more than 15 people each**—first come, first served. All meetings will be held on Zoom. Don't miss your chance to take part in the conversation on Kenmore's housing future!

¡Hablamos español! Este volante está anunciando la oportunidad de hablar con los miembros de la comunidad de la ciudad de Kenmore sobre las Viviendas Adosadas. Para programar una reunión en español, inscríbese a continuación.

Zoom meeting options

Saturday, April 15 , from 10 to 11 AM
Tuesday, April 18 , from 5 to 6 PM
Wednesday, April 19 , from 8 to 9 AM
Thursday, April 20 , from 4 to 5 PM
Monday, April 24 , from noon to 1 PM

Register / Inscríbese
<https://bit.ly/MMHmeetings>

www.KenmoreWA.gov The City of Kenmore

media, and leaving flyers in physical locations. PRR also drafted an outreach email and phone call script for use in one-to-one communication.

To support reaching the priority audiences, PRR focused outreach on community groups and individuals that with at least one of the identities. Of those who self-identified or who were identifiable by the meeting facilitators, around half of all small group meeting participants were members of the priority audiences.

A total of 35 community members participated in the small group meetings, including

- 6 youth, including students, and young adults
- 4 people who rent their homes
- 9 older adults
- 1 prospective Kenmore resident

The small group meetings had three goals:

1. Engage a targeted constituency
2. Build and grow positive relationships with community members
3. Bring the community along in preparing them for Missing Middle housing

Throughout the five small group meetings, participants showed overall support for including more Missing Middle housing in Kenmore. While supportive, participants did raise concerns about the future of housing in Kenmore. The most common themes were about green space, supportive infrastructure, and variety in home offerings and affordability.

Framing the Future of Housing event

This in-person event was held on June 3, 2023, in the outdoor plaza of the Hangar community center. PRR designed three unique and creative activities for this event, using the same values-based approach as was consistent with all engagement during this effort. PRR staff for the event were multi-lingual, with capacity to engage community members in English, Spanish, and Tagalog.



PRR created a notification plan to support the City in outreach and advertisement for this event. This plan provided ready-made content in English and Spanish for use in the City's main communication channels, including a weekly newsletter, the website, and social media. It also included template emails the City could send on a one-to-one basis to frequent collaborators such as community-based organizations and local businesses. PRR created a unique poster to advertise for this event in English and Spanish and social media graphics.



Over 50 community members attended this event. Attendees expressed support and concerns regarding Missing Middle housing in Kenmore. While many people saw it as a step in the right direction, some raised concerns about parking, traffic impacts, and various forms of impact on existing neighborhoods such as “character”. Community members expressed excitement about the

possibility of having more housing options and emphasized the importance of the City being responsive to community values.

Spanish language engagement

Spanish language engagement specialist, Daniel Ruiz, reached out to community members who use Spanish to schedule one small group meeting in Spanish. The intention was to cover the same topics and questions, and to customize the conversation to be culturally responsive to communicate most effectively with the Spanish-speaking community. Daniel led Spanish language engagement for earlier comprehensive planning, building on existing connections and using a relationship-focused approach. The team also adapted the timeline of deliverables to allow more time for Spanish language engagement.

Daniel delivered the poster for the small group meetings to multiple businesses serving the Latinx community in Kenmore and its surrounding areas. Through this in-person outreach, Daniel spoke to business owners to encourage them to attend the event, taking this opportunity to talk to them about the small group meetings. Daniel visited the following businesses:

- La Mexicana Grocery Store
- Isabela's Beauty Salon
- El Barrio Tienda Mexicana
- Ambakity Cocina Mexicana
- Acapulco Fresh Mexican Grill
- Taqueria La Raza
- Delicias del Rey Food Truck

Of these, Acapulco Fresh Mexican Grill is within Kenmore city limits. The rest are all outside of Kenmore.



After an initial round of outreach for the small group meetings, Daniel shared an additional unique flyer (shown above) which included direct contact information and customized imagery that would resonate with this community.

Despite our unique strategies and significant effort to collaborate with this community the team was not able to schedule and hold a small group meeting in Spanish. The City has not consistently engaged the Kenmore’s Spanish speaking community and therefore does not hold the required meaningful and trusting relationships needed for further engagement. The City should continue efforts to engage priority audiences, like the Spanish speaking community, in a way that is relationship focused. This means understanding the communication needs, adjusting to access requests such as longer timelines, relying additionally on word of mouth, meeting people in physical spaces that are established by the target community as welcoming and familiar, and utilizing influential trusted voices in the community.

Continued engagement recommendations

On this project, PRR made every effort to center all the outreach and engagement that the City has already done on housing and other related topics. This is not the end of the conversation. PRR recommends that the City continue in the vein of engaging the community in a values-based approach which prepares the community for the change it will inevitably see, while at the same time, prioritizes what people hold dear. There are several tools to support this approach.

1. Messaging

PRR provided a series of key messages in English and Spanish that focus on three major areas of concern for community members: family, health and wellness, and housing attainability. The City can build off of these messages and incorporate more of the

feedback that PRR gathered in the small group meetings and the event. These additional themes centered as well around what people value in a neighborhood or community. Participants shared their valuing of access to green space and the ability to recreate near to home, infrastructure that provides safety on the streets such as sidewalks, protected cycling lanes, and speed calming measures, and the capability to live in Kenmore at any and every phase of life.

2. Demystify housing policy and code

During this project, Washington State legislators passed new legislation that will directly impact the housing future of Kenmore. This impacted the questions to the community, but the timing was very quick. The housing policy and code will likely see changes in the coming years as Kenmore grows in population and adapts to new requirements. PRR recommends the City provides materials or informational sessions to make clear to the community what they can expect from the new legislation.

3. Engage in new places

PRR received feedback while at the Framing the Future of Housing event that attendees were grateful to join in a public space, as opposed to a government building like City Hall. And throughout the small group meetings, many participants shared their love of Kenmore's public spaces such as the Hangar, the library, and its many beautiful parks and trails. If future engagement efforts are moved out of City Hall and into public spaces like these, it is likely the City will see engagement from more people who are part of the priority audiences. The City already has tools in place that can be easily adjusted to fit this recommendation, such as holding an audience-specific Coffee with Council or hosting it at a new venue like Kenmore Elementary School. PRR recommends that the City continue this trend of meeting people where they are and where they love to be, and of modifying existing channels of engagement to be more friendly and accessible to people of all backgrounds.

4. Identify the landscape

As the City of Kenmore engages and interacts with various communities, it will be important to identify the socio-political landscape in which engagement will take place. There must be an awareness of how smaller communities are situated differently within Kenmore. The City must account for additional support and resources that these populations may need. Communities most impacted take pride in the character and creativity of their diverse communities. If Kenmore supports and promotes the efforts of impacted communities, it can bring greater social cohesion and economic opportunity for the city as a whole.

5. Engagement Analysis Tool

As a separate deliverable, PRR created a document that provides a structure to assist in evaluating the equity components of an engagement process. This tool will provide ways to

approach future engagement efforts equitably and considerations and tips for adapting them to different contexts and situations.

6. Customized engagement for priority audiences

PRR recommends continuing efforts to engage priority audiences in a way that is relationship focused. This means adjusting to longer timelines, relying more on word of mouth, meeting people in physical spaces or at events that are welcoming and familiar, and utilizing influential voices in the community. Sometimes, these priority audiences need a little extra reason to engage given their additional barriers to participation.

PRR recommends the City offer incentives for participation such as gift cards for people who are members of demographics that have not historically participated in civic life in Kenmore.

PRR recommends the City invest in one-on-one Spanish language engagement for future efforts to build relationships and learn more about what will work best for this group.

Racial equity analysis

PRR did a racial equity analysis that provides Kenmore the opportunity to frame City growth as part of a regional strategy that serves the future of the Kenmore community. As Kenmore updates the Comprehensive Plan, this analysis helps integrate new requirements related to racially disparate impacts, displacement, exclusion, and displacement risks in housing into its housing element updates.

Methodology

PRR combined a Foundational Framework, historical context, the Community Health and Thriving model, the Growth Management Act authority, and the following additional tools for the analysis in this report.

- Social Determinants of Health
- King County
- Port of Seattle Opportunity Index and mapping
- Targeted Universalism
- Intersectionality

Key findings

Historical narrative. Our modern-day lives are the result of our historical terrain. So, our institutions, particularly government institutions, reflect the values, beliefs, and norms of the historical dominant privileged class.

Identity and demographic impacts. People live complex lives that are shaped by multiple layers that correlate to a long history of legal and social practices of investment or divestment and inclusion and exclusion. This affects current displacement risks. The households hit hardest by the pandemic include marginalized populations.

Equity impacts of zoning and housing types. Equity and inequity in zoning laws and practices can further exacerbate disparities in transportation, health, environment, and housing. Zoning laws and practices have historically been used to enforce housing segregation which has resulted in distribution of different populations in different neighborhoods with varying access to resources, amenities, and opportunities. This has resulted in disparities in housing affordability, quality, and access to transportation, healthcare, and environmental resources, further exacerbating existing inequities.

Understand the public health impact to urban planning. Urban planning derives its history from a public health purpose. The original purpose of planning was to ensure the built environment can protect the community from infectious disease and support the public. While over time, public health and planning roles diverged, with planners' attention focusing more on land use and transportation, while public health professionals focused on health and safety concerns, these two disciplines are still deeply interconnected.

Regional designation. Kenmore's regional designation change from "Larger city" to "High-Capacity Transit city" shifts the planning expectations and outcomes for the City, including how it plans for households across income levels.

Recommendations

The recommendations are organized into four categories.

Historical context

1. Develop a more complete and accurate accounting of Kenmore's City history.
2. Incorporate an understanding of historical zoning practices on today's housing affordability.
3. Establish an equitable approach to population growth. Understand the history that developed displacement risks as it relates to today's housing considerations. Incorporate considerations for historical impacts on today and how that has shaped marginal populations' access to opportunities.

Larger geographical considerations

1. Continue working with regional support networks such as housing alliances.
2. Develop a plan that more thoroughly considers how City of Kenmore is situated within the larger geographical considerations for population growth planning in King County, the Puget Sound region, and Washington state.
3. Consider the goals for transportation planning in Kenmore connected to housing in the context of the larger geographical considerations in recommendation 3.

4. Understand the combinations of risks associated with displacement: While factors such as population size, demographics, employment sectors, education levels, and local policies shape the characteristics and dynamics of a city, combinations of displacement factors in a single area can contribute to risks associated with displacement. More than simply engaging with the Puget Sound Regional Council's (PSRC) interactive map that identifies current areas of displacement risk, the City of Kenmore should become familiar with how the individual and layered risks threaten the stability of their individual neighborhoods and collective community.
5. Support community-led organizations that are combating displacement and helping small local and BIPOC businesses respond to economic disruptions such as the COVID-19 pandemic.

Public health

1. Center health as a factor of equitable sustainability.
2. Apply neighborhood level public health practices, including spreading out community resources across neighborhoods. This includes incorporating neighborhood level services in addition to community level services, such as adding corner stores in addition to grocery stores. This spreads the number of people accessing or gathering at primary resource locations and supports health considerations during events such as COVID-19.

Community engagement

1. Deepen equity considerations within community engagement using the equitable engagement assessment framework tool that PRR provided.