



**DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT**  
**MEMORANDUM**

**To:** Planning Commission

**From:** Eric Shields, Planning Director  
Paul Stewart, Deputy Director  
Jeremy McMahan, Planning Supervisor  
Angela Ruggeri, Senior Planner

**Date:** October 16, 2008

**Subject:** **PUBLIC HEARING - FILE ZON07-00016**  
**PARKPLACE (TOUCHSTONE) PRIVATE AMENDMENT REQUEST**

**I. RECOMMENDATION**

- A. Conduct a public hearing on the Parkplace Private Amendment Request
- B. Recommend to the City Council text and map revisions to the Comprehensive Plan (see Attachment 1) and Zoning Code and Zoning Map (see Attachment 2) based on the staff analysis described in Section VI below.

**II. DESCRIPTION OF REQUEST**

**Touchstone Private Amendment Request:** Touchstone has submitted a private amendment request (PAR) to amend the Comprehensive Plan and Zoning for the 11.5 acre site of the existing Kirkland Parkplace Center. The request includes a building height increase from 3-5 stories to 4-8 stories as measured from the grade of 6<sup>th</sup> Street and Central Way and allowance of taller buildings next to Central Way and 6<sup>th</sup> Street. It also includes a request for a building setback reduction from 20 feet to 0 feet on Central Way and 6<sup>th</sup> Street, and from 10 feet to 0 feet next to Peter Kirk Park. Also requested is flexibility in other regulations such as parking requirements and lot coverage.

**Preferred Alternative for Hearing:** Having considered the Touchstone PAR over the past several months at study sessions and public hearings, the Planning Commission has developed potential amendments to the Comprehensive Plan and Zoning Code, as well as a master plan and design guidelines for review at the October 23<sup>rd</sup> public hearing and eventual consideration by the City Council. In shaping draft codes and policies, the Planning Commission has met for over a year to weigh the benefits and impacts of the Touchstone PAR. The draft under consideration

reflects that deliberation, with the concept of using height as an incentive for public benefits including open space, sustainability measures, retail requirements, and pedestrian improvements. The Planning Commission has included regulations and design guidelines to enhance the relation and orientation to Peter Kirk Park, create wider setbacks from adjoining properties, establish building stepbacks at key locations, and ensure light and sun into the central public open space. In summary, the amendments include:

Comprehensive Plan:

The draft amendments to the Downtown Plan (Attachment 1) include the following key revisions:

- East Core Frame Land Use District: Addition of retail as a significant part of any Parkplace mixed use development and clarification of residential uses.
- Urban Design: reference to a new design review document titled “Master Plan and Design Guidelines for Parkplace”, and emphasis on public views near I 405 rather than at 6<sup>th</sup> Street and Central Way.
- Height and Design District 5: Divides the district into a Design District 5 (properties in the southern portion) and Design District 5A (the Parkplace site). Policies for Design District 5 stay largely the same with minor text edits and clarifications. Design District 5A policies establish:
  - Height range of 3-8 stories with maximum heights allowed as an incentive for public open space and creation of a retail destination.
  - Emphasis on vehicular and pedestrian circulation, landscaping, and open space.
  - Special attention to building design and size at downtown gateway, along Central Way, and adjoining Peter Kirk Park.
  - Aggressive sustainability measures including green building, transportation demand management measures, and low impact development techniques.

Various other minor text edits and corrections to the Downtown Plan are included. Note that additional changes to the text of the Moss Bay Neighborhood Plan are under consideration with the Orni and Altom PAR's.

Zoning Map and Zoning Code:

The draft amendments to the Zoning Map and Kirkland Zoning Code (Attachment 2) include the following key revisions:

- Creation of a new CBD 5A zone covering the Parkplace center site with regulations that establish the following:
  - The primary allowed use is mixed use development with office, retail, and restaurant uses. The square footage of retail and restaurant uses must be equal to or exceed least 25% of the office square footage.
  - Development must be pursuant to the Master Plan and Design Guidelines.
  - Maximum heights are established in four height subdistricts: the center/southeast portion of the zone allowing 115' buildings, the Central Way frontage portion

allowing 100' buildings along Central Way, the Peter Kirk Park frontage portion allowing 60' buildings, and a transitional area between the Park portion and the and the center portion allowing 100' buildings.

- The minimum setbacks are 55' from Peter Kirk Park, 20' from properties to the south and east, and 0' from Central Way and 6<sup>th</sup> Street.
  - Big box retail (over 70,000 square feet) and drive through uses are prohibited.
  - Rooftop appurtenances are allowed to exceed height limits by 16' with a maximum 25% coverage of rooftops.
  - Parking for mixed use development using a shared parking method is allowed. Parking reductions through parking management and a transportation management program may be considered.
- Amendments to Chapter 142 (Design Review) to incorporate the Master Plan and Design Guidelines under design review authority (see Attachment 3).

#### Master Plan and Design Guidelines:

The amendments include creation of a master plan and design guidelines (see Attachment 4), adopted by the Kirkland Municipal Code Section 3.30 (see Attachment 5) that would provide an additional level of detail for reviewing redevelopment plans for the Parkplace center site. The document is divided into three key elements:

- A Policy Overview section establishing the vision, procedures, and design intent.
- A Master Plan Standards section establishing basic site planning requirements for amenities, retail frontages, pedestrian space, access points, and the interior street grid.
- A Design Guidelines section establishing detailed design standards for the site and buildings. The Design Guidelines are divided into four sub districts (Gateway, Central Way, Park Interface, and Retail/Office Hub) to respond to the surrounding context and site conditions.

### **III. BACKGROUND**

The following is a brief historical timeline and summary of the subject property:

***June 28, 2007*** The Planning Commission recommended to the City Council that four PAR's including Touchstone, Orni, and Altom move forward for study in the 2007-2008 work program.

***July 17, 2007*** The City Council conducted a threshold review of several private amendment requests and directed staff to begin full review of the Parkplace, Orni, and Altom PAR's. Council also passed a resolution directing the Design Review Board (DRB) to advise the Planning Commission on the Parkplace PAR.

***March 25, 2008*** DRB made recommendations to the Planning Commission on key issues, site organization, and building mass and placement for consideration with

the PAR (see Attachment 6). The DRB recommendation followed a series of six meetings reviewing a variety of conceptual development plans.

- April 4, 2008***      ***Draft Environmental Impact Statement issued.***
- April 24, 2008***      Planning Commission public hearing on the three PAR's and DEIS
- August, 2007-  
October 2008***      Planning Commission study sessions.
- June 12 & June  
26<sup>th</sup>, 2008***      Planning Commission public hearings on the three PAR's.
- October 16, 2008***      Final Environmental Impact Statement issued.

#### **IV. SITE CHARACTERISTICS**

1.      Existing Site Conditions

The site contains approximately 11.5 acres and is currently developed with 250,700 square feet of office and retail uses along with 742 parking stalls.

2.      Neighborhood Zoning and Uses

Attachment 7 contains an aerial vicinity map. The following is a brief description of the zoning and existing uses that adjoin the subject property.

North – Central Way and CBD 6 and CBD 7 zoned properties. The CBD 6 zone is largely developed with 4-5 story mixed use and residential projects, except for one parcel in the southwest corner of the zone with a one story restaurant use. The CBD 6 zone allows four story development. The CBD 7 zone adjoining the site consists of one story bank and restaurant uses. The CBD 7 zone allows three story development.

East – 6th Street and Planned Area 5B and Planned Area 5C zoned properties. The 5B zone adjoining the site is developed with one and two story office buildings. As part of the current Planned Action, the 5B property is under consideration for a plan amendment and rezone from Planned Area 5B to 5C to allow additional height. The 5C zone adjoining the site is developed with a four story office project.

South – Properties to the south are in the CBD 5 zone and are developed with office buildings and one apartment project.

West – Peter Kirk Park is located to the west and is located in a Public Use/Park zone. Uses within the park vary from recreational, to open space, to community center uses.

## **V. CURRENT COMPREHENSIVE PLAN AND ZONING**

The subject property is located in the Moss Bay Neighborhood area of the Comprehensive Plan. Policies for development of the area can be found in the Downtown Plan section (see Attachment 1). The Downtown Plan designates the area as East Core Frame for land use purposes and encourages development in this area to represent a wide range of uses in several large, mixed-use projects. The Downtown Plan notes that this area represents the best opportunity for a vital employment base and should continue to emphasize office redevelopment over residential. The Downtown Plan also designates the area as Design District 5 and discusses maximum building heights of three to five stories, preservation of a sense of openness, and lower height toward the perimeter stepping up to the center of the district. The Plan encourages building orientation to Peter Kirk Park, emphasizes pedestrian and vehicular circulation, and the significance of the gateway at the northeast corner.

The subject property is zoned CBD 5 which allows buildings three to five stories in height and allows a variety of uses including retail, office, hotel, and limited residential. There are currently no requirements in the CBD 5 zone for retail uses (see Attachment 8).

## **VI. PRIVATE AMENDMENT REQUEST CRITERIA**

Criteria found in the Zoning Code must be considered when reviewing a private amendment request.

**A. Factors for Consideration:** KCZ 140.25 establishes that the City must take into consideration, but is not limited to, certain factors when considering a Comprehensive Plan Amendment. Below is a list of the criteria followed by staff analysis.

1. *The effect upon the physical, natural, economic, and/or social environment.*

The effects of the proposed amendment have been reviewed in detail by the Draft and Final Environmental Impact Statement (EIS) and have been considered in the drafting of the proposed amendment.

2. *The compatibility with and impact on adjacent land uses and surrounding neighborhoods.*

The proposed amendments have been reviewed in the EIS for compatibility with and impact on adjacent uses and surrounding neighborhoods and mitigations have been identified where incompatibilities or significant impacts were identified.

3. *The adequacy of and impact on public facilities and services, including utilities, roads, public transportation, parks, recreation and schools.*

Existing public facilities and services have been evaluated in the EIS and with the mitigating measures identified in the Planned Action Ordinance the public facilities and services are adequate to accommodate the proposed amendment.

4. *The quantity and location of land planned for the proposed land use type and density.*

The proposal is located in an area designated in the Comprehensive Plan as an Activity Area. The Activity Area is planned for high density uses with an emphasis on commercial uses surrounded by high density.

5. *The effect upon other aspects of the Comprehensive Plan.*

The proposed amendment has been reviewed in the EIS for consistency with other aspects of the Comprehensive Plan.

**B. Criteria for Amending the Comprehensive Plan:** KZC 140.30 establishes the criteria for evaluating a Comprehensive Plan Amendment. These criteria and the relationship of the proposal to them are as follows:

1. *The amendments must be consistent with the Growth Management Act.*

The amendment is consistent with the Growth Management Act, including the following planning goals (RCW 36.70A.020):

- Urban growth. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner. *Locating an employment base and a concentration of retail in Kirkland's Central Business District is consistent with this planning goal. The EIS evaluates adequacy of public services and facilities to serve the potential development and concludes that they are adequate.*
- Reduce sprawl. Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development. *The Parkplace site presents an urban infill opportunity that can concentrate jobs and retail in an appropriate urban environment within a designated urban growth area.*
- Transportation. Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans. *The Parkplace site is within walking and distance of the existing and soon to be improved Downtown Transit Center and an existing concentration of downtown shops and services. The proposal includes transportation demand management measures to reduce SOV use as addressed in the EIS.*

- Economic development. 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. *The proposal presents a substantial economic development opportunity for the City of Kirkland in an area that has public services and public facilities to accommodate that development (see EIS).*
- Environment. Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water. *The draft Comprehensive Plan language encourages aggressive sustainability measures including green building, low impact development, deconstruction, and transportation demand management.*
- Citizen participation and coordination. Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts. *To date, the proposal has undergone 16 months of intensive public process in community meetings, open houses, DRB review, City Council meetings, Planning Commission public meetings and public hearings.*
- Public facilities and services. 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. *The proposal has been reviewed through the EIS for adequacy of facilities and services to support the development. With identified mitigations, the development would meet Kirkland's levels of service.*

2. *The amendments must be consistent with the Countywide Planning Policies.*

The amendment is consistent with the Countywide Planning Policies. Kirkland is within a designated urban growth area. The Policies state that land within Urban Growth Areas shall be characterized by urban development (LU-26). Downtown Kirkland is designated as an Activity Area in Kirkland's Comprehensive Plan consistent with the Countywide Planning Policies (FW-17). Policies encourage infill development that enhance community character and include a mix of uses (LU-69) and support open space and neighborhood commercial land uses within office rather than single purpose office parks (LU-74). Policies encourage urban areas characterized by superior urban design as defined locally (FW-25). Economic development policies encourage the retention and expansion of the economic

base and a business climate that is supportive of business formation, expansion, and retention (ED-6).

3. *The amendments must not be in conflict with other goals, policies, and provisions of the Kirkland Comprehensive Plan.*

The amendment has been reviewed for consistency with the Kirkland Comprehensive Plan. The amendment is generally consistent with Downtown Plan policies encouraging high density employment and commercial use in CBD 5. With the mitigation measures identified in the EIS and Planned Action Ordinance the amendments would not be in conflict with the Comprehensive Plan.

4. *The amendments will result in long-term benefits to the community as a whole, and is in the best interest of the community.*

If the request is approved, the amendments will provide the long-term community benefit of establishing a significant employment base in downtown Kirkland and an opportunity to maintain the community-oriented aspects of the current Parkplace site as a local retail destination enhanced with improved public gathering spaces. Office development in this area meets the objective of the Downtown Plan by providing a significant increase in office square footage adjacent to the core area as a way to enhance the core area for retail and service businesses (page XD.D-4). The mixed use approach to the amendments also allows mutually supportive land uses on the same site and opportunities for shared parking. As noted in the Economic Development Chapter of the Comprehensive Plan,

*“Mixed use development, when combined with multi-story structures, promotes a more compact and sustainable land use pattern and encourages walking and transit use to reduce dependence on automobiles.” (page VIII-10)*

The amendments do involve additional mass and scale of buildings to accommodate the proposed density and mix of uses and the issue of scale has been a consistent community interest in the public process to date. The Community Character and Economic Development Chapters of the Comprehensive Plan acknowledge the need to balance growth and change with protection of community character. This balancing of community interests to create long-term benefits to the community as a whole is reflected in the proposed amendments, which allow taller buildings in conjunction with community amenities, sustainability measures, and design standards.

Additional assessment of community interests is located in Section VI.C of this report.

**C. Criteria for Rezone:** KZC 130.20 establishes the criteria by which a legislative rezone must be evaluated. These criteria and the relationship of the proposal to them are as follows:

1. *Conditions have substantially changed since the property was given its present zoning or the proposal implements the policies of the Comprehensive Plan; and*

The current CBD 5 zoning and the Comprehensive Plan policy basis were established in the late 1980's and early 1990's. Conditions have changed substantially since the zoning was established, with adoption of the Growth Management Act, significant development in the CBD, and a greater City and regional focus on urban infill development and transit-oriented development. In addition, the rezone would implement the proposed policies of the Comprehensive Plan currently under consideration.

2. *The proposal bears a substantial relationship to the public health, safety, or welfare; and*

Much of the public comment around the proposal has focused on areas of character, traffic, retail importance, parking, views, setbacks, job growth, and open space. A review of those public welfare issues follows:

- **Character:** The character of the area will change with redevelopment of the Parkplace center under the existing five story zoning or the proposed eight story zoning. The draft codes, policies, and guidelines do include measures that seek to balance this additional development intensity with new requirements to protect Kirkland's unique character.
- **Traffic:** Traffic impacts have been identified and evaluated against City standards in the EIS and appropriate mitigating measures incorporated.
- **Retail:** Many comments have identified the importance of preserving the retail components of the existing Parkplace center; however, retail is not a required component of redevelopment under the existing zoning for the area. The proposed rezone would require a substantial retail component in any mixed use development. In addition, the Master Plan establishes guidance for community serving retail such as grocery and theater uses within a redevelopment.
- **Parking:** Parking for the preferred alternative has been evaluated thoroughly through the EIS. The proposed zoning text includes base parking requirements but allows shared use to make more efficient use of the parking. Working in tandem with proposed transportation demand management measure to reduce vehicle trip, the zoning also allows parking reductions to be considered based on a parking and transportation management programs.

- **Views:** Views have been considered and evaluated in the EIS and during the policy discussions with the Planning Commission. It should be noted that Kirkland's Comprehensive Plan specifically notes that the City does not protect private views (page IV-10) but does protect public scenic views and view corridors. Existing and potential views from 6<sup>th</sup> Street and Central Way across the Parkplace site were evaluated and determined to be negligible currently and likely eliminated with any redevelopment of the area. The more significant view of the water and mountains as one drives from I 405 down 85<sup>th</sup> Street were also evaluated and found to be largely unaffected by the proposed rezone.
- **Setbacks:** While the initial PAR requested elimination of setback requirements, the proposed zoning would reduce setback to 0' on Central Way and 6<sup>th</sup> Street but would increase setbacks along the Park from 0' to 55' and increases setbacks from adjoining properties to the south and east from 0' to 20'.
- **Jobs:** Significant job growth may occur under any redevelopment of the area. Touchstone has submitted an alternative proposal for design review that would include a similar square footage of office use but would not include the mixed use components such as retail that are envisioned under the rezone.
- **Open space:** The policy basis for the rezone and additional height as established in the draft Comprehensive Plan amendments is to provide an incentive to the create a network of public open space around which is organized a dynamic retail destination. The proposed rezone and supporting documents would create such an incentive and establish clear requirement.

Based on the mitigations incorporated into the Planned Action Ordinance, the restrictions and requirements incorporated into the CBD 5A zone, and the development requirements included in the Master Plan and Design Guidelines, the proposed rezone does bear a substantial relationship to the public welfare. As reviewed in the EIS, there are no significant adverse impacts identified to public health or safety.

3. *The proposal is in the best interest of the community of Kirkland.*

There is clearly a diversity of community opinion around whether the proposed rezone is in the best interests of the community. The proposed rezone does provide a significant opportunity for the community to create a strong employment base in the downtown activity area and derive the economic development benefits that accompany that base. The proposed rezone provides an opportunity to rewrite the rules for redevelopment of the area to require the retail and open space amenities that the community has identified as valuable. As noted above,

the proposed rezone has sought to identify the interests of the community and address them in a substantive way.

## **VII. ENVIRONMENTAL REVIEW**

The City issued a Determination of Significance for the Touchstone, Orni, and Altom PAR's on October 16, 2007. A Draft Environmental Impact Statement was issued on April 4, 2008 with a subsequent 45 day comment period running until May 19, 2008. A public open house was held on April 16, 2008 and a public hearing was held on April 24, 2008. The Final Environmental Impact Statement was issued on October 16, 2008.

The EIS review alternative includes the proposed adoption of a Planned Action Ordinance (see Attachment 9) designating the three private amendment requests (Areas A, B, and C) as a Planned Action for the purposes of SEPA compliance, pursuant to RCW 43.21C.031(2)(a) and WAC 197-11-164. A Planned Action is intended to conduct early environmental review under SEPA so that impacts and mitigation measures for the planned development are identified up front.. When a permit application and environmental checklist are submitted for Areas A, B and C, the City will first verify that:

- the project meets the description of the project designated as a Planned Action by the ordinance;
- the probable significant adverse environmental impacts have been adequately addressed in the EIS; and
- the project includes any conditions or mitigation measures outlined in the ordinance.

If the project meets the above requirements, it qualifies as a Planned Action project and a SEPA threshold determination is not required.

The City will monitor the development levels approved in the three planned action areas as follows:

- Determine if the proposed land uses are within categories of land use studied in the EIS.
- Establish the maximum development potential for each private amendment request as reviewed in the EIS. Development potential can be expressed in square feet of development and in total vehicle trips.
- There is also a requirement for implementation of transportation management plans for development in Areas A, B, and C and associated monitoring.

The City has complied with the requirements of SEPA.

## **VIII. ATTACHMENTS**

1. Draft Comprehensive Plan amendments
2. Draft Zoning Map and CBD 5A Use Zone Charts and supporting Plates
3. Draft Zoning Code Chapter 142 amendments
4. Draft Master Plan and Design Guidelines
5. Draft Kirkland Municipal Code 3.30 amendments

6. DRB Recommendation to Planning Commission
7. Area map
8. Existing CBD 5 Zoning
9. Draft Planned Action Ordinance

**CC:** File: ZON07-00016

*The following text is excerpted from the Downtown Plan section of the Moss Bay Neighborhood Plan to illustrate proposed changes related to the Parkplace PAR within the context of the Plan. For complete text and graphics of the current Plan, review the online version of the Plan from the City's webpage. Edited paragraphs are indicated in shaded text. Graphics showing modifications to neighborhood maps are included as attachments.*

## A. VISION STATEMENT

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 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.

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.

## B. LAND USE

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***A critical mass of retail uses and services is essential to the economic vitality of the Downtown area.***

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The Downtown area is appropriate for a wide variety of permitted uses. The area's economic vitality and identity as a commercial center will depend upon its ability to establish and retain a critical mass of retail uses and services, primarily located west of 3rd Street. If this objective is not reached, it relegates the Downtown to a weaker and narrower commercial focus (i.e., restaurant and offices only) and lessens the opportunities and reasons for Kirklanders to frequent the Downtown.

The enhancement of the area for retail and service businesses will best be served by concentrating such uses in the pedestrian core and shoreline districts and by encouraging a substantial increase in the amount of housing and office floor area either within or adjacent to the core. In implementing this land use concept as a part of Downtown's vision, care must be taken to respect and enhance the existing features, patterns, and opportunities discussed in the following plan sections on urban design, public facilities, and circulation.

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***Land use districts in the Downtown area are identified in Figure C-3.***

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Figure C3 identifies five land use districts within the Downtown area. The districts are structured according to natural constraints such as topographical change, the appropriateness of pedestrian and/or automobile-oriented uses within the district, and linkages with nearby residential neighborhoods and other commercial activity centers.

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***CORE AREA***

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***Pedestrian activity in the core area is to be enhanced.***

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The core area should be enhanced as the pedestrian heart of Downtown Kirkland. Land uses should be oriented to the pedestrian, both in terms of design and activity type. Appropriate uses include retail, restaurant, office, residential, cultural, and recreational.

Restaurants, delicatessens, and specialty retail shops, including fine apparel, gift shops, art galleries, import shops, and the like constitute the use mix and image contemplated in the Vision for Downtown. These uses provide visual interest and stimulate foot traffic and thereby provide opportunities for leisure time strolling along Downtown walkways for Kirklanders and visitors alike.

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***Drive-through facilities and ground-floor offices are prohibited.***

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The desired pedestrian character and vitality of the core area requires the relatively intensive use of land and continuous compact retail frontage. Therefore, automobile drive-through facilities should be prohibited. Similarly, office uses should not be allowed to locate on the ground level. These uses generally lack visual interest, generate little foot traffic, and diminish prime ground floor opportunities for the retail uses that are crucial to the ambiance and economic success of the core area.

The attractiveness of the core area for pedestrian activity should be maintained and enhanced. Public and private efforts toward beautification of the area should be promoted. Mitigation measures should be undertaken where land uses may threaten the quality of the pedestrian environment. For example, in areas where take-out eating facilities are permitted, a litter surcharge on business licenses should be considered as a means to pay for additional trash receptacles or cleaning crews.

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***The creation and enhancement of public open spaces is discussed.***

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Public open spaces are an important component of the pedestrian environment. They provide focal points for outdoor activity, provide refuge from automobiles, and stimulate foot traffic which in turn helps the retail trade. The establishment and use of public spaces should be promoted. Surface parking lots should be

eliminated in favor of structured parking. In the interim, their role as one form of open area in the Downtown should be improved with landscaped buffers adjacent to rights-of-way and between properties. Landscaping should also be installed where rear sides of buildings and service areas are exposed to pedestrians.

A high-priority policy objective should be for developers to include only enough parking stalls in their projects within the core area to meet the immediate need and to locate the majority of their parking in the core frame. This approach would reserve the majority of core land area for pedestrian movement and uses and yet recognize that the adjacent core frame is within a very short walk.

The City should generally avoid vacating alleys and streets in the core area. The existing network of street and alleys provides a fine-grained texture to the blocks which allows service access and pedestrian shortcuts. The small blocks also preclude consolidation of properties which might allow larger developments with less pedestrian scale. Vacations may be considered when they will not result in increased building mass and there is a substantial public benefit. Examples of public benefit might include superior pedestrian or vehicular linkages, or superior public open space.

### ***NORTHWEST CORE FRAME***

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***Office and office/multifamily mixed-use projects are appropriate in the Northwest Core Frame.***

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The Northwest Core Frame includes the area south of City Hall and north of the core area. This area should develop with office, or office/multifamily mixed-use projects, whose occupants will help to support the commercial establishments contained in the core. Retail and restaurant uses are desirable provided that they have primary access from Central Way.

This area presents an excellent opportunity for the development of perimeter parking for the core area and is so shown in the Downtown Master Plan (Figure C4). Developers should be encouraged to include surplus public parking in their projects, or to incorporate private parking “transferred” from projects in the core or funded by the fee-in-lieu or other municipal source. While pedestrian pathways are not as critical in this area as they are in the core, drive-through facilities should nevertheless be encouraged to locate elsewhere, to the east of 3rd Street.

### ***Northeast Core Frame***

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***A broad range of commercial uses should be encouraged in the Northeast Core Frame.***

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The Northeast Core Frame currently contains the bulk of the Downtown area’s automobile-oriented uses. Redevelopment or new development in this area should be encouraged to represent a broader range of commercial uses.

Future development should set the bulk of structures back from the street while providing low, one-story retail shops at the edge of the sidewalk. Development should also underground utilities, and incorporate parking lot landscaping and a reduction in lot coverage in site design. This will present an open, green face to Central

Way and, in conjunction with Peter Kirk Park on the south side of the street, create a tree-lined boulevard effect as one approaches the core area from the east.

### ***EAST CORE FRAME***

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***Development in the East Core Frame should be in large, intensively developed mixed-use projects.***

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The East Core Frame is located east of Peter Kirk Park, extending from Kirkland Way northerly to 7<sup>th</sup> Avenue. The area includes the area where 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. is located, and extends northerly to 7th Avenue. Developments in this area should continue to represent a wide range of uses, in several large, mixed use projects. However, bBecause this area between Central Way and Kirkland Way provides the best opportunities in the Downtown for creating a strong vital employment base, redevelopment for this area should continue to emphasize office use should be emphasized redevelopment over residential. Within the Parkplace center site, however, retail uses should be a significant component of a mixed use complex.

Limited residential use should be allowed as a complementary use adjoining the eastern edge of Peter Kirk Park as a complementary use. These residential uses should be designed to accommodate the active nature of the park (e.g., noise, lighting, etc.) to avoid potential conflicts between future residents and park uses.

The north side of Central Way, within the East Core Frame, has been redeveloped to nearly its full potential with high density residential uses.

### ***SOUTH CORE FRAME***

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***Retail, office, and office/multifamily mixed-use projects are suitable for the South Core Frame.***

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The South Core Frame immediately abuts the southern boundary of the core area. This area is suitable for retail, office, and office/multifamily mixed-use projects.

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***Public parking may be provided in the South Core Frame.***

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The South Core Frame, like the Northwest Core Frame, presents an excellent opportunity for the development of close-in public parking. Developers should be allowed to include surplus public parking in their projects in this area or to accommodate private parking “transferred” from the core or funded by “fee-in-lieu” or other municipal source.

The western half of the South Core Frame should develop more intensively than the eastern half of this area, due to its proximity to the Downtown core. The vacation of 1st Avenue South, west of 2nd Street South, and 1st Street South should be considered as a means of concentrating more intensive development to the west.

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***Mitigation measures to reduce impacts on single-family residences may be required.***

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As this area lies just north of an established single-family neighborhood, mitigation measures may be required to minimize the impacts of any new nonresidential development on these single-family homes. These measures may include the restriction of vehicle access to projects within the South Core Frame to nonresidential streets. Public improvements, such as physical barriers to restrict traffic flow in these areas, may be considered. The architectural massing of projects in this area should be modulated both horizontally and vertically to reduce their visual bulk and to reflect the topography which presently exists.

## C. URBAN DESIGN

The urban design of Downtown Kirkland consists of many disparate elements which, together, define its identity and “sense of place.” This document provides policy guidelines for the design of private development and a master plan for the development of the public framework of streets, pedestrian pathways, public facilities, parks, public buildings, and other public improvements (see Figure C4).

The following discussion is organized into three sections:

- A. Downtown Design Guidelines and Design Review;
- B. Building Height and Design Districts; and
- C. The Image of the City: Urban Design Assets.

### ***DOWNTOWN DESIGN GUIDELINES AND DESIGN REVIEW***

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***Mechanics of Design Review are described.***

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The booklet entitled “Design Guidelines for Pedestrian-Oriented Business Districts,” which is adopted in Chapter 3.30 of the Kirkland Municipal Code, contains policy guidelines and concepts for private development in Downtown Kirkland. The booklet includes an explanation of the mechanics of the Design Review process to be used for all new development and major renovations in the Downtown area. The booklet entitled “Master Plan and Design Guidelines for Kirkland Parkplace” contains guidelines for the master planned development of the Kirkland Parkplace site (Design District 5A). Discretion to deny or condition a design proposal is based on specific Design Guidelines or a master plan adopted by the City Council and administered by the Design Review Board and Planning Department. Design Review enables the City to apply the Guidelines in a consistent, predictable, and effective manner.

The Guidelines are intended to balance the desired diversity of project architecture with the equally desired overall coherence of the Downtown's visual and historic character. This is to be achieved by injecting into each project's creative design process a recognition and respect of design principles and methods which incorporate new development into Downtown's overall pattern. The Guidelines would be applied to any specific site in conjunction with the policy guidance provided by the Downtown Master Plan and the following text regarding Design Districts.

The Design Review Process enables the City to require new development to implement the policy guidance contained in the Guidelines, the Master Plan for Downtown, and to protect and enhance the area's urban design assets. A more complete description of how Design Review should operate is found in the Zoning Code.

### ***BUILDING HEIGHT AND DESIGN DISTRICTS***

Figure C5 identifies eight height and design districts within Downtown Kirkland. The boundaries of these districts are determined primarily by the topographical characteristics of the land and the area's proximity to other noncommercial uses.

#### ***Design District 1***

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***Maximum building height in Design District 1 is between two and five stories, depending on location and use.***

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This district is bordered by Lake Street, Central Way, 3rd Street, and generally 1st Avenue South. When combined with District 2, this area corresponds to the core area as shown in Figure C3.

The maximum building height in this area should be between two and five stories with no minimum setback from property lines. Stories above the second story should be set back from the street. To preserve the existing human scale of this area, development over two stories requires review and approval by the Design Review Board based on the priorities set forth in this plan.

Buildings should be limited to two stories along all of Lake Street South to reflect the scale of development in Design District 2. Along Park Lane west of Main Street, Third Street, and along Kirkland Avenue, a maximum height of two stories along street frontages will protect the existing human scale and pedestrian orientation. Buildings up to three stories in height may be appropriate along Central Way to reflect the scale of development in Design District 8 and as an intermediate height where adequately set back from the street. A continuous three-story street wall should be avoided by incorporating vertical and horizontal modulations into the design of buildings.

The portions of Design District 1 designated as 1A in Figure C-5 should be limited to a maximum height of three stories. As an incentive to encourage residential use of upper floors and to strengthen the retail fabric of the Core Area, a fourth story of height may be allowed. This additional story may be considered by the Design Review Board for projects where at least two of the upper stories are residential, the total height is not more than four feet taller than the height that would result from an office project with two stories of office over ground floor retail, stories above the second story are set back significantly from the street and the building form is stepped back at the third and fourth stories to mitigate the additional building mass, and the project

provides superior retail space at the street level. Rooftop appurtenances and related screening should not exceed the total allowed height, and should be integrated into the height and design of any peaked roofs or parapets.

The portions of Design District 1 designated as 1B in Figure C-5 provide the best opportunities for new development that could contribute to the pedestrian fabric of the Downtown. Much of the existing development in these areas consists of older auto-oriented uses defined by surface parking lots and poor pedestrian orientation. To provide incentive for redevelopment and because these larger sites have more flexibility to accommodate additional height, a mix of two to four stories in height is appropriate. East of Main Street, development should combine modulations in building heights with modulations of facade widths to break large buildings into the appearance of multiple smaller buildings. South of Kirkland Avenue, building forms should step up from the north and west with the tallest portions at the base of the hillside to help moderate the mass of large buildings on top of the bluff. Buildings over two stories in height should generally reduce the building mass above the second story.

As with Design District 1A, an additional story of height may be appropriate in 1B to encourage residential use of the upper floors and to strengthen the retail fabric in the Core Area. This additional story may be considered by the Design Review Board for projects where at least three of the upper stories are residential, the total height is not more than one foot taller than the height that would result from an office project with three stories of office over ground floor retail, stories above the second story are set back significantly from the street and the building form is stepped back at the third, fourth, and fifth stories to mitigate the additional building mass, and the project provides superior retail space at the street level. Rooftop appurtenances and related screening should not exceed the total allowed height, and should be integrated into the height and design of any peaked roofs or parapets.

Design considerations of particular importance in this area are those related to pedestrian scale and orientation. Building design at the street wall should contribute to a lively, attractive, and safe pedestrian streetscape. This should be achieved by the judicious placement of windows, multiple entrances, canopies, awnings, courtyards, arcades, and other pedestrian amenities. Service areas, surface parking, and blank facades should be located away from the street frontage.

### ***Design District 2***

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***One to three stories in building height above Central Way or Lake Street are appropriate in Design District 2, depending on location.***

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This area is bordered by the shoreline, Central Way, Lake Street, and 3rd Avenue South. This area serves as the link between Downtown and the Lake and helps define the traditional pedestrian-oriented retail environment. In addition, the existing low development allows public views of the Lake from many vantages around the Downtown and allows evening sun into the Downtown core. To emphasize this link and the traditional role, building heights in this area should remain low. Two stories above the street are appropriate along Central Way and south of Kirkland Avenue. Along Lake Street South between Kirkland Avenue and Central Way, buildings should be limited to one story above the street. Two stories in height may be allowed in this area where the impacts of the additional height are offset by substantial public benefits, such as through-block public pedestrian access or view corridors. Buildings over one story in this area should be reviewed by the Design Review Board for both design and public benefit considerations. These benefits could also be provided with the development of the Lakeshore Plaza project identified in the Downtown Master Plan (see

Figure C-4). Building occurring in conjunction with that project or thereafter should be reviewed in relation to the new context to determine whether two stories are appropriate. South of Second Avenue South, buildings up to three stories above Lake Street South are appropriate. Buildings over two stories should be reviewed by the Design Review Board to ensure an effective transition along the street and properties to the south.

As in District 1, pedestrian orientation is an equally important design consideration in District 2. In addition, improvements related to the visual or physical linkage between building in this area and the lake to the west should be incorporated in building design.

The public parking lot located near Marina Park at the base of Market Street is well suited for a parking structure of several levels, due to its topography. Incentives should be developed to encourage the use of this site for additional public parking.

### ***Design Districts 3 and 7***

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#### ***Maximum building height is three stories in Design Districts 3 and 7.***

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These districts are east of 3rd Street, north of Central Way, and south of Peter Kirk Park. Maximum building height should be three stories, with a minimum front yard setback of 20 feet and maximum lot coverage of 80 percent. Lower portions of projects with a pedestrian orientation should be allowed to encroach into the setbacks to stimulate pedestrian activity and links to eastern portions of the Downtown. Street trees and ground cover are appropriate along Kirkland Avenue and Central Way. By keeping structures in this area relatively low-rise and set back from the street, views from upland residences can be preserved and the openness around Peter Kirk Park enhanced.

In Design District 3, the restriction of access points to nonresidential streets may be necessary in order to prevent a negative impact of development in this area on the single-family enclave which exists to the south.

### ***Design District 4***

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#### ***Maximum building height to be four stories.***

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This district is located south of 1st Avenue South, east of 1st Street South. Land in this area is appropriate for developments of four stories in height.

The method for calculating building height should be modified for this area as described in the discussion of height calculation for structures in District 8. The opportunity to take advantage of substantial grade changes with terraced building forms also exists in the western half of District 4.

Vehicular circulation will be an important consideration in project design in this area. The restriction of access points to nonresidential streets in order to prevent a negative impact of development in this area on the single-family enclave which exists to the south may be necessary.

### ***Design District 5***

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***Building heights of two to five stories are appropriate in Design District 5.***

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This district lies at the east side of Downtown between Central Way 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. ~~Facades~~ Portions of buildings facing Central Way, 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.

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, ~~etc.~~ Landscaping and pedestrian linkages should be used to create an effective transition. ~~Residential development should be designed to integrate into both the office/retail character of the zone and the active urban nature of Peter Kirk Park. Residential development should also be limited to those portions of the property fronting on park green space, rather than those portions fronting the Teen Center and Performance Center.~~

Design considerations related to vehicular and pedestrian access, landscaping, and open space are particularly important in this area. ~~The intersection of 6th Street and Central Way is a prominent gateway to the Downtown. New development in this area should have a positive impact on the image of Kirkland and should be designed to enhance this entry.~~ Within the district, a north-south vehicular access between Central Way and Kirkland Way should be preserved and enhanced with pedestrian improvements.

***Design Districts 5A***

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***Building heights of 3 to 8 stories are appropriate in Design District 5A.***

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This district lies at the east side of Downtown between Central Way and Design District 5 and is commonly known as Parkplace. 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.

Redevelopment of this area should be governed by the Kirkland Parkplace Master Plan and Design Guidelines as set forth in the Kirkland Municipal Code. Heights of up to eight stories are appropriate as an incentive to create a network of public open spaces around which is organized a dynamic retail destination. Development under the Master Plan and Design Guidelines should guide the transformation of this district from an auto-oriented center surrounded by surface parking into a pedestrian-oriented center integrated into the community by placing parking underground; activating the streets with retail uses; and creating generous pedestrian paths, public spaces and gathering places. Pedestrian connections to adjoining streets, Peter Kirk Park, and adjoining developments should be incorporated to facilitate the integration of the district into the neighborhood.

Residential development could be designed to integrate into both the office/retail character of the zone and the active urban nature of Peter Kirk Park. Special attention to building design, size, and location should be provided at three key locations: at the intersection of Central Way and Sixth Street to define and enhance this important downtown gateway; along Central Way to respond to the context along the north side of street; and facing Peter Kirk Park to provide a transition in scale to downtown's central greenspace.

Because of the intensity of land use in 5A, the design of the buildings and site should incorporate aggressive sustainability measures, including low impact development measures, deconstruction, green buildings, and transportation demand management.

### ***Design District 6***

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***Maximum building heights of two to four stories are appropriate for Design District 6.***

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This large block of land located between 5th Street and 6th Street, north of Central Way, and south of 7th Avenue, is identified as a major opportunity site for redevelopment elsewhere in this document. Figure C6 contains a schematic diagram of design and circulation considerations that should be incorporated in the redevelopment of this district. Development of this district should be relatively intensive and should be physically integrated through pedestrian access routes, design considerations, and intensive landscaping.

Safe, convenient, and attractive pedestrian connections across the district should be provided. This path should be designed under a covered enclosure or arcade along the storefronts in this area. Visual interest and pedestrian scale of these storefronts will contribute to the appeal of this walkway to the pedestrian. A connection of this pathway to Central Way should be made, with a continuation of the overhead enclosure to unify this pedestrian route.

Design considerations related to vehicular and pedestrian access, landscaping, and open space are particularly important in this area. The intersection of 6th Street and Central Way is a prominent gateway to the Downtown. New development in this area should have a positive impact on the image of Kirkland and should be designed to enhance this entry.

A substantial building setback or mitigating design such as the site configuration on the south side of Central Way is necessary in order to preserve openness at this important gateway site. The northeast and southeast corners of this block should be set aside and landscaped to provide public open spaces or miniparks at these gateways. Side-yard setbacks, however, should be minimal to reduce the appearance of a building surrounded by a parking area.

The northern portion of this district should be developed in uses that are residential both in function and scale. Access to this portion of the site may be either from 7th Avenue or from one of the adjacent side streets. Some of the significant trees along 7th Avenue should be incorporated into the site design as a means of softening the apparent mass of any new structures and to provide additional elements of continuity facing the single-family residences along 7th Avenue. In addition, building mass should step down toward 7th Avenue and design consideration should be given to the massing and form of single-family homes to the north.

### ***Design District 8***

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***Building heights of two to four stories are appropriate, depending on location.***

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This district is located north of Central Way and south of 4th Avenue, between Market Street and 3rd Street. Maximum building height should be three stories abutting Central Way and two stories at 3rd and 4th Avenues. Structures which do not abut either of these streets should be allowed to rise up to four stories.

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***Building height calculation should require terracing of building forms on sloped sites.***

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Where dramatic elevation changes exist in this district, an innovative method of calculating height is appropriate. In order to encourage the terracing of building forms on the hillside, building height should be calculated relative to the ground elevation above which the individual planes of the structure lie. Additional bulk controls should apply to restrict the height within 100 feet of noncommercial neighborhoods to the same height allowed in the adjacent zone. Heights on the north side should step down to ease the transition to the core area and moderate the mass on top of the hillside.

Vehicular circulation to nonresidential portions of projects within this area should not occur on primarily residential streets. In addition, design elements should be incorporated into developments in this area which provide a transition to the residential area to the north.

### ***THE IMAGE OF THE CITY: URBAN DESIGN ASSETS***

Many of Downtown's urban design assets are mapped on the Master Plan (Figure C4) or are discussed explicitly in the text of the Height and Design Districts or the Downtown Design Guidelines. The following text should read as an explanation and amplification of references made in those two parts of the Downtown Plan.

#### ***Visual Landmarks***

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***Lake Washington is a major landmark in Downtown Kirkland.***

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The most vivid landmark in Downtown Kirkland is Lake Washington. The lake provides a sense of openness and orientation and is a prominent feature from two of the three main approaches to the Downtown. Many residents and visitors to Kirkland form their impressions of the community from these important vantage points. The preservation and enhancement of views from the eastern (NE 85<sup>th</sup> Street/Central Way) and northern (Market Street) approaches/gateways is a high-priority policy objective.

Despite the prominence from these vantage points, the core area is not well oriented to capitalize on its waterfront setting. The existing activity centers of the retail core and the lake are separated by large surface parking lots. The City and property owners around Marina Park should aggressively pursue opportunities to correct this deficiency by structuring the existing surface parking below a public plaza. This open space amenity could redefine the Downtown and become the focal point of the community.

Other outstanding visual landmarks include the large green expanse of Peter Kirk Park, which provides an open space relief to the densely developed Downtown core to the west. The Peter Kirk Park civic and cultural facilities (Library, Municipal Garage, Peter Kirk Pool, Kirkland Performance Center, Peter Kirk Community Center, Teen Union Building) library and Senior Center building located at the southeast edge of Peter Kirk Park, as well as the METRO transit center at the western boundary of the park, are also well-known local landmarks.

The City Hall facility provides an important visual and civic landmark on the northern slope above the Downtown. Marina Park and the pavilion structure situated there are also symbolic reference points of community, recreational, and cultural activities.

There are a number of features in and nearby the Downtown area with historic significance which add to its visual character and historic flavor. These landmarks include the historic buildings on Market Street and the old ferry clock on Lake Street at Kirkland Avenue. These structures should be recognized for their community and historic value, and their preservation and enhancement should have a high priority. In contrast to the bland architecture of many of the buildings in the Downtown constructed since the 1940's, some of the older structures help define the character of the Downtown. The City will consider preserving this character through a process of inventorying these structures and adopting historic protection regulations. New regulations could range from protecting the character of designated historic buildings to protecting the actual structure. Some form of preservation would provide continuity between the Downtown vision and its unique past.

### ***Public Views***

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***Important Downtown views are from the northern, southern, and eastern gateways.***

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A number of dramatic views exist in the Downtown and its immediate vicinity due to the hills, the valley, and the sloping land areas which form the bowl-like topography ~~which characterizes~~ the City's center. One of the views most often associated with Downtown Kirkland is from NE 85<sup>th</sup> Street just west of Interstate 405 ~~the eastern gateway, where Central Way meets 6th Street~~. From this vantage point, the hills north and south of the core area form a frame for a sweeping view of Lake Washington in the distance and the Olympic mountain range beyond.

Another striking view, identified in Figure C4, is from the Market Street entry into Downtown. This approach is met with a view of the lake, Marina Park and its pavilion, and the City's shoreline. This view could be enhanced with redevelopment of the GTE site, where the existing massive building substantially diminishes this broad territorial view.

Where the Kirkland Avenue and 2nd Avenue South rights-of-way cross Lake Street and continue to Lake Washington, an unobstructed view of open water is visible to pedestrians and people traveling in vehicles. These views are very valuable in maintaining the visual connection and perception of public accessibility to the lake. These views should be kept free of obstruction.

### ***Gateways***

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***Topographic changes define gateways into the Downtown area.***

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The gateways into Downtown Kirkland are very clear and convey a distinct sense of entry. Two of the Downtown's three major gateways make use of a change in topography to provide a visual entry into the area.

At the eastern boundary of the Downtown area, Central Way drops toward the lake, and the core area comes clearly into view. This gateway could be enhanced by an entry sign, similar to one located farther up the hill to the east, or some other distinctive structure or landscaping feature.

A second major gateway is the Downtown's northern entrance where Market Street slopes gradually down toward Marina Park. The historic buildings at 7th Avenue begin to form the visual impression of Downtown's character and identity, and the landscaped median adds to the boulevard feeling of this entryway. Some type of sign or other feature could be incorporated into the improvements to the Waverly site.

At the Downtown's southern border, the curve of Lake Street at about 3rd Avenue South provides a very clear gateway into the commercial core. It is at this point that the transition from residential to retail uses is distinctly felt. Here, also, is an opportunity to enhance this sense of entry by creation of literal gateposts, signs, or landscape materials.

### ***Pathways***

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#### ***An extensive network of pedestrian pathways covers the Downtown area.***

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The size and scale of Downtown Kirkland make walking a convenient and attractive activity. An extensive network of pedestrian pathways covers the Downtown area, linking residential, recreational, and commercial areas. Downtown Kirkland is a pedestrian precinct unlike virtually any other in the region. It is almost European in its scale and quality.

The core of the shopping district, with its compact land uses, is particularly conducive to pedestrian traffic. Both sides of Lake Street, Park Lane, and Kirkland Avenue are major pedestrian routes. Many residents and visitors also traverse the land west of Lake Street to view and participate in water-oriented activities available there.

The Downtown area's major east/west pedestrian route links the lake with Peter Kirk Park, the Kirkland Parkplace shopping center, and areas to the east. For the most part, this route is a visually clear pathway, with diversity and nearby destinations contributing to its appeal to the pedestrian. Enhancement and improved definition of this important east-west pedestrian corridor would help link Parkplace-Place with the rest of the shopping district.

Minor pedestrian routes link the residential areas north of Central Way and south of Kirkland Avenue. These linkages need to be strengthened in order to accommodate the residential and office populations walking from the Norkirk Neighborhood and core frames, respectively. Additional improvements, such as brick paver crosswalks, pedestrian safety islands, and signalization, are methods to strengthen these north-south linkages.

#### ***Enhancement of Downtown pedestrian routes should be a high-priority objective.***

---

Enhancement of the Downtown area's pedestrian routes should be a high-priority policy and design objective. For example, minor architectural features and attractive and informative signs should be used to identify public pathways. Public and private efforts to make pedestrian walkways more interesting, functional, convenient, and safe, should be strongly supported. Figure C4 highlights a number of projects proposed for this purpose. These projects are discussed in detail elsewhere in this text.

## D. PUBLIC FACILITIES

### OPEN SPACE/PARKS

Four major park sites are critical to the Downtown's feeling of openness and greenery. These parks weave a noncommercial leisure-time thread into the fabric of the area and provide a valuable amenity, enhancing Downtown's appeal as a destination. Each of the major approaches to the Downtown is met with a park, with the Waverly site and Marina Park enhancing the northern entry, and Peter Kirk Park and Dave Brink Park augmenting the eastern and southern approaches. Physical improvements in and near these parks should strengthen their visual prominence and prevent view obstruction.

Marina Park and Peter Kirk Park in particular are well-used by families and recreational groups. Public facilities at these parks should continue to expand opportunities for residents, such as the installation of permanent street furniture and play equipment for children at Marina Park.

*Pedestrian improvements should be made to improve connections between parks and nearby facilities.*

Downtown projects which are not directly related to the parks should continue to locate adjacent to the parks, and in some cases, should share access or parking. Impacts from projects, such as the tour boat dock at Marina Park and the METRO transit center at Peter Kirk Park, should be minimized. Efforts to provide continuity between these facilities and the parks through the use of consistent walkway materials, landscaping, and other pedestrian amenities, will help to reduce the appearance of a separation of uses at these locations.

The boat launch ramp which exists at Marina Park is an important amenity in the community. It should be retained until another more suitable location is found.

### OTHER PUBLIC FACILITIES

City Hall and the ~~Peter Kirk Park civic and cultural center Library/Senior Center facility~~ add to the community atmosphere and civic presence in the Downtown area. The plan for Downtown developed in 1977 recommended that the City Hall facility be moved from its previous location in the core area to its present site overlooking the Downtown from the northern slope. In its new location, City Hall is close enough to Downtown to contribute workers to the retail and restaurant trade, as well as to provide a visually prominent and symbolic landmark when viewed from the Downtown.

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***Public efforts to assist the Downtown business district should be continued.***

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The City should help to foster economic vitality in the Downtown by working with the private sector and by encouraging independent efforts toward economic development by the private sector. Such assistance to the business community might include supporting efforts to establish local improvement or business improvement districts. This could take the form of seed money for preliminary studies and the dissemination of information.

Other public efforts to strengthen the Downtown business climate should include the continued promotion of public projects such as the tour boat dock, in addition to continued support for private projects such as the Lakeshore Plaza Boardwalk, which would help to implement public policy goals.

## **E. CIRCULATION**

### ***PEDESTRIAN***

Pedestrian routes should have equal priority to vehicular routes in Downtown circulation.

Pedestrian amenities and routes should continue to be improved, and should be given equal priority with that of vehicular routes for circulation within the Downtown. Modifications to the street network and traffic patterns should not be allowed to disrupt Downtown pedestrian activity and circulation.

To be a truly successful walking environment, the core area of the Downtown must be safe, convenient, and pleasant for the pedestrian. Pedestrian safety would be increased greatly by reducing opportunities for conflicts with cars. The reprogramming of crosswalk signals to favor the pedestrian would discourage jaywalking and allow sufficient time for slower walkers to cross the street.

Convenience to the pedestrian will be enhanced by improving the directness and ease of pedestrian routes. “Shortcuts” between streets, or even between buildings, can link pedestrian routes over large distances where vehicles cannot circulate. Coordinated public directory signs and maps of walkways should be developed to clearly identify public pathways for the pedestrian.

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***A system of overhead coverings should be considered to improve the quality of pedestrian walkways year-round.***

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The pleasures of walking in the Downtown area would be enhanced by the installation of minor public improvements, such as street furniture (benches, planters, fountains, sculptures, special paving treatments), flower baskets, and coordinated banners and public art. The creation of a system of overhead coverings such as awnings, arcades, and marquees would provide protection to the pedestrian during inclement weather, allowing for pedestrian activity year-round. All of these features would add visual interest and vitality to the pedestrian environment.

Brick crosswalks have been installed at 3rd Street and Park Lane in conjunction with the METRO transit center facility. The expansion of the use of brick for crosswalks throughout the Downtown should be considered. In any case, additional restriping of crosswalks in the Downtown area should be actively pursued.

The establishment and improvement of pedestrian pathways between activity centers should be a high-priority policy objective. Major pedestrian routes within the Downtown area are identified in Figure C4. Major pathways include the extensive east-west “spine” or “Park Walk Promenade,” which links the lake with points east of 6th Street and the shoreline public access trail.

The Downtown Master Plan also identifies other important pedestrian routes which provide north-south pedestrian access. Improvements to these pathways should be promoted, particularly at the intersection of 6th Street and Central Way. Elevated crosswalks should be considered among the alternatives reviewed for pedestrian access across Central Way. Disadvantages to elevated crosswalks which should be considered are potential view blockage and the loss of on-street pedestrian traffic.

The portion of the Park Walk Promenade spanning Peter Kirk Park was installed by the City during renovation of the park facilities. The walk serves the ~~Senior Center~~ Peter Kirk Park civic and cultural center and library, as well as commercial areas to the east and west. This walkway should be expanded upon when the remaining land south of Kirkland Parkplace develops.

Figure C4 illustrates pedestrian system improvements for the two major routes which are intended to serve several purposes. These projects would improve the safety, convenience, and attractiveness of foot traffic in the Downtown, provide shelter from the weather, and create a unifying element highlighting the presence of a pedestrian linkage.

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***A large public plaza should be constructed west of buildings on Lake Street to enhance the Downtown’s lake front setting (See Figure C-4).***

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The Lakeshore Plaza shown on the Downtown Master Plan envisions a large public plaza constructed over structured parking. Ideally, the plaza would be developed through public/private partnerships to provide a seamless connection between the Downtown and the lake. The plaza would be at the same grade as Lake Street and would provide visual and pedestrian access from a series of at-grade pedestrian connections from Central Way and Lake Street.

The Park Walk Promenade identified on the Downtown Master Plan should consist of a series of minor structures placed at prominent locations along the walkway in order to clearly identify the pathway throughout its length, as well as to provide some protection during wet weather. The plexiglas and metal “space frames” used at Mercer Island’s Luther Burbank Park and at the Seattle Center are possible design options for protective structures. The concrete and metal gateway feature where Parkplace abuts Peter Kirk Park is a good model for visual markers along the east-west pedestrian spine.

## **VEHICULAR**

Automobiles and public transit are the modes of transportation which move people in and out of the Downtown, and often between the core area and the frame. Within the Downtown, pedestrian circulation

should be given equal priority with vehicular circulation. A primary circulation goal should be to emphasize pedestrian circulation within the Downtown, while facilitating vehicle access into and out of the Downtown.

***Alternate traffic routes should be considered.***

---

Lake Street should be designated to function as a major pedestrian pathway. The objectives for land use and pedestrian circulation should be seriously considered during any plans for traffic and roadway improvements on Lake Washington Boulevard. The goal to discourage commuter traffic on the boulevard should not be viewed independently from the need to retain vehicle access for tourists, shoppers, and employees to the Downtown.

State Street should continue to serve as a major vehicular route, bringing shoppers and workers into the Downtown area. Sixth Street should be developed to accommodate additional vehicles. Future plans for Lake Street and Lake Washington Boulevard may include the diversion of cars from the Downtown area, and 6th Street would provide the most appropriate north/south alternative route. The existence of commercial development on this street renders it more appropriate than State Street to handle substantial commuter traffic.

***The use of public transportation to the Downtown should be encouraged.***

---

Third Street has been designed for the pedestrian and public transit user, with the METRO transit center located on this street. The use of public transportation as an alternative for people who work or shop in the Downtown should be encouraged. Increased use of this mode of transportation would help to reduce traffic congestion and parking problems in the core area.

The number of vehicular curb cuts in the Downtown area should be limited. Both traffic flow in the streets and pedestrian flow on the sidewalks are disrupted where driveways occur. In the core frame in particular, the placement of driveways should not encourage vehicles moving to and from commercial areas to travel through residential districts.

## **PARKING**

The core area is a pedestrian-oriented district, and the maintenance and enhancement of this quality should be a high priority. Nevertheless, it should be recognized that pedestrians most often arrive in the core via an automobile which must be parked within easy walking distance of shops and services. To this end, as discussed elsewhere in this chapter, private projects which include a substantial amount of surplus parking stalls in their projects should be encouraged to locate these parking stalls in the core frame.

The Downtown area contains a variety of parking opportunities. Four public parking lots exist in the Downtown area: at the west side of Peter Kirk Park, the street-end of Market Street at Marina Park, in Lakeshore Plaza, and at the intersection of Central Way and Lake Street. These lots are shown on the Downtown Master Plan (Figure C4).

***Public parking to be a permitted use on private properties north and south of the core area.***

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Other sites that would be appropriate for public parking include the north and south slope of the Downtown as shown in Figure C4. Public parking in these areas would help to serve core-area businesses, while not detracting from the dense pattern of development critical to the pedestrian environment there.

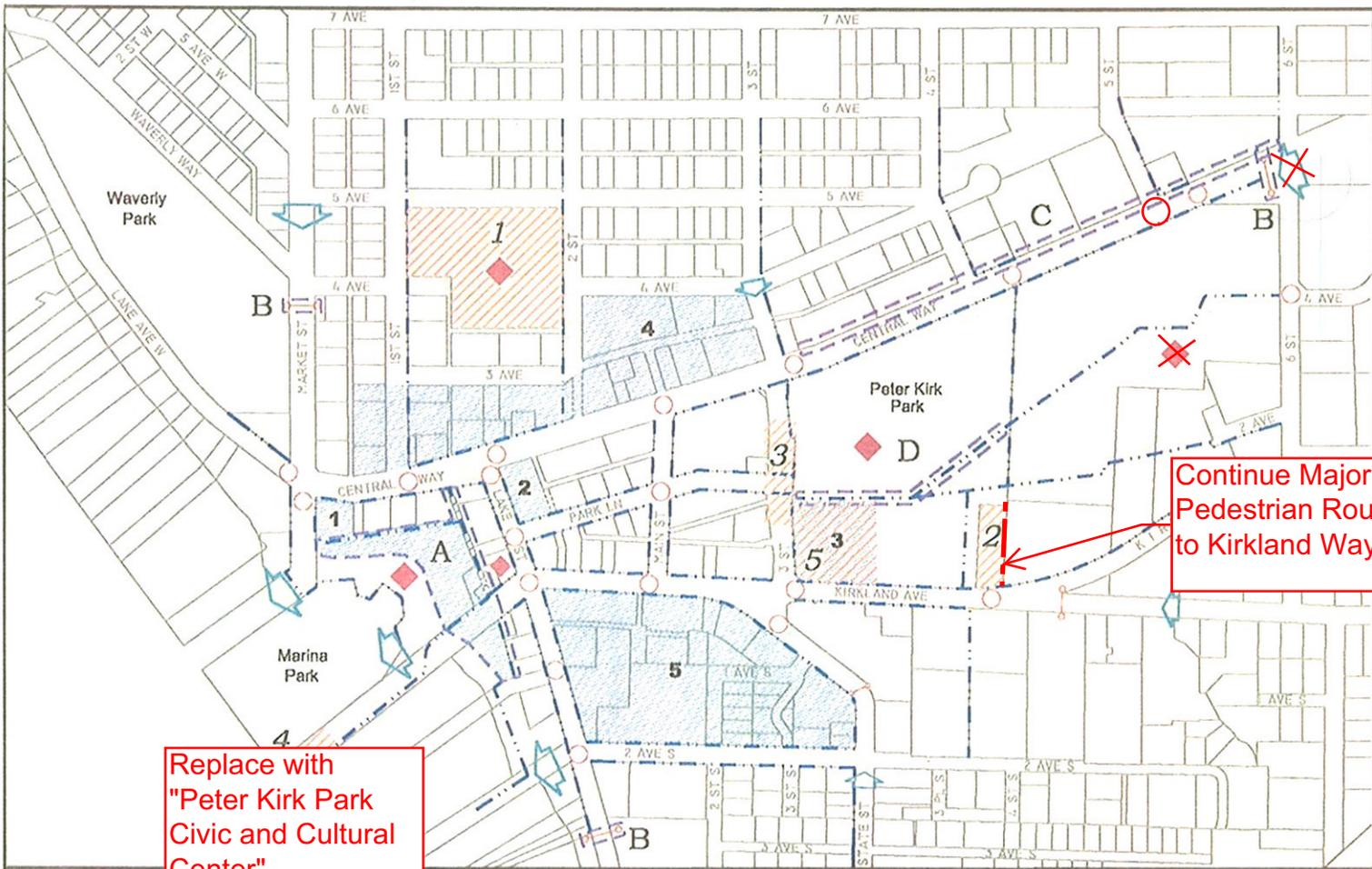
More intensive development of existing parking areas should be considered as a way to provide more close-in public parking. Certain sites, such as the Market Street-End lot and the Peter Kirk lot would adapt well to structured parking due to the topography in the immediate vicinity of these lots. Structuring parking below Lakeshore Plaza could make more efficient use of the available space and result in a dramatic increase in the number of stalls available.

The fee-in-lieu of parking alternative allows developers in the core area to contribute to a fund instead of providing required parking on site. The City's authority to spend the monies in this fund should be expanded to include the use of the funds on private property in conjunction with parking facilities being provided by private developers.

Another option for off-site parking should be considered which would allow developers to provide the parking required for their projects elsewhere in the core area or core frame. This alternative should include the construction of parking stalls in conjunction with another developer, if it can be shown that the alternative parking location will be clearly available to the public and is easily accessible to the core area.

The City's parking management and enforcement program should be maintained. The program should be evaluated periodically to assess its effectiveness, with revisions made when necessary.

Figure C-4: Downtown Master Plan



Replace with  
 "Peter Kirk Park  
 Civic and Cultural  
 Center"

Continue Major  
 Pedestrian Route  
 to Kirkland Way

- |                                    |                                        |                        |                            |
|------------------------------------|----------------------------------------|------------------------|----------------------------|
| <b>Major Public Facility</b>       | <b>Proposed Public/Private Project</b> | <b>Public Parking</b>  | <b>Urban Design Assets</b> |
| 1 City Hall                        | A Lakeshore Plaza                      | 1 Lakeshore Plaza Site | Gateway                    |
| 2 Performance Center/Senior Center | B Gateway Improvements                 | 2 Park Lane Site       | View                       |
| 3 Transit Center                   | C Central Way Undergirding             | 3 Peter Kirk Site      | Territorial                |
| 4 Tour Boat Dock                   | D Park Walk Promenade                  | 4 North Slope          | Local                      |
| 5 Library                          |                                        | 5 South Slope          | Visual Landmarks           |
|                                    |                                        |                        | Major                      |
|                                    |                                        |                        | Minor                      |
|                                    |                                        |                        | Major Pedestrian Route     |
|                                    |                                        |                        | Major Crosswalk            |

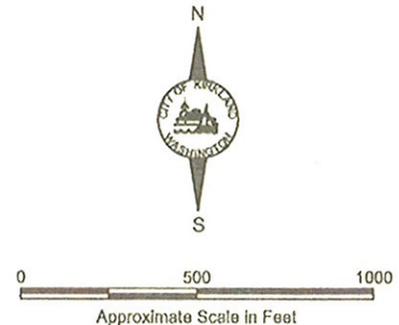
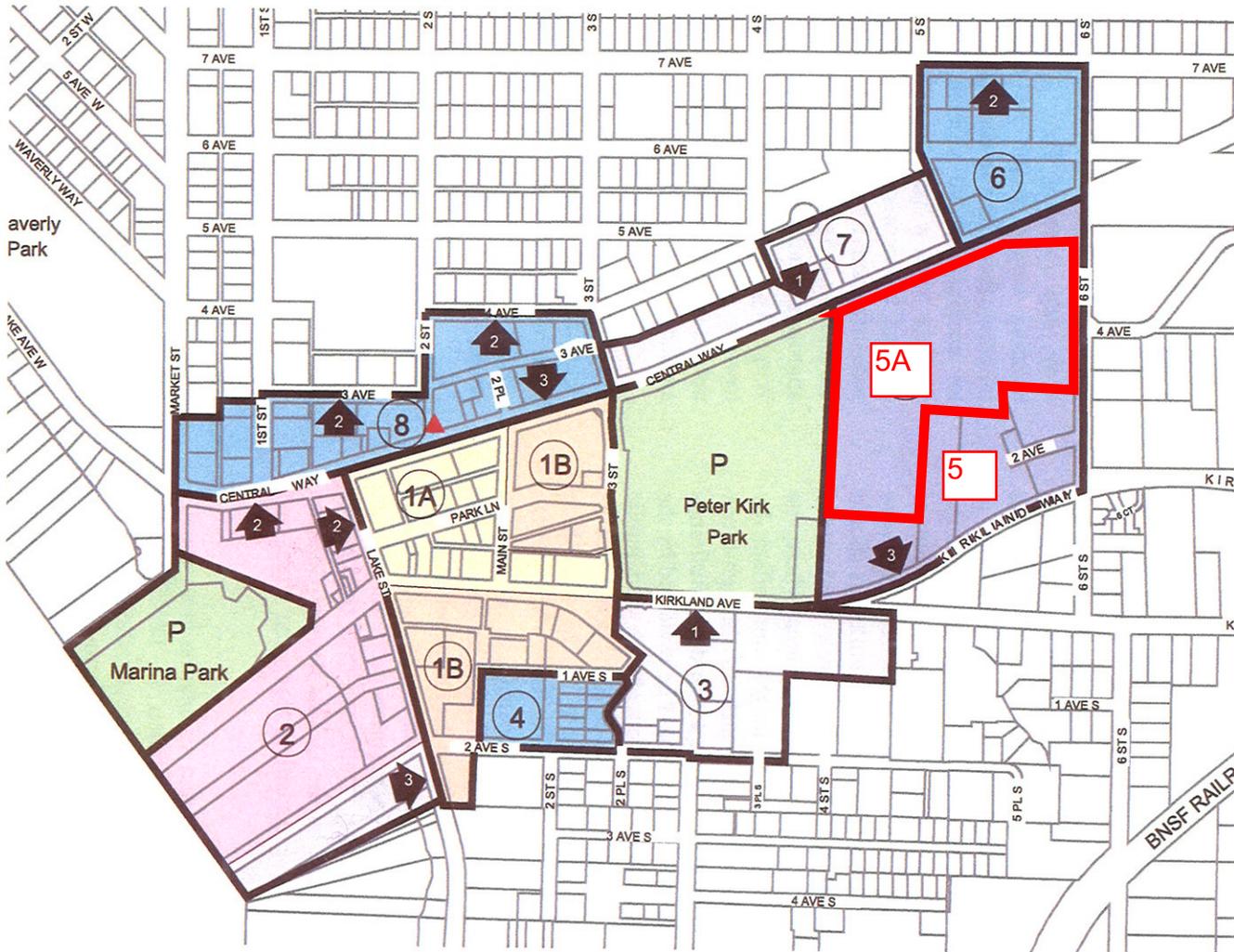


Figure C-5: Downtown Height and Design Districts



**Maximum Number of Stories**  
 (See Text for Specific Allowances)

- 1-2
- \* 1A 2-3 Discretionary Approval for Heights over 2 Stories
- \* 1B 2-4 Discretionary Approval for Heights over 2 Stories
- 3
- 5 3-5 Discretionary Approval for Heights over 2 Stories
- 4
- ▲ # of stories on street (height steps up from street)
- # Design District
- ▲ Height Measured Relative to Slope
- \* One Additional Story Allowed for Upper Story Residential

5A 3-8: Pursuant to KZC and Parkplace Master Plan and Design Guidelines





Figure C-3: Downtown Land Use Districts

# XV.D. MOSS BAY NEIGHBORHOOD

## 3. DOWNTOWN PLAN

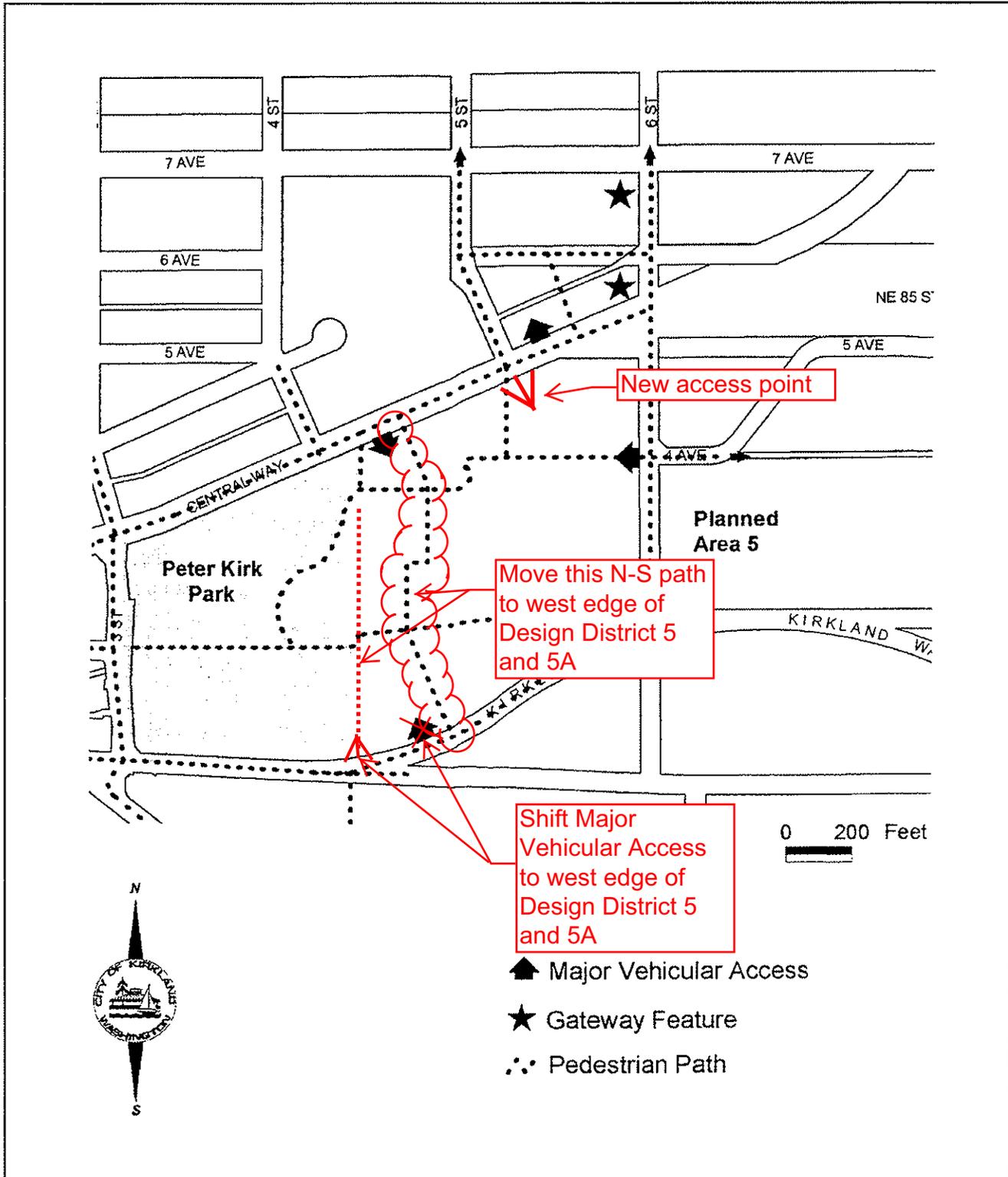
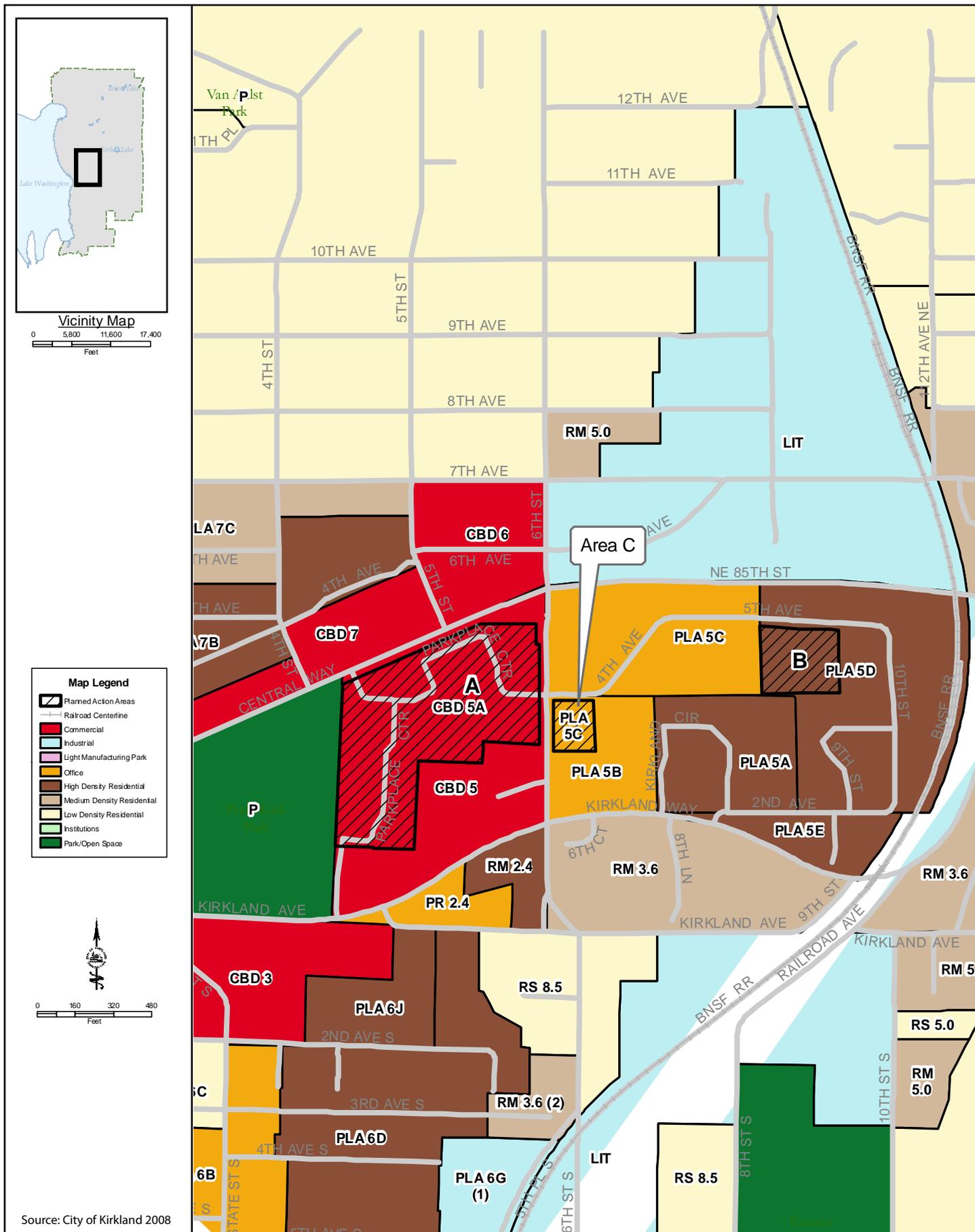


Figure C-6: Design Districts 5 and 6 - Circulation and Gateways



Source: City of Kirkland 2008

**Figure 2-4**  
**FEIS Review Alternative Zoning Map Amendments**

## DRAFT CBD 5A USE ZONE CHART

**KZC 50.38.A User Guide.** The charts in KZC 50.38.C contain the basic zoning regulations that apply in the CBD 5A zones of the City. Use these charts by reading down the left hand column entitled Use. Once you locate the use in which you are interested, read across to find the regulations that apply to that use.

### Section 50.38.B - GENERAL REGULATIONS

The following regulations apply to all uses in this zone unless otherwise noted:

1. Refer to Chapter 1 KZC to determine what other provisions of this code may apply to the subject property.

### USE ZONE CHART

#### Section 50.38.C

Use: Mixed Use Development containing office, retail and restaurant uses. See Special Regulations 1, 2, 3 and 4.

Required Review Process: DR, Chapter 142 KZC. See Special Regulation 1

#### Minimums:

Lot Size: None  
Required Yards: see Plate X-1.

#### Maximums:

Lot Coverage: 100%.  
Height of Structures: See Special Regulation 5 and Plate X-2A and X2-B.

Landscape Category: None

Sign Category: E. See Special Regulation 6.

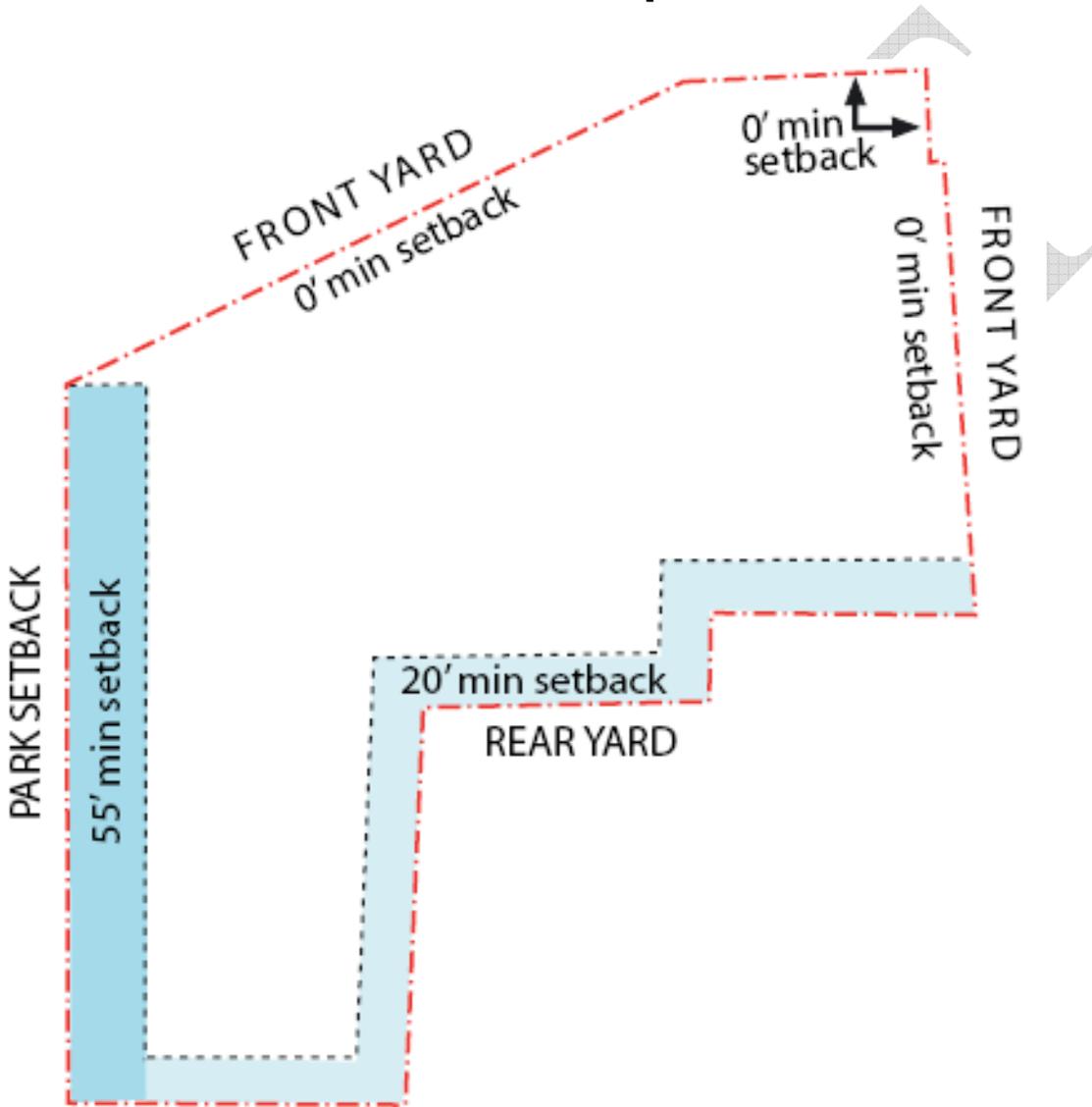
Required Parking: See Special Regulation 7.

### **Special Regulations:**

1. Development under this Use shall be pursuant to the Parkplace Master Plan and Design Guidelines contained in Kirkland Municipal Code 3.30. Compliance with the Master Plan and Design Guidelines shall be determined through DR, Chapter 142.
2. The gross floor area of retail and restaurant uses in this zone shall be equal to or greater than 25% of the gross floor area of office uses in this zone. Retail uses may include accessory short term drop-off children's play facilities.
3. The following additional uses are allowed subject to restrictions listed:
  - a. Hotel; or Athletic Club. Accessory retail or restaurant uses shall be included as retail uses under Special Regulation 2 provided they are open to the public.
  - b. Movie theater. This use may be included as a retail use under Special Regulation 2 provided that the gross floor area of this use shall not count toward more than 10% of the required minimum gross floor area of retail and restaurant uses.
  - c. Private Lodge or Club; Church; School, Day-care Center, or Mini-School or Day-care Center; Public Utility, Government Facility, or Community Facility; Public Park.
  - d. Assisted Living Facility (including a nursing home if part of the facility); Stacked or Attached Dwelling Units; provided that the gross floor area of these uses does not exceed 10% of the total gross floor area for the Master Plan.
4. The following uses are prohibited:
  - a. Any retail establishment exceeding 70,000 square feet.
  - b. At grade drive-through facilities.
  - c. The outdoor storage, sale, service and/or rental of motor vehicles, sailboats, motor boats, and recreational trailers.
5. Rooftop appurtenances may exceed the applicable height limitation by a maximum of 16 feet if the area of all appurtenances and screening does not exceed 25 percent of the total area of the building rooftop. All other regulations for rooftop appurtenances in Chapter 115 shall apply.
6. Prior to installation of permanent signs, the development must submit and receive approval of a Master Sign Plan pursuant to Chapter 100.
7. The following establishes the number of parking spaces required:
  - a. Residential uses must provide 1.7 parking spaces for each dwelling unit and one parking space for each assisted living unit.
  - b. Restaurants and taverns must provide one parking space for each 125 square feet of gross floor area
  - c. All other uses must provide one parking space for each 350 square feet of gross floor area.

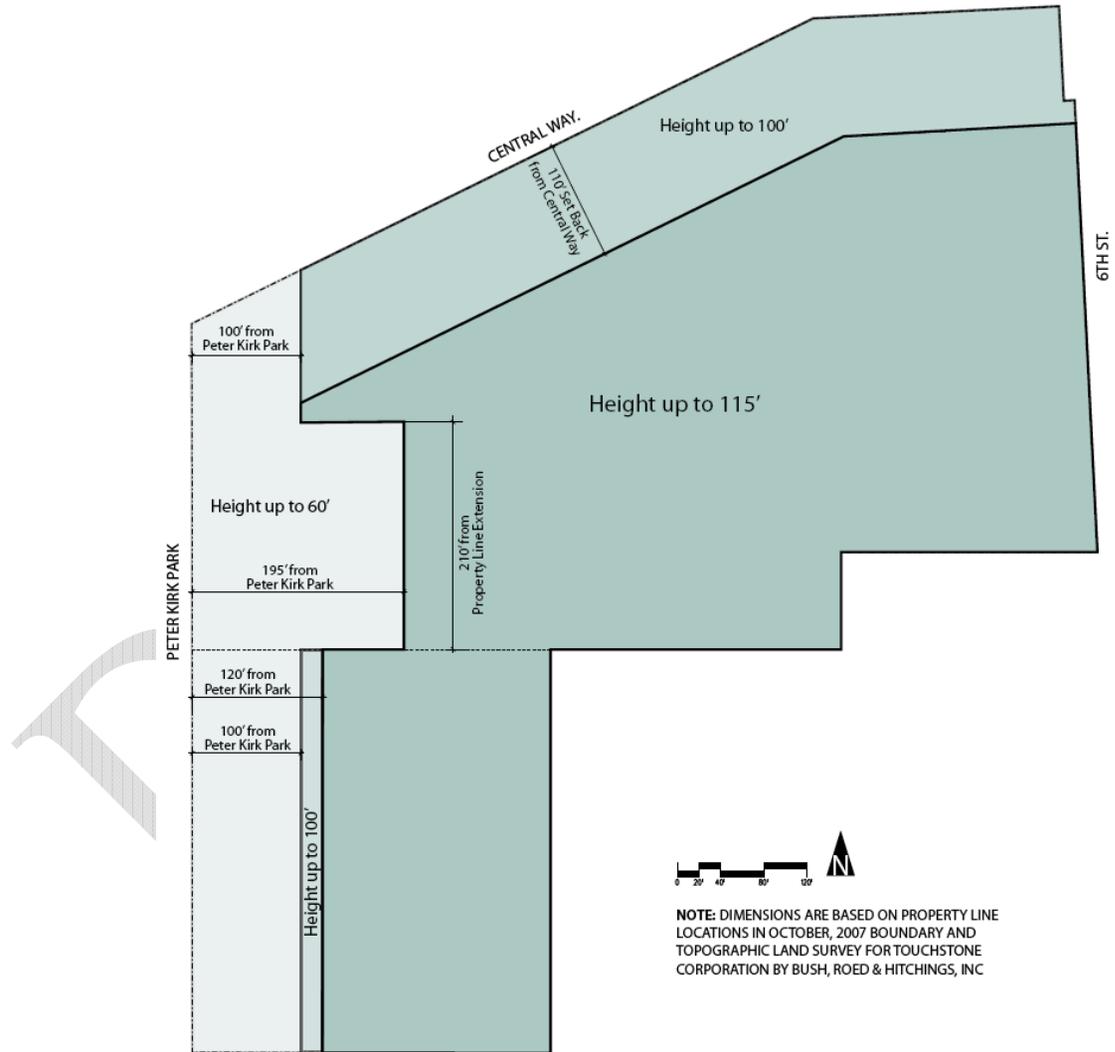
A mix of uses with different peak parking times makes a project eligible for applying a shared parking methodology to parking calculations. Further parking reductions may be appropriate through a transportation management plan (TMP) and parking management measures. The development may propose and the Planning Official may permit a reduction in the required number of parking spaces based on a demand and utilization study prepared by a licensed transportation engineer. The study shall include an analysis of shared parking demonstrating that the proposed parking supply is adequate to meet the peak parking demand of all uses operating at the same time. A TMP and parking management measures shall be incorporated into the analysis. An analysis of the effectiveness of the TMP and parking management measures shall be provided for City review. The City's transportation engineer shall approve the scope and methodology of the study as well as the effectiveness of the TMP and parking management measures.

Plate X-1  
**CBD 5A Required Yards**



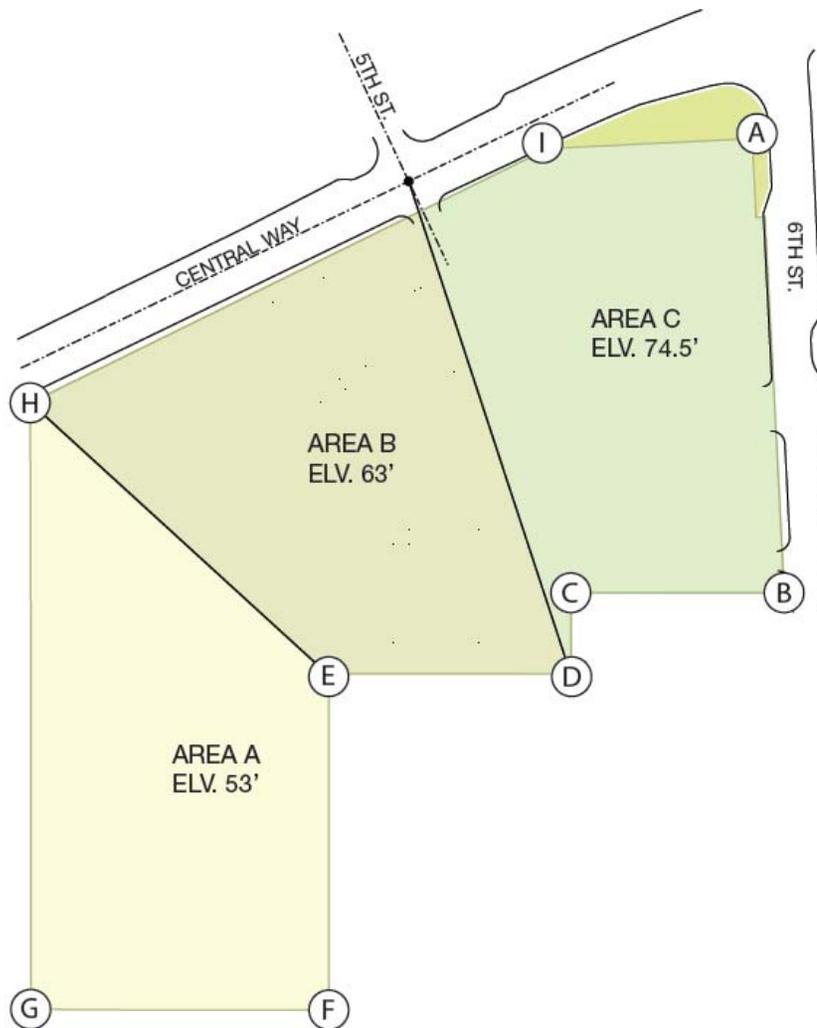
**Plate X-2A**  
**CBD 5A Maximum Building Heights**

*See Plate X-2B for measurement points*



**NOTE:** DIMENSIONS ARE BASED ON PROPERTY LINE LOCATIONS IN OCTOBER, 2007 BOUNDARY AND TOPOGRAPHIC LAND SURVEY FOR TOUCHSTONE CORPORATION BY BUSH, ROED & HITCHINGS, INC

**Plate X-2B**  
**CBD 5A Maximum Building Height Measurement Points**



**Building Height Measurement Points**

**GENERAL NOTES:**

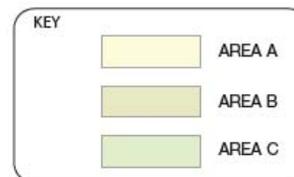
1. Where a minimum of 75% of the Gross Floor Area of a building is located in area "A", the Building Measuring Point will be elevation 53.0 feet above sea level
2. Where a minimum of 75% of the Gross Floor Area of a building is located in area "B", the Building Measuring Point will be elevation 63.0 feet above sea level
3. Where a minimum of 75% of the Gross Floor Area of a building is located in area "C", the Building Measuring Point will be elevation 74.5 feet above sea level

Area A: That portion of property area that lies west and south of a line between Property Corner H and Property Corner E.

Area B: That portion of property area that lies east of a line between Property Corner H and Property Corner E and west of a line from the centerline of the intersection of 5th Street and Central Way and property corner D.

Area C: That portion of property area that lies east of a line from the centerline of the intersection of 5th Street and Central Way and property corner D and west of 6th Street

note: Based on the Boundary and Topographic Survey for Park Place Center by Bush, Roed & Hitchings, INC., dated October 2007



## KZC 142.35 Design Board Review (D.B.R.) Process

1. Timing of D.B.R. – For any development activity that requires D.B.R. approval, the applicant must comply with the provisions of this chapter before a building permit can be approved; provided, that an applicant may submit a building permit application at any time during the design review process. An applicant may request early design review, but such review shall not be considered a development permit or to in any way authorize a use or development activity. An application for D.R. approval may be considered withdrawn for all purposes if the applicant has not submitted information requested by the City within 60 calendar days after the request and the applicant does not demonstrate reasonable progress toward submitting the requested information.
2. Public Meetings – All meetings of the Design Review Board shall be public meetings and open to the public.
3. Authority – The Design Review Board shall review projects for consistency with the following:
  - a. Design guidelines for pedestrian-oriented business districts, as adopted in Chapter 3.30 KMC.
  - b. Design Guidelines for the Rose Hill Business District (RHBD) and the Totem Lake Neighborhood (TLN) as adopted in Chapter 3.30 KMC.
  - c. The applicable neighborhood plans contained in the Comprehensive Plan for areas where Design Review is required.
  - d. The Design Principles for Residential Development contained in Appendix C of the Comprehensive Plan for review of attached and stacked dwelling units located within the NE 85th Street Subarea and the Market Street Corridor.
  - e. [The Parkplace Master Plan and Design Guidelines for CBD 5A as adopted in Chapter 3.30 KMC.](#)
4. The Design Review Board is authorized to approve minor variations in development standards within certain Design Districts described in KZC 142.25(6)(a) provided the variation complies with the criteria of KZC 142.25(6)(b).

