



## **MEMORANDUM**

**Date:** June 17, 2008

**To:** Houghton Community Council

**From:** Joan Lieberman-Brill, AICP, Senior Planner

**Subject:** 2007-2008 City Initiated Comprehensive Plan Amendments Intended for Adoption by City Council (ZON07-00001)

## **RECOMMENDATION**

- Review this memo which provides an update on several of the proposed city initiated amendments to the Kirkland Comprehensive Plan that the City Council intends to adopt in fall or winter 2008, for which Houghton Community Council (HCC) made recommendations.
- Receive a briefing on the status of the City's commitment to reduce climate change

## **BACKGROUND DISCUSSION**

On April 15, 2008 the Kirkland City Council adopted Resolution 4696. This Resolution establishes the Council's intent to adopt the proposed 2007-2008 revisions to the Comprehensive Plan and Zoning Map into the final adopting ordinance later this year, along with possible city initiated changes to existing transportation concurrency and Level of Service methodology and several private amendment requests (outside Houghton's disapproval jurisdiction) that are being processed separately. Attachments referred to in this memo were adopted with this resolution of intent. Underlines indicate new text and strikeouts indicate deletions of existing Plan text.

Among the various topics that are included in this cycle of annual amendments, the HCC at its December 19, 2007 public hearing, recommended changes to the draft policies and narrative on climate change and public art. HCC also recommended providing policies on integrating low impact development techniques and non-motorized transportation improvements in capital facility projects, as appropriate.

The resolution adopted by Council in April confirmed the recommendations of the HCC to use low impact development techniques in all new or expanded capital facility projects, and to include non-

motorized routes (bike lanes and walkways) on all new or street widening projects where feasible. Attachments 2 and 3 to this memo are the revised policy and narratives that address these issues. The Planning Commission (PC) and Council agreed that these recommendations had merit and that the proposed revisions articulate the city's intent.

The HCC also recommended changes on the topic of public art. However on this topic the City Council confirmed the PC's recommendation, which incorporates some but not all of HCC recommended changes. Specifically, the description of public art has been toned down, but the definition remains as does the direction to expand Planned Unit Development criteria to include public art among the list of potential project benefits in proposed Policy narrative CC-1.4. Attachment 4 is the proposed amendment addressing public art adopted by resolution.

Finally, during its review of the draft Plan amendments, the HCC recommended deletion of proposed climate change policy 5.2 and a portion of its narrative as well as the addition of text relating to protection of solar access from built obstructions in order to reduce energy consumption. The City Council however, concurred with the PC's recommendation on this topic, which does not incorporate these changes. The adopted amendments add an intervening policy 5.1 to break up the body of the preexisting text, but otherwise do not change the substance of the proposal. Attachment 5 is the proposed amendments addressing climate change adopted by resolution.

Because there is a difference in the policy statements preferred by the HCC, the City Council has suggested that staff present to HCC background information about the reasons why the City Council accepted the proposed policy language. The proposed amendments reflect both the PC's and Council's position that climate change is a serious issue that needs to be addressed. The narrative with the policy provides relevant context on this topic. Attachment 1 is a memo by Erin Leonhart, Public Works Facilities and Administration Manager, summarizing the status of the City's efforts and providing the background that supports the proposed Comprehensive Plan policies addressing global warming.

At the study session, Erin Leonhart will address the HCC regarding the current status of Kirkland's Climate Action Plan, the context in which the city is striving to reduce its carbon emissions, including newly adopted state legislation, and answer questions that may remain. Finally, attached is a recent article from past Planning Director Joseph Tovar that may be of interest to you on the issues of the day (Attachment 6).

Regarding the issue of solar access, the City Council, while supportive, is concerned about unintended consequences. More thought is needed on how to implement such a program. For example, could the first home that installs solar panels prevent the next home from maximizing its allowed building envelope, which might obstruct the solar access from the first home? Prior to adding this or a similar statement in the Plan, it is necessary to study these potential outcomes.

Attachments:

1. Memorandum from Erin Leonhart dated June 6, 2008
2. Proposed Transportation Non-motorized amendments Policy narrative T-2.4
3. Proposed Capital Facilities Low Impact Development amendments Policy and narrative CF-2.2 and Policy narrative CF- 2.3
4. Proposed Community Character Public Art amendments Policy narrative CC-1.4
5. Proposed Natural Environment Climate Change amendments Policy NE-5.1 and Policy and narrative NE-5.2
6. Article from Seattle Times April, 2008

Cc: File ZON07-00001  
Planning Commission  
Kirkland Neighborhood Associations  
Kirkland Alliance of Neighborhoods  
Kirkland Chamber of Commerce





**CITY OF KIRKLAND**  
**Department of Public Works**  
 123 Fifth Avenue, Kirkland, WA 98033 425.587.3800  
[www.ci.kirkland.wa.us](http://www.ci.kirkland.wa.us)

## MEMORANDUM

**To:** Houghton Community Council

**From:** Erin Leonhart, Facilities & Environmental Program Manager

**Date:** June 6, 2008

**Subject:** COMPREHENSIVE PLAN AMENDMENTS RELATED TO CLIMATE CHANGE

Staff has recommended an amendment to the Comprehensive Plan that is consistent with City of Kirkland Resolution R-4659 and State of Washington legislation (SB 6001 and SHB 2815). The bases of the recommended amendment are both policy and science.

### CLIMATE CHANGE POLICY

The City of Kirkland and the State of Washington have assumed leading roles in the issue of climate change. On May 17, 2005, Kirkland City Council signed a resolution endorsing the U. S. Mayors Climate Protection Agreement. In signing the resolution, the City of Kirkland pledged to strive to meet or exceed Kyoto Protocol targets for reducing global warming pollution (reduce greenhouse gases to 7% below 1990 levels) by taking actions in our own operations and communities. To support these efforts, the City of Kirkland has conducted greenhouse gas emissions inventories for the community at large and city government operations.

On August 7, 2007, the Kirkland City Council approved Resolution R-4659 setting the following greenhouse gas reduction targets for the Kirkland community and government:

- Emissions 20% below 2005 levels by 2020 for both the Kirkland community and municipal operations with an interim goal of 10% below 2005 levels by 2012; and
- Emissions 80% below 2005 levels by 2050.

Kirkland staff is developing the Climate Action Plan to establish the means to achieve these goals.

By Executive Order in February 2007, Governor Gregoire established statewide greenhouse gas emissions reduction targets and clean energy economy goals:

- By 2020, reduce greenhouse gas emissions in the state of Washington to 1990 levels, a reduction of 10 million metric tons below 2004 emissions;
- By 2035, reduce greenhouse gas emissions in the state of Washington to 25% below 1990 levels, a reduction of 30 million metric tons below 2004;
- By 2050, the state of Washington will do its part to reach global climate stabilization levels by reducing emissions to 50% below 1990 levels or 70% below our expected emissions that year, an absolute reduction in emissions of nearly 50 million metric tons below 2004;
- By 2020, increase the number of clean energy sector jobs to 25,000 from the 8,400 jobs we had in 2004; and
- By 2020, reduce expenditures by 20% on fuel imported into the state by developing Washington resources and supporting efficient energy use.<sup>1</sup>

With this Executive Order, Governor Gregoire also directed the Department of Ecology and the Department of Community Trade and Economic Development to develop the Climate Advisory Team to develop recommendations

to achieve those goals. The goals in the Executive Order were reinforced in Senate Bill 6001 passed in May 2007 and House Bill 2815, which was passed during the 2008 State Legislative Session.

### CLIMATE CHANGE SCIENCE

There is scientific consensus at the international level that the climate is changing and that human activities are responsible for the change. According to the Intergovernmental Panel on Climate Change (IPCC):

- “Warming of the climate system is unequivocal, as is now evident from observations of increases in global average air and ocean temperatures, widespread melting of snow and ice and rising global average sea level...”<sup>2</sup>
- “Global GHG emissions due to human activities have grown since pre-industrial times, with an increase of 70% between 1970 and 2004.”<sup>3</sup>
- “There is very high confidence that the global average net effect of human activities since 1750 has been one of warming...”<sup>4</sup>

The information used by the IPCC is all peer-reviewed and inclusion in the IPCC reports is by consensus.

### **ENDNOTES**

<sup>1</sup> State of Washington Office of the Governor, Executive Order 07-02

<sup>2</sup> Climate Change 2007: Synthesis Report, p. 30

<sup>3</sup> Climate Change 2007: Synthesis Report, p. 36

<sup>4</sup> Climate Change 2007: Synthesis Report, p. 37

For more information about climate change, please visit the following web pages:

- International Panel on Climate Change: <http://www.ipcc.ch/>
- Washington State: <http://www.ecy.wa.gov/climatechange/index.htm> and [http://www.ecy.wa.gov/climatechange/climateEd\\_overview.htm](http://www.ecy.wa.gov/climatechange/climateEd_overview.htm).

## IX. TRANSPORTATION

### *INCREASING TRAVEL OPTIONS*

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***Goal T-2: Develop a system of pedestrian and bicycle routes that form an interconnected network between local and regional destinations.***

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***Policy T-2.4: Design streets with features that encourage walking and bicycling.***

To promote the nonmotorized system and alternative modes to the single-occupant vehicle, streets should include pedestrian and bicycle facilities. Consistent with the City's Complete Streets policies, bicycle and pedestrian ways should be accommodated in the planning, development and construction of transportation facilities.



### XIII. CAPITAL FACILITIES

#### *RESPONSES TO GROWTH*

The Growth Management Act requires that the City both accommodate its fair share of the forecasted regional growth and, at the same time, provide and maintain acceptable level of service standards that are financially feasible. The Act also requires the City to ensure that the public facilities and services necessary to support development are available for occupancy and use without decreasing the adopted level of service standards.

***Goal CF-2: Provide a variety of responses to the demands of growth on capital facilities and utilities.***

***Policy CF-2.1:***

Concentrate land use patterns to encourage efficient use of transportation, water, sewer and surface water management facilities and solid waste, police, and fire protection services in order to reduce the need to expand facilities and services.

Land use patterns, including density, location and type and mix of uses, affect the demands on all public facilities and the levels of service provided to each neighborhood. One example is encouraging new development or redevelopment where public facilities already exist which may alleviate the need for constructing new facilities.

***Policy CF-2.2:***

Make efficient and cost-effective use of existing public facilities using a variety of techniques, including low impact development techniques and sustainable building practices.

The City can be cost-effective with its public facilities by establishing conservation programs in City buildings for energy consumption, materials, and equipment usage. Reducing demand is a cost-effective use of facilities by controlling the extent and nature of the public's demand on City services. Improved scheduling can also add to the efficient and cost-effective use of facilities. Low impact development techniques and Sustainable-sustainable building practices also offer efficient and cost-effective use of public facilities while providing environmental benefits. The practices include integrated building and site design, reduced impervious surface, reused waste water for irrigation, alternative sidewalk design, and landscaping used to reduce heat emissions and filter surface runoff.

The City should take a leadership role in the community by using and promoting these practices. In addition, the City should maintain existing public facilities to protect the community's investment in these facilities.

***Policy CF-2.3:***

Provide additional public facility capacity consistent with available funding when existing facilities are used to their maximum level of efficiency.

Before additional facilities are built, existing facilities should be used to the maximum extent possible by efficient scheduling and demand management. When increased capacity is warranted, costly retrofits should be avoided by incorporating all improvements up front. For example, the addition of bike lanes identified in the City's Nonmotorized Plan should be included when streets are widened, or newly constructed.

***Policy CF-2.4:***

If all other responses to growth fail, then restrict the amount and/or location of new development in order to preserve the level of service of public facilities and utilities.

The Growth Management Act provides that funding and LOS standards can be adjusted to accommodate new development or redevelopment and still meet the concurrency test (see discussion in the Introduction, "What is concurrency?" in this Element). However, if these adjustments are unacceptable, then the amount, location, or phasing of new development should be restricted.

## IV. COMMUNITY CHARACTER

### *SENSE OF COMMUNITY*

***Policy CC-1.4: Encourage and develop places and events throughout the community where people can gather and interact.***

Places where people can gather and interact are an important part of building community. They provide comfortable areas where people can come together. Some, including parks, community centers, streets, and sidewalks, are developed and maintained by the City. Others, such as cafes, theaters, pedestrian-friendly shopping districts, facades, building entrances and plazas, should be encouraged by the City through development regulations.

Public art (any work of art or design specifically sited in a public place) can energize public spaces or bring a sense of calm to a hectic lifestyle. The City should encourage private developers to integrate public art into office, retail and multi-family projects. In addition, the City should seek opportunities to incentivize integrated art with an emphasis on development in design districts because they are highly visible, mixed-use, pedestrian oriented areas that are focal points for community activity. The review criteria for Planned Unit Developments should be expanded to include public art among the list of potential project benefits.

Community events such as outdoor markets, celebrations, fairs, and annual festivals also provide a sense of community, history, and continuity. The City should encourage these events.

***Policy CC-1.6: Create a supportive environment for cultural activities.***

Cultural activities are more than just amenities; they are also an expression of identity for both the community as a whole and the individuals within. Cultural activities and the arts contribute to the economic vitality of the community by attracting tourism and businesses that want to locate in a community with valued amenities. Kirkland has a growing reputation as a center for the arts in the Puget Sound region. The City's Cultural Council is a resource and partner for those agencies and individuals interested in expanding the arts in our community. Under the guidance of the City's Cultural Council, the City has a public arts program, which includes donations and loans from private citizens as well as City-owned pieces. These pieces of sculpture and other art objects are displayed around Kirkland and at City Hall. The City ~~has~~ is committed to further promote the public arts program by incorporating art into new City facilities and through earmarking one percent of major capital improvement project funds toward the arts.

The Kirkland Performance Center offers exposure to the performing arts, as do community and educational organizations. There are also a number of private galleries and classes offered. These public and private enterprises provide educational tools that can bring people together and foster a sense of community spirit and pride. Where possible, the City should continue to encourage partnerships and provide support to these and similar efforts including those related to youth activities, science, music and literature.

## ***BUILT AND NATURAL ENVIRONMENT***

***Policy CC-4.3: Encourage quality designs for institutional and community facilities that reinforce their symbolic importance and create distinctive reference points in the community.***

Schools, churches, libraries and other civic buildings serve as meeting places and play an important role in the community. These public and semipublic buildings should display exemplary design with attention to site planning, building scale, landscaping, pedestrian amenities, and building details, and opportunities for integrating art into the project. They should be compatible with the neighborhood in which they are located, but can also provide a neighborhood landmark. Community structures such as City Hall or the Library should be designed to be landmarks for the City as a whole.

***Policy CC-4.7: Enhance City and neighborhood identity through features that provide a quality image that reflects the City's unique characteristics and vision.***

Kirkland and its neighborhoods are special places. Each neighborhood has a distinctive identity which contributes to the community's image. Appropriate transitions are also necessary to distinguish the City from surrounding jurisdictions. Community signs, public art, and other gateway treatments such as landscaping are methods of identification that contribute to the visual impressions and understanding of the community. Other identification methods and entranceway treatments can communicate the City's origin and history, economic base, physical form, and relation to the natural setting.

## V. NATURAL ENVIRONMENT

### AIR

#### **Goal NE-5: Improve air quality and reduce Kirkland's contribution to climate change.**

The surrounding air, both outdoors, and indoors, has the potential to affect human health. It is important to maintain the quality of outdoor air since all life forms depend on it, and the quality of indoor air is dependent on that of the outdoors. Air pollution officially exceeds federal health standards in all or part of ten Washington counties, including King County. Although all Washington counties currently meet federal health standards for air pollution it is necessary to remain vigilant. Air pollution that includes greenhouse gases also contributes to climate change or global warming.

The largest source of air pollution in Kirkland is motor vehicle use. Kirkland should continue to adopt and promote smart transportation and land use choices as part of a strategy to reduce air pollution and slow climate change. Motor vehicles are also widely believed to contribute to climate change, also known as global warming. The Kirkland community also contributes to air pollution and greenhouse gas emissions through energy consumption and landfilled waste, among other things.

A comprehensive approach, including transportation and land use strategies, waste reduction, urban forest preservation, protection, and enhancement, purchasing decisions, and public outreach is necessary to reduce Kirkland's contribution to air pollution and climate change.

#### **Policy NE 5.1: Continue and enhance current actions to improve air quality and reduce greenhouse gas emissions.**

The City pursues several actions to help reduce vehicle emissions to improve regional air quality and address climate change. First, great care has been taken to provide a pedestrian friendly environment in Kirkland. In 1995, adoption of the Non-Motorized Transportation Plan provided additional guidance for a systematic enhancement of a network of pedestrian and bicycle facilities linking important destinations both inside and outside the City. ~~In addition~~ Second, Kirkland works to implement the State Commute Trip Reduction Law through a transportation management program. The program includes providing incentives to City employees to walk, bike, use transit, and rideshare to work, and the City coordinates with regional agencies to assist Kirkland employers in meeting their Single Occupancy Vehicle (SOV) trip reduction and vehicle miles traveled (VMT) targets. ~~In addition~~ Third, many City vehicles utilize an alternative fuel to reduce pollution and boost fuel efficiency. In addition, for the many important functions trees serve, including improving air quality, the City supports street tree planting throughout the city and retention of existing trees on private property. Too, Kirkland is at the forefront in the area of waste reduction. The City is focusing on environmental outreach and development of new programs to reduce waste through reduction and recycling in both the residential and business communities. Finally, the City strives to purchase energy efficient and renewable technology products and services whenever feasible.

#### **Policy NE-5.2: Inventory global warming emissions in City operations and in the community, set reduction targets and create an action plan.**

Climate disruption is an urgent threat to the environmental and economic health of our communities. With less than 5% of the world's population, the United States produces more than 25% of the global greenhouse gas emissions, and those emissions are continuing to grow. There is a broad scientific consensus that

Carbon Dioxide (CO<sub>2</sub>) and other greenhouse gases released into the atmosphere have a profound effect on the Earth's climate and there is clear evidence of human influences on climate due to changes in greenhouse gases. Local government actions taken to reduce greenhouse gas emissions and increase energy efficiency provide multiple local benefits by decreasing air pollution, creating jobs, reducing energy expenditures, and saving money. Seattle, along with a growing number of other U. S. cities, is leading the way by committing to the U. S. Mayors Climate Protection Agreement. On May 17, 2005, Kirkland City Council signed a resolution endorsing the *U. S. Mayors Climate Protection Agreement*.

The City is pursuing five milestones to reduce greenhouse gas emissions in City operations and throughout the community:

1. Conduct a greenhouse gas emissions inventory and forecast to determine the source and quantity of greenhouse gas emissions in the city;
2. Establish a greenhouse gas emissions reduction target;
3. Develop an action plan with both existing and future actions which, when implemented, will meet the local greenhouse gas reduction target;
4. Implement the action plan; and
5. Monitor and report progress.

The Kirkland Council by resolution committed to the following greenhouse gas reduction targets for the Kirkland community and governmental operations:

- o Interim: 10% below 2005 levels by 2012
- o Primary: 20% below 2005 levels by 2020
- o Long-term: 80% below 2007 levels by 2050

# Committing to a shared vision of a future worth having

BY JOSEPH W. TOVAR  
*Special to The Times*

**M**Y daughter's commencement last summer at Qwest Field was a time to think about the past and ponder the future. As Seattle University's Class of 2007 was filing in, I gazed far to the south to Mount Rainier, floating cloudlike on the horizon. I surveyed Safeco Field's dark green roof, spotted a white cruise ship churning across Elliott Bay, and glanced north to Seattle's gleaming new City Hall. As I thought about Joanna's future, I reflected on how much has changed here since my own graduation three decades ago.

Back in 1974, there was no Microsoft, no Costco, no Starbucks chain. Three years earlier, a billboard had declared, "Will the last person leaving Seattle — turn out the lights." The Mariners had yet to play in the Kingdome, no cruise ships sailed from Elliott Bay, and Seattle City Hall could easily be mistaken for a Holiday Inn. There were no cellphones or Internet, and a gallon of gasoline cost less than a dollar. The population of the Seattle metropolitan region was just over 2 million. By 2007, it had reached 3.5 million.

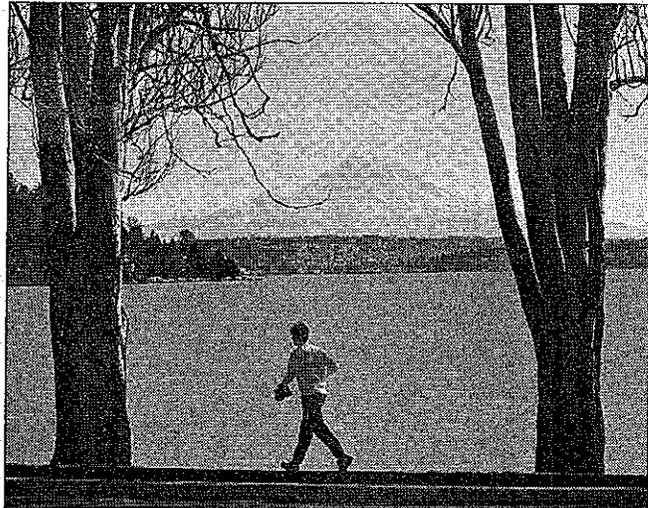
We are now at the midpoint between 1974 and 2040. The next 33 years will bring dramatic growth, untold changes and many questions. My daughter grew up seeing salmon run in the region's streams and crops grow in its river valleys. Will her children have that experience? Will they be able to afford a home and make a living wage? Will they marvel that "the mountain is out"? Or, will Rainier vanish into a carbon-emission haze? Given the enormous stakes, the time has come for smart, effective and bold actions at all levels of government.

The threat posed by climate change prompted the Washington Legislature to take several important steps this past session, including the "Local Solutions to Climate Change" bill. Senate Bill 6580 provides tools and technology for cities and counties to curtail greenhouse-gas emissions through smart land-use and transportation planning. This is vital because 60 percent of greenhouse-gas emissions in this region come from transportation. Further recommendations from stakeholder groups are due before the 2009 session.

At the regional level, the Puget Sound Regional Council is poised to adopt a new regional growth strategy this month. This strategy will guide the region's four counties and 80-plus cities in accommodating the additional 1.7 million people expected by 2040. That's roughly equivalent to today's population of the entire Portland metropolitan area.

The regional growth strategy assumes that almost all of our growth will occur within the existing urban-growth-area boundaries drawn under the state's Growth Management Act, and therefore will oblige cities to update their plans to accommodate the coming wave of growth. The strategy also outlines specific policies to address greenhouse-gas emissions and climate change, emphasizing development that requires less energy use per capita.

At the local level, examples abound of communities taking important actions to combat climate change and adapt



MIKE SIEGEL / THE SEATTLE TIMES

*Mount Rainier greets a Seward Park jogger.*

to its effects. Comprehensive plans have created more connected, compact and complete communities in Burien, Kirkland, Mercer Island, Mill Creek and Renton. Increased densities have stimulated housing choice, economic vitality, sense of place and an increase in transit ridership. The anti-sprawl, centers-focused direction of the Growth Management Act has also given our region the jump on curtailing the number of miles driven and greenhouse-gas emissions.

The Seattle Climate Action Plan, adopted in 2006, was a forerunner in the region, and Seattle was one of the first to endorse the Kyoto Accord. Other cities in the region are following suit in ways tailored to their scale, community priorities and organizational capacities. The city of Shoreline, for example, has developed an environmental sustainability strategy, which advocates reduction of the community's carbon footprint. Major public facilities, such as Shoreline's new City Hall, are being held to a high "green" standard, and the city's fleet is transitioning to hybrid vehicles.

These efforts to manage growth and change are an important start. They suggest that we can build a future worth having if the people and institutions of this region commit to a shared vision.

Governments, from city halls to Olympia, must look at every major policy decision through the lens of sustainability. So, too, must each of us in the choices we make about where and how to live, work and move about the region.

If we hope to save this place we love, this planet we depend upon for life, we must be willing to embrace change and exercise the political will to shape that change.



Joseph W. Tovar is president of the Washington chapter of the American Planning Association. Contact him at [jwtovar@hotmail.com](mailto:jwtovar@hotmail.com)