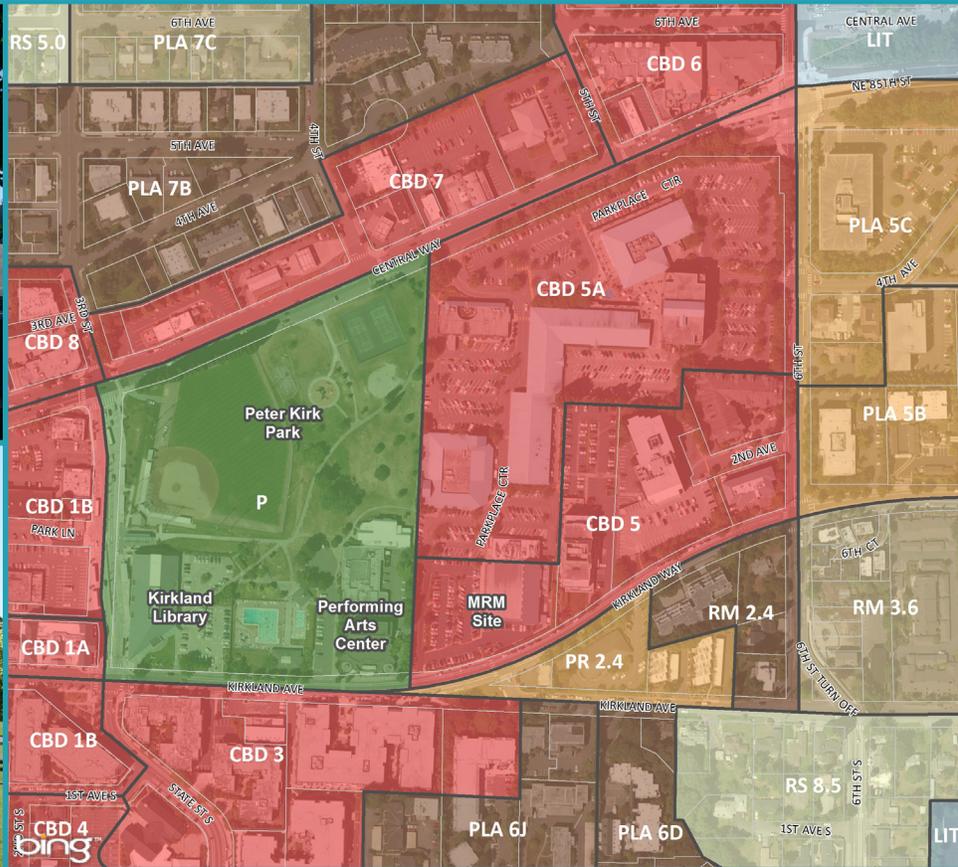


# MRM Private Amendment Request Draft Supplemental Environmental Impact Statement





October 17, 2013



**Subject:** MRM Private Amendment Request (PAR)

Dear Reader:

The MRM site is located at 434 Kirkland Way, and is 74,200 square feet (1.7 acres) in size. The site currently contains an office building of 21,258 square feet and surface parking.

The MRM Private Amendment Request (PAR) would amend the Kirkland Comprehensive Plan and Central Business District 5 (CBD 5) zoning to allow more intensive development. The Municipal Code Design Guidelines related to the CBD may also be amended. The proposed amendment would allow eight stories in building height (100 feet) rather than five stories (67 feet) as currently permitted. It could also allow more intensive residential use, which is currently limited to 12.5% of the gross floor area for the MRM site (KZC 50.35.110).

The City of Kirkland (City) has determined that the proposal requires study in a programmatic Supplemental Environmental Impact Statement (SEIS) pursuant to the State Environmental Policy Act (SEPA). The City issued a combined determination of significance and scoping notice on April 18, 2013.

The scope of the Draft SEIS includes the following topics:

- Land Use Patterns
- Relationship to Plans and Policies
- Population, Housing, and Employment
- Aesthetics
- Transportation
- Public Services
- Utilities

A report on fiscal and economic issues is also provided in an appendix to the SEIS.

For each topic of the Draft SEIS, the proposal and alternatives are evaluated. The Draft SEIS evaluates a large number of alternatives to test a variety of outcomes and provide comprehensive information to City officials and citizens about the environmental effects of the proposed PAR. These include office and residential use, both on-site and off-site, and different building heights. In all alternatives, ground floor retail is assumed with either office on upper stories or residential uses on upper stories. The alternatives are described in greater detail in Chapters 1 and 2 of the Draft SEIS.

No Action

1. Office Alternatives

- a. MRM site
- b. Off-Site
- c. CBD 5

2. Residential Alternatives

- a. MRM Site
- b. Off-Site
- c. CBD 5

In 2010, the MRM site was part of an alternatives analysis for the Parkplace development site, which is located immediately north of the MRM site: *Comprehensive Plan Land Use, Capital Facility, and Transportation Amendments and Zoning and Municipal Code Amendments Final Supplemental Planned Action Environmental Impact Statement (Final SEIS)* (City of Kirkland, 2010).

The City has established a 30-day comment period on this Draft SEIS, and is requesting comments on the Draft SEIS from citizens, agencies, tribes, and all other interested parties from **October 17, 2013 to 5:00pm, November 18, 2013**. All written comments should be directed to:

Angela Ruggeri, AICP, Senior Planner  
Department of Planning and Community Development  
City of Kirkland  
123 Fifth Avenue  
Kirkland, WA 98033  
[aruggeri@kirklandwa.gov](mailto:aruggeri@kirklandwa.gov)

In addition, the City will hold a public meeting to obtain comments on the Draft SEIS and proposed amendments as follows:

Planning Director and Planning Commission Public Meeting  
Thursday, November 14, 2013  
7:00 p.m.  
City Council Chambers  
123 5<sup>th</sup> Avenue  
Kirkland, WA 98033

Please see the City website for the Planning Commission schedule and any updates:  
[http://www.kirklandwa.gov/depart/planning/Planning\\_Commission.htm](http://www.kirklandwa.gov/depart/planning/Planning_Commission.htm)

To review project information or sign up to be notified by email of public meetings and other notices, please see the project website: [http://www.kirklandwa.gov/depart/planning/Code\\_Updates/PAR/MRM.htm](http://www.kirklandwa.gov/depart/planning/Code_Updates/PAR/MRM.htm).

Should you have questions, please contact Angela Ruggeri at the email address above or by phone at (425) 587-3256.

Sincerely,



Eric Shields, AICP, Director  
Department of Planning and Community Development  
SEPA Responsible Official

# FACT SHEET

## Project Title

MRM Private Amendment Request (PAR)

## Proposed Action and Alternatives

The proposal is a PAR to amend the Kirkland Comprehensive Plan, zoning map and/or zoning code to permit more intensive development on the MRM site. The Municipal Code Design Guidelines related to the Central Business District may also be amended as part of implementation. Developed uses under the PAR could be either residential or office use, and either residential or office use could contain ground floor retail. Building height would be a maximum of 100 feet (average building elevation). Currently, the CBD 5 zone limits building height to 67 feet (3-5 stories, depending in distance from Kirkland Way). Residential use is permitted in the CBD 5 zone for properties fronting on 2nd Avenue and Peter Kirk Park. However, residential development within 170 feet of Peter Kirk Park is limited to 12.5 percent of the gross floor area (KZC 50.35.110). The proposal would modify these existing limitations.

The proposal is located at 434 Kirkland Avenue. The 1.7-acre site is located within the Kirkland Central Business District (CBD), which is within the Moss Bay neighborhood. The site is contiguous to the Parkplace shopping center on the north and Kirkland Avenue on the south; a variety of civic uses are located to the west and northwest, including the Kirkland Performance Center, Peter Kirk Park and Pool, the Kirkland Transit Center and the Kirkland Library; office development is located to east. The site is designated CBD 5 on the Comprehensive Plan map and zoning map. The site currently contains a commercial building and surface parking.

The Draft SEIS evaluates a large number of several alternatives to test a variety of outcomes and provide comprehensive information to City officials and citizens about the environmental effects of the proposed PAR. These include office and residential use, both on-site and off-site, and different building heights. In all alternatives, ground floor retail is assumed with either office on upper stories or residential uses on upper stories. The alternatives are described in greater detail in Chapters 1 and 2 of the Draft SEIS.

### No Action

#### 1. Office Alternatives

- a. MRM site
- b. Off-Site
- c. CBD 5

#### 2. Residential Alternatives

- a. MRM Site
- b. Off-Site
- c. CBD 5

## Proponent

The proposal is sponsored by MRM Kirkland, LLC.

## Lead Agency

City of Kirkland

## Responsible Official

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Department of Planning and Community Development  
City of Kirkland  
123 5<sup>th</sup> Avenue  
Kirkland, WA 98033  
425-587-3226

## Contact Person

Angela Ruggeri, AICP, Senior Planner  
Department of Planning and Community Development  
City of Kirkland  
123 5<sup>th</sup> Avenue  
Kirkland, WA 98033  
425-587-3256

## Licenses or Permits Required

Implementation of the PAR or alternatives, except No Action, would require recommendations by the Planning Commission and action by the City Council to amend the Comprehensive Plan and Moss Bay Neighborhood Plan, and the zoning map and/or text of the zoning code to allow the uses and/or intensity of development that are evaluated in the SEIS.

Additional amendments to the Comprehensive Plan Transportation element or the Capital Facilities element, the Capital Improvement Program (CIP), and/or development regulations (possibly KZC Chapter 112) may also be required to implement the proposal. Potential changes are identified in the Draft Supplemental Environmental Impact Statement (Draft SEIS) based on the findings of the analysis. Any required amendments would be considered concurrent with City action on the PAR.

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**Draft EIS Date of Issuance**

October 17, 2013

**Draft EIS Comment Due Date**

November 18, 2013

**Public Comment Opportunities**

The City is requesting comments on the Draft SEIS from citizens, agencies, tribes, and all other interested parties from **October 17, 2013 to 5:00pm, November 18, 2013**. All written comments should be directed to:

Angela Ruggeri, AICP, Senior Planner  
Department of Planning and Community Development  
City of Kirkland  
123 Fifth Avenue  
Kirkland, WA 98033  
aruggeri@kirklandwa.gov

In addition, the City will hold a public meeting to obtain comments on the Draft SEIS and proposed amendments as follows:

Planning Director and Planning Commission Public Meeting  
Thursday, November 14, 2013  
7:00 p.m.  
City Council Chambers  
123 5<sup>th</sup> Avenue  
Kirkland, WA 98033

The City may also conduct study sessions before and after the meeting. Please see the City website for the Planning Commission schedule and any updates:

[http://www.kirklandwa.gov/depart/planning/Planning\\_Commission.htm](http://www.kirklandwa.gov/depart/planning/Planning_Commission.htm)

**Tentative Date of Implementation**

Winter 2014

## **Environmental Document Supplemented**

Comprehensive Plan Land Use, Capital Facility, and Transportation Amendments and Zoning and Municipal Code Amendments Final Supplemental Planned Action Environmental Impact Statement (Final SEIS), Issued August 16, 2010

## **Type and Timing of Subsequent Environmental Review**

At the time of a project application, development would be subject to SEPA review.

## **Location of Background Data**

City of Kirkland, Planning and Community Development Department.  
See Lead Agency and Responsible Official Address listed above.

## **Draft EIS Purchase Price**

Hard copies of the Draft SEIS are available for review at the Planning Department at City Hall, 123-5th Ave and at the downtown Kirkland Library, 308 Kirkland Ave. The document is posted on the City's Web site at [http://www.kirklandwa.gov/depart/planning/Code\\_Updates/PAR/MRM.htm](http://www.kirklandwa.gov/depart/planning/Code_Updates/PAR/MRM.htm). The purchase price of a copy of the Draft SEIS is based on reproduction costs of printed documents or compact discs.

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## 1.0 SUMMARY

### 1.1 Purpose of Proposed Action

The proposal is a Private Amendment Request (PAR) to amend the Kirkland Comprehensive Plan, zoning map, and/or zoning code to permit more intensive development on the MRM site (434 Kirkland Way), which is adjacent to the Parkplace shopping center immediately to the north. Redevelopment of the Parkplace property was analyzed under a Planned Action Environmental Impact Statement (EIS) in 2008. The MRM site is located within the Kirkland Central Business District (CBD), and the property is zoned CBD-5. One option for the PAR is to amend the provisions of the CBD-5 zone to allow greater building height and increase the proportion of a building that can be developed for residential uses. Another option is to permit greater building height and more intensive office development.

### 1.2 State Environmental Policy Act Process

Pursuant to the State Environmental Policy Act (SEPA), the City published a Determination of Significance (DS)/scoping notice on April 18, 2013. The notice announced that a supplemental environmental impact statement (SEIS) would be prepared and invited public comment on the scope of the document, including areas for discussion and alternatives that would be considered. The comment period ended on May 9, 2013. Five written comment letters were received. Elements of the environment that were identified as a result of scoping, and are addressed in the SEIS, include: land use patterns; relationship to plans, policies and regulations; aesthetics (height, bulk and scale, views); transportation; public services; and utilities. Information regarding economic and fiscal issues is also provided in an appendix to the EIS.

The SEIS is programmatic or non-project in nature (per WAC 197-11-442 and 197-11-774) and it does not evaluate a specific development proposal. Construction impacts, therefore, are not addressed at this stage of environmental review. If the proposed PAR is approved by the City Council, additional environmental review would occur in the future when a project-specific development application is submitted.

### Prior Environmental Review

This SEIS supplements the Draft and Final SEISs published in 2010 for the Parkplace project. That project included amendments to the Comprehensive Plan and zoning code to permit redevelopment and intensification of land uses of the Parkplace shopping center site in downtown Kirkland. The Parkplace site is adjacent to the MRM property and many of the environmental issues raised by that proposed action are similar to those associated with the MRM PAR. Based on the direction provided in a decision of the Central Puget Sound Growth Management Hearings Board [CPSGMHB] (*Davidson Serles v. City of Kirkland*), the Parkplace Final SEIS considered a range of on-site and off-site alternatives. A site screening and selection study was performed to identify appropriate off-site alternatives (see Appendix B). Relevant information in the Parkplace SEIS is being used in the present document, as encouraged by the SEPA statute and rules.

### 1.3 Public Involvement

The City issued a Determination of Significance for the MRM PAR on April 18, 2013 and invited the public to comment on the scope of the Supplemental EIS. At the close of the 21-day comment period, on May 9, 2013, the City had received five written comments.

This Draft SEIS will be available for public review and comment for a period of 30 days, during which time comments may be submitted to the City of Kirkland. At the close of the comment period, all comments received will be reviewed, and responses will be published in the Final SEIS.

## 1.4 Proposed Action, Alternatives, and Objectives

### Objectives

#### **General Objectives**

- Develop a mix of uses.
- Plan the site to connect to the neighborhood.
- Create transitions to neighboring uses.
- Enhance the pedestrian environment.
- Integrate vehicle access with the neighborhood.
- Incorporate sustainability principles into development.

#### **Office Development**

- Accommodate additional employment in the CBD in a mixed-use development containing retail/services and office uses.
- Increase employment proximate to the Transit Center to encourage greater use of public transit and to decrease dependency on single occupant vehicle use.

#### **Residential Development**

- Create additional housing opportunities in the CBD.
- Accommodate additional housing at urban densities in a location proximate to a wide range of goods and services, and public amenities.
- Locate housing proximate to the Transit Center to encourage greater use of public transit and to decrease dependency on single occupant vehicle use.
- Provide affordable housing.

### Proposed Action and Alternatives

As noted previously, the proposed action (MRM PAR) is programmatic/non-project and legislative in nature (i.e., amendment of the Comprehensive Plan and zoning code), and the alternatives are programmatic/non-project in nature as well. A specific development proposal has not been submitted for the MRM property and buildings have not been designed. The SEIS evaluates a large number of alternatives to test a variety of outcomes and provide comprehensive information to City officials and citizens about the environmental effects of the proposed PAR. As noted, these include office and residential use, both on-site and off-site, and different building heights. In all alternatives, ground floor retail is assumed with either office on upper stories or residential uses on upper stories.

The Alternatives analyzed in this SEIS are summarized below. A detailed description of each alternative can be found in Chapter 2.

#### **No Action Alternative**

The No Action alternative assumes that the City Council would not take action on the MRM proposal, but that the MRM site would be developed for office and retail uses at the intensity permitted in existing zoning regulations. An estimated 249,312 square feet of building area could be developed, comprised of 199,450 square feet of office use and 49,862 square feet of ground floor retail use at a maximum building height of 67 feet. A No Action residential scenario is not considered in the SEIS because that option is not considered economically practical due to the limited number of units permitted by existing zoning regulations.

**Alternative 1: Office Development (Maximum Development)**

The office development alternatives represent the most intensive use of the MRM property and of the alternative sites. Four scenarios are evaluated; each includes primarily office use with ground floor retail in a 100-foot tall building.

1.A MRM SITE

Alternative 1.a evaluates development of an office building on the MRM site which would include 264,523 gross square feet of area, including approximately 33,065 square feet of ground floor retail use and 231,458 square feet of office space above. Developed floor area ratio and building height would be the same as what has been approved for development on the adjacent Parkplace site.

1.B OFF-SITE ALTERNATIVE (POST OFFICE SITE)

Under Alternative 1.b, 1.7 acres of the Post Office site would be redeveloped for the same type, amount and form of development as the MRM site: 264,523 gross square feet, 33,064 square feet of ground floor retail, and the balance in office space, in a 100-foot building.

Alternative 1.b also evaluates development of the entire Post Office site (3.3 acres) for an amount of office/retail development comparable to CBD 5 development (Alternative 1.c).

1.C CBD 5 REDEVELOPMENT

Alternative 1.c assumes that all of CBD 5 would be rezoned and that three other properties within CBD 5 that are considered under-developed (520 Kirkland Way, 550 Kirkland Way and 570 Kirkland Way) could redevelop in the future, in whole or part, for the same uses and at the same intensity as proposed for the MRM property. The cumulative amount of redevelopment assumed for Alternative 1.c, including the MRM proposal, would be 540,593 square feet, including 473,019 square feet of office use and 67,574 of retail use in a 100-foot tall building.

**Alternative 2: Residential Development**

In general, all Alternative 2 residential development scenarios are expected to reduce environmental impacts to some degree relative to an office development for most elements of the environment, particularly traffic. The comparative fiscal and economic impacts of office and residential use are identified in a separate report which is appended to, but not part of, the Draft SEIS (see Appendix D), pursuant to WAC 197-11-440(8) and 197-11-448.

2.A MRM SITE

Under Alternative 2.a, the MRM site would be developed primarily for multi-family residential use, with retail uses on the ground floor. Approximately 289 residential units could be developed, assuming a unit size of 800 square feet. Ground floor retail use (33,065 square feet) would be the same as for Alternative 1.a.

2.B OFF-SITE ALTERNATIVE (POST OFFICE SITE)

Under Alternative 2.b, 1.7 acres of the Post Office site would be redeveloped for the same type, amount and form of development as the MRM site: 264,523 gross square feet, 33,064 square feet of ground floor retail and 289 multi-family residential units in a 100-foot building. Alternative 2.b also evaluates development of the entire Post Office site (3.3 acres) for an amount of office/retail development comparable to CBD 5 development (Alternative 2.c).

2.C CBD 5

Alternative 2.c assumes that in addition to the MRM property, all or portions of three other properties within CBD 5 that are considered under-developed (520 Kirkland Way, 550 Kirkland Way and 570 Kirkland Way) could redevelop in the future for residential use. The cumulative amount of redevelopment assumed for Alternative 2.c, including the MRM proposal, would be 540,593 square feet, including 67,574 of retail use and 591 residential units in a 100-foot building. A lower building height scenario is also analyzed. Moreover, to provide an additional

comparison of impacts, this same amount of development is evaluated on the entire 3.3-acre Post Office site (Alternative 2.b).

## 1.5 Summary of Impacts and Mitigation Measures

### Major Impacts of the Alternatives

#### *Land Use Patterns*

All alternatives could intensify sites in the Downtown vicinity with either mixed office/ retail or mixed residential/retail uses compared to existing uses. Building height and intensity would be similar to what the City has approved for the Parkplace site. The residential alternatives would reflect and continue the observed trend in the CBD, manifest for more than 20 years, of redevelopment of sites for mixed-use residential, where zoning also permits office use. The residential alternatives would not significantly reduce overall job capacity in the CBD or the City as a whole. Parkplace will still be the primary job center in the CBD regardless of the alternative selected, and Totem Center the largest job center in the City.

#### *Relationship to Plans and Policies*

Consistent with the Growth Management Act, Vision 2040, and Countywide Planning Policies, all alternatives, whether office or residential would:

- Allow for development in Downtown Kirkland where services exist or can be improved in an efficient manner.
- Focus development in an urban area at relatively higher intensities and help reduce the potential for sprawl.
- Accomplish either jobs in proximity to nearby residential neighborhoods or residential mixed use near current and/or planned jobs.
- Allow for development in the pedestrian-oriented Downtown area, which is considered an Activity Center in the Kirkland Comprehensive Plan.
- Be served by multiple transportation modes including transit, and would be subject to the City's concurrency requirements.
- Include ground floor retail that would provide some jobs.
- Provide a reasonable use of property for the locations under study.
- Allow for consideration of permits in a predictable manner based on adopted rules.
- Increase the demand for open space and recreation.
- Be subject to City sensitive area standards and water quality standards.
- Increase the demand for public services including police, fire, and parks.
- Be subject to City requirements for cultural resources protection.
- Be located away from activities that may use or produce potentially harmful substances.

Related to the Kirkland Comprehensive Plan and Moss Bay Neighborhood Plan, all alternatives would:

- Add to the rich mix of uses described in the vision statement.
- Apply human scale design standards to new development.
- Increase the demand for park use.
- Not result in significant impact to public views.

- Provide for growth in proximity to a transit center, which can be served by multiple transportation modes including transit; any development would also be subject to the City's concurrency requirements.
- Focus development in an urban area at relatively higher intensities and help reduce the potential for sprawl.
- Depending on the predominant use, the Alternatives would enhance capacity for jobs or housing, but not both.
- Be developed in accordance with City development regulations to provide for an orderly and sensitive development pattern that fits into the local character.
- Increase the scale of future development on studied sites, and would be subject to design review.
- Encourage employment and/or housing in the Downtown, and both uses would contribute to added liveliness and activity.
- Provide for services, restaurants, galleries and shops in the ground floor that would reinforce the CBD as a destination.
- Reinforce the mixed use character of downtown and further the economic success of the Downtown commercial area.
- Contribute retail/services at the ground floor and either employment or housing above, both of which can support businesses directly or indirectly.
- Increase either office or housing floor areas through redevelopment.

### ***Population, Housing, and Employment***

Any of the office alternatives would add job capacity which could help meet the City's employment growth target. None of these alternatives would remove existing housing as the one existing multifamily building in CBD 5 would remain.

The Office Alternatives for any of the study locations would increase the Moss Bay Neighborhood capacity for jobs, though Parkplace would continue to be the major and single largest employment location in that neighborhood. Most of the City's future job growth would still occur in Totem Center which is the City's designated Urban Center.

Comparing the office and residential alternatives to each other, however, also shows significant differences in employment: there would be minimal job loss or gain in residential alternatives, and greater job additions in office alternatives.

Additional housing would help the City meet its housing target. The mixed-use residential alternatives would also produce ground floor retail/service jobs; the net number of jobs would range from a small decrease for the MRM PAR to small increases for the other residential alternatives.

Residential development of any of the study locations, under any residential alternative would not change the primary location of job capacity in the CBD – the Parkplace site would continue to have the greatest capacity and share of new job growth in the Moss Bay Neighborhood. In any case, the largest future increase in jobs in the City would occur in Totem Lake Neighborhood, the City's designated Urban Center.

### ***Aesthetics***

Under each of the alternatives, building heights and lot coverage would increase on their respective development sites. Resulting development would be more visually prominent, and would create a more intensive visual character along street frontages and property boundaries. While pedestrian-oriented urban environments are often improved by buildings that are located close to the street and provide strong pedestrian connections, large buildings that block a large part of pedestrians' cone of vision can negatively affect the pedestrian experience.

Existing or new design standards would be applied under all alternatives to minimize conflicts of scale and ensure that new development is sensitive to pedestrians, the streetscape and surrounding development.

### ***Transportation***

Under any of the alternatives, traffic congestion, as measured by volume-to-capacity (V/C) ratios, would increase only marginally compared to No Action. Differences between the residential and office alternatives are not significant. All intersections in the CBD would meet adopted Level of Service standards. All alternatives, including the No Action Alternative, would result in an 0.02 exceedance of the V/C threshold average for the Northwest Subarea (Totem Lake neighborhood west of I-405). However, this would occur with or without any of the alternatives; the action alternatives would increase the exceedance by 0.00 to 0.01. Mitigation measures for this impact are identified.

### ***Public Services***

Under all alternatives, future development would increase demand for police, fire protection and emergency medical services. Demand for parks and recreation facilities, as well as schools, would only occur in response to population growth associated with residential development alternatives. The precise level and nature of demand for public services would vary by alternative.

### ***Utilities***

Development under all alternatives would generate additional demand for water and sewer services. All alternatives would also require upgrades to water and sewer infrastructure (i.e., conveyance pipes) in the study area, both to correct existing system deficiencies and respond to additional demand. Precise levels of increased demand and specific system improvements required would vary by alternative and would be confirmed when a specific project is proposed.

## **Matrix of Impacts by Alternative**

Table 1-1 highlights the impacts that could potentially result from the alternatives analyzed in the SEIS. This summary table is selective and is not intended to be a substitute or replacement for the complete discussion of impacts contained in Chapter 3.

**Table 1-1. Summary of Impacts by Alternative**

| Resource                     | No Action Alternative   | Alternative 1 (Office Alternatives)   |   |   | Alternative 2 Residential Alternatives)   |  |   |
|------------------------------|---|---|---|---|---|--|---|
|                              |   | 1A. MRM   | 1B. Off-Site  | 1C. CBD 5   | 2A. MRM   | 2B. Off-Site   | 2C. CBD 5   |
| <b>3.1 Land Use Patterns</b> |   |   |   |   |   |  |   |
| <i>Intensity and Uses</i>    | Compatible in intensity and use pattern with adjacent uses. No changes to zoning would occur. | Current low intensity office use would be demolished and replaced by a more intensive and taller office building with ground floor retail. Consistent with surrounding office, multifamily, and mixed uses though more intense and taller.<br><br>Change in the character of development adjacent to Kirkland Performance Center; more intensive use and increased activity adjacent to the Kirkland Performance Center and the park. However the existing access easement and required height step backs can reduce impacts. | Represents a more intensive use than the existing open vehicle storage, loading and unloading, if the site partially develops. Alternative 1B at CBD 5 levels of development is also a more intensive use than the Post Office building, due to full redevelopment of the site. Some differences in patterns and levels of activity could result from office use and could be noticeable to residents on the south.<br><br>A 100-foot tall building could change the character of the neighborhood and impact perceptions of privacy. NE 85 <sup>th</sup> Street, and onsite landscaping along creek could help shield the building from some | This portion of the CBD is planned for an intensive mix of office, retail/commercial, transportation, civic, and recreational uses. Given the approved Parkplace redevelopment to the north, a pattern of more intense office and retail uses is already established but would extend to the south to the CBD 5 zone and face low and midrise office, multifamily, and mixed uses to the south. The differences in intensity could be reduced with the application of setbacks and design standards.<br><br>Alternative 1c would increase intensity incrementally. Potential changes in the CBD 5 zone development character adjacent | Adding a residential mixed use building would introduce a new use adjacent to the current and planned commercial office and retail uses to the north and east, but would be similar in character to the mix of uses to the south.<br><br>As with Alternative 1a, there would be an increase in activity levels on site adjacent to Peter Kirk Park and related civic uses, and a potential for increased day and evening use.<br><br>The change in scale is similar to Alternative 1a. Since residential floor-to-floor heights can be less than for office, it is possible that a residential mixed use building could be designed to a lesser height than an office mixed use | See Alternative 1B. Residential uses would be more compatible with the residential uses to the south.<br><br>Potential for residential buildings to be designed to a lesser height than office uses as described for Alternative 2a. | Alternative 2c would change the character of the largely office block to a residential block with ground floor retail. There could be more daytime and evening activity onsite due to the retail and residential uses.<br><br>The potential building scale within the CBD 5 zone under Alternative 2c would be greater than surrounding mid-rise uses but similar to Parkplace. A residential mixed use building could be designed to a lesser height than an office mixed use building.<br><br>Redevelopment at 100 feet would be compatible with the planned Parkplace redevelopment.<br><br>Impacts adjacent to the Kirkland |

| Resource                | No Action Alternative  | Alternative 1 (Office Alternatives)  |  |   | Alternative 2 Residential Alternatives)  |   |  |
|-------------------------|--|--|--|---|--|---|--|
|                         |  | 1A. MRM  | 1B. Off-Site   | 1C. CBD 5   | 2A. MRM  | 2B. Off-Site  | 2C. CBD 5  |
|                         |  |  | locations. Alternative 1B avoids potential conflicts with Peter Kirk Park, due to greater distance.  | to Peter Kirk Park would be similar to Alternative 1a.  | building.  |   | Performance Center are similar to Alternative 2A.  |
| <i>Indirect Impacts</i> | No significant indirect impacts. May attract employees to retail/service uses; such uses are also available in the adjacent Parkplace development. | No significant indirect impacts. May attract employees to retail/service uses; such uses are also available in the adjacent Parkplace development. The taller building height could serve as a precedent on nearby redevelopable parcels within CDB 5. Although this precedent has already been established by Parkplace, Alternative 1a could add to it to some extent. | Indirectly, rezoning this site to permit office use could serve as a precedent for rezoning of adjacent parcels to achieve more intensive development or to permit new retail use where it is presently not allowed. | Redevelopment of CBD 5 may be viewed as an indirect result of rezoning the MRM site or of the prior rezone of Parkplace. More generally, it can also be seen as a result of the attractiveness of the Kirkland CBD and the city as a whole. | Alternative 2A would not create a new precedent for mixed use residential development, and it would be consistent with the land use pattern in the Downtown, and recent mixed use trends, i.e., residential uses in zones also allowing commercial uses. Most of CBD-5 is already in office use but Alternative 2a could reinforce the trend for residential redevelopment over time. Parkplace would continue to be the primary office center in the CBD. | Rezoning the Post Office site would allow more intensive land uses and could, indirectly, serve as a precedent for additional rezone requests for sites along 4 <sup>th</sup> or 5 <sup>th</sup> Avenues. | Potential indirect impacts would be the same as identified for Alternative 2b, except that the additional rezone requests could occur closer to the core of the CBD. |

**3.2 Plans and Policies**

See Chapter 3 for full discussion. Also see Table 1-2.

| Resource                                       | No Action Alternative                     | Alternative 1 (Office Alternatives)        |  |  | Alternative 2 Residential Alternatives)  |  |   |
|--|---|--|--|--|--|--|---|
|  |   | 1A. MRM                                    | 1B. Off-Site                               | 1C. CBD 5                                  | 2A. MRM  | 2B. Off-Site   | 2C. CBD 5   |
| <b>3.3 Population, Housing, and Employment</b> |   |  |  |  |  |  |   |
| <i>Population/Housing Growth</i>               | No effect on population or housing growth | No effect on population or housing growth. | No effect on population or housing growth. | No effect on population or housing growth. | Multifamily housing would occur on the MRM site (Alternative 2a), adding 289 dwelling units, (with a potential for affordable housing), and about 495 persons. | If development at the same level as Alternative 2A were to occur on the portion of the Post Office residential dwellings and population would be equal to Alternative 2A. If the whole site redeveloped population and employment would be similar to Alternative 2C. Affordable housing would be provided consistent with KZC 112 if the code were amended. | If additional sites were to redevelop or infill in the CBD 5 zone (Alternative 2c), the level of housing in the zone as a whole could increase dramatically from 60 to 651 dwelling units, and correspondingly from 103 persons to 1,115 persons, a net increase of 591 dwellings and 1,012 persons on the sites most likely to redevelop. Affordable housing would be provided consistent with KZC 112 if the code were amended. |

| Resource                 | No Action Alternative   | Alternative 1 (Office Alternatives)  |  |  | Alternative 2 Residential Alternatives)  |   |   |
|--------------------------|---|--|--|--|--|---|---|
|                          |   | 1A. MRM  | 1B. Off-Site   | 1C. CBD 5  | 2A. MRM  | 2B. Off-Site  | 2C. CBD 5   |
| <i>Employment Growth</i> | The No Action alternative would contribute about 893 jobs, which is similar to the MRM Office Alternative (1a) at 992 jobs. | Office development with ground floor retail on the MRM site (Alternative 1a) would result in a potential for 992 total jobs, compared to the existing 85 jobs; this is a net increase of 907 jobs. | Similar future job levels with Alternative 1a or 1c are also possible on the offsite Post Office location with Alternative 1b. | In Alternative 1c, there would be a potential for 2,521 total jobs, compared to the 625 jobs that are now in the CBD 5 zone; this is a net increase of 1,895 jobs in the zone. | The existing 85 office jobs would be replaced with 66 retail jobs, a reduction of 19 jobs. | If the site partially redevelops there would be no change in Post Office jobs and 66 new retail jobs could be provided.<br><br>If the site fully redeveloped, the net increase in jobs would be the replacement of 82 post office jobs with 135 retail jobs, a net increase of 53 jobs. | The total jobs in the zone would slightly increase from 625 to 629; on the redevelopment sites themselves, the 132 existing office jobs would transform to 135 retail jobs, a net increase of 3 jobs. |

| Resource                | No Action Alternative   | Alternative 1 (Office Alternatives)   |  |  | Alternative 2 Residential Alternatives)   |   |   |
|-------------------------|---|---|--|--|---|---|---|
|                         |   | 1A. MRM   | 1B. Off-Site   | 1C. CBD 5  | 2A. MRM   | 2B. Off-Site  | 2C. CBD 5   |
| <b>3.4 Aesthetics</b>   |   |   |  |  |   |   |   |
| <i>Visual Character</i> | Visual prominence of development would increase over current conditions but would be comparable in height and character to existing nearby buildings. | Increased visual prominence over current conditions due to increased height, which could negatively affect the pedestrian experience. | Increased visual prominence over current conditions due to increased height.<br>New development would likely be out of scale with the existing post office building and surrounding development. Redevelopment could substantially change the visual character of the site and the surrounding properties.<br>Full redevelopment at CBD 5 intensity would be substantially out of scale and character with the surrounding properties. | Increased visual prominence over current conditions due to increased height and location of development closer to the street on most CBD 5 properties.<br>100-foot tall buildings could substantially alter the visual character of the intersection of Kirkland Way and 6 <sup>th</sup> Street.<br>Potential cumulative visual contrast with lower-intensity development on the south side of Kirkland Way. | Impacts would be similar to 1A, except that upper-floor residential uses are anticipated to include reduced building heights and a greater façade modulation. Impacts are anticipated to be reduced compared to Alternative 1A. | Impacts would be similar to 1B, except that upper-floor residential uses are anticipated to include reduced building heights and greater façade modulation. Impacts are anticipated to be reduced compared to Alternative 1B.<br>Full redevelopment at CBD 5 intensity would result in significant impacts to visual character due to the overall mass and scale of the building. | Impacts would be similar to 1C, except that upper-floor residential uses are anticipated to include reduced building heights and greater façade modulation. Impacts are anticipated to be reduced compared to Alternative 1A. |

| Resource | No Action Alternative  | Alternative 1 (Office Alternatives)  |   |  | Alternative 2 Residential Alternatives   |  |  |
|----------|--|--|---|--|--|--|--|
|          |  | 1A. MRM  | 1B. Off-Site  | 1C. CBD 5  | 2A. MRM  | 2B. Off-Site   | 2C. CBD 5  |
| Views    | <p><u>Viewpoint 1:</u> No Action would add a moderately prominent foreground visual element to this viewpoint. Impacts would be lower than Alternative 1A.</p> <p><u>Viewpoint 2:</u> Similar to Alternative 1A, this Alternative would have very limited potential to encroach on views from this viewpoint. No impacts are anticipated.</p> <p><u>Viewpoint 3:</u> No Action would add a moderately prominent foreground visual element to this viewpoint. Impacts would be lower than Alternative 1A.</p> | <p><u>Viewpoint 1:</u> This viewpoint does not offer views of any designated visual resources, but Alternative 1A would add a prominent visual element to the foreground and potentially reduce the sense of openness associated with the view.</p> <p><u>Viewpoint 2:</u> Due to setback requirements, topography, and vegetation, redevelopment under Alternative 1A would not encroach on this view corridor, and existing views would not be affected.</p> | <p><u>Viewpoint 4:</u> Alternative 1B would add a prominent foreground and mid-ground visual element that would be visible behind the existing post office. Redevelopment of the Post Office site at CBD-5 intensity would block all views from Viewpoint 4 and would likely disrupt views from all surrounding properties.</p> | <p><u>Viewpoint 1:</u> Impacts would be similar to Alternative 1A. Development on the MRM site would screen most of the new CBD 5 development from this viewpoint.</p> <p><u>Viewpoint 2:</u> New development would add prominent foreground and mid-ground visual elements, encroaching on views of the sky on the north side of the view corridor.</p> <p><u>Viewpoint 3:</u> Impacts would be similar to Alternative 1A. Development on the MRM and Parkplace sites would screen new CBD 5 development from this viewpoint.</p> | <p>View impacts would be similar to Alternative 1A for all viewpoints. Upper-story residential uses could potentially reduce building height, slightly reducing impacts on views compared to upper-story office development.</p> | <p>View impacts would be similar to Alternative 1B for all viewpoints. Upper-story residential uses could potentially reduce building height, slightly reducing impacts on views compared to upper-story office development.</p> | <p>View impacts would be similar to Alternative 1C for all viewpoints. Upper-story residential uses could potentially reduce building height, slightly reducing impacts on views compared to upper-story office development.</p> |

| Resource               | No Action Alternative  | Alternative 1 (Office Alternatives)   |   |  | Alternative 2 Residential Alternatives   |  |  |
|------------------------|--|---|---|--|--|--|--|
|                        |  | 1A. MRM   | 1B. Off-Site  | 1C. CBD 5  | 2A. MRM  | 2B. Off-Site   | 2C. CBD 5  |
| <i>Views (cont'd)</i>  |  | <p><u>Viewpoint 3:</u> New development on the MRM site would be partially screened by existing vegetation in Peter Kirk Park, but would contribute to the cumulative visual effects of high intensity development approved on the Parkplace site.</p> |   |  |  |  |  |
| <i>Light and Glare</i> | <p>Ambient light and glare would increase due to, additional exterior illumination and vehicular traffic to and from the site, increasing light and glare along Kirkland Way and at Peter Kirk Park, though at a reduced level compared to Alternative 1A.</p> | <p>Ambient light and glare would increase due to additional exterior illumination and vehicular traffic to and from the site, increasing light and glare along Kirkland Way and at Peter Kirk Park.</p>   | <p>Ambient light and glare would increase due to additional exterior illumination and vehicular traffic to and from the site; increased light and glare could impact nearby residential developments.</p> | <p>Light and glare impacts would be similar to Alternative 1A, though covering all of Kirkland Way, including the intersection with 6<sup>th</sup> Street. Ambient lighting along Kirkland Way would increase proportionately to the amount of development that would occur.</p> | <p>Impacts would be similar to Alternative 1A, except that lighting impacts would also occur during evening hours, due to residential occupancy.</p> | <p>Impacts would be similar to Alternative 1B, except that lighting impacts would also occur during evening hours, due to residential occupancy.</p> | <p>Impacts would be similar to Alternative 1C, except that lighting impacts would also occur during evening hours, due to residential occupancy.</p> |

| Resource                  | No Action Alternative  | Alternative 1 (Office Alternatives)   |   |  | Alternative 2 Residential Alternatives)  |  |  |
|---------------------------|--|---|---|--|--|--|--|
|                           |  | 1A. MRM   | 1B. Off-Site  | 1C. CBD 5  | 2A. MRM  | 2B. Off-Site   | 2C. CBD 5  |
| <i>Shading Conditions</i> | Minor shading impacts could occur under No Action, similar to Alternative 1A, but at a reduced level due to lower building height. | Taller building heights would increase shading conditions on the site, and on adjacent properties. Alternative 1A would have the potential to increase shading on the eastern edge of Peter Kirk park (morning) and the adjacent Davidson property (evening). | Alternative 1B would increase shading on the site and on adjacent properties to the east. Morning shadows would affect the existing post office building and parking area. Afternoon shadows would affect the western edge of the office property immediately to the east. Winter morning shadows would also occur on 4 <sup>th</sup> Avenue and the adjacent pedestrian trail that runs to the north of the property. Redevelopment at CBD 5 intensity would expand shading on 4 <sup>th</sup> Avenue, 5 <sup>th</sup> Avenue, and the pedestrian trail. | Alternative 1C would increase shading conditions throughout the CBD 5 zone, but would be most pronounced at the eastern edge of Peter Kirk Park and southeastern corner of Parkplace (morning) and the Watermark property and on 6 <sup>th</sup> Street (winter afternoons). | Shading impacts would be similar to Alternative 1A, but at a reduced level. Upper-story residential uses are anticipated to reduce overall building heights, thereby reducing shading impacts. | Shading impacts would be similar to Alternative 1B, but at a reduced level. Upper-story residential uses are anticipated to reduce overall building heights, thereby reducing shading impacts. | Shading impacts would be similar to Alternative 1C, but at a reduced level. Upper-story residential uses are anticipated to reduce overall building heights, thereby reducing shading impacts. |

| Resource                        | No Action Alternative  | Alternative 1 (Office Alternatives)   |   |  | Alternative 2 Residential Alternatives)  |   |   |
|---------------------------------|--|---|---|--|--|---|---|
|                                 |  | 1A. MRM   | 1B. Off-Site  | 1C. CBD 5  | 2A. MRM  | 2B. Off-Site  | 2C. CBD 5   |
| <b>3.5 Transportation</b>       |  |   |   |  |  |   |   |
| <i>Trip Generation</i>          | The traffic model uses build-out under the No Action Alternative as a “baseline” to which the action alternatives are compared.  | 18 total net new PM Peak hour trips, compared to No Action.   | 50 total net new PM Peak hour trips for Infill Redevelopment, compared to No Action.<br><br>634 total net new PM Peak hour trips for Redevelopment at CBD 5 intensity, compared to No Action. | 544 total net new PM Peak hour trips, compared to No Action.   | 262 fewer net new PM Peak hour trips, compared to No Action.   | 230 fewer total net new PM Peak hour trips for Infill Redevelopment, compared to No Action. | PM Peak hour trips were not calculated for this alternative but are anticipated to be significantly lower than Alternative 2A, as the residential uses would reduce trips across the entire CBD 5 zone. |
| <i>Concurrency</i>              | Under the No Action Alternative, the V/C concurrency ratio for the Northwest Subarea (Totem Lake area west of I-405) would be exceeded by 0.02. All other individual intersections and analysis areas are projected to operate within City-defined concurrency thresholds in 2022, assuming the City’s existing transportation improvement plan is in place. |   |   |  |  |   |   |
| <i>Parking</i>                  | Under all alternatives, parking supply would be evaluated at the project level when specific development proposals are submitted. Parking in the study area would be subject to all requirements of the Kirkland Zoning Code.  |   |   |  |  |   |   |
| <i>Transit</i>                  | The study area is well-served by transit, including the nearby Kirkland Transit Center. No adverse impacts are expected under any of the alternatives.   |   |   |  |  |   |   |
| <i>Non-Motorized Facilities</i> | All alternatives would need to design future buildings for support of pedestrian and bicycle traffic; the precise level of demand would be assessed at the project level when specific development proposals are submitted. All non-motorized access and circulation features would be subject to the requirements of the City’s code.                       |   |   |  |  |   |   |
| <b>3.6 Public Services</b>      |  |   |   |  |  |   |   |
| <i>Police</i>                   | <ul style="list-style-type: none"> <li>•674 additional calls for service per year.</li> <li>•0.45 new police officers required.</li> </ul>   | <ul style="list-style-type: none"> <li>•744 additional calls for service per year.</li> <li>•0.5 new police officers required.</li> </ul> | Impacts would be similar to Alternative 1A.   | <ul style="list-style-type: none"> <li>•1,520 additional calls for service per year.</li> <li>•1.0 new police officer required.</li> </ul> | <ul style="list-style-type: none"> <li>•198 additional calls for service per year.</li> <li>•0.13 new police officers required.</li> </ul> | Impacts would be similar to Alternative 2A.   | <ul style="list-style-type: none"> <li>•405 additional calls for service per year.</li> <li>•0.27 new police officers required.</li> </ul>  |

| Resource                    | No Action Alternative  | Alternative 1 (Office Alternatives) |              |           | Alternative 2 Residential Alternatives)  |  |  |
|-----------------------------|--|-------------------------------------|--------------|-----------|--|--|--|
|                             |  | 1A. MRM                             | 1B. Off-Site | 1C. CBD 5 | 2A. MRM  | 2B. Off-Site   | 2C. CBD 5  |
| <i>Fire</i>                 | Retail and office development in the study area would increase calls for fire and emergency medical responses, primarily during daytime hours. The No Action Alternative could have the lowest impact on fire service, due to the relatively lower intensity of development. The CBD-5 Alternative (1c) would have the greatest impact on fire and emergency medical service due to the larger number of additional employees introduced to the study area. While the Off Site Alternatives would have similar levels of employment growth as the MRM and CBD-5 Alternatives, the location of the Post Office site could potentially pose incrementally greater access challenges for fire crews due to increased distance from the nearest fire station |                                     |              |           | Alternative 2A would require an additional 0.54 firefighters to maintain existing levels of service.   | Alternative 1B would generate the same employment growth as Alternative 1A, and would generate similar demand for service. | Alternative 2A would require an additional 1.1 firefighters to maintain existing levels of service.  |
| <i>Parks and Recreation</i> | Alternative 1 would not increase resident population in the study area and would therefore not contribute significantly to citywide demand for parks and recreational facilities. However, additional employees under the Office Alternatives are likely to use Peter Kirk Park or its associated facilities to some degree. Any impact would be most pronounced under the CBD-5 Alternative, due to its larger number of employees, and would be least pronounced under the No Action Alternative, as it would add the fewest employees.  |                                     |              |           | Population growth would generate demand for the following: <ul style="list-style-type: none"> <li>• 1.0 acres of neighborhood parks;</li> <li>• 1.0 acres of community parks;</li> <li>• 2.8 acres of nature parks;</li> <li>• 347 square feet of indoor recreation (non-athletic) space; and</li> <li>• 248 square feet of indoor athletic recreation space.</li> </ul> | Population growth would generate demand identical to Alternative 2A.   | Population growth would generate demand for the following: <ul style="list-style-type: none"> <li>• 2.1 acres of neighborhood parks;</li> <li>• 2.1 acres of community parks;</li> <li>• 5.8 acres of nature parks;</li> <li>• 709 square feet of indoor recreation (non-athletic) space; and</li> <li>• 506 square feet of indoor athletic recreation space.</li> </ul> |

| Resource       | No Action Alternative  | Alternative 1 (Office Alternatives) |              |           | Alternative 2 Residential Alternatives  |   |   |
|----------------|--|-------------------------------------|--------------|-----------|---|---|---|
|                |  | 1A. MRM                             | 1B. Off-Site | 1C. CBD 5 | 2A. MRM   | 2B. Off-Site  | 2C. CBD 5   |
| <i>Schools</i> | Alternative 1 would include no residential growth and would therefore generate no additional students. |                                     |              |           | Population growth would generate the following: <ul style="list-style-type: none"> <li>• 14.2 elementary students;</li> <li>• 4.0 middle school students; and</li> <li>• 4.6 high school students.</li> </ul> | Population growth would be identical to Alternative 2A, resulting in similar demand for educational services. | Population growth would generate the following: <ul style="list-style-type: none"> <li>• 29 elementary students;</li> <li>• 8.3 middle school students; and</li> <li>• 9.5 high school students.</li> </ul> |

**3.7 Utilities**

| <i>Water – Demand</i> | Total Average Daily Demand:  | Total Average Daily Demand:  | Total Average Daily Demand for Infill Redevelopment:   | Total Average Daily Demand:   | Total Average Daily Demand:  | Total Average Daily Demand for Infill Redevelopment:  | Total Average Daily Demand:  |
|-----------------------|--|--|--|---|--|---|--|
|                       | <ul style="list-style-type: none"> <li>• 49,862 gallons per day; or</li> <li>• 35 gallons per minute.</li> </ul> | <ul style="list-style-type: none"> <li>• 52,905 gallons per day; or</li> <li>• 37 gallons per minute.</li> </ul> | <ul style="list-style-type: none"> <li>• 52,905 gallons per day; or</li> <li>• 37 gallons per minute.</li> </ul> <p>Total Average Daily Demand for Redevelopment at CBD 5 intensity:</p> <ul style="list-style-type: none"> <li>• 108,119 gallons per day; or</li> <li>• 75 gallons per minute.</li> </ul> | <ul style="list-style-type: none"> <li>• 108,119 gallons per day; or</li> <li>• 75 gallons per minute.</li> </ul> | <ul style="list-style-type: none"> <li>• 30,311 gallons per day; or</li> <li>• 21 gallons per minute.</li> </ul> | <ul style="list-style-type: none"> <li>• 30,311 gallons per day; or</li> <li>• 21 gallons per minute.</li> </ul> <p>Total Average Daily Demand for Redevelopment at CBD 5 intensity:</p> <ul style="list-style-type: none"> <li>• 61,977 gallons per day; or</li> <li>• 43 gallons per minute.</li> </ul> | <ul style="list-style-type: none"> <li>• 61,977 gallons per day; or</li> <li>• 43 gallons per minute.</li> </ul> |

| Resource                          | No Action Alternative  | Alternative 1 (Office Alternatives)  |  |   | Alternative 2 Residential Alternatives)                                       |   |  |
|-----------------------------------|--|--|--|---|---|---|--|
|                                   |  | 1A. MRM  | 1B. Off-Site   | 1C. CBD 5   | 2A. MRM   | 2B. Off-Site  | 2C. CBD 5  |
| <i>Water – Fire Flow</i>          | Existing fire flow at the MRM site is not sufficient to meet planning-level estimates of demand for the No Action Alternative. Pipe improvements will be necessary to correct existing deficiencies and ensure adequate flow is available. Improvements necessary for No Action would be adequate to ensure sufficient flow for Alternatives 1A and 1C, as well. | Existing fire flow at the MRM site is not sufficient to meet planning-level estimates of demand. Pipe improvements will be necessary to ensure adequate flow is available. | Existing fire flow at the Post Office site is not sufficient to meet planning-level estimates of demand. Pipe improvements are necessary to resolve both existing fire flow deficiencies and ensure adequate flow for future development, including upsizing of pipes in 4 <sup>th</sup> Avenue, 5 <sup>th</sup> Avenue, and 6 <sup>th</sup> Street. | Existing fire flow in the CBD 5 zone is not sufficient to meet planning-level estimates of demand for Alternative 1C. Pipe improvements will be necessary to ensure adequate flow is available. See discussion of Alternative 1D. | See Alternative 1A.   | See Alternative 1B.   | See Alternative 1C.  |
| <i>Water – Storage and Supply</i> | The City has sufficient water supply and storage capacity to meet No Action and all Proposed Action demand. No storage or water supply improvements are necessary.   |  |  |   |   |   |  |
| <i>Sewer – Demand</i>             | Estimated net increase in peak hour sewer flows:<br>●95.0 gallons per minute.  | Estimated net increase in peak hour sewer flows:<br>●101.4 gallons per minute.   | Estimated net increase in peak hour sewer flows for Infill Redevelopment:<br>●102.1 gallons per minute.<br><br>Estimated net increase in peak hour sewer flows for Development at CBD 5 Intensity:<br>●216.7 gallons per minute.   | Estimated net increase in peak hour sewer flows:<br>●211.5 gallons per minute.  | Estimated net increase in peak hour sewer flows:<br>●66.7 gallons per minute. | Estimated net increase in peak hour sewer flows for Infill Redevelopment:<br>●67.0 gallons per minute.<br><br>Estimated net increase in peak hour sewer flows for Development at CBD 5 Intensity:<br>●146.0 gallons per minute. | Estimated net increase in peak hour sewer flows:<br>●140.5 gallons per minute. |

| Resource                     | No Action Alternative   | Alternative 1 (Office Alternatives)   |   |   | Alternative 2 Residential Alternatives)   |   |   |
|------------------------------|---|---|---|---|---|---|---|
|                              |   | 1A. MRM   | 1B. Off-Site  | 1C. CBD 5   | 2A. MRM   | 2B. Off-Site  | 2C. CBD 5   |
| <i>Sewer – Pipe Capacity</i> | <p>Increased flows would result in surcharging in the following locations:</p> <ul style="list-style-type: none"> <li>•24-inch pipe within Central Way, directly upstream of discharge to KC lift station.</li> </ul> | <p>Increased flows would result in surcharging in the following locations:</p> <ul style="list-style-type: none"> <li>•24-inch pipe within Central Way, directly upstream of discharge to KC lift station.</li> </ul> | <p>Increased flows would result in surcharging in the following locations:</p> <ul style="list-style-type: none"> <li>•24-inch pipe within Central Way, directly upstream of discharge to KC lift station.</li> <li>•8-inch pipe in 6<sup>th</sup> Street between 4<sup>th</sup> Avenue and Central Way.</li> </ul> | <p>Increased flows would result in surcharging in the following locations:</p> <ul style="list-style-type: none"> <li>•24-inch pipe within Central Way, directly upstream of discharge to KC lift station.</li> </ul> | <p>Increased flows would result in surcharging in the following locations:</p> <ul style="list-style-type: none"> <li>•24-inch pipe within Central Way, directly upstream of discharge to KC lift station.</li> </ul> | <p>Increased flows would result in surcharging in the following locations:</p> <ul style="list-style-type: none"> <li>•24-inch pipe within Central Way, directly upstream of discharge to KC lift station.</li> <li>•8-inch pipe in 6<sup>th</sup> Street between 4<sup>th</sup> Avenue and Central Way.</li> </ul> | <p>Increased flows would result in surcharging in the following locations:</p> <ul style="list-style-type: none"> <li>•24-inch pipe within Central Way, directly upstream of discharge to KC lift station.</li> <li>•8-inch pipe in 6<sup>th</sup> Street between 4<sup>th</sup> Avenue and Central Way.</li> </ul> |

## Summary of Mitigation Measures

**Table 1-2. Summary of Mitigation Measures**

| Resource                                      | Proposed Mitigation  |
|---|--|
| <b>3.1 Land Use Patterns</b>                  |  |
| <i>Applicable Regulations and Commitments</i> | <ul style="list-style-type: none"> <li>• With the exception of the Post Office site, development in the analysis area would be subject to the City's existing design review process and would be required to comply with all applicable urban design principles set forth in the Moss Bay Neighborhood Plan and in the Design Guidelines for Pedestrian-Oriented Business Districts, adopted by the City in 2004.</li> <li>• In addition to design review and the application of design guidelines, development in the CBD-5 zone abutting Kirkland Way would be required to comply with all applicable development regulations contained in the Kirkland Zoning Code. These include upper story setbacks along Kirkland Way and reduced building heights in proximity to Peter Kirk Park. See the Aesthetics section for more information.</li> </ul>   |
| <i>Other Potential Mitigation Measures</i>    | <p>Some potential impacts were identified for all action alternatives based on the intensity and scale of buildings and changes in activity levels associated with different uses and more intensive development. The following mitigation measures are intended to reduce such potential impacts.</p> <p>The City could consider modifying or extending some of the design standards developed for Parkplace in CBD 5A to the CBD 5 zone. These design guidelines include:</p> <ul style="list-style-type: none"> <li>• Enhancing the access and transition to the adjacent Kirkland Performance Center and Community Center; and</li> <li>• Modulating facades with defined widths and depth.</li> </ul> <p>In addition, the City could limit floor area ratios for the Onsite Action Alternatives (1a, 1c, 2a and 2c) to no greater than that approved for the Parkplace shopping center (3.565 FAR). It should be noted that the amount of development assumed for the action alternatives is equivalent to the Parkplace FAR.<sup>1</sup> See the Aesthetics section for additional mitigation discussion.</p> <p>To reduce potential increases in activity levels due to retail uses along Kirkland Way, the City could limit retail use to some degree, allow a smaller range of retail uses, and/or allow only single use office or residential uses. This could apply to the Onsite Action Alternatives (1a, 1c, 2a and 2c).</p> <p>Regarding the Post Office site (Alternatives 1b and 2b), the City could:</p> <ul style="list-style-type: none"> <li>• Develop site-specific design standards for buildings over 2 stories in height to mitigate for impacts of taller buildings on the property;</li> <li>• Limit floor area ratios to reduce the scale and intensity of structures in proximity to existing residential development; and/or</li> <li>• Limit potential types of commercial uses in proximity to residential uses, such as by limiting retail use, allowing a smaller range of retail uses, allowing live/work space options, and/or allowing only single use office or residential.</li> </ul> <p>See the Aesthetics section for additional mitigation discussion.</p> |

<sup>1</sup> The FAR for all Onsite Action Alternatives is the same as that assumed for Parkplace, 3.565. For the purposes of this SEIS, an equivalent amount of square footage was assumed on the Post Office site for the Offsite Action Alternatives. To achieve the equivalent square footage offsite, however, a slightly higher FAR was assumed at 3.79, since the Post Office site is a little smaller than the CBD 5 zone.

| Resource                                    | Proposed Mitigation  |
|---|--|
| <b>3.2 Plans and Policies</b>               |  |
| <i>Policy Choices</i>                       | <p>All alternatives are programmatic in nature and are based on the application of the City’s adopted land use plans, Comprehensive Plan Policies and implementing codes. From this broader perspective, the alternatives presented in the SEIS represent different policy choices the City could take regarding the type, scale and location of employment and residential uses in the downtown. For example, the City could consider the following questions regarding the policy choices:</p> <ul style="list-style-type: none"> <li>• Whether the intent for employment in the East Core Frame is fulfilled, in whole or part, by the approved Parkplace development?</li> <li>• Whether residential mixed use development in the CBD 5 zone to the south is complementary and compatible?</li> </ul> <p>This situation is similar to the Northeast Core Frame, where pipeline projects are proposing residential mixed-use development in zones that also allow office use. This pattern is consistent with the Moss Bay Neighborhood Plan’s focus on commercial uses, while also allowing complementary residential uses. See Section 3.1 for more information.</p> <p>The analysis of plans and policies above identifies areas of policy and code consistency, and amended policy language or code standards that could be considered if any of the action alternatives are selected. Such amendments include policies and codes regarding building heights.</p> <p>Plan text and policies could be clarified with regard to the preferred mix of employment and residential uses in the downtown and East Core Frame.</p> |
| <i>Specific Comprehensive Plan Measures</i> | <p>Comprehensive Plan Text Amendments should be considered to resolve the following inconsistencies:</p> <ul style="list-style-type: none"> <li>• Policy LU-3.2: Encourage residential development within commercial areas. The text of the plan describing this policy indicates that “Residential use should not displace existing or potential commercial use.” Onsite Residential Alternatives 2a and 2c have a potential to displace existing or potential commercial uses.</li> <li>• Policy LU-5.2: Maintain and strengthen existing commercial areas by focusing economic development within them and establishing development guidelines. If onsite residential uses are pursued (Alternatives 2a and 2c), the text of Policy LU-5.2 should be amended as appropriate.</li> <li>• Moss Bay Neighborhood Plan text limits building heights in Design District 5 (applicable to CBD 5 zoning) to between 3 and 5 stories. In order to allow for Action Alternatives that propose building heights of 100 feet in the CBD 5 zone (1a, 1c, 2a, and 2c) a text amendment would be needed.</li> <li>• Moss Bay Neighborhood Plan describes Planned Area 5C as having office and residential uses. Retail uses are not mentioned. If Offsite Alternatives (1b or 2b) are allowed, retail uses should be added as a use.</li> </ul>   |
| <i>Specific Zoning Code Measures</i>        | <p>The following Zoning Code Amendments should be considered to enhance the consistency of the Action Alternatives as follows:</p> <ul style="list-style-type: none"> <li>• Office Action Alternatives (1a, 1b, 1c): Alternatives with CBD 5 zoning (1a and 1c) would require a code amendment to allow building heights of 100 feet. Alternatives with PLA 5C zoning (1b) would require a code amendment to allow ground floor retail uses and building heights of 100 feet.</li> <li>• Residential Action Alternatives (2a, 2b, 2c): Alternatives with CBD 5 zoning (2a and 2c) would require an amendment to allow an unlimited percentage of residential dwellings adjacent to Peter Kirk Park, and building heights of 100 feet. Alternatives with PLA 5C zoning (2b) would require a code amendment to allow ground floor commercial uses and building heights of 100 feet.</li> <li>• If zoning amendments are made to allow increased heights and residential density, the City could require affordable housing, consistent with Policy H-2.4, by amending the text of the use charts for the CBD 5 zone.</li> </ul>  |

| Resource   | Proposed Mitigation  |
|--|--|
| <b>3.3 Population, Housing, and Employment</b>       |  |
| <p><i>Cross References</i></p>                       | <p>Increases in either employment or residential growth are not a significant impact by themselves. Indirect impacts of growth and associated mitigation measures related to public services, utilities, and transportation are addressed in Sections 3.5, 3.6, and 3.7 of this Draft SEIS.</p> <p>The Residential Action Alternatives could result in Comprehensive Plan and code amendments that would increase the capacity for housing, by increasing building height and removing the limitation on the percentage of housing (currently limited to 12.5% of a building). Similarly, the Office Action alternatives could increase the capacity for employment by increasing the intensity of permitted office development. Either office or residential alternatives could help the City meet its employment or residential growth targets, respectively. The potential for changes to land use patterns and the relationship of the alternatives to policies regarding the desired character and mix of employment and residential uses in the downtown area are addressed in Sections 3.1 and 3.2 of this SEIS.</p>  |
| <b>3.4 Aesthetics</b>                                |  |
| <p><i>Applicable Regulations and Commitments</i></p> | <ul style="list-style-type: none"> <li>● Application of existing design review process and compliance with applicable design guidelines set forth in the Moss Bay Neighborhood Plan and in the Design Guidelines for Pedestrian-Oriented Business Districts, adopted by the City in 2004.</li> <li>● Existing development regulations (KZC Chapter 50.34) require the following: <ul style="list-style-type: none"> <li>○ Upper-Story setbacks are required along Kirkland Way. Portions of buildings located within the following distances from Kirkland Way may not exceed the following maximum heights: <ul style="list-style-type: none"> <li>▪ Within 20 feet of Kirkland Way – 2 stories</li> <li>▪ Within 40 feet of Kirkland Way – 4 stories</li> <li>▪ Within 50 feet of Kirkland Way – 5 stories</li> </ul> </li> <li>○ No portion of any structure located within 100 feet of Peter Kirk Park may exceed 3 stories in height.</li> </ul> </li> </ul>  |
| <p><i>Other Potential Mitigation Measures</i></p>    | <p>In addition to the City’s adopted design guidelines and development regulations, the following mitigation measures should be considered to reduce aesthetic impacts:</p> <ul style="list-style-type: none"> <li>● To the extent feasible, locate the tallest portions of any new structures in the center of the site to reduce shading impacts on streetscapes and adjacent properties.</li> <li>● Use vegetation to soften and screen built elements.</li> <li>● Shield light fixtures to minimize glare and up-lighting. Lights should be screened and directed away from residences to the greatest degree possible. Lighting restriction should be adopted to control façade illumination and prevent excessive lighting. The number of nighttime lights installed should be minimized to the greatest degree possible, within the limits of safety and security. Light fixtures and poles should be painted, and reflective surfaces should be avoided to minimize reflective daytime glare.</li> <li>● Low-sheen and non-reflective surface treatments should be used to the greatest extent possible.</li> <li>● The City’s Design Guidelines for Pedestrian-Oriented Business Districts, adopted by the Kirkland City Council in 2004, could be applied to future development on the Post Office site.</li> <li>● Design guidelines developed for the Parkplace development in the CBD-5A zone could be modified and/extended, as applicable, to new developments in the CBD-5 zone along Kirkland Way.</li> </ul> <p>During construction, the following measures should be implemented to minimize temporary visual impacts:</p> <ul style="list-style-type: none"> <li>● Screen storage and staging areas and locate them in areas that minimize visual prominence to the greatest extent possible.</li> <li>● Shield and direct light sources downward to minimize light and glare effects associated with any nighttime or evening construction activities.</li> </ul> |

| Resource                                      | Proposed Mitigation  |
|---|--|
| <b>3.5 Transportation</b>                     |  |
| <i>Applicable Regulations and Commitments</i> | <p>The analysis presented in this Draft SEIS assumes implementation of the City’s adopted long-range transportation improvement program.</p> <p>Mitigation measures to address the exceedance of the V/C threshold in the Northwest Subarea, under No Action and the Action alternatives include continued planning and coordination with WSDOT regarding the timing of the planned NE 132<sup>nd</sup> Street interchange, and ultimately implementation of the improvements identified in the CFP. Alternatively, the City could consider modifying the V/C threshold for the Northwest Subarea to address the small exceedance.</p> <p>As described previously, with the No Action and all Action alternatives, any new development projects proposed within the MRM, CBD 5, or Post Office sites would be subject to the following regulations as part of project-level SEPA review.</p> <ul style="list-style-type: none"> <li>● Traffic Impact Analysis Guidelines, which include a development-level concurrency test and analysis of potential roadway operations, safety, parking, access, transit, and non-motorized impacts</li> <li>● Proposed projects must also pay road impact fees established under the Concurrency Management System (KMC Chapter 25) to contribute their share toward citywide transportation improvement projects identified to support growth in development.</li> <li>● Parking requirements defined in the Kirkland Zoning Code (KMC Chapter 23)</li> </ul> <p>City development code, including design guidelines for frontage and non-motorized improvements</p> |
| <b>3.6 Public Services</b>                    |  |
| <i>Applicable Regulations and Commitments</i> | <p><b>Fire</b></p> <ul style="list-style-type: none"> <li>●New development will be required to comply with the provisions of Title 21 of the Kirkland Municipal Code – Buildings and Construction. Specifically, fire extinguishing systems are required for all new buildings with a gross floor area greater than 5,000 square feet (KMC 21.33.040).</li> </ul> <p><b>Parks and Recreation</b></p> <ul style="list-style-type: none"> <li>●New development is subject to collection of park impact fees under Chapter 27.06 of the Kirkland Municipal Code. Park impact fees are used to maintain existing parks and recreation facilities, as well as to acquire new facilities.</li> </ul> <p><b>Schools</b></p> <ul style="list-style-type: none"> <li>●New development is subject to collection of school impact fees under Chapter 27.08 of the Kirkland Municipal Code. School impacts fees would be collected by the City on behalf of Lake Washington School District to offset the costs of educating addition students generated by new development, including facility maintenance and school operating costs.</li> </ul>   |
| <i>Other Potential Mitigation Measures</i>    | <p><b>Police</b></p> <ul style="list-style-type: none"> <li>●The City could adopt a formal, population-based Level of Service Standard for police services to help identify project-specific demand.</li> <li>●The City could consider the hiring of additional police officers and police department staff to maintain levels of service consistent with growth.</li> </ul> <p><b>Fire</b></p> <ul style="list-style-type: none"> <li>●In addition to the existing Level of Service Standards for response time, the City could consider adopting a population-based Level of Service Standard for fire and EMS to help identify project-specific demand.</li> <li>●The City could consider the redistribution of Fire Department Staff or the construction of additional fire stations to improve response times to emergency calls for service.</li> </ul> <p><b>Parks and Recreation</b></p> <ul style="list-style-type: none"> <li>●As a condition of permit approval in the CBD-5 zone, the City could require the provision of some amount of on-site open space to reduce demand at Peter Kirk Park and other surrounding recreational facilities.</li> </ul>  |

| Resource             | Proposed Mitigation  |
|----------------------|--|
| <b>3.7 Utilities</b> |  |
| <i>Water</i>         | <p>No Action, MRM, and CBD 5 Alternatives:</p> <ul style="list-style-type: none"> <li>• Replace approximately 1,100 linear feet of existing 8-inch water main in Kirkland Way with new 12-inch water main between 6th Street and the intersection of Kirkland Way and Kirkland Avenue. This improvement is a portion of CIP Project No. 194 in the Draft 2013 Water System Plan.</li> <li>• Replace approximately 440 linear feet of existing 8-inch water in 2nd Avenue with 12-inch water main between Kirkland Way and 6th Street. This improvement is a portion of CIP Project No. 194 in the Draft 2013 Water System Plan.</li> <li>• Replace approximately 650 linear feet of existing 8-inch water main in 4th and 5th Avenues with 12-inch water main between 6th Street and the existing Site B service connection. This improvement is a portion of CIP Project No. 187 in the Draft 2013 Water System Plan.</li> </ul> <p>Off-Site Alternatives:</p> <ul style="list-style-type: none"> <li>• Segment D: Replace approximately 80 linear feet of existing 8-inch water main in 6<sup>th</sup> Street with new 16-inch water main between the intersection of 6<sup>th</sup> Street and 4<sup>th</sup> Avenue, and an existing connection to a Park Place water main loop approximately 80 feet south. This improvement is a portion of CIP Project No. 170 in the City's Draft 2013 Water System Plan, although the Plan only requires a 12-inch water main to meet the existing fire flow requirements for the Post Office site.</li> <li>• Segment E: Replace approximately 300 linear feet of existing 8-inch water in 5th Avenue with 16-inch water main between the existing Post Office site service connection and the eastern side of site. This improvement is a portion of CIP Project No. 187 in the City's Draft 2013 Water System Plan, although the Plan only requires a 12-inch water main to meet the existing fire flow requirements of the Post Office site.</li> </ul> |
| <i>Sewer</i>         | <p>All Alternatives</p> <ul style="list-style-type: none"> <li>• Upsizing the existing 8-inch diameter pipe on 6th Street between 4th Avenue and Central Way to 12-inch diameter pipe. Since the upstream piping on 6th Avenue is listed as 12-inch, all pipe sizing and slopes should be verified, particularly this 8-inch diameter section.</li> <li>• Upsizing the existing 24-inch pipe at the intersection of Central Way and 3rd Street to 48-inch diameter pipe. This is consistent with the improvements already performed by King County for the Kirkland Lift Station. This section of pipe installation would involve a crossing perpendicular to multiple lanes of Central Way, and may contain utility conflicts. Therefore, a minimum pipe diameter for this improvement is approximately 30-inches, to be verified with a backwater analysis.</li> <li>• Although the 6-inch pipe on Kirkland Way appears to have adequate capacity for all proposed alternatives at the MRM site, it does not meet current DOE standards for minimum pipe size for Public Sewers. This pipe should be upsized to 8-inch diameter to meet those minimum requirements. The pipe size and slope should be determined to verify that it does have sufficient capacity to accept projected flows in the interim. Otherwise, for development of the MRM site alone, no other pipes appear to need upsizing.</li> </ul>  |

## 1.6 Significant Unavoidable Adverse Impacts

### Land Use Patterns

The Action Alternatives would result in a greater intensity of land use and greater employment and/or residences in the land use analysis area. Land would be used more intensively for urban uses. Changes to land use have the potential to create land use conflicts in some locations, but impacts can be mitigated as identified under mitigation measures above. The overall land use pattern of the CBD would not change significantly or adversely.

## Relationship to Plans and Policies

Mitigation for identified inconsistencies could be addressed by modification of the alternatives, through amendments to Comprehensive Plan policies or zoning code provisions, by not taking action or by denying the PAR. Any impacts, therefore, are not considered unavoidable.

## Population, Housing, and Employment

Population, employment and housing could increase to different degrees under any of the alternatives reviewed, including No Action. Additional population growth will increase the demand for housing. Additional population, housing, and employment growth will result in secondary impacts on the demand for public services, and is addressed in the appropriate sections of this Draft SEIS.

## Aesthetics

The overall character and magnitude of visual impacts in the analysis area depends largely on the quality of the architectural and urban design features incorporated into future development, as well as the degree to which that development maintains a scale and form that is appropriate for the local setting. However, even with the incorporation of mitigation measures, the MRM, CBD-5, and Off Site Alternatives would all generate more intensive development than what is currently allowed by the City's zoning code and Comprehensive Plan, and the changes in overall visual mass and scale would have the potential to alter the visual character and shading conditions of the local pedestrian environment.

## Transportation

The identified concurrency violation of the Northwest subarea threshold under the No Action alternative and the action alternatives would result in a significant impact, but it could be addressed by several potential mitigation measures; therefore, it is not unavoidable. If mitigation is implemented, no significant adverse impacts would occur. No additional significant adverse transportation impacts are identified for any of the Action alternatives.

## Public Services

Future population and employment growth in the study area will continue to increase demand for all public services on both a local and regional level. With implementation of mitigation measures identified in Chapter 3, no significant unavoidable adverse impacts to public services are anticipated.

## Utilities

With the incorporation of the mitigation measures identified in Chapter 3, no significant unavoidable adverse impacts related to utility service are anticipated.

## 1.7 Major Issues to be Resolved

Issues to be resolved include adoption of amendments to the City of Kirkland Zoning Code and City of Kirkland Comprehensive Plan to allow additional building height and to increase the proportion of a building allowed to be occupied by residential uses in the CBD 5 zone. Key environmental issues include changes to visual character resulting from increased building heights, increased demand for public services, and additional vehicles trips generated by office development. A major policy issue, discussed in the SEIS, concerns the balance of residential and office uses in the CBD and whether the development of residential uses on individual sites where zoning also allows office use, is consistent with the intent of the Comprehensive Plan and Moss Bay Neighborhood Plan.

## 1.8 Benefits and Disadvantages of Delaying a Proposed Action

A potential course of action regarding the private Amendment Request that was previously considered by the City would be to consider the PAR in the context of the upcoming Comprehensive Plan Update. This could,

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theoretically, allow the proposed change in use and increase in development intensity to be considered in a broader, city-wide context. However, this option was previously considered and rejected by the City Council. In addition, this SEIS includes a detailed analysis of applicable city-wide and neighborhood-level policies and potential impacts, and provides information that informs the policy decision. It is not certain, therefore, whether delaying a decision on the proposal would provide a significant benefit. At the same time, a decision on the proposal has already been delayed for several years, and further delay could result in some economic hardship or loss of market opportunities to the applicant.

## 2.0 ALTERNATIVES

### Proponent

The proposal is sponsored by MRM Kirkland, LLC.

### Location

The proposal is located at 434 Kirkland Avenue. See Figure 2-2. The 1.7-acre site is located within the Kirkland Central Business District (CBD), which is within the Moss Bay neighborhood. The site is contiguous to the Parkplace shopping center on the north and Kirkland Avenue on the south; a variety of civic uses are located to the west and northwest, including the Performing Arts Center, Peter Kirk Park and Pool, the Kirkland Transit Center and the Kirkland Library; office development is located to east. The site is designated CBD 5 on the Comprehensive Plan map and zoning map. The site currently contains a commercial building and surface parking.

### Proposed Action

The proposal is a Private Amendment Request (PAR) to amend the Kirkland Comprehensive Plan, zoning map and/or zoning code to permit more intensive development on the MRM site. Developed uses under the PAR could be either residential or office use, and either residential or office use could contain ground floor retail. Building height would be a maximum of 100 feet (average building elevation). Currently, the CBD 5 zone limits building height to 67 feet (3-5 stories, depending in distance from Kirkland Way). Residential use is permitted in the CBD 5 zone for properties fronting on 2nd Avenue and Peter Kirk Park. However, residential development within 170 feet of Peter Kirk Park is limited to 12.5 percent of the gross floor area (KZC 50.35.110). The proposal would modify these existing limitations.

Implementation of the alternatives, except No Action, would require action by the City Council to amend the Comprehensive Plan and Moss Bay Neighborhood Plan, and the zoning map and/or text of the Kirkland Zoning Code (KZC) to allow the uses and/or intensity of development that are evaluated in the SEIS. The Municipal Code Design Guidelines related to the Central Business District may also be amended as part of implementation.

Additional amendments to the Comprehensive Plan Transportation Element or the Capital Facilities Element, the Capital Improvement Program (CIP), and/or development regulations (possibly KZC Chapter 112) may also be required to implement the proposal. Potential changes are identified in the Draft Supplemental Environmental Impact Statement (Draft SEIS) based on the findings of the analysis. Any required amendments would be considered concurrent with City action on the PAR.

## 2.1 Background Information

### Application

The subject application (ZON11-00006) was submitted to the City in 2011. Following discussion by the Planning Commission, in March, 2013 the City Council decided to study the MRM Private Amendment Request as part of the annual Comprehensive Plan amendment docket. Although no action is proposed in regard to the rest of CBD 5, the entire zoning district is studied in this SEIS.

### SEPA Process

Pursuant to the State Environmental Policy Act (SEPA), the City published a Determination of Significance (DS)/scoping notice on April 18, 2013. The notice announced that a supplemental environmental impact statement (SEIS) would be prepared and invited public comment on the scope of the document, including areas for discussion and alternatives that would be considered. The comment period ended on May 9, 2013. One comment letter and four comment e-mails were received. Elements of the environment that were identified as a result of scoping, and

are addressed in the SEIS, include: land use patterns; relationship to plans, policies and regulations; aesthetics (height, bulk and scale, views); transportation; public services; and utilities. Information regarding economic and fiscal issues is also provided in an appendix to the EIS.

This SEIS supplements the Draft and Final SEISs published in 2010 for the Parkplace project. That project included amendments to the Comprehensive Plan and zoning code to permit redevelopment and intensification of land uses of the Parkplace shopping center site in downtown Kirkland. The Parkplace site is adjacent to the MRM property and many of the environmental issues raised by that proposed action are similar to those associated with the MRM PAR. Based on the direction provided in a decision of the Central Puget Sound Growth Management Hearings Board [CPSGMHB] (*Davidson Serles v. City of Kirkland*), the Parkplace Final SEIS considered a range of on-site and off-site alternatives. A site screening and selection study was performed to identify appropriate off-site alternatives (see Appendix B). Relevant information in the Parkplace SEIS is being used in the present document, as encouraged by the SEPA statute and rules.

The SEIS is programmatic or non-project in nature (per WAC 197-11-442 and 197-11-774) and it does not evaluate a specific development proposal. If the proposed PAR is approved by the City Council, additional environmental review would occur in the future when a project-specific development application is submitted. Among other things, project-level review would consider short term/construction impacts, such as construction traffic management, noise and air quality, to the extent that such impacts are not adequately addressed by existing city or regional regulations. The SEIS, in contrast, is non-project in nature and is focused on longer-term, more general and cumulative impacts. Construction impacts, therefore, are not addressed at this stage of environmental review.

## 2.2 Proposal and Alternatives

### Proposal Objectives

#### ***General Objectives***

- Develop a mix of uses.
- Plan the site to connect to the neighborhood.
- Create transitions to neighboring uses.
- Enhance the pedestrian environment.
- Integrate vehicle access with the neighborhood.
- Incorporate sustainability principles into development.

#### ***Office Development***

- Accommodate additional employment in the CBD in a mixed-use development containing retail/services and office uses.
- Increase employment proximate to the Transit Center to encourage greater use of public transit and to decrease dependency on single occupant vehicle use.

#### ***Residential Development***

- Create additional housing opportunities in the CBD.
- Accommodate additional housing at urban densities in a location proximate to a wide range of goods and services, and public amenities.
- Locate housing proximate to the Transit Center to encourage greater use of public transit and to decrease dependency on single occupant vehicle use.
- Provide affordable housing.

## Methodology for Identifying Alternatives

The alternatives included in the Draft SEIS include a range of on-site and off-site development scenarios. These include different types, amounts and forms of development on the MRM property, on an adjacent site (Post Office property), and within the CBD 5 zone. The types of development considered for the alternatives include office use and residential use, each with ground floor retail. Building heights for the “action” alternatives (i.e., all alternatives except No Action) would be a maximum of 100 feet on all of the sites, or approximately 8 stories; the effects of building fewer stories are also tested. In general, office development represents the most intensive use of any of the sites studied and would result in relatively greater impacts to most elements of the environment when compared to residential use.

### ***Development Capacity Estimates***

Calculations of development capacity for each site are included in Appendix C and summarized in the descriptions of the alternatives below. Development capacity was calculated for the MRM site and for several properties in the CBD 5 zone that are considered to be under-developed, as their current floor area ratio (FAR) is less than or slightly greater than 1.0.

A floor area ratio (FAR) was applied to each property under study to estimate development potential. FAR is a ratio of building area to site area and is a commonly used approach to regulating development intensity. A FAR of 3.565 was used to calculate development potential for the action alternatives; this reflects the FAR approved for the Parkplace proposal and a FAR to which the applicant has agreed to conform. Maximum building height (average building elevation) is 100 feet (excluding rooftop appurtenances), which is approximately 8 stories depending on actual floor heights. Residential buildings could be lower than 100 feet depending on actual floor-to-floor dimensions. A FAR of 3.36 was used for the No Action alternative. This FAR is based on a conceptual analysis of a potential development footprint under existing zoning regulations. The alternatives do not attempt to design the resulting buildings. The MRM PAR is a non-project proposal and building design is not known. Building typologies used in the SEIS, therefore, are conceptual in nature.

The assumed number of multifamily residential units is based on a unit size of 800 square feet, which is a reduction in the assumed unit size of 1,000 square feet that has been used in some recent environmental documents in the City. This reduction in average size reflects a general trend towards smaller multifamily units on the Eastside and in the Seattle area. Using a smaller average unit size is also more conservative for purposes of analysis (i.e., it results in more units).

It is acknowledged that properties which may be under-developed and theoretically redevelopable may not actually be available for redevelopment in the sense of being actively marketed or for sale. Redevelopment proposals do not exist for other properties within the CBD 5 zone, other than the MRM PAR. However, identifying properties that have a potential to redevelop at greater intensity allows the SEIS to test and compare similar intensities of development on other sites. These considerations apply to the Post Office site and to other properties within the CBD 5 zone. In addition, as discussed in the *Land Use* section of the SEIS, zoning changes associated with the PAR could affect the entire CBD 5 zone.

Redevelopment of the CBD 5 district over time could take several forms. Existing development on each site is shown in Figure 2-1. It is possible, for example, that the properties with FAR's less than or slightly greater than 1.0 could redevelop in their entirety. However, some of the existing buildings were developed in the mid or late 1990's and still have years of useful economic life remaining. Alternatively, it is possible that only the under-developed portions of the properties (e.g., parking areas) would redevelop. For purposes of SEIS analysis, both these scenarios are combined: it assumes that all of the MRM site and 570 Kirkland Way would redevelop, but that only the existing parking lots of 520 Kirkland Way and 550 Kirkland Way would redevelop. The total amount of development in this scenario would be greater than development on the MRM site alone, but it would also be spread out in multiple buildings on multiple sites within CBD and could result in different impacts.

**Figure 2-1. Existing Development of CBD 5 Sites**



Source: King County Assessor 2013

**Off-Site Alternative**

An off-site alternative is also included in the SEIS for the MRM PAR. As noted previously, the Parkplace Final SEIS (City of Kirkland, 2010) conducted a site identification/ screening study to identify properties that could meet SEPA requirements and CPSGMHB direction for an off-site alternative for a project-specific rezone. In that study, the Post Office site – an approximate 3.3-acre site located east of 6th Street between Kirkland Way and Central Avenue -- was identified as appropriate for study and was further evaluated in the Parkplace Final SEIS.

The site is currently zoned for office and residential uses; a zoning change would be required to permit ground floor retail uses comparable to the other alternatives. The Post Office site provides similar proximity to goods and services, and to nearby civic uses and the Transit Center in downtown Kirkland, and would approximate the proposal’s objectives. Existing environmental constraints – including piped and open streams on and along the periphery of some lots, and an adjacent high landslide area -- could reduce the development potential of the site to some degree. A memorandum documenting the consideration of alternative sites is included in Appendix B.

Based on the Post Office site’s location, size and other characteristics, it was also determined to be appropriate for evaluation in the MRM SEIS. It is considered as an alternative for both the MRM PAR and the CBD 5 alternative, which is described below. It should be noted that the SEIS does not presume that all or any of the Post Office site is actually available for redevelopment at this time, or that the MRM PAR could be implemented on the site. The site is included to meet SEPA requirements and to provide a comparison to the Proposed Action.

**Cumulative CBD 5 Redevelopment**

The proposal evaluated in the Draft SEIS is limited to the MRM PAR, and no action is proposed to be taken by the City regarding other properties within the CBD 5 zone. However, the City Council did request that the SEIS also study the CBD 5 zone. Therefore, several SEIS alternatives are included to test the hypothetical possibility that the entire CBD 5 district could be rezoned and that three other properties within CBD 5 that are considered under-developed (520 Kirkland Way, 550 Kirkland Way and 570 Kirkland Way), in addition to the MRM site, could redevelop in the future. Redevelopment could occur as an indirect result of rezoning the MRM property, or could result more generally from the influence of economic and market conditions. The potential for both office and residential use in CBD 5 is considered. The amount of redevelopment evaluated for CBD 5 is cumulative and includes development of the MRM property. In addition, the potential to accommodate the same types and amounts of development on the Post Office site is evaluated as an alternative as well.

**SEIS Alternatives**

As noted previously, the proposed action (MRM PAR) is programmatic/non-project and legislative in nature (i.e., amendment of the Comprehensive Plan and zoning code), and the alternatives are programmatic/non-project in nature as well. A specific development proposal has not been submitted for the MRM property and buildings have not been designed. The SEIS alternatives, therefore, are based on potential use, site size and location, and maximum building footprints, tempered in some cases by existing zoning requirements and/or adopted design guidelines that would apply to development (e.g., required residential building modulation and upper story setbacks). However, this SEIS does not evaluate a project proposal or a specific building design.

The SEIS evaluates a large number of alternatives to test a variety of outcomes and provide comprehensive information to City officials and citizens about the environmental effects of the proposed PAR. As noted, these include office and residential use, both on-site and off-site, and different building heights. In all alternatives, ground floor retail is assumed with either office on upper stories or residential uses on upper stories. The alternatives, and how they function in the EIS to meet SEPA requirements, are summarized in Table 2-1 below.

**Table 2-1. SEIS Alternatives**

| <b>SEIS Office Alternatives (Maximum Impacts)</b> | <b>Residential/Reduced Impact Alternatives</b> | <b>Off-Site Alternatives</b>   |
|---|--|--|
| No Action – Office                                | --   | --   |
| MRM Site - Office                                 | MRM site - Residential                         | Post Office site (portion) –<br>Office and Residential scenarios     |
| CBD 5 - Office                                    | CBD 5 - Residential                            | Post Office site (entire site) –<br>Office and Residential scenarios |

For purposes of organization and description, the alternatives are organized by the major type of use (office or residential), and various site and design scenarios are considered for each use. In general, office use would be the most intensive use of each site, based on traffic generation and building bulk, and residential use would reduce these impacts.

Key development assumptions for the alternatives are summarized in Table 2-2. Site locations are shown on Figure 2-2. As noted previously, the proposal is programmatic in nature; a site-specific project proposal has not been submitted and building design is not known. The conceptual bulk diagrams in the Aesthetics section of the SEIS do, however, reflect zoning requirements for building modulation and upper level setbacks.

**Table 2-2. Development Assumptions for Draft SEIS Alternatives**

| SEIS Alternative                               | Lot Area            | Floor Area Ratio (FAR) | Total Building Area (square feet) | Retail Area (square feet) | Office Area (square feet) | Residential Units <sup>3,4,5</sup> | Maximum Height (feet) <sup>6</sup> |
|--|---------------------|------------------------|-----------------------------------|---------------------------|---------------------------|------------------------------------|------------------------------------|
| <b>No Action</b>                               | 74,200              | 3.36                   | 249,312                           | 49,862                    | 199,450                   | 0                                  | 67                                 |
| <b>1. Office Alternatives</b>                  |                     |                        |                                   |                           |                           |                                    |                                    |
| a. MRM site                                    | 74,200              | 3.565                  | 264,523                           | 33,065                    | 231,458                   | 0                                  | 100                                |
| b. Off-Site                                    | 74,200 <sup>1</sup> | 3.565                  | 264,523                           | 33,065                    | 231,458                   | 0                                  | 100                                |
| c. CBD 5                                       | 151,639             | 3.565                  | 540,593                           | 67,574                    | 473,019                   | 0                                  | 100                                |
| <b>2. Residential Alternatives<sup>2</sup></b> |                     |                        |                                   |                           |                           |                                    |                                    |
| a. MRM Site                                    | 74,200              | 3.565                  | 264,523                           | 33,065                    | 0                         | 289                                | 100                                |
| b. Off-Site                                    | 74,200 <sup>1</sup> | 3.565                  | 264,523                           | 33,065                    | 0                         | 289                                | 100                                |
| c. CBD 5                                       | 151,639             | 3.565                  | 540,593                           | 67,574                    | 0                         | 591                                | 100                                |

Source: Berk, City of Kirkland, 2013

Notes

1. The Post Office site is used in the SEIS as an off-site alternative for both the MRM PAR and for cumulative CBD 5 redevelopment. For purposes of comparison, the amount of the overall 3.3-acre Post Office property that is redeveloped would vary among alternatives: 1.7 acres (74,200 square feet) as an off-site alternative for the MRM PAR, and 3.3 acres as an off-site alternative for CBD 5 redevelopment.
2. As discussed below, a No Action residential alternative was eliminated from detailed discussion in the SEIS.
3. Residential units are estimated using an average unit size of 800 square feet. This is lower than the 1,000 square feet per unit that the City has used in some recent planning analyses, and reflects a trend -- on the Eastside and in the Seattle area generally -- towards smaller size residential units.
4. Kirkland Comprehensive Plan Policy H-2.4 encourages provision of affordable housing when increases to development capacity are considered. In addition, the applicant's objectives for the proposal include providing affordable housing. For all residential alternatives, therefore, it is assumed that the City would amend the zoning code to require the provision of affordable housing, pursuant to KZC 112, in the CBD 5 zone.
5. Estimates of residential development for Alternative 2 scenarios may be over-stated to some extent because they do not account for landscaping or building design considerations, such as building floor plate size and light access.
6. Height is measured above average building elevation (ABE). The Aesthetics analysis for Alternatives 1.b and 2.b will also portray and discuss the effects of different building height for office and residential development.

Figure 2-2. Project Study Area

**KIRKLAND MRM SEIS - STUDY AREA**



**BERK** Date: October 2013  
Source: City of Kirkland, BERK

**Alternative 1: Office Development (Maximum Development)**

The office development alternatives represent the most intensive use of the MRM property and of the alternative sites. Four scenarios are evaluated; each includes primarily office use with ground floor retail in a 100-foot tall building. Development capacity for each alternative, shown in Table 2-2, was calculated by applying a FAR to the lot area of each site.

**NO ACTION ALTERNATIVE**

The No Action alternative assumes that the City Council would not take action on the MRM proposal, but that the MRM site would be developed for office and retail uses at the intensity permitted in existing zoning regulations. This is intended to provide a more useful basis for comparison with the other alternatives, rather than assuming that nothing would happen on the site. An estimated 249,312 square feet of building area could be developed, comprised of 199,450 square feet of office use and 49,862 square feet of ground floor retail use. Maximum building height is 67 feet above average building elevation.

**1.A MRM SITE**

Alternative 1.a evaluates development of an office building on the MRM site which would include 264,523 gross square feet of area, including approximately 33,065 square feet of ground floor retail use and 231,458 square feet of office space above. The building would be up to 100 feet in height (up to 8 stories). Developed floor area ratio and building height would be in the same range as what has been approved for development on the adjacent Parkplace site. For purposes of analysis in the SEIS, an office/retail building of this intensity would reflect the greatest building bulk and potential view blockage resulting from development on the site, and would generate the greatest amount of peak hour traffic.

**1.B OFF-SITE ALTERNATIVE (POST OFFICE SITE)**

Under Alternative 1.b, 1.7 acres of the Post Office site would be redeveloped for the same type, amount and form of development as the MRM site: 264,523 gross square feet, 33,064 square feet of ground floor retail, and the balance in office space, in a 100-foot building. The Aesthetics section of the Draft SEIS will also portray and discuss varying building heights.

Alternative 1.b also evaluates development of the entire Post Office site (3.3 acres) for an amount of office/retail development comparable to CBD 5 development (Alternative 1.c).

**1.C CBD 5 REDEVELOPMENT**

Alternative 1.c assumes that all of CBD 5 would be rezoned and that three other properties within CBD 5 that are categorized as under-developed (520 Kirkland Way, 550 Kirkland Way and 570 Kirkland Way) could redevelop in the future, in whole or part, for the same uses and at the same intensity as proposed for the MRM property. Redevelopment could result indirectly from the precedent established by approval of the MRM rezone, or more generally from the influence of economic and market forces. The cumulative amount of redevelopment assumed for Alternative 1.c, including the MRM proposal, would be 540,593 square feet, including 473,019 square feet of office use and 67,574 of retail use in a 100-foot tall building.

As noted previously, this alternative is hypothetical and does not imply that the property would be rezoned or that existing property owners desire to redevelop. Similarly, building forms used in the SEIS are conceptual and do not reflect development proposals.

**Alternative 2: Residential Development**

Development capacity for each alternative is shown in Table 2-2, and was calculated by multiplying the assumed FAR by the lot area of each site. In general, all Alternative 2 residential development scenarios are expected to reduce environmental impacts relative to an office development for most elements of the environment, particularly traffic. The comparative fiscal and economic impacts of office and residential use are identified in a

separate report which is appended to, but not part of, the Draft SEIS (see Appendix D), pursuant to WAC 197-11-440(8) and 197-11-448.

### 2.A MRM SITE

Under Alternative 2.a, the MRM site would be developed primarily for multi-family residential use, with retail uses on the ground floor. Approximately 289 residential units could be developed, assuming a unit size of 800 square feet. Ground floor retail use (33,065 square feet) would be the same as for Alternative 1.a. Residential units could be condominiums or market-rate rental. However, it is assumed that the zoning code would also require that at least 10 percent of units qualify as “affordable” under KZC 112.15. It is also assumed that existing setbacks and landscaping requirements would apply, as well as existing requirements for building modulation and upper story setbacks.

### 2.B OFF-SITE ALTERNATIVE (POST OFFICE SITE)

Under Alternative 2.b, 1.7 acres of the Post Office site would be redeveloped for the same type, amount and form of development as the MRM site: 264,523 gross square feet, 33,064 square feet of ground floor retail and 289 multi-family residential units in a 100-foot building. As for Alternative 1.b, the Aesthetics section of the Draft SEIS will also portray and discuss the effects of different building heights.

Alternative 2.b also evaluates development of the entire Post Office site (3.3 acres) for an amount of office/retail development comparable to CBD 5 development (Alternative 2.c).

### 2.C CBD 5

Alternative 2.c assumes that in addition to the MRM property, all or portions of three other properties within CBD 5 that are considered under-developed (520 Kirkland Way, 550 Kirkland Way and 570 Kirkland Way) could redevelop in the future for residential use. The cumulative amount of redevelopment assumed for Alternative 2.c, including the MRM proposal, would be 540,593 square feet, including 67,574 of retail use and 591 residential units in a 100-foot building. A lower building height scenario is also analyzed. Moreover, to provide an additional comparison of impacts, this same amount of development is evaluated on the entire 3.3-acre Post Office site (Alternative 2.b).

## ***Additional Alternatives Considered***

### RESIDENTIAL NO ACTION ALTERNATIVE

A residential No Action scenario was also considered but is not carried forward in the Draft SEIS. Existing CBD 5 zoning allows but significantly limits residential development on the MRM site, based on proximity to Peter Kirk Park and total site size. The zoning code limits residential development to 12.5 percent of the gross floor area (249,312 square feet). This would permit an estimated maximum of 39 residential units; the remainder of the building would consist of office and/or retail uses. Based on the small number of residential units that could be developed, a residential No Action alternative would not be significantly different from the office No Action alternative and would not provide a useful comparison. It is also considered unlikely that such a building would be actually developed. Therefore, a residential No Action alternative is eliminated from further discussion in the SEIS.

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## 3.0 AFFECTED ENVIRONMENT, SIGNIFICANT IMPACTS, AND MITIGATION MEASURES

### 3.1 Land Use Patterns

This section compares the current and proposed land use pattern, the compatibility of development, and changes in activity levels associated with the different alternatives. The study area and surrounding development for the Land Use analysis is shown on Figure 3.5-2 and Figure 3.5-1, respectively. The study area includes the MRM site, the entirety of the CBD 5 zone, and the CBD 5C zone (the Post Office site).

#### Affected Environment and Methodology

##### *Current Land Uses – Site and Study Area*

The MRM site contains a one-story 21,258 square foot office building and surface parking lot. An existing access driveway/easement runs along the west side of the property. A map of the site, adjacent properties and the broader neighborhood is shown in Figure 3.5-2. Photos of site and adjacent properties are shown in Figure 3.5-1.

The Parkplace shopping center abuts the MRM site and CBD 5 zone on the north, and contains seven retail and office buildings ranging from 1 to 6 stories in height, as well as surface and structured parking.

Office development is located to east of the MRM site within the CBD 5 zone; the office building at 520 Kirkland Way is 4-5 stories in height while office buildings at 550 and 570 Kirkland Way are about 3 stories in height.

Three-story multifamily and office uses with ground floor commercial lie on the south side of Kirkland Way. Peter Kirk Park, the Kirkland Performance Center and Community Center, Pool, Kirkland Library, and Kirkland Transit center lie west of the MRM site and CBD 5 zone.

The land use study area generally includes streets within one block of the MRM site and the offsite alternative location of the Post Office: Central Way to the north, 10<sup>th</sup> Street to the east, 2<sup>nd</sup> Avenue to the south, and 3<sup>rd</sup> Street to the west. The land use study area shows a mix of uses that are typical of a Central Business District (CBD), including commercial, retail, office, multifamily, and civic uses (park and post office). There are a few single family residences along the edges of some blocks.

Along Central Way, there are a mix of commercial, restaurant, and service uses. The largest commercial site is Parkplace located on the south side of Central Way immediately north of the MRM site and the CBD 5 zone.

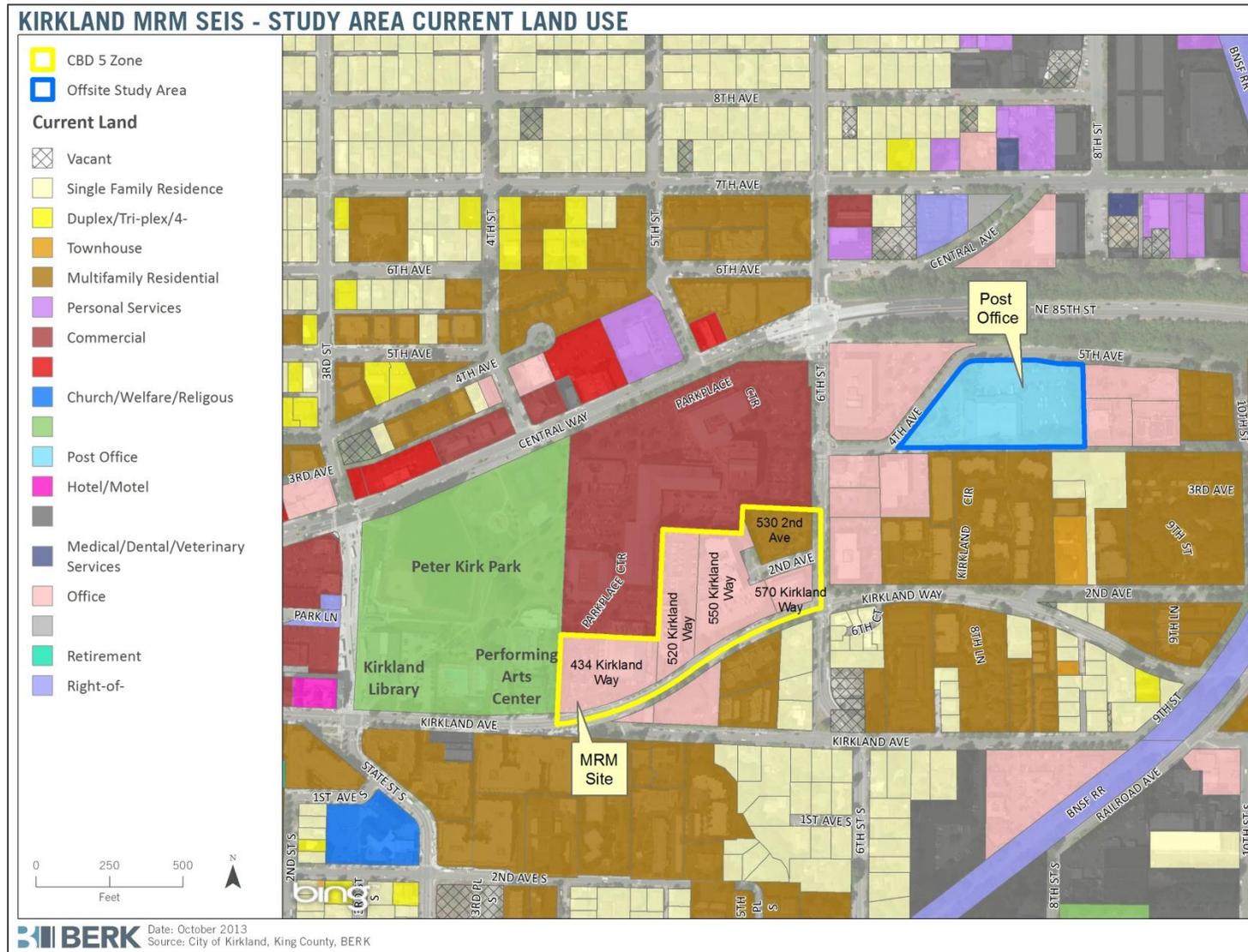
The area between 6<sup>th</sup> Street and 10<sup>th</sup> Street, east of the MRM site, transitions from office uses along 6<sup>th</sup> Street to multifamily uses eastward towards 10<sup>th</sup> Street. The Post Office lies between the commercial office and multifamily uses along 4<sup>th</sup> and 5<sup>th</sup> Avenues.

Along Kirkland Avenue, office uses are located on the MRM Site and within the CBD 5 district; one multifamily building is located in the CBD 5 District on 2<sup>nd</sup> Avenue. On the south side of Kirkland Avenue, there are multifamily complexes, offices, and single family dwellings. Some of the buildings on the south side of Kirkland Way are mixed with ground floor retail and residential uses above.

Civic uses are located to the west, along 3<sup>rd</sup> Street and Kirkland Avenue, including the Kirkland Transit Center, Kirkland Library, Kirkland Performance Center and Community Center, and Peter Kirk Park are found.

Commercial/retail uses are located on the west side of 3<sup>rd</sup> Street.

Figure 3.1-1. Study Area Current Land Use



Source: City of Kirkland, King County, BERK 2013

Figure 3.1-2. Vicinity Photos



View of MRM Site from access drive facing east



View of 520 Kirkland Way, east of MRM Site



Peter Kirk Park, west of MRM site



375 Kirkland Avenue, south-southwest of MRM Site

Source: BERK, Weinman Consulting LLC, King County Assessor, 2013

Table 3.1-1 provides a summary of the surrounding land uses within each segment of the study area.

**Table 3.1-1. Surrounding Land Uses**

| <b>Location / Current Use</b>           | <b>North</b>  | <b>East</b>                      | <b>South</b>   | <b>West</b>  |
|---|---|----------------------------------|--|--|
| MRM Site – Professional Office          | Commercial – Parkplace  | Professional Office              | Professional Office, Multifamily, Mixed Use                | Park/ Kirkland Performance Center/ Peter Kirk Community Center |
| CBD 5 Zone – Office, Multifamily        | Commercial – Parkplace  | Professional Office, Multifamily | Professional Office, Multifamily, Single Family, Mixed Use | Park/ Kirkland Performance Center/ Peter Kirk Community Center |
| Post Office – Government Service        | NE 85th Street Right-of-Way                                       | Professional Office              | Multifamily, Single Family                                 | Professional Office  |
| Land Use Patterns Analysis Area - Mixed | Commercial, Services, Restaurant, Multifamily, Office, Industrial | Railroad                         | Multifamily, Single Family                                 | Commercial, Hotel, Utility                                     |

Source: King County Assessor Data 2013

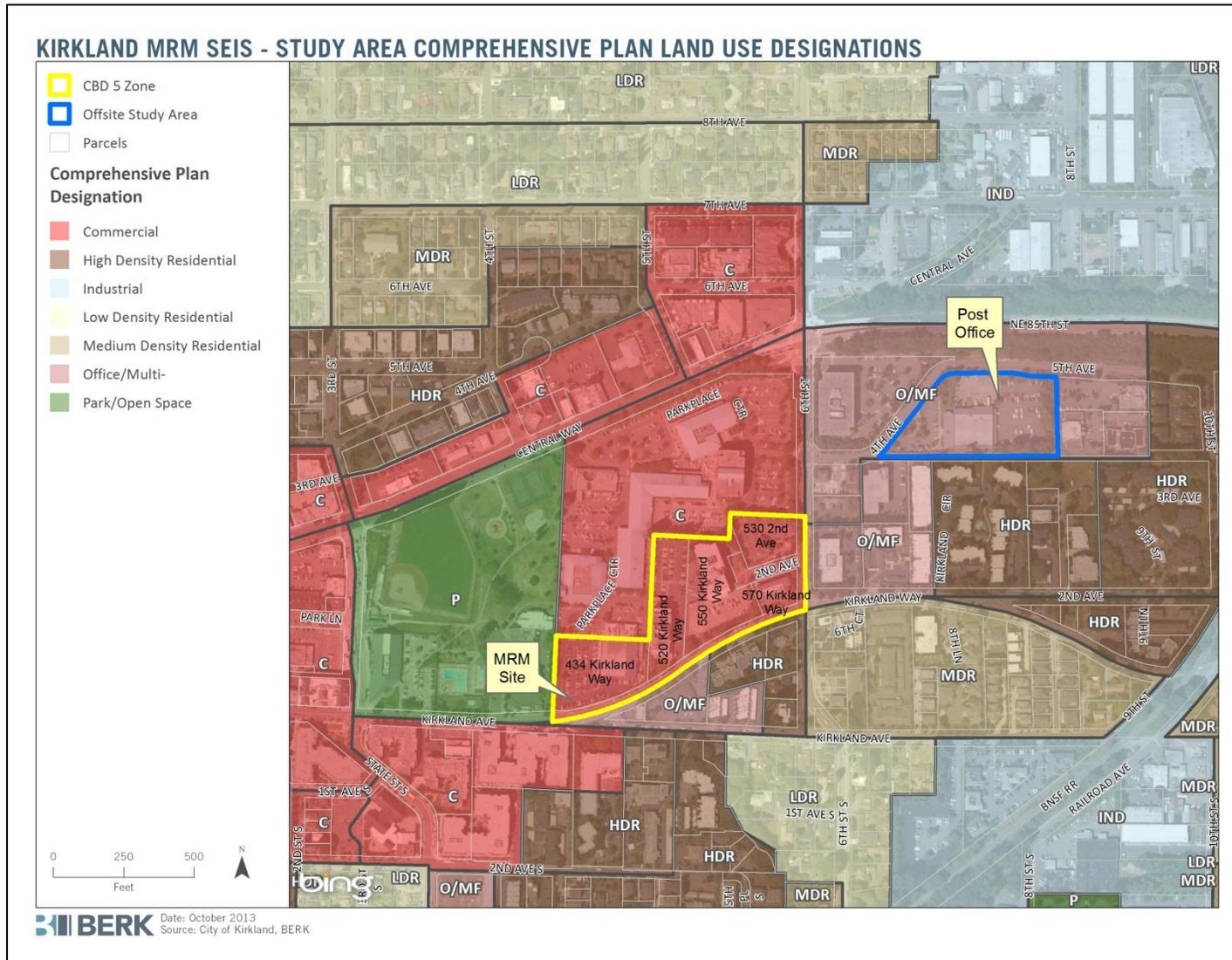
The topography in the area slopes downward as one travels west toward Lake Washington. There is also a major topographic change between NE 85th Street and the land uses to the north and south of that road in the eastern portion of the land use study area. The finished grade of NE 85th Street is well above the Post Office site. The change in grade between NE 85th Street and the streets to the south and north effectively separates land uses north of NE 85th Street and east of 6th Street from the rest of the land use study area and reduces visibility of the area. See Section 3.4 for additional discussion of views and visibility in the study area.

**Planned Land Uses**

The Kirkland Comprehensive Plan generally directs future land use over the long term. The Plan’s Land Use Element identifies Downtown as “... an area of moderate commercial and residential concentration that functions as a focal point for the community and is served by a transit center.” The Comprehensive Plan land use map designates the MRM site and CBD-5 as Commercial and the Post Office site as Office Multifamily. See Figure 3.1-3 on the next page. The MRM site is about 23% of the CBD district as a whole in area, and the CBD 5 zone is about 8% of the CBD district as a whole.

Lands south of Central Way and between 3<sup>rd</sup> and 6<sup>th</sup> Streets are considered to be in the Moss Bay Neighborhood Plan’s East Core Frame. This area includes Peter Kirk Park, Kirkland Performance Center and Community Center, Parkplace, the MRM site and CBD 5 zone. The intent is for large, intensively developed mixed-use projects with an emphasis on employment uses and limited residential to locate in this area. North of Central Way, areas are in the Northwest Core Frame (west of 3<sup>rd</sup> Avenue) and Northeast Core Frame (east of 3<sup>rd</sup> Avenue). These areas are anticipated to have office and office/multifamily mixed-use projects (Northwest Core) and a broad range of commercial uses (Northeast Core).

Figure 3.1-3. Comprehensive Plan Map – Downtown Vicinity



Source: City of Kirkland, BERK, 2013

## Zoning

Implementing zoning for the study area matches the Comprehensive Plan and identifies CBD 5 zoning along Kirkland Way encompassing the MRM site. PLA 5C zoning is applied to the Post Office. Surrounding zones include CBD 5A on the north (Parkplace), PLA 5C east of 6<sup>th</sup> Avenue, PR2.4 and RM 2.4 to the south, and Park (P) to the west. See Figure 3.1-4. Each zone is described further on the following page.

### CBD 5 ZONE

The CBD 5 zone applies to the MRM site and other properties south of Parkplace along Kirkland Way. The CBD 5 zone allows retail, entertainment, hotel, government, church, school, park, and other civic or fraternal uses. It also permits stacked or attached dwelling units or assisted living “[w]ithin 170 feet of Peter Kirk Park provided that the gross floor area of this use does not exceed 12.5% of the total gross floor area for the subject property.”

Maximum building height for any use in the CBD 5 zone is 67 feet.<sup>2</sup> CBD 5 regulations limit heights within 100 feet of Peter Kirk Park to three stories and require upper story step backs at the second, fourth, and fifth stories along Kirkland Way. Building height is further limited within specified distances of Kirkland Way to 2, 4 or 5 stories.

The CBD-5 properties along Kirkland Way are located in a section of Downtown named the East Core Frame. The *Moss Bay Neighborhood Plan* assigns the area to Design District 5, where special emphasis is to be given to preserving a sense of openness, and urban design should focus on compatibility with, and forming connections to, Peter Kirk Park. Downtown design guidelines and design review apply.

### PLA 5C ZONE

The PLA 5C zone allows a variety of uses including detached, attached or stacked dwelling units, office, mixed residential and office buildings, assisted living and convalescent facilities, schools, government facilities or utilities, and parks. Retail use is not currently permitted. In the PLA 5C zone, “[d]evelopments creating four or more new dwelling units shall provide at least 10 percent of the units as affordable housing units.”

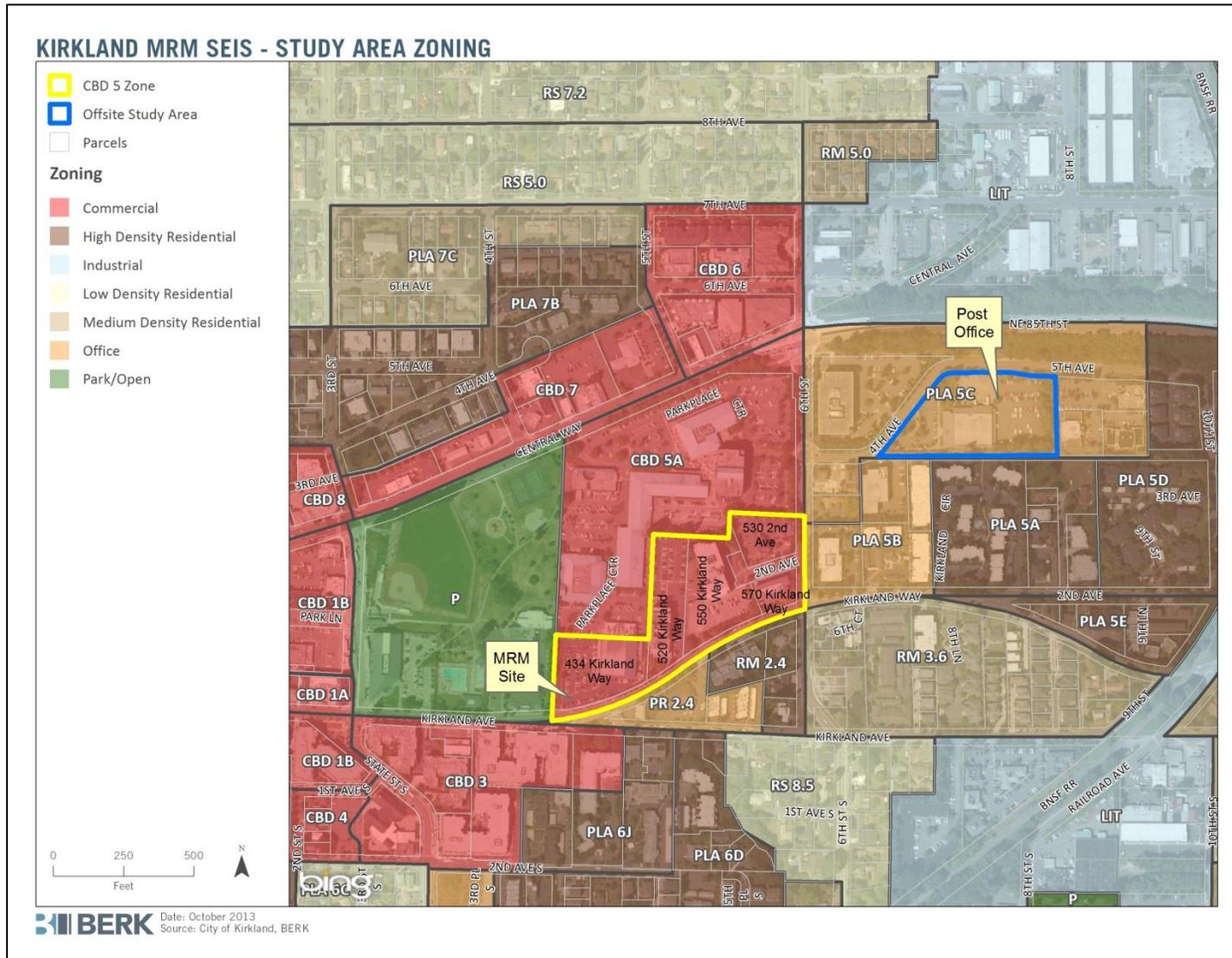
If the development contains at least 1 acre, as is the case for the Post Office site, the maximum height is 60 feet.

The Post Office site, while located within the Moss Bay Neighborhood, is not in the Central Business District or is part of a design district, as it lies outside the Downtown plan. As part of the Perimeter Areas of the Moss Bay Neighborhood, design requirements are less stringent than in the Central Business District. However, design review and application of pedestrian oriented design guidelines do apply.

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<sup>2</sup> Heights reported in this Draft SEIS are measured above average building elevation.

Figure 3.1-4. Current Zoning Map



Source: City of Kirkland, BERK, 2013

### OTHER ADJACENT ZONES

The Moss Bay Neighborhood Plan identifies allowed heights, approximately in stories; the map is then implemented by more specific zoning standards. Figure 3.1-5 provides the Moss Bay Neighborhood Plan Downtown Height and Design Districts. More detailed discussion is provided below.

Located just north of the MRM site and CBD 5 zone, the Parkplace shopping center is classified as CBD 5A. This zone allows mixed use development containing office, retail and restaurant uses. Stacked or attached dwelling units are allowed but limited to 10% of the total gross floor area of the site's master plan. Heights are limited to 60 feet along Peter Kirk Park and 100 feet along Central Way, but extend up to 115 feet on the majority of the site including where the CBD 5A zone abuts the CBD 5 zone. Setbacks of 25-30 feet apply along the southern perimeter of the CBD 5A zone where it abuts the CBD 5 zone. There is also a 55 foot setback along Peter Kirk Park. See also Figure 3.1-6, showing the more detailed height allowances for the CBD-5A zone north of MRM PAR study area.

The PLA 5B zone lies east of the CBD 5 zone and south of the PLA 5C zone encompassing the Post Office. The allowed office and residential uses in PLA 5B are similar to those of PLA 5C, but the maximum height is 30 feet. Further southeast of the Post Office is the PLA 5A zone which focuses on detached, attached or stacked dwelling units at heights of 30 feet above average building elevation.

Properties south of the CBD 5 zone, across Kirkland Way, are zones PR 2.4 and RM 2.4. The PR zone allows professional office and residential uses as well as convenience retail on the ground floor. The RM zone allows a variety of detached and attached housing; limited convenience retail can be permitted if allowed in the Comprehensive Plan. Both zones require affordable housing. Maximum heights of both zones are typically 30 feet.

Peter Kirk Park is located west of the MRM site and is zoned Park (P); development standards are determined by a park master plan. Currently the Library and Performance Center, which are also zoned P, are about 1-2 stories in height.

### HOUSING INCENTIVES

The Kirkland Zoning Code (KZC) Chapter 112.15 requires that developments creating four (4) or more new dwelling units in commercial zones, high density residential zones, medium density zones and office zones provide at least 10 percent of the units as affordable housing units. This currently does not apply to CBD-5 properties, but could apply in the future if the zoning code is amended as part of the MRM PAR. The City has generally expanded the application of KZC 112.15 when zoning amendments allow greater heights or density.

### ***Pipeline Development***

Pipeline development refers to projects that are approved but not constructed, and vested projects that are under review. The following are some pipeline mixed-use developments that will shape the character of the Downtown neighborhood:

- Parkplace, 457 Central Way: 1,554,250 square feet of retail and office development in buildings up to 115 feet in height (approved Planned Action),
- White Swan Site; 324 Central Way: 76 multi-family residential units, 7,970 square feet retail (zoning permit approved), and
- Crab Cracker Site Mixed Use, 452 Central Way: 290 multi-family residential units, 9,000 square feet retail (zoning permit approved).

The Parkplace redevelopment focuses on employment uses consistent with the intent of the East Core Frame to emphasize employment. The Parkplace site is the largest redevelopment site in single private ownership in the CBD. (City of Kirkland 2010)

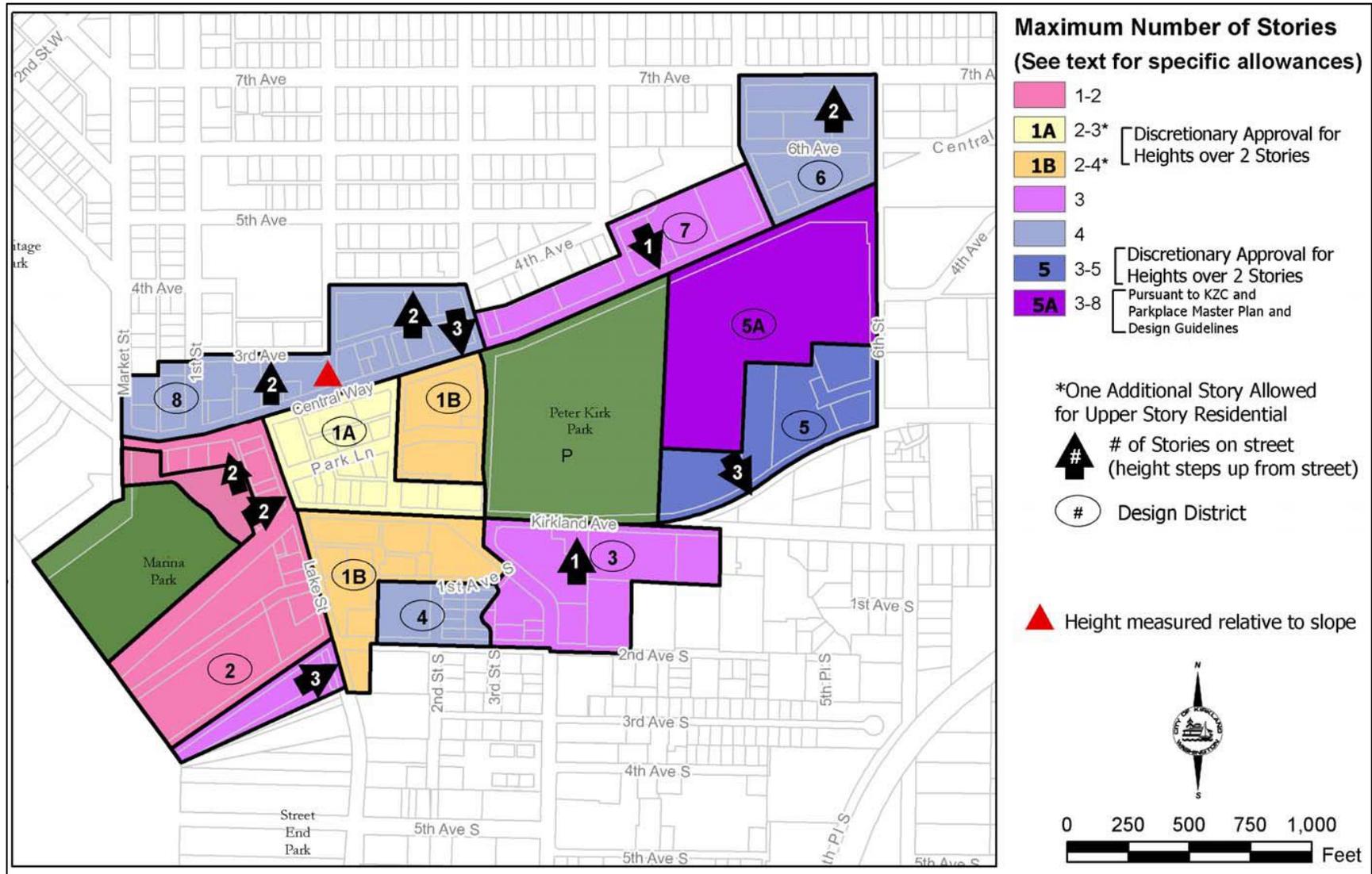
All of the pipeline developments noted above front on Central Way north of the MRM site and CBD 5 zones. Other pipeline developments consist of mixed residential and ground floor commercial uses. Proposals in the Northeast

Core Frame (e.g. sites in the 300 and 400 block north of Central Way) provide commercial uses and compatible residential uses, as called for in the Moss Bay Neighborhood Plan.

Over the past 20 or more years, there has been a trend to residential mixed-use projects in zones that also permit office development. This can be seen in currently planned and vested projects above, and is a reflection of market conditions and the function of the CBD.

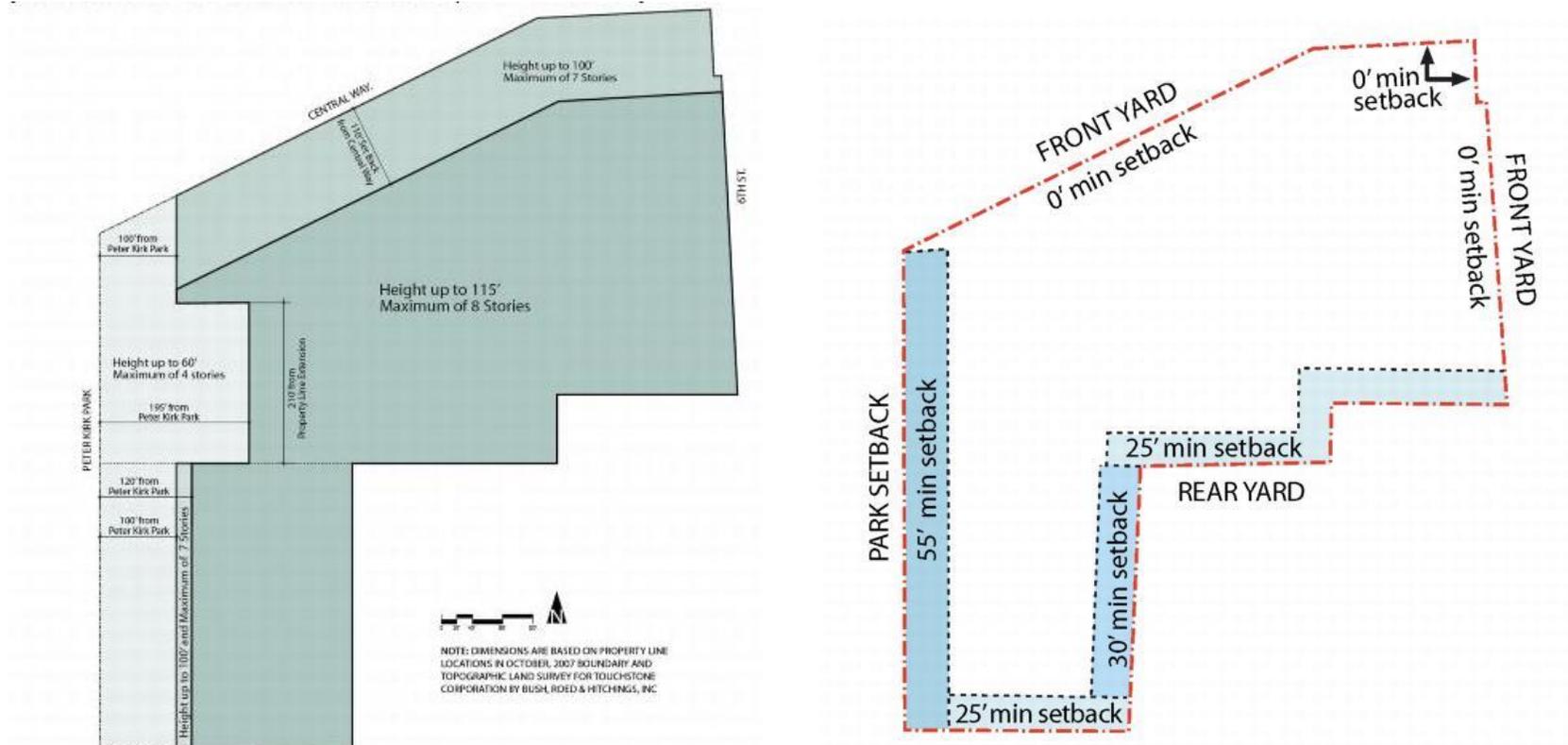
While the CBD is a key activity center in Kirkland, Totem Lake is the City's designated Urban Center and its major employment center, with 36 percent of existing jobs. Moss Bay, which includes the CBD, is third in terms of existing jobs (13%). As described above, the City recently approved Parkplace redevelopment which would result in 1.2 million square feet of office use and 592,700 square feet of commercial space; this would add 5,985 more jobs to the site. This will be the major location of office jobs in the CBD. The redevelopment of Parkplace is not expected to change the location of the City's primary job center in Totem Lake. (See also Section 3.3 for more information.)

Figure 3.1-5. Downtown Height and Design Districts



Source: City of Kirkland, 2012

Figure 3.1-6. CBD-5A Maximum Building Heights and Required Yards



Note: See Kirkland Zoning Code Plate 7 for Height Measurement Points.

City of Kirkland 2013

## Significant Impacts

This section addresses potential land use impacts that can occur when:

- There is encroachment of new land uses or changes to land use patterns that are significantly different than current uses or patterns. Such a change in pattern can create potential land use conflicts, such as when uses have different activity patterns or levels. For example an industrial use near a residential use could create noise, emissions or other unwanted conditions. Changes in pedestrian activity or recreational demand can also occur.
- There is an increase in the intensity of use on parcels (e.g., height, bulk or scale) through redevelopment or infill development on currently underutilized parcels that contrasts with adjacent development. For example, a taller more intense structure next to a less intense structure could change the character of the immediate area or affect perceptions of privacy. Redevelopment could result in a more intense development form than currently exists, or a more uniform intensity across an entire site. Redevelopment could increase the amount of area covered by buildings, structured parking, and plazas or other pedestrian-oriented gathering places.
- A change in use could serve as a precedent for further, subsequent changes in land use, which could, indirectly or cumulatively, affect the overall land use pattern. Indirect impacts can also include the potential for a particular use to attract other similar uses or services to support new residents and workers.

Table 3.1-2 summarizes existing and planned land use and heights in the study areas and adjacent zones.

**Table 3.1-2. Existing and Planned Land Uses and Heights**

| Location / Zone                                      | Present Use   | Present Height  | Maximum Height Per Zone | Alternative Height Studied in SEIS |
|--|---|-----------------|-------------------------|------------------------------------|
| <b>Study Areas</b>                                   |   |                 |                         |                                    |
| MRM Site / CBD 5 Zone                                | Professional Office   | 15 feet/1 Story | 67 feet <sup>1</sup>    | 100 feet                           |
| North Side of Kirkland Way / CBD 5 Zone              | Professional Office, Multifamily                                  | 3-5 stories     | 67 feet                 | 100 feet                           |
| Post Office / PLA 5C Zone                            | Government office and storage                                     | 1 story         | 60 feet                 | 100 feet                           |
| <b>Adjacent Zones</b>                                |   |                 |                         |                                    |
| Parkplace / CBD 5A Zone                              | Shopping Center with retail and office                            | 1-6 stories     | 115 feet <sup>2</sup>   | Not applicable                     |
| South of Post Office / PLA 5B                        | Professional Office   | 2-3 stories     | 30 feet                 | Not applicable                     |
| South side of Kirkland Way / PR 2.4 and RM 2.4 zones | Professional Office, Multifamily, Single Family                   | 2-4 stories     | 30 feet                 | Not applicable                     |
| Peter Kirk Park / Park (P)                           | Kirkland Performance Center/ Community Center and Peter Kirk Park | 1-2 stories     | Per master plan         | Not applicable                     |

1. Height is further limited in specified locations.

2. Height as approved by the City in 2010.

Source: King County Assessor Data; Kirkland Zoning Code; BERK 2013

### **Office Alternatives**

#### **NO ACTION ALTERNATIVE (OFFICE, MRM SITE)**

Impacts of the No Action Alternative, which would redevelop the MRM site for a 67-foot mid-rise office building, would be similar to but less than Alternative 1a, the MRM Proposal that would allow for a 100-foot building. Under the No Action Alternative, buildings would be similar to the scale of the existing Parkplace shopping center but smaller than the 115-foot buildings approved for future development on Parkplace. The midrise office buildings and retail use under the No Action Alternative would be compatible with the office uses to the east in use and scale. Given the intervening street, mid-rise height, and required upper story step backs, the No Action development on the MRM site would also be compatible with the mix of uses south of Kirkland Way. There would be an increase in activity and use adjacent to Peter Kirk Park and related civic uses but less than the Action Alternatives (see also Section 3.6 of this Draft SEIS).

The No Action Alternative is not expected to cause significant indirect impacts. While office uses can attract retail and service uses to support employees, such uses would be included in the ground floor retail component of the alternative, and would also be available in the adjacent Parkplace development.

#### **ALTERNATIVE 1A (OFFICE, MRM SITE)**

Under Alternative 1a, the current low intensity office use would be demolished and replaced by a more intensive and taller office building with ground floor retail. Redevelopment would likely include underground parking in place of surface parking. Commercial office and retail uses would be consistent with the office land use pattern to the east, though more intense and taller than the neighboring properties. The more intensive office uses on the MRM site would face properties on the south side of Kirkland way that have a less intense mix of office, multifamily, and ground floor retail; the use of setbacks and application of design standards could reduce some impacts. The increased office and retail use on the MRM site would change the character of development adjacent to Kirkland Performance Center to a more intense nature and increase activity adjacent to the Kirkland Performance Center and the park (and within the park as described in Section 3.6). However, the existing access easement will separate future buildings at the western property line, and zoning requirements would likely limit the height adjacent to the Kirkland Performance Center and further beyond Peter Kirk Park; these conditions would help reduce the intensity of office development adjacent to the park.

In general, the type of use would be compatible and would not conflict with adjacent uses, but the scale and character of development would be more intensive than the present low-rise office use and taller (100 feet) than the existing building (15 feet) or the current maximum height of 67 feet ). The scale of development would also be greater than uses to the east, south, and west (midrise office, mixed use buildings, and Peter Kirk Park, and multiple civic uses such as the Kirkland Performance Center, respectively). Projected development on the MRM site under Alternative 1a would be similar to Parkplace to the north, which has been approved for mixed use redevelopment with building heights up to 115 feet. No direct adverse land use impacts to Peter Kirk Park or other civic uses are anticipated. Please refer to the discussion in the Aesthetics and Public Services sections of the Draft SEIS.

Similarly, Alternative 1a is not expected to cause significant indirect impacts. While office uses can attract retail and service uses to support employees, such uses would be included in the ground floor retail component of the alternative, and would also be amply provided in the adjacent Parkplace development. The taller building height could serve as a precedent for proposals for additional taller buildings on nearby redevelopable parcels within CDB 5. Although this precedent has already been established by Parkplace, Alternative 1a would add to it to some extent. Potential cumulative impacts are represented by Alternative 1c below.

#### **ALTERNATIVE 1B (OFFICE, OFFSITE)**

With Alternative 1b, a portion of the Post Office site would be redeveloped for office use, in place of the existing vehicle storage. It would lie adjacent to an office development to the east, and would be a similar and compatible

use. The development would also be adjacent to multifamily condominiums to the south and would represent a more intensive use than the existing open vehicle storage. Some differences in patterns and levels of activity could result from office use and could be noticeable to residents on the south. However, office and ground floor retail uses could be designed to orient towards 4<sup>th</sup> and 5<sup>th</sup> Avenues, which would reduce potential impacts; or retail could be restricted from the zone as it is presently. Additionally, while the activity level would be greater on the portion of the Post Office site that is redeveloped, compared to adjacent residential uses to the south, the mixed use office and retail proposal would be replacing an area actively used for post office loading/unloading, truck and vehicle access, etc. Offsite Alternative 1b would avoid potential impacts to Peter Kirk Park compared to other Office alternatives, due to increased distance.

A 100-foot tall building adjacent to the 1-story onsite Post Office building and adjacent to mid-rise office and multifamily buildings to the east, west, and south could change the character of this low and midrise neighborhood. Depending on design, there could be impacts to perceptions of privacy to the dwellings abutting on the south due to a taller building on the Post Office site. If design guidelines and screening were applied some of these scale and privacy impacts could be reduced.

Indirectly, rezoning this site to permit office use could serve as a precedent for rezoning of adjacent parcels to achieve more intensive development or to permit new retail use where it is presently not allowed. Potential impacts would be similar to those identified for Alternative 1a. Potential cumulative impacts are addressed in Alternative 1c.

If the full amount of CBD-5 zone redevelopment (Alternative 1c) were to occur on the Post Office site, the more intensive office and retail use on the Post Office site would be compatible with the NE 85<sup>th</sup> Street right-of-way to the north. Development of office and ground floor retail on the entire Post Office site would be of a more intense urban character than office buildings to the east and west. However, 4<sup>th</sup> Avenue would separate the Post Office from office buildings to the west. In addition, the site is not very visible from adjacent streets; see the discussion in the Aesthetics section of the Draft SEIS. A channelized creek and about 60 feet of vegetation would partially screen the Post Office site from office buildings of a lower scale to the east. The proposed mixed use office building on the entire Post Office site would be greater in scale than the multifamily uses to the south; the difference in scale would be noticeable and there could be impacts on perceptions of privacy. Landscaping and application of setbacks and design standards could help reduce these impacts.

### ALTERNATIVE 1C (OFFICE, CBD 5)

Four sites (including MRM), which make up 58% of the CBD 5 zone, would redevelop or add office uses under Alternative 1c. These more intense office uses would replace or add to office uses already existing, and provide additional ground floor retail. Given the approved Parkplace redevelopment to the north, a pattern of more intense office and retail uses would extend to the south to the CBD 5 zone and face low and midrise office, multifamily, and mixed uses to the south; the differences in intensity could be reduced with the application of setbacks and design standards. The greater level of office and retail uses would face similar but smaller office uses to the east across 6<sup>th</sup> Street. The topographical change within CBD 5 results in buildings that appear much larger at the high corner with 6th Street; however, with the intervening street, significant conflicts or incompatibilities are not anticipated. This portion of the CBD is planned for an intensive mix of office, retail/commercial, transportation, civic, and recreational uses. Alternative 1c would increase that intensity incrementally. Potential changes in the CBD 5 zone development character adjacent to Peter Kirk Park would be similar to Alternative 1a. Uses would be more intensive than the relatively lower scale but busy Kirkland Performance Center and Community Center, and the open character of Peter Kirk Park. The contrast in development intensity adjacent to Peter Kirk Park and related civic buildings would be avoided if the CBD 5 redevelopment were to take place instead on the Post Office site.

Redevelopment of CBD 5 may be viewed as an indirect result of rezoning the MRM site or of the prior rezoning of Parkplace. More generally, it can also be seen as a result of the attractiveness of the Kirkland CBD and the city as a whole.

### ***Residential Alternatives***

#### ALTERNATIVE 2A (RESIDENTIAL, MRM)

Adding a predominantly residential building with ground floor retail would introduce a new use adjacent to the current and planned commercial office and retail uses to the north and east, but would be similar in a mixed use character to the mix of uses to the south. As with Alternative 1a, there would be an increase in activity levels on site adjacent to Peter Kirk Park and related civic uses, and a potential for increased day and evening use of the park (see Section 3.6 of this Draft SEIS).

The change in scale would be similar to impacts identified for Alternative 1a if buildings achieve 100 feet in height. However, since residential floor-to-floor heights can be less than office floor-to-floor heights (e.g. 8-10 feet instead of up to 14 feet), it is possible that a residential mixed use building could be designed to a lesser height than an office mixed use building. Additionally, required upper story step-backs and design guidelines would apply.

The MRM Residential alternative would continue a trend of mixed use residential development occurring in the CBD in zones that also permit office use. Alternative 2a would not itself create a new trend or serve as a precedent for mixed use residential development, and it would be consistent with the land use pattern in the Downtown. Adding a mixed use development south of Parkplace could dampen further office development in the vicinity, though most of CBD-5 is already in office use. Parkplace would continue to be the primary office center in the CBD in any event, notwithstanding future rezones or development of individual small sites for residential use.

#### ALTERNATIVE 2B (RESIDENTIAL, OFFSITE)

A multi-story residential building with ground floor commercial use would be developed on the Post Office site in place of the existing vehicle storage. This change would increase activity levels onsite compared to the current Post Office and vehicle storage use. However, as noted under Alternative 1b, the Post Office site is actively used for customer visits, loading/unloading, truck and vehicle access, etc. Thus, redevelopment of the full site to mixed residential and commercial uses would result in an incremental change in activity levels. The residential use would be consistent with the intent of the zone, and would be compatible with adjacent office uses to the west and east and the 85<sup>th</sup> Street right of way to the north. Added ground floor retail would not be consistent with the current intent of the zone and would require a zoning code amendment. Added ground floor retail could attract some employee visits during the day as well as during the evenings and weekend. Residential uses would be compatible with residential uses on the south. Differences in activity levels with ground floor retail and nearby residential uses to the south could be less noticeable to residents on the south if commercial retail uses could be designed to orient towards 4<sup>th</sup> and 5<sup>th</sup> Avenues. If applied, design guidelines could help reduce potential impacts; alternatively, no retail could be allowed.

The Residential Offsite Alternative 2b would avoid potential conflicts with Peter Kirk Park compared to other residential alternatives, due to greater distance.

The added building under Alternative 2b would be noticeably greater in scale than surrounding buildings. The potential for residential buildings to be designed to a lesser height than office uses is the same as described for Alternative 2a.

Rezoning the Post Office site would allow more intensive land uses and could, indirectly, serve as a precedent for additional rezoning requests for sites along 4<sup>th</sup> or 5<sup>th</sup> Avenues. If approved, such rezones could result in intensification of development in this portion of the CBD. The area is not likely to become a significant retail destination, however, due to its lack of visibility and the presence of substantial retail uses in Parkplace.

If future residential and ground floor retail uses were to redevelop at the full CBD-5 level on the Post Office site, it would concentrate such uses on this parcel in place of a less intensive governmental use. Such development would be compatible and not conflict with the existing office uses to the east and west and the 85<sup>th</sup> Street right of way to the north. Residential uses would be more compatible with the residential uses to the south. Onsite retail uses could bring more activity to the area but access and orientation of the commercial to 4<sup>th</sup> and 5<sup>th</sup> Streets could reduce the potential for impacts; or retail could continue to be restricted in the zone.

If redevelopment occurred at the Post Office site, NE 85<sup>th</sup> Street would limit potential visibility of the site. However, the use of the Post Office site for a 100-foot tall residential/retail building would be noticeably different in scale from mid-rise offices to the west and east, and the multifamily uses to the south. The site is not very visible from adjacent streets, however. The potential for residential buildings to be designed to a lesser height than office uses is the same as described for Alternative 2a. Design guidelines would apply and could reduce impacts.

#### ALTERNATIVE 2C (RESIDENTIAL, CBD 5)

Under Alternative 2c, residential mixed-use buildings of greater intensity would locate in portions of CBD 5. If this occurred, it would change the character of the largely office block to a residential block with ground floor retail. There could be more daytime and evening activity onsite due to the retail and residential uses.

Multifamily residential uses would not conflict with and would be compatible with adjacent office uses to the north and east and south; residences are generally occupied more in the evening when offices tend to be less occupied. Multifamily uses and ground floor retail, albeit at greater intensity, would also be compatible with similar multifamily and mixed uses to the south. There would be a greater resident population adjacent to Peter Kirk Park and related civic uses, and a likelihood of more intense activity in the park (see Section 3.6 for additional analysis).

The potential building scale within the CBD 5 zone under Alternative 2c would be greater than surrounding mid-rise uses. CBD-5 redevelopment at 100 feet would be compatible with the planned Parkplace redevelopment on the north, which has been approved for heights up to 115 feet. In the CBD 5 location, the greatest change in scale would be adjacent to the lower intensity Kirkland Performance Center that then transitions to Peter Kirk Park. Height limits adjacent to the park would apply together with design standards, and could help reduce potential impacts. As noted previously, parks and recreational uses in downtowns typically are lower intensity than surrounding uses, and the contrast in intensity itself is not necessarily an adverse impact.

Potential indirect impacts would be the same as identified for Alternative 2b, except that the additional rezone requests could occur closer to the center of the CBD.

## Mitigation Measures

### ***Applicable Regulations and Commitments***

With the exception of the Post Office site, development in the analysis area would be subject to the City's existing design review process and would be required to comply with all applicable urban design principles set forth in the Moss Bay Neighborhood Plan and in the Design Guidelines for Pedestrian-Oriented Business Districts, adopted by the City in 2004.

In addition to design review and the application of design guidelines, development in the CBD-5 zone abutting Kirkland Way would be required to comply with all applicable development regulations contained in the Kirkland Zoning Code. These include upper story setbacks along Kirkland Way and reduced building heights in proximity to Peter Kirk Park. See the Aesthetics section for more information.

### ***Other Potential Mitigation Measures***

Some impacts were identified for all action alternatives based on the intensity and scale of buildings and changes in activity levels associated with different uses and more intensive development. The following mitigation measures are intended to reduce such potential impacts.

The City could consider modifying or extending some of the design standards developed for Parkplace in CBD 5A to the CBD 5 zone. These design guidelines:

- Enhance the access and transition to the adjacent Kirkland Performance Center and Community Center; and
- Modulate facades with defined widths and depth.

In addition, the City could limit floor area ratios for the Onsite Action Alternatives (1a, 1c, 2a and 2c) to no greater than that approved for the Parkplace shopping center (3.565 FAR). It should be noted that the amount of development assumed for the action alternatives is equivalent to the Parkplace FAR.<sup>3</sup> See the Aesthetics section for additional mitigation discussion.

To reduce potential increases in activity levels due to retail uses along Kirkland Way, the City could limit retail use to some degree, allow a smaller range of retail uses, and/or allow only single use office or residential uses. This could apply to the Onsite Action Alternatives (1a, 1c, 2a and 2c).

Regarding the Post Office site (Alternatives 1b and 2b), the City could:

- Develop site-specific design standards for buildings over 2 stories in height to mitigate for impacts of taller buildings on the property;
- Limit floor area ratios to reduce the scale and intensity of structures in proximity to existing residential development; and/or
- Limit potential types of commercial uses that could increase activity levels in proximity to residential uses, such as by limiting retail use, allowing a smaller range of retail uses, allowing live/work space options, and/or allowing only single use office or residential.

See the Aesthetics section for additional mitigation discussion.

### **Significant Unavoidable Adverse Impacts**

The Action Alternatives would result in a greater intensity of land use and greater employment and/or residences in the land use analysis area. Land would be used more intensively for urban uses. Changes to land use have the potential to create land use conflicts in some locations, but impacts can be mitigated as identified under mitigation measures above. The overall land use pattern of the CBD would not change significantly or adversely.

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<sup>3</sup> The FAR for all Onsite Action Alternatives is the same as that assumed for Parkplace, 3.565. For the purposes of this SEIS, an equivalent amount of square footage was assumed on the Post Office site for the Offsite Action Alternatives. To achieve the equivalent square footage offsite, however, a slightly higher FAR was assumed at 3.79, since the Post Office site is a little smaller than the CBD 5 zone.

## 3.2 Relationship to Plans and Policies

This section of the Draft SEIS evaluates the alternatives for consistency with state, regional, countywide, and city plans and policies including Growth Management Act Goals, VISION 2040, King County Countywide Planning Policies, and the City of Kirkland Comprehensive Plan. This section presents current policies and a consistency analysis together for greater readability and to avoid repetition.

### Policies and Codes – Consistency Analysis

#### Growth Management Act Goals

The Growth Management Act (GMA) contains 13 broad planning goals (Revised Code of Washington [RCW] 36.70A.020) to guide local jurisdictions in determining their vision for the future and in developing plans, regulations, programs and budgets to implement that vision. The thirteen goals are not ranked in any order but can be balanced by the jurisdiction and are presented below in Table 3.2-1. A fourteenth goal of GMA consists of the goals and policies of the Shoreline Management Act as set forth in RCW 90.58.020. The study area is not in a shoreline area and this subject is not further addressed.

**Table 3.2-1. Growth Management Act Goals and Alternative Consistency Analysis**

| Growth Management Act Goal  | Consistency of Alternatives   |
|---|---|
| <b>Urban growth:</b> Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.  | All alternatives, whether office or residential would allow for development in Downtown Kirkland where services exist or can be improved in an efficient manner.  |
| <b>Reduce sprawl:</b> Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.  | All alternatives, especially the Action Alternatives, would focus development in an urban area at relatively higher intensities and help reduce the potential for sprawl.   |
| <b>Transportation:</b> Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.  | All alternatives provide for growth in proximity to a transit center (0.25 to over 0.5 miles distance). However, Alternatives occurring on the MRM or CBD 5 sites (1a, 1c, 2a and 2c) would be the closest to the Kirkland Transit Center; future development would extend pedestrian linkages consistent with the Moss Bay Neighborhood Plan described below.<br>All alternatives would be subject to the City’s transportation concurrency standards.   |
| <b>Housing:</b> Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.  | Residential Alternatives (2a, 2b, 2c) could include affordable housing; if zoning amendments are made to allow increased heights and residential density, the City would likely require affordable housing by amending KZC Chapter 112.15 (this has been the City’s practice such as with the PLA 5C zone).<br>Office alternatives would not implement this goal.   |
| <b>Economic development:</b> Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities. | All alternatives assume ground floor retail that would provide some jobs. Office Alternatives (1a, 1b, 1c, and the No Action Alternative) have the greatest potential to add employment whether located on the MRM Site, the CBD 5 zone or the Post Office site.<br>Residential Alternatives (2a, 2b, and 2c) would provide a base of residents that could support nearby and onsite retail and commercial businesses. Residential uses would also contribute to a jobs/housing balance (see discussion under Policy ED-1.6 below). |
| <b>Property rights:</b> Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from  | All alternatives provide a reasonable use of property for the locations under study.  |

| Growth Management Act Goal  | Consistency of Alternatives   |
|---|---|
| arbitrary and discriminatory actions.   |   |
| <b>Permits:</b> Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.  | The City would apply its development regulations and process permits in a predictable manner based on adopted rules. This is true under any alternative.  |
| <b>Natural resource industries:</b> Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.                               | This goal does not apply in an urban setting.   |
| <b>Open space and recreation:</b> Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.  | All Onsite Alternatives (1a, 1c, No Action, 2a, and 2c) could result in added development adjacent or proximate to Peter Kirk Park, which would allow access by future employees and/or residents, and also would increase the demand for that facility. Offsite Alternatives (1b and 2b) would not be proximate to Peter Kirk Park, but could still increase general demand for parks and recreation services at Peter Kirk Park or elsewhere in the City. |
| <b>Environment:</b> Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.   | All of the alternatives are subject to City sensitive area standards and water quality standards. Offsite Alternatives (1b and 2b) would occur on the Post Office site, which contains an unclassified stream, but development would still meet applicable sensitive area requirements such as buffers.   |
| <b>Citizen participation and coordination:</b> Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.  | This SEIS includes a public review process. The City solicited additional input on the scope of the SEIS and conducted a 21-day comment period in spring 2013. Also, the public is invited to comment during the 30-day comment period on the Draft SEIS (see Fact Sheet), and during public hearings regarding the proposed MRM PAR.   |
| <b>Public facilities and services:</b> Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards. | All Office and Residential alternatives, especially Action Alternatives (all but No Action), would increase the demand for public services including police, fire, and parks. Residential alternatives (2a, 2b, and 2c) would also increase the demand for school services. See Section 3.6 of this Draft SEIS.   |
| <b>Historic preservation:</b> Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.  | No designated historic sites are known within the study areas. If any archaeological resources are inadvertently uncovered the contractor would be required to notify the state, tribes, and the City and stop work until studies and mitigation could be completed, if necessary.  |

**VISION 2040**

VISION 2040, developed by the Puget Sound Regional Council (PSRC), is a regional growth strategy for the Central Puget Sound region, including King, Kitsap, Pierce, and Snohomish Counties. VISION 2040 is based on a centers concept, encouraging growth to take place within regional centers of growth, and focusing economic development and transportation infrastructure investments there. Under VISION 2040, PSRC designates the Totem Lake area as an Urban Center.

In addition to the Centers concept, VISION 2040 classifies different communities according to the roles they play in the region and allocates population accordingly. The majority of the region's employment and housing growth is allocated to Metropolitan Cities and Core Cities, including Kirkland, which is considered a Core City. Large and Small Cities also receive a share of growth.

VISION 2040 contains a variety of elements addressing regional growth and development. Each of these topic areas are described in Table 3.2-2 together with a consistency analysis.

**Table 3.2-2. VISION 2040 Policies and Alternatives Evaluation**

| VISION 2040 Policy Summary  | Consistency of Alternatives   |
|---|---|
| <p><b>General Policies:</b> The general policies address coordination of jurisdictions, monitoring of VISION 2040, and fiscal challenges and opportunities including exploring funding sources for services and infrastructure.</p>   | <p>The City plans in coordination with King County and other jurisdictions through Countywide Planning Policies and other forums. See Appendix D regarding fiscal and economic implications of the alternatives.</p>  |
| <p><b>Environment:</b> The region will care for the natural environment by protecting and restoring natural systems, conserving habitat, improving water quality, reducing greenhouse gas emissions and air pollutants, and addressing potential climate change impacts. The region acknowledges that the health of all residents is connected to the health of the environment. Planning at all levels should consider the impacts of land use, development patterns, and transportation on the ecosystem.</p> | <p>All alternatives promote compact growth in the Downtown, particularly the Action Alternatives. Locating jobs and housing in the same vicinity could help reduce greenhouse gas emissions – all alternatives accomplish either jobs in proximity to nearby residential neighborhoods (Office Alternatives) or residential mixed use near current and/or planned jobs (Residential Alternatives).</p>  |
| <p><b>Development Patterns:</b> The region will focus growth within already urbanized areas to create walkable, compact, and transit-oriented communities that maintain unique local character. Centers will continue to be a focus of development. Rural and natural resource lands will continue to be permanent and vital parts of the region.</p>   | <p>All alternatives, whether office or residential, would allow for development in the pedestrian oriented Downtown area, considered an Activity Center in the Kirkland Comprehensive Plan.</p> <p>All alternatives provide for growth in proximity to a transit center (0.25 to over 0.5 miles distance). However, Alternatives occurring on the MRM or CBD 5 sites (1a, 1c, 2a and 2c) would be the closest; these same alternatives would extend pedestrian linkages consistent with the Moss Bay Neighborhood Plan described below. The Post Office site would be furthest of the studied locations, though is served by transit.</p> <p>All alternatives could help promote growth in urban areas rather than rural areas.</p> |
| <p><b>Housing:</b> The region will preserve, improve, and expand its housing stock to provide a range of affordable, healthy, and safe housing choices to every resident. The region will continue to promote fair and equal access to housing for all people.</p>  | <p>Residential Alternatives (2a, 2b, 2c) on any of the sites could include affordable housing; if zoning amendments are made to allow increased heights and residential density, the City would likely require affordable housing by amending KZC Chapter 112.15 (as was done with the PLA 5C zone). Office alternatives would not implement this set of policies.</p>  |
| <p><b>Economy:</b> The region will have a prospering and sustainable regional economy by supporting businesses and job creation, investing in all people, sustaining environmental quality, and creating great central places, diverse communities, and high quality of life.</p>   | <p>All alternatives would provide some jobs. Office Alternatives (1a, 1b, 1c, and the No Action Alternative) have the greatest potential to add employment whether located on the MRM Site, the CBD 5 zone or the Post Office site.</p> <p>Residential Alternatives (2a, 2b, and 2c) would provide ground floor retail uses/jobs and a base of residents that could support nearby and onsite retail and commercial businesses.</p>   |
| <p><b>Transportation:</b> The region will have a safe, cleaner, integrated, sustainable, and highly efficient multimodal transportation system that supports the regional growth strategy and promotes economic and environmental vitality, and better public health.</p>   | <p>See Development Patterns above regarding transit and pedestrian modes. Also, all alternatives are subject to the City’s transportation concurrency requirements.</p>   |
| <p><b>Public Services:</b> The region will support development with adequate public facilities and services in a coordinated, efficient, and cost-effective manner that supports local and regional growth planning objectives.</p>   | <p>All Office and Residential Alternatives, especially Action Alternatives (all but No Action), would increase the demand for public services including police, fire, and parks. Residential Alternatives (2a, 2b, and 2c) would also increase the demand for school services. See Section 3.6 of this Draft SEIS.</p>  |

| VISION 2040 Policy Summary | Consistency of Alternatives   |
|----------------------------|---|
|                            | While there are increases in demand for all services under all alternatives, impacts can be mitigated to a level of insignificance. |

VISION 2040 is implemented through PSRC’s policy and plan review of each county and city comprehensive plan and their amendment. PSRC also certifies transportation elements, as well as the regional transportation improvement program, and evaluating performance measures.

**Countywide Planning Policies for King County**

The City’s Comprehensive Plan must be consistent with the King County Countywide Planning Policies. These countywide planning policies provide direction on where to site additional residential and employment growth, preservation of resource lands like agricultural and forest lands, and protection of critical areas. For purposes of this Draft SEIS, the most relevant countywide planning policies are those related to accommodating residential and employment growth into urban areas, as shown in Table 3.2-3.

**Table 3.2-3. Countywide Planning Policies and Alternatives Consistency Analysis**

| Countywide Planning Policy  | Consistency of Alternatives  |
|---|--|
| <p>DP-4 Concentrate housing and employment growth within the designated Urban Growth Area. Focus housing growth within countywide designated Urban Centers and locally designated local centers. Focus employment growth within countywide designated Urban and Manufacturing/Industrial Centers and within locally designated local centers.</p>   | <p>Downtown Kirkland is a locally designated activity center. All alternatives, whether office or residential would focus residential or employment growth in Downtown Kirkland.</p>   |
| <p>DP-5 Decrease greenhouse gas emissions through land use strategies that promote a mix of housing, employment, and services at densities sufficient to promote walking, bicycling, transit, and other alternatives to auto travel.</p>  | <p>All alternatives promote compact growth in the Downtown, particularly the Action Alternatives. Mixed use development could help reduce greenhouse gas emissions – all alternatives accomplish either jobs in proximity to nearby residential neighborhoods (Office Alternatives) or residential mixed use near current and/or planned jobs (Residential Alternatives). All alternatives, whether office or residential, would allow for development in a pedestrian oriented Downtown, considered an Activity Center in the Comprehensive Plan.</p>   |
| <p>DP-6 Plan for development patterns that promote public health by providing all residents with opportunities for safe and convenient daily physical activity, social connectivity, and protection from exposure to harmful substances and environments.</p>   | <p>All alternatives provide for growth in proximity to a transit center (0.25 to over 0.5 miles distance). Alternatives occurring on the MRM or CBD 5 sites (1a, 1c, 2a and 2c) would be the closest; these same alternatives would extend pedestrian linkages consistent with the Moss Bay Neighborhood Plan described below.</p> <p>All alternatives would be supported by parks and recreation services, but Alternatives occurring on the MRM or CBD 5 sites (1a, 1c, 2a and 2c) would be adjacent to Peter Kirk Park. All alternatives and locations are located away from activities that may use or produce potentially harmful substances.</p> |
| <p>DP-13 All jurisdictions shall plan to accommodate housing and employment targets. This includes:</p> <ul style="list-style-type: none"> <li>▪ Adopting comprehensive plans and zoning regulations that provide capacity for residential, commercial, and industrial uses that is sufficient to meet 20-year growth needs and is consistent with the desired growth pattern described in VISION 2040;</li> <li>▪ Coordinating water, sewer, transportation and other infrastructure plans and investments among agencies, including special purpose districts; and</li> </ul> | <p>Office Alternatives would add job capacity to help meet the City’s employment growth target. None of these alternatives would remove existing housing; one existing multifamily building in CBD 5 would continue.</p> <p>If housing were added under the Residential Alternatives, it would help the City meet its housing target. The Residential Alternatives would reduce the capacity for jobs but would not significantly change the number of existing jobs.</p> <p>See Section 3.3 of this Draft SEIS.</p>   |

| Countywide Planning Policy  | Consistency of Alternatives  |
|---|--|
| <ul style="list-style-type: none"> <li>Transferring and accommodating unincorporated area housing and employment targets as annexations occur.</li> </ul>   |  |
| <p>H-4 Provide zoning capacity within each jurisdiction in the Urban Growth Area for a range of housing types and densities, sufficient to accommodate each jurisdiction’s overall housing targets and, where applicable, housing growth targets in designated Urban Centers.</p> | <p>Residential Alternatives (2a, 2b, 2c) on any of the sites would provide added multifamily housing options in a mixed use setting and at higher densities and would contribute towards meeting the City’s housing targets.</p> <p>Office alternatives would not implement this policy.</p>   |
| <p>H-10 Promote housing affordability in coordination with transit, bicycle, and pedestrian plans and investments and in proximity to transit hubs and corridors, such as through transit oriented development and planning for mixed uses in transit station areas.</p>          | <p>Residential Alternatives (2a, 2b, 2c) on any of the sites could include affordable housing; if zoning amendments are made to allow increased heights and residential density, the City would likely require affordable housing by amending KZC Chapter 112.15 as has been the City’s practice.</p> <p>Office alternatives would not implement this policy.</p>  |
| <p>EC-2 Support economic growth that accommodates employment growth targets (see table DP-1) through local land use plans, infrastructure development, and implementation of economic development strategies.</p>   | <p>All alternatives assume ground floor retail and would provide some jobs. Office Alternatives (1a, 1b, 1c, and the No Action Alternative) have the greatest potential to add employment whether located on the MRM Site, the CBD 5 zone or the Post Office site.</p> <p>Residential Alternatives (2a, 2b, and 2c) would provide a base of residents that could support nearby and onsite retail and commercial businesses.</p> <p>See also the discussion under DP-13 above.</p> |

**Kirkland Comprehensive Plan**

The City’s adopted Comprehensive Plan contains a 20-year vision for the community and includes GMA-required elements for land use, housing, capital facilities, utilities, transportation, economic development, and parks and recreation. The Comprehensive Plan must be internally consistent and consistent with the Land Use Map and projected growth for a 20-year horizon (currently 2022).

The following discussion focuses on elements of the plan that frame or direct the rest of the Comprehensive Plan, including the Comprehensive Plan vision statement; overall Comprehensive Plan framework goals that address a range of subjects such as transportation, infrastructure, and services; and the land use, housing, economic development and transportation elements of the Comprehensive Plan.

The City’s Comprehensive Plan also includes neighborhood plans providing detailed policy direction on specific subareas. The Moss Bay Neighborhood Plan addresses Downtown, including the MRM, CBD-5 and Post Office study areas, and is reviewed in this Draft SEIS.

**VISION STATEMENT AND FRAMEWORK GOALS**

The Comprehensive Plan vision statement states what the City wants to be in the year 2022 based on citizen input, and guides all community planning efforts by the City. The portion of the City’s vision statement addressing Downtown is most relevant and presented in Table 3.2-4. Comprehensive Plan framework goals also express fundamental principles for guiding growth and development through 2022. The selected framework goals in Table 3.2-4 are particularly applicable to Downtown and the areas being considered for additional growth in the SEIS alternatives.

**Table 3.2-4. Kirkland Vision Statement and Framework Goals – Alternatives Consistency Analysis**

| Selected Vision Statement and Framework Goals  | Consistency of Alternatives  |
|--|--|
| <p>Vision Statement Excerpt: Downtown Kirkland is a vibrant focal point of our hometown with a rich mix of commercial, residential, civic, and cultural activities in a unique waterfront location. Our Downtown maintains a human scale through carefully planned pedestrian and transit-oriented development. Many residents and visitors come to enjoy our parks, festivals, open markets and community events.</p> | <p>All alternatives would add to the rich mix of uses described in the vision statement. Human scale design standards would apply to new development under all studied sites; also special setback and upper story step backs would apply to Onsite Alternatives within the CBD 5 zone. Residential alternatives would contain a mix of uses and would be located a short walk from the transit center. Under all alternatives, Peter Kirk Park and related civic facilities would remain and continue to function for their intended public use. All alternatives would likely increase the demand for park use (see Section 3.6).</p>  |
| <p>FG-3: Maintain vibrant and stable residential neighborhoods and mixed-use development, with housing for diverse income groups, age groups, and lifestyles.</p>  | <p>FG-3 promotes housing choices including mixed use development patterns, which is a form of development promoted in Downtown. Residential Alternatives (2a, 2b, 2c) on any of the studied sites have the potential to provide housing in a mixed use setting and would not disrupt existing residential neighborhoods. Affordable housing could be provided on any of the studied sites; if zoning amendments are made to allow increased heights and residential density, the City would likely require affordable housing by amending KZC Chapter 112.15 as has been the City’s practice. Office Alternatives would not implement this framework goal.</p>                             |
| <p>FG-4: Promote a strong and diverse economy.</p>   | <p>All alternatives assume ground floor retail that would provide some jobs. Office Alternatives (1a, 1b, 1c, and the No Action Alternative) on any of the studied sites have the greatest potential to add employment.</p> <p>Residential Alternatives (2a, 2b, and 2c) would provide a base of residents that could support nearby and onsite retail and commercial businesses.</p>  |
| <p>FG-8: Maintain and enhance Kirkland’s strong physical, visual, and perceptual linkages to Lake Washington.</p>  | <p>Public views to Lake Washington exist along Kirkland Way and NE 85<sup>th</sup> Street and are important to the City. No significant impact to these views would occur. See Section 3.4 of this Draft SEIS for an analysis of views.</p>  |
| <p>FG-10: Create a transportation system which allows the mobility of people and goods by providing a variety of transportation options.</p>   | <p>All alternatives provide for growth in proximity to a transit center (0.25 to over 0.5 miles distance). However, Alternatives occurring on the MRM or CBD 5 sites (1a, 1c, 2a and 2c) would be the closest; these same alternatives would extend pedestrian linkages consistent with the Moss Bay Neighborhood Plan described below. The Post Office site would be furthest of the studied locations, though is served by transit.</p> <p>All alternatives would be subject to the City’s concurrency standards.</p>  |
| <p>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.</p>  | <p>All alternatives, especially the Action Alternatives, would focus development in an urban area at relatively higher intensities and help reduce the potential for sprawl.</p> <p>Depending on the predominant use, the Alternatives would enhance capacity for jobs or housing, but not both. Office Alternatives could add job capacity and help achieve the City’s employment growth target. None of these alternatives would remove existing housing.</p> <p>Residential Alternatives would help the City meet its housing target. The Residential Alternatives would generate significantly fewer jobs than the Office Alternatives.</p> <p>See Section 3.3 of this Draft SEIS.</p> |

COMPREHENSIVE PLAN: LAND USE, HOUSING, ECONOMIC DEVELOPMENT, AND TRANSPORTATION ELEMENTS

The Land Use, Housing, Economic Development, and Transportation elements are reviewed since they are directly applicable to the alternatives being reviewed in this Draft SEIS. Selected goals and policies most relevant to the analysis area are reviewed in Table 3.2-5.

**Table 3.2-5. Comprehensive Plan Land Use Element – Alternatives Consistency Evaluation**

| Land Use, Housing, Economic Development, and Transportation Policy   | Consistency of Alternatives   |
|--|---|
| <p><b>Goal LU-1:</b> Manage community growth and redevelopment to ensure:</p> <ul style="list-style-type: none"> <li>▪ An orderly pattern of land use;</li> <li>▪ A balanced and complete community;</li> <li>▪ Maintenance and improvement of the City’s existing character; and</li> <li>▪ Protection of environmentally sensitive areas.</li> </ul> | <p>All alternatives would be developed in accordance with City development regulations to provide for an orderly and sensitive development pattern that fits into the local character. Office Alternatives would encourage more in-city employment which could reduce commuting, consistent with the Land Use Element. Residential Alternatives would promote housing choices and mixed uses in and near the Downtown and would help provide a jobs-housing balance in the community, both of which are objectives of the Land Use Element.</p>   |
| <p><b>Policy LU-1.3:</b> Encourage attractive site and building design that is compatible in scale and in character with existing or planned development.</p>  | <p>Action Alternatives (all but No Action Alternative) would increase the scale of future development on studied sites. All alternatives would be subject to design review. Compatibility is discussed in Section 3.4 of the SEIS.</p>  |
| <p><b>Policy LU-1.4:</b> Create an effective transition between different land uses and housing types.</p>   | <p>The CBD 5 zone, which is applicable to Onsite Alternatives (Alternatives 1a, 1c, No Action, 2a and 2c), includes special setbacks and height limits adjacent to Peter Kirk Park and upper story step backs along Kirkland Way. Under any of the Onsite Alternatives, these measures would continue. The Offsite Alternatives (1b and 2b) would be subject to standards of the PLA 5C zone. Potential land use conflicts are discussed in Section 3.1 of the SEIS.</p>  |
| <p><b>Policy LU-3.1:</b> Provide employment opportunities and shops and services within walking or bicycling distance of home.</p>   | <p>Office Alternatives would encourage more in-city employment and reduce commuting. Residential Alternatives (2a, 2b, and 2c) would provide a base of residents that could support nearby and onsite retail and commercial businesses.</p>   |
| <p><b>Policy LU-3.2:</b> Encourage residential development within commercial areas.</p> <p><i>The text of the plan describing this policy indicates that “Residential use should not displace existing or potential commercial use.”</i></p>   | <p>All Residential Alternatives would encourage residential development within the CBD but would also displace some existing or potential office uses. A portion of the displaced office uses would be replaced with retail/commercial uses.</p> <p>Office Alternatives would add jobs in the CBD in proximity to residential zones to the south and east. Depending on the needs of the tenants and owners, existing office uses could relocate in the new development.</p> <p>Residential Alternatives would contain ground floor retail/commercial uses. The onsite Residential Alternatives (2a or 2c) would likely replace existing onsite office uses and would limit the potential for future office uses (except on the ground floor). However, there is no limitation on ground floor office in the CBD 5 and displaced office uses could relocate to the new development. Offsite Residential Alternative 2b would not displace the Post Office, only vehicle storage.</p> <p>As described in the Land Use Patterns analysis in Section 3.1, there has been a 20-year trend in Downtown Kirkland towards mixed use residential/commercial development in zones that also permit office use. Alternatives 2a, 2b, and 2c reflect that trend; the MRM PAR reflected in Alternative 2a would not establish a new precedent or change the land use pattern.</p> |

| Land Use, Housing, Economic Development, and Transportation Policy   | Consistency of Alternatives  |
|--|--|
| <p><b>Policy LU-3.3:</b> Consider housing, offices, shops, and services at or near the park and ride lots.</p>   | <p>Although not a park-and-ride facility, the Kirkland Transit Center—a focal point of regional express and local transit services—is located in Downtown, adjacent to Peter Kirk Park. All alternatives provide for growth in proximity to a transit center (0.25 to over 0.5 miles distance); Alternatives occurring on the MRM or CBD 5 sites (1a, 1c, 2a and 2c) would be the closest. These same alternatives would extend pedestrian linkages consistent with the Moss Bay Neighborhood Plan described below.</p>  |
| <p><b>Policy LU-3.6:</b> Encourage vehicular and nonmotorized connections between adjacent properties.</p>   | <p>The existing access easement to Kirkland Way on the MRM site is an example of a vehicular connection, and it would be retained under all alternatives. The Moss Bay Neighborhood Plan identifies a series of parallel east-west pedestrian routes on Kirkland Way and at the rear of the CBD 5 properties. Future development under the Onsite Alternatives (1a, 1c, No Action, 2a, and 2c) would need to ensure implementation of nonmotorized connections.</p>  |
| <p><b>Goal LU-4:</b> Protect and enhance the character, quality, and function of existing residential neighborhoods while accommodating the City’s growth targets.</p>   | <p>The Onsite and Offsite Alternatives are on presently under-developed sites designated for more intensive uses (Commercial, Office/Multifamily). Some of the sites are adjacent to residential uses. Application of design standards would apply to the Onsite Alternatives to help reduce potential impacts to neighboring residential uses. Also see Sections 3.1 and 3.4 of this Draft SEIS.</p>  |
| <p><b>Policy LU-4.2:</b> Locate the most dense residential areas close to shops and services and transportation hubs.</p>  | <p>Residential Alternatives (2a, 2b, 2c), particularly those in the CBD zone (2a and 2c) would provide greater residential density near the commercial core of Downtown as well as the Kirkland Transit Center.</p>  |
| <p><b>Policy LU-4.4:</b> Consider neighborhood character and integrity when determining the extent and type of land use changes.</p> <p><i>The text describes: It is the intent of this policy to direct specific consideration of the unique characteristics of neighborhoods, as described in the Neighborhood Plans, before committing to major area-wide residential land use changes.</i></p>   | <p>Adding predominantly residential buildings (Alternatives 2a or 2c) with ground floor retail would introduce a new use in a portion of the CBD 5 zone, adjacent to commercial office and retail uses to the north and east, but would be similar to the mixed use character to the south. Any allowance for predominantly residential uses would require some text modifications in the Moss Bay Neighborhood Plan as described below. The PAR itself affects a single site and is not considered to be an area-wide change. The Moss bay neighborhood overall is a mixed-use area and any alternative would be consistent with that character.</p>  |
| <p><b>Policy LU-5.1:</b> Reflect the following principles in development standards and land use plans for commercial areas:</p> <p>Urban Design</p> <ul style="list-style-type: none"> <li>▪ Create lively and attractive districts with a human scale.</li> <li>▪ Support a mix of retail, office, and residential uses in multistory structures.</li> <li>▪ Create effective transitions between commercial area and surrounding residential neighborhood.</li> <li>▪ Protect residential areas from excessive noise, exterior lighting, glare, visual nuisances, and other conditions which detract from the quality of the living environment.</li> </ul> <p>Access</p> <ul style="list-style-type: none"> <li>▪ Encourage multimodal transportation options, especially during peak traffic periods.</li> <li>▪ Promote an intensity and density of land uses sufficient to support effective transit and pedestrian activity.</li> </ul> | <p>All alternatives would encourage employment and/or housing in the Downtown and both uses would contribute to added liveliness and activity. Office uses would provide most activity during the day time especially during the noon hour, and residential uses in the evening. Retail uses could add activity during the day and evening.</p> <p>Office Alternatives promote a commercial office/retail mix while Residential Alternatives promote a residential/commercial mix.</p> <p>The CBD 5 zone, which is applicable to onsite alternatives (Alternatives 1a, 1c, No Action, 2a and 2c), includes special setbacks and height limits adjacent to Peter Kirk Park and upper story step backs along Kirkland Way. These standards help provide appropriate transitions between different intensities of uses.</p> <p>The Offsite Alternatives (1b and 2b) would be subject to</p> |

| Land Use, Housing, Economic Development, and Transportation Policy   | Consistency of Alternatives  |
|--|--|
| <ul style="list-style-type: none"> <li>▪ Promote a street pattern that provides through connections, pedestrian accessibility and vehicular access.</li> <li>▪ Encourage pedestrian travel to and within the commercial area by providing:                             <ul style="list-style-type: none"> <li>○ Safe and attractive walkways;</li> <li>○ Close groupings of stores and offices;</li> <li>○ Structured and underground parking to reduce walking distances and provide overhead weather protection; and</li> <li>○ Placement of off-street surface parking to the back or to the side of buildings to maximize pedestrian access from the sidewalk(s).</li> </ul> </li> <li>▪ Promote non-SOV travel by reducing total parking area where transit service is frequent.</li> </ul> | <p>standards of the PLA 5C zone.</p> <p>See discussions of Policy LU-3.6 regarding transit and non-motorized connections. All alternatives would be subject to transportation concurrency and parking requirements.</p>  |
| <p><b>Policy LU-5.2:</b> Maintain and strengthen existing commercial areas by focusing economic development within them and establishing development guidelines.</p> <p><b>Policy LU-6.2:</b> Encourage and support locations for businesses providing primary jobs in Kirkland.</p>   | <p>Office Alternatives would support Policies LU-5.2 and LU-6.2 by promoting office and retail uses in a commercial area. Onsite Residential Alternatives would add residential uses in a zone where office uses predominate and would not maintain existing uses; residential uses could support onsite and nearby employment and retail uses. However, the alternatives would not decrease the potential for the largest planned economic development opportunity in the area – the Parkplace redevelopment. The Offsite Residential Alternative (2b) would not conflict with Policy LU-5.2 since it would be located in a zone that promotes both residential and office uses.</p>  |
| <p><b>Policy LU-5.3:</b> Maintain and enhance Kirkland’s Central Business District (CBD) as a regional Activity Area, reflecting the following principles in development standards and land use plans:</p> <ul style="list-style-type: none"> <li>▪ Create a compact area to support a transit center and promote pedestrian activity.</li> <li>▪ Promote a mix of uses, including retail, office, and housing.</li> <li>▪ Encourage uses that will provide both daytime and evening activities.</li> <li>▪ Support civic, cultural, and entertainment activities.</li> <li>▪ Provide sufficient public open space and recreational opportunities.</li> <li>▪ Enhance, and provide access to, the waterfront.</li> </ul>   | <p>All alternatives would encourage employment and/or housing in the Downtown and contribute to added liveliness and activity. Office uses would provide most activity during the day time, especially during the noon hour, and residential uses in the evening. Commercial uses could add activity during the day or evening. Neither residential nor office uses would conflict with existing civic uses.</p> <p>Office Alternatives promote a commercial office/retail mix while Residential Alternatives promote a residential/commercial mix. Either use would be consistent with the mixed use element of the policy.</p> <p>All alternatives, whether office or residential, and at any studied location, would allow for development in a pedestrian oriented Downtown, considered an Activity Center in the Kirkland Comprehensive Plan.</p> <p>All alternatives provide for growth in proximity to a transit center (0.25 to over 0.5 miles distance). Alternatives occurring on the MRM or CBD 5 sites (1a, 1c, 2a and 2c) would be the closest to the transit center. These same alternatives would extend pedestrian linkages consistent with the Moss Bay Neighborhood Plan described below.</p> <p>All Onsite Alternatives (1a, 1c, No Action, 2a, and 2c) could place added development adjacent to Peter Kirk Park, allowing future employees and residents access to recreation, but also increasing the demand for that facility. All Offsite Alternatives (1b and 2b), would be located further from Peter Kirk Park, but could still increase general demand for parks and recreation services either at Peter Kirk Park or elsewhere in the City.</p> |

| Land Use, Housing, Economic Development, and Transportation Policy   | Consistency of Alternatives   |
|--|---|
| <p><b>Goal H-2:</b> Promote the creation of affordable housing and provide for a range of housing types and opportunities to meet the needs of all segments of the population.</p>   | <p>Residential Alternatives (2a, 2b, 2c) on any of the sites would provide added housing options in a mixed use setting and would contribute towards meeting the City’s housing targets. Affordable housing could be required for any of the alternatives. Office Alternatives would not implement this policy.</p>   |
| <p><b>Policy H-2.4:</b> Provide affordable housing units when increases to development capacity are considered.</p>  | <p>KZC Chapter 112 implements Policy H-2.4 and would require provision of affordable housing for any of the Residential Alternatives if included in any zoning change.</p>  |
| <p><b>Goal ED-1:</b> Foster a strong and diverse economy consistent with community values, goals, and policies.</p>  | <p>All alternatives assume ground floor retail and would provide some number of jobs. Office Alternatives (1a, 1b, 1c, and the No Action Alternative) have the greatest potential to add significant employment.</p> <p>Residential Alternatives (2a, 2b, and 2c) would provide fewer jobs but would provide a base of residents that could support nearby and onsite retail and commercial businesses.</p>   |
| <p><b>Policy ED-1.1:</b> Work to retain existing businesses and attract new businesses.</p>  | <p>See discussion of Policy LU-3.2 above.</p>   |
| <p><b>Policy ED-1.5:</b> Encourage clusters of complementary businesses.</p> <p><i>The Plan Text indicates: Industry clusters are geographic concentrations of mutually supportive businesses. In 2003, the prominent business clusters were in the areas of automobile sales and services, art galleries, health care, restaurants, high technology, and furniture sales. ... In Downtown Kirkland, restaurants, galleries, shops, hotels and performing arts organizations work together to promote the area as a destination.</i></p> | <p>All alternatives have the potential to support Policy ED-1.5. Ground floor commercial in all studied alternatives would provide for services, restaurants, galleries and shops that would reinforce the CBD as a destination. Specific users are not known, but Office Alternatives could include high technology and other desirable businesses complementary to Parkplace office development to the north. Residential Alternatives would attract residents who could support nearby retail commercial uses, including the nearby clusters of arts related shops and civic uses, and the Parkplace shopping center.</p>  |
| <p><b>Policy ED-1.6:</b> Strive to maintain a balance of jobs and housing.</p> <p><i>Per the text: In 2000, Kirkland’s ratio of jobs to housing was approximately 1.5 (similar to the region as a whole). As growth occurs, Kirkland should strive to maintain this balance.</i></p>   | <p><i>Housing 101</i>, prepared by A Regional Coalition for Housing (ARCH) in 2011 indicates “Over the last 30 years, there has been a steady increase in the demand for housing resulting from local employment. By 1990, for the combined Eastside market, the jobs-housing ratio reached 1.0 (equality). From 1990 to 2000, the Eastside jobs-housing ratio has continued to rise to 1.25, meaning demand is above supply.” In Kirkland as of 2006 pre-annexation, the balance was just above 1.0 and, in the year 2031, is projected to be at about 1.25 if preliminary growth targets are achieved within the pre-annexation city limits.<sup>4</sup> In general, greater housing could allow the ratio to be closer in the range to a ratio of 1.0 than to a ratio of 1.25.</p> <p>Having housing in proximity to commercial uses could support a local balance; for example, housing in CBD 5 would be proximate to the future Parkplace redevelopment (CBD 5A zone), or proximate to other nearby employment areas to the north (LIT zone), or to the south along 6<sup>th</sup> Street where</p> |

<sup>4</sup> Based on Housing 101, a “jobs-housing balance” indicates the ratio of housing demand from local workforce to the local supply of housing. A ratio of 1.0 means there is an amount of housing equal to the demand for housing from the local workforce. A ratio greater than 1.0 means that local employment generates a demand for housing greater than the number of housing units. Housing demand is estimated by 1.4 jobs per household.

| Land Use, Housing, Economic Development, and Transportation Policy   | Consistency of Alternatives  |
|--|--|
| <p><b>Policy ED-2.4:</b> Consider the economic effects on businesses and the economic benefit to the community when making land use decisions.</p> <p><i>Per the text: The City should periodically review its regulations and, where appropriate, modify those which unreasonably restrict opportunities for economic development. The policy also says to consider short and long-term benefits from commercial land use decisions, such as the types of jobs and fiscal benefits.</i></p> | <p>technology offices are located.</p> <p>Office Alternatives would reinforce existing business uses in the studied locations. The Residential Alternatives continue to provide some jobs in the form of retail and would provide future customers to support onsite and offsite businesses. In sum, all alternatives would support Policy ED-2.4.</p> <p>As interpreted, the policy addresses the economic effects of regulations in general and does not specifically provide criteria for Comprehensive Plan or zoning changes. A fiscal and economic report has been prepared and is included in Appendix D.</p>   |
| <p><b>Policy ED-3.1:</b> Promote economic success within Kirkland’s commercial areas.</p> <p>Plan text reinforces the policy by stating the role of different commercial areas. The role of the Downtown Activity Area is to serve “... as a community and regional center for professional and government services, specialty retail, tourism, arts and entertainment, neighborhood services and housing.”</p>  | <p>All studied alternatives would reinforce the mixed use character of downtown and further the economic success of the Downtown commercial area. All studied alternatives would provide opportunities for retail. Office Alternatives would provide professional and neighborhood services and Residential Alternatives would support housing.</p>  |
| <p><b>Policy ED-3.3:</b> Encourage infill and redevelopment of existing commercial areas consistent with the role of each commercial area.</p>   | <p>Office uses currently predominate in CBD 5. All Office Alternatives encourage infill and redevelopment of existing commercial areas. Residential Alternatives, while promoting infill and redevelopment, would change the current role of the study areas as predominantly for office use. Housing would, however, provide potential customers and support for onsite and offsite retail businesses. Housing is a permitted use in CBD 5 although residential development potential is currently limited by some zoning requirements.</p> <p>As described in the Land Use Patterns analysis in Section 3.1, there has been a trend towards mixed use residential/commercial development in the CBD in zones that also permit office use. Alternatives 2a, 2b, and 2c reflect that trend; the MRM PAR reflected in Alternative 2a would not establish a new precedent or conflict with the land use pattern.</p> |
| <p><b>Policy ED-3.5:</b> Encourage mixed-use development within commercial areas.</p>  | <p>Mixed uses are promoted in all studied alternatives either in the form of an office/retail mix or a residential/retail mix.</p>   |
| <p><b>Policy T-2.1:</b> Promote pedestrian and bicycle networks that safely access commercial areas, schools, transit routes, parks, and other destinations within Kirkland and connect to adjacent communities, regional destinations, and routes.</p>  | <p>Alternatives occurring on the MRM or overall CBD 5 sites (1a, 1c, 2a and 2c) would extend pedestrian linkages consistent with the Moss Bay Neighborhood Plan described below.</p>   |

MOSS BAY NEIGHBORHOOD PLAN

All sites studied in the SEIS are within the Moss Bay Neighborhood Plan. Specific elements of the Moss Bay Neighborhood Plan are addressed in more detail in Table 3.2-6.

**Table 3.2-6, Moss Bay Neighborhood Plan – Alternatives Consistency**

| Moss Bay Neighborhood Plan Element  | Consistency of Alternatives   |
|---|---|
| <p><b>Vision Statement</b></p> <p>Downtown Kirkland provides a strong sense of community identity for all of Kirkland. This identity is derived from Downtown’s physical setting along the lakefront, its distinctive topography, and the human scale of the existing development. This identity is reinforced in the minds of Kirklanders by Downtown’s historic role as the cultural and civic heart of the community.</p> <p>Future growth and development of the Downtown must recognize its unique identity, complement ongoing civic activities, clarify Downtown’s natural physical setting, enhance the open space network, and add pedestrian amenities. These qualities will be encouraged by attracting economic development that emphasizes diversity and quality within a hometown setting of human scale.</p>                           | <p>The Moss Bay Neighborhood Plan vision statement is similar to the Downtown component of the City’s Comprehensive Plan vision.</p> <p>All alternatives would add to the rich mix of uses described in the vision statement. Consistent with principles of a human scale stated in the vision statement, human scale design standards would apply to new development particularly On Site Alternatives where there are greater design standards than at the Post Office site.</p> <p>The alternatives would all be compatible with existing civic uses, including Peter Kirk Park.</p>   |
| <p>A critical mass of retail uses and services is essential to the economic vitality of the Downtown area.</p> <p><i>Plan Discussion: The plan indicates that enhancement of this area for retail and service businesses will be best served by concentrating such uses in the pedestrian core and shoreline districts and by encouraging a substantial increase in housing and office floor areas either within or adjacent to the core. However, care must be taken to respect and enhance existing features, patterns, and opportunities discussed in the plan, many of which are highlighted below.</i></p>   | <p>All alternatives would contribute retail/services at the ground floor and either employment or housing above, both of which can support businesses directly or indirectly. The alternatives also address potential increases in office and housing floor areas through redevelopment.</p> <p>To the extent that a “critical mass” of retail uses and services presently exists in the downtown, including the recent approval of Parkplace redevelopment, none of the alternatives would undermine this situation.</p>   |
| <p>Development in the East Core Frame should be in large, intensively developed mixed-use projects.</p> <p>Discussion Text: The East Core Frame is located east of Peter Kirk Park, extending from Kirkland Way northerly to 7th Avenue. The area includes the Kirkland Parkplace shopping center as well as several large office buildings and large residential complexes. South of Central Way, the area is largely commercial and provides significant opportunities for redevelopment. Because this area provides the best opportunities in the Downtown for creating a strong employment base, redevelopment for office use should be emphasized. Within the Parkplace Center site, however, retail uses should be a significant component of a mixed-use complex.</p> <p>Limited residential use should be allowed as a complementary use.</p> | <p>Per the Comprehensive Land Use Element, the CBD on the whole is intended as “a vibrant focal point of our hometown with a rich mix of commercial, residential, civic, and cultural activities in a unique waterfront location.” The MRM site is about 23% of the CBD district as a whole, and the CBD 5 zone is about 8% of the CBD district as a whole.</p> <p>Within different blocks of the CBD the Moss Bay Plan describes different areas of emphasis, such as retail commercial, office, or residential mixed use.</p> <p>The alternatives are located in the East Core Frame and adjacent to Parkplace. All alternatives provide a mix of uses, either office/retail or residential/retail. The East Core Frame would remain largely commercial under any alternative.</p> <p>The Plan text prioritizes commercial uses, while also supporting residential uses, and indicates residential uses should be limited and should complement commercial uses. The SEIS examines the potential to limit residential use to the MRM site (Alternative 2a), or to extend it to all of CBD 5 (Alternative 2c). If occurring only on the MRM site, residential use would be limited, consistent with the Plan, and would complement (i.e., support and not conflict with) office and retail uses in Parkplace and CBD 5. If residential use extended to all of CBD 5, it would be less limited but still complementary and compatible. The office alternatives would all be consistent with the Vision Statement.</p> |

| Moss Bay Neighborhood Plan Element  | Consistency of Alternatives  |
|---|--|
| <p><b>Design District 5</b></p> <p>This district lies at the east side of Downtown between Design District 5A and Kirkland Way. Maximum building height should be between three and five stories. The existing mix of building heights and arrangement of structures within the district preserves a sense of openness within the district and around the perimeter. Placement, size, and orientation of new structures in this district should be carefully considered to preserve this sense of openness. Buildings over two stories in height should be reviewed by the Design Review Board for consistency with applicable policies and criteria. Within the district, massing should generally be lower toward the perimeter and step up toward the center. Portions of buildings facing Kirkland Way and Peter Kirk Park should be limited to between two and three stories, with taller portions of the building stepped back significantly. Buildings over three stories in height should generally reduce building mass above the third story.</p> <p>Buildings fronting Peter Kirk Park and the Performance Center should be well modulated, both vertically and horizontally, to ease the transition to this important public space. Buildings should not turn their backs onto the park with service access or blank walls. Landscaping and pedestrian linkages should be used to create an effective transition.</p> <p>Design considerations related to vehicular and pedestrian access, landscaping, and open space are particularly important in this area. Within the district, a north-south vehicular access between Central Way and Kirkland Way should be preserved and enhanced with pedestrian improvements.</p> | <p>As described in the Land Use Patterns analysis in Section 3.1, there has been a trend towards mixed use residential/commercial development in the CBD in zones that also permit office use. Alternatives 2a, 2b, and 2c reflect that trend; the MRM PAR reflected in Alternative 2a would not set a new precedent and would not significantly affect the overall land use pattern.</p> <p>This text, which is implemented by CBD 5 zoning regulations, limits building heights to between 3 and 5 stories. The No Action Alternative would be consistent with this statement in the Plan, but all other alternatives include buildings up to 100 feet which would be inconsistent with the text. Lower heights would occur near Peter Kirk Park and along Kirkland Way. Horizontal and vertical building modulation would be required by CBD design guidelines, which would also provide appropriate design and scale transitions to nearby lower intensity uses.</p> <p>The access easement along the western MRM property would be retained. Other east-west pedestrian connections are called for in the Most Bay Neighborhood Plan (Figures MB-4 and -6).</p> |
| <p><b>Planned Area 5C</b></p> <p>Subarea C, located north of Subareas B and A, and north and west of Subarea D, contains office development and the U.S. Post Office facility serving Greater Kirkland. Remaining land should develop as professional office or multifamily residential with no designated density limit. Structures up to five or six stories in height are appropriate in the area north of Subareas B and A for developments containing at least one acre. The adjacent steep hillside limits potential view obstruction from tall buildings. At the same time, taller than normal structures could themselves take advantage of views to the west while maintaining greater open area on site and enhancing the greenbelt spine. Structures up to four stories in height are appropriate in the eastern portion near Subarea 5D for developments containing at least one acre, if additional building setbacks are provided from residential development to the east in Subarea 5D.</p>   | <p>The Offsite Action Alternatives (1b and 2b) would be consistent with the description of uses in Planned Area 5C (office and residential), with the exception of ground floor retail. The 100 –foot buildings evaluated in the alternatives would exceed the height limit in the existing Plan text and the zoning code.</p>   |
| <p><b>Urban Design</b></p> <p>Lake Washington is a major landmark in Downtown Kirkland. Important Downtown views are from the northern, southern,</p>   | <p>Views and visual quality are addressed in the Aesthetics section of this Draft SEIS. No significant impacts to views of Lake Washington or downtown are anticipated; please refer to the Aesthetics analysis in the SEIS.</p>   |

| Moss Bay Neighborhood Plan Element   | Consistency of Alternatives   |
|--|---|
| <p>and eastern gateways.</p> <p><b>Circulation</b></p> <p>Enhancement of Downtown pedestrian routes should be a high-priority objective.</p> <p>Pedestrian improvements should be made to improve connections between parks and nearby facilities.</p> <p><i>Discussion: In the vicinity of the study area, the Moss Bay Neighborhood Plan recommends that 6th Street be developed to accommodate additional vehicles as an alternate north-south route which may divert automobile traffic away from Lake Street and Lake Washington Boulevard.</i></p> <p><i>With respect to parking, the Moss Bay Neighborhood Plan encourages private projects with a substantial amount of surplus parking stalls to locate these parking stalls in the core frame area of Downtown. This section also identifies opportunities for public parking and methods of using off-site or shared parking.</i></p> | <p>Pedestrian improvements are a high priority for the City, including improvements to the “Park Walk Promenade” connecting the Downtown Core to 6th Street through Park Lane, Peter Kirk Park, and CBD 5 and 5A zones. New development in these locations would be required to extend the connections.</p> <p>All new development would need to meet concurrency requirements and contribute their fair share to required improvements. See Section 3.5 of this Draft SEIS.</p> <p>All new development would need to meet the City’s required parking standards. See Section 3.5 of this Draft SEIS.</p> |

**Kirkland Zoning Code**

The Kirkland Zoning Code implements the Kirkland Comprehensive Plan including the Moss Bay Neighborhood Plan. To provide consistency with Comprehensive Plan Policies, and implementing development regulations, amendments would be required to some uses and to building heights to achieve the Action Alternatives. See Table 3.2-7.

**Table 3.2-7. Zoning Consistency**

| Proposed Uses and Heights | Allowed in CBD 5 Zone                        | Allowed in PLA 5C Zone  | Amendment Required for Alternative  |
|---------------------------|--|---|---|
| <b>Land Uses</b>          |  |   |   |
| Professional Office       | Yes  | Yes   | No  |
| Retail                    | Yes  | No  | Yes, Offsite Alternatives 1b and 2b would require adding retail as an allowed use in the PLA 5C zone.   |
| Multifamily Housing       | Current maximum is 12.5% of total floor area | Yes, No maximum density (determined by building envelop allowed), affordable housing required | Yes, Onsite Alternatives 2a and 2c would require removing the percentage limitation on residential uses. Per Policy H-2.4, affordable housing should be required for increases in capacity. |
| <b>Building Heights</b>   |  |   |   |
| 100 feet                  | Limited to 67 feet                           | Limited to 60 feet  | Yes, all Action Alternatives (1a, 1b, 1c, 2a, 2b, and 2c) require an amendment to 100 feet.   |

## Mitigation Measures

All alternatives are programmatic in nature and are based on the application of the City's adopted land use plans, Comprehensive Plan Policies and implementing codes. From this broader perspective, the alternatives presented in the SEIS represent different policy choices the City could take regarding the type, scale and location of employment and residential uses in the downtown. For example, the City could consider the following questions regarding the policy choices:

- Whether the intent for employment in the East Core Frame is largely fulfilled by the Parkplace planned action?
- Whether residential mixed use development in the CBD 5 zone to the south is complementary and compatible?

This is similar to the Northeast Core Frame where pipeline projects propose mixed uses with ground floor commercial and upper story residential; this pattern is consistent with the Moss Bay Neighborhood Plan's focus on commercial uses, while also allowing complementary residential uses. See Section 3.1 for more information.

The analysis of plans and policies above identifies areas of policy and code consistency, and policy language or code standards that could be considered for amendment if any of the action alternatives are selected. Such amendments include policies and codes regarding building heights.

Plan text and policies could be clarified with regard to the preferred mix of employment and residential uses in the downtown and East Core Frame.

A specific list of potential Comprehensive Plan and Zoning Amendments appears below.

### COMPREHENSIVE PLAN

Comprehensive Plan Text Amendments should be made to resolve the following inconsistencies:

- Policy LU-3.2: Encourage residential development within commercial areas. The text of the plan describing this policy indicates that "Residential use should not displace existing or potential commercial use." Onsite Residential Alternatives 2a and 2c have a potential to displace existing or potential commercial uses.
- Policy LU-5.2: Maintain and strengthen existing commercial areas by focusing economic development within them and establishing development guidelines. If onsite residential uses are pursued (Alternatives 2a and 2c), the text of Policy LU-5.2 should be amended as appropriate.
- Moss Bay Neighborhood Plan text limits building heights in Design District 5 (applicable to CBD 5 zoning) to between 3 and 5 stories. In order to allow for Action Alternatives that propose building heights of 100 feet in the CBD 5 zone (1a, 1c, 2a, and 2c) a text amendment would be needed.
- Moss Bay Neighborhood Plan describes Planned Area 5C as having office and residential uses. Retail uses are not mentioned. If Offsite Alternatives (1b or 2b) are allowed, retail uses should be added as a use.

### ZONING CODE

The following Zoning Code Amendments would be needed to consistently implement the Action Alternatives as follows:

- Office Action Alternatives (1a, 1b, 1c): Alternatives with CBD 5 zoning (1a and 1c) would require an amendment to allow building heights of 100 feet. Alternatives with PLA 5C zoning (1b) would require an amendment to allow ground floor retail uses and building heights of 100 feet.
- Residential Action Alternatives (2a, 2b, 2c): Alternatives with CBD 5 zoning (2a and 2c) would require an amendment to allow an unlimited percentage of residential dwellings, and building heights of 100 feet. Alternatives with PLA 5C zoning (2b) would require an amendment to allow ground floor commercial uses and building heights of 100 feet.

- If zoning amendments are made to allow increased heights and residential density, the City could amend the text of the CBD 5 zone to require affordable housing, consistent with Policy H-2.4 and KZC Chapter 112.15.

### **Significant Unavoidable Adverse Impacts**

Mitigation for identified inconsistencies could be addressed by modification of the alternatives, through amendments to Comprehensive Plan policies or zoning code provisions, by not taking action or by denying the PAR. Any impacts, therefore, are not considered unavoidable.

### 3.3 Population, Housing, and Employment

This section summarizes current housing and employment conditions in the study area and land capacity for growth under the various SEIS alternatives. This section also describes how the alternatives would affect jobs and housing, and the City’s ability to meet adopted growth targets assigned through regional plans.

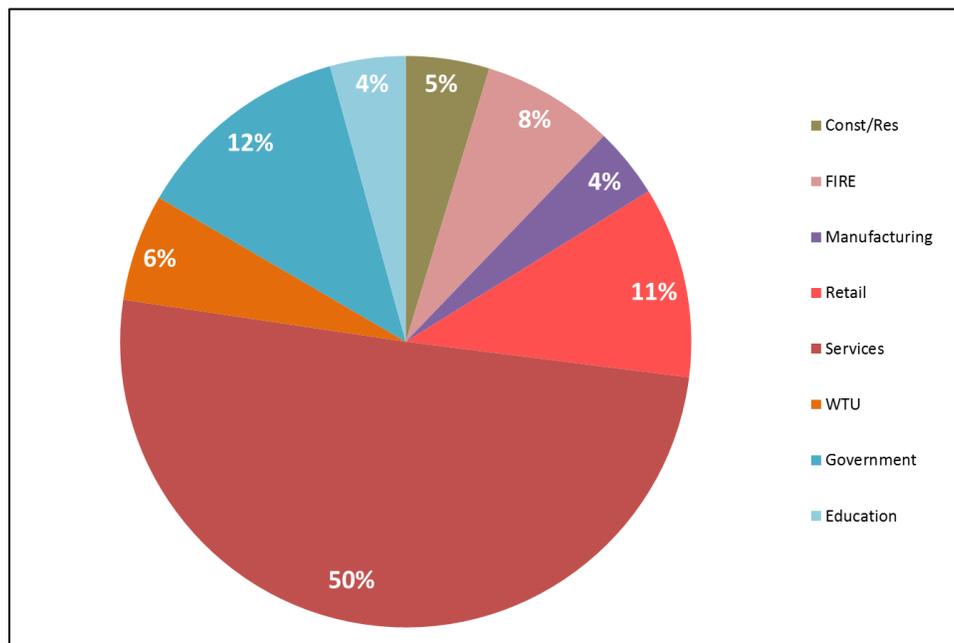
#### Affected Environment and Methodology

##### *City Population, Housing, and Employment*

The City of Kirkland contains an estimated 81,730 persons as of April 1, 2013 (OFM 2013). The population count includes residents living in recently annexed areas of Finn Hill, North Juanita, and Kingsgate (31,816 persons). Kirkland’s population lives in 37,221 dwelling units (OFM 2013). Fifty-eight percent (58%) of the dwellings are single family detached. Another 37% of the dwelling units are attached dwellings in buildings containing 5 or more units. Remaining dwelling units consist of duplex, triplex, fourplex, or mobile homes.

The City of Kirkland has 31,745 jobs (ESD 2011, PSRC). Half of all jobs are in the service sector. See Figure 3.3-1.

**Figure 3.3-1. City Jobs by Sector, 2011**



Source: Employment Security Department (ESD) 2011, compiled by Puget Sound Regional Council

Most jobs in the City are located in Totem Lake, Lakeview, and Moss Bay neighborhoods, generally in that order. See Table 3.3-1.

**Table 3.3-1. Employment by Neighborhood**

| Neighborhood     | Business Licenses (2013) | Employees (2013) | Percentage of Total |
|------------------|--------------------------|------------------|---------------------|
| Bridle Trails    | 135                      | 482              | 2%                  |
| Central Houghton | 142                      | 572              | 2%                  |
| Everest          | 147                      | 1,671            | 5%                  |
| Finn Hill        | 446                      | 734              | 2%                  |
| Highlands        | 100                      | 132              | 0%                  |
| Kingsgate        | 371                      | 917              | 3%                  |
| Lakeview         | 343                      | 4,185            | 14%                 |
| Market           | 157                      | 366              | 1%                  |
| Moss Bay         | 625                      | 3,989            | 13%                 |
| Norkirk          | 302                      | 1,343            | 4%                  |
| North Juanita    | 232                      | 966              | 3%                  |
| North Rose Hill  | 367                      | 2,214            | 7%                  |
| South Juanita    | 344                      | 1,340            | 4%                  |
| South Rose Hill  | 160                      | 790              | 3%                  |
| Totem Lake       | 811                      | 11,245           | 36%                 |
| Total:           | 4,682                    | 30,946           |                     |

Source: Pers com, Stewart, October 15, 2013

### **Study Area Population, Housing, and Employment**

Precise demographic data is not available for the MRM site, CBD 5 or the Post Office site. Estimates have been developed based on the type of use and size of buildings. See Table 3.3-2

**Table 3.3-2. Existing Employment and Population**

| Location                     | Total Existing Building Area | Total Existing Employment | Existing Employment-Redev. Sites | Total Existing Dwellings | Total Existing Population |
|------------------------------|------------------------------|---------------------------|----------------------------------|--------------------------|---------------------------|
| MRM Site                     | 21,258                       | 85                        | 85                               | -                        | -                         |
| Off-site Partial Post Office | -                            | -                         | -                                | -                        | -                         |
| Off-site full Post Office    | 20,429                       | 82                        | 82                               | -                        | -                         |
| CBD 5 Zone                   | 156,334                      | 625                       | 132                              | 60                       | 103                       |

Source: King County Assessor, BERK, 2013

The MRM site contains a 21,258 square foot office and surface parking lot. Based on the City's standard of 4 employees per 1,000 square feet of office space, there are approximately 85 existing employees. The site contains no residences, and, therefore, no population.

The CBD 5 district contains five parcels, four of which collectively contain offices totaling 156,334 square feet (including the MRM site). Using the City's employment rate assumption for office, there are an estimated 625 employees in these buildings. On the sites most likely to redevelop or infill, there are 132 existing jobs.

One parcel contains a 60-unit multifamily building. Assuming the citywide average household size for 5 unit + apartments (1.71 average household size calculated by OFM 2013) there would be 103 residents.

The Post Office site contains 20,429 square feet of government office and storage, as well as public and post office vehicle storage parking area. Using the City's standard assumption for office square feet per employee, there are about 82 employees at the site.

The MRM site, CBD 5, and Post Office sites are all located in Census Tract 225. This Census Tract encompasses areas between Lake Washington to the west I-405 to the east, Central Way and NE 85<sup>th</sup> Street to the North, and NE 68<sup>th</sup> Street to the south. The total population of Census Tract 225 is 7,143 and there are 3,717 households. There are also 6,275 jobs, 53% of which are service jobs. The location of the study area within Census Tract 225 is illustrated in Figure 3.3-2.

**Growth Targets**

To meet its responsibilities under the Growth Management Act, the City of Kirkland works in consultation with King County and is allocated housing and employment growth targets in the King County Countywide Planning Policies. The adopted Kirkland Comprehensive Plan is based on targets for 2022 which are shown in Table 3.3-2. The City also periodically evaluates its land supply to calculate the quantity of growth it can accommodate on vacant land and through redevelopment, which is generally referred to as land capacity, and in conjunction with King County prepares a Buildable Lands Report (BLR). The recently updated Countywide Planning Policies (2012) contain growth targets extending to 2031. The City is in the process of updating its Comprehensive Plan to reflect the 2031 growth targets and to extend its planned growth estimates to a new horizon year of 2035.<sup>5</sup> Table 3.3-3 shows the various City growth targets (adopted 2022 and future Countywide Planning Policies 2031) and land capacity.

**Table 3.3-3. Growth Targets and Capacity**

| Type of Growth/Year | Growth Targets             |                                   |                                 | Available Capacity             |  |
|---------------------|----------------------------|-----------------------------------|---------------------------------|--------------------------------|--|
|                     | 2022 – City pre-annexation | 2006 - 2031 – City and Annexation | Comp Plan – City pre-annexation | 2007 BLR – City and Annexation | 2013 Draft Land Capacity Results – City and Annexation |
| New Housing Units   | 5,480                      | 8,570                             | 6,969                           | 6,380                          | 9,907 – 16,222   |
| New Employment      | 8,800                      | 20,850                            | 26,016                          | 12,600                         | 22,905 – 50,615  |

Notes: 2022 targets do not include the annexations of Bridleview (2009) or Finn Hill, North Juanita, and Kingsgate (2011) whereas 2031 targets do include those areas. The 2013 Land Capacity Results are ranged to reflect a standard buildable lands analysis approach (low range) and an alternative analysis approach recommended by King County for urban centers and dense mixed use areas (high range). The standard approach considers parcels likely to redevelop based on an improvement to land value ratio whereas the alternative method considers the ratio of current floor area to the zoning potential for floor area. The City has applied the alternative method to the Totem Lake Urban Center, creating the high ranges shown.

Source: City of Kirkland 2012; King County 2007; King County 2012; pers com, Shields, October 15, 2013

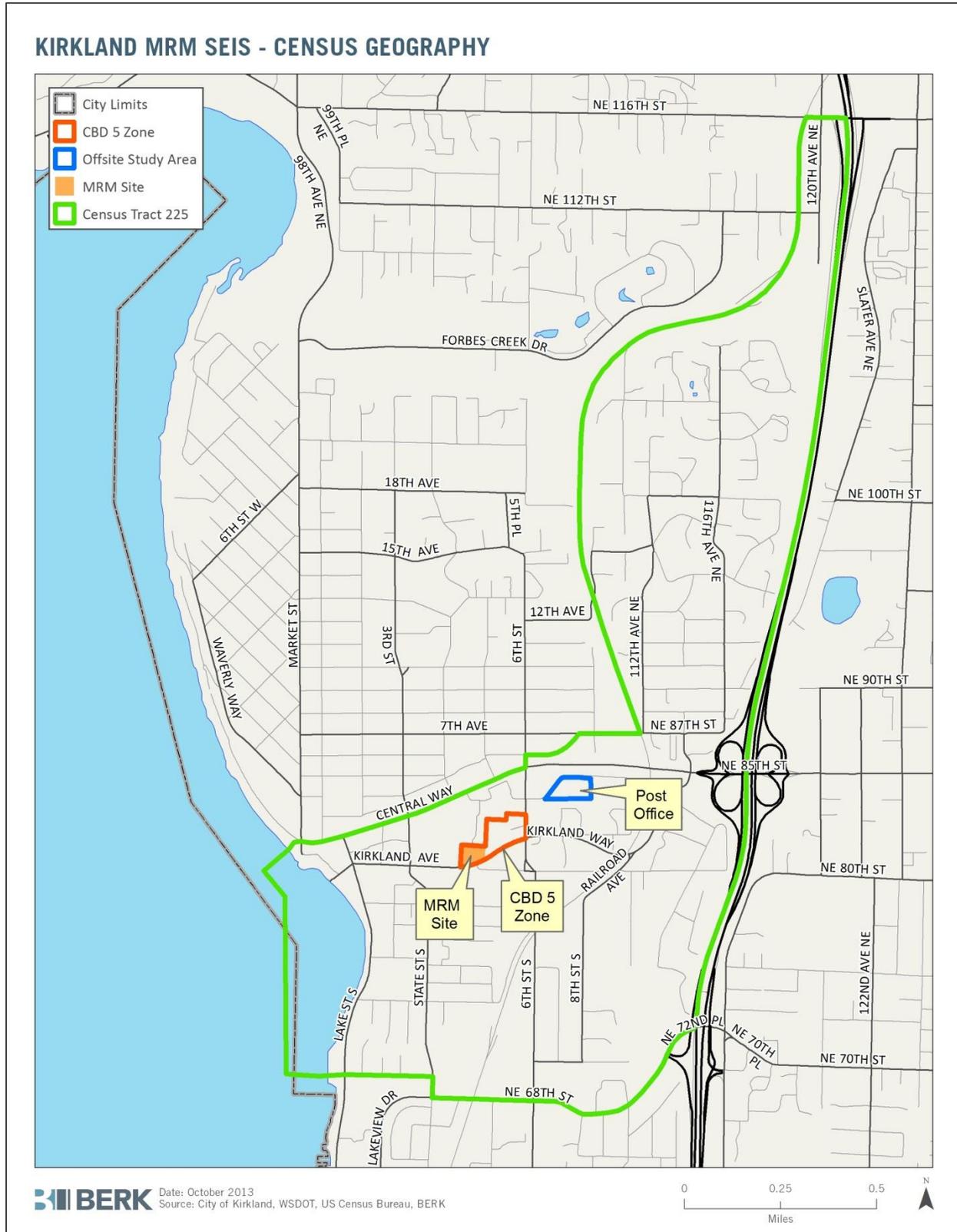
The 2022 growth targets are focused on the old city limits and the land capacity is sufficient to accommodate the targets. However, the 2031 growth targets include the newly annexed areas of Finn Hill, North Juanita, and Kingsgate, and the land capacity calculated for the City and recently annexed areas using 2007 data shows a shortage of capacity both for housing and jobs. The City is currently conducting an updated land capacity analysis, and is updating its Comprehensive Plan to address its growth targets and to establish a vision for the 2035 planning horizon. In preparation for a 2014 BLR, the City has calculated the land capacity for its adopted land use plan. The City’s present land use plan capacity would accommodate the 2031 housing and employment growth targets adopted in the Countywide Planning Policies.

<sup>5</sup> Preliminarily, the City has estimated land use capacity for the year 2035 for planning purposes. The City has also extrapolated growth targets to the year 2035 for planning purposes. These targets equal 8,361 housing units and 22,435 jobs between 2012 and 2035; these numbers may be refined during the City’s planning process. The 2035 numbers are planning estimates for the Comprehensive Plan Update in progress. The City will be considering its future land use plan, capacity, and other considerations in its Comprehensive Plan Update due in 2015.

Preliminary land capacity estimates for the Comprehensive plan Update indicate that the Totem Lake Neighborhood has the greatest capacity for future jobs (potential to add approximately 8,410 to 36,790 jobs; these estimates are subject to revision as the City completes its Comprehensive Plan Update) continuing its role as the City's designated Urban Center.

The Moss Bay area has the second greatest capacity for employment, primarily due to Parkplace (neighborhood job growth of about 6,900 jobs with almost 6,000 jobs at Parkplace alone – see Appendix D).

Figure 3.3-2. Study Area Census Geography



Source: City of Kirkland, WSDOT, US Census Bureau, BERK, 2013.

## Significant Impacts

This section addresses the potential for growth and change in association with the studied alternatives. All office alternatives would add employment growth. All residential alternatives would add population and retail jobs; depending on the site, residential/retail use could either reduce employment relative to potential office use or could slightly increase it compared to present conditions. See Table 3.3-4. Additional discussion of the alternatives follows the table.

**Table 3.3-4. Existing and Future Employment and Residential Growth by Alternative**

| <b>a. Employment and Population Growth and Change</b> |   |   |   |  |   |   |
|---|---|---|---|--|---|---|
| <b>Alternative Name</b>                               | <b>Building Area (SF)-<br/>Redev. Sites</b> | <b>Retail Area (SF)-<br/>Redev. Sites</b> | <b>Office Area (SF)-<br/>Redev. Sites</b> | <b>Residential Units-<br/>Redev. Sites</b> | <b>Projected Employment-<br/>Redev. Sites</b> | <b>Projected Population-<br/>Redev. Sites</b> |
| <b>1. Office Alternatives</b>                         |   |   |   |  |   |   |
| No Action (Office)                                    | 249,312                                     | 49,862                                    | 199,450                                   | -  | 898   | -   |
| a. MRM PAR (Office)                                   | 264,523                                     | 33,065                                    | 231,458                                   | -  | 992   | -   |
| b. Off-site at MRM Level (Office)                     | 264,523                                     | 33,065                                    | 231,458                                   | -  | 992   | -   |
| <i>Off-site at CBD 5 Level (Office)</i>               | 540,596                                     | 67,574                                    | 473,021                                   | -  | 2,027   | -   |
| c. CBD 5 (Office)                                     | 540,593                                     | 67,574                                    | 473,019                                   | -  | 2,027   | -   |
| <b>2. Residential Alternatives</b>                    |   |   |   |  |   |   |
| a. MRM PAR (Residential)                              | 264,523                                     | 33,065                                    | -   | 289  | 66  | 495   |
| b. Off-site at MRM Level (Residential)                | 264,523                                     | 33,065                                    | -   | 289  | 66  | 495   |
| <i>Off-site at CBD 5 Level (Residential)</i>          | 540,596                                     | 67,574                                    | -   | 591  | 135   | 1,012   |
| c. CBD 5 (Residential)                                | 540,593                                     | 67,574                                    | -   | 591  | 135   | 1,012   |
| <b>b. Total and Net Employment and Population</b>     |   |   |   |  |   |   |
| <b>Alternative Name</b>                               | <b>Total Future Employment</b>              | <b>Total Future Housing (Units)</b>       | <b>Total Future Population</b>            | <b>Net Change Employment</b>               | <b>Net Change Housing (Units)</b>             | <b>Net Change Population</b>                  |
| <b>1. Office Alternatives</b>                         |   |   |   |  |   |   |
| No Action (Office)                                    | 898   | -   | -   | 813  | -   | -   |
| a. MRM PAR (Office)                                   | 992   | -   | -   | 907  | -   | -   |
| b. Off-site with MRM Level (Office)                   | 992   | -   | -   | 992  | -   | -   |
| <i>Off-site with CBD 5 Level (Office)</i>             | 2,027                                       | -   | -   | 1,945                                      | -   | -   |
| c. CBD 5 (Office)                                     | 2,521                                       | 60  | 103                                       | 1,895                                      | -   | -   |
| <b>2. Residential Alternatives</b>                    |   |   |   |  |   |   |
| a. MRM PAR (Residential)                              | 66  | 289                                       | 495                                       | (19)                                       | 289   | 495   |
| b. Off-site with MRM Level (Residential)              | 66  | 289                                       | 495                                       | 66   | 289   | 495   |
| <i>Off-site with CBD 5 Level</i>                      | 135   | 591                                       | 1,012                                     | 53   | 591   | 1,012   |

| Alternative Name       | Total Future Employment | Total Future Housing (Units) | Total Future Population | Net Change Employment | Net Change Housing (Units) | Net Change Population |
|------------------------|-------------------------|------------------------------|-------------------------|-----------------------|----------------------------|-----------------------|
| <i>(Residential)</i>   |                         |                              |                         |                       |                            |                       |
| c. CBD 5 (Residential) | 629                     | 651                          | 1,115                   | 3                     | 591                        | 1,012                 |

Source: BERK 2013

**Office Alternatives**

The No Action alternative would contribute about 893 jobs, which is similar to the MRM Office Alternative (1a) at 992 jobs.

Table 3.3-4 shows that office development with ground floor retail on the MRM site (Alternative 1a) would result in a potential for 992 total jobs, compared to the existing 85 jobs; this is a net increase of 907 jobs.

If additional land were to redevelop in the CBD 5 zone as assumed in Alternative 1c, there would be a potential for 2,521 total jobs, compared to the 625 jobs that are now in the CBD 5 zone; this is a net increase of 1,895 jobs in the zone and all of it would occur on the CBD 5 sites most likely to redevelop or infill (two parcels and two parking areas per Appendix C). Within the CBD-5 zone, 132 existing jobs could relocate to the new buildings.

Similar future job levels with Alternative 1a or 1c are also possible on the offsite Post Office location with Alternative 1b.

Any of the office alternatives, therefore, would add job capacity which could help meet the City’s employment growth target. None of these alternatives would remove existing housing as the one existing multifamily building in CBD 5 would remain.

The Office Alternatives for any of the study locations would increase the Moss Bay Neighborhood capacity for jobs, though Parkplace would continue to be the single largest employment location in that neighborhood. Most of the City’s future job growth would still occur in Totem Center which is the City’s designated Urban Center.

**Residential Alternatives**

Multifamily housing and associated population would increase on the MRM site (Alternative 2a) by 289 dwelling units or about 495 persons. The existing 85 office jobs would be replaced with 66 retail jobs, a reduction of 19 jobs. If development at the same level were to occur on the portion of the Post Office site currently containing vehicle storage (Alternative 2b), there would be the same increase in 289 dwellings, 495 persons and 66 retail jobs, but no corresponding job reduction since the Post Office would remain on another portion of the site.

If additional sites were to redevelop or infill in the CBD 5 zone (Alternative 2c), the level of housing in the zone as a whole could increase dramatically from 60 to 651 dwelling units, and correspondingly from 103 persons to 1,115 persons, a net increase of 591 dwellings and 1,012 persons on the sites most likely to redevelop. The total jobs in the zone would slightly increase from 625 to 629; on the redevelopment sites themselves, the 132 existing office jobs would transform to 135 retail jobs, a net increase of 3 jobs. These same ranges of dwellings, population, and jobs are possible on the Post Office site (Alternative 2b – full redevelopment). However, the net increase in jobs would be the replacement of 82 post office jobs with 135 retail jobs, a net increase of 53 jobs.

Additional housing would help the City meet its housing target. The residential alternatives in a mixed use setting would produce some associated retail jobs in amounts that are similar to the number of office jobs that could be replaced (see more discussion of the possibility for service/office jobs on the ground floor in Section 3.2 of this SEIS).

Comparing the office and residential alternatives to each other, however, also shows significant differences in employment. This is not surprising given the character of the different uses. For example, office development on

the MRM site (Alternative 1a) could generate 992 total jobs, a net increase of 907 on the site, compared to mixed-use/residential development (Alternative 2a) which would add 66 total jobs, a net decrease of 19 jobs from the existing 85 jobs. Office development on the MRM site would result in an increase of approximately 94 jobs compared to No Action, which could generate 898 jobs on the MRM site.

Office development of CBD 5 (Alternative 2c) would generate 2,027 jobs a 1,895 job increase above existing jobs on the redevelopment sites, compared to mixed-use/residential which would add 3 net jobs.

Residential development of any of the study locations, under any residential alternative would not change the primary location of job capacity in the CBD – the Parkplace site would continue to have the greatest capacity and share of new job growth in the Moss Bay Neighborhood. In any case, the largest future increase in jobs in the City would occur in Totem Lake Neighborhood, the City’s designated Urban Center.

## Mitigation Measures

Increases in growth, either employment or residential, are not an impact by themselves. Indirect impacts of growth and associated mitigation measures related to public services, utilities, and transportation are addressed in Sections 3.5, 3.6, and 3.7 of this Draft SEIS.

The Residential Action Alternatives could result in Comprehensive Plan and code amendments that would increase the capacity for housing, by increasing building height and removing the limitation on the percentage of housing (currently limited to 12.5% of a building). Similarly, the Office Action alternatives could increase the capacity for employment by increasing the intensity of permitted office development. Either office or residential alternatives could help the City meet its employment or residential growth targets. The potential for changes to land use patterns and the relationship of the alternatives to policies regarding the desired character and mix of employment and residential uses in the downtown area are addressed in Sections 3.1 and 3.2 of this SEIS.

## Significant Unavoidable Adverse Impacts

Population, employment and housing could increase to different degrees under any of the alternatives reviewed, including No Action. Additional population growth will increase the demand for housing. Additional population, housing, and employment growth will result in secondary impacts on the demand for public services, and is addressed in the appropriate sections of this Draft SEIS.

## 3.4 Aesthetics

This section addresses aesthetic impacts associated with each alternative, including visual character, views, light and glare, and shading conditions. Consistency with current design guidelines and zoning regulations pertaining to these topics is also discussed.

### Affected Environment and Methodology

#### ***Analysis Area***

The Aesthetics analysis area consists of the study area identified in Chapter 2, including the properties zoned CBD-5 along Kirkland Way, located south of Parkplace and west of 6<sup>th</sup> Street, as well as the Post Office site on 4<sup>th</sup> Avenue. This analysis area is similar to the area studied in the 2010 Parkplace SEIS; all the properties in this analysis area were also included in the 2010 analysis.

#### ***Visual Character***

##### KIRKLAND WAY

The CBD-5 properties along Kirkland Way consist of office buildings of various architectural styles. Most of these sites include large areas of surface parking in varying configurations; the MRM site has parking located on the west side and rear of the building, the Davidson site (520 Kirkland Way) places surface parking at the rear of the lot, and the Continental Plaza (550 Kirkland Way) property uses a combination of structured and surface parking between the street and the building entrance, breaking the pedestrian connection. The 570 Kirkland Way property, located at the corner of Kirkland Way and 6<sup>th</sup> Street, while also low-rise office construction, possesses a different character than the other properties. No surface parking is present, and large amounts of landscaping and mature trees screen the building from the street. Kirkland Way slopes downward from east to west, and this change in topography, combined with curves in the road alignment itself and the presence of numerous street trees, limit visibility along the street. As a result, development at the western end of the street, near the intersection with 6<sup>th</sup> Street, is screened from view at the eastern end of the street, and vice versa. Figure 3.4-1 illustrates the visual character of Kirkland Way near the MRM site. Figure 3.4-2 shows the existing visual character of the MRM site, viewed from the access driveway at the western edge of the property.

Figure 3.4-1. Existing Visual Character of Kirkland Way



Figure 3.4-2. View of MRM Site from Western Access Driveway



PETER KIRK PARK

Peter Kirk Park serves as a focal point and visual landmark in the aesthetics analysis area. The park contains a baseball field, open space, a playground, the Kirkland Performance Center, the Peter Kirk Community Center, The Kirkland Teen Union Building, a branch of the King County Library, and a system of trails providing non-vehicular access to adjoining businesses on the south and east, integrating the park with the surrounding development.

Though most vegetation consists of grass, a row of tall trees along Central Way screens the baseball field from passing traffic. Several large trees scattered across the site also screen portions of the site from nearby development and screen nearby development from areas of the park. Figure 3.4-3 and Figure 3.4-4 illustrate the visual character and views available at Peter Kirk Park.

Figure 3.4-3. Visual Character and Views at Peter Kirk Park



Figure 3.4-4. Visual Character and Views from Peter Kirk Park



### POST OFFICE SITE

Located north and east of the Parkplace and MRM sites, the Post Office site consists of a single, one-story building and its associated parking and truck loading areas. The majority of the site is dedicated to customer, employee, and mail truck parking, with landscaped areas around the perimeter. The eastern end of the site is surrounded by a security fence to control access to employee-only areas, and a large amount of existing vegetation along the fence helps screen these areas from view. Customer access to the Post Office is from the west, along 4th Avenue, where large beds of low landscaping form a buffer between the street and the customer parking lot and, beyond it, the post office itself. A sidewalk is provided along the entire street frontage, though it is interrupted by wide curb cuts for the drive-through mail-drop, customer parking access, and employee parking/mail truck access.

The overall character of the area around the Post Office site is one of low-intensity suburban development with large amounts of vegetation. This area is visually separated from the rest of the analysis area by existing office development along 6th Street, giving it a less intense, less active character than that of Downtown. Figure 3.4-5 and Figure 3.4-6 illustrate the visual character of the Post Office site and surrounding area.

Figure 3.4-5. Visual Character of Post Office Site



Figure 3.4-6. Visual Character of Post Office Site



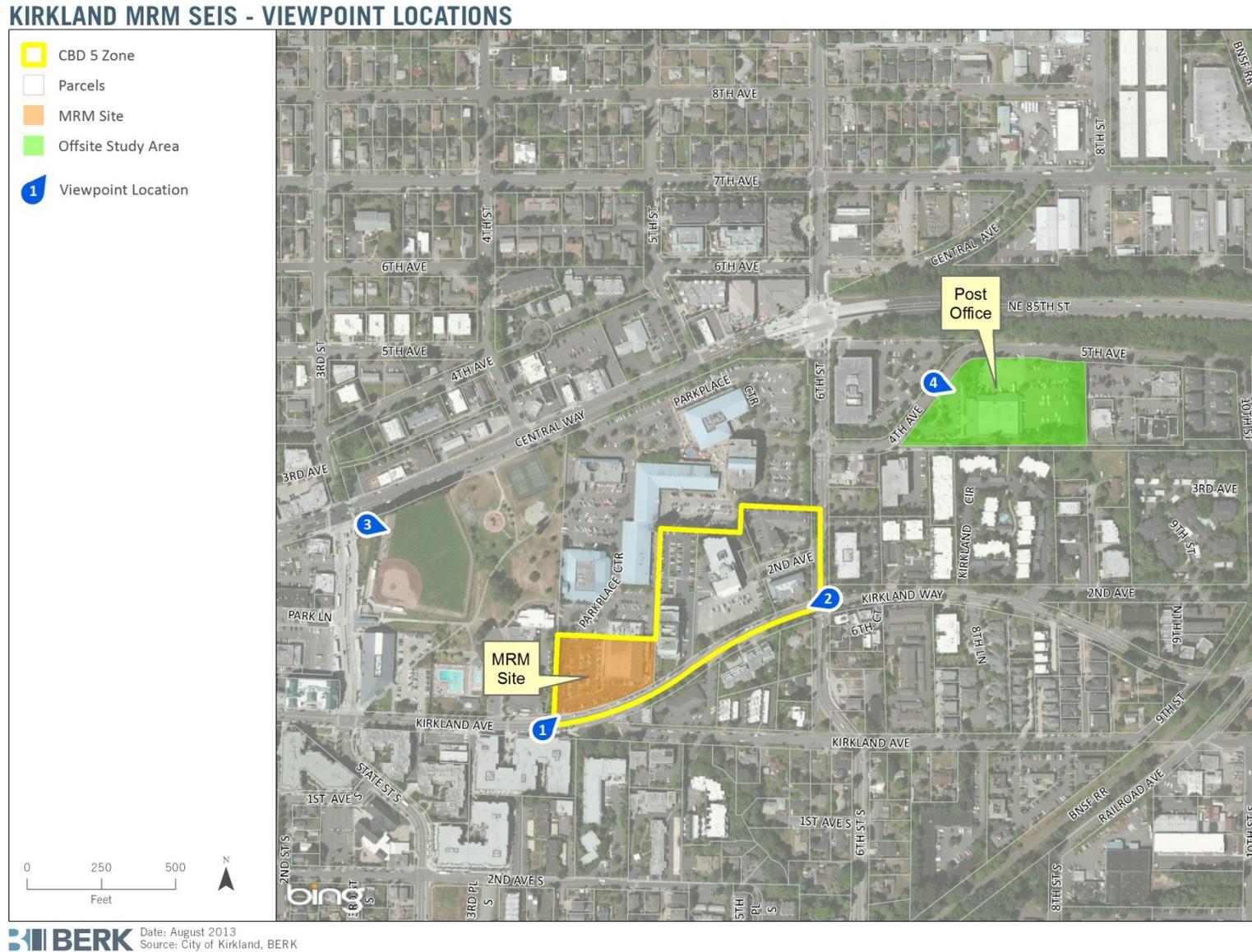
### **Views**

Assessing impacts to views of landmarks, natural features, and other scenic vistas is an important component of an overall aesthetic analysis. The City of Kirkland Comprehensive Plan includes Neighborhood Plan chapters that identify issues and policies particularly relevant to particular areas of the city, including important view corridors. The SEIS used that information to help determine points from which sites within the analysis area are most visible. Due to local changes in topography and the presence of large amounts of street trees and other landscaping, very few places exist that offer unobstructed views of the sites being analyzed. The SEIS considers views from four public viewpoints which are described below.

- Viewpoint 1: View of the MRM and Davidson properties, as seen from Kirkland Way, looking northeast.
- Viewpoint 2: View of the CBD-5 block, as seen from the intersection of Kirkland Way and 6<sup>th</sup> Street, looking west. This viewpoint corresponds to a view corridor established by the Kirkland Comprehensive Plan and was previously evaluated as part of the 2010 Parkplace SEIS.
- Viewpoint 3: View of the Parkplace, MRM, and Davidson properties, as seen from the western end of Peter Kirk Park, facing east.
- Viewpoint 4: View of the Post Office property from 4<sup>th</sup> Avenue.

Figure 3.4-7 shows the locations and orientations of the analyzed viewpoints.

Figure 3.4-7. Location and Orientation of Viewpoints



### REGIONAL CHARACTER

Judgments of visual quality and viewer response are made based in a regional frame of reference (U.S. Soil and Conservation Service 1978). The same landform or visual resource appearing in different geographic areas could have a different degree of visual quality and sensitivity in each setting. For example, a small hill may be a significant visual element on a flat landscape while having very little significance in mountainous terrain.

The Puget Sound region is highly urbanized, but the area is also characterized by a large system of lush parks, green space corridors, and vegetated roadsides that soften the urban feel. A mix of developed and natural landscapes characterizes the region. The landscape pattern is influenced by development extending from the metropolitan core of the region; smaller, growing cities; and major roadways in the region. Although the region is highly developed, views of Puget Sound, Lake Washington, the Olympic Mountains, Mount Rainier, and the forested Cascade Mountains create an outstanding visual backdrop.

The analysis area is within an urbanized downtown with views of significant natural features such as Lake Washington, and the evaluation of visual quality and viewer response is framed within this setting. Visual quality assessments for a particular view, being relatively subjective, are commonly expressed in terms of high, moderate, and low. In the context of the overall visual character of the Puget Sound region, the visual character of the analysis area is moderate.

### VISUAL QUALITY

The SEIS evaluates visual quality using the approach to visual analysis adopted by the Federal Highway Administration (FHWA), which is characterized by an organized and systematic methodology. The public views being studied, although not related to a highway or roadway project, occur along major local streets. The FHWA approach to view assessment employs the concepts of vividness, intactness, and unity (FHWA 1988; Jones et al. 1975) which are described as follows.

#### *Vividness*

Vividness is the visual power or memorability of landscape components as they combine in striking and distinctive visual patterns. There are four elements of vividness—landform, water form, vegetative form, and human form—that may be present and affect views in the landscape. A high vividness rating indicates that the landscape patterns are distinctive and form a dominant visual effect in the landscape (e.g., high mountain peaks, or city views with striking urban form and a strong sense of place). Moderate vividness indicates that landscape elements are noticeable and moderately pleasing, but do not dominate the landscape. A low vividness rating indicates that landscape patterns offer little visual diversity (e.g., monotonous vegetative patterns) or are unsightly (e.g., unscreened junkyard).

The landscape pattern of the analysis area does contain some unique features. Landform generally slopes to the west, providing scenic vistas of the Olympic Mountains. Lake Washington is a visible water form. Vegetative form consists mainly of landscaping (grass, trees, and shrubs) and natural evergreen trees. Development (human form) consists generally of buildings with indistinctive architecture. Vividness of the analysis area is considered to be moderate to high.

#### *Intactness*

Intactness is the visual integrity of the natural and human-built landscape and the extent to which the landscape is free from encroaching elements. Intactness is measured by the degree to which the human-built features encroach upon the natural landscape and vice versa. A high intactness rating indicates that the integrity of visual order in the viewshed<sup>6</sup> is intact and free from encroaching features. A medium intactness rating indicates that the

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<sup>6</sup> A viewshed is defined as all of the surface area visible from a particular location, such as, an overlook or sequence of locations (e.g., a roadway or trail) (FHWA 1988).

natural landscape is moderately affected by encroaching, human-built features. A low intactness rating indicates that the view is highly altered by human-built features that result in a multitude of displeasing visual elements.

The analysis area is highly developed; office, commercial, and residential buildings encroach greatly upon the natural landscape, though the lower intensity of development at the Post Office site results in a greater degree of intactness than in the rest of the analysis area. Visual encroachment in the analysis area also includes a high level of visually displeasing elements such as vehicle traffic, parking lots, lights, and roadway signage. These elements detract from the overall visual order of the built environment of Downtown. Therefore, intactness in the analysis area is considered to be moderate to low.

### *Unity*

Unity is the visual coherence and compositional harmony of the landscape considered as a whole. Unity is not meant to imply a repetitious or 'cookie-cutter' approach to human-built or natural features. Instead, overall unity is dependent on the degree to which all visual elements combine to form a coherent, harmonious visual pattern. A key element of unity is the interaction between human-built and natural elements. Environments where human-built and natural patterns reinforce each other have a high degree of visual unity.

A high unity rating indicates that human-built features, where present, blend harmoniously with the natural environment. Colors and materials are used that give a natural feel to human-built structures. A medium unity rating indicates that the human-built elements use colors and textures that allow the elements to blend moderately into the natural environment. A low unity rating indicates that the human-built or modified elements contrast markedly and have no visual relation to the natural environment.

In the analysis area, the level of unity varies with the viewpoint. Generally, for unobstructed views to the west, unity is considered moderate or high, since what the viewer sees may appear to be a homogenous downtown waterfront environment. However, in most views from adjacent roadways and properties, there is not a significant amount of harmony in the existing landscape. Buildings are often not painted in colors complementary to the surrounding environment and materials vary greatly in texture and appearance. In particular, Viewpoint 2 – a territorial view looking southwest along Kirkland Way toward Lake Washington – is currently obstructed by existing development south of Peter Kirk Park. Thus, unity in the obstructed view is considered to be low.

### VIEWER SENSITIVITY

Viewer sensitivity depends on the number and type of viewers and frequency and duration of views. Viewer sensitivity is also modified by viewer activity, awareness, and visual expectations as they relate to the number of viewers and viewing duration. Sensitivity tends to be lower for views seen by people driving to and from work or as part of their work (U.S. Forest Service 1974; FHWA 1988; U.S. Soil Conservation Service 1978). Commuters and non-recreational travelers have generally fleeting views and tend to focus on commute traffic, not on surrounding scenery. Therefore, commuters are generally considered to have low visual sensitivity.

Residential viewers typically have extended viewing periods and are concerned about changes in the views from their homes. Therefore, residential viewers generally are considered to have high visual sensitivity. As well, viewers using recreational trails and areas, scenic highways, and scenic overlooks are usually assessed as having high visual sensitivity.

The importance of a view is related, in part, to the position of the viewer. Therefore, visibility and visual dominance of landscape elements depend on their placement within the viewshed. To identify the importance of views of a resource, a viewshed is broken into distance zones of foreground, middle ground, and background. Generally, the closer a resource is to the viewer, the more dominant it is and the greater its importance to the viewer. Although distance zones in viewsheds may vary between different geographic regions or types of terrain, the standard foreground zone is within 0.25 to 0.5 mile from the viewer; the middle ground zone is from the foreground zone to a distance of 3 to 5 miles from the viewer; and the background zone is from the middle ground zone to infinity (U.S. Forest Service 1974).

In the analysis area, buildings, light poles, signage, roadways, and landscaping are the dominant visual features. Many views are predominantly limited to the foreground for all viewer groups. For these views, topography, the built environment, and vegetation generally obstruct views to the middle ground and background. However, there are numerous view corridors to the west that have unobstructed views that include Lake Washington and the Olympic Mountains in the background.

Views in the analysis area exist for roadway travelers; occupants of some commercial, office, and residential buildings; recreationists using Peter Kirk Park; and pedestrians using sidewalks or paths. Viewer sensitivity is considered to be low for motorists, who are generally focused on other traffic and signage and getting to their destinations. For non-motorists, viewer sensitivity is higher.

### SEASONAL VARIANCE

Visual quality typically peaks during summer-like conditions with clear visibility, and the winter season normally causes several changes in visual quality. First, views often become less obstructed in the winter season because deciduous plants lose their leaves, thereby reducing some vegetative screening. However, winter views often consist of gray overcast conditions that block background views. Thus, scenic vistas or panoramic views become less dramatic, as often only the foreground and middle ground are visible.

Second, vividness is often reduced during the winter season, as the color and pattern of the visual landscape becomes muted by overcast conditions. Views also become more limited because of the reduced daylight period between dusk and dawn.

Lastly, there tend to be fewer residents and recreationists doing outdoor activities in winter months; thus, there are fewer sensitive viewers. Overall, the visual quality is reduced as the winter visual landscape contains foreground and middle ground views and fewer background views. These views are present for a shorter duration of time and typically are not experienced by sensitive viewers.

### ASSESSMENT OF ANALYZED VIEWS

The four selected viewpoints were evaluated during a mid-morning visit to the study area on July 24, 2013. Photographs were taken from each viewpoint to document existing visual conditions and provide the basis for the view simulations included in the impact analysis. Photographs were taken using a Canon Rebel XTi digital SLR camera fitted with a Canon EFS 17-85mm variable zoom lens. Weather conditions during the site visit were sunny, with very little cloud cover. The following sections provide an assessment of the visual quality of the views available from each viewpoint.

#### *Viewpoint 1*

Viewers from Viewpoint 1 consist primarily of motorists and pedestrians traveling northeast on Kirkland Way. The view corridor looks uphill, away from Downtown and Lake Washington. The north side of this view corridor is bordered by existing commercial/office development; the south side is flanked by mid- and high-density mixed-use and residential development. Because this location is between major intersections, motorist viewer sensitivity is moderate to low. Due to their slower pace, viewer sensitivity for pedestrians is somewhat higher.

The view has moderate vividness due to the overall lack of scenic elements; the change of topography and the presence of mature street vegetation add visual interest, but Downtown, the waterfront, and background views of the Olympic Mountains are all located behind the viewer. Intactness associated with this view is also low, due to the encroachment of existing development, roadway signage, lighting, and vehicular traffic.

Though visual quality associated with this viewpoint varies throughout the year due to changing vegetation and weather conditions, overall visual quality is generally moderate. Existing conditions for Viewpoint 1 are illustrated in Figure 3.4-8.

Figure 3.4-8. Viewpoint 1 Existing Conditions



*Viewpoint 2*

Viewers from Viewpoint 2 consist primarily of motorists and pedestrians traveling southwest on Kirkland Way or south on 6<sup>th</sup> Street. This view corridor looks downhill toward Downtown and the waterfront, though views of Lake Washington are mostly obstructed by existing development and vegetation located near the street. The intersection of Kirkland Way and 6<sup>th</sup> Street is controlled by a four-way stop sign, and neither motorists nor pedestrians spend much time waiting at this intersection. Likewise, their attention is required to focus on other traffic using the intersection. Therefore, viewer sensitivity at this viewpoint is moderate to low.

The view has moderate vividness, particularly in summer, as views of vegetation, the sky, and the hills on the west side of Lake Washington are available on clear days. Harmony and intactness for this view are low, however; direct views of Lake Washington are obstructed by existing development. Overall visual quality is moderate. Existing conditions for Viewpoint 2 are illustrated in Figure 3.4-9.

Figure 3.4-9. Viewpoint 2 Existing Conditions



*Viewpoint 3*

Viewers from Viewpoint 3 consist mostly of pedestrians traveling northeast on the south side of Central Way or waiting to cross 3<sup>rd</sup> Street at the nearby intersection. The viewpoint is located 5-10 feet away from the sidewalk on a maintenance access path, but it is sufficiently close to the street right-of-way to accurately depict the public's view. Some motorists traveling northeast on Central Way may also experience this view, though their sensitivity would be lower to increased travel speed and the presence of intervening buildings and landscaping. The intersection of Central Way and 3<sup>rd</sup> Street is a major intersection controlled by traffic lights, increasing wait times for pedestrians and motorists. As such, viewer sensitivity at this viewpoint is considered moderate to high. This view also partially reflects the views of pedestrians traveling through and using the facilities at Peter Kirk Park, who would have high sensitivity due to the mostly stationary, recreational nature of their activities.

This view has moderate to high vividness due to the presence of a large expanse of open space and the presence of mature trees. Harmony and intactness are moderate; while development at the Parkplace shopping center and other nearby office buildings is visible from this viewpoint, much of it is screened by mature trees at Peter Kirk Park. Overall visual quality is moderate to high. Existing conditions at Viewpoint 3 are illustrated in Figure 3.4-10.

Figure 3.4-10. Viewpoint 3 Existing Conditions



*Viewpoint 4*

Viewers from Viewpoint 4 consist primarily of motorists traveling along 4<sup>th</sup> Avenue and visiting the post office, as well as a smaller number of pedestrian viewers. The post office site is located away from major pedestrian routes, so most viewers will access the area by motor vehicle. Due to the reduced number of viewers compared to the other three viewpoints and primarily vehicular nature of travel, viewer sensitivity at this viewpoint is estimated to be low.

The view has moderate to low vividness. While a large amount of mature vegetation is visible, the view offers few other memorable visual features; no territorial views are available, and no major geographic features are visible. Harmony and intactness, however, are moderate to high. The existing post office is a single-story building surrounded by landscaping and mature trees, which soften the appearance of development. Overall visual quality is moderate. Figure 3.4-11 illustrates existing conditions for Viewpoint 4.

Figure 3.4-11. Viewpoint 4 Existing Conditions



### **Shading Conditions**

A shade and shadow analysis was performed for the analysis area to establish existing conditions and to evaluate the potential effects on surrounding properties. Digital mass models of the existing and proposed development were created using SketchUp Pro. Sun angles and shadows were calculated for morning and evening hours on both the summer and winter solstices. Existing shading conditions in the analysis area are described below.

#### **KIRKLAND WAY (CBD-5)**

Development in the CBD-5 zone along Kirkland Way consists of low- and mid-rise commercial/office buildings of 1-5 stories, which cast relatively small shadows throughout most of the year. The Continental Plaza building (550 Kirkland Way) casts moderate shadows on the adjacent Parkplace site during winter. Because prevailing sun angles are from the south throughout the year, these buildings cast a negligible amount of shade on Kirkland Way itself and buildings south of that street.

#### **POST OFFICE SITE**

Current development on the Post Office site consists of a single, one-story building located in the south-central portion of the site. The building does not shade adjacent buildings or streets in either summer or winter months, though the presence of trees and other natural vegetation along 5<sup>th</sup> Avenue does result in shading of the street during morning and evening hours.

### **Regulatory Overview**

#### **CITY OF KIRKLAND COMPREHENSIVE PLAN**

Most of the analysis area is located within the Downtown area of the Moss Bay Neighborhood, as defined in the City of Kirkland Comprehensive Plan. The Moss Bay Neighborhood consists of Kirkland's Downtown core, as well surrounding Perimeter Areas to the east and south. The CBD-5 properties along Kirkland Way are located in a section of Downtown named the East Core Frame. The *Moss Bay Neighborhood Plan* indicates that development in the East Core Frame should focus on large, high-intensity, mixed-use projects with an emphasis on redevelopment for office uses, though limited residential development should be allowed. The Moss Bay Neighborhood Plan also designates this area for development up to 3-5 stories, with discretionary approval for heights over 2 stories. As stated in the Plan, special emphasis is to be given to preserving a sense of openness, and urban design should focus on compatibility with, and forming connections to, Peter Kirk Park.

The Post Office site, while located within the Moss Bay Neighborhood, lies outside Downtown. The Moss Bay Neighborhood Plan states that future development in the PLA-5C zone, which includes the Post Office site, is intended to be professional offices and multifamily residential at densities up to 24 units per acre. For sites at least 1 acre in size, building heights up to 5 stories are considered appropriate.

#### **VIEW POLICIES**

The Community Character chapter of the City of Kirkland Comprehensive Plan contains two view related policies:

*Policy CC-4.5: Protect public scenic views and view corridors.*

This policy identifies public views of Kirkland, Seattle, surrounding mountains and Lake Washington as valuable scenic resources that should be enhanced and preserved. This policy also indicates that private views are not protected, except when specifically identified in a neighborhood plan.

*Policy CC-4.6: Preserve natural landforms, vegetation, and scenic areas that contribute to the City's identity and visually define the community, its neighborhoods and districts.*

This policy identifies the importance of topography, open space and vegetation, and the inherent value of the natural landscape. This policy also indicates that trees planted along roadways should minimize view blockage as they mature.

The Moss Bay Neighborhood Plan contains the following view related sections:

- **Public Views.** This section identifies key territorial and local views in Downtown, including the territorial view corridor looking from 6th Street down Kirkland Way to the southwest.
- **Gateways.** This section identifies gateways into Downtown as a distinct sense of entry and that the topographic change functions as a visual entry.

### DESIGN REVIEW

Chapter 142 of the Kirkland Zoning Code identifies those development activities subject to design review by the City. Within designated design review districts, new buildings greater than 1 story in height, new buildings more than 10,000 square feet in gross floor area, substantial building expansions, and alterations of buildings in designated historic districts are subject to review by the City's Design Review Board. City planning staff members also conduct an administrative design review for those projects not required to appear before the Design Review Board.

Design guidelines for Downtown and the surrounding areas are contained in Design Guidelines for Pedestrian-Oriented Business Districts, adopted by the Kirkland City Council in 2004. This document contains guidelines for new development with special attention paid to those features most likely to affect the pedestrian experience, such as sidewalks, natural features, exterior building materials, and scale. Adoption of these guidelines is intended to do the following.

- Promote a sense of community identity by emphasizing the City's natural assets, maintaining its human scale, and encouraging activities that make Downtown the cultural, civic, and commercial heart of the community.
- Maintain a high-quality environment by ensuring that new construction and site development meet high standards.
- Orient to the pedestrian by providing weather protection, amenities, human scale elements, and activities that attract people to Downtown.
- Increase a sense of continuity and order by coordinating site orientation, building scale, and streetscape elements of new development to better fit with neighboring buildings.
- Incorporate parks and natural features by establishing an integrated network of trails, parks, and open spaces; maintaining existing trees; and including landscaping features into new development.
- Allow for diversity and growth through flexible guidelines that are adaptable to a variety of conditions and do not restrict new development.

## Significant Impacts

### *Visual Character*

This section describes the impacts to visual character anticipated from each of the SEIS alternatives. Alternative 1 and its sub-alternatives consist of development of ground-floor retail with office uses above. Alternative 2 and its sub-alternatives consist of development of ground-floor retail with residential units on the floors above.

### IMPACTS COMMON TO ALL ALTERNATIVES

Under each of the alternatives, building heights and lot coverage would increase on their respective development sites, making development more visually prominent, and creating a more intensive visual character along street frontages and property boundaries. While pedestrian-oriented urban environments are often improved by buildings that are located close to the street and provide strong pedestrian connections, pedestrians can become uncomfortable when buildings are sufficiently massive to block a large part of their cone of vision. Existing or new design standards would be applied under all alternatives to minimize conflicts of scale and ensure that new development is sensitive to the streetscape and surrounding development.

### NO ACTION ALTERNATIVE

Under the No Action Alternative, the MRM site would be allowed to redevelop for office use up to the currently allowed maximum height of 67 feet (5 stories). All current setbacks, access easements, and design review requirements would remain in effect. While development to the maximum allowed height would represent an increase in height and visual bulk compared to the existing one-story building, it would be similar in character to the existing buildings on the Davidson and Continental Plaza properties (520 and 550 Kirkland Way, respectively). With the application of current development regulations and design review requirements, the No Action Alternative is not anticipated to result in any significant impacts to visual character.

### ALTERNATIVE 1A (OFFICE, MRM SITE)

Under Alternative 1a, the visual prominence of development on the MRM site would be increased over current conditions. The existing single-story office building and adjacent surface parking would be replaced by a mixed-use retail/office building up to 100 feet in height. The current maximum building height in the CBD-5 zone is 67 feet. At present, much of the developed area of the site is screened from the street by landscaping and mature trees; under Alternative 1a, new development could be up to 7 stories taller than the current building and located closer to Kirkland Way, which could potentially affect the streetscape experience of pedestrians passing on the sidewalk. The inclusion of ground-level retail uses on the site would also result in a stronger connection between the building and street to attract customers. While this would make the building more visible, it would also provide easier pedestrian access to the site, which is currently lacking.

The development of new buildings up to 100 feet tall on the MRM site would significantly change the current visual character of the site, which is currently developed at a relatively low intensity. Redevelopment in this manner would result in a building that is similar in intensity to the nearby Davidson and Continental Plaza properties (520 and 550 Kirkland Way, respectively), but which would be located closer to the street. This size and level of visual mass is generally consistent with the scale of development previously approved for the Parkplace site, immediately north of the MRM site. Due to the substantial increase in height, visual mass, and building visibility over existing conditions, design review and application of existing design standards would be necessary to minimize conflicts of scale and ensure that new development is sensitive to the streetscape and surrounding development.

### ALTERNATIVE 1B (OFFICE, OFF SITE)

#### *Infill Redevelopment*

Alternative 1b assumes construction of an infill building on the Post Office site equal in floor area to the square footage proposed for the MRM site. This infill development would cover approximately 1.7 acres of the property and would comply with the PLA-5C zone's current setback and site design requirements. The building would be located immediately adjacent to the existing one-story post office building, on the site's vehicle storage yard.

The PLA-5C zone currently allows building heights ranging from 25-60 feet, depending on land use and proximity to zone boundaries. Under current regulations, a mixed-use office or residential building at this location would have a maximum height of 60 feet. Infill redevelopment of the Post Office site would result in a building up to 40 feet taller than allowed by current zoning, which would be generally incongruous and out of scale with the existing post office building. Surrounding development consists primarily of office and medium-density multifamily residential uses with heavy screening of mature trees. Introduction of a 100-foot tall retail/office building would substantially change the visual character of the site and the surrounding properties, which are developed at a lower intensity than the CBD-5 zone or the Downtown core. Because the PLA-5C zone is not intended for development of this height or intensity, the Post Office site is not currently subject to the same design review requirements as the MRM property, nor is it required to implement urban design features aimed at reducing visual mass and preserving access to light and air, such as upper-story setbacks, which are required for properties in the CBD-5 zone adjacent to Kirkland Way. Due to the substantial increase in height, visual mass, and building visibility, design review and

application of design standards beyond what is currently required by the City's code would be necessary to minimize conflicts of scale and ensure that new development is sensitive to the streetscape and surrounding development.

### *Full Redevelopment*

Alternative 1b also includes an option that would locate the cumulative redevelopment square footage from all of the analyzed CBD-5 properties on the Post Office site. This scenario would require complete replacement of the existing post office building and redevelopment of the entire 3.3-acre site. The current setback requirements of the PLA-5C zone would place the new 100-foot retail/office building within 10 feet of the sidewalk, making it fundamentally out of scale and out of character with surrounding development. Even with design review and the application of design standards, it is unlikely that the conflicts of scale represented by such a large amount of development concentrated on this site could be mitigated to less than significant levels.

### ALTERNATIVE 1C (OFFICE, CBD-5)

Alternative 1c assumes that portions of all CBD-5 zoned properties on Kirkland Way would redevelop in a manner similar to that described for the MRM site under Alternative 1a. As described in Chapter 2, redevelopment of the Davidson and Continental Plaza properties (520 and 550 Kirkland Way, respectively) is assumed to consist of infill, preserving the existing buildings. For purposes of this analysis, new buildings are assumed to be built on the rear surface parking area of the Davidson site and on the front surface parking area of the Continental Plaza site. The 570 Kirkland Way site is anticipated to redevelop in its entirety.

As described for Alternative 1a, the visual prominence of development along Kirkland Way would be increased over current conditions, due to development on most of the sites being located closer to the street. The exception to this would be the Davidson site, where any new infill building is assumed to occur near the rear of the lot. Existing buildings on the Davidson and Continental Plaza sites are 4-5 stories in height, which would make the increase in height less pronounced than on the MRM site. However, because the Davidson and Continental Plaza properties are located at a higher topographic elevation than the MRM site, redevelopment at these locations would be more visible from surrounding properties than the MRM site.

The 570 Kirkland Way building, similar to the existing building on the MRM site, is relatively small, and the introduction of a new building up to 100 feet tall on this site would substantially alter the visual character of the nearby intersection of Kirkland Way and 6<sup>th</sup> Street, giving this site the potential for far greater visual mass and height compared to the adjacent properties to the east and south, particularly since the topography is higher in this area than throughout the remainder of the CBD 5 zone.

Rezoning of the entire CBD-5 zone to allow a maximum height of 100 feet would change the character of Kirkland Way and would potentially create a significant visual contrast with the lower-intensity development on the south side of the street. However, this size and level of visual mass is generally consistent with the development recently approved for the Parkplace site, immediately to the north. Due to the substantial increase in height, visual mass, and building visibility, design review and application of existing design standards would be necessary to minimize conflicts of scale and ensure that new development under Alternative 1c is sensitive to the streetscape and surrounding development.

### ALTERNATIVE 2A (RESIDENTIAL, MRM SITE)

Impacts under Alternative 2a would be similar to those anticipated under Alternative 1a, with the exception that future development would consist of residential uses instead of office above the ground-level retail. While overall visual mass would be similar under both alternatives, Alternative 2a is anticipated to result in slightly reduced building height compared to Alternative 1a. While both Alternatives would allow a maximum building height of 100 feet, the number of total floors would also be limited to 8 stories. Because multifamily residential development typically requires a floor-to-floor height of 10 feet, as opposed to 12-15 feet for office development,

it is anticipated that an 8-story retail/residential building would be shorter (approximately 85 feet) than a retail/office building with the same number of floors.

In addition, high-density, multistory residential development is often characterized by a greater degree of façade modulation in the form of light wells, residential balconies, and other surface and window treatments designed to provide residents with outdoor access than typically observed in office development. As such, development of the upper floors for residential uses is anticipated to be more compatible with the existing character of Kirkland Way and more accessible to pedestrians. As such, Alternative 2a is anticipated to result in a lower level of impact to visual character than the office development proposed under Alternative 1a. Similar to Alternative 1a, application of design standards would be necessary to minimize conflicts of scale and ensure that new development is sensitive to the streetscape and surrounding development.

### ALTERNATIVE 2B (RESIDENTIAL, OFF SITE)

#### *Infill Development*

Impacts under Alternative 2b would be similar to those described under Alternative 1b, with the exception that infill development would consist of residential uses above ground-level retail instead of office. As described under Alternative 2a, retail/residential buildings would likely reach the maximum number of stories at a lower height (approximately 85 feet) than a comparable retail/office development. In addition, high-density, multistory residential development is often characterized by a greater degree of façade modulation in the form of light wells, residential balconies, and other surface and window treatments designed to provide residents with outdoor access than typically observed in office development. While application of design standards would be necessary to minimize conflicts of scale and ensure that new development is sensitive to the streetscape and surrounding development, impacts to visual character under Alternative 2c are anticipated to be reduced in comparison to Alternative 1b.

#### *Full Redevelopment*

Impacts under the full redevelopment scenario of Alternative 2b would be similar to those of the full redevelopment scenario of Alternative 1b. While building height is likely to be reduced due to the reduced floor-to-floor height of the residential component, the overall development would still be substantially out of scale with surrounding development. While impacts to visual character would be reduced compared to Alternative 1c, it remains unlikely that the conflicts of scale represented by such a large amount of development concentrated on this site could be successfully mitigated to less than significant levels.

### ALTERNATIVE 2C (RESIDENTIAL, CBD-5)

Impacts under Alternative 2c would be similar to those anticipated under Alternative 1c, with the exception that future development in the CBD-5 zone would consist of residential uses above the ground-level retail instead of office. As described under Alternative 2a, retail/residential buildings are anticipated to reach the maximum number of stories at a lower height (approximately 85 feet) relative to a comparable retail/office development. In addition, high-density, multistory residential development is often characterized by a greater degree of façade modulation in the form of light wells, residential balconies, and other surface and window treatments designed to provide residents with outdoor access than typically observed in office development. While application of design standards would be necessary to minimize conflicts of scale and ensure that new development is sensitive to the streetscape and surrounding development, impacts to visual character under Alternative 2c are anticipated to be reduced in comparison to Alternative 1c.

### **Views**

Effects on identified views in the analysis area stem primarily from increased building height and visual mass allowed under the proposed zoning code amendments. Since no specific building design is proposed or considered in this SEIS, view impacts are therefore evaluated based on the overall maximum building envelope allowed by the

rezone alternatives, accounting for setbacks, maximum lot coverage, and maximum allowed height. These envelopes illustrate where and to what extent a building constructed under the proposed zoning regulations could potentially be visible and are not intended to reflect any specific design.

A maximum envelope for each alternative was modeled in SketchUp Pro, and Figure 3.4-12– Figure 3.4-20 contain view simulations from each of the identified viewpoints, combining site photographs with the digital building envelope models. The modeled building envelopes are transparent to show existing buildings and features. The model also shows a variety of building heights (existing, proposed, current regulations) to highlight potential changes and options for mitigation/zoning standards to address view impacts. A brief discussion of the assumptions behind modeling of the development alternatives is included in Appendix E.

Because view impacts are driven by the maximum overall building envelope, not the uses present on the property, the residential and office development scenarios are discussed together for each Alternative (MRMR Site, Off-Site Alternative, CBD-5 Redevelopment Alternative), and no distinction between uses is presented in the following view simulations. However, as noted in the preceding discussion of Visual Character, residential buildings could be somewhat lower and characterized by greater façade modulation.

### NO ACTION ALTERNATIVE

#### *Viewpoint 1*

Development of the MRM site under the No Action Alternative would allow for buildings up the current height limit of 67 feet, which would add a moderately prominent foreground element to the view from Viewpoint 1. Figure 3.4-12 illustrates the potential height allowed under the No Action Alternative. The lower building height allowed under the No Action Alternative would have reduced visual impacts compared with Alternatives 1a and 2a, though the upper floors of buildings on the Parkplace site would potentially be visible when it redevelops.

#### *Viewpoint 2*

As described under Alternatives 1a and 2a, redevelopment on the MRM site would be mostly screened from Viewpoint 2 by existing vegetation. Due to its reduced height compared to the MRM PAR, the No Action Alternative would have reduced visibility and reduced potential to encroach on views. The current maximum building height of 67 feet is illustrated in Figure 3.4-13.

#### *Viewpoint 3*

The No Action Alternative would add a moderately prominent visual element to the view from Viewpoint 3. As described under Alternatives 1a and 2a, the MRM site is partially screened from Viewpoint 3 by existing vegetation at Peter Kirk Park. While it would have reduced effects on visual quality compared with Alternatives 1a and 2a, the No Action Alternative would potentially reduce the current views of the sky available from Peter Kirk Park, as well as views of the vegetated hillside currently visible beyond the MRM site. The current maximum height of 67 feet is illustrated on Figure 3.4-14.

### ALTERNATIVE 1A & 2A (MRM SITE)

#### *Viewpoint 1*

Alternatives 1a and 2a would primarily affect pedestrian views of the sky and would block views of the existing Davidson building on the adjacent lot. While Viewpoint 1 does not offer views of any designated visual resources, the MRM site alternatives would add a prominent visual element to the foreground of the view and could potentially reduce the sense openness associated with this view. As described under Visual Character, residential construction under Alternative 2a is anticipated to result in lower building height of approximately 85 feet, which would have correspondingly less effect on views.

Figure 3.4-15 illustrates the maximum building envelope allowed under the proposed zoning, as seen from Viewpoint 1. The 100-foot maximum height and 85-foot residential height are marked for reference. The approved

115-foot maximum height on the adjacent Parkplace site is also marked, as is the 67-foot maximum height in the CBD 5 zone. Redevelopment of the MRM site would become a prominent mid-ground visual element visible from Viewpoint 1.

*Viewpoint 2*

As illustrated in Figure 3.4-16, redevelopment on the MRM site would be mostly screened from Viewpoint 2 by existing mature street trees along Kirkland Way. During winter months, visibility of the MRM site would potentially increase as the trees drop their leaves. Likewise, development on the MRM site would become more visible and prominent if any of the intervening vegetation were to die or be removed. Due to the setbacks from Kirkland Way required by the City's zoning code, redevelopment of the MRM site under the Proposal would not encroach on the Kirkland Way view corridor, and existing views from this location would not be affected.

*Viewpoint 3*

Alternatives 1a and 2a would add a prominent visual element to the background of views from Viewpoint 3, reducing views of the sky and mature trees on the hillside beyond the MRM site. Figure 3.4-17 illustrates projected view conditions; the 100-foot maximum height and 85-foot residential height are marked for reference, as is the current 67-foot maximum height. The approved 115-foot maximum height on the adjacent Parkplace site is also marked. New development on the MRM site would be partially screened from Viewpoint 3 by existing mature trees near the south end of Peter Kirk Park during spring and summer months. Visibility of the MRM site would increase in winter months as some of these trees drop their leaves. While the maximum height of the MRM site would be lower than that approved for Parkplace, Alternatives 1a and 2a would contribute to the cumulative level of high-intensity development along the eastern edge of Peter Kirk Park.

ALTERNATIVE 1B & 2B (OFF SITE ALTERNATIVES)

*Viewpoint 4*

The Off Site Alternative would add a highly prominent visual element to the foreground and mid-ground of views from Viewpoint 4. An infill building constructed on the site would be visible behind the existing post office building and would block views of mature trees to the east and southeast of the Post Office site. To accommodate a level of development comparable to the MRM site, the infill building would also need to partially wrap around the north side of the post office building, blocking views of the sky to the east and northeast, though this portion of the building would be partially screened by existing vegetation. Projected view conditions for the infill redevelopment scenario are illustrated in Figure 3.4-18. The maximum proposed height of 100 feet, the reduced residential height of 85 feet, and the currently allowed maximum height of 60 feet are marked for reference.

Under the full redevelopment scenario, the cumulative redevelopment of the CBD-5 zone would be located on the Post Office site, and the resulting building envelope would completely block all views from Viewpoint 4 and would likely disrupt views from all surrounding properties, including the multifamily residential development located to the southeast.

ALTERNATIVE 1C & 2C (CBD-5)

*Viewpoint 1*

Impacts to views from Viewpoint 1 would be similar to Alternatives 1a and 2a, due to the fact that much of the new development in the CBD-5 zone would be screened from Viewpoint 1 by development on the MRM site. A small portion of the 570 Kirkland Way building would be visible from Viewpoint 1, as illustrated on Figure 3.4-19, though this would not substantially alter overall visual quality.

*Viewpoint 2*

Redevelopment of the CBD-5 properties along Kirkland Way would add prominent visual elements to the foreground and mid-ground of the view from Viewpoint 2 and encroach on views of the sky on the north side of

the view corridor. Figure 3.4-20 illustrates projected maximum building envelope for the redeveloped CBD-5 properties. The 100-foot maximum height, as well as the 85-foot residential height and the current maximum height of 67 feet, are marked for reference on each of the building envelopes projected to be visible from Viewpoint 2.

Due to its location at the rear of the parcel, infill development on the Davidson property would not be visible from this location, screened by development on the Continental Plaza and 570 Kirkland Way sites. Development on the 570 Kirkland Way property would be very prominent from Viewpoint 2 and block views of a large portion of sky on the north side of the view corridor. Only the lower stories of the projected 570 Kirkland Way building would be immediately visible from Viewpoint 2. The top of the 4<sup>th</sup> floor (approximately 48 feet) is noted on Figure 3.4-20. Viewing the upper floors would require the viewer to look upward.

### *Viewpoint 3*

View conditions from Viewpoint 3 under Alternatives 1c and 2c would be similar to Alternatives 1a and 2a. Development on the MRM and Parkplace sites would screen the other CBD-5 properties from Viewpoint 3, and new development on these sites would likely not be visible from Peter Kirk Park.

Figure 3.4-12. Viewpoint 1 – No Action Alternative



Figure 3.4-13. Viewpoint 2 – No Action Alternative



Figure 3.4-14. Viewpoint 3 – No Action Alternative

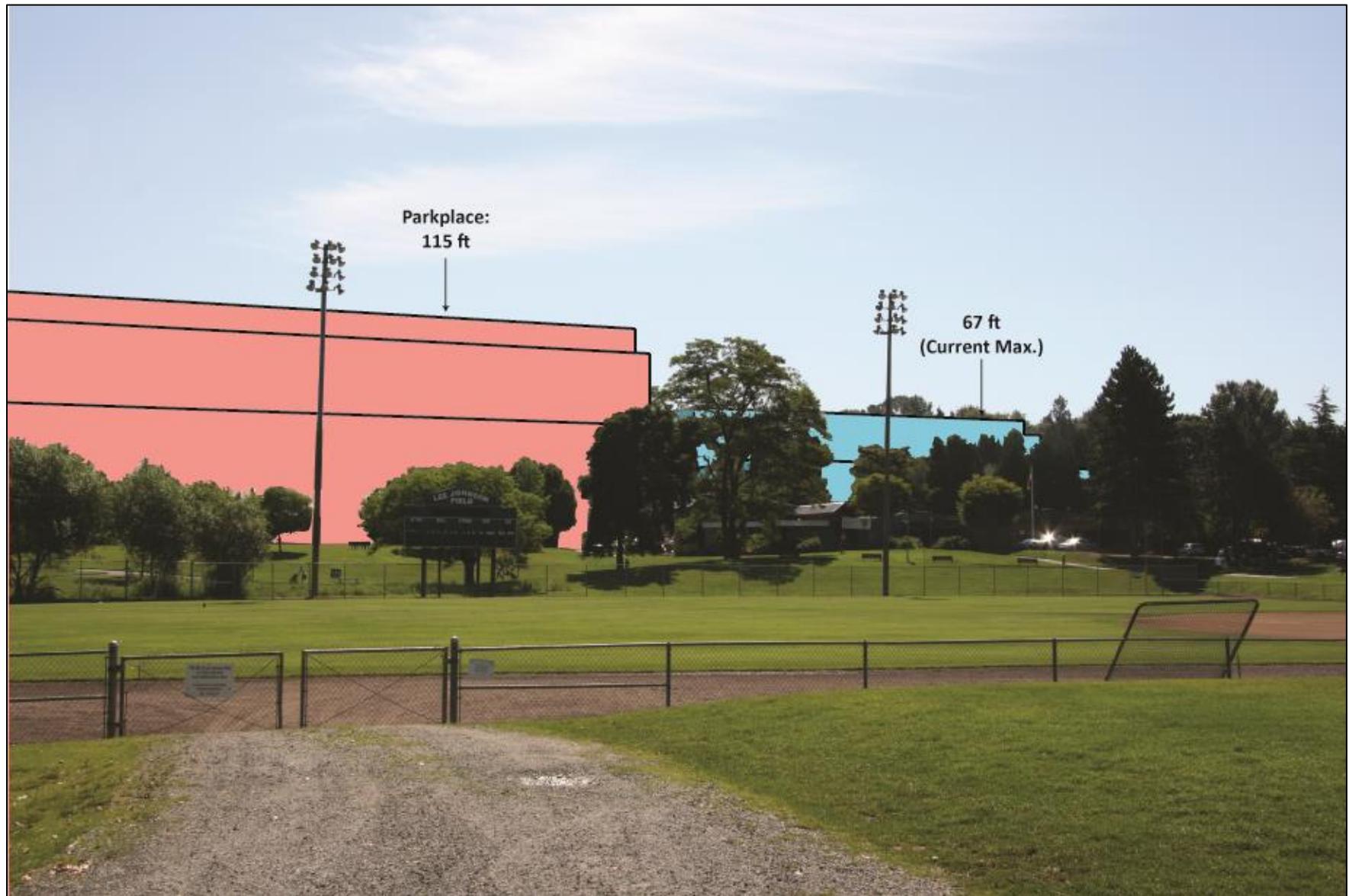


Figure 3.4-15. Viewpoint 1 – MRM Site Alternatives

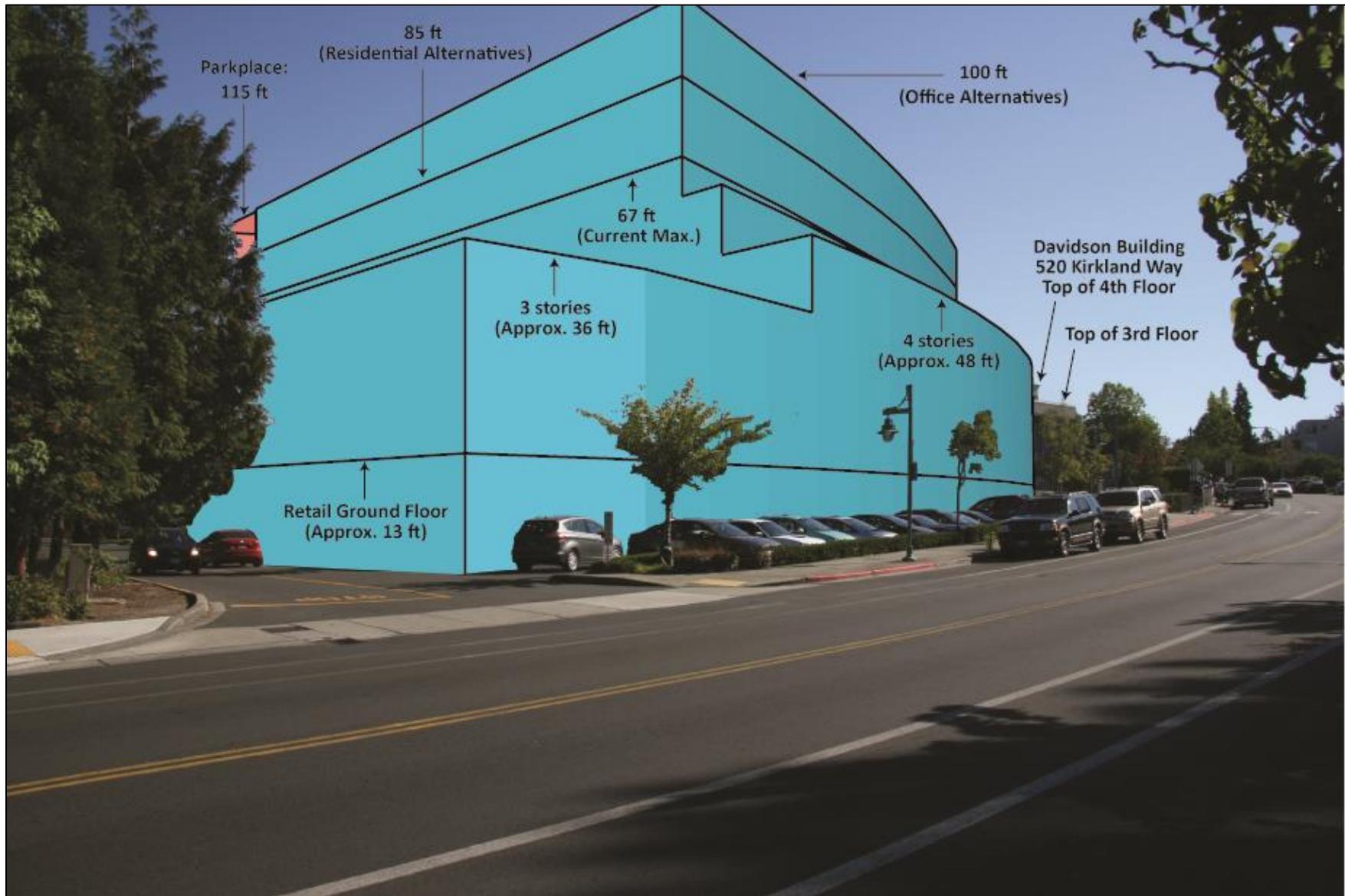


Figure 3.4-16. Viewpoint 2 – MRM Site Alternatives



Figure 3.4-17. Viewpoint 3 – MRM Site Alternatives



Figure 3.4-18. Viewpoint 4 – Off Site Alternative (Infill Redevelopment)

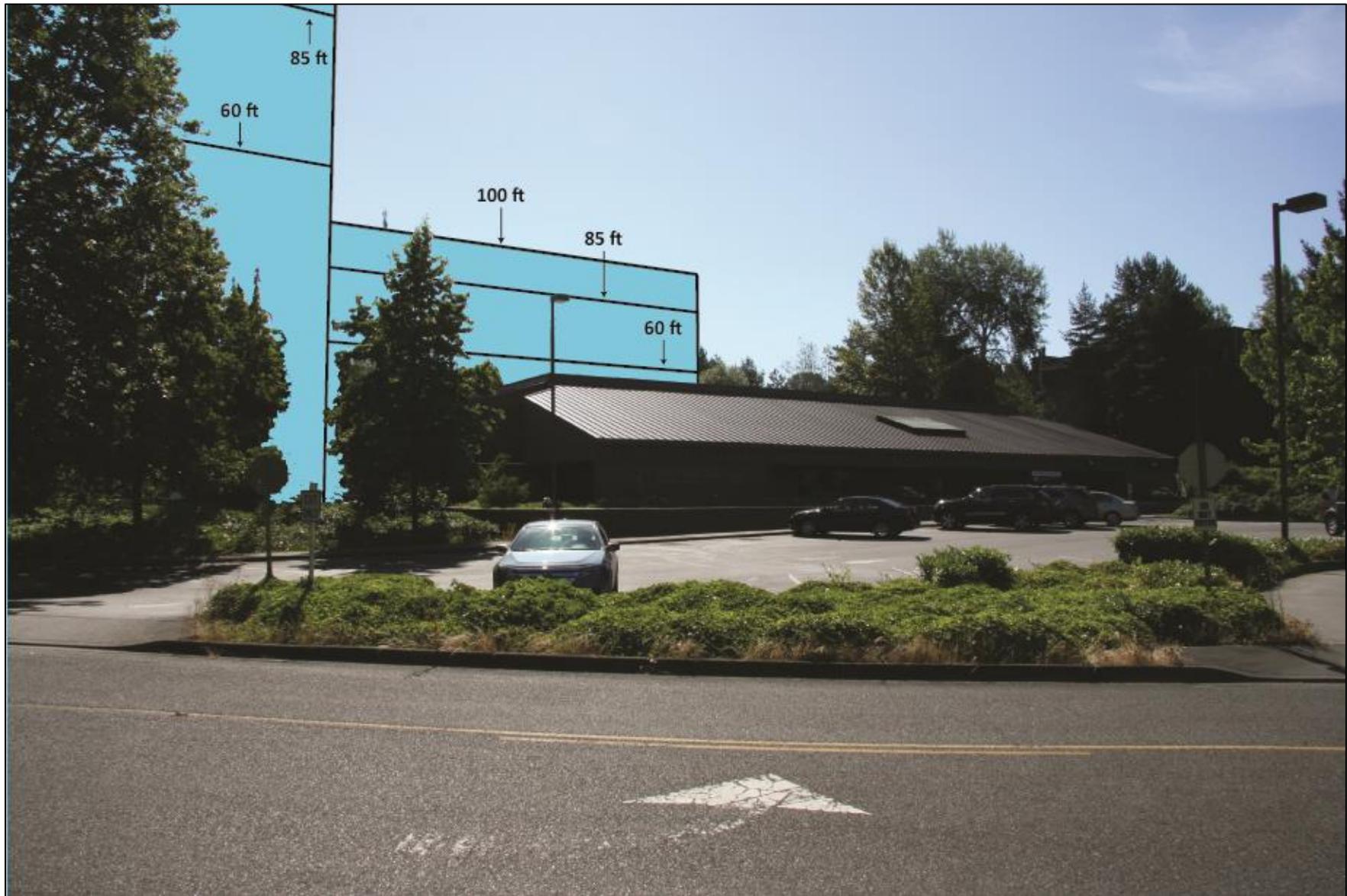


Figure 3.4-19. Viewpoint 1 – CBD 5 Alternatives

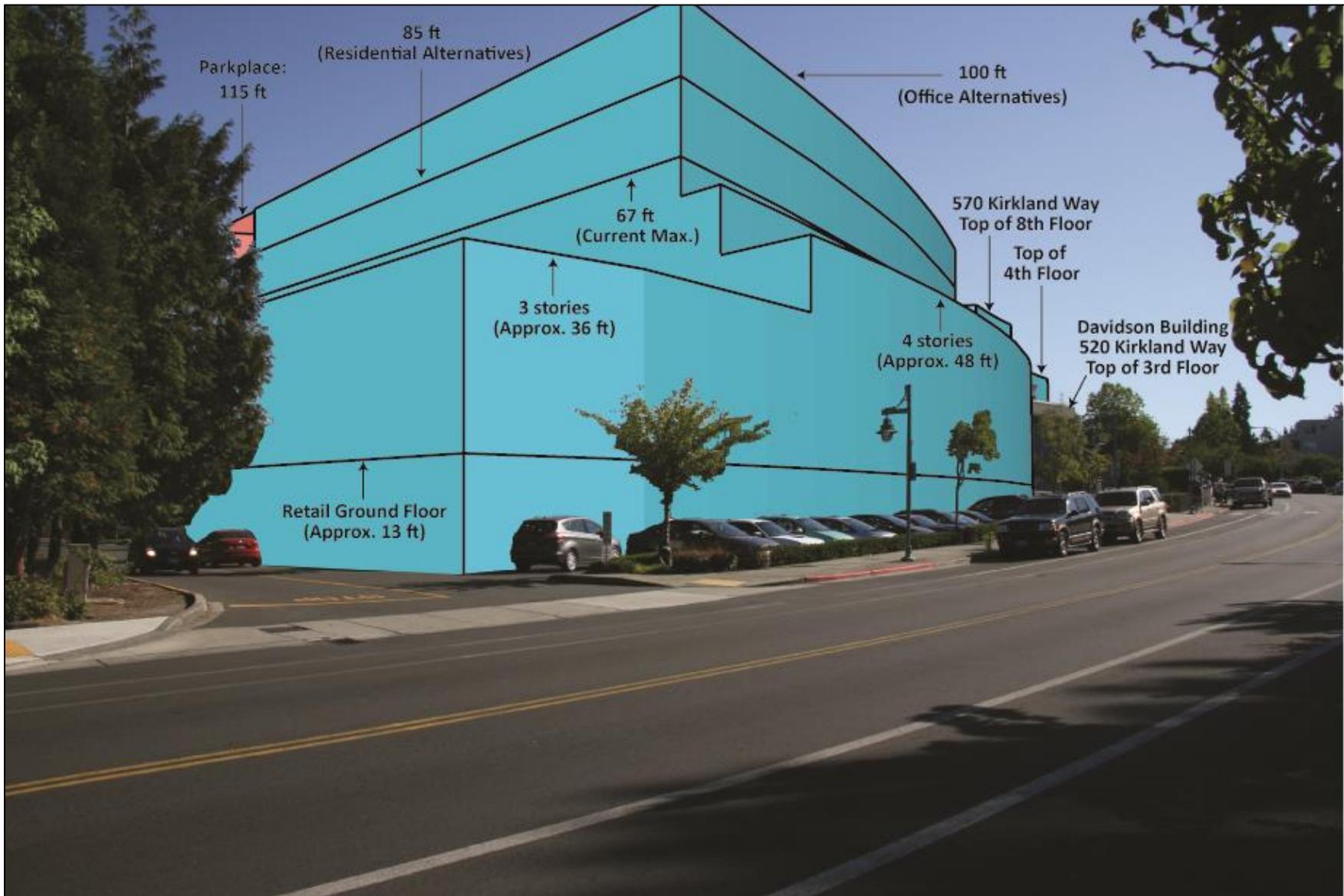


Figure 3.4-20. Viewpoint 2 – CBD 5 Alternatives



## ***Light and Glare***

### NO ACTION ALTERNATIVE

Redevelopment of the MRM site under the No Action Alternative would have the potential for increased building heights, additional exterior illumination, and increased vehicular traffic to and from the site. However, as use of the site would remain primarily office in nature, the site would be occupied mostly during daylight hours. With the application of the City's current design review process and compliance with existing development regulations, no significant lighting impacts are anticipated as a result of the No Action Alternative.

### ALTERNATIVE 1A & 2A (MRM SITE)

Increased development on the MRM site has the potential to increase ambient lighting and glare, primarily through the need for increased exterior illumination and increased vehicular traffic to and from the site. Kirkland Way is not currently a source of significant light and glare, so further development of the MRM site could create lighting impacts along Kirkland Way, as well as the eastern edge of Peter Kirk Park. Under Alternative 1a, development would consist mostly of office space, which would be occupied primarily during daylight hours. Residential development under Alternative 2a would have greater lighting impacts, as lighting would be necessary in evening hours. Under both Alternatives 1a and 2a, the ground-level retail component of development would have the potential to generate additional light and glare during both daytime and evening hours. The application of design guidelines and mitigation measures would be necessary under both alternatives to minimize impacts from increased exterior illumination.

### ALTERNATIVE 1B & 2B (OFF SITE ALTERNATIVE)

Increased development on the Post Office site has the potential to increase ambient lighting and glare, primarily through the need for increased exterior illumination and increased vehicular traffic to and from the site. The Post Office site is located in an area with relatively low vehicle traffic and borders a multifamily residential development to the south. Increased light and glare under Alternative 1b would occur primarily during daylight hours due to the fact that most of the development would consist of office uses. The residential component of Alternative 2b would produce additional light and glare both during daylight and evening hours. Under both Alternatives 1b and 2b, the ground-level retail component of the anticipated development would have the potential to generate additional light and glare during both daytime and evening hours. The application of design guidelines and mitigation measures would be necessary under both alternatives to minimize impacts from increased exterior illumination.

### ALTERNATIVE 1C & 2C (CBD-5)

Lighting and glare impacts under Alternatives 1c and 2c would be similar to Alternatives 1a and 2a, though the area of effect would be extended to a larger area, encompassing all of Kirkland Way between the MRM site and the intersection of Kirkland Way and 6<sup>th</sup> Street. Residential development under Alternative 2c would have greater lighting impacts, as lighting would be necessary in evening hours. Under both Alternatives 1c and 2c, the ground-level retail component of the anticipated development would have the potential to generate additional light and glare during both daytime and evening hours. The application of design guidelines and mitigation measures would be necessary under both alternatives to minimize impacts from increased exterior illumination.

## ***Shading Conditions***

Shading impacts for each alternative were assessed by conducting a shading analysis in SketchUp Pro using digital models of projected building heights and envelopes. Unlike the digital models created for the assessment of view impacts, the models used for the shading analysis do not represent maximum allowed building envelope, as this would overstate the potential impacts. Rather, the shading analysis uses models that represent the building square footages listed for each alternative in Chapter 2 to more accurately reflect the potential for shading impacts.

The shading analysis is intended as a general assessment to indicate potential locations where shading related to new development may become a concern. Actual shading conditions can be affected by a number of variables,

including topography and existing vegetation. In addition, while the building models used for the shading analysis reflect the square footage of development proposed under each alternative, actual building envelopes may differ based on architectural design or site planning requirements.

### NO ACTION ALTERNATIVE

Under the No Action Alternative, some minor shading of the Parkplace site, the Davidson property, and the eastern edge of Peter Kirk Park could potentially occur, but to a lesser degree than would occur under the Proposal, due to the lower maximum height. Shading effects generated by any building constructed under the No Action Alternative would be comparable to other office buildings in the CBD-5 zone, and such shading impacts are not anticipated to be significant.

### ALTERNATIVE 1A & 2A (MRM SITE)

Alternatives 1a and 2a would result in taller building development on the MRM site than is currently allowed, increasing shading conditions on the site, as well as adjacent properties. Increased shading is anticipated to be most pronounced in the morning and evening hours, when sun angles are the most extreme. Development on the MRM site would have the potential to increase shading on the eastern edge of Peter Kirk park (morning) and the adjacent Davidson property (evening). However, the park's eastern property line is already heavily shaded due to the presence of existing vegetation. Minor shading of the Parkplace site may also occur in winter during late morning and early afternoon. No shading impacts are anticipated on Kirkland Way or on properties on the south side of the street. Due to the likely reduced height of residential construction, Alternative 2a is anticipated to have slightly reduced shading impacts compared with Alternative 1a.

Figure 3.4-21 illustrates simulated summer and winter shading conditions for the MRM site.

### ALTERNATIVE 1B & 2B (OFF SITE ALTERNATIVE)

#### *Infill Redevelopment*

Construction of an infill building on the Post Office site would result in taller buildings than are currently allowed and would increase shading on the site and on adjacent properties to the east. The infill building would cast morning shadows on the existing post office building and parking area, as well as afternoon shadows on the western edge of the office property immediately to the east. The building would also cast winter morning shadows across 4<sup>th</sup> Avenue and the adjacent pedestrian trail that runs to the north of the property. While the area contains extensive amounts of mature vegetation that creates localized shading effects, the Off Site Alternative would add to existing shading conditions. Due to the likely reduced height of residential construction, Alternative 2b is anticipated to have slightly reduced shading impacts compared with Alternative 2b.

Figure 3.4-22 illustrates simulated summer and winter shading conditions for infill redevelopment under the Off Site Alternative.

#### *Full Redevelopment*

Full redevelopment of the Post Office site would result in increased shading effects on 4<sup>th</sup> Avenue, 5<sup>th</sup> Avenue, the pedestrian trail north of the Post Office site, and the parking area of the office building located west of the Post Office site. While the area contains extensive amounts of mature vegetation that creates localized shading effects, the Off Site Alternative would add considerably to existing shading conditions. Due to the likely reduced height of residential construction, the Offsite Scenario for Alternative 2c is anticipated to have slightly reduced shading impacts compared with Alternative 1c.

Figure 3.4-23 illustrates simulated summer and winter shading conditions for the full redevelopment scenario of the Off Site Alternative.

ALTERNATIVE 1c & 2c (CBD-5)

Alternatives 1c and 2c would result in taller building heights throughout the CBD-5 zone, increasing shading effects throughout the area. Increased shading is anticipated to be most pronounced on the eastern edge of Peter Kirk Park and the southeastern corner of the Parkplace site during morning hours, chiefly from the MRM and Davidson sites. Infill development on the Continental Plaza site and new development on the 570 Kirkland Way site would cause interior shading during the morning hours. Afternoon shading would mostly be restricted to the CBD-5 properties themselves during summer, though winter afternoon shading would occur on the Parkplace site and the Watermark property (immediately north of the 570 Kirkland Way site), as well as on 6<sup>th</sup> Street. Due to the reduced height of residential construction, Alternative 2c is anticipated to have slightly reduced shading impacts compared with Alternative 1c.

Figure 3.4-24 illustrates simulated summer and winter shading conditions for the CBD-5 zone.

Figure 3.4-21. Shading Conditions – MRM

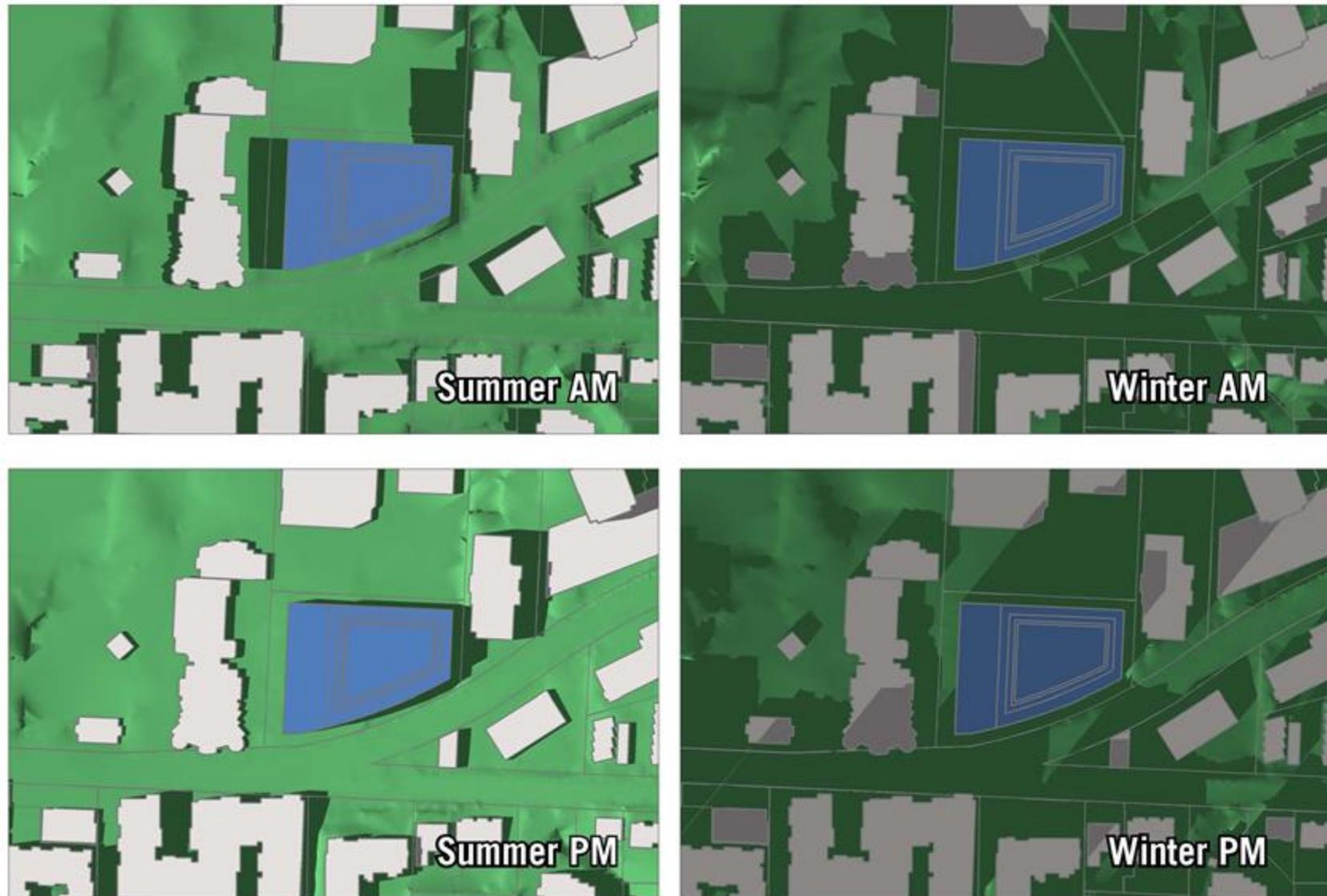


Figure 3.4-22. Shading Conditions – Off Site Alternative (Infill Redevelopment)

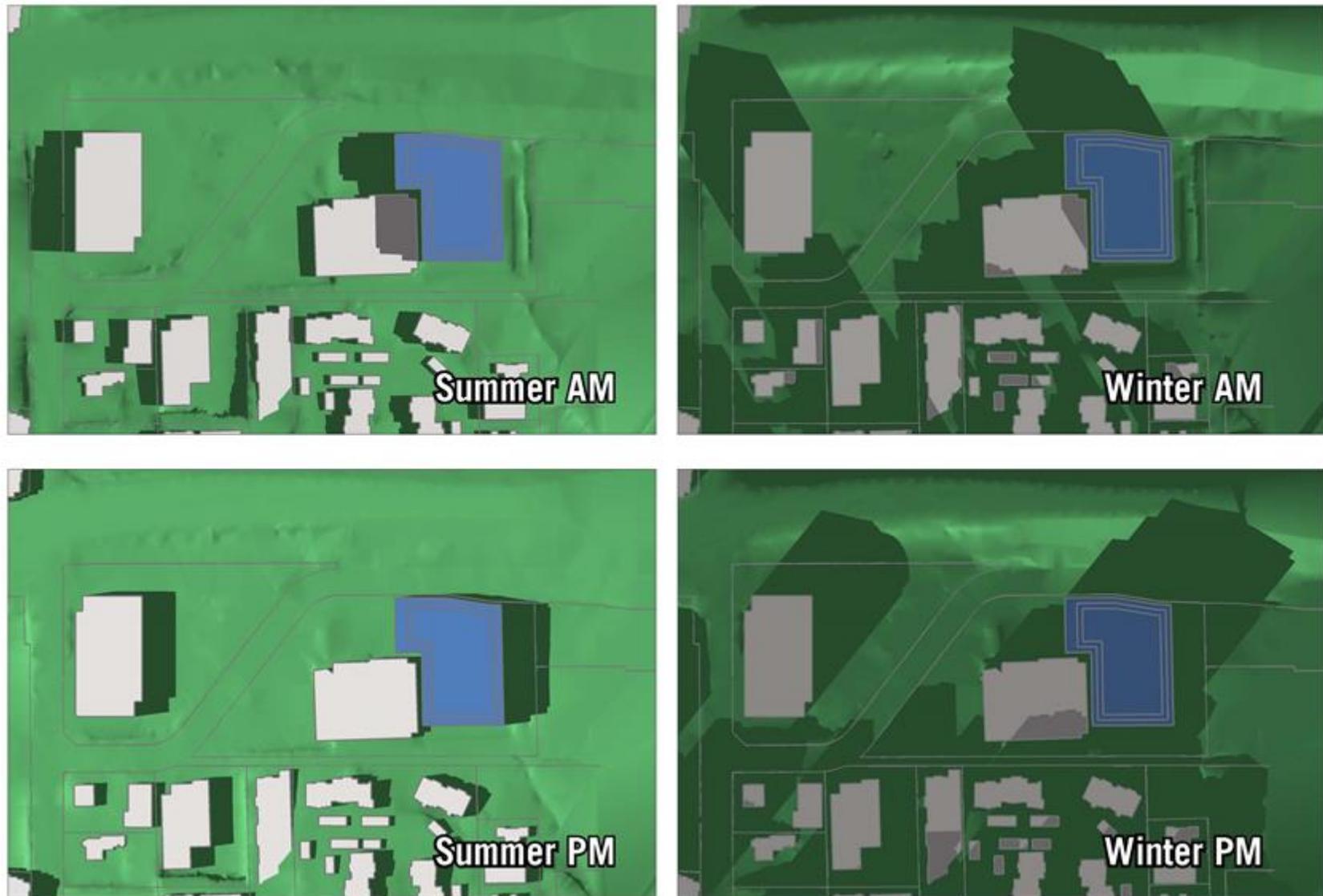


Figure 3.4-23. Shading Conditions – Off Site Alternative (Full Redevelopment)

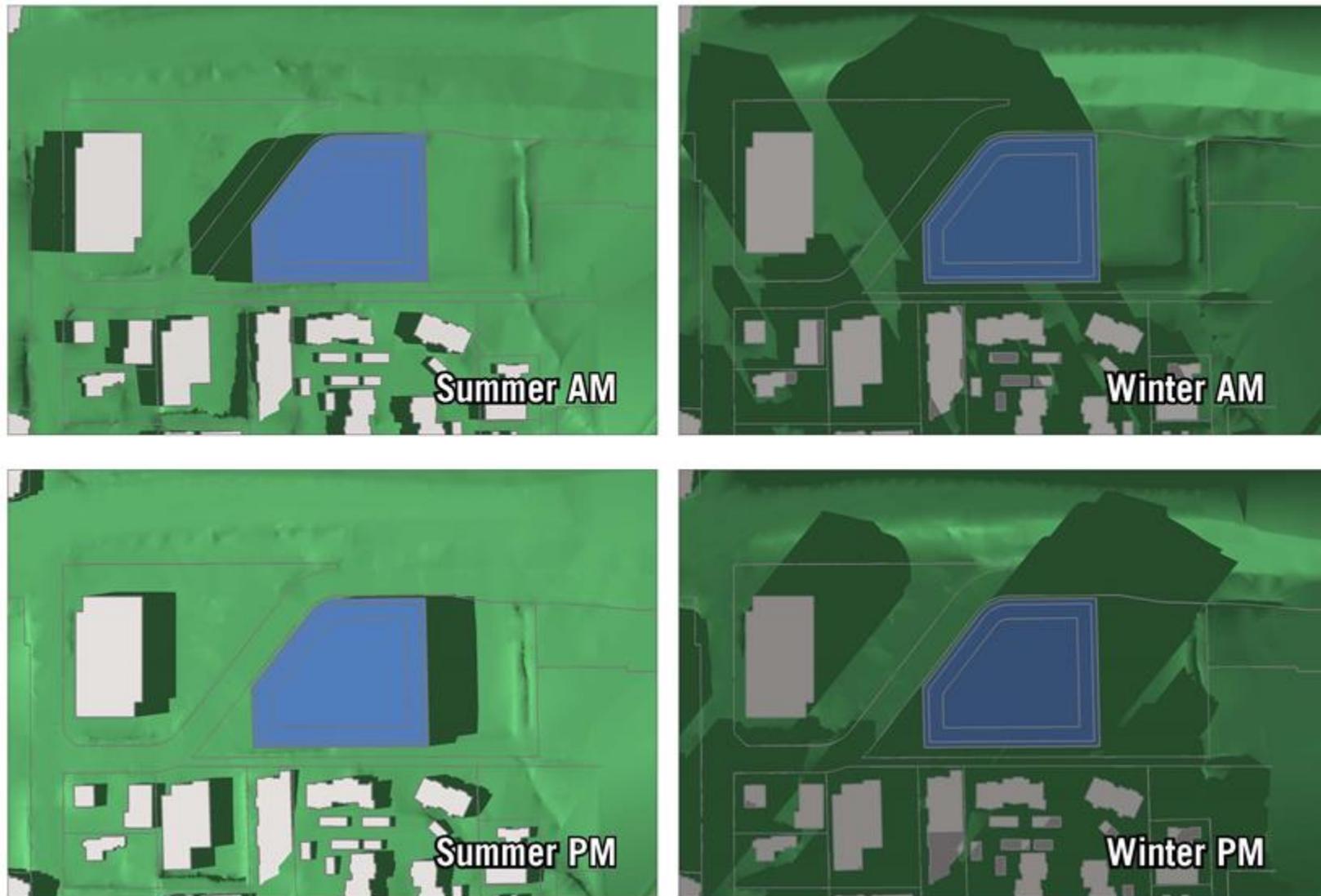
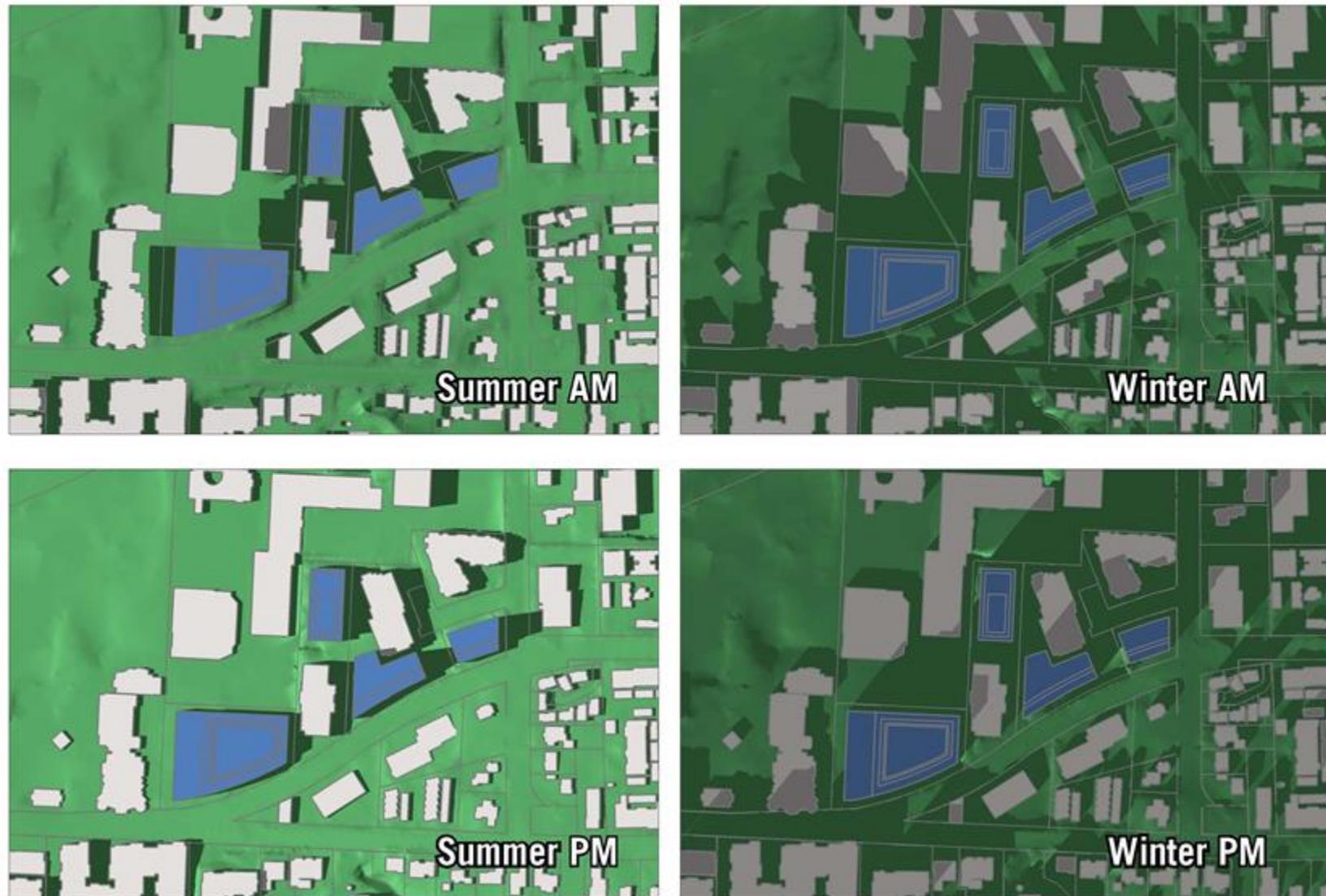


Figure 3.4-24. Shading Conditions – CBD 5



## Mitigation Measures

### ***Applicable Regulations and Commitments***

With the exception of the Post Office site, development in the analysis area would be subject to the City's existing design review process and would be required to comply with all applicable urban design principles set forth in the Moss Bay Neighborhood Plan and in the Design Guidelines for Pedestrian-Oriented Business Districts, adopted by the City in 2004.

In addition to design review and the application of design guidelines, development in the CBD-5 zone abutting Kirkland Way would be required to comply with all applicable development regulations contained in the Kirkland Zoning Code, including the following:

- Chapter 50.34 – Zone CBD-5
  - Upper-Story setbacks are required along Kirkland Way. Portions of buildings located within the following distances from Kirkland Way may not exceed the following maximum heights:
    - Within 20 feet of Kirkland Way – 2 stories
    - Within 40 feet of Kirkland Way – 4 stories
    - Within 50 feet of Kirkland Way – 5 stories
  - No portion of any structure located within 100 feet of Peter Kirk Park may exceed 3 stories in height.

The City's zoning code allows rooftop appurtenances to exceed the maximum building height by up to four (4) feet, unless additional height is approved by the Planning Official. All the alternatives would be subject to the current development regulations governing rooftop appurtenances, including the following:

- Rooftop appurtenances must be visually screened through incorporation into the roof form or through use of architectural features, such as clerestories, enclosures, or landscaping. (KZC 115.120(3))
- Rooftop appurtenances may only exceed the maximum applicable building height by up to four (4) feet, and only if the area of all appurtenances and screening does not exceed 10 percent of the total building footprint. (KZC 115.120(4)(a))
- The Planning Official may approve additional height and area for rooftop appurtenances, but only if analysis demonstrates that views from adjacent properties will not be significantly blocked, that visibility of the appurtenances from adjacent properties and streets will be minimized, and that the appurtenances will be sized, located, and screened to minimize overall aesthetic impacts. (KZC 115.120(4)(b)).

### ***Other Potential Mitigation Measures***

In addition to the City's adopted design guidelines and development regulations, the following mitigation measures should be considered to reduce aesthetic impacts:

- To the extent feasible, locate the tallest portions of any new structures in the center of the site to reduce shading impacts on streetscapes and adjacent properties.
- Use vegetation to soften and screen built elements.
- Shield light fixtures to minimize glare and up-lighting. Lights should be screened and directed away from residences to the greatest degree possible. Lighting restriction should be adopted to control façade illumination and prevent excessive lighting. The number of nighttime lights installed should be minimized to the greatest degree possible, within the limits of safety and security. Light fixtures and poles should be painted, and reflective surfaces should be avoided to minimize reflective daytime glare.
- Low-sheen and non-reflective surface treatments should be used to the greatest extent possible.

- The City's Design Guidelines for Pedestrian-Oriented Business Districts, adopted by the Kirkland City Council in 2004, could be applied to future development on the Post Office site.
- Design guidelines developed for the Parkplace development in the CBD-5A zone could be modified and/extended, as applicable, to new developments in the CBD-5 zone along Kirkland Way.

During construction, the following measures should be implemented to minimize temporary visual impacts:

- Screen storage and staging areas and locate them in areas that minimize visual prominence to the greatest extent possible.
- Shield and direct light sources downward to minimize light and glare effects associated with any nighttime or evening construction activities.

To further reduce aesthetic impacts, the City could consider limiting maximum building height to a level less than 100 feet. Restricting building height to a level between the current maximum of 67 feet and the proposed level of 100 feet would allow additional development to occur in the CBD 5 zone while reducing the effects of future development on visual character, views, shading, and light and glare. Application of additional upper-story setback requirements, either through amendments to development regulations or as part of the design review process, would also reduce the potential for new development to affect visual character, views, and the street-level pedestrian experience.

### **Significant Unavoidable Adverse Impacts**

The overall character and magnitude of visual impacts in the analysis area depends largely on the quality of the architectural and urban design features incorporated into future development, as well as the degree to which that development maintains a scale and form that is appropriate for the local setting. However, even with the incorporation of mitigation measures, the MRM, CBD-5, and Off Site Alternatives would all generate more intensive development than what is currently allowed by the City's zoning code and Comprehensive Plan, and the changes in overall visual mass and scale would have the potential to alter the visual character and shading conditions of the local pedestrian environment.

## 3.5 Transportation

This chapter describes the existing transportation system in the vicinity of the project site and the future transportation conditions that are expected with and without the proposed project. Figure 3.5-1 shows the transportation study area, which includes the 51 citywide study intersections defined for the City's Concurrency Management System (described later in this section) and evaluated in the SEIS. The City assesses its roadway system based on the weekday PM peak hour operations of these designated major intersections; therefore, the effect of proposed development on all of the designated intersections is evaluated. The weekday PM peak hour is analyzed because it is the period in which the highest citywide traffic volumes typically occur. Vehicle traffic that is expected to result from each alternative is analyzed cumulatively with traffic from other planned or potential regional growth. For potential parking impacts, as well as pedestrian, bicycle, and transit modes, the analysis focuses on the area within approximately 0.5 mile of the MRM and Post Office sites. Because the proposal is a non-project action that would result in a change in land use designation, the transportation analysis is programmatic in nature. It focuses on the potential effects of the proposal on the long-range transportation plan that the City has adopted to support planned future land use, which is established in the transportation element of the Kirkland Comprehensive Plan (City of Kirkland 2013). Future conditions are analyzed for year 2022, which is the long-range planning year defined in the City's adopted Comprehensive Plan.

### Affected Environment and Methodology

This section describes existing transportation facilities within the study area, including roadways, parking, transit, pedestrian and bicycle facilities.

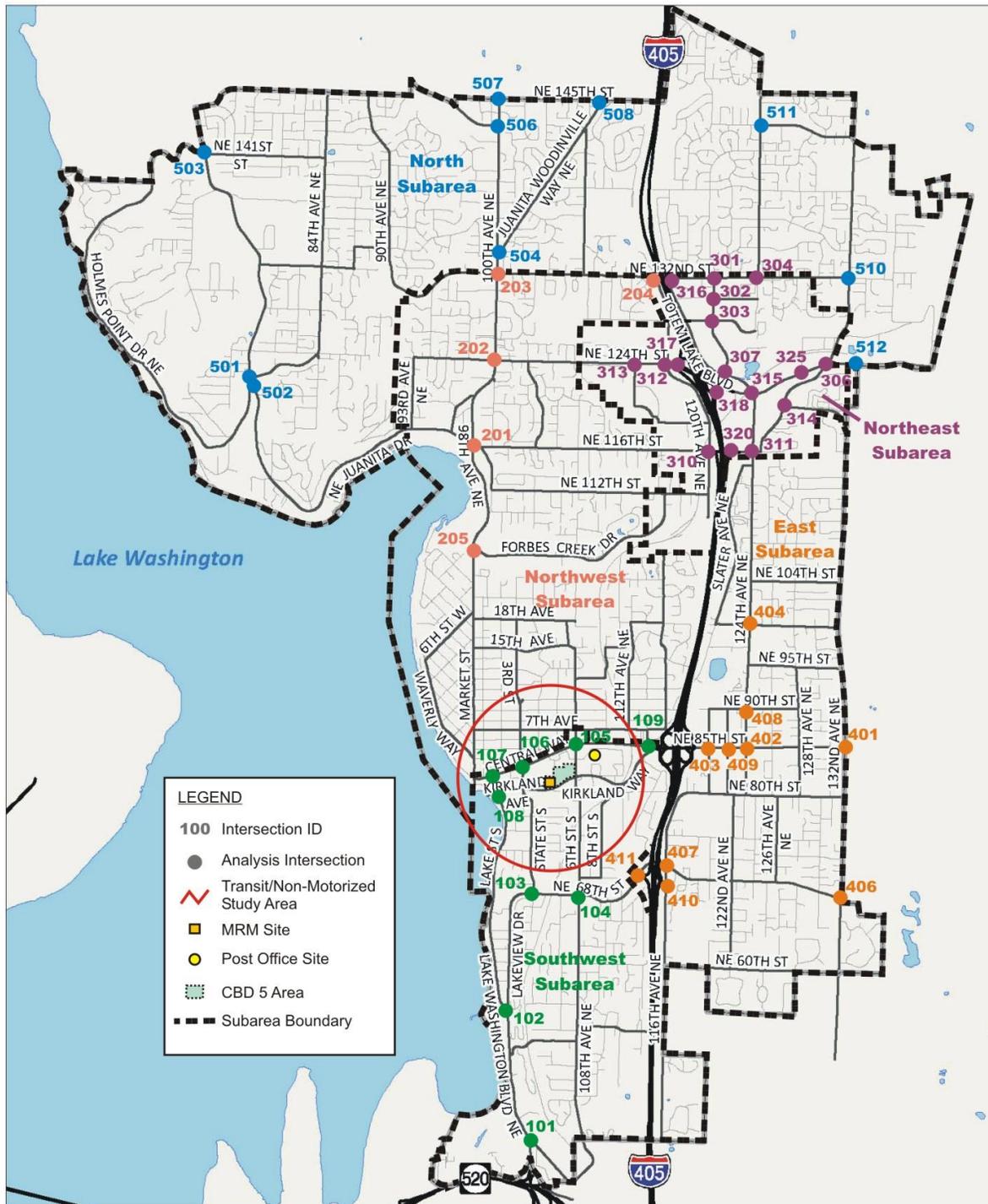
#### *Existing Roadway Network*

##### CITY ROADWAYS

The City has established a system of roadway classifications based on intended mobility and access functions. The classification system allows the application of appropriate design and maintenance standards, and guides the programming of roadway improvements. Figure 3.5-2 shows the existing functional classifications of the City's roadways. The classifications are described as follows.

- **Principal arterials** provide connections between the City and other regional locations and facilitate movement within City limits. These roadways allow higher speed limits, carry the highest amount of traffic volumes, and provide the best mobility in the roadway network by limiting access and traffic control devices. Regional bus routes are typically located on principal arterials, as are transit centers and Park and Ride lots.
- **Minor arterials** connect with and augment principal arterials. Minor arterials give densely populated areas easy access to principal arterials and provide key circulation routes within the City. These roadways tend to have lower traffic flow levels than principal arterials because they provide more access to adjacent land uses (such as shopping centers, office buildings, etc.). Local and regional bus routes often operate on minor arterials.
- **Collector streets** allow easy movement within neighborhoods and channel neighborhood traffic onto the principal and minor arterial streets. Collectors generally carry moderate traffic volumes, move very little through traffic, and accommodate shorter trips than either principal or minor arterials. Local bus routes more typically operate along collectors.
- **Local access streets** comprise all remaining roadways and streets other than state and federal highways. The main function of local access streets is to provide direct access to abutting properties, while often limiting traffic movement. Local streets are generally associated with low vehicle speeds. Bus routes are not typically located along local access streets. There are about 146 miles of streets in Kirkland, of which about 74% are designated as local access streets (City of Kirkland 2013).

Figure 3.5-1. Transportation Study Area



**BERK** Date: August 2013  
 Source: City of Kirkland, WSDOT, BERK, Heffron Transportation



Figure 3.5-2. Roadway Functional Classifications



The following major roadways are located within the vicinity of the project site:

**Central Way/NE 85<sup>th</sup> Street** is an east-west principal arterial with one to two travel lanes in each direction. To the west of 6<sup>th</sup> Street it has curbs, gutters, and sidewalks on both sides, and left-turn pockets at most intersections. A parking lane is present along most of the north side of the road. To the east of 6<sup>th</sup> Street, there are no curbs, gutters, or parking lanes, and sidewalks are intermittent. The road has a speed limit of 35 miles per hour (mph) to the east of 6<sup>th</sup> Street, 30 mph between 3<sup>rd</sup> Street and 6<sup>th</sup> Street, and 25 mph to the west of 3<sup>rd</sup> Street.

**Kirkland Avenue/Kirkland Way** is an east-west minor arterial with one travel lane in each direction. It has curbs, gutters, sidewalks, bicycle lanes, and parking lanes on both sides. It has a speed limit of 30 mph. About 1,000 feet west of 6<sup>th</sup> Street, Kirkland Avenue becomes Kirkland Way. To the east of this intersection, Kirkland Avenue continues east as a local access street, located to the south of Kirkland Way.

**3<sup>rd</sup> Street** is a north-south minor arterial with one travel lane in each direction. It has curbs, gutters and sidewalks on both sides. South of Kirkland Way it has bicycle lanes and parking lanes on both sides. It has a speed limit of 30 mph. The Kirkland Transit Center is located on 3<sup>rd</sup> Street at Park Lane.

**6<sup>th</sup> Street** is a north-south minor arterial with one travel lane in each direction. It has curbs, gutters and sidewalks on both sides. South of Kirkland Way it has bicycle lanes on both sides. It has no on-street parking in the vicinity of the project site. It has a speed limit of 30 mph.

#### STATE HIGHWAYS

Kirkland is served by one state highway, which provides primary regional access to and from the project site. Interstate-405 (I-405) is a north-south facility that divides Kirkland into east and west sections. The I-405 interchange nearest the project site is located at NE 85<sup>th</sup> Street, about a half-mile to the east. Northbound and southbound on- and off-ramps are also provided at NE 124<sup>th</sup> Street, and 116<sup>th</sup> Avenue NE/NE 70<sup>th</sup> Street/NE 68<sup>th</sup> Street; and a northbound off-ramp and a southbound on-ramp are provided at NE 116<sup>th</sup> Street.

In 1998, the Washington State Legislature enacted legislation for Highways of Statewide Significance (HSS), codified as RCW 47.06.140. HSS facilities provide and support transportation functions that promote and maintain significant statewide travel and economic linkages. The legislation emphasizes that these significant facilities should be planned from a statewide perspective and that local jurisdictions should assess the effects of local land use plans on HSS facilities. I-405 is designated as an HSS facility.

Any state highways that are not designated as HSS facilities are considered Highways of Regional Significance (HRS). There are no HRS facilities located within Kirkland.

#### EXISTING ROADWAY OPERATIONS

In the transportation element of the *Comprehensive Plan*, roadway operating conditions are evaluated according to the City's Concurrency Management System. The Concurrency Management System defines procedures and thresholds which measure the effectiveness of the transportation system to support existing and planned land use. This subsection describes existing roadway operating conditions according to these procedures.

It should be noted that for project-level proposals, the City requires additional analysis that is not required or available for programmatic level analysis. This subsection also describes the City's existing policies for project-level analysis.

#### *Concurrency Management System*

Transportation planning at the state, county and local levels is guided by the Growth Management Act (GMA) [RCW 36.70A] for cities and agencies subject to the Act. The GMA mandates that local agencies adopt concurrency management systems to ensure that new development does not occur unless adequate transportation infrastructure already exists to support it, or is built concurrent with development. In addition to construction of

new capital facilities, improvements to meet concurrency may include transit service or transportation demand management (TDM) strategies.

The Concurrency Management System is included as a policy in the transportation element of Kirkland's Comprehensive Plan (2013) and is adopted as Chapter 25 of the Kirkland Municipal Code (KMC). As part of the Concurrency Management System, the City measures level of service according to calculated volume-to-capacity (V/C) ratios of designated signalized intersections. The V/C ratios of signalized intersections are used to determine levels of service using the planning methods established in *Transportation Research Circular 212* (Transportation Research Board 1980). It is important to note that level of service as defined for concurrency management is different than that defined under the City's Transportation Impact Analysis (TIA) guidelines for development proposals, which are described in the following section.

The capacity (C) of a signalized intersection is a measure of the maximum number of vehicles that can travel through the intersection in a set period of time. It is calculated based on signal phasing and the number of lanes on each intersection approach. The volume (V) is the sum of "critical" volumes that indicate maximum demand at the intersection. The V/C ratio is the volume divided by the capacity. The V/C ratio is calculated for the PM peak hour of a typical weekday, which is the most congested hour of the day.

A V/C ratio of less than 1.0 indicates that the traffic volume moving through the intersection is lower than the capacity of the intersection. If the V/C ratio is equal to 1.0, the intersection's volume and capacity are approximately equal. A V/C ratio greater than 1.0 indicates that the volume has exceeded capacity. If an intersection V/C ratio is projected to increase over time, this indicates that congestion is expected to increase and that level of service would become worse at that location.

Concurrency analysis considers the effects of proposed land use on the transportation system for a future forecast year, and occurs at both a planning level and for proposed development projects. For project-level analysis in Kirkland, the required future forecast year is six years from the date of a development project's concurrency application (referred to in this document as development-level concurrency). This requirement ensures that the City has funding secured in its 6-year Capital Improvement Plan (CIP) for transportation projects needed to support development planned through that time period. Since the action considered in the SEIS is a change in the Comprehensive Plan and zoning, and does not include a development project proposal, development-level concurrency analysis was not appropriate and was not performed. However, any future proposals for new development within the alternative sites would be subject to development-level concurrency as part of project-level SEPA review.

Because the proposal and alternatives involve changes to the City's Comprehensive Plan, concurrency analysis is applied for the year 2022 long-range planning horizon, which is also the planning horizon of the adopted Comprehensive Plan. The long-range concurrency analysis, therefore, allows for a transportation plan to be developed to support proposed development through the planning year defined in the Comprehensive Plan.

City transportation policy establishes a two-tiered concurrency standard. Traffic conditions meet concurrency standards when both of the following conditions are met for a typical weekday PM peak hour:

- No individual signalized system intersection may have a V/C ratio greater than 1.40; and
- The maximum allowed subarea average V/C ratio for signalized system intersections in each subarea may not exceed the values listed in Table 3.5-1. The subareas are shown on Figure 3.5-1.

The concurrency program requires both standards to be satisfied as new development occurs. Underlying the concurrency definition is the concept that the system is not automatically considered to fail concurrency if the peak hour is congested at an individual location. Use of the peak hour for measuring LOS is typical throughout the region. This "worst case" measure implies that traffic will flow better during the rest of the day. In some circumstances, a V/C ratio greater than 1.0 for the peak hour is considered acceptable according to City standards

because practical financial and physical constraints limit the number of roadway improvements that are considered feasible within Kirkland.

**Table 3.5-1. Concurrency Thresholds**

| Subarea  | Average V/C for Subarea  |      |
|--|--|------|
|  | Existing (2013)  | 2022 |
| Southwest <sup>1</sup>                             | 0.91   | 0.92 |
| Northwest  | 0.94   | 1.01 |
| Northeast  | 0.92   | 0.99 |
| East   | 1.07   | 1.10 |
| North  | No subarea average V/C has been established. Appropriate standards will be established upon completion of an updated land use plan as part of the City's next Comprehensive Plan update. |      |
| Maximum allowed individual system intersection V/C | 1.40   | 1.40 |

Source: City of Kirkland 2013

<sup>1</sup> Subarea in which proposed PAR and alternatives are located.

The signalized intersections included in the Concurrency Management System are established by city policy, and shown previously on Figure 3.5-1. Analysis of existing traffic conditions is based on PM peak hour traffic volume counts that were conducted at every study intersection in July and August 2013.

Table 3.5-2 lists the intersections included in the Concurrency Management System, as well as their individual and subarea V/C ratios for existing conditions. As shown, all individual intersections and subareas are currently operating at V/C ratios lower than the established City thresholds.

**Table 3.5-2. Concurrency V/C Ratio Assessment – Existing (2013) Conditions**

| ID#                      | Intersection   | V/C Ratio Threshold <sup>1</sup> | Existing V/C Ratio <sup>1</sup> |
|--------------------------|--|----------------------------------|---------------------------------|
| <b>Southwest Subarea</b> |  |                                  |                                 |
| 101                      | Lake Washington Boulevard/NE 38 <sup>th</sup> Place    | 1.40                             | 0.94                            |
| 102                      | Lake Washington Boulevard/Lakeview Drive               | 1.40                             | 0.77                            |
| 103                      | State Street/NE 68 <sup>th</sup> Street                | 1.40                             | 0.60                            |
| 104                      | 108 <sup>th</sup> Avenue NE/NE 68 <sup>th</sup> Street | 1.40                             | 0.80                            |
| 105                      | 6 <sup>th</sup> Street/Central Way                     | 1.40                             | 0.59                            |
| 106                      | 3 <sup>rd</sup> Street/Central Way                     | 1.40                             | 0.56                            |
| 107                      | Lake Street/Central Way                                | 1.40                             | 0.66                            |
| 108                      | Lake Street/Kirkland Avenue                            | 1.40                             | 0.44                            |
| 109                      | 114 <sup>th</sup> Ave NE/NE 85 <sup>th</sup> Street    | 1.40                             | 0.78                            |

Table 3.5-2. Concurrency V/C Ratio Assessment – Existing (2013) Conditions

| ID#                              | Intersection  | V/C Ratio Threshold <sup>1</sup> | Existing V/C Ratio <sup>1</sup> |
|----------------------------------|---|----------------------------------|---------------------------------|
| <b>Southwest Subarea Average</b> |   | <b>0.91</b>                      | <b>0.68</b>                     |
| <b>Northwest Subarea</b>         |   |                                  |                                 |
| 201                              | 98 <sup>th</sup> Avenue NE/NE 116 <sup>th</sup> Street    | 1.40                             | 0.76                            |
| 202                              | 100 <sup>th</sup> Avenue NE/NE 124 <sup>th</sup> Street   | 1.40                             | 0.75                            |
| 203                              | 100 <sup>th</sup> Avenue NE/NE 132 <sup>nd</sup> Street   | 1.40                             | 0.81                            |
| 204                              | 116 <sup>th</sup> Way NE/NE 132 <sup>nd</sup> Street      | 1.40                             | 0.85                            |
| 205                              | Market Street/Forbes Creek Drive                          | 1.40                             | 0.55                            |
| <b>Northwest Subarea Average</b> |   | <b>0.94</b>                      | <b>0.74</b>                     |
| <b>Northeast Subarea</b>         |   |                                  |                                 |
| 301                              | 120 <sup>th</sup> Avenue NE/NE 132 <sup>nd</sup> Street   | 1.40                             | 0.64                            |
| 302                              | 120 <sup>th</sup> Avenue NE/NE 130 <sup>th</sup> Street   | 1.40                             | 0.50                            |
| 303                              | 120 <sup>th</sup> Avenue NE/NE 128 <sup>th</sup> Street   | 1.40                             | 0.53                            |
| 304                              | 124 <sup>th</sup> Avenue NE/NE 132 <sup>nd</sup> Street   | 1.40                             | 0.76                            |
| 306                              | Slater Avenue NE/NE 124 <sup>th</sup> Street              | 1.40                             | 0.93                            |
| 307                              | 120 <sup>th</sup> Avenue NE/Totem Lake Boulevard          | 1.40                             | 0.68                            |
| 310                              | 120 <sup>th</sup> Avenue NE/NE 116 <sup>th</sup> Street   | 1.40                             | 0.55                            |
| 311                              | 124 <sup>th</sup> Avenue NE/NE 116 <sup>th</sup> Street   | 1.40                             | 0.96                            |
| 312                              | 116 <sup>th</sup> Avenue NE/NE 124 <sup>th</sup> Street   | 1.40                             | 0.85                            |
| 313                              | 113 <sup>th</sup> Place NE/NE 124 <sup>th</sup> Street    | 1.40                             | 0.78                            |
| 314                              | Slater Avenue NE/NE 120 <sup>th</sup> Street              | 1.40                             | 0.86                            |
| 315                              | 124 <sup>th</sup> Avenue NE/NE 124 <sup>th</sup> Street   | 1.40                             | 0.89                            |
| 316                              | Totem Lake Boulevard/NE 132 <sup>nd</sup> Street          | 1.40                             | 0.71                            |
| 317                              | I-405 Southbound Off Ramp/NE 124 <sup>th</sup> Street     | 1.40                             | 0.63                            |
| 318                              | I-405 Northbound On-Off Ramps/NE 124 <sup>th</sup> Street | 1.40                             | 0.49                            |
| 320                              | I-405 Northbound Off Ramp/NE 116 <sup>th</sup> Street     | 1.40                             | 0.36                            |
| 325                              | 128 <sup>th</sup> Lane NE/NE 124 <sup>th</sup> Street     | 1.40                             | 0.69                            |
| <b>Northeast Subarea Average</b> |   | <b>0.92</b>                      | <b>0.70</b>                     |
| <b>East Subarea</b>              |   |                                  |                                 |
| 401                              | 132 <sup>nd</sup> Avenue NE/NE 85 <sup>th</sup> Street    | 1.40                             | 0.99                            |
| 402                              | 124 <sup>th</sup> Avenue NE/NE 85 <sup>th</sup> Street    | 1.40                             | 0.76                            |
| 403                              | 120 <sup>th</sup> Avenue NE/NE 85 <sup>th</sup> Street    | 1.40                             | 0.94                            |
| 404                              | 124 <sup>th</sup> Avenue NE/NE 100 <sup>th</sup> Street   | 1.40                             | 0.87                            |
| 406                              | 132 <sup>nd</sup> Avenue NE/NE 70 <sup>th</sup> Place     | 1.40                             | 0.75                            |
| 407                              | 116 <sup>th</sup> Avenue NE/NE 70 <sup>th</sup> Place     | 1.40                             | 0.88                            |
| 408                              | 124 <sup>th</sup> Avenue NE/NE 90 <sup>th</sup> Street    | 1.40                             | 0.88                            |
| 409                              | 122 <sup>nd</sup> Avenue NE/NE 85 <sup>th</sup> Street    | 1.40                             | 0.67                            |

**Table 3.5-2. Concurrency V/C Ratio Assessment – Existing (2013) Conditions**

| ID#                          | Intersection  | V/C Ratio Threshold <sup>1</sup> | Existing V/C Ratio <sup>1</sup> |
|------------------------------|---|----------------------------------|---------------------------------|
| 410                          | 116 <sup>th</sup> Avenue NE/I-405 Northbound Ramps      | 1.40                             | 0.89                            |
| 411                          | I-405 Southbound Ramps/NE 72 <sup>nd</sup> Place        | 1.40                             | 0.84                            |
| <b>East Subarea Average</b>  |   | <b>1.07</b>                      | <b>0.85</b>                     |
| <b>North Subarea</b>         |   |                                  |                                 |
| 501                          | Juanita Drive NE/NE 122 <sup>nd</sup> Place             | 1.40                             | 1.08                            |
| 502                          | Juanita Drive NE/76 <sup>th</sup> Place NE              | 1.40                             | 0.38                            |
| 503                          | Juanita Drive NE/NE 141 <sup>st</sup> Street            | 1.40                             | 0.70                            |
| 504                          | 100 <sup>th</sup> Avenue NE/Juanita-Woodinville Way     | 1.40                             | 0.87                            |
| 506                          | 100 <sup>th</sup> Avenue NE/Simonds Road NE             | 1.40                             | 0.82                            |
| 507                          | 100 <sup>th</sup> Avenue NE/NE 145 <sup>th</sup> Street | 1.40                             | 0.83                            |
| 508                          | Juanita-Woodinville Way/NE 145 <sup>th</sup> Street     | 1.40                             | 0.62                            |
| 510                          | 132 <sup>nd</sup> Avenue NE/NE 132 <sup>nd</sup> Street | 1.40                             | 0.59                            |
| 511                          | 124 <sup>th</sup> Avenue NE/NE 144 <sup>th</sup> Street | 1.40                             | 0.68                            |
| 512                          | Willows Road NE/NE 124 <sup>th</sup> Street             | 1.40                             | 0.80                            |
| <b>North Subarea Average</b> |   | <b>N/A<sup>2</sup></b>           | <b>0.74</b>                     |

Source: City of Kirkland 2013.

<sup>1</sup> V/C Ratio = volume-to-capacity ratio.

<sup>2</sup> N/A = Not Applicable. No subarea average V/C has been established for the North Subarea. Appropriate standards will be established upon completion of an updated land use plan as part of the City's next Comprehensive Plan update.

#### *Project-Level Transportation Analysis Requirements*

As described previously, because the proposed action is a change in the Comprehensive Plan and zoning and not a site-specific development project, this Draft SEIS analysis is programmatic and does not include project-level analysis. However, when a new development project is proposed at any of the alternative sites, if the project exceeds a minimum size (residential projects of 21 units or more, non-residential projects greater than 12,000 square feet in size, and/or parking lots with more than 40 spaces), project-level traffic impact analysis is required as part of development review (City of Kirkland 2012a). Project-level analysis consists of a development-level concurrency test described previously, and also may include traffic impact analysis. The Concurrency Application provides a description of the project, including the number of vehicle trips it is expected to generate. The project trips are added to the citywide travel demand forecasts six years from the date of the concurrency application, and are evaluated cumulatively with other existing citywide traffic and planned future development projects. If, with the project traffic added, the cumulative citywide V/C ratios remain below the established City thresholds, the project passes the concurrency test. A proposed project cannot be permitted unless it passes development-level concurrency. Proposed projects must also pay road impact fees established under the Concurrency Management System to contribute their share toward citywide transportation improvement projects identified to support growth.

In addition to concurrency, the City has established Traffic Impact Analysis (TIA) guidelines by which the effects of individual development proposals on transportation are analyzed for the expected year of project completion. To comply with the City's TIA requirements for development requests, LOS is analyzed at individual intersections

according to procedures set forth in the *Highway Capacity Manual* (Transportation Research Board 2010). The quality of traffic conditions is graded into one of six LOS designations: A, B, C, D, E, or F. LOS A and B represent the lowest levels of congestion, and LOS C and D represent intermediate traffic flow with some delay. LOS E indicates that traffic conditions are at or approaching congested conditions, and LOS F indicates that traffic volumes are at a high level of congestion. In its TIA guidelines, the City has established significance thresholds for projects contributing traffic to intersections operating at LOS E or F. If trips generated by a proposed project exceed the established thresholds at a specific intersection, the project is required to provide mitigation at that location. The TIA guidelines also include direction for evaluating potential safety, site access, parking, queuing, transit and non-motorized impacts.

**Parking**

Table 3.5-3 summarizes the public parking facilities that currently exist in downtown Kirkland (Downtown).

**Table 3.5-3. Public Parking in Downtown Kirkland**

| Parking Type        | Location   |
|---------------------|--|
| Free 2-Hour Parking | <ul style="list-style-type: none"> <li>▪ On street parking in the Downtown core</li> <li>▪ Lakeshore Plaza Lot</li> <li>▪ Lake Street Lot</li> </ul>   |
| Free 4-Hour Parking | <ul style="list-style-type: none"> <li>▪ The upper lot of the Municipal Parking Garage located under the Kirkland Public Library at the intersection of 3rd Street and Kirkland Avenue (enforced until 7:30 p.m.)</li> </ul>   |
| Paid Parking        | <ul style="list-style-type: none"> <li>▪ Spaces in the Municipal Parking Garage are provided for all-day parking (9:00 a.m. to 7:30 p.m.)</li> <li>▪ A limited number of metered parking spaces in the Lake Street Lot and Lakeshore Plaza Lot for \$1 per hour (4-hour limits)</li> </ul> |

Source: City of Kirkland 2008.

In addition, many commercial establishments provide parking for customers on private lots located at their sites. Some of these lots also offer parking for the general public in the evening at a cost.

The City collected parking utilization data in the downtown area in 2007. This is the most recent available information about parking utilization, and was verified by city staff as still reflecting downtown parking trends. The data indicated the following.

- The highest parking demand occurs in August, and the next highest occurs in November.
- For the permit parking at the Municipal Parking Garage, the time of peak demand is 1:00 p.m. to 3:00 p.m.
- For the free public parking provided on-street, in the Municipal Garage, and at the two lots, the highest demand occurs between 6:00 p.m. and 9:00 p.m., and the next highest demand occurs during noon and 2:00 p.m.
- Average occupancy at the Lake Street lot ranges between 65% and 80% during off-peak times of the day. The lot is 85% to 100% full during the peak periods of the day.
- Average occupancy at the Lakeshore Plaza lot ranges between 40% and 100%. During peak months, occupancy is 90% to 100% during much of the day.
- Average occupancy of the free parking spaces at the Municipal Garage ranges between 45% and 80%. During peak periods, the average occupancy is around 80%.
- Average occupancy of on-street parking ranges between 40% and 70% during off-peak periods. Peak demand ranges between 50% and 95%, with average occupancy exceeding 90% during the peak periods in the peak months of the year.

The data indicated that parking supply is typically adequate to meet demand during most times of the day, and during most times of the year. However, the 85% to 100% occupancy rates during peak demand periods in August and November indicate that there is little excess public parking supply during the times of highest demand (City of Kirkland 2008).

### ***Transit***

King County Metro Transit (Metro) and Sound Transit provides bus transit service throughout the region including to and through the City of Kirkland. Figure 3.5-3 shows the transit facilities and service within the study area, which are described in the following sections.

#### KIRKLAND TRANSIT CENTER

The Kirkland Transit Center is located at 3<sup>rd</sup> Street and Park Lane. Located about one block to the west of the MRM site, it directly serves the analysis area. The transit center serves as a central stop for the bus routes that operate in the area. This location is not a park-and-ride and does not have parking spaces available, although bicycle lockers are provided.

#### PARK AND RIDE FACILITIES

The following major park-and-ride facilities are located in the City.

- Houghton Park-and-Ride. I-405 and 70<sup>th</sup> Place – 470 parking spaces plus bicycle lockers
- Kingsgate Park-and-Ride. I-405 and NE 132<sup>nd</sup> Street – 502 parking spaces plus eight bicycle lockers
- South Kirkland Park-and-Ride. 106<sup>th</sup> Avenue NE and NE 38<sup>th</sup> Place – 760 parking spaces, including nine electric vehicle charging stations, and two rows of bicycle racks. (Reflects capacity with expansion project completed in fall of 2013.)

Metro also contracts with owners of other small lots located throughout the City to serve as Park and Ride lots during weekdays. (King County Metro 2013)

#### BUS SERVICE

##### *Fixed Bus Routes*

Fixed bus routes may be classified as local routes that provide all-day service (often including weekends) or as commuter routes operating only during peak travel periods. Most routes serve the City as an intermediate point between a starting and ending end point. Some routes operate along city roadways while others serve only park-and-ride lots in the City. Every Metro and Sound Transit bus is equipped to accommodate wheelchairs. All buses are also equipped with bicycle racks. Table 3.5-4 summarizes the bus routes that serve Kirkland.

Local and commuter bus routes serving Kirkland are operated by Metro. The local routes generally operate 5 to 7 days a week, and typically provide two-way service between destinations in the City and surrounding areas, from morning through evening. Commuter bus service provides service to major employment destinations in King County, typically operating only during the weekday morning and evening peak commute periods. Commuter routes generally operate on weekdays in the peak travel direction during peak hours.

Sound Transit, which provides regional service to the urban portions of Snohomish, King, and Pierce counties, operates three additional routes in Kirkland. Route 540 directly serves the analysis area, and two other Sound Transit routes serve north Kirkland.

Figure 3.5-3. Transit Service



Table 3.5-4. Bus Service

| Route                                   | Service Area  | Service Type |
|---|---|--------------|
| <b>Routes Serving Downtown Kirkland</b> |   |              |
| Metro 234                               | Kenmore – Juanita –Kirkland – South Kirkland – Bellevue           | Local        |
| Metro 235                               | Kingsgate –Kirkland – South Kirkland – Bellevue                   | Local        |
| Metro 236                               | Woodinville – Totem Lake – Juanita –Kirkland                      | Local        |
| Metro 238                               | Bothell – Finn Hill – Kingsgate – Rose Hill – Kirkland            | Local        |
| Metro 245                               | Kirkland – Overlake – Bellevue – Factoria                         | Local        |
| Metro 248                               | Kirkland – Rose Hill – Redmond                                    | Local        |
| Metro 255                               | Kingsgate – Downtown Kirkland – Seattle                           | Local        |
| Sound Transit 540                       | Kirkland – University of Washington                               | Regional     |
| <b>Other Routes<sup>1</sup></b>         |   |              |
| Metro 237                               | Woodinville – Kingsgate – Houghton – Bellevue                     | Commuter     |
| Metro 244                               | Kenmore – Kingsgate – Overlake                                    | Commuter     |
| Metro 249                               | Bellevue – South Kirkland – Overlake                              | Local        |
| Metro 252                               | Evergreen – Kingsgate – Houghton – Seattle                        | Commuter     |
| Metro 257                               | Brickyard – Kingsgate – Houghton – Seattle                        | Commuter     |
| Metro 260                               | Kenmore – Juanita – Houghton – Seattle                            | Commuter     |
| Metro 265                               | Redmond – Houghton – Seattle                                      | Commuter     |
| Metro 277                               | Juanita – Kingsgate – Houghton – University of Washington         | Commuter     |
| Metro 342                               | Shoreline – Bothell – Totem Lake – Houghton – Bellevue            | Commuter     |
| Sound Transit 532                       | Bellevue – Houghton – Kingsgate – Canyon Park – Lynnwood          | Regional     |
| Sound Transit 535                       | Bellevue – Houghton – Kingsgate – Bothell – Canyon Park – Everett | Regional     |

Source: King County Metro 2013; Sound Transit 2013.

<sup>1</sup> Travelers to/from downtown Kirkland can connect to other routes by taking local bus service to/from the Houghton, Kingsgate or South Kirkland park and ride lots.

#### *Rideshare Services*

Metro provides the following rideshare services:

- **Commuter Vanpools.** Metro Transit maintains the oldest and largest public vanpool program in the United States. Metro provides vehicles, driver orientation, vehicle maintenance, and assistance in forming vanpool groups.
- **Carpools.** Metro provides ride-matching services for people seeking carpool partners. People interested in finding carpool partners can call Metro for information.

#### *Paratransit Services*

Metro offers Access Transportation service using shared van transportation throughout most of King County for those eligible for the Americans with Disabilities Act (ADA) Paratransit Program. Reservations must be made 1 to 3 days in advance.

#### *Dial-A-Ride Transit*

Dial-A-Ride Transit (DART) is a specialized bus service provided by Metro using vans that can deviate from regular fixed bus routes within a designated service area. It is available to the general public and reservations must be made in advance. DART service is operated by Hopelink, a non-profit organization under contract to Metro.

### ***Non-motorized Facilities***

Non-motorized facilities in the City include sidewalks, paved trails, multipurpose unpaved trails, limited purpose unpaved trails, roadway shoulders, and the shared use of streets with low vehicle volumes.

Sidewalk connections are generally complete along arterial roadways between the project site and downtown Kirkland to the west, with sidewalks located on both sides of Central Way and Kirkland Way to the west of 6<sup>th</sup> Street, and on both sides of 3<sup>rd</sup> Street and 6<sup>th</sup> Street to the north of Kirkland Way. These sidewalks provide connections between the project site and Peter Kirk Park, the Kirkland Transit Center, as well as other downtown destinations farther to the west. To the east of 6<sup>th</sup> Street, sidewalks are intermittent on Central Way/NE 85<sup>th</sup> Street and Kirkland Way.

Sidewalks are required on both sides of all new streets and as part of all major street improvement projects. City policies support improved connectivity between destinations, including transit stops, as an important principle in maintaining or enhancing the pedestrian network.

Bicycle facilities in Kirkland total approximately 50.2 miles of marked bicycle lanes located alongside vehicle lanes, and a 0.4-mile shared use path (City of Kirkland 2013). In the vicinity of the site, bicycle lanes are present on both sides of 3<sup>rd</sup> Street and 6<sup>th</sup> Street to the south of Kirkland Way, and on Kirkland Way between 3<sup>rd</sup> Street and 6<sup>th</sup> Street. Additionally in the downtown area, bicycle lanes are present on Lake Street S south of 2<sup>nd</sup> Avenue S, and on Market Street north of Central Way.

The Cross Kirkland Corridor crosses NE 85<sup>th</sup> Street less than one-half mile to the east of the project site. Formerly a BNSF Railway right-of-way, this corridor traverses Kirkland in a generally north-south direction, connecting between the south city limits and the Eastside Rail Corridor in northeast Kirkland in the eastern part of Totem Lake. The right-of-way extends through many Eastside cities and connects to other existing regional trails. The City acquired the right-of-way in 2012 for a non-motorized multi-use trail and/or transit route through Kirkland, and has improved some sections of the route with trail amenities. Rails are now being removed and an interim compacted gravel trail is planned to be open in spring of 2014. Future inter-jurisdictional planning and implementation is envisioned for this multi-modal facility and a long range master plan is currently under development. (City of Kirkland 2013)

## **Significant Impacts**

### ***Roadway Operations***

#### TRAVEL DEMAND FORECASTING

Roadway operational analysis for projected year 2022 conditions was performed using traffic forecasts generated by the Bellevue-Kirkland-Redmond (BKR) travel demand forecasting model. This model provides traffic forecasts on which the City of Kirkland's concurrency management system is based. The BKR model forecasts future traffic volumes for use in development review and comprehensive planning. It includes each jurisdiction's existing and projected land use in the analysis area; land use information is routinely updated to support transportation planning activities. The BKR model integrates elements of the regional model developed by the Puget Sound Regional Council (PSRC).

The BKR model employs the traditional travel demand forecast modeling process, utilizing Emme software. The roadway network is represented as a series of links (roadway segments) and nodes (intersections), and the regional model area is divided into Transportation Analysis Zones. Land use characteristics are quantified within each zone. Trips generated by the existing and future planned land uses are calculated using statistical data on population and household characteristics, employment, economic output, and the likelihood to use other modes such as transit, walking, and bicycling. The trips are distributed onto the modeled roadway network using an assignment process that accounts for the effect of traffic volumes and congestion on travel times and routes. The resulting forecasts consist of traffic volumes projected for each roadway segment and intersection.

The BKR model projects future travel demand for the Puget Sound region with the primary focus on the metropolitan area east of Lake Washington. The base-year model is updated annually to reflect changes in land use and roadway network improvements, and is validated annually according to new observed data from sources such as traffic counts and household travel surveys. The future-year model incorporates the capital improvement programs and future land use plans of all of the jurisdictions within the modeled area. For this Draft SEIS analysis, the model was further updated to account for the 2013 PM peak hour intersection counts that were conducted.

#### LAND USE ASSUMPTIONS

For the transportation impact analysis presented in this section, future traffic conditions were projected for the Draft SEIS alternatives as follows.

- 1. MRM Office, On-Site (Alternative 1a)** – This scenario reflects redevelopment of the MRM site with the mix of office and retail described in Table 2-2, and removal of the existing office on the site. This scenario was modeled using the BKR model described above.
- 2. MRM-level Office, Off-Site (Alternative 1b)** – This scenario reflects the same level of new development reflected in Alternative 1a, but occurring at the Post Office site. Because the MRM site and post office site are located near each other (on opposite sides of 6<sup>th</sup> Street), the distribution of project trips is expected to be the same between the on-site and off-site alternatives for all citywide intersections except those located adjacent to the sites. Therefore, the trip distribution for Alternative 1a was manually adjusted at the intersections near the sites to reflect trip origins and destinations occurring on the east side of 6<sup>th</sup> Street instead of the west side. Transportation analysis for this scenario also assumed that the existing office use on the MRM site would remain.
- 3. CBD 5 Area Office, On-Site (Alternative 1c)** – This scenario reflects redevelopment of the CBD 5 area with the mix of office and retail described in Table 2-2, and removal of the existing office use on the MRM site. This scenario was modeled using the BKR model described above.
- 4. CBD 5 Area Office, Off-Site** – The potential effect of this scenario on transportation conditions was analyzed because it would result in the highest number of net new trips. This scenario reflects the same level of new development as Alternative 1c, but occurring at the Post Office site. Similar to the approach applied for the MRM-level Off-Site Alternative, the trip distribution for Alternative 1c was manually adjusted at the intersections near the sites to reflect trip origins and destinations occurring on the east side of 6<sup>th</sup> Street instead of the west side. Transportation analysis for this scenario also assumed that the existing office uses in the CBD 5 area would remain.
- 5. No Action Office** – This scenario reflects the redevelopment that could occur consistent with existing zoning, consisting of the mix of office and retail uses described in Table 2-2. This scenario was modeled using the BKR model described above.
- 6. MRM Residential, On-Site (Alternative 2a)** – This scenario reflects redevelopment of the MRM site with the mix of residential and retail described in Table 2-2, and removal of the existing office use on the site. This scenario was modeled using the BKR model described above.
- 7. MRM-level Residential, Off-Site (Alternative 2b)** – This scenario reflects the same level of new development reflected in Alternative 2a, but occurring at the Post Office site. Similar to the approach applied for the office off-site alternatives, the trip distribution for Alternative 2a was manually adjusted at the intersections near the sites to reflect trip origins and destinations occurring on the east side of 6<sup>th</sup> Street instead of the west side. Transportation analysis for this scenario also assumed that the existing office use on the MRM site would remain.

**8. CBD 5 Area Residential (Alternative 2c)** – This scenario was not included in the transportation analysis because evaluation of Alternatives 1a and 2a showed that a residential/retail scenario would result in a lower trip generation than an office/retail scenario on any site. Therefore, it was determined that CBD 5 Office alternative (Alternative 1c) was the most conservative scenario (i.e., highest trip generation) for the CBD 5 off-site analysis, and that additional analysis of lower trips resulting from a CBD 5 Residential scenario was not informative. This is described in more detail in the following section.

Travel demand forecasts for future 2022 conditions take into account the cumulative traffic generated by growth in development, both within and outside of Kirkland. Within Kirkland, the model land use assumptions included the following future vested and planned development projects using information in the applications:

- Chevron Mixed Use – multi-family residential, retail – 324 Central Way
- Fairfax Hospital – additional beds – 10200 NE 132<sup>nd</sup> Street
- Google Phase 2 – office – 520 6<sup>th</sup> Street S
- Kirkland Live Work Art Community – residential suites, multi-family residential, retail – 450 Central Way
- Lake Street Place Mixed Use – retail, office – 112 Lake Street S
- Parkplace – office, retail – 457 Central Way
- Potala Village – multi-family residential, office – Lake Street S/10<sup>th</sup> Avenue S
- South Kirkland Park-and-Ride Expansion – additional park-and-ride stalls, multi-family residential, retail – 10610 NE 38<sup>th</sup> Place
- Totem Station – multi-family residential, retail, office – NE 116<sup>th</sup> Street/124<sup>th</sup> Avenue NE
- Toyota Scion Dealership – retail – 13210 NE 124<sup>th</sup> Street
- Wells Fargo Redevelopment – multi-family residential, retail – Central Way/5<sup>th</sup> Street
- Yarrow Bay – office – Lake Washington Boulevard/Northup Way

#### FUTURE TRANSPORTATION PROJECTS

As described earlier, the purpose of this programmatic Draft SEIS transportation analysis is to determine the potential effect of the proposed change in land use designation on adopted standards and the City's long term transportation improvement plan, and whether it would trigger a need for additional improvements. Therefore, future transportation improvement projects that have been defined by the City to support the current adopted land use plan were assumed to be in place for the analysis of future conditions. These include projects that are funded in the City's current Capital Improvement Program (City of Kirkland 2012b), future planned projects that would be funded with impact fees under the City's Concurrency Management Program, and developer-funded projects that would need to be completed as a condition of the development projects described in the previous section. The list of future improvement projects assumed in the 2022 analysis is provided in Appendix G.

#### TRIP GENERATION ESTIMATES

As described above, vehicle trips generated by each of the alternatives were estimated using rates established for the BKR model. Vehicle traffic generated with the No Action Alternative is assumed to reflect the trips that would be generated with development of land use permitted by the existing zoning. For each of the Action alternatives, "net new trips" are the additional trips (compared to the No Action trips) that would result with development of the proposed land use with that alternative. The land use assumptions for SEIS alternatives are described in Table 2-2. Table 3.5-5 summarizes the net new PM peak hour trips projected to result from development of the action alternatives.

**Table 3.5-5. Net New Vehicle Trips for the Action Alternatives**

| Alternative                                      | Net New PM Peak Hour Vehicle Trips<br>(Compared to No Action) |         |       |
|--|---|---------|-------|
|  | Entering  | Exiting | Total |
| 1a. MRM Office, On-Site <sup>1</sup>             | 6   | 12      | 18    |
| 1b. MRM-level Office, Off-Site <sup>2</sup>      | 11  | 39      | 50    |
| 1c. CBD 5 Area Office, On-Site <sup>1</sup>      | 221   | 323     | 544   |
| CBD 5-level Office, Off-site <sup>3</sup>        | 236   | 398     | 634   |
| 2a. MRM Residential, On-Site <sup>1</sup>        | -78   | -184    | -262  |
| 2b. MRM-level Residential, Off-Site <sup>4</sup> | -73   | -157    | -230  |

Source: Fehr & Peers 2013; Heffron Transportation 2013.

1. Net new trips calculated within the BKR Model and reflect the difference in trips between the particular Action alternative and the No Action alternative (Alternative 1d). The negative net new trips for the residential alternatives indicate that fewer trips would be expected compared to the trips expected with the No Action alternative. This is because residential development has lower PM peak hour trip rates than the office development that would be the primary use under No Action.
2. Net new trips at the off-site location are expected to be the same as those generated for Alternative 1a (MRM Office On-Site) but the total also reflects trips estimated for the existing office use on the MRM site that would continue with the off-site alternative.
3. Net new trips at the off-site location are expected to be the same as those generated for Alternative 1c (CBD 5 Area Office, On-Site) but the total also reflects trips estimated for the existing office uses in CBD 5 that would continue with the off-site alternative.
4. Net new trips at the off-site location are expected to be the same as those generated for Alternative 2a (MRM Residential, On-Site) but the total also reflects trips estimated for the existing office use at the MRM site that would continue with the off-site alternative.

As described previously, CBD 5 Residential (Alternative 2c) was not included in the transportation analysis because comparison of the MRM site-level office/retail (Alternative 1a) and residential/retail (Alternative 2a) showed that a residential/retail scenario would result in lower trip generation than an office/retail scenario. This is demonstrated in Table 3.5-5, which shows that the MRM-site Residential scenario (Alternative 2a) is expected to result in 262 fewer trips than the MRM-site Office scenario (Alternative 1a). Because CBD 5 is larger in area, the difference in trips between the office/retail and residential/retail scenarios would also be larger. Therefore, it was determined that the CBD 5 Office alternatives reflect the most conservatively high trip estimates for that area, and that detailed analysis of the lower trips resulting from a CBD 5 Residential scenario would not be informative and was not needed.

#### CONCURRENCY V/C IMPACTS

Table 3.5-6 summarizes the results of the concurrency V/C ratio assessment for all alternative scenarios, projected for 2022 conditions. As shown, the model analysis indicates that all of the Draft SEIS Action alternatives would result in intersection V/C ratios that are very similar to the V/C ratios calculated for No Action. The Office alternatives are expected to result in additional trips compared to No Action, but when distributed throughout the city, the expected levels of increase would not be high enough to have noticeable effect on signalized intersection operations. Likewise, the Residential alternatives are expected to result in a reduction in trips compared to No Action, but the reduction would not be large enough to have noticeable effect on intersection operations.

The largest impacts identified resulted from the CBD 5 Office alternatives, which as shown in Table 3.5-5, would have the highest number of net new trips over No Action. The CBD 5 Office alternatives reflect a V/C ratio increase of up to 0.04 over No Action at intersections located within the Southwest Subarea (in which the alternative sites are located). However, the projected V/C ratios at all analysis intersections within this subarea and the subarea average V/C ratio are still projected to be well under the City's thresholds. Overall, the Action alternatives are projected to result in V/C ratios within 0.00 to 0.04 of the No Action V/C ratios.

Table 3.5-6 shows that under No Action, the projected 2022 average Northwest subarea average of 1.03 would exceed the adopted threshold of 1.01 by 0.02; this would be considered a concurrency violation that requires mitigation. This condition is also present with the Action alternatives, although they are expected to have negligible effect on intersection operations in this subarea. The MRM alternatives (1a and 2a) are projected to have no effect on the Northwest subarea average, and the CBD 5 alternatives are projected to increase the subarea average V/C ratio by 0.01. Any mitigation identified to address the No Action impact would also address conditions with the Action alternatives.

With all of the Draft SEIS alternatives (No Action and Action), all individual intersections and the subareas other than the Northwest subarea are projected to operate within the City-defined thresholds in 2022 with the City's existing transportation improvement plan in place.

**Table 3.5-6. Concurrency Assessment – 2022 Conditions with Project Alternatives**

| ID#  | Intersection  | V/C Ratio <sup>1</sup><br>Threshold | V/C Ratio <sup>1</sup><br>Office Alternatives |                           |                            |                   |              | V/C Ratio <sup>1</sup><br>Residential Alternatives |                           |
|--|---|-------------------------------------|---|---------------------------|----------------------------|-------------------|--------------|--|---------------------------|
|  |   |                                     | Alt 1a<br>MRM<br>On-Site                      | Alt 1b<br>MRM<br>Off-Site | Alt 1c<br>CBD 5<br>On-Site | CBD 5<br>Off-Site | No<br>Action | Alt 2a<br>MRM<br>On-Site                           | Alt 2b<br>MRM<br>Off-Site |
| <b>Southwest Subarea</b>                     |   |                                     |   |                           |                            |                   |              |  |                           |
| 101  | Lake Washington Boulevard/NE 38 <sup>th</sup> Place     | 1.40                                | 0.57  | 0.57                      | 0.58                       | 0.58              | 0.57         | 0.57   | 0.57                      |
| 102  | Lake Washington Boulevard/Lakeview Drive                | 1.40                                | 0.87  | 0.87                      | 0.87                       | 0.87              | 0.86         | 0.84   | 0.84                      |
| 103  | State Street/NE 68 <sup>th</sup> Street                 | 1.40                                | 0.63  | 0.63                      | 0.63                       | 0.63              | 0.63         | 0.63   | 0.63                      |
| 104  | 108 <sup>th</sup> Avenue NE/NE 68 <sup>th</sup> Street  | 1.40                                | 0.94  | 0.94                      | 0.97                       | 0.97              | 0.94         | 0.93   | 0.93                      |
| 105  | 6 <sup>th</sup> Street/Central Way                      | 1.40                                | 1.02  | 1.02                      | 1.05                       | 1.05              | 1.01         | 1.00   | 1.00                      |
| 106  | 3 <sup>rd</sup> Street/Central Way                      | 1.40                                | 0.69  | 0.69                      | 0.69                       | 0.72              | 0.69         | 0.68   | 0.67                      |
| 107  | Lake Street/Central Way                                 | 1.40                                | 0.72  | 0.72                      | 0.72                       | 0.73              | 0.72         | 0.71   | 0.72                      |
| 108  | Lake Street/Kirkland Avenue                             | 1.40                                | 0.54  | 0.54                      | 0.55                       | 0.55              | 0.54         | 0.54   | 0.54                      |
| 109  | 114 <sup>th</sup> Ave NE/NE 85 <sup>th</sup> Street     | 1.40                                | 1.14  | 1.14                      | 1.17                       | 1.18              | 1.14         | 1.12   | 1.13                      |
| <b>Southwest Subarea Average</b>             |   | <b>0.92</b>                         | <b>0.79</b>                                   | <b>0.79</b>               | <b>0.80</b>                | <b>0.81</b>       | <b>0.79</b>  | <b>0.78</b>  | <b>0.78</b>               |
| <b>Northwest Subarea</b>                     |   |                                     |   |                           |                            |                   |              |  |                           |
| 201  | 98 <sup>th</sup> Avenue NE/NE 116 <sup>th</sup> Street  | 1.40                                | 1.20  | 1.20                      | 1.21                       | 1.21              | 1.20         | 1.18   | 1.18                      |
| 202  | 100 <sup>th</sup> Avenue NE/NE 124 <sup>th</sup> Street | 1.40                                | 1.12  | 1.12                      | 1.12                       | 1.12              | 1.12         | 1.12   | 1.12                      |
| 203  | 100 <sup>th</sup> Avenue NE/NE 132 <sup>nd</sup> Street | 1.40                                | 0.97  | 0.97                      | 0.97                       | 0.97              | 0.97         | 0.96   | 0.96                      |
| 204  | 116 <sup>th</sup> Way NE/NE 132 <sup>nd</sup> Street    | 1.40                                | 1.05  | 1.05                      | 1.05                       | 1.05              | 1.05         | 1.05   | 1.05                      |
| 205  | Market Street/Forbes Creek Drive                        | 1.40                                | 0.83  | 0.83                      | 0.84                       | 0.84              | 0.83         | 0.82   | 0.82                      |
| <b>Northwest Subarea Average<sup>2</sup></b> |   | <b>1.01</b>                         | <b>1.03</b>                                   | <b>1.03</b>               | <b>1.04</b>                | <b>1.04</b>       | <b>1.03</b>  | <b>1.03</b>  | <b>1.03</b>               |
| <b>Northeast Subarea</b>                     |   |                                     |   |                           |                            |                   |              |  |                           |
| 301  | 120 <sup>th</sup> Avenue NE/NE 132 <sup>nd</sup> Street | 1.40                                | 1.07  | 1.07                      | 1.07                       | 1.07              | 1.07         | 1.07   | 1.07                      |
| 302  | 120 <sup>th</sup> Avenue NE/NE 130 <sup>th</sup> Street | 1.40                                | 0.56  | 0.56                      | 0.56                       | 0.56              | 0.55         | 0.55   | 0.55                      |

**Table 3.5-6. Concurrency Assessment – 2022 Conditions with Project Alternatives**

| ID#                              | Intersection  | V/C Ratio <sup>1</sup><br>Threshold | V/C Ratio <sup>1</sup><br>Office Alternatives |                           |                            |                   |              | V/C Ratio <sup>1</sup><br>Residential Alternatives |                           |
|----------------------------------|---|-------------------------------------|---|---------------------------|----------------------------|-------------------|--------------|--|---------------------------|
|                                  |   |                                     | Alt 1a<br>MRM<br>On-Site                      | Alt 1b<br>MRM<br>Off-Site | Alt 1c<br>CBD 5<br>On-Site | CBD 5<br>Off-Site | No<br>Action | Alt 2a<br>MRM<br>On-Site                           | Alt 2b<br>MRM<br>Off-Site |
| 303                              | 120 <sup>th</sup> Avenue NE/NE 128 <sup>th</sup> Street   | 1.40                                | 0.59  | 0.59                      | 0.60                       | 0.60              | 0.59         | 0.60   | 0.60                      |
| 304                              | 124 <sup>th</sup> Avenue NE/NE 132 <sup>nd</sup> Street   | 1.40                                | 1.37  | 1.37                      | 1.37                       | 1.37              | 1.37         | 1.37   | 1.37                      |
| 306                              | Slater Avenue NE/NE 124 <sup>th</sup> Street              | 1.40                                | 1.05  | 1.05                      | 1.06                       | 1.06              | 1.05         | 1.06   | 1.06                      |
| 307                              | 120 <sup>th</sup> Avenue NE/Totem Lake Boulevard          | 1.40                                | 0.72  | 0.72                      | 0.73                       | 0.73              | 0.73         | 0.72   | 0.72                      |
| 310                              | 120 <sup>th</sup> Avenue NE/NE 116 <sup>th</sup> Street   | 1.40                                | 0.69  | 0.69                      | 0.69                       | 0.69              | 0.69         | 0.69   | 0.69                      |
| 311                              | 124 <sup>th</sup> Avenue NE/NE 116 <sup>th</sup> Street   | 1.40                                | 0.69  | 0.69                      | 0.70                       | 0.70              | 0.71         | 0.70   | 0.70                      |
| 312                              | 116 <sup>th</sup> Avenue NE/NE 124 <sup>th</sup> Street   | 1.40                                | 1.11  | 1.11                      | 1.11                       | 1.11              | 1.12         | 1.12   | 1.12                      |
| 313                              | 113 <sup>th</sup> Place NE/NE 124 <sup>th</sup> Street    | 1.40                                | 0.91  | 0.91                      | 0.91                       | 0.91              | 0.92         | 0.92   | 0.92                      |
| 314                              | Slater Avenue NE/NE 120 <sup>th</sup> Street              | 1.40                                | 1.17  | 1.17                      | 1.17                       | 1.17              | 1.17         | 1.17   | 1.17                      |
| 315                              | 124 <sup>th</sup> Avenue NE/NE 124 <sup>th</sup> Street   | 1.40                                | 1.08  | 1.08                      | 1.08                       | 1.08              | 1.09         | 1.09   | 1.09                      |
| 316                              | Totem Lake Boulevard/NE 132 <sup>nd</sup> Street          | 1.40                                | 1.28  | 1.28                      | 1.28                       | 1.28              | 1.28         | 1.28   | 1.28                      |
| 317                              | I-405 Southbound Off Ramp/NE 124 <sup>th</sup> Street     | 1.40                                | 0.83  | 0.83                      | 0.83                       | 0.83              | 0.83         | 0.82   | 0.82                      |
| 318                              | I-405 Northbound On-Off Ramps/NE 124 <sup>th</sup> Street | 1.40                                | 0.65  | 0.65                      | 0.65                       | 0.65              | 0.65         | 0.65   | 0.65                      |
| 320                              | I-405 Northbound Off Ramp/NE 116 <sup>th</sup> Street     | 1.40                                | 0.48  | 0.48                      | 0.48                       | 0.48              | 0.48         | 0.49   | 0.49                      |
| 325                              | 128 <sup>th</sup> Lane NE/NE 124 <sup>th</sup> Street     | 1.40                                | 0.71  | 0.71                      | 0.70                       | 0.70              | 0.71         | 0.71   | 0.71                      |
| <b>Northeast Subarea Average</b> |   | <b>0.99</b>                         | <b>0.88</b>                                   | <b>0.88</b>               | <b>0.88</b>                | <b>0.88</b>       | <b>0.88</b>  | <b>0.88</b>  | <b>0.88</b>               |
| <b>East Subarea</b>              |   |                                     |   |                           |                            |                   |              |  |                           |
| 401                              | 132 <sup>nd</sup> Avenue NE/NE 85 <sup>th</sup> Street    | 1.40                                | 1.14  | 1.14                      | 1.14                       | 1.14              | 1.14         | 1.14   | 1.14                      |
| 402                              | 124 <sup>th</sup> Avenue NE/NE 85 <sup>th</sup> Street    | 1.40                                | 0.91  | 0.91                      | 0.92                       | 0.92              | 0.91         | 0.91   | 0.91                      |
| 403                              | 120 <sup>th</sup> Avenue NE/NE 85 <sup>th</sup> Street    | 1.40                                | 1.20  | 1.20                      | 1.21                       | 1.21              | 1.20         | 1.21   | 1.21                      |
| 404                              | 124 <sup>th</sup> Avenue NE/NE 100 <sup>th</sup> Street   | 1.40                                | 0.92  | 0.92                      | 0.92                       | 0.92              | 0.92         | 0.92   | 0.92                      |

**Table 3.5-6. Concurrency Assessment – 2022 Conditions with Project Alternatives**

| ID#                          | Intersection  | V/C Ratio <sup>1</sup><br>Threshold | V/C Ratio <sup>1</sup><br>Office Alternatives |                           |                            |                   |              | V/C Ratio <sup>1</sup><br>Residential Alternatives |                           |
|------------------------------|---|-------------------------------------|---|---------------------------|----------------------------|-------------------|--------------|--|---------------------------|
|                              |   |                                     | Alt 1a<br>MRM<br>On-Site                      | Alt 1b<br>MRM<br>Off-Site | Alt 1c<br>CBD 5<br>On-Site | CBD 5<br>Off-Site | No<br>Action | Alt 2a<br>MRM<br>On-Site                           | Alt 2b<br>MRM<br>Off-Site |
| 406                          | 132 <sup>nd</sup> Avenue NE/NE 70 <sup>th</sup> Place   | 1.40                                | 0.84  | 0.84                      | 0.83                       | 0.83              | 0.83         | 0.84   | 0.84                      |
| 407                          | 116 <sup>th</sup> Avenue NE/NE 70 <sup>th</sup> Place   | 1.40                                | 1.06  | 1.06                      | 1.04                       | 1.04              | 1.05         | 1.07   | 1.07                      |
| 408                          | 124 <sup>th</sup> Avenue NE/NE 90 <sup>th</sup> Street  | 1.40                                | 1.04  | 1.04                      | 1.05                       | 1.05              | 1.04         | 1.04   | 1.04                      |
| 409                          | 122 <sup>nd</sup> Avenue NE/NE 85 <sup>th</sup> Street  | 1.40                                | 0.89  | 0.89                      | 0.90                       | 0.90              | 0.88         | 0.89   | 0.89                      |
| 410                          | 116 <sup>th</sup> Avenue NE/I-405 Northbound Ramps      | 1.40                                | 0.96  | 0.96                      | 0.96                       | 0.96              | 0.97         | 0.96   | 0.96                      |
| 411                          | I-405 Southbound Ramps/NE 72 <sup>nd</sup> Place        | 1.40                                | 1.14  | 1.14                      | 1.17                       | 1.17              | 1.14         | 1.13   | 1.13                      |
| <b>East Subarea Average</b>  |   | <b>1.10</b>                         | <b>1.01</b>                                   | <b>1.01</b>               | <b>1.01</b>                | <b>1.01</b>       | <b>1.01</b>  | <b>1.01</b>  | <b>1.01</b>               |
| <b>North Subarea</b>         |   |                                     |   |                           |                            |                   |              |  |                           |
| 501                          | Juanita Drive NE/NE 122 <sup>nd</sup> Place             | 1.40                                | 1.38  | 1.38                      | 1.38                       | 1.38              | 1.38         | 1.38   | 1.38                      |
| 502                          | Juanita Drive NE/76 <sup>th</sup> Place NE              | 1.40                                | 0.59  | 0.59                      | 0.59                       | 0.59              | 0.59         | 0.59   | 0.59                      |
| 503                          | Juanita Drive NE/NE 141 <sup>st</sup> Street            | 1.40                                | 0.95  | 0.95                      | 0.96                       | 0.96              | 0.96         | 0.96   | 0.96                      |
| 504                          | 100 <sup>th</sup> Avenue NE/Juanita-Woodinville Way     | 1.40                                | 0.87  | 0.87                      | 0.87                       | 0.87              | 0.87         | 0.87   | 0.87                      |
| 506                          | 100 <sup>th</sup> Avenue NE/Simonds Road NE             | 1.40                                | 1.17  | 1.17                      | 1.17                       | 1.17              | 1.17         | 1.17   | 1.17                      |
| 507                          | 100 <sup>th</sup> Avenue NE/NE 145 <sup>th</sup> Street | 1.40                                | 1.05  | 1.05                      | 1.06                       | 1.06              | 1.05         | 1.05   | 1.05                      |
| 508                          | Juanita-Woodinville Way/NE 145 <sup>th</sup> Street     | 1.40                                | 0.83  | 0.83                      | 0.83                       | 0.83              | 0.83         | 0.83   | 0.83                      |
| 510                          | 132 <sup>nd</sup> Avenue NE/NE 132 <sup>nd</sup> Street | 1.40                                | 0.72  | 0.72                      | 0.73                       | 0.73              | 0.72         | 0.72   | 0.72                      |
| 511                          | 124 <sup>th</sup> Avenue NE/NE 144 <sup>th</sup> Street | 1.40                                | 1.18  | 1.18                      | 1.18                       | 1.18              | 1.18         | 1.18   | 1.18                      |
| 512                          | Willows Road NE/NE 124 <sup>th</sup> Street             | 1.40                                | 0.87  | 0.87                      | 0.87                       | 0.87              | 0.87         | 0.87   | 0.87                      |
| <b>North Subarea Average</b> |   | <b>N/A<sup>3</sup></b>              | <b>0.96</b>                                   | <b>0.96</b>               | <b>0.96</b>                | <b>0.96</b>       | <b>0.96</b>  | <b>0.96</b>  | <b>0.96</b>               |

## MRM SUPPLEMENTAL EIS | AFFECTED ENVIRONMENT, SIGNIFICANT IMPACTS, AND MITIGATION

Source: Fehr & Peers 2013; City of Kirkland 2013; Heffron Transportation 2013.

1. V/C Ratio = volume-to-capacity ratio.
2. Shaded cells indicate that the projected V/C ratio is projected to exceed the adopted threshold, indicating a concurrency violation.
3. N/A = Not Applicable. No subarea average V/C has been established for the North Subarea. Appropriate standards will be established upon completion of an updated land use plan as part of the City's next Comprehensive Plan update

**Parking**

With all alternatives, the parking supply required would be determined at the project level, when specific development proposals are submitted. The parking supply within the project site would be subject to Kirkland Zoning Code requirements (KMC Chapter 23) to ensure that adequate parking supply is provided to meet demand. This would be documented in traffic impact analysis completed as part of project-level SEPA. Depending on the mix of uses proposed, shared parking principles could potentially be applied if different uses have peak parking demands that occur during different times of day. With City parking code requirements incorporated at the project level, no adverse parking impacts are expected to result from any of the alternatives.

**Transit**

Located about one block away from the Kirkland Transit Center, the site is well served by transit. As shown previously in Table 3.5-4, the Transit Center serves seven local bus routes and one regional bus route. These routes provide service to local and regional destinations, and connect to other local and regional buses at other park and ride lots within Kirkland. The higher development density proposed as part of the action alternatives would be more conducive to transit service and would support the City's transit policies. No adverse transit impacts are expected to result from any of the alternatives.

**Non-Motorized Facilities**

With all alternatives, the facilities and site design needed to support pedestrian and bicycle traffic would be determined at the project level when specific development proposals are submitted. Non-motorized access and circulation would be subject to City development code. The requirement would be documented in the traffic impact analysis completed as part of project-level SEPA review. With City development code requirements incorporated at the project level, no adverse non-motorized impacts are expected to result from any of the alternatives.

**Mitigation Measures****Applicable Regulations and Commitments**

The analysis presented in this Draft SEIS assumes implementation of the City's adopted long-range transportation improvement program.

As described previously, with the No Action and all Action alternatives, any new development projects proposed within the MRM, CBD 5, or Post Office sites would be subject to the following regulations as part of project-level SEPA review.

- Traffic Impact Analysis Guidelines, which include a development-level concurrency test and analysis of potential roadway operations, safety, parking, access, transit, and non-motorized impacts
- Proposed projects must also pay road impact fees established under the Concurrency Management System (KMC Chapter 25) to contribute their share toward citywide transportation improvement projects identified to support growth in development.
- Parking requirements defined in the Kirkland Zoning Code (KMC Chapter 23)
- City development code, including design guidelines for frontage and non-motorized improvements

**Other Potential Mitigation Measures**

Mitigation would be needed to address the projected concurrency violation for the Northwest subarea under the No Action Alternative. The City's 2013-2018 Capital Improvement Program (CIP) includes a capacity improvement project at NE 132<sup>nd</sup> Street/116<sup>th</sup> Way NE (CIP Project TR 0098) that would reduce the V/C ratio at this location and in turn reduce the average V/C for the Northwest subarea, which would address the concurrency impact. However, this project is tied to the Washington State Department of Transportation's (WSDOT's) planned NE 132<sup>nd</sup> Street

Interchange Project, which would construct a new half diamond I-405 interchange at NE 132<sup>nd</sup> Street. Currently, this project is planned to be completed after the City's current long-range planning year of 2022, so it would not address the 2022 No Action concurrency impact. To address the concurrency impact, the City could:

- Work with WSDOT to accelerate the timeline for this project to coincide with the point at which the need for concurrency improvement would be triggered. Since the need for a project is not expected to be triggered until close to 2022, the CIP project timeline could potentially be addressed as part of the upcoming Comprehensive Plan update, scheduled to be completed in 2015.
- Adopt a policy, as either an interim or permanent measure, that would allow a higher subarea V/C ratio for the Northwest subarea.

As described previously, while this condition would also exist with the Action alternatives, they are expected to have little to no effect on operations within the Northwest Subarea. Any mitigation identified to address the impact under the No Action condition would also address the impact with the Action alternatives. No additional mitigation is needed for the Action alternatives.

### **Significant Unavoidable Adverse Impacts**

The identified concurrency violation of the Northwest subarea average under the No Action alternative would result in a significant impact, but it could be addressed by several potential mitigation measures; therefore, it is not unavoidable. If mitigation is implemented, no significant adverse impacts would occur. No additional significant adverse transportation impacts are identified for any of the Action alternatives.

## 3.6 Public Services

This section of the SEIS reviews existing levels of service, estimated needs and demand for service, and projected levels of service under each alternative for police and fire protection, schools, and parks. The analysis is based on existing functional plans, contacts with service providers, and population-based estimates of demand. The study area for the public services analysis includes the MRM site, the entirety of the CBD-5 zone, and a portion of the PLA-5C zone (the Post Office site).

### Affected Environment and Methodology

#### ***Police Protection***

##### EXISTING SERVICE

Police protection services in the study area are provided by the City of Kirkland Police Department. The department currently employs 133 personnel: 97 commissioned officers and 36 civilian support personnel. The Operations division, which consists of the Patrol, Traffic, and K-9 units, is the largest division in the Police Department and provides emergency services within City boundaries 24 hours a day. This division is responsible for most patrol-related law enforcement operations.

Table 3.6-1 shows the annual calls for service received by the Kirkland Police Department in 2011 and 2012.

**Table 3.6-1. Annual Calls for Service**

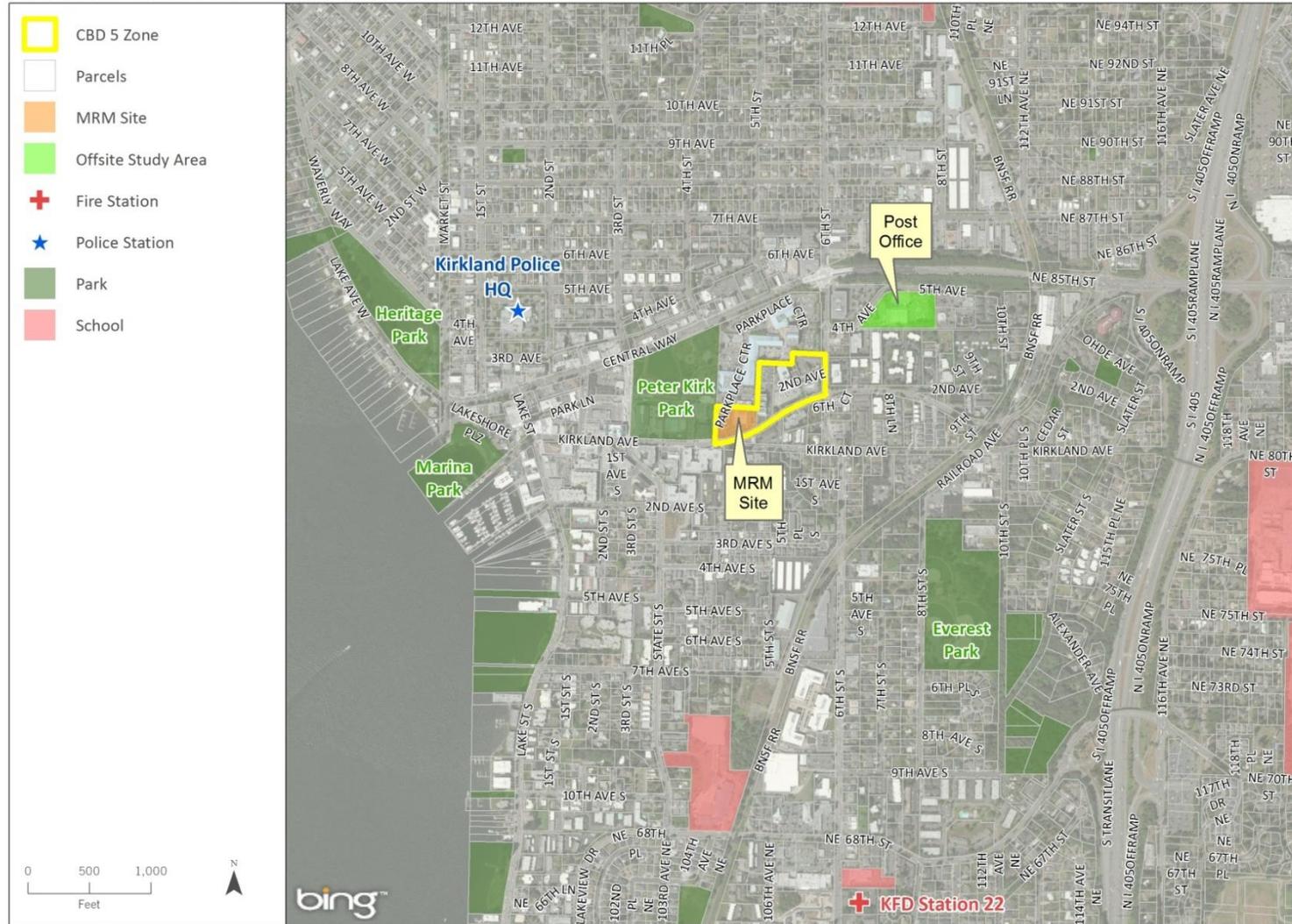
| <b>Year</b> | <b>Number of Calls</b> |
|-------------|------------------------|
| 2011        | 26,879                 |
| 2012        | 25,868                 |

Source: Lehman, pers. comm. 2013

The City's current police station is located less than 0.5 mile northwest of the study area at 123 5<sup>th</sup> Avenue. A new police station is under construction in the Totem Lake area, north of downtown. The locations of the existing police station and other public facilities in the vicinity of the study area are shown on Figure 3.6-1.

Figure 3.6-1. Public Facilities in Study Area Vicinity

KIRKLAND MRM SEIS - PUBLIC FACILITIES



BERK Date: October 2013  
Source: City of Kirkland, BERK

Source: City of Kirkland, BERK 2013

#### LEVEL OF SERVICE

Kirkland has not adopted a quantitative/population-based level of service standard for police service. Rather, the Public Services chapter of the City's Comprehensive Plan provides the following guidance regarding police protection.

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

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

The current effective level of service, based on a citywide 2013 population estimate of 81,730, is approximately 1.2 officers per 1,000 residents.

#### **Fire and Emergency Medical Service**

##### EXISTING SERVICE

Fire protection service in the study area is provided by the City of Kirkland Fire and Building Department (KF&BD), which staffs five full-time fire stations 24 hours per day; one reserve station is staffed from 7:30 pm to 5:00 am with volunteer EMT's. The nearest fire station is Station 22, located approximately 1 mile south of the study area at 6602 108<sup>th</sup> Avenue NE. Based on fire station service area maps contained in the Public Services Element of the City's Comprehensive Plan, projected response time from Station 22 to the study area is less than 5.5 minutes (City of Kirkland, 2012).

KF&BD employs the following personnel:

- 90 line personnel
  - Minimum daily on-duty strength is 19 personnel.
- 4 prevention personnel
- 2 training officers
- 1 emergency medical officer
- Command staff – 3
- Non-Uniform personnel
  - 1 City Emergency Manager
  - 3.5 Administrative staff
  - 1 temporary Senior Financial Analyst

The Department's minimum staffing for emergency response includes:

- Engine company: 3 crew members
- Aid car: 2 EMT crew members
- Ladder company: 3 crew members
- 1 Battalion Chief

As of 2012, the Department maintained the following firefighting apparatus:

- Frontline Apparatus:

- 7 Rescue aid vehicles
- 5 Fire engines
- 1 Special Ops Air Unit
- 2 Battalion vehicles
- 1 Tiller Aerial Ladder Truck (capable of reaching 100 feet in height)
- Reserve Apparatus:
  - 2 rescue aid vehicles
  - 2 fire engines
- Special Apparatus:
  - 1 Antique pumper
  - 1 Disaster response vehicle

In 2012, KF&BD responded to 7,982 calls for emergency service, approximately 74% of which were for medical aid. A breakdown of calls received by type for 2011 and 2012 is provided in Table 3.6-2.

**Table 3.6-2. Calls for Service by Type**

| Call Type                          | 2011         | 2012         |
|------------------------------------|--------------|--------------|
| Total Fires                        | 301          | 296          |
| EMS/ Rescue                        | 5,140        | 5,934        |
| Hazardous Condition                | 108          | 145          |
| Service Call                       | 271          | 234          |
| False Calls <sup>1</sup>           | -            | 665          |
| Automatic Fire Alarms <sup>2</sup> | 733          | -            |
| Other                              | 767          | 708          |
| <b>Total Calls</b>                 | <b>7,320</b> | <b>7,982</b> |

<sup>1</sup> Call category was included in 2012 Annual Report, but not 2011.

<sup>2</sup> Call category was included in the 2011 Annual Report, but not 2012.

Source: Kirkland Fire Department Annual Reports, 2011, 2012.

The nearest hospital to the study area is Evergreen Medical Center, located approximately 4 miles to the northeast. The locations of fire stations and hospitals in the vicinity of the study area are shown on Figure 3.6-1.

**LEVEL OF SERVICE**

The Fire Department’s established levels of service are adopted in Policy PS-1.2 of the City’s Comprehensive Plan (City of Kirkland May 2009 Revision):

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

- i. Emergency medical: response time of five minutes to 90 percent of emergency incidents.*
- ii. Nonemergency medical: response time of 10 minutes to 90 percent of nonemergency incidents.*

iii. *Fire suppression: response time of 5.5 minutes to 90 percent of all fire incidents.*

Historically, the Department has had difficulty meeting these LOS standards. Table 3.6-3 provides performance data for each of the component standards adopted by KF&BD.

**Table 3.6-3. Emergency Response Performance – 2011-2012**

| Topic                                     | Objective<br>(for 90% of incidents) | 2011 Performance -<br>Actual 90% Time and<br>Percentage of<br>Responses Meeting<br>Standard | 2012 Performance -<br>Actual 90% Time and<br>Percentage of<br>Responses Meeting<br>Standard |
|---|-------------------------------------|---|---|
| Turnout Time                              | 60 seconds                          | 2:12 (30%)  | 2:08 (32%)  |
| First Arrival (Fire)                      |                                     |   |   |
| From dispatch time                        | 4:45 from dispatch time             | 7:05 (53%)  | 7:22 (50%)  |
| Total response time                       | 5:30 total response time            | 8:17 (47%)  | 8:28 (47%)  |
| First Arrival (EMS)                       |                                     |   |   |
| From dispatch time                        | 4:30 from dispatch time             | 6:29 (59%)  | 6:39 (57%)  |
| Total response time                       | 5:00 total response time            | 7:31 (51%)  | 7:38 (50%)  |
| Deployment of Full First Alarm Assignment | 10:00                               | 14:24 (15%)   | 14:39 (21%)   |

Source: Kirkland Fire Department Annual Reports, 2011, 2012.

The City of Kirkland has not adopted a population-based Level of Service Standard for fire department staffing. However, based on current employment of 90 line personnel and the citywide 2013 estimated population of 81,730, current staffing level equates to approximately 1.1 firefighters per 1,000 residents.

### **Parks and Recreation**

#### EXISTING SERVICE

The City of Kirkland owns more than 500 acres of land designated for park and open space uses. The nearest recreational facility to the study area is Peter Kirk Park, which comprises over 12 acres and is within walking distance of all properties in the study area. Peter Kirk Park contains a children's playground, basketball and tennis courts, picnic tables and open lawn areas, as well as the following recreational facilities:

- **Peter Kirk Pool.** Peter Kirk Pool is open from June until September each year and features diving boards, lap lanes, lounge areas, showers, locker, and a wading pool. The pool also offers aquatic programming, including swimming lessons, a swim team, and aqua aerobics.
- **Lee Johnson Field.** Lee Johnson Field provides a venue for baseball and softball and is used by two area high schools, Kirkland American Little League, and Kirkland National Little League, as well as several local amateur leagues. The facility is available seven days per week and includes restrooms, bleachers, dugouts, lights, a PA system, electronic scoreboard, and a concession stand for spectators.
- **Peter Kirk Community Center.** The Community Center is focused on providing opportunities and activities for visitors aged 50 and over, including fitness and dance classes, arts and crafts, adult education classes, and charter tours. Health, legal, and financial service are also offered.

- **Kirkland Performance Center.** The Kirkland Performance Center provides a variety of musical, dramatic, and dance performances to the community and seats 402.
- **Kirkland Teen Union Building.** Operated by the YMCA, the Kirkland Teen Union Building offers a variety of programs for youth, including an art studio, a computer lab, a lounge and game area, and a state-of-the-art musical recording studio. Classes and education programs are also offered.
- **Kirkland Library.** Part of the King County Library System, the Kirkland Library is open 7 days per week and offers classes and learning program, public computer access, and archives of books, music, movies, and periodicals.

Other park and recreational resources in the vicinity of the study area include Marina Park and Heritage Park, located west of the study area on the Kirkland Waterfront, and Everest Park, located approximately 0.5 mile southeast of the study area. The locations of these parks are illustrated on Figure 3.6-1.

#### LEVEL OF SERVICE

The City has adopted the following Level of Service Standards for various types of park and recreation facilities in its Comprehensive Plan:

- Neighborhood parks: 2.1 acres/1,000 persons
- Community parks: 2.1 acres/1,000 persons
- Nature parks: 5.7 acres/1,000 persons
- Indoor recreation (non-athletic): 700 square feet/1,000 persons
- Indoor (athletic) recreation space: 500 square feet./1,000 persons
- Bicycle facilities: 46.2 miles
- Pedestrian facilities: 118 miles

The 2010 update to the City's Parks, Recreation, and Open Space (PROS) Plan indicated the City was deficient in Neighborhood Parks (12.85-acre shortfall), indoor athletic space (24,500 square foot shortfall), and indoor recreational space (4,225 square foot shortfall). Surpluses existed for Nature Park and Community Park space. The 2010 PROS Plan did not provide an inventory of bicycle or pedestrian trails. The City is in the process of updating the PROS plan to reflect the 2011 annexation of the Finn Hill, North Juanita, and Evergreen Hill neighborhoods.

#### **Schools**

##### EXISTING SERVICE

Public school services in Kirkland are provided by Lake Washington School District. The Lake Washington School District encompasses 76 square miles and is located between Lake Washington and the Cascade Mountains. The District serves the cities of Kirkland and Redmond, as well as portions of the cities of Sammamish, Bothell, and Woodinville. The District operates 31 traditional and 4 choice elementary schools (grades K–5), 18 traditional and 6 choice middle schools (grades 6–8), and 4 traditional and 4 choice high schools (grades 9–12). The District also operates a combination junior/senior high school under the international school program. There are no schools in the immediate vicinity of the study area. Students living in the study area currently attend Lakeview Elementary School, Kirkland Middle School and Lake Washington High School. Students may also attend one of the District's choice schools, regardless of where they live. Choice schools are optional schooling alternatives that are open to all students in the district. Students must apply to be considered for enrollment. Each school has its open application and enrollment process. A lottery and/ or wait list system is used to place students when applications exceed vacancies.

District enrollment for the 2012-2013 school year was as follows:

- Elementary – 12,624
- Middle School – 5,792
- High School – 6,992
- Total – 25,408

The District’s overall capacity is 26,910 students (23,605 in permanent structures 3,161 in portable structures). The District projects that overall enrollment will increase to 28,675 students by 2018, a 12.9% increase over current enrollment. The District has established a school modernization and expansion schedule, and construction for many schools is currently underway. Modernization and expansion of Lake Washington High School was completed in 2011. Due to the ongoing modernization and expansion program, the District does not anticipate the need to acquire additional portable buildings during the next six years. In addition, as schools are modernized, some portables will be replaced by permanent capacity buildings.

As of October 2012, the schools serving the study area were generally within capacity parameters, with no significant overcrowding. According to the District’s 2013 Capital Facilities Plan, the status of each of the three schools serving the study area was as follows:

- Lakeview Elementary enrollment was 4 students over capacity, with 4 portable classrooms in use.
- Kirkland Middle School enrollment was 2 students over capacity, with no portable classrooms in use.
- Lake Washington High School had a capacity surplus of 85 students, with no need for portable classrooms.

LEVEL OF SERVICE

The Lake Washington School District has adopted Level of Service Standards in the form of target teacher-to-student ratios. These targets are summarized in the Table 3.6-4.

**Table 3.6-4. Lake Washington School District Standards for Service**

| Grade Level          | Target (Students per Teacher)  |
|----------------------|--|
| <b>Elementary</b>    |  |
| K-1                  | 20   |
| 2-3                  | 25   |
| 4-5                  | 27   |
| 6-8                  | 30   |
| Additional Standards | <ul style="list-style-type: none"> <li>▪ Special education for students with disabilities may be provided in a self-contained classroom.</li> <li>▪ All students will have scheduled computer lab time.</li> </ul> |
| <b>Secondary</b>     |  |
| 9-12                 | 32   |
| Additional Standards | <ul style="list-style-type: none"> <li>▪ Special education for students with disabilities may be provided in a self-contained classroom.</li> </ul>  |

Source: Lake Washington School District, 2013

The District has not published data on achieved student-teacher ratios by grade level, but their 2012 Annual Report indicates that the District employed 1,550 teachers for the 2011-2012 school year, and corresponding enrollment was 24,912, resulting in an average of 1 teacher for approximately every 16 students.

## Significant Impacts

Impacts to public services primarily result from increased demand generated by population or employment growth. The projected population and employment growth associated with each alternative are presented in Table 3.6-5. In general, increased population and/or employment generated by the alternatives has the potential to generate additional demand for public services. These projected growth figures form the basis for the analyses of impacts to individual public services as discussed below.

**Table 3.6-5. Projected Population and Employment by Alternative**

| SEIS Alternative                   | Residential Units | Projected Population <sup>1</sup> | Projected Employees <sup>2</sup> |
|------------------------------------|-------------------|-----------------------------------|----------------------------------|
| <b>No Action Alternative</b>       | 0                 | 0                                 | 898                              |
| <b>1. Office Alternatives</b>      |                   |                                   |                                  |
| <b>a. MRM site</b>                 | 0                 | 0                                 | 992                              |
| <b>b. Off-Site</b>                 | 0                 | 0                                 | 992                              |
| <b>c. CBD 5</b>                    | 0                 | 0                                 | 2,027                            |
| <b>2. Residential Alternatives</b> |                   |                                   |                                  |
| <b>a. MRM Site</b>                 | 289               | 495                               | 66                               |
| <b>b. Off-Site</b>                 | 289               | 495                               | 66                               |
| <b>c. CBD 5</b>                    | 591               | 1,012                             | 135                              |

<sup>1</sup> Calculated based on the 2013 OFM estimate of Average Household Size for Apartments with 5 or more units in a building.

<sup>2</sup> Calculated based on 1 employee per 250 square feet of office space and 1 employee per 500 square feet of retail space.

Source: City of Kirkland, BERK, 2013; US Census Bureau, 2011.

### ***Police Protection***

Under all alternatives, increased population and/or employment would generate additional demand for police protection services. Increased retail development may experience increased incidents of shoplifting, and office and residential development may experience increased levels of property crime. The Kirkland Police Department developed the following assumptions for estimating potential demand for service, based on the recorded volume of calls received, employment, and population:

- Commercial uses in this area (office and retail) generate approximately 0.75 incident per employee per year, according to the current proportion of calls for service and employees at the Parkplace location
- Residents general calls for service at the rate of approximately 0.3 calls for service per resident per year; based on 2012 calls for service and population.

- One police officer responds to approximately 1,500 calls per year, according to the Kirkland Police Department's recorded volume of calls received and staffing levels.

While the range of alternatives would have varying effects on demand for police protection services, the end result is that further development under any of the alternatives would result in either a need to hire additional police officers and support staff or an increase in the workload of the department's current officers. Police Department staff has indicated that the City of Kirkland currently has one of the lowest officer per capita ratios in Washington State, and additional population or employment growth could further reduce this ratio.

#### NO ACTION ALTERNATIVE

Based on the assumptions above and the projected population and employment growth in Table 3.6-5, development of the No Action Alternative could generate approximately 674 additional calls for police service per year, resulting in demand for an additional 0.45 police officer.

#### ALTERNATIVE 1A (OFFICE, MRM SITE)

Based on the assumptions above and the projected population and employment growth in Table 3.6-5, Alternative 1a could generate approximately 744 additional calls for police service per year, resulting in demand for an additional 0.5 police officer.

#### ALTERNATIVE 1B (OFFICE, OFF SITE)

Employment growth under Alternative 1b is projected to be identical to Alternative 1a, resulting in similar call volumes and similar demand for additional staff.

#### ALTERNATIVE 1C (OFFICE, CBD-5)

Based on the assumptions above and the projected population and employment growth in Table 3.6-5, Alternative 1c could generate approximately 1,520 additional calls for police service per year, resulting in demand for one additional police officer.

#### ALTERNATIVE 2A (RESIDENTIAL, MRM SITE)

Based on the assumptions above and the projected population and employment growth in Table 3.6-5, Alternative 2a could generate approximately 198 additional calls for service per year (149 residential, 49 retail), resulting in demand for an additional 0.13 police officer.

#### ALTERNATIVE 2B (RESIDENTIAL, OFF SITE)

Employment and population growth under Alternative 2b is projected to be identical to Alternative 2a, resulting in similar call volumes and similar demand for additional staff.

#### ALTERNATIVE 2C (RESIDENTIAL, CBD-5)

Based on the assumptions above and the projected population and employment growth in Table 3.6-5, Alternative 2c could generate approximately 405 additional calls for service per year (304 residential, 101 retail), resulting in demand for an additional 0.27 police officer.

### ***Fire and Emergency Medical Service***

All Alternatives would generate additional potential for fires or medical emergencies, which would place additional demands on Fire Department staff and further challenge the Department to meet its response time target. Increased staffing demand for the Residential Alternatives is discussed in relation to maintaining the City's current de facto ratio of approximately 1.1 firefighters per 1,000 residents. Each alternative describes increased demand in terms of additional necessary "firefighter personnel" for the purposes of comparison. Because new firefighter positions are filled 24 hours per day, 365 days per year, each "firefighter" position may require hiring multiple staff.

All alternatives would also result in greater building heights than current conditions, potentially requiring the use of ladder trucks to respond to fires in the study area. However, the City's current aerial ladder truck is capable of servicing buildings up to 100 feet in height and would be capable of serving new development under all alternatives.

### NO ACTION AND ALTERNATIVE 1 (OFFICE)

Because the Kirkland Fire Department does not maintain call data for commercial land uses and does not differentiate response time based on type of land use, it is not possible to quantify impacts for the office alternatives. Impacts of the Office Alternatives are, therefore, discussed qualitatively. More intensive retail and office development in the study area would increase calls for fire and emergency medical responses, primarily during daytime hours, when office buildings are most likely to be occupied. The No Action Alternative could have the least impact on fire service, due to the lower intensity of development. The CBD-5 Alternative would have the greatest potential impact on fire and emergency medical service due to the larger number of buildings and additional employees introduced to the study area. While the Off Site Alternatives would have similar levels of employment growth as the MRM and CBD-5 Alternatives, the location of the Post Office site could potentially pose incrementally greater access challenges for fire crews due to increased distance from the nearest fire station.

### ALTERNATIVE 2A (RESIDENTIAL, MRM SITE)

Based on the assumptions above and the projected population and employment growth in Table 3.6-5, Alternative 2a could require an additional 0.54 firefighter personnel to maintain existing levels of service.

### ALTERNATIVE 2B (RESIDENTIAL, OFF SITE)

Population growth under Alternative 2b is projected to be identical to Alternative 2a, resulting in similar demand for fire and emergency medical service.

### ALTERNATIVE 2C (RESIDENTIAL, CBD-5)

Based on the assumptions above and the projected population and employment growth in Table 3.6-5, Alternative 2c could require an additional 1.1 firefighter personnel to maintain existing levels of service.

## ***Parks and Recreation***

Population growth in the study area under Alternative 2 would generate increased demand for parks and recreational facilities and programs. Given its proximity to the study area, Peter Kirk Park and its associated facilities could absorb the bulk of this increased demand. The City does not maintain a parks and recreation Level of Service Standard for non-residential uses. However, it is likely that additional employees under the Office Alternatives would make limited use of the nearby park facilities on lunch breaks or before or after work hours.

### NO ACTION AND ALTERNATIVE 1 (OFFICE)

As discussed above, the Office Alternatives would not increase resident population in the study area and would therefore not contribute significantly to citywide demand for parks and recreational facilities. However, additional employees under the Office Alternatives are likely to use Peter Kirk Park or its associated facilities to some degree. This effect would be most pronounced under the CBD-5 Alternative, due to its larger number of employees, and would be least pronounced under the No Action Alternative, as it would add the fewest employees.

### ALTERNATIVE 2A (RESIDENTIAL, MRM SITE)

Based on the City's adopted Level of Service Standards for parks facilities and the projected population growth in Table 3.6-5, Alternative 2a could generate additional park demand as follows:

- 1.0 acres of neighborhood parks;
- 1.0 acres of community parks;
- 2.8 acres of nature parks;

- 347 square feet of indoor recreation (non-athletic) space; and
- 248 square feet of indoor athletic recreation space.

Increased demand for neighborhood parks and indoor recreation space would increase the City's existing deficiencies in those categories. However, given the proximity of Peter Kirk Park to the MRM site, it is likely that this facility would experience most new resident demand.

#### ALTERNATIVE 2B (RESIDENTIAL, OFF SITE)

Population growth under Alternative 2b would be identical to Alternative 2a and would result in similar demand for facilities. Due to the more relatively more distant location of the Off Site Alternative, Peter Kirk Park may not capture as large a share of new demand as under Alternative 2a. While Peter Kirk Park is not as accessible from the Post Office site as from the MRM or CBD-5 properties, it would still be the closest park facility and would likely experience most of the increased demand from new residents, though the size of the site could allow development of open space or a pocket park for resident use.

#### ALTERNATIVE 2C (RESIDENTIAL, CBD-5)

Based on the City's adopted Level of Service Standards for parks facilities and the projected population growth in Table 3.6-5, Alternative 2a could generate additional demand as follows:

- 2.1 acres of neighborhood parks;
- 2.1 acres of community parks;
- 5.8 acres of nature parks;
- 709 square feet of indoor recreation (non-athletic) space; and
- 506 square feet of indoor athletic recreation space.

Increased demand for neighborhood parks and indoor recreation space would increase the City's existing deficiencies in those categories. However, given the proximity of Peter Kirk Park to the MRM site, it is likely that this facility will be the primary recipient of new resident demand.

### **Schools**

Future residential development in the study area would increase demand for school services through the introduction of new families and students. The Lake Washington School District has adopted the following student generation rates for planning for future growth (Lake Washington School District, 2013).

- Elementary School
  - 0.381 students per single-family residence
  - 0.049 students per multifamily dwelling unit
- Middle School
  - 0.117 students per single-family residence
  - 0.014 students per multifamily dwelling unit
- High School
  - 0.095 students per single-family residence
  - 0.016 students per multifamily dwelling unit

#### NO ACTION ALTERNATIVE

The No Action Alternative would consist of office and retail development with no residential component. No additional demand for educational services would be generated, and no adverse impacts on local schools would occur.

#### ALTERNATIVE 1 (OFFICE)

Alternatives 1a, 1b, and 1c would consist of retail and office development with no residential component. Because no new residents would be added under these Alternatives, no additional demand for educational services would be generated, and these Alternatives would have no adverse impacts on local schools.

#### ALTERNATIVE 2A (RESIDENTIAL, MRM SITE)

Based on the projected number of residences and the District's student generation rates, Alternative 2a is estimated to result in an additional 14.2 elementary students, 4.0 middle school students, and 4.6 high school students. Given the District's overall capacity and the expansion and modernization program underway, impacts to school service are anticipated to be minor.

#### ALTERNATIVE 2B (RESIDENTIAL, OFF SITE)

Impacts to school service under Alternative 2b would be similar to Alternative 2a because population growth would be identical under the two alternatives.

#### ALTERNATIVE 2C (RESIDENTIAL, CBD-5)

Based on the projected number of residences and the District's student generation rates, Alternative 2c is estimated to result in an additional 29 elementary students, 8.3 middle school students, and 9.5 high school students. Given the District's overall capacity and the expansion and modernization program underway, impacts to school service are anticipated to be minor.

## Mitigation Measures

### ***Applicable Regulations and Commitments***

#### FIRE

- New development will be required to comply with the provisions of Title 21 of the Kirkland Municipal Code – Buildings and Construction. Specifically, fire extinguishing systems are required for all new buildings with a gross floor area greater than 5,000 square feet (KMC 21.33.040).

#### PARKS AND RECREATION

- New development is subject to collection of park impact fees under Chapter 27.06 of the Kirkland Municipal Code. Park impact fees are used to maintain existing parks and recreation facilities, as well as to acquire new facilities.

#### SCHOOLS

- New development is subject to collection of school impact fees under Chapter 27.08 of the Kirkland Municipal Code. School impact fees would be collected by the City on behalf of Lake Washington School District to offset the costs of educating additional students generated by new development, including facility maintenance and school operating costs.

### ***Other Potential Mitigation Measures***

#### POLICE

- The City could adopt a formal, population-based Level of Service Standard for police services to help identify project-specific demand.

## MRM SUPPLEMENTAL EIS | AFFECTED ENVIRONMENT, SIGNIFICANT IMPACTS, AND MITIGATION

- The City could consider the hiring of additional police officers and police department staff to maintain levels of service consistent with growth.

### FIRE

- In addition to the existing Level of Service Standards for response time, the City could consider adopting a population-based Level of Service Standard for fire and EMS to help identify project-specific demand.
- The City could consider the redistribution of Fire Department Staff or the construction of additional fire stations to improve response times to emergency calls for service.

### PARKS AND RECREATION

- As a condition of permit approval in the CBD-5 zone, the City could require the provision of some amount of on-site open space to reduce demand at Peter Kirk Park and other surrounding recreational facilities.

## Significant Unavoidable Adverse Impacts

Future population and employment growth in the study area will continue to increase demand for all public services on both a local and regional level. With implementation of identified mitigation measures, however, no significant unavoidable adverse impacts to public services are anticipated.

## 3.7 Utilities

### Affected Environment and Methodology

#### **Water**

##### SUPPLY AND STORAGE

The City of Kirkland supplies water throughout the City limits through the Cascade Water Alliance, which purchases water from Seattle Public Utilities. Seattle Public Utilities provides water to the Alliance through its Tolt River and Cedar River pipelines, and the Alliance has contracted for service through 2053. Cascade Water Alliance collected regional capital facilities charges that are used to fund the planning and acquisition of future water sources.

The study area is located within the City's 285 Water Supply Zone and receives water from the 450 Zone North Reservoir, which has a storage capacity of approximately 14.3 million gallons.

##### DISTRIBUTION

The City's water distribution system is composed of water mains in a variety of sizes, ranging in diameter from 4 inches to 48 inches. Water mains in the analysis area consist primarily of 8-inch pipes, though some 6-inch and 12-inch pipes are present.

#### **Sewer**

##### COLLECTION

The MRM property, located at 434 Kirkland Way, is located in Mini-Basin KRK029, and the existing buildings drain to the north through the Parkplace property sewers into the Central Way trunk sewer, which discharges to the west and flows to the KC Kirkland Lift Station. However, for purposes of this analysis, it was assumed that, due to the topography of the property, all sewage from the MRM property would be re-routed to the south into the Kirkland Way sewer, which is in Mini-Basin KRK009. Mini-Basin KRK009 separately discharges to the King County Kirkland Lift Station.

The CBD 5 zoning district, except for the MRM site, is within Mini-Basin KRK028, and drains into the sewer system on 6<sup>th</sup> Street, which drains to the north into the Central Way sewer, eventually discharging to the KC Kirkland Lift Station. For purposes of this analysis, it was assumed that all proposed CBD 5 facilities will also drain to the 6<sup>th</sup> Street Sewer. The Post Office site is located in Mini-Basin KRK028 and drains to the south into the sewer on 4<sup>th</sup> Avenue, which drains to the west into the sewers on 6<sup>th</sup> Street.

##### TREATMENT

King County provides treatment of wastewater collected in Kirkland through its Wastewater Treatment Division. As described above, local collection lines transmit wastewater to the King County Kirkland Lift Station. King County accepts up to 100 gallons per day per capita from Kirkland under the terms of an intergovernmental agreement. Wastewater flows are treated at King County's West Point and Renton wastewater treatment plants.

## Impacts

#### **Water**

##### WATER DEMAND

Development in the study area would generate additional population and employment, which would increase demand for water service. Estimated demand for each alternative was derived from general demand levels for various commercial and residential uses and the gross floor area for each use, and is shown in Table 3.7-1. Based on the estimated future development for each alternative, the average day demand (ADD) is estimated to increase between 20 and 75 gpm compared to existing demand. A more detailed demand analysis may be necessary when

a specific development proposal is submitted. The estimates shown in Table 3.7-1 are considered conservative (overestimated) to ensure that the water system is adequately sized for potential uses.

**Table 3.7-1. Estimated Average Day Demands**

| Alternative                             | Development Site        | Future Office/ Retail                    |  | Future Multi-family Residential             |  | Future Demands                   |                                  |
|---|-------------------------|--|--|---|--|----------------------------------|----------------------------------|
|   |                         | Total Future Office/ Retail Area (sq ft) | Estimated ADD per 100 sq ft of Office/ Retail <sup>1</sup> | Total Future Multi-Family Residential Units | Estimated ADD per Multi-Family Residential Unit <sup>2</sup> | Total Estimated Future ADD (gpd) | Total Estimated Future ADD (gpm) |
| <b>Office/ Retail Alternatives</b>      |                         |  |  |   |  |                                  |                                  |
| 1.0                                     | No Action               | 249,312                                  | 20   | 0   | 82   | 49,862                           | 35                               |
| 1A                                      | MRM                     | 264,523                                  | 20   | 0   | 82   | 52,905                           | 37                               |
| 1B (Partial)                            | Post Office (1.7 acres) | 264,523                                  | 20   | 0   | 82   | 52,905                           | 37                               |
| 1B                                      | Post Office (3.3 acres) | 540,595                                  | 20   | 0   | 82   | 108,119                          | 75                               |
| 1C                                      | CBD 5                   | 540,593                                  | 20   | 0   | 82   | 108,119                          | 75                               |
| <b>Retail/ Residential Alternatives</b> |                         |  |  |   |  |                                  |                                  |
| 2A                                      | MRM                     | 33,065                                   | 20   | 289   | 82   | 30,311                           | 21                               |
| 2B (Partial)                            | Post Office (1.7 acres) | 33,065                                   | 20   | 289   | 82   | 30,311                           | 21                               |
| 2B (Full)                               | Post Office (3.3 acres) | 67,574                                   | 20   | 591   | 82   | 61,977                           | 43                               |
| 2C                                      | CBD 5                   | 67,574                                   | 20   | 591   | 82   | 61,977                           | 43                               |

1. For office, retail & entertainment uses. From the Community Water Systems Source Book (1990) and the Orange Book (2006).

2. Based on 2011 TAZ and multi-family residential metered consumption data.

*Alternative 1 (Office)*

Among the office alternatives, redevelopment of the entire CBD 5 zone (1c) or the Post Office site (1b location at 1c growth levels) are anticipated to generate the greatest demand for water service, based on the proposed building size. The MRM office alternative (1a) would generate a small amount of demand beyond the No Action Alternative (3,043 gpd).

*Alternative 2 (Residential)*

As illustrated in Table 3.7-1, residential water demand is projected to be substantially lower than office demand. Input for the model includes localized metered water consumption data and multifamily residential household size estimates furnished by the State Office of Financial Management (OFM), which reflect decreasing household size. Office water demand was estimated based on the projected square footage of office space. Based on the combination of these two factors, residential water demand is projected to be less than commercial demand.

Among the residential alternatives, redevelopment of the entire CBD 5 zone (2c) or the Post Office site (2b at 2c development levels) are anticipated to generate the greatest demand for water service, based on the proposed building size. Implementation of the MRM residential alternative (2a), or partial redevelopment of the Post Office site (2b), would generate the lowest demand for water service of all the alternatives.

FIRE FLOW REQUIREMENTS

The existing planning-level target for commercial land use (CBD 5 zone) is 3,500 gpm for 3 hours, and 3,000 gpm for 3 hours for retail/multi-family land use (Post Office). Eight improvement alternatives, four with only office and retail uses and four with retail and multi-family residential uses, were evaluated to determine the water system improvements necessary for the Proposed Action zoning changes and for No Action. It is anticipated that future fire flow requirements would be increased from their current level to a minimum of 4,000 gallons per minute (gpm) for 4 hours.<sup>7</sup>

To estimate the adequacy of fire flow under each of the alternatives, the computer model of the City's existing water system was analyzed under existing conditions with the existing and projected year 2032 demands. The 2032 demand projections are based on the City's adopted growth projections and do not represent maximum build out under development regulations. The analyses were performed to determine the available fire flow and dynamic pressures in and around the three study sites. The results of the analyses are shown in Table 3.7-2.

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<sup>7</sup> This is a planning level assumption. At the time of building permit applications, the required fire flow pressure would be determined.

**Table 3.7-2. Fire Flow Analyses Results**

| Label  | Description                                   | Existing and No Action Fire Flow Req't (gpm) | Fire Flow Min. Req't with Prop. Rezoning (gpm) | Existing Water System with 2032 Demands at Existing Zoning Level |                         |  | Proposed Action Zoning Alternatives with System Improvements |                         |              |           |       |           |       |              |           |       |
|--------|---|--|--|--|-------------------------|--|--|-------------------------|--------------|-----------|-------|-----------|-------|--------------|-----------|-------|
|        |   |  |  | Pressure (psi)   | Derated Fire Flow (gpm) | Derated Fire Flow with Imp. <sup>1</sup> (gpm) | Pressure <sup>2</sup> (psi)                                  | Derated Fire Flow (gpm) |              |           |       |           |       |              |           |       |
|        |   |  |  |  |                         |  |  | 1A                      | 1B (partial) | 1B (Full) | 1C    | No Action | 2A    | 2B (Partial) | 2B (Full) | 2C    |
| J-1381 | MRM Site Fronting Kirkland Way                | 3,500  | 4,000  | 87   | 1,726                   | 4,494  | 87   | 4,427                   | 4,411        | 4,330     | 4,367 | 4,430     | 4,460 | 4,448        | 4,399     | 4,436 |
| J-1383 | E. Side of CBD 5 zone in Kirkland Way         | 3,500  | 4,000  | 69   | 2,004                   | 4,433  | 69   | 4,368                   | 4,355        | 4,276     | 4,313 | 4,371     | 4,400 | 4,389        | 4,342     | 4,380 |
| J-1386 | E. Side of CBD 5 zone in 2 <sup>nd</sup> Ave  | 3,500  | 4,000  | 76   | 1,886                   | 4,448  | 76   | 4,382                   | 4,368        | 4,289     | 4,327 | 4,385     | 4,414 | 4,402        | 4,356     | 4,394 |
| J-1407 | W. Side of Post Office in 5 <sup>th</sup> Ave | 3,000  | 4,000  | 82   | 1,811                   | 3,087  | 82   | 3,091                   | 4,152        | 4,069     | 3,099 | 3,091     | 3,089 | 4,186        | 4,139     | 3,092 |
| J-1408 | E. Side of Post Office in 5 <sup>th</sup> Ave | 3,000  | 4,000  | 76   | 2,206                   | 2,014  | 76   | 2,014                   | 4,218        | 4,132     | 2,014 | 2,014     | 2,014 | 4,252        | 4,203     | 2,014 |

<sup>1</sup> Derated fire flow with improvements to resolve existing deficiencies as identified in the City's Draft 2013 WSP.

<sup>2</sup> Proposed system pressure is based on the demands of alternative 1B (Full), which had the largest demand increase of the proposed redevelopment alternatives.

Existing fire flow availability is not sufficient to meet the current planning level fire flow requirement at each site (MRM, CBD-5, or Post Office). Additional system improvements, identified in the mitigation section, will be necessary to correct existing deficiencies and provide adequate fire flow under all development alternatives. A summary of improvements necessary to correct existing deficiencies is included in the discussion of mitigation measures at the end of this section. These improvements are not currently programmed as funded projects in the City’s 2013-2018 Capital Improvement Program.

*MRM and CBD 5 Alternatives (No Action, 1A, 1C, 2A, and 2C)*

The results of the No Action and Proposed Action fire flow analyses indicate that the improvements required to resolve the existing fire flow deficiencies would be sufficient for the MRM Site and CBD 5 development alternatives (1a, 1c, No Action, 2a, and 2c). These improvements assume the existing and proposed service connections of buildings located in the CBD 5 zone will be located in Kirkland Way or 2<sup>nd</sup> Avenue, and will not be located in the Park Place parking lots or 6<sup>th</sup> Street. If the proposed development service connections are located in the Park Place parking lots or 6<sup>th</sup> Street, the existing 8-inch water main would need to be replaced with 12-inch water main in these locations to provide more than 4,000 gpm of fire flow availability to the sites. Additional on-site water main looping may be required in the CBD 5 zone based on future building locations and the design of the fire suppression system.

*Off-Site Alternatives (1B and 2B)*

The Post Office site improvement alternatives (1b and 2b, partial and full) would require additional improvements beyond those necessary to resolve the existing fire flow deficiencies, including upsizing of water mains in 4<sup>th</sup> Avenue, 5<sup>th</sup> Avenue, and 6<sup>th</sup> Street.

**WATER SUPPLY AND STORAGE**

A water supply evaluation was performed to determine whether the City has sufficient supply capacity from the existing supply facilities to accommodate the additional demands anticipated under the Action Alternatives. The year 2032 evaluation is shown in Table 3.7-3. The City’s Draft 2013 Water System Plan (WSP) presents existing and future water supply evaluations which indicate the system has surplus supply capacity currently, and will continue to do so through the 20-year planning period (year 2032). The water supply evaluations for the proposed zoning alternatives are based on the year 2032 base demands with the increase in demands anticipated under the No Action and Proposed Action Alternatives as shown in Table 3.7-1. The results of the water supply evaluation indicate that the City will have a minimum of 5,491 gpm of excess supply capacity based on year 2032 and Proposed Action demand levels. Therefore, water supply improvements are not necessary to accommodate the No Action or Proposed Action alternatives.

**Table 3.7-3. Water Supply Evaluation**

|                                    | Year 2032 | SEIS Alternatives |              |           |       |           |       |              |           |       |
|------------------------------------|-----------|-------------------|--------------|-----------|-------|-----------|-------|--------------|-----------|-------|
|                                    |           | 1A                | 1B (Partial) | 1B (Full) | 1C    | No Action | 2A    | 2B (Partial) | 2B (Full) | 2C    |
| Kirkland Max. Day Demand           | 7,149     | 7,218             | 7,229        | 7,313     | 7,275 | 7,213     | 7,183 | 7,195        | 7,242     | 7,204 |
| Kirkland Surplus or Deficient Amt. | 5,655     | 5,586             | 5,575        | 5,491     | 5,529 | 5,591     | 5,621 | 5,609        | 5,562     | 5,600 |

Storage analyses were performed to determine if the City’s existing storage facilities have sufficient capacity to meet the future storage requirements of the system under the Proposed Action Alternatives. Similar to the water supply evaluation, the storage analyses for the year 2032 were based on an evaluation completed for the City’s Draft 2013 WSP. This evaluation is summarized in Table 3.7-4. The City’s Draft 2013 WSP presents existing and future storage evaluations which indicate the system has surplus storage capacity currently, and will continue to do so through the 20-year planning period (year 2032). The storage analyses for the alternatives were based on the year 2032 base demands with the increase in demands anticipated under the No Action and Proposed Action Alternatives as shown in Table 3.7-1. The results of the storage analyses indicate that the City will have at least 1.70 million gallons of excess storage capacity based on year 2032 and Proposed Action demand levels. Therefore, storage improvements are not necessary to accommodate the No Action or Proposed Action alternatives.

**Table 3.7-4. Storage Analysis**

|  | Year 2032 <sup>1</sup> | SEIS Alternative |              |           |       |           |       |              |           |       |
|--|------------------------|------------------|--------------|-----------|-------|-----------|-------|--------------|-----------|-------|
|  |                        | 1A               | 1B (Partial) | 1B (Full) | 1C    | No Action | 2A    | 2B (Partial) | 2B (Full) | 2C    |
| Available/ Usable Storage (MG)                 |                        |                  |              |           |       |           |       |              |           |       |
| Total Storage Available to Kirkland            | 12.62                  | 12.62            | 12.62        | 12.62     | 12.62 | 12.62     | 12.62 | 12.62        | 12.62     | 12.62 |
| Operational Storage (MG)                       |                        |                  |              |           |       |           |       |              |           |       |
| Kirkland Operational Storage <sup>2</sup>      | 1.81                   | 1.81             | 1.81         | 1.81      | 1.81  | 1.81      | 1.81  | 1.81         | 1.81      | 1.81  |
| Required Storage for Kirkland (MG)             |                        |                  |              |           |       |           |       |              |           |       |
| Operational Storage                            | 1.81                   | 1.81             | 1.81         | 1.81      | 1.81  | 1.81      | 1.81  | 1.81         | 1.81      | 1.81  |
| Equalizing Storage                             | 2.57                   | 2.60             | 2.60         | 2.63      | 2.62  | 2.60      | 2.59  | 2.59         | 2.61      | 2.59  |
| Standby Storage                                | 4.86                   | 4.90             | 4.91         | 4.97      | 4.94  | 4.90      | 4.88  | 4.89         | 4.92      | 4.89  |
| Fire Flow Storage                              | 1.50                   | 1.50             | 1.50         | 1.50      | 1.50  | 1.50      | 1.50  | 1.50         | 1.50      | 1.50  |
| Total Storage Required for Kirkland            | 10.74                  | 10.82            | 10.83        | 10.91     | 10.88 | 10.81     | 10.78 | 10.79        | 10.84     | 10.80 |
| Surplus or Deficient Storage for Kirkland (MG) |                        |                  |              |           |       |           |       |              |           |       |
| Kirkland’s Surplus or Deficient Amt.           | 1.87                   | 1.80             | 1.79         | 1.70      | 1.74  | 1.81      | 1.84  | 1.83         | 1.78      | 1.82  |

<sup>1</sup> Projections are based on growth within the City’s water service area.

<sup>2</sup> Operational and Usable Storage amounts are based on each city’s ownerships in joint-use reservoirs and the typical reservoir draw-downs.

**Sewer**

SEWER DEMAND

A prior analysis of sewer demand was performed for the Parkplace redevelopment, which is located within the same general area as the MRM PAR and CBD-5 study areas. Results of that analysis, including a summary of projected mini-basin peak flow rates are documented in the Parkplace Redevelopment – Revised Analysis memorandum (Roth Hill, September 26, 2008). For the purposes of this analysis, it was assumed that the Parkplace redevelopment will be constructed, and the sewage generated from the MRM redevelopment will be in addition to the projected Parkplace sewage flows.

The water system analysis for the MRM PAR above, assumed an average day demand (ADD) of 20 gallons per day (gpd) per 100 square feet for all office/retail space. An ADD of 82 gpd was applied for each residential unit. This ADD value was based on metered multi-family flow data. For the sewer analysis, a slightly more conservative approach was used. An ADD of 60 gpd per person was assumed, and an average of 1.71 people per multi-family unit, resulting in an ADD of 102.6 gpd per each unit. A peaking factor of 3.0 was applied to all sanitary flow rates. Year 2027 Infiltration and Inflow (I/I) rates for each site were calculated as percentages of the total basin flow rates, based on area.

Table 3.7-5 shows the estimated peak flow projections from the existing development in the analysis area. These projections serve as a benchmark against which all the proposed alternatives were measured. All sanitary and infiltration/inflow (I/I) Mini-Basin flows outside of the analysis area were allocated as a percentages of the total basin areas. Although not part of the MRM EIS study, the peak sewer flow rates for the properties at 457, 439, 357, and 339 Kirkland Avenue, along with Peter Kirk Park, were estimated to determine flows in local sewers. Data for these properties (based on current uses) were used in the computations, but not listed in the table. Although I/I flows were estimated for each site, as required for the conveyance system analysis, they are not included below.

**Table 3.7-5. Existing Peak Sanitary Sewage Flow Rates**

| Building                | Office/Retail Area (square feet) | Residential Units | Peak Sanitary Flow (gpm) |
|-------------------------|----------------------------------|-------------------|--------------------------|
| MRM Site                | 21,258                           | 0                 | 8.9                      |
| Post office site        | 20,429                           | 0                 | 8.5                      |
| 520 Kirkland Ave        | 47,623                           | 0                 | 19.8                     |
| 550 Kirkland Ave        | 75,753                           | 0                 | 31.6                     |
| 570 Kirkland Ave        | 11,700                           | 0                 | 4.9                      |
| 530 2 <sup>nd</sup> Ave | 0                                | 60                | 12.9                     |

Source: Roth Hill/Stantec, 2013.

Table 3.7-6 shows projected development conditions and peak flow rates for each alternative. This analysis assumes the proposed development will have negligible impact to the I/I rate within the project area, so no separate I/I calculation was performed for the proposed development.

**Table 3.7-6. Peak Sanitary Sewage Flow Rates – Redevelopment Alternatives**

| Alternative                | Site/Building                           | Office/Retail Area (sq. ft.) | Residential Units | Peak Sanitary Flow (gpm) | Increased Flow Rate over Existing |
|----------------------------|---|------------------------------|-------------------|--------------------------|-----------------------------------|
| <b>Office/Retail</b>       |   |                              |                   |                          |                                   |
| 1.0 No Action              | MRM Site                                | 249,312                      | 0                 | 103.9                    | 95.0                              |
| 1a                         | MRM Site                                | 264,523                      | 0                 | 110.2                    | 101.4                             |
| 1b                         | Offsite- Post Office site (MRM Level)   | 264,523                      | 0                 | 110.6                    | 102.1                             |
| 1b (CBD 5)                 | Offsite- Post Office site (CBD 5 Level) | 540,596                      | 0                 | 225.3                    | 216.7                             |
| 1c                         | MRM (CBD 5 Share)                       | 264,523                      | 0                 | 110.2                    | 101.4                             |
|                            | 520 Kirkland Ave (CBD 5 Share)          | 96,281                       | 0                 | 40.1                     | 40.1                              |
|                            | 550 Kirkland Ave (CBD 5 Share)          | 115,392                      | 0                 | 48.1                     | 48.1                              |
|                            | 570 Kirkland Ave (CBD 5 Share)          | 64,398                       | 0                 | 26.8                     | 22.0                              |
| 1c Totals:                 |   | 540,593                      | 0                 | 225.2                    | 211.5                             |
| <b>Residential/ Retail</b> |   |                              |                   |                          |                                   |
| 2a                         | MRM Site                                | 33,065                       | 289               | 75.6                     | 66.7                              |
| 2b                         | Offsite- Post Office site (MRM Level)   | 33,065                       | 289               | 75.6                     | 67.0                              |
| 2b (CBD 5)                 | Offsite- Post Office site (CBD 5 Level) | 67,574                       | 591               | 154.5                    | 146.0                             |
| 2c                         | MRM (CBD 5 Share)                       | 33,065                       | 289               | 75.6                     | 66.7                              |
|                            | 520 Kirkland Ave (CBD 5 Share)          | 12,035                       | 105               | 27.5                     | 27.5                              |
|                            | 550 Kirkland Ave (CBD 5 Share)          | 14,424                       | 126               | 32.9                     | 32.9                              |
|                            | 570 Kirkland Ave (CBD 5 Share)          | 8,050                        | 70                | 18.3                     | 13.4                              |
| 2c Totals:                 |   | 67,574                       | 591               | 154.3                    | 140.5                             |

Source: Roth Hill/Stantec, 2013.

Due to the assumptions for unit flow rates described above under water, the MRM level and CDB 5 level office alternatives would generate larger flows than their residential counterparts. The assumed residential and office/commercial flow rates were based on localized metered flow data.

### *Alternative 1 (Office)*

In general, peak flow estimates from all office alternatives represent substantial increases of existing flows from the three sites, with the CDB 5 intensity alternatives generating larger flows than the MRM intensity alternatives. Results of the flow calculations show an approximate 70% overall increase over existing peak flow rates for the MRM office alternatives and a 145% overall increase for the CDB 5 office alternatives. In comparison to the No Action alternative, the MRM intensity office alternatives would produce only a minor increase in flows, but the CDB 5 intensity office alternatives would generate approximately 220% of the flow of the No Action Alternative.

### *Alternative 2 (Residential)*

The overall increase would be approximately 45% for the MRM residential alternatives, and 95% for the CDB 5 residential alternatives. The MRM intensity residential alternatives would produce approximately 25% less flow than the No Action alternative, but the CDB 5 intensity residential alternatives would result in approximately 150% of the flow produced by the No Action alternative.

### PIPE CAPACITY ANALYSIS

The City's wastewater conveyance system in the vicinity of the proposed development sites was analyzed using the projected sewer flows described in Table 3.7-6 to determine whether downstream sewers have sufficient capacity to convey the projected peak flow rates.

Results of the analysis for all alternatives, including existing conditions and No Action alternative, predict surcharging (pressurized pipes with water levels above the top of the pipe in catch basins and manholes) in the 24-inch diameter pipe section within Central Way, directly upstream of a newly upsized 48-inch pipe that discharges to the KC Kirkland Lift Station. This is consistent with the previous analysis performed for the Parkplace redevelopment. Although the different alternatives would result in varying levels of increased flow rates along this section of pipe, the No Action alternative already shows that the pipe is at or near capacity, so any redevelopment beyond the MRM site would increase the projected peak flow rates beyond the pipe capacity, and pipe upsizing improvements will be necessary at this location under all development alternatives. Results of the analysis for Alternatives 1b, 2b, and 2c show moderate surcharging in the 8-inch pipe on 6<sup>th</sup> Street between 4<sup>th</sup> Avenue and Central Way.

Outside of the conveyance system described above, the other piping downstream of the three possible redevelopment sites appears to have adequate capacity to accommodate the future flows, including the additional flows from the redevelopment alternatives. The peak flow rates in this analysis are conservative, since hydraulic modeling software was not used to attenuate the peak flows based on travel times from the various mini-basins tributary to the 6<sup>th</sup> Street, Central Way and 3<sup>rd</sup> Street sewers. Attenuation of the flows would reduce, and could potentially alleviate the surcharging.

## Mitigation Measures

### ***Incorporated Plan Features***

None.

### ***Applicable Regulations and Commitments***

Pursuant to City Code, utility improvement costs associated with development projects are generally the responsibility of the developer, though the precise amount is dependent on a variety of factors, including timing and funding of planned capital improvements.

### Other Potential Mitigation Measures

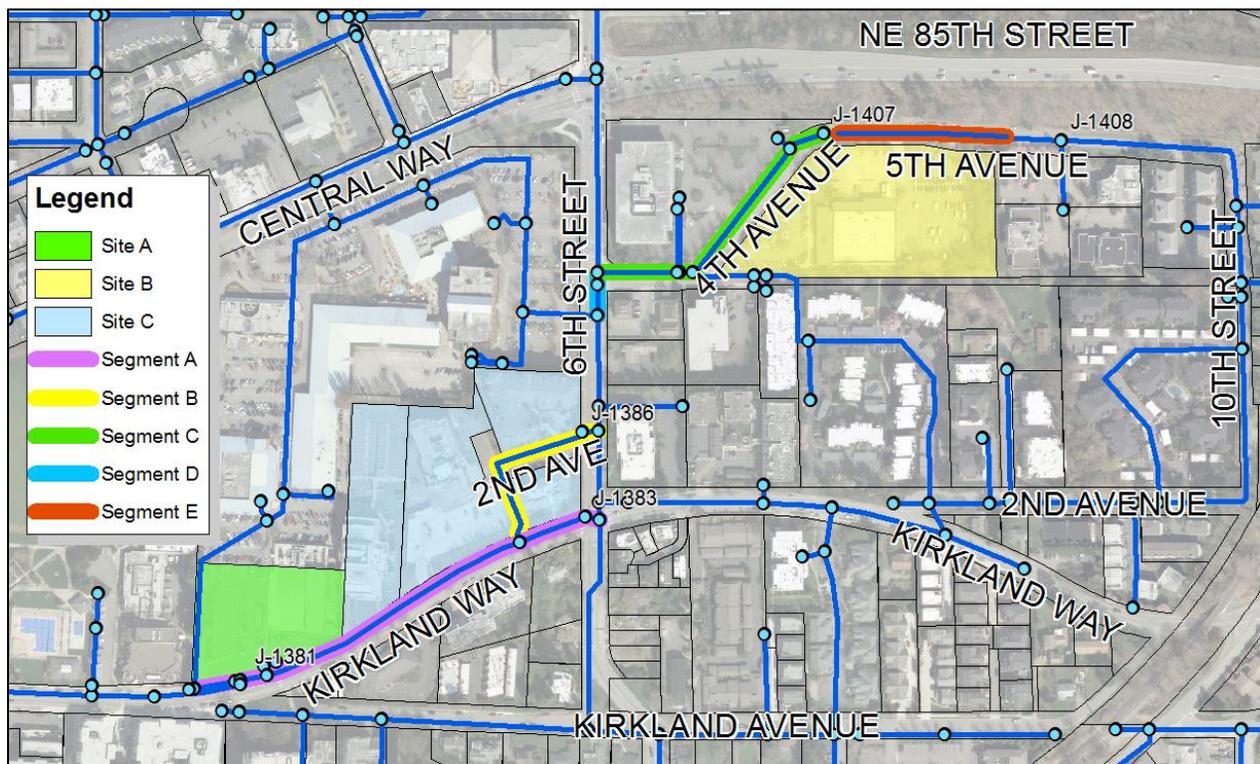
#### WATER

##### No Action, MRM, and CBD 5 Alternatives

Improvements needed to correct existing fire flow deficiencies in the study area and meet the needs of the system through 2032 include the following, which are illustrated in Figure 3.7-1:

- Segment A: Replace approximately 1,100 linear feet of existing 8-inch water main in Kirkland Way with new 12-inch water main between 6<sup>th</sup> Street and the intersection of Kirkland Way and Kirkland Avenue. This improvement is a portion of CIP Project No. 194 in the Draft 2013 Water System Plan. This project is not currently listed as a funded capital project in the City's 2013-2018 Capital Improvement Program.
- Segment B: Replace approximately 440 linear feet of existing 8-inch water in 2<sup>nd</sup> Avenue with 12-inch water main between Kirkland Way and 6<sup>th</sup> Street. This improvement is a portion of CIP Project No. 194 in the Draft 2013 Water System Plan. This project is not currently listed as a funded capital project in the City's 2013-2018 Capital Improvement Program.
- Segment C: Replace approximately 650 linear feet of existing 8-inch water main in 4<sup>th</sup> and 5<sup>th</sup> Avenues with 12-inch water main between 6<sup>th</sup> Street and the existing Site B service connection. This improvement is a portion of CIP Project No. 187 in the Draft 2013 Water System Plan. This project is not currently listed as a funded capital project in the City's 2013-2018 Capital Improvement Program.

Figure 3.7-1. Water System Improvement Segments



Source: RH2 Engineering, 2013.

*Off-Site Redevelopment Alternatives*

The Post Office Site Redevelopment Alternatives (1B and 2B, partial and full) would require additional improvements beyond those necessary to resolve the existing fire flow deficiencies. Segment C will need to be replaced with a 16-inch water main, rather than the 12-inch water main size needed for the existing, MRM, and CBD 5 alternatives. Two additional segments, Segments D and E, illustrated in Figure 3.7-1, will also be required to serve these alternatives. A summary of these improvements is as follows.

- Segment D: Replace approximately 80 linear feet of existing 8-inch water main in 6<sup>th</sup> Street with new 16-inch water main between the intersection of 6<sup>th</sup> Street and 4<sup>th</sup> Avenue, and an existing connection to a Park Place water main loop approximately 80 feet south. This improvement is a portion of CIP Project No. 170 in the City’s Draft 2013 Water System Plan, although the Plan only requires a 12-inch water main to meet the existing fire flow requirements for the Post Office site. This project is not currently listed as a funded capital project in the City’s 2013-2018 Capital Improvement Program.
- Segment E: Replace approximately 300 linear feet of existing 8-inch water in 5<sup>th</sup> Avenue with 16-inch water main between the existing Post Office site service connection and the eastern side of site. This improvement is a portion of CIP Project No. 187 in the City’s Draft 2013 Water System Plan, although the Plan only requires a 12-inch water main to meet the existing fire flow requirements of the Post Office site. This project is not currently listed as a funded capital project in the City’s 2013-2018 Capital Improvement Program.

*Summary of Necessary Improvements*

It is recommended that additional analyses be performed once an alternative is selected and the fire flow requirements have been identified for the proposed building(s) to ensure that the City’s water system compliments the proposed on-site fire suppression system. A summary of the improvements required to meet the future planning level fire flow requirement for the year 2032 system is shown in Table 3.7-7. The cost to increase the capacity of existing water mains is included in the City’s future development charges, as described in the financial analysis chapter of the City’s Draft 2013 Water System Plan.

**Table 3.7-7. Identified Water System Improvements**

| Improvement Segment  | Length (linear feet) | Required to Resolving Existing Deficiencies | Proposed Action Alternatives |              |           |       |           |       |              |           |       |
|--|----------------------|---|------------------------------|--------------|-----------|-------|-----------|-------|--------------|-----------|-------|
|  |                      |   | 1A                           | 1B (Partial) | 1B (Full) | 1 C   | No Action | 2A    | 2B (Partial) | 2B (Full) | 2C    |
| <b>Water Main Replacement Diameter (inches)</b>                |                      |   |                              |              |           |       |           |       |              |           |       |
| Segment A  | 1,100                | 12  | 12                           | 12           | 12        | 12    | 12        | 12    | 12           | 12        | 12    |
| Segment B  | 440                  | 12  | 12                           | 12           | 12        | 12    | 12        | 12    | 12           | 12        | 12    |
| Segment C  | 650                  | 12  | 12                           | 16           | 16        | 12    | 12        | 12    | 16           | 16        | 12    |
| Segment D  | 80                   | ---   | ---                          | 16           | 16        | ---   | ---       | ---   | 16           | 16        | ---   |
| Segment E  | 300                  | ---   | ---                          | 16           | 16        | ---   | ---       | ---   | 16           | 16        | ---   |
| <b>Length of Water Main Replacement Required (linear feet)</b> |                      |   |                              |              |           |       |           |       |              |           |       |
| 12-inch Water Main Replacement                                 |                      | 2,190                                       | 2,190                        | 1,540        | 1,540     | 2,190 | 2,190     | 2,190 | 1,540        | 1,540     | 2,190 |
| 16-inch Water Main Replacement                                 |                      | 0   | 0                            | 1,030        | 1,030     | 0     | 0         | 0     | 1,030        | 1,030     | 0     |
| Total 12-inch and 16-inch                                      |                      | 2,190                                       | 2,190                        | 2,570        | 2,570     | 2,190 | 2,190     | 2,190 | 2,570        | 2,570     | 2,190 |

SEWER

*All Alternatives*

- Upsizing the existing 8-inch diameter pipe on 6<sup>th</sup> Street between 4th Avenue and Central Way to 12-inch diameter pipe. Since the upstream piping on 6<sup>th</sup> Avenue is listed as 12-inch, all pipe sizing and slopes should be verified, particularly this 8-inch diameter section.
- Upsizing the existing 24-inch pipe at the intersection of Central Way and 3rd Street to 48-inch diameter pipe. This is consistent with the improvements already performed by King County for the Kirkland Lift Station. This section of pipe installation would involve a crossing perpendicular to multiple lanes of Central Way, and may contain utility conflicts. Therefore, a minimum pipe diameter for this improvement is approximately 30-inches, to be verified with a backwater analysis.
- Although the 6-inch pipe on Kirkland Way appears to have adequate capacity for all proposed alternatives at the MRM site, it does not meet current DOE standards for minimum pipe size for Public Sewers. This pipe should be upsized to 8-inch diameter to meet those minimum requirements. The pipe size and slope should be determined to verify that it does have sufficient capacity to accept projected flows in the interim. Otherwise, for development of the MRM site alone, no other pipes appear to need upsizing.

### **Significant Unavoidable Adverse Impacts**

With the incorporation of the mitigation measures listed above, no significant unavoidable adverse impacts related to utility service are anticipated.

## 4.0 REFERENCES

### 4.1 Personal Communication

#### Sections 3.1 to 3.3 – Land Use Patterns, Relationship to Plans and Policies, and Population, Housing, and Employment

Shields, Eric. 2013. Email from Eric Shields, City of Kirkland, to Lisa Grueter, BERK Consulting, regarding preliminary buildable lands capacity analysis. October 15.

Stewart, Paul. 2013. Email from Paul Stewart, City of Kirkland, to Lisa Grueter, BERK Consulting, regarding business licenses and jobs by neighborhood. October 15.

#### Section 3.6 – Public Services

Lehman, Heather. 2013. E-mail from Heather Lehman, North East King County Regional Public Safety Communication Agency (NORCOM) to Tashiya Gunesekera, BERK Consulting, regarding call volumes for Kirkland Police Department. August 15.

### 4.2 Printed References

#### Sections 3.1 to 3.3 – Land Use Patterns, Relationship to Plans and Policies, and Population, Housing, and Employment

A Regional Coalition for Housing. 2011. Housing 101 Workbook. Bellevue, WA.

City of Kirkland. 2012. City of Kirkland Comprehensive Plan. Kirkland, WA.

King County. 2012. Countywide Planning Policies. Seattle, WA.

Puget Sound Regional Council. VISION 2040. Seattle, WA.

#### Section 3.4 – Aesthetics

Federal Highway Administration (FHWA). 1988. Visual Impact Assessment for Highway Projects (FHWA-HI-88-054). US Department of Transportation.

Jones, G.R., J. Jones, B.A. Gray, B. Parker, J.C. Coe, J.B. Burnham, and N.M. Geitner. 1975. A method for the quantification of aesthetic values for environmental decision making. *Nuclear Technology* 25(4): 682-713.

#### Section 3.5 – Transportation

City of Kirkland. 2012a. Traffic Impact Analysis Guidelines. Memorandum from Ray Steiger, Public Works Director, and Eric Shields, SEPA Responsible Official, August 1.

City of Kirkland. 2012b. 2013 – 2018 Capital Improvement Program.

City of Kirkland. 2013. Comprehensive Plan, Transportation Element. Last updated April 2013.

City of Kirkland. 2008. Draft Environmental Impact Statement: Downtown Area Planned Action Ordinance. April.

Transportation Research Board. 2010. Highway Capacity Manual. Special Report 209.

Transportation Research Board. 1980. Transportation Research Circular 212.

Washington State Department of Transportation (WSDOT). 2013. I-405-NE 132<sup>nd</sup> Street Interchange Improvements. <http://www.wsdot.wa.gov/projects/i405/ne132ndstinterchange/>. Updated October 2013. Accessed October 2013.

### **Section 3.6 – Public Services**

City of Kirkland, 2012. City of Kirkland Comprehensive Plan – Public Services Element.

Kirkland Fire Department, 2011. Kirkland Fire Department 2011 Annual Report.

Kirkland Fire Department, 2012. Kirkland Fire Department 2012 Annual Report.

Lake Washington School District, 2013. Six-Year Capital Facility Plan 2013-2018. Board Approved June 24, 2013.

### **Section 3.7 – Utilities**

RH2 Engineering, 2013. MRM Kirkland EIS Water System Analysis. August 14.

Roth Hill/Stantec, 2013. Kirkland MRM EIS Sewer System Analysis. September 11.

## 5.0 ACRONYMS AND ABBREVIATIONS

|       |   |
|-------|---|
| ADD   | Average Daily Demand                              |
| C     | Capacity  |
| CBD   | Central Business District                         |
| CIP   | Capital Improvement Program                       |
| DSEIS | Draft Supplemental Environmental Impact Statement |
| EIS   | Environmental Impact Statement                    |
| FAR   | Floor-Area-Ratio                                  |
| FHWA  | Federal Highway Administration                    |
| GMA   | Growth Management Act                             |
| Gpd   | Gallons per day                                   |
| Gpm   | Gallons per minute                                |
| LOS   | Level of Service                                  |
| PSRC  | Puget Sound Regional Council                      |
| RCW   | Revised Code of Washington                        |
| SEPA  | State Environmental Policy Act                    |
| SR    | State Route                                       |
| TAZ   | Transportation Analysis Zone                      |
| TIA   | Traffic Impact Analysis                           |
| V     | Volume  |
| V/C   | Volume-to-Capacity Ratio                          |
| WAC   | Washington Administrative Code                    |

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## 6.0 DISTRIBUTION LIST

The following agencies and individuals were sent a copy of the Draft SEIS or a notice of availability.

### 6.1 Federal Agencies

U.S. Department of Fish and Wildlife

U.S. Department of Transportation

U.S. Environmental Protection Agency Region X

U.S. Postal Service, Kirkland Office

### 6.2 Tribes

Muckleshoot Indian Tribe, Environmental Division, Fisheries Department

### 6.3 State and Regional Agencies

ARCH, A Regional Coalition for Housing

Association of Washington Cities

King County Department of Transportation, Transportation Plan Section

King County Wastewater Treatment Division

Puget Sound Clean Air Agency

Puget Sound Partnership

Puget Sound Regional Council

Washington State Department of Archaeology and Historic Preservation

Washington State Department of Commerce, Growth Management Services

Washington State Department of Ecology

Washington State Department of Fish and Wildlife

Washington State Department of Transportation

Washington State Environmental Council

### 6.4 Services, Utilities, and Transit

Cascade Water Alliance

City of Kirkland Fire Department

King County Hospital District 2, Evergreen Healthcare

King County Metro Transit

King County Library System

Kirkland/King County Library

Lake Washington School District

Northshore Utility District

Puget Sound Energy

Public Health Seattle and King County

Sound Transit

## **6.5 Community Organizations**

Arts and Cultural Council

Audubon Society, Eastside Chapter

Forterra

Everest Neighborhood Association

Friends of Youth

Futurewise

Kirkland Downtown Association, Executive Director

Kirkland Alliance of Neighborhoods

Kirkland Chamber of Commerce

Kirkland Heritage Society

Kirkland Interfaith Transitions in Housing

Kirkland Performance Center

Moss Bay Neighborhood Association

Sierra Club Northwest Regional Office

## **6.6 Newspapers**

Kirkland Reporter

Seattle Times

## **6.7 Adjacent Jurisdictions**

City of Bellevue Planning Department

City of Bothell, Planning and Community Development

City of Kenmore Planning Department

City of Redmond

City of Woodinville Planning Department

## **6.8 Others**

Parkplace, LLC

Participants in scoping process (See Appendix A)

Parties of record based on City MRM PAR web page interest

# APPENDIX A: SCOPING

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**DETERMINATION OF SIGNIFICANCE AND  
REQUEST FOR COMMENTS ON SCOPE OF  
SUPPLEMENTAL EIS**

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**Description of proposal:** The City of Kirkland is considering proposed amendments to its Comprehensive Plan, Zoning Code, Zoning Map and Municipal Code Design Guidelines related to a Private Amendment Request (PAR) for 434 Kirkland Way. The PAR asks to increase permitted height from the current 3-5 story maximum to 8 stories and to allow additional residential uses on the entire site. The existing zoning allows residential uses only: (1) On properties with frontage on Second Avenue; and (2) Within 170' of Peter Kirk Park provided that the gross floor area of the use does not exceed 12.5% of the total gross floor area for the subject property. The PAR property is part of the CBD 5 zone. The City will study the entire CBD 5 zone in the Supplemental EIS.

**Proponent:** MRM Kirkland, LLC

**Location of proposal:** 434 Kirkland Way (entire CBD 5 zone will be studied). The CBD 5 zone is generally located east of Peter Kirk Park, west of 6<sup>th</sup> Street, north of Kirkland Way and south of the Parkplace Shopping Center.

**Lead agency:** City of Kirkland

**EIS required:** The lead agency has determined this proposal is likely to have a significant adverse impact on the environment. As required under WAC 197-11-405, the Supplemental Environmental Impact Statement (SEIS) will be prepared as an addition to the existing EIS and Supplemental EIS that were produced as part of the Parkplace project review. This Downtown Area Planned Action Ordinance Environmental Impact Statement (Final EIS issued in October of 2008) and the Supplemental Planned Action Environmental Impact Statement (Final SEIS issued in May of 2010) are available at the following site.

<http://www.kirklandwa.gov/depart/Planning/Development/Parkplace.htm>

The lead agency has determined that the SEIS will consider potential impacts associated with land use, plans and policies, aesthetics, transportation, public services, and utilities.

**Scoping:** Agencies, affected tribes, and members of the public are invited to comment on the scope of the EIS. Mail written comments to the Responsible Official at the address below or e-mail comments to [aruggeri@kirklandwa.gov](mailto:aruggeri@kirklandwa.gov). The deadline for giving your comments is **May 9, 2013 at 5:00pm** (21 days from issuance and publication).

**Responsible official:** Eric R. Shields, care of Angela Ruggeri  
**Position/Title:** Director, Department of Planning and Community Development  
**Email/Phone:** [eshields@kirklandwa.gov](mailto:eshields@kirklandwa.gov) (425) 587-3226

Address: **City of Kirkland, 123 Fifth Avenue, Kirkland, WA 98033**

Date: April 18, 2013 Signature: Eric Shields

Questions on the determination of significance, contact: **Angela Ruggeri, Project Planner, [aruggeri@kirklandwa.gov](mailto:aruggeri@kirklandwa.gov) 425-587-3256.**

The determination of significance may be appealed to:

To: **Nancy Cox Environmental Coordinator**  
At: **City of Kirkland, 123 Fifth Avenue, Kirkland, WA 98033**  
No later than: **April 25, 2013 at 5:00pm**

By: **Written Notice of Appeal containing a brief and concise statement of the matter being appealed, the specific components or aspects that are being appealed, the rationale or contentions on appeal, a statement demonstrating standing to appeal, and any supplemental information for consideration. The appeal must be accompanied by a fee of \$207 plus a \$2.69 technology fee.**

Contact Nancy Cox at (425) 587-3228 to ask about the procedures for SEPA appeals.

# City of Kirkland

## MRM Private Amendment Request Supplemental Environmental Impact Statement

### Scoping Summary

#### Introduction

The MRM site is located at 434 Kirkland Way, and is 74,200 square feet (1.7 acres) in size. The site currently contains a building of 21,258 square feet and surface parking.

The MRM Private Amendment Request (PAR) would amend the Kirkland Comprehensive Plan and Central Business District 5 (CBD 5) zoning to allow more intensive development. The proposed amendment would allow eight stories in building height (100 feet) rather than five stories (67 feet) as currently permitted, and would allow more intensive residential use, which is currently limited to 12.5% of the gross floor area for the MRM site (KZC 50.35.110). The City of Kirkland (City) has determined that the proposal requires study in a programmatic Environmental Impact Statement (EIS) pursuant to the State Environmental Policy Act (SEPA). Since the site was included in a prior EIS, the City indicated the MRM PAR would be reviewed in a Supplemental EIS (SEIS). The City issued a combined determination of significance and scoping notice on April 18, 2013. While the SEPA Rules do not require scoping for an SEIS, the City decided it would be desirable to solicit public additional input on the scope of the SEIS. At the close of a 21-day written comment period, on May 9, 2013, the City received five comment letters or emails.

Comments and the approach to the SEIS analysis are described below. See Exhibit 1. Full copies of the comments are attached to this document.

#### Exhibit 1. Summary of Comments Received – MRM Scoping Process

| Name/Agency/Date                                     | Summary  | Supplemental EIS Review Approach  |
|--|--|---|
| 1. Margaret Bull, Citizen, May 7, 2013               | <p>Concerned about city services, especially demand on fire protection to serve building greater than 5 stories</p> <p>Need to review traffic on 108<sup>th</sup> NE and 6<sup>th</sup> Street</p> <p>Need to address cumulative effect of development accounting for other projects, rather than only looking at individual impacts</p> <p>5 stories will have an impact but 8 stories will have a greater impact</p> | <p>The MRM SEIS programmatically addresses impacts to public services including fire protection. The SEIS also addresses traffic and aesthetics impacts at a programmatic level.</p> <p>The SEIS considers the impacts of numerous alternatives, including an off-site alternative, as well as potential cumulative impacts of development in the CBD 5 zone.</p> |
| 2. Robert and Vera Ellen Fahl, Citizens, May 6, 2013 | <p>Opposed to MRM PAR</p> <p>Concerned about character, traffic, safety, comfort</p> <p>Have surplus of commercial space</p>   | <p>The MRM SEIS programmatically addresses impacts to land use, aesthetics, traffic, and public safety (effects on police and fire protection services).</p>  |
| 3. Jan Olson, Citizen, April 30, 2013                | <p>Opposed to MRM PAR</p> <p>Want to retain 5 stories in height to maintain downtown character</p> <p>Concerned about traffic, increased density, and increased foot traffic and access near Peter Kirk Park</p>   | <p>The MRM SEIS programmatically addresses impacts to land use, aesthetics, traffic, and parks and recreation including the adjacent Peter Kirk Park.</p>   |

| Name/Agency/Date  | Summary   | Supplemental EIS Review Approach   |
|---|---|--|
| 4. Scott Shinstrom, Waverly Park Partnership, May 3, 2013 | <p>Have building at 525 Kirkland Way under current codes to blend in</p> <p>An 8 story mostly residential building would be large, out of place, and set a precedence for other sites to make a change</p> <p>Do not make a drastic change</p>  | <p>The MRM SEIS programmatically addresses land use and aesthetics. The SEIS considers potential effects of additional 8 story buildings in the CBD 5 zone.</p>  |
| 5. Brent Carson, Van Ness Feldman GordonDerr              | <p>Carefully evaluate land use, plans and policies, aesthetics and transportation. Add an optional economic analysis.</p>   | <p>The SEIS programmatically addresses land use, plans and policies, aesthetics and transportation. The City has voluntarily prepared an economic and fiscal analysis as a separate study.</p>   |
|   | <ul style="list-style-type: none"> <li>Land Use: Address the ability to attract investment of quality companies, existing and future demand for office space, sufficient zoning for office in the City and Downtown, sufficient multifamily zones and demand in the City and Downtown, and ability to meet growth targets for commercial and multifamily. Consider historic choices made by development community when zoning has allowed either office or residential, and how this applies to future land use changes if the MRM proposal is approved.</li> </ul> | <p>The land use analysis programmatically addresses land use patterns, land use compatibility and activity levels. It also addresses current housing and employment conditions, land capacity for growth under different alternatives, and a discussion of how the alternatives would affect the City’s ability to meet its growth targets in the King County Countywide Planning Policies. Several of the topics described by the commenter are addressed in the Fiscal and Economic analysis. See below.</p> |
|   | <ul style="list-style-type: none"> <li>Plans and Policies: Assess consistency of MRM with vision of Moss Bay Neighborhood Plan and East Core Frame, including impact of height increases and precedents set. Particular policies identified for analysis.</li> </ul>  | <p>The SEIS evaluates the alternatives for consistency with state, regional, countywide, and city plans and policies including GMA Goals, VISION 2040, King County Countywide Planning Policies, and the City of Kirkland Comprehensive Plan including the Moss Bay Subarea Plan.</p>  |
|   | <ul style="list-style-type: none"> <li>Aesthetics: Evaluate views from surrounding properties as well as impacts of light, shade, and glare. Examine impacts of tall development on Kirkland Performance Center and 2-3 story buildings across Kirkland Way.</li> </ul>   | <p>The SEIS addresses height, bulk, and scale impacts in an aesthetics section, including shade and shadow. City policy is to protect public views not private views.<sup>1</sup></p>  |
|   | <ul style="list-style-type: none"> <li>Public Benefits: Review public benefits received from Parkplace in exchange for increased height – what are comparable public benefits that might be required from MRM if PAR is approved?</li> </ul>  | <p>Public benefits are not an element of the environment. However, some mitigation measures specific to the proposal that are identified in the SEIS may also provide a benefit to the public. The Parkplace project was a project-specific rezone and was of much greater scale and may not be directly comparable.</p>   |
|   | <ul style="list-style-type: none"> <li>Traffic: Evaluate additional vehicle miles travelled (VMT) from allowing shift of office to multifamily given most of Kirkland community works outside of Kirkland.</li> </ul>   | <p>The SEIS addresses transportation impacts of the proposal on the City’s transportation system and cumulative traffic based on the City’s concurrency model.</p>   |

<sup>1</sup> Policy CC-4: 5 Protect public scenic views and view corridors.

| Name/Agency/Date | Summary   | Supplemental EIS Review Approach   |
|------------------|---|--|
|                  | <ul style="list-style-type: none"> <li>▪ Economics: Examine impacts of policy shift from creating a strong employment base emphasizing office development to other uses. Examine economic impact of MRM proposal on existing business including turnover, type of tenant, average wages, and type and number of jobs. Also evaluate economic impact of view blockage from 8 story development on existing businesses and owners.</li> </ul> | <p>As the commenter noted in his letter, an economic analysis is not required by SEPA. However, the City is voluntarily addressing the following non-environmental topics pertinent to the programmatic action in a separate study:</p> <ul style="list-style-type: none"> <li>▪ Economic impacts (effects on economic activity, employment, etc.) of different land use mixes proposed in the alternatives. Analysis of specific market segments, wages and similar issues is not proposed.</li> <li>▪ Fiscal impacts (effects on city costs and revenue) including the fiscal implications of different land use alternatives on public services costs and tax revenue implications of the alternatives.</li> </ul> <p>As noted above, City policy is to protect public views not private views. The environmental impacts of view blockage are evaluated in the SEIS.</p> |

**From:** Margaret Bull [mailto:wisteriouswoman@gmail.com]  
**Sent:** Tuesday, May 07, 2013 5:54 PM  
**To:** Angela Ruggeri  
**Subject:** MRM

Hi Angela,

I have concerns about the MRM project.

One of the significant questions about the Park Place proposal regarded city services. The fire marshal said that it takes greater resources to respond to a fire for buildings over 5 stories. It is a lot more complicated.

I think this needs to be considered when the environmental review for the MRM project is underway. The budget may not be there to increase our fire departments capabilities. We are already staffing some stations using volunteers.

The other thing that needs to be reviewed is the traffic impact on 108<sup>th</sup> Ave NE/ 6<sup>th</sup> Street. Kirkland can only absorb a certain amount of traffic flow because the downtown is trapped between the lake and the freeway. As an arterial 108<sup>th</sup> is one of the main roads into Kirkland from the south and it will be greatly affected by the South Kirkland Park and Ride development, the Park Place Project, the Google project and the housing development projects that have already been approved in the downtown core.

I have concerns that the supplemental EIS won't take into account the total impact this project will have if it is built to 8 stories because we are only guessing what the impact of all the other projects will have on traffic and city services once they are built. Projects get approved individually so it is hard to assess the domino effect of many properties being developed in the same area within a 10 year time period. I really question how well a computer model can assess the impact of 8 or so projects all at once. We know a 5 story building will have an impact but it will be a lot less of an impact than an 8 story building.

Best Regards,

Margaret Bull

**From:** srt1404@yahoo.com [mailto:srt1404@yahoo.com]  
**Sent:** Monday, May 06, 2013 6:47 PM  
**To:** Angela Ruggeri  
**Subject:** Environmental Impact Statement (EIS)

Dear Ms. Ruggeri -

Having lived in Hawaii the majority of our lives, in Chicago for six years and in Tokyo, Japan for five, we were on a mission to find everything that we loved of each place for retirement in one. Kirkland was it. Since investing in a condo in downtown Kirkland, we have come to appreciate the small town feel, the amenities that suit our needs and the casual walkability of the place.

We are of the mind that any sizeable addition to the downtown area would severely detract from the quality of life for its residents and lessen the specialness that makes it so inviting for visitors/day trippers to Kirkland as well as add to the already existing traffic congestion. The impact of the development proposed for Lake Street/behind Hector's Restaurant along with the PAR request for increase of CBD 5 is unthinkable. As it is, it took friends two hours of sitting in traffic to make it to Marina Park last week Friday.

We urge you and the City of Kirkland, Department of Planning and Community Development to deny the PAR request for increase from the current permitted height limit of a 3-5 story maximum to 8 stories for 434 Kirkland Way.

There already exists a surplus of commercial space, we simply do not need anymore.

Please keep Kirkland Kirkland. The community and it's safety and comfort should take precedence over any business(es) or investor(s) wanting to change the character and footprint of such a unique and beautiful area.

Regards -

Robert and Vera Ellen Fahl

703 4th Ave #204

Kirkland, WA 98033

**From:** Jan Olson [mailto:janmarols@gmail.com]

**Sent:** Tuesday, April 30, 2013 9:48 AM

**To:** Angela Ruggeri

**Cc:** Jan Olson

**Subject:** Permit No. SEP13-00554, for File No. ZON11-00006; MRM Kirkland LLC

Dear Angela and City of Kirkland,

Thank you for sending the information regarding the above permit currently being addressed by the City of Kirkland Department of Planning and Community Development.

I would like to speak in opposition of the MRM Private Amendment Request ZON11-00006.

Kirkland has been a leader in community planning and reasonable development balancing the issues of growth, attractive housing and business development. I moved to Kirkland last spring after retiring from a career in public education. Having lived on the Eastside for 35 years I have watched the growth in areas such as Issaquah, Redmond, Bellevue and Kirkland. Kirkland has managed to maintain the character of a small town and the development of attractive community services and programs.

One of the decisive aspects of selecting Kirkland as my retirement home was the regulation of commercial and residential building heights. My understanding was that the city had established the maximum height of five levels which would restrict imposing development such as experienced in Bellevue downtown areas. Businesses, such as Microsoft, have developed sites in Kirkland understanding the height limitation and should not be allowed to be the "exception" and expand beyond the current regulations. Once this decision is made, it then becomes the "norm" and the character of the downtown community is permanently changed.

In addition, I am very concerned about the traffic and increased density of the proposed request. Peter Kirk Park is an admirable community feature; imposing on the foot traffic access, parking and use of this area is not in the best interests of the downtown area and residents of Kirkland.

I sincerely request that the MRM Private Amendment Request ZON11-00006 not be approved by the City of Kirkland Department of Planning and Community Development.

Sincerely,

Jan Olson

624 Kirkland Way, Unit 1

Kirkland, WA 98033

425 765-1540

**From:** Scott Shinstrom [<mailto:scott@sniiins.com>]

**Sent:** Thursday, May 02, 2013 4:05 PM

**To:** Joan McBride

**Subject:** Rezoning CBD 5

Dear Ms. McBride,

I'd like to share a few comments with you about the proposed Zone 5 Code change request. When we built our building in 1981 at 525 Kirkland Way, we did it under the current building codes in place and also had the best interests of our surrounding neighbors in mind. We wanted our building to blend with the other buildings and hoped that future development around us would do the same. As it turned out, the buildings along Kirkland Ave & Kirkland Way really compliment one another as our neighborhood developed.

Apparently, MRM Kirkland, LLC wants to push the height and occupancy button on the old Hardware Store site one more time. This has been tried once before and the council did the prudent thing to say "no, this doesn't fit." An 8 story, mostly residential building would be monstrous on that site and completely out of place. And think of the domino effect this will cause if you do approve such a zoning change. That would open doors for other property owners closer to the water to ask for more relaxed zoning height restrictions. If you change the zoning and grant 8 stories here, can the old Antique Mall site get 6 or 7 stories? Imagine what Park Lane owners would want when they combine to redevelop. Our family also owns another building on the lake side of Lake Street South. Gosh, if 8 stories of residential is approved in CBD 5, shouldn't we be allowed at least 4 stories? This would ruin what we love about Kirkland.

We have no problem if MRM designs and builds within current city codes. We are not in favor of a drastic code change that allows too many stories and inappropriate occupancies. Please keep Kirkland charming and don't let it become the next Bellevue.

Thank you,

Scott Shinstrom

Waverly Park Partnership

**VanNess  
Feldman  
GordonDerr**  
ATTORNEYS AT LAW  
SEATTLE, WA - WASHINGTON, DC

RECEIVED  
MAY 07 2013  
AM \_\_\_\_\_ PM  
PLANNING DEPARTMENT  
BY \_\_\_\_\_

Millennium Tower  
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(206) 623-4986 F  
(206) 623-9372 P

May 6, 2013

Eric R. Shields  
c/o Angela Ruggeri  
City of Kirkland  
Department of Planning & Community Development  
123 Fifth Avenue  
Kirkland, WA 98033

RE: Scoping Comments for File No. ZON11-00006 (SEP13-00554)

Dear Mr. Shields:

I am writing in response to the Determination of Significance and Request for Comments on Scope of Supplemental EIS issued April 18, 2013 for MRM's Private Amendment Request.

As you know, MRM's proposal seeks to eliminate the City's long-standing land use policies and code provisions that restrict multifamily use in CBD-5 in order to promote the development of Class-A office in this zone and thereby expand and retain high-wage employment in the City's downtown core. MRM also proposes to eliminate the 5-story height limit in CBD-5.

The SEIS being prepared by the City must carefully evaluate the impacts of MRM's proposal on land use, plans and policies, aesthetics, and transportation. In addition, because MRM's request impacts fundamental economic policies of the City, the SEIS should incorporate an optional economic analysis as allowed under WAC 197-11-440(8).

#### **Land Use**

With regard to land use, the SEIS must examine the adverse effects this proposal will have on existing and future uses in CBD-5 and surrounding zones. It must examine how MRM's proposal may impact the ability to attract the investment of quality companies and tenants in to the downtown core. In this analysis, the City must consider the existing and future demand for office space in downtown Kirkland and the anticipated supply. It must consider whether the City has sufficient zoning for first-class office development in the City as a whole and in the Downtown. The SEIS must examine whether the City is on target for achieving its GMA goals for employment in the City. The SEIS should also assess the City's need for more multifamily zoned property in the City as a whole and in the Downtown. The City should assess whether it is on target for achieving its GMA goals for development of multifamily units.

The Seattle Office of Van Ness Feldman, A Limited Liability Partnership

Eric R. Shields  
c/o Angela Ruggeri

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As part of its SEIS analysis of land use, the City should consider the historic choices made by the development community in Kirkland when zoning has allowed either office or multifamily use and apply this analysis to the future land use changes that would be expected by approval of MRM's proposal.

### **Plans and Policies**

The SEIS must assess the overall consistency of MRM's proposal with the vision for and policies of the Moss Bay Neighborhood and East Core Frame. The City should consider the impact of future height increase requests if the City establishes a precedent of approving such requests without any identified public benefit. Additionally, the SEIS should evaluate the proposal's compatibility with the following comprehensive plan policies:

***Policy LU-3.2: Encourage residential development within commercial areas.***

*"Residential use should not displace existing or potential commercial use."*

***Policy LU-5.2: Maintain and strengthen existing commercial areas by focusing economic development within them and establishing development guidelines.***

*"Concentration also allows businesses to benefit from proximity to each other. Intensification, rather than expansion of the boundaries of existing commercial areas into surrounding residential neighborhoods, is desirable."*

***Policy LU-4.4: Consider neighborhood character and integrity when determining the extent and type of land use changes.***

*"Community character is most clearly expressed through the Neighborhood Plans."*

*"Because [the East Core Frame] provides the best opportunities in the Downtown for creating a strong employment base, redevelopment for office use should be emphasized."*

***Policy ED-1.5: Encourage clusters of complementary businesses.***

***Policy ED-2.4: Consider the economic effects on businesses and the economic benefit to the community when making land use decisions.***

***Policy ED-3.1: Promote economic success within Kirkland's commercial areas.***

***Policy ED-3.3: Encourage infill and redevelopment of existing commercial areas consistent with the role of each commercial area.***

### **Aesthetics**

The SEIS should evaluate the impact such development would have on views from surrounding properties as well as impacts of light, shade and glare. Impacts from such tall

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Eric R. Shields  
c/o Angela Ruggeri

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development on the Kirkland Performance Center and on the two and three story buildings across Kirkland Way should also be examined.

#### **Public Benefits**

When the City granted increased height limits to Parkplace, the City received, in turn, commitments for certain public benefits. As part of the SEIS, the City should review the public benefits received from Parkplace in exchange for the increased height and example the types of comparable public benefits that might be required from MRM in exchange for such a height increase.

#### **Traffic**

Kirkland's Comprehensive Plan states that 77% of our workforce travels to other cities to work (I-7). The proposed amendment would exacerbate the problem by compromising the employment potential of the CBD-5 zone. The SEIS should evaluate the additional vehicle miles of travel expected from allowing this shift from office to multifamily.

#### **Economics**

As noted above, MRM's proposal seeks to change a fundamental economic policy of the City's Comprehensive Plan which recognizes that this area provides the best opportunities in the Downtown for creating a strong employment base and recommends emphasizing redevelopment for offices uses (XV.D-8). That policy was adopted based upon an economic study that identified the importance of having a strong core Class – A office center to encourage and retain high-wage jobs in the downtown core. Because MRM is seeking to eliminate this fundamental economic policy, the City's SEIS should closely examine the economic impacts of this policy shift. Such an economic analysis is allowed by SEPA (see WAC 191-11-440(8)).

The SEIS should examine the economic impact of MRM's proposal on existing businesses in the CBD-5 zone including turnover; type of tenants, rents paid; average wages paid; and the number and type of jobs expected to be lost. The SEIS should also evaluate the economic impact of view blockage from 8-story development on existing businesses and owners in the vicinity.

Thank you for your consideration. Please add me as a party of record for this project to ensure I receive future notices and correspondence.

Very truly yours,



Brent Carson

BC:kl

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# APPENDIX B: OFFSITE ALTERNATIVES MEMO

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## MEMORANDUM

**DATE:** August 19, 2013

**TO:** Angela Ruggeri, City of Kirkland, Planning Department

**cc:** Richard Weinman, Weinman Consulting LLC

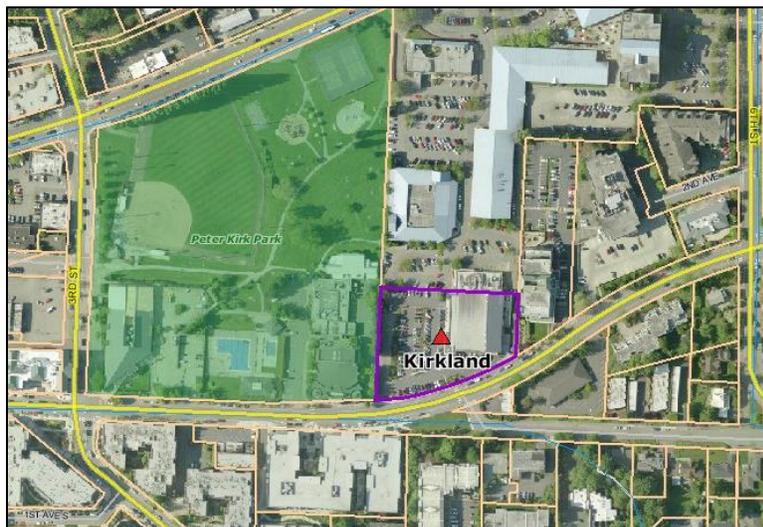
**FROM:** Lisa Grueter, AICP, Manager, BERK

**RE:** Documentation of MRM Offsite Alternative Site Selection

### Introduction: Proposal and Purpose

The MRM Private Amendment Request (PAR) would amend the Kirkland Comprehensive Plan and Central Business District 5 (CBD 5) zoning to allow more intensive development. The proposed amendment would allow eight stories in building height (100 feet) rather than five stories (67 feet), and would allow additional residential uses, which are currently limited to 12.5% of the total building area. The MRM site is located at 434 Kirkland Way, and is 74,200 square feet (1.7 acres) in size. The site currently contains a building space of 21,258 square feet and surface parking. See Exhibit 2.

**Exhibit 2. MRM Site**



Source: King County Assessor 2013

A supplemental environmental impact statement (SEIS) is under preparation for the MRM PAR. The MRM SEIS would supplement the following document completed in 2010 for the Parkplace development site, which is located immediately north of the MRM site: *Comprehensive Plan Land Use, Capital Facility, and Transportation Amendments and Zoning and Municipal Code Amendments Final Supplemental Planned Action Environmental Impact Statement* (Final SEIS) (City of Kirkland, 2010).

As part of the MRM SEIS analysis, an off-site alternative will be analyzed. The State Environmental Policy Act (SEPA) Rules require consideration of off-site alternatives for legislative actions and private rezones in some situations.<sup>2</sup> This memo documents the selection of the off-site alternative location for the MRM PAR.

## Cumulative Impact Study Area

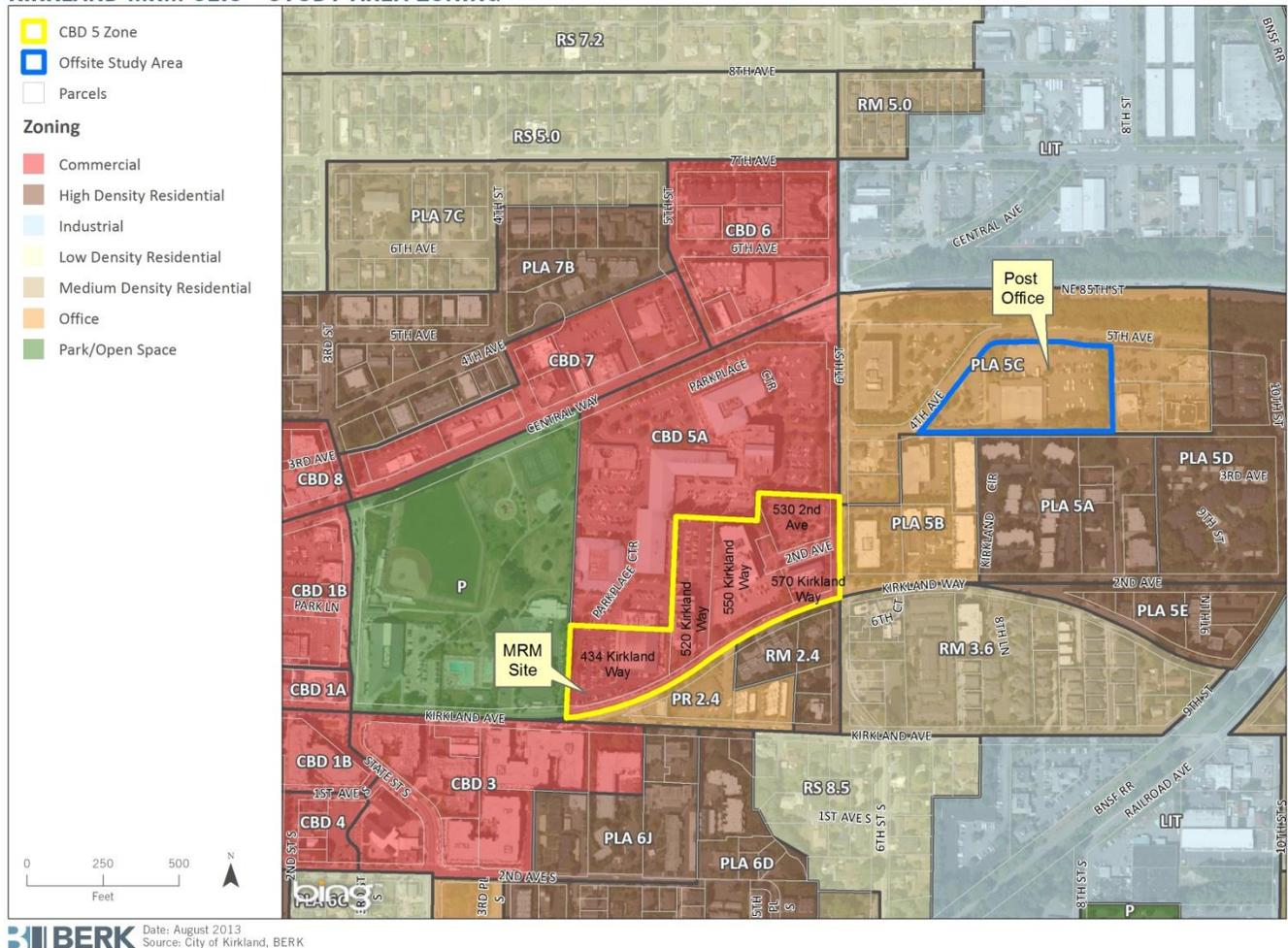
The CBD 5 zone as a whole (5.97 acres) is also being studied in the MRM SEIS in the context of potential cumulative development. See Exhibit 3. Although no action regarding the entirety of the CBD 5 zone is being proposed at this time, the MRM SEIS will also identify an off-site alternative for potential CBD 5 redevelopment.

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<sup>2</sup> See WAC 197-11-440 (5)(d), as well as Central Puget Sound Growth Management Hearings Board Case, *Davidson Serles v. City of Kirkland* (October 5, 2009), Case No. 09-3-0007c.

## Exhibit 3. Area Zoning

## KIRKLAND MRM SEIS - STUDY AREA ZONING



## Summary of Prior Site Selection Study

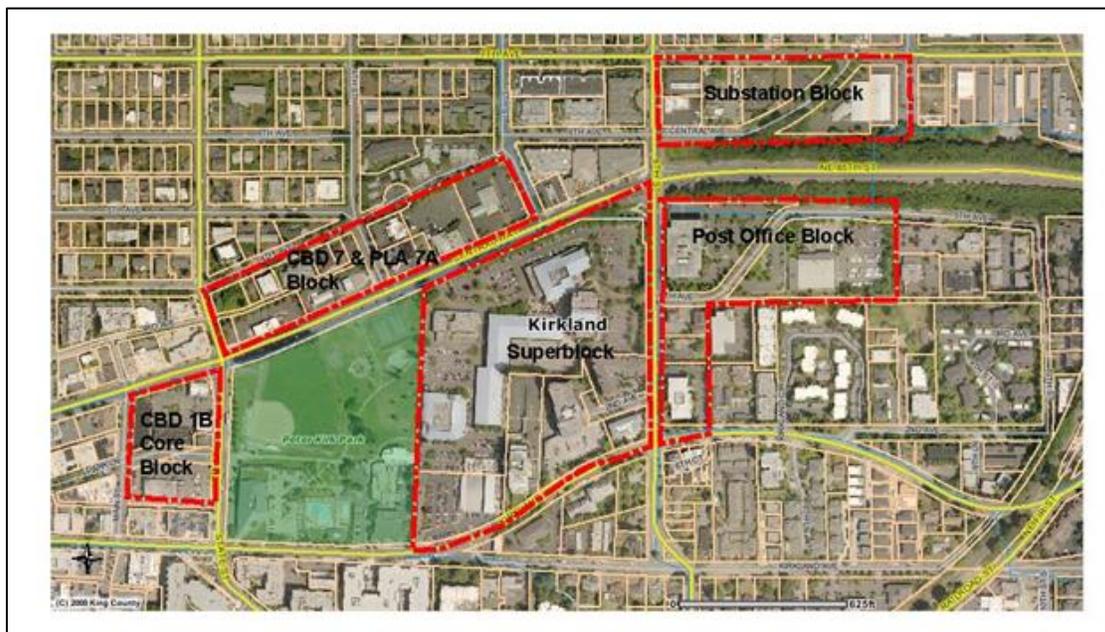
In May 2010, a Commercial Growth Alternatives Site Selection Study was prepared in association with the 2010 SEIS regarding Parkplace. The steps in the process included:

1. **Broad Site Identification and Evaluation.** This step reviewed properties citywide for their site size/development capacity, major environmental constraints, compatibility with comprehensive plan vision and policies, and extent of prior neighborhood studies. Results showed site(s) compatible with the criteria were located in or near the CBD.
2. **CBD Site Identification.** Considering the results of the broad site identification in Step 1, Step 2 identified an array of potential sites for additional employment growth in and near the CBD. Sites were reviewed for their size, and environmental or other constraints. Results of Step 2 identified five sites evaluated against objectives defined for the Parkplace proposal.
3. **CBD Sites – Focused Evaluation.** Step 3 reviewed the CBD sites identified in Step 2 against defined objectives evaluating their capacity for employment, opportunity for successful retail, ability to create amenities due to size or common ownership, neighborhood compatibility, and location in proximity to transit. Using the evaluation in Step 3, recommendations were made about alternatives to be studied further in a SEIS addressing Parkplace.

The CBD vicinity sites reviewed in Step 3 included the following five locations (see Exhibit 4):

- The Superblock (includes the MRM site)
- The Substation Block
- The Post Office Block
- CBD 7 & PLA 7B Blocks
- CBD 1B Core Block

**Exhibit 4. CBD Sites Evaluated in 2010 Site Selection Study**



Source: ICF International. 2010 in City of Kirkland 2010

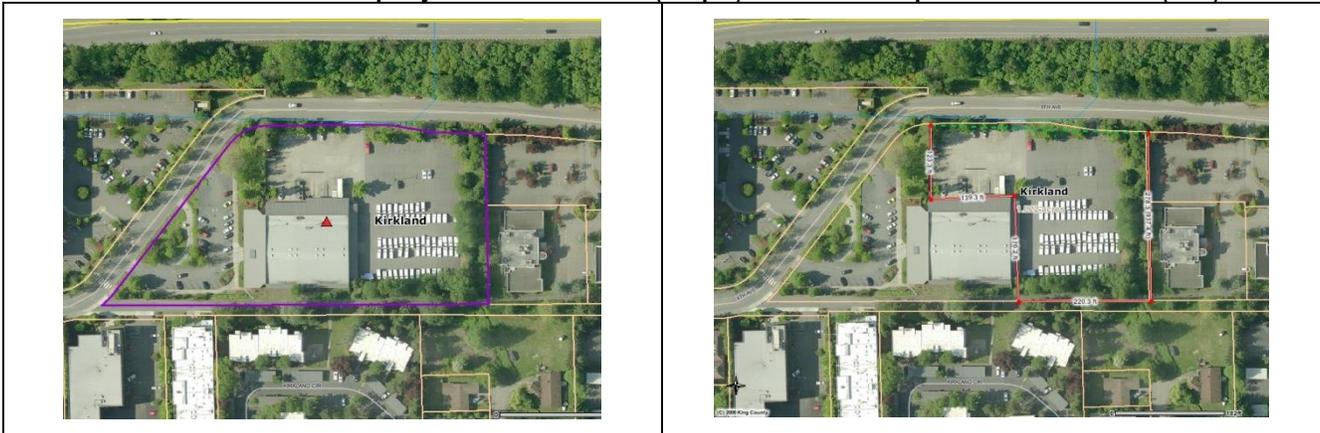
The prior site evaluation was reviewed to help identify potential alternatives to the proposed MRM PAR.

Since the MRM PAR would allow for mixed-use development, either in a retail/office configuration or a retail/housing configuration, and since the MRM site and vicinity were previously part of the 2010 site selection study, that study is considered a relevant analysis of potential sites for evaluation of off-site alternatives for the MRM SEIS.

### **Offsite Alternative: MRM SEIS**

For the purposes of the MRM SEIS, the selected off-site property consists of the Post Office property located at 8500 5th Avenue. The property encompasses 3.28 acres. See Exhibit 3 and Exhibit 5.

### Exhibit 5. Post Office Property: Whole 3.28 Acres (Purple) and Portion Equivalent to 1.8 Acres (Red)



Source: King County Assessor

The Post Office site is zoned PLA 5C and allows both office and residential uses. See Exhibit 3 for the Post Office site and its zoning.

### Onsite, Offsite, and Cumulative Development Potential

Exhibit 6 compares the area, comprehensive plan designations, zoning classifications, and site features of the MRM site, other CBD 5 sites, and the Post Office site.

The MRM site is greater than one acre. It has a floor area ratio (FAR) less than 1.0, which is considered low. The MRM PAR application is an indication of redevelopment potential.

No other applications are currently pending on the remainder of the properties zoned CBD 5 or the Post Office site (zoned PLA 5C). However, the City Council requested that the EIS for the MRM PAR also study the entire CBD 5 district. Therefore, the MRM non-project SEIS is also considering what cumulative development could theoretically occur in the CBD 5 zone, as well as on alternative sites.

## Exhibit 6. Comparison of Site Features

| Features  | MRM Site  | 520 Kirkland Way   | 530 2nd Ave   | 550 Kirkland Way   | 570 Kirkland Way  | Post Office  |
|---|---|--|---|--|---|--|
| Property Area: Square Feet (Acres)                      | 74,200 (1.7)  | 59,375 (1.36)  | 35,428 (0.81)   | 73,180 (1.68)  | 18,064 (0.41)   | 142,807 (3.28)   |
| Existing Building Area                                  | 21,258  | 47,623   | 57,192  | 75,753   | 11,700  | 20,429   |
| Comprehensive Plan Designation                          | Commercial  | Commercial   | Commercial  | Commercial   | Commercial  | Office   |
| Zoning District   | CBD 5   | CBD 5  | CBD 5   | CBD 5  | CBD 5   | PLASC  |
| Current Zoning Maximum Height                           | 67 feet   |  |   |  |   |  |
| Previous Study in 2010 SEIS                             | Yes – Superblock Alternative  | Yes – Superblock Alternative   | Yes – Superblock Alternative  | Yes – Superblock Alternative   | Yes – Superblock Alternative  | Yes – Unified Ownership Alternative  |
| Allowed Uses - Potential Adjustments to accommodate PAR | Office, retail, and limited residential allowed. Zoning amendment would be needed for greater height and residential use.   |  |   |  |   | Office and residential allowed. Zoning amendments needed for height and retail.  |
| Sensitive Areas   | None known.   | None known.  | None known.   | None known.  | Piped stream in 6 <sup>th</sup> Street ROW.   | Piped and open streams along north and east periphery of lot. Adjacent to high landslide hazard.   |
| Visibility  | Visible from viewpoints along Kirkland Way and possibly from Central Way.   |  |   |  |   | Less visible from major roads (e.g. NE 85 <sup>th</sup> ) due to hillslope.  |
| Multimodal Opportunities                                | North/south connection adjacent to Peter Kirk Park may be improved (on the south end). Good location with density close to transit center (approximately 0.25 mile). The 255 bus route runs along Kirkland Way to 6 <sup>th</sup> St. | The connection across property may be improved, though it is not a major connection. Good location with density close to transit center (approximately 0.25 mile). The 255 bus route travels along Kirkland Way to 6 <sup>th</sup> Street. |   |  | Pedestrian orientation is moderate; site is far from the Downtown core. Transit Center is significantly further away (approximately 0.53 mile). |  |
| Potential for Redevelopment                             | Building was constructed in 1964 and completely remodeled in the 1990s. FAR is less than 1.0 (0.29). PAR is an indication of redevelopment potential.   | Building was constructed in 1995. FAR is less than 1.0 (0.80). Rear parking area is about 0.62 acres in size, and could allow for infill.  | Building was constructed in 1997. FAR is greater than 1.0 (1.61). Redevelopment unlikely in planning horizon. | Building was built in 1990. FAR is just over 1.0 (1.04). Front parking area is about 0.75 acres in size, and could allow for infill. | Building was built in 1990. FAR is less than 1.0 (0.65).  | Building was built in 1984. FAR is less than 1.0 (0.14). There is a large area used for vehicle storage. Currently under public ownership; in 2010 briefly considered for lease. |

Source: 2010 Final SEIS; King County Assessor; Kirkland Zoning Code; BERK

One approach to estimating redevelopment potential is to consider a property's current FAR and potential FAR under zoning allowances. If the difference is substantial (e.g. 4 times greater, or another level of difference based on local judgment), it is possible that over a 20-year planning period the site could redevelop. (King County, June 2013)<sup>3</sup> Currently, most properties in both the CBD 5 and PLA 5C zoning districts have FARs that are less than or slightly greater than 1.0, and it is possible to achieve FARs greater than 3.0 in both zones when considering site sizes, zoning heights and setbacks.

In addition to the MRM site, there are three other sites with FARs less than or slightly greater than 1.0, located at 520, 550 and 570 Kirkland Way. For planning purposes, and to facilitate comparisons in the SEIS, an analysis of long-term, cumulative development of CBD 5 could assume that all four sites would redevelop to some degree over the next 20 years. It is possible, for example, that infill development could occur on the surface parking areas of existing buildings, such as at 520 and 550 Kirkland Way. Alternatively, it is possible to assume for planning purposes that these sites could redevelop in their entirety. Or, redevelopment could occur as infill of parking areas for some sites and redevelopment of buildings on others.

It is recommended that cumulative development in the CBD 5 zone be considered in the SEIS, which is consistent with the City Council's direction to study the entire CBD 5 zone. Further, the SEIS may also consider cumulative offsite development on the Post Office. For example, the four sites with development potential (MRM, 520 parking area, 550 parking area, and 570 Kirkland Way property) equal 3.48 acres and the Post Office site equals 3.28 acres.

## Relationship to Previous Site Selection Analysis

The Post Office site was part of the offsite analysis for the 2010 SEIS and is considered a suitable alternative site to the MRM PAR site based on the following features:

- **Mixed Use Zoning – Residential Allowances:** The Post Office site allows for residential as well as office uses. Residential development potential is one of the factors in the MRM request. The PLA 5C zone, however, would require amendment to allow for retail uses for parity with the CBD 5 zone. This can be addressed in a land use analysis in the MRM SEIS.
- **Similar Height – Alternative Location:** The Post Office site currently allows 60 feet maximum height similar to the CBD 5 zone. The Post Office site is tucked below the NE 85<sup>th</sup> Street hillslope, which could potentially limit the visibility of development from some public streets. The Post Office site is also located further from public parks and open space (e.g. Peter Kirk Park), which is a consideration in visual impact assessment.
- **Location in Proximity to CBD:** The Post Office site is located just outside the CBD to the east, but is similarly situated on the south side of NE 85<sup>th</sup> Street/Central Way as the MRM site and CBD 5 zone. A comparison of potential impacts to transportation, public services (schools and parks), and utilities can be made in the MRM SEIS.
- **Limited Sensitive Areas:** The Post Office is located adjacent to a piped stream on the north and an open channel to the east; a piped stream also exists along the eastern portion of the CBD 5 zone. Future development would need to comply with the City regulations regarding piped or open streams. Given the size of the Post Office site, is it reasonable to assume that redevelopment could be situated in a manner that complies with City standards.

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<sup>3</sup> Personal Communication. Chandler Felt, June 27, 2013. Email "Buildable Lands: instructions for measuring updated capacity" to various cities and consultants.

- **Flexible Site Size:** All or part of the Post Office site could be considered for redevelopment: A) just the portion used for vehicle storage approximately 1.8 acres, which is similar to the 1.7 acre MRM site; or B) the whole 3.28 acres, similar to the 3.48 acres of the four CBD 5 properties with redevelopment potential (MRM, 520 parking area, 550 parking area, and 570 Kirkland Way property).

# APPENDIX C: ALTERNATIVES DEVELOPMENT CAPACITY

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**Kirkland MRM Analysis Assumptions**

| SEIS Alternative                   | Lot Area            | Current Building Area (square feet) | Total Future Building Area (square feet) | Retail Area (square feet) | Office Area (square feet) | Residential Units <sup>3,4,5</sup> | Maximum Height (feet) <sup>6</sup> |
|------------------------------------|---------------------|-------------------------------------|--|---------------------------|---------------------------|------------------------------------|------------------------------------|
| <b>1. Office Alternatives</b>      |                     |                                     |  |                           |                           |                                    |                                    |
| a. MRM site                        | 74,200              | 21,258 office                       | 264,523                                  | 33,065                    | 231,458                   | 0                                  | 100                                |
| b. Off-Site (MRM level)            | 74,200 <sup>1</sup> | 0                                   | 264,523                                  | 33,065                    | 231,458                   | 0                                  | 100                                |
| <i>(Offsite with CBD 5 level)</i>  | 142,807             | 20,429 office                       | 540,596                                  | 67,574                    | 473,021                   | 0                                  | 100                                |
| <b>c. CBD 5</b>                    | <b>151,639</b>      | <b>32,958 office</b>                | <b>540,593</b>                           | <b>67,574</b>             | <b>473,019</b>            | <b>0</b>                           | <b>100</b>                         |
| MRM Share                          | 74,200              | 21,258 office                       | 264,523                                  | 33,065                    | 231,458                   | 0                                  | 100                                |
| 520 Share (parking develops)       | 27,007              | 0                                   | 96,281                                   | 12,035                    | 84,246                    | 0                                  | 100                                |
| 550 Share (parking develops)       | 32,368              | 0                                   | 115,392                                  | 14,424                    | 100,968                   | 0                                  | 100                                |
| 570 Share                          | 18,064              | 11,700 office                       | 64,398                                   | 8,050                     | 56,348                    | 0                                  | 100                                |
| <b>d. No Action</b>                | 74,200              | 21,258 office                       | 249,312                                  | 49,862                    | 199,450                   | 0                                  | 67                                 |
| <b>2. Residential Alternatives</b> |                     |                                     |  |                           |                           |                                    |                                    |
| a. MRM Site                        | 74,200              | 21,258 office                       | 264,523                                  | 33,065                    | 0                         | 289                                | 100                                |
| b. Off-Site (MRM level)            | 74,200 <sup>1</sup> | 0                                   | 264,523                                  | 33,065                    | 0                         | 289                                | 100                                |
| <i>(Offsite with CBD 5 level)</i>  | 142,807             | 20,429 office                       | 540,596                                  | 67,574                    | 0                         | 591                                | 100                                |
| <b>c. CBD 5</b>                    | <b>151,639</b>      | <b>32,958 office</b>                | <b>540,593</b>                           | <b>67,574</b>             | <b>0</b>                  | <b>591</b>                         | <b>100</b>                         |
| MRM Share                          | 74,200              | 21,258 office                       | 264,523                                  | 33,065                    | 0                         | 289                                | 100                                |
| 520 Share (parking develops)       | 27,007              | 0                                   | 96,281                                   | 12,035                    | 0                         | 105                                | 100                                |
| 550 Share (parking develops)       | 32,368              | 0                                   | 115,392                                  | 14,424                    | 0                         | 126                                | 100                                |
| 570 Share                          | 18,064              | 11,700 office                       | 64,398                                   | 8,050                     | 0                         | 70                                 | 100                                |

Source: Berk, City of Kirkland, 2013

Notes

1. The lot area shown represents 1.7 acres of the overall 3.3 acre Post Office site. The full site area is also be evaluated and compared to CBD 5 development.
2. As discussed in SEIS Chapter 2, a No Action residential alternative was eliminated from detailed discussion in the SEIS.
3. Residential units are estimated using an average unit size of 800 square feet. This is lower than the 1,000 square feet per unit that the City has used in some recent planning analyses, and reflects a trend -- on the Eastside and in the Seattle area generally -- towards smaller size residential units.
4. It is assumed for purposes of analysis that KMC Chapter 112 would be amended to apply to residential development in CBD 5 and would require that 10 percent of units be affordable, as that term is defined in the code. No bonus units or height bonus is assumed to apply.
5. Estimates of residential development for Alternative 2 scenarios may be over-stated to some extent because they do not account for landscaping or building design considerations, such as building floor plate size and light access.
6. Height is measured above average building elevation (ABE). Alternatives 1.b and 2.b will also consider evaluate the effects of reduced building height for office and residential development.

## APPENDIX D: FISCAL AND ECONOMIC ANALYSIS

The following fiscal and economic study is provided as an aid to the policy discussion regarding the MRM Private Amendment Request. The State Environmental Policy Act (SEPA) is focused on environmental impacts and does not require a fiscal or economic study (See WAC 197-11-448, -450, and -726).

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# CITY OF KIRKLAND

## MRM PRIVATE AMENDMENT REQUEST

### FISCAL AND ECONOMIC IMPACT ANALYSIS

Draft Report | October 7, 2013

## Background and Context

The purpose of this analysis is to explore the relative economic and fiscal impacts of the zoning changes that would take place under the MRM Private Amendment Request (PAR) and other alternatives studied in the SEIS. While fiscal and economic issues are not SEPA elements of the environment and are therefore not required to be addressed in an EIS, the City of Kirkland is undertaking this analysis to better understand a full range of potential impacts of the PAR.

This appendix analyzes two types of impacts of the alternatives under consideration:

- **Economic impacts.** Possible effects on economic activity, such as employment and spending, of different land use mixes evaluated in the SEIS alternatives.
- **Fiscal impacts.** Possible effects of different land use alternatives on the City's tax revenues and costs of providing public services.

The PAR could result in additional building capacity and potential use of the MRM site for either office or residential development. This analysis focuses primarily on the economic and fiscal impacts of how the development potential under the PAR compares to the development potential under the No Action Alternative, which assumes development under current zoning regulations. This structure provides a framework for understanding how the downtown core and the City could change under the development options.

The other alternatives developed for the purpose of the SEIS are analyzed in terms of how the impacts of their development could differ from the PAR options .

## Site and Zoning Descriptions

**Site Description.** The 1.7 acre MRM site is located within the Kirkland Central Business District (CBD), which is within the Moss Bay neighborhood. The site is contiguous to the Parkplace shopping center on the north and Kirkland Avenue on the south; a variety of civic uses are located to the west and northwest, including the Performing Arts Center, Peter Kirk Park and Pool, the Kirkland Transit Center and the Kirkland Library; office development is located to the east. The site is designated CBD 5 on the Comprehensive Plan map and zoning map. The site currently contains a commercial building and surface parking.

**Current CBD 5 Zoning Regulations.** The CBD 5 zone currently limits building heights to 67 feet, which can accommodate approximately five stories of development, depending on floor heights. While residential use is permitted within the CBD 5 zone for properties fronting on 2<sup>nd</sup> Avenue and Peter Kirk Park, residential development within 170 feet of Peter Kirk Park is currently limited to 12.5 percent of the gross floor area (KZC 50.35.110). The No Action Alternative, which assumes existing CBD 5 zoning, does not include any residential development because the floor area limitation would permit relatively few units.

**Proposed Action.** The PAR to amend Kirkland's zoning code would permit more intensive development on the MRM site by (1) changing the maximum building height to 100 feet, or about eight stories, and (2) changing land

use rules to allow either residential or office use, with either containing ground floor retail. The Proposed Action is referred to as the MRM PAR Residential Alternative in this appendix.

Exhibit 1 shows the characteristics of the potential future development for the No Action Office Alternative and the residential alternative for the MRM PAR. Other SEIS alternatives are discussed later in this report.

**Exhibit 1**  
**Summary of Alternative Characteristics**

| Alternative                  | Total Building Area (SF) | Retail Area (SF) | Office Area (SF) | Residential Units | Projected Employment | Projected Population |
|------------------------------|--------------------------|------------------|------------------|-------------------|----------------------|----------------------|
| <b>No Action (Office)</b>    | 249,312                  | 49,862           | 199,450          | 0                 | 898                  | 0                    |
| <b>MRM PAR (Residential)</b> | 264,523                  | 33,065           | 0                | 289               | 66                   | 495                  |

Notes: Square footages were estimated by applying a floor area ratio to developable area, up to the maximum height allowed by existing or proposed zoning standards. Retail assumes one ground floor of space in the building envelope. Employment estimates were generally derived by using a consistent estimate of square feet per employee by land use category based on transportation model conventions for the various land uses. Based on an analysis of building square footage devoted to land uses, and applying the following standards 500 square feet/retail employee, and 250 square feet/office employee. Residential dwellings are based on an assumption of 800 sf per unit, based on eastside trend of smaller unit sizes.

## Economic Impacts

The MRM PAR Residential Alternative would convert existing commercial capacity in CBD 5 to residential capacity and increase allowable FAR on the site from 3.36 to 3.57.<sup>4</sup> The economic impacts of implementing the MRM PAR Residential Alternative would be driven by the change in land use from primarily office to primarily residential, as both alternatives include similar levels of retail space, and by the increase in building height from 67' to 100'. This analysis focuses on specific concerns that have been raised from the community about how the zoning change could impact the City's economy.

### Impacts of Changing Commercial Capacity to Residential Capacity Downtown

One concern that has been raised is that reducing commercial capacity in downtown Kirkland would restrict the City's ability to grow and to increase its economic activity over time. This section presents an analysis of how reducing commercial capacity and adding residential capacity may impact the City and its downtown core.

#### *Impacts on Job Growth*

Implementing the MRM PAR Residential Alternative instead of the No Action Alternative would result in approximately 200,000 fewer SF of office space within the CBD 5 zoning area and 16,800 fewer SF of retail space<sup>5</sup> (under current zoning designations). The population and employment estimates in Exhibit 1 show that the MRM

<sup>4</sup> The No Action FAR at 3.36 is estimated to be 3.36 based on conceptual buildout under present zoning regulations allowing a generally wide base and 5 total stories. The higher FAR at 3.57 of the Action Alternatives is based on the Parkplace development to the north and its approved zoning. Parkplace is considered an analogous situation for the MRM site given Parkplace's future allowed building heights and floor area.

<sup>5</sup> The retail estimates are lower for the MRM PAR because the total floor area is divided by 8 stories rather than 5 stories and the base floor is therefore smaller in area.

PAR Residential Alternative would result in approximately 832 fewer potential jobs on the site compared to the No Action Alternative.

However, a reduction in capacity at an individual site does not necessarily mean there will be a parallel reduction in development or job growth over time. Negative economic impacts of this zoning change would only materialize to the extent to which this reduction in capacity substantially restricts the City’s ability to support job growth in the City as a whole and within the downtown core.

On a citywide basis, it is helpful to understand the City’s long-term goals for job growth compared to its total capacity for commercial development. Exhibit 2 shows the City’s 2022 and 2031 growth targets and current land capacity to accommodate projected growth based on the adopted Comprehensive Plan, Countywide Planning Policies, and the 2007 King County Buildable Lands analysis.

**Exhibit 2  
Growth Targets and Capacity**

| Type of Growth/Year | Growth Targets             |                                   |                                 | Available Capacity             |  |
|---------------------|----------------------------|-----------------------------------|---------------------------------|--------------------------------|--|
|                     | 2022 – City pre-annexation | 2006 - 2031 – City and Annexation | Comp Plan – City pre-annexation | 2007 BLR – City and Annexation | 2013 Draft Land Capacity Results – City and Annexation |
| New Housing Units   | 5,480                      | 8,570                             | 6,969                           | 6,380                          | 9,907 – 16,222   |
| New Employment      | 8,800                      | 20,850                            | 26,016                          | 12,600                         | 22,905 – 50,615  |

Notes: 2022 targets do not include the annexations of Bridleview (2009) or Finn Hill, North Juanita, and Kingsgate (2011) whereas 2031 targets do include those areas. The 2013 Land Capacity Results are ranged to reflect a standard buildable lands analysis approach (low range) and an alternative analysis approach recommended by King County for urban centers and dense mixed use areas (high range). The standard approach considers parcels likely to redevelop based on an improvement to land value ratio whereas the alternative method considers the ratio of current floor area to the zoning potential for floor area. The City has applied the alternative method to the Totem Lake Urban Center, creating the high ranges shown.

Source: City of Kirkland 2012; King County 2007; King County 2012; pers com, Shields, October 15, 2013

While the 2022 growth targets were focused on the old city limits and the land capacity was found to be sufficient, the 2031 growth targets include newly annexed areas of Finn Hill, North Juanita, and Kingsgate, and the land capacity calculated for the City and recently annexed areas using 2007 data shows a lack of both housing and job capacity. The City is in the process of conducting a new land capacity analysis and is updating its Comprehensive Plan to address its growth targets as well as establish a vision for the next 20 year planning horizon to 2035. In preparation for a 2014 Buildable Lands Report, the City has calculated the land capacity for its adopted land use plan. The City’s present land use plan capacity would accommodate the 2031 housing and employment growth targets adopted in the Countywide Planning Policies.

While the City is currently updating its buildable lands capacity, it’s important to understand how the 2007 capacity numbers relate to the realities within the City today and to ongoing land use decisions. For example, when the 2007 BLR was published, the Parkplace site was assumed to have capacity for 2,935 jobs and approximately 220 residents. When the Parkplace Planned Action was approved in 2010, the capacity on this site changed to 5,985 jobs and no residents. This one zoning adjustment added capacity for 3,000 new jobs that weren’t included in the 2007 capacity estimates. However, it also removed residential capacity.

This one adjustment shows the ability that the City has to leverage land use policies to adjust capacity to meet its growth targets. The City’s current analysis of land capacity shows it can meet its 2031 growth targets adopted in the Countywide Planning Policies. If the MRM PAR Residential Alternative is implemented, it will remove approximately 832 jobs from the job capacity number. However, the MRM PAR would add 289 residential units. As a result, either alternative would help contribute to the City’s growth capacity.

### ***Impacts on Spending***

Sales tax is projected to generate nearly one-quarter of Kirkland's total general fund revenues for the 2013-14 budget period<sup>6</sup>, so understanding how zoning changes can impact spending patterns is important. Office complexes and residential structures both generate taxable retail sales, but their occupants have different spending profiles. This section outlines the drivers and differences in spending patterns between the two potential uses. The Fiscal Impact section below focuses further on quantifying these differences.

#### HOW DOES COMMERCIAL DEVELOPMENT GENERATE SPENDING?

**Employee Spending.** Office workers generate taxable retail sales near their office site through the purchase of goods and services. One of the primary purchases is food and coffee during the workday, but employees also generate spending by running errands nearby before and after work and by conducting personal online shopping that is shipped to their office, most of which is taxable.

A 2012 study by the International Council of Shopping Centers (ICSC) found that the average weekly amount spent on all goods and services by office workers in close proximity to the person's office building was approximately \$102 per worker per week. This include spending on food, retail, and services, and was found to be higher in dense urban areas where more ample offerings were available near the office.

**Purchase of Consumables.** Companies also act as consumers themselves by purchasing office supplies and equipment, such as paper, pens, and computers, that are subject to retail sales tax. Many offices purchase these supplies online and have them delivered to the office site, which would source the sale within the City of Kirkland's tax area.

**Purchase of Taxable Services.** Companies also purchase many taxable services to support business operations. Services such as networked telephones, catering, and equipment retails are all taxable to the site of the business purchasing the service.

**Leasing Tangible Property.** While not all leases are subject to sales tax, such as leasing the office space itself, leased items such as copy machines/printers and vehicles used by the company do generate sales tax to the City.

**Tenant Improvements.** While both residential and commercial development generate sales tax on the initial building construction, commercial development tends to generate more construction sales tax over time due to ongoing and/or periodic tenant improvements. The level of tenant improvement spending will depend on the types of companies that lease space and the rate of tenant churn over time.

#### HOW DOES RESIDENTIAL DEVELOPMENT GENERATE SPENDING?

**Household Purchases.** Residents generate taxable sales through purchase of items for the household, such as consumables, appliances, and décor. Residents also generate taxes through purchases for people in the household, such as clothing or electronics. Given Kirkland's ample retail offerings and the rise of online shopping that charges sales tax based on delivery addresses, it is likely that a substantial share of the retail sales generated by residents of the MRM PAR site would be captured within the City of Kirkland.

**Recreational Spending.** Residents also spend on recreational activities and personal services, such as a night of bowling, a gym membership, or eating out at restaurants and bars. Creating a walkable community downtown with both residences and retail helps get consumers out of their cars and makes them more likely to recreate and spend near home.

**Leased Vehicles.** Similar to an office complex, many people lease instead of purchase vehicles for their personal use. Sales tax is charged on leased vehicles based on the primary residence of the lessee, and therefore each MRM resident leasing a vehicle would generate tax revenue to the City of Kirkland.

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<sup>6</sup> City of Kirkland Adopted 2013-14 Budget

### ***Impacts on The Downtown Neighborhood***

In addition to the tangible impacts of these different development types outlined above, there are numerous ways in which changing from commercial to residential development would impact downtown as a neighborhood.

**Additional residential capacity could improve the vitality of commercial areas and attract more diverse retail sectors.** If downtown Kirkland desires to create an identity as a critical mass of services and retail, it needs to contain more than just offices and the restaurants that serve them during business hours. Accomplishing this will depend on having a strong residential base and pedestrian core with day and evening uses, the latter of which often stem from on-site residential and retail. Having a mix of uses can improve neighborhood vitality because it provides the opportunity for residents to live, shop, and work in commercial areas.

**Mixed-use development is more sustainable.** Compact, mixed-use development that includes residential uses promotes sustainability by encouraging alternative modes of transportation, such as walking and transit use<sup>7</sup>. This reduces the City's reliance on automobiles and reduces the demand on the City's transportation infrastructure.

**Residential use may develop sooner than office use.** The Parkplace development that will come online in the next few years will have the capacity to capture a significant portion of the short-term demand for office space within the Kirkland CBD. From 2005 to 2011, Kirkland averaged about 27,000 SF of office space absorption per year and the eastside of King County as a whole averaged about 430,000 SF per year<sup>8</sup>. The Parkplace development is going to contain about 1.2 million SF of office space, which represents a 44-year supply if the City's office space absorption rate remains stable going forward.

With any large office development, competition for tenants extends beyond the specific city's jurisdictional boundaries. However, even if Parkplace is able to increase Kirkland's proportion of regional absorption, Parkplace will provide adequate downtown office capacity for many years of average absorption. Therefore, developing competing office space nearby would not necessarily result in more commercial activity downtown in the near-term. However, high density residential development could happen quickly and could support employment growth at Parkplace as well as retail uses developed in Parkplace and on the MRM site.

## **Fiscal Impacts**

This fiscal impact analysis focuses on how changes to CBD 5 zoning for the MRM site would impact the City's operating costs and revenues. Changes to operating costs will be driven by how the development will impact the City's public services, such as law enforcement, fire protection and emergency medical services, and parks. Changes to operating revenues will depend on how the different development types drive general fund tax revenues. This analysis focuses on operating impacts; the SEIS includes analysis of the capital impacts of the PAR.

This analysis is broken down between impacts from on-site activity, such as sales at first-floor retail locations, and off-site impacts, such as spending by MRM residents throughout the City.

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<sup>7</sup> As quoted in the US EPA March 2010 paper *Smart Growth: A Guide to Development and Implementing Greenhouse Reduction Programs*, "Smart growth policies encourage a more efficient use of transportation and other infrastructure by developing mixed-use communities near commercial centers and incorporating a variety of transportation options. A reduction in vehicle miles traveled (VMT) is one of the largest and most easily quantifiable energy savings from smart growth policies."

<sup>8</sup> *Puget Sound Area, Office Marketview Eastside Insert*, Q1 2013, CBRE Global Research and Consulting.

## Fiscal Impacts of On-site Activity

### ***On-site Impacts on Operating Revenues***

To understand the directionality and magnitude of the PAR impacts on operating revenues, this section describes the impacts from on-site activity for the No Action Alternative and the PAR on the City's primary general fund tax revenues. Revenues that constitute a minor portion of the City's budget or that would not be impacted by zoning changes are not analyzed.

**Sales Tax.** Sales tax revenues comprise the largest single revenue source for the City's general fund. For the 2013-14 biennium, sales tax revenues from the basic and local option sales tax, annexation sales tax credit, and criminal justice sales tax are projected to total \$39.3 million, or about 23% of the total general fund budget<sup>9</sup>. Sales tax is generated from taxable sales of goods occurring within the City's boundaries and purchases of goods delivered to addresses within the City, such as from online retailers. Differences in sales tax revenue between the No Action Alternative and the PAR will stem from three separate components:

- **One-time and Ongoing Construction Expenditures.** The initial construction of the development will generate sales tax for the full cost of supplies, material, and labor used in construction. Rider Levett Bucknall's (RLB) *Fourth Quarter 2012 Quarterly Construction Report* provides the average cost of construction in the Seattle metro area for office, retail, and residential construction. Although there is not a specific project yet planned under any alternative to pinpoint accurate construction costs, the report allows us to estimate the range of impacts for the different alternatives.

RLB states the average cost of building prime office space is \$165 to \$200 per SF, the cost of building multifamily is \$120 to \$235 per SF, and the cost of building retail is \$115 to \$200 per SF. Using the midpoint of these ranges, Exhibit 3 shows how construction under the No Action and MRM PAR Residential alternatives may translate into sales tax revenues to the City.

**Exhibit 3**  
**Estimated Sales Tax Revenues from Construction**

|                        | Prime Office | Multifamily | Retail Center | Total      |
|------------------------|--------------|-------------|---------------|------------|
| Cost per SF            | 165 - 205    | 120 - 235   | 115 - 200     |            |
| <b>No Action Alt</b>   |              |             |               |            |
| SF                     | 199,450      | 0           | 49,862        | 249,312    |
| Cost <sup>1</sup>      | 36,898,250   | 0           | 7,853,265     | 44,751,515 |
| Sales Tax <sup>2</sup> | 280,000      | 0           | 60,000        | 340,000    |
| <b>MRM PAR</b>         |              |             |               |            |
| SF                     | 0            | 231,458     | 33,065        | 264,523    |
| Cost <sup>1</sup>      | 0            | 41,083,795  | 5,207,738     | 46,291,533 |
| Sales Tax <sup>2</sup> | 0            | 310,000     | 40,000        | 350,000    |

<sup>1</sup> Estimated cost of construction uses the midpoint for cost per SF

<sup>2</sup> Estimated sales tax assumes 90% of construction cost is taxable

Source: City of Kirkland, 2013; Rider Levett Bucknall, 2012; and BERK, 2013.

<sup>9</sup> City of Kirkland Adopted 2013-14 Budget

While the range of construction costs for each development type are wide and therefore final construction estimates could vary significantly from the above, using the midpoint results in fairly similar construction costs under both alternatives. The MRM PAR site ends up higher due to having more square footage to construct compared to No Action. If the multifamily units end up closer to the high multifamily cost per SF estimate (or possibly even higher), the construction costs could be significantly higher than under the No Action Office Alternative. Given Kirkland’s location and overall position in the residential real estate market, it is not unreasonable to expect that residential construction would generate greater sales tax revenue than a commercial project of similar scale.

While the above table shows the potential sales tax impacts from construction, ongoing sales tax from construction will be generated by improvements and renovations. In this regard, the No Action Alternative would likely generate more sales tax than the MRM PAR Residential Alternative because office space has ongoing and periodic tenant improvements when leases change hands. As a result, residential uses would likely generate less in terms of ongoing construction activity, as it is limited to unit by unit improvements such as investments in new carpeting, bathroom or kitchen remodels and other smaller scale contracting activities.

- **Retail Square Feet Included in the Development.** While the potential zoning does not mandate retail space, this analysis assumes that the No Action Office Alternative would result in approximately 50,000 SF of retail space, while the MRM PAR Residential Alternative would result in approximately 33,000 SF of retail space. Since sales tax revenues generally scale with retail square footage and the MRM PAR Residential Alternative would result in about 34% less retail space on the MRM site, sales tax revenues on-site would be approximately 34% less under the MRM PAR Residential Alternative as compared to the No Action Alternative. Overall, the City currently has approximately 2.7 million SF of retail space. The net loss of about 17,000 SF on the MRM site represents approximately 0.6% of the City’s total retail sales base.

According to the 2011 Fiscal Impact Review of Parkplace Mall Redevelopment, this type of retail space downtown could generate up to approximately \$464 of retail sales per SF per year. Using this assumption, 17,000 SF of retail space would generate about \$7.9 million in taxable retail sales for the City per year, which translates to about \$67,000 in annual sales tax revenue. However, this would only be a loss to the City to the extent to which the demand for 17,000 SF of retail space isn’t met by capacity elsewhere in the City.

- **Differences in TRS generated by Office and Residential Properties.** Beyond the first floor retail space, the No Action Alternative would include approximately 200,000 SF of office space while the MRM PAR Residential Alternative would include approximately 289 multifamily residential units with an assumed unit size of 800 SF. The Economic Impacts section of this appendix, above, laid out the different ways that office and residential development affect spending. The key ways in which these development types generate taxable retail sales on-site are:

Office Activities

- Purchase of consumables, such as paper and computers.
- Purchase of taxable services, such as catering and phone service.
- Leasing tangible property, such as vehicles and copy machines.
- Ongoing tenant improvements.

Residential Activities

- Household purchases delivered to the home, such as appliances or goods purchased online.
- Leased vehicles.

Both developments would bring new spending to the downtown core compared to the existing site. The No Action Alternative would bring approximately 812 new jobs to the site, while the MRM PAR Residential Alternative would bring approximately 495 new residents, based on current site estimates of 85 jobs. Analyzing whether the commercial or the residential development would generate more on-site sales tax greatly depends on the types of companies that end up leasing the new office space. Companies that purchase a high level of supplies, such as paper or computers, or lease multiple vehicles for their fleet will generate more sales tax than a company with negligible need for physical operations support, such as a call center.

**Property Tax.** The second largest source of general fund revenue comes from the City's property tax levy. For the 2013-14 biennium, the property tax levy is projected to generate approximately \$33.6 million, or about 19.6% of total general fund revenue<sup>10</sup>.

When new construction is built, the City can add that assessed value (AV) to its tax rolls and collect revenues on it. In this way, AV from new construction is the only way for a jurisdiction to increase its property tax revenues by more than 1% per year without increasing its property tax levy. The impact of the MRM PAR Residential Alternative on property tax collected will therefore be the difference between the AV of the development under the No Action Alternative and the AV of residential development.

The actual AV of either potential future development will depend heavily on the construction quality and finishes of the final projects. However, one can be fairly confident that the MRM PAR Residential Alternative will generate a greater bump in new construction assessed value than the No Action Alternative because it would allow for a higher floor area ratio and more square footage of development. Additionally, residential properties generally have a higher AV per SF than office properties in similar locations.

**Utility Taxes and Franchise Fees.** The City projects it will collect approximately \$26.9 million in utility taxes in the 2013-14 biennium for electricity, gas, telecom, water, sewer, garbage, and surface water and another \$7.5 million in franchise fees charged on water and sewer revenues for residents served by non-City utility providers<sup>5</sup>. Utility taxes and franchise fees are charged based on total utility revenues, and revenue to the general fund scales directly with the quantity of utilities purchased by the MRM site tenants.

The development on the MRM site would be served by the both public and private utilities, and therefore would generate utility tax revenue for the City based on the total utility billing generated by the building's occupants. Both commercial and residential complexes can be heavy users of utilities. Office development tends to use significant amounts of electricity and purchases expensive telecom services. Residential buildings are also heavy electricity users, as well as water, sewer, and garbage.

Actual utility usage will depend on the final construction design, as buildings vary significantly in energy efficiency depending on design decisions such as materials and energy sources for HVAC systems and cooking appliances.

**Business License/Revenue Generating Regulatory License (RGRL).** The City of Kirkland charges fees for City business licenses that consist of two parts: (1) a \$100 base charge and (2) an additional \$100 for each full time equivalent (FTE) employee per year. In the 2013-14 biennium, business licenses and the RGRL are projected to generate approximately \$4.7 million, or 2.7% of total general fund revenues<sup>5</sup>.

Since the MRM PAR Residential Alternative would have more residential development and less commercial development than the No Action Alternative, the MRM site under the PAR would generate less revenue from business licenses and the RGRL on an annual basis. Under the No Action Alternative, each of the businesses occupying the four stories of office space would pay business license fees. The estimated 898 employees under the No Action Alternative would generate about \$89,900 in RGRL revenue to the City, while, the 66 employees estimated under the MRM PAR Residential Alternative would generate about \$6,700 per year in RGRL.

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<sup>10</sup> City of Kirkland Adopted 2013-14 Budget

### ***On-site Impacts on Operating Costs***

Impacts to the City's operating costs will be driven by how the potential MRM PAR development would change demand for public services provided by the City. Given that the potential developments are located in a dense neighborhood with significant existing development, most public services with heavily fixed components, such as utility infrastructure will be unaffected by the minor differences in service demand between the two alternatives.

This appendix analyzes the public services that are more variable due to direct service needs, such as law enforcement, fire protection and emergency medical services, and parks and recreation.

#### LAW ENFORCEMENT

The City's Police Department provides patrol, traffic, and investigation services as well as specially trained units in K-9, special response, and crisis negotiations. The City is a member of the North East King County Regional Public Safety Communication Agency (NORCOM), which provides emergency and non-emergency dispatch services for Kirkland and other emergency response agencies. The Department currently has 133 personnel, 97 commissioned officers, and 36 civilian support staff.

All alternatives being considered in this EIS will result in more employees and/or residents in downtown compared to existing development. The question of fiscal impacts of the MRM PAR Residential Alternative is to compare how the proposed action would increase demand for services compared to the No Action Alternative. The main differences between the two potential futures are the amount of retail space, the number of employees on-site, and the number of residents.

Commercial and residential uses drive demand for law enforcement in different ways:

- Additional retail and commercial spaces may result in increased shoplifting and fraud crimes at a rate similar to existing City businesses.
- Greater vehicular and pedestrian traffic may result in a need for additional traffic enforcement.
- An increase in housing units may result in increased calls for theft and domestic issues.

Exhibit 4 shows the estimated annual calls for service for the No Action Alternative and the MRM PAR Residential Alternative. Calls per employee are estimated based on approximate relationships between employees and calls for service at the Parkplace development. Calls per resident are based on a per capita relationship between total calls and total population, which generates a conservative estimate given that not all calls for police service are based on residential development.

**Exhibit 4**  
**Estimated Police Calls for Service**

| <b>Alternative</b>       | <b>Employees</b> | <b>Calls/Employee*</b> | <b>Residents</b> | <b>Calls/Resident**</b> | <b>Estimated Annual Calls</b> |
|--------------------------|------------------|------------------------|------------------|-------------------------|-------------------------------|
| No Action                | 898              | 0.75                   | 0                | N/A                     | 674                           |
| MRM PAR<br>(Residential) | 66               | 0.75                   | 495              | 0.3                     | 198                           |

\* Based on the current proportion of incidents to employees at Parkplace

\*\* Based on 2012 calls for service per capita

Using these assumptions, it's estimated that the MRM PAR Residential Alternative would generate fewer calls for service than the No Action Office Alternative. Whether these levels of impact would generate additional costs depends on the overall ability of the City's current staffing levels to absorb these additional calls. In any event, the

lower estimated impact from the MRM PAR Residential Alternative could result in lower costs of providing police services compared to the No Action Alternative.

### FIRE PROTECTION AND EMERGENCY MEDICAL SERVICES

The Fire Department provides 24-hour coverage for fire suppression, technical rescue, and emergency medical and advanced life support (ALS). It also provides fire prevention and education, fire investigations, and inspections as well as code compliance services.

Demand for fire suppression and EMS services will be driven by the number of on-site residents and/or employees as well as the structural elements of the building itself such as taller building height. The 2008 EIS for the Parkplace redevelopment proposal identified that changing maximum building heights from five stories to eight stories would result in changes to how the City provided fire services and result in the need for increased staffing at stations serving the downtown core and equipment capable of servicing taller buildings. The City has since acquired firefighting apparatus capable of servicing development up to 100 feet in height, and additional adjustments are not necessary.

The addition of 15,000 square feet of construction between the No Action Alternative and the MRM PAR Residential Alternative is expected to result in an incremental increase in need for fire protection or EMS staffing. The slightly larger building and change from office to residential use would represent a relatively small difference in fire and EMS demand on the site.

### PARKS AND RECREATION

The Moss Bay neighborhood, where the MRM site is located, contains five parks with a total of 15.97 acres. The Peter Kirk Community Center, Kirkland Public Library, Peter Kirk Pool, Kirkland Teen Center/Teen Union Building, and Kirkland Performing Arts Center are also located in this neighborhood.

The Lakeview Elementary School is also located in this neighborhood (the City and the Lake Washington School District have an agreement to jointly use City- and District-owned recreational land). The school consists of 8 acres that includes practice playfields, a children's playground, and indoor recreation space.

Peter Kirk Park and Peter Kirk Pool are within walking distance of the site. The 12-acre park is developed and facilities include a lighted baseball field, children's playground, skate park, basketball court, library, parking garage, concession stand, public restroom, as well as two tennis courts, pathways, open lawn areas, an outdoor swimming pool and bathhouse, and public art. This park is classified as a "Community Park" by the City.

Opportunities for indoor recreation are provided by three centers adjacent to the park; the Peter Kirk Community Center (11,000 square feet), Kirkland Teen Center/Teen Union Building (6,000 square feet), and Kirkland Performance Center (12,000 square feet). The Kirkland Public Library (part of the King County Library system) is also adjacent to the park.

Under both alternatives, increased use of nearby parks could result in a greater need for maintenance and a greater demand for public amenities such as restrooms; additional staff could be needed to provide such maintenance. Employees and residents using the park and park facilities, either for lunch hour or walking to/from work and home, could create additional demand for park furniture and equipment.

The residential development may generate more demand for new parks due to the City's level of service standards that equate park acreage to population. To the extent that this development results in the need for capital improvements, the MRM PAR Residential Alternative could also generate funds to support these capital improvements. Residential developments in Kirkland pay a flat rate per unit for park impact fees, while commercial development does not pay any park impact fees. The current park impact fee in Kirkland is \$2,583 per multi-family dwelling unit, which means the MRM PAR Residential Alternative would generate approximately \$745,000 in park impact fees. No park impact fees would be collected under the No Action Office Alternative. These funds could be used to increase park and recreational facility capacity downtown.

On the operating side, it is not expected that the MRM PAR Residential Alternative would generate additional need for maintenance and operations costs beyond the No Action Alternative. Both developments will generate foot traffic and park users. Residential development may generate more users of recreational facilities such as the Pool, but will also help pay for those uses through user fees.

### Off-site Fiscal Impacts

Off-site fiscal impacts stem from how the development and its occupants interact with the surrounding community. Off-site fiscal impacts will mostly relate to **taxable retail sales generated by off-site spending by residents and employees**. Office employees generate off-site spending when they go out for lunch or run errands before or after work. Residents generate off-site spending when they go shopping for personal or household items, go out to eat, or lease or purchase vehicles.

For both office and residential uses, the potential to capture taxable spending as sales tax revenue depends on the amenities available within the City. This analysis compares the potential spending by office workers and residents under the No Action and MRM PAR Alternatives. Under both alternatives, the actual spending captured within the City of Kirkland will depend on consumer behavior and available spending opportunities.

**No Action Alternative.** According to the ICSC study noted above in the Economics Impacts section, a single office worker may generate approximately \$102 per week in taxable spending near the office site. This spending would translate to about \$4.2 million in annual taxable retail sales. If the City of Kirkland were able to capture all or most of this spending, it could generate approximately \$36,000 in annual sales tax revenues to the City.

**MRM PAR Alternative.** The *2008 Kirkland Tax Burden Study* identified that a representative condominium household spends approximately \$25,600 (adjusted to 2012 dollars) annually on taxable purchases that occur near the home, such as meals at restaurants, apparel, entertainment, household supplies, and personal care products. Under this assumption, the 298 households in the MRM PAR Alternative could generate approximately \$7.6 million in annual taxable retail sales. If Kirkland were able to capture this spending within City boundaries, it could generate up to \$65,000 in annual sales tax revenues to the City.

This analysis shows that while there are fewer “spenders” in the area as a result of the MRM PAR, residents generate more spending per capita than employees because they spend on so many different items. To the extent possible, residents tend to make most of their purchases nearer their homes, such as groceries, clothing and electronics, that office workers purchase near their homes instead. A large residential complex in downtown Kirkland would generate sales tax both during the day and evening hours, and would create demand for a higher diversity of retail uses than office workers, which mostly generate demand for affordable food sales.

### Summary of Fiscal Impacts

Exhibit 5 summarizes the analysis above in terms of whether fiscal impacts for each type of cost and revenue are likely to be higher or lower under the No Action or MRM PAR Residential Alternative. These assessment are directional and provide a qualitative description.

**Exhibit 5  
Cost and Revenue Comparison – No Action Office and MRM PAR Residential Alternatives**

|                                    | No Action Office Alternative                             |   | MRM PAR Residential Alternative                          |   |
|------------------------------------|--|---|--|---|
| <b>Revenue Sources</b>             |  |   |  |   |
| One-time Sales Tax on Construction | Lower potential for revenue due to smaller building size | ↓ | Higher potential for revenue due to larger building size | ↑ |
| Periodic Sales                     | Higher potential for periodic                            | ↑ | Lower potential for periodic                             | ↓ |

|                                | No Action Office Alternative  |   | MRM PAR Residential Alternative                                      |   |
|--------------------------------|---|---|--|---|
| Tax on Construction            | property improvements during tenant changes                           |   | property improvements  |   |
| Ongoing Sales Tax on Purchases | Tax revenues will vary depending on tenant mix                        | ← | Tax revenues will vary depending on shopping patterns                | ← |
| Property Tax                   | Lower potential for revenue due to smaller building size              | ↓ | Higher potential for revenue due to larger building size             | ↑ |
| Utility Tax                    | Tax revenues will vary depending on building design and tenant mix    | ← | Tax revenues will vary depending on building design                  | ← |
| Business Licenses/RGRL         | Business License/RGRL revenue will be higher                          | ↑ | Business License/RGRL revenue will be lower                          | ↓ |
| Park Impact Fees               | No park impact fees   | ↓ | Park impact fees paid for residential development                    | ↑ |
| <b>Costs</b>                   |   |   |  |   |
| Fire & EMS                     | No estimated difference in impacts between the two alternatives       | ← | No estimated difference in impacts between the two alternatives      | ← |
| Law Enforcement                | Slightly higher annual call estimate, but overall similar cost impact | ← | Slightly lower annual call estimate, but overall similar cost impact | ← |
| Parks                          | No estimated difference in impacts between the two alternatives       | ← | No estimated difference in impacts between the two alternatives      | ← |

## Impacts of Other Alternatives

The primary purpose of this economic and fiscal analysis was to compare the MRM site’s current development potential with its development potential under the proposed zoning amendment. As part of the EIS, the City of Kirkland is also analyzing a set of other alternatives that were developed to compare the No Action Alternative and the MRM PAR Residential Alternative to other potential futures, including one with off-site development outside of CBD 5.

This section describes each of the other alternatives, and whether or not they differ significantly from the alternative analyzed above in terms of economic or fiscal impacts. Exhibit 6 shows the characteristics of the potential future development for the No Action Office Alternative and the MRM Residential Alternative, and the other on-site and off-site alternatives considered in the SEIS.

**Exhibit 6  
Summary of Alternative Characteristics**

| Alternative Name             | Total Building Area (SF) | Retail Area (SF) | Office Area (SF) | Residential Units | Projected Employment | Projected Population |
|------------------------------|--------------------------|------------------|------------------|-------------------|----------------------|----------------------|
| <b>No Action</b>             | 249,312                  | 49,862           | 199,450          | 0                 | 898                  | 0                    |
| <b>MRM PAR (Residential)</b> | 264,523                  | 33,065           | 0                | 289               | 66                   | 495                  |
| <b>MRM PAR (Office)</b>      | 264,523                  | 33,065           | 231,458          | 0                 | 992                  | 0                    |
| <b>Off-site with</b>         | 264,523                  | 33,065           | 231,458          | 0                 | 992                  | 0                    |

| Alternative Name                               | Total Building Area (SF) | Retail Area (SF) | Office Area (SF) | Residential Units | Projected Employment | Projected Population |
|--|--------------------------|------------------|------------------|-------------------|----------------------|----------------------|
| <b>MRM Level (Office)</b>                      |                          |                  |                  |                   |                      |                      |
| <b>Off-site with CBD 5 Level (Office)</b>      | 540,596                  | 67,574           | 473,021          | 0                 | 2,027                | 0                    |
| <b>CBD 5 (Office)</b>                          | 540,593                  | 67,574           | 473,019          | 0                 | 2,027                | 0                    |
| <b>Off-site with MRM Level (Residential)</b>   | 264,523                  | 33,065           | 0                | 289               | 66                   | 495                  |
| <b>Off-site with CBD 5 Level (Residential)</b> | 540,596                  | 67,574           | 0                | 591               | 135                  | 1,012                |
| <b>CBD 5 (Residential)</b>                     | 540,593                  | 67,574           | 0                | 591               | 135                  | 1,012                |

Notes: Square footages were estimated by applying a floor area ratio to developable area, up to the maximum height allowed by existing or proposed zoning standards. Retail assumes one ground floor of space in the building envelope. Employment estimates were generally derived by using a consistent estimate of square feet per employee by land use category based on transportation model conventions for the various land uses. Based on an analysis of building square footage devoted to land uses, and applying the following standards 500 square feet/retail employee, and 250 square feet/office employee. Residential dwellings are based on an assumption of 800 sf per unit, based on eastside trend of smaller unit sizes.

### What if the PAR included retail/office instead of retail/residential?

*Alternatives: MRM PAR (Office)*

One of the alternatives being studied as part of the SEIS is upzoning the MRM site from 67’ to 100’ building heights, but building first floor retail with seven stories of office space above instead of multifamily use. This alternative would have the following impacts compared to the No Action Alternative:

**Economic Impacts.** This alternative would be similar in nature to the No Action Office Alternative but larger in scale. Therefore, economic impacts would be more positive than under the No Action for job growth and spending. More square feet for office development would allow nearly 100 more jobs in the CBD compared to No Action, and these employees would spend more in the economy.

**Operating Revenues.** This alternative would generate more sales tax than the No Action Alternative due to higher initial construction costs and more employees spending money in the community. Property tax would also be higher than under the No Action Alternative due to additional square feet of building space of a similar construction type. Utility tax revenues and RGRL revenues would also scale with the number of employees in the building.

**Operating Costs.** The 100 additional employees would only represent a marginal impact compared to the No Action Alternative, and would not drive additional need for police, fire, or parks services above and beyond the mitigation necessary to serve the No Action Alternative.

## What if the new zoning applied more broadly to other CBD 5 sites?

*Alternatives: CBD 5 (Office); CBD 5 (Residential)*

These alternatives focus on the impact of applying the requested zoning changes at the MRM site to additional lots within CBD 5, which would create potential for more development downtown. These alternatives include options for both retail/office and retail/residential development. These alternatives would have the following impacts compared to the No Action Alternative:

**Economic Impacts.** The larger scale of development would generate either additional employment or additional residents as compared to the No Action Alternative, either of which would generate more spending in the community than the No Action Alternative. These spenders would support more taxable retail sales and potentially even additional retail businesses near the development site.

**Operating Revenues.** The additional spending by employees and residents combined with more square footage of space and higher construction costs would generate more revenue to the City for sales tax, property tax, utility tax, and RGRL.

**Operating Costs.** Increasing zoning on more sites throughout downtown would increase the scale of growth in residents and/or employees, which would also increase demand on the public services analyzed above. It's likely that if the City allows this additional level of growth on more than just the MRM site, it could begin to impact the need to hire additional law enforcement and fire protection staff to serve the additional demand. Additionally, adding more residential units downtown would begin to put pressure on the City's level of service for parks in the Moss Bay Neighborhood.

## What if this activity were sited outside of CBD 5?

*Alternatives: Off-site with MRM Level (Office); Off-site with MRM Level (Residential); Off-site with CBD 5 Level (Office); Off-site with CBD 5 Level (Residential)*

This alternative is designed to allow the City to analyze the impacts of developing any of the alternatives described above on a site outside of CBD 5 that currently houses the US Post Office. While this site is not currently for sale or slated for redevelopment, it was chosen due to its size comparability, proximity to downtown and different physical context.

**Economic Impacts.** Economic impacts may be slightly lower under the off-site alternatives from reduced opportunities for employees and residents to spend directly adjacent to the development site. The ICSC study showed that workers with more accessible and diverse retail opportunities spent more than those without, as office workers without ample retail supply near work tended to spend close to home instead. Additionally, it would not bring as much pedestrian traffic to the downtown core, which drives retail sales in the community. However, these differences are likely minor and the overall magnitude of economic impacts would be similar to the alternatives built within CBD 5.

**Operating Revenues.** Operating revenues would be the same as development alternatives built in CBD 5.

**Operating Costs.** Operating costs would be the same as development alternatives located in CBD 5.

# APPENDIX E: AESTHETICS MODELING METHODOLOGY

The following discussion summarizes BERK’s assumptions for building the SketchUp models for the various SEIS alternatives, based on previous methodology for the Parkplace EIS’s, the City’s zoning code, and conversations with City staff. Specific assumptions are listed for each site, as well as general assumptions for how the visual simulations will be presented in the EIS.

## General Assumptions

General Assumptions for the modeling and visual simulations include the following:

### ***Building Envelope Modulation***

The SketchUp models assume no upper-story step-backs, cut-outs, or light wells, except for the 3-story height limit adjacent to Peter Kirk Park and the upper-story step-backs required adjacent to Kirkland Way.

### ***CBD5 Infill Development Locations***

Under the CBD5 Alternative, the MRM and 570 Kirkland properties are modeled to assume full redevelopment of the parcel, while redevelopment of the 520 and 550 Kirkland Way sites is assumed to occur only on currently undeveloped parking areas.

## Site-Specific Assumptions

| Site              | Assumptions   |
|-------------------|---|
| MRM               | <ul style="list-style-type: none"> <li>• Maximum Height: 100’ (8 stories)</li> <li>• Street Setback: 20’ (per KZC 50.35)</li> <li>• Rear Setback: 0’ (per KZC 50.35)</li> <li>• Side Setback: 0’ (per KZC 50.35)</li> <li>• 30-foot setback adjacent to Peter Kirk Park to accommodate access easement.</li> <li>• Portions of the building within 100’ of Peter Kirk Park are limited to 3 stories (36’) in height.</li> <li>• Overall lot coverage will be limited to 80% (per KZC 50.35).</li> <li>• Upper-story setbacks will be incorporated at 2 stories, 4 stories, and 5 stories along Kirkland Way to ensure the model complies with the standards of KZC 50.34.2</li> </ul> |
| Davidson Property | <ul style="list-style-type: none"> <li>• Maximum Height: 100’ (8 stories)</li> <li>• Street Setback: 20’ (per KZC 50.35)</li> <li>• Rear Setback: 0’ (per KZC 50.35)</li> <li>• Side Setback: 0’ (per KZC 50.35)</li> <li>• The existing building will remain in place, and new development will be confined to the rear parking area.</li> <li>• Overall lot coverage will be limited to 80% (per KZC 50.35).</li> <li>• Upper-story setbacks will be incorporated at 2 stories, 4 stories, and 5 stories along Kirkland Way to ensure the model complies with the standards of KZC 50.34.2</li> </ul>   |

| Site             | Assumptions   |
|------------------|---|
| 550 Kirkland Way | <ul style="list-style-type: none"> <li>• Maximum Height: 100' (8 stories)</li> <li>• Street Setback: 20' (per KZC 50.35)</li> <li>• Rear Setback: 0' (per KZC 50.35)</li> <li>• Side Setback: 0' (per KZC 50.35)</li> <li>• The existing building will remain in place, and new development will be confined to the front parking area.</li> <li>• Overall lot coverage will be limited to 80% (per KZC 50.35).</li> <li>• Upper-story setbacks will be incorporated at 2 stories, 4 stories, and 5 stories along Kirkland Way to ensure the model complies with the standards of KZC 50.34.2</li> </ul>  |
| 570 Kirkland Way | <ul style="list-style-type: none"> <li>• Maximum Height: 100' (8 stories)</li> <li>• Street Setback: 20' (per KZC 50.35)</li> <li>• Rear Setback: 0' (per KZC 50.35)</li> <li>• Side Setback: 0' (per KZC 50.35)</li> <li>• Overall lot coverage will be limited to 80% (per KZC 50.35).</li> <li>• Upper-story setbacks will be incorporated at 2 stories, 4 stories, and 5 stories along Kirkland Way to ensure the model complies with the standards of KZC 50.34.2</li> </ul>   |
| Post Office      | <ul style="list-style-type: none"> <li>• Maximum Height: 100' (8 stories)</li> <li>• Street Setback: 10' (per KZC 60.42.040)</li> <li>• Side Setback: 5', but 2 side yards must equal at least 15' (per KZC 60.42.040); or 35 feet where open stream channel is located (KZC 90.90).</li> <li>• Rear Setback: 10' (per KZC 60.42.040); or 35 feet where open stream channel is located (KZC 90.90).</li> <li>• Overall site coverage will be limited to 70% (per KZC 60.42.040)</li> <li>• The setback along 5th Avenue will be modeled as a rear yard (per KZC 60.40.4.c)</li> <li>• Maximum horizontal building façade abutting the PLA 5A zone will be limited to 75 feet (per KZC 60.40.3.b).</li> <li>• Under the MRM Alternative, the Post Office site will be modeled for infill development on approximately 1.7 acres of the site. The existing building would remain, and new development will be confined to the vehicle storage area behind the post office.</li> <li>• Under the CBD 5 Redevelopment Alternative, the Post Office will be modeled for new development on the entire site, assuming demolition of the existing post office building.</li> </ul> |

# APPENDIX F: WATER AND SEWER TECHNICAL MEMOS

The following technical memoranda use a slightly modified numbering scheme for the EIS alternatives from what is presented in the body of the SEIS, grouping the No Action under Alternative 1 as Alternative 1D. All other Alternatives (1A-1C and 2A-2C) are numbered consistently with Chapters 2 and 3 of the SEIS.

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September 13, 2013

**BELLINGHAM**  
Pacific Meridian Plaza  
4164 Meridian Street, Suite 302  
Bellingham, WA 98226

Mr. Rob Jammerman  
Development Engineering Manager  
City of Kirkland  
123 Fifth Avenue  
Kirkland, WA 98033

**BOTHELL**  
22722 29<sup>th</sup> Drive SE, Suite 210  
Bothell, WA 98021

*Sent via: Email and US Mail*

**EAST WENATCHEE**  
300 Simon Street SE, Suite 5  
East Wenatchee, WA 98802

**Subject: MRM Kirkland EIS Water System Analyses**

**GOLD HILL**  
13677 Highway 234  
Gold Hill, OR 97525

Dear Mr. Jammerman:

This letter contains the results of RH2 Engineering, Inc.'s (RH2) hydraulic analyses for the MRM Kirkland Environmental Impact Statement (EIS). The analyses were performed using a computer model of the City of Kirkland's (City) existing water system to determine the capability of the water system to meet the needs of the proposed redevelopment alternatives. This letter summarizes the results of the analyses and the operational conditions used in the hydraulic model. These engineering services are being provided in accordance with your email authorizations on July 25, 2013.

**PORTLAND**  
6500 SW Macadam Avenue  
Suite 100  
Portland, OR 97239

**BACKGROUND**

In March 2013, the City Council voted to study a Comprehensive Plan and zoning private amendment request from MRM Kirkland, LLC, (MRM) that proposed to increase the maximum building height from 67 feet to 100 feet. Amendments would also allow additional residential uses, which are currently limited to 12.5 percent of the total building area. The City is currently preparing an EIS for the proposed Comprehensive Plan and zoning changes. Hydraulic analyses are required to complete the utilities element of the EIS to determine the potential impact on the water system with the proposed redevelopment alternatives at Sites A, B, and C.

**RICHLAND**  
114 Columbia Point Drive, Suite C  
Richland, WA 99352

The MRM property, shown as Site A in **Figure 1**, is located at 434 Kirkland Way and is within the water system's 285 Zone. The project would expand the proposed building area from 249,312 square feet to 264,523 square feet. The existing building on the MRM property is 21,258 square feet and is used exclusively as office space.

**TACOMA**  
One Pacific Building  
621 Pacific Avenue, Suite 104  
Tacoma, WA 98402

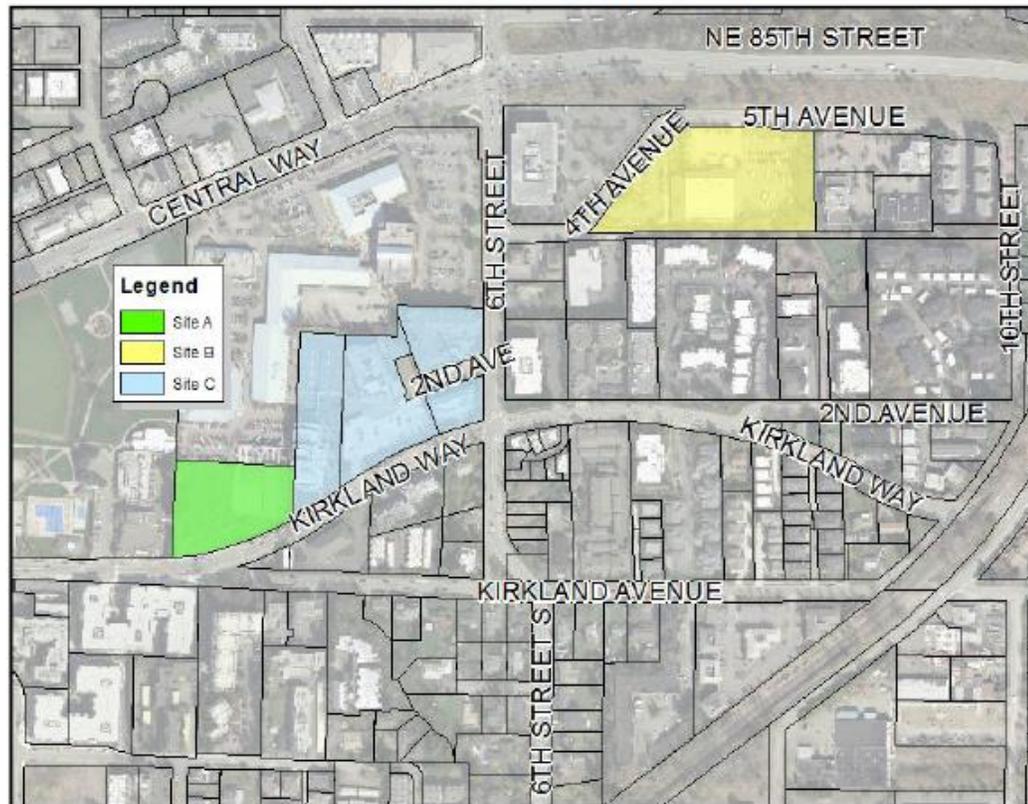
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**Figure 1**  
**Potential Park Place Redevelopment Sites**



Two additional sites were identified for potential development. Site B is located south of NE 85<sup>th</sup> Street adjacent to 4<sup>th</sup> Avenue. Two development alternatives exist for Site B, and include proposed building areas of 264,523 square feet for a partial development alternative, and 540,596 square feet for a full development alternative. Site C is located within the City's CBD 5 zone and consists of four properties on the north side of Kirkland Way and west of 6<sup>th</sup> Street. These four properties include 520, 550, and 570 Kirkland Way, and 530 2<sup>nd</sup> Avenue.

It is anticipated that the fire flow requirement for the development at Proposed Action levels will increase to 4,000 gallons per minute (gpm) for 4 hours. The existing planning-level target for commercial land use (Sites A and C) is 3,500 gpm for 3 hours, and 3,000 gpm for 3 hours for retail/multi-family land use (Site B). Eight improvement alternatives, four with only office and retail uses and four with retail and multi-family residential uses, were evaluated to determine the water system improvements necessary for the Proposed Action zoning changes at Sites A, B, and C. A No Action Alternative was also evaluated and is based on existing zoning designations at full development of the sites.

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RH2 is currently completing the City's 2013 *Water System Plan* (2013 WSP). The analyses completed herein are based on analyses contained in the Draft 2013 WSP, which does not assume full buildout of sites A, B and C to occur within the 20-year planning period. The base year 2032 analyses in this letter report assume partial development of the sites to the levels in the Draft 2013 WSP and the No Action alternative assumes full development of Site A to the current zoning designation.

### DEMAND ANALYSIS

The estimated demand for each alternative was derived from general demand levels for various commercial uses and the gross floor area for each use, as shown in **Table 1**. Based on the estimated future development for each alternative, the average day demand (ADD) is estimated to increase between 20 and 75 gpm compared to the existing demands. As additional information on the specific office and retail tenants is known, a more detailed demand analysis may be necessary to refine the demand estimate. The estimates shown in **Table 1** are considered conservative (overestimated) to ensure that the water system is adequately sized for most office, retail, or residential uses.

**Table 1**  
Estimated Average Day Demands

| Alt. No.   | Development Site             | Future Office/Retail                    |   | Future Multi-family Residential             |  | Future Demands                   |                                  |
|--|------------------------------|---|---|---|--|----------------------------------|----------------------------------|
|  |                              | Total Future Office/Retail Area (sq ft) | Estimated ADD per 100 sq ft of Office/Retail <sup>1</sup> (gpd) | Total Future Multi-family Residential Units | Estimated ADD per Multi-family Residential Unit <sup>2</sup> (gpd) | Total Estimated Future ADD (gpd) | Total Estimated Future ADD (gpm) |
| <b>Office/Retail Alternatives</b>  |                              |   |   |   |  |                                  |                                  |
| 1A   | Site A                       | 264,523                                 | 20  | 0   | 82   | 52,905                           | 37                               |
| 1B (Partial)   | Site B (Partial Development) | 264,523                                 | 20  | 0   | 82   | 52,905                           | 37                               |
| 1B (Full)  | Site B (Full Development)    | 540,595                                 | 20  | 0   | 82   | 108,119                          | 75                               |
| 1A+C   | Sites A and C                | 540,593                                 | 20  | 0   | 82   | 108,119                          | 75                               |
| 1D   | No Action <sup>3</sup>       | 249,312                                 | 20  | 0   | 82   | 49,862                           | 35                               |
| <b>Retail/Residential Alternatives</b>   |                              |   |   |   |  |                                  |                                  |
| 2A   | Site A                       | 33,065                                  | 20  | 289   | 82   | 30,311                           | 21                               |
| 2B (Partial)   | Site B (Partial Development) | 33,065                                  | 20  | 289   | 82   | 30,311                           | 21                               |
| 2B (Full)  | Site B (Full Development)    | 67,574                                  | 20  | 591   | 82   | 61,977                           | 43                               |
| 2A+C   | Sites A and C                | 67,574                                  | 20  | 591   | 82   | 61,977                           | 43                               |
| <p>(1) For office, retail &amp; entertainment uses. From the Community Water Systems Source Book (1990) and the Orange Book (2006).<br/>           (2) Based on 2011 TAZ and multi-family residential metered consumption data.<br/>           (3) Site A developed to full extent of existing zoning designation.</p> |                              |   |   |   |  |                                  |                                  |

### HYDRAULIC ANALYSES RESULTS

The computer model of the City's existing water system was analyzed under existing conditions with the existing and projected year 2032 demands to determine existing deficiencies and the base improvements necessary to meet the 2032 demand projections as identified in the Draft 2013 WSP. The 2032 demand projections are based on the City's projected growth in each transportation analysis zone (TAZ), and do not necessarily represent build out within each TAZ. The no action development alternative (1D) represents full build out of Site A at current zoning levels. The analyses were performed to determine the available fire flow and dynamic pressures in and around the three sites. The results of the analyses, as shown in **Table 2**, indicated that while existing derated (velocity-limited) fire flows were inadequate to meet planning level requirements, service pressures were well above the Washington State Department of Health's minimum

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allowable pressure of 30 pounds per square inch (psi) during peak hour demand (PHD) conditions. The fire flow rates shown in the table are based on a residual pressure of 20 psi in the water main adjacent to the hydrant and water velocities in the distribution system derated to 8 feet per second (fps) or less. Peaking factors from the Draft 2013 WSP Table 4-9 were applied to the ADDs shown in Table 1 for the hydraulic analyses.

**Table 2**  
**Fire Flow Analyses Results**

| Label  | Description                      | Existing and No Action Fire Flow Req <sup>1</sup> (gpm) | Fire Flow Req <sup>1</sup> with Prop. Re-zoning (gpm) | Existing Water System with 2032 Demands at Existing Zoning Level |                         |  | Proposed Action Zoning Alternatives with System Improvements |                         |              |           |       |       |       |              |           |       |
|--------|----------------------------------|---|---|--|-------------------------|--|--|-------------------------|--------------|-----------|-------|-------|-------|--------------|-----------|-------|
|        |                                  |   |   | Pressure (psi)   | Derated Fire Flow (gpm) | Derated Fire Flow with Imp. <sup>1</sup> (gpm) | Pressure <sup>2</sup> (psi)                                  | Derated Fire Flow (gpm) |              |           |       |       |       |              |           |       |
|        |                                  |   |   |  |                         |  |  | 1A                      | 1B (Partial) | 1B (Full) | 1A+C  | 1D    | 2A    | 2B (Partial) | 2B (Full) | 2A+C  |
| J-1381 | Site A Fronting Kirkland Wy      | 3,500   | 4,000   | 87   | 1,726                   | 4,494  | 87   | 4,427                   | 4,411        | 4,330     | 4,367 | 4,430 | 4,460 | 4,448        | 4,399     | 4,436 |
| J-1383 | E. Side of Site C in Kirkland Wy | 3,500   | 4,000   | 69   | 2,004                   | 4,433  | 69   | 4,368                   | 4,365        | 4,276     | 4,313 | 4,371 | 4,400 | 4,389        | 4,342     | 4,380 |
| J-1386 | E. Side of Site C in 2nd Ave     | 3,500   | 4,000   | 76   | 1,886                   | 4,448  | 76   | 4,382                   | 4,368        | 4,289     | 4,327 | 4,385 | 4,414 | 4,402        | 4,356     | 4,394 |
| J-1407 | W. Side of Site B in 5th Ave     | 3,000   | 4,000   | 82   | 1,811                   | 3,087  | 82   | 3,091                   | 4,152        | 4,069     | 3,099 | 3,091 | 3,089 | 4,186        | 4,139     | 3,092 |
| J-1408 | E. Side of Site B in 5th Ave     | 3,000   | 4,000   | 76   | 2,206                   | 2,014  | 76   | 2,014                   | 4,218        | 4,132     | 2,014 | 2,014 | 2,014 | 4,252        | 4,203     | 2,014 |

(1) Derated fire flow with Improvements to resolve existing deficiencies as identified in the City's Draft 2013 WSP.  
 (2) Proposed system pressure is based on the demands of alternative 1B (Full), which had the largest demand increase of the proposed redevelopment alternatives.

The existing fire flow availability at Sites A, B, and C is not sufficient to meet the current planning level fire flow requirement at each site. The water system improvements necessary to resolve the existing system deficiencies are consistent with the improvements recommended in the City's Draft 2013 WSP Capital Improvement Program (CIP) and shown in Figure 9-1 of the Draft 2013 WSP. These improvements and the proposed water main diameters are necessary to resolve existing deficiencies, and have sufficient capacity to meet the projected 2032 demands identified in the Draft 2013 WSP. A summary of the improvements needed at Sites A, B, and C to resolve the existing fire flow deficiencies and to meet the needs of the system through 2032 include the following segments, which are also shown in Figure 2.

- Segment A: Replace approximately 1,100 linear feet of existing 8-inch water main in Kirkland Way with new 12-inch water main between 6<sup>th</sup> Street and the intersection of Kirkland Way and Kirkland Avenue. This improvement is a portion of CIP Project No. 194 in the Draft 2013 WSP.
- Segment B: Replace approximately 440 linear feet of existing 8-inch water in 2<sup>nd</sup> Avenue with 12-inch water main between Kirkland Way and 6<sup>th</sup> Street. This improvement is a portion of CIP Project No. 194 in the Draft 2013 WSP.
- Segment C: Replace approximately 650 linear feet of existing 8-inch water main in 4<sup>th</sup> and 5<sup>th</sup> Avenues with 12-inch water main between 6<sup>th</sup> Street and the existing Site B service connection. This improvement is a portion of CIP Project No. 187 in the Draft 2013 WSP.



Figure 2  
Proposed Improvement Segments



Fire flow analyses were performed to identify the improvements beyond the existing system improvements that would be necessary to accommodate the zoning changes for the No Action and Proposed Action rezoning alternatives. It is anticipated that the proposed development alternatives will increase the fire flow requirements at Sites A and C from the current planning-level target of 3,500 gpm to 4,000 gpm, and at Site B from 3,000 gpm to 4,000 gpm. Domestic demands will also increase under the proposed improvement alternatives based on the demand analysis contained in **Table 1**.

The results of the No Action and Proposed Action fire flow analyses indicate that the improvements required to resolve the existing fire flow deficiencies will be sufficient for the Site A and C development alternatives (1A, 1A+C, 1D, 2A, and 2A+C). These improvements assume the existing and proposed service connections of buildings located on Sites A and C will be located in Kirkland Way or 2<sup>nd</sup> Avenue, and will not be located in the Park Place parking lots or 6<sup>th</sup> Street. If the proposed development service connections are located in the Park Place parking lots or 6<sup>th</sup> Street, the existing 8-inch water main will need to be replaced with 12-inch water main in these locations to provide more than 4,000 gpm of fire flow availability to the sites. Additional on-site water main looping may be required on Sites A and C based on future building locations and the design of the fire suppression system.

The Site B improvement alternatives (1B and 2B, partial and full) require additional improvements beyond those necessary to resolve the existing fire flow deficiencies. Segment C will need to be replaced with a 16-inch water main, rather than the 12-inch water main size needed for the existing and Sites A and C



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improvement alternatives. Two additional segments, Segments D and E in **Figure 2**, will also be required for the Segment B improvement alternatives. A summary of these improvements is as follows.

- Segment D: Replace approximately 80 linear feet of existing 8-inch water main in 6<sup>th</sup> Street with new 16-inch water main between the intersection of 6<sup>th</sup> Street and 4<sup>th</sup> Avenue, and an existing connection to a Park Place water main loop approximately 80 feet south. This improvement is a portion of CIP Project No. 170 in the City’s Draft 2013 WSP, although the Draft 2013 WSP only requires 12-inch water main to meet the existing fire flow requirements of Site B.
- Segment E: Replace approximately 300 linear feet of existing 8-inch water in 5<sup>th</sup> Avenue with 16-inch water main between the existing Site B service connection and the eastern side of Site B. This improvement is a portion of CIP Project No. 187 in the City’s Draft 2013 WSP, although the Draft 2013 WSP only requires 12-inch water main to meet the existing fire flow requirements of Site B.

A summary of the improvements required to meet the future planning level fire flow requirement for the year 2032 system, as well as the No Action and Proposed Action alternatives, is shown in **Table 3**. The cost to increase the capacity of existing water mains is included in the City’s future development charges, as described in the financial analysis chapter of the City’s Draft 2013 WSP.

**Table 3**  
**Water System Improvements**

| Improvement Segment  | Length (linear feet) | Required To Resolve Existing Deficiencies | Proposed Action Alternatives |              |              |              |              |              |              |              |              |
|--|----------------------|---|------------------------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|
|  |                      |   | 1A                           | 1B (Partial) | 1B (Full)    | 1A+C         | 1D           | 2A           | 2B (Partial) | 2B (Full)    | 2A+C         |
| <b>Water Main Replacement Diameter (inches)</b>                |                      |   |                              |              |              |              |              |              |              |              |              |
| Segment A  | 1,100                | 12  | 12                           | 12           | 12           | 12           | 12           | 12           | 12           | 12           | 12           |
| Segment B  | 440                  | 12  | 12                           | 12           | 12           | 12           | 12           | 12           | 12           | 12           | 12           |
| Segment C  | 650                  | 12  | 12                           | 16           | 16           | 12           | 12           | 12           | 16           | 16           | 12           |
| Segment D  | 80                   | ---                                       | ---                          | 16           | 16           | ---          | ---          | ---          | 16           | 16           | ---          |
| Segment E  | 300                  | ---                                       | ---                          | 16           | 16           | ---          | ---          | ---          | 16           | 16           | ---          |
| <b>Length of Water Main Replacement Required (linear feet)</b> |                      |   |                              |              |              |              |              |              |              |              |              |
| 12-inch Water Main Replacement                                 |                      | 2,190                                     | 2,190                        | 1,540        | 1,540        | 2,190        | 2,190        | 2,190        | 1,540        | 1,540        | 2,190        |
| 16-inch Water Main Replacement                                 |                      | 0   | 0                            | 1,030        | 1,030        | 0            | 0            | 0            | 1,030        | 1,030        | 0            |
| <b>Total 12-inch and 16-inch</b>                               |                      | <b>2,190</b>                              | <b>2,190</b>                 | <b>2,570</b> | <b>2,570</b> | <b>2,190</b> | <b>2,190</b> | <b>2,190</b> | <b>2,570</b> | <b>2,570</b> | <b>2,190</b> |

**WATER SUPPLY EVALUATION**

A water supply evaluation was performed to determine whether the City has sufficient supply capacity from the existing supply facilities to accommodate the additional demands anticipated under the Action Alternatives. The year 2032 evaluation shown in **Table 4** was based on the future water supply evaluation summarized in **Table 7-2** of the City’s Draft 2013 WSP. The water supply evaluations for the proposed zoning alternatives are based on the year 2032 base demands with the increase in demands anticipated under the No Action and Proposed Action Alternatives as shown in **Table 1**. The results of the water supply evaluation indicate that the City will have a minimum of 5,491 gpm of excess supply capacity based on year 2032 and Proposed Action demand levels. The City’s Draft 2013 WSP presents existing and future water supply evaluations which indicate the system has surplus supply capacity currently, and will continue to do



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so through the 20-year planning period (year 2032). Therefore, water supply improvements are not necessary to accommodate the No Action or Proposed Action alternatives.

**Table 4  
Water Supply Evaluation**

| Description                                       | Year 2032 | Proposed Zoning Alternative |                              |                           |                      |              |                    |                              |                           |                      |
|---|-----------|-----------------------------|------------------------------|---------------------------|----------------------|--------------|--------------------|------------------------------|---------------------------|----------------------|
|   |           | Proposed Action 1A          | Proposed Action 1B (Partial) | Proposed Action 1B (Full) | Proposed Action 1A+C | No Action 1D | Proposed Action 2A | Proposed Action 2B (Partial) | Proposed Action 2B (Full) | Proposed Action 2A+C |
| <b>Required Source Capacity (gpm)</b>             |           |                             |                              |                           |                      |              |                    |                              |                           |                      |
| Kirkland Max. Day Demand                          | 7,149     | 7,218                       | 7,229                        | 7,313                     | 7,275                | 7,213        | 7,183              | 7,195                        | 7,242                     | 7,204                |
| Redmond Max. Day Demand <sup>1</sup>              | 4,339     | 4,339                       | 4,339                        | 4,339                     | 4,339                | 4,339        | 4,339              | 4,339                        | 4,339                     | 4,339                |
| Bellevue Max. Day Demand                          | 80        | 80                          | 80                           | 80                        | 80                   | 80           | 80                 | 80                           | 80                        | 80                   |
| Supply Area Total Max. Day Demand                 | 11,568    | 11,637                      | 11,648                       | 11,732                    | 11,694               | 11,632       | 11,602             | 11,614                       | 11,661                    | 11,623               |
| <b>Available Source Capacity (gpm)</b>            |           |                             |                              |                           |                      |              |                    |                              |                           |                      |
| <b>Supply Station 1</b>                           | 4,500     | 4,500                       | 4,500                        | 4,500                     | 4,500                | 4,500        | 4,500              | 4,500                        | 4,500                     | 4,500                |
| Kirkland's Percent Ownership <sup>2</sup>         | 57.2%     | 57.2%                       | 57.2%                        | 57.2%                     | 57.2%                | 57.2%        | 57.2%              | 57.2%                        | 57.2%                     | 57.2%                |
| Supply Available to Kirkland                      | 2,574     | 2,574                       | 2,574                        | 2,574                     | 2,574                | 2,574        | 2,574              | 2,574                        | 2,574                     | 2,574                |
| <b>Supply Station 2</b>                           | 8,000     | 8,000                       | 8,000                        | 8,000                     | 8,000                | 8,000        | 8,000              | 8,000                        | 8,000                     | 8,000                |
| Kirkland's Percent Ownership <sup>2</sup>         | 66.0%     | 66.0%                       | 66.0%                        | 66.0%                     | 66.0%                | 66.0%        | 66.0%              | 66.0%                        | 66.0%                     | 66.0%                |
| Supply Available to Kirkland                      | 5,280     | 5,280                       | 5,280                        | 5,280                     | 5,280                | 5,280        | 5,280              | 5,280                        | 5,280                     | 5,280                |
| <b>Supply Station 3</b>                           | 7,500     | 7,500                       | 7,500                        | 7,500                     | 7,500                | 7,500        | 7,500              | 7,500                        | 7,500                     | 7,500                |
| Kirkland's Percent Ownership <sup>2</sup>         | 66.0%     | 66.0%                       | 66.0%                        | 66.0%                     | 66.0%                | 66.0%        | 66.0%              | 66.0%                        | 66.0%                     | 66.0%                |
| Supply Available to Kirkland                      | 4,950     | 4,950                       | 4,950                        | 4,950                     | 4,950                | 4,950        | 4,950              | 4,950                        | 4,950                     | 4,950                |
| Kirkland's Total Available Supply                 | 12,804    | 12,804                      | 12,804                       | 12,804                    | 12,804               | 12,804       | 12,804             | 12,804                       | 12,804                    | 12,804               |
| Supply Area Total Available Supply                | 20,000    | 20,000                      | 20,000                       | 20,000                    | 20,000               | 20,000       | 20,000             | 20,000                       | 20,000                    | 20,000               |
| <b>Surplus or Deficient Source Capacity (gpm)</b> |           |                             |                              |                           |                      |              |                    |                              |                           |                      |
| Kirkland Surplus or Deficient Amt.                | 5,655     | 5,586                       | 5,575                        | 5,491                     | 5,529                | 5,591        | 5,621              | 5,609                        | 5,562                     | 5,600                |
| Supply Area Surplus or Deficient Amt.             | 8,432     | 8,363                       | 8,352                        | 8,268                     | 8,306                | 8,368        | 8,398              | 8,386                        | 8,339                     | 8,377                |

(1) From City of Redmond 2011 Draft WSP (Table 9-2).  
(2) Contract percent is the contractual ownership interest of each City, per the Rose Hill Water District Assumption Agreement.

**STORAGE ANALYSIS**

Storage analyses were performed to determine if the City's existing storage facilities have sufficient capacity to meet the future storage requirements of the system under the Proposed Action Alternatives. Similar to the water supply evaluation, the storage analyses for the year 2032 were based on an evaluation completed for the City's Draft 2013 WSP. This evaluation is summarized in Table 5 and identified as the future 2032 storage evaluation in Table 7-5 of the Draft 2013 WSP. The storage analyses for the proposed zoning alternatives are based on the year 2032 base demands with the increase in demands anticipated under the No Action and Proposed Action Alternatives as shown in Table 1. The results of the storage analyses indicate that the City will have at least 1.70 million gallons of excess storage capacity based on year 2032 and Proposed Action demand levels. Similar to the water supply analysis, the City's Draft 2013 WSP presents existing and future storage evaluations which indicate the system has surplus storage capacity currently, and will continue to do so through the 20-year planning period (year 2032). Therefore, storage improvements are not necessary to accommodate the No Action or Proposed Action alternatives.



**Table 5  
Storage Analysis**

| Description  | Year 2032 | Proposed Zoning Alternative |                              |                           |                      |              |                    |                              |                           |                      |
|--|-----------|-----------------------------|------------------------------|---------------------------|----------------------|--------------|--------------------|------------------------------|---------------------------|----------------------|
|  |           | Proposed Action 1A          | Proposed Action 1B (Partial) | Proposed Action 1B (Full) | Proposed Action 1A+C | No Action 1D | Proposed Action 2A | Proposed Action 2B (Partial) | Proposed Action 2B (Full) | Proposed Action 2A+C |
| <b>Available/Usable Storage (MG)</b>   |           |                             |                              |                           |                      |              |                    |                              |                           |                      |
| Maximum Storage Capacity   | 25.50     | 25.50                       | 25.50                        | 25.50                     | 25.50                | 25.50        | 25.50              | 25.50                        | 25.50                     | 25.50                |
| Dead (Non-usable) Storage  | -4.89     | -4.89                       | -4.89                        | -4.89                     | -4.89                | -4.89        | -4.89              | -4.89                        | -4.89                     | -4.89                |
| Total Available Storage  | 20.61     | 20.61                       | 20.61                        | 20.61                     | 20.61                | 20.61        | 20.61              | 20.61                        | 20.61                     | 20.61                |
| Redmond Usable Storage <sup>2</sup>  | -8.49     | -8.49                       | -8.49                        | -8.49                     | -8.49                | -8.49        | -8.49              | -8.49                        | -8.49                     | -8.49                |
| Bellevue Usable Storage <sup>2</sup>   | -1.50     | -1.50                       | -1.50                        | -1.50                     | -1.50                | -1.50        | -1.50              | -1.50                        | -1.50                     | -1.50                |
| Total Storage Available to Kirkland  | 12.62     | 12.62                       | 12.62                        | 12.62                     | 12.62                | 12.62        | 12.62              | 12.62                        | 12.62                     | 12.62                |
| <b>Operational Storage (MG)</b>  |           |                             |                              |                           |                      |              |                    |                              |                           |                      |
| Redmond Operational Storage <sup>2</sup>   | 0.93      | 0.93                        | 0.93                         | 0.93                      | 0.93                 | 0.93         | 0.93               | 0.93                         | 0.93                      | 0.93                 |
| Bellevue Operational Storage <sup>2</sup>  | 0.21      | 0.21                        | 0.21                         | 0.21                      | 0.21                 | 0.21         | 0.21               | 0.21                         | 0.21                      | 0.21                 |
| Kirkland Operational Storage <sup>2</sup>  | 1.81      | 1.81                        | 1.81                         | 1.81                      | 1.81                 | 1.81         | 1.81               | 1.81                         | 1.81                      | 1.81                 |
| <b>Required Storage for Kirkland (MG)</b>  |           |                             |                              |                           |                      |              |                    |                              |                           |                      |
| Operational Storage  | 1.81      | 1.81                        | 1.81                         | 1.81                      | 1.81                 | 1.81         | 1.81               | 1.81                         | 1.81                      | 1.81                 |
| Equalizing Storage   | 2.57      | 2.60                        | 2.60                         | 2.63                      | 2.62                 | 2.60         | 2.59               | 2.59                         | 2.61                      | 2.59                 |
| Standby Storage  | 4.88      | 4.90                        | 4.91                         | 4.97                      | 4.94                 | 4.90         | 4.88               | 4.89                         | 4.92                      | 4.89                 |
| Fire Flow Storage  | 1.50      | 1.50                        | 1.50                         | 1.50                      | 1.50                 | 1.50         | 1.50               | 1.50                         | 1.50                      | 1.50                 |
| Total Storage Required for Kirkland  | 10.74     | 10.82                       | 10.83                        | 10.91                     | 10.88                | 10.81        | 10.78              | 10.79                        | 10.84                     | 10.80                |
| <b>Surplus or Deficient Storage for Kirkland (MG)</b>  |           |                             |                              |                           |                      |              |                    |                              |                           |                      |
| Kirkland's Surplus or Deficient Amt.   | 1.87      | 1.80                        | 1.79                         | 1.70                      | 1.74                 | 1.81         | 1.84               | 1.83                         | 1.78                      | 1.82                 |
| (1) Projections are based on growth within the City's water service area.<br>(2) Operational and Usable Storage amounts are based on each city's ownership in joint-use reservoirs and the typical reservoir draw-downs. |           |                             |                              |                           |                      |              |                    |                              |                           |                      |

**HYDRAULIC ANALYSES CRITERIA**

A summary of the hydraulic model's operational conditions used in the analyses is as follows.

Pressure Analyses

- As described in footnote 2 of **Table 2**, the proposed system pressure analysis is based on the Alternative 1B (Full) improvements, which had the largest demand increase of the proposed redevelopment alternatives.
- The City's water system was experiencing 2032 peak hour demands.
- The Seattle Public Utilities (Seattle) supply system was providing water to the three supply stations at the following hydraulic elevations.
  - Supply Station S1 – 544 feet
  - Supply Station S2 – 531 feet



- Supply Station S3 – 545 feet
- The 14.3 Million Gallon (MG) 450 Zone North Reservoir was drawn down 23.4 feet during the existing and proposed redevelopment alternative analyses resulting in a hydraulic elevations of 426.7 feet.
- The 11.2 MG 545 Zone South Reservoir was drawn down 10.4 feet during the existing and proposed redevelopment alternative analyses resulting in a hydraulic elevations of 534.6 feet.
- The two small pumps in the 650 Zone Booster Pump Station were operating.
- The 545 Zone Booster Pump Station was off.
- All pressure reducing stations were operating at their normal set points.

#### Fire Flow Analyses

- The City's water system was experiencing 2032 maximum daily demands.
- The Seattle supply system was providing water to the three supply stations at the following hydraulic elevations.
  - Supply Station S1 – 544 feet
  - Supply Station S2 – 531 feet
  - Supply Station S3 – 533 feet
- The 14.3 450 Zone North Reservoir was drawn down 28.8 feet during the existing and proposed redevelopment alternative analyses resulting in a hydraulic elevations of 421.3 feet.
- The 11.2 MG 545 Zone South Reservoir was drawn down 13.8 feet during the existing and proposed redevelopment alternative analyses resulting in a hydraulic elevations of 531.2 feet.
- The three large pumps in the 650 Zone Booster Pump Station were operating.
- All pressure reducing stations were operating at their normal set points.

#### **CONCLUSION**

The fire flow currently available at Sites A, B, and C is less than the planning-level fire flow requirement of 3,500 gpm for Sites A and C, and 3,000 gpm for Site B. Improvements identified in the City's Draft 2013 WSP, shown as Segments A, B, and C in **Figure 2**, resolve these deficiencies if these segments are replaced with 12-inch-diameter water main. It is anticipated that the Proposed Action zoning changes at the three sites will increase the fire flow requirement to 4,000 gpm. However, only the Proposed Action alternatives that include Site B would require additional water system improvements beyond those described in the Draft 2013 WSP to meet existing planning-level fire flow deficiencies.

The improvements required to resolve the existing planning-level fire flow deficiencies at Sites A, B, and C will have sufficient capacity to convey the increased fire flow requirement and the increase in domestic demands of alternatives 1A, 1A+C, 1D, 2A, and 2A+C. Proposed Action alternatives 1B (partial and full), and 2B (partial and full) require Segments A and B to be replaced with 12-inch-diameter water main, but Segment C requires replacement with 16-inch-diameter water main. Additionally, Segments D and E are also required to be replaced with 16-inch-diameter water main to meet the increased 4,000 gpm fire flow requirement of Site B. The Draft 2013 WSP proposes Segments C, D, and E to be replaced with 12-inch-diameter water main to meet the existing planning-level fire flow requirements in the area. It is



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recommended that additional analyses be performed once a Proposed Action alternative is selected and the fire flow requirements have been identified for the proposed building(s) to ensure that the City's water system compliments the proposed on-site fire suppression system.

It is anticipated that the Proposed Action alternatives would increase the average day demand at Sites A, B, and C by as much as 75 gpm at full development. Although this increased demand will also increase the City's required water supply and storage capacity needs, the evaluations performed for these water system components indicate that based on 2032 demand levels, the system will have a surplus of water supply and storage capacity with the increase in demand. The system, therefore, will not require water supply or storage improvements to accommodate the No Action or Proposed Action alternatives.

If you have any questions regarding the analyses, please call me at (425) 951-5334. Thank you for the opportunity to assist you with this project.

Sincerely,

**RH2 ENGINEERING, INC.**

Ryan Withers, P.E.  
Project Engineer



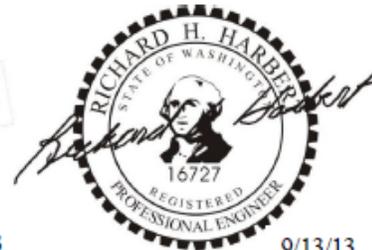
9/13/13

Michele R. Campbell, P.E.  
Project Manager

RW/MRC/jq/ms



9/13/13



9/13/13

cc: Ms. Lisa Grueter, Berk Consulting

ROTH HILL



Stantec

**Memo**


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|       |   |       |  |
|-------|---|-------|--|
| To:   | Rob Jammerman<br>City of Kirkland<br>Richard Weinman<br>Weinman Consulting, LLC | From: | Erik Brodahl, PE<br>Brian Wolf, PE<br><br>Bellevue, WA |
| File: | 2002005214  | Date: | September 11, 2013                                     |

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**Reference: Kirkland MRM EIS Sewer System Analysis**

In March 2013, the City Council voted to study a private comprehensive plan amendment request (PAR) from MRM Kirkland, LLC, (MRM) for an approximate 1.7-acre site in the Central Business District. The PAR would allow either office or residential use, and would permit the maximum building height to increase from 67 feet to 100 feet. The City is currently preparing an EIS for the PAR, including several alternatives.

As requested by the City of Kirkland, an analysis was performed to determine the capacity impacts to the City's Sanitary Sewer System from the EIS alternatives.

Flow Projection Methodology

Roth Hill/Stantec previously performed the basin analysis for the City's Comprehensive Plan update utilizing the Year 2000 through 2002 flow monitoring data from King County's Regional Infiltration and Inflow Study. King County (KC) used flow monitors to measure flow rates at the outlets from sub-basins of the City's sewer system (delineated by KC and herein referred to as "mini-basins") as part of that study. Alternative sites under review for the MRM Kirkland EIS are located in Mini-Basin KRK029 and Mini-Basin KRK028, with possible re-routed discharge within Mini-Basin KRK009. The trunk sewer in Central Way collects all of the sewage flow from Mini-Basin KRK029, in addition to the Mini-Basin KRK028 flows from the east. Mini-Basin KRK008 drains to the trunk sewer at the intersection of Central Way and Third Street and includes tributary sewage flows from Mini-Basins KRK006, KRK007, and KRK011 from the west. The sewage flows from all of these basins discharge to KC's Kirkland Lift Station at 77 3<sup>rd</sup> Street. Sewers in Kirkland Avenue and State Street collect drainage from Mini-Basin KRK009, which also discharges to the Kirkland Lift Station through the trunk line on 3<sup>rd</sup> Street. Figure A shows the layout of the mini-basins.

A prior analysis was performed for the Parkplace Mall Redevelopment, which is located within the same general area as the MRM PAR and EIS study area. Results of that analysis, including a summary of projected mini-basin peak flow rates are documented in

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**Reference: Kirkland MRM EIS Sewer System Analysis**

the Park Place Redevelopment – Revised Analysis memorandum, dated September 26, 2008. For the purposes of this analysis, it was assumed that the development discussed in that memorandum will be constructed, and the sewage generated from the MRM redevelopment will be in addition to the projected Parkplace sewage flows.

Three sites are evaluated in the EIS as possible locations for varying types and amounts of redevelopment. Site 1 is the MRM property, located at 434 Kirkland Way. The property is located in Mini-Basin KRK029, and the existing buildings drain to the north through the Parkplace Property sewers into the Central Way sewer, which discharges to the west, tributary to the KC Kirkland Lift Station. However, for purposes of this analysis, based on discussion with City staff, it was assumed that, due to topography of the projected redevelopment, all sewage from the property will be re-routed to the south into the Kirkland Way sewer, which is in Mini-Basin KRK009. Mini-Basin KRK009 separately discharges to the King County Kirkland Lift Station.

Site 2 is the CBD 5 zoning district which encompasses the four properties at 520, 550, and 570 Kirkland Way and 530 2<sup>nd</sup> Avenue, which are located northwest of the 6<sup>th</sup> Street/Kirkland Way intersection, as well as the MRM property. The existing facilities are within Mini-Basin KRK028, and drain into the sewer system on 6<sup>th</sup> Street, which drains to the north into the Central Way sewer, eventually discharging to the KC Kirkland Lift Station. For purposes of this analysis, it was assumed that all proposed Site 2 facilities will also drain to the 6<sup>th</sup> Street Sewer.

Site 3 is the existing post office site located at 8500 5<sup>th</sup> Avenue. This site is located in Mini-Basin KRK028 (same as Site 2) and drains to the south into the sewer on 4<sup>th</sup> Avenue, which drains to the west into the sewers on 6<sup>th</sup> Street.

The MRM proposal is for Site 1 only. Additional planning and analysis were performed for redevelopment of CBD 5, which is a combination of Site 1 and Site 2 described above. The level of development proposed on Site 1 and Site 2 is also studied at the Post Office site. A total of four office/retail and four residential/retail alternatives were developed.

Alternative 1a includes redevelopment of the existing MRM property (Site 1) with additional office and retail space. Alternative 1b proposes redevelopment of a portion of the post office property (Site 3) as an offsite alternative to Alternative 1a. Another option under Alternative 1b includes redevelopment of the entire post office property into office and retail space at the CBD 5 level. Alternative 1c includes redevelopment of the Site 1, and portions of the properties at 520, 550, and 570 Kirkland Way (Site 3) into office/retail space at the CBD 5 level. A "No Action" Alternative 1d, which includes redevelopment of Site 1 for office/retail use at an intensity consistent with existing plans and zoning regulations, was also included.

Alternative 2a includes redevelopment of the Site 1 into residential and retail space. Alternative 2b involves redevelopment of a portion Site 3 as an offsite equivalent to

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**Reference: Kirkland MRM EIS Sewer System Analysis**

alternative 2a. Another option under Alternative 2b includes redevelopment of Site 3 into residential and retail space at the CBD 5 level. Alternative 2c includes redevelopment of the Site 1, and portions of Site 2 into residential and retail space at the CBD 5 level.

The water system analysis for the MRM PAR, which was performed by RH2 Engineering, assumed an average day demand (ADD) of 20 gallons per day (gpd) per 100 square feet for all office/retail space. An ADD of 82 gpd was applied for each residential unit. This ADD value was based on metered multi-family flow data. For the sewer analysis, a slightly more conservative approach was used. An ADD of 60 gpd per person was assumed, and an average of 1.71 people per multi-family unit, resulting in an ADD of 102.6 gpd per each unit. A peaking factor of 3.0 was applied to all sanitary flow rates. Year 2027 King I/I flow rates for each site were calculated as percentages of the total basin flow rates, based on area.

Table 1 shows the estimated peak flow projections from the existing development in the analysis area. These projections serve as a benchmark against which all the proposed alternatives were measured. All sanitary and I/I Mini-Basin flows outside of the analysis area were allocated as a percentages of the total basin areas. Although not part of the MRM EIS study, the peak sewer flow rates for the properties at 457, 439, 357, and 339 Kirkland Avenue, along with Peter Kirk Park, were estimated to determine flows in local sewers. Data for these properties (based on current uses) was used in the computations, but is not listed in the table. Although I/I flows were estimated for each site, as required for the conveyance system analysis, they are not included below.

**Table 1: Existing Peak Sanitary Sewage Flow Rates**

| Building                | Office/Retail Area (square feet) | Residential Units | Peak Sanitary Flow (gpm) |
|-------------------------|----------------------------------|-------------------|--------------------------|
| MRM Site                | 21,258                           | 0                 | 8.9                      |
| Post office site        | 20,429                           | 0                 | 8.5                      |
| 520 Kirkland Ave        | 47,623                           | 0                 | 19.8                     |
| 550 Kirkland Ave        | 75,753                           | 0                 | 31.6                     |
| 570 Kirkland Ave        | 11,700                           | 0                 | 4.9                      |
| 530 2 <sup>nd</sup> Ave | 0                                | 60                | 12.9                     |

Table 2 shows projected development conditions and peak flow rates for each alternative. This analysis assumes the proposed development will have negligible impact to the I/I rate within the project area, so no separate I/I calculation was performed for the proposed development.

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Reference: Kirkland MRM EIS Sewer System Analysis

**Table 2: Peak Sanitary Sewage Flow Rates – Redevelopment Alternatives**

| Alternative               | Site/Building                           | Office/Retail Area (sq. ft.) | Residential Units | Peak Sanitary Flow (gpm) | Increased Flow Rate over Existing |
|---------------------------|---|------------------------------|-------------------|--------------------------|-----------------------------------|
| <b>Office/Retail</b>      |   |                              |                   |                          |                                   |
| 1a                        | MRM Site                                | 264,523                      | 0                 | 110.2                    | 101.4                             |
| 1b                        | Offsite- Post Office site (MRM Level)   | 264,523                      | 0                 | 110.6                    | 102.1                             |
| 1b (CBD 5)                | Offsite- Post Office site (CBD 5 Level) | 540,596                      | 0                 | 225.3                    | 216.7                             |
| 1c                        | MRM (CBD 5 Share)                       | 264,523                      | 0                 | 110.2                    | 101.4                             |
|                           | 520 Kirkland Ave (CBD 5 Share)          | 96,281                       | 0                 | 40.1                     | 40.1                              |
|                           | 550 Kirkland Ave (CBD 5 Share)          | 115,392                      | 0                 | 48.1                     | 48.1                              |
|                           | 570 Kirkland Ave (CBD 5 Share)          | 64,398                       | 0                 | 26.8                     | 22.0                              |
| 1c Totals:                |   | 540,593                      | 0                 | 225.2                    | 211.5                             |
| 1d                        | MRM Site ("No Action")                  | 249,312                      | 0                 | 103.9                    | 95.0                              |
| <b>Residential/Retail</b> |   |                              |                   |                          |                                   |
| 2a                        | MRM Site                                | 33,065                       | 289               | 75.6                     | 66.7                              |
| 2b                        | Offsite- Post Office site (MRM Level)   | 33,065                       | 289               | 75.6                     | 67.0                              |
| 2b (CBD 5)                | Offsite- Post Office site (CBD 5 Level) | 67,574                       | 591               | 154.5                    | 146.0                             |

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Reference: Kirkland MRM EIS Sewer System Analysis

Table 2 (continued)

| Alternative | Site/Building                  | Office/Retail Area (sq. ft.) | Residential Units | Peak Sanitary Flow (gpm) | Increased Flow Rate over Existing |
|-------------|--------------------------------|------------------------------|-------------------|--------------------------|-----------------------------------|
| 2c          | MRM (CBD 5 Share)              | 33,065                       | 289               | 75.6                     | 66.7                              |
|             | 520 Kirkland Ave (CBD 5 Share) | 12,035                       | 105               | 27.5                     | 27.5                              |
|             | 550 Kirkland Ave (CBD 5 Share) | 14,424                       | 126               | 32.9                     | 32.9                              |
|             | 570 Kirkland Ave (CBD 5 Share) | 8,050                        | 70                | 18.3                     | 13.4                              |
| 2c Totals:  |                                | 67,574                       | 591               | 154.3                    | 140.5                             |

Note: Fractional numbers are rounded

In general, peak flow estimates from all alternatives would represent substantial increases of existing flows from the three sites, with the CDB 5 intensity alternatives generating larger flows than the MRM intensity alternatives. Results of the flow calculations show an approximate 70% overall increase over existing peak flow rates for the MRM intensity office alternatives and an 145% overall increase for the CDB 5 intensity office alternatives. The overall increase is approximately 45% for the MRM residential alternatives, and 95% for the CDB 5 residential alternatives. Due to the assumptions for unit flow rates described above, The MRM level and CDB 5 level office alternatives generate larger flows than their residential counterparts. The assumed residential and office/commercial flow rates were based on localized metered flow data. Due to the lower multi-family water demands and the denser commercial populations, the flow rates are therefore assumed to be higher for the office/commercial development.

In comparison to the "No Action" alternative, the MRM intensity office alternatives would produce only a minor increase in flows, but the CDB 5 intensity office alternatives would generate approximately 220% of the flow of the "No Action" Alternative. The MRM intensity residential alternatives would produce approximately 25% less flow than the "No Action" alternative, but the CDB 5 intensity residential alternatives would produce approximately 150% of the flow that the "No Action" alternative would produce.

#### Pipe Capacity Analysis

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**Reference: Kirkland MRM EIS Sewer System Analysis**

The downstream sewer that serves the post office property consists of an 8-inch PVC main that joins with other tributary pipes, including a 12-inch PVC main on 6<sup>th</sup> Street draining the four properties at 520, 550, and 570 Kirkland Way and 530 2<sup>nd</sup> Avenue. Per City of Kirkland sewer records, this sewer system narrows to an 8-inch pipe at the intersection of 6<sup>th</sup> Street and 4<sup>th</sup> Avenue, before discharging to an 18-inch trunk sewer within Central Way at the intersection of 6<sup>th</sup> Street.

The downstream gravity sewer conveyance system that serves the Parkplace Mall, the existing MRM property, and possible future flows from Site 2 consists of a 10-inch diameter PVC main draining to the 18-inch and 24-inch trunk sewer within Central Way. The trunk sewer drains west along Central Way to Third Street where it turns south, discharging through a newly-up-sized 48-inch diameter trunk to the KC Kirkland Lift Station, located near the intersection of Park Lane and Third Street.

The downstream gravity sewer conveyance system that may serve future development of the MRM property consists of a 6-inch PVC sewer on Kirkland Way, which drains westward into the existing 8-inch PVC and concrete sewers on Kirkland Avenue. This main joins with other tributary pipes at the intersection of 3<sup>rd</sup> Street and Kirkland Avenue, and discharges through a 10-inch PVC main on 3<sup>rd</sup> Street to the KC Kirkland Lift Station.

No slope information was available for the 12-inch pipe on 6<sup>th</sup> Street south of 4<sup>th</sup> Avenue, or for the 6-inch pipe located on Kirkland Way. For these sections, slope was estimated based on pipe depth and contour data.

The conveyance piping analyzed for the project is shown on Figure B.

A separate analysis was performed for each of the redevelopment alternatives described above. The peak flow rates summarized in Table 1 and Table 2 were routed through the downstream sewers to determine if they have sufficient capacity to convey the projected peak flow rates.

Results of the analysis for Alternatives 1b, 2b, and 2c show moderate surcharging in the 8-inch pipe on 6<sup>th</sup> Street between 4<sup>th</sup> Avenue and Central Way. Results of the analysis for all alternatives, including the "existing" (no redevelopment) and "No Action" alternative, predict surcharging (pressurized pipes with water levels above the top of the pipe in catch basins and manholes) in the single 24-inch diameter pipe section directly upstream of the new 48-inch pipe, which discharges to the KC Kirkland Lift Station. This is consistent with the previous analysis performed for the Parkplace redevelopment. The prior Parkplace analysis also showed surcharging in the sewer on 3<sup>rd</sup> Street between Central Avenue and the Kirkland Lift Station. This has been eliminated through the construction of the 48-inch diameter sewer. A project to expand the lift station and upsize the force main to convey a peak flow rate of approximately 9.3 million gallons per day of sewage is currently under construction. This should provide sufficient downstream capacity for future flows from the projected redevelopment under all alternatives.

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September 10, 2013  
Rob Jammernan & Richard Weinman

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**Reference: Kirkland MRM EIS Sewer System Analysis**

Outside of the conveyance system described above, the other piping downstream of the three possible redevelopment sites appears to have adequate capacity to accommodate the future flows, including the additional flows from the proposed redevelopment of the three sites. The peak flow rates in this analysis are conservative, since hydraulic modeling software was not used to attenuate the peak flows based on travel times from the various mini-basins tributary to the 6<sup>th</sup> Street, Central Way and 3<sup>rd</sup> Street sewers. Attenuation of the flows would reduce, and could potentially alleviate the surcharging.

A detailed backwater analysis of the conveyance system to estimate the magnitude of the surcharging within the Third Street trunk sewer main was not performed, since adequate data on the conveyance system was unavailable. We recommend that backwater computations be performed prior to any pipe upgrade, provided additional data on the conveyance system can be furnished.

Recommendations

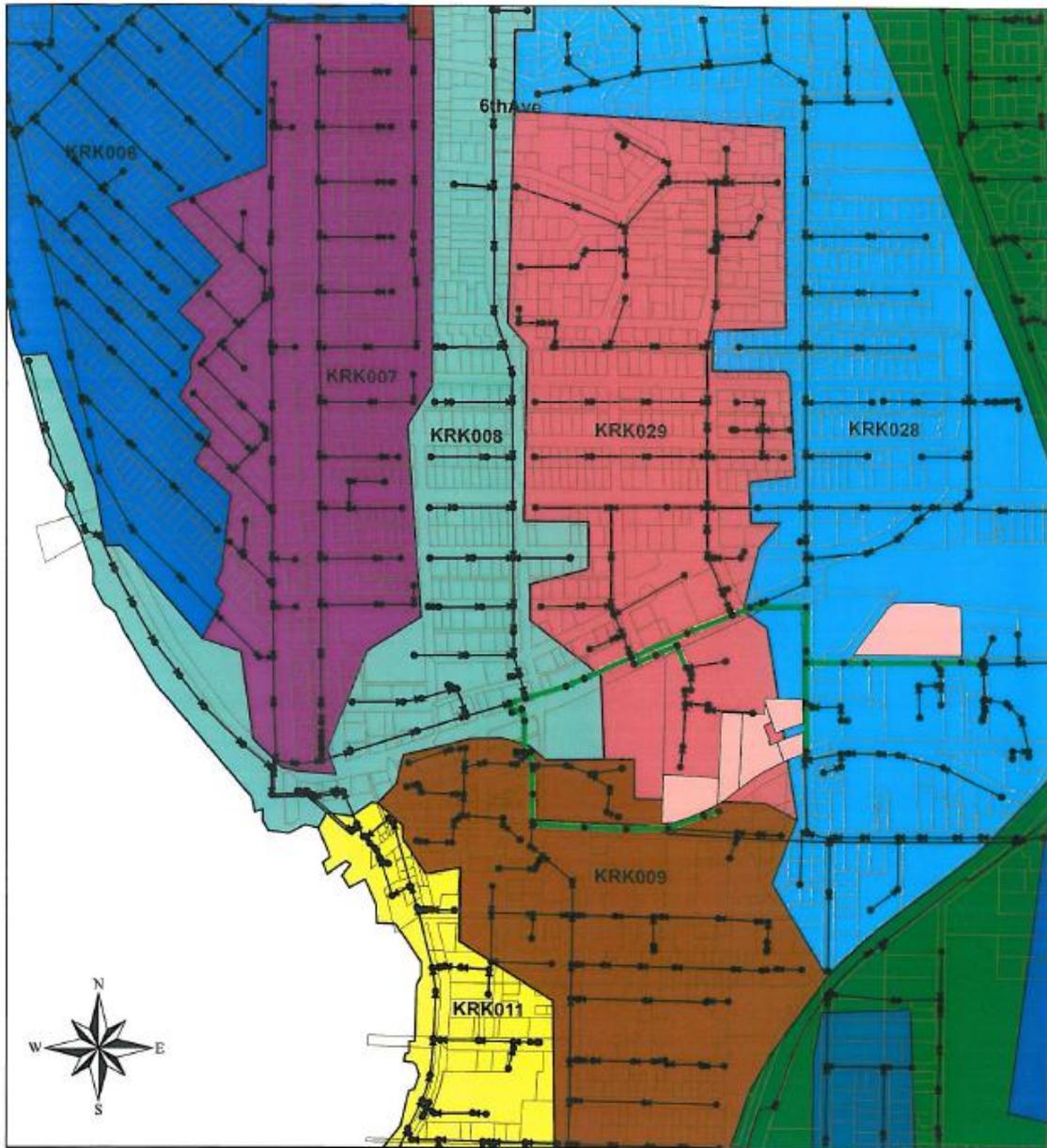
Based on results of this analysis, piping improvements should include upsizing the existing 8-inch diameter pipe on 6<sup>th</sup> Street between 4th Avenue and Central Way to 12-inch diameter pipe. Although the different alternatives show varying levels of increased flow rates along this section of pipe, the "No Action" alternative already shows that the pipe is at or near capacity, so any redevelopment beyond the MRM site would increase the projected peak flow rates beyond the pipe capacity. Since the upstream piping on 6<sup>th</sup> Avenue is listed as 12-inch, all pipe sizing and slopes should be verified, particularly this 8-inch diameter section.

Improvements should also include upsizing the existing 24-inch pipe at the intersection of Central Way and 3rd Street to 48-inch diameter pipe. This is consistent with the improvements already performed by King County for the Kirkland Lift Station. This section of pipe installation would involve a crossing perpendicular to multiple lanes of Central Way, and may contain utility conflicts. Therefore, a minimum pipe diameter for this improvement is approximately 30-inches, to be verified with a backwater analysis.

Although the 6-inch pipe on Kirkland Way appears to have adequate capacity for all proposed alternatives at Site 1 (based on assumed pipe slope), it does not meet current DOE standards for minimum pipe size for Public Sewers. This pipe should be upsized to 8-inch diameter to meet those minimum requirements. The pipe size and slope should be determined to verify that it does have sufficient capacity to accept projected flows in the interim. Otherwise, for development of the MRM site alone, no other pipes appear to need upsizing.

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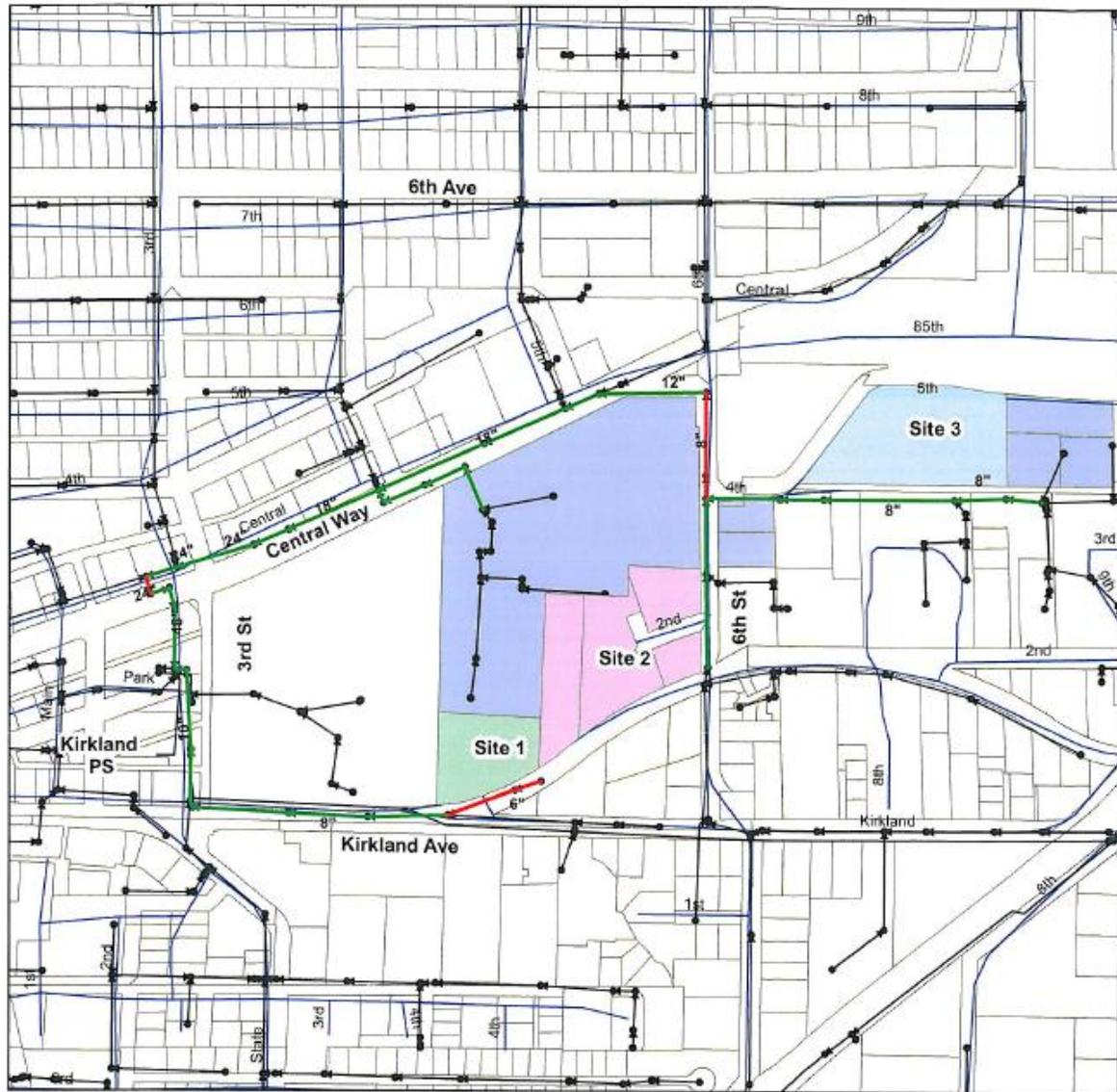
MRM Kirkland EIS  
Tributary Mini-Basins

Figure A

**Legend**

- Sanitary Sewer Manholes
- Sanitary Sewer Pipes Analysis
- Sanitary Sewer Pipes
- Redevelopment Alternative Locations





**MRM Kirkland EIS  
Sewer System Analysis**  
**Figure B**



**Stantec**

**Legend**

- Site 1
- Site 2
- Site 3
- Park Place Redevelopment (Previously Analyzed)
- Sanitary Sewer Manholes
- Sanitary Sewer Pipes
- Sanitary Sewer Pipes Analysis
- Capacity Issues/Recommended Improvements

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# APPENDIX G: TRANSPORTATION MODEL FUTURE CAPITAL PROJECT ASSUMPTIONS

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| Project  | CIP #                         | Description   |
|--|-------------------------------|---|
| NE 132 <sup>nd</sup> Street Roadway Improvements                                   | ST 0077<br>ST 0078<br>ST 0079 | Widen NE 132 <sup>nd</sup> Street from 2 to 3 lanes, from 100 <sup>th</sup> Avenue NE to NE 132 <sup>nd</sup> Street                                |
| 120 <sup>th</sup> Avenue NE Roadway Improvements                                   | ST 0063 000                   | Widen 120 <sup>th</sup> Avenue NE from 3 to 5 lanes, from NE 128 <sup>th</sup> Street to NE 132 <sup>nd</sup> Street                                |
| 124 <sup>th</sup> Avenue NE Roadway Improvements                                   | ST 0059 000                   | Widen 124 <sup>th</sup> Avenue NE from 3 to 5 lanes, from NE 116 <sup>th</sup> Street to NE 124 <sup>th</sup> Street                                |
| NE 120 <sup>th</sup> Street Roadway Extension                                      | ST 0057 001                   | Extend NE 120 <sup>th</sup> Street (new roadway) from Slater Avenue NE to 124 <sup>th</sup> Avenue NE   |
| Kirkland Avenue/ 6 <sup>th</sup> Street Intersection Improvement                   | TR 0065                       | Install new traffic signal; one left-turn lane and one thru-right lane in all four directions   |
| NE 85 <sup>th</sup> Street / 120 <sup>th</sup> Avenue NE Intersection Improvement  | TR 0088 000                   | Add northbound exclusive right-turn lane  |
| NE 70 <sup>th</sup> Street / 132 <sup>nd</sup> Avenue NE Intersection Improvement  | TR 0086 000                   | Add northbound and westbound right-turn lanes   |
| 100 <sup>th</sup> Avenue NE / NE 132 <sup>nd</sup> Street Intersection Improvement | TR 0083 000                   | Restripe eastbound right-turn lane to shared thru-right<br>Add northbound receiving lane on north leg<br>Extend westbound left and right turn lanes |
| 100 <sup>th</sup> Avenue NE / NE 124 <sup>th</sup> Street Intersection Improvement | TR 0084 000                   | Add northbound receiving lane on north leg and restripe northbound right-turn lane to shared thru-right   |
| NE 124 <sup>th</sup> Street / 124 <sup>th</sup> Avenue NE Intersection Improvement | TR 0091 000                   | Add second southbound thru-lane, second northbound left-turn lane, and northbound right-turn lane   |
| Lake Washington Boulevard / NE 38 <sup>th</sup> Place                              | TR 0090 000                   | Add northbound thru-right lane, and northbound receiving lane on north leg  |
| Central Way / 6 <sup>th</sup> Street Intersection Improvement                      | TR 0100 100                   | Add second westbound left-turn lane, modify signal to provide westbound left and northbound right overlap phase                                     |
| NE 85 <sup>th</sup> Street / 114 <sup>th</sup> Avenue Intersection Improvement     | ---                           | Restripe eastbound right-turn lane to shared thru-right   |
| NE 132 <sup>nd</sup> Street / 124 <sup>th</sup> Avenue NE                          | TR 0096 000                   | Add second eastbound left-turn lane   |

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