



CITY OF KIRKLAND

Planning and Community Development Department
123 Fifth Avenue, Kirkland, WA 98033 425.587-3225
www.ci.kirkland.wa.us

MEMORANDUM

To: Planning Commission

From: Angela Ruggeri, AICP, Senior Planner

Date: May 15, 2008

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

RECOMMENDATION

Discuss the Planned Action Ordinance and the infrastructure issues outlined in the draft EIS. Give staff direction on preparation of preliminary preferred alternative for the Planned Action Final Environmental Impact Statement (FEIS).

TOPICS FOR MAY 22 PLANNING COMMISSION MEETING

The Planning Commission should develop tentative conclusions on each topic as they are discussed. These conclusions will help determine the preferred alternative for the June 12 hearing.

Richard Weinman, a member of the City's EIS consulting team, will be at the meeting to explain the use of the Planned Action Ordinance and answer questions. Jack Henderson, Deputy Chief of Operations for the City's Fire Department, will be available to discuss the Fire Department mitigations described in the draft EIS. The transportation team including City Staff; the City's consultant team; and Marni Heffron, the transportation consultant for the applicant, will also be available to help the Planning Commission understand the traffic analysis and mitigations.

Topics for discussion:

- What to include in the Planned Action Ordinance vs. Zoning Code and Comprehensive Plan
- Fire Department mitigations described in the draft EIS
- Transportation impacts (appropriate mitigation measures, acceptable LOS)
- Required transit changes and realistic mode split
- Acceptable number of parking spaces (review of Touchstone proposal)
- Appropriate mitigation measures (transportation, police, fire)

BACKGROUND DISCUSSION

I. PRIVATE AMENDMENT REQUESTS

The three private amendment requests are summarized below and a map showing their locations is included as Attachment 1. Staff and the Planning Commission may propose additional requirements and changes to the code as we proceed through the process.

A. Touchstone Corporation (Park Place) has submitted a private amendment request for the redevelopment of the existing Kirkland Park Place Center. The request includes a building height increase from 3-5 stories to 4-8 stories as measured from the grade of 6th Street and Central Way and allowance of taller buildings next to Central Way and 6th Street. It also includes a building setback reduction from 20 feet to 0 feet on Central Way and 6th Street, and possibly from 10 feet to 0 feet next to Peter Kirk Park. There may also be requests for flexibility in other regulations such as lot coverage. These amendments would be reflected in changes to the Comprehensive Plan, Zoning and Design Guidelines for the site.

Comparison of Touchstone private amendment request to other options for the Park Place site:

At the Planning Commission meeting on May 8, staff was asked to provide a comparison of the Touchstone (Park Place) private amendment request to the existing zoning; the Touchstone plan that has been developed; and the Design Review Board recommendation for the PAR.

Park Place Site	Height (does not include rooftop appurtenances)	Setback from Central and 6th Street	Setback from Peter Kirk Park	Setback along south side of property	Lot Coverage limits
Zoning Code for CBD 5	3 to 5 stories above average building elevation (ABE). Cannot exceed three stories above ABE w/in 100 ft of Peter Kirk Park	Generally 20 ft; but zero ft if continuous retail or restaurant uses at street level.	10 feet	Zero	80%
PAR proposal	4 to 8 stories measured from the grade of 6 th and Central	Zero	Possibly zero	Zero	Asks for flexibility to go below the 80% required by Code.

Park Place Site	Height (does not include rooftop appurtenances)	Setback from Central and 6th Street	Setback from Peter Kirk Park	Setback along south side of property	Lot Coverage limits
Applicant's Design	Maximum height is 8 stories or 113 feet with lower buildings and step backs in various areas of the site.	Between zero and 30 feet Average setback around entire site = 36'	60 feet including road adjacent to the park	Between 25 and 120 feet.	45% open space (including 25 % pedestrian open space) 100 % lot coverage because of underground parking.
DRB recommended	Up to 8 stories with three height zones on the site. 8 stories along the SE portion of the site. A three story podium (step back) area recommended adjacent to Central Way and the park. Measure height relative to adjacent street for bldgs fronting on Central and 6 th . Otherwise, use ABE to calculate height.	Small setback zone (consider zero) Increase if no relationship between pedestrian and building)	Medium setback zone This would actually be a large setback area (60') if a road is located adjacent to the park.	Largest setback zone adjacent to properties to the south in CBD 5.	Emphasis put on open space, not lot coverage.

B. Katherine Orni has submitted a private amendment request for the properties located at 825, 903 and 911 5th Avenue, east of the Post Office in the Moss Bay Neighborhood. The request is to change the zoning from PLA 5D which does not

allow office to PLA 5C which allows office and additional height up to 60 feet above average building elevation or 6 stories whichever is less. The existing zoning allows 40' above average building elevation or 4 stories whichever is less. The zoning code amendment would also allow a reduction of building setbacks where PLA 5C development abuts low density uses in the PLA 5A zone. The site contains three legally nonconforming office buildings, which were allowed to be built because of a legal action that was taken when the zoning was originally put into place in 1979.

- C. Rhoda Altom** has submitted a private amendment request for the property located at 220 6th Street in the Moss Bay Neighborhood. She is requesting a change in zoning from PLA 5B to PLA 5C to allow additional height up to 60 feet above average building elevation or 6 stories whichever is less. She is also asking that the minimum lot size requirement of one acre for this additional height in PLA 5C be removed. The study area for this PAR includes the site to the north of the Altom property. This site is between the Altom property and PLA 5C.

II. PROCESS

The Planning Commission is presently working on the preliminary preferred alternatives for each of the PARs. The end result of the environmental review process will be a planned action environmental impact statement (EIS) which will include an analysis of the preferred alternatives for the PAR proposals. This analysis will be a tool used by the Planning Commission to help them determine an appropriate recommendation to the City Council on the Comprehensive Plan policies, development regulations and design guidelines for the area where the three PARs are located. The Planning Commission will also be forwarding the Planned Action Ordinance to the City Council for adoption. This ordinance will define the limits of development for the three proposals (total square footage, uses allowed and total number of trips from the transportation analysis). It will also be the mechanism for requiring the mitigation measures necessary for the developments.

IV. TRANSPORTATION IMPACTS

Two of the Framework Goals in the City's Comprehensive Plan relate directly to the transportation impacts of the PARs.

Framework Goal -10: Create a transportation system which allows the mobility of people and goods by providing a variety of transportation options.

Framework Goal – 13: Maintain existing adopted levels of service for important public facilities.

Additional key goals and policies in the Comprehensive Plan that relate to transportation are listed below.

Policy T-1.2: Mitigate adverse impacts of transportation systems and facilities on neighborhoods.

Policy T-5.4: Require new development to mitigate site-specific transportation impacts.

Policy T-5.6: Promote transportation demand management (TDM) strategies to help achieve mode split goals. TDM may include incentives, programs, or regulations to reduce the number of single-occupant vehicle trips.

“The following are some TDM strategies: (1) working cooperatively with employers to implement programs that encourage employees not to drive alone (2) requiring certain new developments to implement programs to reduce single-occupant vehicle use; (3) adjusting parking standards to meet existing demand and reducing them further when transportation options increase; and (4) supporting paid parking or other parking policy measures.”

Policy T-5.7: Assure that transportation improvements are concurrent with development to maintain the vehicular level of service standard for the development’s subarea.

The Moss Bay Neighborhood Plan also recommends that 6th Street be developed to accommodate additional vehicles as an alternate north-south route which may divert automobile traffic away from Lake Street and Lake Washington Boulevard.

TRAFFIC ANALYSIS:

The Draft EIS uses three impact measurements to analyze traffic (for more information on these measurements see Draft EIS chapter 3.4 and Draft EIS power point summary attached to the Planning Commission memo dated 4/16/08 for the 4/24/08 Planning Commission meeting).

- 2014 Concurrency Test - measures compliance with concurrency requirements at the time of project completion, 2014.
- SEPA Traffic Impact Guidelines (2014) – measure impacts based on proportion of traffic at impacted intersections contributed by the project. This is a more detailed analysis of project impacts at selected intersections at the time of project completion, 2014, using Highway Capacity Manual methods.
- 2022 “Concurrency” – measures compliance with concurrency requirements at horizon year for the Comprehensive Plan amendments.

The roadway impacts for the no action alternative in 2014 include:

- 3 failed intersections under the Traffic Impact Analysis (TIA) guidelines.

The roadway impacts for the proposed action in 2014 include:

- 10 failed intersections under the TIA guidelines.
- 1 failed intersection under concurrency guidelines
- Southwest subarea failure

The roadway impacts for the no action alternative in 2022 include:

- 5 failed intersections under concurrency guidelines
- Southwest and Northwest subareas fail

The roadway impacts for the proposed action in 2022 include:

- 6 failed intersections under concurrency guidelines
- Southwest and Northwest subareas fail

Roadway improvements for no action alternative:

- By 2014 – mitigation identified at 3 locations
- By 2022 – mitigation identified at an additional 4 locations.

Roadway improvements for proposed action:

- By 2014 – mitigation identified at 10 locations
- By 2022 – mitigation identified at an additional 5 locations.

The Planning Commission will need to determine which of these roadway improvements should be required mitigation for the proposed projects. Mitigation measures for intersections adjacent to the site are essential to mitigating project generated traffic. Four locations not adjacent to the site should have additional scrutiny as they may have impacts of their own; be inconsistent with the neighborhood desires; or be of little benefit as compared to their cost. They are analyzed below:

- Market Street/15th Avenue (needed by 2014)
 - Existing conditions: stop control on 15th Avenue approach/no traffic control on Market Street approaches.
 - Mitigation: install traffic signal
 - LOS F for 15th Avenue approach for no action, action and action with mitigation.
 - The westbound to northbound PM peak hour traffic volumes will increase by approximately 50 vehicles or 25% over No Action volumes and the main line traffic volumes will increase slightly. The delay is doubled because the increased westbound to northbound traffic volume is

competing for a smaller number of gaps on Market Street. Installing the signal at this intersection will reduce the delay per vehicle entering Market Street from 15th Avenue to 26.8 seconds. The overall average delay for all approaches is 15.9 seconds with the mitigation. With signalization there will be an additional 14 second average delay to traffic on Market Street.

- Mitigation necessary because traffic model is projecting traffic north on 6th and then west on 15th.
- 6th Street/7th Avenue (needed by 2014)
 - Existing conditions: stop controlled on all four approaches.
 - Mitigation: add left turn lanes on the northbound and southbound approaches.
 - LOS E for no action and LOS F for action; LOS E for action with mitigation.
 - There are presently no left turn lanes at this intersection. The action alternative increases the northbound PM peak hour traffic volumes by approximately 100. The average delay for the northbound approach changes from 73 seconds to 142 seconds. The other approaches remain about the same. Adding northbound and southbound left turn lanes provides additional capacity and reduces the delay to approximately 79 seconds.
 - Mitigation necessary because traffic model is projecting traffic north on 6th and then west on 15th.
- NE 85th Street/124th Avenue NE (needed by 2014)
 - Existing conditions: signalized
 - Mitigation: add northbound right-turn lane.
 - LOS F for action and LOS E with mitigation.
 - This intersection will be at 98% capacity with the No Action alternative, the action alternative will take it to 100% capacity.
 - The improvements provide minimal results by reducing the delay by only 7 seconds, but increasing the pedestrian crossing time and length.
 - Addition of these left turn lanes will probably require the City to acquire private property at this corner.
- Lake Washington Boulevard/NE 38th Place (needed by 2022)
 - Existing condition: signalized
 - Mitigation: convert the northbound right turn lane to a through and right turn lane and extend the lane 720 feet to the north of the intersection.
 - Under the no action alternative, the critical volume is 2095 vehicles per hour. Under the action alternative, vehicles per hour increases to 2106 or an addition of 11 vehicles per hour. This is not a significant change.

- The proposed mitigation would not improve the operation of the intersection.
- The proposed action would require the acquisition of right-of-way.

TRANSPORTATION DEMAND MANAGEMENT (TDM)

Mitigation for Area A (Park Place) must include design and implementation of a TDM program to support the assumptions that are integrated into the parking demand and trip generation analysis. The City may require that a TDM program be implemented as a condition of development approval, with specific measures defined in the case that it does not meet mode split targets.

TDM programs seek to modify travel behavior and encourage alternatives to the single occupancy vehicle (SOV). TDM may include incentives, programs, or regulations to reduce the number of SOV trips. Touchstone has proposed an aggressive TDM program. Their transportation consultant, Marni Heffron will be available to explain the program and its impact on trip generation and parking demand.

Parking Impacts:

Touchstone (Park Place) PAR is proposing a parking modification from the Zoning requirement for approximately 5,100 parking spaces. The applicant is asking for a modification to reduce the total parking stalls to 3,500. The applicant's proposal includes shared parking and proposed measures to reduce parking demand.

Mitigation: TDM plan and Parking Management Plan (including monitoring).

**Orni and Altom PARs assume parking supply will be consistent with zoning requirements.

POLICE AND FIRE AND EMERGENCY MEDICAL SERVICES (EMS):

Comprehensive Plan Policy PS-1.1 states that the City should:

Provide fire and emergency services and police services to the public which maintain accepted standards as new development and annexations occur.

Police:

No action alternative: Based on the Police Department's methodology, new calls would result in the need for 1.6 new police officers (2,340 new calls for service divided by 1,500).

Proposed action: Based on the Police Department's methodology, the Proposed Action would result in a need for 3.1 additional police officers (4,600 calls divided by 1,500).

Fire and Emergency Medical Services (EMS):

No action alternative: No increase in firefighter or EMS staff is anticipated under the No Action alternative.

Proposed action: According to the Fire Department's methodology of accounting for additional staffing needs, the overall increase in firefighting and EMS staff needed to provide full coverage (24 hours/7 days a week) for the Proposed Action would be:

Firefighters – 8 FTEs

EMS firefighter – 4 FTEs

See Attachment 2 - Jack Henderson's memo for further explanation of additional staffing needs. Jack will also be at the meeting to discuss the memo with the Planning Commission.

ATTACHMENT

1. PAR site map
2. Staffing memo from Jack Henderson dated 5/14/08

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

