



CITY OF KIRKLAND

Planning and Community Development Department
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MEMORANDUM

To: Planning Commission

From: Angela Ruggeri, AICP, Senior Planner

Date: April 16, 2008

Subject: TOUCHSTONE (PARK PLACE), ORNI, AND ALTOM PRIVATE AMENDMENT REQUESTS (PARs) FILE NO. ZON07-00016, ZON07-00012, AND ZON07-00019

RECOMMENDATION

Hold public hearing and receive testimony on Planned Action Draft Environmental Impact Statement (DEIS) and update of the Comprehensive Plan, Municipal Code and related Zoning Code and map changes for the three PARs in the downtown area. Give staff direction on topics for future Planning Commission meetings for preparation of preliminary preferred alternative for the Planned Action Final Environmental Impact Statement (FEIS).

BACKGROUND DISCUSSION

I. ENVIRONMENTAL IMPACT STATEMENT (PLANNED ACTION)

The environmental review process for the Touchstone (Park Place), Orni, and Altom PARs began last fall and the DEIS was issued on 4/4/08. A summary of the DEIS was presented at the last Planning Commission meeting on 4/10/08 (see Attachment 1). An open house will also be held on 4/16/08 to give the public an opportunity to ask questions relating to the DEIS. The Planning Commission and SEPA Responsible Official will then hold a public hearing at the 4/24/08 Planning Commission meeting to take comments on the DEIS and the potential changes to the Comprehensive Plan, Municipal Code, and Zoning Code. The comments on the DEIS will be responded to and included in the FEIS document.

The end result of this environmental review process will be a planned action environmental impact statement (EIS) which will include an analysis of the three PAR proposals. The draft EIS is a tool that the Planning Commission can use to help determine an appropriate recommendation to the City Council on the Comprehensive Plan policies, development regulations and design guidelines for the area where the three PARs are located.

The Planned Action DEIS considers the potential impacts associated with land use, aesthetics, transportation, public services, and water and sewer utilities. An extensive traffic study and a massing analysis have been used to evaluate the largest potential impacts. The statute and rules for planned actions (RCW 43.32C.031 and WAC 197-11-164) establish a process to address site-specific environmental impacts of planned projects early in the planning stage of the projects. This early review is intended to provide greater certainty and efficiency in project level environmental review.

The Planned Action Draft EIS evaluates two alternatives for each site: (1) a “no action” alternative that describes development of sites under the existing Comprehensive Plan, and (2) the applicants’ proposals. The existing conditions have also been taken into account. The draft EIS will be one of the tools used by the Planning Commission to help decide on a preferred alternative for each of the three PARs. These preferred alternatives will be further analyzed in the final EIS.

II. FUTURE PLANNING COMMISSION MEETINGS

On April 24, the Planning Commission will have its first public hearing to take comment on the PARs. The SEPA Responsible Official will be there to hear comments on the Planned Action DEIS. After the public hearing portion of the meeting, staff and the Planning Commission will discuss the process for developing the preliminary preferred alternative that will be analyzed in the FEIS. The Planning Commission will direct staff and the consultants on this preliminary preferred alternative at the May 29th Planning Commission meeting. The preferred alternative will then be analyzed for its environmental impacts in the Final Planned Action EIS.

There will be three Planning Commission meetings held for development of the preliminary preferred alternative.

- 5/8/08 - study session to discuss preliminary preferred alternative.
- 5/22/08 - public hearing on the potential Comprehensive Plan, Municipal Code and Zoning amendments. Discussion of the preliminary preferred alternative will occur after public comment is taken.
- 5/29/08 – study session to complete a draft of the preliminary preferred alternative.

The Planning Commission does not need to develop a complete draft of the amendments to the Comprehensive Plan, Municipal Code and Zoning at this stage, but will need to define the basic parameters sufficiently to allow the FEIS to be prepared. The following list of questions will need to be answered by the completion of the 5/29 meeting.

For the Touchstone (Park Place) PAR:

- What are the appropriate height requirements?
- What amount of lot coverage (impervious surface) should be allowed?
- Should there be open space requirements?
- What uses should be allowed in the zone and should there be a requirement for mixed use (for example retail and office)?
- What setbacks from property lines should be required?
- What parking requirements are appropriate?
- What amount of square footage should be allowed? This may or may not be explicitly stated in the Comprehensive Plan or Zoning. Rather the above issues will help to determine the amount of square footage that will be allowed on the site. The square footage will be used to analyze traffic impacts.
- Are there any other key issues that that will impact the form or size of the development?

For Altom and Orni PARs:

- Is a change of zoning to allow office on the Orni site preferred?
- What building heights are appropriate?
- Should there be any special setback requirements?
- Should there be lot size requirements related to additional height allowance?
- Should there be any additional requirements, such as design review?
- Are there any other key issues that that will impact the form or size of the development?

Planning Commission meetings to develop recommended Comprehensive Plan, Zoning and Design Guidelines will continue through August. The Final Planned Action EIS will be issued on August 1. A third public hearing will be held on August 14 to take comment on the preferred alternative and the related Comprehensive Plan, Zoning, and Design Guidelines developed by the Planning Commission. The Planning Commission's final recommendation will go to the City Council in September.

ATTACHMENT

1. Summary of the DEIS presented at the last Planning Commission meeting on 4/10/08.

Cc: Douglas Howe, 2025 1st Avenue, Suite 790, Seattle, WA 98121
Katherine Orni, 825 5th Avenue, Suite 202, Kirkland, WA 98033
Rhoda Altom, P.O. Box 22926, Seattle, WA 98122
File ZON07-00012
File ZON07-00016
File ZON07-00019

Downtown Area Planned Action Draft Environmental Impact Statement

City of Kirkland

Planning Commission

April 10, 2008

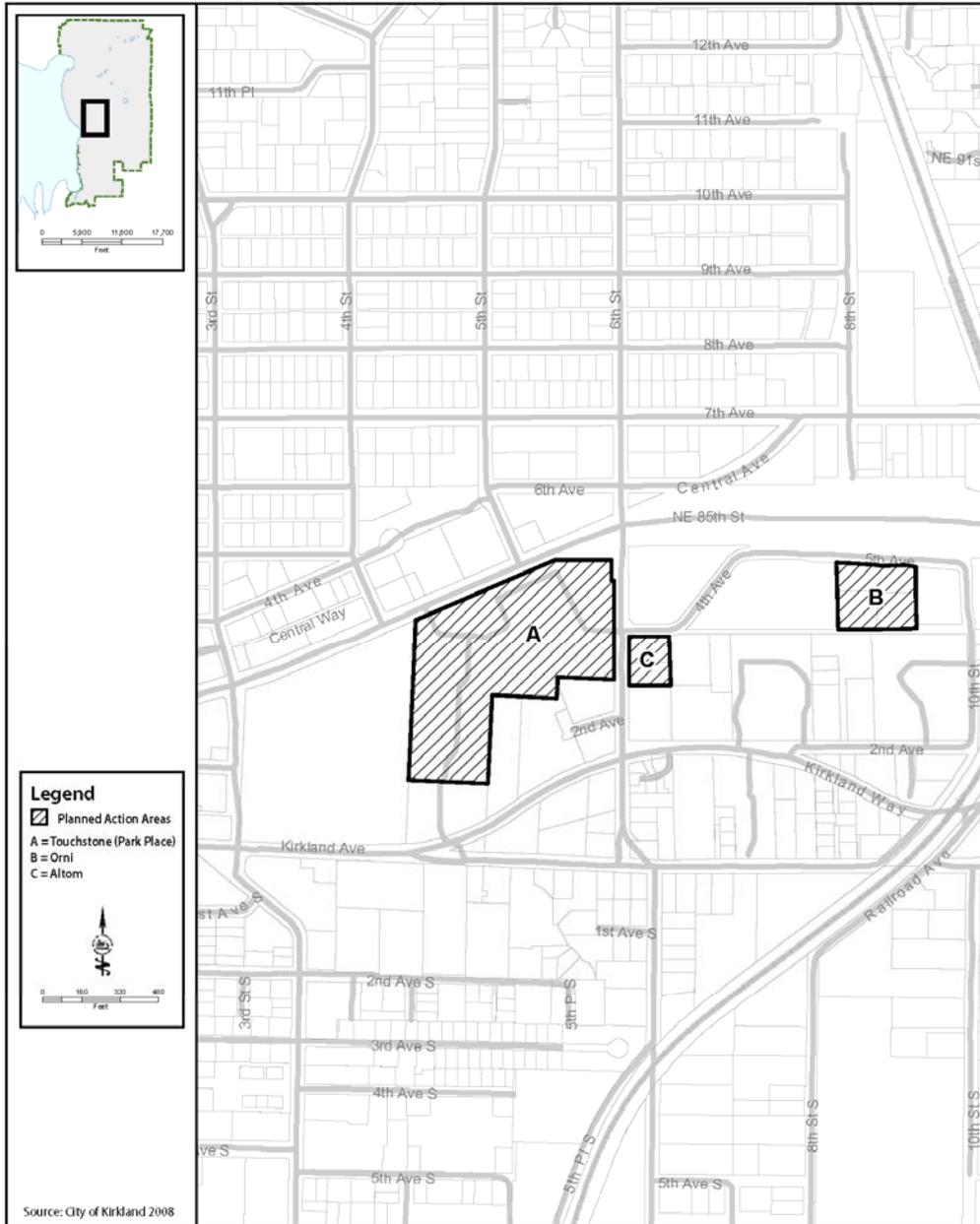
Important Dates

- **April 16** – Open House on Planned Action Draft Environmental Impact Statement (DEIS)
- **April 24** – Public hearing on Planned Action DEIS and Private Amendment Requests (PARs)
- **May 8** – Planning Commission Study Session
- **May 19** – 45 day comment period on Planned Action DEIS ends
- **May 22** – Public hearing on PARs

Proposed Action

- Private Amendment requests
 - Area A, Touchstone Corporation (Parkplace)
 - Area B, Orni
 - Area C, Altom
- Planned Action Ordinance

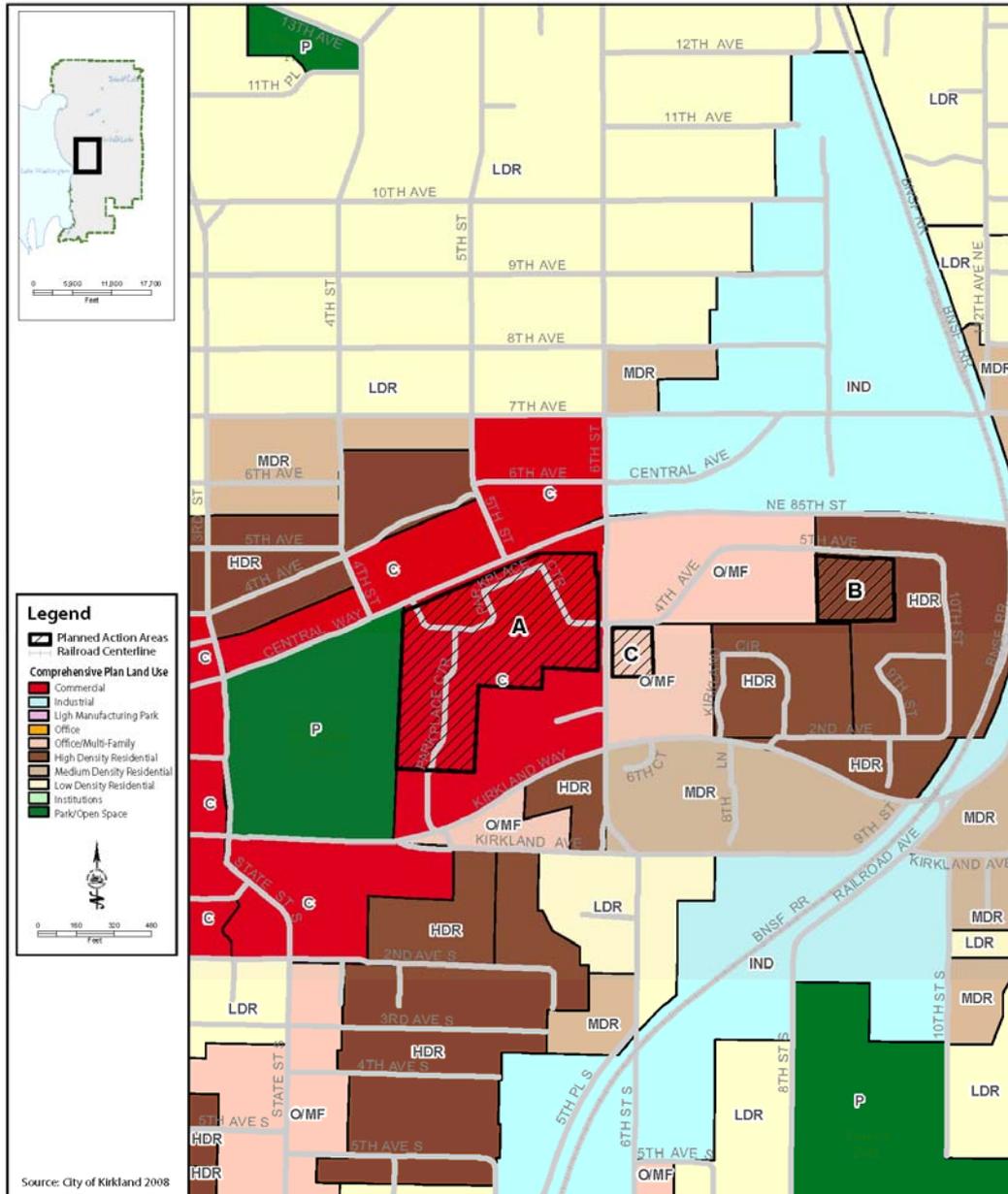
Vicinity Map



Source: City of Kirkland 2008

Figure 2-1
Vicinity Map

Existing Comprehensive Plan Designations



Existing Zoning

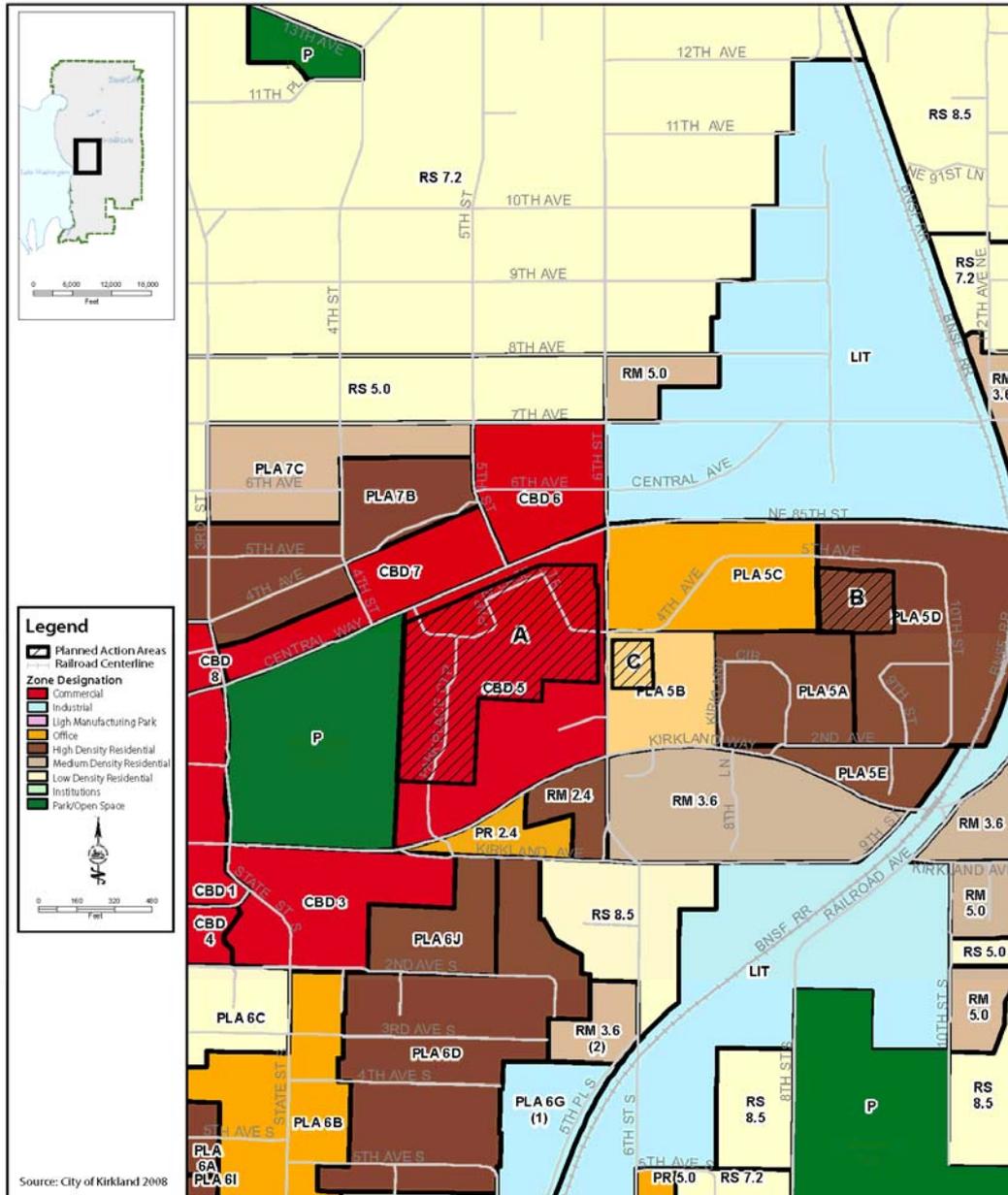


Figure 3.1-5
Existing Zoning

Proposed Comprehensive Plan Designations

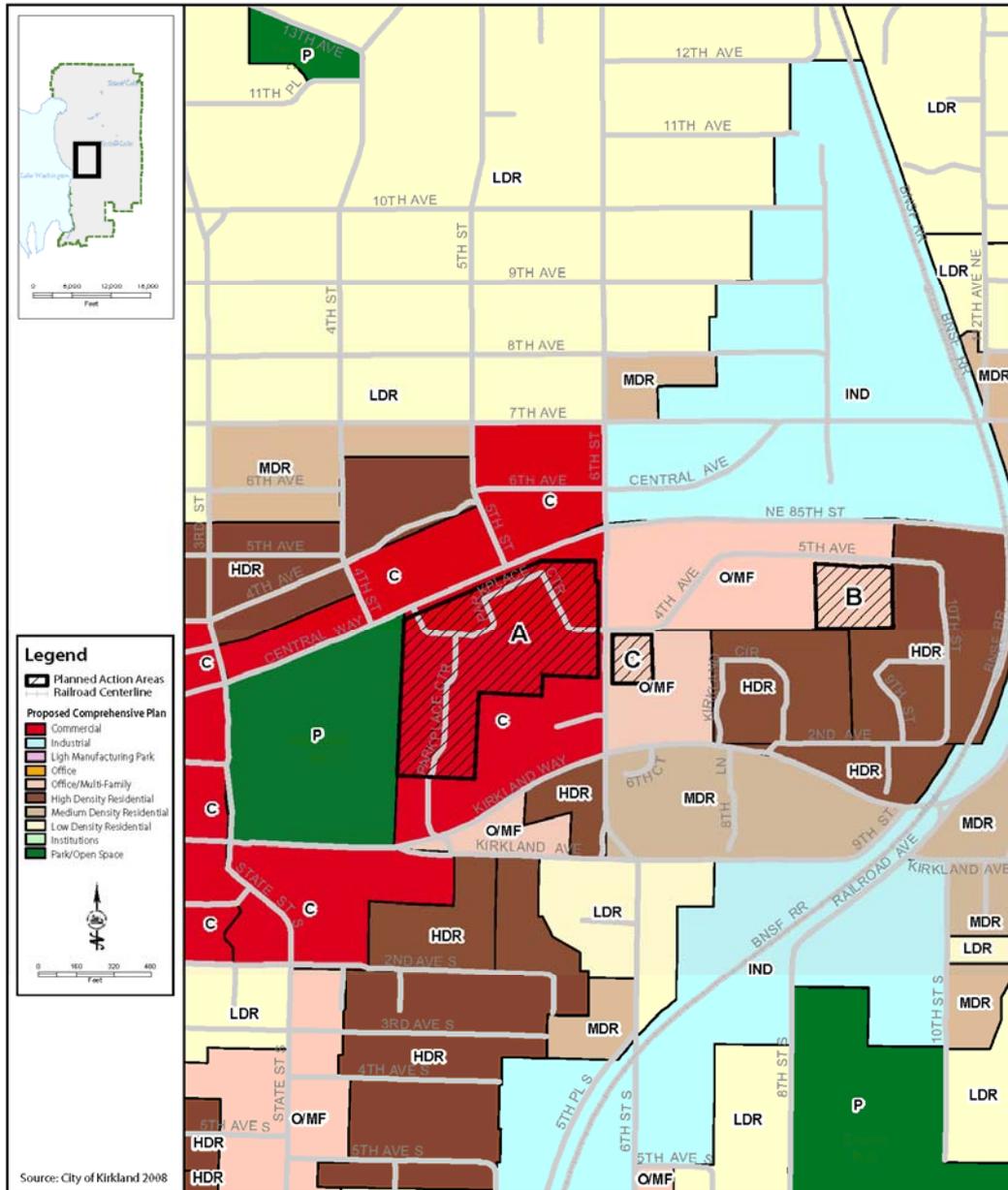


Figure 3.1-4
Proposed Comprehensive Plan Designations

Proposed Zoning

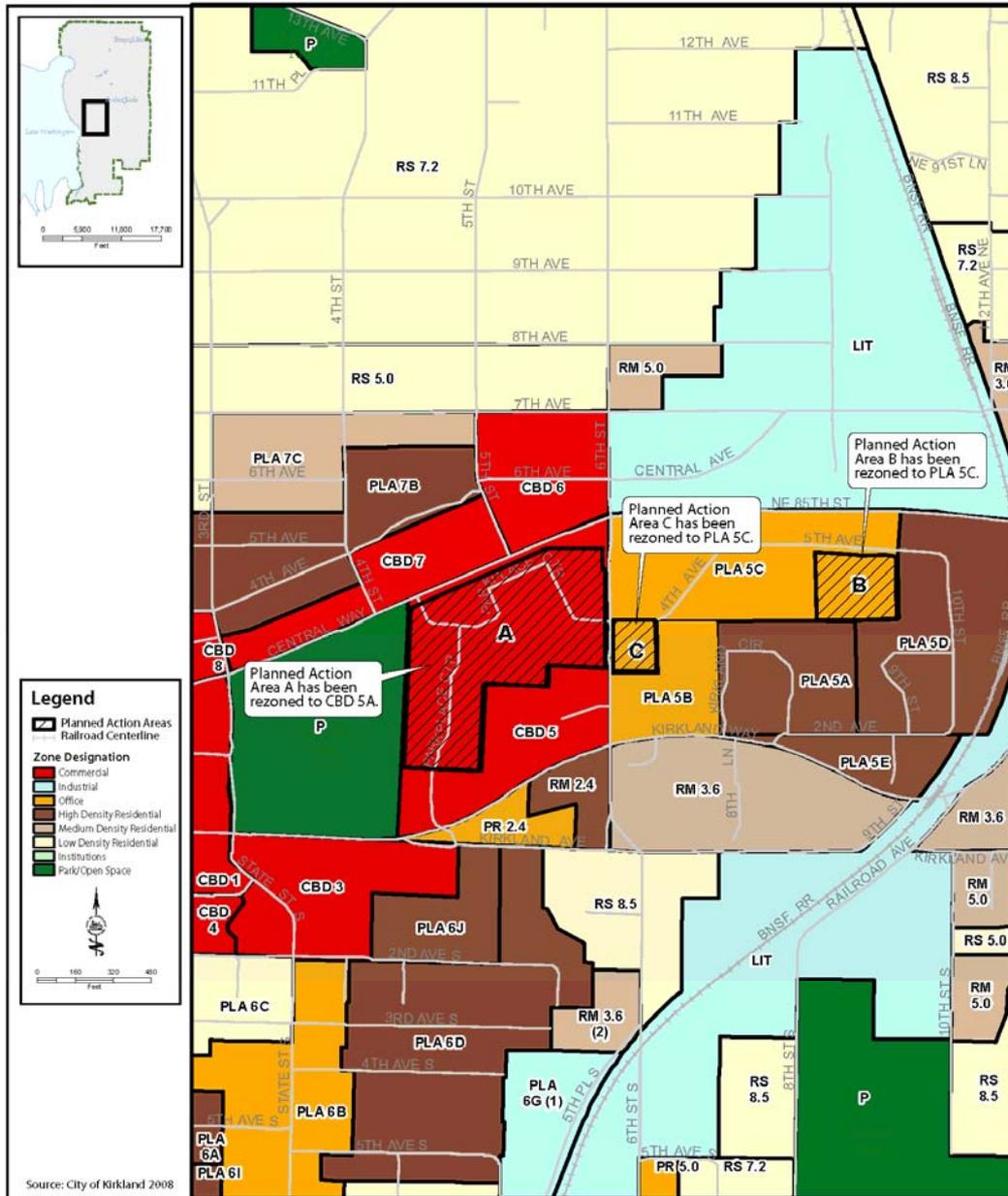


Figure 3.1-6
Proposed Zoning

Proposed Action Alternative Summary

Private Applicant	Area A (Touchstone/ Parkplace)	Area B (Orni)	Area C (Altom)
Existing Conditions Land uses	95,300 sf office 143,150 sf commercial	33,700 sf office	9,700 sf office
Existing Conditions employees	668	135	39
No Action Land uses	629,500 sf office 209,200 sf commercial	33,700 sf office (except for Aesthetics and Public Services analyses)	27,700 sf office
No Action employees	2,936	135	111
Proposed Action Land uses	1,200,000 sf office 592,700 sf commercial	145,000 sf office	103,500 sf office
Proposed Action employees	5,986	580	414

Existing Land Uses

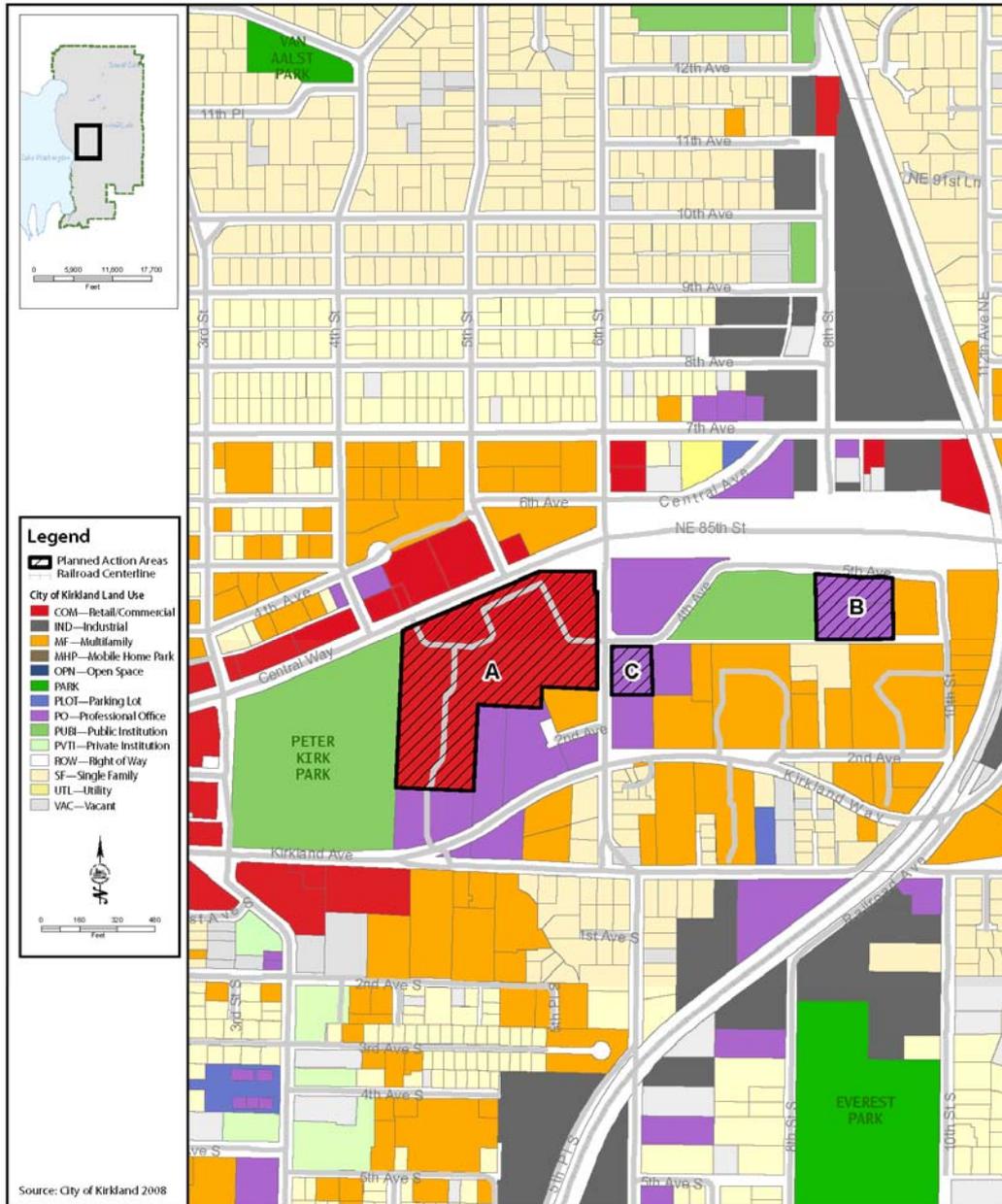
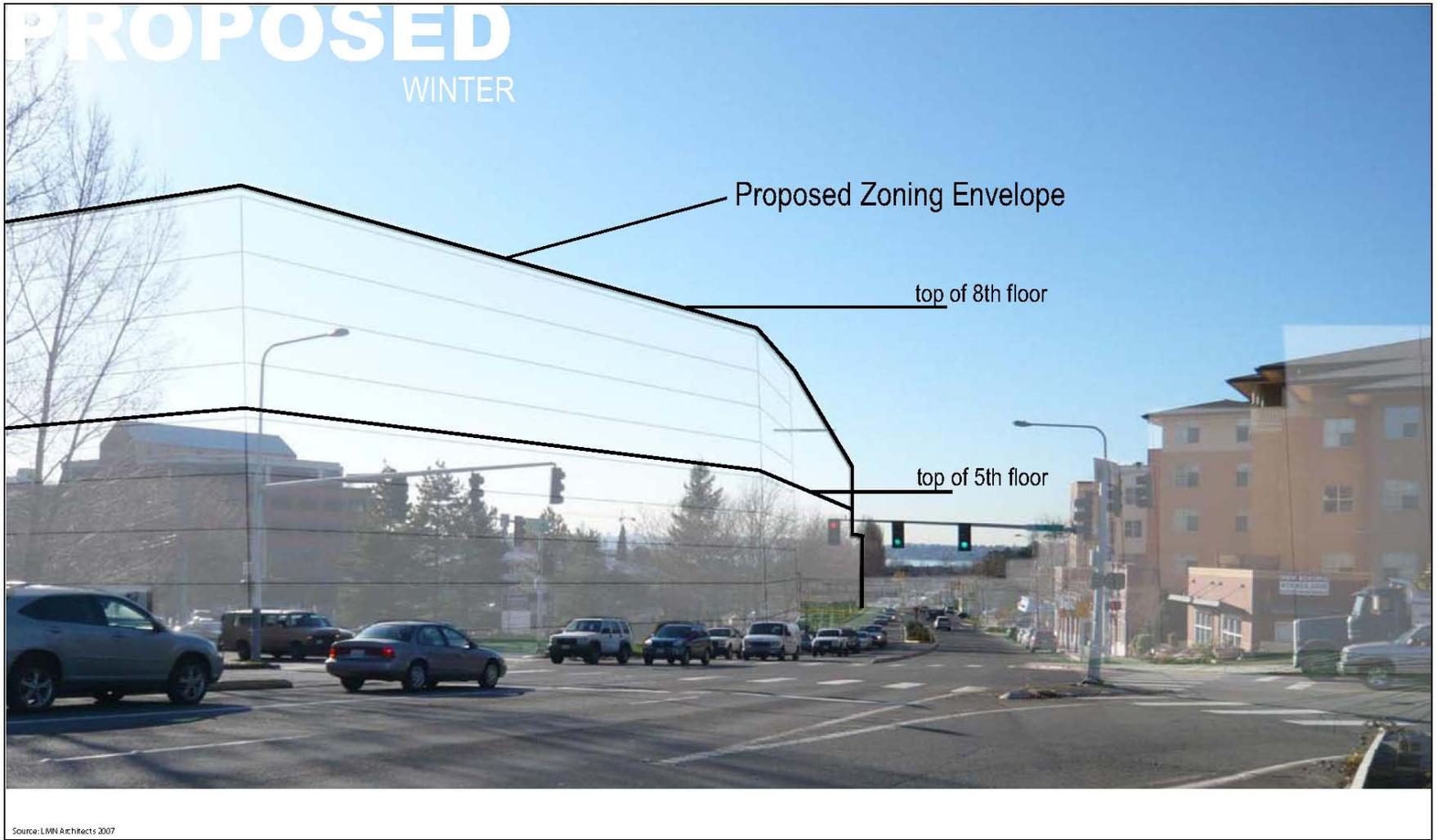


Figure 3.1-2
Existing Land Uses



View Corridor 1 – Proposed Action/No Action in Winter

PROPOSED

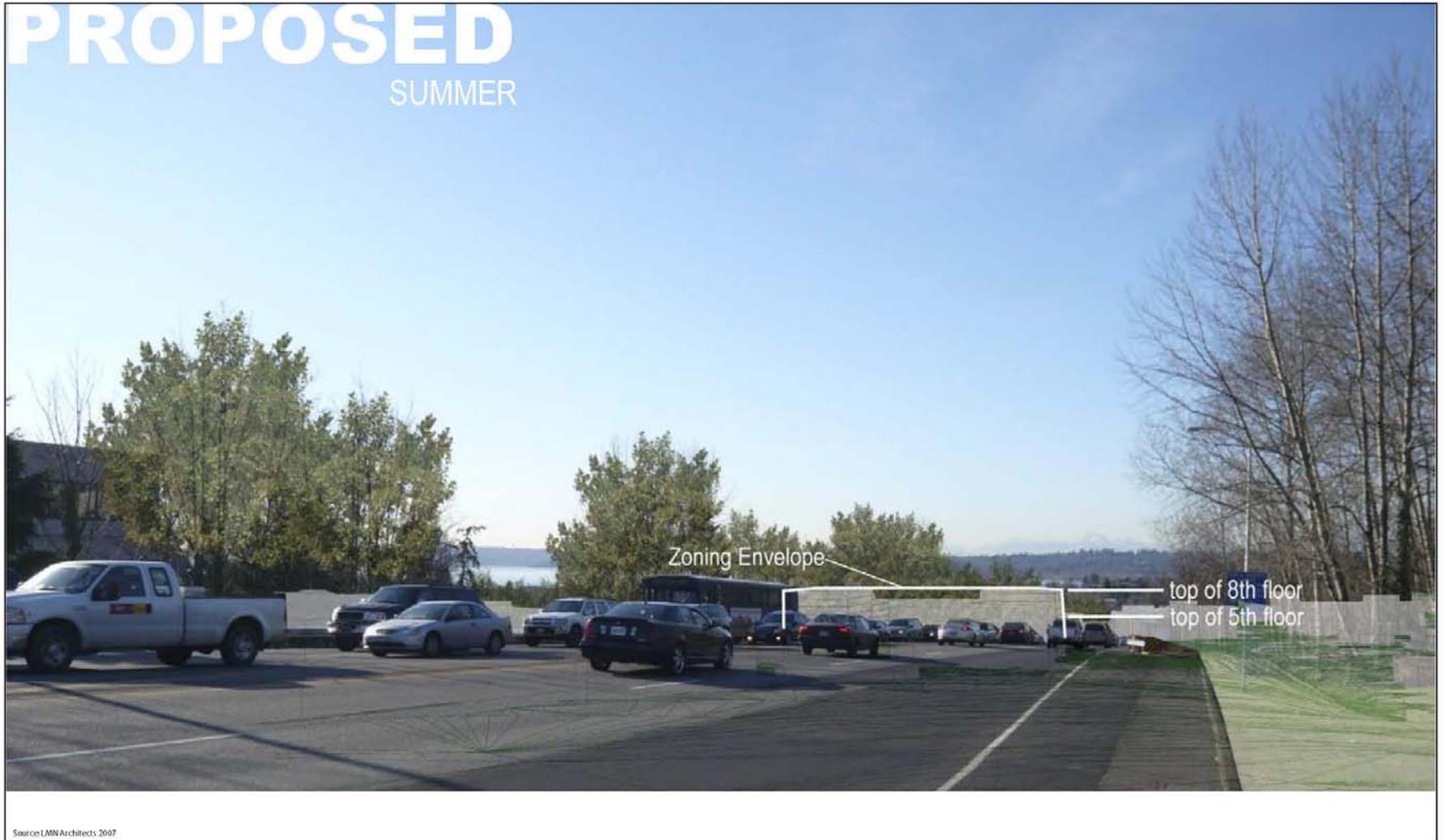
WINTER



Source: LMW Architects 2007

PROPOSED

SUMMER



Source: LMN Architects 2007

View Corridor 2 – Proposed Action/No Action in Summer

No Action

Proposed Action



10:00 a.m.



10:00 a.m.



3:00 p.m.



3:00 p.m.

Source: Jones & Stokes 2008

No Action



10:00 a.m.

Proposed Action



10:00 a.m.



3:00 p.m.



3:00 p.m.

Source: Jones & Stokes 2008

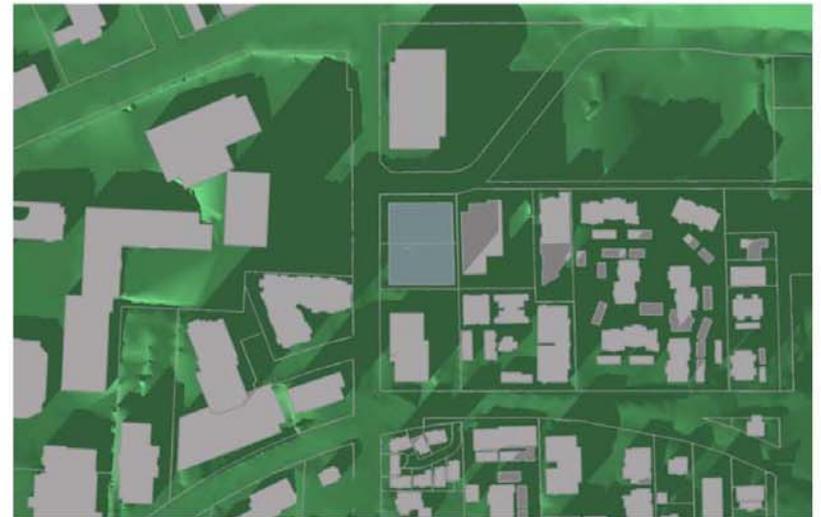
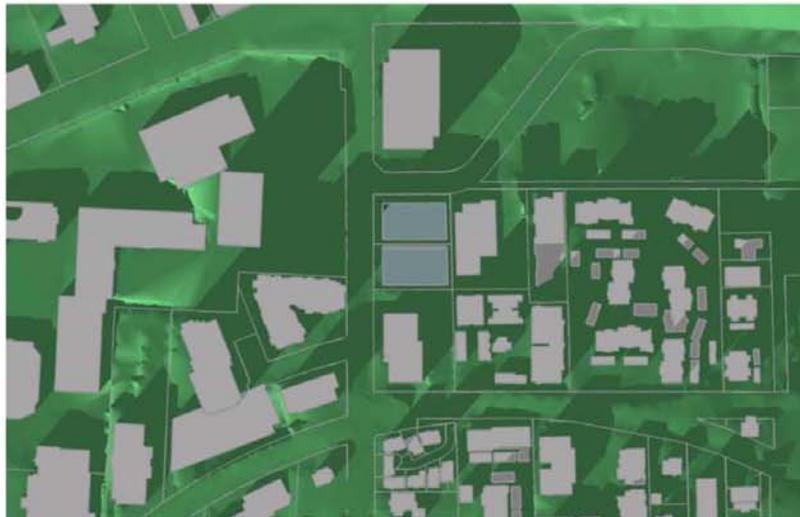
No Action

Proposed Action



10:00 a.m.

10:00 a.m.



3:00 p.m.

3:00 p.m.

Source: Jones & Stokes 2008

Citywide Facilities

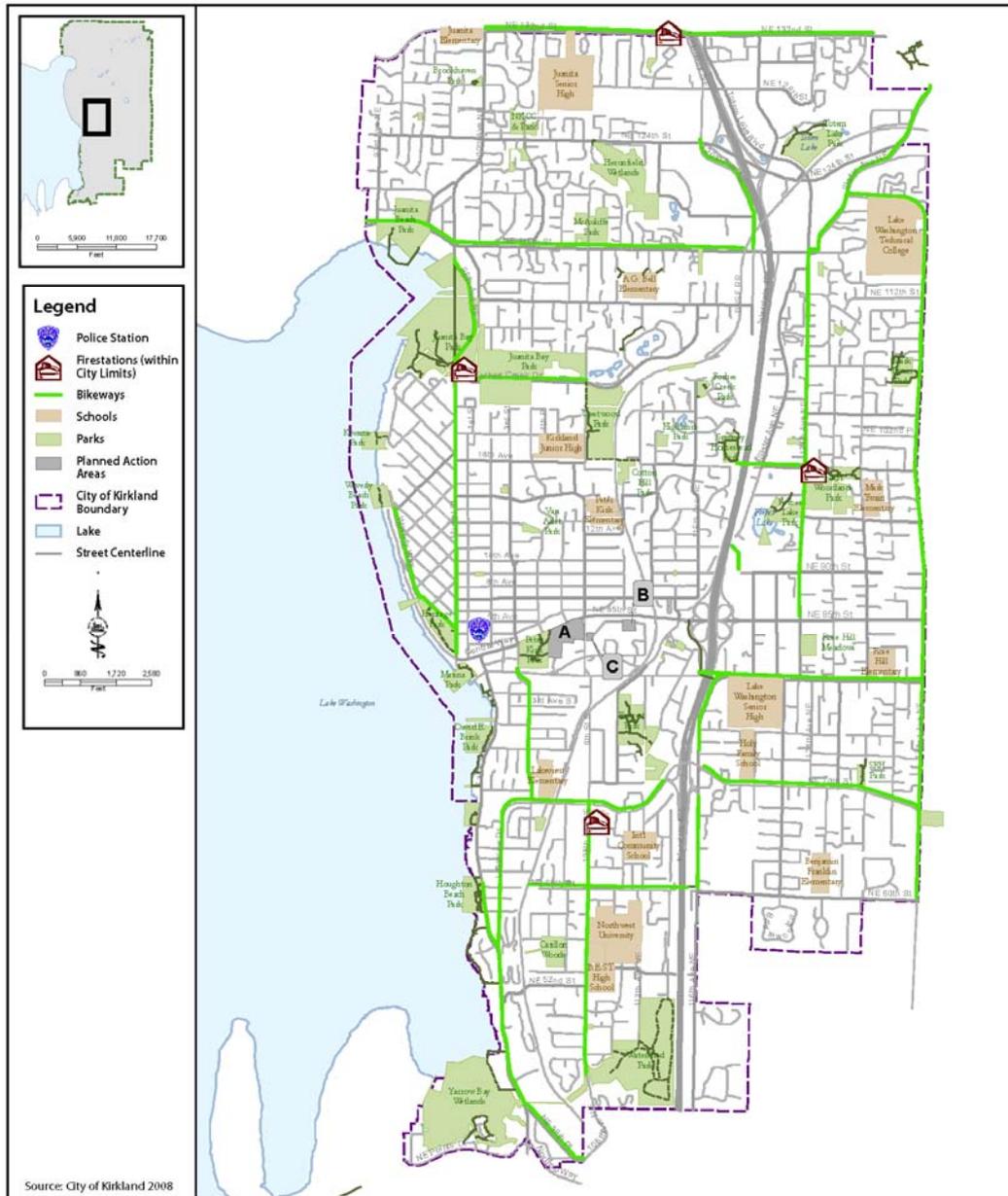


Figure 3.5-1
Citywide Facilities

Police and Fire

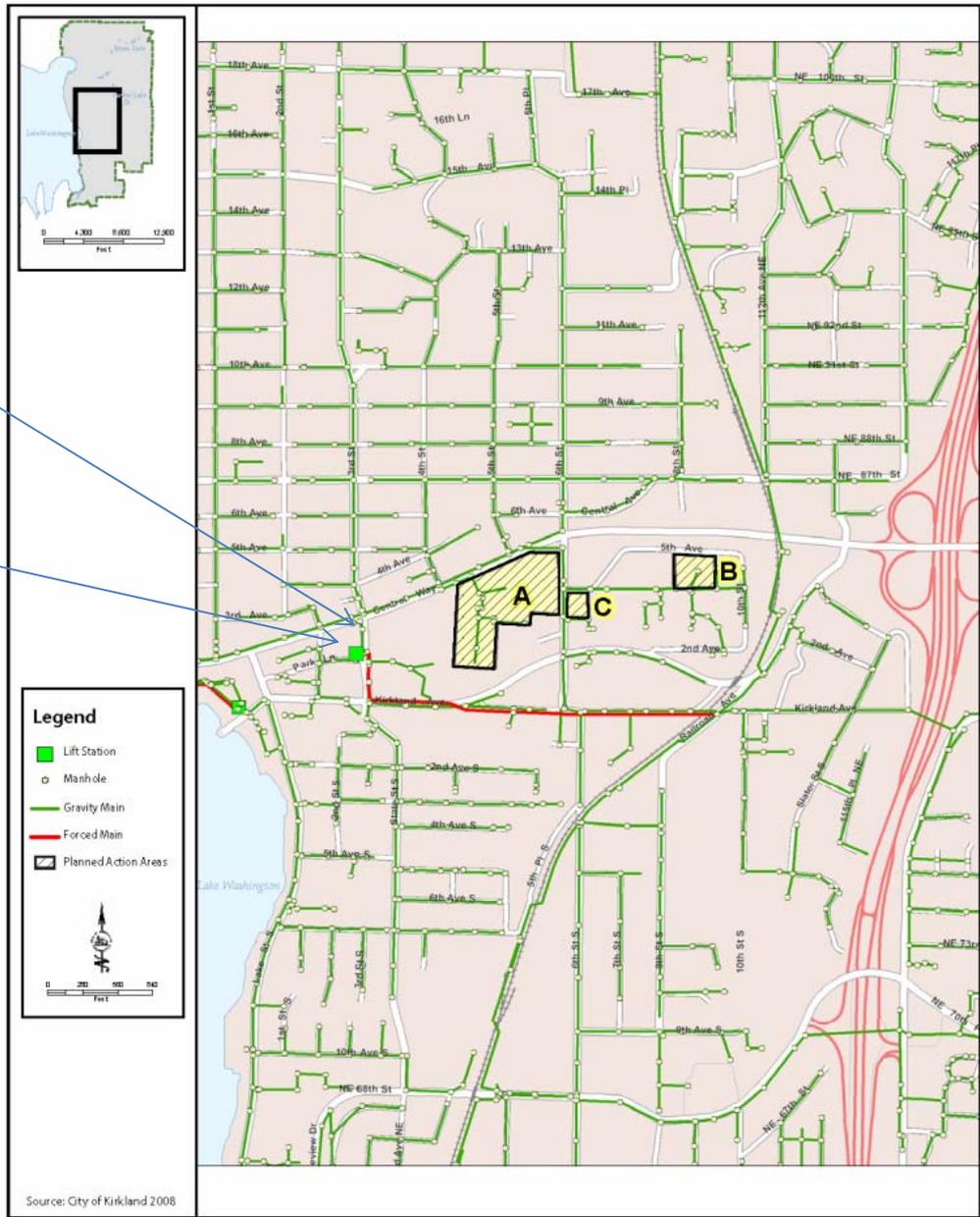
Service Type	No Action compared to Existing Conditions	Proposed Action compared to Existing Conditions
Police	+1.6 police officers	+3.1 police officers
Firefighters	+0 firefighters	+8 firefighters *
Emergency Medical Services	+0 EMS firefighters	+ 4 EMS firefighters *

* This represents the number of new staff needed in order to provide full coverage (24 hours/7 days) for firefighter and EMS positions under Proposed Action.

Sewer Infrastructure

Area where surcharging occurs

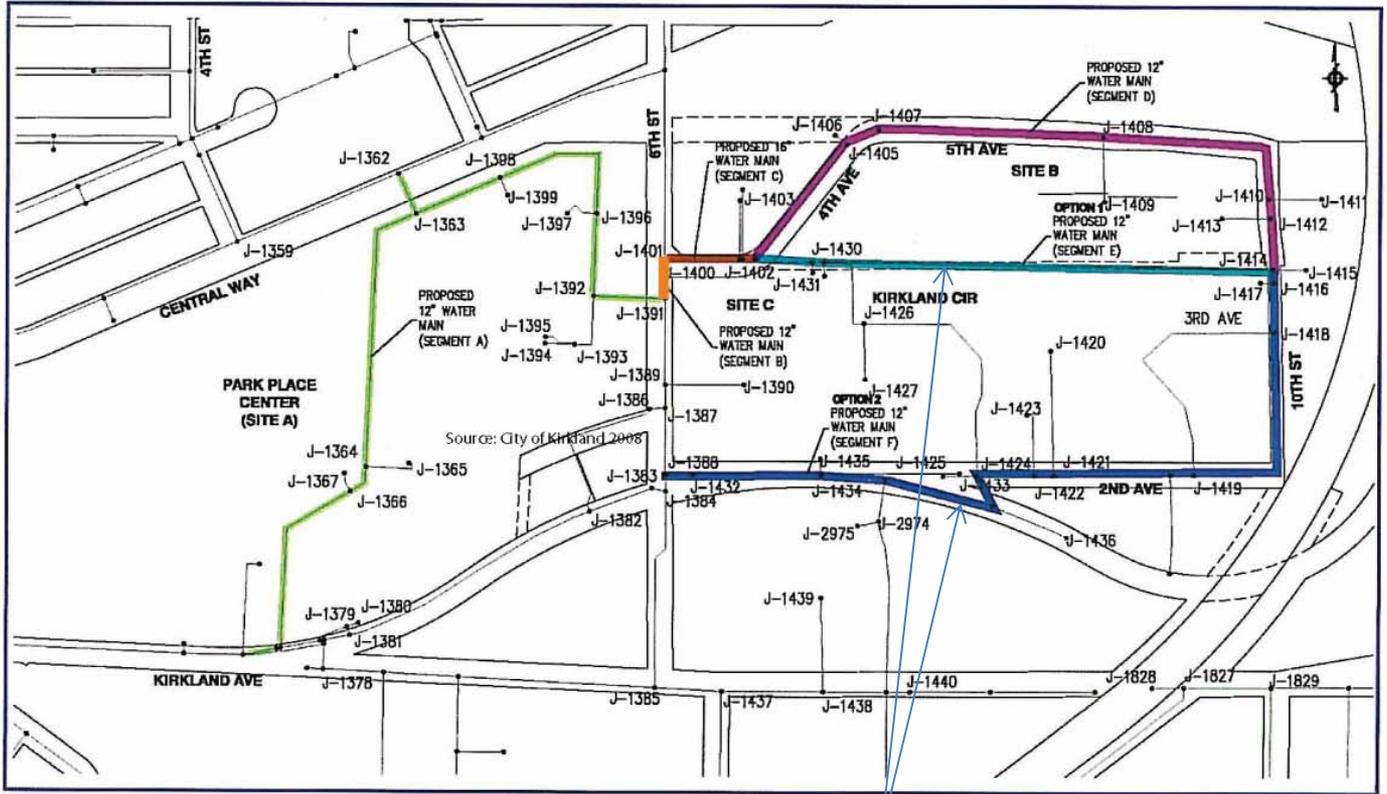
Lift Station



Source: City of Kirkland 2008

Figure 3.6-3
Sewer Infrastructure

Proposed Water System Improvements



Legend

Proposed Project Mitigation Measures

- Segment A: 12" Water Main
- Segment B: 12" Water Main
- Segment C: 16" Water Main
- Segment D: 12" Water Main
- Segment E: 12" Water Main
- Segment F: 12" Water Main

Source: City of Kirkland 2008

Construct either Segment E or F

Source: City of Kirkland 2008

Transportation Analysis

- Traffic Impacts
 - Traffic Impact Analysis (TIA) Guidelines – 2014
 - Concurrency Guidelines – 2014 and 2022
- Parking
- Transit
- Non-Motorized
- Greenhouse Gas Emissions

Traffic Analysis Background

DEIS Used Three Impact Measures

- Six Year Concurrency Test – Measures compliance with adopted LOS in 2014
- SEPA Traffic Impact Guidelines – Impacts based on proportion of traffic at impacted intersections contributed by project
- 2022 “Concurrency” – Measures impacts at horizon year of comprehensive plan

Traffic Analysis Background

How does LOS Work?

- Based on desired land use and affordable/ acceptable transportation network
- Average LOS established for “system” intersections in four sub areas
- LOS declines from present to 2022
- 2022 sub area LOS varies from 1.1 to .92
- Maximum individual intersection LOS = 1.4

Traffic Analysis Background

How was 2022 Land Use Established

- Citywide, 2022 land use = growth targets
- Sites with growth capacity determined (vacant & redevelopable sites)
- Overall capacity determined: > than targets land use
- Growth allocated to all sites with capacity proportionately only to extent needed to accommodate targets

Traffic Analysis Background

Build out
Capacity
Target
Existing

Land Use Assumptions

- Outside of planned action areas
 - Consistent with land use defined in Comp Plan
 - Reflects regional traffic growth unrelated to project
 - Same for No Action and Proposed Action
- Inside of planned action areas
 - No Action – reflects increases that could be allowed under existing zoning
 - Proposed Action – reflects build-out of proposals

Traffic Projections

- PM peak hour projections
 - derived using BKR model
 - 2014 and 2022
- AM peak hour projections
 - derived using traffic counts, traffic growth rates, modeled traffic distributions
 - 2014 only

Traffic Impact Thresholds

- TIA Guidelines
 - Level of Service (LOS) analyzed – LOS A through F
 - Impact identified:
 - If LOS E, project traffic > 15% of total traffic
 - If LOS F, project traffic > 5% of total traffic
 - Analysis completed for 2014, AM and PM peaks

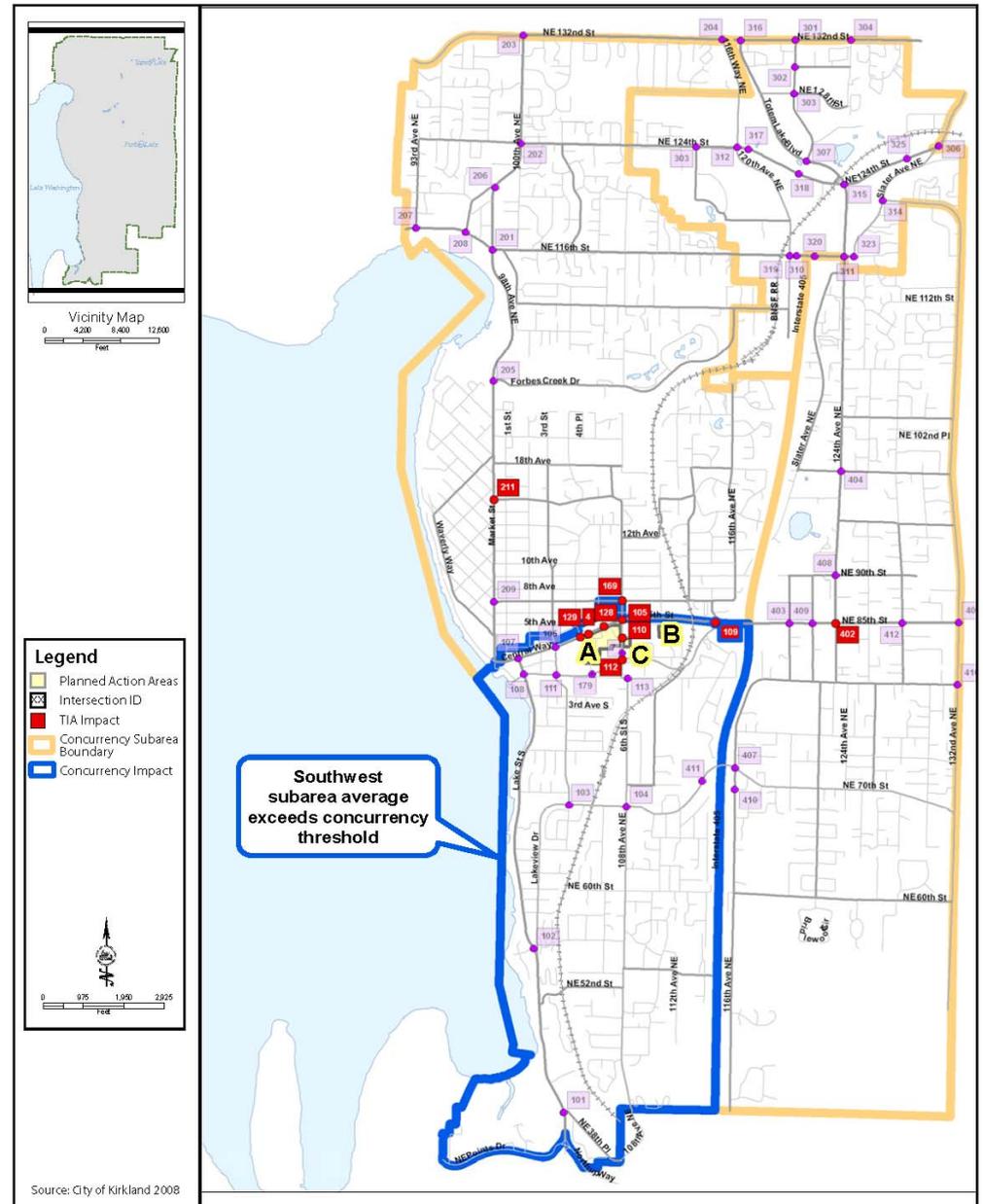
Traffic Impact Thresholds

- Concurrency Guidelines
 - Volume to Capacity ratio (V/C) analyzed
 - Impact identified:
 - If individual intersection $V/C > 1.40$
 - If subarea average $>$ threshold adopted for analysis year
 - Analysis completed for 2014 and 2022, PM peaks

Roadway Impacts 2014 Proposed Action

TIA Guidelines:
10 intersections fail

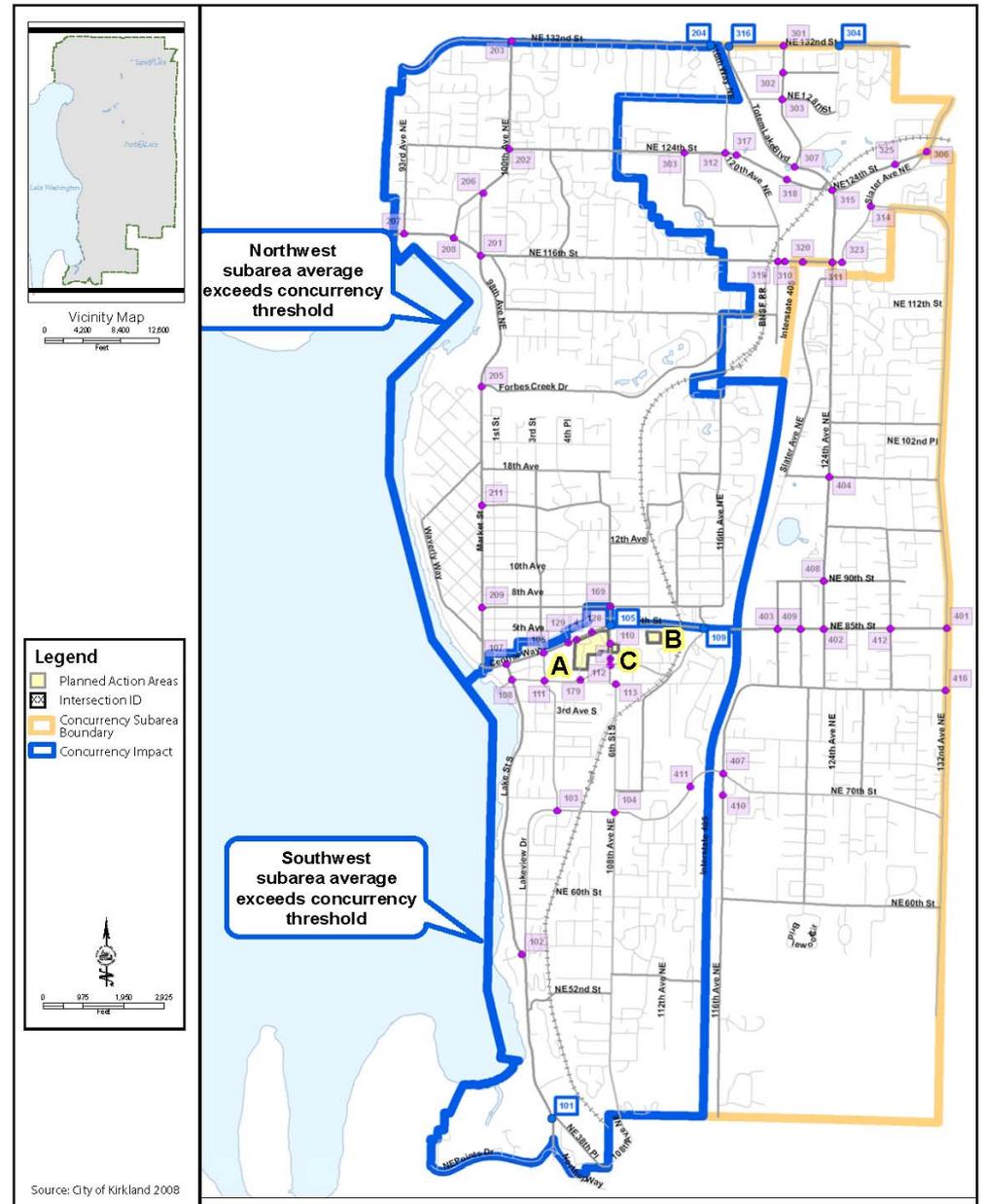
Concurrency Guidelines:
1 intersection fails
Southwest subarea fails



Roadway Impacts 2022 Proposed Action

Concurrency Guidelines:
6 intersections fail

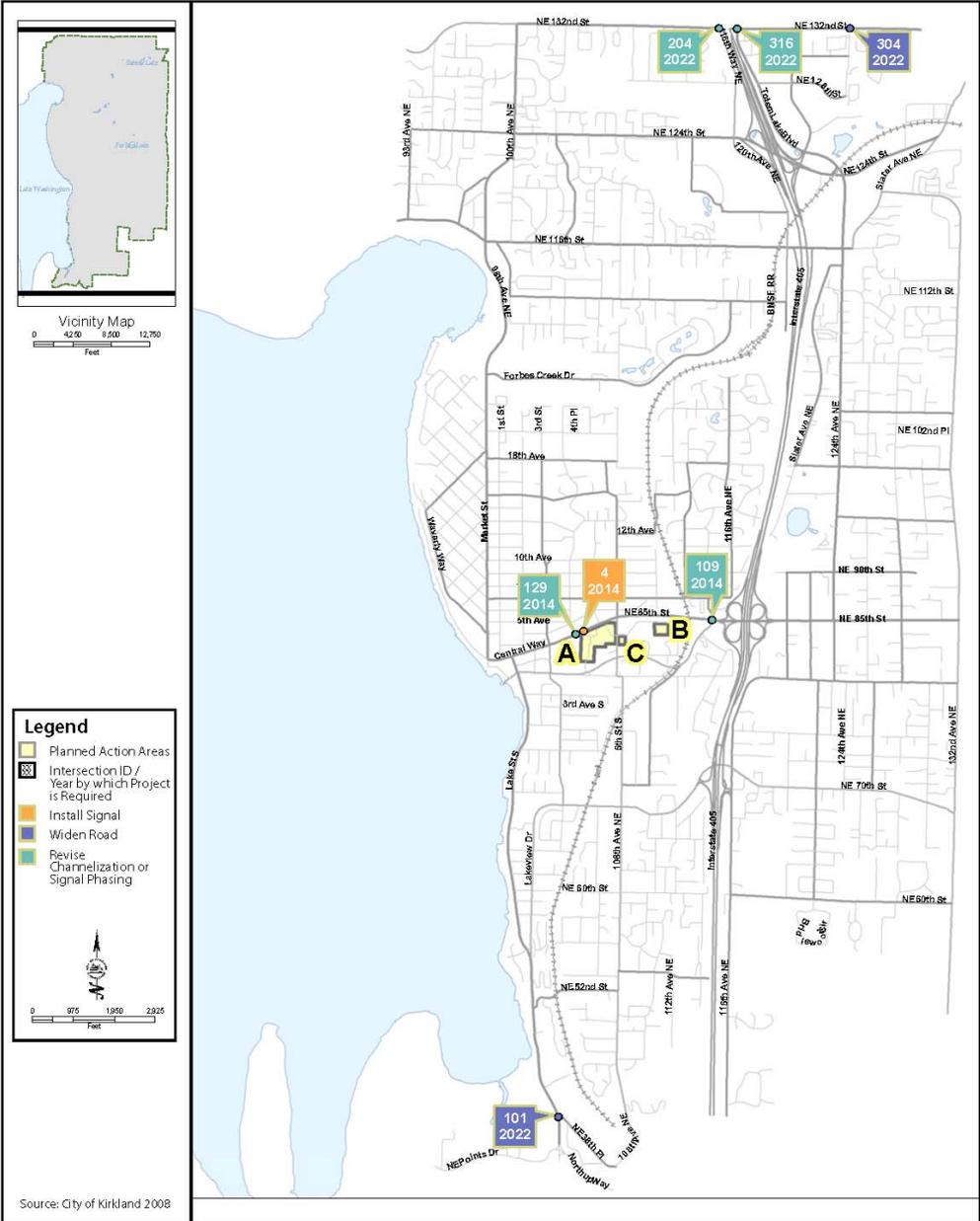
Southwest subarea fails
Northwest subarea fails



Roadway Improvements No Action

By 2014:
Mitigation needed at 3 locations

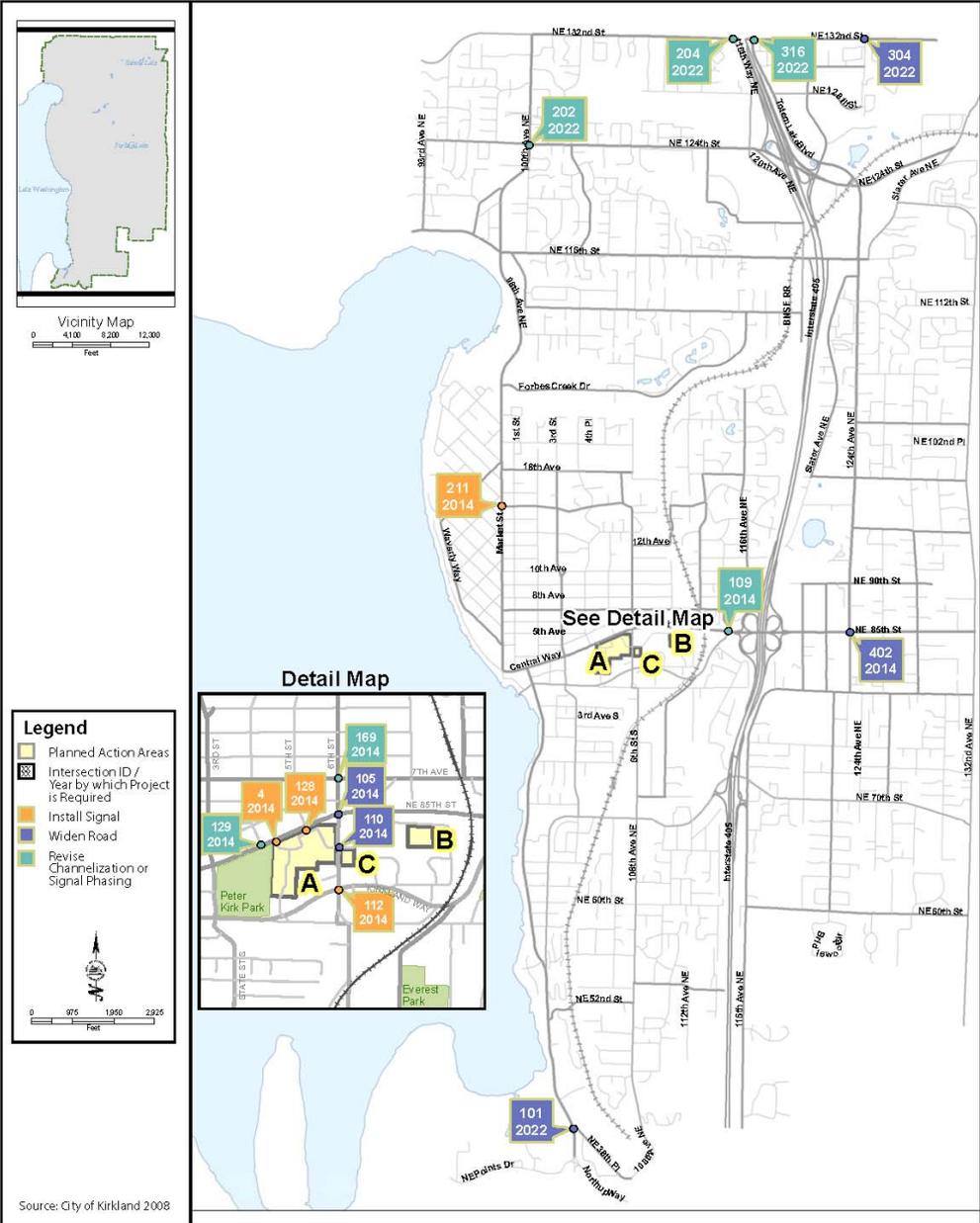
By 2022:
Mitigation needed at 4 additional
locations



Roadway Improvements Proposed Action

By 2014:
Mitigation needed at 10 locations

By 2022:
Mitigation needed at 5 additional
locations



Traffic Impacts and Mitigation

	2014	2022
No Action	Impacts at 3 intersections	Impacts at 4 additional intersections Southwest and Northwest subareas fail concurrency
Mitigation	3 projects Est. Cost \$764,000	4 projects Est. Cost \$6,391,000 ¹
Proposed Action	Impacts at 10 intersections Southwest subarea fails concurrency	Impacts at 4 additional intersections (same locations as No Action) Southwest and Northwest subareas fail concurrency
Mitigation	10 projects Est. Cost \$7,058,000	5 projects Est. Cost \$6,391,000 ^{1,2}

1. Includes two planned WSDOT projects – no cost to City assumed
2. Includes revised signal phasing at 100th Ave NE/NE 124th St – no cost to City

Parking Impacts

- Area B (Orni) and Area C (Altom)
 - proposals assume parking supply will be consistent with zoning requirements
- Area A (Parkplace)
 - Zoning would require ~5,100 spaces
 - 3,500 spaced proposed

Parking Mitigation

- Area A (Parkplace) proposal includes 'shared parking' analysis
 - Transportation Demand Management plan
 - reduce overall vehicle demand related to commutes
 - Internal and Multi-Stop Trips
 - mixed use results in increased trips internal to site, that would otherwise
 - Parking demand by day, or time of day
 - Different uses have peak demands at different times
 - Allows parking supply to be shared

Parking Mitigation

- Recommended measures
 - Transportation Demand Management (Transportation Management Plan)
 - Parking Management Plan (includes monitoring)
- Other potential measures
 - Permitted parking in surrounding neighborhood
 - Policy measures – refine LOS or concurrency standards
 - Land use measures – reduce allowed development at certain locations

Other Potential Impacts

- Transit and Non-Motorized
 - Proposed Action most supportive of City policies
 - No Action more supportive than existing
 - No mitigation required
- Greenhouse Gas (GHG) Emissions
 - Increased vehicle miles traveled resulting from proposals would increase GHG emissions
 - Trip reduction measures would also serve to reduce GHG