



## MEMORANDUM

**Date:** October 16, 2014

**To:** Houghton Community Council

**From:** Teresa Swan, Senior Planner  
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This memo addresses the following Comprehensive Plan Update topics: File No. CAM13-00465, #6

- Transportation
- Public Services
- Utilities Element
- Community Character Element
- General Element
- EIS Growth Alternatives

### **I. RECOMMENDATION**

- Review the Planning Commission's recommended changes to the goals and policies of the new Transportation Element, and the entire chapters for Public Services, Utilities, Community Character and General Elements. Provide comments to staff.
- Review the Growth Alternatives for the Environmental Impact Statement (EIS)

### **II. REVIEW OF ELEMENT CHAPTERS**

On September 22, 2014, the Houghton Community Council reviewed draft changes to the following citywide chapter elements and provided comments:

- Land Use Element
- Housing Element
- Economic Development Element

This memo addresses revisions to the following element:

- A. Transportation Element (general goals and policies now and revisions to level of service standards, concurrency and 20-year project list later)
- B. Public Services Element
- C. Utilities Element
- D. Community Character Element
- E. General Element

As part of review of the 14 Element Chapters, the Planning Commission must consider the requirements of the [GMA Comprehensive Plan Update](#) for consistency with:

- The State Department of Commerce’s [Comprehensive Checklist](#) for GMA statutory requirements adopted since 2003;
- Puget Sound Regional Council’s [Vision 2040](#) and [Transportation 2040](#); and
- King County 2012 [Countywide Planning Policies](#).

The Planning Commission is also considering the comments from the 2035 Visioning Conversations, the [City Council Goals](#), [Smart Growth Principles](#) and [Sustainable Principles](#), and other planning principles as part of their consideration of changes to the element chapters. In addition, the latest annexation area will be considered in review of the existing and new policies.

Below is a table with the purpose of each chapter and a summary of the key changes for each of the elements:

Summary of 2035 Kirkland Comprehensive Plan Update

Comprehensive Plan Element Chapter	Purpose of Chapter and Summary of Draft Revisions (key revisions are bolded)
<b>Revisions Common to all Chapters</b>	Updated text to reflect 2035 planning horizon, new information and minor editorial changes to provide clarity and reduce length of the Plan. Similar or redundant goals are combined. Reorganization of some sections is done for better flow of ideas.
<b>Transportation</b>	<p>New chapter addresses safe, accessible, well maintained and fully connected alternatives for getting people where they need to go via by foot, bike, transit or car. The concept is based on supporting and linking to the land use plan. Level of Service Standard will be based on the combination of the 20-year land use and transportation network rather than aspiring to certain standard of performances. Concurrency system will be simplified based on multimodal approach and realistic transportation network.</p> <p>New chapter is based on the new <a href="#">Transportation Master Plan</a> that contains a <b>hierarchy of modes</b> – walking, biking, transit and motor vehicles to ensure that each group of users is considered in the transportation planning process. New goals on <b>walking</b> as a safe and comfortable network that is a first choice for many trips and <b>biking</b> to have safe, nearby, easy to use and popular interconnected facilities (T-1 and T-2). New goal on <b>public transportation</b> to support and promote a viable and realistic system (T-3). New goal on <b>motor vehicles</b> to have efficient and safe vehicular circulation recognizing congestion</p>

	<p>during parts of most days (T-4). New goal on supporting <b>land use</b> through transportation system to (T-5). New goal on <b>sustainable approach</b> that provides mobility with reasonably assured financing and minimal environmental impacts (Goal T-6). New goal on being <b>active partner</b> at regional and level to help meet goals (Goal T-7). New goal on <b>measuring</b> and reporting on progress toward meeting goals (Goal T-8).</p>
<p><b>Utilities</b></p>	<p>Chapter addresses City and non-city managed water, sewer, surface water, natural gas, electricity, telecommunications and hazardous liquid pipelines. Chapter supports provision of adequate utilities to serve development at adopted level of service, balance regional need with environmental and aesthetic impact, respond to demand to be connected via telecommunication technologies, and stresses importance of efficiency, renewable energy and conservation to accommodate demand and reduce carbon emissions.</p> <p>Revisions add new Energy Goal U-7 and new and revised Policies addressing <b>Energy, Climate Change and Water reuse and reclamation</b> (New Policies U-1.6, U-2.1, U-3.6 and U-7.1 through U-7.5,). Adds new policies addressing <b>Surface Water Master Plan</b> (Policies U-4.1, U-4.10 through U-4.12, and U-4.16 through U-4.18). Adds new and revised Telecommunication policies. Adds new policy addressing consolidation of special districts. Adds new policy on committing resources for utilities to economically disadvantaged populations to address historic disparity in income and employment opportunities per Countywide Planning Policies (U-1.7).</p>
<p><b>Public Services</b></p>	<p>Chapter addresses City and non-city managed fire and emergency medical services, police protection, solid waste collection and transfer, schools and libraries. Chapter supports provision of adequate public services to serve development, correct deficiencies and ensure community connection and a high quality of life.</p> <p>Revisions refine existing goal to include emergency management and adds new policies on <b>emergency management</b> addressing disaster readiness, response and recovery (Goal PS-1, Policies PS-1.5, PS-1.6, PS-1.7). Adds text in support of existing policy encouraging salvaging and reuse of building materials. Revises <b>solid waste policy</b> to ensure closure date of <b>Houghton Transfer Station</b> by 2021 in coordination with King County (Policy PS- 2.3); Adds new policies on <b>schools</b> (Policies PS-3.4, PS-3.5). Adds new policy on committing resources for public services to economically disadvantaged populations to address historic disparity in income and employment opportunities per Countywide Planning Policies (PS-3.6). Adds new policy on providing equal access to public services and facilities for people with disabilities (PS-3.7)</p>
<p><b>Community Character</b></p>	<p>Chapter promotes a sense of community, aesthetic quality that the built and natural environment provides, preservation and enhancement of historic identity, and accommodating the changing needs of population.</p> <p>Revisions add a policy related to the <b>Cross Kirkland Corridor/Eastside Rail Corridor</b> (CC-1.7) as an opportunity for open space, art, events, and</p>

	cultural activities. Text changes add reference to the Kirkland Arts Center as an arts resource, support enforcement of adverse impacts of outdoor storage of large vehicles, boats, junk etc. in residential neighborhoods, and clarification that gated developments are discouraged rather than prohibited.
<b>General</b>	<p>Chapter addresses plan applicability and consistency, intergovernmental coordination, citizen participation and plan amendments.</p> <p>Revisions add required new <b>VISION 2040 Regional Planning Statement</b> that shows how Kirkland addresses the multicounty planning policies and conforms to the planning requirements in the Growth Management Act and the Countywide policies. Adds text to clarify that the Plan is the basis of the development regulations but is <b>not a regulatory document</b> itself. New web based techniques for public participation are included. Revised discussion about <b>updating neighborhood plans</b> when needed and when possible given the Planning Departments work program.</p>

**A. Revisions to the Transportation Element** (see Attachment 1)

The existing Transportation Element will be replaced with a new chapter based on the goals and policies and approach to level of service and concurrency established in the new [Transportation Master Plan](#). Attachment 1 is the preliminary draft Transportation Master Plan (TMP) containing goals and policies along with actions. A summary of the new goals are highlighted in the above table.

The document will be reformatted for the new Transportation Element and the **action sections** under each goal and policy will not be included. Action measures are included in functional plans, such as the TMP, but not the general guidance document of the Comprehensive Plan. The action sections are left in for now to give you an idea of the implementation direction of each of the goals and policies.

Review of the new Transportation Element will be done in two phases: goals and policies now and then the remaining portion in early 2015. Remaining components will be added to the draft TMP and Transportation Element over the coming months, including a 20-year project list, new level of service standards and concurrency system, and maps and graphics. **The final draft of the element will be brought back to the Houghton Community Council when it is completed.**

The Planning Commission completed its first review of the preliminary draft element on [September 25, 2014](#).

The new draft **transportation concept** is based on the four principles founded on the City Council goals:

- Move People
- Link to Land Use
- Be Sustainable
- Be an Active Partner

The new concept also reflects the themes in the revised Vision Statement and Guiding Principles of livable, sustainable and connected.

The new goals and policies are organized around the four modes, land use, sustainability, active partners and transportation measurements. The table below shows the proposed and existing goals as a comparison:

Proposed Goals (developed for the TMP)	Existing Goals
<ul style="list-style-type: none"> <li>• <b>Goal T-1 Walking</b> - Form a safe network of sidewalks, trails and crosswalks where walking is comfortable and the first choice for many trips.</li> <li>• <b>Goal T-2 Biking</b> – Interconnect bicycle facilities that are safe, nearby, easy to use and popular for people of all ages and abilities.</li> <li>• <b>Goal T-3 Public Transportation</b> - Support and promote a transit system that is viable and realistic for many trips.</li> <li>• <b>Goal T-4 Motor Vehicles</b> - Efficiently and safely provide for vehicular circulation recognizing congestion is present during parts of most days.</li> <li>• <b>Goal T-5 Link to Land Use</b> - Create a transportation system that supports the land use plan.</li> <li>• <b>Goal T-6 Be Sustainable</b> – As the transportation system is planned, built and maintained, provide mobility for all using reasonably assured revenue sources while minimizing environmental impacts.</li> <li>• <b>Goal T-7 Be an Active Partner</b> - Coordinate with a broad range of groups to help meet Kirkland’s transportation goals.</li> <li>• <b>Goal T-8 Transportation Measurement</b> - Measure and report on progress toward achieving goals and actions.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Goal T-1:</b> Establish a transportation system that <b>supports Kirkland’s land use plan.</b></li> <li>• <b>Goal T-2:</b> Develop a system of <b>pedestrian and bicycle</b> routes that forms an interconnected network between local and regional destinations.</li> <li>• <b>Goal T-3:</b> Work to establish and promote a <b>transit and ridesharing</b> system that provides viable alternatives to the single-occupant vehicle.</li> <li>• <b>Goal T-4:</b> Establish and maintain a roadway network which will efficiently and safely provide for <b>vehicular circulation.</b></li> <li>• <b>Goal T-5:</b> Establish <b>level of service</b> standards that encourage development of a <b>multimodal</b> transportation system.</li> <li>• <b>Goal T-6:</b> Design transportation facilities that reflect <b>neighborhood character.</b></li> <li>• <b>Goal T-7: Balance</b> overall public capital <b>expenditures and revenues</b> for transportation.</li> <li>• <b>Goal T-8:</b> Actively work to identify, review, and resolve <b>inter-jurisdictional transportation concerns</b> affecting Kirkland</li> </ul>

Below is a summary of the **GMA (state), PSRC (regional) and Countywide (local) policies** that must be addressed in the element chapter.

- Climate change for developing and implementing transportation modes and technologies that are energy efficient and improve system performance
- Funding priorities to support transportation and other infrastructure needs for the Totem Lake Urban Center

- Energy efficiency and renewable energy
- Prevention and recovery strategies for disasters
- Preventing and minimizing negative effects to low-income, minority and special needs populations
- Strengthen policy on air quality to be consistent with WAC 365-196-430(2)c iii(1)
- Freight routes

## **B. Revisions to the Public Services Element** (see Attachments 2 and 3)

The Planning Commission completed its review of the element on [October 9, 2014](#). Below is a summary of the state, regional and local requirements and key issues:

The existing plan is generally consistent with **GMA, PSRC, and County-wide Planning Policies** requirements. The **Countywide Planning Policies** (CPPs) that were updated in 2012 include a social equity policy that is incorporated into the update, but that does not require significant changes to the City's public services goals or policies.

While it captures the livable, sustainable, and connected themes of the **Draft Vision Statement and Guiding Principles** for the most part, the update strengthens policies supporting the guiding principles of a livable and connected community. The Public Services Concept is revised to address these themes by stating that this element ensures a sense of community and high quality of life along with the provision of adequate public services to support development and correct deficiencies.

The update adds a new section on **Emergency Management** addressing disaster readiness, response and recovery. The City recently hired an Emergency Manager, Dr. Pattijean Hooper, who provided the policies for this section. The addition of these policies articulates the role the Office of Emergency Management plays in partnering with the entire community to provide useful and universally accessible means of readiness, response, and recovery to all-hazards. Policies address City employee training, community involvement, and coordination with other governmental partners (Policies PS-1.5, PS-1.6, and PS-1.7). The Whole Community approach supports and strengthens the draft Vision and Guiding Principle for community involvement in government.

The update revises the target for closure of the **Houghton Solid Waste Transfer Station** from 2017 to 2021 (Policy PS-2.3), predicated on whether demand management strategies are successful or a new NE Transfer Station is constructed. The next update of the Solid Waste Management Comprehensive Plan, scheduled for adoption in by King County by 2016, with subsequent approval by Kirkland and 36 other cities, may further revise the closure date.

The current Element has a goal to "Maintain the quality of life in Kirkland through the planned provision of regional services in coordination with other public service providers." The following policies are added or existing policies strengthened to address this goal.

- To address the Countywide Planning Policy EC-13 a new **social equity** policy PS-3.6 is added. It commits resources for equal access to public services and infrastructure for those economically disadvantaged populations who have experienced historic disparity in income and employment opportunities. This new policy will influence both the City (i.e. emergency management, fire and police, garbage) and non-city managed public service providers (i.e. school district and library system) to target areas where

deficiencies exist. It supports the draft Vision to be fair and inclusive and the Guiding Principle for a socially sustainable city.

- The update adds the policy basis to meet the requirements of the federally mandated American with Disabilities Act (ADA). Policy PS-3.7 is added to ensure public services and facilities are accessible to people with disabilities. As with transportation facilities, these **disabled access** requirements have implications on retrofits to and new construction of public service infrastructure and program delivery. The City is currently drafting an ADA Transition Plan which will address the status of the City's facilities and programs for ADA compliance. Once existing conditions are inventoried, the City will be in the position to consider improvements to bring them into compliance. Similar to Policy PS-3.6, this new policy also supports the draft Vision and Guiding Principles for a socially sustainable community that fulfill the basic needs of all people without regard to income, age, race, gender or ability.
- Existing policies addressing Kirkland's **relationship with the Lake Washington School District** are strengthened and new ones are added. These support the Growth Management Act, address public comments, and are highlighted in the draft Vision and Guiding Principles for a livable and connected community. New policies articulate the City's role in supporting LWSD meeting its level of service by charging school impact fees (Policy PS-3.4) and coordinating with the school district on planning, siting and development of facilities, exploring opportunities for sharing and maintaining joint use facilities and sharing information and data on demographics and the City's growth projections (Policy PS-3.5).

### C. Revisions to the Utilities Element (see Attachments 4 and 5)

The Planning Commission completed its review of the element on [October 9, 2014](#). Below is a summary of the state, regional and local requirements, key issues and proposed changes:

Those **PSRC Vision 2040 Policies** (MMP's) and **County-wide Planning Policies** (CPP's) that require attention in this update address efficiency, alternative energy, the importance of recycling and conservation, and elevate the significance of climate change. The current version of this element does not explicitly address the impacts of climate change on utility resources such as water and energy and do not mention alternative energy. The list of the MMP's and CPP's driving these revisions are on Page 4 of the [August 28, 2014](#) Planning Commission packet. The update adds a new Energy Goal U-7 and new and revised policies addressing **energy, climate change and water reuse and reclamation** (New Policies U-1.6 and U-7 through U-7.3 and U-7.5, U-2.1, and U-3.6).

While the current version of the Utility Element captures the livable, sustainable, and connected themes of the draft **Vision Statement and Guiding Principles** for the most part, the update strengthens policies supporting the guiding principles of a sustainable and connected community. The sustainable theme is strengthened by adding text that identifies renewable energy as an additional cost effective means of accommodating growing demand for services and reducing carbon emissions. The "connecting the City theme" is incorporated into the Utility Concept with a focus on telecommunications.

The current Utility Element has a goal to “Maintain the quality of life in Kirkland through the planned provision of public and private utilities”. A new **social equity** policy is added as mandated by Countywide Planning Policy CPP-EC-13. It commits resources for utilities to the underserved and economically disadvantaged.

The update incorporates the new 2014 Surface Water Master Plan policies (Policies U-4.1, U-4.10 through U-4.12, and U-4.16 through U-4.18) and addresses public surface water concerns.

#### **D. Revisions to the Community Character Element** (see Attachments 6 and 7)

The Planning Commission completed its review of the element on [October 9, 2014](#). Below is a summary of the state, regional and local requirements and key issues discussed with the update.

Under the Growth Management Act, the Community Character is an **optional element** to include in a Comprehensive Plan. The Puget Sound Regional Council Policies (PSRC) related to community character promote preservation of historic, visual and cultural resources (MPP-DP-34) and the importance that design of public buildings contributes to a sense of community (MPP-DP-38).

The King County Countywide Policies encourage cities to develop plans and design processes that promote infill development, redevelopment and reuse of existing buildings to enhance community character and a mix of uses (DP-39). These policies also encourage the City to adopt design standards or guidelines that foster infill development compatible with the existing or desired urban character (DP-44) and to promote high quality of design and site planning in public-funded and private development (DP-40). Overall our Community Character Element is consistent with these county and regional policies.

The existing Element provides policy guidance related to **four key goals**:

- **Supports Kirkland’s Sense of Community** to create a strong social fabric with involved citizens, providing places and events where people can gather, promotes public art, civic identity and cultural activities.
- **Promotes preservation and enhancement of historic resources**, landmarks, buildings, sites and objects and lists the ones on the National and State Registrar’s of Historic Places and designated by the City. This list is a resource used during the SEPA review process.
- **Accommodate and monitor change** to ensure that Kirkland’s policies are proactive in addressing changing needs of the population as the city grows. Such as monitoring quality of life indicators, demographic and other data.
- **Strengthen Kirkland’s Built and Natural Environment** to acknowledge the role the physical environment plays in creating a community, individual neighborhoods, and public spaces. Such topics include the importance of establishing urban design principles that cover quality design for institutional and

community facilities, protection of public and scenic views, preservation of natural landforms, neighborhood identity, public and commercial signs, minimizing impacts from noise, lighting, glare and odor and support for home occupations and multimodal transportation options.

See table above for summary of changes. The revised Element maintains the same key goals with **one new policy related to the Cross Kirkland Corridor/Eastside Rail Corridor** (CC-1.7) as an opportunity for open space, art, events, and cultural activities. **Two policies were deleted** related to supporting home occupations appropriate to residential neighborhoods (old CC-4.4) because a similar policy is in the Economic Development Element and Policy CC-4.12 related to encouraging multi-modal transportation because it will be added to the Transportation Element.

**Minor text changes** were made to change churches to faith based organizations; change the name of the Cultural Arts Commission; and revise references to the Kirkland Arts Center, to the growth of the city as a result of the 2011 annexation, and to regulations in the Zoning Code Chapter 115 related to enforcement of adverse impacts of outdoor storage of large vehicles, boats, junk etc. in residential neighborhoods. Policy CC-4.2 regarding gated developments changed the word *prohibit* to *discourage* because there are no regulations to enforce prohibition of gated developments. In Policy CC-1.4 text was deleted referencing a code amendment to the Planned Unit Development Criteria to include public art as a project benefit and will be added to the Implementation Strategies and code amendment list maintained by staff.

#### **E. Revisions to the General Element** (see Attachments 8 and 9)

Chapter addresses plan applicability and consistency, intergovernmental coordination, citizen participation, and plan amendments.

The Planning Commission completed its review of the chapter on [August 14, 2014](#).

The City is required to add a new section called "VISION 2040 Regional Planning Statement" that states that the updated Comprehensive Plan addresses the multicounty planning policies and conforms to the Growth Management Act. The remaining changes are clarifications, consolidation of policies and minor edits. See the above table for the summary of changes.

### **III. EIS GROWTH ALTERNATIVES** (see Attachment 10)

An Environmental Impact Statement (EIS), an informational document to inform decision making, is being prepared for the Comprehensive Plan Update parallel to the Plan Update process. The EIS will evaluate proposed changes to the Plan and development regulations, and three growth alternatives as required by state law. It will identify any potential significant impacts that could occur for each of the alternatives. The three growth alternatives to be studied are:

- 1) Existing planned land use plan reflected in the Comprehensive Plan (This baseline is called the "No Action");

- 2) Focus growth primarily in mixed use centers (Totem Lake and Downtown); and
- 3) Slightly less housing and employment in Totem Lake, more housing and less employment growth to Downtown, and more housing in neighborhood centers and industrial areas.

The same amount of growth in housing units and jobs will be studied, but the dispersion of the growth will be different. Alternatives 2 and 3 reflect the Citizen Amendment Requests to be studied, issues concerning the industrial areas that was part of the original scope of the Plan Update and the pending changes in development plans for Park Place.

The EIS will also assess the impacts of each of the Citizen Amendment Requests (CAR's). There are no CARs within the Houghton Community Council's jurisdiction.

Opportunities for public comment will be available once the Draft EIS is issued in the spring of 2015. A final EIS responding to comments on the Draft EIS will be issued early next summer in 2015.

A "Planned Action" EIS will be prepared for the Totem Lake Business District. The benefit of this more detailed environmental assessment is that it may make the development process simpler within the area and will provide a comprehensive analysis of needed mitigating measures.

The Planning Commission reviewed the EIS growth alternatives on [August 14, 2014](#).

#### **IV. NEIGHBORHOOD PLAN UPDATE PROCESS**

Staff is in the process of making draft revisions to the neighborhood plans to incorporate comments from the past neighborhood meetings earlier this year, reflect existing conditions, and update information and maps. The revisions are being presented to the neighborhood associations for comments. The neighborhood comments are then incorporated into the draft revisions, and reviewed by the Planning Commission and the Houghton Community Council where applicable. Attachment 11 shows the neighborhood plan update review process.

#### **V. OPEN HOUSE**

On Wednesday November 12<sup>th</sup> the City will be hosting an open house to present updates on the City's plans, including the Comprehensive Plan. The open house will be held at City Hall from 5pm to 7pm. The Houghton Community Council is invited to attend.

#### Attachments:

1. Transportation Element (new chapter so in draft only with no edits)
2. Public Services Element (draft form – revisions shown)
3. Public Services Element (final form – revisions accepted)
4. Utilities Element (draft form – revisions shown)
5. Utilities Element (final form – revisions accepted)
6. Community Character Element (draft form – revisions shown)
7. Community Character Element (final form – revisions accepted)
8. General Element (draft form – revisions shown)
9. General Element (final form – revisions accepted)

10. EIS Growth Alternative Summary
11. Neighborhood Plan Update Process



# PRELIMINARY DRAFT TRANSPORTATION MASTER PLAN

Goals and Policies version 2.0

City Council Study Session October 21, 2014 meeting

*October 9, 2014*

A

Inside of front cover

Transportation Master Plan draft ver 2.0 City Council meeting October 21, 2014.

## 1. Introduction

### Purpose

This Plan has two functions. One is to serve as the Transportation Element of the Comprehensive Plan. This means that it contains certain elements that are required<sup>1</sup> to be in the City's Comprehensive Plan and is presented in a Goals and Policies format.

The other purpose is to expand upon the Comprehensive Plan and give more detail, context and background to the goals and policies. For example, Actions are associated with some of the policies and additional background is provided for some topics.

How the Plan is reviewed and what it must do.

The **Puget Sound Regional Council (PSRC)** is our Region's **Metropolitan Planning Organization (MPO)** and therefore has oversight responsibilities for ensuring the Transportation Element of the Comprehensive Plan meets certain requirements. *(DESCRIBE THESE ELEMENTS)*

*Describe Physical layout (working on this)*

### Relation to other elements of the Comprehensive Plan

In keeping with the rest of the Comprehensive Plan, this a 20 year document with a target year of 2035. To ensure consistency across the plan, the assumptions in other elements of the Comprehensive Plan have been used in the **Transportation Master Plan (TMP)**. For example, the land use forecasts from the Land Use element were used to predict traffic volumes.

### Relationship between the Transportation Master Plan and the Capital Improvement Program

Linkage to priorities and projects. The Transportation Master Plan contains a set of projects that will improve the transportation network across several modes. Programming of these projects for funding in future years is accomplished through the [Capital Improvement Program](#). It also includes priorities that are to be used in deciding the order in which projects are funded.

### Multimodal

A main principle of the Master Plan is the need for the transportation system to be multimodal (meaning it supports multiple *modes* of transportation; walking, biking, transit, auto) in nature. Through much of the document, material is organized by four modes, walking, bicycling, transit and auto travel.

### Concurrency

A new concurrency method for Kirkland is described in this plan. The concurrency method is multimodal and measures completion of the transportation network against the realization of new trips (from land use development) to determine if the proper balance exists.

### Level of Service

Fundamentally, **Level of Service (LOS)** for various modes is determined by the extent to which the network for that mode is completed. This stems from the assumption that the 20 year Transportation Network is adequate to support the 20 year land use plan at an acceptable level of service.

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<sup>1</sup> Reference RCW

Transportation Master Plan draft ver 2.0 City Council meeting October 21, 2014.

Public involvement

The Transportation Master Plan has been developed with considerable comment from the public in a variety of settings including workshops and presentations. The Transportation Commission has been instrumental in steering the course of the Plan's development.

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## **2. Existing Conditions**

*(Working on this section)*

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### 3. The Transportation Concept

In 2010, the Transportation Commission proposed, and City Council endorsed four principles for transportation in Kirkland in a document titled Transportation Conversation:

Move People	Support a transportation system and related government and private actions that promote all viable forms of transportation.
Link to Land Use	Ensure consistency between land use and transportation planning and implementation.
Be Sustainable	Support a transportation system that can be sustained over the next 50 years.
Be an Active Partner	Actively build and maintain partnerships locally, regionally and nationally, to further our transportation goals.

These themes serve as the foundation of the Transportation Concept for the City of Kirkland.

Livable, vibrant cities like Kirkland offer safe, accessible, well maintained and fully connected alternatives for getting people where they need to go. Because of their safety and approachability, interconnected walking and biking networks offer everyone options for all kinds of trips. Transit is viewed as a good choice; by focusing frequent service on main streets it is efficient, easy to understand and connects popular destinations. Auto congestion is heavy during some of the day; it has been recognized that it is not desirable or financially feasible to build auto capacity sufficient to remove all congestion, nor is this in keeping with the City's land use plan. Efficient deliveries are prioritized to support economic development.

Land use and transportation visions are inextricably linked. This plan tailors a transportation network to a land use vision and the companion land use plan is based on realistic transportation expectations. Economic development is nurtured through a careful Land Use-Transportation balance. Level of Service is established based on the combination of the 20 year Land Use and Transportation networks rather than aspiring to a certain standard of performance.

Sustainability is a multi-dimensional concept. It refers to transportation practices that value the health of the environment, particularly those that affect air quality, water quality and climate change. It also encompasses fiscal prudence –spending within likely revenue, sound maintenance policies –emphasizing repair of what we have and equitable accessibility for all –considering and removing a range of barriers to the transportation system.

Transit providers and the Washington State Department of Transportation immediately come to mind as important partners in implementing Kirkland's Transportation Plan. In order for the Plan's goals to be fully recognized however, entities such as schools, neighboring cities, regional groups and the private sector must also be actively pursued as partners.

Measurement and reporting of progress toward accomplishing goals, policies and actions is critical to ensuring that the plan is well understood and effective. A revised concurrency system offers a simpler more multimodal approach to balancing land use changes and network development.

With the expressed purpose of moving people, goods, and services, the City's transportation decisions will generally reflect a hierarchy of modes:

1. Walking
2. Biking
3. Transit

Transportation Master Plan draft ver 2.0 City Council meeting October 21, 2014.

#### 4. Motor vehicles

This hierarchy is intended to help ensure that the needs of each group of users is considered in the City's planning process. This approach does not mean that users at the top of the hierarchy will always receive the most beneficial treatment on every street. It is not possible to provide ideal accommodations for every mode in every location. Nor does it mean that certain modes will necessarily receive greater funding. However, when lower hierarchy modes are prioritized above higher priority modes, the underlying reasons for this approach will be shared and the city will make special efforts to provide reasonable alternative accommodations such as parallel routes.

On Juanita Drive, Lake Street, Central Way and other locations, pedestrians use crosswalks that cause motor vehicles to stop and, in this sense, pedestrians have a higher priority than motor vehicles at these locations. There are not currently plans to install bicycle facilities on sections of NE 124<sup>th</sup> Street in Juanita/Totem Lake nor on NE 85<sup>th</sup> Street on Rose Hill. This exemplifies a case where motor vehicle traffic could be said to receive a higher priority than bicycles. Proposed bicycle greenways on streets parallel to NE 85<sup>th</sup> Street on Rose Hill can provide an alternative route.

Transportation Master Plan draft ver 2.0 City Council meeting October 21, 2014.

### **A. GOALS (add page numbers to final version)**

The goals that guide the Transportation Master Plan support the plan vision and are consistent with previous work done by the Transportation Commission. They are also consistent with County wide goals and policies. (NEED FOOTNOTES HERE)

**Goal T-1 Walking** - Form a safe network of sidewalks, trails and crosswalks where walking is comfortable and the first choice for many trips.

**Goal T-2 Biking** – Interconnect bicycle facilities that are safe, nearby, easy to use and popular for people of all ages and abilities.

**Goal T-3 Public Transportation** - Support and promote a transit system that is viable and realistic for many trips.

**Goal T-4 Motor Vehicles** - Efficiently and safely provide for vehicular circulation recognizing congestion is present during parts of most days.

**Goal T-5 Link to Land Use** - Create a transportation system that supports Kirkland's land use plan.

**Goal T-6 Be Sustainable** – As the transportation system is planned, built and maintained, provide mobility for all using reasonably assured revenue sources while minimizing environmental impacts.

**Goal T-7 Be an Active Partner** - Coordinate with a broad range of groups to help meet Kirkland's transportation goals.

**Goal T-8 Transportation Measurement** - Measure and report on progress toward achieving goals and actions.

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## 4. WALKING

### A. Background

Walking supports a livable community through increased interpersonal interaction, commerce, and health. Pedestrians, including those who use wheelchairs or other mobility aids, take first priority on Kirkland's transportation network because every traveler is a pedestrian at some stage of their trip, regardless of travel mode.

Walking has long been a cornerstone of the transportation system in Kirkland as evidenced by the creation of lakefront walkways, use of innovative crossing treatments and, most recently, through the purchase of the Cross Kirkland Corridor. Because of an emphasis on walking facilities around schools, improvements have been made at almost every school in Kirkland during the past few years.

Despite these efforts there is more to be done. I-405 is a barrier to pedestrians, too many busy streets do not have sidewalks, crosswalks need upgrades and there are still areas around schools, parks and commercial areas that need improvements. Better lighting, separation from traffic, wayfinding, and facilities to help those who rely on curb ramps and other aids are also areas where improvement is needed.

Focusing on what makes a great walking environment –accessibility, safety, comfort, clarity, completeness -and applying these throughout Kirkland is fundamental to this goal. Two places in particular, the shores of Lake Washington and the Cross Kirkland Corridor offer the opportunity to create places that are both transportation facilities and spaces offering truly remarkable experiences for walking.

***Goal T-1. - Complete a safe network of sidewalks, trails and improved crossings where walking is comfortable and the first choice for many trips.***

*Policy T-1.1. Identify and remove barriers to walking*

All the policies and actions associated with goal T-1 are associated in one way or another with removing barriers to walking. This policy serves not only as the basis for the removal of specific barriers but also the policy by which general actions are supported.

The **Active Transportation Plan** (ATP) is a means for coordinating pedestrian needs on a more detailed level than is done here and the ATP should be updated regularly.

Common physical barriers to walking include vegetation that extends into walkways from public and private property. Solid waste receptacles are a common source of obstructed walkways because often there is no place for their storage besides sidewalks. Because of our long fall and winter evenings, lighting is a necessary feature in the pedestrian network.

Making facilities accessible to all users is a large and important undertaking. The City of Kirkland carefully scrutinizes new construction and maintenance activities to make sure that those projects meet the most current standards for accessibility. There is a large fraction of existing facilities that need comprehensive review and possible mitigation. Those mitigations represent a sizable investment relative to the amount of funding that has traditionally been available for capital projects.

Projects that remove barriers to traditionally underserved populations such as low income and senior populations should be prioritized. Often these communities have relatively low auto-ownership rates and therefore draw substantial benefit from pedestrian improvements. Young people should be considered in the design of the pedestrian network for all types of trips; not just for the journey to school.

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Because it bisects the City from north to south I-405 is an effective barrier to pedestrian travel. This barrier should be made more permeable wherever feasible. This could include new bridges and improved pedestrian facilities at interchanges.

Connections between cul-de-sacs and dead end streets that remove barriers to pedestrian travel should be planned and implemented. Connections to Lake Washington are of particular importance. Many of these connections are built with new development.

Action T-1.1.1 Update the ATP to cover all of Kirkland's neighborhoods and to further guide implementation of the policies in this plan.

Action T-1.1.2 Reduce sidewalk blockages by reviewing, revising and enacting regulations or other measures.

Action T-1.1.3 Finalize an **Americans with Disability Act** (ADA) Transition Plan for transportation facilities. Fund improvements that come from the plan in a manner that allows for completion of an accessible network in a timely manner.

Action T-1.1.4 Engage Washington State Department of Transportation in discussions in order to advance improvement of existing interchanges with the intention of securing funding to design and construct new interchanges at NE 124<sup>th</sup> Street, NE 85<sup>th</sup> Street and NE 70<sup>th</sup> Street. (See policy T-7.3).

Action: T-1.7.5 In order to provide the best possible designs, Review and revise pre-approved plans and other design guidelines that affect pedestrians. Adopt street design guidelines in keeping with guidance published by the **National Association of City Transportation Officials** (NACTO) and the **American Association of State Highway and Transportation Officials** (AASHTO).

*Policy T-1.2. Improve the safety of walking in Kirkland.*

Protecting pedestrians is one of the most important values held by Kirkland's residents but also by the current City Council, City Councils of the past and, very likely, City Councils of the future. Therefore this policy is foundational to the planning of transportation system.

Data necessary for an accurate and cost-effective safety evaluation is critical to improving safety and must be gathered over time. Rate-based measures like crashes-per-unit-of-pedestrian-volume are more helpful than simply the number of pedestrian crashes because they help prioritize where crash countermeasures are most needed.

Meaningful increases in pedestrian safety require a multi-disciplinary, multi-agency approach addressing more than the implementation of engineering solutions and simply keeping track of the number of crashes involving pedestrians. Washington State's Target Zero Campaign and other programs throughout the US are examples of this approach. Such efforts should be adopted fully by the City of Kirkland.

Action T-1.2.1 Develop a program to count pedestrian volume in a manner that is meaningful for measuring safety trends. Reporting from "smart" pedestrian pushbuttons can be one means of obtaining this information and such capabilities are part of Intelligent Transportation Systems.

Action T-1.2.2 Integrate efforts between the Public Works and Police Departments to ensure timely reporting and accurate cataloging of crash data.

Action T-1.2.3 Revise Kirkland's pedestrian safety program using Washington's Target Zero Initiative as a template.

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*Policy T-1.3. Make getting around Kirkland on foot intuitive.*

A complete wayfinding system for pedestrians complements and makes the sidewalk and trail network more functional. Wayfinding systems that move beyond signing only, for example those that integrate web-based systems, should be explored. Up to date mapping that is convenient for those traveling by foot is also beneficial to activating neighborhoods where people can walk regularly for daily tasks. Making this information available in multiple formats and across multiple platforms will increase its usefulness.

Action T-1.3.1 Develop and implement a pedestrian-scaled wayfinding system available in multiple formats and across multiple platforms. This will involve identifying destinations, choosing routes, designing and installing infrastructure.

Action T-1.3.2 Regularly update Kirkland's walking map.

*Policy T-1.4. Prioritize, design and construct pedestrian facilities in a manner that supports the pedestrian goal and other goals in the Plan*

Safe and convenient walkways of the appropriate size are a foundation for pedestrian activity. Kirkland's existing codes call for sidewalks on both sides of almost all streets. Because of the cost to construct sidewalks wherever they are missing in Kirkland's system, it is important that clear priorities are used to assign funding to the most worthy projects first. Locations should be prioritized using the following factors:

- Improve safety— prioritize locations based on crash history and indicators of crash risk like adjacent street auto volume, speed and number of lanes.
- Link to Land Use— choose sidewalks that expand and enhance 10 minute neighborhoods and places where current pedestrian volumes are high.
- Connect to the Cross Kirkland Corridor—make numerous strong links to the CKC.
- Make Connections— give high priority to projects that fill gaps by connecting existing sidewalks.
- Connect to Transit—complete walkways that allow easy access to transit, particularly regional transit.
- Community input—because of the scale of pedestrian projects, gathering the on-the-ground knowledge of community input is particularly important in selecting pedestrian projects.
- Cost/likelihood to receive grant funding – projects that have lower cost or that are good candidates for grant funding should generally have a higher priority. However, caution must be exercised so that high cost, high value projects are also considered.

Design of sidewalks should include features that make them safe and comfortable. The need for planter strips and wider sidewalks increases where land use is more intense and where the number of auto lanes and speeds on adjacent streets are greater. On street parking can also serve as a buffer between pedestrians and moving vehicles.

Action T-1.4.1: Develop a sidewalk prioritization method for the Capital Improvement Program.

Action T-1.4.2: Review and revise design requirements for sidewalks.

*Policy T-1.5. Develop world-class walking facilities along the Cross Kirkland Corridor with ample connections to the rest of Kirkland. Consider creating a plan for a Promenade along portions of the shore of Lake Washington.*

Kirkland is fortunate to have two walking environments that distinguish it from many other cities. The first is the 5.75 mile long Cross Kirkland Corridor, part of the 42 mile Eastside Rail Corridor. The corridor Master Plan recognizes that the corridor is at once a place for both transportation and recreation, a place

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to go through and a place of activity in its own right. Realizing the Master Plan vision will result in a corridor of the highest value to the pedestrian network.

The shore of Lake Washington south of downtown Kirkland is a popular spot for recreational walking, but like the CKC, it can be imagined as the site of a richer pedestrian experience; not only a place to walk through, but a lively gathering place that enhances the entire community. A planning study would be a logical first step in evaluating if and how the space along the lake could and should be used.

Action T-1.5.1: Construct the CKC according to the Master Plan vision

Action T-1.5.2: Consider developing a Master Plan for a lake front Promenade

*Policy T-1.6 Make it safer and easier for children to walk to school and other destinations*

Because of walking's many benefits, encouraging children to walk to school is a long standing priority of the Kirkland City Council and a Goal in the current Active Transportation Plan. As a result of this focus, the number of school walk routes with sidewalks has steadily increased. Completion of improved walkways on all school walk routes is an ultimate objective. Within the realm of school walk routes, prioritization should be done based on the items in Policy T-1.4.

The City maintains an adopted set of elementary school walk routes in Kirkland. In order to get substantial numbers of children to walk to school however, more than walk routes with sidewalks are needed. A multi-dimensional approach that identifies and systematically removes barriers to children walking is necessary. This may include programs within schools that promote walking along with programs like walking school buses that address the safety concerns of parents. The city should encourage, coordinate and be a resource for such programs but should not necessarily be responsible for their implementation.

In addition to travel to and from School, youth should be encouraged to walk to other activities; for example to a friend's house or to run errands. The same principles that support walking to school should be used to encourage walking for these other purposes.

Action T-1.6.1: Plan and prioritize school walk route projects

Action T-1.6.2: Increase the number of children who walk to school by helping school communities develop and implement programs.

Action T-1.6.3: Help youth to be able to walk to activities by connecting places such as parks and practice fields with safe walkways.

*Policy T-1.7 Improve street crossings*

Street crossings are critical to the success of a pedestrian network. Kirkland has a history of innovation in treatments at uncontrolled (places where vehicles are not required to stop) crossing locations and this should continue. Rapid flashing beacons or other state of the art devices should be used to enhance pedestrian visibility.

The pedestrian flag program should be continued at crosswalks where volunteers are available to help stock and maintain the flags. Program improvements that increase flag usage should be sought.

Prioritization for street crossing improvements should be similar to those used for sidewalk projects:

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- Improve safety—consider crash history and indicators of crash risk such as lack of lighting.
- Link to Land Use—prioritize crossings on routes with sidewalks that expand and enhance 10 minute neighborhoods or that otherwise help achieve Kirkland’s land use goals. Improvements in the Totem Lake Urban Center should be given priority.
- Connect to the Cross Kirkland Corridor—improve crossings on routes that lead to or are near the CKC.
- Connect to Transit—give priority to crosswalks that allow easy access to transit, particularly regional transit, including near stops or at locations where multiple routes converge.
- Community input—continue to involve the community in deciding where crosswalks are located and improved.
- Cost/likeliness to receive grant funding – prioritize projects that have lower cost or that are good candidates for grant funding, but apply caution so that high cost, high value projects are also included.

Medians have been proven to have high value in improving pedestrian safety, and should be given special consideration at multi-lane locations where vehicle volumes are high. Adequate lighting and accessibility are other features that are a basic requirement at any crossing location.

The bulk of pedestrian crashes occur at intersections and turning vehicles are often involved. Features that reduce pedestrian exposure to risks at signalized intersections should be incorporated into the design of all intersections.

Traffic signal operation should regularly implement features that make crossing easier and safer for pedestrians.

Action T-1.7.1: Continue to support the Pedestrian Flag program; measure and improve its performance.

Action: T-1.7.2 Develop a prioritization method for crosswalk improvements

Action: T-1.7.3 Adopt traffic signal operational procedures that include practices such as advance pedestrian phases, generous walk intervals and protected left turn phasing.

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## 5. BICYCLING

***Goal T-2 Interconnect bicycle facilities that are safe, nearby, easy to use and popular with people of all ages and abilities.***

### A. Background

Like walking, bicycling is a clean, healthy and efficient way to make many trips in a livable city. Today, many Kirkland residents would like to make more trips by bicycle; one reason they do not is because they find the current network of on-street bicycle lanes does not meet their needs for safety and convenience. In order to unlock the potential of bicycling, the existing network of on-street bicycle lanes should be improved and supplemented by facilities that people of all ages and abilities find safe and welcoming. A large toolbox of options such as buffering and or widening bike lanes, creating physical separation from traffic with parking or other means, building Greenways and off-street trails should be developed to improve bicycle facilities.

Cities around the globe, including Portland OR and Vancouver BC have documented the relationship between more facilities and safety. When top notch facilities are available, bicycle ridership increases and safety (for all modes) improves. This leads to more cycling, support for more facilities and further safety improvements. Kirkland's terrain means that special treatments should be considered at stairways and steep grades.

For bicycling to be a viable for people of all ages and abilities making a wide variety of trips, bicycle parking must be widespread and plentiful, not just at commercial locations but at parks and transit facilities. Signing and marking for the bicycle network should be applied generously but in a way that fits with the surrounding neighborhood. Routes need to be supported by carefully chosen wayfinding that is integrated with that of neighboring cities.

### B. Draft Policies

#### *Policy T-2.1 Make bicycling safer*

As with pedestrian safety, the vulnerability of cyclists to motor vehicles dictates that increases in bicycle safety be relentlessly pursued.

Bicycle use should be measured to understand trends in usage, where new facilities are needed and the impact of improved facilities on ridership. Volume data is also used to analyze crash rates.

The same principles that apply to safety for other modes apply to bicycling. Increases in safety will require a multi-disciplinary, multi-agency approach addressing more than the implementation of engineering solutions and more than simply keeping track of the number of bicycle crashes. Washington State's Target Zero Campaign is an example of this approach. Such efforts should be expanded at the City of Kirkland.

Action T-2.1.1 Develop a program to gather bicycle volume at key points in the City in a manner that is meaningful for measuring safety and ridership trends. Reporting from bicycle detectors can be one means of obtaining this information. Such capabilities are part of Intelligent Transportation Systems. Data should be collected in a way that allows comparison with data from other cities in our region.

Action T-2.1.2 Integrate efforts between the Public Works and Police Departments to ensure timely reporting and accurate cataloging of crash data.

Action T-2.1.3 Use Washington's Target Zero Initiative or other appropriate examples as a template for revising and implementing Kirkland's bicycle safety program.

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*Policy T-2.2 Create new and improve existing on-street bike facilities.*

A system of on-street bicycle lanes currently forms the basis of Kirkland's bicycle network and will continue to do so in the future. Most of these bicycle lanes are of minimum width. Research has shown that improving on-street bicycle lanes by widening, separating and/or buffering from auto traffic makes bicycling more attractive. Map x shows a proposed network of bicycle facilities.

Many of Kirkland's existing bicycle facilities can be made wider through changing pavement markings, and, similarly, new bicycle lanes can sometimes be created relatively inexpensively by narrowing auto lanes.

High quality, separated on-street facilities (often known as cycle tracks) should be part of Kirkland's bicycling network. Sometimes these facilities may include traffic signal modifications for bicycles. Higher levels of signing and marking could significantly improve the on-street bicycling experience and therefore the viability of bicycling. Improvements at intersections, including better signal detection where bicycle facilities are currently dropped would have similar effects. Methods for making these improvements and others should be detailed in a revised Active Transportation Plan.

Guidelines that illustrate enhanced bicycle facility design are becoming widely available and should be adopted by Kirkland. These facilities should be the focus for improvement projects.

Improvements to bicycle facilities should be prioritized based on their ability to:

- Improve safety - consider safety history and the potential to reduce conflicts.
- Link to Land Use - make connections to local and regional destinations and trails with particular emphasis on the CKC and the Totem Lake Urban Center.
- Fill gaps in the network and evenly fill in the network – prioritize projects that add geographic balance to the network or fill gaps between completed portions of the network. Consider routes on both sides of I-405 for example.
- Connect to Transit - give higher priority to bicycle connections to locations on the regional transit network.
- Community support - build first projects that have broad community support.
- Cost/likeliness to receive grant funding – prioritize projects that have lower cost or that are good candidates for grant funding, but apply caution so that high cost, high value projects are also included.

Action T-2.2.1: Recognize the National Association of City Transportation Officials and the American Association of State Highway and Transportation Officials bicycle design guidelines and adopt them into pre-approved plans used by the City of Kirkland.

Action T-2.2.2: Provide further guide implementation of the policies in this plan and development of a toolbox of options for improving the bicycle network by updating the Active Transportation Plan.

Action T-2.2.3: Study and implement improvements to the system of on-street bicycle lanes.

Action T-2.2.4: Develop a prioritization system for on-street bicycle improvements.

*Policy T-2.3 Build a network of greenways*

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Greenways are bicycle facilities on streets with lower auto volumes. Greenways have special signing and marking and may have traffic calming features. Traditionally they are on streets that are parallel to major streets to provide quick access to destinations located on such streets. Greenways can also include trails and paths that are off the street networks. Examples of this could include trails between cul-de-sacs or through parks. Other trail connections that are not necessarily part of greenways should also be completed with special emphasis on connections to Lake Washington and the Cross Kirkland Corridor. Where Greenways cross arterial streets special treatments are usually needed. Ideally, Greenways form a network that supports bike travel but together with the on-street network make an even more comprehensive network.

Priorities for Greenway construction should reflect those in Policy T-2.2

Map X shows a network of bicycle facilities including greenways.

Action T-2.3.1: Develop standards for Greenways in Kirkland

Action T-2.3.2: Prioritize and construct greenway projects.

*Policy T-2.4 Implement elements and programs that make cycling easier*

Secure convenient parking is an important part of most bicycle trips. Policies that affect bicycle parking must accommodate increased bicycle usage and optimize the location of bicycle parking. The City should actively partner with the private sector to facilitate bicycle parking on both public and private property.

Pronto! bike share has launched in Seattle and the City should actively pursue bringing Pronto! to Kirkland. Kirkland should implement policies that remove barriers to bike sharing including facilitating the location of bike share stations throughout the City. Pronto! should complement transit, with stations at transit centers and hubs.

Because of Kirkland's terrain, innovative devices that make climbing hills and using stairs with bikes easier should be pursued. Bike Stations where a range of support items for cyclists are available such as day use lockers, repairs, sales of bike parts, etc. should also be considered.

High-use cycling routes should be given high priority for bicycle friendly signal timing, street sweeping, paving repair and other maintenance activities.

Action T-2.4.1: Establish and regularly review, with input from stakeholders, codes, policies and standards governing the requirements of bicycle parking.

Action T-2.4.2: Create a strategy to increase the supply of public bicycle parking in Kirkland. Adopt clear guidelines that encourage business and property owners to provide bicycle parking on private property.

Action T-2.4.3: Work with Pronto! to create regulations that facilitate bike share such as making stations easy to site/support start up with funding.

Action T-2.4.4: Adopt maintenance policies that emphasize high-use cycling routes.

*Policy T-2.5 Make it easy to navigate the bicycle network*

A system of bicycle wayfinding that is tied into the systems of surrounding cities that identifies direction and distance to important destinations and routes makes bicycling easier. Advanced wayfinding techniques that incorporate more than signs should also be considered. Maps that provide value to cyclists should be developed. Because of the distance cyclists cover, this may mean providing others with accurate information about the Kirkland system in order to have a regional map that covers Kirkland effectively. Bicycle wayfinding should be coordinated with pedestrian wayfinding and mapping efforts.

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Action T-2.5.1: Work with surrounding jurisdictions to establish a set of destinations and routes for wayfinding. These may include techniques that allow information to be obtained across a wide range of platforms.

Action T-2.5.2: Site and install wayfinding signs and/or other systems.

Action T-2.5.3: Develop mapping as appropriate

*Policy T-2.6 Make the Cross Kirkland Corridor an integral part of the bicycle network and connect it to the region.*

The Cross Kirkland Corridor is uniquely situated to serve many bicycle trips in Kirkland. The CKC Master plan describes how the corridor itself should be developed to suit this purpose. Links to the CKC have to be constructed and well signed to make the corridor fully connected and integrated to the bicycle network.

Action T-2.6.1: Construct the CKC with the Master Plan vision

Action T-2.6.2: Develop bicycle connections to the CKC

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## 6. PUBLIC TRANSPORTATION

***Goal T-3 Support and promote a transit system that is recognized as a high value option for many trips.***

### A. Background

Historically, transit in Kirkland focused on connections oriented to Seattle in the morning and from Seattle in the afternoon. Bus frequencies were sometimes as low as one hour especially in off-peak periods. Today, Kirkland is served by a number of routes connecting to a variety of Eastside destinations as well as Seattle. Frequency on some routes is 15 minutes, with most service at 30 minute intervals over most of the system. Additionally, instead of being solely a source for trips to employment centers, Kirkland is becoming an employment center that will attract transit trips from residential centers.

Transit with the right characteristics can make an important contribution to Kirkland's transportation system. At its best, transit is

Fast – making long trips competitive and cost effective with driving

Frequent – frequencies of 15 minutes or less with service hours extending from early morning to late night

Reliable – trip times are consistent from day-to-day and riders trust they'll arrive on time

Accessible – facilities and vehicles are designed for all users

Comfortable – all elements of the system are sized to meet demand and offer amenities that make trips pleasant

Complete – popular destinations are served and transfers between routes are easy and clear

Transit providers will continue to be faced with limited resources for maintaining existing service hours limiting their ability to add new service. This, combined with the characteristics above, suggest that Kirkland's transit needs will best be served by a focused network of higher frequency service near major concentrations of residential and commercial land uses.

This plan challenges the idea that because Kirkland does not provide transit service, it has little effect on the quality of that service. Because transit more than any other mode is dependent on land use for success, Kirkland's land use choices will have an important influence on where transit service is deployed. Additionally, Kirkland can make improvements to waiting areas, including improved lighting, more shelters and clearer wayfinding. Parking policy –such as pay parking- that is favorable to transit and projects that increase transit speed and frequency are other ways that Kirkland can support good transit.

In the next 20 years, Sound Transit will have a greater service presence in Kirkland. This is likely to come in the form of bus rapid transit on I-405 and/or Link light rail, both of which will connect to the Totem Lake Urban Center. Additionally, transit has been assumed as an element throughout the planning of the Cross Kirkland Corridor and Sound Transit holds a transit easement on the Corridor. Regardless of where Sound Transit provides service, walking, biking and local transit connections to the regional transit system are paramount for its success.

The successful aspects of the development of the South Kirkland Park and Ride into a Transit Oriented Development should be explored at the Kingsgate and Houghton Park and Rides. The transit system should be operated so that excess parking does not impact neighborhoods.

Other modes of public transportation such as taxis and ridesharing can help fill gaps in transit service that are created when residents have mobility needs that traditional public transit cannot serve. Also, Kirkland

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should consider other forms of service provision such as partnering with the private sector, human service agencies and aggressive adoption of new technology that make sharing rides easier.

## **B. Draft Policies**

*Policy T-3.1 Plan and construct an environment supportive of frequent and reliable transit service in Kirkland.*

A Kirkland Transit Plan that coordinates and describes in detail actions needed to meet the policies in this goal should be created and maintained.

Transit operates primarily on facilities owned and operated by the City of Kirkland. Kirkland should make improvements that increase the speed and reliability of transit in order to attract service that is more useful. These improvements could include Intelligent Transportation System elements like signal priority or more significant projects like separate lanes for transit. In return for these improvements, transit providers should agree to maintain high quality transit service.

Improvements should be prioritized by their ability to decrease rider hours spent delayed in traffic, and effects on other street traffic.

In areas that do not lend themselves to productive service by standard transit modes, innovative solutions should be examined with the intent of providing coverage at a reasonable cost. This could include direct investment by the City in transit service.

Transit riders are likely to continue to drive as a part of their trips. This puts pressure on the parking supply whether at Park and Rides or at on-street locations. Transit riders should not be prohibited from using on-street parking, but there may be cases where impacts of excess parking need to be managed.

Action T-3.1.1: Create Transit Plan for Kirkland that details how to achieve the policies of this goal.

*Policy T-3.2 Support safe and comfortable passenger facilities.*

Passenger facilities must be clean, well lit and give a feeling of comfort. The location of stops should be coordinated with adjacent land use. Bus arrival information and the ability to obtain fare payment cards are examples of features that should be available. Improvements should be prioritized first to higher ridership stops served by higher frequency, longer span service.

Action T-3.2.1: Develop standards for improvements at transit stops

Action T-3.2.2: Develop a prioritization system for improvements at transit stops

Action T-3.2.3: Working with transit providers, fund and construct improvements at transit stops

Action T-3.2.4: Manage the effects of parking from transit users in an appropriate manner.

*Policy T-3.3 Integrate transit facilities with pedestrian and bicycle networks.*

Ideally people can walk or bike to transit facilities. Making this possible requires the construction of pedestrian (walkways and crosswalks) and bicycle facilities so that people can walk and bike to transit, particularly when transit is on arterial streets. Work with transit providers to locate bus stops at areas that facilitate walking and biking to transit.

Action T-3.3.1: Coordinate prioritization and construction of pedestrian and bicycle facilities with transit.

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*Policy T-3.4. Support Transportation Demand Management in Kirkland particularly at the work sites of large employers and other locations where*

*(This Section still being developed)*

Kirkland has a number of employers that fall under the requirements of Washington's Commute Reduction (CTR) Law and has established goals for several measures such as vehicle miles of travel and drive alone trips for these employers. While recognizing that the performance of a particular worksite is influenced primarily by the resources provided by the employer, Kirkland should encourage these employers to provide a complete range of services and monitor results. Given the relatively small numbers of vanpools serving Kirkland employers, an opportunity exists to increase their number.

The City Council has designated the Totem Lake Urban Center as a Growth, Technology and Efficiency Center (GTEC) as described in Washington State Law. The Totem Lake GTEC has additional goals for performance, namely a goal for residential travel and additional reduction of non-CTR affected sites.

Transportation Management Plan sites serve employers that are not CTR mandated, but have agreed to meet many of the same requirements as CTR sites. These sites also need monitoring and support if they are to meet performance goals for trip reduction.

<TABLE WITH GOALS>

There is room for innovation in order to significantly improve ridesharing, and innovations should be made; whether it be new ways of helping people find ridesharing partners, or allowing new kinds of taxi-like services.

Kirkland may be able to more easily meet its transit goals if its control over transit funding was broadened. This idea is explored further in Goal T-8 Be an Active Partner. Because the cost of fuel and drivers make up a high fixed cost of the transit system, automated vehicles and alternative fuels may be helpful in making transit service more affordable and therefore should be pursued.

Programs that support ridesharing should be results focused and cost effective. Grant funding should be pursued for the bulk of program costs and partnering with transit and other agencies should be promoted.

Action T-3.4.1: Create targeted programs that monitor and encourage increases in non-SOV travel rates.

Action T-3.4.2: Review codes and policies to ensure they support innovative ridesharing

*Policy T-3.5 Pursue transit on the Cross Kirkland Corridor*

The vision for the Cross Kirkland Corridor includes quiet, low or no emission transit. This could be regional level light rail or more local service that connects to regional service, for example to East link near Overlake Hospital. New types of transit should be considered where they offer advantages to more standard modes. Appropriate transit on the CKC may well be something for which the City must lead the way as opposed to waiting for traditional transit providers to act. Heavy rail is not a mode that meets Kirkland's interests for transit on the CKC.

Action T-3.5.1: Implement transit on the CKC in keeping with the CKC Master Plan.

*Policy T-3.6 Work with Sound Transit to incorporate investments in Kirkland. (see coordination policy T-7.1)*

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*Policy T-3.7 Partner with transit providers to coordinate land use and transit service (see Partner policy T-7.2)*

## 7. MOTOR VEHICLES

***Goal T-4 Provide for efficient and safe vehicular circulation recognizing congestion is present during parts of most days.***

### A. Background

Many Kirkland residents travel by private automobile for a high proportion of their trips. In the peak period there is considerable congestion at many intersections. Both of these phenomena are expected to continue over the next 20 years. At the same time, trends such as decreased motor vehicle ownership, decreased vehicle miles of travel and the increased age at which young people obtain their driver's licenses mark fundamental change from the past 50 years.

Over 20 years ago Kirkland recognized that wide ranging automobile capacity improvements in an attempt to entirely eliminate congestion are neither in keeping with Kirkland's desired urban form nor are they financially sustainable. Because the sole measure of level of service was performance of motor vehicles at signalized intersections, fulfillment of the land use vision may have suffered in favor of providing capacity for motor vehicles.

This plan seeks to maximize the operational efficiency and safety of the existing road network rather than look primarily to expansion. **Intelligent Transportation Systems (ITS)** will play a role in this, but so will the aggressive promotion of technologies. Autonomous vehicles, or vehicles that can change speeds in relationship to the vehicles around them in order to maximize safety and flow are examples of this.

Businesses continue to rely on motor vehicles for deliveries and other needs critical to their operations and these needs must be served. (EXPANDED DISCUSSION OF FREIGHT TO COME)

Totem Lake was developed around the assumption that people are traveling mainly by automobile. The Land Use vision for future Totem Lake is completely different. In order to support this new vision and associated economic development, a finer grid of smaller scale streets and new connections will be needed. Completion of this grid may require dedication of property from those who develop it.

Parking policy is an important factor in determining how vehicles will be used in Kirkland. Totem Lake and Downtown are areas where active refinement of parking policy will continue to be needed. Over the long term, changes in how people use cars such as car sharing, autonomous vehicles and innovative taxi-style services will change the way parking is used and the amount of parking that is needed. More uniform implementation of a broad set of Transportation Demand Management strategies can be used to increase walking, transit and bicycling.

I-405 and SR 520 are important travel arteries for Kirkland which are under the jurisdiction of the Washington State Department of Transportation. New and revised interchanges will be needed to better fit Kirkland's Transportation and Land Use goals. Operating policies such as tolling and HOT lanes have promising benefits but also have potential downsides for Kirkland that require careful monitoring.

Motor vehicles can have negative impacts on neighborhood streets, where higher speeds and volumes need mitigation to improve livability.

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## B. Draft Policies

*Policy T-4.1 Make strategic investments in intersections and street capacity to support existing and proposed land use.*

The vision for the Comprehensive Plan supports walkable, livable communities and this transportation plan makes a change from previous plans by placing less emphasis on intersection performance for cars as the main measure of effectiveness for the transportation system. Therefore, there is less emphasis on widening intersections where such projects do not support the surrounding land use vision.

In Totem Lake for example, new streets can help with economic development and general circulation. They should be developed in keeping with neighborhood plans but coordinated with the interests of private development. Other areas, like NE 132<sup>nd</sup> Street, may have substantial reductions in congestion from modest intersection improvements that are in keeping with the surrounding land use.

Priorities for street improvements should include:

- Increasing safety
- Minimization of person delay and queuing for motor vehicles
- Linking to land use; focus improvements in Totem Lake Urban Center.
- Supporting economic development
- Improving bicycle and pedestrian connections
- Funding/Cost effectiveness
- Community support

Street design should be guided by modern, urban focused design guidelines such as those published by the National Association of Transportation Officials Urban Street Design Guidelines. (See Ped Policy T-1.1)

Action T-4.1.1: Review design standards and adopt guidelines that are in keeping with policies in this plan and that consider the best design practices in the industry.

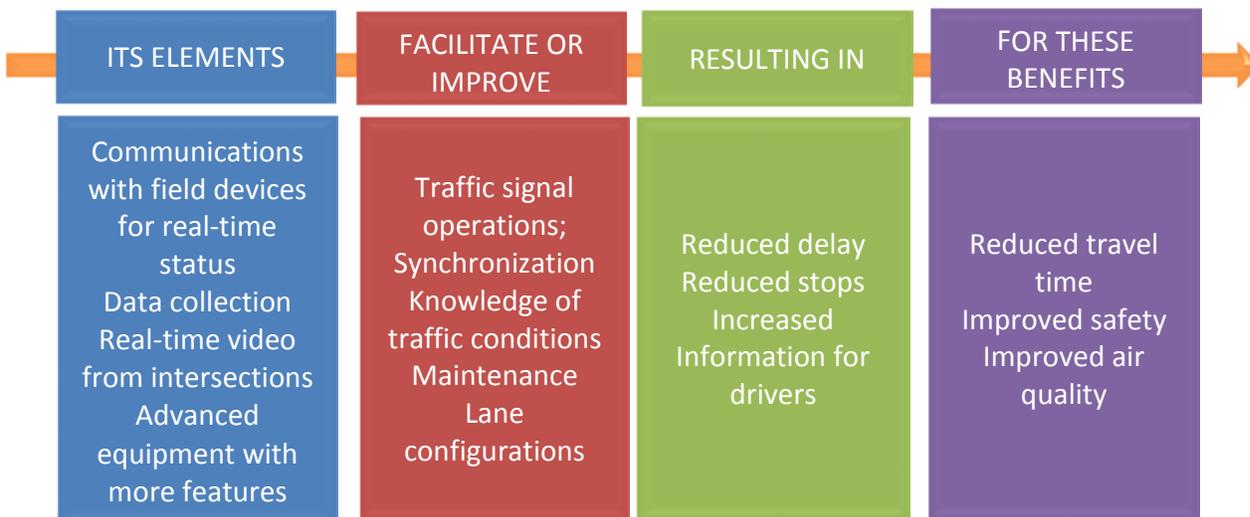
Action T-4.1.2: Using the priorities in this plan, prioritize and construct intersection and roadway projects.

Action T-4.1.3: Review and update as necessary, street network concepts for Totem Lake that focus on efficiency as well as expansion.

*Policy T-4.2 Use Intelligent Transportation Systems (ITS) to support optimization of roadway network operations.*

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Because there is less emphasis on capacity projects, there is more need for elements like **Intelligent Transportation Systems (ITS)** to get the most from existing capacity. ITS exists to make other tasks easier so that the benefits of those tasks can be realized. The City has made sizable investments in ITS, including installation of a Transportation Management Center. These investments are still being brought on line and their potential has not been fully realized. Once the existing projects have been completed, the current ITS Plan should be revised and updated regularly, beginning with the base of finished projects and emphasizing steps needed to make the system more productive.



Parking management is another area in which ITS projects can be deployed. Connections to devices that take payments and to signs that show the number of available stalls are two examples of this.

ITS projects should be prioritized on their ability to provide the benefits in the chart above and improve:

- Transit speed and reliability
- Parking management
- Funding opportunities/cost effectiveness.

Changes in technology will result in major changes to the types of ITS projects that are available and the way they are delivered over the next 20 years. Kirkland’s ITS system will have to be continually improved to keep up with such changes.

**Action T-4.2.1:** Complete construction of and make operational ITS phases that have already been funded for construction.

**Action T-4.2.2:** Update the City’s ITS Plan on a regular basis

**Action T-4.2.3:** Prioritize and Construct ITS projects

*Policy T-4.3 Position Kirkland to respond to technological innovations, such as electric vehicles and driverless cars.*

It is difficult to predict how changes over the next 20 years will affect the way we currently drive. Over the next few years vehicles with features that can communicate with other cars, the roadway, and avoid hazards are likely to become more common. Kirkland should stay aware of these trends and look for ways to be a leader in innovative transportation. This is could include partnering with other groups to test and deploy pilot projects.

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Action T-4.3.1: Work with regional groups such as PSRC to identify trends in vehicle innovation and seek opportunities to implement them in Kirkland. (See Partnership Policy T-7.4)

*Policy T-4.4 Take an active approach to managing on-street and off-street parking.*

Parking policy can have substantial effects on Urban Form. Ideally, parking occupancies are around 85 percent; at this level, parking spaces are available, but there is not a large vacancy indicating oversupply. Supply and pricing should be managed so that parking occupancies are around 85 percent most of the time.

Kirkland's business areas, Downtown, Totem Lake, Neighborhood business districts have different needs for parking and should be treated individually.

Large amounts of new parking supply are often expensive and difficult to site. Therefore, efforts should focus on increasing supply strategically in smaller amounts. Where occupancies are high, pay parking has the potential to decrease demand for the best stalls and generate revenue for other improvements, but it is implementable only when supported by the community. Effective signing and information about available stalls are other ways to get the most from existing supply. How employee parking is provided also has implications that affect Kirkland's downtown parking supply. Parking spill over from commercial areas can have impacts on residential neighborhoods and those impacts should be monitored and appropriately mitigated.

Over the long term, increasing use of walking, biking and transit along with changes in land use will make differences in the amount of parking that is needed. Similarly, car sharing and other changes in car ownership may change the way parking is used; for example places for cars to wait for shorter times may be an increasing need.

Action T-4.4.1: Review and update parking codes to ensure they require appropriate amounts of supply.

Action T-4.4.2: Develop strategies for parking issues and regularly monitor parking occupancy and other factors by periodically undertaking parking studies.

Action T-4.4.3: Prioritize and construct/implement projects and policies that improve the parking experience in Kirkland.

*Policy T-4.5 Work with the Washington State Department of Transportation and the State Legislature to improve the way I-405 and SR 520 meet Kirkland's transportation interests. (see Partnership Policy T-7.3)*

*Policy T-4.6 Reduce crash rates for motor vehicles.*

Crash severity, rates and frequency are starting places for prioritizing safety projects. As described in other safety related policies, taking a comprehensive look that involves all aspects of the system is the best approach for reducing crashes.

Like other modes, a sizable fraction of auto crashes occur at signalized intersections and involve turning vehicles so these areas should be a focus of safety efforts.

Factors used to prioritize safety projects should include a given project's ability to:

- Reduce crash severity,

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- Reduce the number and rate of crashes
- Address locations with highest risk.

Action T-4.6.1: As described in other policies, monitor and evaluate crash data in a comprehensive way. Use Washington's Target Zero Initiative as a template for revising and implementing Kirkland's auto safety program.

Action T-4.6.2: Prioritize and construct projects that improve safety.

*Policy T-4.7 Mitigate negative impacts of motor vehicles on neighborhood streets*

The livability of neighborhoods is improved when vehicle traffic does not dominate the streetscape. There is a tension between limiting volume on neighborhood streets and creating a network over which traffic is diffused

While the volume on neighborhood streets is relatively low, neighborhood streets make up the vast majority of the City's street network so they require special attention. Excessive speed and volume are the most commonly cited negative effects of motor vehicles on neighborhood streets and should be the focus of the city's neighborhood traffic control program. Traditionally, these effects have been treated with speed humps and traffic circles on a neighborhood-wide basis as opposed to viewing individual streets in isolation. Although the tools may continue to evolve, the practice of looking at projects across neighborhoods should continue.

In 2012, Kirkland voters approved a dedicated source of funding for neighborhood safety projects and this source should be used as appropriate to help fund projects that increase safety.

Many concerns on neighborhood streets stem from issues related to parking, sight distance and other issues that do not require major projects in order to resolve them but the resolution of which contributes greatly to citizens' quality of life.

Action T-4.7.1: Help citizens solve neighborhood traffic concerns by maintaining a program focused on addressing such concerns.

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## 8. Link to Land Use -

**Goal T-5** *Create a transportation system that is united with Kirkland's land use plan.*

### A. Background

The Land Use chapter of the Comprehensive Plan provides a blueprint to complement Kirkland's transportation network. "Transportation improvements" should truly be improvements to the community that help create place and reflect the character of Kirkland, not only improvements to mobility. Because the built environment influences travel behavior in so many ways, it's often said that the best transportation plan is a good land use plan. This is demonstrated by the land use transportation connections illustrated in the following smart growth "Ds:"

**Density:** Higher densities shorten trip lengths, allow for more walking and biking, and support quality transit.

**Diversity:** A diverse neighborhood allows for easier trip linking and shortens distances between trips. It also promotes higher levels of walking and biking and allows for shared parking because of varied demand times amongst the uses.

**Design:** Good design is that which improves connectivity, encourages walking and biking, and reduces travel distance.

**Destinations:** Destination accessibility links travel purposes, shortens trips, and offers transportation options.

**Distance to Transit:** Close proximity to transit encourages its use, along with trip-linking and walking, and often creates accessible walking environments.

**Development Scale:** Appropriate development scale provides critical mass, increases local opportunities, and supports transit investment.

The Land Use-Transportation Connection is not one way. For example increased density should be supported by an emphasis on transit, but at the same time, increased density should be planned in areas that are easy to serve by transit. Land use should coordinate with travel patterns as well. For example in the mornings, there is more capacity northbound than southbound on I-405, while the opposite is true in the afternoons. There may be land use choices in Kirkland that can take advantage of this capacity.

The Totem Lake Urban Center is transitioning from an auto oriented district to one that relies on a range of modes to support increased density. In particular, improved access to transit hubs by walking and bicycling access should be a focus.

In neighborhoods where larger areas of single family residences make it difficult to support high quality nearby transit, greenways, on-street bike lanes and sidewalks will offer options that help support a more livable community. Connections should focus on schools, parks, transit and commercial areas.

For employers in Kirkland to be competitive with those in other cities, their employees must be able to get to job sites quickly and easily.

### B. Draft Policies

*Policy T-5.1 Focus on transportation system developments that expand and improve walkable neighborhoods.*

The prioritization of transportation improvements should be weighted toward those projects that expand or enhance connections within 10 minute neighborhoods (see Land Use chapter of Comprehensive Plan).

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These could include building missing sidewalks within such neighborhoods or creating new trails that expand high quality walkable neighborhoods.

These areas should serve as focal points for local and regional transit service and should include high quality passenger environments. (See Policy T-1.4)

Similarly, bicycling should be easy and comfortable for a wide range of users in and between 10 minute neighborhoods. (See Policy T-2.2, T-2.3)

Auto congestion often occurs in areas where a variety of popular land uses are located within close proximity of each other. Based on the vision for the Comprehensive Plan, street improvements to add vehicle capacity within these areas should be designed to facilitate walking, biking and transit as well.

Action T-5.1.1: As described in connection with Goals T-1 through T-4, ensure that walkable neighborhoods are considered in the planning of transportation projects and programs.

*Policy T-5.2 Create a transportation network that supports economic development goals.*

All transportation improvements should be evaluated in terms of their ability to support economic development. In addition to street improvement projects that build capacity for new commercial development, examples of projects that support economic development include bicycle parking improvements that bring bicycle customers to local businesses, transportation demand programs that make it easier for employees to get to work by a variety of modes, and creation of loading zones that expedite delivery of goods. (See Economic Development Chapter of the Comprehensive Plan). Benefits to economic development goals need to be balanced with impacts that may be created by pursuing these benefits.

Action T-5.2.1: As described in connection with Goals T-1 through T-4, ensure that economic development goals are considered in the planning of transportation projects and programs.

*Policy T-5.3 Develop transportation improvements tailored to commercial land use districts such as Totem Lake, Downtown and neighborhood business areas.*

Fostering growth in Kirkland will require careful consideration of transportation facilities. This is particularly important in areas where traffic congestion occurs regularly and where increases in growth are planned.

The land use vision must not be lost in a quest to remove traffic congestion. For example, it should not be expected that street or intersection widening will be a primary tool in developing walkable, bikeable, livable neighborhood business areas, because this strategy would contradict the very land use vision it is intended to support. Instead, transportation facilities that allow safe and convenient travel by other modes should be promoted. This is not to suggest that cars will be abandoned, but rather to recognize that over the next 20 years this plan is pursuing a transportation approach consistent with its vision; a path that is different than previous plans.

Totem Lake and Downtown Kirkland should have primary connections to regional transit. Because of the size of the Totem Lake Urban Center it is important to make sure that regional transit effectively serves the entire center. (See Policy T-7.1)

New and reconfigured interchanges with I-405 will improve transportation for all modes and should be pursued. (See Policy T-7.3) As discussed in the sections on walking and biking, the existing freeway interchanges are barriers to walking and biking and, in the case of NE 124<sup>th</sup> Street, severely constrain the

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ability to move from one side of the Totem Lake Urban Center to the other. The space dedicated to the interchange is substantial and if the interchange were designed more efficiently, valuable space could be freed up for more productive purposes. While reconstructing interchanges has large benefits, it also has high costs and long time frames.

*Policy T-5.4 Adopt requirements and practices for all future development that support planned transportation infrastructure.*

A sizable number of public improvements are built by the private sector as part of new development projects. Therefore, it is critical that policies, guidelines and practices used to plan, design and construct private improvements are consistent with this Plan.

Making sure that bicycle facilities are included, adding trail connections between cul-de-sacs and providing safe and practical access to the street system are areas that require particular emphasis.

Codifying transportation requirements would be helpful in order to make development review easier for the development community, staff and the public.

Kirkland maintains a transportation demand planning model (the BKR model) in cooperation with the Cities of Redmond and Bellevue. This should continue and the model should be improved to recognize advances in regional modeling such as better modeling of transit, biking and walking.

Action T-5.4.1: Review, streamline and codify as reasonable, components of transportation-related development review.

Action T-5.4.2: Develop a plan for connections between street ends and complete those connections.

Action T-5.4.3: Participate in the maintenance and improvements of the BKR model.

## 9. Be Sustainable

***Goal T-6 As the transportation system is planned, designed, built, maintained and operated, provide mobility for all using reasonably assured revenue sources while minimizing environmental impacts.***

### A. Background

Kirkland faces challenges related to both fiscal and environmental sustainability that affect the transportation system.

Fundamental to economic sustainability is the need to keep costs for transportation in line with expected revenue. A list of unfunded transportation projects should be developed to provide opportunities for grant funding or other unexpected revenue sources and as a way of indicating future aspirations for the transportation system. Transportation Impact fees are a source of revenue that can be used for a variety of transportation projects, including the Cross Kirkland Corridor, that meet certain criteria.

Maintaining existing infrastructure in good condition is a critical requirement of sustainability. Kirkland's residents have continued to show support for maintenance efforts by passing a Street Levy in 2012. The bulk of the funding from the levy goes toward pavement maintenance. There are a number of other systems – sidewalks, traffic signals, lighting systems, that do not currently have robust maintenance programs and this plan proposes remedying that shortcoming.

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Because roughly half of greenhouse gas emissions are transportation related, it is virtually impossible to meet adopted climate change goals without changing the way we travel. Electric vehicles may be one way that technology can help meet this challenge. Auto-based transportation is also a primary contributor to water and air pollution. It is increasingly being recognized that active transportation like walking and bicycling can play important roles in promoting public health in a community.

Natural disasters have the potential to severely damage or destroy key links and systems in the transportation network. Sustaining the transportation system requires planning for the prevention of and recovery from such events.

Sustainability also encompasses accessibility of transportation. The transportation system should be accessible and provide benefit to all users throughout Kirkland regardless of mobility, vision, hearing and cognitive capabilities.

In accordance with Federal and State law, care is needed to ensure that low-income, special needs and minority populations are not unduly subject to negative impacts from transportation improvements and that they are fully included in decision making processes.

## **B. Draft Policies**

*Policy T-6.1 Balance overall public capital expenditures and revenues for transportation.*

Because certain projects are good candidates for specific types of funding and for other reasons, there is a need to maintain a list of "unfunded" projects, but the cost of all unfunded projects should be a small percentage of the expected revenue over the 20 year plan.

Impact fees are a means for new development to pay for a fair share of system improvements (projects that benefit the entire transportation system, not just a particular development). Impact fees are not used to pay for existing deficiencies in the transportation system and therefore the implementation of impact fees needs to be closely coordinated with levels of service for various modes. In Kirkland, Transportation Impact fees represent about 15 percent of the expected revenue over the next 20 years.

<Paragraph here that describes why transportation impact fees can be charged for CKC.>

Action T-6.1.1: Revise the Impact Fee rate schedule

*Policy T-6.2 Place highest priority for funding on maintenance and operation of existing infrastructure rather than on construction of new facilities. Identify and perform maintenance to maximize the useful lifetime of the transportation network at optimum lifecycle cost.*

Maintaining what we have before constructing new facilities is a foundation of sustainability. Therefore, when funding decisions are being made, an amount adequate to fund maintenance and operation should be identified before allocating funding to other needs.

In some areas of the transportation system, true maintenance costs and optimum investment levels need to be identified so that accurate information about deferred maintenance and life cycle cost is available for decision makers.

Action T-6.2.1: Identify and sustain reasonable maintenance funding levels for a complete set of transportation assets.

Action T-6.2.2: Develop and maintain inventories of assets that require maintenance such as pavement markings, traffic signals, sidewalks, etc.

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Action T-6.2.3: Develop lifecycle costs for capital and maintenance projects.

*Policy T-6.3 Support modes that are energy efficient and that improve system performance*

Bicycling and walking may be the most efficient transportation modes available and consistent with other policies in this plan, those modes should be supported. Over the next 20 years, energy efficiency of other modes and transportation related elements will be improved, this may include improvements to auto and truck technology, transit alternatives or more energy efficient street lighting systems. Kirkland's Transportation network should support these innovations. Intelligent Transportation Systems can help reduce auto delay and stops thereby reducing energy use and improving system performance.

Action T-6.3.1: Work with regional groups such as PSRC to identify trends in vehicle innovation and seek opportunities to implement them in Kirkland. (See Partnership Policy T-7.4)

*Policy T-6.4 Minimize the contribution of transportation to air and water pollution; comply with Federal and State air and water quality requirements..*

Motorized transportation is the chief contributor to air and water pollution. This comes in many forms from tailpipe emissions to the production of petroleum products used for paving to substances dripping from cars, trucks and buses and eventually finding their way to water sources.

Kirkland has adopted goals for reduced greenhouse gases (see Environment Chapter of Comprehensive Plan). Because of the role that vehicle emissions play in greenhouse gas production, reducing those emissions will be a requirement if the goal is to be met. Many actions that will reduce greenhouse gases are included in Actions under other goals. <MORE SPECIFICS NEEDED HERE>

Action T-6.4.1: Coordinate transportation improvements and programs with goals from the Environment Chapter of the Comprehensive Plan to meet the City's greenhouse gas targets.

*Policy T-6.5 Safeguard the transportation system against disaster*

Because of the risk that natural and other disasters can pose to the transportation system, prevention and recovery should be actively planned for. This should be done in coordination with goals and policies in the Comprehensive Emergency Management Plan.

Action T-6.5.1: Develop and keep current strategies for preventing and recovering from disasters that impact the Transportation System.

*Policy T-6.6 Create an equitable system that provides mobility for all users.*

Our transportation system has many potential barriers. A sustainable transportation system is open to users of all abilities. There may be cost barriers such as tolls or transit fares that prevent some citizens from using public transportation facilities. Language may be a barrier to some users and this should be considered in the design of written materials. Kirkland should be sensitive to the potential barriers and treat them as required by law or by the need to make the transportation system as open as possible to all users. (See Policy T-1.1)

Action T-6.6.1: Periodically review existing procedures and if needed, adopt new procedures to ensure accessibility to the transportation system.

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*Policy T-6.7 Implement transportation programs and projects in ways that prevent or minimize impacts to low-income, minority and special needs populations.*

As required by applicable state and federal regulations, Kirkland should continue to make sure that all citizens are involved in decision making about transportation projects and that impacts (such as health, environmental, social and economic effects) do not fall disproportionately on vulnerable populations.

Action T-6.7.1: Ensure inclusion of vulnerable populations and ensure that impacts to these populations are not disproportionate by periodically reviewing existing procedures and when needed, adopting new procedures.

*Policy T-6.8 Actively pursue grant funding and innovative funding sources*

Kirkland has a history of successfully pursuing a wide range of grant funding opportunities for transportation projects and this should continue. Grant funding is expected to make up more than a quarter of transportation funding over the next 20 years. Projects that are a good candidates for particular grant funding sources should be have a prominent place in the lists of potential projects. Sidewalk projects on School Walk Routes and Safe Routes to School grants are an example of this type of pairing.

Action T-6.8.1: Ensure that all applicable grant opportunities are reviewed and competitive grant applications are submitted by periodically reviewing grant application procedures.

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## 10. Be an active Partner

***Goal T-7 Coordinate with a broad range of groups; public and private, to help meet Kirkland's transportation Goals.***

### A. Background

Traffic doesn't stop at city borders. Cars, buses, bicycles and pedestrians all travel between cities. Kirkland is bisected by I-405, a facility which is the responsibility of the **Washington State Department of Transportation** (WSDOT). In many cases, WSDOT is the representative of the Federal Highway Administration. Transit service is provided by King County Metro and Sound Transit both of which are governed by separate boards of elected officials. Regional policy determines, to a large extent, the minimum number of person trips that Kirkland must plan for. For all these reasons, working with other agencies is a requirement for achieving Kirkland's transportation goals.

Kirkland must be proactive in its work with regional partners. Kirkland should come to other partners with a strong sense of our needs rather than reacting to what is offered by others. An example of this can be seen in the work of our City Council and State Legislature, where recent sessions have resulted in securing important funding for the Cross Kirkland Corridor.

At the county-wide and regional levels, there are a number of groups that influence funding decisions and transportation policy. These are often structured with staff groups making recommendation to boards of elected officials. Kirkland should have an active role in these groups.

Partnerships should not end with the transportation agencies such as the Washington State Department of Transportation or King County Metro. Partnering with the private sector, schools, advocacy groups and neighboring cities and sub-regional coalitions will inform and build support to achieve Kirkland's transportation goals.

### B. Draft Policies

*Policy T-7.1 Play a major role in development of Sound Transit facilities in Kirkland*

Sound Transit will likely be implementing one or more new phases of transit over the life of this plan. These updates typically require an update to Sound Transit's Long Range Plan, followed by a System Plan revision that describes projects that are on a ballot put before voters. A connection between the Totem Lake Urban Center and the regional transit system is Kirkland's primary interest for regional transit. The preferred mode for this connection is light rail.

Bus Rapid Transit operating in Express Toll Lanes on I-405 may be the first Regional High Capacity Transit link serving Totem Lake. It is important that such a system includes connections to Downtown Kirkland and that it utilize the Houghton Park and Ride as a component. Rebuilding freeway interchanges are ways by which this may be accomplished.

Kirkland can best affect these plans by cultivating productive and ongoing working relationships with Sound Transit and by being active and persistent advocates for our interests, as directed by the City Council, at both the staff and Sound Transit Board level.

Opportunities to increase Sound Transit's Regional Express Bus Service presence in Kirkland should be pursued.

**Action T-7.1.1:** Advocate for increases in meaningful Sound Transit services in Kirkland, with a connection to Totem Lake as a first priority.

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*Policy T-7.2 Establish commitments from transit providers to provide high quality transit service in exchange for land use and transportation commitments that support transit. Partner with King County Metro to meet mutual interests.*

Final decisions about King County Metro transit service rest with the King County Council and therefore change can happen without the approval of the City of Kirkland. This lack of certainty weakens the foundations of both the land use and transportation plans, both of which rely heavily on high quality transit service.

In order to thrive, transit service needs certain land use and transportation elements and those elements are largely within the control of cities. Therefore, Kirkland should pursue, ideally in cooperation with other jurisdictions, an agreement by which risk for both transit agencies and cities is reduced by agreeing to transit service levels in exchange for items cities can provide.

Action T-7.2.1: Actively pursue agreements with transit providers that help support Kirkland's land use and transportation plans.

*Policy T-7.3 Work with Washington State Department of Transportation and the Washington State Legislature to achieve mutually beneficial decisions on freeway interchanges and other facilities.*

As described elsewhere, decisions made by the **Washington State Department of Transportation** (WSDOT) on how facilities are designed and operated have significant bearing on Kirkland's transportation system. Because WSDOT traditionally has viewed the Land Use-Transportation Connection from an auto-oriented viewpoint, previous decisions have resulted in facilities that are less than optimal for meeting Kirkland's goals in a modern urban setting. Age of facilities and prioritization of Kirkland's projects in a statewide context are also complicating factors. These issues could potentially be mitigated by working more closely and regularly with WSDOT leadership, inclusion of transportation and land use items on Kirkland's legislative agenda, and advancing Kirkland's interests by funding initial design work for projects like interchange designs on I-405. Also Kirkland should advocate for improving the interchange of I-405 and SR 520 including new HOV connectivity.

WSDOT must approve any changes to functional classifications (principal arterials, minor arterials, collector streets, and local streets) on Kirkland's streets to ensure that they meet federal guidelines and are coordinated with neighboring jurisdictions. Functional classifications are a useful surrogate for volume and number of lanes and are used, as described in other policy discussions, as one measure for prioritizing projects.

Action T-7.3.1: Foster a strong working relationship with WSDOT leadership

Action T-7.3.2: Advance Kirkland's transportation interests with actions on legislative agendas

Action T-7.3.3: Fund initial studies in order to make it easier to secure funding for construction projects.

Action T-7.3.4: Periodically review and update, when needed, functional classifications.

*Policy T-7.4 Participate in and provide leadership for regional transportation decision making.*

Multiple regional groups impact funding and policy decisions that affect transportation in Kirkland. As an example, Puget Sound Regional Council has a host of boards and groups. Some of these groups are made up of staff members, others are exclusively for elected officials. Kirkland is a member of the King

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County-Cities Climate Collaboration, a partnership between the County and these cities to coordinate and enhance the effectiveness of local government climate and sustainability efforts.

Action T-7.4.1: Develop a clear plan for being a part of groups to allow for the efficient representation and support of Kirkland's transportation interests.

*Policy T-7.5 Work closely with the Lake Washington School District to encourage more children to walk and bike to school.*

Reducing the number of students who are driven or who drive to school is a multifaceted task. **The Lake Washington School District** (LWSD) is a necessary partner in this effort. Close communications between LWSD and Kirkland staff should be pursued. Contacts at individual schools are usually highly effective and should also be pursued.

Action T-7.5.1: Schedule regular reviews of school walk routes with School District personnel.

Action T-7.5.2: Advance Kirkland's transportation goals by maintaining relationships with schools and the school district.

*Policy T-7.6 Coordinate multi-modal transportation systems with neighboring jurisdictions.*

Kirkland has strong ties with neighboring jurisdictions. These ties should be reinforced and used to make sure that projects like bike share, wayfinding, traffic signal operation, pavement marking, traffic impacts of new developments and other transportation projects are carefully coordinated so that transportation users can move seamlessly across jurisdiction borders.

*Policy T-7.7 Partner with the private sector and other "new" partners.*

Kirkland should look for partners outside governmental agencies. Identifying and connecting with other partners could help fund or deliver a range of projects and services including bike share, transit alternatives, traffic data, parking solutions, and a range of improvements on the Cross Kirkland Corridor.

*Policy T-7.8 Engage in a multi-agency, multi-disciplinary safety program.*

As mentioned elsewhere in this Plan, the most effective approach to safety is a multi-agency, multi-disciplinary approach like the State of Washington's Target Zero program. Implementing this approach requires partnering both within the City and with outside agencies.

Action T-7.8.1: Develop contacts with the State of Washington Target Zero program at the state and county level. Partner with other appropriate agencies to support a safety program.

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## 11. Transportation Measurement

### *Goal T-8 Measure and report on progress toward achieving goals and actions.*

#### A. Background

For several years the transportation Commission and City Council have contemplated a revised concurrency system that relieves some of the deficiencies of the existing system. The new system is multi-modal and meets the interest of many stakeholders to be easier to understand.

“Level of service” is a term for the performance of the transportation system. One of the required parts of the Transportation Element of the Comprehensive Plan is a level of service for each mode. The underlying philosophy for Kirkland’s level of service is that an acceptable level of service is, by definition, the level of service resulting from the completed 20 year transportation network and the fulfillment of the Land Use Plan. The reason for this is that the projects selected for the transportation network derive from the goals and policies of the plan –including financial constraints, and were chosen because of the performance they provide as a group given the number of trips forecast for the future.

Mode split is another factor considered in the Transportation Element of the Comprehensive Plan. Mode split refers to the fraction of trips using various modes; auto, bike, walking transit. In the Totem Lake, the adopted mode split percentages from the Growth and Transportation Efficiency Center should be used.

Successful implementation of the goals and policies in the transportation element is aided by a clear plan of action. This should take the form of a distillation of the actions of this plan over the short term presented in a form that is easy to understand and accessible for a range of stakeholders.

Information about the transportation system should also be summarized in a way that is easy for people to understand and that has clear and regular reporting methods so that progress toward a handful of measures is simple to track over time. Progress toward the goals of this plan should be reported annually.

#### B. Draft Policies

*Policy T-8.1 Use a multi-modal plan based concurrency method to monitor the rate at which land use development and the transportation system are constructed.*

The main function of concurrency is to make sure that the impacts of land use growth are balanced with transportation projects and programs. If growth is far out pacing the rate at which transportation improvements are constructed, then permits for new developments can be halted. Such a halting represents a failure of the system. Ideally concurrency is managed so that development continues.

Concurrency should be no more complicated than is necessary and should consider transit, bicycling and walking along with auto travel. Concurrency should principally monitor the approved land use and transportation plans and ensure that they are being completed in relative balance. It should help achieve land use and transportation goals, not be an impediment to achieving those goals.

Action T-8.1.1 Develop and implement a multi-modal concurrency system.

*Policy T-8.2 Establish acceptable level of service for all modes.*

The way in which level of service is measured is different for different modes. For example, level of service for walking and bicycling is generally concerned with network coverage while auto level of service is measured more by available capacity. <LEVEL OF SERVICE STANDARDS STILL TO BE DEVELOPED>

Transportation Master Plan draft ver 2.0 City Council meeting October 21, 2014.

Action T-8.2.1: Develop level of service standards for each mode.

*Policy T-8.3 Mode split*

Working on this section

*Policy T-8.4 Ensure implementation of the Goals and Policies in the Transportation Element and monitor progress toward those goals.*

(See Implementation section of Comprehensive Plan) An Implementation Plan should include enough information so that people who are not familiar with the Transportation Master Plan can readily understand the key points of the Plan and the actions necessary to accomplish its goals.

A selected few measures that address the key elements of the Plan, presented in a manner that is easily understood by the public, should be developed. These measures should be coordinated with the Action Plan and tracked by Council and be widely distributed.

Action T-8.4.1: Prepare and maintain a succinct short term Action Plan, including a timeline that describes actions necessary to fulfill the goals and policies of this element.

Action T-8.4.2: Deliver annual transportation report cards.

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## XII.A. PUBLIC SERVICES

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### ~~◆ RELATIONSHIP TO THE FRAMEWORK GOALS ◆~~

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The ~~Public Services Element~~ highlights the following Framework Goals:

- ~~FG-1 Maintain and enhance Kirkland's unique character.~~
- ~~FG-2 Support a strong sense of community.~~
- ~~FG-3 Maintain vibrant and stable residential neighborhoods and mixed-use development, with housing for diverse incomes, ages, and lifestyles.~~
- ~~FG-4 Promote a strong and diverse economy.~~
- ~~FG-5 Protect and preserve environmentally sensitive areas and reduce greenhouse gas emissions to ensure a healthy environment.~~
- ~~FG-6 Identify, protect and preserve the City's historic resources, and enhance the identity of those areas and neighborhoods in which they exist.~~
- ~~FG-7 Encourage a sustainable community.~~
- ~~FG-8 Maintain and enhance Kirkland's strong physical, visual, and perceptual linkages to Lake Washington.~~

## XII.A. PUBLIC SERVICES

- ~~FG-9 Provide safety and accessibility for those who use alternative modes of transportation within and between neighborhoods, public spaces, and business districts and to regional facilities.~~
- ~~FG-10 Create a transportation system which allows the mobility of people and goods by providing a variety of transportation options.~~
- ~~FG-11 Maintain existing park facilities, while seeking opportunities to expand and enhance the current range and quality of facilities.~~
- ✓ **FG-12 Ensure public safety.**
- ✓ **FG-13 Maintain existing adopted levels of service for important public facilities.**
- ~~FG-14 Plan for a fair share of regional growth, consistent with State and regional goals to minimize low density sprawl and direct growth to urban areas.~~
- ✓ **FG-15 Solve regional problems that affect Kirkland through regional coordination and partnerships.**
- ~~FG-16 Promote active citizen involvement and outreach education in development decisions and planning for Kirkland's future.~~
- ~~FG-17 Establish development regulations that are fair and predictable.~~
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# XII.A. PUBLIC SERVICES

## A. INTRODUCTION

The Public Services Element addresses fire and emergency medical services, emergency management, police protection, solid waste collection and transfer, schools and libraries.

### *PROBLEM STATEMENT*

~~As an urban area, Kirkland has an established infrastructure for the efficient provision of public services. Kirkland's level of public services has generally been adequate over time as new growth and development have occurred. Deficiencies may still exist in some services but these can be addressed through appropriate planning, adequate funding and coordination with the appropriate service providers. Deficiencies that have occurred in the past have been due to growth, both in population and business activity and as the result of annexations. These deficiencies can be avoided by incorporating planning for specific services more completely into the general planning process.~~

~~Historically, individual service providers have prepared master plans based on assumptions of growth from a variety of sources. The intent of the Public Services Element is to serve as an umbrella for these individual master plans and help establish a consistent set of growth assumptions based on the Land Use and Housing Elements of the Comprehensive Plan.~~

Each provider ~~will still~~ faces unique challenges in meeting the expected demands. For fire, emergency management and police services, the primary challenge is in maintaining an appropriate level of service as growth occurs and the demand for services increases. For solid waste garbage and recycling, the challenges are to reduce waste, encourage recycling and reduce solid waste disposal to lessen the capacity problems of the transfer stations and landfills. The County must find demand management solutions to address tonnage and transaction capacity problems ~~with in its transfer station system existing and new transfer stations~~. For the Lake Washington School District, a major challenge is in finding ways to be flexible and responsive to fluctuating demand for services.

~~As an urban area, Kirkland has an established infrastructure for the efficient provision of public services. The policies of the Public Services Element anticipate no changes in appropriate service providers and no new districts.~~

### *EXISTING CONDITIONS*

~~The City currently provides the following public~~ services:

**Fire Protection and Emergency Medical Services** – The City provides emergency response to fire and medical emergencies, fire prevention, and public education and participates in regional specialized response for hazardous materials, technical rescue and paramedic services. The City has County, other cities and State mutual aid agreements for emergency response. Fire station locations and emergency fire response times are shown in Figure PS-1. Response times for emergency medical services are shown in Figure PS-2.

## XII.A. PUBLIC SERVICES

Some areas of the City do not meet the level of service standards for fire and emergency medical services. Specific capital projects to address these deficiencies are addressed in the City of Kirkland Fire and Building Department's Strategic Plan. These include a new planned single or dual fire station to serve the northern areas of the City to be completed by 2017.

**Emergency Management** – The City provides readiness, response, and recovery services based on an all-hazards approach to disasters. Kirkland participates in regional and statewide response operations. It has mutual aid agreements with other Cities, Counties, and the State, as well as private-sector partners and voluntary agencies for management and response support in disasters.

**Police Protection** – The City provides traffic investigation, enforcement, and education; parking enforcement; patrol response to citizen calls for service; criminal enforcement; K9; special response teams; crisis negotiation team; investigations; crime analysis; explorers; crime prevention; school resource officers; record keeping; jail services; internal and external training; and contacts for 911 communication services that serve as the public safety answering point for police, fire, and medical emergencies. The department also has mutual aid agreements with every law enforcement agency in the State. A new Justice Center in the Totem Lake area combines police, jail and municipal court services in one complex.

**Solid Waste and Recycling Collection** – The City contracts with Waste Management, Inc., to provide curbside solid waste and recycling collection to all single-family and multifamily residents and commercial customers. The Draft King County Comprehensive Solid Waste Management Plan sets specific goals for the City to achieve. The County and the City have committed to achieve a combined residential and commercial recycling diversion rate goals of ~~a~~ 55 percent ~~curbside recycling diversion rate~~ by 2015, and 70 percent by 2020 and a waste prevention goal of 20.4 pounds per household per week by 2020. In 2013, the City achieved a combined recycling diversion rate of 44.6 percent. The City started one of the first single family residential food waste recycling programs followed by commercial and multifamily organics ~~recycling~~ and business programs to encourage environmentally sound practices. The City will continue to work with its collection contractor to provide ~~a~~ comprehensive ~~curbside~~ recycling program for Kirkland residents and businesses.

~~Moved this section.:The following non-City managed public services are also addressed in the element:~~

~~**Schools**—In Kirkland, the Lake Washington School District has elementary schools, junior and senior high schools, and a combination junior and senior high school under the international school program. The school district serves 76 square miles and includes all of Kirkland, Redmond and unincorporated portions of King County. In addition, Kirkland has the Lake Washington Technical College. School locations are shown in Figure PS-3.~~

~~The school district's 2003—2008 LOS standards are as follows: 19 students for grades K-2, 24 students for grade 3, 25 students for grade 4, 27 students for grades 5—6, 30 students for grades 7—9 and 32 students for grades 10—12. Based on these LOS standards, enrollment forecasts and planned facilities, the district has sufficient capacity to house students through 2008. In fact, the district forecasts enrollment to decrease. No new schools are planned for Kirkland. A vacant school site is held in reserve in Redmond on Kirkland's border. The district uses portable classrooms to provide the flexibility to accommodate immediate needs of school sites without building costly new facilities. By 2008, several of the Kirkland schools will be modernized and additional permanent school capacity will replace the portables.~~

**Solid Waste Transfer** – The King County Solid Waste Division (KCSWD) owns and operates the Houghton Transfer Station (HTS) in Kirkland where 98 percent of Kirkland's solid waste is collected and transferred to the Cedar Hills landfill. The station currently processes ~~an inordinate amount of more~~ waste relative to most other

## XII.A. PUBLIC SERVICES

King County transfer stations and accepts waste from surrounding communities such as Redmond and Bellevue. In 2007~~13~~, the HTS processed 18 percent (~~182,000 tons~~) of the waste or the second most in the entire King County transfer system.

In October 2005, the City of Kirkland and the KCSWD negotiated a Memorandum of Understanding (MOU) intended to mitigate some of the negative effects the HTS station was having upon the surrounding residential community. The MOU agreement included mitigation measures to be implemented or constructed by King County and included commitments to prohibit the overnight parking of full or partially full trailers; to construct a pedestrian pathway and sound barrier; to install landscaping; and to provide other mitigation amenities. The City also worked closely with the KCSWD and local haulers to route trucks exiting the station exclusively to the west so as to protect the adjacent school zone and to restrict them from entering residential neighborhoods to the east. The MOU also included a proviso recommending that the KCSWD reduce the amount of waste processed at the HTS to a maximum annual tonnage of 135,000 tons/year over a 10-year period. The proviso was supported by the City of Kirkland and the surrounding neighborhood. The KCSWD agreed only to abide by the King County Solid Waste Transfer and Export System Plan (2006) (Transfer Plan) as adopted by the King County Council. The reduction in tonnage recommended in the proviso has not been implemented.

In developing the ~~King County Solid Waste Transfer and Export Plan (September 2006) Transfer Plan~~, King County consulted with commercial haulers and other industry experts to develop a set of criteria to be used to evaluate the current urban transfer facility system's ability to meet the service needs of its users over the next few decades. The criteria applied to each station included level-of-service criteria, station capacity, and the effects upon the surrounding community. Based upon the evaluation, the ~~Transfer and Export~~ Plan recommended the permanent closure of the Houghton and Algona Transfer Stations pending the siting and construction of the new Bow Lake, Northeast Washington and South County stations which at the time were ~~are~~ expected to be completed in or about 2016. ~~In accordance with the Transfer and Export Plan, the 2009 draft update to the King County Solid Waste Management Plan also recommends the closure of the Houghton Transfer Station.~~

After Bellevue opted out of a Solid Waste Interlocal Agreement with King County in 2013, which had the effect of removing ten percent of the solid waste from the transfer system after 2028, a review of the 2006 Transfer Plan was undertaken by King County and stakeholders to ensure that all of the capital improvements to the transfer system identified in 2006 were still needed.

During the review of the Transfer Plan, the Kirkland City Council adopted two resolutions which expressed their desire that the County honor its agreement in its 2005 Memorandum of Understanding with Kirkland and as recommended in the Transfer Plan that the HTS be closed.

The review of the Transfer Plan recommended that the number of transfer stations in the system being considered for replacement be reduced from six to four, and continues to recommend closure of the HTS but in 2021 rather than in 2016. The County committed to studying and implementing a demand management strategy to manage daily customer transactions and tonnage capacity with two less transfer stations. The siting and construction of a new Northeast Transfer Station was put on hold pending the viability and success of demand management.

### Non City Managed Public Services:

**Schools** – In Kirkland, the Lake Washington School District has elementary schools, junior-middle schools and senior high schools, and a combination junior and senior high school under the international school program. The school district serves 76 square miles and includes all of Kirkland; and Redmond, and portions of Sammamish

## XII.A. PUBLIC SERVICES

~~and~~ unincorporated ~~portions of~~ King County. In addition, Kirkland has the Lake Washington Technical College. School locations are shown in Figure PS-3.

The school district's ~~2003—2008~~ 2014 - 2019 Six Year Capital Facilities Plan LOS standards are as follows: ~~19~~ 20 students for grades K – ~~1, 2, 24~~ 25 students for grade ~~2-3, 25-27~~ 2-3, 25-27 students for grade ~~4-5, 27~~ 30 students for grades ~~5— 6-8, 30 students for grades 7—9~~ and 32 students for grades ~~10 9–~~ 12. Based on these LOS standards, enrollment forecasts and planned facilities, the district has ~~insufficient~~ capacity to house students through ~~2008~~ 2019. In fact, the district forecasts enrollment to ~~decrease~~ increase by over 10% during this period. ~~No new schools are planned for Kirkland. A vacant school site is held in reserve in Redmond on Kirkland's border. The district uses portable classrooms to provide the flexibility to accommodate immediate needs of school sites without building costly new facilities. By 2008, several of the Kirkland schools will be modernized and additional permanent school capacity will replace the portables. Subject to bond approval, the district plans several facilities/expansions in Kirkland to meet this demand including a new elementary school and expansion of Lake Washington High School and the rebuilding and expansion of Juanita High School. Construction of a new elementary school in Kirkland will require the District to locate and acquire an adequate site for the school.~~

**Library** – The King County Library System provides library services to Kirkland. ~~with a resource library. As a resource library, this library serves as a secondary resource to smaller libraries in the region by providing~~ The Kirkland library, located downtown, and the Kingsgate Library provide extensive reference and user services, and special collections. Library locations are shown in Figure PS-3. (ADD LIBRARY LOCATIONS TO EXISTING SCHOOL MAP)

### *RELATIONSHIP TO OTHER ELEMENTS*

The Public Services Element supports the Land Use Element by establishing policies to ensure that public services are adequate to support anticipated growth. In addition, this element establishes policies for the coordination of funding, concurrency, and level of service requirements set forth in the Capital Facilities Element. The Capital Facilities Element contains further explanation regarding the analysis of need for capital projects to meet the level of service standards for public services.

### *RELATIONSHIP TO OTHER PLANS*

In preparing this Element, the City has reviewed and considered the following documents that are adopted by reference:

- ◆ City of Kirkland Fire and Building Department's Strategic Plan (2013);
- Comprehensive Emergency Management Plan (2014);
- King County Hazard Mitigation Plan (2014);
- Police Department Crime Analysis, Crime Prevention, Resource Deployment and Community Outreach Plans (2014);
- ◆ ~~Lake Washington School District's Capital Facilities Plan~~;
- ◆ Draft King County Solid Waste Division Solid Waste Management Comprehensive Plan (2013);

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- [Solid Waste Transfer and Waste Export System Plan \(2006\);](#)
- [Solid Waste Transfer and Waste Export System Plan Review \(2014\);](#)
- [Lake Washington School District's Capital Facilities Plan 2014-2019](#)
- ◆ King County's Library System ~~Plan~~ [Strategic Guidelines for Library Improvement Modifications \(2014\)](#).

**(UPDATE THE FOLLOWING THREE MAPS:)**

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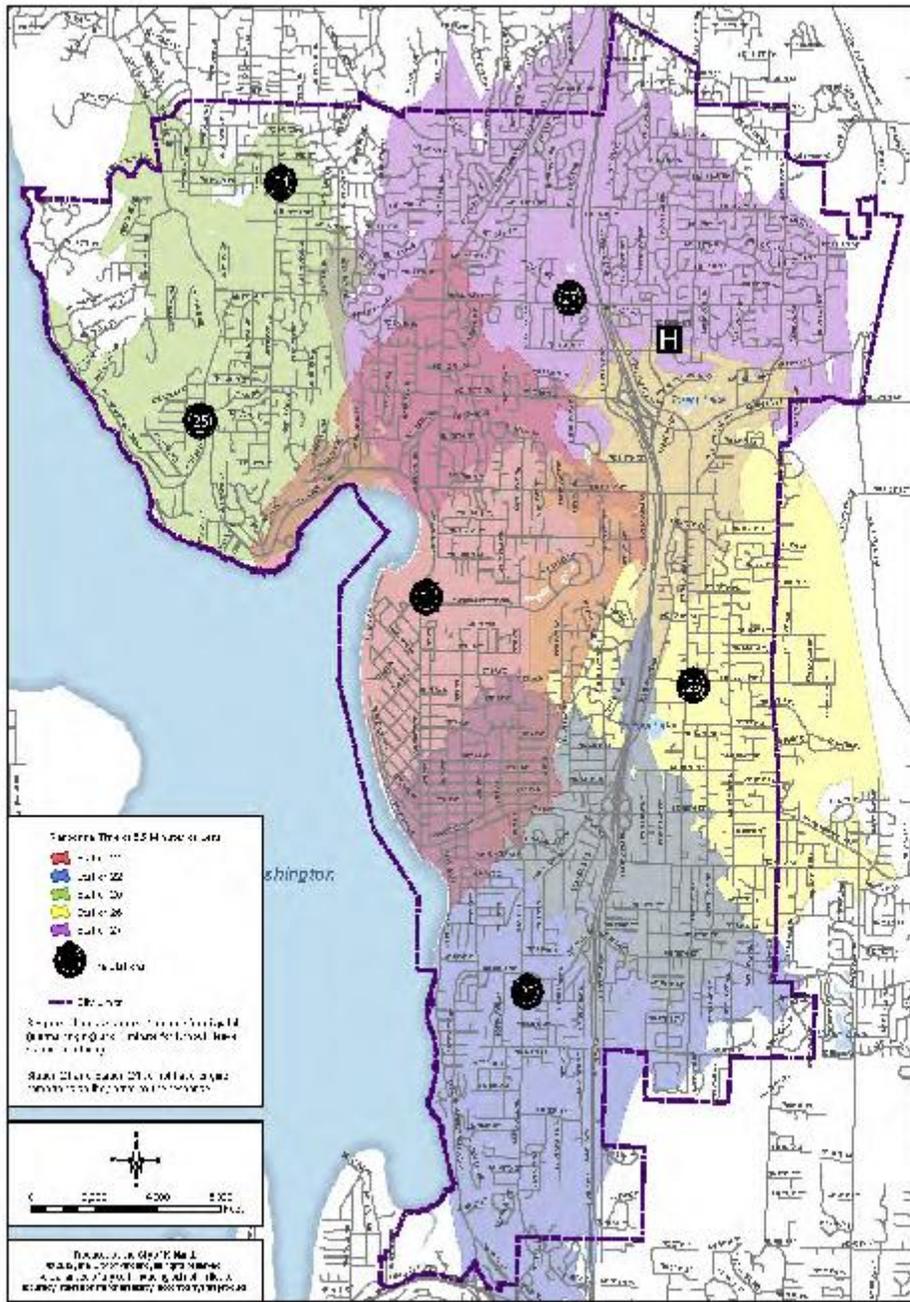


Figure PS-1: Fire Response Times within 5.5 minutes

# XII.A. PUBLIC SERVICES

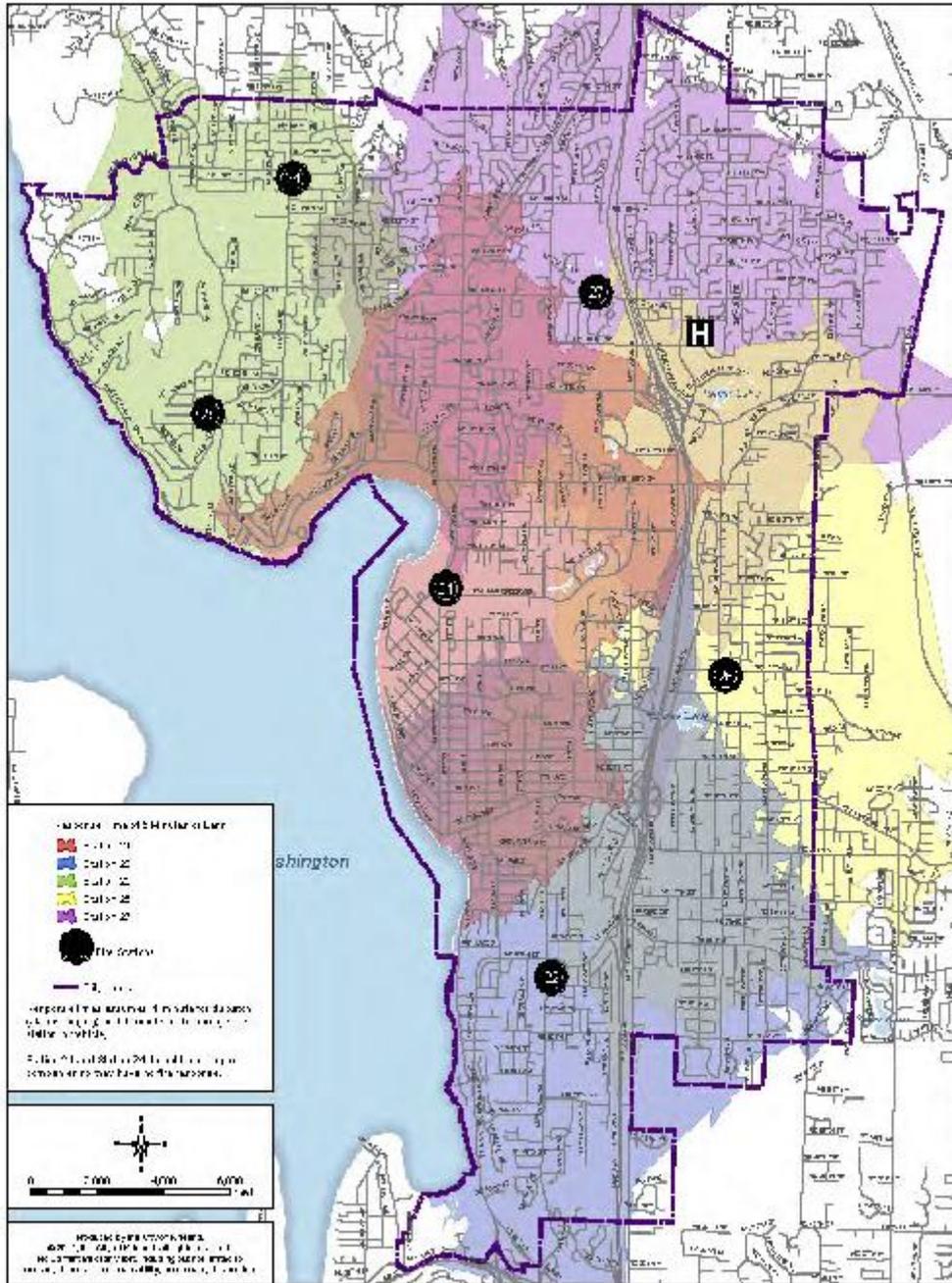


Figure PS-2: Emergency Medical Services Response Times within 5 minutes



# XII.A. PUBLIC SERVICES

## B. PUBLIC SERVICES CONCEPT

The Public Services Element supports ~~the continued~~ provision of adequate public services to support existing and future development and the correction and prevention of any existing deficiencies ~~in public services to ensure a sense of community and high quality of life.~~

~~Schools and libraries will be held to design standards to uphold the community character while shared use of such facilities will ensure efficiency of services.~~

## C. PUBLIC SERVICES GOALS AND POLICIES

**Goal PS-1:** Provide fire protection, emergency medical services, **emergency management**, and police service to the community through a cost-effective and efficient delivery system to maintain a safe environment for the public.

**Goal PS-2:** Provide efficient and convenient solid waste and recycling services to the community through coordination with service providers and the local solid waste management agency.

**Goal PS-3:** Maintain the quality of life in Kirkland through the planned provision of regional services in coordination with other public service providers.

### *CITY-MANAGED PUBLIC SERVICES*

*FIRE, POLICE, EMERGENCY MEDICAL SERVICES AND EMERGENCY MANAGEMENT AND ~~SOLID WASTE~~*

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### COLLECTION

One of the advantages of living in an urban setting such as Kirkland is a level of emergency service and solid waste collection that exceeds the level of service commonly found in rural areas. To maintain the emergency services, Kirkland must be prepared for new expenditures while finding additional system efficiencies. To maintain the solid waste and recycling collection services levels, Kirkland must coordinate with collection service pickup providers and the King County Solid Waste Management Division.

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*Goal PS-1: Provide fire protection, emergency medical services, emergency management, and police service to the community through a cost-effective and efficient delivery system to maintain a safe environment for the public.*

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*Fire Station in North Rose Hill Neighborhood (Replace with picture of new public service building.)*



*Policy PS-1.1: Provide fire ~~and~~ emergency medical services and police services to the public which maintain accepted standards as new development ~~and annexations~~ occurs.*

Basic public safety service should keep pace with growth. Kirkland should anticipate new growth to avoid deficiencies in accepted levels of service.

*Policy PS-1.2: The adopted levels of service for fire and emergency medical services are as follows:*

- ◆ *Emergency medical: response time of five minutes to 90 percent of emergency incidents.*
- ◆ *~~Nonemergency medical: response time of 10 minutes to 90 percent of nonemergency incidents.~~*
- ◆ *Fire suppression: response time of 5.5 minutes to 90 percent of all fire incidents.*

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The emergency medical and fire suppression response times are ~~nationally~~ accepted standards for two principal reasons. For fire response times, it sets a threshold to minimize property loss and reduce the level of risk to response teams. For emergency medical service, the response time has a direct link to human physiology and resuscitation.

Response times are influenced by various factors such as locations of resources, accessibility, and available personnel. Kirkland must balance all of these factors in prioritizing the commitment of resources. The eEstablishing levels of service for response times in underserved portions of the City will lead to require funding a variety of street improvements, either an increase of the number of or relocation of fire stations facilities needed to attain acceptable response times and consideration of increased response personnel.

***Policy PS-1.3: Provide a system of streets that facilitates improved emergency response times.***

This policy suggests a philosophy of through-street connections allowing for multiple emergency access routes. Where feasible, dead-end streets and cul-de-sacs should be avoided. For the most part, Kirkland is served by interconnected streets but there are exceptions. Interstate 405 presents a significant barrier to east-west travel. New access routes should be explored to areas of the City that have poor emergency access and inferior emergency response times. Traffic calming programs and devices should be ~~managed effectively so there are no negative impacts~~ designed to balance the needs of the neighborhood and the need to maintain on emergency response time levels of service.

Figures PS-1 and PS-2 indicate where there are deficiencies. The City should consider opportunities for street improvements as funding becomes available.

***Policy PS-1.4: Develop and maintain a water system that provides adequate fire flow for anticipated development based on land use designations of the Comprehensive Plan.***

This policy is intended to ensure that an adequate water supply and pressure is available for new and existing development. Kirkland should periodically review the system to identify existing and potential fire flow deficiencies and continue to employ a variety of methods to correct those deficiencies.

***Policy PS-1.5: Provide a robust training and exercise program in emergency management response operations for city employees.***

City employees are responsible for moving from their everyday positions into similar emergency management response operations positions at the onset of an incident. As such, this policy ensures Kirkland will provide updated training that is exercised at least twice a year; maintaining a high quality skill base for response operations during a disaster.

***Policy PS-1.6: Maintain accessible disaster plans that incorporate a Whole Community approach to emergency management for all-hazards.***

This approach to emergency management identifies that planning must incorporate the Whole Community to be effective including: individuals, families, businesses, community-based organizations, faith-based organizations,

## XII.A. PUBLIC SERVICES

voluntary organizations, neighborhood associations, people with access and functional needs, children, school systems, elders, and private-sector partnerships.

*Policy PS-1.7: Sustain a disaster response system that incorporates local, state, tribal, and federal partners to facilitate enhanced disaster readiness, response, recovery, and resilience.*

This policy acknowledges that emergency management and disaster response is regionally based because incidents do not respect artificially imposed borders. Maintaining strong relationships through planning, training, exercise partnerships with all disaster related government agencies will help the Kirkland community respond and recover from a disaster.

*Policy PS-1.58: Ensure that safety and security considerations are factored into the review of development proposals.*

Kirkland has a history of thorough review of new development proposals at an early stage to ensure that fire, emergency management, police and building safety concerns are factored in.

*Policy PS-1.69: Ensure compatibility in scale and design with surrounding uses by reviewing new public facilities for compliance with adopted urban design principles.*



*Kirkland City Hall*

The design of City facilities should accurately reflect the City's philosophy. For example, City Hall has been designed to reflect the scale of the residential neighborhood to the north, while providing territorial views from within. The Justice Center, completed in 2014, reused an existing building, and incorporated many green building techniques and public art in its remodel. Other facilities, like fire stations, should be responsive to the scale and other qualities of the residential neighborhoods in which they are located. Public art should be incorporated to improve the aesthetics, whether as an integral part of the architecture, through landscaping or by applying other techniques.

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*Policy PS-1.710: Update Fire, Emergency Management, and Police functional plans at appropriate intervals to incorporate and remain consistent with the goals, policies, and land use projections of the Comprehensive Plan.*

All of the City's planning documents should be based on consistent and accurate assumptions. The Comprehensive Plan should be updated as necessary to reflect any changes in those assumptions.

### SOLID WASTE

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*Goal PS-2: Provide efficient and convenient solid waste and recycling services to the community through coordination with service providers and the local solid waste management agency.*

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*Policy PS-2.1: Coordinate with the City's solid waste and recycling collection contractors and King County Solid Waste Division to ensure that the existing level of service standards are maintained or improved and waste reduction and recycling goals and targets are in compliance with the ~~2010~~ Draft 2013 King County Comprehensive Solid Waste Management Plan (SWMP) update.*

The SWMP establishes waste reduction and recycling goals for single family residential, multifamily residential and commercial sectors to be achieved by 2015 to 2020 over the course of the next decade. Cities adopting the Comprehensive Plan commit to implementing and/or maintaining waste reduction and recycling programs and collection standards to support the overall goals and targets identified in the SWMP.

The SWMP level of service goals for solid waste collection and recycling are summarized below.

**Waste Prevention Goal** – This goal addresses all types of waste: yard waste, recycling and garbage. By looking at overall waste generation of all kinds (tons of material disposed plus tons recycled), trends in waste prevention activity can be identified. A decline means that the overall amount of materials alone or combined has been reduced. Waste generation rates to be achieved by 2020 are: 20.4 pounds/week per person from single-family and multifamily homes; and 58 pounds/week per employee from the non-residential sector.

**Waste Disposal Goal** – This goal addresses only garbage disposed in landfills. Reductions in disposal over time indicate an increase in waste prevention and/or recycling. Waste disposal rates to be achieved by 2020 are 14.2 pounds/week per person from single and multifamily homes and 22.9 pounds/week per employee from the nonresidential sector.

**Recycling Goal** – Recycling will continue to be an important strategy to reduce the disposal of solid waste. The recycling goal combines single-family, multifamily, non-residential and self-haul recycling activity. The overall recycling rate goal by 2015 is 55 percent. The overall recycling goal by 2020 is 70 percent.

Reducing waste and achieving a high recycling diversion rate reduces the amount of garbage going to the Cedar Hills Landfill, which in turn extends the time before the landfill reaches capacity and other solutions must be found for disposing of King County's solid waste. Waste reduction and recycling programs throughout King

## XII.A. PUBLIC SERVICES

County have extended the life of the Cedar Hills Landfill through at least 2026. In addition, recycling reduces the need to produce more raw materials for certain plastics, paper and aluminum.

*Policy PS-2.2: Encourage reduction, reuse and recycling of building construction materials in order to reduce waste, increase diversion, and save energy.*

Encouraging the construction industry to salvage, reuse and/or recycle construction, demolition, and land clearing debris supports the City's role as an environmental steward. Various City incentives to meet this objective are geared toward the development community by encouraging the practice of salvaging and reusing building materials, separating recyclable from non-recyclable materials on the jobsite and construction techniques that use fewer materials than conventional methods. The City's Green Building Program uses several certification programs that ensure that the building construction material waste stream is reduced.

City projects and private development should provide a plan with their permit applications that describe how the building materials will be salvaged, reused or recycled. The City's participation in regional collaborations to help create the local infrastructure for salvaging, reuse and recycling of these valuable resources will be essential to making this transition a success. Over time these techniques or programs may become mandatory.

*Policy PS-3.1 2.3: Coordinate with King County Solid Waste Division to ensure that **the Houghton Transfer Station is closed by 2021 and in the interim that established levels of service for solid waste disposal and transfer are established and followed along with mitigation of the Houghton Transfer Station's and impacts are mitigated.***

The City should work with King County to ensure the station is closed in or before 2021 and that the County implementation and/or maintenance of mitigation measures to improve pedestrian and hauler safety and to reduce impacts of noise, odor and number of large trucks coming to the site until the transfer station is eventually closed. Per the 2005 Memorandum of Understanding, the 2013 2040 Draft King County Comprehensive Solid Waste Management Plan update, and the 2014 Solid Waste Transfer and Waste Export System Plan Review, the Houghton Transfer Station will be closed in or before 2017 2021 if demand management strategies can be successfully implemented or if a new Northeast Transfer Station is constructed. As a result of the scheduled reevaluation of the 2013 draft King County Solid Waste Management Comprehensive Plan and its expected ratification in 2016, new waste prevention, disposal, and recycling goals, along with a new closure target date for the Houghton Transfer Station may be adopted.

### NON-CITY-MANAGED PUBLIC SERVICES

#### SCHOOLS AND LIBRARIES

The provision of quality public facilities and services has traditionally been a tangible measure of a community's quality of life. Good Excellent schools, and libraries, and solid waste disposal facilities with convenient access, are indicative of a community that cares about its future.

Although the City does not operate these services, the City does have an influence on facility planning and development by its authority to regulate land uses and the requirement to adopt a comprehensive plan. In addition, the Growth Management Act requires Kirkland to demonstrate that all capital facilities serving the City have been considered and that planning is done in a coordinated and comprehensive fashion.

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### **Moved to Solid Waste Policy PS-2.2** ~~Policy PS-2.2: Encourage reduction, reuse and recycling of building construction materials in order to reduce waste, increase diversion, and save energy.~~

~~Encouraging the construction industry to salvage, reuse and/or recycle construction, demolition, and land clearing debris supports the City's role as an environmental steward. Various City incentives to meet this objective are geared toward the development community by encouraging the practice of salvaging and reusing building materials, separating recyclable from non-recyclable materials on the jobsite and construction techniques that use fewer materials than conventional methods. The City's Green Building Program uses several certification programs that ensure that the building construction material waste stream is reduced. Over time these techniques or programs may become mandatory.~~

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*Goal PS-3: Maintain the quality of life in Kirkland through the planned provision of regional services in coordination with other public service providers.*

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### **Moved to Solid Waste Policy PS-2.3** ~~Policy PS-3.1: Coordinate with King County Solid Waste Division to ensure that levels of service for solid waste disposal and transfer are established and followed along with mitigation of the Houghton Transfer Station's impacts.~~

~~The City should work with King County to ensure the implementation and/or maintenance of mitigation measures to improve pedestrian and hauler safety and to reduce impacts of noise, odor and number of large trucks coming to the site until the transfer station is eventually closed. Per the 2010 King County Comprehensive Solid Waste Management Plan update the Houghton Transfer Station will be closed in 2017.~~

*Policy PS-3.21: Coordinate with regional service providers to maintain appropriate levels of service, review funding alternatives, and coordinate construction of shared public facilities.*

This policy contemplates a channel of communication between the City and the service providers to ensure shared responsibility for meeting the needs of Kirkland residents. As required by Growth Management the City shares its growth forecasts, targets and capacity information with regional service providers.

*Policy PS-3.32: Ensure compatibility in scale and design of the new facilities with surrounding uses by reviewing for compliance with adopted urban design principles.*

Facilities are spread throughout the community in residential and commercial areas. The Kirkland resource library is located ~~in the Central Business District~~ downtown and the design and scale is appropriate for that environment. The Kingsgate Library remodel also reflects the community character of that neighborhood. Most school facilities are located in residential areas and the design and scale should likewise reflect a residential environment.

## XII.A. PUBLIC SERVICES

***Policy PS-3.43:*** *Coordinate with neighboring cities, King County, the Lake Washington School District, special districts and other agencies in the planning, provision, and use of joint activities and facilities.*

The City should look for these types of opportunities in order to make efficient use of existing facilities and save on the costs of building new facilities or funding new programs. ~~Additionally, the City should continue to work with the school district in reviewing public property, such as the area south of the Lake Washington School District Administration Building, for future park potential and joint use of facilities. Joint use and maintenance of school athletic fields and facilities for community programs are examples.~~

***Policy PS-3.4:*** *Assess appropriate school impact fees to help offset the cost of financing new school public services infrastructure serving new development.*

~~State law permits cities to assess impact fees on new residential development for facilities provided by the Lake Washington School District. Impact fees may be collected and spent only on specific publicly owned capital facilities. These capital improvements are identified in the Lake Washington School District's Capital Facilities Plan and are designed to provide facility capacity and service to areas within the community at large.~~

***Policy PS-3.5:*** *Coordinate with the Lake Washington School District on the planning, siting and development on new, replaced or expanded school facilities.*

~~The City and Lake Washington School District should work together on planning for school facilities consistent with the City's Comprehensive Plan. This could mean using consistent data on population and demographics based on the City's growth projections. The City and School District should confer on the siting and development of school facilities as well as the City's development regulations and impacts to other public services and facilities. The City and School District should explore opportunities for jointly developing and maintaining school sites to maximize community use. The School District should provide safe pedestrian and bicycle access to connect schools to the surrounding neighborhood when new or expanded schools are proposed. The City should establish a system of school walk routes. With the development of new or expanded schools, the District should ensure appropriate public involvement.~~

***Policy PS-3.6:*** *Commit resources to public services and infrastructure for underserved populations.*

~~Strategically target areas where there are identified deficiencies. Good schools and library, police, fire, emergency management and garbage service access, should be available to economically disadvantaged populations, including minorities and women, throughout the City.~~

***Policy PS-3.7:*** *Ensure all public services and facilities are accessible to people with disabilities.*

~~The City is drafting an American's with Disability Act (ADA) Transition Plan which will address the status of the City's facilities and programs for ADA compliance. Once completed, the City will consider funding necessary for ADA improvements in a manner consistent with the timely implementation of this policy.~~

## XII.A. PUBLIC SERVICES

### A. INTRODUCTION

The Public Services Element addresses fire and emergency medical services, emergency management, police protection, solid waste collection and transfer, schools and libraries.

#### *PROBLEM STATEMENT*

As an urban area, Kirkland has an established infrastructure for the efficient provision of public services. Kirkland's level of public services has generally been adequate over time as new growth and development have occurred. Deficiencies may still exist in some services but these can be addressed through appropriate planning, adequate funding and coordination with the appropriate service providers.

Individual service providers prepare master plans based on assumptions of growth from the Land Use and Housing Elements of the Comprehensive Plan.

Each provider faces unique challenges in meeting the expected demands. For fire, emergency management and police services, the primary challenge is in maintaining an appropriate level of service as growth occurs and the demand for services increases. For solid waste garbage and recycling, the challenges are to reduce waste, encourage recycling and reduce solid waste disposal to lessen the capacity problems of the transfer stations and landfills. The County must find demand management solutions to address tonnage and transaction capacity problems within its transfer station system. For the Lake Washington School District, a major challenge is in finding ways to be flexible and responsive to fluctuating demand for services.

#### *EXISTING CONDITIONS*

##### **City Public Services:**

**Fire Protection and Emergency Medical Services** – The City provides emergency response to fire and medical emergencies, fire prevention, and public education and participates in regional specialized response for hazardous materials, technical rescue and paramedic services. The City has County, other cities and State mutual aid agreements for emergency response. Fire station locations and emergency fire response times are shown in Figure PS-1. Response times for emergency medical services are shown in Figure PS-2.

Some areas of the City do not meet the level of service standards for fire and emergency medical services. Specific capital projects to address these deficiencies are addressed in the City of Kirkland Fire and Building Department's Strategic Plan. These include a new planned single or dual fire station to serve the northern areas of the City to be completed by 2017.

**Emergency Management** – The City provides readiness, response, and recovery services based on an all-hazards approach to disasters. Kirkland participates in regional and statewide response operations. It has mutual aid agreements with other Cities, Counties, and the State, as well as private-sector partners and voluntary agencies for management and response support in disasters.

## XII.A. PUBLIC SERVICES

**Police Protection** – The City provides traffic investigation, enforcement, and education; parking enforcement; patrol response to citizen calls for service; criminal enforcement; K9; special response teams; crisis negotiation team; investigations; crime analysis; explorers; crime prevention; school resource officers; record keeping; jail services; internal and external training; and contacts for 911 communication services that serve as the public safety answering point for police, fire, and medical emergencies. The department also has mutual aid agreements with every law enforcement agency in the State. A new Justice Center in the Totem Lake area combines police, jail and municipal court services in one complex.

**Solid Waste and Recycling Collection** – The City contracts with Waste Management, Inc., to provide curbside solid waste and recycling collection to all single-family and multifamily residents and commercial customers. The Draft King County Comprehensive Solid Waste Management Plan sets specific goals for the City to achieve. The County and the City have committed to achieve a combined residential and commercial recycling diversion rate goal of 55 percent by 2015, and 70 percent by 2020 and a waste prevention goal of 20.4 pounds per household per week by 2020. In 2013, the City achieved a combined recycling diversion rate of 44.6 percent. The City started one of the first single family residential food waste recycling programs followed by commercial and multifamily organics and business programs to encourage environmentally sound practices. The City will continue to work with its collection contractor to provide comprehensive recycling program for Kirkland residents and businesses.

**Solid Waste Transfer** – The King County Solid Waste Division (KCSWD) owns and operates the Houghton Transfer Station (HTS) in Kirkland where 98 percent of Kirkland’s solid waste is collected and transferred to the Cedar Hills landfill. The station currently processes more waste relative to most other King County transfer stations and accepts waste from surrounding communities such as Redmond and Bellevue. In 2013, the HTS processed 18 percent of the waste or the second most in the entire King County transfer system.

In October 2005, the City of Kirkland and the KCSWD negotiated a Memorandum of Understanding (MOU) intended to mitigate some of the negative effects the HTS was having upon the surrounding residential community. The MOU agreement included mitigation measures to be implemented or constructed by King County and included commitments to prohibit the overnight parking of full or partially full trailers; to construct a pedestrian pathway and sound barrier; to install landscaping; and to provide other mitigation amenities. The City also worked closely with the KCSWD and local haulers to route trucks exiting the station exclusively to the west so as to protect the adjacent school zone and to restrict them from entering residential neighborhoods to the east. The MOU also included a proviso recommending that the KCSWD reduce the amount of waste processed at the HTS to a maximum annual tonnage of 135,000 tons/year over a 10-year period. The proviso was supported by the City of Kirkland and the surrounding neighborhood. The KCSWD agreed only to abide by the King County Solid Waste Transfer and Export System Plan (2006) (Transfer Plan) as adopted by the King County Council. The reduction in tonnage recommended in the proviso has not been implemented.

In developing the Transfer Plan, King County consulted with commercial haulers and other industry experts to develop a set of criteria to be used to evaluate the current urban transfer facility system’s ability to meet the service needs of its users over the next few decades. The criteria applied to each station included level-of-service criteria, station capacity, and the effects upon the surrounding community. Based upon the evaluation, the Transfer Plan recommended the permanent closure of the Houghton and Algona Transfer Stations pending the siting and construction of the new Bow Lake, Northeast Washington and South County stations which at the time were ~~are~~ expected to be completed in or about 2016.

After Bellevue opted out of a Solid Waste Interlocal Agreement with King County in 2013, which had the effect of removing ten percent of the solid waste from the transfer system after 2028, a review of the 2006 Transfer Plan was undertaken by King County and stakeholders to ensure that all of the capital improvements to the

## XII.A. PUBLIC SERVICES

transfer system identified in 2006 were still needed.

During the review of the Transfer Plan, the Kirkland City Council adopted two resolutions which expressed their desire that the County honor its agreement in its 2005 Memorandum of Understanding with Kirkland and as recommended in the Transfer Plan that the HTS be closed.

The review of the Transfer Plan recommended that the number of transfer stations in the system being considered for replacement be reduced from six to four, and continues to recommend closure of the HTS but in 2021 rather than in 2016. The County committed to studying and implementing a demand management strategy to manage daily customer transactions and tonnage capacity with two less transfer stations. The siting and construction of a new Northeast Transfer Station was put on hold pending the viability and success of demand management.

### **Non City Managed Public Services:**

**Schools** – In Kirkland, the Lake Washington School District has elementary schools, middle schools and senior high schools, and a combination junior and senior high school under the international school program. The school district serves 76 square miles and includes all of Kirkland and Redmond, and portions of Sammamish and unincorporated King County. In addition, Kirkland has the Lake Washington Technical College. School locations are shown in Figure PS-3.

The school district's 2014 - 2019 Six Year Capital Facilities Plan LOS standards are as follows: 20 students for grades K – 1,—25 students for grade 2-3, 27 students for grade 4-5, 30 students for grades 6-8, and 32 students for grades 9– 12. Based on these LOS standards, enrollment forecasts and planned facilities, the district has insufficient capacity to house students through 2019. In fact, the district forecasts enrollment to increase by over 10% during this period. Subject to bond approval, the district plans several facilities/expansions in Kirkland to meet this demand including a new elementary school and expansion of Lake Washington High School and the rebuilding and expansion of Juanita High School. Construction of a new elementary school in Kirkland will require the District to locate and acquire an adequate site for the school.

**Library** – The King County Library System provides library services to Kirkland. The Kirkland library, located downtown, and the Kingsgate Library provide extensive reference and user services, and special collections. Library locations are shown in Figure PS-3. (ADD LIBRARY LOCATIONS TO EXISTING SCHOOL MAP)

### ***RELATIONSHIP TO OTHER ELEMENTS***

The Public Services Element supports the Land Use Element by establishing policies to ensure that public services are adequate to support anticipated growth. In addition, this element establishes policies for the coordination of funding, concurrency, and level of service requirements set forth in the Capital Facilities Element. The Capital Facilities Element contains further explanation regarding the analysis of need for capital projects to meet the level of service standards for public services.

### ***RELATIONSHIP TO OTHER PLANS***

In preparing this Element, the City has reviewed and considered the following documents that are adopted by reference:

- ◆ City of Kirkland Fire and Building Department's Strategic Plan (2013);

## **XII.A. PUBLIC SERVICES**

- Comprehensive Emergency Management Plan (2014);
- King County Hazard Mitigation Plan (2014);
- Police Department Crime Analysis, Crime Prevention, Resource Deployment and Community Outreach Plans (2014);
- ◆ Draft King County Solid Waste Division Solid Waste Management Comprehensive Plan (2013);
- Solid Waste Transfer and Waste Export System Plan (2006);
- Solid Waste Transfer and Waste Export System Plan Review (2014);
- Lake Washington School District’s Capital Facilities Plan 2014-2019
- ◆ King County Library System Strategic Guidelines for Library Improvement Modifications (2014).

**(UPDATE THE FOLLOWING THREE MAPS:)**

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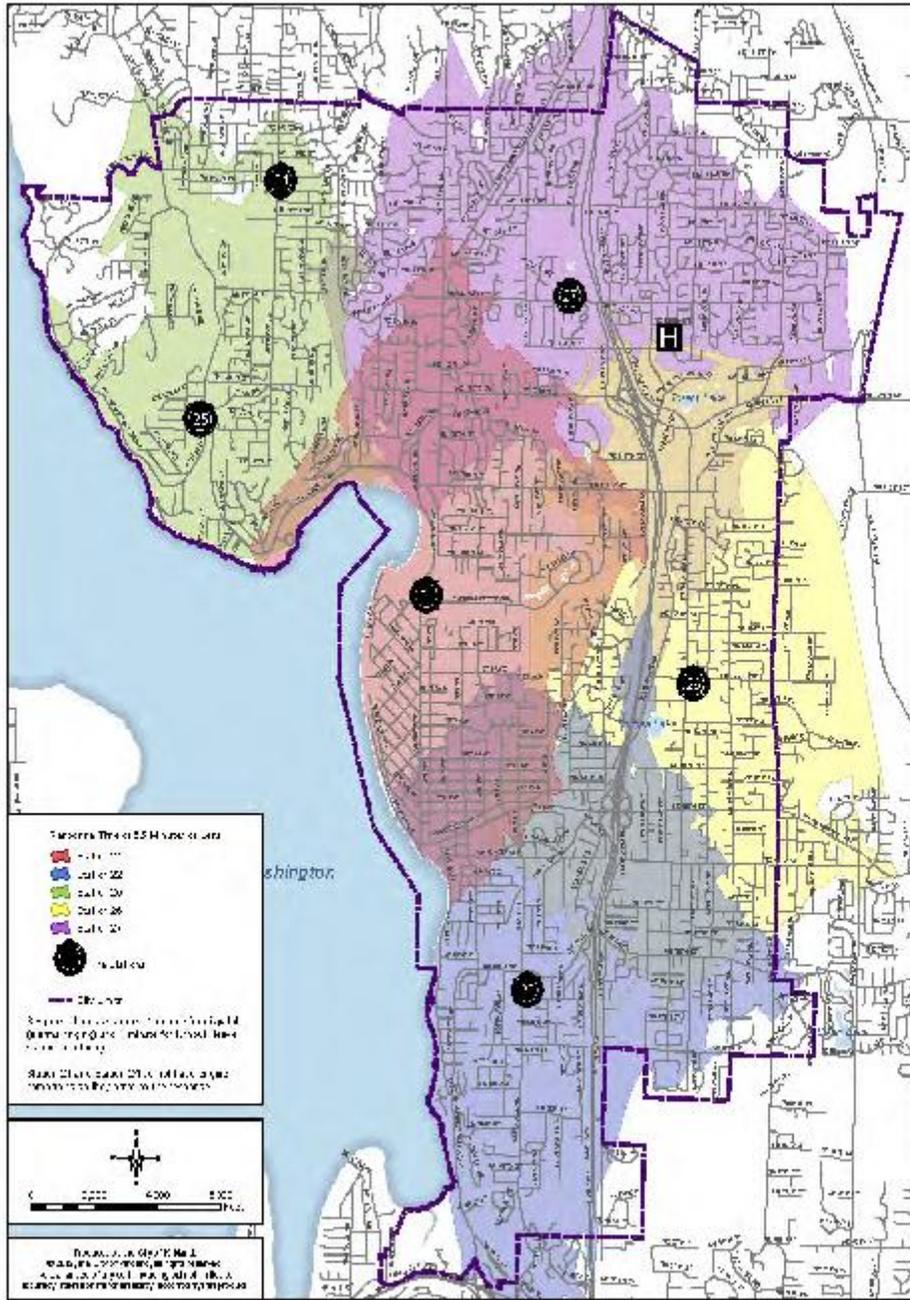


Figure PS-1: Fire Response Times within 5.5 minutes

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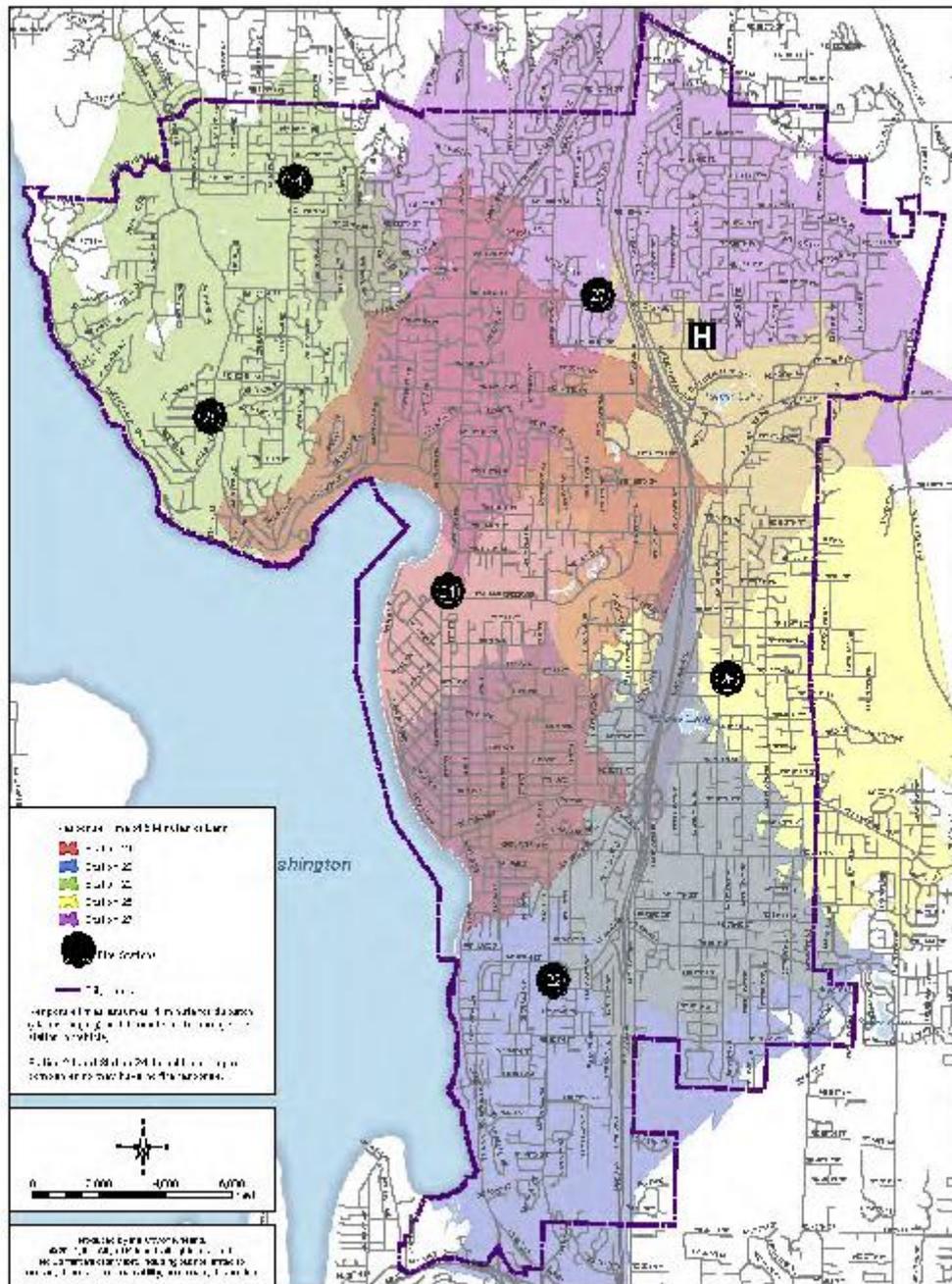


Figure PS-2: Emergency Medical Services Response Times within 5 minutes



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## **B. PUBLIC SERVICES CONCEPT**

The Public Services Element supports provision of adequate public services to support existing and future development and the correction and prevention of any existing deficiencies to ensure a sense of community and high quality of life.

## **C. PUBLIC SERVICES GOALS AND POLICIES**

**Goal PS-1: Provide fire protection, emergency medical services, emergency management, and police service to the community through a cost-effective and efficient delivery system to maintain a safe environment for the public.**

**Goal PS-2: Provide efficient and convenient solid waste and recycling services to the community through coordination with service providers and the local solid waste management agency.**

**Goal PS-3: Maintain the quality of life in Kirkland through the planned provision of regional services in coordination with other public service providers.**

### *CITY-MANAGED PUBLIC SERVICES*

#### *FIRE, POLICE, EMERGENCY MEDICAL SERVICES AND EMERGENCY MANAGEMENT*

One of the advantages of living in an urban setting such as Kirkland is a level of emergency service and solid waste collection that exceeds the level of service commonly found in rural areas. To maintain the emergency services, Kirkland must be prepared for new expenditures while finding additional system efficiencies. To

## XII.A. PUBLIC SERVICES

maintain the solid waste and recycling collection services levels, Kirkland must coordinate with collection service providers and the King County Solid Waste Management Division.

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***Goal PS-1: Provide fire protection, emergency medical services, emergency management, and police service to the community through a cost-effective and efficient delivery system to maintain a safe environment for the public.***

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*(Replace with picture of new public service building.)*

***Policy PS-1.1: Provide fire, emergency medical services and police services to the public which maintain accepted standards as new development occurs.***

Basic public safety service should keep pace with growth. Kirkland should anticipate new growth to avoid deficiencies in accepted levels of service.

***Policy PS-1.2: The adopted levels of service for fire and emergency medical services are as follows:***

- ◆ ***Emergency medical: response time of five minutes to 90 percent of emergency incidents.***
- ◆ ◆ ***Fire suppression: response time of 5.2 minutes to 90 percent of all fire incidents.***

The emergency medical and fire suppression response times are accepted standards for two principal reasons. For fire response times, it sets a threshold to minimize property loss and reduce the level of risk to response teams. For emergency medical service, the response time has a direct link to human physiology and resuscitation.

Response times are influenced by various factors such as locations of resources, accessibility, and available personnel. Kirkland must balance all of these factors in prioritizing the commitment of resources. The established levels of service for response times in underserved portions of the City will require funding a variety of street improvements, either an increase of the number or relocation of fire stations and consideration of increased

## XII.A. PUBLIC SERVICES

response personnel. Figures PS-1 and PS-2 indicate where there are deficiencies. The City is currently studying improvement opportunities that can be implemented as funding becomes available.

***Policy PS-1.3: Provide a system of streets that facilitates improved emergency response times.***

This policy suggests a philosophy of through-street connections allowing for multiple emergency access routes. Where feasible, dead-end streets and cul-de-sacs should be avoided. For the most part, Kirkland is served by interconnected streets but there are exceptions. Interstate 405 presents a significant barrier to east-west travel. New access routes should be explored to areas of the City that have poor emergency access and inferior emergency response times. Traffic calming programs and devices should be designed to balance the needs of the neighborhood and the need to maintain an emergency response time levels of service.

Figures PS-1 and PS-2 indicate where there are deficiencies. The City should consider opportunities for street improvements as funding becomes available.

***Policy PS-1.4: Develop and maintain a water system that provides adequate fire flow for anticipated development based on land use designations of the Comprehensive Plan.***

This policy is intended to ensure that an adequate water supply and pressure is available for new and existing development. Kirkland should periodically review the system to identify existing and potential fire flow deficiencies and continue to employ a variety of methods to correct those deficiencies.

***Policy PS-1.5: Provide a robust training and exercise program in emergency management response operations for city employees.***

City employees are responsible for moving from their everyday positions into similar emergency management response operations positions at the onset of an incident. As such, this policy ensures Kirkland will provide updated training that is exercised at least twice a year; maintaining a high quality skill base for response operations during a disaster.

***Policy PS-1.6: Maintain accessible disaster plans that incorporate a Whole Community approach to emergency management for all-hazards.***

This approach to emergency management identifies that planning must incorporate the Whole Community to be effective including: individuals, families, businesses, community-based organizations, faith-based organizations, voluntary organizations, neighborhood associations, people with access and functional needs, children, school systems, elders, and private-sector partnerships.

***Policy PS-1.7: Sustain a disaster response system that incorporates local, state, tribal, and federal partners to facilitate enhanced disaster readiness, response, recovery, and resilience.***

This policy acknowledges that emergency management and disaster response is regionally based because incidents do not respect artificially imposed borders. Maintaining strong relationships through planning, training, exercise

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partnerships with all disaster related government agencies will help the Kirkland community respond and recover from a disaster.

***Policy PS-1.8: Ensure that safety and security considerations are factored into the review of development proposals.***

Kirkland has a history of thorough review of new development proposals at an early stage to ensure that fire, emergency management, police and building safety concerns are factored in.

***Policy PS-1.9: Ensure compatibility in scale and design with surrounding uses by reviewing new public facilities for compliance with adopted urban design principles.***



*Kirkland City Hall*

The design of City facilities should accurately reflect the City's philosophy. For example, City Hall has been designed to reflect the scale of the residential neighborhood to the north, while providing territorial views from within. The Justice Center, completed in 2014, reused an existing building, and incorporated many green building techniques and public art in its remodel. Other facilities, like fire stations, should be responsive to the scale and other qualities of the residential neighborhoods in which they are located. Public art should be incorporated to improve the aesthetics, whether as an integral part of the architecture, through landscaping or by applying other techniques.

***Policy PS-1.10: Update Fire, Emergency Management, and Police functional plans at appropriate intervals to incorporate and remain consistent with the goals, policies, and land use projections of the Comprehensive Plan.***

All of the City's planning documents should be based on consistent and accurate assumptions. The Comprehensive Plan should be updated as necessary to reflect any changes in those assumptions.

### ***SOLID WASTE***

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*Goal PS-2: Provide efficient and convenient solid waste and recycling services to the community through coordination with service providers and the local solid waste management agency.*

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*Policy PS-2.1: Coordinate with the City's solid waste and recycling collection contractors and King County Solid Waste Division to ensure that the existing level of service standards are maintained or improved and waste reduction and recycling goals and targets are in compliance with the Draft 2013 King County Comprehensive Solid Waste Management Plan (SWMP) update.*

The SWMP establishes waste reduction and recycling goals for single family residential, multifamily residential and commercial sectors to be achieved by 2015 to 2020. Cities adopting the Comprehensive Plan commit to implementing and/or maintaining waste reduction and recycling programs and collection standards to support the overall goals and targets identified in the SWMP.

The SWMP level of service goals for solid waste collection and recycling are summarized below.

**Waste Prevention** – This goal addresses all types of waste: yard waste, recycling and garbage. By looking at overall waste generation of all kinds (tons of material disposed plus tons recycled), trends in waste prevention activity can be identified. A decline means that the overall amount of materials alone or combined has been reduced. Waste generation rates to be achieved by 2020 are: 20.4 pounds/week per person from single-family and multifamily homes; and 58 pounds/week per employee from the non-residential sector.

**Waste Disposal** – This goal addresses only garbage disposed in landfills. Reductions in disposal over time indicate an increase in waste prevention and/or recycling. Waste disposal rates to be achieved by 2020 are 14.2 pounds/week per person from single and multifamily homes and 22.9 pounds/week per employee from the nonresidential sector.

**Recycling** – Recycling will continue to be an important strategy to reduce the disposal of solid waste. The recycling goal combines single-family, multifamily, non-residential and self-haul recycling activity. The overall recycling rate goal by 2015 is 55 percent. The overall recycling goal by 2020 is 70 percent.

Reducing waste and achieving a high recycling diversion rate reduces the amount of garbage going to the Cedar Hills Landfill, which in turn extends the time before the landfill reaches capacity and other solutions must be found for disposing of King County's solid waste. Waste reduction and recycling programs throughout King County have extended the life of the Cedar Hills Landfill through at least 2026. In addition, recycling reduces the need to produce more raw materials for certain plastics, paper and aluminum.

*Policy PS-2.2: Encourage reduction, reuse and recycling of building construction materials in order to reduce waste, increase diversion, and save energy.*

Encouraging the construction industry to salvage, reuse and/or recycle construction, demolition, and land clearing debris supports the City's role as an environmental steward. Various City incentives to meet this objective are geared toward the development community by encouraging the practice of salvaging and reusing building materials, separating recyclable from non-recyclable materials on the jobsite and construction techniques that use

## XII.A. PUBLIC SERVICES

fewer materials than conventional methods. The City's Green Building Program uses several certification programs that ensure that the building construction material waste stream is reduced.

City projects and private development should provide a plan with their permit applications that describe how the building materials will be salvaged, reused or recycled. The City's participation in regional collaborations to help create the local infrastructure for salvaging, reuse and recycling of these valuable resources will be essential to making this transition a success. Over time these techniques or programs may become mandatory.

***Policy PS-2.3: Coordinate with King County Solid Waste Division to ensure that the Houghton Transfer Station is closed by 2021 and in the interim that established levels of service for solid waste disposal and transfer are followed and impacts are mitigated.***

The City should work with King County to ensure the station is closed in or before 2021 and that the County implement and/or maintain mitigation measures to improve pedestrian and hauler safety and to reduce impacts of noise, odor and number of large trucks coming to the site until the transfer station is eventually closed. Per the 2005 Memorandum of Understanding, the 2013 Draft King County Comprehensive Solid Waste Management Plan update, and the 2014 Solid Waste Transfer and Waste Export System Plan Review, the Houghton Transfer Station will be closed in or before 2021 if demand management strategies can be successfully implemented or if a new Northeast Transfer Station is constructed. As a result of the scheduled reevaluation of the 2013 draft King County Solid Waste Management Comprehensive Plan and its expected ratification in 2016, new waste prevention, disposal, and recycling goals, along with a new closure target date for the Houghton Transfer Station may be adopted.

### ***NON-CITY-MANAGED PUBLIC SERVICES***

#### ***SCHOOLS AND LIBRARIES***

The provision of quality public facilities and services has traditionally been a tangible measure of a community's quality of life. Excellent schools, and libraries with convenient access, are indicative of a community that cares about its future.

Although the City does not operate these services, the City does have an influence on facility planning and development by its authority to regulate land uses and the requirement to adopt a comprehensive plan. In addition, the Growth Management Act requires Kirkland to demonstrate that all capital facilities serving the City have been considered and that planning is done in a coordinated and comprehensive fashion.

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***Goal PS-3: Maintain the quality of life in Kirkland through the planned provision of regional services in coordination with other public service providers.***

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## **XII.A. PUBLIC SERVICES**

***Policy PS-3.1: Coordinate with regional service providers to maintain appropriate levels of service, review funding alternatives, and coordinate construction of shared public facilities.***

This policy contemplates a channel of communication between the City and the service providers to ensure shared responsibility for meeting the needs of Kirkland residents. As required by Growth Management the City shares its growth forecasts, targets and capacity information with regional service providers.

***Policy PS-3.2: Ensure compatibility in scale and design of the new facilities with surrounding uses by reviewing for compliance with adopted urban design principles.***

Facilities are spread throughout the community in residential and commercial areas. The Kirkland resource library is located downtown and the design and scale is appropriate for that environment. The Kingsgate Library remodel also reflects the community character of that neighborhood. Most school facilities are located in residential areas and the design and scale should likewise reflect a residential environment.

***Policy PS-3.3: Coordinate with neighboring cities, King County, the Lake Washington School District, special districts and other agencies in the planning, provision, and use of joint activities and facilities.***

The City should look for these types of opportunities in order to make efficient use of existing facilities and save on the costs of building new facilities or funding new programs. Joint use and maintenance of school athletic fields and facilities for community programs are examples.

***Policy PS-3.4: Assess appropriate school impact fees to help offset the cost of financing new school public services infrastructure serving new development.***

State law permits cities to assess impact fees on new residential development for facilities provided by the Lake Washington School District. Impact fees may be collected and spent only on specific publicly owned capital facilities. These capital improvements are identified in the Lake Washington School District's Capital Facilities Plan and are designed to provide facility capacity and service to areas within the community at large.

***Policy PS-3.5: Coordinate with the Lake Washington School District on the planning, siting and development on new, replaced or expanded school facilities.***

The City and Lake Washington School District should work together on planning for school facilities consistent with the City's Comprehensive Plan. This could mean using consistent data on population and demographics based on the City's growth projections. The City and School District should confer on the siting and development of school facilities as well as the City's development regulations and impacts to other public services and facilities. The City and School District should explore opportunities for jointly developing and maintaining school sites to maximize community use. The School District should provide safe pedestrian and bicycle access to connect schools to the surrounding neighborhood when new or expanded schools are proposed. The City should establish a system of school walk routes. With the development of new or expanded schools, the District should ensure appropriate public involvement.

***Policy PS-3.6: Commit resources to public services and infrastructure for underserved populations.***

Strategically target areas where there are identified deficiencies. Good schools and library, police, fire, emergency management and garbage service access, should be available to economically disadvantaged populations, including minorities and women, throughout the City.

## **XII.A. PUBLIC SERVICES**

*Policy PS-3.7: Ensure all public services and facilities are accessible to people with disabilities.*

The City is drafting an American's with Disability Act (ADA) Transition Plan which will address the status of the City's facilities and programs for ADA compliance. Once completed, the City will consider funding necessary for ADA improvements in a manner consistent with the timely implementation of this policy.



# XI. UTILITIES

## Utilities Element

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### • RELATIONSHIP TO THE FRAMEWORK GOALS •

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The **Utilities Element** highlights the following Framework Goals:

~~FG-1 Maintain and enhance Kirkland's unique character.~~

~~FG-2 Support a strong sense of community.~~

~~FG-3 Maintain vibrant and stable residential neighborhoods and mixed-use development, with housing for diverse incomes, ages, and lifestyles.~~

~~• **FG-4 Promote a strong and diverse economy.**~~

~~FG-5 Protect and preserve environmentally sensitive areas and reduce greenhouse gas emissions to ensure a healthy environment.~~

~~FG-6 Identify, protect and preserve the City's historic resources, and enhance the identity of those areas and neighborhoods in which they exist.~~

~~• **FG-7 Encourage a sustainable community.**~~

~~FG-8 Maintain and enhance Kirkland's strong physical, visual, and perceptual linkages to Lake Washington.~~

# XI. UTILITIES

~~FG-9 Provide safety and accessibility for those who use alternative modes of transportation within and between neighborhoods, public spaces, and business districts and to regional facilities.~~

~~FG-10 Create a transportation system which allows the mobility of people and goods by providing a variety of transportation options.~~

~~FG-11 Maintain existing park facilities, while seeking opportunities to expand and enhance the current range and quality of facilities.~~

~~FG-12 Ensure public safety.~~

~~FG-13 Maintain existing adopted levels of service for important public facilities.~~

~~FG-14 Plan for a fair share of regional growth, consistent with State and regional goals to minimize low density sprawl and direct growth to urban areas.~~

~~FG-15 Solve regional problems that affect Kirkland through regional coordination and partnerships.~~

~~FG-16 Promote active citizen involvement and outreach education in development decisions and planning for Kirkland's future.~~

~~FG-17 Establish development regulations that are fair and predictable.~~

# XI. UTILITIES

## A. INTRODUCTION

The Utilities Element addresses water, sewer, surface water, electric power, natural gas, ~~and telecommunications, and hazardous liquid pipelines.~~

Utility planning has contributed to a high quality of life for Kirkland residents and businesses by ensuring efficient utility delivery. Kirkland's existing utility infrastructure is generally adequate to meet the growth needs of the City for many years. The primary focus of the City ~~in the coming years~~ will be to continue to ~~update~~ upgrade existing systems to increase efficiency and to avoid maintenance problems associated with older facilities, to reduce demand through conservation, and to transition to renewable and alternative technologies to reduce greenhouse gas emissions. The objective is to meet the needs of the present without compromising the ability of future generations to meet their own needs.

Each utility function presents a unique problem. For water, Kirkland faces regional supply issues that require regional solutions. For sewer, the City must consider how to service areas on septic systems as those areas become more urbanized and prevent non-degradable materials and contaminated effluents from entering the sewer system. For surface water, the City is challenged to manage a growing system to handle increased urbanization without flooding, while maintaining and enhancing water quality and aquatic habitat. For hazardous liquids, Kirkland land development regulations near the pipeline corridor will continue to be enforced to help reduce the risk of a pipeline accident. For telecommunications, the City ~~must find economical ways to install~~ will continue to develop its ~~fiber-optic~~ telecommunications network to meet the City's needs and respond to changes in technology, and, where possible, the City will utilize its telecommunications investments and partnerships to benefit citizens, businesses and public institutions. The City recognizes that excellent Internet connectivity is a key resource for business success. To that end, the city will work with telecommunications providers to help them succeed.

For both City and non-City-managed utilities, ~~the City Kirkland~~ faces the challenge of facilitating system improvements, efficiencies and new technologies while minimizing appropriately managing the impacts associated with above-ground utility installations.

### *EXISTING CONDITIONS*

The City of Kirkland currently provides the following utility services:

- **Water** – All areas of the City except those north of NE 116-124th Street that are outside the City's service area. Figure U-1 shows the City's water system.
- **Sewer** – All areas of the City except those north of NE 116th Street that are outside the City's service area. Figure U-2 shows the City's sewer system.
- **Surface Water** – All areas of the City. Figure U3 shows the City's surface water system.

The following non-City-managed utilities provide additional services:

- **Northshore Utility District and Woodinville Water District** – Both are special purpose districts that operate independently from the City. They provide water and sewer services to the northern portions of the City. Both have franchise agreements that include provisions for future City assumption of service at such time as it is desirable to do so. The Washington State Departments of Health and Ecology review and approve the Utility Districts' Comprehensive Plans, and they are bound by the same service regulations as the City. Figures U-4 and U-5 show the water and sewer systems.

# XI. UTILITIES

- **Puget Sound Energy** ~~–Is a public service company - a corporation or other non-governmental business entity which delivers certain services considered essential to the public interest. It~~ transmits and distributes electric power and natural gas in a nine-county area, including Kirkland and much of King County. Figures ~~U-6 and U-7 show Puget Sound Energy’s showing the location of~~ electrical and gas facilities ~~are not available from PSE.~~ (NEW MAPS TO BE ADDED)
- **Telecommunications** ~~– are provided by a variety of non-City managed companies.~~ Kirkland has both wired and wireless telephone ~~services~~, cable TV ~~service~~, and high speed cable ~~and fiber-optic~~ internet services, all provided by a variety of non-managed providers. ~~Those that use City rights-of-way to provide services have franchise agreements with the City. Figure U-8 shows the City’s fiber optic network.~~ (NEW TELECOMMUNICATIONS MAP TO BE ADDED)

## CITY MANAGED FACILITIES

### Water

The City of Kirkland Water Utility provides water service to all of its residents, except those generally north of NE ~~116~~ 124th Street who are served by the Northshore Utility District or the Woodinville Water District (see Figure U-1).

The City’s water system is primarily a gravity system consisting of ~~181~~ 171 miles of water lines and ~~19.5~~ 12.62 million gallons of storage capacity that includes 1.5 million gallons of fire protection storage. This averages 5.3 million gallons of water per day that is distributed to Kirkland’s water service area customers. Projected costs associated with the water system are primarily maintenance and replacement costs for aging pipe and fire flow needs. The system generally has sufficient capacity to serve growth anticipated through the land use plan and future water customers into the year 2035. The City anticipates approval of its Comprehensive Water System Plan in the fall of 2014 by the Washington State Department of Health. It outlines water projects to upgrade any deficiencies in the system for the next 20 years no capacity costs are anticipated through 2022.

~~Seattle Public Utilities supplies the City’s drinking water and is contracted to do so into the near future. The City, as a member of the Cascade Water Alliance, is also planning to secure and develop water supplies from other areas in the long-term. Cascade collects regional capital facilities charges to fund planning and development of future water sources. The City is part of a regional solution to address water needs. Kirkland purchases its water supply from Seattle Public Utilities. The water is then distributed to Kirkland customers through the City’s distribution system. The City currently receives all of its water supply from Seattle from the Tolt River Watershed, with occasional supply from the Cedar River Watershed when routine maintenance is required at the Tolt Treatment Facility. Cascade Water Alliance currently has an agreement with Seattle to provide 33.3 million gallons of water per day to its member through the year 2039 with the opportunity for an extension of the contract until 2063.~~

~~In addition to the supply from Seattle, Cascade Water Alliance also has an agreement with the City of Tacoma for additional supply into the year 2042, and has the capability of developing Lake Tapps in East Pierce County if the need arises beyond 2063. According to Cascade Water Alliance, based on current trends of customer’s use of water, responsible plumbing codes, and water efficient appliances, it is likely that Lake Tapps will not need be developed for decades.~~

~~Cascade Water Alliance Water Efficiency Program has a single regional water efficiency savings goal for all its members of a cumulative savings of 0.6 million gallon per day on an annual basis and 1.0 mg per day on a peak season basis through 2020. By utilizing existing water supplies more efficiently, millions of dollars will be saved for its members and ratepayers, leave more water in streams for fish, and reduce the region’s carbon footprint through decreased energy usage involved in the treatment, transmission and heating of drinking water.~~

### Sewer

# XI. UTILITIES

The City of Kirkland Sewer Utility provides sanitary sewer service to all of its residents south of NE 116th Street (see Figure U-2). The Northshore Utility District provides sewer service to most residents north of NE 116th Street.

The collection system consists of 35 40 wastewater collection basins, 88 122 miles of sewer pipe, nine six lift stations and force mains, and approximately 2200 3184 manholes. Approximately five to 10 percent of Kirkland residents use septic systems. Sewer extensions have typically been funded by developers and-or local homeowners through the City-managed Emergency Sewer Program in compliance with the Kirkland Municipal Code.

The system's most serious deficiency is the age of some of the pipelines. Twenty percent of the conveyance system consists of The 45-year-old concrete pipes that were installed prior to the 1950's. Many allow inflow/infiltration and root intrusions which reduce capacity of the system and increase operation and maintenance costs. In addition, downtown businesses that produce fats, oils, and grease (FOG), release damaging amounts into conveyance pipes, contributing to odors downtown and increasing the risk of overflows. As a founding members of the Northwest FOG alliance, the City continues to lead the region in its efforts to educate businesses about proper kitchen practices and regular cleaning of FOG controls to prevent these impacts. The primary costs anticipated to maintain existing levels of service are related to replacement and rehabilitation of older pipelines, improvement of pumping capacity, and system expansions in the Lake Plaza Basin, Central Way Basin, and Juanita Basin. These improvements will provide adequate capacity to serve growth anticipated through the land use plan through 2022.

The 2008 Sewer Comprehensive Plan establishes the policy basis for recommended capital improvements to correct deficiencies and meet future service needs. Updated every ten years, the Plan provides the City with a guide to evaluate the impacts of future proposed development and land use on the sewer system.

The King County Department of Metropolitan Services (METRO) Wastewater Treatment Division (WTD) provides the City's service area with sanitary sewer treatment services, at a capacity of 100 gallons per day per capita under the terms of an intergovernmental agreement. Northshore Utility District and City sewage and a majority of Northshore Utility District's sewage, are treated at Metro's King County's Renton treatment plant. Very small portions of Northshore's sewage flows to the Brightwater Treatment Plant in Woodinville and the West Point Treatment Plant in Seattle.

King County WTD's review of regional conveyance and treatment plants capacity, indicates that the existing capacity is adequate to treat the region's wastewater until the 2030's. Planned upgrades to the treatment facilities will occur in order to maintain adequate capacity to serve anticipated growth beyond the 2030s.

## Surface Water

The City maintains conveyance, flow control detention and water quality treatment systems in public rights-of-way, and flow control and water quality treatment facilities that serve single-family developments. These facilities are managed to reduce flooding and to protect water quality systems accept stormwater runoff and surface water from private property within the City and from neighboring jurisdictions. As of 20014, the City owns and manages 257 miles of conveyance pipe and 539 retention /detention facilities (tanks, vaults and ponds). system contains 364 public and private detention systems which include vaults and ponds, 9,867 public and private catch basins and 170.4 miles of public and private pipes.

Kirkland is subject to the Phase II Western Washington Municipal Stormwater Permit (the Permit). The Permit is issued by the State of Washington under authority from the Environmental Protection Agency, and is part of the National Pollutant Discharge Elimination System (NPDES), a program which seeks to reduce pollution in the Nation's waterways by controlling sources of pollution. The current Permit became effective on August 1, 2013, and will expire on July 31, 2018. The Permit allows Kirkland to discharge stormwater into water of the State if the City takes specific steps in each of the following areas to minimize discharge of pollutants to stormwater: public education and outreach, public involvement, illicit discharge

# XI. UTILITIES

detection and elimination, controlling runoff from new development, redevelopment, and construction sites, municipal operations and maintenance, and monitoring and effectiveness studies.

Privately owned stormwater facilities consist of conveyance, flow control and water quality treatment facilities that serve multi-family and commercial developments, and certain private roads and single-family developments. City staff inspect 631 private flow control and water quality treatment systems to insure that they are cleaned and functioning as designed. In addition, staff provide technical assistance for drainage and water quality problems that impact these systems. Figure U-3 shows the City surface management water system.

The Kirkland Surface Water Master Plan is a functional plan that Kirkland uses to identify capital projects to address deficiencies in the system. This provides the policy basis for capital projects.

A watershed approach has been used for managing the surface water utility by dividing the City into 135 drainage basins. The largest and most important streams are Juanita and Forbes Creek. The size of their drainage basins makes them especially important for receipt of stormwaters and discharge into Lake Washington. Yarrow Creek, Denny Creek, Juanita Creek, Forbes Creek, and Champagne Creek also have large basin areas within the City and are significant because they provide salmonid fish habitat and productive associated wetlands. Smaller critical drainages include Carillon Creek, Cochran Springs Creek, Everest Creek, Holmes Point, and Kingsgate Slope. More information on the watershed and drainage basins, and a map illustrating their location, can be found in the Natural Environment Element.

## City Telecommunications

~~Over time,~~ The City is installing a fiber-optic network to service its governmental facilities and traffic control systems by addition, the City is partnering with other cities and schools to lay the foundation for a regional fiber optic telecommunication system. Figure U-6 8 shows the fiber-optic network in Kirkland, which includes partnerships with the City, Lake Washington School District, the University of Washington and the City of Bellevue to install publicly owned fiber-optic in major rights-of-way.

(MAPS GO HERE)

## *NON-CITY-MANAGED UTILITIES*

### Northshore Utility District: Water and Sewer

The Northshore Utility District provides water and sewer services to northern portions of the City. Figure U-4 illustrates the existing Northshore water system and proposed improvements. Figure U-5 illustrates the existing Northshore sewer system and proposed improvements.

Northshore's sewer system is primarily a gravity system. Wwastewater is are treated at King County's ~~Department of Natural Resources~~ West Point and Renton treatment plants. Sewer Level of Service is 71 gallons per capita flow rate. Potable water from the Tolt River Watershed is purchased from Seattle Public Utility (SPU). The water system has five reservoir sites with a 29-million-gallon capacity. Water Level of Service is 174 gallons per day (GPD) per Equivalent Residential Units (ERU).

~~The District's is in the process of developing a sewer system capital improvement plan sewer and water plans include~~ identification of capital improvements for replacement and repair of the older, damaged sections of the system. Repair and maintenance of the system occur when needed and extensions necessitated by future development will be provided by the developer.

# XI. UTILITIES

The District, as one of a group of 18 utilities who also purchase water from SPU, are part of the Saving Water Partnership (SWP) administered by SPU. All have adopted the Saving Water Partnership Regional Conservation Program Water Use Efficiency Goal. The conservation goal is to reduce per capita water use from current levels so that the total average annual retail water use of members of the SWP is less than 105 million gallons per Day (MGD) from 2013 through 2018 despite forecasted population growth. Due to the high cost of connecting to the Brightwater Wastewater Treatment Facility reclaimed water distribution system, the District does not currently have sufficient need or cost-justification to develop and manage a reclaimed water distribution system. They will continue to evaluate the feasibility of doing so in the future.

Northshore can provide service to accommodate Kirkland's future growth.

## **Woodinville Water District: Water and Sewer**

The Woodinville Water District provides water services to the northeast portion of the City and sewer service to only a few single family homes ~~in the City~~. Figure U-4 illustrates the existing Woodinville water system and proposed improvements. Figure U-5 illustrates the existing and proposed Woodinville sewer system.

Woodinville's sewer system is primarily a gravity system. Due to the topographical difficulty of providing gravity sewer service to the Kingsgate area, Northshore Utility District provides sewer service there, even though it is within Woodinville's service area. Figure U-4 illustrates the existing Woodinville water system and proposed improvements. Figure U-5 illustrates the existing Woodinville sewer system. Woodinville Water wastewaters are treated at King County's ~~Department of Natural Resources~~ West Point and Renton treatment plants. Sewer Level of Service is 75 gallons per day per capita. Woodinville's Sewer General Plan indicates that Woodinville Water district can provide sewer service to accommodate Kirkland's future growth.

Potable water from the Tolt River Watershed is purchased from Seattle Public Utility. The water system has ~~six~~ eight reservoir sites with a 14.9-million-gallon capacity. Water Level of Service is 193 gallons per day /Equivalent Residential Units. Woodinville's Comprehensive Water System Plan indicates that by the year 2027, the District's water needs in the west service area, which includes Kirkland, will be deficient of source availability for projected demands and fire suppression storage. The District has a capital improvement plan for the system. Depending on future demand, a new water reservoir will be built to provide new capacity where the existing Kingsgate reservoir is located. In the meantime, a new booster pump station at this site has delayed the need for the new reservoir. Repair and maintenance of the system occur when needed and extensions necessitated by future development will be provided by the developer.

The district's conservation goal is to reduce per capita water use from current levels so that the total average annual retail water use of the members of Seattle Public Utility Saving Water Partnership is less than 105 Million Gallons per Day (MGD) from 2013 – 2018 despite forecasted population growth.

Woodinville Water can provide service to accommodate Kirkland's future growth. However, water needs in the west service area, which includes Kirkland, indicates that there will be a deficit

## **Puget Sound Energy: Electricity and Natural Gas**

Puget Sound Energy (PSE) is regulated by the Washington Utilities and Transportation Commission (WUTC), which provides the Kirkland area with electricity and natural gas. Figures U- 6 and U-7 illustrate the existing and proposed electrical system. Figures U-8 and U-9 illustrate the existing and proposed natural gas system. (NEW MAPS TO BE ADDED)

### Electricity

# XI. UTILITIES

~~Puget Sound Energy (PSE) is a public service company regulated by the Washington Utilities and Transportation Commission (WUTC), which provides the Kirkland area with electricity and natural gas. PSE distributes power transmitted by Bonneville Power Administration (BPA), and generates, transmits, and distributes power as part of the interconnected Northwest power grid. As of 2014, PSE generates approximately 40% of its electricity from their own power plants and acquires the rest from generation sources on the Columbia River and across the western United States and Canada. The electricity that PSE delivers to customers is generated from hydroelectric dams, coal, natural gas, wind, and to a much smaller degree from nuclear, and other (solar, biomass landfill gas, petroleum, and waste). Although there has historically been a net surplus in electricity supply in the Northwest, in recent years there has been a balance between supply and demand. Future forecasts indicate some scenarios where deficits may emerge, requiring additional power purchases, new generation, and further conservation.~~

~~Kirkland is a part of the PSE's Eastside and Northshore Electrical Subareas. Power is delivered on 230,000 volt (230 kV) transmission lines to substations in Redmond and Renton, where the voltage is transformed to 115 kV. Several distribution stations in Kirkland further transform the voltage to 12.5 kV which is then distributed to customers. A new 115KV transmission line connecting PSE's Sammamish Substation in Redmond to Kirkland's Juanita Substation is planned for construction in 2016 along a route that enters Kirkland near NE 124<sup>th</sup> Street and generally follows the Cross Kirkland Corridor until heading north along 120<sup>th</sup> Avenue NE, and then west along NE 124<sup>th</sup> Street.~~

~~A double-circuit 230 kV Seattle City Light transmission line runs through Kirkland north to south near 124th Avenue NE, but does not directly serve the Eastside subarea.~~

~~PSE's long-range electrical energy plans through the year 2022<sup>35</sup> indicate the need for three include a new 230 kV transmission distribution substations in Kirkland and a new 115-kV line along the eastern and northern City boundaries to connect to the Sammamish substation in Redmond to Renton. Siting of the new transmission line goes through a public involvement process that is expected to be complete at the end of 2014, followed by environmental review and permitting in 2015-2016. Construction is planned for 2017.~~

~~Washington State's Energy Independence Act requires utilities to acquire specified amounts of renewable resources or equivalent renewable energy credits (RECs). Sufficient "qualifying renewable energy" must equal at least 3 percent of retail sales in 2012, 9 percent in 2016 and 15 percent in 2020. PSE has acquired enough eligible renewable resources and REC's to meet the requirements of the law through 2022 from wind resources.~~

## Natural Gas

~~PSE provides natural gas to five six Washington counties, including King County via PSE's distribution system. The natural gas originates from various regions of the U.S. and Canada. Natural Gas is transported throughout Washington via a network of interstate transmission pipelines owned and operated by Northwest Pipeline Corporation. PSE takes delivery of natural gas from Northwest at a gate station located east of Lake Sammamish outside Kirkland City limits. PSE gas distribution lines up to eight inch in diameter in Kirkland, together with future extensions and upgrades, will service Kirkland's growth.~~

~~While PSE has not historically planned for gas main and service extensions, but reacts plans for gas system demand growth, installation of gas main extensions and new service lines respond to customer demand. The gas industry is regulated by the Washington Utilities and Transportation Commission, which rules requires gas companies to demonstrate that existing ratepayers will not subsidize new customers.~~

~~The Northwest distribution pipeline and gas station are located east of the Kirkland City limits. Existing four inch to eight inch gas lines in Kirkland, as well as extensions currently anticipated, will service Kirkland's growth.~~

## **Telecommunication Service Providers**

# XI. UTILITIES

Telephone services are regulated by the Washington Utilities and Transportation Commission. Personal wireless service providers serving Kirkland are those licensed by the Federal Communications Commission (FCC) in the Radio Frequency Spectrum for wireless communications service and registered to do business in Kirkland. Cable services are provided under municipal franchise.

## Telephone

Wired telephone service and certain related special services are available in the City. System facilities within Kirkland include switching stations, trunk lines, and distributions lines. ~~There are four switching stations in Kirkland at 101 Market Street, 10020 133rd Place NE, NE 95th Street/128th Avenue NE, and NE 43rd Street/Lake Washington Boulevard. Trunk lines connecting the switching stations are concrete-encased four-inch conduit, and D~~ distribution lines are either pole-mounted or underground. Service and facility expansions are driven by customer demand.

## Personal Wireless

Several companies provide wireless (cellular) telephone service. Cellular telecommunication permits wireless transmission of messages on a network of strategically placed receivers (i.e., mobile telephone communications). Receivers may be placed on tall poles, lattice-type towers, or buildings. The cellular telephone industry does not plan facilities far into the future, but uses market demand to determine expansion into new service areas.

## Cable

Cable TV and Internet services are also available in Kirkland. ~~Most homes area served by at least two providers. The Kirkland system is fed from a microwave receiving site in Bellevue. The majority of trunk and distribution lines are overhead lines rather than underground.~~ The local provider has the technical capacity to serve any new development in the City ~~by simply adding new trunk or distribution lines.~~ Residential hHigh speed DSL services, cable-based Internet, and fiber are available in most locations in the community.

## Fiber Optic

Many telecommunication vendors own optic fiber in Kirkland rights-of-way for commercial use. The City of Kirkland has access to some of these strands through franchise agreements.

### **Olympic Pipeline Company: Hazardous Liquid Pipelines**

The Olympic Pipeline Company, operated by BP Pipelines, North America, operates a 400-mile-long petroleum pipeline system from Ferndale, Washington, to Portland, Oregon. Two parallel lines, 16-inch and 20-inch, generally along the Puget Sound Energy easement north-south corridor, pass through the Kingsgate and Totem Lake neighborhoods in the northeast portion of Kirkland and close to a portion of the eastern boundary of the Bridle Trails neighborhood. The pipelines carry gasoline, diesel and aviation fuel. Delivery lines carry products from this mainline to bulk terminals at Sea-Tac International Airport; Seattle, Tacoma and Vancouver, Washington; and Linnton and Portland, Oregon.

The pipelines are hazardous liquid pipelines, as defined by state law (RCW 81.88.040). Pipeline facilities, if ruptured or damaged, can pose a significant risk to public safety and the environment due to the high operating pressure and the highly flammable, explosive and toxic properties of the fuel.

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The Federal Office of Pipeline Safety (OPS) is responsible for regulation of the interstate pipeline facilities and addresses safety in design, construction, testing, operation, maintenance and emergency response of pipeline facilities. The Washington State Utilities and Transportation Commission (UTC) has authority to act as an agent for OPS.

Kirkland's Fire Department has reciprocal emergency response agreements with Redmond and other surrounding jurisdictions in the event of a pipeline failure. The Redmond Fire Department Olympic Pipeline Response Plan includes technical information about the pipeline, potential hazards, a guide to hazardous materials scene management, emergency response and evacuation plans, and contacts and other resources. It contains the fundamentals of the City of Kirkland Fire Department response, and in addition maintains city specific data to be used in such an emergency.

The City has established policies to supplement state regulations and the City's risk management/response plan. Utility Element policies focus primarily on land use measures that help minimize and prevent unnecessary risk to the public due to hazardous liquid pipelines, recognizing it is impossible to eliminate risk entirely.

The City also enforces the state's Call Before You Dig Law to safeguard the public and construction personnel who work around utilities and the underground infrastructure of pipes, mains, and lines, including fiber optic lines, with an emphasis on protecting fuel transport lines. It requires notification when excavating and ensures that they will be marked, in order to prevent damage, service interruptions and bodily injury.

## ***RELATIONSHIP TO OTHER ELEMENTS***

The Utilities Element supports other elements of the Comprehensive Plan by establishing policies for provision of efficient and sustainable urban services to serve anticipated growth and development. This Element supports an infrastructure for servicing existing development and areas targeted for growth by the Land Use Element. The general policies in this Element support the Shoreline Area Chapter by encouraging joint use of utility corridors and mitigating environmental impacts caused by the utility. Energy policies support the sustainability objectives found in the Natural Environment Chapter. The telecommunications policies will help implement the policies of the Land Use, Economic Development, Transportation, and Public Services Elements by facilitating the movement of information as an alternative to the historic commuter/work relationship. Finally, utility policies provide direction to the funding, concurrency, and level of service goals and policies of the Capital Facilities Element. The Capital Facilities Element contains further explanation regarding the analysis of need for capital projects to meet the level of service standards for city managed utilities.

Policies for public services such as emergency services, schools, and libraries are contained in the Public Services Element.

## ***RELATIONSHIP TO OTHER PLANS***

In preparing this Element, the City has reviewed and considered the following documents that are adopted by reference:

- City of Kirkland Comprehensive Water System Plan (2014);
- City of Kirkland Comprehensive Sewer Plan (2008);
- City of Kirkland Surface Water Master Plan (2014);
- Northshore Utility District Comprehensive Water Plan (2009);
- Northshore Utility District Sewer and Water Plan Maps (2009);

# XI. UTILITIES

- Woodinville Water District Comprehensive Water ~~System~~ Plan (2008)
- ~~and Woodinville Water District~~ General Sewer Plan (2007);
- Puget Sound Energy GMA Electrical Facilities Plan (1993);
- State Building Code Adoption and Amendment of the 2012 Edition of the International Energy Conservation Code (2012)
- Redmond Fire Department Olympic Pipeline Response Plan (2000).

## B. UTILITIES CONCEPT

The Utilities Element supports the continued provision of adequate utility services to support existing and future development. Levels of service are established for City-managed water, sewer and surface water utilities and levels of service are established for non-City purveyors of water and sewer. In addition, water and sewer concurrency requirements are established for new development. A detailed explanation of level of service and concurrency requirements are in the Capital Facilities Element.

The Utilities Element provides policies for regional coordination of utility needs. A basis for coordination with regional and local providers is established to ensure fair and consistent review of system expansions and enhancements while providing appropriate public input. The environmental and aesthetic concerns of the community are balanced with the need to provide affordable and reliable utility service. As telecommunication technologies continue to evolve, the Utility Element supports systems that are widely available, reliable, efficient, and complete, and that respond to the ever greater business and residential demand to be connected.

The importance of efficiency, renewable energy and conservation is are stressed as cost-effective means of accommodating the growing demand for services and reducing carbon emissions.

## C. UTILITIES GOALS AND POLICIES

**Goal U-1: Maintain the quality of life in Kirkland through the planned provision of public and private utilities.**

**Goal U-2: Provide an efficient system to deliver high quality water.**

**Goal U-3: Protect public health and environmental quality through appropriate and efficient design, installation, and maintenance of sanitary sewer facilities infrastructure.**

**Goal U-4: Provide surface water management facilities programs and services that provide adequate drainage and minimize flooding while protecting and enhancing the water quality and habitat value of streams, lakes, and wetlands.**

# XI. UTILITIES

**Goal U-5:** Ensure adequate and competitively priced telecommunication infrastructure, facilities and services for residents and businesses.

**Goal U-6:** Reduce the risk to public safety and the environment in the event of a hazardous liquid pipeline failure.

**Goal U-7:** Promote energy infrastructure that is energy efficient, addresses climate change, and protects the community character.

**Goal U-7~~8~~** Facilitate the development and maintenance of non-City-managed utilities at the appropriate levels of service.

~~GENERAL~~

## **Community Values General**

As an urban area, Kirkland is accustomed to a high level of utility service. These services accommodate the lifestyles of Kirkland residents and the success of Kirkland businesses. To maintain these community values, which are reflected in levels of service standards, Kirkland must balance the quality of the service provided with the costs and community and environmental impacts. New policy initiatives for achieving sustainable utility services can ensure this level of utility service is maintained into the future.

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***Goal U-1: Maintain the quality of life in Kirkland through the planned provision of public and private utilities.***

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***Policy U-1.1: Maintain an inventory of existing capital facilities and utilities, including locations and capacities of such systems and facilities.***

An accurate inventory of existing public and private utility locations and capacities will ensure that the City can plan for new growth in a manner that reflects the ability to service that growth with adequate services.

***Policy U-1.2: Provide for needed capital facilities and utilities based on adopted levels of service and forecasted growth in accordance with the Land Use Element of this Plan.***

This policy is intended to ensure that the Capital Facilities, Land Use, and Utilities Elements are functioning in concert. This systematic Coordinated planning allows the City to make accurate land use projections based on utility plans, and allows utility providers to plan for utilities in a manner that reflects expected land use patterns and densities- and ensures that adequate capital facilities and utilities will be available with development.

# XI. UTILITIES

**Policy U-1.3:** Use the following level of service standards for determining the need for City-managed public sewer, water, and surface water facilities:

**Table U-1**  
**Water, Sewer and Surface Water Level of Service**

Facility	Standard
Water distribution <u>residential use</u> :	103 gallons/day/capita
Water <u>storage distribution all other uses</u> : <u>Irrigation</u> <u>Businesses</u> <u>Fire suppression</u>	249 gallons/ <u>day</u> /capita (includes 1.5 million gallons for fire storage)
Sanitary sewer collection:	100 gallons/day/capita
Surface water management:	Convey, detain and treat stormwater runoff in a manner that provides adequate drainage for the appropriate storm to ensure safety, welfare, and convenience in developed areas while protecting the hydrologic regime and quality of water and fish/wildlife habitat in streams, lakes and wetland.

**Policy U-1.4:** *Ensure that utility services are provided in a manner that is environmentally sensitive, safe and aesthetically compatible with surrounding land uses.*

A variety of factors are at stake in the consideration of any proposed utility expansion. For example, clearing for installation or maintenance should minimize impacts to trees and vegetation as well as fish and wildlife habitat. Utilities also should be installed and maintained to protect the environment from contamination. Ensuring that utilities are screened to blend in with their surroundings should increase community acceptance of conspicuous infrastructure.

Mitigating environmental and aesthetic impacts can have implications on cost and efficiency of the system. Therefore, it is appropriate to weigh costs against a full consideration of long term benefits that will be derived. Individual implementation issues arising under this policy should be resolved on a case-by-case basis in light of all these considerations.

**Policy U-1.5:** *Facilitate and encourage the conservation of utility resources*

The demand for utilities, such as water and electricity, may be met by either increasing the supply or reducing the demand. As the region ~~continues to~~ faces increased challenges to ~~the~~ supply of these resources, ~~the~~ conservation and efficiency measures can be employed to delay the need for new supplies. Reducing the rate of energy consumption is a means to lower energy costs and mitigate environmental impacts associated with traditional energy supplies.

**Policy U-1.6: Promote renewable energy**

# XI. UTILITIES

Kirkland should lead by example. Reducing the City's carbon footprint by reducing our output of greenhouse gasses will help decrease the impacts of climate change and support the vision of an ecologically sustainable city. The City should continue participating in Puget Sound Energy's Green Power program which ensures that a portion of Kirkland's municipal electricity use is matched with clean renewable energy resources located in the Northwest. Increased use of renewable energy should be a priority. The City's should continue to replace its vehicle fleet with hybrid and electric vehicles to boost fuel efficiency and increase the number of electric charging stations at public facilities. Other opportunities to reduce energy use should be aggressively pursued. Installation of solar panels, geothermal heat pumps, and other renewable energy applications on City facilities can further reduce greenhouse gas emissions to meet our reduction targets and encourage community use of these technologies. Targets are described in the Natural Environment Element.

**Move this policy to Telecommunication Policy U-5.6 ~~Policy U-1.6: Minimize impacts of personal wireless services, telecommunication facilities, and towers on adjacent land uses through careful siting and design. Facilitate the approval of facilities that meet certain standards relating to location and configuration.~~**

~~In order to minimize potential impacts, personal wireless services facilities should be located to the extent possible in nonresidential areas. They should be encouraged to be located in areas where the impact of the facilities will be minimal on residential areas such as in industrial or some commercial areas. In general, there should be a preference for more, smaller facilities located on existing structures, such as buildings or electrical transmission towers, or for co-locating on existing towers. When new facilities are required, carriers should be required to use techniques to disguise or camouflage the facilities and associated equipment shelters, so that they fit in with the surroundings.~~

~~In recognition of the important role telecommunications plays in facilitating business and personal communication, the City should enable carriers to quickly and efficiently site and configure facilities in ways that meet our standards. One of the best ways is to provide faster permit review for the locations and types of facilities the City wants to encourage.~~

~~Also recognizing changing technology and flux in the industry, the City should ensure that abandoned facilities are removed promptly. The burden of removing the facilities should fall to the property owner or operator of the facility and not the City.~~

**Policy U-1.7: Provide equal access to utility services, regardless of historic disparities in income and employment opportunities.**

Utility service should be available and provided at the adopted level of service throughout Kirkland. The City or non-City managed utility provider should plan to extend service or upgrade infrastructure where deficiencies are identified.

**Policy U-1.78: Install new and, where feasible, existing utility distribution lines underground.**

Undergrounding of utility lines will visually enhance the area in which it occurs. In addition, undergrounding can reduce the potential for power utility outages associated with wind damage and eliminate unsightly reduce the need for pruning of vegetation. The complexities of undergrounding could increase as new utility lines are added to existing poles (i.e., new franchises).

Undergrounding utilities can be especially effective along major routes with good regional views; especially of Lake Washington and within view corridors. The City should explore prioritizing the undergrounding of existing utility lines in these areas.

Kirkland should acknowledge the disproportionate costs of undergrounding existing lines for smaller developments by allowing owners to defer until undergrounding occurs as part of a larger project where economies of scale can be realized. The City will need to consider the rates and tariffs of on file with the WUTC in deciding where to underground existing distribution lines.

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**Policy U-1.89:** *Encourage the joint use of utility corridors and facilities ~~consistent with prudent utility practice.~~*

Besides the benefit of minimizing the extent of environmental impacts, utility co-location, consolidation, and joint use increases the efficient use of resources. For example, there is significant land devoted to public stormwater facilities. Joint use of this land consistent with prudent practice, would enhance the community while still providing the stormwater functions for which the facilities were built.

Other Examples of joint use include:

- Sharing right-of-way acquisition costs ~~and joint use of rights-of-ways for utility and pedestrian trails. Utility co-location and consolidation also have the benefit of minimizing the extent of environmental impacts.~~
- Developing pedestrian and bicycle trails and community gardens in utility corridors.
- Developing passive recreation, play areas, community gardens or wildlife habitat in storm and surface water detention areas.
- Sharing telecommunication trenches between providers and for the City's expansion of its fiber-optic network.

**Policy U-1.910:** *Coordinate with other jurisdictions when utility additions and improvements cross jurisdictional boundaries to ensure that decisions are consistent with regional demand and resources and consistency in timing of permit review.*

Where utility improvements are planned to serve regional demand, it is imperative that affected jurisdictions, tribal governments and utilities work together from the early planning stage. This will help reduce delays and a lower quality of regional service.

## CITY-MANAGED UTILITIES

### Water

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**Goal U-2:** *Provide an efficient system to deliver high quality water.*

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# XI. UTILITIES

***Policy U-2.1: Work in coordination with other jurisdictions and purveyors in the region to ensure a reliable, economic, and sustainable source of water and to address ~~the~~ long-term regional water demand ~~needs of all agencies and purveyors.~~***



*Water tank in North Rose Hill Neighborhood*

~~To accomplish this, Kirkland needs to participate in and facilitate the development of a regional water supply system that effectively balances regional water resources and regional water supply needs and provides equitable participation in ownership and management. As a member of the Cascade Water Alliance, Kirkland has played a large role in securing long term regional water supplies well into the future and will continue to work with neighboring agencies and tribal governments, to provide its customers with reliable, safe water at a reasonable cost, and address the potential impacts of climate change on regional water resources.~~

***Policy U-2.2: Implement system rehabilitation and improvements in order to manage water resources.***

Increasing system efficiencies by taking such measures as replacement of older pipes can delay the need for new and more costly supply solutions.

***Policy U-2.3: Protect public health and safety, through the appropriate design, installation, and maintenance of water facilities.***

The primary concerns with water supply are quantity and quality. The quantity of water has health and safety implications, particularly related to fire suppression. Water quality has obvious public health implications regulated by ~~different levels of government~~ the Washington State Department of Health and United States Environmental Protection Agency through the Safe Drinking Water Act.

***Policy U-2.4: Visually screen new water towers and other water utility infrastructure to blend into their surroundings.***

Utilizing vegetative buffers and camouflaging techniques can conceal and screen otherwise visually impacting facilities.

## **Sewer**

# XI. UTILITIES

***Goal U-3: Protect public health and environmental quality through appropriate and efficient design, installation, and maintenance of sanitary sewer facilities infrastructure.***

***Policy U-3.1: Work with King County, adjoining jurisdictions, and local purveyors to manage, regulate, and maintain the regional sewer system.***

The existing regional sewage system has the capacity to handle Kirkland's future growth. The system will require maintenance and improvements to increase efficiencies.

Policy U-3.2: Ensure that all new development proposals are served by adequate sanitary sewer systems.

In general, new development should not be permitted on property that is served only by septic tanks. However, in limited situations, septic systems should be considered for low-density residential development where no reasonable alternatives exist upon demonstration that soil conditions will permit proper functioning of a septic system. Alternative and innovative techniques in lieu of sewer, such as composting toilet systems and mini treatment systems, should be explored and encouraged by the City.

***Policy U-3.3: Connect areas that are on septic systems to sanitary sewer.***

Some older, less urbanized areas of the City are served only by septic systems. As these systems age and fail, they present health and environmental risks. Continued testing for markers of poor water quality and failed or leaching septic systems will identify priority areas for upgrades. The City ~~should facilitate~~ sewer extensions to these areas in compliance with the Kirkland Municipal Code, by prioritizing utilizing City-funded extensions and facilitating innovative privately funded solutions such as Local Improvement Districts and latecomer agreements or the sewer extension program, whereby private property owners are able to pay their proportionate share of the City's cost to extend sewer to areas within the City's sewer district not currently being served.

***Policy U-3.4: Correct deficiencies and increase system efficiency. Emphasis should be placed on correcting deficiencies that present sewage overflow risks.***

The greatest system deficiencies in Kirkland's sanitary sewer system are related to the age and reliability of parts of the system. Infiltration and inflow of stormwater into the older pipes decreases system capacity and exfiltration of effluent from older pipes presents environmental and health risks. A new lift station downtown provides significant unused capacity and overflow storage to prevent discharge to Lake Washington during storm events. The focus should continue to be on updating older portions of the systems, with an emphasis on areas where overflows could occur near water bodies. Diligence to maintain and expand the funding support to maintenance programs; such as inspection programs, technological upgrades, and tracking will continue to protect the system from overflows into Lake Washington.

***Policy U-3.5: Educate businesses on the proper use of the sewer conveyance system.***

Public education and outreach focuses on proper management of fats, oils and grease (FOGs) and non-dispersible products to prevent them from entering the sewer system. The outreach program reduces degradation of infrastructure and overflows, control odors, and protects both the public investment in the system and the environment.

# XI. UTILITIES

## ***Policy U-3.6: Encourage water reuse and reclamation.***

The City should take advantage of the opportunity to access the regional repurposed water provided by the King County Wastewater Division at the Willows Pump Station. With development of the Cross Kirkland Corridor, the City may benefit by installing purple reclaimed water pressurized conveyance pipe that future development can access to irrigate landscapes and flush toilets. This will help protect Kirkland residents from any future water shortages. Future opportunities to reuse water for irrigation of parks and school facilities should also be explored.

## **Surface Water**

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***Goal U-4: Provide surface water management facilities programs and services that provide adequate drainage and minimize flooding while protecting and enhancing the water quality and habitat value of streams, lakes, and wetlands.***

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## ***Policy U-4.1: Implement the priorities and needs identified in the City's Surface Water Master Plan.***

The Surface Water Master Plan sets the course for the next 5-10 years of surface water utility operations. The plan is updated periodically and serves as a tool to guide the City's surface water utility work program while managing resources, complying with regulations, and coordinating with various entities that are responsible for different aspects of surface water and stormwater management.

***Policy U-4.12: Adopt surface water design standards for new development and redevelopment that incorporate best available research and technology in protecting water resources in an economical and feasible manner.***

The goal of surface water design for new development and redevelopment projects is to provide adequate drainage and to provide post-construction controls that mimic predevelopment hydrologic patterns and protect water quality to the degree that is economically feasible. Such facilities may include low impact development techniques and/or structural controls such as detention vaults or ponds, infiltration facilities, biofiltration rain gardens and swales, or wetvaults. The Phase II Western Washington Municipal Stormwater Permit requires that the City at a minimum follows the Department of Ecology's stormwater management design standards.

***Policy U-4.23: Adopt and implement standards for control of runoff and erosion from construction sites.***

In order to reduce construction related erosion and delivery of sediment to our waterways from construction, use of sediment and erosion control techniques should be required at all sites where significant clearing and grading will take place.

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***Policy U-4.34 Encourage or require use of "low impact development" principles and practices to minimize the surface water impacts of development through the use of environmentally "low impact development" techniques.***

The City of Kirkland encourages the use of low impact development practices and should identify incentives and evaluate potential changes to land use development regulations and building codes to support and promote low impact development.

Low impact development (LID) is a set of ~~techniques~~ practices that mimic natural watershed hydrology by slowing, evaporating/transpiring, and filtering water before it reaches a stream channel. LID contrasts with ~~current~~ past drainage techniques that collect and convey water to streams quickly – damaging stream channels and degrading water quality.

This approach uses various land planning and design practices to conserve and protect natural resources and reduce infrastructure costs. LID techniques seek to minimize the amount of stormwater runoff; LID facilities use soils and vegetation to treat and slow the stormwater runoff that is produced on the site. LID allows land to be developed cost-effectively, which helps reduce potential environmental impacts.

Low impact development ~~techniques~~ principles include the following:

- Minimize creation of impervious surfaces;
- Preserve Native Vegetation
- Cluster housing to allow for preservation of open space
- Use site soils and vegetation to soak up and filter stormwater runoff;

Low Impact Best Management Practices include the following:

- Amend soils with compost to improve water retention;
- Construct bio-retention swales or cells, which are natural areas that have specifically chosen plants and engineered soils that slow, filter and absorb water;
- Use permeable pavement for roadways, driveways and walkways;
- Use green roofs to minimize runoff from impervious surfaces; and
- Collect and store water for landscaping or other nonpotable water uses.

When combined, such ~~techniques~~ principles and practices can greatly reduce the amount of stormwater runoff from developed sites and improve water quality.

***Policy U-4.5: Require businesses and residents to take steps to prevent stormwater pollution.***

It is much easier to prevent pollution than to clean up polluted waters. Businesses and residents should be required to use both nonstructural and structural "best management practices" (BMPs) to prevent discharge of pollutants from everyday activities. BMPs range from covering materials stored outdoors, sweeping rather than using water to clean parking lots, and installation of oil/water separators to connecting car washing areas to sanitary sewers.

# XI. UTILITIES

***Policy U-4.46: Minimize environmental damage from spilling and/or dumping of pollutants into the storm drainage system.***

The City should respond to instances of spilling and dumping of materials into the storm drainage system through activities such as the following:

- Identify and where appropriate take enforcement action against those responsible for nonstormwater discharges, including requiring cleanup or conducting abatement;
- Maintain and periodically update inter-City and intraagency spill coordination and response [training and](#) procedures; and
- Conduct surveys [and inspections](#) to identify and eliminate illicit connections to the storm drainage system.
- [Maintain maps of the drainage system that allow pollutants to be quickly traced to their source.](#)

***Policy U-4.67: Assess the quality of water and habitat in local streams and lakes to evaluate the effectiveness of utility standards and programs and to focus future efforts.***

Identification of specific water quality and habitat concerns and the tracking of changes over time should help to improve the efficiency and cost-effectiveness of programs and projects. Such assessment is a recommended element of several State and federal programs.

***Policy U-4.78: Ensure that privately owned stormwater facilities are operated and maintained in a manner that maximizes their quantity and quality control benefits.***

When well-maintained detention and water quality facilities on private property serve to protect downstream resources, City programs should be continued to ensure that privately owned stormwater facilities are operated and maintained so that downstream systems are not affected.

***Policy U-4.89: Educate the public on protecting and enhancing the quality of our water resources.***

The City should strive to raise awareness of the impact that everyday business and residential activities can have on water quality and fish habitat and populations, and to provide information on practices, such as natural yard care, proper storage of materials, and washing practices, that can prevent the discharge of pollutants. Citizen volunteers should be involved in activities that increase stewardship of our water resources. The City should also explore new techniques for engaging the public and effecting positive changes in behavior.

***Policy U-4.10: Explore the potential for regional stormwater facilities.***

[In some cases, particularly where there is significant redevelopment, providing regional facilities for flow control and water quality treatment may provide efficient and effective means of management of stormwater.](#)

***Policy U-4.11: Take steps to remove fish passage barriers and to protect and enhance fish habitat.***

[The Muckleshoot Indian Tribe has Treaty fishing rights in Kirkland. The City should work closely with the Muckleshoot Tribe to prioritize fish passage barriers and other habitat enhancement projects to maximize the habitat benefits with available funding.](#)

# XI. UTILITIES

**Policy U-4.12: Conduct municipal operations in a manner that protects water quality.**

Use erosion control and pollution prevention practices in City operations including but not limited to parks, streets, wastewater, stormwater, and water in order to minimize the discharge of pollutants to the stormwater system.

**Policy U-4.913: Coordinate basin planning, pollution prevention, and restoration activities with neighboring jurisdictions.**

Watersheds do not stop at jurisdictional boundaries, and must be analyzed and restored as whole entities. The City should coordinate activities with King County, Bellevue and Redmond and other jurisdictions as appropriate to maximize the positive impact of projects and programs.

**Policy U-4.104: Participate in regional surface water resources and fish resource conservation planning efforts.**

The City should continue in the participation of the WRIA 8 salmon conservation planning effort and the Puget Sound Shared Strategy. The purpose of this project is to develop a plan for recovery of salmon habitat functions of the greater Lake Washington Watershed. Habitat is the only one of the four "H's," Habitat, Hydropower, Hatcheries, and Harvest, which is under local government control. Recovery of salmon stocks listed as threatened under the Federal Endangered Species Act would reduce the regulatory and liability burden for local jurisdictions, help to protect a vital part of our regional economy, and protect a species that has great cultural significance in the Pacific Northwest.

**Policy U-4.15: Ensure compliance with State and federal regulations related to surface water quality and fisheries resources.**

The City should coordinate surface water management requirements and programs with a variety of State and federal programs and regulations, including but not limited to the following:

- National Pollutant Discharge Elimination System, Phase II;
- Puget Sound Partnership Action Agenda for Puget Sound Water Quality Management Plan; and
- Federal Endangered Species Act listing of Chinook salmon as a threatened species.

This policy is intended to acknowledge and accommodate future regulatory changes.

**Policy U-4.16: Investigate and plan for the impacts of climate change on operation, maintenance and construction of the stormwater system.**

Changes in precipitation patterns and climate may impact flooding and the need to store and reuse rainwater. Investigate and plan for sizing of the conveyance system, provision of additional areas for storage of flood waters, and potential for rainwater reuse. Evaluate construction methods used for stormwater system to insure that they minimize the production of greenhouse gases to the degree possible.

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**Policy U-4.17: Conduct asset management and planning to insure uninterrupted and efficient operation of the stormwater system.**

Assessment of the condition, and ranking of assets according to their criticality and likelihood of failure, should be done to help prioritize replacement and rehabilitation of the system.

**Policy U-4.18: Consider acquisition of open space, stream corridors and/or wetlands in cases where this would further goals of reducing flooding, improving water quality and improving fish habitat.**

There are cases where preservation and /or restoration of open space, stream corridors and wetlands may benefit City surface water functions, and where this may not happen despite critical areas regulations. In addition, there may be cases where restoration of streams or wetlands would have significant benefits for water quality and habitat, and this work would likely not happen if the property were not under City ownership.

## **Telecommunications**

***Goal U-5: Ensure adequate and competitively priced telecommunication infrastructure, facilities and services for residents and businesses.***

***Policy U-5.1: Manage the City's existing and planned telecommunication improvements to optimize service delivery opportunities in Kirkland.***

The City should plan and install sufficient capacity into its telecommunication system to meet future City needs.

***Policy U-5.2: ~~Use partnerships~~ Partner with public agencies and private sector organizations to achieve cooperation and cost-sharing in building telecommunication systems and providing service.***

The City should establish partnerships with ~~other~~ public agencies and private sector organizations and encourage collocation of to achieve cooperation and cost-sharing in building telecommunication systems and providing services. Partnerships may include the use of shared telecommunication space, ~~such as on~~ towers, and buildings and in fiber-optic lines.

***Policy U-5.3: Review and update City policies, procedures and regulations to facilitate the installation and maintenance of telecommunication systems.***

The City should review and update its policies, procedures and practices to ensure that they facilitate the installation of new telecommunication systems and support existing systems. In addition, the City's development regulations need to be flexible or revised on a regular basis to respond to changes in technology and consumer needs.

***Policy U-5.4: Seek opportunities to enhance the number of service providers in the community to increase choice and fair access and encourage competitive pricing and high quality customer service.***

Choice, availability and price are important factors to telecommunication consumers. The City should look for opportunities to increase the number of high quality service providers to have competitively priced and high quality telecommunication systems in Kirkland.

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***Policy U-5.5: Involve community stakeholders and service providers in telecommunication decisions.***

The City should involve consumers, service providers and other public entities with telecommunication systems in Kirkland when reviewing its policies, practices and development regulations to ensure that consumer needs are being met and that providers and other public entities can install the facilities.

***Moved from Community Value Policy U-1.6 Policy U-1.6\_5.6: Minimize Mitigate impacts of ~~personal wireless services, telecommunication facilities, and towers~~ on adjacent land uses through careful siting and design. Facilitate the approval of wireless service facilities that meet certain standards relating to location and configuration to balance the need for community connectivity with aesthetic standards. Stay up-to-date with changing technologies and rules.***

In order to minimize potential impacts, personal wireless services facilities should be located to the extent possible in nonresidential areas. ~~They should be encouraged to be located in areas where the impact of the facilities will be minimal on residential areas such as in industrial or some commercial areas. In general, t~~There should be a preference for ~~more, smaller~~ facilities ~~co-~~located on existing ~~structures, such as buildings or electrical transmission towers, and located on existing structures such as building or equipment structure facades, transmission towers or utility poles, or for co-locating on existing towers to avoid unnecessary proliferation.~~ When new facilities are required ~~or existing facilities are expanded,~~ ~~carriers-providers~~ should be required to use techniques to ~~disguise or camouflage screen or conceal the wireless service facilities and associated equipment shelters, so that they fit in with~~ to be compatible with the surroundings.

In recognition of the important role ~~telecommunications wireless services plays~~ in facilitating business and personal communication, the City should enable carriers to quickly and efficiently site and configure facilities in ways that meet our standards. One of the best ways is to provide faster permit review for the locations and types of facilities the City wants to encourage.

Also, ~~in recognition of the recognizing~~ changing technology and ~~flux in the~~ industry, the City should ensure that ~~abandoned facilities are property owners or providers removed abandoned facilities~~ promptly. ~~The burden of removing the facilities should fall to the property owner or operator of the facility and not the City. In addition, federal regulations covering wireless service facilities change frequently and the city should monitor and amend regulations accordingly.~~

***Policy U-5.7: Allow new aerial telephone and cable lines in the right-of-way, provided that they are designed and installed to minimize aesthetic impacts and are subsequently required to be placed underground at the time of undergrounding electrical distribution lines..***

~~Communication lines (telephone and cable) are often located on electrical utility poles. However electrical lines are typically the determinate for when communication lines are undergrounded. When electrical distribution lines are placed underground communication facilities must also be undergrounded.~~

# XI. UTILITIES

**Policy U-5.8: Ensure that franchise and right of way agreements with telecommunication service providers require collaborative undergrounding of facilities when electrical distribution lines are placed underground.**

The City's objective for undergrounding is to minimize aesthetic impacts and create more resilient infrastructure. Collaborative undergrounding creates economies of scale for all parties and minimizes traffic disruption.

**Policy U-5.9: Screen ground mounted cabinets associated with telephone and cable telecommunication equipment so that they fit in with their surroundings.**

Landscaping, proper placement and camouflaging techniques should be used to soften the appearance of the structures. Recognize that the provider must have access to the facilities in order to service and maintain them.

## ***NON-CITY-MANAGED UTILITIES***

The Washington Utilities and Transportation Commission (WUTC) has traditionally been the primary regulatory agency for private utilities. The WUTC has the authority to define the costs that a regulated utility can recover, and consequently provides ~~has the~~ oversight to ensure that the utility acts prudently and responsibly. Under the Growth Management Act, local jurisdictions ~~now~~ have the obligation and requirement to plan for utilities including the identification of utility corridors. Kirkland will need to consider the obligations of the utilities to WUTC regulation when considering policies and regulation affecting their operations.

### **Hazardous Liquid Pipelines**

***Goal U-6: Reduce the risk to public safety and the environment in the event of a hazardous liquid pipeline failure.***

This goal addresses safety concerns. Damage from external forces such as construction equipment can produce an immediate fuel release or a scratch on a coated-steel pipeline can lead to accelerated corrosion and failure at a later time. Other safety concerns are location of land uses with high on-site populations that are difficult to evacuate, and location of emergency facilities and other land uses where the consequence of the loss in the event of a pipeline failure is high.

Actions that can be taken to ensure a higher degree of safety include early detection of potential pipeline damage or failures through adequate maintenance of the hazardous liquid pipeline corridor, neighborhood education, and working with other governments and industry representatives to seek improvements in safety measures for hazardous liquid pipelines. These provisions are intended to protect the health, safety and welfare of the general public.

During development review and construction of projects in the vicinity of the pipeline, setting requirements for avoidance of damage and coordination between Kirkland and the pipeline operator, Olympic Pipeline Company, or its successor can help avoid problems. The following actions can reduce the chance of an incident:

Identifying the location of the pipeline corridor on site plans, plats or other construction drawings;

Using the one-call locator service, particularly during construction on adjacent properties;

Physically verifying pipeline locations as needed to minimize the likelihood of damage;

# XI. UTILITIES

Establishing and maintaining setback requirements from the hazardous liquid pipelines for new or expanded structures and other significant land disturbance; and

Monitoring land disturbance close to the pipeline by the pipeline operator or its representative.

***Policy U-6.1: Establish standards to minimize pipeline damage.***

Require development activity near pipelines to provide the following information in order to evaluate the proposal:

- Location of the liquid pipeline corridor in relation to proposed structures, utilities, or clearing and grading activities.
- Proposed techniques to minimize the potential disturbance to the pipeline prior to and during construction.
- Potential stormwater discharge impacts to the pipeline, and mitigation measures to prevent erosion.
- Setbacks and other site design techniques to minimize the potential hazard.
- Emergency plans as appropriate.

***Policy U-6.2: Coordinate with the pipeline operator when developments are proposed near the hazardous liquid pipeline corridor to reduce the potential for problems.***

The City and operator should communicate and coordinate their review. Methods include the following:

- Notifying the pipeline operator of proposed development projects located near the pipeline corridor.
- Receiving verification that the pipeline operator has received and reviewed the proposal, and provided comments prior to City review of development activity.
- Seeking the pipeline operator's participation in preconstruction meetings if warranted.
- Seeking monitoring by the pipeline operator of development that involves land disturbance or other significant work within or near the pipeline corridor.

***Policy U-6.3: Prohibit new high consequence land uses from locating near a hazardous liquid pipeline corridor. Design proposed expansions of high consequence land uses to avoid increasing the level of risk in the event of a pipeline failure, and where feasible, to reduce the risk.***

Kirkland can help reduce the risk of injury in the event of a pipeline failure by not allowing certain land uses to locate near hazardous liquid pipelines. Land uses with high-density on-site populations that cannot be readily evacuated or protected in the event of a pipeline failure are considered "high consequence land uses." Examples are schools and multifamily housing exclusively for the elderly or the handicapped. Uses such as these carry a relatively higher risk and have higher potential consequences in the event of a pipeline failure and therefore are not as appropriate as other uses near pipelines. Facilities that serve critical "lifeline" or emergency functions, such as fire and police facilities or utilities that provide regional service, are also considered "high consequence land uses."

John Muir Elementary School is located near the pipeline corridor in the Kingsgate neighborhood. Future expansions can use measures such as site planning that reflect anticipated flow paths for leaking hazardous materials and emergency response.

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***Policy U-6.4: Require maintenance of the hazardous liquid pipeline corridor through a franchise agreement or other mechanisms.***

The pipeline operator can help reduce the likelihood of accidental damage by adequately maintaining the pipeline corridor. Dense vegetation such as blackberry bushes can impede visibility and access. Instead, the pipeline corridor can be properly maintained with grass or other low-growing vegetation that enables easy inspection while preventing erosion. Ensuring that the pipeline locations are marked and that missing markers are replaced is also important, as is periodic aerial inspection of the pipeline corridor to detect potential problems. Kirkland can assist this effort when permits are necessary for inspections or repair with prompt permit processing. The pipeline operator should maintain the pipeline corridor on a continual basis by:

- Maintaining vegetation to enable visibility and access for inspection while ensuring that such maintenance does not contribute to soil erosion;
- Using plant species and plantings that prevent erosion;
- Ensuring that above and below grade pipeline markers containing information, such as operator name and number and facility type, are in place; and
- Conducting periodic visual inspections of the corridor.

***Policy U-6.5: Expedite permits for the hazardous liquid pipeline company necessary for inspections and repairs.***

***Policy U-6.6: Continue to work with other jurisdictions, state and federal governments, and the pipeline operator to seek improvements in safety measures for hazardous liquid pipelines.***

Working with other jurisdictions and agencies as part of a unified approach to addressing pipeline safety issues is important. This unified approach can address issues such as maintaining a model franchise agreement, periodic review of the pipeline operator's safety action plan to identify any deficiencies, and advocacy of City concerns regarding pipeline safety regulations.

***Policy U-6.7: Encourage the pipeline operator to maintain a neighborhood education program for those who live and work within one-quarter mile of the hazardous liquid pipeline to educate them and the general public about pipeline safety.***

People who live on property or work near the pipelines can also play an important part in avoiding pipeline damage and identifying potential problems early on. The Olympic Pipe Line Company or its successor can promote public safety through periodic neighborhood mailings and meetings. Important information should include facts about the pipelines, how to avoid damage, potential problems to watch out for, such as unusual smells or suspicious construction activities, and how to respond in the event of a failure or other problem.

## **Energy**

**Goal U-7: Promote energy infrastructure that is energy efficient, addresses climate change, and protects the community character.**

**Policy U-7.1: Encourage the public to conserve energy through public education.**

Utilizing renewable energy sources, conserving energy, and employing new energy technologies and efficiency's further Kirkland's sustainability goals.

# XI. UTILITIES

## **Policy U-7.2: Participate in regional efforts to increase the use of renewable energy sources**

Kirkland must advocate for the transition from carbon based energy to renewables in coordination with the King County Climate Change Collaborative (K4C) at the state level. As a founding member of the K4C, Kirkland leads in its commitment to advance legislation to reduce greenhouse gas emissions. Renewables include solar, wind and other sustainable energy sources.

## **Policy U-7.3: Encourage and collaborate in regional efforts to strengthen codes in order to reduce energy consumption and greenhouse gas production.**

Kirkland's collaboration with regional efforts to reduce barriers and establish standards, such as participation in the update of the Washington State Energy Code Provisions, for the effective use and conservation of energy over the useful life of buildings, supports our efforts for a sustainable community.

## **Policy U-7.4: Work with and encourage Puget Sound Energy to plan, site, build and maintain an electrical system that increases the use of renewable energy and co-generation to meet the needs of existing and future development, and provides sustainable, highly reliable and energy efficient service for Kirkland customers.**

Kirkland requires highly reliable service for public health and safety and to meet the needs of our residents and businesses. As PSE increases its renewable energy portfolio and use of co-generation, energy is conserved, efficiency is increased, and the carbon footprint is reduced. Cogeneration uses an otherwise unused byproduct of fossil fuel electricity generation to become a useful commodity by capturing heat that is generated while producing electricity to supply hot water, steam, space heating and cooling.

## **Policy U-7.5: Promote the use of small to large scale renewable energy production facilities.**

The City should promote solar energy to generate electricity and heating for residential and commercial development. Wind turbines and other types of emerging technologies, such as digesters that divert and break down horse manure and fats, oils and grease to produce energy should also be encouraged. The City must balance the goal of increasing renewable energy with aesthetic concerns and tree preservation objectives.

## **Policy U-7.6: Require new and, where feasible, existing electrical distribution lines in the right of way to be underground.**

Electrical distribution lines, often located in the public rights-of way, carry electricity to homes and businesses throughout Kirkland. Electrical service is provided to private property by service lines connecting to these power lines. Electric transmission lines are located both above and below ground throughout Kirkland. In more recent development areas systems are typically underground.

Undergrounding of electrical distribution lines can reduce the potential for power outages associated with wind damage, eliminate reduce the need for pruning vegetation, and enhance views.

Kirkland should acknowledge the disproportionate costs of undergrounding existing lines for smaller developments by allowing owners to defer until undergrounding occurs as part of a larger project where economies of scale can be realized.

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**Policy U-7.7: Screen above ground equipment cabinets and other structures associated with electrical distribution without hindering access as required by the provider.**

Landscaping or other techniques to screen these structures will generally soften their appearance so that they fit in with the surroundings.

**Policy U-7.8: Require siting analysis in the development review process for new and expanded electrical transmission and substation facilities to address land use and sensitive areas and provide mitigation to minimize visual and environmental impacts.**

Electrical transmission lines are located within corridors in public rights of way or within utility easements on private property. Existing transmission lines in Kirkland are above ground. Electric substations are located on private property owned by the utility. The additional cost to underground PSE's electrical transmission lines is regulated by the WUTC and borne by the entity requesting the undergrounding. New or expanded aerial transmission lines should be sited and designed to avoid critical areas and minimize visual impacts, especially where views of Lake Washington and view corridors are affected.

## **Coordination**

***Goal U-78: Facilitate the development and maintenance of non-City-managed utilities at the appropriate levels of service.***

***Policy U-78.1: Work with non-City-managed utilities and review facility plans to ensure that they reflect and support Kirkland's land use plan. Likewise, the City should work with providers to ensure that utilities are available to support land uses and to maintain appropriate levels of service.***

This policy is intended to ensure that non-City providers are in compliance with the City's Comprehensive Plan as mandated by the Growth Management Act. This systematic planning allows the City to make accurate land use projections based on utility plans and allows utility providers to plan for utilities in a manner that reflects expected land use patterns and densities.

***Policy U-78.2: Coordinate with non-City providers of water and sewer on a joint program for maintaining adopted levels of service, concurrency requirements, funding, and construction of shared public facilities.***

Under the provisions of this Comprehensive Plan, the City is establishing specific utility requirements for itself and utilities serving the Kirkland area consistent with the requirements of the Growth Management Act.

***Policy U-78.3: Coordinate with the appropriate utility provider when considering land use decisions in the vicinity of proposed facility locations to ensure land use compatibility.***

Working with utilities in advance of key land use decisions has the potential to eliminate potential conflicts and ensure that utility considerations are factored into the development review process.

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***Policy U-78.4: Provide timely and effective notice to utilities of the construction, maintenance, or repair of streets, roads, or other facilities and coordinate such work with the serving utilities.***

Timely information about capital improvement plans provides utilities the opportunity to coordinate construction projects with City projects. This has two distinct advantages: it could save the utility money by reducing construction expenditures and it can help the City to avoid multiple roadcuts for various utility installations.

***Policy U-8.5: Encourage the consolidation of special districts.***

Obtaining urban services from cities, and encouraging special service districts, including sewer, water, and fire districts, to consolidate or dissolve as a result, advances the Growth Management, regional and county wide vision for municipalities to be the primary providers of urban services. Consolidation of services enable the City to provide an efficient, environmentally sensitive, timely, and cost-effective manner.



# XI. UTILITIES

## A. INTRODUCTION

The Utilities Element addresses water, sewer, surface water, electric power, natural gas, telecommunications, and hazardous liquid pipelines.

Utility planning has contributed to a high quality of life for Kirkland residents and businesses by ensuring efficient utility delivery. Kirkland's existing utility infrastructure is generally adequate to meet the growth needs of the City for many years. The primary focus of the City will be to continue to upgrade existing systems to increase efficiency and to avoid maintenance problems associated with older facilities, to reduce demand through conservation, and to transition to renewable and alternative technologies to reduce greenhouse gas emissions. The objective is to meet the needs of the present without compromising the ability of future generations to meet their own needs.

Each utility function presents a unique problem. For water, Kirkland faces regional supply issues that require regional solutions. For sewer, the City must consider how to service areas on septic systems as those areas become more urbanized and prevent non-degradable materials and contaminated effluents from entering the sewer system. For surface water, the City is challenged to manage a growing system to handle increased urbanization without flooding, while maintaining and enhancing water quality and aquatic habitat. For hazardous liquids, Kirkland land development regulations near the pipeline corridor will continue to be enforced to help reduce the risk of a pipeline accident. For telecommunications, the City will continue to develop its telecommunications network to meet the City's needs and respond to changes in technology. Where possible, the City will utilize its telecommunications investments and partnerships to benefit citizens, businesses and public institutions. The City recognizes that excellent Internet connectivity is a key resource for business success. To that end, the city will work with telecommunications providers to help them succeed.

For both City and non-City-managed utilities, Kirkland faces the challenge of facilitating system improvements, efficiencies and new technologies while appropriately managing the impacts associated with above-ground utility installations.

### *EXISTING CONDITIONS*

The City of Kirkland currently provides the following utility services:

- **Water** – All areas of the City except those north of NE 124th Street that are outside the City's service area. Figure U-1 shows the City's water system.
- **Sewer** – All areas of the City except those north of NE 116th Street that are outside the City's service area. Figure U-2 shows the City's sewer system.
- **Surface Water** – All areas of the City. Figure U3 shows the City's surface water system.

The following non-City-managed utilities provide additional services:

- **Northshore Utility District and Woodinville Water District** – Both are special purpose districts that operate independently from the City. They provide water and sewer services to the northern portions of the City. Both have franchise agreements that include provisions for future City assumption of service at such time as it is desirable to do so. The Washington State Departments of Health and Ecology review and approve the Utility Districts' Comprehensive Plans, and they are bound by the same service regulations as the City. Figures U-4 and U-5 show the water and sewer systems.

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- **Puget Sound Energy** –Is a public service company - a corporation or other non-governmental business entity which delivers certain services considered essential to the public interest. It transmits and distributes electric power and natural gas in a nine-county area, including Kirkland and much of King County. Figures U-6 and U-7 show Puget Sound Energy's electrical and gas facilities. (NEW MAPS TO BE ADDED)
- **Telecommunications** – are provided by a variety of non-City managed companies. Kirkland has both wired and wireless telephone, cable TV and high speed cable and fiber-optic internet services, all provided by a variety of non-managed providers. Those that use City rights-of-way to provide services have franchise agreements with the City. Figure U-8 shows the City's fiber optic network. (NEW TELECOMMUNICATIONS MAP TO BE ADDED)

## *CITY MANAGED FACILITIES*

### **Water**

The City of Kirkland Water Utility provides water service to all of its residents, except those generally north of NE 124th Street who are served by the Northshore Utility District or the Woodinville Water District (see Figure U-1).

The City's water system is primarily a gravity system consisting of 171 miles of water lines and 12.62 million gallons of storage capacity that includes 1.5 million gallons of fire protection storage. This averages 5.3 million gallons of water per day that is distributed to Kirkland's water service area customers. Projected costs associated with the water system are primarily maintenance and replacement costs for aging pipe and fire flow needs. The system generally has sufficient capacity to serve growth anticipated through the land use plan and future water customers into the year 2035. The City anticipates approval of its Comprehensive Water System Plan in the fall of 2014 by the Washington State Department of Health. It outlines water projects to upgrade any deficiencies in the system for the next 20 years.

As a member of the Cascade Water Alliance Kirkland purchases its water supply from Seattle Public Utilities. The water is then distributed to Kirkland customers through the City's distribution system. The City currently receives all of its water supply from Seattle from the Tolt River Watershed, with occasional supply from the Cedar River Watershed when routine maintenance is required at the Tolt Treatment Facility. Cascade Water Alliance currently has an agreement with Seattle to provide 33.3 million gallons of water per day to its member through the year 2039 with the opportunity for an extension of the contract until 2063.

In addition to the supply from Seattle, Cascade Water Alliance also has an agreement with the City of Tacoma for additional supply into the year 2042, and has the capability of developing Lake Tapps in East Pierce County if the need arises beyond 2063. According to Cascade Water Alliance, based on current trends of customer's use of water, responsible plumbing codes, and water efficient appliances, it is likely that Lake Tapps will not need be developed for decades.

Cascade Water Alliance Water Efficiency Program has a single regional water efficiency savings goal for all its members of a cumulative savings of 0.6 million gallon per day on an annual basis and 1.0 mg per day on a peak season basis through 2020. By utilizing existing water supplies more efficiently, millions of dollars will be saved for its members and ratepayers, leave more water in streams for fish, and reduce the region's carbon footprint through decreased energy usage involved in the treatment, transmission and heating of drinking water.

### **Sewer**

The City of Kirkland Sewer Utility provides sanitary sewer service to all of its residents south of NE 116th Street (see Figure U-2). The Northshore Utility District provides sewer service to most residents north of NE 116th Street.

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The collection system consists of 40 wastewater collection basins, 122 miles of sewer pipe, six lift stations and force mains, and approximately 3184 manholes. Approximately five to 10 percent of Kirkland residents use septic systems. Sewer extensions have typically been funded by developers or local owners in compliance with the Kirkland Municipal Code.

The system's most serious deficiency is the age of some of the pipelines. Twenty percent of the conveyance system consists of concrete pipes that were installed prior to the 1950's. Many allow inflow/infiltration and root intrusions which reduce capacity of the system and increase operation and maintenance costs. In addition, downtown businesses that produce fats, oils, and grease (FOG), release damaging amounts into conveyance pipes, contributing to odors downtown and increasing the risk of overflows. As a founding members of the Northwest FOG alliance, the City continues to lead the region in its efforts to educate businesses about proper kitchen practices and regular cleaning of FOG controls to prevent these impacts. The primary costs anticipated to maintain existing levels of service are related to replacement and rehabilitation of older pipelines, improvement of pumping capacity, and system expansions in the Lake Plaza Basin, Central Way Basin, and Juanita Basin.

The 2008 Sewer Comprehensive Plan establishes the policy basis for recommended capital improvements to correct deficiencies and meet future service needs. Updated every ten years, the Plan provides the City with a guide to evaluate the impacts of future proposed development and land use on the sewer system.

The King County Wastewater Treatment Division (WTD) provides the City's service area with sanitary sewer treatment services under the terms of an intergovernmental agreement. City sewage and a majority of Northshore Utility District's sewage, are treated at King County's Renton treatment plant. Very small portions of Northshore's sewage flows to the Brightwater Treatment Plant in Woodinville and the West Point Treatment Plant in Seattle.

King County WTD's review of regional conveyance and treatment plants capacity, indicates that the existing capacity is adequate to treat the region's wastewater until the 2030's. Planned upgrades to the treatment facilities will occur in order to maintain adequate capacity to serve anticipated growth beyond the 2030s.

## Surface Water

The City maintains conveyance, flow control and water quality treatment systems in public rights-of-way, and flow control and water quality treatment facilities that serve single-family developments. These facilities are managed to reduce flooding and to protect water quality. As of 2014, the City owns and manages 257 miles of conveyance pipe and 539 retention /detention facilities (tanks, vaults and ponds).

Kirkland is subject to the Phase II Western Washington Municipal Stormwater Permit (the Permit). The Permit is issued by the State of Washington under authority from the Environmental Protection Agency, and is part of the National Pollutant Discharge Elimination System (NPDES), a program which seeks to reduce pollution in the Nation's waterways by controlling sources of pollution. The current Permit became effective on August 1, 2013, and will expire on July 31, 2018. The Permit allows Kirkland to discharge stormwater into water of the State if the City takes specific steps in each of the following areas to minimize discharge of pollutants to stormwater: public education and outreach, public involvement, illicit discharge detection and elimination, controlling runoff from new development, redevelopment, and construction sites, municipal operations and maintenance, and monitoring and effectiveness studies.

Privately owned stormwater facilities consist of conveyance, flow control and water quality treatment facilities that serve multi-family and commercial developments, and certain private roads and single-family developments. City staff inspect 631 private flow control and water quality treatment systems to insure that they are cleaned and functioning as designed. In addition, staff provide technical assistance for drainage and water quality problems that impact these systems. Figure U-3 shows the City surface management water system.

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The Kirkland Surface Water Master Plan is a functional plan that Kirkland uses to identify capital projects to address deficiencies in the system. This provides the policy basis for capital projects.

A watershed approach has been used for managing the surface water utility by dividing the City into 15 drainage basins. The largest and most important streams are Juanita and Forbes Creek. The size of their drainage basins makes them especially important for receipt of stormwaters and discharge into Lake Washington. Yarrow Creek, Denny Creek, Juanita Creek, Forbes Creek, and Champagne Creek also have large basin areas within the City and are significant because they provide salmonid fish habitat and productive associated wetlands. Smaller critical drainages include Carillon Creek, Cochran Springs Creek, Everest Creek, Holmes Point, and Kingsgate Slope. More information on the watershed and drainage basins, and a map illustrating their location, can be found in the Natural Environment Element.

## City Telecommunications

The City is installing a fiber-optic network to service governmental facilities and traffic control systems by partnering with other cities and schools to lay the foundation for a regional fiber optic telecommunication system. Figure U-8 shows the fiber-optic network in Kirkland, which includes partnerships with the City, Lake Washington School District, the University of Washington and the City of Bellevue to install publicly owned fiber-optic in major rights-of-way.

(MAPS GO HERE)

## *NON-CITY-MANAGED UTILITIES*

### **Northshore Utility District: Water and Sewer**

The Northshore Utility District provides water and sewer services to northern portions of the City. Figure U-4 illustrates the existing Northshore water system and proposed improvements. Figure U-5 illustrates the existing Northshore sewer system and proposed improvements.

Northshore's sewer system is primarily a gravity system. Wastewaters is treated at King County's West Point and Renton treatment plants. Sewer Level of Service is 71 gallons per capita flow rate. Potable water from the Tolt River Watershed is purchased from Seattle Public Utility (SPU). The water system has five reservoir sites with a 29-million-gallon capacity. Water Level of Service is 174 gallons per day (GPD) per Equivalent Residential Units (ERU).

The District's sewer and water plans include identification of capital improvements for replacement and repair of the older, damaged sections of the system. Repair and maintenance of the system occur when needed and extensions necessitated by future development will be provided by the developer.

The District, as one of a group of 18 utilities who also purchase water from SPU, are part of the Saving Water Partnership (SWP) administered by SPU. All have adopted the Saving Water Partnership Regional Conservation Program Water Use Efficiency Goal. The conservation goal is to reduce per capita water use from current levels so that the total average annual retail water use of members of the SWP is less than 105 million gallons per Day (MGD) from 2013 through 2018 despite forecasted population growth. Due to the high cost of connecting to the Brightwater Wastewater Treatment Facility reclaimed water distribution system, the District does not currently have sufficient need or cost-justification to develop and manage a reclaimed water distribution system. They will continue to evaluate the feasibility of doing so in the future.

Northshore can provide service to accommodate Kirkland's future growth.

### **Woodinville Water District: Water and Sewer**

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The Woodinville Water District provides water services to the northeast portion of the City and sewer service to only a few single family homes. Figure U-4 illustrates the existing Woodinville water system and proposed improvements. Figure U-5 illustrates the existing and proposed Woodinville sewer system.

Woodinville's sewer system is primarily a gravity system. Due to the topographical difficulty of providing gravity sewer service to the Kingsgate area, Northshore Utility District provides sewer service there, even though it is within Woodinville's service area. Woodinville Water wastewaters are treated at King County's West Point and Renton treatment plants. Sewer Level of Service is 75 gallons per day per capita. Woodinville's Sewer General Plan indicates that Woodinville Water district can provide sewer service to accommodate Kirkland's future growth.

Potable water from the Tolt River Watershed is purchased from Seattle Public Utility. The water system has six eight reservoir sites with a 14.9-million-gallon capacity. Water Level of Service is 193 gallons per day /Equivalent Residential Units. Woodinville's Comprehensive Water System Plan indicates that by the year 2027, the District's water needs in the west service area, which includes Kirkland, will be deficient of source availability for projected demands and fire suppression storage. The District has a capital improvement plan for the system. Depending on future demand, a new water reservoir will be built to provide new capacity where the existing Kingsgate reservoir is located. In the meantime, a new booster pump station at this site has delayed the need for the new reservoir. Repair and maintenance of the system occur when needed and extensions necessitated by future development will be provided by the developer.

The district's conservation goal is to reduce per capita water use from current levels so that the total average annual retail water use of the members of Seattle Public Utility Saving Water Partnership is less than 105 Million Gallons per Day (MGD) from 2013 – 2018 despite forecasted population growth.

## **Puget Sound Energy: Electricity and Natural Gas**

Puget Sound Energy (PSE) is regulated by the Washington Utilities and Transportation Commission (WUTC), which provides the Kirkland area with electricity and natural gas. Figures U- 6 and U-7 illustrate the existing and proposed electrical system. Figures U-8 and U-9 illustrate the existing and proposed natural gas system. (NEW MAPS TO BE ADDED)

### Electricity

PSE generates, transmits, and distributes power as part of the interconnected Northwest power grid. As of 2014, PSE generates approximately 40% of its electricity from their own power plants and acquires the rest from generation sources on the Columbia River and across the western United States and Canada. The electricity that PSE delivers to customers is generated from hydroelectric dams, coal, natural gas, wind, and to a much smaller degree from nuclear, and other (solar, biomass landfill gas, petroleum, and waste). Although there has historically been a net surplus in electricity supply in the Northwest, in recent years there has been a balance between supply and demand. Future forecasts indicate scenarios where deficits may emerge, requiring additional power purchases, new generation, and further conservation.

Kirkland is a part of PSE's Eastside and Northshore Electrical Subareas. Power is delivered on 230,000 volt (230 kV) transmission lines to substations in Redmond and Renton, where the voltage is transformed to 115 kV. Several distribution stations in Kirkland further transform the voltage to 12.5 kV which is then distributed to customers. A new 115KV transmission line connecting PSE's Sammamish Substation in Redmond to Kirkland's Juanita Substation is planned for construction in 2016 along a route that enters Kirkland near NE 124<sup>th</sup> Street and generally follows the Cross Kirkland Corridor until heading north along 120<sup>th</sup> Avenue NE, and then west along NE 124<sup>th</sup> Street.

A double-circuit 230 kV Seattle City Light transmission line runs through Kirkland north to south near 124th Avenue NE, but does not directly serve the Eastside subarea.

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PSE's long-range electrical energy plans through the year 2035 include a new 230 kV transmission line to connect Redmond to Renton. Siting of the new transmission line goes through a public involvement process that is expected to be complete at the end of 2014, followed by environmental review and permitting in 2015-2016. Construction is planned for 2017.

Washington State's Energy Independence Act requires utilities to acquire specified amounts of renewable resources or equivalent renewable energy credits (RECs). Sufficient "qualifying renewable energy" must equal at least 3 percent of retail sales in 2012, 9 percent in 2016 and 15 percent in 2020. PSE has acquired enough eligible renewable resources and REC's to meet the requirements of the law through 2022 from wind resources.

## Natural Gas

PSE provides natural gas to six Washington counties, including King County via PSE's distribution system. The natural gas originates from various regions of the U.S. and Canada. Natural Gas is transported throughout Washington via a network of interstate transmission pipelines owned and operated by Northwest Pipeline Corporation. PSE takes delivery of natural gas from Northwest at a gate station located east of Lake Sammamish outside Kirkland City limits. PSE gas distribution lines up to eight inch in diameter in Kirkland, together with future extensions and upgrades, will service Kirkland's growth.

While PSE plans for gas system demand growth, installation of gas main extensions and new service lines respond to customer demand. Washington Utilities and Transportation Commission rules requires gas companies to demonstrate that existing ratepayers will not subsidize new customers.

## Telecommunication Service Providers

Telephone services are regulated by the Washington Utilities and Transportation Commission. Personal wireless service providers serving Kirkland are those licensed by the Federal Communications Commission (FCC) in the Radio Frequency Spectrum for wireless communications service and registered to do business in Kirkland. Cable services are provided under municipal franchise.

## Telephone

Wired telephone service and certain related special services are available in the City. System facilities within Kirkland include switching stations, trunk lines, and distributions lines. Distribution lines are either pole-mounted or underground. Service and facility expansions are driven by customer demand.

## Personal Wireless

Several companies provide wireless (cellular) telephone service. Cellular telecommunication permits wireless transmission of messages on a network of strategically placed receivers (i.e., mobile telephone communications). Receivers may be placed on tall poles, lattice-type towers, or buildings. The cellular telephone industry does not plan facilities far into the future, but uses market demand to determine expansion into new service areas.

## Cable

Cable TV and Internet services are also available in Kirkland. Most homes area served by at least two providers. The local provider has the technical capacity to serve any new development in the City. Residential high speed DSL services, cable-based Internet, and fiber are available in most locations in the community.

## Fiber Optic

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Many telecommunication vendors own optic fiber in Kirkland rights-of-way for commercial use. The City of Kirkland has access to some of these strands through franchise agreements.

## **Olympic Pipeline Company: Hazardous Liquid Pipelines**

The Olympic Pipeline Company, operated by BP Pipelines, North America, operates a 400-mile-long petroleum pipeline system from Ferndale, Washington, to Portland, Oregon. Two parallel lines, 16-inch and 20-inch, generally along the Puget Sound Energy easement north-south corridor, pass through the Kingsgate and Totem Lake neighborhoods in the northeast portion of Kirkland and close to a portion of the eastern boundary of the Bridle Trails neighborhood. The pipelines carry gasoline, diesel and aviation fuel. Delivery lines carry products from this mainline to bulk terminals at Sea-Tac International Airport; Seattle, Tacoma and Vancouver, Washington; and Linnton and Portland, Oregon.

The pipelines are hazardous liquid pipelines, as defined by state law (RCW 81.88.040). Pipeline facilities, if ruptured or damaged, can pose a significant risk to public safety and the environment due to the high operating pressure and the highly flammable, explosive and toxic properties of the fuel.

The Federal Office of Pipeline Safety (OPS) is responsible for regulation of the interstate pipeline facilities and addresses safety in design, construction, testing, operation, maintenance and emergency response of pipeline facilities. The Washington State Utilities and Transportation Commission (UTC) has authority to act as an agent for OPS.

Kirkland's Fire Department has reciprocal emergency response agreements with Redmond and other surrounding jurisdictions in the event of a pipeline failure. The Redmond Fire Department Olympic Pipeline Response Plan includes technical information about the pipeline, potential hazards, a guide to hazardous materials scene management, emergency response and evacuation plans, and contacts and other resources. It contains the fundamentals of the City of Kirkland Fire Department response, and in addition maintains city specific data to be used in such an emergency.

The City has established policies to supplement state regulations and the City's risk management/response plan. Utility Element policies focus primarily on land use measures that help minimize and prevent unnecessary risk to the public due to hazardous liquid pipelines, recognizing it is impossible to eliminate risk entirely.

The City also enforces the state's *Call Before You Dig Law* to safeguard the public and construction personnel who work around utilities and the underground infrastructure of pipes, mains, and lines, including fiber optic lines, with an emphasis on protecting fuel transport lines. It requires notification when excavating near underground utilities and ensures that they will be marked, in order to prevent damage, service interruptions and bodily injury.

### ***RELATIONSHIP TO OTHER ELEMENTS***

The Utilities Element supports other elements of the Comprehensive Plan by establishing policies for provision of efficient and sustainable urban services to serve anticipated growth and development. This Element supports an infrastructure for servicing existing development and areas targeted for growth by the Land Use Element. The general policies in this Element support the Shoreline Area Chapter by encouraging joint use of utility corridors and mitigating environmental impacts caused by the utility. Energy policies support the sustainability objectives found in the Natural Environment Chapter. The telecommunications policies will help implement the policies of the Land Use, Economic Development, Transportation, and Public Services Elements by facilitating the movement of information as an alternative to the historic commuter/work relationship. Finally, utility policies provide direction to the funding, concurrency, and level of service goals and policies of the Capital Facilities Element. The Capital Facilities Element contains further explanation regarding the analysis of need for capital projects to meet the level of service standards for city managed utilities.

# XI. UTILITIES

Policies for public services such as emergency services, schools, and libraries are contained in the Public Services Element.

## *RELATIONSHIP TO OTHER PLANS*

In preparing this Element, the City has reviewed and considered the following documents that are adopted by reference:

- City of Kirkland Comprehensive Water System Plan (2014);
- City of Kirkland Comprehensive Sewer Plan (2008);
- City of Kirkland Surface Water Master Plan (2014);
- Northshore Utility District Comprehensive Water Plan (2009);
- Northshore Utility District Sewer and Water Plan Maps (2009);
- Woodinville Water District Comprehensive Water Plan (2008)
- Woodinville Water District General Sewer Plan (2007);
- Puget Sound Energy GMA Electrical Facilities Plan (1993);
- State Building Code Adoption and Amendment of the 2012 Edition of the International Energy Conservation Code (2012)
- Redmond Fire Department Olympic Pipeline Response Plan (2000).

## B. UTILITIES CONCEPT

The Utilities Element supports the continued provision of adequate utility services to support existing and future development. Levels of service are established for City-managed water, sewer and surface water utilities and levels of service are established for non-City purveyors of water and sewer. In addition, water and sewer concurrency requirements are established for new development. A detailed explanation of level of service and concurrency requirements are in the Capital Facilities Element.

The Utilities Element provides policies for regional coordination of utility needs. A basis for coordination with regional and local providers is established to ensure fair and consistent review of system expansions and enhancements while providing appropriate public input. The environmental and aesthetic concerns of the community are balanced with the need to provide affordable and reliable utility service. As telecommunication technologies continue to evolve, the Utility Element supports systems that are widely available, reliable, efficient, and complete, and that respond to the ever greater business and residential demand to be connected.

The importance of efficiency, renewable energy and conservation are stressed as cost-effective means of accommodating the growing demand for services and reducing carbon emissions.

## C. UTILITIES GOALS AND POLICIES

# XI. UTILITIES

**Goal U-1: Maintain the quality of life in Kirkland through the planned provision of public and private utilities.**

**Goal U-2: Provide an efficient system to deliver high quality water.**

**Goal U-3: Protect public health and environmental quality through appropriate and efficient design, installation, and maintenance of sanitary sewer infrastructure.**

**Goal U-4: Provide surface water management facilities programs and services that provide adequate drainage and minimize flooding while protecting and enhancing the water quality and habitat value of streams, lakes, and wetlands.**

**Goal U-5: Ensure adequate and competitively priced telecommunication infrastructure, facilities and services for residents and businesses.**

**Goal U-6: Reduce the risk to public safety and the environment in the event of a hazardous liquid pipeline failure.**

**Goal U-7: Promote energy infrastructure that is energy efficient, addresses climate change, and protects the community character.**

**Goal U-8 Facilitate the development and maintenance of non-City-managed utilities at the appropriate levels of service.**

## General

As an urban area, Kirkland is accustomed to a high level of utility service. These services accommodate the lifestyles of Kirkland residents and the success of Kirkland businesses. To maintain these community values, which are reflected in levels of service standards, Kirkland must balance the quality of the service provided with the costs and community and environmental impacts. New policy initiatives for achieving sustainable utility services can ensure this level of utility service is maintained into the future.

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***Goal U-1: Maintain the quality of life in Kirkland through the planned provision of public and private utilities.***

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# XI. UTILITIES

**Policy U-1.1: Maintain an inventory of existing capital facilities and utilities, including locations and capacities of such systems and facilities.**

An accurate inventory of existing public and private utility locations and capacities will ensure that the City can plan for new growth in a manner that reflects the ability to service that growth with adequate services.

**Policy U-1.2: Provide for needed capital facilities and utilities based on adopted levels of service and forecasted growth in accordance with the Land Use Element of this Plan.**

This policy is intended to ensure that the Capital Facilities, Land Use, and Utilities Elements are functioning in concert. Coordinated planning allows the City to make accurate land use projections based on utility plans, allows utility providers to plan for utilities in a manner that reflects expected land use patterns and densities and ensures that adequate capital facilities and utilities will be available with development.

**Policy U-1.3: Use the following level of service standards for determining the need for City-managed public sewer, water, and surface water facilities:**

**Table U-1**

**Water, Sewer and Surface Water Level of Service**

Facility	Standard
Water distribution residential use:	103 gallons/day/capita
Water distribution all other uses: Irrigation Businesses Fire suppression	249 gallons/day/capita (includes 1.5 million gallons for fire storage)
Sanitary sewer collection:	100 gallons/day/capita
Surface water management:	Convey, detain and treat stormwater runoff in a manner that provides adequate drainage for the appropriate storm to ensure safety, welfare, and convenience in developed areas while protecting the hydrologic regime and quality of water and fish/wildlife habitat in streams, lakes and wetland.

**Policy U-1.4: Ensure that utility services are provided in a manner that is environmentally sensitive, safe and aesthetically compatible with surrounding land uses.**

A variety of factors are at stake in the consideration of any proposed utility expansion. For example, clearing for installation or maintenance should minimize impacts to trees and vegetation as well as fish and wildlife habitat. Utilities also should be

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installed and maintained to protect the environment from contamination. Ensuring that utilities are screened to blend in with their surroundings should increase community acceptance of conspicuous infrastructure.

Mitigating environmental and aesthetic impacts can have implications on cost and efficiency of the system. Therefore, it is appropriate to weigh costs against a full consideration of long term benefits that will be derived. Individual implementation issues arising under this policy should be resolved on a case-by-case basis in light of all these considerations.

***Policy U-1.5: Facilitate and encourage the conservation of utility resources***

The demand for utilities, such as water and electricity, may be met by either increasing the supply or reducing the demand. As the region faces increased challenges to supply these resources. Conservation and efficiency measures can be employed to delay the need for new supplies. Reducing the rate of energy consumption is a means to lower energy costs and mitigate environmental impacts associated with traditional energy supplies.

***Policy U-1.6: Promote renewable energy***

Kirkland should lead by example. Reducing the City's carbon footprint by reducing our output of greenhouse gasses will help decrease the impacts of climate change and support the vision of an ecologically sustainable city. The City should continue participating in Puget Sound Energy's Green Power program which ensures that a portion of Kirkland's municipal electricity use is matched with clean renewable energy resources located in the Northwest. Increased use of renewable energy should be a priority. The City's should continue to replace its vehicle fleet with hybrid and electric vehicles to boost fuel efficiency and increase the number of electric charging stations at public facilities. Other opportunities to reduce energy use should be aggressively pursued. Installation of solar panels, geothermal heat pumps and other renewable energy applications on City facilities can further reduce greenhouse gas emissions to meet our reduction targets and encourage community use of these technologies. Targets are described in the Natural Environment Element.

***Policy U-1.7: Provide equal access to utility services, regardless of historic disparities in income and employment opportunities.***

Utility service should be available and provided at the adopted level of service throughout Kirkland. The City or non-City managed utility provider should plan to extend service or upgrade infrastructure where deficiencies are identified.

***Policy U-1.8: Install new and, where feasible, existing utility distribution lines underground.***

Undergrounding of utility lines will visually enhance the area in which it occurs. In addition, undergrounding can reduce the potential for utility outages associated with wind damage and reduce the need for pruning of vegetation. The complexities of undergrounding could increase as new utility lines are added to existing poles (i.e., new franchises).

Undergrounding utilities can be especially effective along major routes with good regional views; especially of Lake Washington and within view corridors. The City should explore prioritizing the undergrounding of existing utility lines in these areas.

Kirkland should acknowledge the disproportionate costs of undergrounding existing lines for smaller developments by allowing owners to defer until undergrounding occurs as part of a larger project where economies of scale can be realized. The City will need to consider the tariffs on file with the WUTC in deciding where to underground existing distribution lines.

***Policy U-1.9: Encourage the joint use of utility corridors and facilities.***

Besides the benefit of minimizing the extent of environmental impacts, utility co-location, consolidation, and joint use increases the efficient use of resources. For example, there is significant land devoted to public stormwater facilities. Joint use of this

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land consistent with prudent practice, would enhance the community while still providing the stormwater functions for which the facilities were built.

Other Examples of joint use include:

- Sharing right-of-way acquisition costs.
- Developing pedestrian and bicycle trails and community gardens in utility corridors.
- Developing passive recreation, play areas, community gardens or wildlife habitat in storm and surface water detention areas.
- Sharing telecommunication trenches between providers and for the City's expansion of its fiber-optic network.

***Policy U-1.10: Coordinate with other jurisdictions when utility additions and improvements cross jurisdictional boundaries to ensure that decisions are consistent with regional demand and resources and consistency in timing of permit review.***

Where utility improvements are planned to serve regional demand, it is imperative that affected jurisdictions, tribal governments and utilities work together from the early planning stage. This will help reduce delays and a lower quality of regional service.

## ***CITY-MANAGED UTILITIES***

### **Water**

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***Goal U-2: Provide an efficient system to deliver high quality water.***

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# XI. UTILITIES

***Policy U-2.1: Work in coordination with other jurisdictions and purveyors in the region to ensure a reliable, economic, and sustainable source of water and to address long-term regional water demand.***



*Water tank in North Rose Hill Neighborhood*

As a member of the Cascade Water Alliance, Kirkland has played a large role in securing long term regional water supplies well into the future and will continue to work with neighboring agencies and tribal governments, to provide its customers with reliable, safe water at a reasonable cost, and address the potential impacts of climate change on regional water resources.

***Policy U-2.2: Implement system rehabilitation and improvements in order to manage water resources.***

Increasing system efficiencies by taking such measures as replacement of older pipes can delay the need for new and more costly supply solutions.

***Policy U-2.3: Protect public health and safety, through the appropriate design, installation, and maintenance of water facilities.***

The primary concerns with water supply are quantity and quality. The quantity of water has health and safety implications, particularly related to fire suppression. Water quality has obvious public health implications regulated by the Washington State Department of Health and United States Environmental Protection Agency through the Safe Drinking Water Act.

***Policy U-2.4: Visually screen new water towers and other water utility infrastructure to blend into their surroundings.***

Utilizing vegetative buffers and camouflaging techniques can conceal and screen otherwise visually impacting facilities.

## **Sewer**

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***Goal U-3: Protect public health and environmental quality through appropriate and efficient design, installation, and maintenance of sanitary sewer infrastructure.***

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# XI. UTILITIES

***Policy U-3.1: Work with King County, adjoining jurisdictions, and local purveyors to manage, regulate, and maintain the regional sewer system.***

The existing regional sewage system has the capacity to handle Kirkland's future growth. The system will require maintenance and improvements to increase efficiencies.

Policy U-3.2: Ensure that all new development proposals are served by adequate sanitary sewer systems.

In general, new development should not be permitted on property that is served only by septic tanks. However, in limited situations, septic systems should be considered for low-density residential development where no reasonable alternatives exist upon demonstration that soil conditions will permit proper functioning of a septic system. Alternative and innovative techniques in lieu of sewer, such as composting toilet systems and mini treatment systems, should be explored and encouraged by the City.

***Policy U-3.3: Connect areas that are on septic systems to sanitary sewer.***

Some older, less urbanized areas of the City are served only by septic systems. As these systems age and fail, they present health and environmental risks. Continued testing for markers of poor water quality and failed or leaching septic systems will identify priority areas for upgrades. The City facilitates sewer extensions to these areas in compliance with the Kirkland Municipal Code, by utilizing latecomer agreements or the sewer extension program, whereby private property owners are able to pay their proportionate share of the City's cost to extend sewer to areas within the City's sewer district not currently being served.

***Policy U-3.4: Correct deficiencies and increase system efficiency. Emphasis should be placed on correcting deficiencies that present sewage overflow risks.***

The greatest system deficiencies in Kirkland's sanitary sewer system are related to the age and reliability of parts of the system. Infiltration and inflow of stormwater into the older pipes decreases system capacity and exfiltration of effluent from older pipes presents environmental and health risks. A new lift station downtown provides significant unused capacity and overflow storage to prevent discharge to Lake Washington during storm events. The focus should continue to be on updating older portions of the systems, with an emphasis on areas where overflows could occur near water bodies. Diligence to maintain and expand the funding support to maintenance programs; such as inspection programs, technological upgrades, and tracking will continue to protect the system from overflows into Lake Washington.

***Policy U-3.5: Educate businesses on the proper use of the sewer conveyance system.***

Public education and outreach focuses on proper management of fats, oils and grease (FOGs) and non-dispersible products to prevent them from entering the sewer system. The outreach program reduces degradation of infrastructure and overflows, control odors, and protects both the public investment in the system and the environment.

***Policy U-3.6: Encourage water reuse and reclamation.***

The City should take advantage of the opportunity to access the regional repurposed water provided by the King County Wastewater Division at the Willows Pump Station. With development of the Cross Kirkland Corridor, the City may benefit by installing purple reclaimed water pressurized conveyance pipe that future development can access to irrigate landscapes and flush toilets. This will help protect Kirkland residents from any future water shortages. Future opportunities to reuse water for irrigation of parks and school facilities should also be explored.

# XI. UTILITIES

## Surface Water

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***Goal U-4: Provide surface water management facilities programs and services that provide adequate drainage and minimize flooding while protecting and enhancing the water quality and habitat value of streams, lakes, and wetlands.***

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***Policy U-4.1: Implement the priorities and needs identified in the City's Surface Water Master Plan.***

The Surface Water Master Plan sets the course for the next 5-10 years of surface water utility operations. The plan is updated periodically and serves as a tool to guide the City's surface water utility work program while managing resources, complying with regulations, and coordinating with various entities that are responsible for different aspects of surface water and stormwater management.

***Policy U-4.2: Adopt surface water design standards for new development and redevelopment that incorporate best available research and technology in protecting water resources in an economical and feasible manner.***

The goal of surface water design for new development and redevelopment projects is to provide adequate drainage and to provide post-construction controls that mimic predevelopment hydrologic patterns and protect water quality to the degree that is economically feasible. Such facilities may include low impact development techniques and/or structural controls such as detention vaults or ponds, infiltration facilities, biofiltration rain gardens and swales, or wetvaults. The Phase II Western Washington Municipal Stormwater Permit requires that the City at a minimum follows the Department of Ecology's stormwater management design standards.

***Policy U-4.3: Adopt and implement standards for control of runoff and erosion from construction sites.***

In order to reduce construction related erosion and delivery of sediment to our waterways, use of sediment and erosion control techniques should be required at all sites where significant clearing and grading will take place.

***Policy U-4.34 Encourage or require use of "low impact development" principles and practices to minimize the surface water impacts of development.***

Kirkland encourages the use of low impact development practices and should identify incentives and evaluate potential changes to land use development regulations and building codes to support and promote low impact development.

Low impact development (LID) is a set of practices that mimic natural watershed hydrology by slowing, evaporating/transpiring, and filtering water before it reaches a stream channel. LID contrasts with past drainage techniques that collect and convey water to streams quickly – damaging stream channels and degrading water quality.

This approach uses various land planning and design practices to conserve and protect natural resources and reduce infrastructure costs. LID techniques seek to minimize the amount of stormwater runoff; LID facilities use soils and vegetation to treat and slow the stormwater runoff that is produced on the site. LID allows land to be developed cost-effectively, which helps reduce potential environmental impacts.

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Low impact development principles include the following:

- Minimize creation of impervious surfaces;
- Preserve Native Vegetation
- Cluster housing to allow for preservation of open space
- Use site soils and vegetation to soak up and filter stormwater runoff;

Low Impact Best Management Practices include the following:

- Amend soils with compost to improve water retention;
- Construct bio-retention swales or cells, which are natural areas that have specifically chosen plants and engineered soils that slow, filter and absorb water;
- Use permeable pavement for roadways, driveways and walkways;
- Use green roofs to minimize runoff from impervious surfaces; and
- Collect and store water for landscaping or other nonpotable water uses.

When combined, such principles and practices can greatly reduce the amount of stormwater runoff from developed sites and improve water quality.

***Policy U-4.5: Require businesses and residents to take steps to prevent stormwater pollution.***

It is much easier to prevent pollution than to clean up polluted waters. Businesses and residents should be required to use both nonstructural and structural “best management practices” (BMPs) to prevent discharge of pollutants from everyday activities. BMPs range from covering materials stored outdoors, sweeping rather than using water to clean parking lots, and installation of oil/water separators to connecting car washing areas to sanitary sewers.

***Policy U-4.6: Minimize environmental damage from spilling and/or dumping of pollutants into the storm drainage system.***

The City should respond to instances of spilling and dumping of materials into the storm drainage system through activities such as the following:

- Identify and where appropriate take enforcement action against those responsible for nonstormwater discharges, including requiring cleanup or conducting abatement;
- Maintain and periodically update inter-City and intraagency spill coordination and response training and procedures; and
- Conduct surveys and inspections to identify and eliminate illicit connections to the storm drainage system.
- Maintain maps of the drainage system that allow pollutants to be quickly traced to their source.

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***Policy U-4.7: Assess the quality of water and habitat in local streams and lakes to evaluate the effectiveness of utility standards and programs and to focus future efforts.***

Identification of specific water quality and habitat concerns and the tracking of changes over time should help to improve the efficiency and cost-effectiveness of programs and projects. Such assessment is a recommended element of several State and federal programs.

***Policy U-4.8: Ensure that privately owned stormwater facilities are operated and maintained in a manner that maximizes their quantity and quality control benefits.***

When well-maintained detention and water quality facilities on private property serve to protect downstream resources, City programs should be continued to ensure that privately owned stormwater facilities are operated and maintained so that downstream systems are not affected.

***Policy U-4.9: Educate the public on protecting and enhancing the quality of our water resources.***

The City should strive to raise awareness of the impact that everyday business and residential activities can have on water quality and fish habitat and populations, and to provide information on practices, such as natural yard care, proper storage of materials, and washing practices, that can prevent the discharge of pollutants. Citizen volunteers should be involved in activities that increase stewardship of our water resources. The City should also explore new techniques for engaging the public and effecting positive changes in behavior.

***Policy U-4.10: Explore the potential for regional stormwater facilities.***

In some cases, particularly where there is significant redevelopment, providing regional facilities for flow control and water quality treatment may provide efficient and effective means of management of stormwater.

***Policy U-4.11: Take steps to remove fish passage barriers and to protect and enhance fish habitat.***

The Muckleshoot Indian Tribe has Treaty fishing rights in Kirkland. The City should work closely with the Muckleshoot Tribe to prioritize fish passage barriers and other habitat enhancement projects to maximize the habitat benefits with available funding.

***Policy U-4.12: Conduct municipal operations in a manner that protects water quality.***

Use erosion control and pollution prevention practices in City operations including but not limited to parks, streets, wastewater, stormwater, and water in order to minimize the discharge of pollutants to the stormwater system.

***Policy U-4.13: Coordinate basin planning, pollution prevention, and restoration activities with neighboring jurisdictions.***

Watersheds do not stop at jurisdictional boundaries, and must be analyzed and restored as whole entities. The City should coordinate activities with King County, Bellevue and Redmond and other jurisdictions as appropriate to maximize the positive impact of projects and programs.

# XI. UTILITIES

***Policy U-4.14: Participate in regional surface water resources and fish resource conservation planning efforts.***

The City should continue in the participation of the WRIA 8 salmon conservation planning effort and the Puget Sound Shared Strategy. The purpose of this project is to develop a plan for recovery of salmon habitat functions of the greater Lake Washington Watershed. Habitat is the only one of the four "H's," Habitat, Hydropower, Hatcheries, and Harvest, which is under local government control. Recovery of salmon stocks listed as threatened under the Federal Endangered Species Act would reduce the regulatory and liability burden for local jurisdictions, help to protect a vital part of our regional economy, and protect a species that has great cultural significance in the Pacific Northwest.

***Policy U-4.15: Ensure compliance with State and federal regulations related to surface water quality and fisheries resources.***

The City should coordinate surface water management requirements and programs with a variety of State and federal programs and regulations, including but not limited to the following:

- National Pollutant Discharge Elimination System, Phase II;
- Puget Sound Partnership Action Agenda for Puget Sound; and
- Federal Endangered Species Act listing of Chinook salmon as a threatened species.

This policy is intended to acknowledge and accommodate future regulatory changes.

***Policy U-4.16: Investigate and plan for the impacts of climate change on operation, maintenance and construction of the stormwater system.***

Changes in precipitation patterns and climate may impact flooding and the need to store and reuse rainwater. Investigate and plan for sizing of the conveyance system, provision of additional areas for storage of flood waters, and potential for rainwater reuse. Evaluate construction methods used for stormwater system to insure that they minimize the production of greenhouse gases to the degree possible.

***Policy U-4.17: Conduct asset management and planning to insure uninterrupted and efficient operation of the stormwater system.***

Assessment of the condition, and ranking of assets according to their criticality and likelihood of failure, should be done to help prioritize replacement and rehabilitation of the system.

***Policy U-4.18: Consider acquisition of open space, stream corridors and/or wetlands in cases where this would further goals of reducing flooding, improving water quality and improving fish habitat.***

There are cases where preservation and /or restoration of open space, stream corridors and wetlands may benefit City surface water functions, and where this may not happen despite critical areas regulations. In addition, there may be cases where restoration of streams or wetlands would have significant benefits for water quality and habitat, and this work would likely not happen if the property were not under City ownership.

## Telecommunications

# XI. UTILITIES

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***Goal U-5: Ensure adequate and competitively priced telecommunication infrastructure, facilities and services for residents and businesses.***

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***Policy U-5.1: Manage the City's existing and planned telecommunication improvements to optimize service delivery opportunities in Kirkland.***

The City should plan and install sufficient capacity into its telecommunication system to meet future City needs.

***Policy U-5.2: Partner with public agencies and private sector organizations to achieve cooperation and cost-sharing in building telecommunication systems and providing service.***

The City should establish partnerships with public agencies and private sector organizations and encourage collocation of telecommunication space on towers and buildings and in fiber-optic lines.

***Policy U-5.3: Review and update City policies, procedures and regulations to facilitate the installation and maintenance of telecommunication systems.***

The City should review and update its policies, procedures and practices to ensure that they facilitate the installation of new telecommunication systems and support existing systems. In addition, the City's development regulations need to be flexible or revised on a regular basis to respond to changes in technology and consumer needs.

***Policy U-5.4: Seek opportunities to enhance the number of service providers in the community to increase choice and fair access and encourage competitive pricing and high quality customer service.***

Choice, availability and price are important factors to telecommunication consumers. The City should look for opportunities to increase the number of high quality service providers to have competitively priced and high quality telecommunication systems in Kirkland.

***Policy U-5.5: Involve community stakeholders and service providers in telecommunication decisions.***

The City should involve consumers, service providers and other public entities with telecommunication systems in Kirkland when reviewing its policies, practices and development regulations to ensure that consumer needs are being met and that providers and other public entities can install the facilities.

***Policy U-5.6: Mitigate impacts of wireless services, facilities on adjacent land uses through careful siting and design. Facilitate the approval of wireless service facilities to balance the need for community connectivity with aesthetic standards. Stay up-to-date with changing technologies and rules.***

In order to minimize potential impacts, personal wireless services facilities should be located to the extent possible in nonresidential areas. There should be a preference for facilities co-located on existing towers, and located on existing structures such as building or equipment structure facades, transmission towers or utility poles, to avoid unnecessary proliferation. When new facilities are required or existing facilities are expanded, providers should be required to use techniques to screen or conceal the wireless service facilities to be compatible with the surroundings.

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In recognition of the important role wireless services plays in facilitating business and personal communication, the City should enable carriers to quickly and efficiently site and configure facilities in ways that meet our standards. One of the best ways is to provide faster permit review for the locations and types of facilities the City wants to encourage.

Also, in recognition of the changing technology and industry, the City should ensure that property owners or providers remove abandoned facilities promptly. In addition, federal regulations covering wireless service facilities change frequently and the city should monitor and amend regulations accordingly.

***Policy U-5.7: Allow new aerial telephone and cable lines in the right-of-way, provided that they are designed and installed to minimize aesthetic impacts and are subsequently required to be placed underground at the time of undergrounding electrical distribution lines..***

Communication lines (telephone and cable) are often located on electrical utility poles. However electrical lines are typically the determinate for when communication lines are undergrounded. When electrical distribution lines are placed underground communication facilities must also be undergrounded.

***Policy U-5.8: Ensure that franchise and right of way agreements with telecommunication service providers require collaborative undergrounding of facilities when electrical distribution lines are placed underground.***

The City's objective for undergrounding is to minimize aesthetic impacts and create more resilient infrastructure. Collaborative undergrounding creates economies of scale for all parties and minimizes traffic disruption.

***Policy U-5.9: Screen ground mounted cabinets associated with telephone and cable telecommunication equipment so that they fit in with their surroundings.***

Landscaping, proper placement and camouflaging techniques should be used to soften the appearance of the structures. Recognize that the provider must have access to the facilities in order to service and maintain them.

## ***NON-CITY-MANAGED UTILITIES***

The Washington Utilities and Transportation Commission (WUTC) has traditionally been the primary regulatory agency for private utilities. The WUTC has the authority to define the costs that a regulated utility can recover, and consequently provides oversight to ensure that the utility acts prudently and responsibly. Under the Growth Management Act, local jurisdictions have the obligation and requirement to plan for utilities including the identification of utility corridors. Kirkland will need to consider the obligations of the utilities to WUTC regulation when considering policies and regulation affecting their operations.

### **Hazardous Liquid Pipelines**

***Goal U-6: Reduce the risk to public safety and the environment in the event of a hazardous liquid pipeline failure.***

This goal addresses safety concerns. Damage from external forces such as construction equipment can produce an immediate fuel release or a scratch on a coated-steel pipeline can lead to accelerated corrosion and failure at a later time. Other safety concerns are location of land uses with high on-site populations that are difficult to evacuate, and location of emergency facilities and other land uses where the consequence of the loss in the event of a pipeline failure is high.

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Actions that can be taken to ensure a higher degree of safety include early detection of potential pipeline damage or failures through adequate maintenance of the hazardous liquid pipeline corridor, neighborhood education, and working with other governments and industry representatives to seek improvements in safety measures for hazardous liquid pipelines. These provisions are intended to protect the health, safety and welfare of the general public.

During development review and construction of projects in the vicinity of the pipeline, setting requirements for avoidance of damage and coordination between Kirkland and the pipeline operator, Olympic Pipeline Company, or its successor can help avoid problems. The following actions can reduce the chance of an incident:

Identifying the location of the pipeline corridor on site plans, plats or other construction drawings;

Using the one-call locator service, particularly during construction on adjacent properties;

Physically verifying pipeline locations as needed to minimize the likelihood of damage;

Establishing and maintaining setback requirements from the hazardous liquid pipelines for new or expanded structures and other significant land disturbance; and

Monitoring land disturbance close to the pipeline by the pipeline operator or its representative.

***Policy U-6.1: Establish standards to minimize pipeline damage.***

Require development activity near pipelines to provide the following information in order to evaluate the proposal:

- Location of the liquid pipeline corridor in relation to proposed structures, utilities, or clearing and grading activities.
- Proposed techniques to minimize the potential disturbance to the pipeline prior to and during construction.
- Potential stormwater discharge impacts to the pipeline, and mitigation measures to prevent erosion.
- Setbacks and other site design techniques to minimize the potential hazard.
- Emergency plans as appropriate.

***Policy U-6.2: Coordinate with the pipeline operator when developments are proposed near the hazardous liquid pipeline corridor to reduce the potential for problems.***

The City and operator should communicate and coordinate their review. Methods include the following:

- Notifying the pipeline operator of proposed development projects located near the pipeline corridor.
- Receiving verification that the pipeline operator has received and reviewed the proposal, and provided comments prior to City review of development activity.
- Seeking the pipeline operator's participation in preconstruction meetings if warranted.
- Seeking monitoring by the pipeline operator of development that involves land disturbance or other significant work within or near the pipeline corridor.

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***Policy U-6.3: Prohibit new high consequence land uses from locating near a hazardous liquid pipeline corridor. Design proposed expansions of high consequence land uses to avoid increasing the level of risk in the event of a pipeline failure, and where feasible, to reduce the risk.***

Kirkland can help reduce the risk of injury in the event of a pipeline failure by not allowing certain land uses to locate near hazardous liquid pipelines. Land uses with high-density on-site populations that cannot be readily evacuated or protected in the event of a pipeline failure are considered "high consequence land uses." Examples are schools and multifamily housing exclusively for the elderly or the handicapped. Uses such as these carry a relatively higher risk and have higher potential consequences in the event of a pipeline failure and therefore are not as appropriate as other uses near pipelines. Facilities that serve critical "lifeline" or emergency functions, such as fire and police facilities or utilities that provide regional service, are also considered "high consequence land uses."

John Muir Elementary School is located near the pipeline corridor in the Kingsgate neighborhood. Future expansions can use measures such as site planning that reflect anticipated flow paths for leaking hazardous materials and emergency response.

***Policy U-6.4: Require maintenance of the hazardous liquid pipeline corridor through a franchise agreement or other mechanisms.***

The pipeline operator can help reduce the likelihood of accidental damage by adequately maintaining the pipeline corridor. Dense vegetation such as blackberry bushes can impede visibility and access. Instead, the pipeline corridor can be properly maintained with grass or other low-growing vegetation that enables easy inspection while preventing erosion. Ensuring that the pipeline locations are marked and that missing markers are replaced is also important, as is periodic aerial inspection of the pipeline corridor to detect potential problems. Kirkland can assist this effort when permits are necessary for inspections or repair with prompt permit processing. The pipeline operator should maintain the pipeline corridor on a continual basis by:

- Maintaining vegetation to enable visibility and access for inspection while ensuring that such maintenance does not contribute to soil erosion;
- Using plant species and plantings that prevent erosion;
- Ensuring that above and below grade pipeline markers containing information, such as operator name and number and facility type, are in place; and
- Conducting periodic visual inspections of the corridor.

***Policy U-6.5: Expedite permits for the hazardous liquid pipeline company necessary for inspections and repairs.***

***Policy U-6.6: Continue to work with other jurisdictions, state and federal governments, and the pipeline operator to seek improvements in safety measures for hazardous liquid pipelines.***

Working with other jurisdictions and agencies as part of a unified approach to addressing pipeline safety issues is important. This unified approach can address issues such as maintaining a model franchise agreement, periodic review of the pipeline operator's safety action plan to identify any deficiencies, and advocacy of City concerns regarding pipeline safety regulations.

# XI. UTILITIES

***Policy U-6.7: Encourage the pipeline operator to maintain a neighborhood education program for those who live and work within one-quarter mile of the hazardous liquid pipeline to educate them and the general public about pipeline safety.***

People who live on property or work near the pipelines can also play an important part in avoiding pipeline damage and identifying potential problems early on. The Olympic Pipe Line Company or its successor can promote public safety through periodic neighborhood mailings and meetings. Important information should include facts about the pipelines, how to avoid damage, potential problems to watch out for, such as unusual smells or suspicious construction activities, and how to respond in the event of a failure or other problem.

## Energy

**Goal U-7: Promote energy infrastructure that is energy efficient, addresses climate change, and protects the community character.**

***Policy U-7.1: Encourage the public to conserve energy through public education.***

Utilizing renewable energy sources, conserving energy, and employing new energy technologies and efficiency's further Kirkland's sustainability goals.

***Policy U-7.2: Participate in regional efforts to increase the use of renewable energy sources***

Kirkland must advocate for the transition from carbon based energy to renewables in coordination with the King County Climate Change Collaborative (K4C) at the state level. As a founding member of the K4C, Kirkland leads in its commitment to advance legislation to reduce greenhouse gas emissions. Renewables include solar, wind and other sustainable energy sources.

***Policy U-7.3: Encourage and collaborate in regional efforts to strengthen codes in order to reduce energy consumption and greenhouse gas production.***

Kirkland's collaboration with regional efforts to reduce barriers and establish standards, such as participation in the update of the Washington State Energy Code Provisions, for the effective use and conservation of energy over the useful life of buildings, supports our efforts for a sustainable community.

***Policy U-7.4: Work with and encourage Puget Sound Energy to plan, site, build and maintain an electrical system that increases the use of renewable energy and co-generation to meet the needs of existing and future development, and provides sustainable, highly reliable and energy efficient service for Kirkland customers.***

Kirkland requires highly reliable service for public health and safety and to meet the needs of our residents and businesses. As PSE increases its renewable energy portfolio and use of co-generation, energy is conserved, efficiency is increased, and the carbon footprint is reduced. Cogeneration uses an otherwise unused byproduct of fossil fuel electricity generation to become a useful commodity by capturing heat that is generated while producing electricity to supply hot water, steam, space heating and cooling.

***Policy U-7.5: Promote the use of small to large scale renewable energy production facilities.***

The City should promote solar energy to generate electricity and heating for residential and commercial development. Wind turbines and other types of emerging technologies, such as digesters that divert and break down horse manure and fats, oils

# XI. UTILITIES

and grease to produce energy should also be encouraged. The City must balance the goal of increasing renewable energy with aesthetic concerns and tree preservation objectives.

***Policy U-7.6: Require new and, where feasible, existing electrical distribution lines in the right of way to be underground.***

Electrical distribution lines, often located in the public rights-of way, carry electricity to homes and businesses throughout Kirkland. Electrical service is provided to private property by service lines connecting to these power lines. Electric transmission lines are located both above and below ground throughout Kirkland. In more recent development areas systems are typically underground.

Undergrounding of electrical distribution lines can reduce the potential for power outages associated with wind damage, eliminate reduce the need for pruning vegetation, and enhance views.

Kirkland should acknowledge the disproportionate costs of undergrounding existing lines for smaller developments by allowing owners to defer until undergrounding occurs as part of a larger project where economies of scale can be realized.

***Policy U-7.7: Screen above ground equipment cabinets and other structures associated with electrical distribution without hindering access as required by the provider.***

Landscaping or other techniques to screen these structures will generally soften their appearance so that they fit in with the surroundings.

***Policy U-7.8: Require siting analysis in the development review process for new and expanded electrical transmission and substation facilities to address land use and sensitive areas and provide mitigation to minimize visual and environmental impacts.***

Electrical transmission lines are located within corridors in public rights of way or within utility easements on private property. Existing transmission lines in Kirkland are above ground. Electric substations are located on private property owned by the utility. The additional cost to underground PSE's electrical transmission lines is regulated by the WUTC and borne by the entity requesting the undergrounding. New or expanded aerial transmission lines should be sited and designed to avoid critical areas and minimize visual impacts, especially where views of Lake Washington and view corridors are affected.

## **Coordination**

***Goal U-8: Facilitate the development and maintenance of non-City-managed utilities at the appropriate levels of service.***

***Policy U-8.1: Work with non-City-managed utilities and review facility plans to ensure that they reflect and support Kirkland's land use plan. Likewise, the City should work with providers to ensure that utilities are available to support land uses and to maintain appropriate levels of service.***

This policy is intended to ensure that non-City providers are in compliance with the City's Comprehensive Plan as mandated by the Growth Management Act. This systematic planning allows the City to make accurate land use projections based on utility plans and allows utility providers to plan for utilities in a manner that reflects expected land use patterns and densities.

## XI. UTILITIES

***Policy U-8.2: Coordinate with non-City providers of water and sewer on a joint program for maintaining adopted levels of service, concurrency requirements, funding, and construction of shared public facilities.***

Under the provisions of this Comprehensive Plan, the City is establishing specific utility requirements for itself and utilities serving the Kirkland area consistent with the requirements of the Growth Management Act.

***Policy U-8.3: Coordinate with the appropriate utility provider when considering land use decisions in the vicinity of proposed facility locations to ensure land use compatibility.***

Working with utilities in advance of key land use decisions has the potential to eliminate potential conflicts and ensure that utility considerations are factored into the development review process.

***Policy U-8.4: Provide timely and effective notice to utilities of the construction, maintenance, or repair of streets, roads, or other facilities and coordinate such work with the serving utilities.***

Timely information about capital improvement plans provides utilities the opportunity to coordinate construction projects with City projects. This has two distinct advantages: it could save the utility money by reducing construction expenditures and it can help the City to avoid multiple roadcuts for various utility installations.

***Policy U-8.5: Encourage the consolidation of special districts.***

Obtaining urban services from cities and encouraging special service districts, including sewer, water, and fire districts, to consolidate or dissolve as a result, advances the Growth Management, regional and county wide vision for municipalities to be the primary providers of urban services. Consolidation of services enable the City to provide an efficient, environmentally sensitive, timely, and cost-effective manner.



## IV. COMMUNITY CHARACTER

*Draft Element- With PC edits 10/9/2014*

### A. INTRODUCTION

The character of a community is influenced by a variety of factors, including its citizens, social network, schools, community and business organizations, history, built environment, and natural resources. Although it is not possible to legislate a strong community, public policy can provide a framework that supports desirable characteristics.

Public services – such as developing and maintaining the transportation network and communication infrastructure, furnishing attractive public spaces, [providing high quality parks, trails, open spaces and recreational opportunities](#), supporting community events, and providing a safe and clean environment – contribute to this framework. Design principles can be used to promote compatible development that reflects community values, respects historical context, and preserves valuable natural resources. Development of affordable housing and provision of social services can support an environment that encourages diversity.

A strong community is also characterized by an active and involved citizenry. By providing support for formal and informal community and business organizations, the City can help to encourage citizen participation. The establishment of diverse residential, commercial, cultural, and recreational opportunities can also help make people feel at home.

The City's role in providing the framework for a strong community is defined by the Community Character element.

### B. COMMUNITY CHARACTER CONCEPT

Taken together, the goals and policies of this element broadly define the City's role in contributing to community character. They consider the social and physical environment, look back in time to Kirkland's heritage, and look forward to Kirkland's future. [The element supports the Guiding Principles of livable \(quality of life and community design\) and connected \(sense of community\)](#). Subsequent elements of the Comprehensive Plan, [such as the Land Use and Environment Elements](#), address policies relating to specific components of the [built and natural environment](#) ~~physical environment~~. Parts of the social environment are addressed in the Parks, ~~and~~ Recreation [and Open Space](#) Element. In addition, these social issues are addressed further in the Human Services Element.

The goals of the Community Character Element include:

- ◆ [Support for Kirkland's Sense of Community](#): This goal supports the actions necessary to create a strong social fabric which is strengthened by diversity, involved citizens, and strong community organizations.
- ◆ [Promote Preservation and Enhancement of Our Historic Identity](#): This goal acknowledges the importance of the City's historic resources and provides a framework which supports their interpretation, protection, and preservation.
- ◆ [Accommodate Change](#): This goal looks to the future to ensure that Kirkland's policies are proactive in addressing changing needs of the population.

## IV. COMMUNITY CHARACTER

- ◆ Work to Strengthen Kirkland's Built and Natural Environment: This goal acknowledges the role that the physical and natural environment plays in creating a community and provides the framework for supporting the aesthetic quality of the community, individual neighborhoods, and public spaces.

### C. COMMUNITY CHARACTER GOALS AND POLICIES

**Goal CC-1: Enhance Kirkland's strong sense of community.**

**Goal CC-2: Preserve and enhance Kirkland's historic identity.**

**Goal CC-3: Accommodate change within the Kirkland community and the region in a way that maintains Kirkland's livability and beauty.**

**Goal CC-4: Maintain and enhance Kirkland's built and natural environment by strengthening the visual identity of Kirkland and its neighborhoods.**

#### *SENSE OF COMMUNITY*

A community with a strong social fabric and an environment where diversity is encouraged is one where people know and care for each other and for the community itself. The City's support of organizations which contribute to this social fabric will help provide for the social, cultural, educational, recreational, and economic needs of its citizens. It is also important for City government to be accessible to individual citizens who want to become involved and also be responsive to citizen requests.

Gathering places also help to provide community feeling. The City can build public spaces and also encourage private developers to incorporate them into their projects. Goal CC-1 and the associated policies supply the framework necessary to supply Kirkland's citizens with opportunities to support and be supported by the community as a whole.

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***Goal CC-1: Enhance Kirkland's strong sense of community.***

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***Policy CC-1.1: Support diversity in our population.***

Local and regional demographic trends indicate that Kirkland's population is becoming more diverse. An increased variety in ethnic, cultural, age, and income groups presents both challenges and opportunities, and

## IV. COMMUNITY CHARACTER

provides the foundation for an interesting and healthy community. Kirkland should support programs and organizations that provide for all segments of our population.

***Policy CC-1.2: Establish partnerships with service providers throughout the community to meet the City's cultural, educational, economic, and social needs.***

The City can best provide for the needs of its citizens by working with service providers such as [non-profit and churches](#), [faith-based organizations](#), schools, daycare providers, senior-citizen support groups, youth organizations, and groups that provide services to individuals and families having difficulty meeting their basic needs. Sharing information and resources with these providers is the most effective and economical way to meet the needs of Kirkland's citizens. The City should encourage and support these service providers.

***Policy CC-1.3: Support formal and informal community organizations.***

In today's mobile society, it is important to provide many opportunities for individuals to become a part of the community. Organizations such as neighborhood groups, youth and senior service providers, business and homeowner associations, social and recreational organizations, and service groups are all part of the Kirkland community. Encouragement and support of these organizations by the City helps citizens become involved in the community.



*Festival at Marina Park*

***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, [the Cross Kirkland Corridor/ Eastside Rail Corridor](#), streets, and sidewalks, are developed and maintained by the City. Others, such as cafes, theaters, pedestrian-friendly shopping districts, [outdoor seating areas](#), [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~~ [often invite interaction, inspire a sense of discovery, cultivate civic identity and community pride, and encourage economic development](#). The City should encourage private developers to integrate public art into office, retail and multifamily 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,

## IV. COMMUNITY CHARACTER

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.~~

Note: Add deleted text to Implementation

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-1.5: Work toward a safe, crime-free community.***

Safety is a critical part of a strong community. A community's safety is dependent not only on the Police and Fire Departments, but also on the community itself. The City should support educational and community programs that provide citizens with the information and tools necessary to work toward a safe community and to be prepared in case of an area-wide emergency. In addition, the City should support design standards that promote safety and discourage crime in new development.



*Water Bearers at David E. Brink Park*

### ***Policy CC-1.6: Create a supportive environment for art, historical, and 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 [destination center](#) for the arts, [culture and historic resources](#) in the Puget Sound region. The City's Cultural [Arts Commission Council](#) is a resource and partner for those agencies and individuals interested in expanding the arts in our community. Under the guidance of the Cultural [Arts Commission 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 committed to further promote the public arts program by incorporating art into new City facilities through earmarking one percent of major capital improvement project funds toward the arts.

[The City of Kirkland Parks and Community Services provides recreation programs.](#) The Kirkland Performance Center offers exposure to the performing arts, as do community and educational organizations. [The Kirkland Arts Center offers art classes and exhibitions.](#) 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

## IV. COMMUNITY CHARACTER

support to these and similar efforts including those related to youth activities, science, music, [arts education](#) and literature.

*Policy CC-1.7: Within the Cross Kirkland Corridor/Eastside Rail Corridor, provide opportunities for open space, art, events, and cultural activities.*

*As envisioned in the approved Cross Kirkland Corridor Master Plan, development of the corridor/Eastside Rail Corridor as a public facility will provide many opportunities to connect the community, businesses and neighborhoods together. Integrating art, pedestrian and bicycle improvements and trails, events and cultural activities into the Corridor provide public amenities to be enjoyed by all.*

### *HISTORIC RESOURCES*

Historic resources connect the community with the City's past providing a sense of continuity and permanence. ~~to an increasingly mobile society.~~ Recognition and preservation of historic resources are essential to the long-term maintenance of the City's character. The key is the commitment of the community to the identification, maintenance, renovation, and reuse of buildings and sites important to our history. These resources may represent architectural styles or development patterns such as small lots typical of specific periods in the past. They may also represent places associated with notable historic persons or important events.

A significant number of the historic resources in Kirkland already have been identified and mapped. Neighborhoods that have been identified as having the most significant concentrations of historic resources are Market/Norkirk/Highlands and Moss Bay (Downtown and perimeter area). There also are scattered historic buildings, structures, sites and objects throughout other neighborhoods.

Historic resources enhance the experience of living in Kirkland. These unique historic and heritage resources of Kirkland should become a key element in the urban design of Downtown and older neighborhoods surrounding it, so that they will remain an integral part of the experience of living in Kirkland.

## IV. COMMUNITY CHARACTER



*The Joshua Sears Building*

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***Goal CC-2: Preserve and enhance Kirkland's historic identity.***

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***Policy CC-2.1: Preserve historic resources and landmarks of recognized significance.***

The preservation of resources that are unique to Kirkland or exemplify past development periods is important to Kirkland's identity and heritage. The City, the Kirkland Heritage Society, and Kirkland's citizens can utilize a variety of methods to preserve historic resources and landmarks, including the following, which are listed in order of priority:

- ◆ Retain historic buildings by finding a compatible use that requires minimal alteration.
- ◆ Design new projects to sensitively incorporate the historic building on its original site, if the proposed development project encompasses an area larger than the site of the historic resource.
- ◆ Retain and repair the architectural features that distinguish a building as an historic resource.
- ◆ Restore architectural or landscape/streetscape features that have been destroyed.

## IV. COMMUNITY CHARACTER

- ◆ Move historic buildings to a location that will provide an environment similar to the original location.
- ◆ Provide for rehabilitation of another historic building elsewhere to replace a building that is demolished or has its historic features destroyed.
- ◆ Provide a record and interpretation of demolished or relocated structures by photographs, markers and other documentation.

***Policy CC-2.2: Identify and prioritize historic buildings, structures, sites and objects for protection, enhancement, and recognition.***

Although age is an important factor in determining [the historical significance of](#) a building’s, structure’s, site’s [and/or object’s historical significance](#) (a minimum of 50 years for the National and State Register and 40 years for the City of Kirkland register), other factors, such as the integrity of the building, architecture, location and relationship to notable persons or events of the past, also are important.

Table CC-1 identifies Designated Historic Buildings, Structures, Sites and Objects in Kirkland.

The City of Kirkland recognizes these buildings, structures, sites and objects on List A and List B in Table CC-1. All are designated Historic Community Landmarks by the City of Kirkland. The lists also contain “Landmarks,” designated by the Kirkland Landmark Commission, and “Historic Landmarks,” designated pursuant to Chapter 75 KZC.

Development permits involving buildings, structures, sites and objects in Table CC-1 are subject to environmental review under the City’s local SEPA regulations. In addition, landmarks noted with a footnote (\*) are subject to review by the Kirkland Landmark Commission pursuant to Kirkland Municipal Code Title 28. The Kirkland Landmark Commission is composed of members of the King County Landmark Commission and one Kirkland resident appointed by the Kirkland City Council. City of Kirkland “Historic Landmarks” noted with a footnote (¥) are subject to review by Chapter 75 KZC.

**Table CC-1**

### **Designated Historic Buildings, Structures, Sites and Objects**

#### **List A: Historic Buildings, Structures, Sites and Objects Listed on the National and State Registers of Historic Places and Designated by the City of Kirkland**

<b>Building or Site</b>	<b>Address</b>	<b>Architectural Style</b>	<b>Date Built</b>	<b>Person/Event</b>	<b>Neighborhood</b>
Loomis House	304 8th Ave. W.	Queen Anne	1889	KL&IC	Market
Sears Building	701 Market St.	Italianate	1891	Sears, KL&IC	Market
Campbell Building	702 Market St.		1891	Brooks	Market

## IV. COMMUNITY CHARACTER

*Peter Kirk Building	620 Market St.	Romanesque Revival	1891	Kirk, KL&IC	Market
Trueblood House	127 7th Ave.	Italianate	1889	Trueblood	Norkirk
*Kirkland Woman's Club	407 1st St.	Vernacular	1925	Founders 5	Norkirk
¥Marsh Mansion	6610 Lake Wash. Blvd.	French Eccl Revival	1929	Marsh	Lakeview
Kellett/Harris House	526 10th Ave. W.	Queen Anne	1889	Kellett	Market

**List B: Historic Buildings, Structures, Sites and Objects Designated by the City of Kirkland (Continued)**

Building or Site	Address	Architectural Style	Date Built	Person/Event	Neighborhood
Newberry House	519 1st St.	Vernacular	1909	Newberry	Norkirk
Nettleton/Green Funeral (Moved)	4008 State St.	Colonial Revival	1914	Nettleton	Moss Bay
Kirkland Cannery	640 8th Ave.	Vernacular	1935	WPA Bldg	Norkirk
Landry House	8016 126th Ave. NE	Bungalow	1904		South Rose Hill
Tompkins/Bucklin House	202 5th Ave. W.	Vernacular	1889	Tompkins	Market
Burr House	508 8th Ave. W.	Bungalow/Prairie	1920	Burr	Market
Orton House (moved)	4120 Lake Wash. Blvd.	Georgian Revival	1903	Hospital	Lakeview
¥Shumway Mansion (moved)	11410 100th Ave. NE	Craftsman/Shingle	1909	Shumways	South Juanita
French House (moved)	4130 Lake Wash. Blvd.	Vernacular	1874	French	Lakeview
Snyder/Moody House	514 10th Ave. W.	Vernacular	1889	KL&IC	Market
McLaughlin House	400 7th Ave. W.	<a href="#">Site only.- Structure demolished May</a>	1889	KL&IC	Market

## IV. COMMUNITY CHARACTER

		<a href="#">2014</a>			
First Baptist Church/American Legion Hall	138 5th Ave.	<del>Vernacular</del> <a href="#">Site only. Structure -demolished.-</a>	1891/1934	Am Legion	Norkirk
Larson/Higgins House	424 8th Ave. W.		1889	KL&IC	Market
Hitter House	428 10th Ave. W.	Queen Anne	1889	KL&IC	Market
Cedarmere/Norman House	630 11th Ave. W.	Am Foursquare	1895		Market
Dorr Forbes House	11829 97th Ave. NE	Vernacular	1906	Forbes	South Juanita
Brooks Building	609 Market St.	Vernacular Comm	1904	Brooks	Market
Williams Building	101 Lake St. S.	Vernacular Comm	1930		Moss Bay
Webb Building	89 Kirkland Ave.	Vernacular Comm	1930		Moss Bay
5th Brick Building	720 1/2 Market St.	Vernacular Comm	1891		Market
Shumway Site	510 – 528 Lake St. S.	site only		Shumways	Lakeview
Lake WA Shipyards Site	Lake Wash. Blvd./Carillon Point	site only		Anderson/W W	Lakeview
Lake House Site	10127 NE 59th St.	site only		Hotel	Lakeview
*First Church of Christ Scientist (moved) a.k.a. Heritage Hall	203 Market St.	Neoclassical	1923	Best example of this style	Market
¥Malm House	12656 100th Ave. NE	Tudor Revival	1929		North Juanita
Sessions Funeral Home	302 1st St.	Classic Vernacular	1923		Norkirk
Houghton Church Bell (Object)	105 5th Ave. (Kirkland Congregational Church)	Pioneer/Religion	1881	Mrs. William S. Houghton	Norkirk
Captain Anderson Clock (Object)	NW corner of Lake St. and Kirkland Ave.	Transportation/Ferries	c. 1935	Captain Anderson	Moss Bay

## IV. COMMUNITY CHARACTER

Archway from Kirkland Junior High	109 Waverly Way (Heritage Park)	Collegiate Gothic	1932	WPA	Market
Langdon House and Homestead	10836 NE 116th St. (McAuliffe Park)	Residential Vernacular	1887	Harry Langdon	South Juanita
Ostberg Barn	10836 NE 116th St. (McAuliffe Park)	Barn	1905	Agriculture	South Juanita
Johnson Residence	10814 NE 116th St. (McAuliffe Park)	Vernacular influenced by Tudor Revival	1928	Agriculture	South Juanita
Carillon Woods Park	NW corner of NE 53rd St. and 106th Avenue NE	Utility/water source for Yarrow Bay and site	1888	King Co. Water District #1	Central Houghton

Note: Staff will add the date each structure was demolished

### Footnotes:

\* The City of Kirkland Landmark Commission has formally designated these buildings, structures, sites and objects as Landmarks pursuant to KMC Title 28.

¥ The City of Kirkland has formally designated these buildings, structures, sites and objects as Historic Landmarks pursuant to Chapter 75 KZC.

Note: KL&IC is the Kirkland Land Improvement Company.

The City recognizes its historic resources in the following priority:

1. Buildings, structures, sites and objects listed on the National and State Registers of Historic Places.
2. Buildings, structures, sites and objects recognized by the Kirkland Landmark Commission.
3. Buildings, structures, sites and objects designated by the City as Historic Landmarks.
4. Buildings, structures, sites and objects designated by the City as Historic Community Landmarks.
5. Buildings, structures, sites and objects designated by the City as an historic resource, providing historical context.

## IV. COMMUNITY CHARACTER

The City should periodically update the lists of historic resources through a systematic process of



designation.

*Marsh Mansion along Lake Washington Boulevard NE*

***Policy CC-2.3: Provide encouragement, assistance and incentives to private owners for preservation, restoration, redevelopment, reuse, and recognition of significant historic buildings, structures, sites and objects.***

There are a number of activities that the City can do to provide encouragement and incentives for the owners of historic buildings, structures, sites and objects, including:

- ◆ Establish Zoning and Building Codes that encourage the continued preservation, enhancement, and recognition of significant historic resources;
- ◆ [Reuse or salvage architectural features and building materials in the design of new development.](#)
- ◆ [Encourage the preservation or enhancement of significant historic resources or historic overlay as a public benefit when planned unit developments are proposed;](#)
- ◆ Prepare and distribute a catalog of historic resources for use by property owners, developers and the public;
- ◆ Maintain an interlocal agreement with King County that provides utilization of the County's expertise in administering historic preservation efforts and makes owners of Kirkland's historic buildings, structures, sites and objects eligible for County grants and loans;
- ◆ Establish a public/private partnership to provide an intervention fund to purchase, relocate, or provide for other necessary emergency actions needed to preserve priority buildings, structures, sites and objects;
- ◆ Encourage property owners to utilize government incentives available for historic buildings, structures, sites and objects;

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- ◆ Allow compatible uses in historic structures that may assist in their continued economic viability such as bed and breakfasts in larger residential structures.

***Policy CC-2.4: Buildings that are recognized as historic resources by the City should be considered when adjacent structures are being rebuilt or remodeled.***

Historic resources contribute to the character and quality of Kirkland. New and remodeled buildings should respect the scale and design features of adjacent historic resources.

***Policy CC-2.5: Encourage the use of visual and oral records to identify and interpret the history of the City of Kirkland.***

This can be done in various ways, including articles in Citywide publications, a museum to preserve and display documents and artifacts, and archives to maintain resources, including oral history and photographs, for the public.

The City's system of historic signage, which includes plaques to interpret significant buildings, structures, sites and objects, should be expanded. While historic street signs have been hung along with existing street signs, interpretive markers could be placed along public streets, ~~and~~ pedestrian-bike paths [and the Cross Kirkland Corridor](#) to explain the City's history.

All these methods can be used to inform Kirkland's citizens about the City's history and to support the preservation of Kirkland's historic identity.

### ACCOMMODATING CHANGE

The last 20 years have seen remarkable changes in the way people and businesses interact [and connect](#). The [innovations spread](#) of ~~computer~~ technology, new techniques for almost-instant communication, increased density and traffic, [increased multimodal transportation options](#) alternatives, [new different housing options](#) and legislative actions relating to growth management are some of the changes Kirkland has witnessed. [The large annexation of Finn Hill North Juanita and Kingsgate in 2011- increased the population of Kirkland by over 60% and welcomed new residents into the community.](#) There also have been changes in the characteristics of Kirkland's citizens, including increased diversity and an aging of the population.

The intent of Goal CC-3 and the following policies is to ensure that the City continues to recognize and respond to future changes in a way that is sensitive to Kirkland's character and the needs of our citizens.

***Goal CC-3: Accommodate change within the Kirkland community and the region in a way that maintains Kirkland's livability and beauty.***

***Policy CC-3.1: Identify and monitor specific indicators of quality-of-life for Kirkland residents.***

## IV. COMMUNITY CHARACTER

Quality-of-life indicators provide information that reflects the status of the City. They include, but are not limited to, housing affordability and availability, [shops and services close to home](#), [well-maintained neighborhoods](#), public health and safety, parks, historic resources, citizen participation, natural resources [protection](#), pedestrian and bike friendliness, [community gathering places](#), and [good](#) schools. By measuring public opinion on changes in the levels of these indicators, the City can determine where support and changes are needed. The City should develop various community outreach programs such as surveys, [websites](#), cable channel programs and open houses to measure these indicators and work towards evaluating and implementing their results.

***Policy CC-3.2: Ensure that City policies are consistent with, and responsive to, evolving changes in demographics and technology.***

As Kirkland's population grows and changes, the needs and interests of its citizens also will change. Examples of these changes include the increase in the senior citizen population with its unique requirements, the increase in ethnic diversity, [and the](#) [increases](#) in density, and the change in economic diversity within Kirkland. It is important for the City to accommodate changes in population demographics and density while maintaining the qualities and special features which make Kirkland unique.

Advances in technology have changed the lifestyles of Kirkland's citizens. New communication technology has increased the use of remote office siting and telecommuting. New transportation technology may change transportation patterns both locally and regionally. New construction techniques and materials are resulting in greater efficiency and economy.

The City's policies and regulations should recognize and work with these changes as they unfold, while maintaining the qualities and features which make Kirkland unique.

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

Kirkland is fortunate to have fine qualities and a [well-established](#) [well-established](#) identity based on a unique physical setting and development pattern. The Comprehensive Plan recognizes many urban design principles that contribute to Kirkland's identity, such as gateways, views, scenic corridors, [waterfront access](#), historic sites, building scale, manmade and natural landmarks, and pedestrian [and bicycle](#) linkages.

As the built environment continues to change and densify, these design principles along with development regulations are used to maintain the quality of life in the community. Neighborhood identity, building design, protected public views, and mitigated impacts, such as noise and lighting, are some of the important factors that maintain and even improve this quality of life.

## IV. COMMUNITY CHARACTER



*The Marina Park Pavilion in Downtown Kirkland*

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***Goal CC-4: Maintain and enhance Kirkland's built and natural environment by strengthening the visual identity of Kirkland and its neighborhoods.***

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***Policy CC-4.1: Enhance City identity by use of urban design principles that recognize the unique characteristics of different types of development, including single-family, multifamily, mixed-use, and various types and sizes of commercial development.***

Urban design recognizes that a City's physical setting and manmade patterns collectively form its visual character, its neighborhoods and its business districts. In Kirkland, urban design should protect defining features, respect existing surroundings, and allow for diversity between different parts of the City. The urban design principles outlined in an appendix to the Comprehensive Plan and adopted by reference in the Kirkland Municipal Code and the corresponding design regulations in the Zoning Code ensure that new development will enhance Kirkland's sense of place.

***Policy CC-4.2: ~~Prohibit~~ Discourage gated developments.***

Kirkland strives to be an open, welcoming community with inviting neighborhoods and a strong social fabric. These values can be supported by allowing public access throughout the community. Gates that restrict public access and connections through developments have an exclusionary effect and detract from a friendly, open neighborhood image. This policy is not intended to restrict fences with gates around individual single-family homes, gated multifamily parking garages, gated multifamily interior courtyards, or similar private spaces.

## IV. COMMUNITY CHARACTER



Kirkland City Hall

**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.*

Government facilities, sSchools, 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, 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, park and recreational facilities, or the Libraries or other civic buildings should be designed to be landmarks for the City as a whole.

~~**Policy CC-4.4:** *Support home occupations that have characteristics appropriate to residential neighborhoods.*~~

~~Home occupations, or home based businesses, are increasingly common in residential areas due to an increase in telecommuting and the improved technology available. Operating a home based business provides people with the opportunity to better integrate their personal and professional lives. Home based businesses also contribute to a reduction in commuter traffic. It is important, however, to protect the residential character of the neighborhood from their outward impacts. Such impacts as exterior signs, heavy equipment use, excessive deliveries by commercial vehicles, number of customer vehicles, and extreme noise can detract from the residential atmosphere of an area and should not be allowed.~~

Note: Delete. Similar policy is in Economic Element

**Policy CC-4.5~~4~~:** *Protect public scenic views and view corridors.*

Public views of the City, surrounding hillsides, Lake Washington, Seattle, the Cascades and the Olympics are valuable not only for their beauty but also for the sense of orientation and identity that they provide. Almost every area in Kirkland has streets and other public spaces that allow our citizens and visitors to enjoy such views. View corridors along Lake Washington's shoreline are particularly important and should continue to be enhanced as new development occurs. Public views can be easily lost or impaired and it is almost impossible to create new ones. Preservation, therefore, is critical.

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Private views are only ~~not~~ protected, ~~except~~ where specifically mentioned in some of the neighborhood plan chapters of the Comprehensive Plan and in the City's development regulations.

**Policy CC-4.65:** *Preserve and enhance natural landforms, vegetation, and scenic areas that contribute to the City's identity and visually define the community, its neighborhoods and districts.*

Natural landforms such as hills, ridges and valleys are valuable because they provide topographic variety, visually define districts and neighborhoods while providing open space corridors that visually and physically link them, and give form and identity to the City. Open space and areas of natural vegetation are valuable because they accentuate natural topography, define the edges of districts and neighborhoods, and provide a unifying framework and natural contrast to the City's streets, buildings and structures.

Planting of ~~Landscaping~~ and trees ~~can~~ improves the community character. Vegetated roofs add to the greenscape and help to achieve the City's low impact development and greenhouse gas reduction goals. Street trees provide a consistent, unifying appearance, particularly in areas with varying building design and materials, and signage. However, street trees planted along rights-of-way that offer local and territorial views should be of a variety that will minimize view blockage as trees mature.

Several neighborhoods contain unique natural features, including significant stands of trees and individual ~~notable~~ heritage trees, unique landforms, wetlands, streams, watersheds, woodlands, natural shorelines, and scenic open space. In many cases, development activities, including structures or facilities designed to correct other environmental problems, may damage these natural amenity areas. Wherever possible, unique natural features should be preserved or rehabilitated. Should areas with unique natural features be incorporated into new development or rehabilitated, great care should be taken to ensure these areas are not damaged or adversely altered. The intent of this policy is not to prohibit development but to regulate development activities to ensure they maintain the inherent values of the natural landscape.

**Policy CC-4.76:** *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.

## IV. COMMUNITY CHARACTER

**Policy CC-4.87:** Provide public information signs that present clear and consistent information and a quality image of the City.

Public signs are needed to supply information about public facilities, such as bus, ~~and~~ pedestrian and bicycle routes, municipal parking lots and City offices. The primary function of these signs is to present information about the location of public facilities and services in a clear and concise fashion using a consistent way-finding system of graphics, colors and sign types.

**Policy CC-4.98:** ~~Implement~~ Sign regulations ~~should that~~ equitably allow adequate visibility in the display of commercial information and protect Kirkland's visual character.

Commercial signs identify businesses and advertise goods and services. Although they may be larger and more visually prominent than public information signs, their placement and design should also respect the community's visual character and identity. By their nature, commercial signs are prominent in the landscape and thus should receive as much design consideration as other site development components. Signs should be located on the same lot or property as the use, building, or event with which the sign is associated.

Sign regulations should be applied consistently to provide equity and protect the community's visual character and identity. A Master Sign Plan should allow deviations from the standard code requirements, where appropriate, to encourage integration of signs into the framework of the building and the subject property through the use of elements that create visual harmony and a consistent design theme on a site. There also should be special sign restrictions to preserve the unique character of each of the City's commercial districts and designated corridors.



*The corner of Central Way and Lake Street*

**Policy CC-4.102:** Maintain and enhance the appearance of streets and other public spaces.

Public spaces perform a variety of functions, and their design and maintenance make an important contribution to the character of the community. They provide places for people to congregate and furnish transitions between neighborhoods. Parks and open space ~~a~~ Areas such as Forbes Lake, Totem Lake, Yarrow Bay Wetlands, O.O. Denny Park, Big Finn Hill Park and Juanita Bay Park support valuable wildlife. Amenities such as public art, street trees, landscaped median strips, underground utility lines, public street lights, and various types of street

## IV. COMMUNITY CHARACTER

furniture add to the appearance of streets and make them more inviting. The City should continue to maintain and enhance these public areas.

*Policy CC-4.110: Minimize impacts on residential neighborhoods ~~from noise, lighting, glare and odor.~~*

As the community becomes more urban with mixed uses and denser development, impacts, such as noise, lighting, glare and odor, may occur. The City should have development regulations and urban design principles to reduce and, in some cases, prohibit these impacts. Site design, building orientation, underground parking, landscape buffers, solid screen fencing, acoustical sound walls, directional lighting, ~~and~~ limitation on business hours of operation, restricting outdoor storage of large vehicles, boats, trailers, storage containers and junk are some of the techniques that may be used.

~~*Policy CC-4.12: Support multimodal transportation options.*~~

~~Public improvements and site design each play an important role in encouraging the use of alternative transportation modes. A convenient, safe network of routes for pedestrian, bicycle, and other modes including the Cross Kirkland Corridor/ Eastside Rail Corridor, provides an alternative to the automobile. Transit facilities that are easily accessible, comfortable, safe and clean encourage more people to ride the bus. Site design that is sensitive to a variety of transportation modes can make it easier for people to walk, ride bikes, use public transit, and take advantage of other modes.~~

Note: Delete here and add to  
Transportation Element

## IV. COMMUNITY CHARACTER

*Draft Element- Final clean copy includes Planning Commission edits 10/9/2014*

### A. INTRODUCTION

The character of a community is influenced by a variety of factors, including its citizens, social network, schools, community and business organizations, history, built environment, and natural resources. Although it is not possible to legislate a strong community, public policy can provide a framework that supports desirable characteristics.

Public services – such as developing and maintaining the transportation network and communication infrastructure, furnishing attractive public spaces, providing high quality parks, trails, open spaces and recreational opportunities, supporting community events, and providing a safe and clean environment – contribute to this framework. Design principles can be used to promote compatible development that reflects community values, respects historical context, and preserves valuable natural resources. Development of affordable housing and provision of social services can support an environment that encourages diversity.

A strong community is also characterized by an active and involved citizenry. By providing support for formal and informal community and business organizations, the City can help to encourage citizen participation. The establishment of diverse residential, commercial, cultural, and recreational opportunities can also help make people feel at home.

The City's role in providing the framework for a strong community is defined by the Community Character element.

### B. COMMUNITY CHARACTER CONCEPT

Taken together, the goals and policies of this element broadly define the City's role in contributing to community character. They consider the social and physical environment, look back in time to Kirkland's heritage, and look forward to Kirkland's future. The element supports the Guiding Principles of livable (quality of life and community design) and connected (sense of community). Subsequent elements of the Comprehensive Plan, such as the Land Use and Environment Elements, address policies relating to specific components of the built and natural environment. Parts of the social environment are addressed in the Parks, Recreation and Open Space Element. In addition, these social issues are addressed further in the Human Services Element.

The goals of the Community Character Element include:

- ◆ Support for Kirkland's Sense of Community: This goal supports the actions necessary to create a strong social fabric which is strengthened by diversity, involved citizens, and strong community organizations.
- ◆ Promote Preservation and Enhancement of Our Historic Identity: This goal acknowledges the importance of the City's historic resources and provides a framework which supports their interpretation, protection, and preservation.
- ◆ Accommodate Change: This goal looks to the future to ensure that Kirkland's policies are proactive in addressing changing needs of the population.

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- ◆ Work to Strengthen Kirkland's Built and Natural Environment: This goal acknowledges the role that the physical and natural environment plays in creating a community and provides the framework for supporting the aesthetic quality of the community, individual neighborhoods, and public spaces.

### C. COMMUNITY CHARACTER GOALS AND POLICIES

**Goal CC-1: Enhance Kirkland's strong sense of community.**

**Goal CC-2: Preserve and enhance Kirkland's historic identity.**

**Goal CC-3: Accommodate change within the Kirkland community and the region in a way that maintains Kirkland's livability and beauty.**

**Goal CC-4: Maintain and enhance Kirkland's built and natural environment by strengthening the visual identity of Kirkland and its neighborhoods.**

#### *SENSE OF COMMUNITY*

A community with a strong social fabric and an environment where diversity is encouraged is one where people know and care for each other and for the community itself. The City's support of organizations which contribute to this social fabric will help provide for the social, cultural, educational, recreational, and economic needs of its citizens. It is also important for City government to be accessible to individual citizens who want to become involved and also be responsive to citizen requests.

Gathering places also help to provide community feeling. The City can build public spaces and also encourage private developers to incorporate them into their projects. Goal CC-1 and the associated policies supply the framework necessary to supply Kirkland's citizens with opportunities to support and be supported by the community as a whole.

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***Goal CC-1: Enhance Kirkland's strong sense of community.***

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***Policy CC-1.1: Support diversity in our population.***

Local and regional demographic trends indicate that Kirkland's population is becoming more diverse. An increased variety in ethnic, cultural, age, and income groups presents both challenges and opportunities, and

## IV. COMMUNITY CHARACTER

provides the foundation for an interesting and healthy community. Kirkland should support programs and organizations that provide for all segments of our population.

***Policy CC-1.2: Establish partnerships with service providers throughout the community to meet the City's cultural, educational, economic, and social needs.***

The City can best provide for the needs of its citizens by working with service providers such as non-profit and faith-based organizations, schools, daycare providers, senior-citizen support groups, youth organizations, and groups that provide services to individuals and families having difficulty meeting their basic needs. Sharing information and resources with these providers is the most effective and economical way to meet the needs of Kirkland's citizens. The City should encourage and support these service providers.

***Policy CC-1.3: Support formal and informal community organizations.***

In today's mobile society, it is important to provide many opportunities for individuals to become a part of the community. Organizations such as neighborhood groups, youth and senior service providers, business and homeowner associations, social and recreational organizations, and service groups are all part of the Kirkland community. Encouragement and support of these organizations by the City helps citizens become involved in the community.



*Festival at Marina Park*

***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, the Cross Kirkland Corridor/ Eastside Rail Corridor, streets, and sidewalks, are developed and maintained by the City. Others, such as cafes, theaters, pedestrian-friendly shopping districts, outdoor seating areas, 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) often invites interaction, inspires a sense of discovery, cultivates civic identity and community pride, and encourages economic development. The City should encourage private developers to integrate public art into office, retail and multifamily 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

## IV. COMMUNITY CHARACTER

community activity. 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-1.5: Work toward a safe, crime-free community.***

Safety is a critical part of a strong community. A community's safety is dependent not only on the Police and Fire Departments, but also on the community itself. The City should support educational and community programs that provide citizens with the information and tools necessary to work toward a safe community and to be prepared in case of an area-wide emergency. In addition, the City should support design standards that promote safety and discourage crime in new development.



*Water Bearers at David E. Brink Park*

***Policy CC-1.6: Create a supportive environment for art, historical and 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 destination for the arts, culture and historic resources in the Puget Sound region. The City's Cultural Arts Commission is a resource and partner for those agencies and individuals interested in expanding the arts in our community. Under the guidance of the Cultural Arts Commission, 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 committed to further promote the public arts program by incorporating art into new City facilities through earmarking one percent of major capital improvement project funds toward the arts.

The City of Kirkland Parks and Community Services provides recreation programs. The Kirkland Performance Center offers exposure to the performing arts, as do community and educational organizations. The Kirkland Arts Center offers art classes and exhibitions. 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, arts education and literature.

***Policy CC-1.7: Within the Cross Kirkland Corridor/Eastside Rail Corridor provide opportunities for open space, art, events, and cultural activities.***

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As envisioned in the approved Cross Kirkland Corridor Master Plan, development of the corridor/Eastside Rail Corridor as a public facility will provide many opportunities to connect the community, businesses and neighborhoods together. Integrating art, pedestrian and bicycle improvements and trails, events and cultural activities into the Corridor provide public amenities to be enjoyed by all.

### *HISTORIC RESOURCES*

Historic resources connect the community with the City's past providing a sense of continuity and permanence. Recognition and preservation of historic resources are essential to the long-term maintenance of the City's character. The key is the commitment of the community to the identification, maintenance, renovation, and reuse of buildings and sites important to our history. These resources may represent architectural styles or development patterns such as small lots typical of specific periods in the past. They may also represent places associated with notable historic persons or important events.

A significant number of the historic resources in Kirkland already have been identified and mapped. Neighborhoods that have been identified as having the most significant concentrations of historic resources are Market/Norkirk/Highlands and Moss Bay (Downtown and perimeter area). There also are scattered historic buildings, structures, sites and objects throughout other neighborhoods.

Historic resources enhance the experience of living in Kirkland. These unique historic and heritage resources of Kirkland should become a key element in the urban design of Downtown and older neighborhoods surrounding it, so that they will remain an integral part of the experience of living in Kirkland.



*The Joshua Sears Building*

## IV. COMMUNITY CHARACTER

**Goal CC-2: Preserve and enhance Kirkland's historic identity.**

***Policy CC-2.1: Preserve historic resources and landmarks of recognized significance.***

The preservation of resources that are unique to Kirkland or exemplify past development periods is important to Kirkland's identity and heritage. The City, the Kirkland Heritage Society, and Kirkland's citizens can utilize a variety of methods to preserve historic resources and landmarks, including the following, which are listed in order of priority:

- ◆ Retain historic buildings by finding a compatible use that requires minimal alteration.
- ◆ Design new projects to sensitively incorporate the historic building on its original site, if the proposed development project encompasses an area larger than the site of the historic resource.
- ◆ Retain and repair the architectural features that distinguish a building as an historic resource.
- ◆ Restore architectural or landscape/streetscape features that have been destroyed.
- ◆ Move historic buildings to a location that will provide an environment similar to the original location.
- ◆ Provide for rehabilitation of another historic building elsewhere to replace a building that is demolished or has its historic features destroyed.
- ◆ Provide a record and interpretation of demolished or relocated structures by photographs, markers and other documentation.

***Policy CC-2.2: Identify and prioritize historic buildings, structures, sites and objects for protection, enhancement, and recognition.***

Although age is an important factor in determining the historical significance of a building, structure, site or object (a minimum of 50 years for the National and State Register and 40 years for the City of Kirkland register), other factors, such as the integrity of the building, architecture, location and relationship to notable persons or events of the past, also are important.

Table CC-1 identifies Designated Historic Buildings, Structures, Sites and Objects in Kirkland.

The City of Kirkland recognizes these buildings, structures, sites and objects on List A and List B in Table CC-1. All are designated Historic Community Landmarks by the City of Kirkland. The lists also contain "Landmarks," designated by the Kirkland Landmark Commission, and "Historic Landmarks," designated pursuant to Chapter 75 KZC.

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Development permits involving buildings, structures, sites and objects in Table CC-1 are subject to environmental review under the City's local SEPA regulations. In addition, landmarks noted with a footnote (\*) are subject to review by the Kirkland Landmark Commission pursuant to Kirkland Municipal Code Title 28. The Kirkland Landmark Commission is composed of members of the King County Landmark Commission and one Kirkland resident appointed by the Kirkland City Council. City of Kirkland "Historic Landmarks" noted with a footnote (¥) are subject to review by Chapter 75 KZC.

**Table CC-1**

### Designated Historic Buildings, Structures, Sites and Objects

#### List A: Historic Buildings, Structures, Sites and Objects Listed on the National and State Registers of Historic Places and Designated by the City of Kirkland

Building or Site	Address	Architectural Style	Date Built	Person/Event	Neighborhood
Loomis House	304 8th Ave. W.	Queen Anne	1889	KL&IC	Market
Sears Building	701 Market St.	Italianate	1891	Sears, KL&IC	Market
Campbell Building	702 Market St.		1891	Brooks	Market
*Peter Kirk Building	620 Market St.	Romanesque Revival	1891	Kirk, KL&IC	Market
Trueblood House	127 7th Ave.	Italianate	1889	Trueblood	Norkirk
*Kirkland Woman's Club	407 1st St.	Vernacular	1925	Founders 5	Norkirk
¥Marsh Mansion	6610 Lake Wash. Blvd.	French Eccl Revival	1929	Marsh	Lakeview
Kellett/Harris House	526 10th Ave. W.	Queen Anne	1889	Kellett	Market

#### List B: Historic Buildings, Structures, Sites and Objects Designated by the City of Kirkland (Continued)

Building or Site	Address	Architectural Style	Date Built	Person/Event	Neighborhood
Newberry House	519 1st St.	Vernacular	1909	Newberry	Norkirk
Nettleton/Green Funeral (Moved)	408 State St.	Colonial Revival	1914	Nettleton	Moss Bay

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Kirkland Cannery	640 8th Ave.	Vernacular	1935	WPA Bldg	Norkirk
Landry House	8016 126th Ave. NE	Bungalow	1904		South Rose Hill
Tompkins/Bucklin House	202 5th Ave. W.	Vernacular	1889	Tompkins	Market
Burr House	508 8th Ave. W.	Bungalow/Prairie	1920	Burr	Market
Orton House (moved)	4120 Lake Wash. Blvd.	Georgian Revival	1903	Hospital	Lakeview
¥Shumway Mansion (moved)	11410 100th Ave. NE	Craftsman/Shingle	1909	Shumways	South Juanita
French House (moved)	4130 Lake Wash. Blvd.	Vernacular	1874	French	Lakeview
Snyder/Moody House	514 10th Ave. W.	Vernacular	1889	KL&IC	Market
McLaughlin House	400 7th Ave. W.	Site only. Structure demolished May 2014	1889	KL&IC	Market
First Baptist Church/American Legion Hall	138 5th Ave.	Site only. Structure demolished.	1891/1934	Am Legion	Norkirk
Larson/Higgins House	424 8th Ave. W.		1889	KL&IC	Market
Hitter House	428 10th Ave. W.	Queen Anne	1889	KL&IC	Market
Cedarmere/Norman House	630 11th Ave. W.	Am Foursquare	1895		Market
Dorr Forbes House	11829 97th Ave. NE	Vernacular	1906	Forbes	South Juanita
Brooks Building	609 Market St.	Vernacular Comm	1904	Brooks	Market
Williams Building	101 Lake St. S.	Vernacular Comm	1930		Moss Bay
Webb Building	89 Kirkland Ave.	Vernacular Comm	1930		Moss Bay
5th Brick Building	720 1/2 Market St.	Vernacular Comm	1891		Market
Shumway Site	510 – 528 Lake St. S.	site only		Shumways	Lakeview

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Lake WA Shipyards Site	Lake Wash. Blvd./Carillon Point	site only		Anderson/W W	Lakeview
Lake House Site	10127 NE 59th St.	site only		Hotel	Lakeview
*First Church of Christ Scientist (moved) a.k.a. Heritage Hall	203 Market St.	Neoclassical	1923	Best example of this style	Market
¥Malm House	12656 100th Ave. NE	Tudor Revival	1929		North Juanita
Sessions Funeral Home	302 1st St.	Classic Vernacular	1923		Norkirk
Houghton Church Bell (Object)	105 5th Ave. (Kirkland Congregational Church)	Pioneer/Religion	1881	Mrs. William S. Houghton	Norkirk
Captain Anderson Clock (Object)	NW corner of Lake St. and Kirkland Ave.	Transportation/Ferries	c. 1935	Captain Anderson	Moss Bay
Archway from Kirkland Junior High	109 Waverly Way (Heritage Park)	Collegiate Gothic	1932	WPA	Market
Langdon House and Homestead	10836 NE 116th St. (McAuliffe Park)	Residential Vernacular	1887	Harry Langdon	South Juanita
Ostberg Barn	10836 NE 116th St. (McAuliffe Park)	Barn	1905	Agriculture	South Juanita
Johnson Residence	10814 NE 116th St. (McAuliffe Park)	Vernacular influenced by Tudor Revival	1928	Agriculture	South Juanita
Carillon Woods Park	NW corner of NE 53rd St. and 106th Avenue NE	Utility/water source for Yarrow Bay and site	1888	King Co. Water District #1	Central Houghton

Note: Staff will add the date when each structure was demolished

*Footnotes:*

\* The City of Kirkland Landmark Commission has formally designated these buildings, structures, sites and objects as Landmarks pursuant to KMC Title 28.

¥ The City of Kirkland has formally designated these buildings, structures, sites and objects as Historic Landmarks pursuant to Chapter 75 KZC.

Note: KL&IC is the Kirkland Land Improvement Company.

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The City recognizes its historic resources in the following priority:

1. Buildings, structures, sites and objects listed on the National and State Registers of Historic Places.
2. Buildings, structures, sites and objects recognized by the Kirkland Landmark Commission.
3. Buildings, structures, sites and objects designated by the City as Historic Landmarks.
4. Buildings, structures, sites and objects designated by the City as Historic Community Landmarks.
5. Buildings, structures, sites and objects designated by the City as an historic resource, providing historical context.

The City should periodically update the lists of historic resources through a systematic process of designation.



*Marsh Mansion along Lake Washington Boulevard NE*

***Policy CC-2.3: Provide encouragement, assistance and incentives to private owners for preservation, restoration, redevelopment, reuse, and recognition of significant historic buildings, structures, sites and objects.***

There are a number of activities that the City can do to provide encouragement and incentives for the owners of historic buildings, structures, sites and objects, including:

- ◆ Establish Zoning and Building Codes that encourage the continued preservation, enhancement, and recognition of significant historic resources;
- ◆ Reuse or salvage architectural features and building materials in the design of new development.
- ◆ Encourage the preservation or enhancement of significant historic resources or historic overlay as a public benefit when planned unit developments are proposed;

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- ◆ Prepare and distribute a catalog of historic resources for use by property owners, developers and the public;
- ◆ Maintain an interlocal agreement with King County that provides utilization of the County’s expertise in administering historic preservation efforts and makes owners of Kirkland’s historic buildings, structures, sites and objects eligible for County grants and loans;
- ◆ Establish a public/private partnership to provide an intervention fund to purchase, relocate, or provide for other necessary emergency actions needed to preserve priority buildings, structures, sites and objects;
- ◆ Encourage property owners to utilize government incentives available for historic buildings, structures, sites and objects;
- ◆ Allow compatible uses in historic structures that may assist in their continued economic viability such as bed and breakfasts in larger residential structures.

***Policy CC-2.4: Buildings that are recognized as historic resources by the City should be considered when adjacent structures are being rebuilt or remodeled.***

Historic resources contribute to the character and quality of Kirkland. New and remodeled buildings should respect the scale and design features of adjacent historic resources.

***Policy CC-2.5: Encourage the use of visual and oral records to identify and interpret the history of the City of Kirkland.***

This can be done in various ways, including articles in Citywide publications, a museum to preserve and display documents and artifacts, and archives to maintain resources, including oral history and photographs, for the public.

The City’s system of historic signage, which includes plaques to interpret significant buildings, structures, sites and objects, should be expanded. While historic street signs have been hung along with existing street signs, interpretive markers could be placed along public streets, pedestrian-bike paths and the Cross Kirkland Corridor to explain the City’s history.

All these methods can be used to inform Kirkland’s citizens about the City’s history and to support the preservation of Kirkland’s historic identity.

### ACCOMMODATING CHANGE

The last 20 years have seen remarkable changes in the way people and businesses interact and connect. The innovations of technology, new techniques for almost-instant communication, increased density and traffic, increased multimodal transportation alternatives, new housing options and legislative actions relating to growth management are some of the changes Kirkland has witnessed. The large annexation of Finn Hill North Juanita and Kingsgate in 2011 increased the population of Kirkland by over 60% and welcomed new residents into the

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community. There also have been changes in the characteristics of Kirkland's citizens, including increased diversity and an aging of the population.

The intent of Goal CC-3 and the following policies is to ensure that the City continues to recognize and respond to future changes in a way that is sensitive to Kirkland's character and the needs of our citizens.

***Goal CC-3: Accommodate change within the Kirkland community and the region in a way that maintains Kirkland's livability and beauty.***

***Policy CC-3.1: Identify and monitor specific indicators of quality-of-life for Kirkland residents.***

Quality-of-life indicators provide information that reflects the status of the City. They include, but are not limited to, housing affordability and availability, shops and services close to home, well-maintained neighborhoods, public health and safety, parks, historic resources, citizen participation, natural resource protection, pedestrian and bike friendliness, community gathering places, and good schools. By measuring public opinion on changes in the levels of these indicators, the City can determine where support and changes are needed. The City should continue to develop various community outreach programs such as surveys, websites, cable channel programs and open houses to measure these indicators and work towards evaluating and implementing their results.

***Policy CC-3.2: Ensure that City policies are consistent with, and responsive to, evolving changes in demographics and technology.***

As Kirkland's population grows and changes, the needs and interests of its citizens also will change. Examples of these changes include the increase in the senior citizen population with its unique requirements, the increase in ethnic diversity, and increases in density, and the change in economic diversity within Kirkland. It is important for the City to accommodate changes in population demographics and density while maintaining the qualities and special features which make Kirkland unique.

Advances in technology have changed the lifestyles of Kirkland's citizens. New communication technology has increased the use of remote office siting and telecommuting. New transportation technology may change transportation patterns both locally and regionally. New construction techniques and materials are resulting in greater efficiency and economy.

The City's policies and regulations should recognize and work with these changes as they unfold, while maintaining the qualities and features which make Kirkland unique.

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

Kirkland is fortunate to have fine qualities and a well-established identity based on a unique physical setting and development pattern. The Comprehensive Plan recognizes many urban design principles that contribute to Kirkland's identity, such as gateways, views, scenic corridors, waterfront access, historic sites, building scale, manmade and natural landmarks, and pedestrian and bicycle linkages.

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As the built environment continues to change and densify, these design principles along with development regulations are used to maintain the quality of life in the community. Neighborhood identity, building design, protected public views, and mitigated impacts, such as noise and lighting, are some of the important factors that maintain and even improve this quality of life.



*The Marina Park Pavilion in Downtown Kirkland*

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***Goal CC-4: Maintain and enhance Kirkland's built and natural environment by strengthening the visual identity of Kirkland and its neighborhoods.***

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***Policy CC-4.1: Enhance City identity by use of urban design principles that recognize the unique characteristics of different types of development, including single-family, multifamily, mixed-use, and various types and sizes of commercial development.***

Urban design recognizes that a City's physical setting and manmade patterns collectively form its visual character, its neighborhoods and its business districts. In Kirkland, urban design should protect defining features, respect existing surroundings, and allow for diversity between different parts of the City. The urban design principles outlined in an appendix to the Comprehensive Plan and adopted by reference in the Kirkland Municipal Code and the corresponding design regulations in the Zoning Code ensure that new development will enhance Kirkland's sense of place.

***Policy CC-4.2: Discourage gated developments.***

Kirkland strives to be an open, welcoming community with inviting neighborhoods and a strong social fabric. These values can be supported by allowing public access throughout the community. Gates that restrict public access and connections through developments have an exclusionary effect and detract from a friendly, open neighborhood image. This policy is not intended to restrict fences with gates around individual single-family homes, gated multifamily parking garages, gated multifamily interior courtyards, or similar private spaces.

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*Kirkland City Hall*

***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.***

Government facilities, 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, 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, park and recreational facilities, libraries or other civic buildings should be designed to be landmarks for the City as a whole.

***Policy CC-4.4: Protect public scenic views and view corridors.***

Public views of the City, surrounding hillsides, Lake Washington, Seattle, the Cascades and the Olympics are valuable not only for their beauty but also for the sense of orientation and identity that they provide. Almost every area in Kirkland has streets and other public spaces that allow our citizens and visitors to enjoy such views. View corridors along Lake Washington's shoreline are particularly important and should continue to be enhanced as new development occurs. Public views can be easily lost or impaired and it is almost impossible to create new ones. Preservation, therefore, is critical.

Private views are only protected where specifically mentioned in some of the neighborhood plan chapters of the Comprehensive Plan and in the City's development regulations.

***Policy CC-4.5: Preserve and enhance natural landforms, vegetation, and scenic areas that contribute to the City's identity and visually define the community, its neighborhoods and districts.***

Natural landforms such as hills, ridges and valleys are valuable because they provide topographic variety, visually define districts and neighborhoods while providing open space corridors that visually and physically link them, and give form and identity to the City. Open space and areas of natural vegetation are valuable because they accentuate natural topography, define the edges of districts and neighborhoods, and provide a unifying framework and natural contrast to the City's streets, buildings and structures.

Planting landscaping and trees improves the community character. Vegetated roofs add to the greenscape and help to achieve the City's low impact development and greenhouse gas reduction goals. Street trees provide a

## IV. COMMUNITY CHARACTER

consistent, unifying appearance, particularly in areas with varying building design and materials, and signage. However, street trees planted along rights-of-way that offer local and territorial views should be of a variety that will minimize view blockage as trees mature.

Several neighborhoods contain unique natural features, including significant stands of trees and individual heritage trees, unique landforms, wetlands, streams, woodlands, natural shorelines, and scenic open space. In many cases, development activities, including structures or facilities designed to correct other environmental problems, may damage these natural amenity areas. Wherever possible, unique natural features should be preserved or rehabilitated. Should areas with unique natural features be incorporated into new development or rehabilitated, great care should be taken to ensure these areas are not damaged or adversely altered. The intent of this policy is not to prohibit development but to regulate development activities to ensure they maintain the inherent values of the natural landscape.

***Policy CC-4.6: 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.

***Policy CC-4.7: Provide public information signs that present clear and consistent information and a quality image of the City.***

Public signs are needed to supply information about public facilities, such as bus, pedestrian and bicycle routes, municipal parking lots and City offices. The primary function of these signs is to present information about the location of public facilities and services in a clear and concise fashion using a consistent way-finding system of graphics, colors and sign types.

***Policy CC-4.8: Sign regulations should equitably allow visibility in the display of commercial information and protect Kirkland's visual character.***

Commercial signs identify businesses and advertise goods and services. Although they may be larger and more visually prominent than public information signs, their placement and design should also respect the community's visual character and identity. By their nature, commercial signs are prominent in the landscape and thus should receive as much design consideration as other site development components. Signs should be located on the same lot or property as the use, building, or event with which the sign is associated.

Sign regulations should be applied consistently to provide equity and protect the community's visual character and identity. A Master Sign Plan should allow deviations from the standard code requirements, where appropriate, to encourage integration of signs into the framework of the building and the subject property through the use of elements that create visual harmony and a consistent design theme on a site. There also should be special sign restrictions to preserve the unique character of each of the City's commercial districts and designated corridors.

## IV. COMMUNITY CHARACTER



*The corner of Central Way and Lake Street*

***Policy CC-4.9: Maintain and enhance the appearance of streets and other public spaces.***

Public spaces perform a variety of functions, and their design and maintenance make an important contribution to the character of the community. They provide places for people to congregate and furnish transitions between neighborhoods. Parks and open space areas such as Forbes Lake, Totem Lake, Yarrow Bay Wetlands, O.O. Denny Park, Big Finn Hill Park and Juanita Bay Park support valuable wildlife. Amenities such as public art, street trees, landscaped median strips, underground utility lines, public street lights, and various types of street furniture add to the appearance of streets and make them more inviting. The City should continue to maintain and enhance these public areas.

***Policy CC-4.10: Minimize impacts on residential neighborhoods.***

As the community becomes more urban with mixed uses and denser development, impacts, such as noise, lighting, glare and odor, may occur. The City should have development regulations and urban design principles to reduce and, in some cases, prohibit these impacts. Site design, building orientation, underground parking, landscape buffers, solid screen fencing, acoustical sound walls, directional lighting, limitation on business hours of operation, restricting outdoor storage of large vehicles, boats, trailers, storage containers and junk are some of the techniques that may be used.

## III. GENERAL

### A. PLAN APPLICABILITY AND CONSISTENCY

The Comprehensive Plan serves as the guiding policy document to attain the City’s vision of the future over the next 20 years or longer. This means that decisions and actions in the present are based on the adopted plan. One of the central tenets of the Growth Management Act is to require consistency in planning.

Consistency is determined in a number of ways. The following represent those areas where “consistency” must be achieved:

- ◆ The Comprehensive Plan must comply with the Growth Management Act.
- ◆ The Plan must be consistent with the Shoreline Management Act (adopted under the authority of Chapter 90.58 RCW and Chapter 173-26 WAC).
- ◆ The Plan is to be consistent with the regional plan – the multicounty planning policies adopted by the Puget Sound Regional Council [in VISION 2040](#).
- ◆ It must be consistent with the adopted Countywide Planning Policies as well as coordinated with the plans of adjacent jurisdictions.
- ◆ State agencies and local governments must comply with the Comprehensive Plan.
- ◆ The various elements of the Comprehensive Plan must be internally consistent.

#### [VISION 2040 Regional Planning Statement](#)

[The Comprehensive Plan has been updated based on residential and employment targets that align with VISION 2040. Residential and employment targets have also been identified for the entire city and for the designated regional growth center in Totem Lake. Through a development capacity analysis, the City determined that it has the land capacity and zoning in place to meet the City’s assigned housing and employment targets for the year 2035.](#)

[The Comprehensive Plan addresses each of the policy areas in VISION 2040 that will make Kirkland livable, sustainable and connected. The plan advances a sustainable approach to growth and future development and incorporates a comprehensive approach to planning and decision-making.](#)

- ◆ [The Natural Environment Element {Note chapter name may change} contains policies that address maintaining, restoring and enhancing ecosystems through habitat protection, water conservation, and air](#)

### III. GENERAL

quality improvement. Environmentally friendly development techniques, such as low-impact landscaping, are also supported in the plan. Both the Natural Environment [Note chapter name may change] and Transportation Elements have policies to achieve a reduction in greenhouse gas emissions to reduce Kirkland's impact on climate change. The plan includes provisions that strive to ensure that a healthy environment remains available for current and future generations.

- ◆ In response to other policies in VISION 2040, the Comprehensive Plan encourages more compact urban development and includes design guidelines for mixed-use, transit-oriented, walkable and bikeable development. The plan includes directives to prioritize funding and investments ~~in~~ in Totem Lake regional growth center.
- ◆ The City has established an affordable housing goal in the Housing Element for this planning period. The Housing Element commits to expanding housing production for all income levels to meet the diverse needs of both current and future residents.
- ◆ The Economic Development Element supports a sustainable and environmentally friendly economy, diverse, livable wage jobs, and local innovative businesses.
- ◆ The Transportation Element advances cleaner and more sustainable mobility options with provisions for complete streets that include multi-modal improvements and streets integrated with low impact, green, context-sensitive design. The City supports programs and strategies that advance alternatives to driving alone. Transportation planning is coordinated with neighboring jurisdictions through the Bellevue Kirkland Redmond transportation forecast model. The City is committed to conservation methods in the provision of public services.
- ◆ The Public Services and Utilities Elements assure infrastructure and services that support existing and future residents and businesses with level of service standards and funding of projects to achieve these standards established in the Capital Facilities Element.
- ◆ The Community Character Element contains goals that protect and enhance our neighborhoods, overall local identity and historic resources.
- ◆ The Human Services Element has goals to support organizations and programs that provide for those in need, youth and seniors.

The Comprehensive Plan also addresses local implementation actions in VISION 2040, including identification of underused lands and development trends for the buildable lands report, tracking of housing and employment growth, implementation strategies for its goals and policies, and monitoring mode-split goals for the City's growth. In addition, the plan also addresses updating capital projects to ensure that provisions for adequate public facilities and services are consistent with Comprehensive Plan and VISION 2040.

#### Implementing the Plan

The City's legislative and administrative actions and decisions must be in compliance with the adopted plan. To accomplish these actions and decisions, ~~this~~ a number of tasks need to be completed. The Implementation ~~Strategies~~ Measures noted in Chapter XIV list those steps. As the City updates the plan, some of its development regulations may need to be revised to be consistent with and to implement the plan. The Zoning Map needs to be updated to be consistent with and implement the Land Use Map of the Comprehensive Plan.

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The Comprehensive Plan is the policy basis for the development regulations. The goals and policies in the plan themselves are not regulatory, but are general guiding principles. Development regulations are the tools to be used in reviewing development applications and must be consistent with the Plan. In instances when the regulations appear to be inconsistent with the Comprehensive Plan, the regulations shall nonetheless govern. However, any inconsistencies must be resolved either by amending the regulations or revising the Plan.

Along with development regulations, tThe City ~~may has used~~ the Comprehensive Plan as the policy basis for decisions, ~~particularly for and~~ determinations under the State Environmental Policy Act (SEPA). ~~With this revised Comprehensive Plan adopted under the Growth Management Act,~~ Even so, the City has strived to integrate SEPA into the zoning permit review process as much as possible rather than using having a separate environmental review process. ~~The development regulations should provide clear and predictable guidance for issuing development permits and making SEPA determinations. However, where the regulations are not clear and/or discretion is to be exercised in making those development decisions, the Comprehensive Plan is to be used as the policy basis for those decisions.~~

The plan contains subarea plans for each neighborhood or business district. These subarea plans contain goals and policies important to each neighborhood. However, if there are conflicts or inconsistencies between the Comprehensive Plan Elements and a neighborhood plan, the general Plan Element goals and policies apply.

The Comprehensive Plan will also be used to guide the City in developing its Capital Improvement Program and in the preparation or update of the various functional plans and programs.

~~The City updates neighborhood plans on a cycle based on the age of the existing plan and the significance of land use changes in the neighborhood. If there are conflicts or inconsistencies between the Comprehensive Plan Elements and a neighborhood plan, the Plan Element goals and policies apply.~~

The goals of the General Element are as follows:

- Goal GP-1: Cooperate and coordinate with all levels of government to achieve effective, efficient, and responsive governance for Kirkland’s citizens.**
- Goal GP-2: ~~To~~ Promote active community participation in all levels of planning decisions.**

## B. INTERGOVERNMENTAL COORDINATION

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*Goal GP-1: Cooperate and coordinate with all levels of government to achieve effective, efficient, and responsive governance for Kirkland's citizens.*

*Policy GP-1.1: Update~~Prepare~~ the Comprehensive Plan and development regulations in conformance with VISION 2040~~20~~ and with the Countywide Planning Policies for King County.*

VISION 2040~~20~~ is the long-range growth and transportation strategy for the central Puget Sound region encompassing King, Kitsap, Pierce, and Snohomish counties. The Countywide Planning Policies are required by the Growth Management Act to establish a framework to ensure that the city and county comprehensive plans are consistent.

~~*Policy GP-1.2: Actively participate with other jurisdictions in planning for issues of common regional or subregional interest.*~~

~~There are a number of formal and informal planning and coordination forums that the City participates in, including the Eastside Transportation Partnership, the Countywide technical forums and committees, and regional boards. The City should continue to be actively involved in these issues.~~

*Policy GP-1.32: Work with adjacent jurisdictions and other governmental agencies to better coordinate on planning activities and development decisions, and in planning for issues of common regional or sub regional interest.*

The City participates in a number of formal and informal planning and coordination forums, including State Regional and Countywide technical forums, committees and boards. The City should continue to be actively involved in these issues.

While GMA requires that the comprehensive plans of adjacent jurisdictions be consistent, the City should continue to coordinate with Eastside cities and King County on a number of planning activities such as land use, housing, ~~(ARCH)~~, transportation (traffic modeling, transit, and commute trip reduction), and land use, and human services.

The City should also seek ways to improve coordination and communication with affected agencies to avoid duplication of effort, increase efficiency, and gain a better understanding of mutual issues. This can be accomplished through such techniques as interlocal agreements and joint meetings, and by providing opportunities for notification, review, and comment on major plans, programs, or development projects.

*Policy GP-1.34: Communicate Kirkland's land use policies and regulations to the King County Assessor's Office in order to ensure that assessment decisions do not conflict with land use decisions.*

As land use decisions are made, the City needs to coordinate with the Assessor's Office. This will ensure that they have the most accurate and up-to-date information regarding the City's land use.

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### C. CITIZEN PARTICIPATION

The Growth Management Act establishes that cities shall ~~have~~establish procedures providing for early and continuous public participation in the development and amendment of comprehensive plans and regulations that implement these plans. The Comprehensive Plan is based on ~~has~~-involved community input and should continue to reflect the priorities and values of its residents and the business community.

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***Goal GP-2: ~~To~~ Promote active community participation in all levels of planning decisions.***

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***Policy GP-2.1: Encourage public participation at the appropriate level in all planning processes and facilitate open communication between permit applicants and nearby residents and businesses ~~and neighbors~~ prior to the initiation of development actions.***

There are a number of opportunities for public involvement in the planning process whether it involves the Comprehensive Plan, the adoption of development regulations, or in the review of development permits. Public participation early on in the process can reduce conflicts and result in more responsive decisions.

It is critical that the public be involved in the early stages of the planning process, particularly in the development and adoption of the City's Comprehensive Plan and development regulations. The goals and policies of the Comprehensive Plan and the standards and requirements in the zoning and subdivision regulations, and shoreline master program provide the basis for individual review of development applications or the construction of public facilities. At the time of permit review, many of the basic land use issues have already been determined. Citizen input should focus on development standards and other site-specific issues.

***Policy GP-2.2: Utilize a broad range of public involvement techniques and community forums to ensure that opportunities exist for all public views to be heard.***

Kirkland has utilized a number of techniques and procedures to ensure a wide range of participatory public involvement at the appropriate level. Some examples that are being used today and should continue are:

- ◆ Mailing, ~~and emailing, including use of listservs, and~~ posting of notices to parties that may be affected by planning decisions;
- ◆ Notifying neighborhood, condominium and business associations, interested organizations and affected agencies.
- ◆ Creating and maintaining web pages that provide detailed information about plans and project.

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- ◆ Offering interactive web forums around issues;
- ◆ Hosting ~~Early~~ neighborhood meetings by applicants for development permits early in the process;
- ◆ Using citizen advisory commissions and focus groups to oversee the planning process;
- ◆ Using a broad range of media to inform citizens of planning activities;
- ◆ Holding public workshops, open houses, community conversations and discussion groups; and
- ◆ Providing opportunities for reconsideration or appeal of decisions; ~~and.~~
- ◆ ~~Notifying neighborhood, condominium and business associations, interested organizations and affected agencies.~~

In the future, other techniques should be explored as appropriate to ensure strong public involvement.

***Policy GP-2.3: Work closely with community groups, neighborhood associations, business organizations, and service clubs.***

The City encourages the formation of neighborhood associations and business forums. These types of organizations are an important part of the community's identity and character. The City should look for opportunities to involve these groups in decisions that affect them.

***Policy GP-2.4: Encourage active citizen participation in the planning and design of public facilities, particularly in affected neighborhoods, ~~communities~~, and business areas.***

Many of the decisions on public facilities have significant issues that need to be addressed such as access, safety, environmental concerns, neighborhood character, and economic impacts. In the planning and design of public facilities it is important to have a process that facilitates public involvement by all parties.

## D. PLAN AMENDMENT

### *Amendment Process*

The Growth Management Act specifies that the Comprehensive Plan ~~and Land Use Plan Map~~ may only be amended once a year, except for certain actions listed in Section 365-196-640 of the Washington Administrative

### III. GENERAL

Code, including amendments to the Capital Facilities Element that is part of adoption of the City budget. ~~in emergencies. Section 365-195-630 of the Washington Administrative Code states that all~~ amendments are to ~~in any year~~ be considered concurrently so that the cumulative effect of the various proposals can be ascertained. The intent of this requirement is to ensure that piecemeal or individual amendments do not erode the integrity of the plan and are integrated and consistent with the balance of the Plan. ~~The Zoning Code contains the process for an emergency amendment.~~

The City generally reviews the Comprehensive Plan on an annual basis. Revisions are made to the Transportation and Capital Facilities Elements to update information and projects based on the City's Capital Improvement Program, and to all of the elements in response to amendments to the Growth Management Act and other State legislation or Countywide planning policies. Amendments are also made to correct any inconsistencies in the plan, to reflect any recently adopted functional plan, and to update general information.

~~Amendments are initiated in two ways: by the City or by a citizen or community group. A formal process to amend the plan, consistent with the requirements of the Growth Management Act, has been established. The process for the City initiated and citizen initiated amendments include opportunities for public involvement and community participation. The Kirkland Planning Commission takes the lead role for reviewing the plan amendments as the City's citizen representative body responsible for conducting the public hearing and transmitting a recommendation to the City Council. The Houghton Community Council, Kirkland Transportation Commission and Park Board also may take public comment for amendment proposals within their jurisdiction and transmit recommendations to the Planning Commission and to the City Council. ~~The Zoning Code contains the process for reviewing and deciding upon a proposal to amend the Comprehensive Plan.~~~~

Amendments are initiated in two ways: by the City or by a citizen, business or community group. A formal process to amend the plan, consistent with the requirements of the Growth Management Act, has been established. The Zoning Code contains evaluation criteria and process for reviewing and deciding upon a proposal. The process includes opportunities for public involvement and community participation. ~~For citizen-initiated proposals, the City has a formal application process and an established deadline for submitting an application to be considered in the next round of City initiated plan amendments. The City has a two step process for citizen initiated plan amendments: first a threshold determination and then a study and final decision on the proposed amendments. For City initiated plan amendments, the City has only one step: the study and final decision on the proposed amendments. The Zoning Code contains the criteria for evaluating a proposal to amend the Comprehensive Plan.~~

~~The City reviews the Comprehensive Plan on an annual basis to update the Transportation and Capital Facilities Elements or any other element for any needed changes, to respond to amendments to the Growth Management Act and other State legislation or Countywide planning policies, to correct any inconsistencies in the Plan and with the development regulations and any recently adopted functional plan, and to update general information.~~

The City ~~amends~~ establishes a schedule for amending the neighborhood plans as needed and when possible given and reviews the schedule each year as part of the Planning Department's work program and City Council priorities. ~~In addition, the City considers citizen initiated amendment requests generally on a biannual basis and incorporates these into the annual plan amendment process. Citizen amendment requests may either be for general amendments or for a change to the land use map and/or text change relating to a specific property or a general area.~~



### III. GENERAL

#### A. PLAN APPLICABILITY AND CONSISTENCY

The Comprehensive Plan serves as the guiding policy document to attain the City’s vision of the future over the next 20 years or longer. This means that decisions and actions in the present are based on the adopted plan. One of the central tenets of the Growth Management Act is to require consistency in planning.

Consistency is determined in a number of ways. The following represent those areas where “consistency” must be achieved:

- ◆ The Comprehensive Plan must comply with the Growth Management Act.
- ◆ The Plan must be consistent with the Shoreline Management Act (adopted under the authority of Chapter 90.58 RCW and Chapter 173-26 WAC).
- ◆ The Plan is to be consistent with the regional plan – the multicounty planning policies adopted by the Puget Sound Regional Council in VISION 2040.
- ◆ It must be consistent with the adopted Countywide Planning Policies as well as coordinated with the plans of adjacent jurisdictions.
- ◆ State agencies and local governments must comply with the Comprehensive Plan.
- ◆ The various elements of the Comprehensive Plan must be internally consistent.

#### **VISION 2040 Regional Planning Statement**

The Comprehensive Plan has been updated based on residential and employment targets that align with VISION 2040. Residential and employment targets have also been identified for the entire city and for the designated regional growth center in Totem Lake. Through a development capacity analysis, the City determined that it has the land capacity and zoning in place to meet the City’s assigned housing and employment targets for the year 2035. The Comprehensive Plan addresses each of the policy areas in VISION 2040 that will make Kirkland livable, sustainable and connected. The plan advances a sustainable and comprehensive approach to growth and future development that is incorporated into the City’s planning and decision-making.

- ◆ The Natural Environment Element *{Note chapter name may change}* contains policies that address maintaining, restoring and enhancing ecosystems through habitat protection, water conservation, and air quality improvement. Environmentally friendly development techniques, such as low-impact landscaping, are also supported in the plan. Both the Natural Environment *{Note chapter name may change}* and

### III. GENERAL

Transportation Elements have policies to achieve a reduction in greenhouse gas emissions to reduce Kirkland's impact on climate change. The plan includes provisions that strive to ensure that a healthy environment remains available for current and future generations.

- ◆ In response to other policies in VISION 2040, the Comprehensive Plan encourages more compact urban development and includes design guidelines for mixed-use, transit-oriented, walkable and bikeable development. The plan includes directives to prioritize funding and investments in the Totem Lake regional growth center.
- ◆ The City has established an affordable housing goal in the Housing Element for this planning period. The Housing Element commits to expanding housing production for all income levels to meet the diverse needs of both current and future residents.
- ◆ The Economic Development Element supports a sustainable and environmentally friendly economy, diverse, livable wage jobs, and local innovative businesses.
- ◆ The Transportation Element advances cleaner and more sustainable mobility options with provisions for complete streets that include multi-modal improvements and streets integrated with low impact, green, context-sensitive design. The City supports programs and strategies that advance alternatives to driving alone. Transportation planning is coordinated with neighboring jurisdictions through the Bellevue Kirkland Redmond transportation forecast model. The City is committed to conservation methods in the provision of public services.
- ◆ The Public Services and Utilities Elements assure infrastructure and services that support existing and future residents and businesses with level of service standards and funding of projects to achieve these standards established in the Capital Facilities Element.
- ◆ The Community Character Element contains goals that protect and enhance our neighborhoods, overall local identity and historic resources.
- ◆ The Human Services Element has goals to support organizations and programs that provide for those in need, youth and seniors.

The Comprehensive Plan also addresses local implementation actions in VISION 2040, including identification of underused lands and development trends for the buildable lands report, tracking of housing and employment growth, implementation strategies for its goals and policies, and monitoring mode-split goals for the City's growth. In addition, the plan also addresses updating capital projects to ensure that provisions for adequate public facilities and services are consistent with Comprehensive Plan and VISION 2040.

#### **Implementing the Plan**

The City's legislative and administrative actions and decisions must be in compliance with the adopted plan. To accomplish these actions and decisions, a number of tasks need to be completed. The Implementation Strategies noted in Chapter XIV list those steps. As the City updates the plan, some of its development regulations may need to be revised to be consistent with and to implement the plan. The Zoning Map needs to be updated to be consistent with and implement the Land Use Map of the Comprehensive Plan. The Comprehensive Plan is the policy basis for the development regulations.

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The goals and policies in the plan themselves are not regulatory, but are general guiding principles. Development regulations are the tools to be used in reviewing development applications and must be consistent with the Plan. In instances when the regulations appear to be inconsistent with the Comprehensive Plan, the regulations shall nonetheless govern. However, any inconsistencies must be resolved either by amending the regulations or revising the Plan.

Along with development regulations, the City may use the Comprehensive Plan as the policy basis for decisions and determinations under the State Environmental Policy Act (SEPA). Even so, the City has strived to integrate SEPA into the zoning permit review process as much as possible rather than using a separate environmental review process.

The plan contains subarea plans for each neighborhood or business district. These subarea plans contain goals and policies important to each neighborhood. However, if there are conflicts or inconsistencies between the Comprehensive Plan Elements and a neighborhood plan, the general plan element goals and policies apply.

The Comprehensive Plan will also be used to guide the City in developing its Capital Improvement Program and in the preparation or update of the various functional plans and programs.

The goals of the General Element are as follows:

**Goal GP-1: Cooperate and coordinate with all levels of government to achieve effective, efficient, and responsive governance for Kirkland's citizens.**

**Goal GP-2: Promote active community participation in all levels of planning decisions.**

### B. INTERGOVERNMENTAL COORDINATION

### III. GENERAL

*Goal GP-1: Cooperate and coordinate with all levels of government to achieve effective, efficient, and responsive governance for Kirkland’s citizens.*

*Policy GP-1.1: Update the Comprehensive Plan and development regulations in conformance with VISION 2040 and with the Countywide Planning Policies for King County.*

VISION 2040 is the long-range growth and transportation strategy for the central Puget Sound region encompassing King, Kitsap, Pierce, and Snohomish counties. The Countywide Planning Policies are required by the Growth Management Act to establish a framework to ensure that the city and county comprehensive plans are consistent.

*Policy GP-1.2: Work with adjacent jurisdictions and other governmental agencies to better coordinate on planning activities and development decisions, and in planning for issues of common regional or subregional interest.*

The City participates in a number of formal and informal planning and coordination forums, including State Regional and Countywide technical forums, committees and boards. The City should continue to be actively involved in these issues.

While GMA requires that the comprehensive plans of adjacent jurisdictions be consistent, the City should continue to coordinate with Eastside cities and King County on a number of planning activities such as land use, housing, transportation (traffic modeling, transit and commute trip reduction) and human services.

The City should also seek ways to improve coordination and communication with affected agencies to avoid duplication of effort, increase efficiency, and gain a better understanding of mutual issues. This can be accomplished through such techniques as interlocal agreements and joint meetings, and by providing opportunities for notification, review, and comment on major plans, programs, or development projects.

*Policy GP-1.3: Communicate Kirkland’s land use policies and regulations to the King County Assessor’s Office in order to ensure that assessment decisions do not conflict with land use decisions.*

As land use decisions are made, the City needs to coordinate with the Assessor’s Office. This will ensure that they have the most accurate and up-to-date information regarding the City’s land use.

### C. CITIZEN PARTICIPATION

The Growth Management Act establishes that cities shall have procedures providing for early and continuous public participation in the development and amendment of comprehensive plans and regulations that implement

### III. GENERAL

these plans. The Comprehensive Plan is based on involved community input and should continue to reflect the priorities and values of its residents and the business community.

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***Goal GP-2: Promote active community participation in all levels of planning decisions.***

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***Policy GP-2.1: Encourage public participation at the appropriate level in all planning processes and facilitate open communication between permit applicants and nearby residents and businesses prior to the initiation of development actions.***

There are a number of opportunities for public involvement in the planning process whether it involves the Comprehensive Plan, the adoption of development regulations, or in the review of development permits. Public participation early on in the process can reduce conflicts and result in more responsive decisions.

It is critical that the public be involved in the early stages of the planning process, particularly in the development and adoption of the City's Comprehensive Plan and development regulations. The goals and policies of the Comprehensive Plan and the standards and requirements in the zoning and subdivision regulations, and shoreline master program provide the basis for individual review of development applications or the construction of public facilities. At the time of permit review, many of the basic land use issues have already been determined. Citizen input should focus on development standards and other site-specific issues.

***Policy GP-2.2: Utilize a broad range of public involvement techniques and community forums to ensure that opportunities exist for all public views to be heard.***

Kirkland has utilized a number of techniques and procedures to ensure a wide range of participatory public involvement at the appropriate level. Some examples that are being used today and should continue are:

- ◆ Mailing, emailing, including use of listservs, and posting of notices to parties that may be affected by planning decisions;
- ◆ Notifying neighborhood, condominium and business associations, interested organizations and affected agencies.
- ◆ Creating and maintaining web pages that provide detailed information about plans and project;
- ◆ Offering interactive web forums around issues;
- ◆ Hosting neighborhood meetings by applicants for development permits early in the process;
- ◆ Using citizen advisory commissions and focus groups to oversee the planning process;
- ◆ Using a broad range of media to inform citizens of planning activities;

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- ◆ Holding public workshops, open houses, community conversations and discussion groups; and
- ◆ Providing opportunities for reconsideration or appeal of decisions.

In the future, other techniques should be explored as appropriate to ensure strong public involvement.

**Policy GP-2.3: Work closely with community groups, neighborhood associations, business organizations, and service clubs.**

The City encourages the formation of neighborhood associations and business forums. These types of organizations are an important part of the community's identity and character. The City should look for opportunities to involve these groups in decisions that affect them.

***Policy GP-2.4: Encourage active citizen participation in the planning and design of public facilities, particularly in affected neighborhoods and business areas.***

Many of the decisions on public facilities have significant issues that need to be addressed such as access, safety, environmental concerns, neighborhood character, and economic impacts. In the planning and design of public facilities it is important to have a process that facilitates public involvement by all parties.

## D. PLAN AMENDMENT

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### ***Amendment Process***

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The Growth Management Act specifies that the Comprehensive Plan may only be amended once a year, except for certain actions listed in Section 365-196-640 of the Washington Administrative Code, including amendments to the Capital Facilities Element that is part of adoption of the City budget. Amendments are to be considered concurrently so that the cumulative effect of the various proposals can be ascertained. The intent of this requirement is to ensure that piecemeal or individual amendments do not erode the integrity of the plan and are integrated and consistent with the balance of the plan.

The City generally reviews the Comprehensive Plan on an annual basis. Revisions are made to the Transportation and Capital Facilities Elements to update information and projects based on the City's Capital Improvement Program, and to all of the elements in response to amendments to the Growth Management Act and other State legislation or Countywide planning policies. Amendments are also made to correct any inconsistencies in the plan, to reflect any recently adopted functional plan, and to update general information.

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The Kirkland Planning Commission takes the lead role for reviewing the plan amendments as the City's citizen representative body responsible for conducting the public hearing and transmitting a recommendation to the City Council. The Houghton Community Council, Kirkland Transportation Commission and Park Board also may take public comment for amendment proposals within their jurisdiction and transmit recommendations to the Planning Commission and to the City Council.

Amendments are initiated in two ways: by the City or by a citizen, business or community group. A formal process to amend the plan, consistent with the requirements of the Growth Management Act, has been established. The Zoning Code contains the evaluation criteria and process for reviewing and deciding upon a proposal to amend the Comprehensive Plan. The process includes opportunities for public involvement and community participation.

The City amends the neighborhood plans as needed and when possible given the Planning Department's work program and City Council priorities.





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DATE: **September 10, 2014** Kevin Gifford

Kirkland Comprehensive Plan Update EIS –Alternatives Summary

**Table 1. Preliminary EIS Alternatives Summary**

	<b>No Action Existing Plan</b>	<b>Alternative 1 Major Centers</b>	<b>Alternative 2 Distributed Nodes</b>
<b>Summary</b>	Policy-based alternative that reflects currently adopted land use plans, policies, and regulations.	Alternative 1 would focus growth in major mixed use centers (Totem Lake and CBD 5/5A).	Alternative 2 would place most growth in major mixed use centers (Totem Lake and CBD 5), but distribute more housing growth to CBD 5, neighborhood centers and industrial areas with some reduction in employment and housing in Totem Lake and employment in CBD 5.
<b>Growth Targets</b>	All alternatives would accommodate 2035 growth targets of 8,361 housing units and 22,435 jobs.		
<b>General Level of Distribution and Land Use Patterns</b>	<ul style="list-style-type: none"> <li>• Totem Lake as major employment and housing growth center.</li> <li>• CBD 5 as secondary employment (office/retail) growth center.</li> <li>• Conversion of more employment in Light Industrial areas (industrial to office) follows existing trends.</li> <li>• Housing growth in neighborhood business with retail on ground floor at 3 stories.</li> <li>• Continued infill and short platting in neighborhoods.</li> </ul>	<p>Overall growth allocated primarily to Totem Lake and secondarily to CBD 5.</p> <ul style="list-style-type: none"> <li>• Slightly higher level of housing and employment growth in Totem Lake than No Action, including Mixed Use (residential with office/retail) in TL 10.</li> <li>• Higher employment growth in CBD 5 relative to Alternative 2.</li> <li>• No housing growth in neighborhood centers (ground floor retail only) relative to No Action.</li> <li>• Transition of Light Industrial to office continues in Norkirk and North Rose Hill LIT.</li> <li>• Remaining growth allocated proportionally to rest of the city.</li> </ul>	<ul style="list-style-type: none"> <li>• Lower increment of housing and employment growth in Totem Lake than No Action.</li> <li>• Increased higher-density housing in CBD 5 relative to No Action.</li> <li>• Increased higher-density housing in neighborhood centers relative to No Action.</li> <li>• Transition of Light Industrial to Mixed Use (residential/office/retail) in Norkirk and retail/hotel/office in North Rose Hill.</li> <li>• Remaining growth allocated proportionally to rest of the city.</li> </ul>

## MEMORANDUM

	<b>No Action Existing Plan</b>	<b>Alternative 1 Major Centers</b>	<b>Alternative 2 Distributed Nodes</b>
<b>Subarea Growth Patterns</b>			
<b>TL 2 Zone: Totem Lake Mall</b>	<ul style="list-style-type: none"> <li>Approved Master Plan redevelopment:               <ul style="list-style-type: none"> <li>622,000 sq ft commercial</li> <li>144,000 sq ft office</li> <li>226 residential units</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Similar to No Action</li> </ul>	Anticipate reduced intensity of development. <i>Will be reflected in the alternative if received in time.</i>
<b>TL 7 Zone: Eastern Industrial Area A (south of CKC)</b>	<ul style="list-style-type: none"> <li>Industrial and office development per adopted plans and zoning.</li> </ul>	<ul style="list-style-type: none"> <li>Increased office relative to No Action.</li> </ul>	<ul style="list-style-type: none"> <li>Increased residential uses and decreased office share relative to No Action.</li> </ul>
<b>TL 7 and 9A Zones: Eastern Industrial Area B (north and east of CKC)</b>	<ul style="list-style-type: none"> <li>Industrial and office development per adopted plans and zoning.</li> </ul>	<ul style="list-style-type: none"> <li>Increased office and retail development relative to No Action.</li> </ul>	<ul style="list-style-type: none"> <li>Similar to No Action.</li> </ul>
<b>TL 10D and 10 E Zones: Parmac</b>	<ul style="list-style-type: none"> <li>Office development per adopted plans and zoning.</li> </ul>	<ul style="list-style-type: none"> <li>Mixed use development, including residential and limited retail relative to No Action.</li> </ul>	<ul style="list-style-type: none"> <li>Increased industrial and reduced office development, relative to No Action.</li> </ul>
<b>CBD 5A – Parkplace</b>	<ul style="list-style-type: none"> <li>1.8 million sq ft of office and retail, per approved plan.</li> </ul>	<ul style="list-style-type: none"> <li>Reduce office and moderate increase in housing relative to No Action. <i>Will be reflected in the alternative if received in time.</i></li> </ul>	<ul style="list-style-type: none"> <li>Reduce office and moderate increase in housing relative to No Action. <i>Will be reflected in the alternative if received in time.</i></li> </ul>
<b>CBD 5 – MRM</b>	<ul style="list-style-type: none"> <li>Low rise office with retail on ground floor per current plan and zoning.</li> </ul>	<ul style="list-style-type: none"> <li>Increased office development with increased building heights.</li> </ul>	<ul style="list-style-type: none"> <li>Increased housing development with increased building heights.</li> </ul>
<b>Neighborhood Centers</b> <ul style="list-style-type: none"> <li>Kingsgate</li> <li>North Juanita</li> <li>Bridle Trails</li> <li>Houghton</li> <li>Inglewood</li> </ul>	<ul style="list-style-type: none"> <li>Assumes redevelopment with increase in housing at 1-2 stories along with 1 story retail.</li> </ul>	<ul style="list-style-type: none"> <li>No new growth. Existing 1-story retail.</li> </ul>	<p>More growth to neighborhood centers relative to No Action.</p> <ul style="list-style-type: none"> <li>Growth weighted toward housing development and assumes redevelopment at 4-5 stories residential and 1 story retail.</li> </ul>
<b>Light Industrial Technology Zones</b> <ul style="list-style-type: none"> <li>Norkirk</li> <li>North Rose Hill</li> </ul>	<ul style="list-style-type: none"> <li>Office development per adopted plans and zoning. No new industrial or residential uses.</li> </ul>	<ul style="list-style-type: none"> <li>Similar to No Action.</li> </ul>	<ul style="list-style-type: none"> <li>Mix of office, retail and residential development in Norkirk. Mix of retail, hotel and office in North Rose Hill.</li> </ul>

MEMORANDUM

	<b>No Action Existing Plan</b>	<b>Alternative 1 Major Centers</b>	<b>Alternative 2 Distributed Nodes</b>
<b>Citizen Amendment Requests</b>	Not included (no action taken)	All requests analyzed relative to these alternatives.	
<b>Implementation</b>	No change; no rezones.	<ul style="list-style-type: none"> <li>Planned Action adopted for Totem Lake to encourage desired development.</li> <li>Incremental changes to zoning in the Totem Lake, CBD 5, neighborhood centers and multifamily areas.</li> </ul>	<ul style="list-style-type: none"> <li>Planned Action adopted for Totem Lake to encourage desired development.</li> <li>Incremental changes to zoning in the Totem Lake, CBD 5, neighborhood centers multifamily and Light Industrial zones.</li> <li>Potential changes to height and/or density in existing neighborhood centers, multifamily and industrial areas.</li> </ul>



## Neighborhood Plan Updates with Comprehensive Plan Update Process

### Revisions to Existing Neighborhood Plans

- Incorporate **comments from neighborhood update meetings** into Neighborhood Plans
- **Integrate comments into General Elements** or Parks, Recreation and Open Space Plan (PROS Plan), Transportation Master Plan or Surface Water Master Plan
- **Minor clean up** of outdated text and maps such as:
  - Delete or revise text where existing Zoning Code regulations address development standards or properties that have been developed
  - Update factual information and conditions
- **Limited major policy changes**
- **Citizen Amendment Requests** will be evaluated in Environmental Impact Statement (EIS), and studied by the Planning Commission with a public hearing in spring 2015

### Plans for New Neighborhoods

- **Juanita** (North and South) neighborhood plans will be reorganized and combined into one. Limited policy changes
- **Kingsgate** - Outline the existing conditions in the neighborhood (land use, geological areas, sensitive areas etc) and incorporate public comments
- **Finn Hill** - Neighborhood requested to conduct a major neighborhood plan update in 2015

### Process

- **Fall 2014**- Planners attend neighborhood association meetings to present public comments received and discuss proposed revisions to Plans, information about CAR study areas
- **Neighborhood Associations submit comments** back to Planner in 3-4 weeks
- **Fall 2014 - Winter 2015** - Draft Plans are reviewed by Planning Commission and then considered as part of public hearing for Comprehensive Plan update