

Draft Environmental Impact Statement

Downtown Area Planned Action Ordinance ■ City of Kirkland ■ April 2008





CITY OF KIRKLAND
Planning and Community Development Department
123 Fifth Avenue, Kirkland, WA 98033 425.587.3225
www.ci.kirkland.wa.us

AMENDED

April 9, 2008

To Interested Agencies, Affected Tribes and Members of the Public:

The City, as lead agency, has prepared the enclosed scoped Draft Environmental Impact Statement (DEIS) for its Downtown Area Planned Action Ordinance and related Comprehensive Plan text, Comprehensive Plan Land Use map, Municipal Code Design Guideline amendments, and Zoning Code and map amendments.

The DEIS addresses the following key elements: land use patterns, plans and policies, aesthetics, public services, transportation, and water and sewer utilities.

Agencies, affected tribes, and members of the public are invited to comment on the DEIS and/or the proposed private amendment requests and draft planned action ordinance. A **45-day comment period** is established for both documents and ends at **5:00 pm on Monday, May 19, 2008**.

Interested parties are encouraged to attend the following open house and hearing on the DEIS and three private amendment requests:

- **Open House** on **Wednesday, April 16, 2008, 6:00 – 8:00 pm** in the City Council Chamber at Kirkland City Hall, 123-5th Avenue.
- **Public Hearing** on the private amendment requests before the Planning Commission and on the DEIS before the Responsible SEPA Official on **Thursday, April 24, 2008** ~~and Thursday, May 22, 2008~~, **sometime after 7pm** in the City Council Chamber at Kirkland City Hall.

Written comments on the DEIS and/or the private amendment requests and draft planned action ordinance may be sent to Angela Ruggeri, AICP, Senior Planner, Kirkland Planning Department, 123-5th Ave., Kirkland, WA 98033 or by emailing aruggeri@ci.kirkland.wa.us.

Following the public comment period, the City will prepare and issue a Final Environmental Impact Statement (FEIS) that will include responses to the comments received during the public comment period. The final Comprehensive Plan Update is scheduled to be adopted by the City Council in the summer of 2008.

If you have any questions, please contact Angela Ruggeri at 425-587-3256, aruggeri@ci.kirkland.wa.us or myself at 425-587-3226.

Sincerely,
PLANNING AND COMMUNITY DEVELOPMENT

Eric R. Shields, AICP
Planning Director

Draft Environmental Impact Statement

Downtown Area Planned Action Ordinance

Prepared for:



City of Kirkland
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April 2008

This document should be cited as:

Jones & Stokes. 2008. Draft Environmental Impact Statement. Downtown Area Planned Action Ordinance. April. (J&S 00935.07.) Bellevue, WA. Prepared for City of Kirkland.

Fact Sheet

Proposed Action Title

Downtown Area Planned Action Ordinance

Proposed Action and No Action Alternative

Proposed Action

The Proposed Action addresses two related actions:

Three private requests to amend the City of Kirkland Comprehensive Plan and Zoning Code, all concerning properties located in the downtown area and near each other, described in more detail below:

- **Area A.** Touchstone Corporation (Parkplace) amendment request to allow redevelopment of the Parkplace retail/office complex located at 457 Central Way with as much as 1.8 million square feet of office, retail, and hotel use, including increases in permissible building height up to a maximum of eight stories, and reduced setbacks along nearby streets and Peter Kirk Park. Additional Zoning Code amendments associated with this request include revisions to lot coverage standards and parking requirements.
- **Area B.** Orni request to amend the City of Kirkland Comprehensive Land Use Map from High Density Residential (HDR) to Office/Multifamily (O/MF) and to rezone the area from Planned Area 5D (PLA 5D) zone to Planned Area 5C (PLA 5C) zone. The amendment would allow an increase in permissible building height from the lower of 4 stories or 40 feet up to the lower of 6 stories or 60 feet, and an accompanying Zoning Code amendment would allow a reduction of building setbacks where PLA 5C development abuts low-density uses in the PLA 5A zone.
- **Area C.** Altom request to rezone the area from Planned Area 5B (PLA 5B) zone to PLA 5C, while retaining O/MF land use Comprehensive Plan designation for one parcel of property containing a single-story office building at 220 6th Avenue. The City has expanded the area for consideration in this private amendment request to include the parcel to the north (605 4th Avenue) that contains two 2-story office buildings. The amendment would also allow an increase in building heights from 30 feet to

60 feet and remove the minimum lot size requirement of 1 acre to attain this 60-foot maximum height in the PLA 5C zone.

A City-sponsored proposal to adopt an ordinance establishing these three areas as a Planned Action for the purpose of SEPA compliance, pursuant to RCW 43.21C.031(2)(a) and WAC 197-11-164.

No Action Alternative

The No Action alternative assumes that none of the three private amendment requests would be approved, and no Planned Action ordinance would be adopted by the City. Comprehensive land use map designations and zoning for three areas would remain the same. The No Action alternative assumes an increased amount of development in Areas A and C that city staff estimated could occur on these parcels under the existing Comprehensive Plan and zoning. In Area B, continuance of existing nonconforming office uses is assumed. However, for purposes of visual and school analyses, redevelopment of Area B into taller, multifamily buildings allowed under current zoning regulations is being reviewed in sections 3.3 *Aesthetics* and 3.5 *Public Services*. The No Action alternative would exceed the City's employment growth targets for 2022 by approximately 600 jobs (see Section 2.5.3 for more detail).

Location

The Planned Action area, or analysis area, roughly consists of the following three noncontiguous areas (shown as Areas A, B, and C for purposes of this DEIS):

- **Area A, Touchstone Corporation (Parkplace).** One 11.5-acre parcel with the address 457 Central Way located east of Peter Kirk Park, south of Central Way, and west of 6th Street;
- **Area B, Orni.** Three parcels addressed as 825, 903, and 911 5th Avenue generally located east of the U.S. Post Office, south of 5th Avenue, west of the Kirkland Park Place Condominium complex, and north of the pedestrian walkway that follows the alignment of 4th Avenue, if the street were extended;
- **Area C, Altom.** Two parcels addressed as 220 6th Street and 603 4th Avenue located east of 6th Street, south of 4th Avenue, north of the 620 Kirkland Way office building.

Proponent

The Proponents of this Draft Environmental Impact Statement (DEIS) are the City of Kirkland for the proposed Planned Action designation/ordinance and the following

three private applicants for the proposed Comprehensive Plan and zoning amendments:

- Area A – Touchstone Corporation
- Area B – Yarrow Bay Development (represented by Kathy Orni)
- Area C – Rhoda Altom (owner of property at 220 6th Street)

Lead Agency

The City of Kirkland

Responsible Official

Eric Shields, AICP, Director
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City of Kirkland
123 Fifth Avenue
Kirkland, WA 98033
(425) 587-3226

Contact Person

Angela Ruggeri, AICP, Senior Planner
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Potential Required Approvals

Recommendations by the Planning Commission and approval by the City Council of the following:

- Planned Action Designation and Ordinance Adoption.
- Adoption of the amendments to the City of Kirkland Comprehensive Plan (including amendments to the City of Kirkland Comprehensive Land Use Map) and text amendments and Zoning Code and map amendments for the three private amendments.
- Possible additions to the design guidelines in the Kirkland Municipal Code.

Draft Environmental Impact Statement Authors and Principal Contributors

The DEIS has been prepared under the direction of the City of Kirkland.

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City of Kirkland Public Works Department
(Transportation and Utilities)

City of Kirkland Finance Department
(Public Services)

City of Kirkland Police Department
(Public Services)

City of Kirkland Fire Department
(Public Services)

City of Kirkland Parks and Recreation Department
(Public Services)

Date of Draft Environmental Impact Statement Issuance

April 4, 2008

Date Comments Due

No later than 5:00 p.m. on May 19, 2008

Public Comment

Affected agencies, tribes, and members of the public are invited to comment on this DEIS. Comments may be provided in writing. Written comments should be directed to the contact person at the address identified below or may be submitted electronically to aruggeri@ci.kirkland.wa.us no later than 5:00 p.m., May 19, 2008.

Angela Ruggeri, AICP, Senior Planner
Department of Planning and Community Development
City of Kirkland
123 5th Avenue
Kirkland, WA 98033

Date of Implementation

The date of anticipated implementation of this DEIS is September 2008, with phased development following necessary permit approvals.

Comprehensive Plan SEPA Review

A prior EIS was conducted for the City of Kirkland 2004 Comprehensive Plan. For subsequent amendments, SEPA environmental addenda and checklists were completed for these non-project actions and determinations of nonsignificance were prepared. A full list of previous environmental documents is provided below.

Previous Environmental Documents

DEIS for Proposed City of Kirkland Comprehensive Plan, issued July 1, 2004.

Final Environmental Impact Statement for Proposed City of Kirkland Comprehensive Plan, issued October 15, 2004.

Process IV Zoning Code Amendments, Chapter 115, for Sight Distance Triangle, issued on March 8, 2004, File ZON05-00012 (TS)

Process IV Zoning Code Amendments, Chapter 110 for sidewalk improvements, issued on July 7, 2005, File ZON05-00013 (AR)

Process IV Zoning Code Amendments, Tree Management and Required Landscaping, issued on August 2005, File IV-03-101 (EW/PT)

Process IV Comprehensive Plan and Zoning Map Amendments; Highlands Neighborhood Plan, issued on October 6, 2005, File IV-03-27 (JLB)

Process IV Zoning Code, Zoning Map and Municipal Code amendments to implement the NE 85th Street Subarea Plan, File IV-02-05, in progress (JLS)

Process IV 2005 Comprehensive Plan Amendments and associated Zoning Map changes, issued on October 3, 2005, File ZON05-00026 (TS)

Surface Water Master Plan Update, issued on October 31, 2005 (SAC)

Zoning Code, Zoning Map and Municipal Code Amendments, EIS Addendum, for TL 4-TL 11 Zones (not including TL 9), issued on October 24, 2004, File ZON04-00020 (DC)

Process IV Comprehensive Plan and Zoning Map and Zoning Code Amendments; Norkirk Neighborhood Plan, issued on September 7, 2006, File IV-03-27 (JLB)

Process IV Comprehensive Plan and Zoning Map Amendments; Market Neighborhood Plan and Market Street Corridor Subarea Plan; issued on September 6, 2006, File IV -03-27 (AR)

Process IV 2006 Comprehensive Plan Amendments and related Zoning Code Amendments, issued on August 31, 2006 and December 4, 2006, ZON06-00009 and ZON06-000018 (TJS)

Process IV Zoning Code and Municipal Code Amendments to implement the Market and Norkirk Neighborhood historic preservation and small lot single family goals and policies; issued on April 12, 2007, File MIS06-00053 (JLB)

Process IV Miscellaneous Zoning Code Amendments related to reformatting of Chapter 92 Design Regulations issued on April 19, 2007, File ZON07-00002 (JLS)

Process IV 2007 City Initiated Comprehensive Plan and associated Zoning Map Amendments, issued on December 14, 2007, File ZON07-00001 (JLB)

Process IV 2007 Private Amendment Request Nakhjiri/Kirkland Congregational Church, issued on January 11, 2008, File ZoN07-00010 (JLB)

Hart Private Amendment Request issued on January 17, 2008, File ZON06-00019 (JGR)

TL 9 Zoning Implementation issued on January 17, 2008, File ZON07-00023 (JGR)

Process IV Miscellaneous Zoning Code and Municipal Code Amendments, issued on October 25, 2007, File ZON06-00033 (LA)

Process IV Zoning Code Amendments for Cottage, Carriage and Two/Three-Unit Homes, issued on October 11, 2007, File No. ZON07-00005 (DC)

Location of Background Information

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

DEIS Purchase Price

The purchase price of a copy of the DEIS will be based on reproduction costs of printed documents or CDs. The document also will be posted on the City's Web site.

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- Appendix B. SEPA Environmental Checklist
- Appendix C. Draft Planned Action Ordinance
- Appendix D. Greenhouse Gas Assessment
- Appendix E. Parking Impacts for Kirkland Parkplace

Acronyms and Abbreviations

ADD	average daily demand
ALS	advanced life support
B-K-R	Bellevue-Kirkland-Redmond
C	Commercial
Cascade	Cascade Water Alliance
CBD	Central Business District
City	The City of Kirkland
C	Commercial
CNT	Crisis Negotiations Team
CTR	Commute Trip Reduction
DART	Dial-A-Ride
DEIS	Draft Environmental Impact Statement
ED	economic development
EMS	emergency medical services
EPSCA	Eastside Public Communications Agency
FAR	floor area ratio
FGs	Framework Goals
FHWA	Federal Highway Administration
FTE	full-time equivalent
gpd	gallons per day
gpm	gallons per minute
GMA	Growth Management Act
gpm	gallons per minute
HDR	High Density Residential
HSS	Highways of Statewide Significance
I	Industrial
I&I	infiltration and inflow

LDR	Low Density Residential
LIT	Light Industrial Technology
LOS	Level of Service
LU	land use
MDR	Medium Density Residential
Metro	The King County Department of Metropolitan Services
MHz	megahertz
O/MF	Office/Multifamily
P	Park/Open Space
PLA	Planned Area
PR 2.4	Professional Office Residential 2.4
psi	pounds per square inch
PSRC	Puget Sound Regional Council
PVC	polyvinyl chloride
RM 3.6	Multifamily Residential
SOV	single occupancy vehicle
SEPA	State Environmental Protection Act
SR	State Route
SUV	sport utility vehicle
TAZs	Transportation Analysis Zones
TDM	Transportation Demand Management
TIA	Traffic Impact Analysis
TMP	Transportation Management Plan
V/C	volume to capacity ratio
Zone	water supply zone

Chapter 1. Environmental Summary

1.1. Introduction

This chapter summarizes significant impacts, mitigation measures, and significant avoidable adverse impacts evaluated in this Draft Environmental Impact Statement (DEIS) for the Proposed Action and No Action alternatives described below and in Chapter 2. This summary is intentionally brief; the reader should consult individual sections in Chapter 3 for detailed information concerning the affected environment, impacts, and mitigation measures.

1.2. Proposed Action and Location

1.2.1. Proposed Action

The Proposed Action addresses two related actions:

Three private requests to amend the City of Kirkland Comprehensive Plan and Zoning Code, all concerning properties located in the Downtown area and near each other, as described in more detail below:

- **Area A, Touchstone Corporation (Parkplace).** This amendment request would allow redevelopment of the Parkplace retail/office complex located at 457 Central Way with as much as 1.8 million square feet of office, retail, and hotel use, including increases in permissible building height up to 8 stories, and reduced setbacks along nearby streets. Additional Zoning Code amendments associated with this request may include revisions to lot coverage standards, parking requirements, and site plan requirements.

- **Area B, (Orni).** This amendment request would amend the City of Kirkland Comprehensive Land Use Map from High Density Residential (HDR) to Office/Multifamily (O/MF) and would rezone the area from Planned Area 5D (PLA 5D) zone to Planned Area 5C (PLA 5C) zone. The amendment would allow an increase in permissible building height up to 60 feet, and an accompanying Zoning Code amendment would allow a reduction of building setbacks where PLA 5C development abuts single-family uses in the PLA 5A zone.
- **Area C, (Altom).** This amendment request would rezone the area from Planned Area 5B (PLA 5B) zone to PLA 5C, while retaining O/MF comprehensive land use map designation for one parcel of property containing a single-story office building at 220 6th Avenue. The City has expanded the area for consideration in this private amendment request to include the parcel to the north (605 4th Avenue) that contains two 2-story office buildings. The amendment would also allow an increase in building heights to 60 feet and remove the minimum lot size requirement of 1 acre to achieve the 60 foot maximum height in the PLA 5C zone.

A City-sponsored proposal to adopt an ordinance establishing these three areas as a Planned Action for the purpose of State Environmental Protection Act (SEPA) compliance, pursuant to RCW 43.21C.031(2)(a) and WAC 197-11-164.

1.2.2. Location

The Proposed Action analysis area consists of the three noncontiguous planned action areas outlined as Areas A, B, and C. This area is roughly bounded by Central Way (NE 85th Street) in the north, Kirkland Way on the east and south, and 3rd Street on the west. This area includes all of PLA 5 and a portion of the East Core Frame of Downtown, as defined in the Moss Bay Neighborhood Plan.

1.3. Alternatives

1.3.1. Proposed Action

The Proposed Action alternative would amend Comprehensive Plan land use designations and zoning on the three planned action areas (A, B, and C), make Zoning Code amendments (see Chapter 2), and adopt a Planned Action ordinance for the three areas covered by the private amendment requests. These amendments would collectively allow approximately 2 million square feet of office and commercial development in Downtown, an increase of approximately 1.8 million square feet over existing conditions as a result of the allowed higher building heights and greater permissible lot coverage. The amendments are also expected to result in an increase of approximately 6,138 jobs in the City compared to existing conditions.

1.3.2. No Action

The No Action alternative assumes that none of the three private amendment requests would be approved and no Planned Action Ordinance would be adopted by the City. Comprehensive plan land use designations and zoning for the three planned action areas would remain the same. The No Action alternative assumes an increased level of office and retail development for Areas A and C that city staff estimated could occur under the existing Comprehensive Plan and zoning. In Area B, continuance of existing nonconforming office uses is assumed. This redevelopment would result in an increase of approximately 681,200 square feet of office and commercial development. For visual and school services analysis purposes, redevelopment of Area B into taller, multifamily buildings allowed under current zoning regulations is being reviewed in section 3.3 *Aesthetics* and 3.5 *Public Services*. As a result of the assumptions contained in the No Action alternative, the City would exceed its employment growth targets by approximately 600 jobs (see Section 2.5.3 for more detail). The No Action alternative would result in an increase of 2,340 jobs in the City compared to existing conditions.

1.4. Summary of Potential Impacts and Mitigation Measures

1.4.1. Introduction

Table 1-1 summarizes the environmental impacts for each element of the environment evaluated in Chapter 3.

1.5. Major Issues to Be Resolved

Adoption of a planned action ordinance and the concurrent adoption of three private amendment requests, including adoption of Comprehensive Plan text amendments, Comprehensive Plan Land Use Map amendments, Zoning text and map amendments to allow increased structure heights, reduced or eliminated setbacks, increased lot coverage, and reduction in on-site parking requirements in the analysis area would support redevelopment of the area to a more intensive commercial character that would generally support the City's Vision for this part of Downtown as a focal point of Kirkland's vital employment base. The key environmental issues facing decision-makers are the impact of additional traffic on area roadways, the visual and aesthetic impact of taller buildings with reduced setbacks in this area of downtown, the greater intensity of land use and employment in downtown, policy and code amendments necessary to allow the Proposed Action, the increased demand on public services, and mitigating measures to address these impacts.

1.6. Significant Unavoidable Adverse Impacts

1.6.1. Land Use Patterns

The Proposed Action will result in a greater intensity of land use and greater employment in the analysis area. The changes to land use patterns would generally conform to the Comprehensive Plan vision for Downtown. Changes to the analysis area have the potential to impact land use compatibility, but impacts can be mitigated with mitigation measures.

1.6.2. Plans and Policies

No significant unavoidable adverse impacts to plans and policies are anticipated. Conflicts with adopted plans and policies require amendments.

1.6.3. Aesthetics

The overall character, significance, or magnitude of visual impacts on the analysis area depends largely on the quality of the architectural and urban design features incorporated into the development, the degree to which the overall scale and form of the development incorporates features of the local setting, and the values and preferences of those viewing the change. With proposed mitigation, particularly through implementation of design guidelines addressing height and bulk for the three planned action areas under the Proposed Action, the development of Areas A, B, and C are generally expected to meet the City's vision and standards for the Downtown area, a place targeted for additional development. However, it is acknowledged that along View Corridor 1, views will change under either alternative but particularly under the Proposed Action.

1.6.4. Transportation

Implementation of either the Proposed Action or the No Action alternative will result in increased traffic volumes and congestion in the City. Although the effects of additional vehicles on traffic congestion can be mitigated to varying degrees through the proposed transportation improvements, the actual increase in traffic volume may be considered a significant unavoidable adverse impact. A significant adverse impact could also result if one or more mitigation measures that have been identified to address expected impacts are not implemented. The combination of recommended roadway improvements that the City selects will reflect a balance between desired improvement in traffic operations, policy decisions, and available revenue.

1.6.5. Public Services

With mitigation measures, no significant unavoidable adverse impacts are expected with the Proposed Action and No Action alternatives for police protection, fire and emergency medical services (EMS) services, parks and recreation, and schools.

1.6.6. Utilities

With the mitigation measures, no significant unavoidable adverse impacts are anticipated.

Table 1-1. Summary of Potential Impacts of Proposed Action and No Action Alternatives

	Proposed Action	No Action
<p>Land Use Patterns</p>		
<p>Impacts Common to All Alternatives</p> <p>Two of the three areas in the analysis area (A and C) are anticipated to experience growth, including potential redevelopment of Area A into a more intense mix of office and commercial uses with more parking in structures rather than in the form of surface parking lots. Area C is anticipated to redevelop into more intense offices uses that make more efficient use of land. Area B is expected to only redevelop under the Proposed Action. The same level of background redevelopment is expected to occur in the broader study area under both the Proposed Action and No Action alternatives.</p>		
<p>Land Use Patterns</p> <p>The most intense redevelopment of land use patterns is expected to occur in the analysis area. All three planned action areas would redevelop according to the private amendments requested by property owners in Areas A, B, and C. All three planned action areas will redevelop with taller buildings and redevelopment would make more efficient use of existing buildable land, including the option of using structured parking over more land-consumptive surface parking.</p> <ul style="list-style-type: none"> ▪ Area A's redevelopment to more intensive office and commercial uses will increase the amount of area covered by buildings and plazas or other pedestrian-oriented gathering places and it will reduce the amount of surface parking. The level of redevelopment is greater than the No Action Alternative, with more area in buildings and less in surface parking. It will be a focal point of Downtown employment. ▪ Area B will redevelop into more land-efficient office spaces, with more area covered by office buildings with structured parking in them and less area dedicated to surface parking lots. Setbacks from abutting properties would be similar to existing conditions. ▪ Area C would redevelop into more of an intensive land use pattern that covers more area with office buildings containing structured parking. 	<p>Land Use Patterns</p> <p>There would be no change to current Comprehensive Plan map and Zoning Map designations for the three planned action areas. Under the No Action alternative, land use patterns would change in two of the three planned action areas and in the study area in general. Redevelopment in the study area as a whole would be similar to that anticipated under the Proposed Action as surface parking associated with existing development is converted to larger building footprints with parking contained in structures particularly in the Downtown area.</p> <ul style="list-style-type: none"> ▪ Area A would redevelop to a more land-efficient office and commercial development than currently exists. Although surface parking is expected to remain, there would be less surface parking and more structured parking in redevelopment than present in existing conditions. ▪ Area B would not redevelop under the No Action alternative since the existing use is a nonconforming office use within a multifamily zone. ▪ Area C is assumed to redevelop as office buildings that achieve closer to their maximum zoning potential than under existing conditions. In particular, the southern parcel with its single-story office building is expected to redevelop into a 30-foot office building with associated surface parking. Therefore, there would be a slightly larger area of building coverage in Area C under the No Action alternative than exists under existing conditions. 	
<p>Land Use Compatibility</p> <p>Under the Proposed Action the same types of land uses will occur on all three planned action areas as currently exist today. However, a substantial increase in office</p>	<p>Land Use Compatibility</p> <p>Given that zoning allows more development than presently exists, under the No Action alternative Areas A and C would redevelop into more intense uses city staff estimated could</p>	

Proposed Action	No Action
<p>development will occur in the three planned action areas, and an increase in commercial development will also occur in Area A. Building heights are also anticipated to increase in all three planned action areas under the Proposed Action in comparison to both the No Action and existing conditions.</p> <p>Specifically, the Proposed Action will have the following land use compatibility characteristics:</p> <ul style="list-style-type: none"> ▪ Redevelopment of Area A will substantially increase the amount of office space in the Downtown area. The Proposed Action will increase the concentration of office employees in this area over existing conditions making Area A a key employment focal point of Downtown Kirkland. The redevelopment anticipated under the Proposed Action will change Area A from a primarily commercial and retail area with some office space, to a large office center with some retail and service uses, thereby switching the type of employment concentration in this area and increasing the employment magnitude. ▪ Redevelopment of Areas B and C under the Proposed Action will provide a larger amount of the same type of office uses as currently exist on these planned action areas, which will result in a larger concentration of the same type of employment use as exists on the two areas, only at a much smaller magnitude of increase as found in Area A. ▪ The Proposed Action is expected to result in increased building heights on all three planned action areas. ▪ Building heights are expected to increase from a maximum height of 5 stories above average building elevation in Area A under existing conditions and the No Action alternative to 8 stories above adjacent streets under the Proposed Action. This height would be taller than any nearby building. ▪ Similarly, building heights are expected to increase up to the lower of 6 stories or 60 feet above average building elevation under the Proposed Action in Areas B and C, an increase over both the existing conditions and No Action building heights on these two planned action areas. Increased building heights in Areas B and C would be taller than other existing buildings within the PLA 5C zone. ▪ Redevelopment of Area B will increase the number of office workers in proximity to the existing low-density single-family use located immediately south of Area B. It is anticipated that redeveloped office buildings in Area B will retain a similar distance from the existing single-family residential structure, although they will be taller buildings. ▪ A proposed Zoning Code amendment under the Proposed Action would allow buildings taller than 30 feet above average building elevation on parcels less than 1 acre in size, particularly in Area C. Taller buildings on smaller building sites would provide less of a 	<p>occur under existing land use regulations. Similar to the Proposed Action, the No Action alternative would change Area A from a primarily retail development with a lesser amount of office, into a primarily office development with a lesser amount of retail. However, the amount of new office under the No Action alternative is approximately half of what would be expected under the Proposed Action, making less of an impact on overall office development in Downtown. Redevelopment of Area C would also add a small increment of additional office space to the Downtown perimeter area, though much less than could be expected under the Proposed Action. Building heights of redevelopment in Area A would be similar to existing development on the site, although there would be more buildings constructed to existing maximum height limit of the Central Business District (CBD) 5 zone. Similarly, Area C would redevelop to its maximum height limit of 30 feet, similar to other buildings in the PLA 5B zone (located east and south of Area C).</p> <ul style="list-style-type: none"> ▪ Under the No Action alternative, Area A would redevelop with an additional estimated 534,200 square feet of office use and an additional estimated 66,000 square feet of commercial use. There would likely be more buildings built at the maximum height of 5 stories above average building elevation allowed in the CBD 5 zone under the No Action alternative in order to accommodate the additional office space and structured parking. Building heights would be similar to that of the existing taller office buildings located in Area A. ▪ Area B, as a nonconforming office building located in a multifamily residential zone (PLA 5D) is not expected to redevelop under the No Action alternative. Therefore, Area B would not differ between existing conditions and the No Action alternative. ▪ Area C would redevelop with approximately 18,000 square feet of additional office space in buildings that are a maximum of 30 feet high measured above average building elevation. Building heights would be similar to those for other office and residential buildings located in the PLA 5B zone, which tend to be 2 to 3 stories tall. Building heights will be lower than those existing to the north (PLA 5C zone) and west (CBD 5 zone). <p>Under the No Action alternative, Zoning Code amendments would not be made to the PLA 5C zone. Therefore, sites would need to be at least one acre in size in order to allow buildings taller than 30 feet to be built on them. The requirement of larger sites for taller buildings allows an increased opportunity for stepping back upper stories and allowing more light and air to the ground at adjacent sites than under the Proposed Action. However, the two existing properties in the PLA 5C zone under the No Action alternative have at least 1 acre of property.</p>

Proposed Action	No Action
<p>ground-floor buffer with adjacent land uses and could increase land use compatibility conflicts in some limited areas of the PLA 5C zone where taller office buildings would about lower scale office and residential uses.</p>	
<p>Employment and Housing Mix</p> <p>The Proposed Action is not anticipated to result in any new housing.</p> <p>Development under the Proposed Action would result in a substantial increase in employees over current conditions. The addition of approximately 6,138 jobs in the three planned action areas (5,318 in Area A; 445 in Area B; and 375 in Area C) would result in approximately 1.3 million square feet of new office space and 449,600 square feet of new commercial space over existing conditions, creating a new employment focal point in Downtown. This is in comparison to the estimated 4,000 employees that currently work in the Downtown (City of Kirkland 2007).</p>	<p>Employment and Housing Mix</p> <p>No additional housing is assumed under the No Action alternative.</p> <p>Under the No Action alternative, 2,341 jobs (employees) would be added to the planned action area. Most of the jobs would be in Area A where an additional 2,137 office jobs and 132 commercial jobs would be located. The remaining 72 office jobs would be located in Area C.</p>
<p>Mitigation Measures For Proposal</p>	
<p>Incorporated Plan Features</p>	
<p>The proposed new zoning designation for Area A will encourage pedestrian-oriented retail and entertainment uses. New development in Area A would continue to be required to meet the City's pedestrian-oriented design guidelines and/or any site-specific design guidelines enacted with the planned action ordinance.</p>	
<p>Applicable Regulations and Commitments</p>	
<p>The Proposed Action development of Area A would be required to comply with applicable City design standards which will help to enhance the pedestrian environment and treat scale and massing issues for the taller buildings. Adhering to these design standards would be a key component for redevelopment of the area given that more parking would be placed in structures, building heights would increase, and building setbacks would be reduced or, in some cases, eliminated. Please see Section 3.3, Aesthetics, for more detail on compliance with design standards.</p>	
<p>Other Potential Mitigation Measures</p>	
<p><u>Area A</u></p> <p>A new zoning designation is being proposed for Area A as part of the Proposed Action. However, the City's existing CBD 5 zone regulating this area contains some key features that could be retained in the new zoning designation (CBD 5A) in order to mitigate land use impacts on Peter Kirk Park and neighboring properties and rights-of-way. Among these features are:</p> <ul style="list-style-type: none"> ▪ In order to retain the sense of open space for Peter Kirk Park, revised regulations could include one or more of the following requirements: ▪ Retain or enhance setbacks from the park edge; ▪ Step back taller portions of buildings away from the park, (as outlined in more detail in Section 3.3, Aesthetics); ▪ Adopt height limits within a defined proximity of the park; ▪ Modulate facades with defined widths and depths. 	

Proposed Action	No Action
<ul style="list-style-type: none"> In order to minimize land use conflicts with the multifamily residential buildings abutting the southeast corner of the area, the revised regulations could include enhanced setbacks and/or landscape buffering requirements in this area. <p><u>Areas B and C</u></p> <p>In order to minimize land use conflicts with adjoining residential developments, as part of the Zoning Code amendment requested by the Area C applicant, the City could include requirements such as enhanced setbacks for any building over 30 feet in height on less than 1 acre of land in the PLA 5C zone. This mitigation measure primarily affects Areas B and C—since other parcels in the PLA 5C zone are larger than 1 acre in size—and would account for the effect that taller buildings would have on smaller building sites.</p>	
<p>Plans and Policies</p>	
<p>Impacts Common to All Alternatives</p> <p>Redevelopment under both alternatives would provide more concentrated development of office and commercial uses in the urban areas.</p> <p>Under the Proposed Action and No Action alternatives, the analysis area is anticipated to experience growth and redevelopment that will add a large number of new jobs in the City, particularly in the analysis area.</p>	
<p>City of Kirkland Comprehensive Plan</p> <p>The Proposed Action is generally consistent with the City's vision for Downtown. However, the addition of some of the tallest buildings in Downtown will make achieving a human scale environment more challenging, particularly for Area A, where buildings of up to 8 stories are anticipated. The Proposed Action is consistent with Land Use and Economic Development Goals and Policies for a complete community that allows for greater jobs and customers in Downtown.</p> <p>The Proposed Action addresses the City's Framework Goals related to parks, recreation, and open space; capital facilities; public services; and transportation in the following ways:</p> <ul style="list-style-type: none"> With mitigation measures identified in Section 3.5, Public Services, the City would be able to maintain Peter Kirk Park and expand amenities such as benches and pathways and recreation programs used by the new employees in the planned action area who use the park. Therefore, the Proposed Action is consistent with Framework Goal FG-11. Based on the analysis contained in Section 3.5, Public Services and Section 3.6, Utilities of this DEIS, the additional employees and customers anticipated in the three planned action areas of the Proposed Action will increase demands on city facilities and services in the area. However, with mitigations outlined in the Section 3.5, Public Services and Section 3.6, Utilities, the City will be able to maintain existing adopted levels of service consistent with Framework Goal FG-13. Based upon the analysis contained in Section 3.4, Transportation of this DEIS, the Proposed Action would create a concentration of employment that would support transit 	<p>City of Kirkland Comprehensive Plan</p> <p>The No Action alternative is consistent with the City's vision of Downtown.</p> <p>The No Action alternative provides additional economic development in two of the three planned action areas. However, there is a lesser degree of economic growth expected under the No Action alternative in comparison to the Proposed Action. Area B is not expected to provide any additional economic development of growth opportunities since it will not redevelop under the No Action alternative.</p> <p>The No Action alternative meets the City's Framework Goals related to transportation; parks, recreation, and open space; capital facilities; and public services in the following ways:</p> <ul style="list-style-type: none"> Additional employees and customers in the planned action areas, particularly in Area A, will increase demand for facilities and services at Peter Kirk Park. However, with recreation service fees and property taxes collected through redevelopment in Areas A and C, the City would be able to maintain Peter Kirk Park and recreation programs. Therefore, the No Action alternative is consistent with Framework Goal FG-11. Based on the analysis contained in Section 3.5, Public Services and Section 3.6, Utilities, of this DEIS, the additional employees and customers anticipated in the No Action alternative in two of the three planned action areas will increase demands on city facilities and services in the area. However, with mitigations outlined in the Public Services and Utilities sections, the City will be able to maintain existing adopted levels of

Proposed Action	No Action
<p>and other modes of transportation. With mitigation measures identified, including shared parking and Transportation Demand Management (TDM) measures, the Proposed Action would support a transportation system which allows the mobility of people by providing a variety of transportation options.</p>	<p>service consistent with Framework Goal FG-13.</p> <ul style="list-style-type: none"> Based on the analysis contained in Section 3.4, Transportation, the No Action alternative will add to the concentration of employees in proximity to the Kirkland Transit Center, thus helping facilitate a transportation system which allows the mobility of people and goods.
<p>Moss Bay Neighborhood Plan</p> <p><u>Area A</u></p> <p>The Proposed Action would have some inconsistencies with the vision and policies in the Moss Bay Neighborhood Plan.</p> <p>Area A redevelopment under the Proposed Action is inconsistent with the Design District 5 policy statement that says building heights of 2 to 5 stories are appropriate in this design district. The Proposed Action for Area A contemplates building heights as tall as 8 stories in this design district. Therefore, the Proposed Action would require a Comprehensive Plan amendment to that policy in the Moss Bay Neighborhood Plan.</p> <p><u>Area B</u></p> <p>The redevelopment of Area B as an office development is inconsistent with the existing Comprehensive Plan land use designation of HDR applied to the PLA 5D Subarea of the Moss Bay Neighborhood Plan. The Moss Bay Neighborhood Plan states that future development in this subarea should be multifamily residential at a density of up to 24 dwelling units per acre. The Proposed Action would place Area B in the PLA 5C Subarea. This change would require a Comprehensive Plan land use map amendment to be implemented.</p> <p><u>Area C</u></p> <p>The additional height requested for Area C is inconsistent with the description of PLA 5B Subarea contained in the Moss Bay Neighborhood Plan, which states that structure heights should be limited to 3 stories.</p>	<p>Moss Bay Neighborhood Plan</p> <p>The No Action alternative would be consistent with the vision and policies in the Moss Bay Neighborhood Plan.</p> <p>However, the existing land use of office in Area B is not consistent with the land uses allowed in the HDR Comprehensive Plan designation or the PLA 5D zoning designation. The existing land use is a legally existing nonconforming use, and as such, is not expected to redevelop.</p>
Mitigation Measures For Proposal	
Incorporated Plan Features	
<p>The Proposed Action would include Comprehensive Plan amendments that would do the following:</p> <ul style="list-style-type: none"> Amend the Moss Bay Neighborhood Plan's text for Design District 5 to allow building heights of 2 to 8 stories rather than 2 to 5 stories. This would allow the taller buildings being considered for Area A redevelopment under the Proposed Action. 	

Proposed Action	No Action
<p> <ul style="list-style-type: none"> ▪ Amend the Comprehensive Plan Land Use Map for Area B from HDR to O/MF. <p>These Comprehensive Plan amendments would create Comprehensive Plan land use map and text consistency.</p> <p>The Proposed Action would include Zoning Map amendments that would do the following:</p> <ul style="list-style-type: none"> ▪ Create a new zoning designation called CBD 5A for purposes of this DEIS and apply that new designation to Area A. ▪ Amend the Zoning Map from PLA 5D to PLA 5C for Area B. ▪ Amend the Zoning Map from PLA 5B to PLA 5C for Area C. <p>These Zoning Map amendments would create consistency between the City's Comprehensive Plan and zoning.</p> <p>The Proposed Action would include Zoning Code text amendments that would do the following:</p> <ul style="list-style-type: none"> ▪ Create a new zoning designation called CBD 5A that has the following basic zoning features and will: <ul style="list-style-type: none"> - Allow the same or similar land uses as allowed under CBD 5. - Allow for building heights of a maximum of 8 stories in height. - Reduce or eliminate setbacks from Central Way, 6th Street, and Peter Kirk Park. - Increase lot coverage over the maximum amount allowed under the CBD 5 zone. ▪ Amend the PLA 5C Zoning Code text to: <ul style="list-style-type: none"> - Eliminate the minimum lot-size requirement for buildings to reach the maximum height of the lower of 6 stories or 60 feet above average building elevation; and - Eliminate the PLA 5C general regulation #2 which limits the height or horizontal length of any façade of a structure within 100 feet of an adjoining, low-density use in the PLA 5A zone. ▪ Area A of the Proposed Action would continue to need to comply with the City's design guidelines. <p>Applicable Regulations and Commitments</p> <p>Redevelopment considered for Area A would need to comply with City design guidelines, the design guidance contained in the Moss Bay Neighborhood Plan's Design District 5, and/or new design guidelines established by the planned action ordinance.</p> <p>The Moss Bay Neighborhood Plan also includes the following additional plan features that could be considered in development of Area A:</p> <ul style="list-style-type: none"> ▪ The development of Area A occurs adjacent to a public view from the eastern gateway to Downtown at Central Way and 6th Street identified in the Moss Bay Neighborhood Plan (City of Kirkland 2004, p XV.D-16). If the City decides that this is an important public view, a policy and/or regulation amendment would be necessary to protect this public view. ▪ Development of Area A could enhance the eastern gateway with an entry sign or some other distinctive structure or landscape feature (City of Kirkland 2004, p XV.D-17). ▪ Development of Area A could maintain, enhance, and improve the definition of the major east-west pedestrian pathway between Area A and the rest of the Downtown shopping district (City of Kirkland 2004, pp XV.D-7 and XV.D-17). ▪ Development of Area A could strengthen the visual prominence of Peter Kirk Park and improve pedestrian connections between Area A and the park (City of Kirkland 2004, p XV.D-18). </p>	

Proposed Action	No Action
<p>▪ Enhancements to the pedestrian and vehicular circulation, and parking as outlined in the Circulation section of the Moss Bay Neighborhood Plan (City of Kirkland 2004, p XV.D-20) could be considered as part of the redevelopment of Area A.</p> <p>If the City decides that the public view shown in the Everest Neighborhood Plan is important then redevelopment of Areas A, B, and C could be designed to not obstruct the major territorial view at the intersection of NE 85th Street and Kirkland Way shown in the Everest Neighborhood Plan (City of Kirkland 2004, p XV.D-23).</p> <p>The PLA 5C Subarea has provisions for greater height limitation and larger setbacks and limitation of horizontal dimensions where potential development is adjacent to single-family dwellings in the neighboring PLA 5A. These restrictions would apply specifically to Area B where it is adjacent to existing single-family uses.</p>	<p>Other Potential Mitigation Measures</p> <p>Under the Proposed Action, Area A would redevelop under a new zoning designation, called CBD 5A for purposes of this DEIS. However, there are existing regulations in the CBD 5 zone that could be retained or enhanced as mitigation measures under the new CBD 5A zoning regulations:</p> <ul style="list-style-type: none"> ▪ Consider limiting heights of buildings and/or setbacks for upper stories of buildings located adjacent to Peter Kirk Park. ▪ Consider locating pedestrian-oriented activities on façades facing Peter Kirk Park. ▪ Consider setbacks for upper stories of buildings facing Central Way. <p>Under the Proposed Action, amendment to the PLA 5C Zoning Code is contemplated to allow for buildings to be closer to existing single-family dwelling units in adjoining multifamily zones and to allow for taller buildings on smaller lots. Therefore, some key features of existing PLA 5C zoning could be retained or enhanced in some form to mitigate effects of redevelopment in Areas B and C. This would require that the following regulations be retained or enhanced in the PLA 5C zone:</p> <ul style="list-style-type: none"> ▪ Setbacks for upper stories for buildings to mitigate for taller buildings allowed on smaller lots. ▪ Setback for upper stories for buildings whose façades face an existing single-family use. ▪ Landscape buffers in the PLA 5C zone when adjoining low-density uses in the PLA 5A zone.
Aesthetics	
Impacts Common to All Alternatives	
<p>Visual Character</p> <p>Under both the Proposed Action and No Action alternative total office and commercial square footage in the analysis area would significantly increase, and both alternatives are likely to result in development of larger buildings than currently exist in each area, as well as greater area coverage. This increased coverage will make buildings more visually prominent in all three of the planned action areas. This increased visual mass could create a more intensive character along street frontages and may affect pedestrian comfort levels.</p>	
<p>Views</p> <p>No impacts to uphill territorial views along Market Street, Kirkland Way, and the waterfront, as well as local views along 3rd Street, Kirkland Avenue, and State Street are expected under the Proposed Action and No Action alternative.</p> <p>For recreational users of Peter Kirk Park, the Proposed Action and No Action alternatives would change the existing visual foreground through the addition of larger buildings. Although views are</p>	

Proposed Action	No Action
<p>expected to change, they are not expected to be significantly affected.</p> <p>The view of the analysis area by nearby residents and business occupants is typically filtered by buildings and vegetation in the foreground, as the area is highly developed and there are numerous existing large commercial/office buildings adjacent to the analysis area. Additionally, Policy CC-4.5 of the City's Comprehensive Plan indicates that private views are not protected.</p> <p>One of the largest viewer groups in the analysis area comprises motorists traveling along local roadways. The overall visual character of the roadway and surrounding area will be consistent with the visual character under existing conditions from the perspective of motorists, as urban development flanking the roadway is already the dominant feature. However, motorists are one of the most impacted viewer groups affected by the changes to views looking southwest towards Downtown and Lake Washington from the intersection of Central Way and 6th Street. The larger visual mass of buildings under both alternatives is expected to block views to portions of the sky visible to the southwest from this intersection.</p> <p>Construction under the Proposed Action and No Action alternative will create temporary changes in views of the analysis area. Construction activities will introduce heavy equipment into the surrounding public roadways, and residential and commercial properties. Safety and directional signage will also be a visible element. Viewer groups in the analysis area and vicinity may not be accustomed to seeing construction activities and equipment; their sensitivity to such impacts will be expected to be moderate. Since these activities are short term, temporary impacts to viewers are not expected to be significant.</p>	
<p>Light and Glare</p> <p>Redevelopment under both the Proposed Action and No Action alternative has the potential to increase ambient light and glare in each of the three planned action areas, primarily through the increased presence of exterior building illumination and increased vehicular traffic.</p>	
<p>Shading Conditions</p> <p>Both the Proposed Action and No Action alternatives allow for an increase in building heights over existing conditions. As such, both alternatives are likely to generate increased shading conditions on surrounding properties and streets. This increased shading will be most pronounced during winter, when days are shortest and the sun is lowest in the sky. During certain winter periods, the portion of Central Way adjacent to Area A could potentially be in perpetual shadow under either alternative.</p> <p>Shading is also anticipated on properties to the north side of Central Way and the eastern portion of Peter Kirk Park. Similarly, the buildings in Areas B and C will shade streets immediately to the north during winter months under both alternatives.</p>	

Proposed Action	No Action
<p>Visual Character</p> <p><u>Area A</u></p> <p>The reduction in setbacks further increases the visual prominence of buildings under the Proposed Action and links them to the street and its associated pedestrian traffic. The increased building height, in excess of that allowed under the No Action alternative, would further intensify the visual prominence of buildings in the area and may affect the comfort of pedestrians, dependent upon application of design guidelines.</p> <p>Under the Proposed Action, height restrictions on buildings within 100 feet of Peter Kirk Park would also be raised above the current limit of 3 stories. The park is a major visual landmark for this part of the City, and the increased visual bulk could adversely affect the park and reduce the impression of openness that currently exists.</p> <p><u>Area B</u></p> <p>The Proposed Action has the potential to impact low-density uses to the southwest through the removal of the PLA 5A setback.</p> <p><u>Area C</u></p> <p>The increased height and footprint allowed in the area would greatly increase the area's visual prominence from 6th Street and could potentially adversely affect the pedestrian environment if conflicts of scale are not addressed in building design.</p>	<p>Visual Character</p> <p><u>Area A</u></p> <p>No changes to height limits or setbacks would occur, so lot coverage is expected to increase as a result of development under the No Action alternative.</p> <p><u>Area B</u></p> <p>The No Action visual analysis assumes that the existing office uses would redevelop as multifamily residential. This conversion would improve visual character in Area B by making the area more visually compatible with the residential uses located to the east and south. However, building height could increase from 2-story office buildings to the lesser of 4-story or 40 feet.</p> <p><u>Area C</u></p> <p>Under the No Action alternative, building heights and area coverage would increase over existing conditions. Lot coverage would also increase, though setbacks from 6th Street would remain unchanged. Similar to the Proposed Action, the increased visual prominence could potentially degrade the pedestrian environment.</p>

Proposed Action	No Action
<p>Views</p> <p>Pedestrians and Bicyclists</p> <p>New development under the Proposed Action will occur closer to the sidewalk and roadway than currently exists, thus encroaching on the visual environment of pedestrians and bicyclists, and creating visual impact.</p> <p>Southwest Territorial Views</p> <p>Two territorial views identified in the Comprehensive Plan look directly to the analysis area: the gateway view to the southwest from the intersection of Central Way and 6th Street (View Corridor 1) and the gateway view to the southwest from the intersection of NE 85th Street and Kirkland Way (View Corridor 2).</p> <p>View Corridor 1</p> <p>The Proposed Action would allow for development to encroach further into the periphery of View Corridor 1, acting as an imposing visual element on the south side of the view corridor. Existing buildings and vegetation (even during winter months) screen views of the waterfront and Lake Washington along the south side of the view. The portion of the view with the highest visual quality, the view of Lake Washington, would not be affected due to new development. However, the encroachment of activities associated with the Proposed Action would still impact views by blocking view of the sky from this vantage point.</p> <p>View Corridor 2</p> <p>Development associated with the Proposed Action would be a visible middle ground element from View Corridor 2. However, due to the elevation of the roadway at this vantage point, the top of the new development at eight stories, would be below the lake and mountains in the visual line of sight.</p> <p>Thus, the new development would tend to blend into the portion of the middle ground that acts as the footing to frame the high visual quality associated with the background view. During the winter, existing vegetation would tend to filter much of the new development, so that it was only partially visible in the middle ground. Summer views of the new development would almost entirely be screened by existing deciduous vegetation.</p>	<p>Views</p> <p>Pedestrians and Bicyclists</p> <p>New development under the No Action alternative would be more expansive than existing conditions and would create a visual impact.</p> <p>Southwest Territorial Views</p> <p>Two territorial views identified in the Comprehensive Plan look directly to the analysis area: the gateway view to the southwest from the intersection of Central Way and 6th Street (View Corridor 1) and the gateway view to the southwest from the intersection of NE 85th Street and Kirkland Way (View Corridor 2).</p> <p>View Corridor 1</p> <p>Development under the No Action alternative would be more expansive than existing development, and would create a more noticeable visual element on the south side of the view corridor. Existing buildings and vegetation (even during winter months) screen views of the waterfront and Lake Washington along the south side of the view, so the portion of the view with the highest visual quality would not be affected by new development. However, new development associated with the No Action alternative would still encroach on the view corridor through increased building height and bulk and impact views from this vantage point.</p> <p>View Corridor 2</p> <p>No Action development would be a visible middle ground element from View Corridor 2. However, due to the elevation of the roadway at this vantage point, the top of the new development would be below the lake and mountains in the visual line of sight.</p> <p>The new development under the No Action would tend to blend into the portion of the middle ground that acts as the footing to frame the high visual quality associated with the background view. During the winter, existing vegetation would tend to filter much of the new development, so that it was only partially visible in the middle ground. Summer views of the new development would almost entirely be screened by existing deciduous vegetation.</p>

Proposed Action	No Action
<p>Light and Glare</p> <p><u>Area A</u></p> <p>Increased development in Area A has the potential to increase ambient light and glare, primarily through the increased presence of exterior building illumination and increased vehicular traffic on the area. While Central Way is already a significant source of ambient light and glare, 6th Street and the eastern portion of Peter Kirk Park are not, and could be affected by increased lighting levels.</p> <p><u>Area B</u></p> <p>Under the Proposed Action, light and glare in Area B are likely to increase over existing conditions and the No Action alternative. The additional office space is likely to result in an increased need for on-site exterior lighting during evening hours. Increased light and glare from the area could potentially impact the primarily residential properties to the south and east.</p> <p><u>Area C</u></p> <p>The increased square footage of office space in Area C could potentially increase ambient light and glare on 6th Street through increased exterior building illumination and vehicular traffic. However, as the property will be devoted to office uses, vehicular traffic is expected to occur primarily during daylight hours and the anticipated impacts from increased light and glare are minimal.</p>	<p>Light and Glare</p> <p><u>Area A</u></p> <p>The increased square footage of office and retail space in Area A is anticipated to increase ambient light and glare along Central Way, 6th Street, and at Peter Kirk Park.</p> <p><u>Area B</u></p> <p>Redevelopment of Area B for residential uses could potentially increase ambient light and glare by increasing vehicular traffic to the area during evening hours, which could impact other surrounding residential uses. Given the extensive vegetation of surrounding areas and the requirement for design review by the City, light and glare impacts are anticipated to be minimal.</p> <p><u>Area C</u></p> <p>Similar to the Proposed Action, the increased square footage of office space in Area C could potentially increase ambient light and glare on 6th Street through increased exterior building illumination and vehicular traffic. However, as the property will be devoted to office uses, vehicular traffic is expected to occur primarily during daylight hours and the anticipated impacts from increased light and glare are minimal.</p>
<p>Shading Conditions</p> <p><u>Area A</u></p> <p>In Area A, the Proposed Action would result in an increase in shading conditions over the No Action alternative during winter months, as well as summer morning and afternoon hours. As illustrated in Section 3.3, Aesthetics, development in the Parkplace area has the potential to cause significant winter shading impacts on properties to the north side of Central Way, such as an apartment complex on the northwest corner of the 6th Street and Central Way intersection, as well as lesser impacts on properties southeast and east of the area. The Proposed Action would also increase shading of the far eastern portion of Peter Kirk Park during morning hours over the No Action alternative.</p> <p><u>Area B</u></p> <p>While building height would increase in Area B under the Proposed Action, the highest point of development would be located in the interior of the area, and shading impacts on surrounding</p>	<p>Shading Conditions</p> <p><u>Area A</u></p> <p>The No Action represents an increase in shading effects on surrounding development over existing conditions, but to a lesser degree than the Proposed Action.</p> <p><u>Area B</u></p> <p>The No Action assumes that Area B will redevelop as a multifamily residential use. While not as tall as development allowed under the Proposed Action, area coverage under the No Action could potentially be greater, and buildings sited closer to the edges of the property would increase off-site shading effects. As shown in Section 3.3, Aesthetics, afternoon shading of the residential buildings to the east of the area is potentially greater under No Action than under the Proposed Action.</p>

Proposed Action	No Action
<p>properties would be minimal. Some shading of 5th Avenue and the apartment buildings to the east would occur in winter, but given the level of vegetation in the area, the surrounding residential areas are likely to be well shaded in any case.</p> <p><u>Area C</u></p> <p>The increased height of buildings allowed in Area C under the Proposed Action represents a moderate increase in shading conditions over existing development, but when compared to the No Action alternative, the increase in shading effects is minimal. Shading effects are most profound during winter mornings and afternoons. The Proposed Action could result in some increased shading of Area A (across 6th Street), the office building immediately north of Area C, and a portion of 4th Avenue.</p>	<p><u>Area C</u></p> <p>Shading conditions in Area C under No Action are similar to those present under the Proposed Action. While slightly less shading is anticipated on neighboring properties due to lower building heights, this still represents an increase over existing shading conditions. The building heights allowed under No Action are similar to those of surrounding development, so shading impacts are anticipated to be minimal.</p>
<p>Mitigation Measures For Proposal</p>	
<p>Incorporated Plan Features</p>	
<p>As detailed plans for redevelopment have not yet been developed, no incorporated plan mitigation features are included at this time.</p>	
<p>Applicable Regulations and Commitments</p>	
<p>Development in Area A under both the Proposed Action and No Action will be required to comply with all applicable urban design principles set forth in the Moss Bay Neighborhood Plan, Design Guidelines for Pedestrian-Oriented Business Districts, adopted by the Kirkland City Council in 2004, and/or any new design guidelines established by the planned action ordinance.</p> <p>In addition, the following area-specific design guidelines would apply.</p>	
<p><u>Area A</u></p> <p>The Moss Bay Neighborhood Plan states that, in Design District 5, massing should be lower near the area perimeter, with taller structures placed in the interior. Building facades over 2 stories should employ setbacks, and special attention should be paid to the connection to Peter Kirk Park. Development should not place service entrances along the interface with the park, and landscaping and pedestrian linkages should be provided.</p> <p>Development of Area A under the Proposed Action could also incorporate the following additional Moss Bay Neighborhood Plan features also outlined from Section 3.2, Plans and Policies:</p> <ul style="list-style-type: none"> ▪ The development of Area A occurs adjacent to a public view from the eastern gateway to Downtown at Central Way and 6th Street identified in the Moss Bay Neighborhood Plan (City of Kirkland 2004, p XV.D-16). If the City decides that this is an important public view, a policy and/or regulation amendment would be necessary to protect this public view. ▪ Development of Area A could enhance the eastern gateway with an entry sign or some other distinctive structure or landscape feature (City of Kirkland 2004, p XV.D-17). ▪ Development of Area A could maintain, enhance, and improve the definition of the major east-west pedestrian pathway between Area A and the rest of the Downtown shopping district, as well as provide pedestrian connections through Area A to 4th Avenue and 2nd Avenue (City of Kirkland 2004, pp XV.D-7 and XV.D-17). ▪ Development of Area A could strengthen the visual prominence of Peter Kirk Park and improve pedestrian connections between Area A and the park (City of Kirkland 2004, p XV.D-18). ▪ Enhancements to the pedestrian and vehicular circulation, and parking as outlined in the Circulation section of the Moss Bay Neighborhood Plan (City of Kirkland 2004, p XV.D-20) could be 	

Proposed Action	No Action
<p>considered as part of the redevelopment of Area A.</p> <p>The nearby intersection of Central Way and 6th Street is a designated gateway area, and the following design tools from the City’s design guidelines could be employed to reduce impacts on visual character.</p> <ul style="list-style-type: none"> ▪ Vertical and horizontal facade modulation (p. 23-24). These are useful tools for breaking the visual monotony of a building and reducing its visual mass. Vertical modulation consists of varying the height of a building, which often gives the impression of a collection of smaller structures, rather than a single mass. Horizontal modulation includes the use of pedestrian elements (awning, balconies, window details, etc.), as well as upper-story setbacks and varied roof forms. Upper-story setbacks are particularly important for reducing shading effects created by the increased height of development in the area. ▪ Gateway feature (p. 15). The intersection of Central Way and 6th Street has been identified as a gateway into Downtown, and the Moss Bay Neighborhood Plan states that development in this location should promote a positive image of the City. Street corners are centers of increased vehicular and pedestrian activity, and this portion of the area provides heightened visibility. Further discussion of appropriate design elements can be found in the City’s design guidelines, in the section titled, Public Improvements and Site Features. 	
<p>Other Potential Mitigation Measures</p> <p><u>Area A</u></p> <p>In addition to the City’s design guidelines, the following mitigation measures could be incorporated to reduce aesthetic impacts in Area A.</p> <ul style="list-style-type: none"> ▪ Require setbacks, step backs of upper stories of taller buildings, and/or limits to maximum building heights in areas of the site determined to be more aesthetically significant. ▪ Locate the tallest structures, to the greatest extent feasible, in the central or southeastern portions of the area, in order to reduce shading of and visual encroachment on Peter Kirk Park, Central Way, development on the north side of Central Way, and View Corridor 1. ▪ Incorporate a pedestrian plaza, public art installation, or distinctive landscaping feature in order to identify the intersection of 6th Street and Central Way as a significant gateway into Downtown and to provide view corridors and an aesthetically pleasing visual environment. ▪ Use vegetation to soften and screen built features. ▪ Shield light fixtures to minimize glare and up-lighting. Lights could be screened and directed away from residences to the highest degree possible. Lighting restrictions could be adopted to control facade illumination and excessive lighting. The number of nighttime lights installed could be minimized to the greatest degree possible. Light fixtures and poles could be painted; no reflective surfaces are proposed that will contribute to reflective daytime glare. ▪ Use low-sheen and non-reflective surface materials to the greatest extent possible to reduce potential for glare; the finish could be matte and roughened. <p>During construction the following measures could be taken to minimize temporary visual impacts:</p> <ul style="list-style-type: none"> ▪ Screen storage and staging areas and locate them in areas that minimize visual prominence to the greatest extent possible in order to reduce the temporary visual effects during construction. ▪ Address light and glare effects associated with possible nighttime construction activities by using downcast lighting sources and shielding roadway lighting. <p><u>Areas B and C</u></p> <p>Include Areas B and C within a City design district that allows the City to employ design guidelines similar to those described under Applicable Regulations and Commitments.</p> <p>As part of the Zoning Code amendment requested by the Area C applicant, the City could require greater setbacks for any building proposed for over 30 feet in height above average building elevation on less than 1 acre of land in the PLA 5C zone. This mitigation measure primarily affects Areas B and C—since other parcels in the PLA 5C zone are larger than 1 acre in size—and would</p>	

Proposed Action	No Action
<p>account for the effect that taller buildings would have on smaller building sites.</p> <p>The following design considerations are also recommended:</p> <ul style="list-style-type: none"> ▪ All building entries could be well lit. Building facades in pedestrian areas could provide lighting to walkways and sidewalks through building-mounted lights, canopy or awning-mounted lights, and display window lights. Design could encourage variety in the use of light fixtures to give visual variety from one building facade to the next. Back-lit or internally-lit translucent awnings could be prohibited (City of Kirkland 2004). ▪ External building lights could be constructed in such a way as to shield nearby development from excess light and glare, particularly when adjacent to residential uses. ▪ Blank walls could be avoided near sidewalks, parks, and pedestrian areas. Where unavoidable, blank walls could be treated with landscaping, art, or other architectural treatments (City of Kirkland 2004). <p><u>Area C</u></p> <p>The Moss Bay Neighborhood Plan states that a vehicular and pedestrian pathway between Central Way and Kirkland Way be preserved in Design District 5 and be enhanced with pedestrian improvements. As 6th Street is the only street to make this connection in Design District 5, the following mitigation measures are recommended for Area C.</p> <ul style="list-style-type: none"> ▪ Screen on-site parking from the street through the use of landscaping or locate it so as not to be visible from the street. ▪ With future development located adjacent to the street, provide pedestrian amenities (awnings, textured external finishes, varied window treatments, street trees, etc.) in order to preserve an inviting pedestrian environment. 	
Transportation	
<p>Roadway Operations</p> <p><u>Traffic Impact Analysis</u></p> <p>Based upon the City's Transportation Impact Analysis guidelines, an adverse operational impact is identified at the following 10 intersections by 2014:</p> <ul style="list-style-type: none"> ▪ Central Way/Parkplace Driveway ▪ Central Way/6th Street ▪ NE 85th Street/114th Avenue NE ▪ 6th Street/4th Avenue ▪ Kirkland Way/6th Street ▪ Central Way/5th Street ▪ Central Way/4th Street ▪ 6th Street/7th Avenue ▪ Market Street/15th Avenue 	<p>Roadway Operations</p> <p><u>Traffic Impact Analysis</u></p> <p>Based upon the City's Transportation Impact Analysis guidelines, an adverse operational impact is identified at the following three intersections by 2014::</p> <ul style="list-style-type: none"> ▪ Central Way/Parkplace Driveway ▪ NE 85th Street/114th Avenue NE ▪ Central Way/4th Street

Proposed Action	No Action
<p> <ul style="list-style-type: none"> NE 85th Street/124th Avenue NE <p><u>Concurrency V/C Impacts</u></p> <p>Based upon the City's concurrency guidelines the following adverse operational impacts are identified by 2014 and 2022.</p> <p>2014</p> <p>One intersection located in the southwest region is expected to exceed the concurrency threshold of 1.40 in 2014.</p> <ul style="list-style-type: none"> 114th Ave NE/NE 85th Street <p>In addition, the subarea average for the southwest subarea exceeds the threshold by 0.01.</p> <p>2022</p> <p>Three intersections located in the southwest region are expected to exceed the concurrency threshold of 1.40.</p> <ul style="list-style-type: none"> Lake Washington Boulevard/NE 38th Place 6th Street/Central Way 114th Ave NE/NE 85th Street <p>In addition, the subarea average for the southwest subarea is expected to exceed its threshold of 0.92.</p> <p>One intersection in the northwest subarea is expected to exceed the concurrency threshold of 1.40:</p> <ul style="list-style-type: none"> 116th Way NE/NE 132nd Street <p>The subarea average for the northwest subarea exceeds its threshold of 1.01.</p> <p>Two intersections in the northeast subarea are expected to exceed the concurrency threshold of 1.40:</p> <ul style="list-style-type: none"> 124th Avenue NE/NE 132nd Street Totem Lake Boulevard/NE 132nd Street <p>However, the subarea average V/C is expected to remain under its threshold.</p> </p>	<p><u>Concurrency V/C Impacts</u></p> <p>Based upon the City's concurrency guidelines the following adverse operational impacts are identified by 2014 and 2022.</p> <p>2014</p> <p>All concurrency intersections and subarea averages are expected to remain below thresholds under the No Action scenario for 2014.</p> <p>2022</p> <p>Two intersections located in the southwest subarea are expected to exceed the concurrency threshold of 1.40.</p> <ul style="list-style-type: none"> Lake Washington Boulevard/NE 38th Place 114th Ave NE/NE 85th Street <p>In addition, the subarea average for the southwest subarea is expected to exceed its threshold of 0.92.</p> <p>One intersection in the northwest subarea is expected to exceed the concurrency threshold of 1.40:</p> <ul style="list-style-type: none"> 116th Way NE/NE 132nd Street <p>The subarea average for the northwest subarea exceeds its threshold of 1.01.</p> <p>Two intersections in the northeast subarea are expected to exceed the concurrency threshold of 1.40:</p> <ul style="list-style-type: none"> 124th Avenue NE/NE 132nd Street Totem Lake Boulevard/NE 132nd Street <p>However, the subarea average V/C is expected to remain under its threshold.</p>

Proposed Action	No Action
<p>Parking</p> <p>For Area A, the spaces that would be required by the City's zoning code are much higher—approximately 5,157—than the approximately 3,500 spaces that are being proposed. The differences in standard code parking requirements and the proposed parking supply are due to expected shared parking and proposed measures to reduce parking demand. A parking management program, which encourages use of alternative modes and efficient use of the available parking, will be needed to ensure that parking supply is adequate to meet demand. Otherwise, there is potential for parking to spill out into the surrounding neighborhoods, which would be considered a significant impact.</p> <p>Since proposals for Areas B and C do not include any provisions for reduced parking supply, it is assumed that future development in these areas would follow provisions of the City zoning code.</p>	<p>Parking</p> <p>Parking demand would be less under the No Action alternative than would be expected under the Proposed Action, because the intensity of land use would be less. As no specific development proposal is under evaluation under the No Action alternative, it is not known if proposed parking would comply with current zoning requirements, or if alternative parking plans would also be proposed under this scenario.</p>
<p>Pedestrian and Bicycle Mobility</p> <p>With the Proposed Action's potential for a master planned redevelopment, more site amenities are likely to be provided in terms of non-motorized connectivity, landscaping, and gathering spaces. With these features, the Proposed Action would be more conducive to pedestrian and bicycle mobility, and would support the City's non-motorized policies.</p>	<p>Pedestrian and Bicycle Mobility</p> <p>Lower square footages for retail and commercial uses and a potentially less efficient use of land could be less conducive to pedestrian and bicycle mobility and less supportive of the City's non-motorized policies than the Proposed Action. However, there is a greater potential for improved pedestrian and bicycle mobility compared with current conditions.</p>
<p>Transit Service</p> <p>Higher density under the Proposed Action would be more conducive to transit service and would support the City's transit policies.</p>	<p>Transit Service</p> <p>Under the No Action alternative, increased residential and employment growth is anticipated, although to a lesser degree than under the Proposed Action. Therefore, it is expected that the No Action alternative would support increased transit service, although to a lesser degree than the Proposed Action.</p>
<p>Greenhouse Gasses</p> <p>Greenhouse gas emissions are expected to increase with increased vehicle traffic. However, trip reduction measures would also have the effect of reducing greenhouse gases. The Proposed Action at a area-specific level generates greater GHG emissions, but when accounting for regional growth the Proposed Action would generate less GHG emissions than the No Action Alternative.</p>	<p>Greenhouse Gasses</p> <p>Greenhouse gas emissions are expected to increase with increased vehicle traffic. However, trip reduction measures would also have the effect of reducing greenhouse gases.</p>
<p>Mitigation Measures For Proposal</p>	
<p>Incorporated Plan Features</p> <p>Under the Proposed Action, Area A includes a total of 3,500 parking spaces, which is lower than the approximate 5,100 spaces that would be required under current zoning.</p>	

Proposed Action	No Action
<p>The parking demand estimate for the Area A mixed-use project was determined by considering the following factors:</p> <ul style="list-style-type: none"> ▪ Mode of travel. The Area A development would include a transportation demand management plan developed for the office tenants to increase transit, carpooling, walking, and bicycling to work. Increased use of these modes would reduce the parking demand associated with the office use. In addition, some of the retail and restaurant customers are expected to walk to the site from nearby residential uses. ▪ Internal and multi-stop trips. Many of the daytime customers to the area's retail and restaurant uses are expected to come from offices at the area. Likewise, hotel guests could also shop or dine in the area. No additional parking would be needed for these customers. Many of the area's customers will visit more than one use. For example, a restaurant patron may also shop at the supermarket or retail store, or visit the theater. ▪ Parking demand by time of day or day of week. The peak parking demand for each use occurs at different times of the day or on different days of the week. This allows some of the parking to be shared among uses. <p><u>Capacity Improvements</u></p> <p>Capacity improvement projects have been developed to address the intersection operational impacts identified for the Proposed Action and No Action scenarios.</p> <p>The No Action scenario assumes a level of development in the planned action areas that could be allowed under current zoning. This assumption reflects a higher intensity of land use at these three sites than what was analyzed for the Comprehensive Plan. This is due to the fact that the City's available land use capacity is greater than the land use needed to support future population and employment targets. Thus, the No Action assumes a level of development in the planned action areas that has not previously been analyzed through the development review process. Mitigation measures identified in this DEIS for the No Action represent required mitigation to resolve traffic impacts identified through the Traffic Impact Analysis (TIA) and concurrency analyses. The mitigation measures identified under the Proposed Action are additional mitigation measures needed to resolve traffic impacts caused by the incremental increase in development above the No Action.</p> <p><u>TIA Results with Mitigation</u></p> <p>The resulting LOS with mitigation for all intersections except one would be LOS E or better under both scenarios. The intersection that would remain at LOS F, NE 85th Street / 114th Avenue NE, would be improved to operate at better conditions (note, this intersection is operating at LOS F under existing conditions).</p> <p><u>Concurrency Results with Mitigation</u></p> <p>2014 Conditions</p> <p>All concurrency intersections and subarea averages are expected to remain below thresholds under this scenario.</p> <p>2022 Conditions</p> <p>All concurrency intersections and subarea averages are expected to remain below thresholds under both scenarios.</p>	<p>Other Potential Mitigation Measures</p> <p><u>Transportation Demand Management</u></p> <p>The cumulative parking demand estimates for the office use require that some of the trips to and from Area A would occur by modes of travel other than SOV. To encourage use of other modes, the</p>

Proposed Action	No Action
<p>project proposes to implement a Transportation Management Plan (TMP) for the office tenants. The following elements are proposed:</p> <ul style="list-style-type: none"> ▪ Provide a transportation coordinator to manage and promote the program. ▪ Provide transit pass subsidy. ▪ Charge for daily parking. ▪ Offer a part-time parking pass option. ▪ Provide ride-match information. ▪ Provide free parking for vanpools. ▪ Provide reserved parking spaces for vanpools. ▪ Provide shower and locker facilities. ▪ Provide bike storage. ▪ Provide parking for a car-sharing program (e.g., Zipcar). ▪ Offer guaranteed ride home to employees who commute by alternative modes. ▪ Install electronic kiosk(s) that provides up-to-date information about transportation services. ▪ Monitor success of the TDM program. ▪ Join transportation management association. ▪ Implement a TDM program as a condition of development approval, with specific measures defined in the case it does not meet mode split targets. <p><u>Parking Management</u></p> <p>The following parking management measures are proposed:</p> <ul style="list-style-type: none"> ▪ Charge for all daytime parking. ▪ Validate customer and visitor parking. ▪ Use internal gates and controls to divide the garage into sections that are reserved for specific uses at different times of the day. ▪ Reserve areas of the garage for short-term parking by customers and visitors. ▪ Reserve parking for hotel. ▪ Share office parking on weeknights and weekends. ▪ Do not reserve individual spaces for office parking. No parking space in the garage would be reserved for an individual user. This allows all office parking to be shared by employees. ▪ Monitor garage use and adjust allocation or implement additional management measures, if needed. ▪ Monitor public parking outside of Areas A, B, and C. The City may require a parking management program be implemented as a condition of development approval, with specific measures defined in the case that tenants do not meet parking demand targets. 	

Proposed Action	No Action
<p><u>Permitted Parking in Neighborhoods</u> – If, over the long-term, monitoring indicates that even with the parking management measure described above in place, that parking supply is not adequate to meet typical demand, and overflow traffic is parking in neighborhoods, the City may consider establishing permitted parking in neighborhoods. This would allow residents to park long-term in their neighborhoods at no charge, but would restrict visitors to an established maximum.</p> <p><u>Measures to Reduce Greenhouse Gas Emissions</u> – In addition to trip reduction measures such as transit, carpooling, and walking, there are several other ways that future developers in the analysis area could reduce GHG emissions. Appendix D lists a variety of additional mitigation measures that could reduce GHG emissions caused by building construction, space heating, and vehicle usage.</p> <p><u>Policy and Land Use Measures</u> – In the case that revenue is not available to address all identified capacity needs, or if TDM measures do not produce adequate reduction to reduce needed capacity improvements, the Growth Management Act (GMA) allows the City to achieve the needed balance between land use and the transportation system through policy or land use measures. Land use measures may include reducing the level of development at certain locations to reduce the number of trips in the transportation system. Policy measures can include refining LOS and concurrency standards to allow more congestion at certain locations.</p>	
Public Services	
Impacts Common to All	
<p>Growth in employees and customers in the area as a result of the Proposed Action will increase the demand for public facilities and services. Under both alternatives there will be more intensive use of public structures and more intensive need for services. Under both alternatives, city staff would increase as growth in the community at large and the analysis area itself occurs. There would be greater growth anticipated under the Proposed Action compared to the No Action resulting from the larger amount of growth anticipated under the Proposed Action.</p>	
<p><u>Police Protection</u></p> <p>During construction phases of development under both the Proposed Action and No Action alternatives, construction activity may affect the response time of emergency vehicles.</p>	
<p><u>Fire and Emergency/Medical Services</u></p> <p>Under both alternatives, construction activity may affect the response time of emergency vehicles during the construction period. Under both alternatives, future development and the commensurate increase in jobs and customers may result in an ongoing increase in the Fire Department's call load (including calls for emergency service and medical response). Future traffic growth may also impact the response time of emergency vehicles. The number of small fires and automatic fire alarm calls is expected to increase under both alternatives.</p>	
<p><u>Parks and Recreation</u></p> <p>None.</p>	
<p><u>Schools</u></p> <p>None.</p>	
<p>Police</p> <p>Under the Proposed Action, growth in retail and commercial establishments may result in increased shoplifting and fraud crimes at a rate similar to other City retail businesses.</p>	<p>Police</p> <p>There would be potentially 1,755 new calls (2,340 new jobs multiplied by 0.75 calls per employee equals 1,755 new calls).</p>

Proposed Action	No Action
<p>Greater increases in vehicular and pedestrian traffic under the Proposed Action may result in a need for additional traffic enforcement over No Action.</p> <p>If the current proportion of incidents to employees at Parkplace were projected forward (0.75 incident per employee) there would potentially be 4,600 new calls for service (6,138 jobs multiplied by 0.75 calls for service).</p> <p>Based upon the Police Department's methodology, the Proposed Action would result in the need for 3.1 additional officers (4,600 new calls for service divided by 1,500).</p> <p>As the use of Peter Kirk Park and other areas surrounding the analysis area increases, there may be a increase in calls for service over No Action.</p>	<p>The new calls would result in the need for 1.6 officers (2,340 new calls divided by 1,500)</p>
<p>Fire and Emergency Medical Services (EMS)</p> <p>Increased numbers of customers and employees resulting from redevelopment in Areas A, B, and C under the Proposed Action would result in a greater increase in calls and a greater need for firefighters in the companies responding to these areas.</p> <p>According to the Fire Department's methodology of accounting for additional staffing needs, the overall increase in firefighting and EMS staff for the Proposed Action would be as follows:</p> <ul style="list-style-type: none"> ▪ Firefighter - 8 FTEs ▪ EMS firefighter - 4 FTEs <p>The higher building heights that are part of the Proposed Action would result in a need to change the way the Fire Department responds to fires. As well, when new firefighters are added to address the need for service, the Fire Department would need to furnish additional equipment concurrently, which is an additional expense (Henderson pers. comm.).</p>	<p>Fire and EMS</p> <p>No increase in firefighter or EMS staff is anticipated under the No Action alternative.</p>
<p>Parks and Recreation</p> <p>Under the Proposed Action, Peter Kirk Park, which is adjacent to Area A, will experience increased demand on its facilities. Greater numbers of employees using the park and park facilities (during their lunch hour and before and after work) will create additional demand for park furniture and equipment. There will be more pedestrians traveling across the park to Downtown and more pedestrians travelling from Downtown across the park to Area A, which may result in the need for improved and/or additional pedestrian connections. Use of existing neighborhood park facilities may also intensify.</p>	<p>Parks and Recreation</p> <p>Under the No Action alternative, Peter Kirk Park would experience increased demand on its facilities.</p> <p>Increased use of Peter Kirk Park under the Proposed Action will result in a greater need for maintenance and a greater demand for public amenities such as restrooms than under the No Action alternative; there may be a need for additional staff to provide such maintenance.</p> <p>Increased use of Peter Kirk Park under the Proposed Action will result in a greater need for maintenance and a greater demand for public amenities such as restrooms; there may be a</p>

Proposed Action	No Action
<p>Increased use of Peter Kirk Park under the Proposed Action will result in a greater need for maintenance and a greater demand for public amenities such as restrooms; there may be a need for additional staff to provide such maintenance.</p> <p>The increased demand for adult lap swims at Peter Kirk Pool may increase due to the increase in daytime population in the neighborhood. Other recreational programs may see increased enrollment as well as the greater number of employees in the Moss Bay neighborhood participate in programs. The revenue from fees for enrollment may help offset costs of providing these recreational services.</p> <p>Development of Areas B and C would likely have a lesser impact on Peter Kirk Park than Area A because of the reduced size and distance from the park. Because residential development is not a key element under either alternative, it is not expected that level of service standards would be exceeded.</p>	<p>need for additional staff to provide such maintenance.</p> <p>The increased demand for adult lap swims at Peter Kirk Pool may increase due to the increase in daytime population in the neighborhood. Other recreational programs may see increased enrollment as well as the greater number of employees in the Moss Bay neighborhood participate in programs. The revenue from fees for enrollment may help offset costs of providing these recreational services.</p> <p>Development of Areas B and C would likely have a lesser impact on Peter Kirk Park than Area A because of the reduced size and distance from the park. Because residential development is not a key element under either alternative, it is not expected that level of service standards would be exceeded.</p>
Mitigation Measures For Proposal	
Incorporated Plan Features	
<u>Police Protection, Fire and Emergency Medical Services, and Recreation</u>	
There are no incorporated plan features proposed at this time.	
<u>Schools</u>	
No residential development is proposed as part of the Proposed Action at this time; there would be no growth in the Lake Washington School District population under either alternative.	
Applicable Regulations and Commitments	
<u>Police Protection</u>	
There are no applicable regulations and commitments proposed for police protection services.	
<u>Fire and Emergency Medical Services</u>	
Sprinkler systems would be required for all new buildings developed as a result of the Proposed Action. In addition, redevelopment would be required to install sprinkler systems when new square footage exceeded 25% of the original building square footage or when more than 5,000 square feet was added. All revenue from permit fees for Areas A, B, and C would be dedicated to providing the necessary plan review and fire inspection services to those areas.	

Proposed Action	No Action
<p><u>Parks and Recreation</u></p> <p>Because residential development is not a key element of either alternative, it is not expected that level of service standards would be exceeded. However, if residential development were proposed per zoning allowances, such development would be subject to park impact fees.</p> <p>Non-residents who work in Kirkland are offered resident rates when using City facilities. This approach by the City may result in increased numbers of new employees in Areas A, B, and C enrolling in programs and using City facilities. Costs of the additional use of facilities may be offset by increased revenue from program fees.</p> <p>Several of the City's Comprehensive Plan policies give guidance on possible mitigation measures, including:</p> <ul style="list-style-type: none"> ▪ Based on Policy PS-3.4, the City could increase efforts to create opportunities for joint use of facilities that address the needs of the additional daytime population. ▪ Based on Policy PR-1.2, the City could work with the developers of Areas A, B, and C to incorporate design of pedestrian and bicycle routes that tie the areas together as well as tie them to Downtown. <p>As a condition of development approval, the City could require that development be physically integrated both in site and building design and that area designs include installation of pedestrian linkages consistent with major pedestrian routes shown in the Downtown Plan chapter of the Comprehensive Plan consistent with CBD 5 zone requirements.</p> <p><u>Schools</u></p> <p>No residential development is proposed as part of either alternative. If the City was to adopt the Lake Washington School District's Capital Facilities Plan and a school impact fee policy and ordinance, any residential units that may be built would be required to pay fees to the district, thereby mitigating costs to some extent.</p>	
<p>Other Potential Mitigation Measures</p> <p><u>Police Protection</u></p> <p>The revenues from increased retail activity and increased property values could help offset some of the additional expenditures for providing additional officers and responses to incidents.</p> <p>Provision of on-site security services including video surveillance systems, to Area A in particular, may reduce the increased need for police response to that area. This reduction is largely dependent on the nature of the incident.</p> <p>Security-sensitive design of buildings and the landscaping environment, such as installing only moderate height and density border shrubs, could reduce certain types of crimes, such as auto and store-front break-ins.</p> <p><u>Fire and Emergency/Medical Services</u></p> <p>Conditions as part of development approval for Area A could ensure that the needed additional firefighters are provided. Development in Area A could include a staffed medical aid station serving employees and customers.</p> <p>Development in Areas B and C would require one additional EMS employee.</p> <p>Increased tax revenues from increased retail activity and increases in property values could address some of the additional costs to the Fire Department.</p>	

Proposed Action	No Action
<p><u>Parks and Recreation</u></p> <p>Property owners in Areas A, B, and C will pay property taxes each year, based on the assessed value of their property, which will go toward ongoing park maintenance and other park and recreational services. In addition, new or expanding retail businesses will produce ongoing sales tax revenue, a portion of which will go to the City's general fund to pay for park facility maintenance and services.</p> <p>Development conditions in Area A could emphasize connections between Peter Kirk Park and Area A in design of the buildings and landscaping.</p> <p><u>Schools</u></p> <p>As the Lake Washington School District grows, there will be additional pressure on schools, particularly in the eastern portion of the District. To meet the needs arising from that growth in the event that residential uses develop in the areas of the Proposed Action, the District has the option of moving relocatable classrooms, making boundary changes for school attendance, engaging in new construction, modernizing its facilities, and modifying the education programs.</p> <p>The Lake Washington School District also has the option of collecting impact fees under Washington State's Growth Management Act, and voluntary mitigation fees paid pursuant to the state's Environmental Policy Act as well as the option of securing state funding.</p>	
<p>Utilities</p>	
<p>Impacts Common to All Alternatives</p>	
<p><u>Sanitary Sewer Service</u></p> <p>When the No Action flow rates for Year 2022 were routed through the Central Way trunk sewer, surcharging (pressure flow) was observed in four runs of 24-inch pipe under 3rd Street between Central Way and the King County Lift Station. Additional flows from redevelopment under the Proposed Action would exacerbate this surcharging condition. In addition, data indicated that the Kirkland Lift Station and force main do not have adequate capacity to accommodate Year 2022 (No Action) projected flows. Increased flows under the Proposed Action would heighten the effects of this deficiency.</p>	

Proposed Action	No Action
<p>Water</p> <p>Based on the estimated amount of additional commercial and office square footage, fire flow requirements for Area A will increase from 3,500 gallons per minute (gpm) for 3 hours to 4,000 gpm for 4 hours. Using an estimated breakdown of land uses proposed for Area A, average daily demand (ADD) will increase from an estimated existing combined demand of 39 gpm to approximately 249 gpm. The estimates shown in this analysis are considered conservative (overestimated) to ensure that the water system is adequately sized for most office or retail uses being considered for Area A.</p> <p>ADD in Area B would increase by 15 gpm.</p> <p>ADD in Area C would increase by 12.7 gpm.</p> <p>The computer model of the City's existing water system was analyzed under existing conditions and with the additional projected demands from Areas A, B, and C. The analysis was performed to determine the available fire flow and dynamic pressure in and around Areas A, B, and C. The results of the analysis indicated that while available fire flows were often inadequate, service pressures were well above the Washington State Department of Health's minimum allowable pressure of 30 pounds per square inch (psi).</p>	<p>Water</p> <p>Based on the estimated amount of additional commercial and office square footage, fire flow requirements for Area A will increase from 3,500 gallons per minute (gpm) for 3 hours to 4,000 gpm for 4 hours. Using an estimated breakdown of land uses proposed for Area A, average daily demand (ADD) will increase from an estimated existing combined demand of 39 gpm to approximately 125 gpm under the No Action alternative. The estimates shown in this analysis are considered conservative (overestimated) to ensure that the water system is adequately sized for most office or retail uses being considered for Area A.</p> <p>ADD in Area B would remain unchanged at 5 gpm.</p> <p>ADD in Area C would increase by 2.7 gpm.</p> <p>The No Action alternative conditions were estimated from 2024 water system calculations provided in the City of Kirkland Comprehensive Water System Plan (2007). The analysis was performed to determine the available fire flow and dynamic pressure in and around Areas A, B, and C. The results of the analysis indicated that while available fire flows were often inadequate, service pressures were well above the Washington State Department of Health's minimum allowable pressure of 30 pounds per square inch (psi).</p>
Mitigation Measures For Proposal	
Incorporated Plan Features	
No incorporated mitigation measures are proposed.	
Applicable Regulations and Commitments	
Water	
Utility improvement costs are the responsibility of the applicant, however, the amount is dependent on a number of variables, including timing and funding of planned capital improvements, and participation of other developers.	
No Action	
The CIP provides a number of improvements as follows:	
Segment A. This segment includes improvements identified as part of improvement number CIP 144. Replace an existing 8-inch diameter water main in Area A with a new 12-inch diameter water main. Replace the existing connections on the north side of Area A, crossing Central Way west of 5th Street and on the east side of the Area, crossing 6th Street south of 4th Avenue with 12-inch diameter water mains. Construct a new 12-inch diameter connection at the south side of Area A so that a looped connection is created to connect the proposed on-site 12-inch main to the existing	

Proposed Action	No Action
<p>8-inch and 12-inch diameter water mains under Kirkland Avenue.</p> <p>Segment B. Replace the existing 8-inch water main along 6th Street with a new 12-inch water main between the east side of the Parkplace water main loop to approximately the intersection of 6th Street and Kirkland Circle.</p> <p>Segment C. Replace the existing 8-inch water main along Kirkland Circle from 6th Street to 4th Avenue with a new 12-inch main.</p> <p>Segment D. Replace the existing 8-inch water main along 4th Avenue, 5th Avenue, and 10th Street from Kirkland Circle to 3rd Avenue with a new 12-inch main.</p> <p>In addition to the above segments, one of the following segments must also be constructed in order to accommodate development under the No Action alternative.</p> <p>Segment E. Install a new 12-inch water main along the unimproved right-of-way between 2nd Avenue and 5th Avenue from approximately 4th Avenue to 10th Street. This improvement is not identified in the City of Kirkland Comprehensive Water System Plan.</p> <p>Segment F. Replace the existing 8-inch water main along 2nd Avenue and 10th Street from 6th Street to 3rd Avenue with a new 12-inch main.</p> <p><u>Sewer</u></p> <p>Utility improvement costs are the responsibility of the applicant, however, the amount is dependent on a number of variables, including timing and funding of planned capital improvements, and participation of other developers.</p> <p>King County Wastewater Treatment Division is in the process of designing upgrades to the sewer system that would provide sufficient capacity for projected Year 2022 flows. Upsizing of the 3rd Street sewer from 24 inches to 48 inches would eliminate the observed surcharging. While the planned upgrades to the lift station and force main are not being specifically designed to accommodate the Proposed Action, engineering analysis indicates that the increase in flows between the No Action and Proposed Action is minor and would not significantly impact the system.</p> <p>Other Potential Mitigation Measures</p> <p><u>Water</u></p> <p>There are no other potential mitigation measures for Water Utility.</p> <p>Proposed Action</p> <p>In addition to the improvements required under No Action, the Proposed Action will require that the new 12-inch water main in Segment C be enlarged to a 16-inch main.</p> <p><u>Sewer</u></p> <p>While King County's upgrades to the Kirkland Lift Station and force main, as well as the upsizing of the 3rd Street sewer, would provide sufficient capacity for No Action flows, the City will coordinate with the King County Wastewater Division regarding final design details of these improvements to ensure that Proposed Action flows can be accommodated. The City will coordinate with King County on the projected flows that would be generated by redevelopment in these areas so that the county can inform its facility planning department and incorporate projected flows into planning efforts. If final design does not include the necessary improvements to convey projected flows, a detailed backwater analysis could be performed to evaluate the severity of surcharging in the 3rd Street sewer and identify corrective measures.</p>	

Chapter 2. Description of the Alternatives

2.1. Introduction

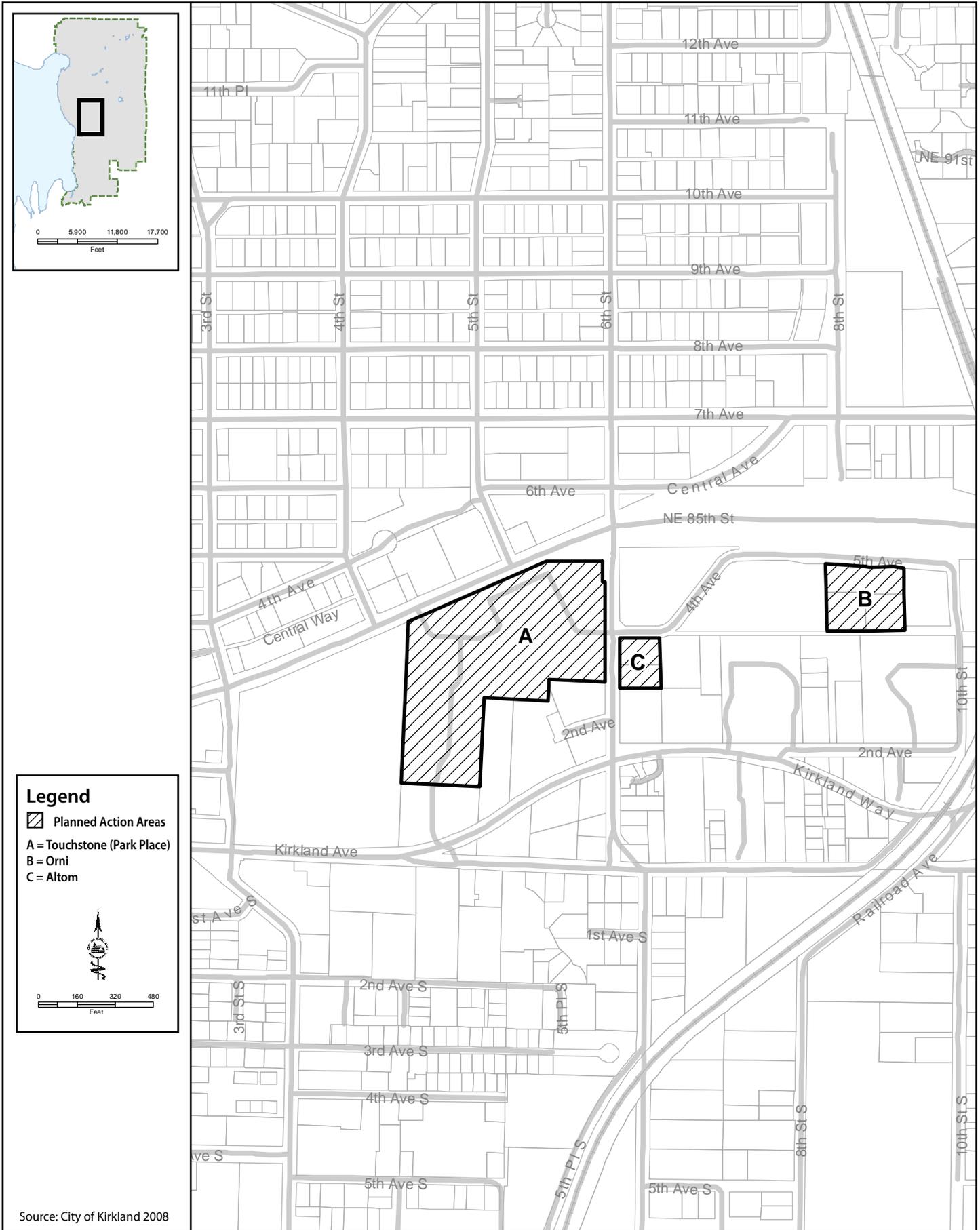
This section provides a description of the Proposed Action and No Action alternatives and identifies the Proposed Action proponents and objectives. This section also provides the basis for analysis of the environmental elements discussed in Chapter 3.

2.1.1. Overview of the Proposed Action

The Proposed Action addresses two related actions: (1) three private requests to amend the City of Kirkland Comprehensive Plan and Zoning Code, all concerning properties located in the Downtown area and near each other, and (2) a City of Kirkland (City)-sponsored proposal to adopt an ordinance establishing these three areas as a Planned Action for the purpose of SEPA compliance, pursuant to Revised Code of Washington (RCW) 43.21C.031(2)(a) and Washington Administrative Code (WAC) 197-11-164. Both actions are summarized below and described more fully in Section 2.5.

The Proposed Action consists of the following private amendment requests submitted by three separate applicants, and the associated City-sponsored action of adopting a Planned Action ordinance for the three geographically proximate areas:

1. **Private Amendment Requests.** Three applicants have proposed amendments to the City of Kirkland Comprehensive Plan and Zoning Code for the areas described below and shown in Figure 2-1.



The private amendment requests are listed below as Touchstone Corporation, Orni, and Altom (Areas A, B, and C, respectively) using the City's naming conventions.

- **Area A, Touchstone Corporation (Parkplace).** This amendment request would allow redevelopment of the Parkplace retail and office complex located at 457 Central Way with as much as 1.8 million square feet of office, retail, and hotel use. This development would represent an increase of approximately 1.5 million square feet of office and commercial uses in this area over existing conditions. This request would also increase permissible building height from the currently allowed maximum of 3 to 5 stories to a maximum of 4 to 8 stories, allow increases in height within 100 feet of Peter Kirk Park, reduce setbacks from 20 feet to 0 feet along Central Way and 6th Street, and reduce setbacks from 10 feet to 0 feet along Peter Kirk Park.

Additional Zoning Code amendments associated with this request include revisions to lot coverage standards, parking requirements, and site planning requirements. Implementation of this request would result in a new zoning designation for this 11.5-acre area.

- **Area B, Orni.** This request would amend the City of Kirkland Comprehensive Land Use Map from High Density Residential (HDR) to Office/Multifamily (O/MF) and rezone the area from Planned Area 5D (PLA 5D) zone to Planned Area 5C (PLA 5C) zone for approximately 2 acres of property located at 825, 903, and 911 Fifth Avenue, an area generally located east of the U.S. Post Office (Figure 2-1). Three 2-story office buildings currently occupy these parcels. Under existing PLA 5D zoning, properties with at least 1 acre, may construct multifamily buildings that reach a maximum height of the lower of 4 stories or 40 feet above average building elevation. This Zoning Map amendment would allow office and office/residential mixed use as a permitted use and increase maximum building height allowed to the lower of 6 stories or 60 feet in this area.

The Zoning Map proposal is also accompanied by a Zoning Code amendment that would allow a reduction in the required setback in the PLA 5C zone when any portion of a structure is adjoining to a low-density use in the PLA 5A zone. Although it is likely that this amendment would only affect Area B where it abuts an existing single family use, the amendment would apply to the entire PLA 5C zone.

Based on the City's review of development plans provided by the applicant, the Proposed Action would allow as much as 145,000 square feet of office space on this property, an increase of 111,300 square feet of office space over existing conditions in the area.

- **Area C, Altom.** This amendment request would rezone the area from Planned Area 5B (PLA 5B) zone to PLA 5C, while retaining O/MF comprehensive land use map designation for one parcel containing a single-story office building at 220 6th Avenue. The City has expanded the area for consideration in this private amendment request to include the parcel to the north (605 4th Avenue) that contains two 2-story office buildings. The overall area for this proposed amendment request consists of approximately 0.9 acre located generally southeast of the corner of 4th Avenue and 6th Street.

This rezone request would allow buildings as high as the lower of 6 stories or 60 feet and would remove the 1-acre minimum lot size standard currently required for a building height of the lower of 6 stories or 60 feet in the PLA 5C zone.

Based on the estimated allowable development in the PLA 5C zone, the Proposed Action would allow for as much as 103,500 square feet of office space on the two parcels, an increase of 93,800 square feet of office space over existing conditions.

2. **Planned Action Ordinance.** The City is considering adoption of an ordinance designating the three private amendment requests outlined above (Areas A, B, and C), and shown in Figure 2-1, 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 designation allows for future streamlined environmental review of specific development proposals, based on a prior EIS that addresses potential impacts and mitigation of such development during the early planning stage. This DEIS identifies specific environmental impacts and measures to mitigate impacts based on the proposed Comprehensive Plan and zoning amendments.

The Proposed Action is composed of a number of components, including three separate private development applications outlined above. For purposes of a cumulative impact analysis, this DEIS assumes that all parts of the Proposed Action will be implemented. Following issuance of the Final EIS, action by the City of Kirkland may include some or all of the elements of the Proposed Action. The City may adopt a planned action ordinance that includes all of areas A, B, and C, or one or two of the areas. The City may also adopt all, some or none of the proposed Zoning Code amendments and Zoning Map designations.

2.1.2. Objectives of the Proposed Action

The Proposed Action consists of the three private amendment requests and a City-initiated action described in Section 2.1.1, *Overview of the Proposed Action*.

The objectives of each proposal, as identified by each applicant for the private amendment requests, are provided below.

- **Area A, Touchstone Corporation (Parkplace).** The applicant’s objective for this amendment request is to redevelop Parkplace to create an employment, shopping, and entertainment center that is pedestrian-friendly, is oriented toward Peter Kirk Park, ties the Downtown and eastern cores of the City, and allows for modification of parking and other requirements to create a new urban mixed-use center at this location. The office portions of the center will include large floor plate dimensions that meet high technology needs.
- **Area B, Orni.** The applicant’s objective for this amendment request is to bring the existing office use into conformance with the zone, provide for additional office space, and allow for potential mixed-use development.
- **Area C, Altom.** The applicant’s objective for this amendment request is to allow additional building height that is consistent with the neighborhood and allows for an economically viable structure in this area.

City of Kirkland Planned Action Designation. The City’s objective for the Planned Action designation for Areas A, B, and C is to provide for a streamlined SEPA review process for future area-specific development proposals and to provide greater certainty to potential developers, City decision-makers, and the public regarding the future development pattern and likely impacts of the Planned Action area.

2.2. Planning Process

2.2.1. Growth Management Act

The Growth Management Act (GMA), adopted by the 1990 Washington State legislature and amended periodically thereafter, contains a comprehensive framework for managing growth and development in local jurisdictions. King County and all cities within it are subject to the requirements of GMA.

Comprehensive plans for all cities planning under the GMA must include elements for land use (including a future land use map), housing, transportation, capital facilities, and utilities. Each city’s Comprehensive Plan must provide for adequate capacity to accommodate a city’s share of projected regional growth; the plan must also ensure that infrastructure can support planned growth at a locally acceptable level of service.

As required by the GMA, the City has prepared and adopted a local Comprehensive Plan to guide future development and to fulfill the City's responsibilities under the GMA.

2.2.2. City of Kirkland Comprehensive Plan

The City adopted its Comprehensive Plan in conformance with the GMA in 1995 and completed a 10-year update in 2004. Consistent with the GMA requirements, the City has made annual amendments to its Comprehensive Plan since its original adoption.

The City of Kirkland Comprehensive Plan contains a Vision Statement and Framework Goals. The Vision Statement reflects the values and establishes the character of the community. The Framework Goals represent the fundamental principles guiding growth and development and establish a foundation for the plan. The Comprehensive Plan also contains general community information; goals and policies about land use, community character, natural environment, housing, economic development, transportation, parks and recreation, public utilities, public services, and other topics; and a capital facilities plan. The Comprehensive Plan also includes neighborhood plans that allow a more detailed examination of issues affecting smaller geographic areas within the City and that clarify how broader City goals and policies in the citywide elements apply to each neighborhood.

All proposed private Comprehensive Plan and zoning amendments considered in this DEIS are located within the Moss Bay Neighborhood Plan. This neighborhood includes Downtown and adjoining perimeter areas. The vision and Framework Goals element of the Comprehensive Plan includes a Vision Statement for Downtown:

Downtown Kirkland is a vibrant focal point of our hometown with a rich mix of commercial, residential, civic, and cultural activities in a unique waterfront location. Our Downtown maintains a human scale through carefully planned pedestrian and transit-oriented development (City of Kirkland 2007).

The Moss Bay Neighborhood Plan also includes a Vision Statement for Downtown Kirkland. This Vision Statement for Downtown Kirkland states the following:

Downtown Kirkland provides a strong sense of community identity for all of Kirkland. This identity is derived from Downtown's physical setting along the lakefront, its distinctive topography, and the human scale of the existing development. This identity is reinforced in the minds of Kirklanders by Downtown's historic role as the cultural and civic heart of the community.

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.

According to the Moss Bay Neighborhood Plan, Area A (Parkplace) is located within the Downtown's East Core Frame, while Areas B and C are located in one of the perimeter areas called Planned Area 5 (City of Kirkland 2004)¹. A major policy emphasis for the neighborhood as a whole is to encourage commercial activities in Downtown Kirkland and to expand close-in housing opportunities by encouraging medium- to high-density residential uses in the perimeter of Downtown. The Planned Action areas in particular are noted for their employment growth potential. The East Core Frame description of the Moss Bay Neighborhood Plan states:

Because the area between Central Way and Kirkland Way provides the best opportunities in Downtown for a vital employment base, this area should continue to emphasize office redevelopment over residential (City of Kirkland 2004).

2.2.3. Development Regulations

Development regulations are intended to implement the goals and policies of the Comprehensive Plan by providing specific standards and regulations for development. Zoning regulations guide land uses, building heights, building setbacks, parking, and other standards related to the development and use of land. The zoning regulations for each private amendment request area are briefly described below and discussed in greater detail in Chapter 3.1, *Land Use Patterns*.

Area A is currently zoned Central Business District 5 (CBD 5). This zone allows for a mixture of uses including office, retail, and residential uses in a mixed-use environment supporting Downtown Kirkland. The CBD 5 zone allows buildings of 3 to 5 stories above average building elevation, subject to specific conditions and requirements. This zone requires a 20-foot front setback with no required side and rear setbacks. There is a special requirement for Peter Kirk Park, which has a minimum required setback of 10 feet that may be reduced to 0 feet for those portions of buildings with continuous retail or restaurant uses at street level. Development in this zone must be physically integrated both in area and building design. Area design must include installation of pedestrian linkages consistent with major pedestrian routes in the Downtown Plan chapter of the City of Kirkland Comprehensive Plan.

¹ Moss Bay Neighborhood Plan, City of Kirkland Comprehensive Plan, 2004.

Area B is currently zoned PLA 5D. This zoning designation allows for residential uses, including multifamily residential and related non-residential uses (daycare facilities, churches, etc.). Most commercial and office uses are not permitted in this zone. This zoning designation allows a maximum building height of the lower of 4 stories or 40 feet above average building elevation if the development has a minimum size of 1 acre. Otherwise, the maximum building height is 30 feet.

Area C is currently zoned PLA 5B. PLA 5B zoning allows a mixture of multifamily, office, and mixed-use multifamily/office uses. This zoning designation allows a maximum building height of 30 feet above average building elevation for these uses.

2.3. Planned Action Process

This section addresses what a Planned Action is, outlines the geographic extent of the proposed Planned Action area, and describes the Planned Action EIS and Planned Action ordinance.

2.3.1. Planned Action Overview

According to WAC 197-11-164, a Planned Action is defined as a project that has the following characteristics:

- is designated a Planned Action by ordinance;
- has had significant environmental impacts addressed in an EIS;
- has been prepared in conjunction with a Comprehensive Plan, subarea plan, master planned development, a phased project, or with subsequent or implementing projects of any of these categories;
- is located within an urban growth area;
- is not an essential public facility; and
- is consistent with an adopted Comprehensive Plan.

The City proposes to designate Areas A, B, and C as a Planned Action, pursuant to SEPA and implementing rules.

If the Planned Action ordinance is adopted, the City will follow applicable procedures, contained in the ordinance and outlined in Section 2.5.2. The City will adhere to these procedures when reviewing proposed projects within the Planned Action area through the land use review process associated with each project in order

to determine if the proposed project impacts are consistent with the Planned Action EIS.

2.3.2. Planned Action EIS

The significant environmental impacts of projects designated as Planned Actions must be identified and adequately analyzed in an EIS (WAC 197-11-164). Planned Action projects should only be designated as such when a city can reasonably analyze the area and specific impacts that would occur as a result of the types of projects designated. Details of the three private amendment requests and assumptions about what can be developed as a result of the requests provides a framework to complete a Planned Action level of review in the EIS.

2.3.3. Planned Action Ordinance

WAC 197-11-168 requires the ordinance designating the Planned Action to include the following:

- description of the type of project action being designated as a Planned Action;
- description of how the action meets the definition and criteria of a Planned Action as outlined in state law;
- finding that probable significant adverse environmental impacts of the Planned Action have been identified and adequately addressed in an EIS; and
- identification of mitigation measures that must be applied to a project for it to qualify as a Planned Action.

Following the completion of the EIS process, the City would designate the Planned Action by ordinance. The ordinance would identify mitigation, as described in this DEIS, which would be applicable to future area-specific development actions. Mitigation could include requirements that would apply to all development in the analysis area as well as measures that may apply on a case-by-case basis. Please see narrative in Section 2.5.2, *Planned Action Ordinance*, for more information.

2.4. Environmental Review

The analysis area for purposes of this DEIS consists of the three noncontiguous areas (Areas A, B, and C) as shown in Figure 2-1. The purpose of the environmental review in the DEIS is to provide an analysis of the probable natural and built environment impacts and mitigation measures. This information is made available to

City decision makers, other agencies, and the public for 45 days (see Fact Sheet). Following the comment period, the City will prepare a Final EIS that will respond to comments and provide a Preferred Alternative.

2.4.1. Prior Environmental Review

The EIS for the City of Kirkland Comprehensive Plan 10-Year Update was issued on October 15, 2004. Since the adoption of the Comprehensive Plan on December 14, 2004, the City has issued the following Addenda:

1. Process IV Zoning Code Amendments, Chapter 115, for Sight Distance Triangle, issued on March 8, 2004, File ZON05-00012 (TS)
2. Process IV Zoning Code Amendments, Chapter 110 for sidewalk improvements, issued on July 7, 2005, File ZON05-00013 (AR)
3. Process IV Zoning Code Amendments, Tree Management and Required Landscaping, issued on August 2005, File IV-03-101 (EW/PT)
4. Process IV Comprehensive Plan and Zoning Map Amendments; Highlands Neighborhood Plan, issued on October 6, 2005, File IV-03-27 (JLB)
5. Process IV Zoning Code, Zoning Map and Municipal Code amendments to implement the NE 85th Street Subarea Plan, File IV-02-05, in progress (JLS)
6. Process IV 2005 Comprehensive Plan Amendments and associated Zoning Map changes, issued on October 3, 2005, File ZON05-00026 (TS)
7. Surface Water Master Plan Update, issued on October 31, 2005 (SAC)
8. Zoning Code, Zoning Map and Municipal Code Amendments, EIS Addendum, for TL 4-TL 11 Zones (not including TL 9), issued on October 24, 2004, File ZON04-00020 (DC)
9. Process IV Comprehensive Plan and Zoning Map and Zoning Code Amendments; Norkirk Neighborhood Plan, issued on September 7, 2006, File IV-03-27 (JLB)
10. Process IV Comprehensive Plan and Zoning Map Amendments; Market Neighborhood Plan and Market Street Corridor Subarea Plan; issued on September 6, 2006, File IV -03-27 (AR)
11. Process IV 2006 Comprehensive Plan Amendments and related Zoning Code Amendments, issued on August 31, 2006 and December 4, 2006, ZON06-00009 and ZON06-000018 (TJS)

12. Process IV Zoning Code and Municipal Code Amendments to implement the Market and Norkirk Neighborhood historic preservation and small lot single family goals and policies; issued on April 12, 2007, File MIS06-00053 (JLB)
13. Process IV Miscellaneous Zoning Code Amendments related to reformatting of Chapter 92 Design Regulations issued on April 19, 2007, File ZON07-00002 (JLS)
14. Process IV 2007 City Initiated Comprehensive Plan and associated Zoning Map Amendments, issued on December 14, 2007, File ZON07-00001 (JLB)
15. Process IV 2007 Private Amendment Request Nakhjiri/Kirkland Congregational Church, issued on January 11, 2008, File ZoN07-00010 (JLB)
16. Hart Private Amendment Request issued on January 17, 2008, File ZON06-00019 (JGR)
17. TL 9 Zoning Implementation issued on January 17, 2008, File ZON07-00023 (JGR)
18. Process IV Miscellaneous Zoning Code and Municipal Code Amendments, issued on October 25, 2007, File ZON06-00033 (LA)
19. Process IV Zoning Code Amendments for Cottage, Carriage and Two/Three-Unit Homes, issued on October 11, 2007, File No. ZON07-00005 (DC).

Where appropriate, prior environmental review was assessed in the course of preparing this DEIS.

2.4.2. Scope of Review and Public Comment

Pursuant to SEPA Rules (WAC 197-11-408 through 410), a Determination of Significance was issued by the City on October 18, 2007, for the proposed Comprehensive Plan and zoning amendments and the associated Planned Action level of review. Interested citizens, agencies, organizations, and affected tribes were invited to submit comments on the scope of the DEIS during the scoping period, which closed on November 8, 2007. The Determination of Significance and Scoping notice are included as Appendix A. The supporting SEPA Environmental Checklist is included as Appendix B.

This DEIS addresses the topics identified in the Scoping Notice, including the following elements of the environment:

- **Land Use Patterns.** The land use analysis includes an evaluation of the amount, type, scale, and pattern of uses. The focus of the analysis is on land

use compatibility with existing and planned development within and adjacent to the analysis area, mix of housing types, and range of employment.

- **Policies and Plans.** The policies and plans analysis focuses on consistency of the Proposed Action with the City of Kirkland Comprehensive Plan and related City functional plans and policies, GMA goals, and the King County Countywide Planning Policies.
- **Aesthetics.** The aesthetics analysis includes a narrative evaluation of the design and character of existing buildings and the nature of change to the urban character that may result from the Proposed Action and No Action alternatives. This section also includes a review and analysis of view corridors identified in the City’s Comprehensive Plan that may be affected by the Proposed Action.
- **Transportation.** The transportation analysis identifies and evaluates potential impacts on morning and evening peak-hour traffic in and around the analysis area. A transportation model addresses potential growth in and around the City. The transportation section also addresses parking, transit, and non-motorized transportation (walking and bicycling) under the Proposed Action and No Action alternatives.
- **Public Services.** The public services analysis reviews police, fire and emergency medical services, parks and recreation, and schools. Also described are existing levels of service, estimated needs and demand for services, and measures needed, if any, to respond to projected demand from the Proposed Action and No Action alternatives.
- **Water and Sewer Utilities.** Water and sewer existing capacity, constraints, and planned improvements are described and compared to future demand for these utilities resulting from the Proposed Action and No Action alternatives.

During the scoping period, two commenters provided email responses encompassing the topics listed below.

Surface Water

- **Comment:** The increase in number of parking stalls for the Area A portion of the proposal would indicate a large increase in motorized vehicles traveling to the area. The amount of polluted stormwater runoff flowing into streams and lakes could significantly increase due to oil, gasoline, and potentially heavy metals generated from vehicular traffic.
- **EIS Approach:** Parking-related issues are addressed in the Transportation section of Chapter 3. Surface water is addressed in the SEPA checklist in

Appendix B. The City has adopted surface water management regulations (Chapter 15.52 of Kirkland Municipal Code) that apply to future development. These regulations require development to meet or exceed design and construction standards of the 2005 Washington State Department of Ecology *Stormwater Manual*.

Parking

- Comment: Decrease the amount of on-site parking required and instead focus on promoting alternative modes of transportation that are less reliant on single-occupancy vehicular traffic. Commenter would like shared parking arrangements to be encouraged.
- EIS Approach: The Transportation section of Chapter 3 addresses parking. Transportation also addresses alternative modes of travel.

Transportation

- Comment: Provide improvements to pedestrian connection to the Kirkland Transit Center. Allow increased density of development in exchange for ceding right-of-way along 6th Street for additional travel lanes and wider sidewalks to enable 6th Street to handle more general purpose through traffic, thus taking pressure off of 3rd Street and the QFC parking lot.
- EIS Approach: The Transportation section of this DEIS in Chapter 3 addresses the issues of pedestrian and other transportation improvements.

2.4.3. Open House

An open house was held at City Hall on November 1, 2007, to take public comment on the Proposed Action and to provide information on public input regarding the environmental review process. The open house included information stations for the Planned Action Process, Comprehensive Plan and Zoning Amendment Private Amendment Requests, the DEIS, and Transportation. Five people attended the open house and made verbal comments on subjects such as building heights and views. No written comments were submitted at the public open house. Building heights and view corridors are addressed in the Aesthetics section of Chapter 3.

2.5. Proposed Action and Alternatives

2.5.1. Overview

The alternatives studied in this DEIS are the Proposed Action (to approve a Planned Action ordinance, City of Kirkland Comprehensive Land Use Map and Zoning Map amendments, and amendments to zoning regulations for three noncontiguous private amendment requests) and the No Action alternative (to maintain current Comprehensive Plan designations, zoning designations, and development regulations). Two tables are provided in Section 2.5.4 that outline the details of the three private amendment requests (that are part of the Proposed Action) and compare the Proposed Action and the No Action alternatives.

As shown in Figure 2-1, the analysis area for this DEIS is divided into three separate, noncontiguous areas.

- **Area A, Touchstone Corporation (Parkplace).** One 11.5-acre parcel with the address 457 Central Way located east of Peter Kirk Park, south of Central Way, and west of 6th Street. Area A currently contains approximately 238,400 square feet of office and retail uses with surface and garage parking on the site.
- **Area B, Orni.** Three parcels addressed as 825, 903, and 911 5th Avenue generally located east of the U.S. Post Office, south of 5th Avenue, west of the Kirkland Parkplace Condominium complex, and north of the pedestrian walkway that follows the alignment of 4th Avenue, if the street were extended. Area B currently includes three 2-story office buildings totaling approximately 33,600 square feet.
- **Area C, Altom.** Two parcels addressed as 220 6th Street and 603 4th Avenue located south of 4th Avenue, east of 6th Street, north of the 620 Kirkland Way office building. Area C currently includes one single-story office building and two 2-story office buildings, totaling approximately 9,600 square feet of office.

2.5.2. Proposed Action

The Proposed Action consists of three private amendment requests to amend the City of Kirkland Comprehensive Land Use Map, Zoning Map, and Zoning Code regulations for three noncontiguous areas of land (Areas A, B, and C) located in or adjacent to Downtown in an area identified as the Moss Bay neighborhood; and the City-initiated adoption of a Planned Action ordinance for the three areas covered by the private amendment requests.

City of Kirkland Comprehensive Land Use Map Amendments

The Proposed Action would amend the City of Kirkland Comprehensive Land Use Map as follows:

- **Area A.** Retain the Commercial (C) comprehensive land use map designation, but include the new zoning designation noted below on this property.
- **Area B.** Change the comprehensive land use map designation from HDR and PLA 5D to O/MF and PLA 5C.
- **Area C.** Retain the existing O/MF comprehensive land use map designation, while changing its designation from PLA 5B to PLA 5C.

Zoning Map Amendments

The Proposed Action would amend the City's Zoning Map to the following:

- **Area A.** Rezone from CBD 5 to new zoning designation² (called CBD 5A for purposes of this EIS) that is detailed under the zoning code amendments below.
- **Area B.** Rezone from PLA 5D to PLA 5C to allow for office uses and mixed-use office/residential uses in taller buildings.
- **Area C.** Rezone from PLA 5B to PLA 5C to allow for taller buildings.

Zoning Code Amendments

The Proposed Action would amend the Zoning Code in the following ways:

- **Area A.** Create a new zoning designation (called CBD 5A for purposes of this DEIS) that would allow the same mix of uses and development standards as CBD 5, with the following exceptions (other changes may also occur in addition to this list).
 - Allow maximum building heights to increase from 3 to 5 stories to 4 to 8 stories and allow taller buildings within 100 feet of Peter Kirk Park.
 - Eliminate building setback requirements on Central Way, 6th Street, and along Peter Kirk Park.

² Since a new zoning designation is contemplated, the EIS will review major zoning features that may affect development potential of Area A, including land uses, lot coverage and building setback, and building heights.

- Allow an increase in lot coverage from 80% to 100%.
- Allow reduced on-site parking requirements based on shared use for a variety of uses allowed in the zone.
- **Area B.** Allow a reduced building setback in the PLA 5C zone where a building adjoins a low-density use within the PLA 5A zone. Although this amendment is likely to affect only Area B, it will be applied to the entire PLA 5C zone.
- **Area C.** Remove the requirement for a minimum lot size of 1 acre in order for maximum building heights to be the lower of 6 stories or 60 feet in the PLA 5C zone. Although this amendment is likely to affect only Area C, it will be applied to the entire PLA 5C zone.

Employment Capacity and Targets

The City plans for employment growth targets by working collaboratively with other cities to agree on each city's share of the growth targets through the King County Growth Management Planning Council. The City periodically forecasts capacity for nonresidential development. To calculate capacity, the City estimates the maximum development potential of vacant and redevelopable properties under current zoning. This total development potential is reduced to account for current market factors, environmentally sensitive areas, right-of-way needs, and public developments such as parks and schools. The results are summarized as capacity square footage for nonresidential development that is then converted to jobs.

According to the King County 2007 Buildable Lands Report (King County 2007 p VII-53), in 2006 the City had overall capacity for 12,606 jobs, which is 3,806 more than necessary to accommodate the City's job growth target of 8,800 new jobs for the 2001–2022 planning period.

The Proposed Action would add to the City's employment capacity by an estimated 3,798 jobs over the No Action alternative, increasing the City's surplus of employment capacity above its target from 3,806 jobs to 7,604 jobs (King County 2007). It should be noted that for purposes of this EIS, the City has utilized its standardized methodology for calculating employment that is consistent with the City's BKR transportation model and provides more conservative employment figures. An approach that provides more detail on specific mix of land uses may result in lower employment estimates.

Housing Capacity and Targets

Similar to employment targets and capacity, the City plans for residential growth and is assigned a household growth target. In 2006, the City had capacity for 4,702

households, more than enough to meet the 4,152 households remaining to be met by the City's 2001–2022 residential target (King County 2007).

The Proposed Action is not expected to add to the City's housing capacity since development is anticipated to occur as office or commercial use. However, the City of Kirkland Comprehensive Land Use Map and Zoning Map designations requested under the Proposed Action would allow residential development as a future option. For purposes of environmental review, residential dwellings are estimated for select environmental topics as a worst case approach (aesthetics, public services).

Planned Action Ordinance

The Proposed Action includes the adoption of a Planned Action ordinance. Review of a Planned Action is intended to be simpler and more focused than for other projects. When a permit application and environmental checklist are submitted for a project that is being proposed as a Planned Action project, the City must first verify that:

- the project meets the description of any project(s) designated as a Planned Action by ordinance or resolution;
- the probable significant adverse environmental impacts were adequately addressed in the DEIS; and
- the project includes any conditions or mitigation measures outlined in the ordinance or resolution.

If the project meets the above requirements, the project qualifies as a Planned Action project and a SEPA threshold determination is not required. However, the following City actions are still applicable:

- The project must continue through the City's permit process pursuant to any notices and other requirements contained in the City's development regulations.
- The project must still be analyzed for consistency with the City's zoning and development regulations.
- Designation of a Planned Action project does not limit the City from using other authority (e.g., conditional use permit) to place conditions on a project.

The City may still use applicable laws or regulations to impose conditions on a project qualifying as a Planned Action project.

- Public notice for a Planned Action project is tied to the underlying permit. If notice is required for the underlying permit, then the notice will indicate that the project qualifies as a Planned Action.

This permit process is illustrated in Figure 2-2.

The manner in which the City would monitor the development levels approved in the three planned action areas is likely as follows:

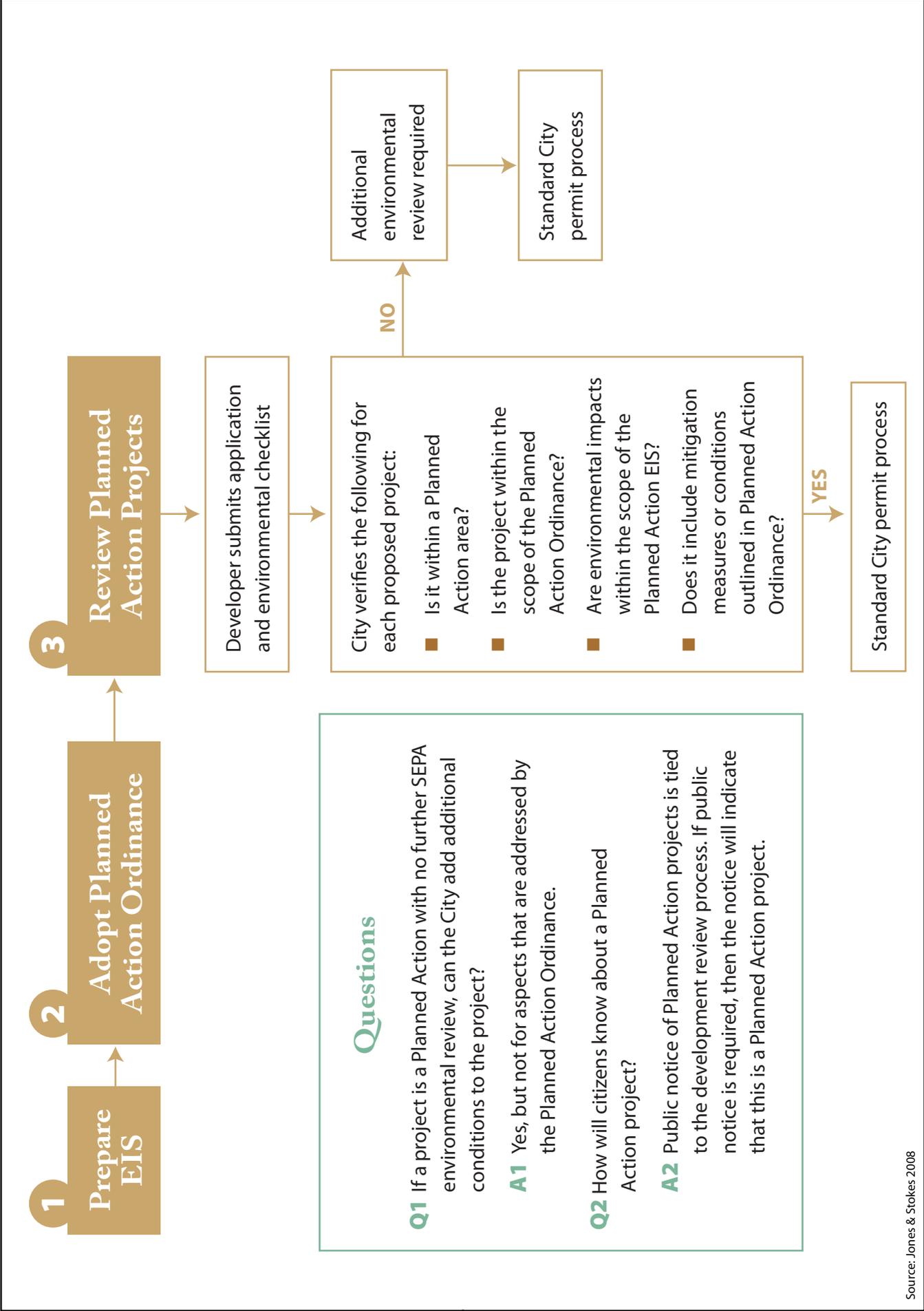
- Determine if the proposed land uses are within categories of land use studied in this DEIS, including office and various types of commercial (retail, restaurant, supermarket, hotel, cinema, and health club).
- Establish the maximum development potential for each private amendment request as reviewed in this DEIS. Development potential can be expressed in square feet of development, and in total vehicle trips.
- As specific development is proposed, the City would deduct from each private amendment's the development potential. The Planned Action ordinance would establish how the two methods of measuring projected development capacity relate to each other.

Appendix C contains the Draft Planned Action Ordinance including the information on the draft process and the parameters used to determine consistency with DEIS assumptions.

2.5.3. No Action

The evaluation of a No Action alternative is required by SEPA. This alternative assumes that the three noncontiguous private amendment requests are not approved and implemented with an amended City of Kirkland Comprehensive Land Use Map and Zoning Map and revised zoning regulations and that future development is not facilitated with a Planned Action ordinance.

Under the No Action alternative, redevelopment and growth in employment and housing would be limited to what is allowed under the current Comprehensive Plan. The No Action alternative assumes an increased level of office and retail development in Areas A and C that city staff estimated could occur within the existing land use regulations. In Area B, continuance of existing nonconforming office uses is assumed.



Source: Jones & Stokes 2008

The No Action alternative would affect the three areas as follows:

- **Area A.** This area would redevelop consistent with current Comprehensive Plan and zoning regulations, allowing an estimated additional 600,200 square feet of office and commercial uses over those present under existing conditions. The No Action scenario would include a total of 629,500 square feet of office use and 209,200 square feet of commercial uses (including mostly retail and restaurant uses, but also including a mixture of some or all of supermarket, theater, health club).
- **Area B.** This area would not redevelop because of its status as a legally existing nonconforming use under current Comprehensive Plan and zoning regulations. The existing 33,700 square feet of office use would remain in place. However, for visual and school services analysis purposes, redevelopment of Area B into taller, multifamily buildings allowed under current zoning regulations is being reviewed in sections 3.3 *Aesthetics* and 3.5 *Public Services*.
- **Area C.** This area would redevelop consistent with current Comprehensive Plan and zoning regulations, allowing an estimated additional 18,000 square feet of office use over those present under existing conditions on the Area C parcels. This scenario would include a total of 27,700 square feet of office on the two parcels. While no residential units are proposed for purposes of school services analysis, potential residential uses are identified in Areas B and C.

The No Action alternative contains assumptions that result in the City exceeding its employment growth targets for 2022 by approximately 600 jobs. These assumptions include a combination of commercial development already constructed or within the development permit pipeline as of the date that this DEIS was written, as well as the assumption that redevelopment for Areas A and C represents the amount of development that city staff estimated would likely occur under the existing Comprehensive Plan. Existing nonconforming uses in Area B would remain with the exceptions noted above. These assumptions result in a greater concentration of employment growth within the analysis area of this DEIS than otherwise assumed by the City.

2.5.4. Alternatives Comparison

Table 2-1 summarizes features of the three private amendment requests that make up a portion of the Proposed Action.

Table 2-1. Comparison of Private Amendment Requests

Features	Area A (Touchstone [Parkplace])	Area B (Orni)	Area C (Altom)
Area Size/Location	11.5 acres of property at 457 Central Way	825, 903, and 911 Fifth Avenue. Three parcels of land totaling approximately 2.0 acres of land.	220 6th Street (applicant) and 603 4th Avenue (parcel to north) on 0.9 acre of land.
Existing Conditions/Current Uses	238,450 square feet of office and retail use with 742 on-site parking stalls (95,300 square feet of office, and 143,150 square feet of commercial uses).	Three 2-story office buildings on three separate parcels. Total office square footage according to the King County Department of Assessments is approximately 33,700 square feet.	Three office buildings on two parcels. The applicant's parcel includes one single-story office building with approximately 1,400 square feet of office. The second parcel includes two 2-story office buildings with approximately 8,300 square feet of office. Total office square footage is approximately 9,700 square feet according to the King County Department of Assessments.
No Action	629,500 square feet of office use and 209,200 square feet of commercial uses.	<ul style="list-style-type: none"> ▪ 33,700 square feet of existing office. No Action alternative assumes that existing nonconforming office will remain. ▪ No Action alternative will also include a bulk and massing analysis of redevelopment to a multifamily development with heights for the lower of 4 stories or 40 feet above grade in the Chapter 3.3, <i>Aesthetics</i>. 	27,700 square feet of office building.
Proposed Action	<ul style="list-style-type: none"> ▪ 1.2 million square feet of office use and 592,700 square feet of commercial (including a mixture of retail, restaurant, supermarket, theater, hotel, and health club). ▪ Proposed Action would provide approximately 3,500 parking spaces. ▪ The Proposed Action would include development of a new zoning designation that: <ul style="list-style-type: none"> - allows increases in height from a range of 3 to 5 stories to 	<ul style="list-style-type: none"> ▪ 145,000 square feet of office uses. ▪ Requested change in Comprehensive Plan designation and zoning to permit both office and multifamily uses on property. ▪ The Proposed Action would: <ul style="list-style-type: none"> - allow a greater range of uses, in particular, stand-alone office, and office/multifamily mixed-use; - allow an increase in height from the lower 	<ul style="list-style-type: none"> ▪ 103,500 square feet of office uses. ▪ Requested change in zoning designation to allow for additional height (application states "...to height of 126.48 feet"). ▪ The Proposed Action would allow the same uses; however, heights could increase from 30 feet to the lower of 6 stories or 60 feet. ▪ The Zoning Code change that allows the lower of 6 stories or

Features	Area A (Touchstone [Parkplace])	Area B (Orni)	Area C (Altom)
	<p>4 to 8 stories;</p> <ul style="list-style-type: none"> - allows setbacks to be reduced to 0 feet on Central Way, 6th Street, and Peter Kirk Park; - allows buildings taller than 3 stories within 100 feet of Peter Kirk Park; - increases the allowed lot coverage to 100%; and - allows a reduction in required on-site parking over that required in existing Zoning Code in the area. 	<p>of 4 stories or 40 feet to the lower of 6 stories or 60 feet;</p> <ul style="list-style-type: none"> - increase multifamily residential lot coverage from 60% to 70%;and - require a Zoning Code amendment (as noted below) that would allow for a reduced setback for structures in the PLA 5C zone adjoining low-density uses within the PLA 5A zone. 	<p>60 feet without a minimum of 1 acre would affect the remainder of the PLA 5C zone, which currently consists of two parcels larger than 1 acre. PLA 5C could also include the three parcels smaller than 1 acre under the Area B proposal.</p>
Required Comprehensive Plan Map Amendment	Remains Commercial (C) Comprehensive Plan designation, but applies new zoning designation noted below.	Designation changes from PLA 5B to PLA 5C.	Remains O/MF 24, but changes designation from PLA 5B to PLA 5C.
Required Zoning Map Amendment	Create a new zoning designation (called CBD 5A for purposes of EIS) and map that designation at Area A (see below for new zoning designation).	PLA 5D to PLA 5C.	PLA 5B to PLA 5C.
Required Zoning Code Amendments	<ul style="list-style-type: none"> ▪ Create a new zoning designation (called CBD 5A for purposes of EIS) that differs from current CBD 5 zoning as noted under Proposed Action above 	<ul style="list-style-type: none"> ▪ Reduce setback requirements for structures in the PLA 5C zone that adjoin low-density uses in the PLA 5A zone. 	<ul style="list-style-type: none"> ▪ Remove the minimum lot size requirement for development to achieve the maximum height allowed of the lower of 6 stories or 60 feet in the PLA 5C zone.

Table 2-2 summarizes employment and residential outcomes and zoning requirements of the alternatives. Sections 2.5.2 and 2.5.3 provide further information on the alternatives.

Table 2-2. Alternatives Comparison

Features	Proposed Action	No Action
New Jobs by 2022	6,138 ^a	3,182 ^a
New Dwellings by 2022	0-71 ^b	0-71 ^b
Employment Square Footage	2,041,200 square feet ^c	900,100 square feet ^d
Private Amendment Requests	City approval of the three private amendment requests that results in amendments to the	Retain existing City of Kirkland Comprehensive Plan Land Use text and

Features	Proposed Action	No Action
	Comprehensive Plan text and map, zoning text, and Zoning Map as outlined in Table 2-1, above.	map, zoning text, and Zoning Map.
Planned Action	Designate the three noncontiguous areas (A, B, and C) as a Planned Action and streamline environmental review for individual development proposals that are consistent with the Planned Action designation. Facilitate future development permit procedures with advanced environmental review by adopting a Planned Action ordinance.	Maintain standard SEPA review process for individual area-specific development proposals.

^aThis number reflects the following square footage/employee rates: 250 square feet for office and 500 square feet for the commercial component.

^bA potential multifamily development allowed under existing zoning regulations is being studied on Area B for purposes of reviewing height and views in Chapter 3.3, *Aesthetics*, for the No Action alternative. In addition, potential multifamily development in the planned action areas is being reviewed for purposes of a review of school impacts under Public Services.

^cArea A: 1,792,700 square feet; Area B: 145,000 square feet; and Area C: 103,500 square feet.

^dArea A: 838,700 square feet; Area B: 33,700 square feet; and Area C: 27,700 square feet.

2.6. Benefits and Disadvantages of Delaying Proposed Action

Delaying implementation of the Proposed Action would delay the potential impacts identified in this DEIS, including potential land use conflicts, changes to visual character, increased traffic congestion, and increased demand for public services and utilities. Delay would not allow new development and associated review processes to benefit from the analysis developed through this Planned Action process.

2.7. Major Issues to Be Resolved

Adoption of a Planned Action ordinance and concurrent City of Kirkland Comprehensive Land Use Map, Zoning Map, and Zoning Code amendments to allow increased structure heights and reduced setbacks in and near Downtown would support development and redevelopment of the area to a more intensive mixed-use character and support employment growth in the Downtown area consistent with the vision of the Comprehensive Plan. The key environmental issues facing decision-makers are the impact of additional traffic on area roadways, adequate parking in the area, transit service and facilities to meet increased demand, potential land use conflicts, changes to visual character resulting from increased building heights, impact of increased building heights on public view corridors, increased demand on public services, including parks and recreation facilities and services, and mitigating measures to address all such impacts.

Chapter 3. Affected Environment, Significant Impacts, and Mitigation Measures

This chapter analyzes the impacts of the Proposal and the No Action Alternative on the following elements of the environment:

- Land Use Patterns
- Plans and Policies
- Aesthetics
- Transportation
- Public Services
- Utilities

This analysis reviews existing conditions of the affected environment, potential significant impacts, and mitigation measures for each element of the environment. Existing conditions of the affected environment include present features of the analysis area, which is defined as the three noncontiguous areas shown as A, B, and C on Figure 2-1. Impacts analysis identifies how existing conditions could change with implementation of the alternatives.

Mitigation measures include the features incorporated into the alternative that can mitigate impacts, applicable regulations and commitments that will apply to future development allowed by the alternatives (e.g., design standards), and other potential mitigation measures that may further reduce the significant environmental impacts of the alternatives.

3.1. Land Use Patterns

3.1.1. Affected Environment

Analysis Area

The analysis area for land use patterns consists of the three noncontiguous planned action areas (A, B, and C) in Figure 2-1. These three areas are the subject of three separate private amendment requests for Comprehensive Plan map, Zoning Map, and Zoning Code amendments. For purposes of reviewing neighborhood land use patterns, we also examined land uses surrounding these three planned action areas to the following boundaries illustrated in Figure 3.1-1

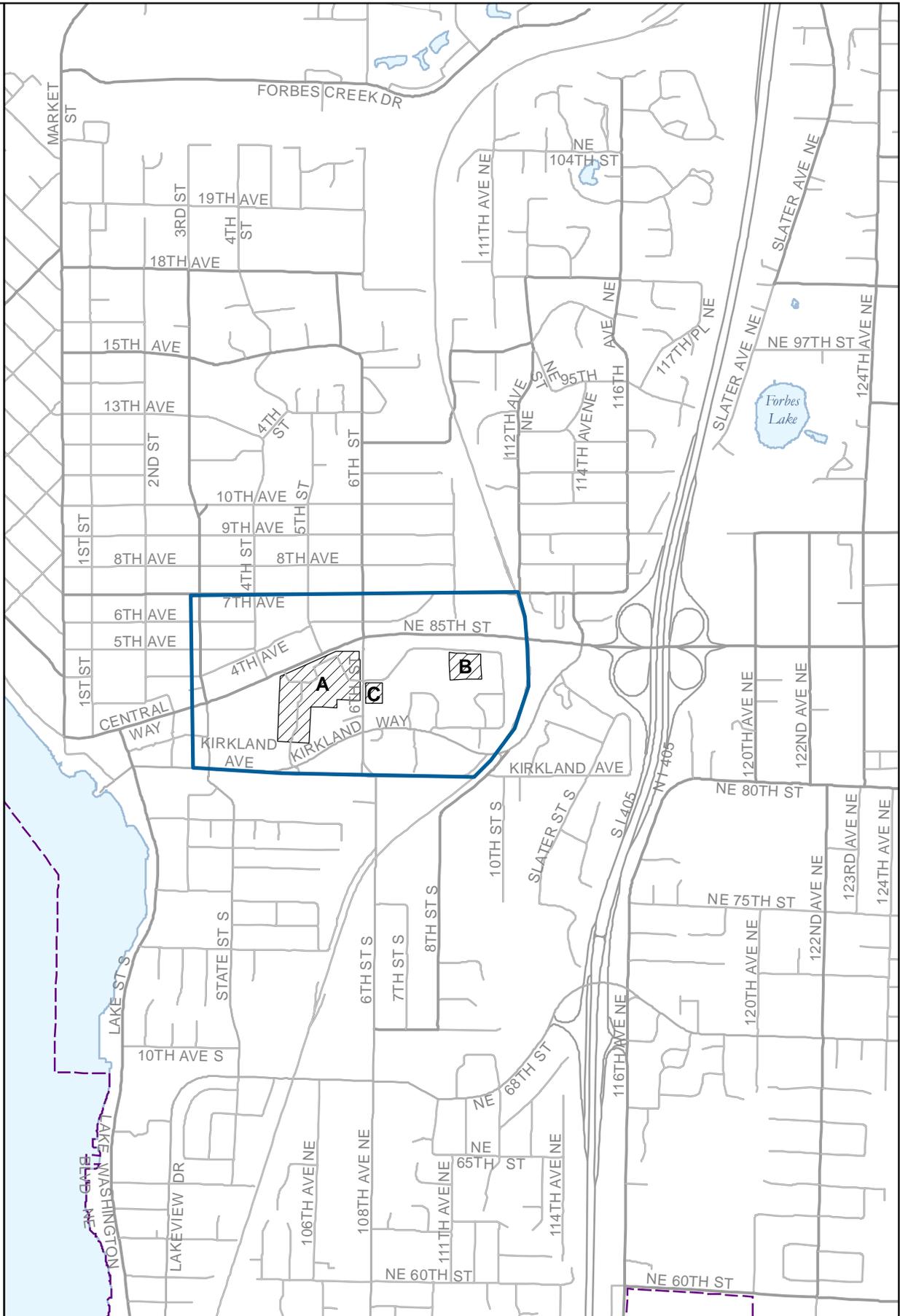
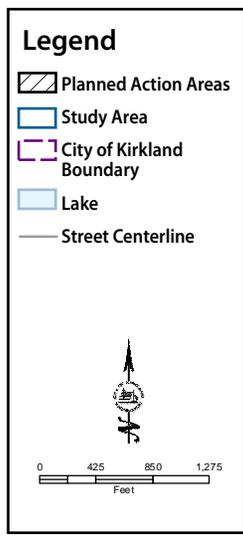
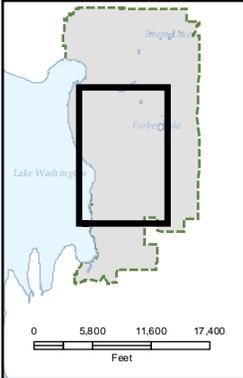
- 7th Avenue to the north;
- the Burlington Northern Santa Fe railroad line to the east;
- Kirkland Avenue to the south; and
- 3rd Street to the west.

This larger land use pattern study area exhibits a variety of land uses with a mix of commercial, office, civic, and multifamily uses predominating. The boundaries of this larger study area represent a general break in land uses. Single-family uses become more predominant to the north, south, and east, while a more intense pattern of commercial development occurs west of 3rd Street, as one enters the Downtown core.

Areas A, B, and C have the following existing land use patterns:

Area A

Area A is an 11.5-acre parcel of land that consists of the Parkplace shopping center addressed as 457 Central Way. Parkplace consists of seven buildings with a mixture of office and commercial uses in the area. Among the larger commercial uses are a QFC grocery store and a multiplex cinema. Most of the shopping center was developed in the early 1980s and is characterized by buildings separated by surface parking. Some of the available on-site parking is in the form of a structured garage. One of the buildings in the area is 6 stories tall; the remaining buildings are 1 or 2 stories in height.



Source: City of Kirkland 2008

Area B

Area B consists of 2 acres on three separate parcels addressed as 825, 903, and 911 Fifth Avenue. Uses in Area B consist of three 2-story office buildings that share a common driveway entrance off of 5th Avenue. Area B is bounded on the south by a pedestrian pathway that connects 4th Avenue on the west with 10th Street on the east.

Area C

Area C consists of 0.9 acre of land on two parcels located southeast of 6th Street and 4th Avenue. The two parcels are not connected by any interior vehicular circulation, as exists in Areas A and B. The southern parcel is addressed as 220 6th Street and includes one single-story office building on it with access taken from 6th Street. The northern parcel, addressed as 603 4th Avenue, includes two 2-story professional office buildings on it and provides for vehicular access from 4th Avenue.

Surrounding Land Uses

Figure 3.1-2 shows existing land uses within the vicinity of the three planned action areas (Areas A, B, and C) as well as the land surrounding these three areas. The land surrounding the areas is generally developed and has little vacant property available. Since most of the area surrounding the three planned action areas is already developed, most changes in land use patterns will come from redevelopment that is expected to result in more efficient use of land, such as replacement of surface parking with primary uses, such as office and retail.

The topography in the area tends to slope downward to Lake Washington as one travels from east to west. There is a major topographic change between NE 85th Street and land uses to the north and south of that road in the eastern portion of the study area. The finished grade of NE 85th Street is well above 5th Avenue and Area B to the south. This dramatic change in grade between NE 85th Street and the streets to the south and north effectively separates land uses north of NE 85th Street and east of 6th Street from the rest of the land use pattern study area. By the time NE 85th Street becomes Central Way west of 6th Street, and reaches Area A, the roadway is still about 15 feet above the finished grade of the surface parking lots on Area A.

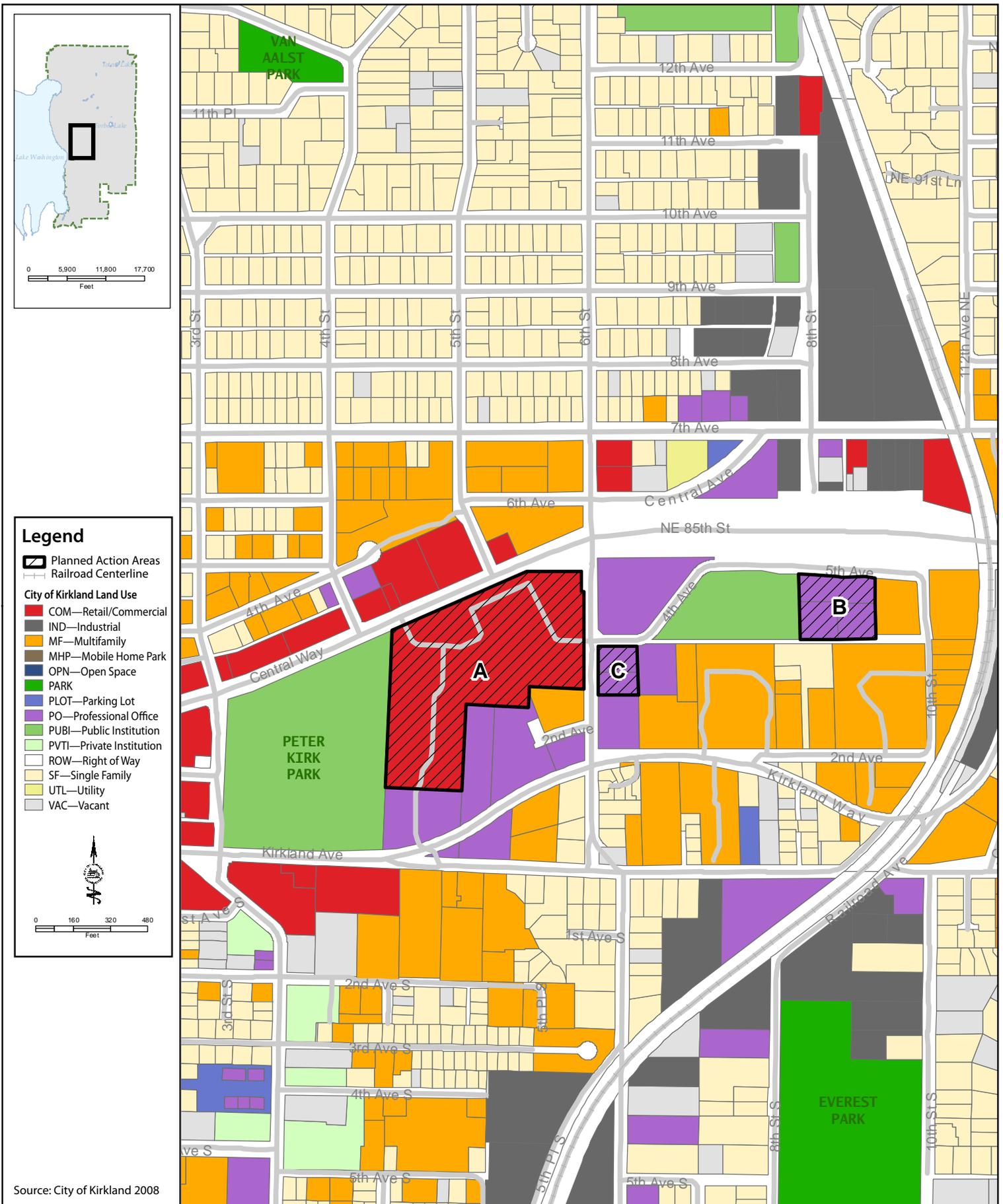


Figure 3.1-2
Existing Land Uses

Area A

Land north of Area A that fronts Central Way generally consists of retail and service uses. The development pattern between 5th and 6th Streets on the north side of Central Way is more intensive than development west of 5th Street. This more compact development is represented by pedestrian-oriented commercial uses on Central Way connected to adjacent multifamily development. Development between 5th Street and 3rd Street north of Central Way tends to be less intensively developed, representing land uses such as a bank, restaurants, and gasoline stations. Beyond Central Way to 7th Avenue are a variety of multifamily uses with a small amount of office and single-family uses mixed in north to 7th Avenue.

There are office buildings ranging in size from 1 story to 4 stories located east of 6th Street across from Area A. The single-story office building is the subject of another private amendment request (Area C). The 4-story office building is located on the northeast corner of 6th Street and 4th Avenue. The rest of the area east of Area A will be discussed under Areas B and C, below.

Land uses abutting Area A to the south are predominantly professional offices with the exception of one 6-story multifamily building south of Area A and abutting 6th Street. The office buildings range in size from 1 story to 5 stories. Each office building appears to have surface parking associated with it. The westernmost of the office buildings, directly adjacent to Peter Kirk Park, includes an internal vehicular circulation connection to the vehicular circulation associated with Area A. This network of interior vehicular circulation connects Kirkland Way on the southern end of the block to Central Way on the northern edge of the block through Area A.

Abutting Area A to the west is Peter Kirk Park. This is a complex of uses including a traditional park facility that includes a ball field, tennis court, children's playground, and a skate park, along with several public facilities such as a teen center, community center, swimming pool, and public library with associated structured parking. The Kirkland Performance Center is also located at Peter Kirk Park. The park is connected to Area A via pedestrian pathways and is surrounded by public streets on all sides except the east. Area A and an office building currently occupied by Bungie Studios are located on the park's eastern edge.

Generally, Area A contains lower intensity uses immediately adjacent to Peter Kirk Park. Where buildings abut Peter Kirk Park, they are single-story buildings, such as the QFC grocery store in Area A. Otherwise, Peter Kirk Park abuts internal vehicular circulation, surface parking, and a pedestrian pathway located in Area A. The Kirkland Transit Center is located west of Peter Kirk Park on 3rd Street. On the west side of 3rd Street are a variety of single-story retail buildings with surface parking.

A 4-story hotel is located on the southern edge of this area on the northwest corner of Kirkland Avenue and 3rd Street.

Area B

To the north, Area B is separated from other land uses by 5th Avenue and a steep embankment to the NE 85th Street corridor. This effectively acts as a barrier between Area B and land uses to the north. Land uses north of the NE 85th Street corridor are a mixture of industrial, office, commercial, and vacant land uses between 6th Street and the Burlington Northern Santa Fe Railroad line.

Area B is generally bounded to the east and south by multifamily uses with a couple of single-family uses mixed in. Most of the multifamily uses east and south of Area B are 2-story to 3-story buildings with surface or garage parking. There are two single-family houses on two separate parcels on the southwest corner of Area B. These parcels contain single-story homes built in the 1950s. Separating Area B from multifamily and single-family uses to the south is a pedestrian pathway that connects 4th Avenue on the west with 10th Street on the east. This pedestrian pathway continues north and east to connect Kirkland Way to the east.

To the west, Area B immediately abuts the U.S. Post Office facility. Office uses, similar to those found in Area B, are located west of the Post Office building.

Area C

On the north, east, and south of Area C are office buildings ranging in size from 2 stories to 4 stories in height. On its southeastern corner, Area C abuts a parcel with three 3-story multifamily buildings on it. Outside of abutting properties, the area east of Area C consists generally of multifamily uses with a few government, office, and single-family uses mixed in. The area south of Kirkland Way and north of Kirkland Avenue consists of a mixture of multifamily and single-family uses with a 2-story office building at the western edge where Kirkland Way and Kirkland Avenue meet. Area C is located immediately east of Area A, across 6th Street. The portion of Area A west of Area C consists of surface parking and mixed office and retail buildings. Southwest of Area C, on the west side of 6th Street, is a 6-story multifamily building.

Redevelopment Opportunities and Buildable Land

The City identified redevelopment opportunities by Transportation Analysis Zone (TAZ) in the study area for the No Action Alternative based on the City's capacity analysis which classifies land as vacant, redevelopable, or developed. The City's No Action alternative analysis assumed that Areas A and C would be able to redevelop

with an increased level of office and retail development that city staff estimated could occur within existing land use regulations. The additional development assumed for the Proposed Action occurs only on the three planned action areas.

Land Use Compatibility

The greatest potential for land use conflicts exist when high-intensity commercial and mixed-use development directly abuts lower-intensity multifamily and/or single-family uses, or where the high-intensity uses abut open space and recreational facilities. Potential land use conflicts exist where Area A abuts Peter Kirk Park on the park's eastern edge and where Area B abuts an existing lower-intensity single-family use on the area's southern edge, and multifamily uses to its east and south. To a lesser extent, land use compatibility issues may exist where Area A abuts multifamily uses to the southeast and where Area C abuts a multifamily use to the southeast.

Current Employment and Housing Mix

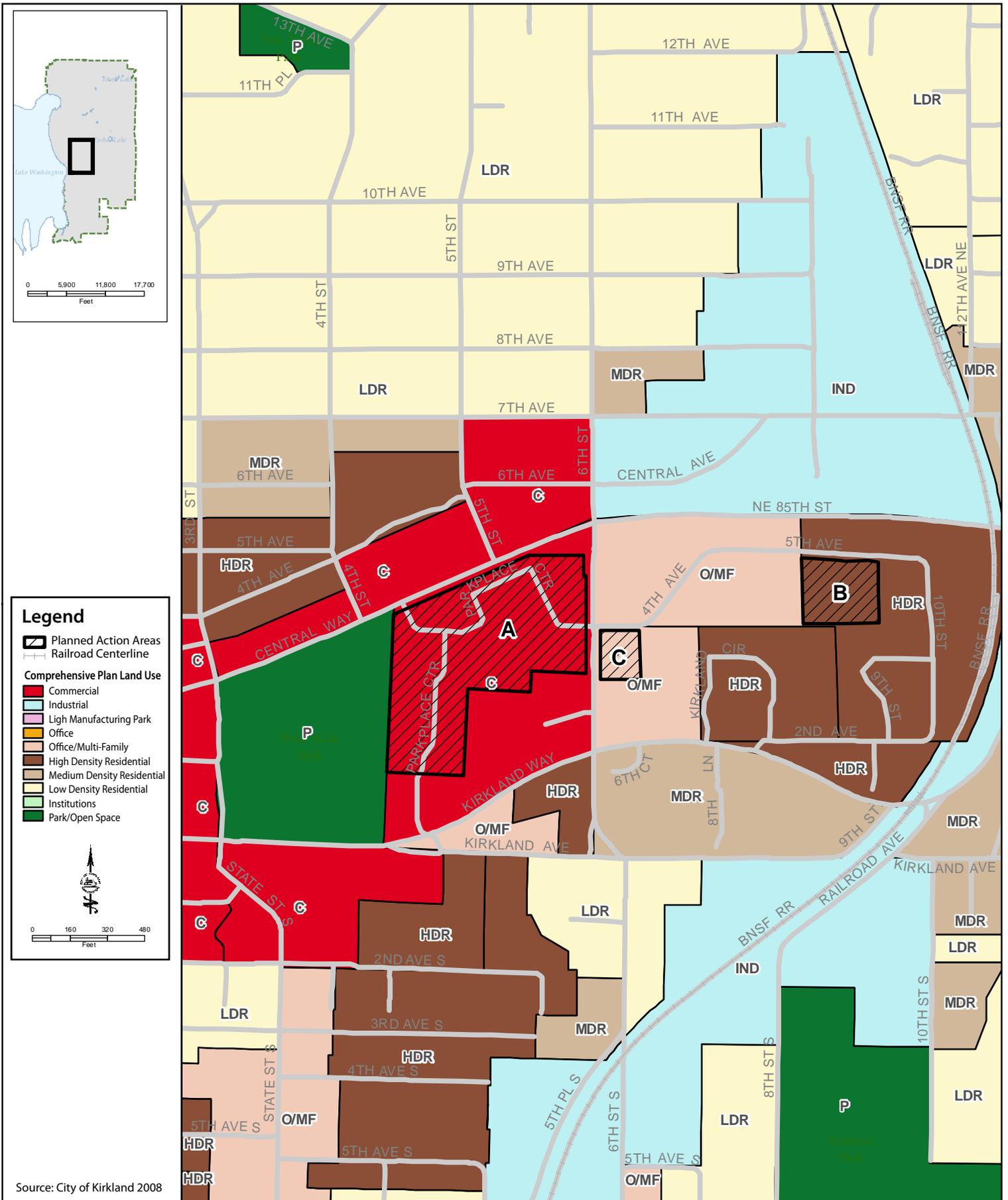
The three planned action areas currently do not contain any housing. For purposes of this analysis, employment estimates were derived by a consistent estimate of square feet per employee by land use based on transportation model standards for the various land uses. Using this methodology, there are approximately 668 employees currently working in Area A, consisting of office, retail, and service employees. Area B has an estimated 135 office employees, and Area C has an estimated 39 office employees under existing conditions. Overall employment in the three planned action areas is estimated at 842 employees.

Regulatory Overview

Current Comprehensive Plan Land Use Designations

The City of Kirkland Comprehensive Plan Land Use Map designates a range of housing densities and a variety of nonresidential uses. The Comprehensive Plan Land Use Map contains land use designations reflecting the predominate use allowed in each area. These designations are implemented by zoning designations on the Kirkland Zoning Map (City of Kirkland 2004).

Area A is located in the Commercial (C) Comprehensive Plan designation (see Figure 3.1-3). This designation may include retail, office, and/or multifamily uses, depending on the location. Retail uses are defined as those that provide goods and/or services directly to the consumer, including service uses not usually allowed within an office use.



Commercial areas can range in size and function (City of Kirkland 2004). The Comprehensive Plan Glossary provides definition of office uses stating that they are "...uses providing services other than production, distribution, or sale or repair of goods or commodities." Multifamily uses are defined in the Comprehensive Plan Glossary as "Residential use or land where a structure provides shelter for two or more households at medium to high densities." Since Area A is located in Kirkland's Downtown Activity Area, it is anticipated to be one of the City's larger commercial areas.

Area B is located in the High-Density Residential (HDR) Comprehensive Plan designation. This designation allows detached, attached, or stacked residential uses at up to 24 dwelling units per acre (City of Kirkland 2004). The office uses that exist in Area B are not consistent with this Comprehensive Plan designation. The office development located on Area B is considered a legally existing nonconforming use.

Area C is located in the Office/Multifamily (O/MF) Comprehensive Plan designation. This designation is mapped in areas where both office and medium- or high-density residential uses are allowed. Uses may be allowed individually or within the same building in this designation (City of Kirkland 2004).

Figure 3.1-3 illustrates the following additional Comprehensive Plan designations in the vicinity of the three planned action areas:

- **Park/Open Space (P).** Natural or landscaped areas used to meet active or passive recreational needs, protect environmentally sensitive areas, and/or preserve natural landforms and scenic views.
- **Medium Density Residential (MDR).** Detached residential uses at 10 to 14 dwelling units per acre and attached or stacked residential units at eight to 14 dwelling units per acre.
- **Low Density Residential (LDR).** Single-family residential uses from one to nine dwelling units per acre for detached residential structures and one to seven dwelling units per acre for attached residential structures.
- **Industrial (I).** Uses predominantly connected with high technology and the manufacturing, assembling, processing, wholesaling, warehousing, and distributing of products.

Figure 3.1-4 illustrates proposed changes to the Comprehensive Plan designation in Area B resulting from the Proposed Action.

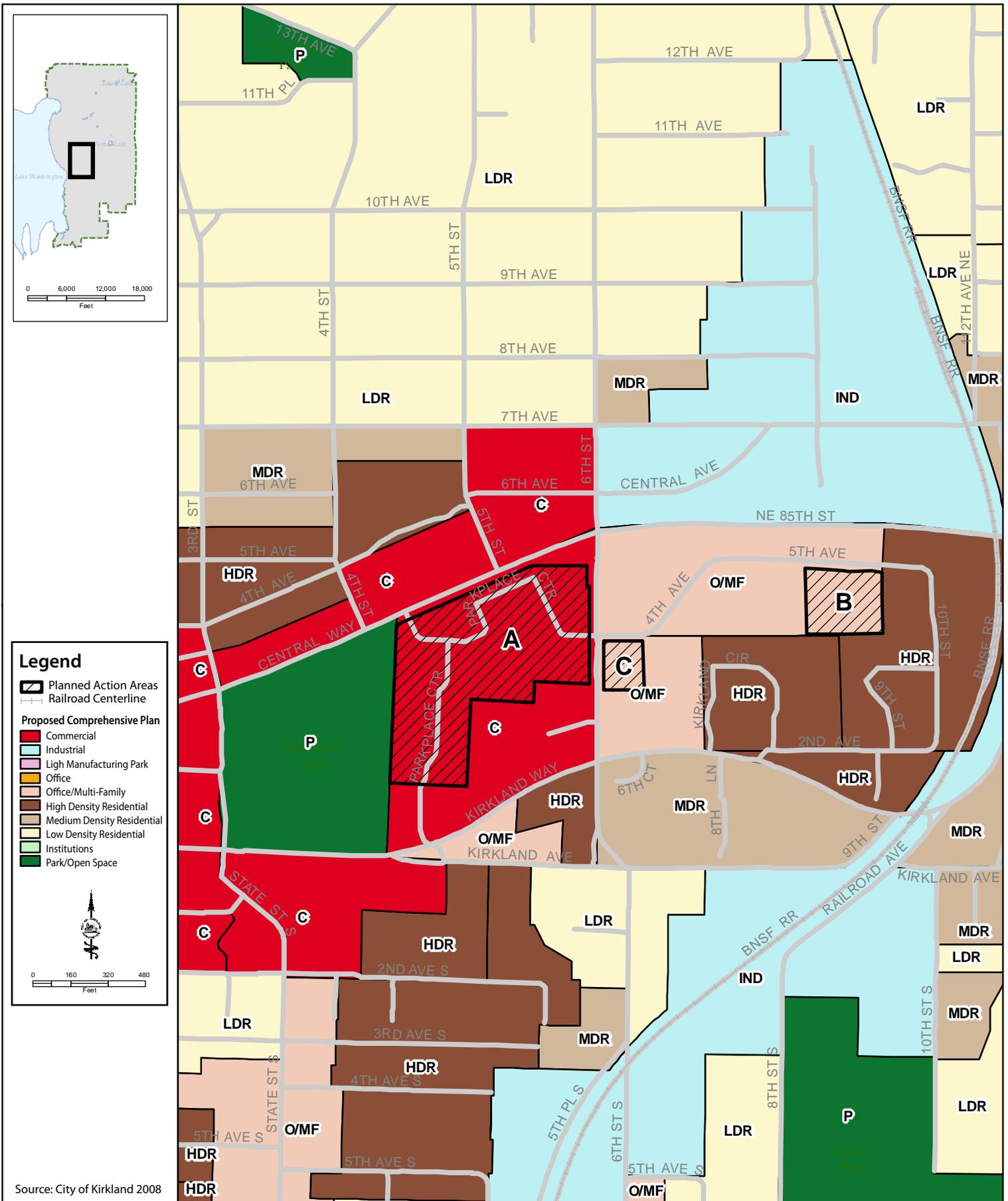


Figure 3.1-4
Proposed Comprehensive Plan Designations

Current Zoning Code Designations and Standards

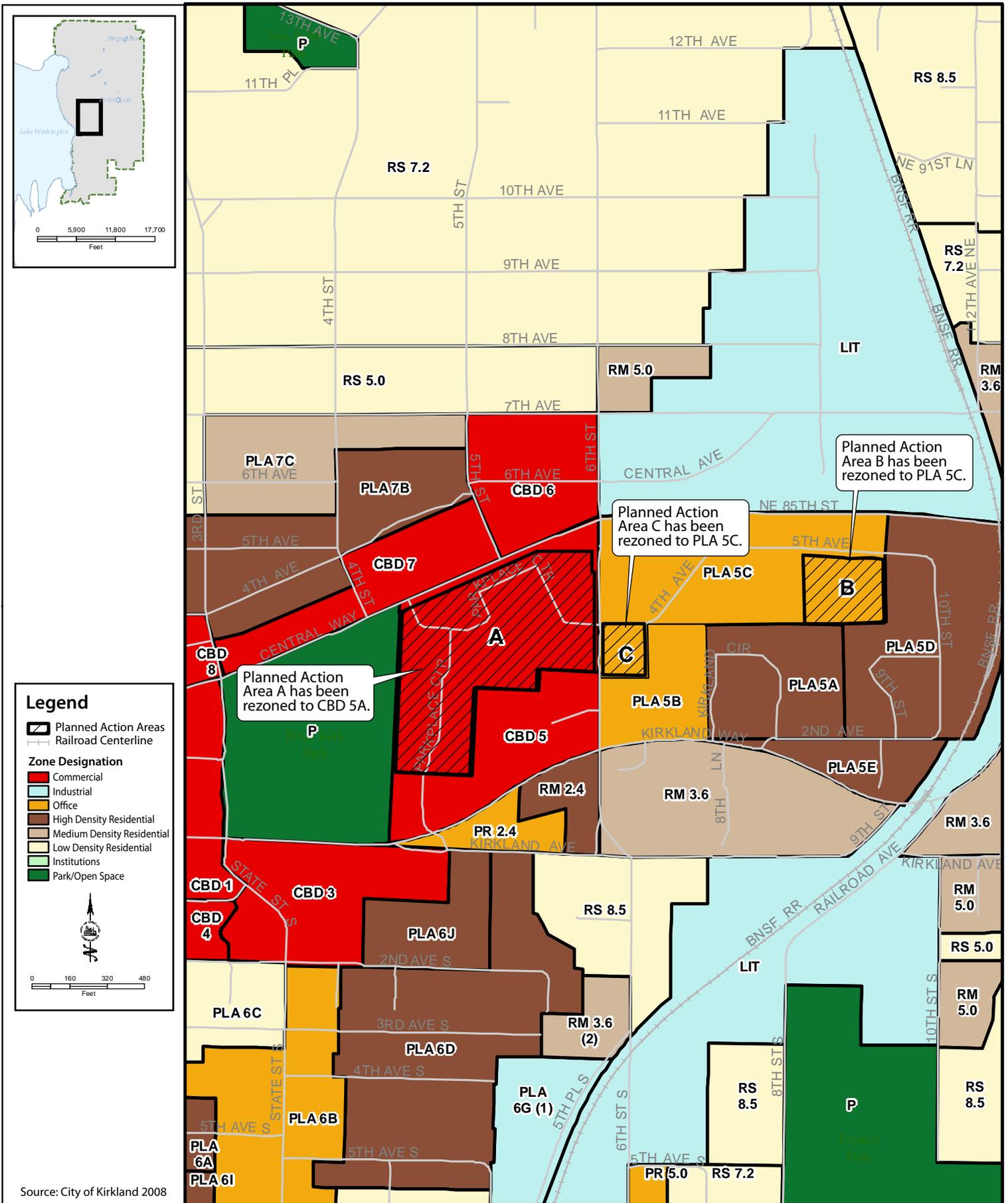
Zoning in the three planned action areas and the surrounding land use pattern study area corresponds to the Comprehensive Plan map designations for these areas.

Area A is located in the CBD 5 zone (see Figure 3.1-5). This zone is mapped in the area west of 6th Street, north of Kirkland Way, east of Peter Kirk Park, and south of Central Way. This zone allows a variety of office and commercial uses (including retail, restaurant, entertainment, hotel/motel, etc.), and limited residential uses. Buildings within this zone that exceed 2 stories above average building elevation must demonstrate compliance with the City's design regulations and the provisions of the Downtown Plan Chapter of the Comprehensive Plan. The entire zone must be physically integrated both in site and building design. The area design must include installation of pedestrian linkages consistent with the major pedestrian routes outlined in the Downtown Plan chapter of the Comprehensive Plan, between public sidewalks and building entrances, and between walkways on the subject property and existing or planned walkways on abutting properties.

Area B is located in the PLA 5D zone. This zone generally extends to NE 85th Street on the north, east to the Burlington Northern Santa Fe Railroad right-of-way, south to 2nd Avenue, and west to encompass the Gallery Condominium property and Area B. This zone allows multifamily and non-residential uses that are typically found in residential zones, including churches, schools, and day cares, among others. Office and most commercial uses are not permitted in this zone. With at least 1 acre of property, multifamily buildings may reach a maximum height of the lower of 4 stories or 40 feet above average building elevation. Otherwise, buildings may be a maximum of 30 feet above average building elevation. The office uses in Area B are nonconforming to the City's zoning standards for PLA 5D as a result of previous Plan and Code amendments in 1979.

Area C is located within the PLA 5B zone which extends from Kirkland Way on the south, 6th Street on the west, 4th Avenue on the north, and to the western edge of the Mira Condominium complex on the east. This zoning designation allows a mix of multifamily and office uses, either separately, or as part of a mixed-use development with both uses. Office and multifamily buildings within the PLA 5B zone area are allowed to reach a maximum of 30 feet above average building elevation.

Both Areas B and C are requesting a rezone to PLA 5C as part of their respective private amendment requests (see Figure 3.1-6). The PLA 5C zone is located in the area bounded by 4th Avenue on the south, 6th Street on the west, NE 85th Street on the north, and the western edge of Area B on the east. This zoning designation is west of Area B, north of Area C, and northeast of Area A.



Source: City of Kirkland 2008

Figure 3.1-6
Proposed Zoning

Similar to the PLA 5B zone, this zoning designation allows a mixture of multifamily and office uses, either separately or as part of a mixed-use development containing both uses. If there is less than 1 acre of property in a development in PLA 5C, then maximum height is limited to 30 feet above average building elevation. However, if the development area contains more than 1 acre, then building height may reach a maximum of the lower of 6 stories or 60 feet above average building elevation. Area B is approximately 2 acres, while Area C is approximately 0.9 acre in size.

Figure 3.1-5 illustrates the following additional zoning designations in the vicinity of the three planned action areas:

- P (Parks/Open Space)
- CBD 3 (Central Business District 3)
- CBD 6 (Central Business District 6)
- CBD 7 (Central Business District 7)
- PLA 5A (Planned Area 5A)
- PLA 5E (Planned Area 5E)
- PLA 7B (Planned Area 7B)
- RM 3.6 (Multifamily Residential 3.6)
- RM 2.4 (Multifamily Residential 2.4)
- PR 2.4 (Professional Office Residential 2.4)
- LIT (Light Industrial Technology)

Design Standards

Chapter 142 of the Kirkland Zoning Code identifies those development activities within designated design districts subject to design review by the City. Area A is located in the CBD design district. Areas B and C are not located in a design district. New buildings greater than 1 story in height or more than 10,000 square feet in gross floor area, substantial building expansions, and alterations of buildings in designated historic districts are subject to review by the City's Design Review Board. City planning staff also conducts an administrative design review for those projects not required to appear before the Design Review Board. Due to size and height requirements, design review will apply to Area A.

In the CBD 5 zone where Area A is located, design standards address issues such as the pedestrian experience; public improvements and area features; parking lot location and design; scale; building material, color, and detail; and natural features. These design standards and the *Design Guidelines for Pedestrian-Oriented Business Districts* applicable to Downtown development are treated in more detail in Chapter 3.3, *Aesthetics*.

3.1.2. Impacts

Impacts Common to All Alternatives

Under the Proposed Action and the No Action alternatives, two of the three areas in the analysis area are anticipated to experience growth, including potential redevelopment of Area A into a more intense mix of office and commercial uses with more parking in structures rather than in the form of surface parking lots. Area C is anticipated to redevelop into more intense office uses that make more efficient use of land. Area B is expected to redevelop only under the Proposed Action and is treated in more detail below.

Proposed Action

Land Use Patterns

Under the Proposed Action, land use patterns in the study area being considered are expected to increase in intensity as redevelopment occurs. However, the most intense redevelopment is expected to occur in the three planned action areas. Under the Proposed Action, all three of the planned action areas would redevelop according to the private amendments requested by property owners of Areas A, B, and C. All three planned action areas would be redeveloped with taller buildings and redevelopment would make more efficient use of existing buildable land, including the option of using structured parking over more land-consumptive surface parking.

Under the Proposed Action:

- Area A's redevelopment to more intensive office and commercial uses will increase the amount of area covered by buildings and plazas or other pedestrian-oriented gathering places and it will reduce the amount of surface parking. Surface parking in the area is expected to be greatly reduced as more parking is provided in structures. The amount and intensity of development in Area A will make it a focal point of Downtown employment with an increase of approximately 1.1 million square feet of office space in

the area over existing conditions, and an increase of approximately 449,600 square feet of commercial space over existing conditions.

- Area B will also redevelop into more land-efficient office spaces, with more area covered by office buildings with structured parking in them and less area dedicated to surface parking lots. This area will provide the second largest increase in office space in the study area by providing approximately 111,300 additional square feet over existing conditions. Setbacks from abutting properties would be similar to existing conditions.
- Similar to the other planned action areas, Area C will also redevelop into more of an intensive land use pattern that covers more area with office buildings containing structured parking. There will be less area covered by surface parking under the Proposed Action over existing conditions. Area C will increase the amount of office space available by approximately 93,800 square feet over existing conditions.

Building coverage in the study area (Downtown and its perimeter) under the Proposed Action is expected to increase as redevelopment occurs to a more intense land use form that replaces surface parking with primary uses.

Compared to the No Action alternative, land use patterns under the Proposed Action will intensify in all three planned action areas. The same level of background redevelopment is expected in the broader study area under both the No Action and Proposed Action alternatives.

However, key differences in land use patterns between the Proposed Action and the No Action alternatives are:

- Area B will not redevelop under the No Action alternative. Therefore, the difference in building coverage, and surface parking will be the same as existing conditions when comparing the Proposed Action to the No Action alternative.
- The Proposed Action is expected to provide larger areas covered by building than the No Action, since the rezone occurring in Area C under the Proposed Action will allow an additional 30 feet of building height, making redevelopment with structured parking more likely under the Planned Action than the No Action alternative.

Land Use Compatibility

Under the Proposed Action, the same types of land uses will occur on all three planned action areas as currently exist today. However, a substantial increase in office development will occur in the three planned action areas, and an increase in

commercial development will also occur in Area A. Building heights are also anticipated to increase in all three planned action areas under the Proposed Action in comparison to both the No Action and existing conditions.

Specifically, the Proposed Action will have the following land use compatibility characteristics:

- Redevelopment of Area A will substantially increase the amount of office space in the Downtown area. The addition of approximately 1.1 million square feet of office space in the area over existing conditions will increase the concentration of office employees in this area making Area A a key employment focal point of Downtown Kirkland. In addition, the redevelopment anticipated under the Proposed Action will change Area A from a primarily commercial and retail area with some office space included in the mixture of uses, to a large office center with some retail and service uses included in the mixture of uses in the area, thereby switching the type of employment concentration in this area and increasing the employment magnitude.
- Redevelopment of Areas B and C under the Proposed Action will provide a larger amount of the same type of office uses as currently exist on these planned action areas, which will result in a larger concentration of the same type of employment use as exists on the two areas, only at a much smaller magnitude of increase as found in Area A.
- The Proposed Action is expected to result in increased building heights on all three planned action areas. Building heights are expected to increase from a maximum height of 5 stories above average building elevation in Area A under existing conditions and the No Action alternative to 8 stories above adjacent streets under the Proposed Action. This height would be taller than any nearby building. Similarly, building heights are expected to increase up to the lower of 6 stories or 60 feet above average building elevation under the Proposed Action in Areas B and C, an increase over both the existing conditions and No Action building heights on these two planned action areas. Increased building heights in Areas B and C would be taller than other existing buildings within the PLA 5C zone. The shade and shadow effects of increased building heights on Peter Kirk Park and other nearby land uses are addressed in more detail in Chapter 3.3, *Aesthetics*.
- Redevelopment of Area B will increase the number of office workers in proximity to the existing low-density single-family use located on 1 acre of land immediately south of Area B. Although it can reasonably be expected that this single-family use will redevelop to a more intense multifamily use that is allowed under the existing PLA 5A zone, if that redevelopment of the

single-family use does not occur, then there will be an increased intensity in non-residential uses to the north of the single-family structure. It is anticipated that redeveloped office buildings in Area B will retain a similar distance from the existing single-family residential structure, although they will be taller buildings.

- A proposed Zoning Code amendment under the Proposed Action that would allow buildings taller than 30 feet above average building elevation on parcels less than 1 acre in size would allow taller buildings on smaller building lots, particularly in Area C, where there is less than 1 acre of land for that entire planned action area. Taller buildings on smaller building sites would provide less of a ground-floor buffer with adjacent land uses than would be the case under existing conditions or the No Action alternative. Please see Chapter 3.3, *Aesthetics* for additional shade and shadow analysis. This could increase land use compatibility conflicts in some limited areas of the PLA 5C zone where taller office buildings would abut lower scale office and residential uses.
- Overall redevelopment in the study area will continue to increase office, retail, and multifamily portions of the mix of uses found in Downtown and its perimeter area under both the Proposed Action and the No Action alternative. Single-family residential uses are expected to decrease in the land use pattern study area as single-family structures located in multifamily and commercial zones redevelop. The Proposed Action is expected to increase the office portion and to a lesser extent the commercial portion of the mixture of uses found in the land use pattern study area.

Employment and Housing Mix

Although zoning proposed for all the planned action areas would allow for residential development, the Proposed Action is not anticipated to result in any new housing.

Development under the Proposed Action would result in a substantial increase in employees over current conditions. The addition of approximately 6,138 jobs in the three planned action areas (5,318 in Area A; 445 in Area B; and 375 in Area C) would result in approximately 1.3 million square feet of new office space and 449,600 square feet of new commercial space over existing conditions, creating a new employment focal point in Downtown. This is in comparison to the estimated 4,000 employees that currently work in the Downtown (City of Kirkland 2007).

No Action

Land Use Patterns

Under the No Action alternative, there would be no change to current Comprehensive Plan map and Zoning Map designations for the three planned action areas. Under the No Action alternative, land use patterns would change through redevelopment and more efficient use of land in two of the three planned action areas and the study area in general, as properties redevelop under existing zoning regulations.

Redevelopment in the land use pattern study area as a whole would be similar to that anticipated under the Proposed Action as surface parking associated with existing development is converted to larger building footprints with parking contained in structures particularly in the Downtown area.

The No Action alternative anticipates redevelopment of Area A to a more land-efficient office and commercial development than currently exists. Although surface parking is expected to remain, there would be less surface parking and more structured parking in redevelopment anticipated in the No Action alternative over existing conditions.

Area B would not redevelop under the No Action alternative analysis since the existing use is a nonconforming office use within a multifamily zone. The existing office use is considered more economically valuable than redevelopment as multifamily residential. Therefore, Area B would provide more surface parking and less building area under the No Action alternative than the Proposed Action alternative.

The No Action alternative assumes redevelopment of Area C, as office buildings on this planned action area redevelop to achieve closer to their maximum zoning potential. In particular, the southern parcel with its single-story office building is expected to redevelop into a 30-foot office building with associated surface parking. Therefore, there would be a slightly larger area of building coverage in Area C under the No Action alternative than exists under existing conditions. The No Action alternative is expected to provide smaller building footprints than exists in the Proposed Action.

Land Use Compatibility

Given that zoning allows more development than presently exists, under the No Action alternative Areas A and C would redevelop into more intense uses under existing land use regulations. Similar to the Proposed Action, the No Action alternative would change Area A from a primarily retail development with a lesser amount of office, into a primarily office development with a lesser amount of retail. However, the amount of new office under the No Action alternative is approximately

half of what would be expected under the Proposed Action, making less of an impact on overall office development in Downtown. Redevelopment of Area C would also add a small increment of additional office space to the Downtown perimeter area, though much less than could be expected under the Proposed Action. Building heights of redevelopment in Area A would be similar to existing development on the site, although there would be more buildings constructed to existing maximum height limit of the CBD 5 zone. Similarly, Area C would redevelop to its maximum height limit of 30 feet, similar to other buildings in the PLA 5B zone (located east and south of Area C).

Under the No Action alternative, Area A would redevelop with an additional estimated 534,200 square feet of office use and an additional estimated 66,000 square feet of commercial use. There would likely be more buildings built at the maximum height of 5 stories above average building elevation allowed in the CBD 5 zone under the No Action alternative in order to accommodate the additional office space and structured parking. Building heights would be similar to that of the existing taller office buildings located in Area A.

Area B, as a nonconforming office building located in a multifamily residential zone (PLA 5D) is not expected to redevelop under the No Action alternative. Therefore, Area B would not differ between existing conditions and the No Action alternative.

Area C would redevelop with approximately 18,000 square feet of additional office space in buildings that are a maximum of 30 feet high measured above average building elevation. Building heights would be similar to those for other office and residential buildings located in the PLA 5B zone, which tend to be 2 to 3 stories tall. Building heights will be lower than those existing to the north (PLA 5C zone) and west (CBD 5 zone).

Under the No Action alternative, Zoning Code amendments would not be made to the PLA 5C zone that would allow structures taller than 30 feet above average building elevation to be built on properties of less than 1 acre in size. Therefore, sites would need to be at least one acre in size in order to allow buildings taller than 30 feet to be built on them. The requirement of larger sites for taller buildings allows an increased opportunity for stepping back upper stories and allowing more light and air to the ground at adjacent sites than under the Proposed Action. However, the two properties in the PLA 5C zone under the No Action alternative have at least 1 acre of property.

Employment and Housing Mix

No additional housing is assumed under the No Action alternative. The analysis area is assumed to grow as an employment area rather than a residential area based upon information provided by the private applicants.

Under the No Action alternative, Area A would redevelop into a more intense office and commercial mixed-use development and Area C would redevelop into a more intense office use. Overall, redevelopment in Areas A and C is anticipated to add 2,341 jobs (employees) to the planned action area (see Table 3.1-1).

Table 3.1-1. Employment Assumptions by Planned Action Area

Planned Action Areas	Existing	No Action	Proposed Action
Area A	668	2,936	5,986
Area B	135	135	580
Area C	39	111	414
Total	842	3,182	6,980

Most of the jobs would be in Area A where an additional 2,137 office jobs and 132 commercial jobs would be located. The remaining 72 office jobs would be located in Area C.

These figures compare to the No Action alternative which provides 3,798 fewer jobs than the Proposed Action in the three planned action areas: 2,282 fewer office jobs and 768 fewer commercial jobs in Area A; 445 fewer office jobs in Area B; and 303 fewer office jobs in Area C.

3.1.3. Mitigation Measures

Incorporated Plan Features

The proposed new zoning designation for Area A will encourage pedestrian-oriented retail and entertainment uses. New development in Area A would continue to be required to meet the City’s pedestrian-oriented design guidelines and/or any site-specific design guidelines enacted with the planned action ordinance.

Applicable Regulations and Commitments

The Proposed Action development of Area A would be required to comply with applicable City design standards which will help to enhance the pedestrian environment and treat scale and massing issues for the taller buildings. Adhering to these design standards would be a key component for redevelopment of the area given that more parking would be placed in structures, building heights would increase, and building setbacks would be reduced or, in some cases, eliminated. Please see Section 3.3, *Aesthetics*, for more detail on compliance with design standards.

Other Potential Mitigation Measures

Area A

A new zoning designation is being proposed for Area A as part of the Proposed Action. However, the City's existing CBD 5 zone regulating this area contains some key features that could be retained in the new zoning designation (CBD 5A) in order to mitigate land use impacts on Peter Kirk Park and neighboring properties and rights-of-way. Among these features are:

- In order to retain the sense of open space for Peter Kirk Park, revised regulations could include one or more of the following requirements:
 - Retain or enhance setbacks from the park edge;
 - Step back taller portions of buildings away from the park, (as outlined in more detail in Section 3.3, *Aesthetics*);
 - Adopt height limits within a defined proximity of the park;
 - Modulate facades with defined widths and depths.
- In order to minimize land use conflicts with the multifamily residential buildings abutting the southeast corner of the area, the revised regulations could include enhanced setbacks and/or landscape buffering requirements in this area.

Areas B and C

In order to minimize land use conflicts with adjoining residential developments, as part of the Zoning Code amendment requested by the Area C applicant, the City could include requirements such as enhanced setbacks and stepbacks for any building proposed for over 30 feet in height on less than 1 acre of land in the PLA 5C zone. This mitigation measure primarily affects Areas B and C—since other parcels in the PLA 5C zone are larger than 1 acre in size—and would account for the effect that taller buildings would have on smaller building sites.

3.1.4. Significant Unavoidable Adverse Impacts

The Proposed Action will result in a greater intensity of land use and greater employment in the analysis area. The changes to land use patterns would generally conform to the Comprehensive Plan vision for Downtown. Changes to the analysis area have the potential to impact land use compatibility, but impacts can be mitigated with mitigation measures.

3.2. Plans and Policies

3.2.1. Affected Environment

Analysis Area

The analysis area for the plans and policies review consists of the three planned action areas (A, B, and C) in Figure 2-1. These three areas are the subject of three separate private amendment requests for Comprehensive Plan map, Zoning Map, and Zoning Code amendments.

Regulatory Overview

The City of Kirkland (City), like other cities in King County and the central Puget Sound region, plans under the State of Washington GMA. The City's plans and policies must be consistent with the GMA and the King County Countywide Planning Policies. In addition, elements of the City of Kirkland Comprehensive Plan must be consistent with each other, and any functional plans that the City has must be consistent with its Comprehensive Plan.

This plans and policies review focuses on the GMA, King County Countywide Planning Policies, and the City of Kirkland Comprehensive Plan. The detailed policy guidance contained in the Moss Bay Neighborhood Plan is addressed as well.

The Growth Management Act

The GMA contains 13 goals to guide the development and adoption of Comprehensive Plans and development regulations of the counties and cities planning under the GMA. These 13 goals are urban growth, reduced sprawl, transportation, housing, economic development, property rights, permits, natural resource industries, open space and recreation, environment, citizen participation and coordination, public facilities and services, and historic preservation. The most relevant GMA goals to the planned action area are those that discuss accommodating growth in urban areas; encouraging efficient multimodal transportation; encouraging economic development; retaining and enhancing open space and recreational opportunities, and ensuring adequate public facilities and services. The goal regarding public participation is also important since the Proposed Action is considering changes to the City's Comprehensive Plan and development regulations. The specific GMA goals that are most relevant to Downtown are:

1. *Urban growth. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.*
3. *Transportation. Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.*
5. *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.*
9. *Open space and recreation. Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.*
11. *Citizen participation and coordination. Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.*
12. *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.*

King County Countywide Planning Policies

The City of Kirkland's Comprehensive Plan must also be consistent with the King County Countywide Planning Policies. These countywide planning policies provide direction on where to site additional residential and employment growth, preservation of resource lands like agricultural and forest lands, and protection of critical areas. For purposes of this DEIS, the most relevant countywide planning policies are those related to accommodating residential and employment growth in the urban areas.

Countywide Planning Policies LU-25c and LU-25d describe the planning targets that each jurisdiction in King County, including the City, must be able to accommodate by the end of the 20-year planning period (2022). The policies state that the City should plan to accommodate 5,480 households and 8,800 jobs in the 2001–2022 time frame.

In addition to household and employment targets, other relevant countywide planning policies include those related to Activity Areas³, since the City has designated Downtown as an Activity Area in the land use element of its Comprehensive Plan. The most relevant of these policies are:

FW-17: Within the Urban Growth Area, jurisdictions may locally designate one or more Activity Areas characterized by the following:

- a. An array of land uses, including commercial development, housing, public facilities, and open spaces;*
- b. Intensity/density of land uses sufficient to encourage frequent transit;*
- c. Pedestrian emphasis within the Activity Area;*
- d. Emphasis on superior urban design which reflects the local community;
and*
- e. Disincentives for single-occupancy vehicle usage for commute purposes during peak hours.*

LU-63: Jurisdictions shall designate the boundaries, and uses within all Activity Areas to provide for local employment, a mix of housing types, commercial activities, public facilities, and open space.

The City of Kirkland Comprehensive Plan

The City of Kirkland Comprehensive Plan contains the City's 20-year vision for the community and includes the mandatory elements for land use, housing, capital facilities, utilities, transportation, economic development, and parks and recreation. State law requires that the City's Comprehensive Plan be internally consistent and that all elements of the plan be consistent with the City's Comprehensive Plan Land Use Map (RCW 36.70A.070).

For purposes of this DEIS, the plans and policies section reviews the Comprehensive Plan Vision Statement; overall Comprehensive Plan Framework Goals that address a range of subjects such as transportation, infrastructure, and services; and the land use and economic development elements of the Comprehensive Plan.

³ As defined by the City of Kirkland Comprehensive Plan, an Activity Area is an area of moderate commercial and residential concentration that functions as a focal point for the community and is served by a transit center.

The Moss Bay Neighborhood Plan, also an element of the City's Comprehensive Plan, includes Downtown and the three planned action areas. This neighborhood plan is reviewed as part of the plans and policies analysis.

Vision Statement and Framework Goals

The Vision Statement expressed in the City's Comprehensive Plan is a snapshot of how the City sees itself in the year 2022. The statement summarizes the desired character and characteristics of the City's community as expressed through public feedback received during outreach efforts undertaken as part of the City's 1995 and 2004 Comprehensive Plan updates. The Vision Statement is significant because it provides the ultimate goals for community planning and development efforts.

Since the three planned action areas are located in Downtown and associated perimeter areas, the portion of the City's Vision Statement addressing Downtown is most relevant:

Downtown Kirkland is a vibrant focal point of our hometown with a rich mix of commercial, residential, civic, and cultural activities in a unique waterfront location. Our Downtown maintains a human scale through carefully planned pedestrian and transit-oriented development. Many residents and visitors come to enjoy our parks, festivals, open markets and community events.

The City's Comprehensive Plan also contains a set of Framework Goals (FGs) that express the fundamental principles for guiding growth and development through 2022. Although all of the FGs broadly apply to the City's Comprehensive Plan and vision, the following are more applicable to Downtown and the three planned action areas:

FG-4: Promote a strong and diverse economy.

FG-4 is important because the three Planned Action areas are in Downtown, an area where the City forecasts strong employment growth.

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

Linkages and public views to Lake Washington from the three planned action areas and the surrounding vicinity currently exist. Maintaining and enhancing these linkages and public views are important to the City.

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

One of the key Framework Goals for transportation seeks to promote mobility of people and goods through providing a variety of transportation options, such as pedestrian walkways, functional streets, and fast and reliable transit.

FG-11: Maintain existing park facilities while seeking opportunities to expand and enhance the current range of facilities and recreational programs.

FG-11 is important because Peter Kirk Park borders the western edge of Area A, which is the largest of the planned action areas.

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

The anticipated increase in employment due to the three Planned Action areas will make maintenance of existing adopted levels of service for transportation, police protection, fire protection, water supply, and sanitary sewer service important.

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

The redevelopment plans for the three planned action areas are relevant to state and regional goals of minimizing low-density sprawl and directing growth to urban areas.

Comprehensive Plan Elements

The Land Use and Economic Development elements were reviewed because they are directly applicable to the Proposed Action.

Land Use

The land use element provides the policy basis for the City's regulation of land use types allowed in each zoning district, and for development regulations that cover height, bulk, setback, and other considerations affecting the size and scale of development on in an area. Selected land use (LU) goals and policies with the most relevance to the planned action areas follow.

Goal LU-1: Manage community growth and redevelopment to ensure:

- *An orderly pattern of land use;*
- *A balanced and complete community;*
- *Maintenance and improvement of the City's existing character; and*

- *Protection of environmentally sensitive areas.*

Goal LU-1 seeks to maintain a balanced and complete community by retaining the community's character and quality of life, while accommodating growth and minimizing traffic congestion and service delivery cost. One of the key factors in accomplishing this goal is seeking a balanced and complete community with shops, services, and employment close to home. The City's Comprehensive Plan identifies that most residents must currently commute outside the city limits for work. Therefore, encouraging more in-city employment is one of the key concepts in the land use and economic development elements of the plan.

Policy LU-5.3: Maintain and enhance Kirkland's Central Business District (CBD) as a regional Activity Area, reflecting the following principles in development standards and land use plans:

- *Create a compact area to support a transit center and promote pedestrian activity.*
- *Promote a mix of uses, including retail, office, and housing.*
- *Encourage uses that will provide both daytime and evening activities.*
- *Support civic, cultural, and entertainment activities.*
- *Provide sufficient public open space and recreational opportunities.*
- *Enhance, and provide access to, the waterfront.*

Area A of the three planned action areas is located in the City's CBD. Policy LU-5.3 provides policy guidance and priorities regarding the form and type of new development that the City would like to see in this area.

Goal LU-6: Provide opportunities for a variety of employment.

Policy LU-6.2: Encourage and support locations for businesses providing primary jobs in Kirkland.

Goal LU-6 and related Policy LU-6.2 encourages the City to provide a variety of employment opportunities with an emphasis on businesses-related occupations, such as office jobs.

Economic Development

The purpose of the City's economic development element is to establish the economic development (ED) goals and policies for economic growth and vitality that will enhance the City's character and quality of life for residents.

Goal ED-1: Foster a strong and diverse economy consistent with community values, goals, and policies.

Goal ED-1 provides the framework for the following two policies and encourages the City to look for ways of diversifying its economy so as to provide a range of jobs and shopping opportunities for residents.

Policy ED-1.1: Work to retain existing businesses and attract new businesses.

The Comprehensive Plan notes that existing businesses are the foundation of the City's economy. As the City grows, finding ways to retain these businesses and attract new businesses that add vitality to the City are important concepts associated with Policy ED-1.1.

Policy ED-1.2: Maintain a strong job and wage base.

Policy ED-1.2 recognizes that businesses that provide new employment opportunities and high wage rates are important to strengthening the City's economy. Providing locations for these businesses is significant in terms of growing the City's wage base.

Goal ED-3: Strengthen the unique role and economic success of Kirkland's commercial areas.

Goal ED-3 and its related policies discuss opportunities for strengthening commercial areas in the types of businesses provided and redevelopment opportunities that are consistent with the land use element and the neighborhood plan covering each commercial area.

Policy ED-3.3: Encourage infill and redevelopment of existing commercial areas consistent with the role of each commercial area.

Policy ED-3.3 encourages maximizing the economic activity in existing commercial areas through infill and redevelopment in those areas. Infill and redevelopment in these areas must be consistent with the role of each commercial area. Therefore, infill and redevelopment in the planned action areas should be consistent with their role as part of the City's Downtown Activity Area.

Policy ED-3.5: Encourage mixed-use development within commercial areas.

Policy ED-3.5 recognizes that a mix of uses improves the vitality of commercial areas. Therefore, mixing office and commercial uses, as exists and is proposed in Area A, is encouraged because it promotes one-stop shopping, shared parking, and efficient use of land.

Moss Bay Neighborhood Plan

The Moss Bay Neighborhood Plan was reviewed because it contains all three planned action areas and a component of the City's Downtown plan. The Everest Neighborhood Plan's view policies were reviewed because the neighborhood contains a public view corridor that is directed toward the analysis area. Analysis of this public view and of other important public views is contained in Section 3.3, *Aesthetics*, of this DEIS.

Vision Statement

The Moss Bay Neighborhood Plan's Vision Statement is similar to the Downtown component of the City's Comprehensive Plan Vision. This vision directs future growth and development in the Moss Bay neighborhood to complement ongoing civic activities, enhance open space, and add pedestrian amenities. The Vision Statement states the following:

Downtown Kirkland provides a strong sense of community identity for all of Kirkland. This identity is derived from Downtown's physical setting along the lakefront, its distinctive topography, and the human scale of the existing development. This identity is reinforced in the minds of Kirklanders by Downtown's historic role as the cultural and civic heart of the community.

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.

East Core Frame (including Area A)

The East Core Frame is the eastern portion of Downtown that contains Area A, which is noted as Parkplace shopping center in the Moss Bay Neighborhood Plan. The plan says the following about the East Core Frame:

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

Development in this East Core Frame should continue to represent a wide range of uses, in several large mixed-use projects. The Moss Bay Neighborhood Plan states that "...because the area between Central Way and Kirkland Way provides the best opportunities in the Downtown for a vital employment base, this area should continue to emphasize office redevelopment over residential."

The policy and related language covering the East Core Frame area encourages redevelopment in large intense mixed-use development, particularly office. In particular, Area A, which is located between Central Way and Kirkland Way, is highlighted as one of the best areas in which to develop a vital downtown employment base.

Urban Design–Design District 5 (Including Area A)

As outlined in the urban design section of the Moss Bay Neighborhood Plan, Area A is also part of Design District 5. Regarding development, the plan states that building heights of 2 to 5 stories are appropriate in this design district.

The existing mix of building heights and arrangement of structures in Design District 5 preserves a sense of openness both in the district and around its perimeter. Placement, size, and orientation of new structures in this district should be carefully considered to preserve this sense of openness. The narrative directs that buildings over 2 stories in height should be reviewed by the Design Review Board for consistency with applicable policies and criteria. Massing should generally be lower toward the perimeter and step up toward the center. Façades facing Central Way, Kirkland Way, and Peter Kirk Park should be limited to between 2 and 3 stories, with taller portions of the buildings stepped back significantly. Buildings over 3 stories in height should reduce building mass above the third story.

The Design District 5 narrative also includes design guidance for buildings fronting Peter Kirk Park; landscaping and pedestrian linkages, possible residential development siting, and design considerations related to vehicular and pedestrian access and open space. Among the key elements discussed in this section are:

- Buildings fronting Peter Kirk Park should be well modulated, both vertically and horizontally.
- Buildings should not turn their backs onto the park with service access, blank walls, etc.
- Landscaping and pedestrian linkages should be used to create an effective transition to Peter Kirk Park.
- New development in the area of 6th Street and Central Way should have a positive impact on the City’s image and should be designed to enhance this entry to the City.
- A north–south vehicular access between Central Way and Kirkland Way should be preserved and enhanced with pedestrian improvements.

The urban design section of the Moss Bay Neighborhood Plan includes text describing landmarks, public views, gateways, and pathways in Downtown.

The Moss Bay Neighborhood Plan identifies Lake Washington as a major landmark in Downtown. The views of the lake from various entry points to Downtown, including the eastern gateway on Central Way at 6th Street, are important urban design assets for the City. From the vantage point of Central Way at 6th Street, 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 Mountains beyond.

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. Any physical improvements in and near this park should strengthen its visual prominence and prevent view obstruction.

A major east–west pedestrian route in the Downtown area links Lake Washington on the west with Peter Kirk Park and the Parkplace shopping center (Area A) on the east. Enhancement and improved definition of this pedestrian corridor would help link Parkplace with the rest of the Downtown shopping district.

Chapter 3.3, *Aesthetics* provides more detail on the City’s design guidelines.

Circulation

The circulation section of the Moss Bay Neighborhood Plan addresses pedestrian and vehicular circulation and parking. Automobiles and public transit are the modes of transportation that bring people to and from Downtown; however, pedestrian circulation is considered equally important as vehicular circulation in this area.

In the vicinity of Areas A and C, the Moss Bay Neighborhood Plan recommends that 6th Street be developed to accommodate additional vehicles as an alternate north–south route which may divert automobile traffic away from Lake Street and Lake Washington Boulevard.

With respect to parking, the Moss Bay Neighborhood Plan encourages private projects with a substantial amount of surplus parking stalls to locate these parking stalls in the core frame area of Downtown. This section also identifies opportunities for public parking and methods of using off-site or shared parking.

Planned Area 5 (PLA 5) (Including Areas B and C)

PLA 5 is located outside the perimeter of Downtown and contains both Areas B and C. This planned area is further divided into subareas noted below. Office uses are permitted in PLA 5 and conditions and land uses in this area are described as high-density residential.

Due to topographic conditions and circulation patterns, land in PLA 5 is relatively secluded. The area has been designated for high-density residential and office because of the ability to buffer such high-density uses from other uses in the area.

PLA 5B (Including Area C)

The PLA 5B includes Area C. This subarea is generally located east of 6th Street, south of 4th Avenue, and north of Kirkland Way. The Moss Bay Neighborhood Plan indicates the following key points for this subarea:

- Ease of access and proximity to Downtown make this area appropriate for both office and multifamily uses at a density of up to 24 dwelling units per acre.
- New development in this area should minimize access points directly on to 6th Street. Access to offices, however, should be provided exclusively from 6th Street or 4th Avenue.
- Structures should be limited to 3 stories in height. Greater height limitations and larger setbacks and limitations on horizontal dimensions should be required adjacent to single-family dwellings in Subarea A.

PLA 5D (Including Area B)

The PLA 5D contains Area B within its boundaries. This subarea is generally located west of the Burlington Northern Santa Fe Railroad tracks, north of 2nd Avenue and south of the NE 85th Street right-of-way. A summary of what the Moss Bay Neighborhood Plan states the following about this subarea:

Future development in the PLA 5D should, under current zoning, be multifamily residential at a density of up to 24 dwelling units per acre. However, to minimize impacts on future development or redevelopment of single-family uses in PLA 5A located to the south, height limitations, large setbacks, and limitation of horizontal dimensions should be required where this development is adjacent to single-family homes.

PLA 5C (Located between Areas B and C)

Areas B and C would become part of the PLA 5C as part of the Comprehensive Plan and Zoning Map amendments. This subarea is generally located south of the NE 85th Street right-of-way, east of 6th Street, and north of 4th Avenue. A summary of the Moss Bay Neighborhood Plan narrative regarding this subarea is contained below.

This subarea contains the U.S. Post Office facility serving the City and surrounding area. Remaining land should develop as professional office or multifamily residential at a density of up to 24 dwelling units per acre. Structures up to 5 or 6 stories in height are appropriate here as the adjacent steep hillside limits potential view obstruction from tall buildings. At the same time, taller than normal structures could take advantage of views to the west while maintaining greater open area on site and enhancing the greenbelt spine. Similar setback requirements and height limitations would be required as discussed in PLA 5B and PLA 5D for uses adjacent to single-family dwellings located in PLA 5A to the south.

Everest Neighborhood Plan

Major views are discussed in the Everest Neighborhood Plan. One of the two major views is located at the intersection of NE 85th Street and Kirkland Way. This neighborhood plan states that “...*this location presents a sweeping territorial view of Lake Washington, Seattle, the Olympic Mountains, and Downtown Kirkland.*” This view is analyzed in detail in Section 3.3, *Aesthetics*.

3.2.2. Impacts

Impacts Common to All Alternatives

State and Regional Policies

The Proposed Action and No Action alternatives are both consistent with state GMA goals and the King County Countywide Planning Policies that provide the framework for planning in the City. Redevelopment under both alternatives would provide more concentrated development of office and commercial uses in the urban areas where public services are available; produce economic growth and development in an urban activity area; and allow development in an area well served by public transportation and nonmotorized transportation networks, allowing for multimodal transportation to the redeveloped employment area.

Under the Proposed Action and No Action alternative, the analysis area is anticipated to experience growth and redevelopment that will add a large number of new jobs in the City, particularly in the analysis area. Job growth due to redevelopment under either alternative is expected to help the City exceed its 2001–2022 employment target of 8,800 jobs expressed in the King County Countywide Planning Policies. However, jurisdictions are only required to show that they can meet the employment targets in the countywide planning policies. The targets are not intended to act as a limitation on development potential.

Proposed Action

The Proposed Action would create a new zoning designation for Area A in order to achieve the taller buildings (including some of the tallest buildings in Downtown), smaller setbacks to Peter Kirk Park and abutting streets, and greater lot coverage than currently allowed by existing CBD 5 zoning. In addition, the Proposed Action would change the Comprehensive Plan designation for Area B from high density residential (HDR) to Office/Multifamily (O/MF) and change the zoning designation for Area B from PLA 5B to PLA 5C. The Proposed Action would amend the zoning designation for Area C from PLA 5D to PLA 5C. The Proposed Action would also include amendments to zoning regulations for the PLA 5C zone to eliminate setbacks and height restrictions when adjacent to single-family uses and remove the minimum lot size to achieve 6-story/60-foot maximum building height in the zone. The Proposed Action will also provide more square footage of office and commercial redevelopment than the No Action alternative, and consequently, a larger number of jobs.

City of Kirkland Comprehensive Plan

The Proposed Action is generally consistent with the City’s vision for Downtown. The concentration of employment and shopping provided by the Proposed Action is consistent with the City’s policy direction of providing employment and commercial services that would add to the economic vitality of Downtown. Addition of employment in the planned action areas will also be in proximity to some of the highest level of transit service in the City. However, the addition of some of the tallest buildings in Downtown will make achieving a human scale environment more challenging, particularly for Area A, where buildings of up to 8 stories are anticipated.

The Proposed Action is consistent with a number of the City’s Comprehensive Plan goals and policies. The proposal to add an approximate 1.1 million square feet of office space and 5,239 office jobs in Downtown will help the City create more of a complete community that provides more opportunities for residents to work in the City, meeting Land Use Goals LU-1 and LU-6, and Policies LU-5.3 and LU-6.2.

The Proposed Action is consistent with City economic development goals and policies, and thus will foster a strong and diverse economy by adding a significant number of office and commercial jobs in a concentrated area, consistent with Goal ED-1. The additional office space will allow growing businesses in the City a place to relocate once they outgrow their existing office space, maintaining consistency with Policy ED-1.1. This increase in office space and jobs will also help the City maintain a strong job and wage base (Policies ED-1.2). The Proposed Action, by adding a substantial amount of office to this part of Downtown, will strengthen Downtown's role as an employment center and help strengthen its economic success by providing a concentrated number of new customers for Downtown businesses, consistent with Goal ED-3. The redevelopment of the three planned action areas will encourage infill of existing commercial areas, and the redevelopment in Area A with both office and commercial uses provides mixed-use development consistent with Policy ED-3.5.

The Proposed Action addresses the City's Framework Goals related to parks, recreation, and open space; capital facilities; public services; and transportation in the following ways:

- With mitigation measures identified in Section 3.5, *Public Services*, the City would be able to maintain Peter Kirk Park and expand amenities such as benches and pathways and recreation programs used by the new employees in the planned action area who use the park. Therefore, the Proposed Action is consistent with Framework Goal FG-11.
- Based on the analysis contained in Section 3.5, *Public Services* and Section 3.6, *Utilities* of this DEIS, the additional employees and customers anticipated in the three planned action areas of the Proposed Action will increase demands on city facilities and services in the area. However, with mitigations outlined in the Section 3.5, *Public Services* and Section 3.6, *Utilities*, the City will be able to maintain existing adopted levels of service consistent with Framework Goal FG-13.
- Based upon the analysis contained in Section 3.4, *Transportation* of this DEIS, the Proposed Action would create a concentration of employment that would support transit and other modes of transportation. With mitigation measures identified, including shared parking and Transportation Demand Management (TDM) measures, the Proposed Action would support a transportation system which allows the mobility of people by providing a variety of transportation options.

Moss Bay Neighborhood Plan

The Proposed Action is consistent with a number of the Moss Bay Neighborhood Plan's goals and policies. Specifically, the Proposed Action is consistent with the plan's Vision Statement in that it attracts economic development that emphasizes diversity by combining a mixture of office and commercial space in Area A. The Proposed Action for Area A is also consistent with the East Core Frame policy and narrative in that this alternative provides a large, intensively developed mixed-use project that emphasizes office redevelopment in the area of the East Core Frame between Central Way and Kirkland Way. The Proposed Action's development of office in Areas B and C is consistent with the PLA 5 policy statement which says that, high density residential and office uses are permitted in PLA 5. More details on how the Proposed Action redevelopment of Area A meets design policies and guidance contained in the Moss Bay Neighborhood Plan, including an analysis of views, is contained in Section 3.3, *Aesthetics*.

There are, however, some inconsistencies noted between the Moss Bay Neighborhood Plan and the Proposed Action. Area A redevelopment under the Proposed Action is inconsistent with the urban design component of the Downtown portion of the Moss Bay Neighborhood Plan. The Design District 5 policy states that building heights of 2 to 5 stories are appropriate in this design district; the Proposed Action for Area A contemplates building heights as tall as 8 stories in this design district. Therefore, the Proposed Action would require a Comprehensive Plan amendment to that policy in the Moss Bay Neighborhood Plan.

The redevelopment of Area B as an office development is inconsistent with the existing Comprehensive Plan land use designation of HDR applied to the PLA 5D Subarea of the Moss Bay Neighborhood Plan. The Moss Bay Neighborhood Plan states that future development in this subarea should be multifamily residential at a density of up to 24 dwelling units per acre. The Proposed Action would place Area B in the PLA 5C Subarea. This change would require a Comprehensive Plan land use map amendment to be implemented. Area B does share the following characteristics of the PLA 5C Subarea as described in the Moss Bay Neighborhood Plan: current land use is characterized as office development rather than multifamily; and the property has an adjacent steep hillside to the north that would mitigate additional height on that side, similar to other properties developed in office uses in the PLA 5C Subarea.

The redevelopment of Area C into more intense office development is consistent with the existing O/MF Comprehensive Plan designation on the subject parcels. The Moss Bay Neighborhood Plan's narrative on where access to office buildings should occur is consistent with plans for Area C. The Moss Bay Neighborhood Plan states that access to office in the PLA 5B Subarea should be taken from 6th Street or 4th Avenue. However, the additional height requested for Area C is inconsistent with the

description of PLA 5B Subarea contained in the Moss Bay Neighborhood Plan, which states that structure heights should be limited to 3 stories. Although Area C is not as close to the steep hill to the north of the PLA 5C Subarea, existing buildings to the north and west of Area C are 5 to 6 stories in height.

No Action

Under the No Action alternative, redevelopment could occur in two of the three planned action areas under existing Comprehensive Plan and zoning land use designations. This alternative still provides an increase in office and commercial square footage in Area A, and an increase in office square footage in Area C. As a nonconforming office use in the PLA 5D zone that emphasizes multifamily, Area B is not expected to redevelop under the No Action alternative.

City of Kirkland Comprehensive Plan

The No Action alternative would still add approximately 2,340 new jobs in an additional 534,200 square feet of office and an additional 66,000 square feet of commercial that contribute to the economic vitality of the City and Downtown, meeting the City's vision for its downtown. In addition, shorter building heights than those anticipated in the Proposed Action will make human scale development more achievable and consistent with the City's Vision Statement for its downtown. The No Action alternative complies with the City's Comprehensive Plan policies with regard to making the City a complete community with in-city employment opportunities for residents. The No Action alternative, however, does not provide as much employment opportunity as the Proposed Action.

Similarly, the No Action alternative provides additional economic development in two of the three planned action areas. However, there is a lesser degree of economic growth expected under the No Action alternative in comparison to the Proposed Action. Area B is not expected to provide any additional economic development or growth opportunities since it will not redevelop under the No Action alternative.

The No Action alternative meets the City's Framework Goals related to transportation; parks, recreation, and open space; capital facilities; and public services in the following ways:

- Additional employees and customers in the planned action areas, particularly in Area A, will increase demand for facilities and services at Peter Kirk Park. However, with recreation service fees and property taxes collected through redevelopment in Areas A and C, the City would be able to maintain Peter Kirk Park and recreation programs. Therefore, the No Action alternative is consistent with Framework Goal FG-11.

- Based on the analysis contained in Section 3.5, *Public Services* and Section 3.6, *Utilities*, of this DEIS, the additional employees and customers anticipated in the No Action alternative in two of the three planned action areas will increase demands on city facilities and services in the area. However, with mitigations outlined in the *Public Services* and *Utilities* sections, the City will be able to maintain existing adopted levels of service consistent with Framework Goal FG-13.
- Based on the analysis contained in Section 3.4, *Transportation*, the No Action alternative will add to the concentration of employees in proximity to the Kirkland Transit Center, thus helping facilitate a transportation system which allows the mobility of people and goods.

Moss Bay Neighborhood Plan

The No Action alternative would be consistent with the vision and policies in the Moss Bay Neighborhood Plan. Vision Statement

The narrative associated with East Core Frame policies states that Area A (Parkplace) "...provides the best opportunities in the Downtown for a vital employment base..." (City of Kirkland 2004, p XV-D.8). Although Area A would redevelop in a large, intensively developed mixed-use project, it would be a smaller scale redevelopment under the No Action alternative than anticipated in the Proposed Action. Under the No Action alternative, redevelopment of Area A, within Design District 5, would comply with the policy statement that building heights of 2 to 5 stories are appropriate in this design district. More details on how the redevelopment of Area A under the No Action alternative complies with city design guidelines and view policies is contained in Section 3.3, *Aesthetics*.

There is no redevelopment anticipated for Area B located in the PLA 5D Subarea. Any new development in this subarea is anticipated to be multifamily development. The existing land use of office in Area B is not consistent with the land uses allowed in the HDR Comprehensive Plan designation or the PLA 5D zoning designation. However, the existing land use is a legally existing nonconforming use, and as such, is not expected to redevelop.

Redevelopment of Area C located in the PLA 5B Subarea is expected to be consistent with policies of this subarea, the O/MF Comprehensive Plan designation, and the PLA 5B zone. Building height is not expected to exceed 3 stories, and access to office developments contained in Area C will be made from 6th Street and 4th Avenue.

3.2.3. Mitigation Measures

Incorporated Plan Features

The Proposed Action would include Comprehensive Plan amendments that would do the following:

- Amend the Moss Bay Neighborhood Plan’s text for Design District 5 to allow building heights of 2 to 8 stories rather than 2 to 5 stories. This would allow the taller buildings being considered for Area A redevelopment under the Proposed Action.
- Amend the Comprehensive Plan Land Use Map for Area B from HDR to O/MF.
- These Comprehensive Plan amendments would create Comprehensive Plan land use map and text consistency.

The Proposed Action would include Zoning Map amendments that would do the following:

- Create a new zoning designation called CBD 5A for purposes of this DEIS and apply that new designation to Area A.
- Amend the Zoning Map from PLA 5D to PLA 5C for Area B.
- Amend the Zoning Map from PLA 5B to PLA 5C for Area C.
- These Zoning Map amendments would create consistency between the City’s Comprehensive Plan and zoning.
- The Proposed Action would include Zoning Code text amendments that would do the following:
 - Create a new zoning designation called CBD 5A that has the following basic zoning features and will:
 - Allow the same or similar land uses as allowed under CBD 5.
 - Allow for building heights of a maximum of 8 stories in height.
 - Reduce or eliminate setbacks from Central Way, 6th Street, and Peter Kirk Park.
 - Increase lot coverage over the maximum amount allowed under the CBD 5 zone.
- Amend the PLA 5C Zoning Code text to:

- Eliminate the minimum lot-size requirement for buildings to reach the maximum height of the lower of 6 stories or 60 feet above average building elevation; and
 - Eliminate the PLA 5C general regulation #2 which limits the height or horizontal length of any façade of a structure within 100 feet of an adjoining, low-density use in the PLA 5A zone.
- Area A of the Proposed Action would continue to need to comply with the City's design guidelines.

Applicable Regulations and Commitments

Redevelopment considered for Area A would need to comply with City design guidelines, the design guidance contained in the Moss Bay Neighborhood Plan's Design District 5, and/or new design guidelines established by the planned action ordinance.

The Moss Bay Neighborhood Plan also includes the following additional plan features that could be considered in development of Area A:

- The development of Area A occurs adjacent to a public view from the eastern gateway to Downtown at Central Way and 6th Street identified in the Moss Bay Neighborhood Plan (City of Kirkland 2004, p XV.D-16). If the City decides that this is an important public view, a policy and/or regulation amendment would be necessary to protect this public view.
- Development of Area A could enhance the eastern gateway with an entry sign or some other distinctive structure or landscape feature (City of Kirkland 2004, p XV.D-17).
- Development of Area A could maintain, enhance, and improve the definition of the major east-west pedestrian pathway between Area A and the rest of the Downtown shopping district (City of Kirkland 2004, pp XV.D-7 and XV.D-17).
- Development of Area A could strengthen the visual prominence of Peter Kirk Park and improve pedestrian connections between Area A and the park (City of Kirkland 2004, p XV.D-18).
- Enhancements to the pedestrian and vehicular circulation, and parking as outlined in the Circulation section of the Moss Bay Neighborhood Plan (City of Kirkland 2004, p XV.D-20) could be considered as part of the redevelopment of Area A.

If the City decides that the public view shown in the Everest Neighborhood Plan is important then redevelopment of Areas A, B, and C could be designed to not obstruct

the major territorial view at the intersection of NE 85th Street and Kirkland Way shown in the Everest Neighborhood Plan (City of Kirkland 2004, p XV.D-23).

The PLA 5C Subarea has provisions for greater height limitation and larger setbacks and limitation of horizontal dimensions where potential development is adjacent to single-family dwellings in the neighboring PLA 5A. These restrictions would apply specifically to Area B where it is adjacent to existing single-family uses.

Other Potential Mitigation Measures

Under the Proposed Action, Area A would redevelop under a new zoning designation, called CBD 5A for purposes of this DEIS. However, there are existing regulations in the CBD 5 zone that could be retained or enhanced as mitigation measures under the new CBD 5A zoning regulations:

- Consider limiting heights of buildings and/or setbacks for upper stories of buildings located adjacent to Peter Kirk Park.
- Consider locating pedestrian-oriented activities on façades facing Peter Kirk Park.
- Consider setbacks for upper stories of buildings facing Central Way.

Under the Proposed Action, amendment to the PLA 5C Zoning Code is contemplated to allow for buildings to be closer to existing single-family dwelling units in adjoining multifamily zones and to allow for taller buildings on smaller lots. Therefore, some key features of existing PLA 5C zoning could be retained or enhanced in some form to mitigate effects of redevelopment in Areas B and C. This would require that the following regulations be retained or enhanced in the PLA 5C zone:

- Setbacks for upper stories for buildings to mitigate for taller buildings allowed on smaller lots.
- Setback for upper stories for buildings whose façades face an existing single-family use.
- Landscape buffers in the PLA 5C zone when adjoining low-density uses in the PLA 5A zone.

3.2.4. Significant Unavoidable Adverse Impacts

No significant unavoidable adverse impacts to plans and policies are anticipated. Conflicts with adopted plans and policies require amendments.

3.3. Aesthetics

3.3.1. Affected Environment

Analysis Area

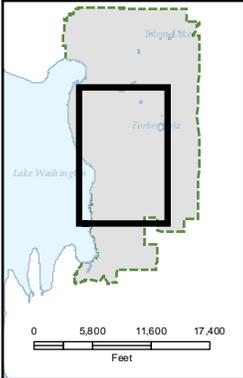
The aesthetics study area is shown in Figure 3.3-1. This study area consists generally of the area between Central Way (NE 85th Street) and Kirkland Way. Kirkland Way crosses NE 85th Street at the northeastern corner of the aesthetics study area and winds its way south forming the study area's eastern and southern boundaries. South of Peter Kirk Park, Kirkland Way merges with Kirkland Avenue, which becomes the southern boundary of the aesthetics study area until it intersects 3rd Street, which forms the western boundary. All three planned action areas are contained in the aesthetics study area.

The Central Way corridor has been defined by the City as a major link to Downtown. As such, those properties fronting the north side of Central Way between 6th Street and 3rd Street are also included in this aesthetics analysis. The proximity of the Downtown core (across 3rd Street from Peter Kirk Park) is also considered.

The intersection of Central Way and 6th Street is identified as a gateway to Downtown and an important public viewpoint to Lake Washington in the Moss Bay Neighborhood Plan. In addition, the Everest Neighborhood Plan identifies the intersection of NE 85th Street and Kirkland Way as an important public viewpoint to Lake Washington. As such, views from both of these intersections are considered under the Views analysis in this section.

Visual Character

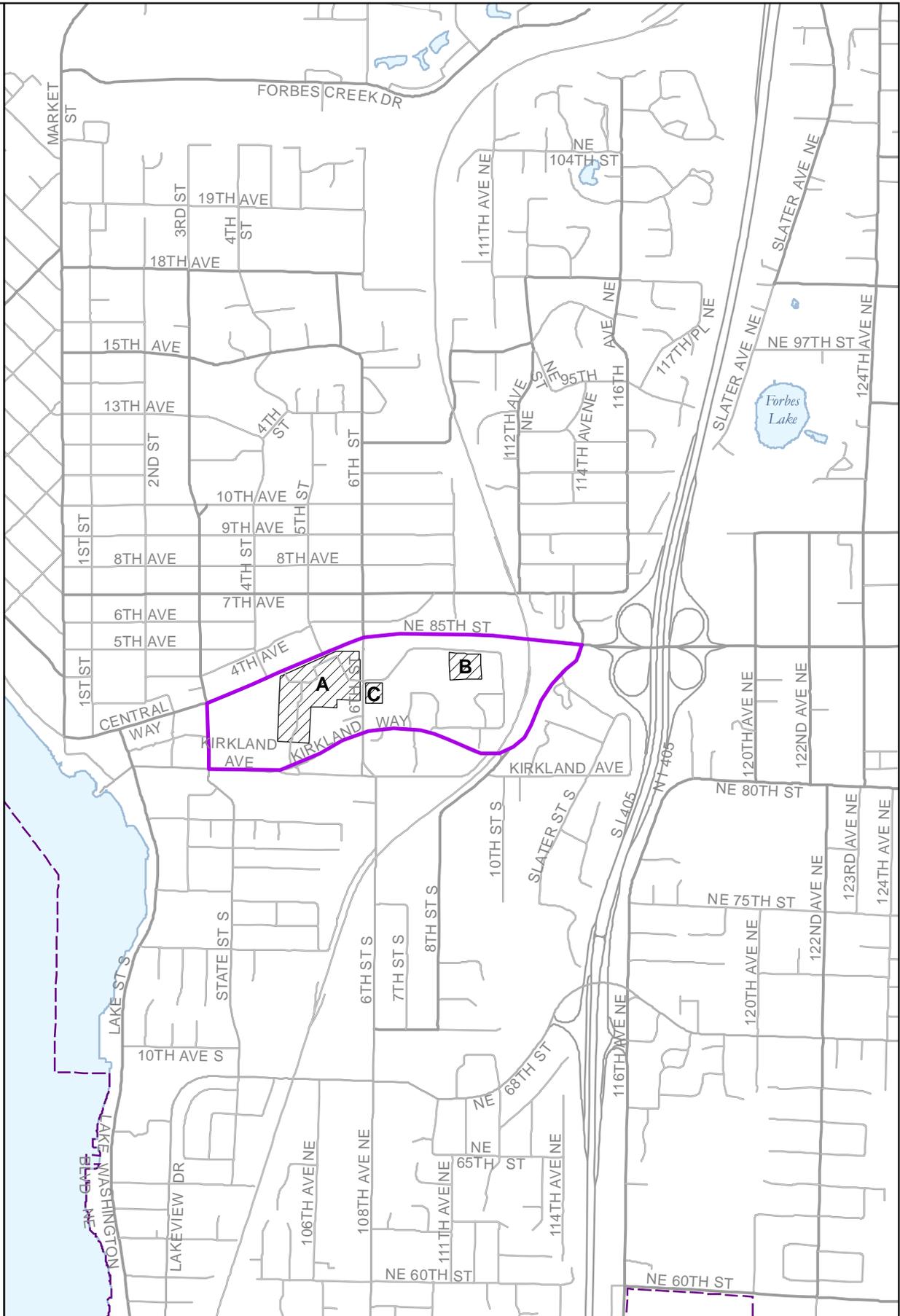
Visual character is the objective identification of the visual features of the landscape. Both natural and artificial landscape features make up the character of an area or view. Geologic, hydrologic, botanical, wildlife, recreational, and urban features all influence visual character. Urban features include those associated with landscape settlements and development, including roads, utilities, structures, earthworks, and the results of other human activities. The visual character of the aesthetics study area varies at different locations and can generally be divided into the following three subareas.



Legend

- Planned Action Areas
- Study Area
- City of Kirkland Boundary
- Lake
- Street Centerline

0 425 850 1,275
Feet



Source: City of Kirkland 2008

Western Subarea

The largest of the three subareas, the western portion of the aesthetics study area includes Area A and Peter Kirk Park and adjacent development to the south and those properties on the north side of Central Way between 6th and 3rd Streets.

The north side of Central Way appears to be an area in transition. Near the intersection with 6th Street, development is recently constructed and pedestrian friendly. Buildings are constructed close to the street and pedestrian amenities, such as street trees, benches, awnings, and human-scaled signage are abundant. Moving southwest along Central Way, the pedestrian environment steadily declines, as older, more auto-oriented development becomes prevalent. Well-marked crosswalks are available at regular intervals, but sidewalk interruptions for parking entrances are increasingly common, and buildings are set back farther from the street. Several gas stations and fast-food restaurants occupy lots directly across Central Way from Peter Kirk Park. Beyond the intersection of Central Way and 3rd Street, a walkable pedestrian environment returns, providing access to Downtown.

Peter Kirk Park serves as a focal point and visual landmark in the aesthetics study area. Though most vegetation consists of grass, a row of tall trees along Central Way screens the baseball field from passing traffic. In addition to the baseball field, open space, a playground, and a system of trails provide non-vehicular access to adjoining businesses on the south and east, integrating the park with the surrounding development.

Kirkland Parkplace, along with Peter Kirk Park, dominates the western subarea. In contrast to the pedestrian-oriented environment along the northeastern portion of Central Way or to the west of 3rd Street, existing development in Area A is suburban in character. Buildings are set far back from the streets, and the intervening space is devoted almost exclusively to parking. Landscaping along Central Way and 6th Street serves to screen the interior parking areas from passersby, and the area is internally focused and separated from the street. Pedestrian access to Area A is available at parking entrances, along the western edge of the property, adjacent to the park, and through a stairway from an adjacent office building on the southeastern edge of Area A. This latter pedestrian access implements a pedestrian access shown in the Moss Bay Neighborhood Plan.

Eastern Subarea

The eastern portion of the study area contains Area B and the surrounding development. Consisting generally of the post office and everything south and east, this subarea is characterized primarily by its relative isolation from the rest of the other planned action areas. With the exception of the post office and the office

buildings in Area B, development in this subarea consists primarily of multifamily residential buildings. This subarea is the most heavily vegetated of the three, and due to a sharp grade change, is screened from NE 85th Street, resulting in a quiet, secluded atmosphere. Sidewalks are present, but not continuous, and few other pedestrian amenities are provided.

Central Subarea

The central portion of the aesthetics study area contains Area C and consists of the properties between the Eastern Subarea and 6th Street. Development in this subarea primarily consists of small, low-rise office buildings, showing greater density than the Eastern Subarea. Sidewalks are more extensive, and signalized intersections have pedestrian crosswalks. Several of the properties in this subarea have extensive landscaping to screen parking areas or provide a buffer to the street.

Views

View assessment is conducted by analyzing the visual character (described in the previous section), visual quality, and viewer sensitivity. Visual quality is the assessment of the character and excellence of visual features identified. Visual character can be conveniently grouped under the component features of vividness, intactness, and unity of view, each of which is addressed in more detail below. Viewer sensitivity is the significance of and an individual's sensitivity to views of landscape features.

Regional Character

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

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

Because the study area is within an urbanized area with views to significant natural features, such as Lake Washington, the evaluation of visual quality and viewer response must be framed within this setting. View assessments, being relatively subjective, are expressed in terms of high, moderate, and low. In the context of the overall visual character of the Puget Sound region, the visual character of the study area is relatively moderate.

Visual Quality

Visual quality is evaluated using the approach to visual analysis adopted by the Federal Highway Administration (FHWA). The FHWA method is used in this view assessment because it is characterized by an organized and systematic methodology. The public views being studied, although not related to a highway or roadway project, occur at public intersections with linear corridors and are often aligned with major local streets. The FHWA approach to view assessment employs the concepts of vividness, intactness, and unity (FHWA 1988; Jones et. al. 1975) which are described as follows.

Vividness

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

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

Intactness

Intactness is the visual integrity of the natural and human-built landscape and the extent to which the landscape is free from encroaching elements. Intactness is typically subdivided into two categories: the level of human development and the

degree of visual encroachment. For example, in a predominantly human-built landscape that has strong visual character, an element of added manmade pattern may be considered an encroachment on this landscape if it reduces visual order by subtracting a visual element from the viewshed.

Intactness is measured by the degree to which the human-built features encroach upon the natural landscape and vice versa. A high intactness rating indicates that the integrity of visual order in the viewshed⁴ is intact and free from encroaching features. A medium intactness rating indicates that the natural landscape is moderately impacted by encroaching, human-built features. A low intactness rating indicates that the view is highly altered by human-built features that result in a multitude of displeasing visual elements.

The three planned action areas are highly developed and office, commercial, and residential buildings encroach greatly upon the natural landscape. Visual encroachment in the analysis area also includes a high level of visually displeasing elements such as vehicle traffic, parking lots, lights, and roadway signage. These elements detract from the overall visual order of the built environment of Downtown. Therefore, intactness in the study area is considered to be moderate to low.

Unity

Unity is the visual coherence and compositional harmony of the landscape considered as a whole. Unity frequently attests to the careful design of individual components in the landscape. Unity is not meant to imply a repetitious or ‘cookie-cutter’ approach to human-built or natural features. Instead, overall unity is dependent on the degree to which all visual elements combine to form a coherent, harmonious visual pattern.

In a predominantly human-built environment, the inclusion of natural elements is an important consideration for unity between human-built and natural elements. Human-built environments with no visual relation to natural landform or land cover patterns lack this element of unity. In other human-built environments, human-built and natural patterns may reinforce each other and result in high visual unity.

A high unity rating indicates that human-built features, where present, blend harmoniously with the natural environment. Colors and materials are used that give a natural feel to human-built structures. A medium unity rating indicates that the human-built elements use colors and textures that allow the elements to blend moderately into the natural environment. A low unity rating indicates that the

⁴ A viewshed is defined as all of the surface area visible from a particular location, e.g., an overlook, or sequence of locations, e.g., a roadway or trail (FHWA 1988).

human-built or modified elements contrast markedly and have no visual relation to the natural environment.

In the study area, the level of unity varies with the viewpoint. Generally, for unobstructed views to the west, the unity is considered moderate or higher, since what the viewer sees may appear to be a homogenous downtown waterfront environment. However, in most views from adjacent roadways and properties, there is not a significant amount of harmony in the existing landscape. Buildings are often not painted in colors complementary to the surrounding environment and materials vary greatly in texture and appearance. Thus, unity in the obstructed or uphill views is considered to be low.

Summary of Existing Visual Quality

Visual quality was evaluated based on the relative degree of vividness, intactness, and unity, as modified by viewer sensitivity, as described in the following section. High quality views are highly vivid, relatively intact, and exhibit a high degree of visual unity. Low quality views lack vividness, are not visually intact, and possess a low degree of visual unity.

The visual quality in the study area is moderate to high in vividness, moderately low in intactness, and moderately low in unity. The overall moderate visual quality is mainly due to visual obstructions caused by the built environment and a steady flow of vehicular traffic, combined with the presence of scenic vistas and a unique downtown waterfront environment.

Viewer Sensitivity

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

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

The importance of a view is related in part to the position of the viewer to the resource. Therefore, visibility and visual dominance of landscape elements depend on their placement within the viewshed. To identify the importance of views of a resource, a viewshed is broken into distance zones of foreground, middle ground, and background. Generally, the closer a resource is to the viewer, the more dominant it is and the greater its importance to the viewer. Although distance zones in viewsheds may vary between different geographic region or types of terrain, the standard foreground zone is 0.4 to 0.8 kilometer (0.25 to 0.5 mile) from the viewer; the middle ground zone from the foreground zone is 4.8 to 8 kilometers (3 to 5 miles) from the viewer; and the background zone from the middle ground is to infinity (USFS 1974).

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

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

Seasonal Variance

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

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

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

Light and Glare

Ambient light and glare are produced from a number of different sources, including exterior building illumination, automobile headlights, and street lamps.

Central Way is the portion of the study area likely to generate the most light and glare, due to high levels of automobile traffic and the presence of many commercial properties, including gas stations and fast-food restaurants, which are often open until late in the evening. When in use during evening hours, lighting at the baseball field at Peter Kirk Park substantially adds to ambient light conditions near the intersection of Central Way and 3rd Street.

Lighting and glare conditions in the remainder of the study area are moderate by comparison. Many office buildings do not have staff present after business hours, and residences typically produce less ambient light than commercial areas.

Shading Conditions

A shade and shadow analysis was performed for each of the three planned action areas to establish existing conditions and to evaluate the potential effects on surrounding properties. Digital mass models of the existing and proposed development were created using Google SketchUp Pro. Sun angles and shadows were calculated for morning, noon, and evening hours on both the summer and winter solstices. A discussion of shade and shadow conditions for each of the three planned action areas is provided below.

Area A

Current development in Area A consists of low- and mid-rise commercial buildings of 1 to 5 stories. Setbacks from the property line are generous along Central Way and 6th Street. The existing QFC building is located at approximately the minimum setback distance (10 feet) from the edge of the property adjacent to Peter Kirk Park. Most of the structures in Area A are in the range of 25 to 45 feet high, and cast relatively short shadows throughout most of the year. The tallest structure in the area, at approximately 88 feet, casts a much longer shadow, but it is located near the interior of the property. Existing development does not cause substantial shading of any surrounding properties during either summer or winter months.

Area B

Current development in Area B consists of a trio of low-rise office buildings of 2 stories, with side and rear property line setbacks of 20 feet. Shading of off-site areas is greatest during winter afternoon hours, as shadows are cast on the condominium

buildings immediately to the east of the property. However, these neighboring buildings are taller than the current Area B development, so only the lower levels are in shadow during these times. In addition, the surrounding residential areas contain large numbers of mature trees. This abundance of vegetation and Area B's proximity to buildings contributes to existing shading conditions in the area.

Area C

Current development in Area C consists of three low-rise buildings with a maximum height of slightly more than 22 feet. Given the low height of these buildings, little shading occurs during summer months. During winter, the two northern buildings contribute to street shading (4th Avenue) in the morning and evening hours. This shading is relatively minor, and winter shadows from taller buildings to the northeast and southwest cover most of the area during morning and evening hours.

Regulatory Overview

City of Kirkland Comprehensive Plan

The three planned action areas are located in the Moss Bay neighborhood, as defined in the City of Kirkland Comprehensive Plan. Area A is included in the Downtown area, while Areas B and C are considered part of the perimeter areas.

Area A is located in a section of Downtown named the East Core Frame. The Moss Bay Neighborhood Plan indicates that development in the East Core Frame should focus on large, high-intensity, mixed-use projects. The Moss Bay Neighborhood Plan identifies Area A as being located in Design District 5. Special emphasis is to be given to preserving a sense of openness, and urban design in Area A should focus on compatibility with, and forming connections to, adjacent Peter Kirk Park.

The Moss Bay Neighborhood Plan also discusses existing urban design features in the core area. Central Way and 6th Street are both designated as pedestrian paths, and their intersection is considered one of several gateways into Downtown. The Moss Bay Neighborhood Plan supports enhancement of pedestrian paths and gateway areas to maintain a positive image for the City, as visitors often form opinions about cities based on their first impressions from features such as these.

Areas B and C are located in the perimeter areas of Downtown. These areas are designated for office and high-density multifamily residential uses. The Moss Bay Neighborhood Plan does not emphasize the aesthetic character of these areas as heavily as it does for Downtown, but height and setback restrictions are in place where new development would abut an existing single family home.

View Policies

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

Policy CC-4: 5 Protect public scenic views and view corridors.

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

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

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

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

- **Public Views.** This section identifies key territorial and local views in Downtown, and particularly identifies the eastern gateway view (to the southwest) where Central Way intersects 6th Street.
- **Gateways.** This section identifies gateways into Downtown as a distinct sense of entry and that the topographic change functions as a visual entry.

The Everest Neighborhood chapter contains the following view related section:

- **Open space value of streets** is to be recognized. This section identifies local and territorial views associated with public roadways serve as a valuable visual resource and that these view corridors should be identified, enhanced and preserved. This section identifies as a major view (to the southwest) at the intersection of NE 85th Street and Kirkland Way.

Design Review

Design guidelines in the City of Kirkland are applicable only to developments located within a design district, such as Area A. Areas B and C are not located within a design district. Chapter 142 of the Kirkland Municipal Code identifies those development activities subject to design review by the City. For projects located within a design district, new buildings greater than 1 story in height or more than 10,000 square feet in gross floor area, substantial building expansions, and alterations of buildings in designated historic districts are subject to review by the City's Design

Review Board. City planning staff members also conduct an administrative design review for those projects not required to appear before the Design Review Board.

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

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

3.3.2. Impacts on Visual Character

No specific designs for development under either the Proposed Action or No Action alternative have been proposed and are therefore not studied in this Draft Environmental Impact Statement (EIS). The City is considering different design options, but has not reached a final decision. Therefore, this analysis does not assume a specific design approach, instead using maximum building envelope allowed under the Proposed Action and No Action conditions. The three private amendment requests under the Proposed Action are for commercial uses per Chapter 2, *Description of Alternatives*. The No Action alternative allows for commercial uses except for current zoning allowance for Area B. For purposes of this analysis, Area B is assumed to redevelop as a multifamily residential use under the No Action alternative, as this would allow the greatest building height and area coverage under existing zoning.

Impacts Common to All Alternatives

Under both the Proposed Action and No Action alternative total office and commercial square footage in the analysis area would significantly increase, and both alternatives are likely to result in development of larger buildings than currently exist in each area, as well as greater area coverage. This increased coverage will make buildings more visually prominent in all three of the planned action areas. This increased visual mass could create a more intensive character along street frontages and may affect pedestrian comfort levels.

The application of design standards would be necessary under both alternatives to minimize conflicts of scale and ensure that new development is sensitive to the streetscape and surrounding development.

Proposed Action

The Proposed Action would allow increases in building heights and square footages over existing conditions in all three planned action areas. Smaller setbacks would also be allowed in Areas A and C, and a setback requirement for parcels adjoining the Planned Area 5A (PLA 5A) zone would be removed from Area B.

Area A

The Proposed Action would allow for an increase of over 1.5 million square feet of office and retail space over present conditions and an increase in allowed building height from 3 to 5 stories to 4 to 8 stories. Setbacks along Central Way, 6th Street, and Peter Kirk Park would also be eliminated. This reduction in setbacks further increases the visual prominence of these buildings and links them to the street and its associated pedestrian traffic. The increased building height, in excess of that allowed under the No Action alternative, would further intensify the visual prominence of buildings in the area and may affect the comfort of pedestrians, dependent upon application of design guidelines. However, a more intensive style of development is already present on the north side of Central Way, near the 6th Street intersection and along both sides of 6th Street between Central Way and Kirkland Way.

Under the Proposed Action, height restrictions on buildings within 100 feet of Peter Kirk Park would also be raised above the current limit of 3 stories. The park is a major visual landmark for this part of the City, and the increased visual bulk could adversely affect the park and reduce the impression of openness that currently exists. The application of design guidelines would be necessary to minimize conflicts of scale and ensure that new development is sensitive to the streetscape, park, and surrounding development.

Area B

The Proposed Action would allow an increase of 111,300 square feet of office and office and residential mixed-use space over present conditions, including an increase in allowed height from 40 feet above average building elevation to the lower of 6 stories or 60 feet above average building elevation. Setbacks adjoining low-density residential uses to the southwest would also be reduced to be consistent with the other parts of the area.

While overall building square footage would increase through greater allowed building height, area coverage would actually decrease relative to existing conditions under the Proposed Action, leaving more open space in the northeast corner of the property and a greater setback along 5th Avenue. As current development consists of office buildings, new construction under the Proposed Action would not be dissimilar in character, and visual impacts on surrounding properties could be minimized if requirements for upper-story stepbacks are implemented.

The Proposed Action does have the potential to impact low-density uses to the southwest through the removal of the PLA 5A setback. The Moss Bay Neighborhood Plan calls for the protection of existing single family homes in that area, but PLA 5A is designated for high-density residential uses, and these single family uses are anticipated to eventually redevelop at higher densities.

Area C

The Proposed Action would allow an increase of 93,800 square feet of office space, including an increase in allowed height from 30 feet above average building elevation to the lower of 6 stories or 60 feet above average building elevation in Area C. Allowed lot coverage would also increase substantially over existing conditions, though required setbacks from 6th Street would remain unchanged. The increased height and footprint allowed in the area would greatly increase the area's visual prominence from 6th Street and could potentially adversely affect the pedestrian environment if conflicts of scale are not addressed in building design.

While developing Area C to its full potential under the proposed regulations would result in a structure larger than what currently exists on adjacent parcels, a single building of similar height and mass already exists immediately north of the area, across 4th Avenue.

No Action

The No Action alternative would not result in any change to existing land use designations or zoning, so no changes to building height, area coverage, or setbacks would take place relative to current regulations. However, Areas A and C are not

currently developed to the maximum limit of existing building regulations. As such, the No Action alternative may represent increases in building height or area coverage over existing conditions.

In Area B, the No Action alternative assumes that the area would be redeveloped for multifamily residential use, as this represents the largest impact from redevelopment allowed under current land use designations and zoning.

Area A

Development under the No Action alternative is anticipated to result in an increase of 534,200 square feet of office and 66,000 of commercial space over existing conditions. No changes to height limits or setbacks would occur, so with redevelopment, lot coverage is expected to increase. As mentioned in the discussion of impacts under the Proposed Action, a more intensive style of development is already present at the intersection of 6th Street and Central Way, so greater lot coverage at this area would not be out of character. The application of design guidelines would be necessary to ensure that new development is sensitive to the streetscape and compatible with surrounding development.

Area B

The No Action alternative assumes that the existing office uses would redevelop as multifamily residential. This conversion would improve visual character in Area B by making the area more visually compatible with the residential uses located to the east and south. Building height in this area is anticipated to increase from 2-story office buildings to the lower of 4-story or 40 foot tall residential buildings under the No Action alternative.

Area C

Under the No Action alternative, building heights and area coverage would increase over existing conditions. An additional 18,000 square feet of office space would be allowed over existing conditions. Lot coverage would also increase, though setbacks from 6th Street would remain unchanged. Similar to the Proposed Action, the increased visual prominence could potentially degrade the pedestrian environment. However, area coverage and height would be consistent with surrounding properties.

3.3.3. Impacts on Views

Impacts Common to All Alternatives

Local Views and East Territorial Views

Territorial views along Market Street, Kirkland Way, and the waterfront, as well as local views along 3rd Street, Kirkland Avenue, and State Street do not look directly toward development in the analysis area (City of Kirkland 2004). Views of this development are peripheral and mostly screened by existing buildings and vegetation. Thus, no impacts on these uphill views are expected under the Proposed Action and No Action alternative.

Recreational Users

Users of the sports field, pool, and other facilities at Peter Kirk Park would have foreground views of new development. Recreational users participating in sports and spectators would likely be primarily focused on playing or watching the activities occurring at the sports venues and would therefore have only moderate visual sensitivity. However, recreational users going to the park for a picnic or to relax on a park bench may be more visually sensitive to their surroundings.

The new development associated with Area A the Proposed Action and No Action alternative would be higher and/or more expansive than existing development, so it would tend to encroach more into the visual environment. However, views from Peter Kirk Park toward the new development are uphill to the east. Neighboring existing office and residential buildings comprise a horizontal band of built features along the hillside and background views are blocked due to the topography; thus views in this direction are relatively low to moderate in visual quality. Additionally, traffic and roadway elements along Central Way tend to create a view with low intactness. Therefore, the Proposed Action and No Action alternative would change the existing visual foreground through the addition of larger buildings. Although views are expected to change, they are not expected to be significantly affected.

Nearby Residents and Business Occupants

The view of the analysis area by nearby residents and business occupants is typically filtered by buildings and vegetation in the foreground, as the area is highly developed and there are numerous existing large commercial/office buildings adjacent to the analysis area. Additionally, Policy CC-4.5 of the City's Comprehensive Plan indicates that private views are not protected.

Motorists along Local Roadways

One of the largest viewer groups in the analysis area comprises motorists traveling along local roadways. Motorists who travel the roadway generally possess low visual sensitivity to their surroundings and their attention is typically not focused on the passing views. At standard roadway speeds, views are of short duration and motorists are fleetingly aware of surrounding traffic, road signs, their immediate surroundings within the automobile, and other visual features.

The overall visual character of the roadway and surrounding area will be consistent with the visual character under existing conditions from the perspective of motorists, as urban development flanking the roadway is already the dominant feature.

However, motorists are one of the most impacted viewer groups affected by the changes to View Corridor 1 looking southwest towards Downtown and Lake Washington from the intersection of Central Way and 6th Street. The larger visual mass of buildings under both alternatives is expected to block views to portions of the sky visible to the southwest from this intersection.

Temporary Visual Changes Due to Construction

Construction under the Proposed Action and No Action alternative will create temporary changes in views of the analysis area. Construction activities will introduce heavy equipment into the surrounding public roadways, and residential and commercial properties. Safety and directional signage will also be a visible element. Viewer groups in the analysis area and vicinity may not be accustomed to seeing construction activities and equipment; their sensitivity to such impacts will be expected to be moderate.

Since these activities are short term, temporary impacts to viewers are not expected to be significant.

Proposed Action

Pedestrians and Bicyclists

Pedestrians and bicyclists who will view development associated with the Proposed Action are likely to notice changes to the visual landscape. Since these viewers travel at a slower rate of speed than automobiles, they tend to be more observant of their surrounding environment. As pedestrian and bicycle traffic will occur nearby or adjacent to new development, these viewers are considered to have moderate to high visual sensitivity.

New development will occur closer to the sidewalk and roadway than currently exists, thus encroaching on the visual environment of pedestrians and bicyclists and creating a visual impact. However, the study area is highly urbanized and local roadways and sidewalks are already flanked by large commercial, office, and residential buildings and vehicular traffic is a regular visual component of the analysis area. The effect of the new development on the pedestrian environment would be largely determined by building design. Design standards could be applied to the analysis area in an effort to achieve a pedestrian friendly, human-scale environment. Therefore, with design standards in place, pedestrians and bicyclists should not be significantly affected under the Proposed Action.

Southwest Territorial Views

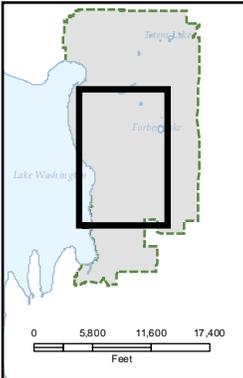
Two territorial views identified in the Comprehensive Plan look directly to the analysis area (Figure 3.3-2): the gateway view to the southwest from the intersection of Central Way and 6th Street (View Corridor 1) and the gateway view to the southwest from the intersection of NE 85th Street and Kirkland Way (View Corridor 2).

View Corridor 1

Viewers from View Corridor 1 consist mainly of motorists traveling westbound along Central Way. This view corridor looks downhill toward Downtown with a sliver of Lake Washington and the horizon visible in the background. The north side of this view corridor is flanked by existing mixed-use development and the south side is flanked by existing buildings and vegetation, both of which tend to tunnel views directly down the roadway corridor. Motorists frequently stop at this signalized intersection at Central Way and 6th Street and thus have an opportunity to experience the scenic view while waiting for the stoplight to change. Viewer sensitivity from this viewpoint is moderately high.

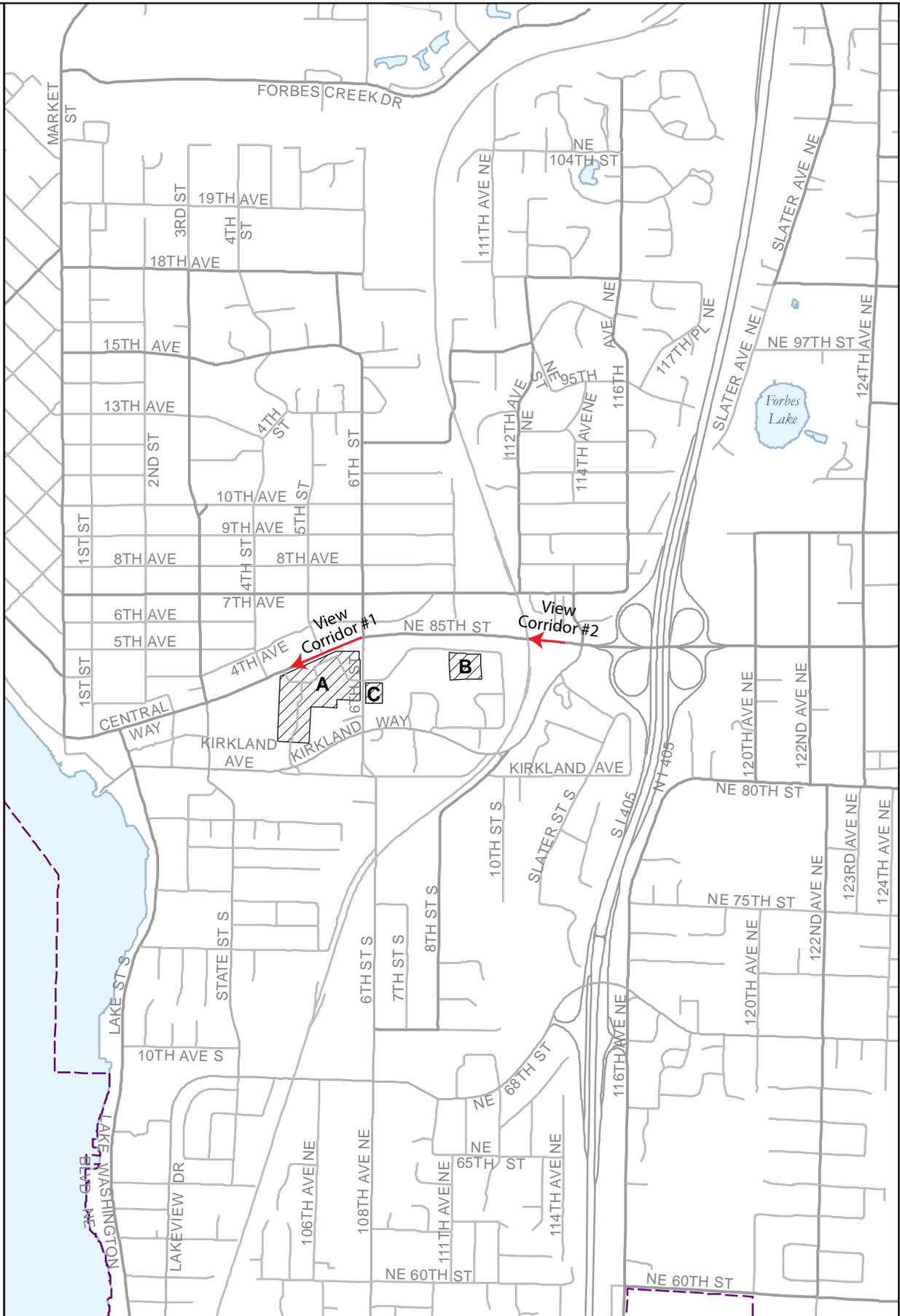
The view has a fairly high vividness due to the topography, vegetative and water elements. The view also has a moderately high harmony as the downhill view to the waterfront makes an aesthetic visual composition. However, the intactness associated with this view is relatively low due to the encroachment of existing development, roadway signage and lighting, and vehicular traffic.

The visual quality associated with this view corridor varies some seasonally; since, during the winter, views are muted and less vivid due to overcast conditions. Also, though visual quality is higher in the summer, views are significantly restricted due to increased vegetation growth on the south side of NE 85th Street and Central Way.



Legend

- Planned Action Areas
- City of Kirkland Boundary
- Lake
- Street Centerline



Source: City of Kirkland 2008

Figure 3.3-2
Aesthetics View Corridors

The Proposed Action would allow for development to encroach further into the periphery of View Corridor 1, acting as an imposing visual element on the south side of the view corridor. Existing buildings and vegetation (even during winter months) screen views of the waterfront and Lake Washington along the south side of the view. The portion of the view with the highest visual quality, the view of Lake Washington, would not be affected due to new development. However, the encroachment of activities associated with the Proposed Action would still impact views by blocking view of the sky from this vantage point.

View simulations for View Corridor 1 under existing conditions and the Proposed Action are shown in Figure 3.3-3 and Figure 3.3-4. Figure 3.3-4 shows that buildings of two stories will block any piece of Lake Washington visible from View Corridor 1, while buildings of three stories will block views to the horizon. Buildings taller than three stories will block views to the sky.

View Corridor 2

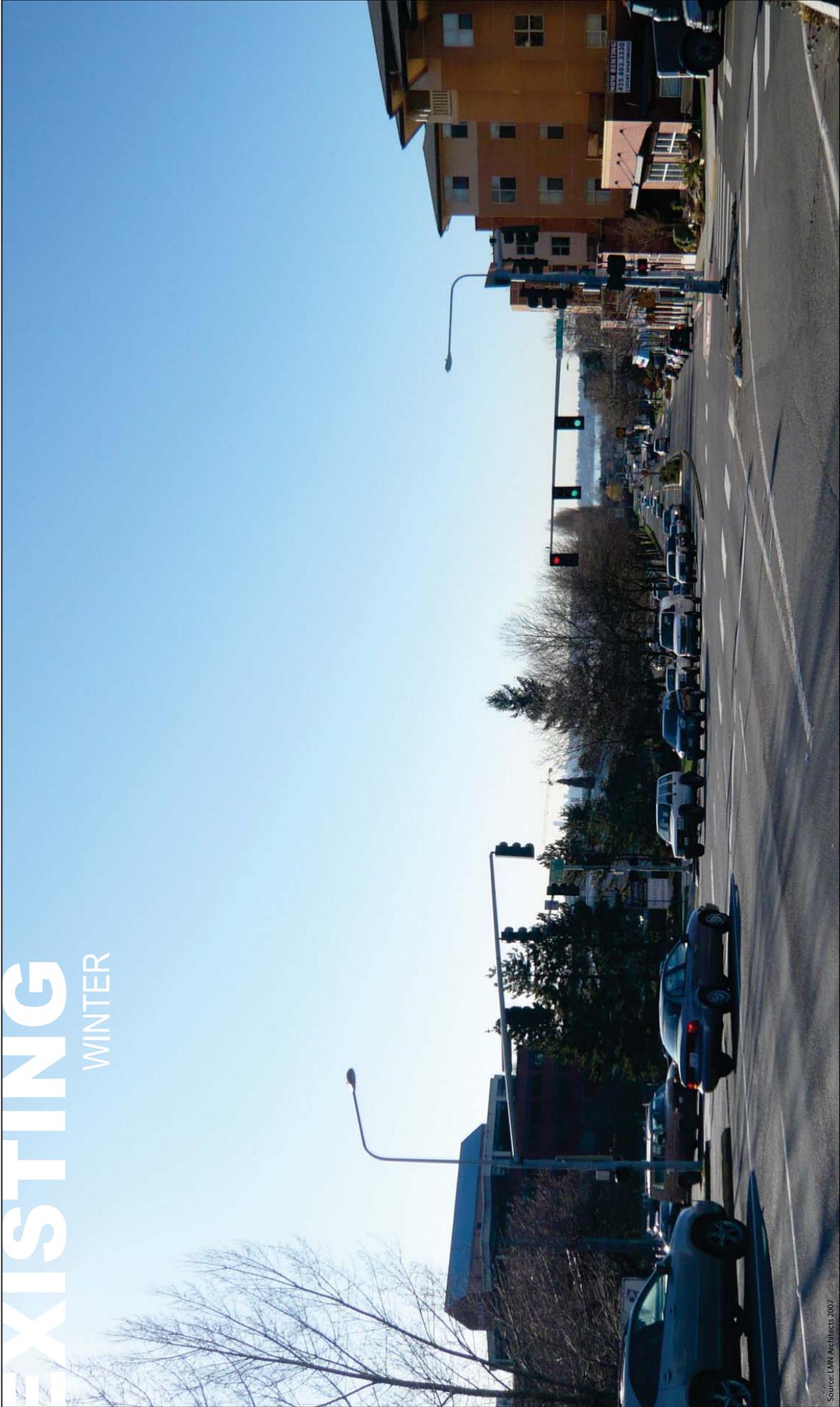
The vantage point for View Corridor 2 located at the intersection of NE 85th Street and Kirkland Way is similar to View Corridor 1, but is higher up the hill to the east. Viewers from View Corridor 2 also consist mainly of motorists traveling westbound along NE 85th Street. View Corridor 2 looks downhill over Downtown with Lake Washington and the Olympic Mountains as background elements. The north side of the view corridor is flanked by vegetation that tends to screen northward views. However, the south side of the corridor is generally more open offering a sweeping panoramic view with existing buildings and vegetation intermittently screening views. Motorists frequently stop at this signalized intersection and thus have an opportunity to experience the scenic view while waiting for the stoplight to change. Viewer sensitivity from this viewpoint is moderately high.

The view has a fairly high vividness due to the topography, vegetative, and water elements. The view also has a moderately high harmony as the panoramic view of Lake Washington with a mountainous backdrop creates a visually pleasing composition. The highest visual quality associated with this view is not directly down the roadway corridor, but slightly to the south where the panoramic view centers on the lake. However, the existing development and roadway elements cause the intactness associated with this view to be relatively low.

As with View Corridor 1, the visual quality associated with winter views are muted and less vivid due to overcast conditions. Views during the summer are much more screened by vegetation, and much of Lake Washington is blocked within the panoramic view. Thus, visual quality is higher in the summer, but the views tend to be less expansive.

EXISTING

WINTER



Source: LMN Architects 2007

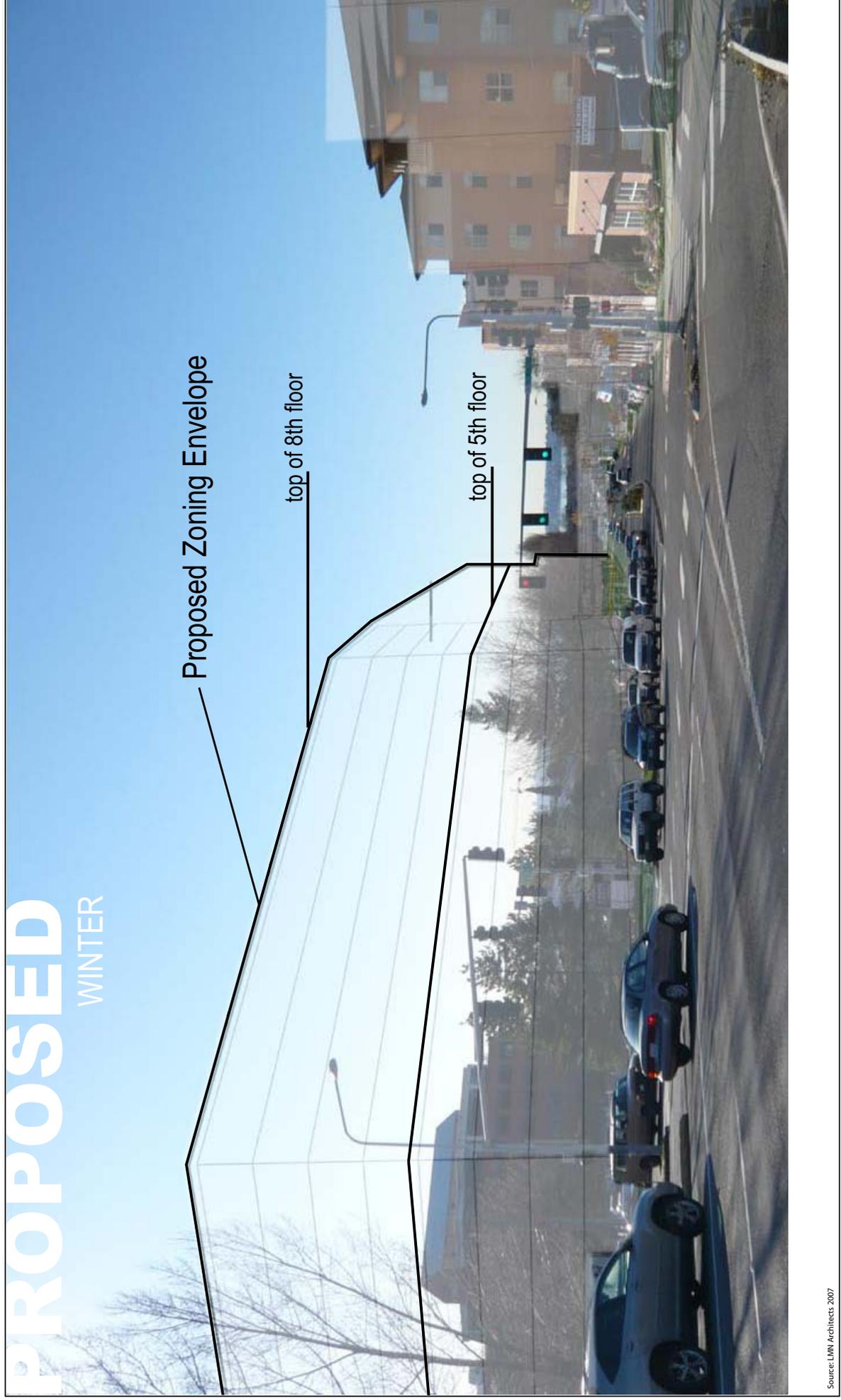
PROPOSED

WINTER

Proposed Zoning Envelope

top of 8th floor

top of 5th floor



Source: LMN Architects 2007

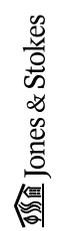


Figure 3.3-4
View Corridor 1 Proposed Action and No Action

Development associated with the Proposed Action would be a visible middle ground element from View Corridor 2. However, due to the elevation of the roadway at this vantage point, the top of the new development at eight stories, would be below the lake and mountains in the visual line of sight.

Thus, the new development would tend to blend into the portion of the middle ground that acts as the footing to frame the high visual quality associated with the background view. During the winter, existing vegetation would tend to filter much of the new development, so that it was only partially visible in the middle ground. Summer views of the new development would almost entirely be screened by existing deciduous vegetation. Therefore, the Proposed Action should not significantly impact views from View Corridor 2.

View simulations for View Corridor 2 under existing conditions and the Proposed Action are shown in Figure 3.3-5 and Figure 3.3-6. A summer view, which illustrates the prevalence of deciduous trees, is also provided in Figure 3.3-7.

No Action

Pedestrians and Bicyclists

Pedestrians and bicyclists who will view development associated with the No Action alternative are likely to notice changes to the visual landscape. As mentioned previously, these viewers tend to be more observant of their surrounding environment than motorists and are considered to have moderate to high visual sensitivity.

New development under the No Action alternative would be more expansive than existing conditions and would create a visual impact. However, since the study area is highly urbanized and local roadways and sideways are already flanked by large commercial, office, and residential buildings and vehicular traffic is a regular visual component, the overall visual character of the analysis area will be consistent as under existing conditions. Therefore, pedestrians and bicyclists should not be significantly affected under the No Action alternative.

Territorial Views

View Corridor 1

Development under the No Action alternative would be more expansive than existing development, and would create a more noticeable visual element on the south side of the view corridor. Existing buildings and vegetation (even during winter months) screen views of the waterfront and Lake Washington along the south side of the view, so the portion of the view with the highest visual quality would not be affected by new development.

EXISTING

WINTER



Source: LMN Architects 2007

PROPOSED

WINTER



Source: LMN Architects 2007



Jones & Stokes

Figure 3.3-6
View Corridor 2 Proposed Action and No Action (Winter)

PROPOSED

SUMMER



Source: LHM Architects 2007

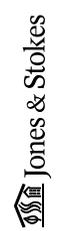


Figure 3.3-7
View Corridor 2 Proposed Action and No Action (Summer)

However, new development associated with the No Action alternative would still encroach on the view corridor through increased building height and bulk and impact views from this vantage point. A view simulation for View Corridor 1 under the No Action alternative is shown in Figure 3.3-4 using the “top of 5th floor” building elevation level.

View Corridor 2

No Action alternative development would be a visible middle ground element from View Corridor 2. However, due to the elevation of the roadway at this vantage point, the top of the new development would be below the lake and mountains in the visual line of sight. View simulations for View Corridor 2 under the No Action alternative are shown in Figures 3.3-6 and 3.3-7 using the “top of 5th floor” building elevation level.

Thus, the new development would tend to blend into the portion of the middle ground that acts as the footing to frame the high visual quality associated with the background view. During the winter, existing vegetation would tend to filter much of the new development, so that it was only partially visible in the middle ground. Summer views of the new development would almost entirely be screened by existing deciduous vegetation. Therefore, the No Action alternative should not significantly impact views from View Corridor 2.

3.3.4. Impacts on Light and Glare

Impacts Common to All Alternatives

Redevelopment under both the Proposed Action and No Action alternative has the potential to increase ambient light and glare in each of the three planned action areas, primarily through the increased presence of exterior building illumination and increased vehicular traffic. Impacts on each area under both alternatives differ in degree and are discussed in more detail in the following sections. The application of regulations will be necessary to ensure that redevelopment in each planned action area is compatible with surrounding uses.

Proposed Action

Area A

Increased development in Area A has the potential to increase ambient light and glare, primarily through the increased presence of exterior building illumination and increased vehicular traffic on the area. While Central Way is already a significant source of ambient light and glare, 6th Street and the eastern portion of Peter Kirk Park are not, and could be affected by increased lighting levels.

Area B

Under the Proposed Action, light and glare in Area B are likely to increase over existing conditions and the No Action alternative. The additional office space and the potential addition of residential units is likely to result in more vehicular traffic to the area and an increased need for on-site exterior lighting during evening hours. Increased light and glare from the area could potentially impact the primarily residential properties to the south and east.

Area C

The increased square footage of office space in Area C could potentially increase ambient light and glare on 6th Street through increased exterior building illumination and vehicular traffic. However, as the property will be devoted to office uses, vehicular traffic is expected to occur primarily during daylight hours and the anticipated impacts from increased light and glare are minimal.

No Action

Area A

The increased square footage of office and retail space in Area A is anticipated to increase ambient light and glare along Central Way, 6th Street, and at Peter Kirk Park, though to a lesser degree than the Proposed Action.

Area B

Redevelopment of Area B for residential uses could potentially increase ambient light and glare by increasing vehicular traffic to the area during evening hours, which could impact other surrounding residential uses. Given the extensive vegetation of surrounding areas and the requirement for design review by the City, light and glare impacts are anticipated to be minimal.

Area C

Similar to the Proposed Action, the increased square footage of office space in Area C area could potentially increase ambient light and glare on 6th Street through increased exterior building illumination and vehicular traffic. However, as the property will be devoted to office uses, vehicular traffic is expected to occur primarily during daylight hours and the anticipated impacts from increased light and glare are minimal.

3.3.5. Impacts on Shading Conditions

Impacts Common to All Alternatives

Both the Proposed Action and No Action alternative allow for an increase in building heights over existing conditions. As such, both alternatives are likely to generate increased shading conditions on surrounding properties and streets. This increased shading will be most pronounced during winter, when days are shortest and the sun is lowest in the sky. During certain winter periods, the portion of Central Way adjacent to Area A could potentially be in perpetual shadow under either alternative.

Shading is also anticipated on properties to the north side of Central Way and the eastern portion of Peter Kirk Park. Similarly, the buildings in Areas B and C will shade streets immediately to the north during winter months under both alternatives.

Proposed Action

Area A

In Area A, the Proposed Action would result in an increase in shading conditions over the No Action alternative during winter months, as well as summer morning and afternoon hours. Figures 3.3-8 and 3.3-9 show simulated summer and winter shading conditions surrounding Parkplace center under the Proposed Action.

As illustrated in the figures, development in the Parkplace area has the potential to cause significant winter shading impacts on properties to the north side of Central Way, such as an apartment complex on the northwest corner of the 6th Street and Central Way intersection, as well as lesser impacts on properties southeast and east of the area. The Proposed Action would also increase shading of the far eastern portion of Peter Kirk Park during morning hours over the No Action alternative. This portion of the park is currently occupied by a pedestrian path and picnic tables. A set of playground equipment is also located near here.

Proposed Action



9:00 a.m.



4:00 p.m.

No Action



9:00 a.m.



4:00 p.m.

Source: Jones & Stokes 2008

Proposed Action



10:00 a.m.

No Action



10:00 a.m.



3:00 p.m.



3:00 p.m.

Source: Jones & Stokes 2008

Area B

While building height would increase in Area B under the Proposed Action, the highest point of development would be located in the interior of the area, and shading impacts on surrounding properties would be minimal. Some shading of 5th Avenue and the apartment buildings to the east would occur in winter, but given the level of vegetation in the area, the surrounding residential areas are likely to be well shaded in any case. Figures 3.3-10 and 3.3-11 show simulated summer and winter shading conditions under the Proposed Action.

Area C

The increased height of buildings allowed in Area C under the Proposed Action represents a moderate increase in shading conditions over existing development, but when compared to the No Action alternative, the increase in shading effects is minimal. As illustrated in Figures 3.3-12 and 3.3-13, shading effects are most profound during winter mornings and afternoons. The Proposed Action could result in some increased shading of Area A (across 6th Street), the office building immediately north of Area C, and a portion of 4th Avenue. Given that the building heights and setbacks would be similar to those on adjacent parcels, these shading effects are not considered significant.

No Action

Area A

The No Action alternative represents an increase in shading effects on surrounding development over existing conditions, but to a lesser degree than the Proposed Action. Figures 3.3-8 and 3.3-9 show simulated summer and winter shadows under the No Action alternative.

Area B

The No Action alternative assumes that Area B will redevelop as a multifamily residential use. While not as tall as development allowed under the Proposed Action, area coverage under the No Action alternative could potentially be greater, and buildings sited closer to the edges of the property would increase off-site shading effects. As shown in Figures 3.3-10 and 3.3-11, afternoon shading of the residential buildings to the east of the area is potentially greater under the No Action alternative than under the Proposed Action.

Proposed Action



9:00 a.m.



4:00 p.m.

No Action



9:00 a.m.



4:00 p.m.

Source: Jones & Stokes 2008

Proposed Action



10:00 a.m.



3:00 p.m.

No Action



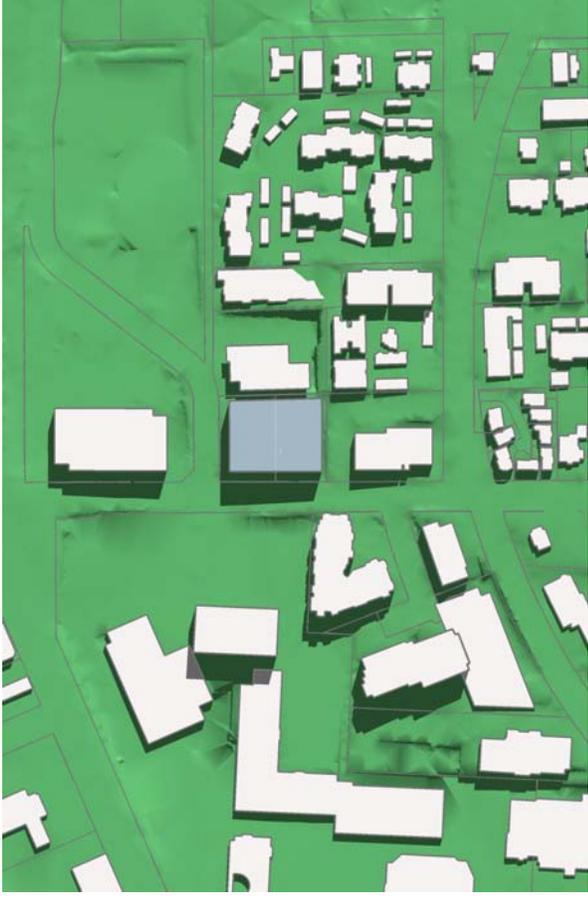
10:00 a.m.



3:00 p.m.

Source: Jones & Stokes 2008

Proposed Action



9:00 a.m.

No Action



9:00 a.m.



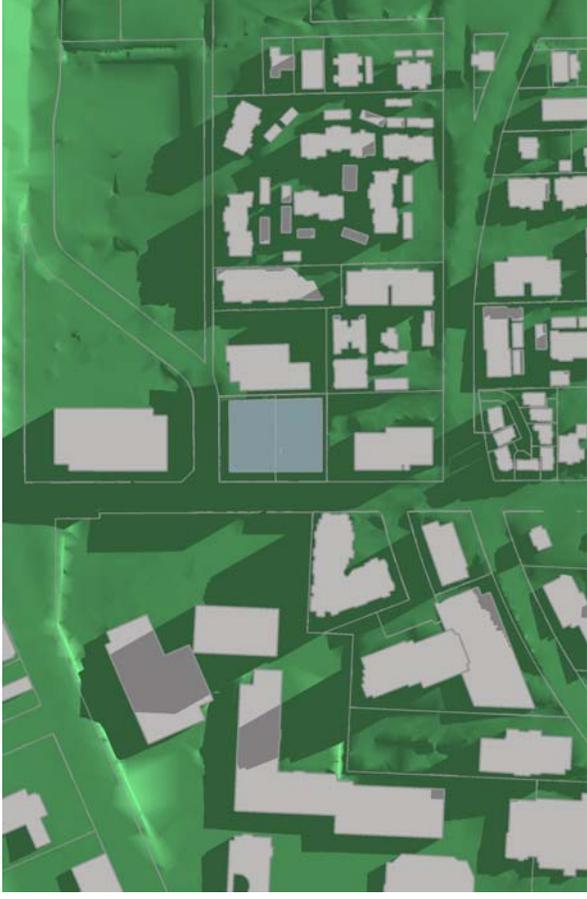
4:00 p.m.



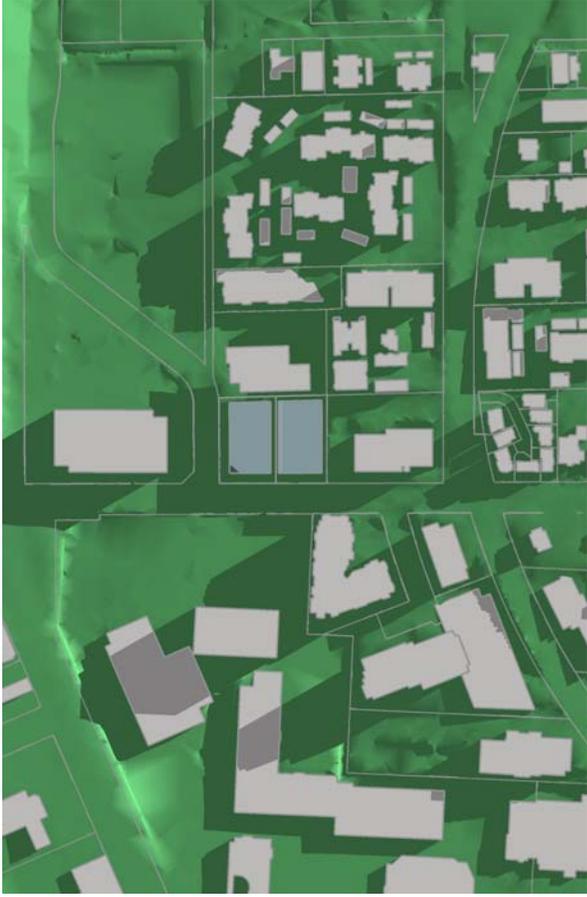
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Source: Jones & Stokes 2008

Proposed Action

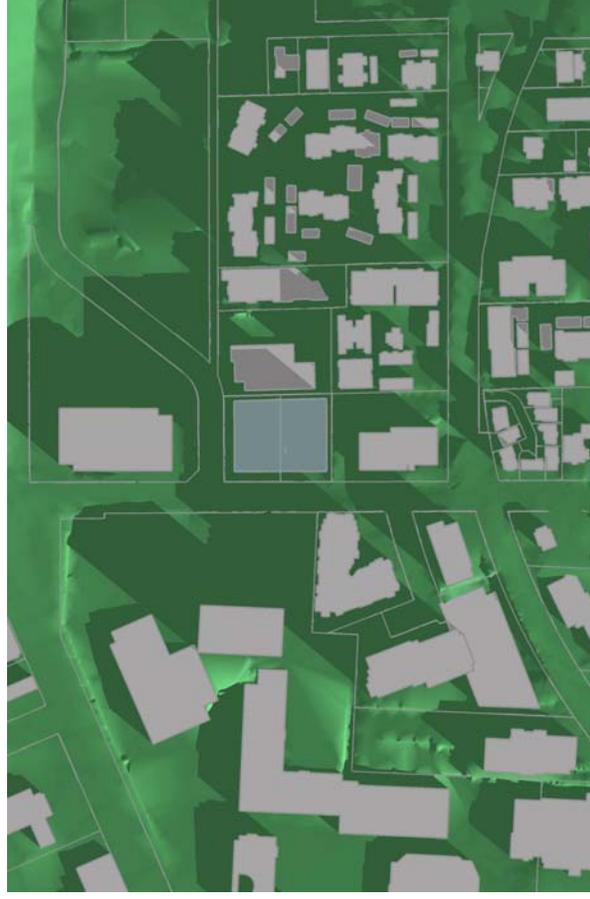


No Action



10:00 a.m.

10:00 a.m.



3:00 p.m.

3:00 p.m.

Source: Jones & Stokes 2008

Area C

Shading conditions in Area C under the No Action alternative are similar to those present under the Proposed Action. While slightly less shading is anticipated on neighboring properties due to lower building heights, this still represents an increase over existing shading conditions. The building heights allowed under the No Action alternative are similar to those of surrounding development, so shading impacts are anticipated to be minimal. Figures 3.3-12 and 3.3-13 show simulated summer and winter shadows under the No Action alternative.

3.3.6. Mitigation Measures

Incorporated Plan Features

As detailed plans for redevelopment have not yet been developed, no incorporated plan mitigation features are included at this time.

Applicable Regulations and Commitments

Development in Area A under both the Proposed Action and No Action alternative will be required to comply with all applicable urban design principles set forth in the Moss Bay Neighborhood Plan, *Design Guidelines for Pedestrian-Oriented Business Districts*, adopted by the Kirkland City Council in 2004, and/or any new design guidelines established by the planned action ordinance.

In addition, the following area-specific design guidelines would apply.

Area A

The Moss Bay Neighborhood Plan states that, in Design District 5, massing should be lower near the area perimeter, with taller structures placed in the interior. Building facades over 2 stories should employ stepbacks, and special attention should be paid to the connection to Peter Kirk Park. Development should not place service entrances along the interface with the park, and landscaping and pedestrian linkages should be provided.

Development of Area A under the Proposed Action could also incorporate the following additional Moss Bay Neighborhood Plan features also outlined from Section 3.2, *Plans and Policies*:

- The development of Area A occurs adjacent to a public view from the eastern gateway to Downtown at Central Way and 6th Street identified in the

Moss Bay Neighborhood Plan (City of Kirkland 2004, p XV.D-16). If the City decides that this is an important public view, a policy and/or regulation amendment would be necessary to protect this public view.

- Development of Area A could enhance the eastern gateway with an entry sign or some other distinctive structure or landscape feature (City of Kirkland 2004, p XV.D-17).
- Development of Area A could maintain, enhance, and improve the definition of the major east–west pedestrian pathway between Area A and the rest of the Downtown shopping district, as well as provide pedestrian connections through Area A to 4th Avenue and 2nd Avenue (City of Kirkland 2004, pp XV.D-7 and XV.D-17).
- Development of Area A could strengthen the visual prominence of Peter Kirk Park and improve pedestrian connections between Area A and the park (City of Kirkland 2004, p XV.D-18).
- Enhancements to the pedestrian and vehicular circulation, and parking as outlined in the Circulation section of the Moss Bay Neighborhood Plan (City of Kirkland 2004, p XV.D-20) could be considered as part of the redevelopment of Area A.

The nearby intersection of Central Way and 6th Street is a designated gateway area, and the following design tools from the City’s design guidelines could be employed to reduce impacts on visual character.

- **Vertical and horizontal facade modulation (p. 23-24).** These are useful tools for breaking the visual monotony of a building and reducing its visual mass. Vertical modulation consists of varying the height of a building, which often gives the impression of a collection of smaller structures, rather than a single mass. Horizontal modulation includes the use of pedestrian elements (awning, balconies, window details, etc.), as well as upper-story setbacks and varied roof forms. Upper-story setbacks are particularly important for reducing shading effects created by the increased height of development in the area.
- **Gateway feature (p. 15).** The intersection of Central Way and 6th Street has been identified as a gateway into Downtown, and the Moss Bay Neighborhood Plan states that development in this location should promote a positive image of the City. Street corners are centers of increased vehicular and pedestrian activity, and this portion of the area provides heightened visibility. Further discussion of appropriate design elements can be found in the City’s design guidelines, in the section titled, *Public Improvements and Site Features*.

Other Potential Mitigation Measures

Area A

In addition to the City's design guidelines, the following mitigation measures could be incorporated to reduce aesthetic impacts in Area A.

- Require setbacks, step backs of upper stories of taller buildings, and/or limits to maximum building heights in areas of the site determined to be more aesthetically significant.
- Locate the tallest structures, to the greatest extent feasible, in the central or southeastern portions of the area, in order to reduce shading of and visual encroachment on Peter Kirk Park, Central Way, development on the north side of Central Way, and View Corridor 1.
- Incorporate a pedestrian plaza, public art installation, or distinctive landscaping feature in order to identify the intersection of 6th Street and Central Way as a significant gateway into Downtown and to provide view corridors and an aesthetically pleasing visual environment.
- Use vegetation to soften and screen built features.
- Shield light fixtures to minimize glare and up-lighting. Lights could be screened and directed away from residences to the highest degree possible. Lighting restrictions could be adopted to control façade illumination and excessive lighting. The number of nighttime lights installed could be minimized to the greatest degree possible. Light fixtures and poles could be painted; no reflective surfaces are proposed that will contribute to reflective daytime glare.
- Use low-sheen and non-reflective surface materials to the greatest extent possible to reduce potential for glare; the finish could be matte and roughened.

During construction the following measures could be taken to minimize temporary visual impacts:

- Screen storage and staging areas and locate them in areas that minimize visual prominence to the greatest extent possible in order to reduce the temporary visual effects during construction.
- Address light and glare effects associated with possible nighttime construction activities by using downcast lighting sources and shielding roadway lighting.

Areas B and C

The City could include Areas B and C within a design district that allows the City to employ design guidelines similar to those discussed under Applicable Regulations and Commitments above.

As part of the Zoning Code amendment requested by the Area C applicant (and as outlined in Section 3.1.3, *Mitigation Measures*), the City could require greater setbacks for any building proposed for over 30 feet in height above average building elevation on less than 1 acre of land in the PLA 5C zone. This mitigation measure primarily affects Areas B and C—since other parcels in the PLA 5C zone are larger than 1 acre in size—and would account for the effect that taller buildings would have on smaller building sites. The following design considerations are also recommended:

- All building entries could be well lit. Building facades in pedestrian areas could provide lighting to walkways and sidewalks through building-mounted lights, canopy or awning-mounted lights, and display window lights. Design could encourage variety in the use of light fixtures to give visual variety from one building facade to the next. Back-lit or internally-lit translucent awnings could be prohibited.
- External building lights could be constructed in such a way as to shield nearby development from excess light and glare, particularly when adjacent to residential uses.
- Blank walls could be avoided near sidewalks, parks, and pedestrian areas. Where unavoidable, blank walls could be treated with landscaping, art, or other architectural treatments.

Area C

The Moss Bay Neighborhood Plan states that a vehicular and pedestrian pathway between Central Way and Kirkland Way be preserved in Design District 5 and be enhanced with pedestrian improvements. As 6th Street is the only street to make this connection in Design District 5, the following mitigation measures are recommended for Area C.

- Screen on-site parking from the street through the use of landscaping or locate it so as not to be visible from the street.
- With future development located adjacent to the street, provide pedestrian amenities (awnings, textured external finishes, varied window treatments, street trees, etc.) in order to preserve an inviting pedestrian environment.

3.3.7. Significant Unavoidable Adverse Impacts

The overall character, significance, or magnitude of visual impacts on the analysis area depends largely on the quality of the architectural and urban design features incorporated into the development, the degree to which the overall scale and form of the development incorporates features of the local setting, and the values and preferences of those viewing the change. With proposed mitigation, particularly through implementation of design guidelines addressing height and bulk for the three planned action areas under the Proposed Action, the development of Areas A, B, and C are generally expected to meet the City's vision and standards for the Downtown area, a place targeted for additional development. However, it is acknowledged that along View Corridor 1, views will change under either alternative but particularly under the Proposed Action.

3.4. Transportation

3.4.1. Affected Environment

The City transportation system includes state highways, city streets, sidewalks, bikeways and trails, and public transportation facilities and services.

In order to provide a basis for effective planning and as required by the Washington State GMA, the City maintains a current inventory of transportation facilities and services. This section discusses existing conditions relating to transportation in the City, including applicable regulations and policies, an inventory of transportation infrastructure and services, and existing operating conditions.

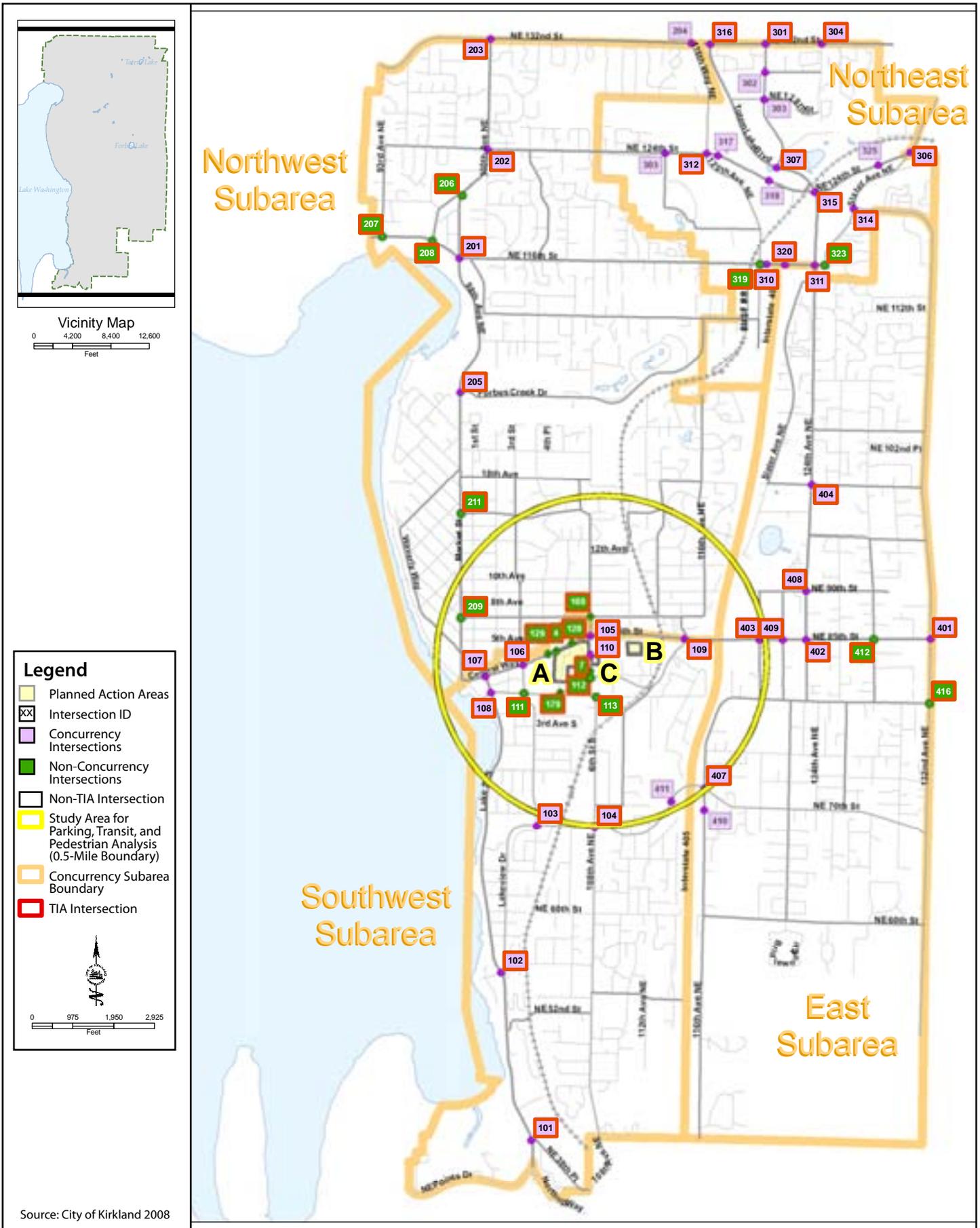
Analysis Area

The transportation study area includes the citywide roadway system (see Figure 3.4-1). Vehicle traffic that is expected to result from the Proposed Action was analyzed cumulatively with traffic from other planned regional growth. The City assesses its roadway system based on the operations of designated major intersections that are located throughout the City; and thus, the effect of proposed development on all of the designated intersections must be evaluated. For potential parking impacts, as well as pedestrian, bicycle, and transit modes, the analysis focused on the area within approximately 0.5 mile of the analysis area for purposes of this DEIS, i.e., the three noncontiguous planned action areas (Areas A, B, and C).

Existing Roadway Network

City Roadways

The City has established a system of roadway classifications based on intended mobility and access functions. The classification system allows the application of appropriate design and maintenance standards, and guides the programming of roadway improvements. The roadway classifications are principal arterial, minor arterial, collector, and local access roads.



Source: City of Kirkland 2008

Figure 3.4-1
Analysis Area

Figure 3.4-2 shows the existing functional classifications of the City's roadways. The classifications are described as follows.

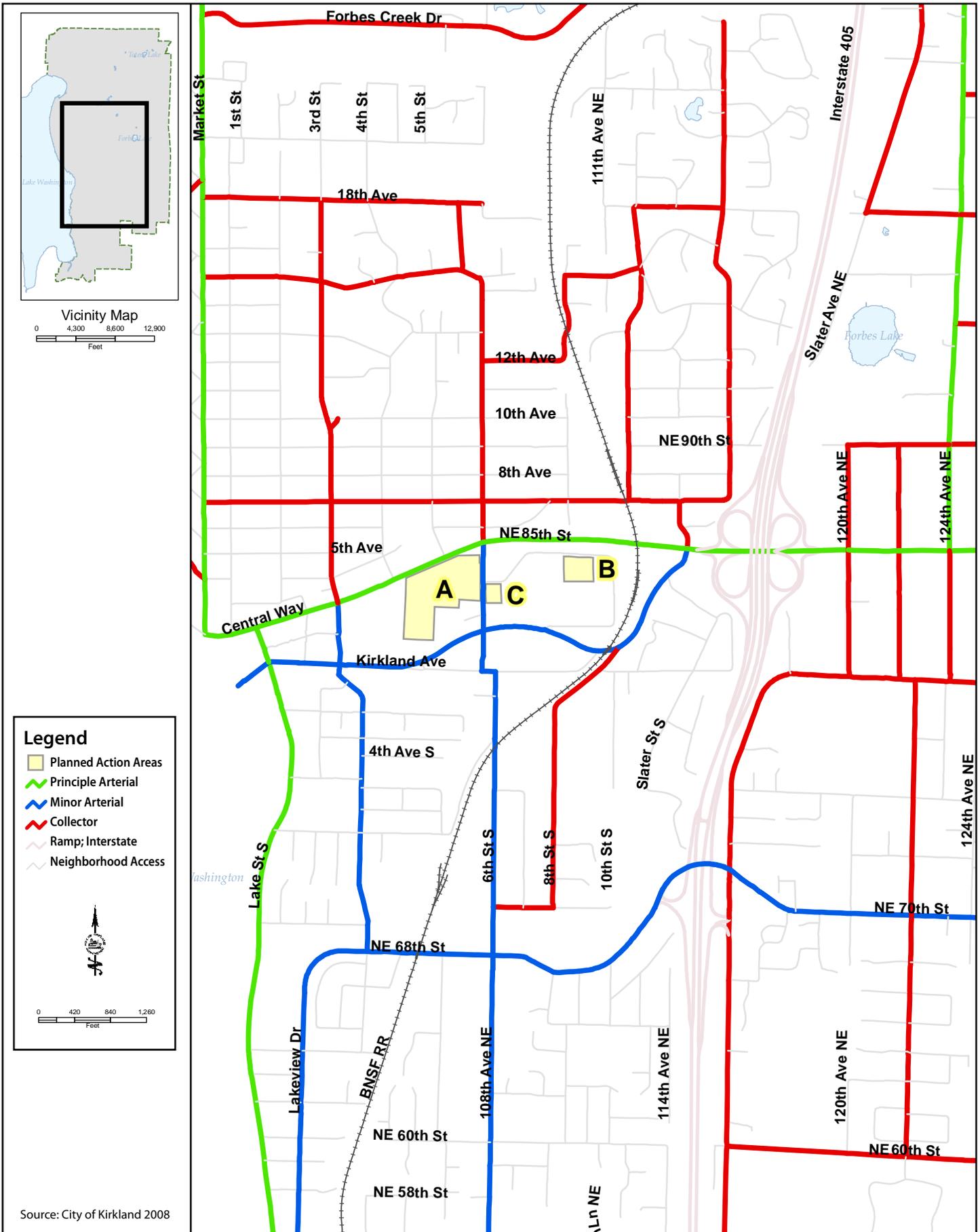
- **Principal arterial.** Principal arterials provide connections between the City and other regional locations and facilitate movement within City limits. These roadways allow higher speed limits and carry the highest amount of traffic volumes and provide the best mobility in the roadway network by limiting access and traffic control devices. Regional bus routes are typically located on principal arterials, as are transit centers and Park and Ride lots.
- **Minor Arterial.** Minor arterials connect with and augment principal arterials. Minor arterials give densely populated areas easy access to principal arterials and provide key circulation routes within the City. These roadways tend to have lower traffic flow levels than principal arterials because they provide more access to adjacent land uses (such as shopping centers, schools, etc.). Local and regional bus routes often run on minor arterials.
- **Collector.** Collector arterials allow easy movement within neighborhoods and channel neighborhood traffic onto the principal and minor arterial streets. Collectors generally carry moderate traffic volumes, move very little through traffic, and accommodate shorter trips than do either principal or minor arterials. Local bus routes more typically run along collectors.
- **Local Access.** Local access streets comprise all remaining roadways and streets other than state and federal highways. The main function of local access streets is to provide direct access to abutting properties, while often limiting traffic movement. Local streets are generally associated with low vehicle speeds. Bus routes are less typically located along local access streets.

The City has more than 146 miles of roadway within its boundaries, of which approximately 74% is local access.

State Highways

The City is served by two state highways: Interstate (I) 405 and State Route (SR) 908, which serve mobility needs in and beyond the City.

- **I-405** runs roughly north–south through the middle of the City, dividing it into east and west sections. Northbound and southbound on- and off-ramps are provided at NE 124th Street, NE 85th Street, and 116th Avenue NE/NE 70th Street/NE 68th Street; and a northbound off-ramp and a southbound on-ramp are provided at NE 116th Street.



- NE 85th Street, from I-405 eastward, is also **SR 908**. The highway continues east through the City of Redmond until it connects with SR 202. .

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

Any state highways that are not designated as HSS facilities are considered HRS and are subject to local standards. SR 908 is designated as an HRS facility.

Roadway Access and Circulation

The City is bound on its west side by Lake Washington. The City of Redmond is located at the City's east border, while the City of Bellevue is located to the south. Unincorporated King County, including the Kingsgate area, is located to the north.

The following roadways provide primary east–west access in the City:

- NE 60th Street (east of I-405)
- NE 68th Street/NE 70th Street
- NE 80th Street (east of I-405)
- Central Way/NE 85th Street
- NE 124th Street
- Juanita Drive/NE 116th Street/Slater Avenue NE
- NE 132nd Street

The following roadways provide primary north-south access in the City:

- Lake Washington Boulevard/Lake Street S/Market Street/98th Avenue NE/100th Avenue NE
- 108th Avenue NE/6th Street S
- 116th Avenue NE (City limits to NE 80th Street)
- 124th Avenue NE/Totem Lake Boulevard
- 132nd Avenue NE

Central Way/NE 85th Street provides direct east–west access to the planned action areas. North–south access is provided by Lake Washington Boulevard/Lake Street S/Market Street/98th Avenue NE/100th Avenue NE, located approximately six blocks to the west of the analysis area; or by I-405, located approximately six blocks to the east of the analysis area.

Existing Roadway Operations

Analysis of existing traffic conditions is based on traffic volume counts that were collected at every study intersection. Traffic counts were taken at intersections throughout the City in May, September, and October 2007. Evening (PM) peak-hour counts were collected at all analysis locations described in this document. Additional morning (AM) peak-hour counts were collected at the locations at which the City required AM analysis.

Traffic analysis was completed for this DEIS to comply with the City’s following requirements:

- Traffic Impact Analysis guidelines, which require that the effect of development proposals on roadway operations be directly analyzed; and
- Concurrency Management System, in which the City has defined thresholds by which the effectiveness of the transportation system to support planned land use is measured.

Each of these elements is described in the following sections.

Traffic Impact Analysis

The City has established Traffic Impact Analysis (TIA) guidelines by which the effect of development proposals on roadway operations must be analyzed for the expected year of project completion. To comply with the City’s TIA requirements for development requests, Level of Service (LOS) was analyzed at individual intersections according to procedures set forth in the *Highway Capacity Manual* (Transportation Research Board 2000). LOS is the primary measurement used to determine the operating quality of a roadway segment or intersection. The quality of traffic conditions is graded into one of six LOS designations: A, B, C, D, E, or F. LOS A and B represent the fewest traffic slow-downs, and LOS C and D represent intermediate traffic flow with some delay. LOS E indicates that traffic conditions are at or approaching congested conditions and LOS F indicates that traffic volumes are at a high level of congestion with unstable traffic flow.

Table 3.4-1 summarizes the LOS criteria for signalized and stop-controlled intersections.

Table 3.4-1. LOS Criteria for Intersections

LOS Designation	Average Delay per Vehicle (seconds/vehicle)	
	Signalized Intersections	Stop-Controlled Intersections
A	≤ 10	≤ 10
B	> 10–20	> 10–15
C	> 20–35	> 15–25
D	> 35–55	> 25–35
E	> 55–80	> 35–50
F	> 80	> 50

Source: Transportation Research Board 2000

At signalized intersections, LOS is determined by the average amount of delay experienced by all vehicles that travel through the intersection. For stop-controlled intersections, LOS depends on the average delay experienced by drivers on the stop-controlled approaches. Thus, for two-way or one-way stop-controlled intersections, LOS is based on the average delay experienced by vehicles entering the intersection on the minor (stop-controlled) approaches. For all-way stop-controlled intersections, LOS is determined by the average delay for all movements through the intersection. The LOS criteria for stop-controlled intersections have different threshold values than those for signalized intersections, primarily because drivers expect different levels of performance from distinct types of transportation facilities. In general, stop-controlled intersections are expected to carry lower volumes of traffic than signalized intersections. Thus, for the same LOS, a smaller amount of delay is acceptable at stop-controlled intersections than it is for signalized intersections.

TIA guidelines require that LOS analysis be completed for the expected year of project completion, which for this project is 2014. Based on the City’s guidelines, intersections at which the 2014 project-generated trips contribute 1% or more of proportional share impact were selected for PM peak-hour analysis. To identify the analysis intersections:

- the number of 2014 PM peak hour vehicle trips generated by build-out of the three planned action proposals was calculated;
- the City’s travel demand model was used to project how the trips would distribute across the roadway network; and
- the number of entering project-generated trips was calculated at each potential analysis intersection.

Travel demand forecasting methods are discussed in more detail later in this section,

In addition to establishing the PM peak-hour thresholds described above, TIA guidelines give the City Public Works Department the authority to select additional

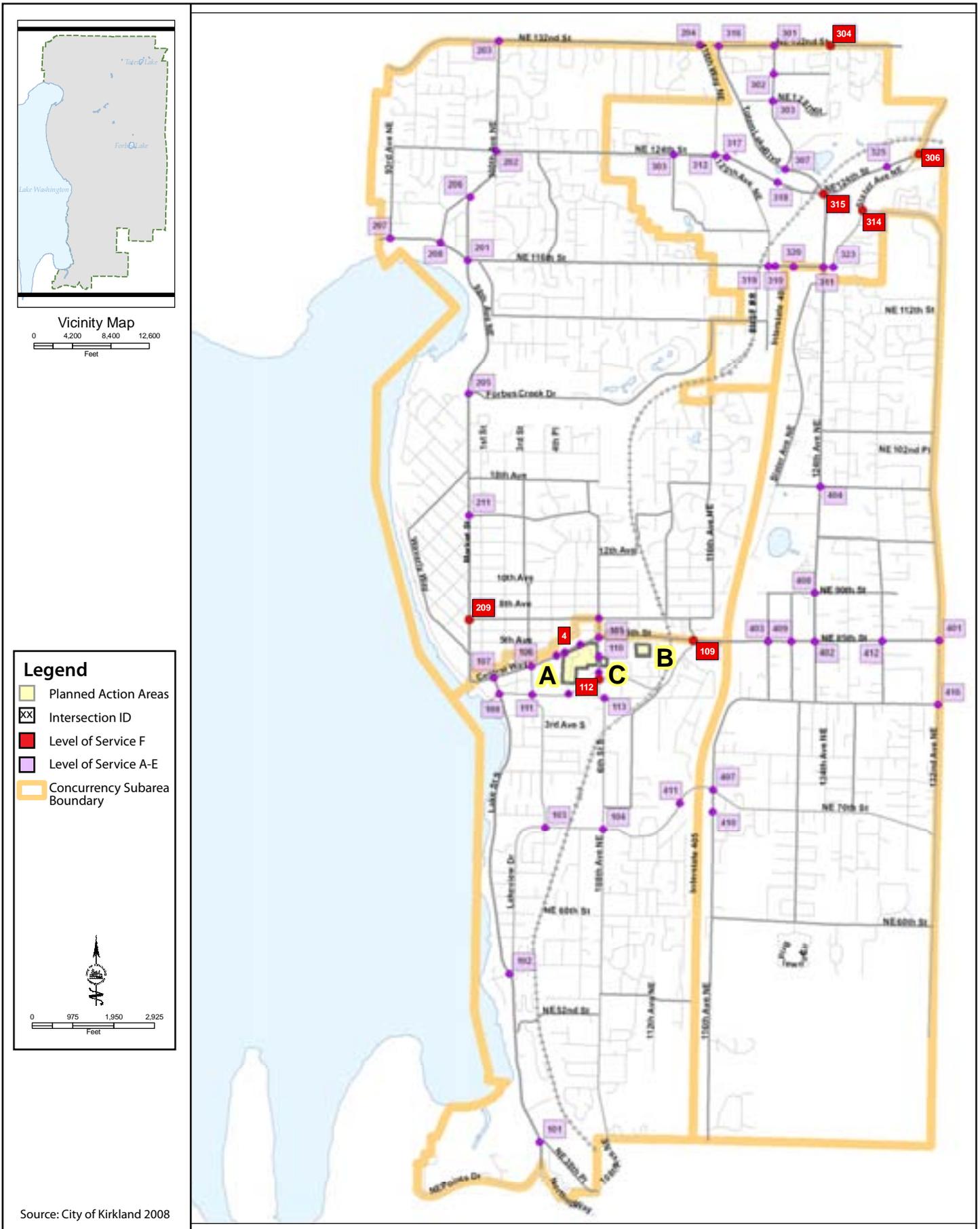
locations for PM peak-hour analysis; and/or require that AM peak hour analysis be conducted at any locations of concern.

Table 3.4-2 presents the intersections that were chosen for analysis, based on these guidelines. A total of 51 intersections were identified for PM peak hour LOS analysis; 16 intersections were identified for which AM peak hour analysis was required in addition to the PM peak hour analysis. The AM analysis intersections are all located in the vicinity of the planned action areas.

Table 3.4-2 also presents the results of existing conditions analysis. The table shows that the following nine intersections are currently operating at LOS F under existing conditions:

- Central Way/Parkplace Driveway
- NE 85th Street/114th Avenue NE
- Kirkland Way/6th Street
- Market Street/7th Avenue
- Juanita Drive/93rd Avenue NE
- NE 132nd Street/124th Avenue NE
- NE 124th Street/Slater Avenue NE
- Slater Avenue NE/NE 120th Street
- NE 124th Street/Totem Lake Boulevard

These intersections that are operating under LOS F are also shown in Figure 3.4-3.



Under the GMA, new development cannot be required to fix existing deficiencies. However, traffic generated by new development can exacerbate existing problems, and applicants can be required to contribute to needed improvements according to the development’s proportionate share of generated traffic.

Table 3.4-2. Existing LOS of TIA Intersections

ID	Intersection	Traffic Control ¹	AM Peak		PM Peak	
			LOS	Delay	LOS	Delay
Southwest Subarea						
4	Central Way/Parkplace Driveway	TWS	F	>200	F	257.2
7	Kirkland Way/Parkplace Driveway	TWS	B	10.7	C	20.2
101	Lake Washington Boulevard/ NE 38th Place	Signal	--	--	D	45.3
102	Lake Washington Boulevard/Lakeview Drive	Signal	--	--	B	19.8
103	State Street/NE 68th Street	Signal	B	19.0	C	24.9
104	108th Avenue NE/NE 68th Street	Signal	D	53.7	E	58.6
105	Central Way/6th Street	Signal	C	28.1	C	30.9
106	Central Way/3rd Street	Signal	C	21.3	C	28.1
107	Central Way/Lake Street	Signal	C	32.2	C	34.9
108	Lake Street/Kirkland Avenue	Signal	B	13.2	B	19.0
109	NE 85th Street/114th Avenue NE	Signal	D	46.4	F	87.7
110	6th Street/4th Avenue	Signal	A	6.2	B	12.7
111	Kirkland Avenue/3rd Street	AWS	B	11.3	C	21.8
112	Kirkland Way/6th Street	AWS	C	18.2	F	78.8
113	Kirkland Avenue/6th Street	TWS	--	--	C	22.3
128	Central Way/5th Street	TWS	C	16.3	E	48.2
129	Central Way/4th Street	TWS	C	16.9	E	48.3
169	6th Street/7th Avenue	AWS	C	16.7	B	13.7
179	Kirkland Way/Kirkland Avenue	TWS	B	10.9	C	17.0
Northwest Subarea						
201	98th Avenue NE/Juanita Drive	Signal	--	--	D	49.3
202	100th Avenue NE/NE 124th Street	Signal	--	--	D	53.9
203	100th Avenue NE/NE 132nd Street	Signal	--	--	D	56.8
205	Market Street/Forbes Creek	Signal	--	--	B	14.8

ID	Intersection	Traffic Control ¹	AM Peak		PM Peak	
			LOS	Delay	LOS	Delay
206	98th Avenue NE/NE 120th Place	Signal	--	--	B	11.1
208	Juanita Drive/97th Avenue NE	Signal	--	--	B	18.2
209	Market Street/7th Avenue	TWS	--	--	F	116.5
211	Market Street/15th Avenue	TWS	--	--	C	23.0
227	Juanita Drive/93rd Avenue NE	TWS	--	--	F	75.6
Northeast Subarea						
301	120th Avenue NE/NE 132nd Street	Signal	--	--	B	13.4
303	120th Avenue NE/NE 128th Street	Signal	--	--	B	11.6
304	NE 132nd Street/124th Avenue NE	Signal	--	--	F	166.2
306	NE 124th Street/Slater Avenue NE	Signal	--	--	F	83.9
307	Totem Lake Blvd/120th Avenue NE	Signal	--	--	E	57.2
310	NE 116th Street/120th Avenue NE	Signal	--	--	D	37.7
311	NE 116th Street/124th Avenue NE	Signal	--	--	D	33.6
312	NE 124th Street/116th Avenue NE	Signal	--	--	D	43.1
314	Slater Avenue NE/NE 120th Street	Signal	--	--	F	86.7
315	NE 124th Street/Totem Lake Blvd	Signal	--	--	F	122.2
316	Totem Lake Blvd/NE 132nd Street	Signal	--	--	D	38.7
319	I-405 / SB On NE 116th Street	TWS	--	--	B	12.9
320	I-405 / NB Off NE 116th Street	Signal	--	--	E	72.8
323	Slater Avenue NE/NE 116th Street	TWS	--	--	E	35.4
East Subarea						
401	NE 85th Street/132nd Avenue NE	Signal	--	--	D	45.7
402	NE 85th Street/124th Avenue NE	Signal	--	--	E	67.0
403	NE 85th Street/120th Avenue NE	Signal	--	--	C	25.6
404	124th Avenue NE/NE 100th Street	Signal	--	--	A	8.0
407	NE 70th Street/116th Avenue NE	Signal	--	--	C	33.6
408	NE 90th Street/124th Avenue NE	Signal	--	--	C	23.7
409	NE 85th Street/122nd Avenue NE	Signal	--	--	B	15.6
412	NE 85th Street/128th Avenue NE	Signal	--	--	A	7.5
416	NE 80th Street/132nd Avenue NE	AWS	--	--	E	47.2

Notes: ¹ AWS = All Way Stop; TWS = Two Way Stop (LOS/Delay shown for worst movement at TWS).
 Rows that are shaded indicate intersections where impacts have been identified.
 Source: Heffron Transportation, Inc. 2008

Concurrency Management System

Transportation planning at the state, county and local levels is guided by the GMA [RCW 36.70A]. The GMA mandates that agencies adopt concurrency management systems to ensure that new development cannot occur unless adequate transportation infrastructure already exists to support it, or is built concurrent with development. In addition to construction of new capital facilities, improvements to meet concurrency may include transit service or transportation demand management (TDM) strategies.

The Concurrency Management System is included as a policy in the City of Kirkland Comprehensive Plan and adopted by municipal code. Under the Concurrency Management System, the City measures level of service according to calculated volume-to-capacity ratios (V/Cs) of designated signalized intersections. Level of service as defined for concurrency management is different than LOS defined under the City's TIA guidelines. For concurrency, level of service is measured by V/C of signalized intersections and is calculated using the planning methods established in *Transportation Research Circular 212* (Transportation Research Board 1980).

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

A V/C of less than 1 indicates that the traffic volume that moves through the intersection is lower than the capacity of the intersection. If the V/C is equal to 1, the intersection's volume and capacity are approximately equal. V/C that is greater than 1 indicates that the volume has exceeded capacity. Increasing V/C indicates that congestion is increasing and that level of service is becoming worse at the intersection.

Concurrency analysis considers the effects of proposed land use on the transportation system at the time of project completion, and for the long-range planning horizon. Concurrency planning for the year of project completion, which is 2014 for this project, is a legal requirement to ensure that the City has funding secured in its 6-year Capital Improvement Plan (CIP) for transportation projects needed to support development planned through that time period.

Concurrency analysis is additionally applied for the long-range planning horizon, which is 2022 for this project, because the Proposed Action would result in a change in the City Comprehensive Plan. The long-range concurrency analysis allows for a

transportation plan to be developed to support proposed development through the planning year defined in the Comprehensive Plan.

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

- no individual signalized system intersection may have a V/C greater than 1.40; and
- maximum allowed subarea average V/C for signalized system intersections in each subarea may not exceed the values listed in Table 3.4-3.

The program requires both standards to be satisfied as new development occurs. Underlying the concurrency definition is the concept that the system is not automatically considered to fail concurrency if the peak hour is congested at an individual location. Use of the peak hour for measuring LOS is typical throughout the region. This “worst case” measure implies that traffic will flow better during the rest of the day. Under some circumstances, a V/C greater than 1 for the peak hour is considered acceptable under City standards because financial and physical constraints place limitations on the amount of roadway improvement that is feasible within the City.

Table 3.4-3. Concurrency Thresholds

Subarea	Subarea Average V/C		
	Existing (2008)	2014	2022
Southwest	0.90	0.90	0.92
Northwest	0.90	0.91	1.01
Northeast	0.88	0.88	0.99
East	1.05	1.05	1.10
Maximum allowed individual system intersection V/C	1.40	1.40	1.40

Source: City of Kirkland 2004a

The signalized intersections included in the Concurrency Management System are established by city policy as set forth in the adopted Comprehensive Plan (City of Kirkland 2004), and shown in Figure 3.4-1.

Table 3.4-4 lists the intersections included in the Concurrency Management System, as well as their individual and subarea V/Cs under existing conditions. The table shows that all individual intersections and subareas are currently operating at V/Cs under the established thresholds.

Table 3.4-4. Concurrency Assessment – Existing Conditions

ID No	Intersection	V/C	Threshold
Southwest Subarea			
101	Lake Washington Boulevard/NE 38th Place	1.02	1.40
102	Lake Washington Boulevard/Lakeview Drive	0.71	1.40
103	State Street/NE 68th Street	0.61	1.40
104	108th Avenue NE/NE 68th Street	0.97	1.40
105	6th Street/Central Way	0.69	1.40
106	3rd Street/Central Way	0.71	1.40
107	Lake Street/Central Way	0.71	1.40
108	Lake Street/Kirkland Avenue	0.50	1.40
109	114th Ave NE/NE 85th Street	0.97	1.40
Southwest Subarea Average		0.76	0.90
Northwest Subarea			
201	98th Avenue NE/Juanita Drive	0.81	1.40
202	100th Avenue NE/NE 124th Street	0.93	1.40
203	100th Avenue NE/NE 132nd Street	0.86	1.40
204	116th Way NE/NE 132nd Street	0.90	1.40
205	Market Street/Forbes Creek Drive	0.58	1.40
Northwest Subarea Average		0.82	0.90
Northeast Subarea			
301	120th Avenue NE/NE 132nd Street	0.58	1.40
302	120th Avenue NE/NE 130th Street	0.35	1.40
303	120th Avenue NE/NE 128th Street	0.40	1.40
304	124th Avenue NE/NE 132nd Street	0.84	1.40
306	Slater Avenue NE/NE 124th Street	1.00	1.40
307	120th Avenue NE/Totem Lake Boulevard	0.80	1.40
310	120th Avenue NE/NE 116th Street	0.60	1.40
311	124th Avenue NE/NE 116th Street	0.91	1.40
312	116th Avenue NE/NE 124th Street	0.88	1.40
313	113th Place NE/NE 124th Street	0.63	1.40
314	Slater Avenue NE/NE 120th Street	0.78	1.40
315	Totem Lake Boulevard/NE 124th Street	0.94	1.40
316	Totem Lake Boulevard/NE 132nd Street	0.96	1.40
317	I-405 SB Off Ramp/NE 124th Street	0.68	1.40

ID No	Intersection	V/C	Threshold
318	I-405 NB Off Ramp/NE 124th Street	0.52	1.40
320	I-405 NB Off Ramp/NE 116th Street	0.78	1.40
325	128th Lane NE/NE 124th Street	0.69	1.40
Northeast Subarea Average		0.73	0.88
East Subarea			
401	132nd Avenue NE/NE 85th Street	0.81	1.40
402	124th Avenue NE/NE 85th Street	0.88	1.40
403	120th Avenue NE/NE 85th Street	0.83	1.40
404	124th Avenue NE/NE 100th Street	0.74	1.40
406	132nd Avenue NE/NE 70th Street	0.77	1.40
407	116th Avenue NE/NE 70th Street	0.91	1.40
408	124th Avenue NE/NE 90th Street	0.78	1.40
409	122nd Avenue NE/NE 85th Street	0.78	1.40
410	116th Avenue NE/I-405 NB Ramps	0.92	1.40
411	I-405 SB Ramps/NE 72nd Place	0.31	1.40
East Subarea Average		0.77	1.05

Source: Mirai & Associates 2008

Parking

Table 3.4-5 summarizes the public parking facilities that currently exist in downtown Kirkland (Downtown).

Table 3.4-5. Public Parking in Downtown

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

Source: City of Kirkland 2004b

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

The City surveys parking occupancy for public parking facilities several times per year. Survey data indicate that the highest parking demand occurs in August, and the next highest occurs in November. For the permitted parking at the Municipal Parking Garage, the time of peak demand is 1:00 p.m. to 3:00 p.m. For the free parking provided on-street, in the Municipal Garage, and at the two lots, the highest demand occurs between 6:00 p.m. and 9:00 p.m., and the next highest demand occurs during noon and 2:00 p.m. Data collected in 2007 indicates the following:

- Average occupancy at the Lake Street lot ranges between 65% and 80% during off-peak times of the day. The lot is 85% to 100% full during the peak periods of the day.
- Average occupancy at the Lakeshore Plaza lot ranges between 40% and 100%. During peak months, occupancy is 90% to 100% during much of the day.
- Average occupancy of the free parking spaces at the Municipal Garage ranges between 45% and 80%. During peak periods, the average occupancy is around 80%.
- Average occupancy of on-street parking ranges between 40% and 70% during off-peak periods. Peak demand ranges between 50% and 95%, with average occupancy exceeding 90% during the peak periods in the peak months of the year.

Comparison of 2006 and 2007 survey data indicates a general increase in parking demand between the 2 years. The data indicate that under existing conditions, parking supply is adequate to meet demand during most times of the day, and during most times of the year. However, the 85% to 100% occupancy rates during peak periods in August and November indicate that there is very little excess public parking supply during the times of highest demand.

Collision History

Table 3-4.6 presents a summary of intersection collisions that occurred in the vicinity of Areas A, B, and C from 2004 through 2006. The average number of collisions recorded at each location is normalized by calculating the rate per million entering vehicles. This takes into account the fact that higher traffic volumes mean higher levels of potential conflicts, and thus the higher the potential that collisions will occur. The table shows that the highest number of collisions, as well as the highest rate, occurred at the intersection of Central Way and 6th Street.

The average collision rate for intersections citywide is 0.57 collision per million entering vehicles. The table shows that rates at the intersections in the vicinity of the planned action areas are higher than the citywide average. The calculated rates at the intersections of Central Way/6th Street and Central Way/4th Street are approaching 1.0 collision per million entering vehicles. Any capacity improvements proposed at these locations could also result in improvement to safety conditions.

Table 3.4-6. Intersection Collisions in the Vicinity of Areas A, B, and C

Intersection	Intersection ADT	Total 3-Year Collisions	Average Collisions per Year	Collision Rate per Million Entering Vehicles
Central Way and 3rd Street ¹	24,870	18	6.0	0.64
Central Way and 4th Street ²	17,050	17	5.7	0.91
Central Way and 5th Street ²	19,840	15	5.0	0.69
Central Way and 6th Street ¹	33,420	36	12.0	0.98
Kirkland Way and 3rd Street ²	13,280	11	3.7	0.76
Kirkland Way and 6th Street ²	13,950	11	3.7	0.72
Citywide average³				0.57

¹ Collision Rates at Central Way/3rd Street and Central Way/6th Street are the average 3-year rates (2004-2006) calculated by the City. Intersection ADT at Central Way/3rd Street and Central Way/6th Street are 2006 ADT obtained from the City

² A factor of 0.1 was applied to the existing PM peak hour volumes to calculate intersection ADT

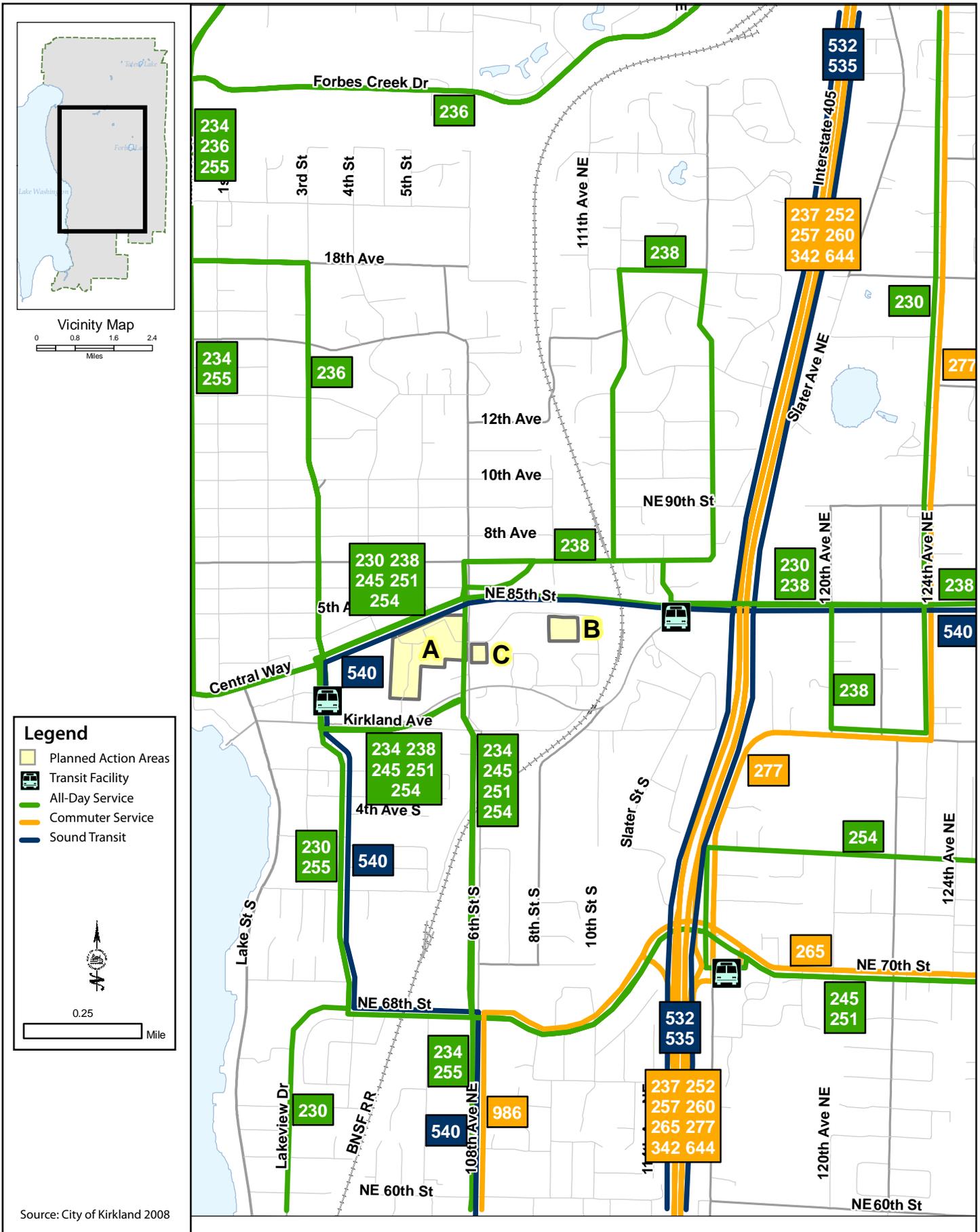
³ Average rate of 46 intersections located throughout the City.

Transit

This section describes the transit facilities and service in the City. Figure 3.4-4 illustrates the bus service and transit facilities provided in the vicinity of Areas A, B, and C.

Kirkland Transit Center

The Kirkland Transit Center is located at 3rd Street and Park Lane, and directly serves the analysis area. The Transit Center serves as a central stop for the bus routes that serve the area. This location is not a Park and Ride and does not have parking spaces available, although bicycle lockers are provided.



Source: City of Kirkland 2008

Figure 3.4-4
Bus Routes

Park and Ride Facilities

The following major Park and Ride facilities are located in the City.

- **Houghton Park and Ride.** I-405 and 70th Place with 470 parking spaces
- **Kingsgate Park and Ride.** I-405 and NE 132nd Street with 502 parking spaces
- **South Kirkland Park and Ride.** 106th Avenue NE and NE 38th Place with 596 parking spaces plus bicycle lockers

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

Transit Service

King County Metro (Metro) and Sound Transit provide the following transit services in the City:

- Fixed bus routes
- Rideshare services
- Paratransit
- Dial-A-Ride Transit

These services are described in the following sections.

Fixed Bus Routes

Fixed bus routes may be classified as local routes that provide all-day service (often including weekends) or as commuter routes operating only during peak travel periods. Most routes serve the City as an intermediate point between a starting and ending destination. Some routes operate along city roadways while others serve only Park and Ride lots in the City. The local routes typically provide two-way service between destinations in the City and surrounding areas, from morning through evening. Commuter bus service provides service to major employment destinations in King County, typically operating only during the weekday morning and evening peak commute periods. Every Metro and Sound Transit bus is equipped to accommodate wheelchairs. All buses are also equipped with bicycle racks.

Local bus routes generally operate 5 to 7 days a week from early morning through evening hours. Table 3.4-7 summarizes the local bus routes that serve the City.

Table 3.4-7. Local Bus Service

Route	Service	Major Destinations	Directly Serves the Analysis Area
Metro 220	Weekdays only	South Kirkland Park & Ride – Bellevue – Redmond.	No
Metro 230	Daily	Kingsgate Park & Ride – Bellevue – Redmond.	Yes
Metro 234	Daily	Kenmore – Bellevue	Yes
Metro 236	Daily	Woodinville – Kirkland Transit Center	Yes
Metro 238	Daily	Bothell – Kirkland Transit Center	Yes
Metro 245	Daily	Bellevue – Kirkland	Yes
Metro 248	Daily	Kirkland – Redmond – Avondale	Yes
Metro 251	Daily	Woodinville – Kirkland	No
Metro 254	Daily	Redmond – Kirkland	No
Metro 255	Daily	Downtown Seattle – Kirkland	Yes
Metro 935	Weekdays only	Kenmore – Kingsgate Park and Ride	No

Commuter routes generally operate on weekdays in the peak travel direction during peak hours. Table 3.4-8 summarizes the commuter bus routes that serve the City.

Table 3.4-8. Commuter Bus Service

Route	Service	Major Destinations to/from Kirkland	Directly Serves the Analysis Area
Metro 237	Weekday peak hours	AM – From Woodinville to Kirkland to Bellevue PM – From Bellevue to Kirkland to Woodinville	No
Metro 252	Weekday peak hours	AM – From Kingsgate to Kirkland to Downtown Seattle PM – From Downtown Seattle to Kirkland to Kingsgate	No
Metro 256	Weekday peak hours	AM – From Downtown Seattle to Kirkland to Bellevue PM – From Bellevue to Kirkland to Downtown Seattle	No
Metro 257	Weekday peak hours	AM – From Kingsgate to Kirkland to Downtown Seattle PM – From Downtown Seattle to Kirkland to Kingsgate	No
Metro 260	Weekday peak hours	AM – From Finn Hill to Kirkland to Downtown Seattle PM – From Downtown Seattle to Kirkland to Finn Hill	No

Route	Service	Major Destinations to/from Kirkland	Directly Serves the Analysis Area
Metro 265	Weekday peak hours	AM – From Redmond to Kirkland to Downtown Seattle PM – From Downtown Seattle to Kirkland to Redmond	No
Metro 277	Weekday peak hours	AM – From Kirkland to University District PM – From University District to Kirkland	No
Metro 291	Weekday peak hours	AM – From Redmond to Kirkland/From Kirkland to Redmond PM – From Redmond to Kirkland/From Kirkland to Redmond	No
Metro 342	Weekday peak hours	AM – From Shoreline to Lake Forest Park to Kenmore to Bothell to Kirkland to Bellevue to Newcastle to Renton PM – From Renton to Lake Forest Park to Kenmore to Bothell to Kirkland to Bellevue to Newcastle to Renton	No
Metro 644	Weekday peak hours	AM – From Kenmore to Kingsgate to Kirkland to Redmond PM – From Redmond to Kirkland to Kingsgate to Kenmore	No
Metro 952	Weekday peak hours	AM – From Auburn to Kent to Renton to Bellevue to Kirkland to Everett (Boeing) PM – From Everett (Boeing) to Kirkland to Bellevue to Renton to Kent to Auburn (custom bus that operates to and from Boeing)	No
Metro 986	Weekday peak hours	AM – From Kirkland to Seattle PM – From Seattle to Kirkland (custom bus that operates to and from three private schools in Seattle)	No

Sound Transit Express Bus Service

Sound Transit, which provides regional service to the urban portions of Snohomish, King, and Pierce counties, operates several routes in the City. Route 540 directly serves the analysis area, providing daily service between Seattle’s University District and the Kirkland Transit Center. Two other Sound Transit routes serve north Kirkland, with one stop at I-405 and NE 128th Street/Totem Lake Boulevard: Route 532 provides weekday service between Everett, Bothell, and Bellevue, and Route 535 provides daily service between Everett, Lynnwood, and Bellevue.

Rideshare Services

Metro provides the following rideshare services:

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

Paratransit Services

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

Dial-A-Ride Transit

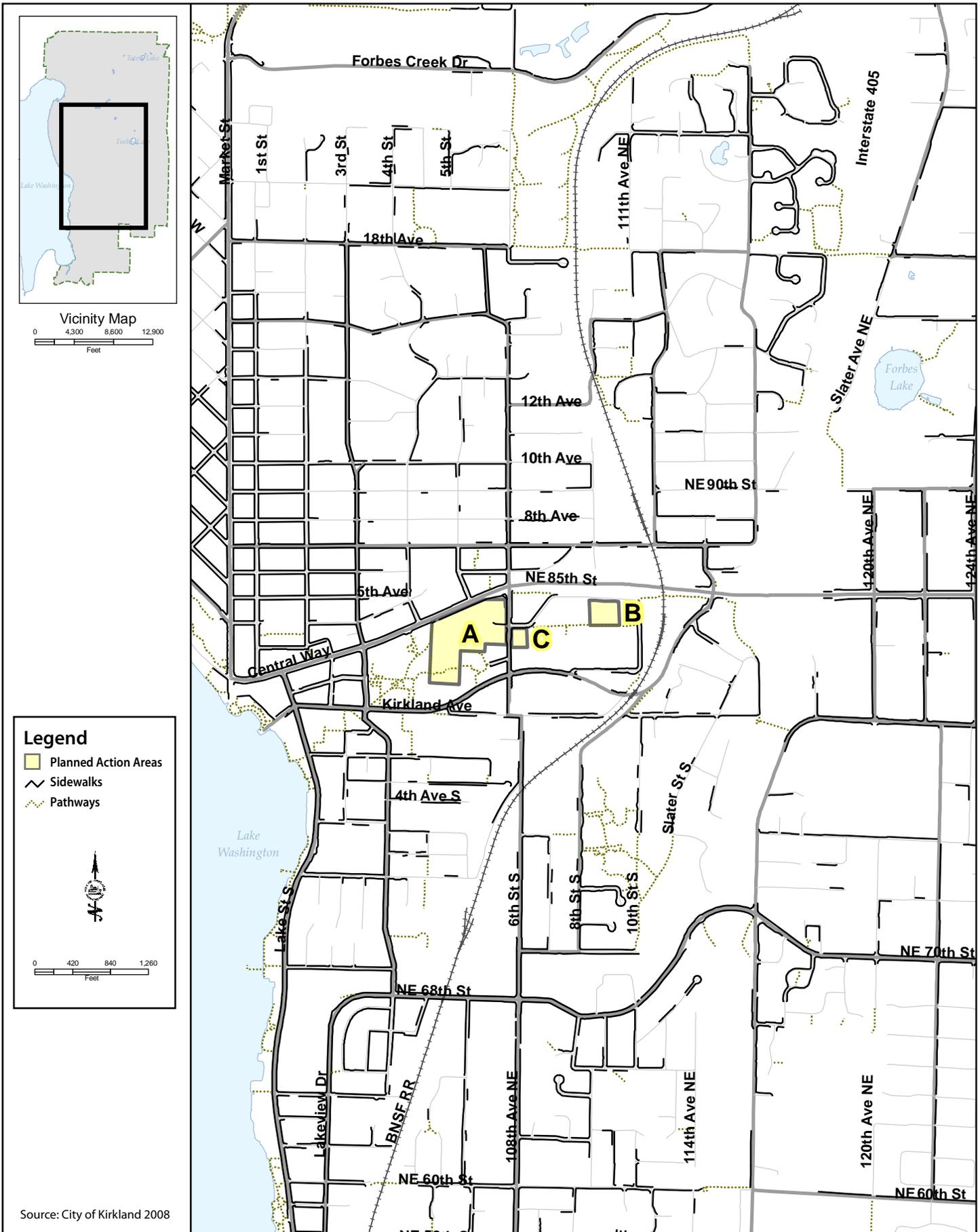
Dial-A-Ride Transit (DART) is a specialized bus service provided by Metro using vans that can deviate from regular fixed bus routes within a designated service area. It is available to the general public and reservations must be made in advance. DART service is operated by Hopelink, a non-profit organization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

Pedestrian Facilities

Pedestrian facilities in the City include sidewalks, paved trails, multipurpose unpaved trails, limited purpose unpaved trails, roadway shoulders, and the shared use of low traffic streets. The City's street network provides a moderately developed sidewalk system. A citywide inventory of sidewalks and trails was completed in 2000. According to the inventory, there were 82.8 miles of sidewalks and 19.3 miles of trails in the City. More than 50% of City streets have sidewalks.

Figure 3.4-5 shows sidewalks and pathways located within approximately one mile of the analysis area. In the immediate vicinity of the analysis area, pedestrian facilities are present on several streets, including Central Way, 6th Street, and Kirkland Way. However, only roadway shoulders exist on a portion of Kirkland Way between 2nd Avenue and Ohde Avenue. The City is 57% complete with sidewalk installation within a half-mile radius of the project.

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



Bicycle Facilities

Bicycle facilities in the City total approximately 41 miles and include shared use paths, bike lanes, and shared roadways. The former vehicle bridge in Juanita Bay Park is the only shared use path facility (route for the exclusive use of non-motorized transportation) in Kirkland. There are approximately 24.2 miles of bike lane facilities, which are striped lanes alongside vehicle lanes on a street. The remaining 16.8 miles are composed of 16.4 miles of shared roadway facilities, which are designated bicycle routes without signs or striping on residential streets, and 0.4 mile of non-motorized paths for bicycles, pedestrians and other users.

In the vicinity of the analysis area, 14-foot curb lanes exist on 3rd Street between Central Way and Kirkland Avenue as well as Kirkland Avenue/Kirkland Way between 3rd Street and 6th Street.

Alternative Mode Shares

Vehicles, and single-occupant vehicles (SOV) in particular, are the predominate mode of travel in Kirkland. Census data indicate that SOVs carry 86% of work trips in the City. Of the 14% of work trips involving modes other than SOV, transit carries 6.6% and the remainder of trips are taken via carpools or vanpools (U.S. Census Bureau 2000). This existing pattern of travel reflects a dependence on individual vehicles for most mobility needs.

In the State of Washington, alternative transportation solutions are further necessitated by the objectives of the Commute Trip Reduction (CTR) Law. Passed in 1991 as a section of the Washington Clean Air Act (RCW 70.94), the CTR Law seeks to reduce workplace commute trips in the nine most populous counties in the state, including King County. This law requires that cities in designated high-population counties adopt a commute trip reduction plan requiring private and public employers with 100 or more employees implement TDM programs. Programs provide various incentives or disincentives to encourage use of alternative transportation modes, other than the SOV.

Among CTR sites citywide, 2005 survey data indicated that 82% of commuters traveled by SOV. A former CTR employer located in Area A achieved a 76% SOV rate with an aggressive TDM program. Of the remaining work trips that occurred via alternative modes, the majority were taken via carpool.

TDM consists of strategies that seek to maximize the efficiency of the transportation system by reducing demand on the system. The results of successful TDM can include:

- Travelers switch from SOV to high occupancy modes such as transit, vanpools or carpools.
- Travelers switch from driving to non-motorized modes such as bicycling or walking.
- Travelers change the time they make trips from more congested to less congested times of day.
- Travelers eliminate trips altogether through such means as compressed workweeks, consolidation of errands, or use of telecommunications.

TDM strategies may include: (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 SOV 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.

The City's mode split target for 2022 is 65% SOV and 35% transit/other modes. This represents a long-term goal for the City to achieve through providing improved transit accessibility, TDM, efficient non-motorized systems, locating shops and services close to home, and implementing other strategies to encourage citizens to travel by modes other than SOV. The higher the success of TDM strategies, the more successful the City will be at achieving this mode split goal.

3.4.2. Impacts

Roadway Operations

Methodology

Land Use and Trip Generation in Planned Action Areas

For the transportation impact analysis presented in this section, future traffic conditions were projected for the following scenarios:

- **2022 No Action.** This scenario assumes an increased level of office and retail development in Areas A and C that City staff estimated could occur under existing zoning. In Area B, continuance of existing nonconforming office uses is assumed. Future development throughout the rest of the City (outside of the three planned action areas) is assumed to be consistent with future land use defined in the City of Kirkland Comprehensive Plan. (See Chapter 2 for more detailed discussion of No Action land use assumptions).

- **2022 Proposed Action.** This scenario assumes that land use outside the three planned action areas will be the same as 2022 No Action. Within the three planned action areas, build-out of the Proposed Action is assumed. (See Chapter 2 for more detailed discussion of Proposed Action land use assumptions).
- **2014 No Action.** This scenario assumes an increased level of office and retail development in Areas A and C that City staff estimated could occur under existing zoning. In Area B, continuance of existing nonconforming office uses is assumed. Outside of the planned action areas, this scenario assumes that straight line growth in development will occur between 2008 and 2022. The level of assumed development for 2014 was interpolated, based on that linear growth.
- **2014 Proposed Action.** This scenario assumes that land use outside Areas A, B, and C will be the same as 2014 No Action. Build-out of the Proposed Action is assumed in the analysis area.

Table 3.4-9 presents the land use assumed in Areas A, B, and C, under the Proposed Action and No Action scenarios.

Table 3.4-9. Land Use Assumptions for Areas A, B, and C

Area	Scenario	Office (square feet)	Commercial (square feet)
A	Existing	95,300	143,143
	No Action (2014 and 2022)	629,500	209,200
	Proposed Action (2014 and 2022)	1,200,000	592,750
B	Existing	33,673	--
	No Action (2014 and 2022)	33,673	--
	Proposed Action (2014 and 2022)	145,000	--
C	Existing	9,672	--
	No Action (2014 and 2022)	27,688	--
	Proposed Action (2014 and 2022)	103,500	--

Development of Areas A, B, and C is assumed to occur by 2014 under both the No Action and Proposed Action scenarios – so the level of development on the three areas would be the same under the 2014 and 2022 scenarios.

For traffic analysis, the number of vehicle trips that would be generated by the land use is projected, using trip generation rates that are derived from observed data (Institute of Transportation Engineers 2003). Table 3.4-10 summarizes the number of PM peak hour vehicle trips projected for Areas A, B, and C, under the Proposed Action and No Action scenarios.

Vehicle trips were estimated using trip generation rates provided in the Trip Generation Manual (Institute of Transportation Engineers 2003). Adjustments to vehicle trips were made, assuming pedestrian and bicycle modes would make up 3.5% of retail trips and 4% of office trips, and 6% of total trips would be made via transit. These mode split assumptions were based upon local census data and CTR data for the City.

Table 3.4-10. PM Peak Hour Vehicle Trip Projections

Site ¹	Scenario	Trips Entering Site	Trips Exiting Site
Area A	No Action ²	544	1,001
	Proposed Action ³	1,470	2,061
Area B	No Action ²	19	38
	Proposed Action ³	38	181
Area C	No Action ²	15	32
	Proposed Action ³	30	146

¹ Development of Areas A, B, and C is assumed to occur by 2014 under both the No Action and Proposed Action scenarios – so the number of projected vehicle trips to and from the planned action sites would be approximately the same under the 2014 and 2022 scenarios.

² Trip generation derived from the BKR model.

³ Vehicle trips were estimated using trip generation rates provided in the Trip Generation Manual (Institute of Transportation Engineers 2003). Adjustments to vehicle trips were made, assuming pedestrian and bicycle modes would make up 3.5% of retail trips and 4% of office trips, and 6% of total trips would be made via transit. These mode split assumptions were based on local census data and CTR data for the City.

Travel Demand Model

Analysis for this project used the Bellevue-Kirkland-Redmond (BKR) travel demand forecasting model, which is a traffic analysis tool used for forecasting future traffic volumes based on existing traffic patterns and forecasted land use growth. It provides future traffic volumes for development review and comprehensive planning. The model forecasts the traffic distribution of proposed future development for traffic impact analysis related to development review. The BKR model includes each jurisdiction’s land use in the analysis area; and land use information is carefully managed and routinely updated to support transportation planning activities. The BKR model integrates elements of the regional model developed by the Puget Sound Regional Council (PSRC).

The model is developed to project future travel demand for the Puget Sound region with primary focus on the metropolitan area east of Lake Washington. The base-year modeling platform is updated annually to reflect changes in land use and roadway network, and validated annually according to new observed data such as traffic counts and household travel surveys.

The general process for the BKR model employs the traditional travel demand forecast modeling process, which includes the following key components:

- **Transportation Network and Zone Development.** The roadway network is represented as a series of links (roadway segments) and nodes (intersections). Characteristics such as capacity, length, speed, and turning restrictions at intersections are coded into the network. The regional model area is divided into Transportation Analysis Zones (TAZs) that have similar land use characteristics.
- **Existing Land Use Assessment.** Land use characteristics in the City were estimated as described above. For the model area outside the city limits, land use was based on regional population and employment inventory provided by the PSRC and the local jurisdictions. The land use is quantified within each TAZ.
- **Trip Generation.** The trip generation step estimates the total number of trips produced by and attracted to each TAZ in the model area, based on the land use within the TAZ. The trips are estimated using statistical data on population and household characteristics, employment, economic output, and land uses. The trip generation model estimates the number of trips generated per household in residential areas, and per employee in non-residential areas. The output is expressed as the total number of trips produced in each TAZ and the total number of trips attracted to each TAZ, categorized by trip purpose. After total trips were estimated, the mode share was estimated based on observed local data for the Proposed Action, and based on City targets for the No Action. Non-vehicle trips were subtracted out of the total, as only vehicle trips were modeled.
- **Trip Distribution.** The trip distribution step allocates vehicle trips estimated by the trip generation model to create a specific zonal origin and destination for each trip. This is accomplished using the gravity model, which distributes trips according to two basic assumptions: (1) more trips will be attracted to larger zones (the size of a zone is defined by the number of attractions estimated in the trip generation phase, not the geographical size), and (2) more trip interchanges will take place between zones that are closer together than the number that will take place between zones that are farther apart. The result is a trip matrix that estimates how many trips occur from each zone (origin) to every other zone (destination). The trips are often referred to as trip interchanges.
- **Network Assignment.** The roadway network is represented as a series of links (roadway segments) and nodes (intersections). Each roadway link and intersection node is assigned a functional classification, with associated characteristics of length, capacity, and speed. This information is used to

determine the optimum path between all the zones based on travel time and distance. The trips are distributed from each of the zones to the roadway network using an assignment process that takes into account the effect of increasing traffic on travel times. The result is a roadway network with traffic volumes calculated for each segment of roadway. The model reflects the effects of traffic congestion on the roadway network.

- **Model Validation.** A crucial step in the modeling process is the calibration of the model. The modeling process can generally be described as defining the existing roadway system as a model network and applying trip patterns based on existing land use. The model output, which consists of estimated traffic volumes on each roadway segment, is compared to existing traffic counts. Adjustments are made to the model inputs until the modeled existing conditions replicate actual existing conditions, within accepted parameters. Once the model is validated for existing conditions, it can be used as the basis for analyzing future traffic conditions that result from proposed land use, and for evaluating the effectiveness of potential improvements to the roadway network.

Projections of Future Traffic Volumes

PM Peak Hour Volumes

Once the baseline BKR model was developed according to the procedure described above, the travel demand model was used to project PM peak hour volumes for all scenarios:

- 2014 No Action
- 2014 Proposed Action
- 2022 No Action
- 2022 Proposed Action

AM Peak Volumes

No model was created to estimate AM peak-hour volumes, so year 2014 volumes were projected according to the following procedures (Heffron 2008).

1. No Action volumes were derived from the existing traffic counts using the following steps:
 - a. Existing volumes were increased by 1.5% per year to account for general growth in traffic. This rate was compounded annually to 2014. The average

- annual growth rate was identified by City staff and represents typical traffic growth in the City.
- b. Traffic associated with two major pipeline projects located in the vicinity of the analysis area—the Google office complex and the McLeod office/retail project—was added to the study area. Traffic volumes for both projects were identified by City staff based on typical trip generation rates.
 - c. Traffic growth associated with the planned action areas was added to the system. Trip generation estimates for the No Action condition determined that site traffic could increase by 816 trips during the AM peak hour by the year 2014 (647 trips entering and 169 trips exiting). These trips were added to the roadway network based on existing travel patterns.
2. Year 2014 Proposed Action volumes were then derived for Areas, A, B, and C. The following was added to the No Action volumes:
- a. The net change in traffic associated with Areas A, B, and C. The change in AM peak-hour traffic between the No Action and Proposed Action conditions was estimated to be 653 trips (558 entering and 95 exiting). These trips were assigned to the study area intersections based on the trip distribution pattern derived by the PM peak-hour model for the PM peak hour. The peak directional flows are assumed to be in the opposite direction as the PM peak traffic.
 - b. The net change in traffic associated with Area B. The net increase in AM peak-hour trips was estimated to be 153 trips (139 enter and 15 exit). These trips were assigned to the network using the same method as described for the Area A trips.
 - c. The net change in traffic associated with Area C. The net increase in AM peak hour trips was estimated to be 171 trips (150 enter and 21 exit). These trips were assigned to the network using the same method as described above.

Impact Assessment

Impact analysis for roadway operations cumulatively assesses the three private amendment requests. The following guidelines are applied to identify an adverse impact on roadway operations.

1. For 2014 and 2022 concurrency assessment, an impact is identified and mitigation required if any of the individual intersection V/Cs or subarea average V/Cs exceed the thresholds identified in Table 3.4-3.

2. For 2014 Traffic Impact Analysis, an impact is identified if either of the following conditions occur:
 - a. If the intersection is projected to operate at LOS E, an impact is identified and mitigation required if greater than 15% of traffic projected to travel through the intersection is generated by the project.
 - b. If the intersection is projected to operate at LOS F, an impact is identified and mitigation required if greater than 5% of traffic projected to travel through the intersection is generated by the project.

Note that project-generated traffic for the No Action and Proposed Action scenarios is based on the land use summarized in Table 3.4-9. Even though the analysis reflects the cumulative effect of the three private amendment requests, each applicant is responsible only for its proportional share of its contribution to the impacts identified. For impacts to roadway operations, proportional share is measured by the number of vehicle trips contributed by the development (see Table 3.4-10 for PM peak hour trips estimated under build-out of the three proposals).

Traffic Impact Analysis

Table 3.4-11 shows the results of the PM peak hour LOS assessment for the 2014 No Action and Proposed Action scenarios. Table 3.4-12 shows the results of the AM peak hour LOS assessment.

Table 3.4-11. TIA Assessment - 2014 PM Peak Hour LOS

ID	Intersection	Traffic Control ¹	No Action				Proposed Action			
			LOS	Delay	% Impact	Mit ²	LOS	Delay	% Impact	Mit ²
Southwest Subarea										
4	Central Way/Parkplace Driveway	TWS	F	>300	>5%	Y	F	>300	>5%	Y
7	Kirkland Way/Parkplace Driveway	TWS	E	42.4	<15%	N	D	28.8	<15%	N
101	Lake Washington Boulevard/NE 38th Place	Signal	D	49.2	0.2%	N	D	48.4	2.0%	N
102	Lake Washington Boulevard/Lakeview Drive	Signal	C	20.4	0.3%	N	C	22.0	2.6%	N
103	State Street/NE 68th Street	Signal	C	26.7	0.4%	N	C	30.7	3.0%	N
104	108th Avenue NE/NE 68th Street	Signal	D	50.5	1.6%	N	E	62.0	12.1%	N
105	Central Way/6th Street	Signal	C	34.5	5.1%	N	F	96.3	16.7%	Y
106	Central Way/3rd Street	Signal	C	29.4	1.5%	N	C	29.9	9.0%	N

ID	Intersection	Traffic Control ¹	No Action				Proposed Action			
			LOS	Delay	% Impact	Mit ²	LOS	Delay	% Impact	Mit ²
107	Central Way/Lake Street	Signal	D	35.4	1.0%	N	C	34.9	6.1%	N
108	Lake Street/Kirkland Avenue	Signal	C	21.2	0.5%	N	C	21.9	2.8%	N
109	NE 85th Street/114th Avenue NE	Signal	F	132.1	5.3%	Y	F	227.9	34.3%	Y
110	6th Street/4th Avenue	Signal	B	17.5	4.5%	N	E	75.1	33.8%	Y
111	Kirkland Avenue/3rd Street	AWS	D	27.7	1.6%	N	E	37.9	10.9%	N
112	Kirkland Way/6th Street	AWS	F	149.6	1.6%	N	F	231.0	11.7%	Y
113	Kirkland Avenue/6th Street	TWS	D	27.1	0.0%	N	E	43.8	1.6%	N
128	Central Way/5th Street	TWS	F	103.5	<5.0%	N	E	66.2	>15.0%	Y
129	Central Way/4th Street	TWS	F	82.4	>5.0%	Y	F	119.0	>5.0%	Y
169	6th Street/7th Avenue	AWS	E	45.9	<15.0%	N	F	86.7	>5.0%	Y
179	Kirkland Way/Kirkland Avenue	TWS	C	21.2	--	N	C	17.9	--	N
Northwest Subarea										
201	98th Avenue NE/Juanita Drive	Signal	D	50.9	1.3%	N	D	54.6	8.1%	N
202	100th Avenue NE/NE 124th Street	Signal	E	58.3	0.7%	N	E	62.6	4.5%	N
203	100th Avenue NE/NE 132nd Street	Signal	E	59.6	0.6%	N	E	62.0	3.9%	N
205	Market Street/Forbes Creek	Signal	B	17.5	1.6%	N	C	26.9	10.0%	N
206	98th Avenue NE/NE 120th Place	Signal	B	12.1	0.7%	N	B	12.3	4.4%	N
208	Juanita Drive/97th Avenue NE	Signal	B	19.6	0.5%	N	C	22.2	3.1%	N
209	Market Street/7th Avenue	TWS	F	180.0	0.6%	N	F	>200	3.6%	N
211	Market Street/15th Avenue	TWS	F	70.1	1.8%	N	F	153.3	10.0%	Y
227	Juanita Drive/93rd Avenue NE	TWS	F	>200	1.4%	N	F	>200	1.4%	N
Northeast Subarea										
301	120th Avenue NE/NE 132nd Street	Signal	B	19.0	0.3%	N	B	19.1	1.4%	N
303	120th Avenue NE/NE 128th Street	Signal	B	14.5	0.4%	N	B	14.7	2.4%	N
304	NE 132nd Street/124th Avenue NE	Signal	F	213.4	0.3%	N	F	217.4	1.8%	N
306	NE 124th Street/Slater Avenue NE	Signal	E	62.8	0.8%	N	E	63.1	5.1%	N

ID	Intersection	Traffic Control ¹	No Action				Proposed Action			
			LOS	Delay	% Impact	Mit ²	LOS	Delay	% Impact	Mit ²
307	Totem Lake Blvd/120th Avenue NE	Signal	D	45.5	0.9%	N	D	46.6	5.3%	N
310	NE 116th Street/120th Avenue NE	Signal	D	61.9	0.2%	N	D	66.1	1.4%	N
311	NE 116th Street/124th Avenue NE	Signal	D	45.4	0.5%	N	D	48.2	4.6%	N
312	NE 124th Street/116th Avenue NE	Signal	D	50.7	0.2%	N	D	52.4	2.0%	N
314	Slater Avenue NE/NE 120th Street	Signal	F	90.6	0.3%	N	F	95.1	2.0%	N
315	NE 124th Street/Totem Lake Blvd	Signal	F	108.0	0.5%	N	F	110.4	3.2%	N
316	Totem Lake Blvd/NE 132nd Street	Signal	D	48.2	0.2%	N	E	48.7	1.1%	N
319	I-405/SB On NE 116th Street	TWS	B	13.9	3.5%	N	B	14.6	7.9%	N
320	I-405/NB Off NE 116th Street	Signal	D	57.3	0.5%	N	E	58.0	3.6%	N
323	Slater Avenue NE/NE 116th Street	TWS	E	46.0	0.4%	N	E	47.9	3.0%	N
East Subarea										
401	NE 85th Street/132nd Avenue NE	Signal	D	47.8	1.0%	N	D	48.3	6.4%	N
402	NE 85th Street/124th Avenue NE	Signal	E	74.2	1.4%	N	F	81.0	9.1%	Y
403	NE 85th Street/120th Avenue NE	Signal	C	29.2	1.7%	N	C	30.4	11.1%	N
404	124th Avenue NE/NE 100th Street	Signal	A	8.4	0.4%	N	A	9.2	2.5%	N
407	NE 70th Street/116th Avenue NE	Signal	D	36.0	0.5%	N	D	36.8	3.1%	N
408	NE 90th Street/124th Avenue NE	Signal	C	24.4	0.5%	N	C	25.7	3.4%	N
409	NE 85th Street/122nd Avenue NE	Signal	B	15.7	1.5%	N	B	15.8	9.7%	N
412	NE 85th Street/128th Avenue NE	Signal	A	8.0	1.1%	N	A	8.4	7.1%	N
416	NE 80th Street/132nd Avenue NE	AWS	F	56.1	0.2%	N	F	58.2	1.4%	N

AWS = All Way Stop; TWS = Two Way Stop (LOS/Delay shown for worst movement at TWS)
Mit = Mitigation; Y = mitigation is needed, based upon city standards - If LOS = E and Project accounts for >15% of traffic through intersection; or if LOS = F and Project accounts for >5% of traffic through intersection
Rows that are shaded indicate intersections where impacts have been identified.

Source: Heffron Transportation, Inc. 2008

Table 3.4-12. TIA Assessment - 2014 AM Peak Hour LOS

ID	Intersection	Traffic Control ¹	No Action				Proposed Action			
			LOS	Delay	% Impact	Mit ²	LOS	Delay	% Impact	Mit ²
4	Central Way/Parkplace Driveway	TWS	F	>200	>5%	Y	F	>200	>5%	Y
7	Kirkland Way/Parkplace Driveway	TWS	B	12.1	<15%	N	B	12.4	--	N
103	State Street/NE 68th Street	Signal	C	20.2	0.4%	N	C	20.7	3.0%	N
104	108th Avenue NE/NE 68th Street	Signal	E	62.2	1.6%	N	E	62.9	12.1%	N
105	Central Way/6th Street	Signal	E	69.2	5.1%	Y	F	126.4	16.7%	Y
106	Central Way/3rd Street	Signal	C	26.2	1.5%	N	C	27.3	9.0%	N
107	Central Way/Lake Street	Signal	D	48.2	1.0%	N	D	42.8	6.1%	N
108	Lake Street/Kirkland Avenue	Signal	C	25.3	0.5%	N	D	53.5	2.8%	N
109	NE 85th Street/114th Avenue NE	Signal	F	79.7	5.3%	Y	F	141.9	34.3%	Y
110	6th Street/4th Avenue	Signal	B	12.4	4.5%	N	C	23.6	33.8%	N
111	Kirkland Avenue/3rd Street	AWS	C	17.2	1.6%	N	C	20.5	10.9%	N
112	Kirkland Way/6th Street	AWS	F	92.2	1.6%	N	F	133.8	11.7%	Y
128	Central Way/5th Street	TWS	D	32.9	<5.0%	N	C	25.3	>15.0%	Y
129	Central Way/4th Street	TWS	D	25.0	>5.0%	N	D	31.6	>5.0%	Y
169	6th Street/7th Avenue	AWS	D	27.5	<15.0%	N	E	40.8	>5.0%	Y
179	Kirkland Way/Kirkland Avenue	TWS	B	12.1	--	N	B	12.7	--	N

AWS = All Way Stop; TWS = Two Way Stop (LOS/Delay shown for worst movement at TWS)

Mit = Mitigation; Y = mitigation is needed, based upon city standards – If LOS = E and Project accounts for >15% of traffic through intersection; or if LOS = F and Project accounts for >5% of traffic through intersection

Rows that are shaded indicate intersections where impacts have been identified.

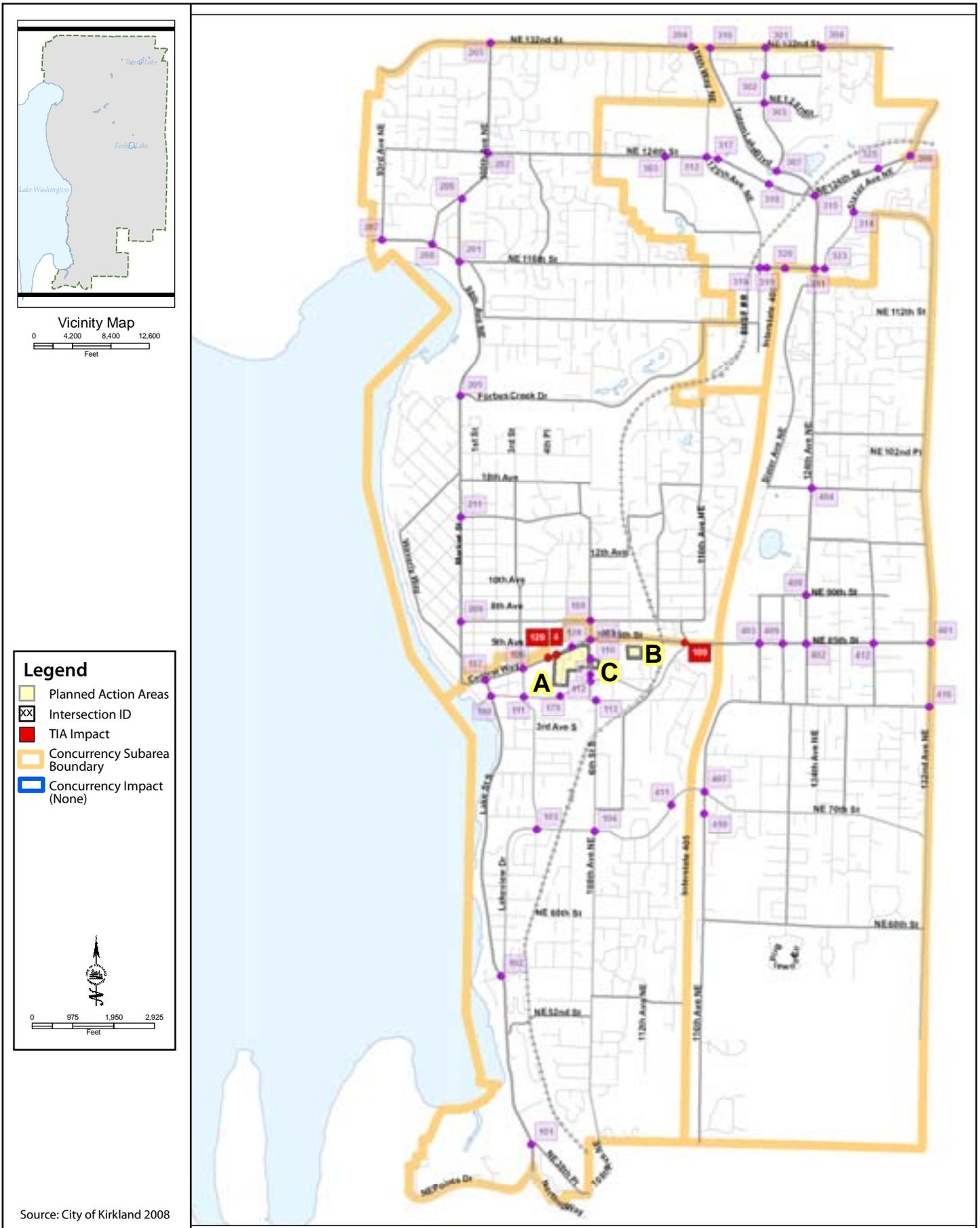
Source: Heffron Transportation, Inc. 2008

2014 No Action

The table shows that an adverse LOS impact is identified at the following three intersections:

- Central Way/Parkplace Driveway
- NE 85th Street/114th Avenue NE
- Central Way/4th Street

The results of 2014 No Action analysis is also shown in Figure 3.4-6.



2014 Proposed Action

The results of 2014 Proposed Action analysis are shown in Figure 3.4-7.

Table 3.4-11 shows the results of LOS assessment for the 2014 Proposed Action scenario. The table shows that an adverse LOS impact is identified at the following 10 intersections:

- Central Way/Parkplace Driveway
- Central Way/6th Street
- NE 85th Street/114th Avenue NE
- 6th Street/4th Avenue
- Kirkland Way/6th Street
- Central Way/5th Street
- Central Way/4th Street
- 6th Street/7th Avenue
- Market Street/15th Avenue
- NE 85th Street/124th Avenue NE

Concurrency V/C Impacts

2014 Concurrency

Table 3.4-13 shows the results of concurrency assessment for the 2014 No Action and 2014 Proposed Action scenarios.

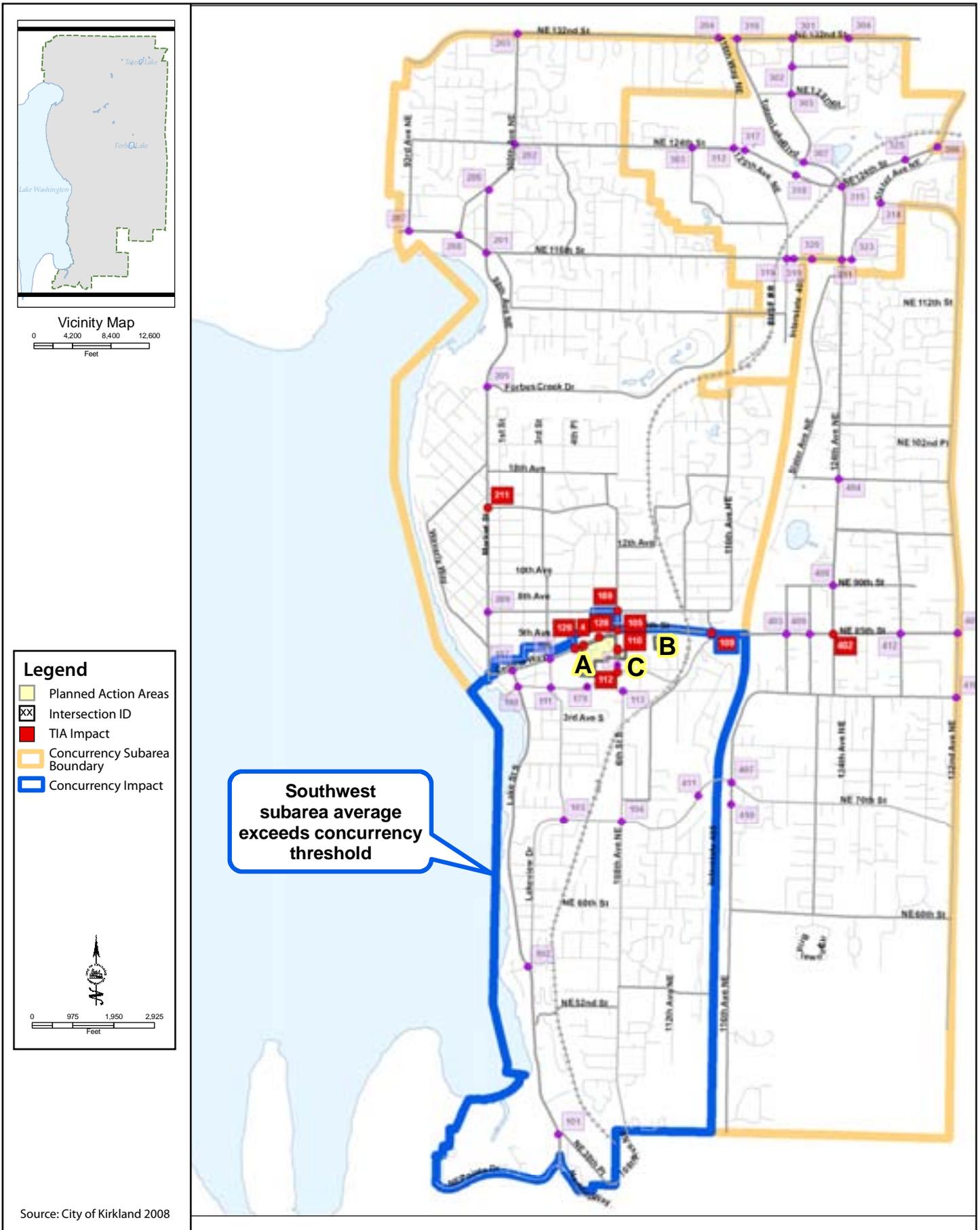


Table 3.4-13. 2014 Concurrency Assessment

ID No	Intersection	No Action			Proposed Action		
		V/C	Threshold	Mit ¹	V/C	Threshold	Mit ¹
Southwest Subarea							
101	Lake Washington Boulevard/NE 38th Place	1.04	1.40	N	1.04	1.40	N
102	Lake Washington Boulevard/Lakeview Drive	0.73	1.40	N	0.77	1.40	N
103	State Street/NE 68th Street	0.65	1.40	N	0.69	1.40	N
104	108th Avenue NE/NE 68th Street	1.00	1.40	N	1.07	1.40	N
105	6th Street/Central Way	0.89	1.40	N	1.04	1.40	N
106	3rd Street/Central Way	0.76	1.40	N	0.77	1.40	N
107	Lake Street/Central Way	0.73	1.40	N	0.75	1.40	N
108	Lake Street/Kirkland Avenue	0.52	1.40	N	0.52	1.40	N
109	114th Ave NE/NE 85th Street	1.30	1.40	N	1.57	1.40	Y
Southwest Subarea Average		0.85	0.90	N	0.91	0.90	Y
Northwest Subarea							
201	98th Avenue NE/Juanita Drive	0.84	1.40	N	0.88	1.40	N
202	100th Avenue NE/NE 124th Street	1.06	1.40	N	1.09	1.40	N
203	100th Avenue NE/NE 132nd Street	0.90	1.40	N	0.91	1.40	N
204	116th Way NE/NE 132nd Street	0.99	1.40	N	1.00	1.40	N
205	Market Street/Forbes Creek Drive	0.60	1.40	N	0.63	1.40	N
Northwest Subarea Average		0.88	0.91	N	0.90	0.91	N
Northeast Subarea							
301	120th Avenue NE/NE 132nd Street	0.73	1.40	N	0.73	1.40	N
302	120th Avenue NE/NE 130th Street	0.43	1.40	N	0.44	1.40	N
303	120th Avenue NE/NE 128th Street	0.46	1.40	N	0.46	1.40	N
304	124th Avenue NE/NE 132nd Street	1.06	1.40	N	1.07	1.40	N
306	Slater Avenue NE/NE 124th Street	0.95	1.40	N	0.96	1.40	N
307	120th Avenue NE/Totem Lake Boulevard	0.98	1.40	N	1.00	1.40	N
310	120th Avenue NE/NE 116th Street	0.68	1.40	N	0.69	1.40	N
311	124th Avenue NE/NE 116th Street	1.08	1.40	N	1.10	1.40	N
312	116th Avenue NE/NE 124th Street	0.94	1.40	N	0.96	1.40	N
313	113th Place NE/NE 124th Street	0.66	1.40	N	0.66	1.40	N
314	Slater Avenue NE/NE 120th Street	0.82	1.40	N	0.83	1.40	N
315	Totem Lake Boulevard/NE 124th Street	1.00	1.40	N	1.01	1.40	N

ID No	Intersection	No Action			Proposed Action		
		V/C	Threshold	Mit ¹	V/C	Threshold	Mit ¹
316	Totem Lake Boulevard/NE 132nd Street	1.09	1.40	N	1.09	1.40	N
317	I-405 SB Off Ramp/NE 124th Street	0.71	1.40	N	0.72	1.40	N
318	I-405 NB Off Ramp/NE 124th Street	0.55	1.40	N	0.57	1.40	N
320	I-405 NB Off Ramp/NE 116th Street	0.83	1.40	N	0.84	1.40	N
325	128th Lane NE/NE 124th Street	0.72	1.40	N	0.73	1.40	N
Northeast Subarea Average		0.81	0.88	N	0.81	0.88	N
East Subarea							
401	132nd Avenue NE/NE 85th Street	0.82	1.40	N	0.83	1.40	N
402	124th Avenue NE/NE 85th Street	1.07	1.40	N	1.08	1.40	N
403	120th Avenue NE/NE 85th Street	0.91	1.40	N	0.92	1.40	N
404	124th Avenue NE/NE 100th Street	0.76	1.40	N	0.79	1.40	N
406	132nd Avenue NE/NE 70th Street	1.01	1.40	N	1.01	1.40	N
407	116th Avenue NE/NE 70th Street	0.95	1.40	N	0.97	1.40	N
408	124th Avenue NE/NE 90th Street	0.79	1.40	N	0.82	1.40	N
409	122nd Avenue NE/NE 85th Street	0.80	1.40	N	0.81	1.40	N
410	116th Avenue NE/I-405 NB Ramps	1.07	1.40	N	1.12	1.40	N
411	I-405 SB Ramps/NE 72nd Place	0.32	1.40	N	0.32	1.40	N
East Subarea Average		0.85	1.05	N	0.87	1.05	N

Mit = Mitigation; Y = mitigation is needed, based upon city standards – If V/C exceeds thresholds defined in Table 3.4-3. Rows that are shaded indicate intersections where impacts have been identified.

Source: Mirai & Associates 2008

2014 No Action

The table shows that all concurrency intersections and subarea averages are expected to remain below thresholds under this scenario.

2014 Proposed Action

The table shows that one intersection located in the southwest region, (109) 114th Ave NE/NE 85th Street, is expected to exceed the concurrency threshold of 1.40. In addition, the subarea average for the southwest subarea exceeds the threshold by 0.01. The results of 2014 concurrency assessment for the Proposed Action scenario are shown in Figure 3.4-7.

2022 Concurrency

Table 3.4-14 shows the results of concurrency assessment for the 2022 No Action and Proposed Action scenarios.

Table 3.4-14. 2022 Concurrency Assessment

ID No	Intersection	No Action			Proposed Action		
		V/C	Threshold	Mit ¹	V/C	Threshold	Mit ¹
Southwest Subarea							
101	Lake Washington Boulevard/NE 38th Place	1.47	1.40	Y	1.48	1.40	Y
102	Lake Washington Boulevard/Lakeview Drive	0.85	1.40	N	0.88	1.40	N
103	State Street/NE 68th Street	0.75	1.40	N	0.79	1.40	N
104	108th Avenue NE/NE 68th Street	1.08	1.40	N	1.16	1.40	N
105	6th Street/Central Way	1.01	1.40	N	1.43	1.40	Y
106	3rd Street/Central Way	0.89	1.40	N	0.93	1.40	N
107	Lake Street/Central Way	0.82	1.40	N	0.85	1.40	N
108	Lake Street/Kirkland Avenue	0.54	1.40	N	0.55	1.40	N
109	114th Ave NE/NE 85th Street	1.54	1.40	Y	1.41	1.40	Y
Southwest Subarea Average		0.99	0.92	Y	1.05	0.92	Y
Northwest Subarea							
201	98th Avenue NE/Juanita Drive	0.92	1.40	N	0.98	1.40	N
202	100th Avenue NE/NE 124th Street	1.27	1.40	N	1.29	1.40	N
203	100th Avenue NE/NE 132nd Street	1.13	1.40	N	1.15	1.40	N
204	116th Way NE/NE 132nd Street	1.47	1.40	Y	1.49	1.40	Y
205	Market Street/Forbes Creek Drive	0.65	1.40	N	0.73	1.40	N
Northwest Subarea Average		1.09	1.01	Y	1.13	1.01	Y
Northeast Subarea							
301	120th Avenue NE/NE 132nd Street	0.91	1.40	N	0.91	1.40	N
302	120th Avenue NE/NE 130th Street	0.59	1.40	N	0.59	1.40	N
303	120th Avenue NE/NE 128th Street	0.70	1.40	N	0.70	1.40	N
304	124th Avenue NE/NE 132nd Street	1.43	1.40	Y	1.44	1.40	Y
306	Slater Avenue NE/NE 124th Street	1.12	1.40	N	1.15	1.40	N
307	120th Avenue NE/Totem Lake Boulevard	0.86	1.40	N	0.89	1.40	N
310	120th Avenue NE/NE 116th Street	0.74	1.40	N	0.76	1.40	N
311	124th Avenue NE/NE 116th Street	1.04	1.40	N	1.07	1.40	N
312	116th Avenue NE/NE 124th Street	1.15	1.40	N	1.18	1.40	N

ID No	Intersection	No Action			Proposed Action		
		V/C	Threshold	Mit ¹	V/C	Threshold	Mit ¹
313	113th Place NE/NE 124th Street	0.74	1.40	N	0.74	1.40	N
314	Slater Avenue NE/NE 120th Street	1.06	1.40	N	1.15	1.40	N
315	Totem Lake Boulevard/NE 124th Street	1.31	1.40	N	1.34	1.40	N
316	Totem Lake Boulevard/NE 132nd Street	1.69	1.40	Y	1.70	1.40	Y
317	I-405 SB Off Ramp/NE 124th Street	0.72	1.40	N	0.74	1.40	N
318	I-405 NB Off Ramp/NE 124th Street	0.59	1.40	N	0.60	1.40	N
320	I-405 NB Off Ramp/NE 116th Street	0.89	1.40	N	0.90	1.40	N
325	128th Lane NE/NE 124th Street	0.79	1.40	N	0.81	1.40	N
Northeast Subarea Average		0.96	0.99	N	0.98	0.99	N
East Subarea							
401	132nd Avenue NE/NE 85th Street	1.11	1.40	N	1.13	1.40	N
402	124th Avenue NE/NE 85th Street	0.99	1.40	N	1.01	1.40	N
403	120th Avenue NE/NE 85th Street	1.02	1.40	N	1.04	1.40	N
404	124th Avenue NE/NE 100th Street	0.92	1.40	N	0.96	1.40	N
406	132nd Avenue NE/NE 70th Street	0.88	1.40	N	0.88	1.40	N
407	116th Avenue NE/NE 70th Street	1.10	1.40	N	1.15	1.40	N
408	124th Avenue NE/NE 90th Street	0.98	1.40	N	1.02	1.40	N
409	122nd Avenue NE/NE 85th Street	0.89	1.40	N	0.90	1.40	N
410	116th Avenue NE/I-405 NB Ramps	1.24	1.40	N	1.35	1.40	N
411	I-405 SB Ramps/NE 72nd Place	0.43	1.40	N	0.44	1.40	N
East Subarea Average		0.96	1.10	N	0.99	1.10	N

Mit = Mitigation; Y = mitigation is needed, based upon city standards – If V/C exceeds thresholds defined in Table 3.4-3.

Rows that are shaded indicate intersections where impacts have been identified.

Source: Mirai & Associates 2008

2022 No Action

The table shows that two intersections located in the southwest subarea are expected to exceed the concurrency threshold of 1.40.

- Lake Washington Boulevard/NE 38th Place
- 114th Ave NE/NE 85th Street

In addition, the subarea average for the southwest subarea exceeds its threshold of 0.92.

One intersection in the northwest subarea, (204) 116th Way NE/NE 132nd Street, is expected to exceed the concurrency threshold of 1.40. The subarea average for the northwest subarea exceeds its threshold of 1.01.

Two intersections in the northeast subarea are expected to exceed the concurrency threshold of 1.40:

- 124th Avenue NE/NE 132nd Street
- Totem Lake Boulevard/NE 132nd Street

However, the subarea average V/C is expected to remain under its threshold.

The results of 2022 concurrency assessment for the No Action scenario are also shown in Figure 3.4-8.

2022 Proposed Action

The table shows that three intersections located in the southwest region are expected to exceed the concurrency threshold of 1.40.

- Lake Washington Boulevard/NE 38th Place
- 6th Street/Central Way
- 114th Ave NE/NE 85th Street

In addition, the subarea average for the southwest subarea exceeds its threshold of 0.92.

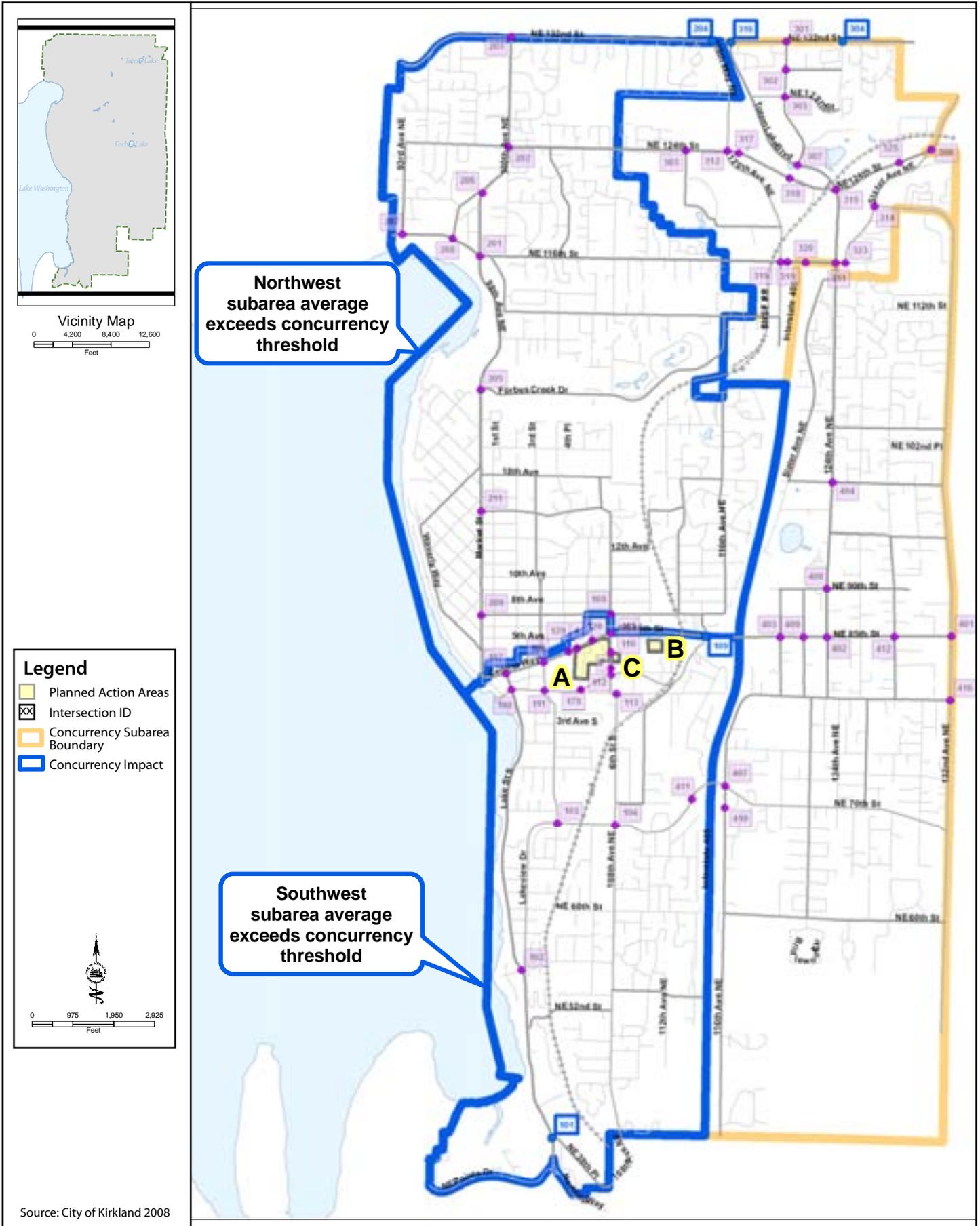
One intersection in the northwest subarea, (204) 116th Way NE/NE 132nd Street, is expected to exceed the concurrency threshold of 1.40. The subarea average for the northwest subarea exceeds its threshold of 1.01.

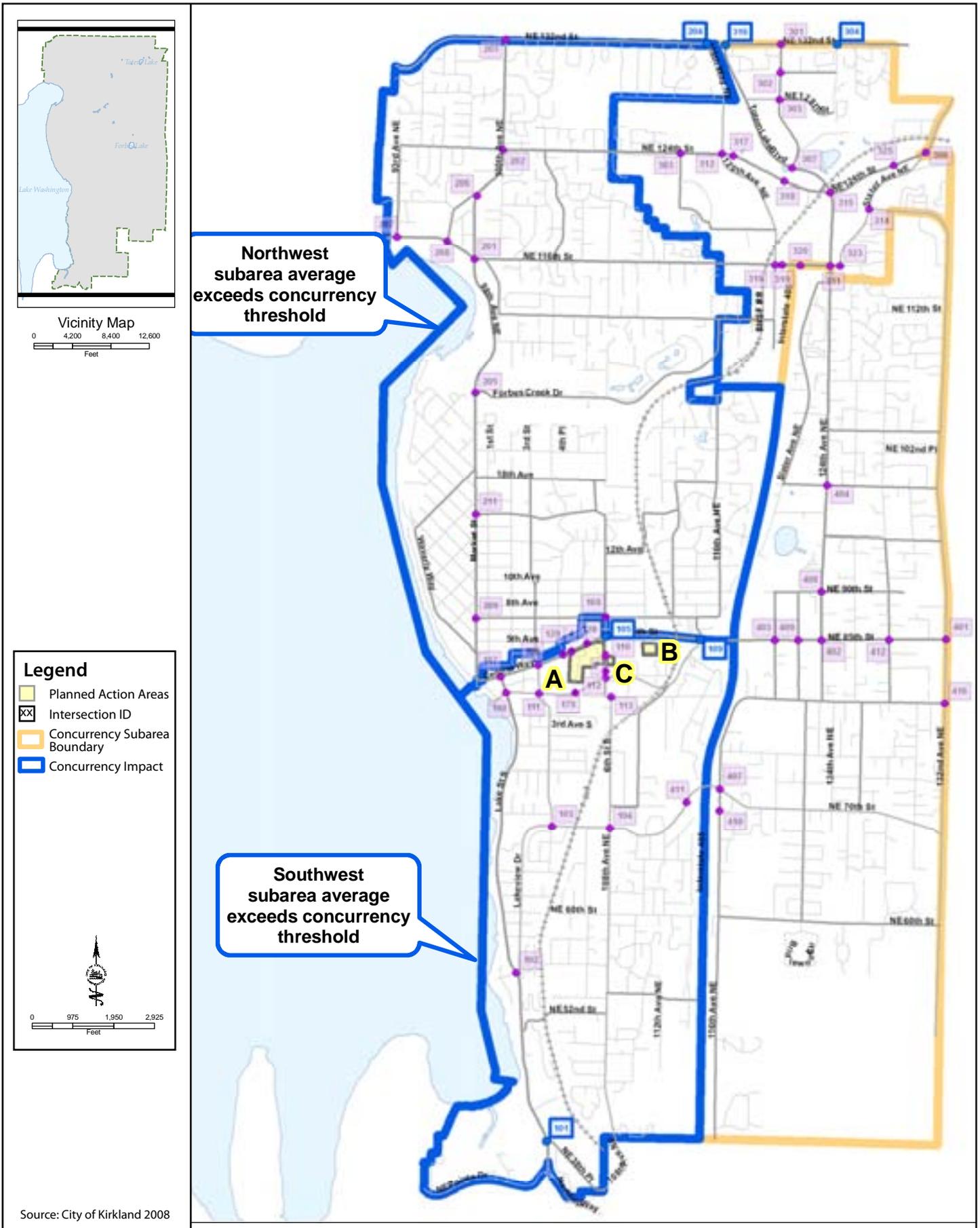
Two intersections in the northeast subarea are expected to exceed the concurrency threshold of 1.40:

- 124th Avenue NE/NE 132nd Street
- Totem Lake Boulevard/NE 132nd Street

However, the subarea average V/C is expected to remain under its threshold.

The results of 2022 concurrency assessment for the Proposed Action scenario are also shown in Figure 3.4-9.





Parking

Proposed Action

Table 3.4-15 summarizes the parking supply that would be required for Area A under current city code.

Table 3.4-15. Kirkland Parking Requirements by Zoning Code

Land Use	Subsection of KZC 50.37	Proposed Size	Required Parking Spaces	Equivalent Rate	Number of Code Required Spaces
Office	.070	1,200,000 sf	1 space/350 sf	2.86 spaces/1000 sf	3,429
Supermarket	.050	54,000 sf	1 space/350 sf	2.86 spaces/1000 sf	154
Restaurants	.010	60,000 sf	1 space/100 sf	10.0 spaces/1000 sf	600
Retail	.050	136,000 sf	1 space/350 sf	2.86 spaces/1000 sf	389
Theater	Unclassified	600 seats	1 space/350 sf ^b	0.076 spaces/seat	46
Hotel	0.040	325 rooms	1 space/room	1 space/room	325
Health Club	Unclassified	75,000 sf	1 space/350 sf	2.86 spaces/1000 sf	214
Total					5,157

sf = square feet

The spaces that would be required by code are much higher—approximately 5,157—than the approximately 3,500 spaces that are being proposed. The differences in standard code parking requirements and the proposed parking supply for Area A are due to expected shared parking and proposed measures to reduce parking demand. Shared parking is when two or more land uses share the same parking spaces, particularly where individuals using the spaces are unlikely to need the spaces at the same time of day. Further information about shared parking assessment is provided under Incorporated Plan Elements, in the Mitigation section of this chapter.

A parking management program, which encourages use of alternative modes and efficient use of the available parking, will be needed to ensure that parking supply is adequate to meet demand. Otherwise, there is potential for parking to spill out into the surrounding neighborhoods, which would be considered a significant impact. Further information about parking management is provided in the Mitigation section of this chapter.

Any development proposal can include a proposed reduction in parking supply, but it needs to be clear about how the reduction will be accommodated. Since proposals for Areas B and C do not include any provisions for reduced parking supply, it is

assumed that future development in these areas would follow provisions of Chapter 105 of the City's zoning code, *Parking Areas, Vehicle and Pedestrian Access, and Related Improvements*, where standards and modification provisions are contained.

No Action

Parking demand would be less under the No Action than would be expected under the Proposed Action, because the intensity of land use would be less. As no specific development proposal is under evaluation under the No Action, it is not known if proposed parking would comply with current zoning requirements, or if alternative parking plans would also be proposed under this scenario.

Pedestrian and Bicycle Mobility

Proposed Action

With the Proposed Action's potential for a master planned redevelopment, greater structured parking and efficient use of land, more site amenities are likely to be provided in terms of non-motorized connectivity, landscaping, and gathering spaces. With these features, the Proposed Action would be more conducive to pedestrian and bicycle mobility, and would support the City's non-motorized policies.

No Action

Lower square footages for retail and commercial uses and a potentially less efficient use of land could be less conducive to pedestrian and bicycle mobility and less supportive of the City's non-motorized policies than the Proposed Action. However, there is a greater potential for improved pedestrian and bicycle mobility compared with current conditions.

Transit Service

Proposed Action

Higher density under the Proposed Action would be more conducive to transit service and would support the City's transit policies. In recent years, research has documented the benefits of compact higher density and mixed-use development in supporting improved transit service. While many of these studies focus on residential densities, a report by the PSRC identifies employment densities of 25 jobs per gross acre as a threshold for supporting frequent high-capacity transit service, with a density of 50 jobs per acre as preferred for higher frequency service.

As described in Chapter 2, the Proposed Action would generate a total of 3,428 new jobs, resulting in a net increased employment density of 238 jobs per acre above the No Action employment density. This is well above the threshold described above. The PSRC report identifies that commercial uses with surface parking should strive for a floor area ratio (FAR)—which is the gross floor area of all buildings permitted on a lot divided by the area of the lot—of at least 0.5 to 1.0, and preferably 2.0. The FAR under the Proposed Action is approximately 3.25, well above the preferred threshold for frequent transit service (Puget Sound Regional Council 1999).

No Action

Under the No Action, increased residential and employment growth is anticipated, although to a lesser degree than under the Proposed Action. Therefore, it is reasonable to expect that the No Action would support increased transit service, although to a lesser degree than the Proposed Action. The No Action is expected to result in an employment density of 224 jobs per acre and a floor area ratio of 1.4. Both of these measures are above the thresholds identified by the PSRC to support frequent high capacity transit service.

Greenhouse Gases

The greenhouse gas (GHG) assessment, provided in Appendix D, summarizes the estimated 62.5-year lifecycle GHG emissions for existing conditions, the Proposed Action, and the No Action. All GHG emissions are expressed as metric tons of carbon dioxide equivalents (mtCO₂-e); a metric ton is equal to 2,200 pounds. Setting all emissions to mtCO₂-e accounts for the fact that GHG emissions will actually consist of a mixture of several constituents (mainly carbon dioxide, methane, and nitrous oxides). The calculated GHG is divided into two general geographical areas: the analysis area, and regional areas outside of the analysis area.

Existing lifecycle GHG emissions directly associated with existing buildings in the analysis area are estimated at 396,073 mtCO₂-e over a 62.5-year life span. If the Proposed Action includes a variety of vehicle trip reduction measures, these measures would be expected to reduce local and regional vehicle travel serving retail and office buildings in the analysis area. A specific reduction in vehicle trips resulting from the trip reduction measures has not yet been determined. Therefore, the analysis in Appendix D assesses the effect of a representative default trip reduction factor of 5%, applied to office land use and retail land use in the analysis area. Under the Proposed Action, the GHG emissions generated in the analysis area would increase to 2,198,285 mtCO₂-e after accounting for the GHG model's default 5% vehicle trip reductions from office and retail land use. Thus, over the 62.5-year life span, the Proposed Action would generate 1,215,264 mtCO₂-e more than the No Action, solely in Areas A, B, and C.

Because climate change is a result of worldwide GHG emissions, it is appropriate to also consider the Proposed Action's impact on regional emissions, rather than restricting the analysis to only Areas A, B, and C. Even if the Proposed Action were to require occupants in these three areas to implement trip reduction measures, there is currently no guarantee that new developments outside these areas would be required to do so. If anticipated regional growth outside the analysis area is accounted for, the No Action lifecycle GHG emissions in the region would be 2,223,516 mtCO₂-e. Thus, on a regional basis over the 62.5-year life span, the Proposed Action is projected to generate 25,231 mtCO₂-e less than the No Action, if it includes measures that would result in a 5% trip reduction.

3.4.3. Mitigation Measures

Incorporated Plan Features

Under the Proposed Action, Area A includes a total of 3,500 parking spaces at full build-out, which is lower than the approximate 5,100 spaces that would be required under current zoning. The following analysis demonstrates how the proposed amount of parking is expected to accommodate the shared parking demand.

The parking demand estimate for the Area A mixed-use project was determined by combining parking accumulation (demand by time of day) for each of the proposed land uses. Peak parking demand rates in the ITE Parking Generation Manual (ITE 2004) were used as a basis for this analysis. However, as stated in the ITE Parking Generation Manual, "Most of the data currently available are from suburban sites with isolated single land uses and free parking."

ITE recognizes that there are many factors that affect parking demand including the "type of area, parking pricing, transit availability and quality of transportation demand management plans, mixing of land uses, pedestrian friendly design, land use density, trip chaining/multi-stop trip activity, the split between employee and visitor parking, the split between long-term and short-term parking." In Area A, the following major factors would affect the overall parking demand:

- **Mode of travel.** The Area A development would include a transportation demand management plan developed for the office tenants to increase transit, carpooling, walking, and bicycling to work. Increased use of these modes would reduce the parking demand associated with the office use. In addition, some of the retail and restaurant customers are expected to walk to the site from nearby residential uses.
- **Internal and multi-stop trips.** Many of the daytime customers to the area's retail and restaurant uses are expected to come from offices at the area.

Likewise, hotel guests could also shop or dine in the area. No additional parking would be needed for these customers. Many of the area's customers will visit more than one use. For example, a restaurant patron may also shop at the supermarket or retail store, or visit the theater.

- **Parking demand by time of day or day of week.** The peak parking demand for each use occurs at different times of the day or on different days of the week. This allows some of the parking to be shared among uses.

The following sections describe how each of the above factors is expected to affect the peak parking demand rates and the cumulative demand. A more detailed analysis is provided in Appendix E.

Mode of Travel

Trip generation analysis performed for the DEIS assumed that some of the project's trips would occur by modes other than a SOV. For the office use, it was assumed that 78% of the employee trips would occur by SOV and 12% would occur by carpool. The remaining 10% would be transit and walk/bike trips. If each of the carpools has only two people (the estimate that results in the highest number of parked cars), it would mean that 84% of the employees would have a vehicle in the area ($78\% + (12\% \div 2)$). This level of vehicle use is based on the actual results of employers in the City that are subject to the CTR law. It is appropriate for use in this area, which is expected to have large firms that occupy the office space. If large firms do not end up occupying the space, the City can still require TDM measures that are consistent with what would be needed to comply with CTR, as part of the Planned Action Ordinance (PAO).

For all of the non-office uses except the hotel, it was assumed that 3.5% of the trips would be walking or bicycle trips. This is higher than the 1.8% to 2.2% indicated in available census and CTR data, but is considered reasonable based upon the mix of proposed uses combined with the population density in the City surrounding the area. All of the trips to the hotel were assumed to be made by automobiles that would be parked in the area. This is a conservative assumption since some of the hotel trips could arrive by taxi or shuttle bus that do not require on-site parking.

Internal and Multi-stop Trips

The trip generation estimates completed for this analysis reflect potential internal trip interactions for the AM and PM peak hours. However, there is no such methodology to determine internal trips during the middle of the day. It is expected that the highest level of internal trip activity would occur during midday when many of the area's projected 4,800 office workers could visit the on-site restaurants, retail shops, and fitness center. If, for example, 4% of the office workers came from Area A's

office uses to the restaurants for lunch, they would represent 30% of all of the restaurant's expected lunchtime customers. Likewise, it would require less than 2% of the 4,800 office workers to represent 30% of the supermarket's or fitness center's midday customers. While there is no ITE or other literature available to support these projections, the projections are considered reasonable based on observations of activities at office developments with similar mixes of uses and numbers of office workers as those proposed at Area A. Therefore, the parking demand rates for the retail, restaurant, and fitness center uses were reduced by 30% between 10:00 A.M. and 4:00 P.M. to account for these internal trips. No midday internal parking demand reductions were assumed for either the hotel use or the theater even though it is likely that hotel guests would dine or shop in Area A or would be business visitors to the office buildings.

Parking Demand by Time of Day and Day of Week

Published peak parking demand rates reflect the peak demand at some time during the day. These peaks occur at different times for different uses. For example, the peak parking demand for an office occurs mid-morning, while the peak demand for restaurants occurs in the evening. ITE's Parking Generation Manual includes information about how parking for each use fluctuates by time of day—parking accumulation rates. The parking accumulation data from ITE were used for all of the land uses, except for the supermarket. The data published in ITE indicate that the weekday peak demand for a supermarket occurs at 1:00 P.M. This is not supported by experience or data for supermarkets in the Puget Sound region, and may reflect older shopping patterns when households had one working member. With current households often having two working members, shopping patterns have shifted.

Adjusted Peak Parking Demand Rates

The ITE peak parking demand rates were adjusted to account for the internal trips and non-vehicle trips described above. Table 3.4-16 summarizes the project land uses, size, ITE rates, and adjustments. Table 3.4-17 shows how these rates compare to the City's code-required rates. The table also includes the rates for Saturday to reflect how peak demand would be different on different days of the week. These tables show that some of the rates, even adjusted, are higher than what the City's code requires. This also shows that the peak parking demand for some of the uses occurs on a weekend.

Table 3.4-16. Project Program and Parking Demand Rates

Land Use	Proposed Size	Peak Weekday Parking Demand Rates from ITE	Reductions for:		Adjusted Peak Weekday Parking Rate
			Internal Trips Midday / Afternoon	Non-Auto Trips	
Office	1,200,000 sf	2.53 spaces/1,000 sf	0% / 0% ¹	16% ²	2.13 spaces/1,000 sf
Supermarket	54,000 sf	4.36 spaces/1,000 sf	30% / 8%	3.5%	3.87 spaces/1,000 sf
Restaurants	60,000 sf	13.30 spaces/1,000 sf	30% / 8%	3.5%	11.81 spaces/1,000 sf
Retail	136,000 sf	2.65 spaces/1,000 sf	30% / 8%	3.5%	2.35 spaces/1,000 sf
Theater	600 seats	0.26 spaces/seat	0% / 0%	3.5%	0.25 spaces/seat
Hotel	325 rooms	0.91 spaces/room	0% / 0% ³	0%	0.91 spaces/room
Health Club	75,000 sf	3.55 spaces/1,000 sf	30% / 8%	3.5%	3.15 spaces/1,000 sf

sf = square feet

¹ Derived from equation for office building (LU 701): $P = 2.51X + 27$.

² Assumes 6% of employees commute by transit, 4% walk, and 12% carpool. The number of carpool vehicles parked in the area assumes the carpool rate divided by 2 employees per carpool. The total reduction = $(6\% + 4\% + (12\% \div 2)) \times \text{employees}$.

³ Although internal trips could occur, the hotel patrons may still have a car parked in the area.

Source: Heffron Transportation, Inc., December 2007 using rates from ITE's Parking Generation Manual (3rd Edition, 2004) and methodology from ITE's Trip Generation Handbook (2nd Edition, June 2004)

Table 3.4-17. Comparison of Kirkland Zoning Code and Adjusted ITE Rates

Land Use	Kirkland Zoning Code Rate	Adjusted Peak Parking Demand Rates from ITE	
		Weekday	Saturday ¹
Office	.86 spaces/1,000 sf	2.13 spaces/1,000 sf	0.10 spaces/1,000 sf
Supermarket	2.86 spaces/1,000 sf	3.87 spaces/1,000 sf	4.75 spaces/1,000 sf
Restaurants	10.0 spaces/1,000 sf	11.81 spaces/1,000 sf	16.30 spaces/1,000 sf
Retail	2.86 spaces/1,000 sf	2.35 spaces/1,000 sf	2.97 spaces/1,000 sf
Theater	0.076 spaces/seat	0.25 spaces/seat	0.19 spaces/seat
Hotel	1 space/room	0.91 spaces/room	0.91 spaces/room
Health Club	2.86 spaces/1,000 sf	3.15 spaces/1,000 sf	4.80 spaces/1,000 sf

sf = square feet

¹ The adjusted Saturday rates apply the same methodology as used for weekday rates. The difference is that no internal trips between the office and other uses are assumed to occur on a Saturday.

Source: Heffron Transportation, Inc., December 2007.

Based on these rates the peak office parking demand would be 3,410 vehicles and would occur at 10A.M. The other site uses would have a peak demand of 1,700 vehicles at 7P.M. The peak cumulative demand would be 3,410 vehicles at 11A.M.

Expected cumulative parking demand is illustrated in the more detailed assessment provided in Appendix E.

Implementation

The Proposed Action level of development and greater attention to structured parking may allow for a more efficient use of land and a more pedestrian-oriented environment.

There are two methods by which alternative parking standards may be established for Area A:

- Create a new zoning district, with alternative parking standards that are specific to that zone; or,
- Modify existing parking standards, in conformance with Kirkland Zoning Code Section 105.103.3.c.

With either a zoning amendment or a modification request, the City will require a parking demand analysis to confirm that proposed standards are adequate to meet projected demand. The ability to achieve shared parking would be determined through a specific parking demand analysis that would demonstrate the peak parking demand over a 24-hour period based on specific proposed mix of retail and commercial uses. In addition to demand analysis, a parking management program would be required (described later in this section).

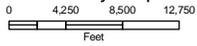
Capacity Improvements

Table 3.4-18 presents the capacity improvement projects that have been developed to address the LOS and concurrency impacts identified for the Proposed Action and No Action scenarios. The mitigation measures for the No Action and Proposed Action scenarios are shown in Figure 3.4-10 and Figure 3.4-11, respectively.

As noted earlier in this section, the No Action scenario assumes a level of development in the planned action areas that could be allowed under current zoning. This assumption reflects a higher intensity of land use at these three sites than what was analyzed for the Comprehensive Plan. This is due to the fact that the City's available land use capacity is greater than the land use needed to support future population and employment targets. Thus, for the Comprehensive Plan analysis, build-out under current zoning was not assumed because it would result in a land use much more intense than the land use needed to support the City's targets.

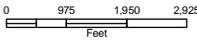


Vicinity Map



Legend

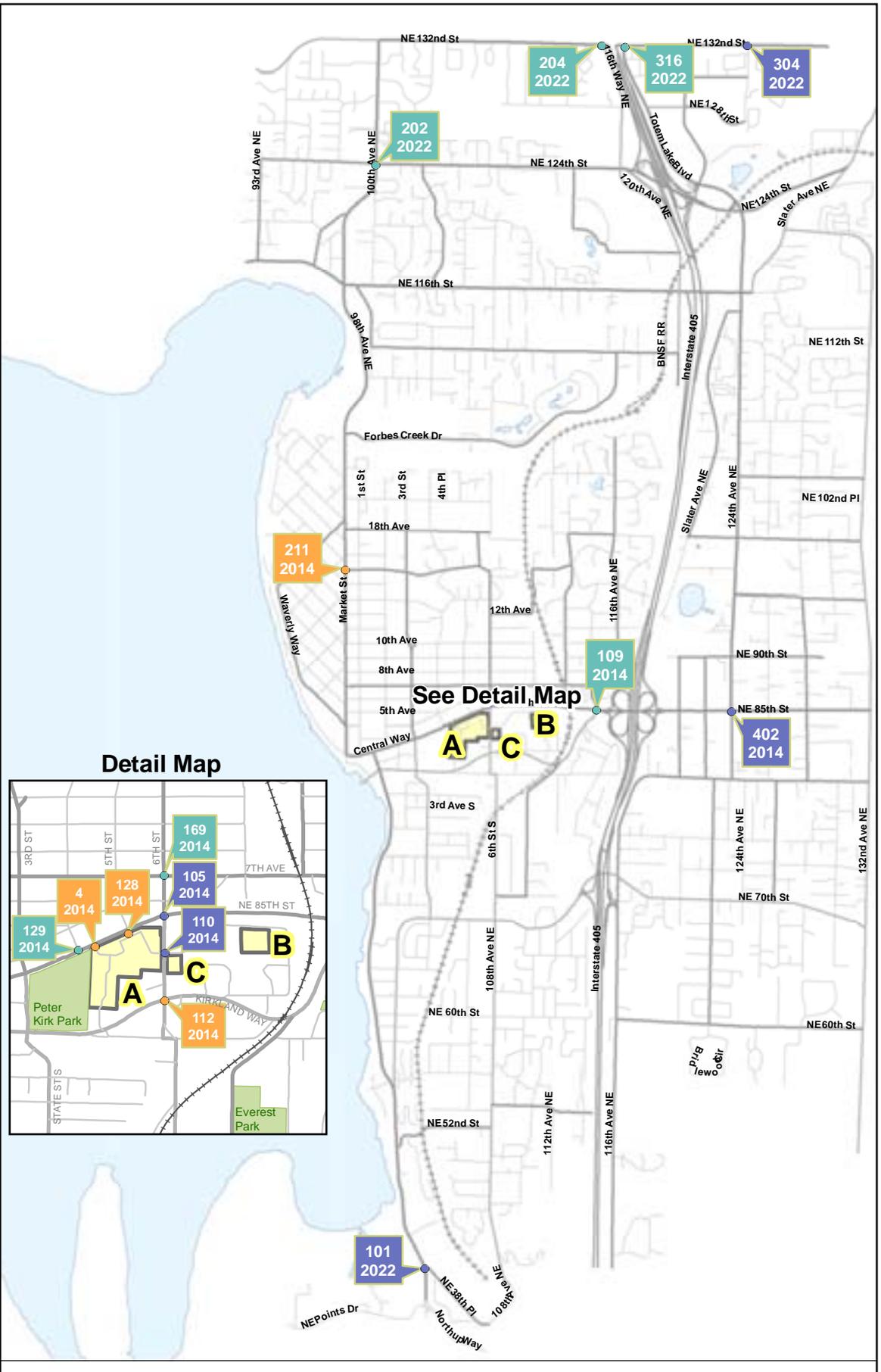
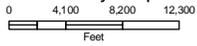
- Planned Action Areas
- Intersection ID / Year by which Project is Required
- Install Signal
- Widen Road
- Revise Channelization or Signal Phasing



Source: City of Kirkland 2008

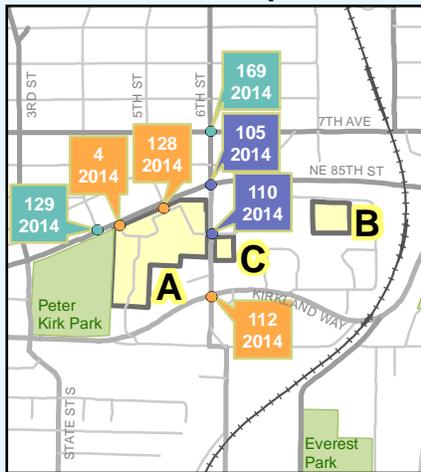


Vicinity Map



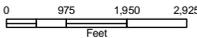
See Detail Map

Detail Map



Legend

- Planned Action Areas
- Intersection ID / Year by which Project is Required
- Install Signal
- Widen Road
- Revise Channelization or Signal Phasing



Source: City of Kirkland 2008

Instead, Comprehensive Plan analysis assumed that future development needed to support population and employment targets would be distributed more evenly throughout the City.

Thus, the No Action assumes a level of development in the planned action areas that has not previously been analyzed through the development review process. Mitigation measures identified in this DEIS for the No Action represent required mitigation to resolve traffic impacts identified through the TIA and concurrency analyses. The mitigation measures identified under the Proposed Action are additional mitigation measures needed to resolve traffic impacts caused by the incremental increase in development above the No Action.

Table 3.4-18. Potential Capacity Improvements to Address Impacts

ID	Location	Improvement	No Action ¹			Proposed Action ¹		
			2014 TIA	2014 Conc	2022 Conc	2014 TIA	2014 Conc	2022 Conc
4	Central Way/Parkplace Driveway	Install signal	X			X		
101	Lake Washington Boulevard/NE 38th Place	Add 720-ft right lane on northbound receiving lanes (north of the Intersection), modified to extend up to NE 43rd St w/ bike lanes)			X			X
105	Central Way/6th Street	Construct dual westbound left turn lane. Modify signal to provide westbound left/northbound right overlap phase.				X		X
109	NE 85th Street/114th Avenue NE	Restripe southbound dual left and eastbound right to through conversion.	X		X	X	X	X
110	6th Street/4th Avenue	Dual eastbound left turn, with widening on 6th Street				X		
112	Kirkland Way/6th Street	Install signal. (CIP Project #TR20-3)				X		
128	Central Way/5th Street	Install signal.				X		
129	Central Way/4th Street	Extend two-way-left-turn by moving crosswalk to Parkplace Signal	X			X		
169	6th Street/7th Avenue	Add left turn lanes on northbound and southbound approaches				X		
202	100th Avenue NE/NE 124th Street	Modify the signal phase to be the same as during AM peak period, with northbound and southbound to be split phase, and southbound configuration to be left, left/through shared, and through/right shared. ²						X

ID	Location	Improvement	No Action ¹			Proposed Action ¹		
			2014 TIA	2014 Conc	2022 Conc	2014 TIA	2014 Conc	2022 Conc
204	116th Way NE/NE 132nd Street	Reconfigure the intersection based on the 132nd Street Study and new I-405 northbound on-ramp			X			X
211	Market Street/15th Avenue	Install signal.				X		
304	NE 132nd Street/124th Street NE	Construct eastbound dual left turn lane, based on the 132nd Street Study			X			X
316	Totem Lake Boulevard/NE 132nd Street	Reconfigure the intersection based on the 132nd Street Study and new I-405 northbound on-ramp			X			X
402	NE 85th Street/124th Avenue NE	Add northbound right-turn-only pocket				X		

¹TIA = Traffic Impact Analysis; Conc = Concurrency

² No concurrency impact was identified at this intersection. This mitigation measure is recommended in order to improve conditions in the subarea, to address the concurrency impact that was identified in the northwest subarea under the 2022 Proposed Action scenario.

TIA Results with Mitigation

Table 3.4-19 presents the 2014 PM peak LOS under the Proposed Action and No Action scenarios, with mitigation in place. Table 3.4-20 presents the mitigated results of 2014 AM peak LOS under the Proposed Action and No Action scenarios. The tables show that the resulting LOS for all intersections except one would be LOS E or better under both scenarios. The intersection that would remain at LOS F, NE 85th Street / 114th Avenue NE, would be improved to operate at better conditions (note, this intersection is operating at LOS F under existing conditions).

Table 3.4-19. TIA Assessment - 2014 Proposed Action - PM Peak Hour LOS with Mitigation

ID	Intersection	Traffic Control ¹	No Action				Proposed Action			
			Unmitigated		Mitigated		Unmitigated		Mitigated	
			LOS	Delay	LOS	Delay	LOS	Delay	LOS	Delay
Southwest Subarea										
4	Central Way/Parkplace Driveway	Signal	F	>200	A	10.0	F	>200	C	21.3
105	Central Way/6th Street	Signal	-	-	-	-	F	96.3	D	39
109	NE 85th Street/114th Avenue NE	Signal	F	132.1	F	93.0	F	227.9	F	110.4
110	6th Street/4th Avenue	Signal	-	-	-	-	E	75.1	C	22.0

ID	Intersection	Traffic Control ¹	No Action				Proposed Action			
			Unmitigated		Mitigated		Unmitigated		Mitigated	
			LOS	Delay	LOS	Delay	LOS	Delay	LOS	Delay
112	Kirkland Way/6th Street	Signal	-	-	-	-	F	231.0	C	23.6
128	Central Way/5th Street	Signal	-	-	-	-	E	66.2	D	38.7
129	Central Way/4th Street	TWS	F	82.4	C	18.1	F	119.0	C	21.3
169	6th Street/7th Avenue	AWS	-	-	-	-	F	86.7	E	42.6

Northwest Subarea

211	Market Street/15th Avenue	Signal	-	-	-	-	F	153.3	B	15.9
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East Subarea

402	NE 85th Street/124th Avenue NE	Signal	-	-	-	-	F	81.0	E	78.4
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¹ Traffic control for mitigated conditions. AWS = All Way Stop; TWS = Two Way Stop (LOS/Delay shown for worst movement at TWS)

Source: Heffron Transportation, Inc. 2008

Table 3.4-20. TIA Assessment - 2014 Proposed Action - AM Peak Hour LOS with Mitigation

ID	Intersection	Traffic Control ¹	No Action				Proposed Action			
			Unmitigated		Mitigated		Unmitigated		Mitigated	
			LOS	Delay	LOS	Delay	LOS	Delay	LOS	Delay
Southwest Subarea										
4	Central Way/Parkplace Driveway	Signal	F	>200	C	23.7	F	>200	C	27.9
105	Central Way/6th Street	Signal	-	-	-	-	F	126.4	C	34.5
109	NE 85th Street/114th Avenue NE	Signal	F	79.7	D	39.9	F	141.9	D	37.4
110	6th Street/4th Avenue	Signal	-	-	-	-	C	23.6	C	31.8
112	Kirkland Way/6th Street	Signal	-	-	-	-	F	133.8	C	23.9
128	Central Way/5th Street	Signal	-	-	-	-	C	25.3	B	14.3
129	Central Way/4th Street	TWS	D	25.0	C	24.2	D	31.6	D	27.0
169	6th Street/7th Avenue	AWS	-	-	-	-	E	40.8	D	28.2

¹Traffic control for mitigated conditions. AWS = All Way Stop; TWS = Two Way Stop (LOS/Delay shown for worst movement at TWS)

Source: Heffron Transportation, Inc. 2008

Concurrency Results with Mitigation

2014 Conditions

Table 3.4-21 shows the results of concurrency assessment for the 2014 Proposed Action scenario with mitigation in place. The table shows that all concurrency intersections and subarea averages are expected to remain below thresholds under this scenario. Under 2014 No Action scenario, no mitigation would be required because no adverse impacts were identified.

Table 3.4-21. Concurrency Assessment – 2014 with Mitigation

ID No	Intersection	Proposed Action	
		V/C	Threshold
Southwest Subarea			
101	Lake Washington Boulevard/NE 38th Place	1.04	1.40
102	Lake Washington Boulevard/Lakeview Drive	0.77	1.40
103	State Street/NE 68th Street	0.69	1.40
104	108th Avenue NE/NE 68th Street	1.07	1.40
105	6th Street/Central Way	0.95	1.40
106	3rd Street/Central Way	0.77	1.40
107	Lake Street/Central Way	0.75	1.40
108	Lake Street/Kirkland Avenue	0.52	1.40
109	114th Ave NE/NE 85th Street	1.35	1.40
Southwest Subarea Average		0.88	0.90
Northwest Subarea			
201	98th Avenue NE/Juanita Drive	0.88	1.40
202	100th Avenue NE/NE 124th Street	1.09	1.40
203	100th Avenue NE/NE 132nd Street	0.91	1.40
204	116th Way NE/NE 132nd Street	1.00	1.40
205	Market Street/Forbes Creek Drive	0.63	1.40
Northwest Subarea Average		0.90	0.91
Northeast Subarea			
301	120th Avenue NE/NE 132nd Street	0.73	1.40
302	120th Avenue NE/NE 130th Street	0.44	1.40
303	120th Avenue NE/NE 128th Street	0.46	1.40
304	124th Avenue NE/NE 132nd Street	1.07	1.40

ID No	Intersection	Proposed Action	
		V/C	Threshold
306	Slater Avenue NE/NE 124th Street	0.96	1.40
307	120th Avenue NE/Totem Lake Boulevard	1.00	1.40
310	120th Avenue NE/NE 116th Street	0.69	1.40
311	124th Avenue NE/NE 116th Street	1.10	1.40
312	116th Avenue NE/NE 124th Street	0.96	1.40
313	113th Place NE/NE 124th Street	0.66	1.40
314	Slater Avenue NE/NE 120th Street	0.83	1.40
315	Totem Lake Boulevard/NE 124th Street	1.01	1.40
316	Totem Lake Boulevard/NE 132nd Street	1.09	1.40
317	I-405 SB Off Ramp/NE 124th Street	0.72	1.40
318	I-405 NB Off Ramp/NE 124th Street	0.57	1.40
320	I-405 NB Off Ramp/NE 116th Street	0.84	1.40
325	128th Lane NE/NE 124th Street	0.73	1.40
Northeast Subarea Average		0.81	0.88
East Subarea			
401	132nd Avenue NE/NE 85th Street	0.83	1.40
402	124th Avenue NE/NE 85th Street	1.08	1.40
403	120th Avenue NE/NE 85th Street	0.92	1.40
404	124th Avenue NE/NE 100th Street	0.79	1.40
406	132nd Avenue NE/NE 70th Street	1.01	1.40
407	116th Avenue NE/NE 70th Street	0.97	1.40
408	124th Avenue NE/NE 90th Street	0.82	1.40
409	122nd Avenue NE/NE 85th Street	0.81	1.40
410	116th Avenue NE/I-405 NB Ramps	1.12	1.40
411	I-405 SB Ramps/NE 72nd Place	0.32	1.40
East Subarea Average		0.87	1.05

Source: Mirai & Associates 2008

2022 Conditions

Table 3.4-22 shows the results of concurrency assessment for the 2022 Proposed Action and No Action scenarios with mitigation in place. The table shows that all concurrency intersections and subarea averages are expected to remain below thresholds under both scenarios.

Table 3.4-22. Concurrency Assessment – 2022 with Mitigation

ID No	Intersection	No Action		Proposed Action	
		V/C	Threshold	V/C	Threshold
Southwest Subarea					
101	Lake Washington Boulevard/NE 38th Place	0.83	1.40	0.84	1.40
102	Lake Washington Boulevard/Lakeview Drive	0.85	1.40	0.88	1.40
103	State Street/NE 68th Street	0.75	1.40	0.79	1.40
104	108th Avenue NE/NE 68th Street	1.08	1.40	1.16	1.40
105	6th Street/Central Way	1.01	1.40	1.14	1.40
106	3rd Street/Central Way	0.89	1.40	0.93	1.40
107	Lake Street/Central Way	0.82	1.40	0.85	1.40
108	Lake Street/Kirkland Avenue	0.54	1.40	0.55	1.40
109	114th Ave NE/NE 85th Street	1.35	1.40	1.16	1.40
Southwest Subarea Average		0.90	0.92	0.92	0.92
Northwest Subarea					
201	98th Avenue NE/Juanita Drive	0.92	1.40	0.98	1.40
202	100th Avenue NE/NE 124th Street	1.27	1.40	1.15	1.40
203	100th Avenue NE/NE 132nd Street	1.13	1.40	1.15	1.40
204	116th Way NE/NE 132nd Street	1.02	1.40	1.03	1.40
205	Market Street/Forbes Creek Drive	0.65	1.40	0.73	1.40
Northwest Subarea Average		1.00	1.01	1.01	1.01
Northeast Subarea					
301	120th Avenue NE/NE 132nd Street	0.91	1.40	0.91	1.40
302	120th Avenue NE/NE 130th Street	0.59	1.40	0.59	1.40
303	120th Avenue NE/NE 128th Street	0.70	1.40	0.70	1.40
304	124th Avenue NE/NE 132nd Street	1.35	1.40	1.36	1.40
306	Slater Avenue NE/NE 124th Street	1.12	1.40	1.15	1.40
307	120th Avenue NE/Totem Lake Boulevard	0.86	1.40	0.89	1.40
310	120th Avenue NE/NE 116th Street	0.74	1.40	0.76	1.40
311	124th Avenue NE/NE 116th Street	1.04	1.40	1.07	1.40
312	116th Avenue NE/NE 124th Street	1.15	1.40	1.18	1.40
313	113th Place NE/NE 124th Street	0.74	1.40	0.74	1.40
314	Slater Avenue NE/NE 120th Street	1.06	1.40	1.15	1.40
315	Totem Lake Boulevard/NE 124th Street	1.31	1.40	1.34	1.40
316	Totem Lake Boulevard/NE 132nd Street	1.13	1.40	1.13	1.40

ID No	Intersection	No Action		Proposed Action	
		V/C	Threshold	V/C	Threshold
317	I-405 SB Off Ramp/NE 124th Street	0.72	1.40	0.74	1.40
318	I-405 NB Off Ramp/NE 124th Street	0.59	1.40	0.60	1.40
320	I-405 NB Off Ramp/NE 116th Street	0.89	1.40	0.90	1.40
325	128th Lane NE/NE 124th Street	0.79	1.40	0.81	1.40
Northeast Subarea Average		0.92	0.99	0.94	0.99
East Subarea					
401	132nd Avenue NE/NE 85th Street	1.11	1.40	1.13	1.40
402	124th Avenue NE/NE 85th Street	0.99	1.40	1.01	1.40
403	120th Avenue NE/NE 85th Street	1.02	1.40	1.04	1.40
404	124th Avenue NE/NE 100th Street	0.92	1.40	0.96	1.40
406	132nd Avenue NE/NE 70th Street	0.88	1.40	0.88	1.40
407	116th Avenue NE/NE 70th Street	1.10	1.40	1.15	1.40
408	124th Avenue NE/NE 90th Street	0.98	1.40	1.02	1.40
409	122nd Avenue NE/NE 85th Street	0.89	1.40	0.90	1.40
410	116th Avenue NE/I-405 NB Ramps	1.24	1.40	1.35	1.40
411	I-405 SB Ramps/NE 72nd Place	0.43	1.40	0.44	1.40
East Subarea Average		0.96	1.10	0.99	1.10

Source: Mirai & Associates 2008

Cost Estimates for Capacity Improvements

Table 3.4-23 summarizes planning-level cost estimates for the capacity improvement projects that have been presented as mitigation measures.

Table 3.4-23. Estimated Costs of Proposed Capacity Improvements

No	Intersection	Potential Mitigation	Estimated Cost	No Action	Proposed Action
Improvements Needed through 2014					
4	Central Way/ Parkplace Driveway	Install signal	\$566,000	X	X
109	NE 85th Street/ 114th Avenue NE	Restripe southbound dual left and eastbound right to through conversion (CIP Project #TR-0079 - funded). Requires CIP Project #TR-0056 (currently unfunded) HOV Queue Bypass for the eastbound-to-southbound on-ramp	166,400	X	X

No	Intersection	Potential Mitigation	Estimated Cost	No Action	Proposed Action
129	Central Way/4th Street	Extend two-way-left-turn by moving crosswalk to Parkplace Signal	31,200	X	X
105	Central Way/6th Street	Construct dual westbound left turn lane. Modify signal to provide westbound left/northbound right overlap phase	3,044,000	-	X
110	6th Street/4th Avenue	Dual eastbound left turn, with widening on 6th Street	580,000	-	X
112	Kirkland Way/6th Street	Install signal. (CIP Project #TR-0065 - unfunded) ⁴	564,000	-	X
128	Central Way/5th Street	Install signal.	564,000	-	X
169	6th Street/7th Avenue	Add left turn lanes on northbound and southbound approaches	89,400	-	X
211	Market Street/15th Avenue	Install signal. (CIP Project #TR20-11 - unfunded)	564,000	-	X
402	NE 85th Street/ 124th Avenue NE	Add northbound right-turn-only pocket	889,000	-	X
Cost of Improvement Projects Through 2014				\$763,600	\$7,058,000
Improvements Needed through 2022					
101	Lake Washington Boulevard/NE 38th Place ¹	Add 720 ft right lane on northbound receiving lanes (north of the Intersection), modified to extend up to NE 43rd St w/ bike lanes (CIP Project #TR-0090 – unfunded)	1,953,000	X	X
204	116th Way NE/ NE 132nd St	Reconfigure the intersection based on the 132nd St Study and New I-405 SB off-ramp. (CIP Project #TR20-11 – unfunded)	WSDOT ³	X	X
304	NE 132nd St/124th Ave NE	Construct eastbound dual left turn based on the 132nd Street Study	4,438,100	X	X
316	Totem Lake Blvd/ NE 132nd St	Reconfigure the intersection based on the 132nd Street Study and new I-405 northbound on-ramp. CIP Project #TR20-11 – unfunded)	WSDOT ³	X	X
202	100th Ave NE/NE 124th St	Modify the signal phase to be same as during AM peak period. NB and SB to be split phase. The SB lane configuration change to left, left/through shared and through/right shared during the peak period. ²	-	-	X
Cost of Improvement Projects 2015 through 2022				\$6,391,100	\$6,391,100

¹ This cost estimate assumes that widening would occur to allow the bicycle lane that currently exists along this segment of roadway to remain. If the improvement were made without keeping the bike lane, the estimated project cost would be \$2,234,000

² No cost is assumed for this measure, since it is already being implemented during the AM peak period.

³ Assumed that improvement to this intersection would be included in the larger improvement that is planned by WSDOT for this location.

⁴ Projects funded in the CIP are partially funded by existing impact fees.

Capacity improvements presented in Table 3.4-23 would be funded by a variety of sources. Only the improvements that would allow restriping of the intersection of 85th Street NE and 114th Avenue NE is included as a funded project in the current 6-year CIP. Funding for all other improvements could potentially include City funds, transportation grants, revision of the current citywide transportation impact fee, or developer improvements or contributions mandated by the PAO. Additional analysis and policy discussion would determine the amount of funds that would be derived from these sources.

Other Potential Mitigation Measures

Transportation Demand Management

To support the assumptions integrated into its parking demand and trip generation analysis, mitigation for Area A must include design and implementation of a TDM program. In addition, all three areas are proposing a large enough amount of office space that it is likely that one or more large employers (with greater than 100 employees) subject to CTR requirements will move into the space. Thus, it is recommended that TDM programs be implemented in conjunction with proposed capacity improvements.

TDM programs seek to modify travel behavior and encourage economical alternatives to the SOV. TDM may include incentives, programs, or regulations to reduce the number of SOV trips. TDM strategies try to influence behavior in a way that keeps expansion of the transportation system at a minimum. The higher the success of TDM strategies, the more successful the City will be at achieving the mode split goals of 65% SOV and 35% alternative modes.

TDM strategies may include: 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 SOV 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.

The cumulative parking demand estimates for the office use require that some of the trips to and from Area A would occur by modes of travel other than SOV. To encourage use of other modes, the project proposes to implement a Transportation Management Plan (TMP) for the office tenants. The following elements are proposed for inclusion in the PAO:

- **Provide a transportation coordinator to manage and promote the program.** The hours, job description, and terms of employment need to be agreed upon by the City and the applicant.

- **Provide transit pass subsidy.** Require tenants to offer a subsidized transit pass, such as Metro’s Flexpass, to all employees who commute by transit. The value of the subsidy would equal or exceed 50% of the cost of a two-zone King County Metro Transit pass.
- **Charge for daily parking.** No free parking would be provided for Area A employees. Validation programs may be offered for short-term visitors and customers.
- **Offer a part-time parking pass option.** Employees who desire to use alternative modes of transportation (or telecommute) one or more days per week would be offered a parking pass that is only charged for the days parked. These types of passes work like a debit card, and the pass holder is only charged for parking on the days that they park. Fees could be structured to discourage multiple consecutive days of parking.
- **Provide ride-match information.** Encourage tenants to provide information to employees about ride-match programs that are available through King County Metro and other transit agencies. These programs can help match an employee with potential carpool mates who live in close proximity, if that person prefers carpool as a mode choice over other alternative modes.
- **Provide free parking for vanpools.** Vanpools registered with a public transit agency would be provided free on-site parking. At least six of the riders in each of vanpool must be employed in the area to qualify for free parking, and the free parking would only be provided for the van.
- **Provide reserved parking spaces for vanpools.** Parking in a preferred location in the garage would be reserved for registered vanpools.
- **Provide shower and locker facilities.** The complex would have at least one shower and locker facility (outside of the on-site fitness center and sized to adequately meet potential demand) for commuters who walk or bike to work.
- **Provide bike storage.** Bicycle corrals would be provided in the garage for employees who commute by bike. These would be in an easily-accessible location, would have good lighting and security, and would be sized to accommodate 110% of city code requirements for bicycle parking.
- **Provide parking for a car-sharing program (e.g., Zipcar).** Provide parking spaces for Zipcar or another car-sharing company to locate in the area. Car-sharing programs support employees who commute by alternative modes of travel by providing vehicles that can be used for daytime errands or meetings. Employer subsidies of car-sharing fees may be required to be provided by tenants.

- **Offer guaranteed ride home to employees who commute by alternative modes.** The developer would encourage employers to provide guaranteed rides home for commuters who use alternative forms of transportation but need to get home quickly in an emergency or after available transit service has stopped. The ride home can be by taxi, company-owned vehicle, or car-sharing vehicle. The number of rides available per month or year may be limited. This program reassures employees that they will have transportation during emergencies so they are more comfortable using transit or carpools.
- **Install electronic kiosk(s) with travel information.** Install at least one electronic kiosk that provides up-to-date information about transportation services. This could include transit route maps and stop times, commuter congestion, parking rates, and information about alternative modes of travel.
- **Monitor success of the TDM program.** A mode split target would be developed in cooperation with the City, consistent with the mode split needed to support the trip generation and parking demand assumptions presented in this DEIS; and the program monitored to assess whether or not the mode split targets are being achieved. The on-site transportation coordinator would conduct biennial surveys of area tenants and employees regarding the modes of travel used and the success of various programs. The first survey will be performed within 1 year of the first tenant's occupancy. Results will be compiled and sent to the City. The survey questionnaire and reporting requirements will be approved by city staff before the first survey is taken. After its initial distribution, any proposed changes to the survey would be submitted for approval by the City.
- **Join applicable transportation management association.** Developer/owner agrees to become member of any applicable transportation management association that is formed in the future.
- **Implement a TDM program.** The City may require a TDM program be implemented as a condition of development approval, with specific measures defined in the case it does not meet mode split targets. For example, if a developer/owner is not meeting required targets and is creating an off-site impact, the developer can either improve its own compliance or pay costs associated with implementing more assertive transportation demand management measures.

Parking

Parking Management

Parking management measures should be implemented to ensure that parking is shared among the various land uses and to prevent parking from being used by commuters to other businesses or the transit center (also known as “hide and ride”). Mitigation would include the following measures:

- **Charge for all daytime parking.** All employees, visitors, and customers would be charged for parking except when validated (see following paragraph). The garage would use a “pay-on-foot” system through which parking could be paid for before exiting the garage gates. Payment kiosks would be located at garage elevators. Monthly and per-day parking passes could also be obtained by regular commuters with fee structures that would discourage multiple consecutive day parking.
- **Validate customer and visitor parking.** All tenants in the area could validate parking for their customers or visitors. Each business would establish its own validation requirements (e.g., minimum purchase). Validation would be done electronically through the pay-on-foot technology.
- **Provide a segmented garage.** Using internal gates and controls, divide the garage into sections that are reserved for specific uses at different times of the day. For example, areas reserved for hotel users could be controlled so that they are not used by office workers during daytime hours.
- **Reserve areas of the garage for short-term parking by customers and visitors.** Designate 600 to 700 parking spaces for short-term parking only. This parking would be for customers and visitors. The initial limit should be set to 3 hours, which is sufficient time for most daytime dining and entertainment users. The short-term parking restrictions could apply during just midday weekday hours when office users are on site.
- **Reserve parking for hotel.** Reserve 150 to 200 parking spaces for the hotel. During peak daytime events, consider using valet parking to increase the number of vehicles that can be parked in this space.
- **Share office parking on weeknights and weekends.** Make all parking in the garage available for customers on weeknights and weekends.
- **Do not reserve individual spaces for office parking.** No parking space in the garage would be reserved for an individual user. This allows all office parking to be shared by employees.

- **Monitor garage use.** Monitor the allocation of the parking supply to various users during weekday hours. Adjust allocation or implement additional management measures, if needed.
- **Monitor public parking outside of Areas A, B, and C.** The City may require a parking management program be implemented as a condition of development approval, with specific measures defined in the case that tenants do not meet parking demand targets. For example, if a developer/owner is not meeting required targets and is creating an off-site impact, the developer or owner will either improve its own compliance or pay costs associated with implementing an off-site parking management program.

Permitted Parking in Neighborhoods

If, over the long-term, monitoring indicates that even with the parking management measure described above in place, that parking supply is not adequate to meet typical demand, and overflow traffic is parking in neighborhoods, the City may consider establishing permitted parking in neighborhoods. This would allow residents to park long-term in their neighborhoods at no charge, but would restrict visitors to an established maximum (2 to 4 hours is typical).

Measures to Reduce Greenhouse Gas Emissions

In addition to trip reduction measures such as transit, carpooling, and walking, there are several other ways that future developers in the analysis area could reduce GHG emissions. Appendix D lists a variety of additional mitigation measures that could reduce GHG emissions caused by building construction, space heating, and vehicle usage.

Policy and Land Use Measures

In the case that revenue is not available to address all identified capacity needs, or if TDM measures do not produce adequate reduction to reduce needed capacity improvements, the GMA allows the City to achieve the needed balance between land use and the transportation system through policy or land use measures. Land use measures may include reducing the level of development at certain locations to reduce the number of trips in the transportation system. Policy measures can include refining LOS and concurrency standards to allow more congestion at certain locations.

3.4.4. Significant Unavoidable Adverse Impacts

Implementation of either the Proposed Action or the No Action will result in increased traffic volumes and congestion in the City. Although the effects of additional vehicles on traffic congestion can be mitigated to varying degrees through the proposed transportation improvements, the actual increase in traffic volume may be considered a significant unavoidable adverse impact. A significant adverse impact could also result if one or more mitigation measures that have been identified to address expected impacts are not implemented. The combination of recommended roadway improvements that the City selects will reflect a balance between desired improvement in traffic operations, policy decisions, and available revenue.

3.5. Public Services

3.5.1. Affected Environment

Analysis Area

The analysis area for the public services review consists of the three noncontiguous planned action areas (A, B, and C). Public services analyzed in this chapter include police protection, fire and EMS, parks and recreation, and schools. Several of these public services are assessed in relation to the entire City or district, as appropriate.

Police Protection

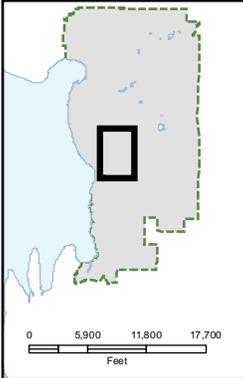
The City's Police Department provides record keeping and jail services and serves as a 911 communications center/public safety answering point for the cities of Kirkland, Mercer Island, and Medina for police, fire, and medical emergencies. The Police Department has mutual aid agreements with every law enforcement agency in Washington State. The City's Police Station is shown in Figure 3.5-1.

The Police Department currently has 115.5 personnel: 72 commissioned officers and 43.5 non-commissioned support staff. The Police Department comprises four divisions: Patrol, Investigations, Services, and Executive. The Patrol division is the largest division in the Police Department and provides emergency services within City boundaries 24 hours a day. This division is responsible for most patrol-related law enforcement operations and includes Patrol Squads, a Traffic and K-9 unit, a Special Response Team and a Crisis Negotiations Team (CNT).

The Investigation division is composed of Investigation, Family Violence, and Community Services units. This division engages in long-term crime investigations, maintains criminal intelligence, and performs undercover narcotics enforcement.

The Services division is composed of Communications, Records, Corrections, and Training units. The division supports operational personnel through communications, records management, corrections, training, and property management.

The Executive division coordinates all departmental activities internally and with other City departments and governmental agencies.



Source: City of Kirkland 2008

Figure 3.5-1
Citywide Facilities

This division prepares budgets, supports personnel and payroll, and coordinates relations between the Police Department and the media. This division also staffs a police analyst who researches and analyzes crime statistics.

The City is divided into five patrol districts and is staffed by four squads that work 12-hour shifts. One officer is dedicated primarily to working in District P5, where the three planned action areas are located. Other officers (two corporals and a sergeant) patrol the City as a whole and supervise the other officers. In all, there are nine or ten officers working in the City at any given time, in addition to patrol cars that travel across patrol district boundaries. However, due to many factors such as officers in training, contractual provisions, vacations, compensatory time, jury duty, military leave, and sick time, the Police Department averages approximately 6.5 officers working per shift, with a minimum requirement of 1 supervisor and 5 officers, one officer for each patrol district, per shift (Shull pers. comm.).

Table 3-5.1 shows the trend in the increasing number of service calls over the 2005 through 2007 time frame.

Table 3.5-1. Annual Calls for Service

Reporting Year	Number of Calls for Service
2005	51,670
2006	53,215
2007	57,433

Source: Bill Hamilton, Kirkland Service Division Captain, January 23, 2008

The Police Department prioritizes service call responses by the nature of the service call and the proximity of staff to the incident location. Safety is also factored into all responses. The Police Department’s philosophy is to ensure that officers in the field have adequate time to both respond to incidents and provide proactive community policing. When the balance between prompt response to incidents and proactive crime prevention activity is not effective, the Police Department shifts the focus of its officers and/or adds additional positions (Hamilton pers. comm.).

From August 2006 to August 2007, there were 500 dispatched calls for service to Parkplace (Area A): 285 calls to the retail and office buildings in and around the center and 215 traffic-related calls on the streets immediately adjacent to the center’s entrances and exits. When compared to the number of Parkplace employees (currently estimated as 664 employees), this results in 0.75 call for service per employee.

Fire and Emergency Medical Services

The Fire Department's response area encompasses 19.6 square miles and a population of 80,000. The boundaries include the city limits and Fire District #41; the City is contracted to provide fire and EMS services for this district northwest of the City boundaries.

Services

Fire and building services are located within the same department, thereby facilitating the coordination of Uniform Fire and Building Code enforcement. Fire Prevention Services personnel provide technical assistance and respond to safety concerns including working with juvenile fire setters and their families. Deputy Fire Marshals provide fire safety education to community organizations, business employees, and students.

The Fire Department staffs five full-time stations 24 hours a day and employs 81 full-time equivalent (FTE) personnel. There is a sixth fire station (#24) that is staffed 12 hours a day with career firefighters and for the remaining 12 hours with reserve firefighters. In all, the Fire Department maintains a minimum of 18 people on duty all day, every day (Figure 3.5-1). There are three shifts that rotate (24/48 rotation with 13 K-Days⁵ per year for a 48-hour work week).

The Fire Department provides 24-hour coverage for fire suppression, technical rescue, and emergency medical and advanced life support (ALS). It also provides fire prevention and education, fire investigations, and inspections as well as code compliance services.

The Fire Department is supported by Evergreen Hospital Medical Center for ALS/paramedic transport. Both agencies are part of the King County Medic One Program.

The Training division, currently staffed with a Battalion Chief and a Captain, is combined, through an interlocal agreement, with neighboring Redmond and Woodinville fire departments. Located in Woodinville, this consolidated division handles Regional Group Training including EMT-D Competency Based Training and state- and federal-mandated firefighter training.

⁵ "K-Days" or Kelly Days are days of non-work scheduled so that contractual hours of duty can be met.

Equipment

The Fire Department's equipment and facilities include:

- Front Line Apparatus
 - 4 engines
 - 1 ladder/truck
 - 6 aid cars
 - 1 battalion sport utility vehicle (SUV)
 - 2 Deputy Chief rigs
- Reserve Apparatus
 - 1 engine
 - 1 aid car
 - 1 Deputy Chief SUV
- Specialized Apparatus
 - 1 fire investigation unit
 - 1 air unit

The Fire Department plans to add the following:

- New aid car
- 2 new engines (to replace current ones)
- Fire/rescue boats
- A trained dive/rescue team
- Fire paging and alerting system
- Breathing air fill station replacement

Response Calls

The Fire Department responds to approximately 7,200 calls annually, about 80% of which are for medical aid, and an Enhanced 911 system is used for reporting incidents. The City has a joint operating agreement with the Eastside Public Communications Agency (EPSCA) for 911 incident communications; EPSCA is a sub-regional provider of 800 megahertz (MHz) radio communications for police, fire, public works, and school districts.

Dispatching is provided via contract with the City of Bellevue. The Fire Department is part of a regional dispatch system; all agencies that are part of this agreement respond with the closest resource, regardless of jurisdictional boundaries. The City responds on automatic aid to the cities of Bellevue, Redmond, Woodinville, Bothell, and the Northshore Fire District #16. The Fire Department also participates in the King County task force and strike team for coordination of fire suppression, emergency medical, rescue, and hazardous materials. Table 3.5-2 shows the trend in emergency calls.

Table 3.5-2. Emergency Calls

	Fire	EMS	Other	Total	Fire Loss	Response Time
2004	1,561	5,189	585	7,335	\$2,384,725	5.35 min (Fire and EMS combined)
2005	1,499	5,109	587	7,195	\$1,568,830	Fire: 5.53 min EMS: 5.17 min
2006	1,876	5,354	879	8,109	\$3,175,240	Fire 6.03 min EMS 5.35 min
2007	1,444	5,163	648	7,255	\$4,558,360	Fire 5.98 min EMS 5.50 min

Sources: *Kirkland Fire and Building Department Fact Sheet 2004, Henderson pers. comm. 2008*

The Fire Department’s established levels of service are adopted in Policy PS-1.2 of the City’s Comprehensive Plan (City of Kirkland 2004):

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

- i. Emergency medical: response time of five minutes to 90 percent of emergency incidents.
- ii. Nonemergency medical: response time of 10 minutes to 90 percent of nonemergency incidents.
- iii. Fire suppression: response time of 5.5 minutes to 90 percent of all fire incidents.

The Fire Department is currently responding to fire and aid calls within these established times 50% of the time and has a Class 4 ISO rating. Its goal is to achieve an average response time of less than 5 minutes.

Parks and Recreation

The Parks and Community Services Department is composed of the Administrative, Maintenance, Recreation and Community Services, and Parks Planning and

Development divisions. The Administrative division handles policy planning and budget preparation and staffs the City's advisory Park Board.

The Maintenance division maintains the City's parks, cemetery, public art, Heritage Hall, as well as the grounds of the Kirkland Performance Center, Peter Kirk Community Center, Kirkland Teen Center/Teen Union Building, and Kirkland Public Library. This division operates and repairs the swimming pool, docks, moorage, ball fields and boat launch. It also administers the City-School Partnership, donations, and Parks and Community Services Department volunteer programs and schedules functions for all park space.

The Recreation and Community Services division provides recreation opportunities, special events, and enrichment programs. This division operates the North Kirkland Community Center, Peter Kirk Community Center, Highland Center, Peter Kirk Pool, Waverly and Houghton beaches, and Kirkland Teen Center/Teen Union Building. The division serves as the liaison between the City and the Kirkland Performance Center, which is owned by the City but operated by a separate nonprofit group. The Community Services section operates the Youth and Family Services Program, Human Services Advisory Committee, and Senior Council.

The Parks Planning and Development division engages in park master planning and facility design, capital projects, and construction management. This division acquires land and prepares grants and long-range strategic policy plans. It also manages the volunteer park ranger programs.

Parks and Recreation Facilities

The City owns 503 acres in the parks system, 162.71 of which are developed as part of the City's 40 parks (Cogle pers. comm.).

The Moss Bay neighborhood, where the Proposed Action is located, contains five parks with a total of 15.97 acres. The Peter Kirk Community Center, Kirkland Public Library, Peter Kirk Pool, Kirkland Teen Center/Teen Union Building, and Kirkland Performing Arts Center are also located in this neighborhood (Figure 3.5-1).

The Lakeview Elementary School is also located in this neighborhood (the City and the Lake Washington School District have an agreement to jointly use City- and District-owned recreational land). The school consists of 8 acres that includes practice playfields, a children's playground, and indoor recreation space.

Peter Kirk Park and Peter Kirk Pool are within walking distance of all three planned action areas. The 12-acre park is developed and facilities include a lighted baseball field, children's playground, skate park, basketball court, library, parking garage, concession stand, public restroom, as well as two tennis courts, pathways, open lawn

areas, an outdoor swimming pool and bathhouse, and public art. This park is classified as a “Community Park” by the City (Figure 3.5-2).

Opportunities for indoor recreation are provided by three centers adjacent to the park; the Peter Kirk Community Center (11,000 square feet), Kirkland Teen Center/Teen Union Building (6,000 square feet), and Kirkland Performance Center (12,000 square feet). The Kirkland Public Library (part of the King County Library system) is also adjacent to the park.

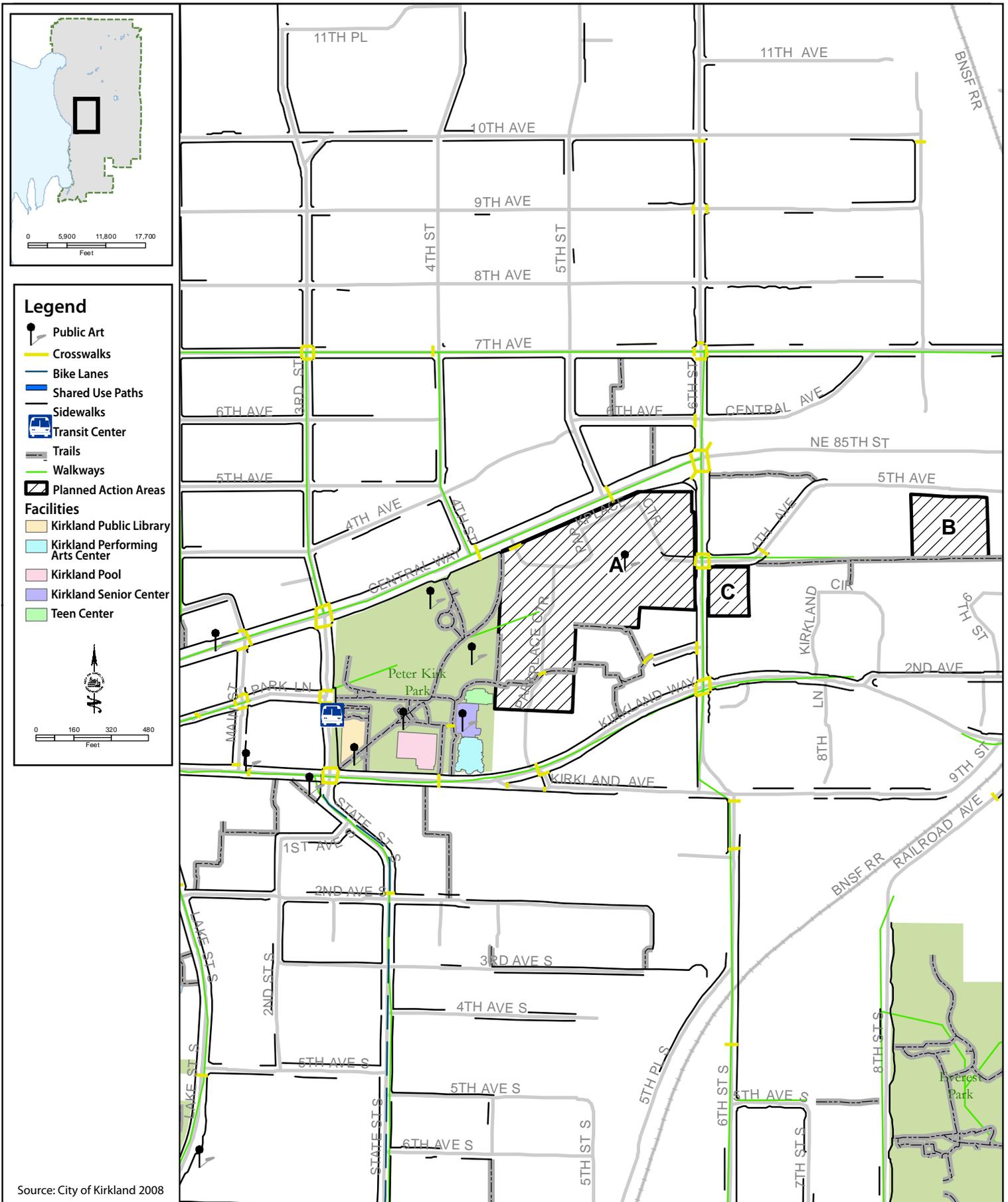
Services and Programs

The Parks and Community Services Department offers recreation programs such as sports and learning opportunities, athletic programs, special events, performing arts, swimming instructions, and recreation in the summer. Recreational classes include adult fitness, adult and youth dance, preschool activities, special interest and youth activities, gymnastics and movement. The Parks and Community Services Department also offers classes, services, trips, lunch, and special events for seniors.

The Peter Kirk Community Center, which originated as the City’s senior center, is broadening its programs. The center is now attracting a wider age range of adults and an increasing its population of participants in addition to seniors.

The center offers programs and/or instruction in life-long fitness; wellness and nutrition; and adult sports including softball, basketball, volleyball and dodge ball. The Peter Kirk Pool has seen an increased demand for adult lap swimming in addition to the recreational programs there.

The Kirkland Teen Center/Teen Union Building is owned by the City and operated by a nonprofit group, Friends of Youth.



Source: City of Kirkland 2008

Figure 3.5-2
Peter Kirk Vicinity and Surrounding Walkways

Per the City's Comprehensive Plan, the City has adopted the following levels of service for the Parks and Community Resources Department:

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

In addition to these standards, the City has a goal of providing a neighborhood park within a quarter-mile radius of each City household. With a current level of 73 neighborhood park acres, some areas of the City have yet to meet this goal. The Moss Bay neighborhood does not have any neighborhood parks per se, but does meet this goal by virtue of the centrally-located Peter Kirk Park which meets many neighborhood park needs, the facilities available to the neighborhood at Lakeview Elementary School and Peter Kirk Elementary School as well as an easily-accessible neighborhood park, Tot Lot Park, just north of the Moss Bay neighborhood.

Planned Parks and Community Resources Department capital facilities include:

- South Rose Hill (north) Neighborhood Park Development (2007)
- North Juanita Neighborhood Park Acquisition/Development (Phase I) (2011)

In addition to these facilities, the Parks, Open Space and Recreation Plan recommends adding a second sport court at Peter Kirk Park as well as renovating the tennis courts and pathways in the park. There is also a need for routine maintenance and upgrade of equipment at Peter Kirk Pool.

The Kirkland Public Library has a 5,000-square-foot addition planned to the north of the existing building.

Schools

Current and Projected Enrollment

The Lake Washington School District encompasses 76 square miles and is located between Lake Washington and the Cascade Mountains. The District serves the cities

of Kirkland and Redmond and half of the City of Sammamish. Enrollment as of October 2006 was:

- Elementary 12,747
- Junior High School 5,390
- High School 5,558

The District's overall capacity is 25,419 FTE students (22,165 for permanent and 2,846 for relocatables, i.e., portable classroom units). Enrollment as of October 2006 was 23,040 FTE and is projected to increase to 24,037 FTE by 2012.⁶

School Facilities

The District has 29 elementary schools (grades K–6), 12 junior high schools (grades 7–9), and 7 high schools (grades 10–12). The District also has a combination junior and senior high school under the international school program. There are no schools in the immediate vicinity of the Proposed Action; Peter Kirk Elementary is to the north of the analysis area at 1312 6th Street, Lakeview Elementary is southwest at 10400 NE 68th, Kirkland Junior High is north at 430 18th Avenue, and the Lake Washington High School/Northstar Junior High lies east of I-405 at 12033 NE 80th.

The most notable growth in the District has been in the Redmond and Sammamish areas. Because of that growth, the District will need to construct one elementary school on the Sammamish plateau and plan for one additional elementary school in the Redmond Ridge East development. In addition, the District has established a school modernization schedule and modernization for many schools is already underway. Lake Washington High School is scheduled for modernization by 2014. The District does not anticipate the need to acquire additional relocatables during the next 6 years. In addition, as schools are modernized, some portables will be replaced by permanent capacity buildings.

Levels of Service

The Lake Washington School District's standard for service is provided in Table 3.5-3.

⁶ Six-Year Capital Facilities Plan 2007-2012, Lake Washington School District #414, August 27, 2007, Table 1.

Table 3.5-3. Lake Washington School District Standard for Service

Grade Level	Target Teacher-Student Ratio
K-1	19 students
2-3	24 students
4	25 students
5-6	27 Students
Additional standards for Elementary Students	Special Education for students with disabilities may be provided in self-contained classroom All students will be provided music instruction in a separate classroom All students will have scheduled time in special computer lab
7-9	30 students
10-12	32 students
Additional standards for Secondary Students	Special Education for students with disabilities will be provided in self-contained classroom

Source: Six-Year Capital Facilities Plan, 2007-2012, Lake Washington School District #414, August 27, 2007.

The District projects an increase in enrollment of about 997 students over the next 6 years (from August 2007), a 4.3% increase over the current student population. If this number is added to current numbers, the Lake Washington School District will be over permanent capacity by 898 students. The District has enough capacity to house students through 2008 and it forecasts a decrease in enrollment between 2003 and 2008. No new schools are planned for the City, though there is a vacant school site bordering the City of Redmond that is being held in reserve.

Private Schools and Colleges

As Table 3.5-4 shows, there are seven private schools in the City and two colleges.

Table 3.5-4. Private School Listings

School Name	Address	Grades Served	Approximate # Students
Countryside Montessori School	13630 100th Ave NE Kirkland, WA 98034	Pre-kindergarten through 1st grade	19
Holy Family Parish School	7300 120th Ave NE Kirkland, WA 98033	Pre-kindergarten through 8th grade	323
Kirkland Seventh Day Adventist Academy	5320 108th Ave NE Kirkland, WA 98033	Kindergarten through 8th grade	129
Puget Sound Adventist Academy	5320 108th Ave NE Kirkland, WA 98033	Grades 9-12	57

School Name	Address	Grades Served	Approximate # Students
Springhurst School	10737 124th Ave NE Kirkland, WA 98033	Pre-kindergarten through 4th grade	13
Eastside Preparatory School	10635 NE 38th Pl Kirkland, WA 98033	6 th through 11th (in 2007–2008)	140
Lake Washington Technical College	11605 132nd Ave NE Kirkland, WA 98034	Public 4-year college	2,469
Northwest University	5520 108th Ave NE Kirkland, WA 98033	Private, not-for-profit 4- year college with some graduate programs	1,039

3.5.2. Impacts

Impacts Common to All

The Proposed Action would result in 6,138 new jobs by the year 2022 compared to 2,340 new jobs in the same time period under the No Action alternative.

Growth in employees and customers in the area as a result of the Proposed Action will increase the demand for public facilities and services. Under both alternatives there will be more intensive use of public structures and more intensive need for services. Under both alternatives, city staff would increase as growth in the community at large and the analysis area itself occurs. There would be greater growth anticipated under the Proposed Action compared to the No Action resulting from the larger amount of growth anticipated under the Proposed Action.

Proposed Action and No Action Alternatives

Police Protection

During construction phases of development under both the Proposed Action and No Action alternatives, construction activity may affect the response time of emergency vehicles.

The Proposed Action would result in a potential for 6,138 new jobs to the Patrol District 5. This figure is 3,798 more jobs by the year 2022 than the 2,340 new jobs under the No Action alternative. While there are no residential components of the Proposed Action at this time, the zoning proposed for Area B would allow 49 multifamily units and the zoning proposed for Area C would allow 22 multifamily units, a potential for 71 new multifamily dwelling units under the Proposed Action. The analysis of impacts for Area A assumes no potential for residential uses under proposed zoning.

In addition, under the Proposed Action, growth in retail and commercial establishments may result in increased shoplifting and fraud crimes at a rate similar to other City retail businesses. This increase would be greater under the Proposed Action than under the No Action alternative and it would result in a greater increase in emergency service calls for emergency service than under the No Action alternative.

Greater increases in vehicular and pedestrian traffic under the Proposed Action may result in a need for additional traffic enforcement over the No Action alternative. In addition, if the current proportion of incidents to employees at Parkplace were projected forward (0.75 incident per employee); there would potentially be 4,600 new calls for service under the Proposed Action (6,138 jobs multiplied by 0.75 calls for service). When compared to the potential calls for service under the No Action alternative (2,340 new jobs multiplied by 0.75 calls per employee equals 1,755 new calls) the Proposed Action results in 2,845 more calls for service by 2022 than the No Action alternative.

The Police Department estimates that one officer handles approximately 1,500 incidents per year.⁸ Using this estimate, the Proposed Action would result in the need for 3.1 additional officers (4,600 new calls for service divided by 1,500). The No Action alternative would result in the need for 1.6 officers (2,340 new calls divided by 1,500) or 1.5 fewer officers to maintain current service levels than under the Proposed Action alternative.

As the use of Peter Kirk Park and other areas surrounding the analysis area increases, a greater proportionate increase in calls for service to that area can also be expected, under the Proposed Action Alternative compared to the No Action Alternative.

Fire and Emergency Medical Services

Under both alternatives, construction activity may affect the response time of emergency vehicles during the construction period. Under the Proposed Action, future development and the commensurate increase in jobs and customers may result in an ongoing increase in the Fire Department's call load compared to the No Action alternative (including calls for emergency service and medical response). Future traffic growth may also impact the response time of emergency vehicles.

⁷ Tracey P. Dunlap, Kirkland Director of Finance and Administration, Memo of August 27, 2007.

⁸ Ibid.

The square footage for Area A would increase from 238,500 existing office and retail square feet to 1.2 million square feet of office use and 592,700 square feet of commercial under the Proposed Action alternative. Area B could result in 145,000 square feet of office uses and Area C could result in 103,500 square feet of office uses. Under the No Action alternative, there would be 690,800 square feet of office and 209,200 square feet of commercial total in all three areas.

Additional Firefighting and EMS Staff

The number of small fires and automatic fire alarm calls is expected to increase under both alternatives. Increased numbers of customers and employees resulting from redevelopment in Areas A, B, and C under the Proposed Action would result in a greater increase in calls and a greater need for firefighters in the companies responding to these areas than under the No Action alternative.

According to the Fire Department's methodology of accounting for additional staffing needs, the overall increase in firefighting and EMS staff for the Proposed Action would be as follows.

- Firefighter - 8 FTEs
- EMS firefighter - 4 FTEs

The Fire Department's response capability to incidents in the analysis area anticipates development of buildings up to five stories in height. Buildings with taller heights are not assumed in the City's fire incident response for the fire stations serving the analysis area. Therefore, based on the increased building heights and the increased number of employees within those buildings, one additional firefighter position for the first two engine companies likely to respond to calls in this area would be needed. Accounting for all shifts (24 hours/7days per week) results in a need for eight (8.0) additional firefighters serving Area A. The Proposed Action for Areas B and C would develop as an office development with building heights already expected as part of the Fire Department's response capability in the Downtown area, and therefore, would not require any additional firefighters.

Currently, 71% of the fire calls are EMS calls. The closest fire station to the areas in the Proposed Action is able to respond to 76% of calls for medical aid at this time and does not have the capacity to take on additional workload. While EMS calls would increase under both alternatives, the numbers and proportion of these calls would increase to a greater degree under the Proposed Action due to more customers and employees, increased building heights, and traffic. As a result of these increases, there would be a need in Area A for an additional three (3.0) FTE EMS firefighters. As a result of increased employees in Areas B and C, there would be a need for a second 0.6 EMS firefighter position, rounded to one (1.0) FTE firefighter).

Under the Proposed Action, the number of employees and customers will increase in all three areas, and the number of EMS calls would increase by virtue of the increased population. It is not possible to estimate reliably the number of increased customers. However, as a result of the increased numbers of employees in Area A alone, EMS aid calls would increase from the current rate of one call every 10 days to one call every 2 out of 3 days.

The higher building heights that are part of the Proposed Action would result in a need to change the way the Fire Department responds to fires. Firefighters would need to establish more structure for responding to emergency incidents in buildings taller than five stories, such as setting up lobby control, establishing a different base of operations, etc. As well, when new firefighters are added to address the need for service, the Fire Department would need to furnish additional equipment concurrently, which is an additional expense (Henderson pers. comm.). The Fire Department currently has adequate equipment to respond to fire incidents in buildings taller than five stories.

When a significant fire occurs, all 18 firefighters on duty in the City are needed to respond. If the alarm or call is in a commercial establishment, an additional ladder would be needed. This places a greater burden on surrounding fire departments to help, per mutual aid agreements, either at the site of the alarm or in other parts of the Fire Department. A greater amount of development such as that intended under the Proposed Action would increase the likelihood of such a condition occurring.

Currently, only about 50% of the Fire Department's calls are responded to within the adopted level of service time frames. Development as a result of the Proposed Action would provide additional challenges in meeting the adopted level of service.

Parks and Recreation

The Moss Bay neighborhood will see an increase of 6,138 employees as a result of the Proposed Action. Under the No Action Alternative 2,340 new employees are anticipated, 3,798 less than under the Proposed Action. Under the Proposed Action, Peter Kirk Park, which is adjacent to Area A, will experience greater demand on its facilities over the No Action alternative. Greater numbers of employees using the park and park facilities (during their lunch hour and before and after work) will create additional demand for park furniture and equipment. There will be more pedestrians traveling across the park to Downtown and more pedestrians travelling from Downtown across the park to Area A, which may result in the need for improved and/or additional pedestrian connections. Use of existing neighborhood park facilities may also intensify.

Increased use of Peter Kirk Park under the Proposed Action will result in a greater need for maintenance and a greater demand for public amenities such as restrooms

than under the No Action alternative; there may be a need for additional staff to provide such maintenance.

The increased demand for adult lap swims at Peter Kirk Pool may increase under the Proposed Action compared to the No Action alternative due to the increase in daytime population in the neighborhood. Other recreational programs may see increased enrollment as well as the greater number of employees in the Moss Bay neighborhood participate in programs. The revenue from fees for enrollment may help offset costs of providing these recreational services.

Development of Areas B and C would likely have a lesser impact on Peter Kirk Park than Area A because of the reduced size and distance from the park. Because residential development is not a key element under either alternative, it is not expected that level of service standards would be exceeded.

Schools

The Proposed Action does not include residential uses. However, both the existing zoning under the No Action alternative and the PLA 5C zoning proposed for Areas B and C under the Proposed Action would include the possibility of residential uses in addition to the office uses. Under that zoning, Area B could be redeveloped into 49 multifamily dwelling units. Area C could be redeveloped into 22 multifamily dwelling units, resulting in total of 71 units under both alternatives.

The Lake Washington School District projects that new multifamily housing units generate an average of 0.077 elementary student, 0.022 junior high student, and 0.022 senior high student for a total of 0.120 school age child per multifamily home. The District would see a small increase in enrollment if Areas B and C redeveloped under either alternative. An additional 5.5 elementary students, 1.6 junior high students and 1.6 senior high students would be produced, for a total of approximately 8.7 students. This number of students would not significantly affect the District's level of service.

3.5.3. Mitigation Measures

Incorporated Plan Features

Police Protection

There are no incorporated plan features proposed for police protection services.

Fire and Emergency Medical Services

There are no incorporated plan features proposed for fire and EMS services.

Parks and Recreation

There are no incorporated plan features proposed for parks and recreation.

Schools

No residential development is proposed as part of the Proposed Action at this time; there would be no growth in the Lake Washington School District population under the Proposed Action alternative.

Applicable Regulations and Commitments

Police Protection

There are no applicable regulations and commitments proposed for police protection services.

Fire and Emergency Medical Services

Sprinkler systems would be required for all new buildings developed as a result of the Proposed Action. In addition, redevelopment would be required to install sprinkler systems when new square footage exceeded 25% of the original building square footage or when more than 5,000 square feet was added.

All revenue from permit fees for Areas A, B, and C could be dedicated to providing the necessary plan review and fire inspection services to those areas.

Parks and Recreation

Because residential development is not a key element of the Proposed Action, it is not expected that level of service standards would be exceeded. However, if residential development were proposed per zoning allowances, such development would be subject to park impact fees.

Non-residents who work in Kirkland are offered resident rates when using City facilities. This approach by the City may result in increased numbers of new employees in Areas A, B, and C enrolling in programs and using City facilities. Costs of the additional use of facilities may be offset by increased revenue from program fees.

Several of the City's Comprehensive Plan policies give guidance on possible mitigation measures, including:

- Policy PS-3.4: Coordinate with neighboring cities, King County, the Lake Washington School District, special districts and other agencies in the planning, provision, and use of joint activities and facilities.

The City could increase efforts to create opportunities for joint use of facilities that address the needs of the additional daytime population.

- Policy PR-1.2: Develop pedestrian and bicycle trails within parks and linkages between parks and the City's major pedestrian and bicycle routes identified in the Nonmotorized Transportation Plan and between parks and nearby neighborhoods, commercial centers, and public facilities, including schools.
- The City could work with the developers of Areas A, B, and C to incorporate design of pedestrian and bicycle routes that tie the areas together as well as tie them to Downtown.

As a condition of development approval, the City could require that development be physically integrated both in site and building design and that area designs include installation of pedestrian linkages consistent with major pedestrian routes shown in the Downtown Plan chapter of the Comprehensive Plan consistent with CBD 5 zone requirements.

Schools

No residential development is proposed as part of the Proposed Action at this time; there would be no growth in the Lake Washington School District population under the Proposed Action alternative.

If the City was to adopt the Lake Washington School District's Capital Facilities Plan and a school impact fee policy and ordinance, any residential units that may be built would be required to pay fees to the district, thereby mitigating costs to some extent.

Other Potential Mitigation Measures

Police Protection

The revenues from increased retail activity and increased property values could help offset some of the additional expenditures for providing additional officers and responses to incidents.

Provision of on-site security services including video surveillance systems, to Area A in particular, may reduce the increased need for police response to that area. This reduction is largely dependent on the nature of the incident.

Security-sensitive design of buildings and the landscaping environment, such as installing only moderate height and density border shrubs, could reduce certain types of crimes, such as auto and store-front break-ins.

Fire and Emergency Medical Services

Conditions as part of development approval for Area A could ensure that the needed additional firefighters are provided: three for EMS and eight for engine companies. Development in Area A could include a staffed medical aid station serving employees and customers.

Development in Areas B and C would require one additional EMS employee.

Increased tax revenues from increased retail activity and increases in property values could address some of the additional costs to the Fire Department.

The increased staffing levels that are triggered by the proposed development of Area A would also provide the City of Kirkland with a general public benefit in addition to addressing the specific project needs. This is a function of adding resources, where a new project can trigger the need but does not require 100% of the resource. The question of how much public benefit might exist is ultimately a policy choice of the City of Kirkland.

Parks and Recreation

Property owners in Areas, A, B, and C will pay property taxes each year, based on the assessed value of their property, which will go toward ongoing park maintenance and other park and recreational services. In addition, new or expanding retail businesses as part of the Proposed Action will produce ongoing sales tax revenue, a portion of which will go to the City's general fund to pay for park facility maintenance and services.

Development conditions in Area A could emphasize connections between Peter Kirk Park and Area A in design of the buildings and landscaping.

Schools

As the Lake Washington School District grows, there will be additional pressure on schools, particularly in the eastern portion of the District. To meet the needs arising from that growth in the event that residential does develop in the areas of the

Proposed Action, the District has the option of moving relocatable classrooms, making boundary changes for school attendance, engaging in new construction, modernizing its facilities, and modifying the education programs.

The Lake Washington School District also has the option of collecting impact fees under Washington State's Growth Management Act, and voluntary mitigation fees paid pursuant to the state's Environmental Policy Act as well as the option of securing state funding.

3.5.4. Significant Unavoidable Adverse Impacts

With mitigation measures, no significant unavoidable adverse impacts are expected with the Proposed Action and No Action alternative for police protection, fire and EMS services, parks and recreation, and schools.

3.6. Utilities

3.6.1. Affected Environment

Analysis Area

The analysis area for the utilities element of this DEIS is the three planned action areas shown as A, B, and C on Figure 2-1. Utilities analyzed in this section include water and sewer services.

Water

The City supplies water throughout the city limits south of NE 116th Street, including the analysis area. The City of Kirkland Comprehensive Water System Plan (2006) presents

- a description of the existing water supply system and service area,
- a forecast of future water demands,
- policies and criteria for operation and improvement of the water system,
- water system analyses,
- an operation and maintenance program, and
- a schedule of improvements and an associated financial plan to fund them.

Details regarding water supply, storage, distribution, and demand are presented below.

Supply

The City is a member of the Cascade Water Alliance (Cascade). Seattle Public Utilities supplies Cascade with drinking water from its Tolt River and Cedar River supply pipelines and is contracted to do so until 2053. As part of this agreement, Cascade will receive decreasing amounts of water from Seattle Public Utilities as it secures and develops long-term water supplies from other areas. Cascade collects regional capital facilities charges to fund planning and development of future water sources.

Storage

All three planned action areas are located in the City's 285 Water Supply Zone (Zone), which encompasses most of the lakefront property at the western edge of the City. Water in the 285 Zone is supplied from the 450 Zone and 315 Zone through a series of pressure-reducing stations. Both of these zones receive water from the 450 Zone North Reservoir, located southwest of NE 108th Street and 132nd Avenue NE. This reservoir has a storage capacity of approximately 103 vertical feet (14.3 million gallons).

Distribution

The City's water distribution system is composed of water mains ranging in size from 4 inches to 48 inches in diameter. Water mains in the analysis area consist primarily of 8-inch pipes, though a few 6-inch mains are present. An 8-inch main with two 6-inch branches runs through Area A. Area B connects to an 8-inch main under 5th Avenue, and Area C connects to an 8-inch main under 6th Street.

Figure 3.6-1 shows the existing water distribution system in the analysis area.

Demand

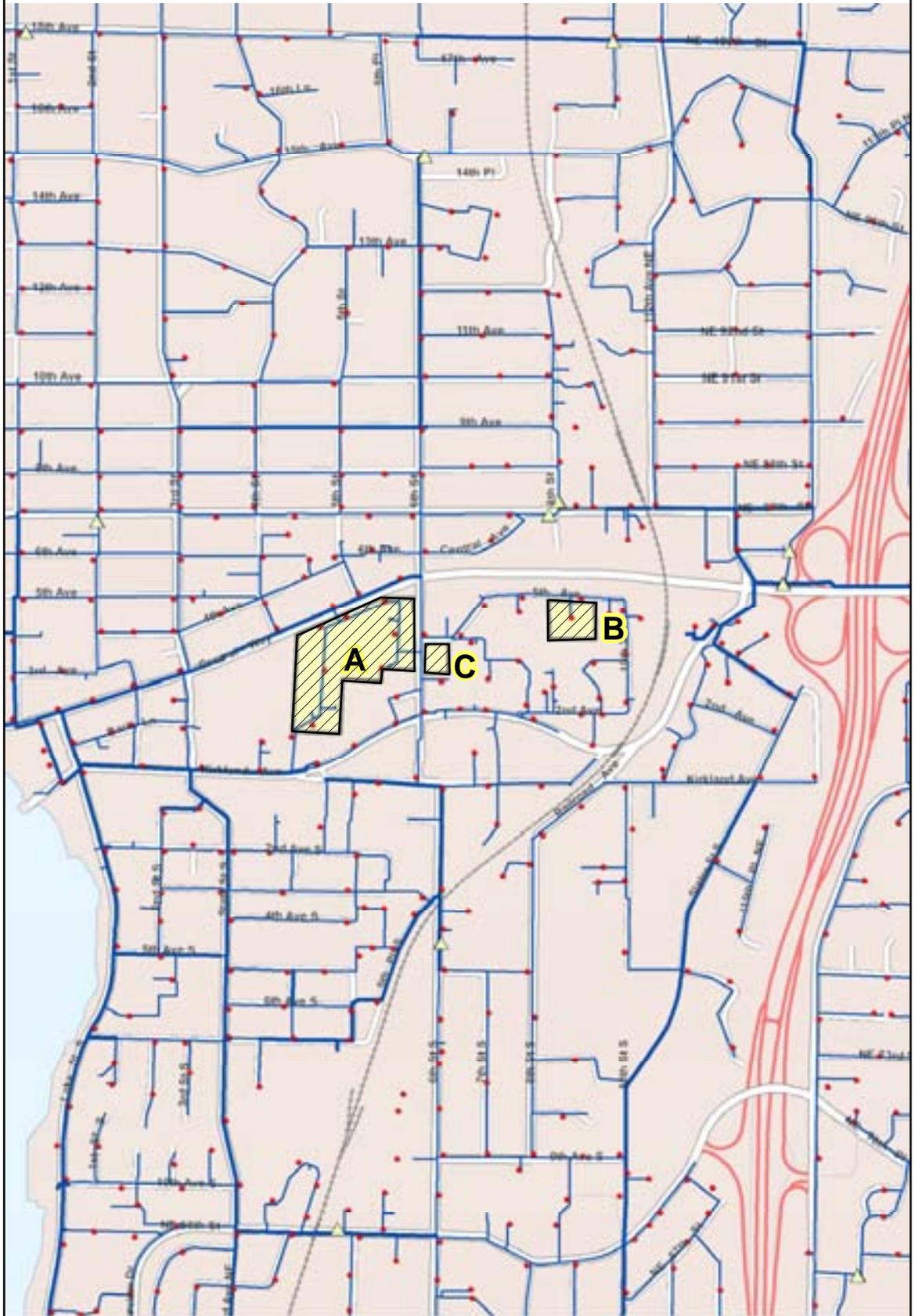
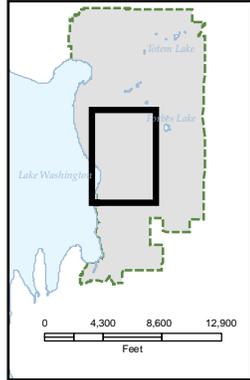
According to the City of Kirkland Comprehensive Water System Plan, the City supplied water to approximately 35,024 people in 2004 at a per capita rate of 111 gallons per day (gpd). Demand is expected to increase up to 8% by 2012 and as much as 24% by 2026. The City anticipates the existing Tolt River and Cedar River connections to be capable of providing sufficient water to meet these demand projections.

Sewer

The City of Kirkland Comprehensive Sewer System Plan (1993)⁹ includes

- a description of the existing wastewater system, including a hydraulic analysis and identification of significant deficiencies,
- an analysis of wastewater flow rates based on existing land uses,

⁹ The City of Kirkland Comprehensive Sewer System Plan is currently being updated by Roth Hill Engineering.



Legend

- Hydrant
- △ PRV Valve

Water Mains

- 0-4"; 6-8"; 8
- 10-48"

▨ Planned Action Areas

Source: City of Kirkland 2008

- a discussion of the City's Wastewater Quality, Infiltration and Inflow Reduction, and Operation and Maintenance Policies,
- a Capital Improvement Plan, and
- a financial evaluation of the City's wastewater system.

Details regarding sewer service area, collection, and treatment are presented below.

Service Area

The City provides sanitary sewer service to all of its residents south of NE 116th Street, including the analysis area.

Collection

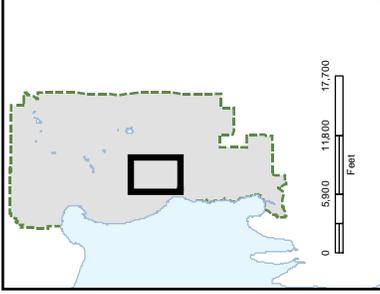
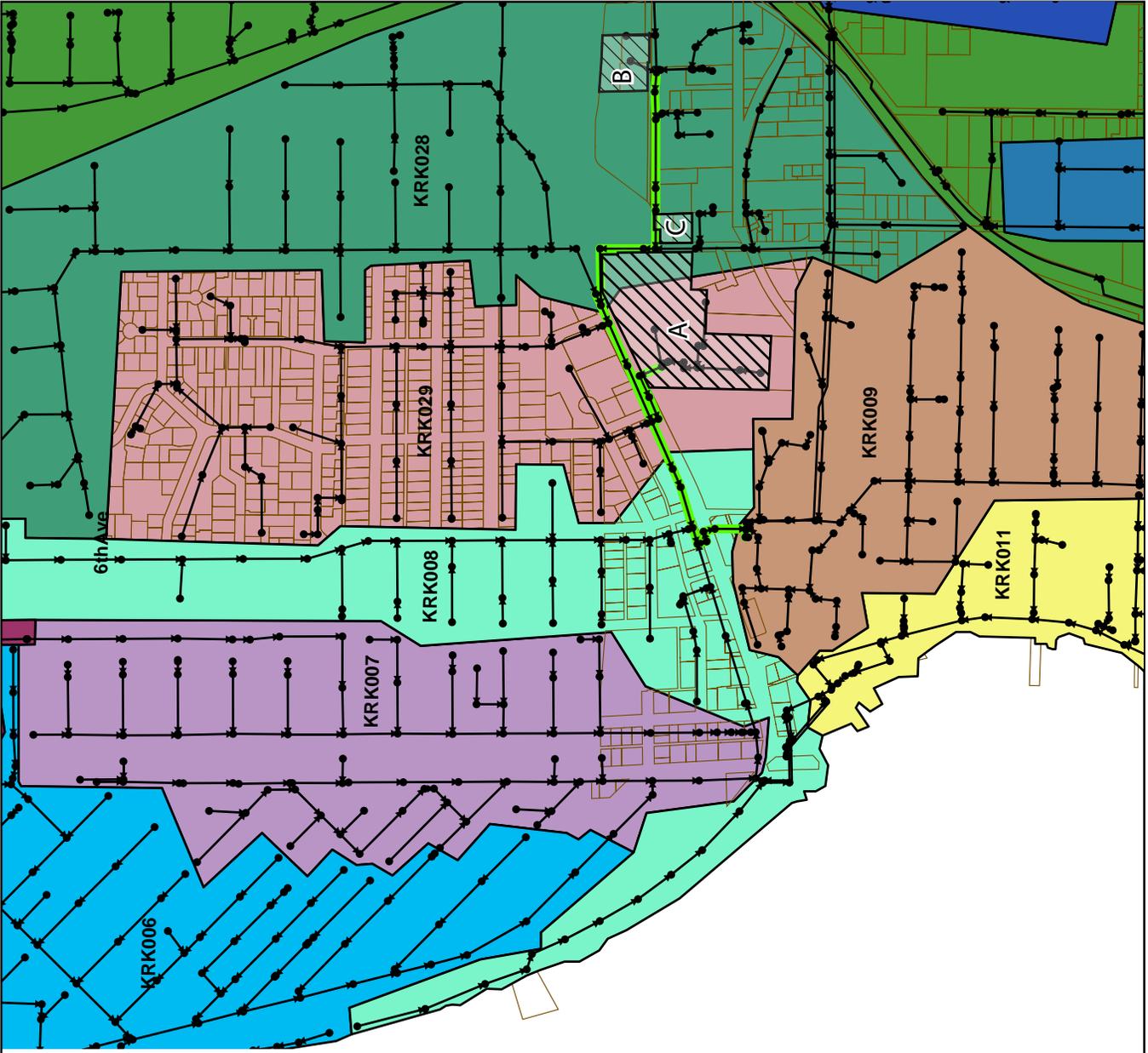
The citywide collection system consists of 35 wastewater collection mini-basins, 88 miles of sewer pipe, nine lift stations and force mains, and approximately 2,200 manholes.

The trunk sewer line under Central Way collects all of the sewage flow from King County Mini-basins KRK029 and KRK028 and conveys the sewage to Mini-basin KRK008. Mini-basin KRK008 drains to the trunk sewer near the intersection of Central Way and 3rd Street and also includes tributary sewage flows from Mini-basins KRK006, KRK007, and KRK 011. The flows from all of these basins discharge to King County's Kirkland Lift Station. Figure 3.6-2 shows the layout of the mini-basins in the vicinity of the analysis area.

The downstream gravity sewer conveyance system that serves Area A consists of a 10-inch diameter polyvinyl chloride (PVC) main that drains to an 18-inch and 24-inch diameter trunk sewer under Central Way.

The trunk sewer travels west along Central Way to 3rd Street where it turns south and discharges to King County's Kirkland Lift Station. Figure 3.6-3 shows the locations of sewer infrastructure in the analysis area.

The gravity sewer conveyance system that serves Area B is significantly newer than most of the Central Way basin. Pipes in this area were generally constructed after 1981, while most of the basin's infrastructure dates from before 1950. The site is served by on-site 8-inch conveyance pipes that connect to another 8-inch conveyance pipe. This latter conveyance pipe runs west along the southern property line until it joins 4th Avenue and intersects the 12-inch line under 6th Street, which drains into the trunk sewer under Central Way.

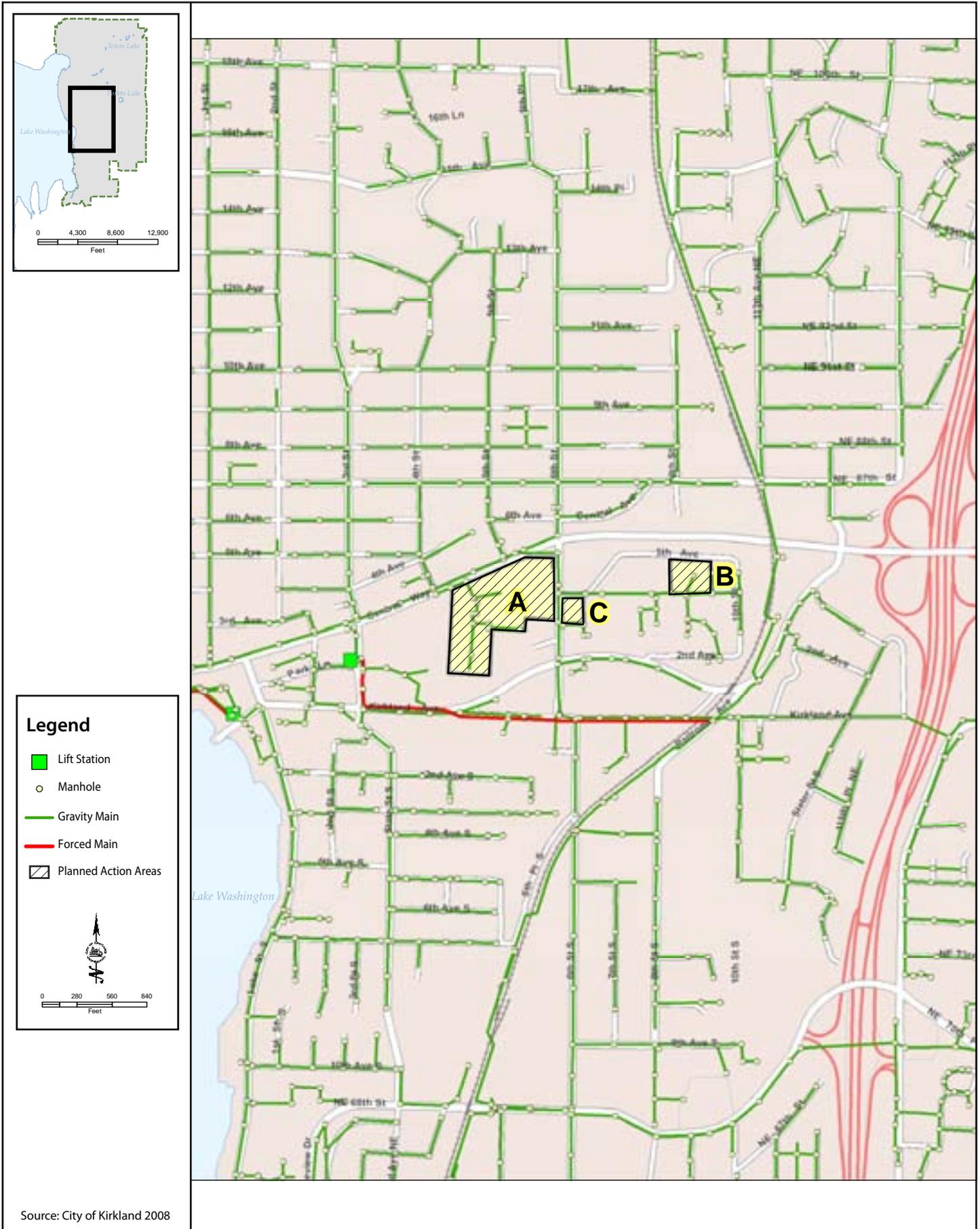


Legend

- Sanitary Sewer Manholes
- Sanitary Sewer Pipes
- █ Park Place Pipe Analysis
- ▨ Planned Action Areas

Source: City of Kirkland 2008

Figure 3.6-2
Analysis Area Sewage Mini-Basins



Source: City of Kirkland 2008

Figure 3.6-3
Sewer Infrastructure

An 8-inch sewer line runs the width of Area C, along the southern property line. This 8-inch pipe connects to the 12-inch sewer line under 6th Street, which in turn drains to the trunk sewer under Central Way. The City of Kirkland Comprehensive Sewer System Plan cites the 6th Street line as having significant structural deficiencies due to its advanced age.

Treatment

The King County Department of Metropolitan Services (Metro) provides the City's service area with sanitary sewer treatment services at a capacity of 100 gpd per capita under the terms of an intergovernmental agreement. City sewage is treated at Metro's West Point and Renton wastewater treatment plants.

3.6.2. Impacts

Impacts Common to All Alternatives

It is anticipated that commercial and office growth beyond existing conditions will occur in the analysis area under both the Proposed Action and No Action alternatives.

Implementation of the Capital Improvement Plan as shown in the City of Kirkland Comprehensive Water System Plan and the City of Kirkland Comprehensive Sewer System Plan will be a requirement under both the Proposed Action and No Action alternatives.

Water

RH2 Engineering, Inc. performed a hydraulic analysis for this DEIS. This analysis was performed using a computer model of the City's existing water system to determine the pressure and fire flow capability of the system for the proposed redevelopment of Areas A, B, and C.

Based on the estimated amount of additional commercial and office square footage, fire flow requirements for Area A will increase from 3,500 gallons per minute (gpm) for 3 hours to 4,000 gpm for 4 hours. Using an estimated breakdown of land uses proposed for Area A, ADD will increase from an estimated existing combined demand of 39 gpm to approximately 125 gpm under the No Action alternative and 249 gpm under the Proposed Action. The estimates shown in this analysis are considered conservative (overestimated) to ensure that the water system is adequately sized for most office or retail uses being considered for Area A.

ADD in Area B will remain unchanged (5 gpm) under the No Action alternative, but would rise to 20 gpm under the Proposed Action.

ADD in Area C will increase from the current estimated level of 1.3 gpm to 4 gpm under the No Action alternative and would increase to 14 gpm under the Proposed Action.

The computer model of the City’s existing water system was analyzed under existing conditions and with the additional projected demands from Areas A, B, and C. The No Action alternative conditions were estimated from 2024 water system calculations provided in the City of Kirkland Comprehensive Water System Plan (2007). The analysis was performed to determine the available fire flow and dynamic pressure in and around Areas A, B, and C. The results of the analysis shown in Table 3.6-1 indicate that while available fire flows were often inadequate under both alternatives, service pressures were well above the Washington State Department of Health’s minimum allowable pressure of 30 pounds per square inch (psi).

Table 3.6-1. Fire Flow Analysis Results

Label	Description	Required Fire Flow (gpm)	Existing System with No Action Demands		Existing System with Proposed Action Demands	
			Pressure (gpd)	Derated Fire Flow (gpm)	Pressure (gpd)	Derated Fire Flow (gpm)
1407	Northwest Side of Area B	4,000	83	1,800	82	1,785
1408	Northeast Side of Area B	4,000	77	2,195	77	2,140
1402	North Side of Area C	4,000	83	1,840	82	1,805
1391	West Side of Area C	4,000	84	2,925	84	2,740
1401	Northwest Side of Area C	4,000	86	2,825	85	2,960
1363	North Side of Area A	4,000	94	1,915	94	1,595
1364	Middle of Area A	4,000	95	2,390	95	2,170
1396	Northeast Side of Area A	4,000	88	2,290	88	2,030
1392	East side of Area A	4,000	87	1,950	87	1,750

Label	Description	Required Fire Flow (gpm)	Existing System with No Action Demands		Existing System with Proposed Action Demands	
			Pressure (gpd)	Derated Fire Flow (gpm)	Pressure (gpd)	Derated Fire Flow (gpm)
1359	Intersection of Central Way and 4th Street	3,500	97	3,845	97	4,320
1384	Intersection of Kirkland Way and 6th Street	2,000	69	2,955	69	2,980
1333	Intersection of Central Way and 5th Street	3,500	88	3,765	87	4,055

Source: RH2 Engineering, 2008

Sanitary Sewer Service

Roth Hill Engineering Partners completed an analysis and evaluation of capacity impacts to the City’s sanitary sewer system of the Proposed Action scenario. Roth Hill performed its analysis of the sewer system impacts in conjunction with the ongoing City of Kirkland Sewer Comprehensive Plan update.

Using dry weather flow monitoring data and population estimates provided by the City, Roth Hill computed average per capita flow rates for each of the mini-basins in the analysis area for the following categories: residential, commercial, and schools. Data was gathered from the November 14, 2001 storm, which approximated a 20-year storm. This data was used to determine peak infiltration and inflow (I&I) estimates. These I&I results were then compared to King County’s analysis. King County used its hydraulic model to perform a statistical rainfall and flow analysis over a 60-year period to estimate peak flow rates. King County’s flow projections represent flows that should statistically occur every 20 years. Consequently, King County’s projected peak I&I rates are more conservative than those estimated by Roth Hill.

In the analysis area, overall sewered site area would remain the same. Therefore, I&I resulting from redevelopment would not differ from the projected I&I resulting from the City’s Comprehensive Plan.

Based on a combination of sanitary sewer flow rates corresponding to the different commercial categories in the proposed developments, peak sanitary flow rates were computed using growth projections in the City’s comprehensive sewer plan and the redevelopment of each area. Table 3.6-2 shows the peak sewage flows of each area under the No Action and Proposed Action alternatives.

Table 3.6-2. Sanitary Sewer Flow Results

Condition	Sanitary Flows	I&I Flows*	Total Flows
Area A			
No Action**	290 gpm	50 gpm	340 gpm
Proposed Action	420 gpm	50 gpm	470 gpm
Difference	130 gpm	0 gpm	130 gpm
Area B			
No Action**	10 gpm	15 gpm	25 gpm
Proposed Action	15 gpm	15 gpm	30 gpm
Difference	5 gpm	0 gpm	5 gpm
Area C			
No Action**	3 gpm	5 gpm	8 gpm
Proposed Action	10 gpm	5 gpm	15 gpm
Difference	7 gpm	0 gpm	7 gpm

*Based on Roth Hill I&I projections

**City of Kirkland Comprehensive Plan assumptions for the Year 2022

When the No Action flow rates for Year 2022 were routed through the Central Way trunk sewer, surcharging (pressure flow) was observed in four runs of 24-inch pipe under 3rd Street between Central Way and the King County Lift Station. Additional flows from redevelopment under the Proposed Action would exacerbate this surcharging condition. In addition, data indicated that the Kirkland Lift Station and force main do not have adequate capacity to accommodate Year 2022 (No Action) projected flows. Increased flows under the Proposed Action would heighten the effects of this deficiency. King County Wastewater Treatment Division is in the process of designing upgrades to these systems that would provide sufficient capacity for projected Year 2022 flows. Upsizing of the 3rd Street sewer from 24 inches to 48 inches is also planned, which would eliminate the observed surcharging. While the planned upgrades to the lift station and force main are not being specifically designed to accommodate the Proposed Action, engineering analysis indicates that the increase in flows between the No Action and Proposed Action is minor and would not significantly impact the system. All other sewer conveyance infrastructure in the area has sufficient capacity to accommodate the increased flows under the Proposed Action.

3.6.3. Mitigation Measures

Incorporated Plan Features

No incorporated mitigation measures are proposed.

Applicable Regulations and Commitments

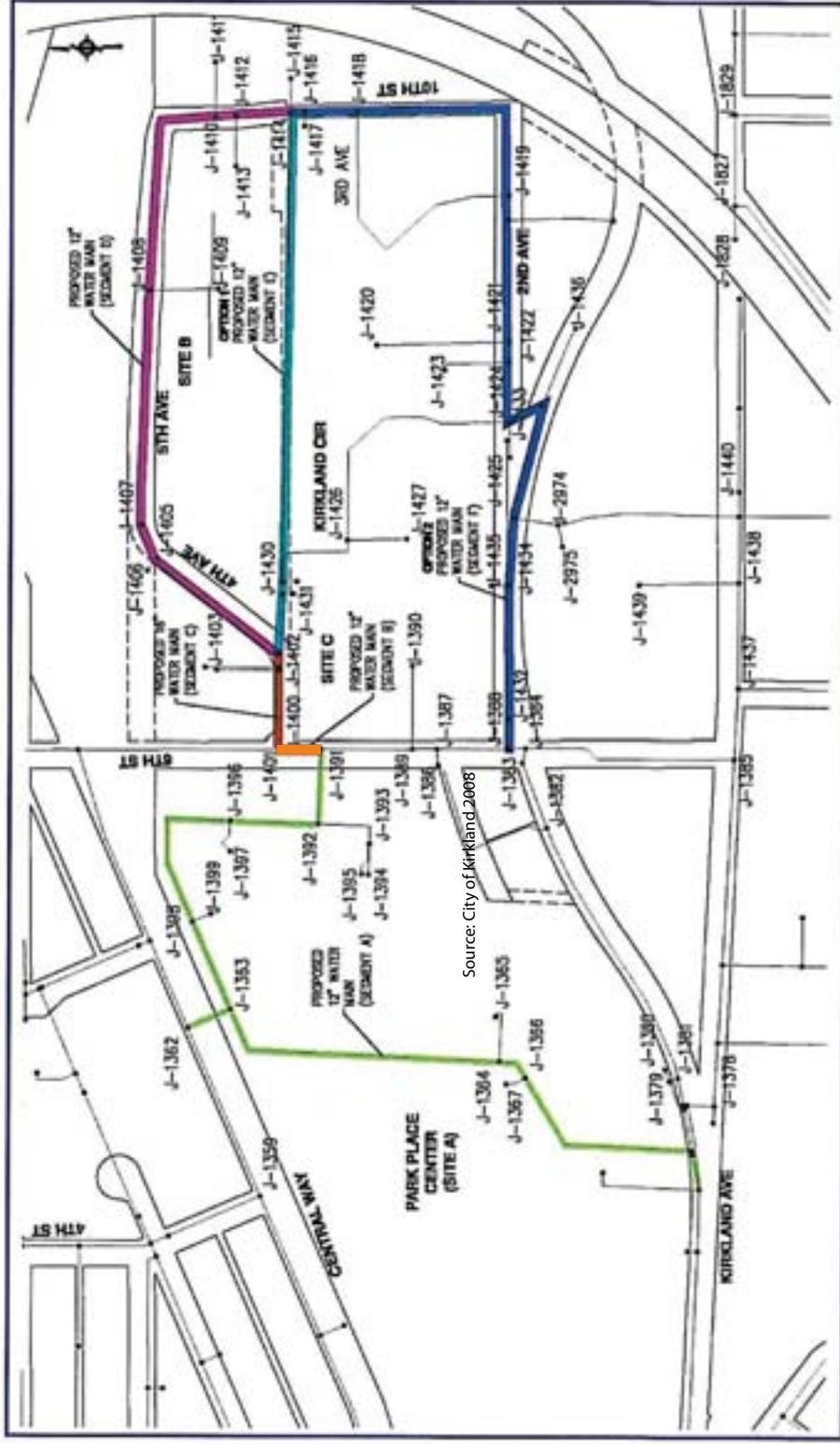
Water

Utility improvement costs are the responsibility of the applicant, however, the amount is dependent on a number of variables, including timing and funding of planned capital improvements and participation of other developers.

No Action

Improvements necessary in order to accommodate development under the No Action alternative were identified as part of the analysis of the City's water system. With one exception, the following mitigation measures are identified in the Capital Improvement Program of the City of Kirkland Comprehensive Water System Plan. The specific improvements needed in Areas A, B, and C are divided into the following segments (Figure 3.6-4):

- **Segment A.** This segment includes improvements identified as part of improvement number CIP 144.
 - Replace an existing 8-inch diameter water main in Area A with a new 12-inch diameter water main.
 - Replace the existing connections on the north side of Area A, crossing Central Way west of 5th Street and on the east side of the Area, crossing 6th Street south of 4th Avenue with 12-inch diameter water mains.
 - Construct a new 12-inch diameter connection at the south side of Area A so that a looped connection is created to connect the proposed on-site 12-inch main to the existing 8-inch and 12-inch diameter water mains under Kirkland Avenue.
- **Segment B.** Replace the existing 8-inch water main along 6th Street with a new 12-inch water main between the east side of the Parkplace water main loop to approximately the intersection of 6th Street and Kirkland Circle. This represents a portion of improvement number CIP 142.



Source: City of Kirkland 2008

Legend

Proposed Project Mitigation Measures

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

Source: City of Kirkland 2008

- **Segment C.** Replace the existing 8-inch water main along Kirkland Circle from 6th Street to 4th Avenue with a new 12-inch main. This is a portion of improvement number CIP 145.
- **Segment D.** Replace the existing 8-inch water main along 4th Avenue, 5th Avenue, and 10th Street from Kirkland Circle to 3rd Avenue with a new 12-inch main. This is a portion of improvement number CIP 145.

In addition to the above segments, one of the following segments must also be constructed in order to accommodate development under the No Action alternative.

- **Segment E.** Install a new 12-inch water main along the unimproved right-of-way between 2nd Avenue and 5th Avenue from approximately 4th Avenue to 10th Street. This improvement is not identified in the City of Kirkland Comprehensive Water System Plan.
- **Segment F.** Replace the existing 8-inch water main along 2nd Avenue and 10th Street from 6th Street to 3rd Avenue with a new 12-inch main. This is a portion of improvement number CIP 145.

Proposed Action

There are no other commitments.

Sewer

Utility improvement costs are the responsibility of the applicant, however, the amount is dependent on a number of variables, including timing and funding of planned capital improvements and participation of other developers.

King County Wastewater Treatment Division is designing upgrades to the sewer system that would provide sufficient capacity for projected year 2022 flows. Upsizing of the 3rd Street sewer from 24 inches to 48 inches is also planned.

Other Potential Mitigation Measures

Water

No Action

There are no other potential mitigation measures for Water Utility.

Proposed Action

In addition to the improvements required under the No Action alternative, the Proposed Action will require that the new 12-inch water main identified in Segment C be enlarged to a 16-inch main. Analysis indicated that all other No Action improvements would be adequate to serve development under the Proposed Action.

Sewer

No Action/Proposed Action

While King County's upgrades to the Kirkland Lift Station and force main, as well as the upsizing of the 3rd Street sewer, would provide sufficient capacity for No Action flows, the City will coordinate with the King County Wastewater Division regarding final design details of these improvements to ensure that Proposed Action flows can be accommodated. The City will coordinate with King County on the projected flows that would be generated by redevelopment in these areas so that the county can inform its facility planning department and incorporate projected flows into planning efforts.

If final design does not include the necessary improvements to convey projected flows, a detailed backwater analysis could be performed to evaluate the severity of surcharging in the 3rd Street sewer and identify corrective measures.

3.6.4. Significant Unavoidable Adverse Impacts

With the incorporation of all mitigation measures above, no significant unavoidable adverse impacts are anticipated.

Chapter 4. References

- City of Kirkland. 2004. *City of Kirkland Comprehensive Plan* (December 2004 revision). Kirkland, WA.
- City of Kirkland. 2004. Design Guidelines for Pedestrian-Oriented Business Districts. Adopted by Council August 3. Kirkland, WA.
- City of Kirkland. 2007. *Downtown Strategic Situation Assessment*. Kirkland, WA.
- City of Kirkland. 2004. Kirkland Fire and Building Department Fact Sheet. Last updated: September 1, 2005. Available: http://www.ci.kirkland.wa.us/depart/Fire_and_Building/Fire___Medical_Services/Department_Fact_Sheet.htm. Accessed: January 2008.
- Ecology (Washington State Department of Ecology). 2005. *Stormwater Management Manual for Western Washington Volume 1. Minimum Technical Requirements and Site Planning*. Olympia, WA.
- FHWA (Federal Highway Administration). 1988. *Visual Impact Assessment for Highway Projects* (FHWA-HI-88-054). USDOT (U.S. Department of Transportation). 1988.
- Jones, G. R., J. Jones, B. A. Gray, B. Parker, J. C. Coe, J. B. Burnham, and N. M. Geitner. 1975. "A method for the quantification of aesthetic values for environmental decision making." *Nuclear Technology* 25(4):682–713.
- King County. 2007. King County Buildable Lands Report. September 2007. Seattle, WA.

- Puget Sound Regional Council (PSRC). 1999. Creating Transit Station Communities in the Central Puget Sound Region: A Transit Oriented Development Workbook. June. Seattle, WA.
- USFS (U.S. Forest Service). 1974. National forest landscape management. (Agriculture Handbook 462). Washington, D.C.
- USSCS (U.S. Soil Conservation Service). 1978. Procedure to establish priorities in landscape architecture. (Technical Release No. 65). Washington, D.C.

4.1. Personal Communications

- Cogle, Michael. Park Planning Manager. City of Kirkland. January 17, 2008—
Phone communication.
- Dunlap, Tracey P. Director of Finance and Administration. City of Kirkland. August 27, 2007—Memorandum.
- Hamilton, Bill. Captain. City of Kirkland Service Division. January 23, 2008—
Phone communication.
- Henderson, Jack. Deputy Fire Chief of Operations. City of Kirkland Fire and Building Department. January 18, 2008—Phone communication.
- Shull, Kristina. Police Analyst. Kirkland Police Department. January 23, 2008—
Phone communication.

Chapter 5. Distribution List

5.1. Government Agencies

Association of Washington Cities

Bellevue Regional Library

Burlington Northern Railroad

City of Bellevue, Planning Dept

City of Bothell, Planning and Community Development

City of Kenmore Planning Department

* City of Kirkland - City Manager

* City of Kirkland - Director of Planning and Community Development

City of Kirkland - Finance and Administration

City of Kirkland - Parks

* City of Kirkland - Planning

* City of Kirkland - Public Works

City of Kirkland - Assistant City Manager

* Received a copy of the DEIS.

City of Kirkland - Chief of Police

* City of Kirkland - City Attorney

City of Kirkland - City Clerk

City of Kirkland - Director of Fire and Bldg Svcs

City of Kirkland - Director of Info and Tech

City of Redmond

City of Woodinville Planning Department

Economic Development Council of Seattle and King County.

King County Department of Development and Environmental Services

King County Department of Public Works, Solid Waste Division

King County Department of Transportation, Transportation Plan Section

King County Fire District 41, City of Kirkland Fire Dept

King County Hosp Dist 2, Evergreen Healthcare

King County Metro Transit Environmental Plan

King County Natural Rsrc&Parks, Water and Land Resources Division

King County Office of Regional Policy and Planning

King County Parks & Recreation Department

King County Public Works, Surface Water Management

King County Wastewater Treatment Division

King County Conservation District

Kingsgate Branch, King County Library System

Kirkland/King County Library

Lake Washington School District No 414

* Received a copy of the DEIS.

Metro Transit

Lake Washington Technical College

Metro Water Pollution Control

Muckleshoot Indian Tribe, Environmental Division, Fisheries Department

Public Health Seattle and King County

Puget Sound Action Team

Puget Sound Air Pollution Control Agency

Puget Sound Regional Council

Redmond/King County Library

Sound Transit

Tulalip Tribes

U.S. Army Corps of Engineers

U.S. Department of Housing and Urban Development

U.S. Department of Energy

U.S. Department of Fish And Wildlife

U.S. Department of Transportation

U.S. Department of Transportation, Federal Highway Administration

U.S. Environmental Protection Agency Region X

U.S. Soil Conservation Service

UW Libraries

Washington State Department of Agriculture

* Washington State Department of Ecology (2)

Washington State Department of Natural Resources

* Received a copy of the DEIS.

Washington State Department of Social and Health Services

* Washington State Department of Transportation

Washington State Environmental Council

Washington State Office of Archaeology and Historic Preservation

* Washington State Department of CTED, Growth Management Services

Washington State Department of Fish and Wildlife

Washington State Department of Health - Drinking Water

Washington State Office of Financial Management

Washington State Office of Governor

Washington State Superintendent of Public Instruction

Washington State Parks and Recreation Commission

5.2. City Councils and Commissions

* Houghton Community Council

* Kirkland City Council

Kirkland Design Review Board

Kirkland Human Services Advisory Committee

* Kirkland Planning Commission

Kirkland Senior Council

* Kirkland Transportation Commission

Kirkland Youth Council

Park Board

* Received a copy of the DEIS.

5.3. Utilities

Comcast

Northshore Utility District

Qwest

Puget Sound Energy

Cascade Water Alliance

5.4. City Neighborhood and Business Associations

Arts and Cultural Council

Central Houghton Neighborhood

DAC

Denny Creek Neighborhood Alliance

Everest Neighborhood

Highlands Neighborhood

KDA Executive Director

Kirkland Alliance of Neighborhoods

Kirkland Chamber of Commerce

Kirkland Economic Partnership

Kirkland Performance Center

Lakeview Neighborhood

Market Neighborhood

Moss Bay Neighborhood

Norkirk Neighborhood

North Juanita Neighborhood

North Rose Hill Neighborhood

S Rose Hill/Bt Neighborhood

South Juanita Neighborhood

Totem Lake Neighborhood

Kirkland Downtown Association

5.5. Community Organizations

Arch A Regional Coalition for Housing

Audubon Society, Eastside Chapter

Cascade Land Conservancy

Friends Of Youth

Futurewise

Kirkland Heritage Society

Kirkland Interfaith Transitions In Housing

Liveable Communities Coalition

People for Puget Sound

Sierra Club NW Regional Office

5.6. Newspapers

Daily Journal of Commerce

Kirkland Courier Review

Seattle Post Intelligencer

Seattle Times

5.7. Applicants

- * Rhoda Altom
- * Douglas Howe (Touchstone Corporation)
- * Katherine Orni

5.8. Individuals

555 Condominium Association

Tom Champoux

Troy Adams

Bill Anspach

Scott & Tonya Baker

Constance Ballou

Dick Beazell

Carol Bonner

Nancy Borne

Patty Brandt

Larry & Mary Brill

Scott Brown

Margaret Bull

Bob Burke

Lynn Butzberger

Elena Camerini

Kirsten Carlson

* Received a copy of the DEIS.

Sarah Cason

Joe Castleberry

Mark Chatalas

Sharon Clark

Jeff Cole

Chris Conrad

Mia Cooledge

Mel Cooke

Bill Cooper

Jana Cooper

Bob Cornish

Bob Dahl

Carol Davidek-Waller

Ken Davidson

Doug Davis

Diane W. Dewitt & Curtis L. Thompson

Justin Dickens

John Doherty

Harriette & Fred Dorkin

Jeannine Dougherty

Peter Drabble

Yasue Drabble

Rich Drottz

Ken Duekerk

Sheila Edwards

Jeff Eustis

Anthony Ewing

Shannon Fitzgerald

Katherine Frink

Chris Frost

David Garland

Karen Gee

Marianna Hanefeld

Jess Harris

Pat Harris

Jim Hart & Associates

Howard Heflin

Rich Hill

Jim & Carolyn Hitter

Ed Irwin

Andre K. Kaluna

Pat Kaluna

Karen Kirkland

Patricia Knight

Roberta Krause

Kochman Family

Lydia Lavergne

Heidi Litzenberger

Peter Loft

Andy Loos

Diana Ludke

Jennifer Lansangan

Jennifer Linden

James O. Lea

Matt Laukaitis

Keith Maehlum

Nancy E. & Dr. William Maynard

Lisa McConnell

Michael McDaniel

James McElwee

Bill & Helen Meany

Susan Mello

Chris Miller

Miki Moberand

Michael Moore

Brett Moreland

Marilyn Morford

Lois Myers

Bea Nahon

Debbie Ohman

Dee Parke

Kevin Pedersen

Delaine Peterson

Richard Pope

Steven Pope

Shirley Posey

Beth Prichard

Stephanie Reimann

Angelique Reiss

Patricia Rice

Jeff Ridley

Jeff Riordan

Helen Roller

Mary Rumpf

Glenda Schmidt

Pam Schmoll

Todd Shaphren

Mark B. Shark

Sharon & Tom Sherrard

Jacqueline Snedeker

Loren Spurgeon

Blake Stedman

Paul Stelzer

Barbara Stolz

Karen Story

Jane Stratton

David Swanson

Scott Thompson

Patty Tucker

Bill Vadino

Lynn Voss

Katherine Walker

Adrian Webb

David Wilson

Kennedy Wilson

Rod Wilson

Brady Yeager

Appendix A

Determination of Significance and Scoping Notice

DETERMINATION OF SIGNIFICANCE AND REQUEST FOR COMMENTS ON SCOPE OF EIS

Description of proposal: The City of Kirkland is proposing amendments to its adopted Comprehensive Plan text and map, and Zoning Code text and map related to three private Comprehensive Plan Amendment applications that were submitted as part of the 2007 Docket. The City is also proposing to adopt a Planned Action Ordinance to cover all three applications. A Planned Action Ordinance, if adopted pursuant to WAC 197-11-164 to 172, would indicate that the completed EIS adequately addresses significant impacts of the proposed action, and that future projects consistent with the analyzed projects and parameters of the Planned Action Ordinance would not require future SEPA threshold determinations or EISs. Therefore, comment during this Scoping period is encouraged. Alternatives to be addressed in the EIS include the *No Action Alternative*, i.e. continuation of the City's current GMA Comprehensive Plan without amendment, and the *Action Alternative* to include:

- Touchstone (Park Place) Private Amendment Request (Application File ZON07-00016), located on 11.7 acres at the corner of Central Way and 6th Street, generally south of Central Way, west of 6th Street, north of 2nd Avenue, and east of Peter Kirk Park. The proposal would replace 250,700 square feet of office and retail that exists on the site with 1.7 million square feet of office, retail, and hotel. On-site parking would be changed from the current 742 parking stalls to approximately 3,500 parking stalls, some of which would be structured, to accommodate the new development. The proposed amendment would increase building height from 3-5 stories to 4-8 stories as measured from the grade of Central Way and 6th Street. The proposed amendment would also allow reduction in building setbacks from 20 feet to 0 feet on Central Way and 6th Street; and from 10 feet to 0 feet next to Peter Kirk Park. These changes would be accomplished by creation of a new zoning designation. The new zone would allow taller building heights (4-8 stories), zero foot building setbacks from streets and Peter Kirk Park, and possible other changes to lot coverage, parking standards, and landscaping requirements from the existing CBD5 zoning.
- Orni Private Amendment Request (ZON07-00012) would amend the Comprehensive Plan future land use map from High Density Residential 24 to Office/Multi-Family 24, and amend the zoning map from Planned Area 5D (PLA 5D) zone to PLA 5C zone for two acres of land on 3 parcels located at 825, 903, and 911 5th Avenue (generally east of the U.S Post Office property). This amendment would allow office, multi-family or mixed-use office/multi-family uses and additional height (up to 6 stories or 60 feet).
- Altom Private Amendment Request (ZON07-00019) would amend the Comprehensive Plan future land use map and zoning map from PLA 5B zone to PLA 5C zone for two parcels of land totaling 0.86 acres located at 220 6th Street and 603 4th Avenue (generally southeast of the corner of 6th Street and 4th Avenue). The proposal would allow for increased height up to a maximum of 6 stories or 60 feet. The amendment request also includes a zoning code amendment that would remove the minimum one acre lot size requirement in order to achieve 6 stories or 60 feet in the PLA 5C zone.

Official City File Number: ZON07-00016, ZON07-00012, AND ZON07-00019

Proponent: City of Kirkland

Location of Proposal: Three noncontiguous study areas within the Moss Bay Neighborhood of Kirkland, and generally located east of Peter Kirk Park, south of Central Way/NE 8th Street, west of 10th Street; and north of Kirkland Way in the City of Kirkland, Washington.

Lead Agency: City of Kirkland

EIS Required. The lead agency has determined this proposal is likely to have a significant adverse impact on the environment. An environmental impact statement (EIS) is required under RCW 43.21C.030 (2) (c) and will be prepared. An environmental checklist indicating likely environmental impacts can be reviewed at Kirkland City Hall, Planning Department, 123 5th Ave, Kirkland WA 98033 between 8-5pm (425-828-1257), at the City's website www.ci.kirkland.wa.us, under Planning Department section, and at the Kirkland Library, 308 Kirkland Ave, Kirkland, WA 98033.

The lead agency has identified the following areas for discussion in the EIS: The EIS will consider potential impacts associated with land use, aesthetics, transportation, public services, and water and sewer utilities.

Scoping. Agencies, affected tribes, and members of the public are invited to comment on the scope of the EIS. You may comment on alternatives, mitigation measures, probable significant adverse impacts, and licenses or other approvals that may be required. The method and deadline for giving us your comments is: Mail written comments to the Responsible Official at the address below or email comments to aruggeri@ci.kirkland.wa.us. **The City must receive the comments by 4:45 pm November 8, 2007** for the comments to be considered.

Responsible official:

Eric Shields, AICP, Director
Department of Planning & Community Development
City of Kirkland
123 Fifth Avenue
Kirkland, Washington 98033
425-828-1247

Date: 10/16/07

Signature: _____



You may appeal this determination of significance by following the procedures in KMC 24.02.105 Administrative appeals. Appeals should be directed to:

Nancy Cox, City of Kirkland Environmental Coordinator
Department of Planning & Community Development
City of Kirkland
123 Fifth Avenue
Kirkland, Washington 98033
425-828-1253

The appeal must be filed by: 4:45pm October 25, 2007. You should be prepared to make specific factual objections. Contact Nancy Cox, City of Kirkland Environmental Coordinator to read or ask about the procedures for SEPA appeals.

Appendix B

SEPA Environmental Checklist

ENVIRONMENTAL CHECKLIST

Purpose of checklist:

The State Environmental Policy Act (SEPA), chapter 43.21C RCW, requires all governmental agencies to consider the environmental impacts of a proposal before making decisions. An environmental impact statement (EIS) must be prepared for all proposals with probable significant adverse impacts on the quality of the environment. The purpose of this checklist is to provide information to help you and the agency identify impacts from your proposal (and to reduce or avoid impacts from the proposal, if it can be done) and to help the agency decide whether an EIS is required.

Instructions for applicants:

This environmental checklist asks you to describe some basic information about your proposal. Governmental agencies use this checklist to determine whether the environmental impacts of your proposal are significant, requiring preparation of an EIS. Answer the questions briefly, with the most precise information known, or give the best description you can.

You must answer each question accurately and carefully, to the best of your knowledge. In most cases, you should be able to answer the questions from your own observations or project plans without the need to hire experts. If you really do not know the answer, or if a question does not apply to your proposal, write "do not know" or "does not apply." Complete answers to the questions now may avoid unnecessary delays later.

Some questions ask about governmental regulations, such as zoning, shoreline, and landmark designations. Answer these questions if you can. If you have problems, the governmental agencies can assist you.

The checklist questions apply to all parts of your proposal, even if you plan to do them over a period of time or on different parcels of land. Attach any additional information that will help describe your proposal or its environmental effects. The agency to which you submit this checklist may ask you to explain your answers or provide additional information reasonably related to determining if there may be significant adverse impact.

Use of checklist for nonproject proposals:

Complete this checklist for nonproject proposals, even though questions may be answered "does not apply." IN ADDITION, complete the SUPPLEMENTAL SHEET FOR NONPROJECT ACTIONS (part D).

For nonproject actions, the references in the checklist to the words "project," "applicant," and "property or site" should be read as "proposal," "proposer," and "affected geographic area," respectively.

A BACKGROUND

1. Name of proposed project, if applicable:

City of Kirkland 2007-2008 Comprehensive Plan map and text amendments, zoning map and text amendments, and adoption of a Planned Action Ordinance related to three private amendment requests (Touchstone also known as Park Place, Orni, and Altom).

2. Name of applicant:

City of Kirkland

3. Address and phone number of applicant and contact person:

Angela Ruggeri, Senior Planner
City of Kirkland, Department of Planning and Community Development
123 Fifth Avenue, Kirkland, WA 98033
425-587-3256

4. Date checklist prepared:

October 15, 2007

5. Agency requesting checklist:

City of Kirkland

6. Proposed timing or schedule (including phasing, if applicable):

The Planning Commission will review and make a recommendation on the proposal in the Winter of 2007-2008, and the City Council will review and act on the proposal in the Spring of 2008. Project phasing for the Touchstone (Park Place) project is expected to occur from Fall 2008 through 2013.

7. Do you have any plans for future additions, expansion, or further activity related to or connected with this proposal? If yes, explain.

Future development applications for the three noncontiguous sites are anticipated as a result of the Comprehensive Plan, Zoning, and Planned Action Ordinance amendments.

8. List any environmental information you know about that has been prepared, or will be prepared, directly related to this proposal.

An EIS is currently being prepared for a Planned Action Ordinance and for three Comprehensive Plan and zoning amendments located on noncontiguous parcels within the City of Kirkland's Moss Bay Neighborhood. The analysis area is characterized as a developed area with few remaining natural areas. The EIS will consider potential impacts associated with land use, aesthetics, transportation, public services, and sewer and water utilities.

9. Do you know whether applications are pending for governmental approvals of other proposals directly affecting the property covered by your proposal? If yes, explain.

There are no pending applications for governmental approvals of other proposals directly affecting the study area.

10. List any government approvals or permits that will be needed for your proposal, if known.

Approval of the Comprehensive Plan map and text amendments, zoning map and text amendments, and the Planned Action Ordinance by the City of Kirkland City Council.

Development and Building permit review by City of Kirkland

11. Give brief, complete description of your proposal, including the proposed uses and the size of the project and site. There are several questions later in this checklist that ask you to describe certain aspects of your proposal. You do not need to repeat those answers on this page. (Lead agencies may modify this form to include additional specific information on project description.)

The Proposal consists of a Comprehensive Plan map and text amendment, zoning map and text amendments, and a Planned Action Ordinance covering three noncontiguous areas that are the subject of private Comprehensive Plan docket amendment requests described in detail below. A Planned Action Ordinance, if adopted pursuant to WAC 197-11-164 to 172, would indicate that the completed EIS adequately addresses significant impacts of the proposed action, and that future projects consistent with the analyzed projects and parameters of the Planned Action Ordinance would not require future SEPA threshold determinations or EISs.

The three noncontiguous amendments are described as follows:

ZON07-00016 (Touchstone or Park Place Amendment Request): Potential Comprehensive Plan and Zoning amendment related to private amendment "area A" (in the CBD 5 zone), located on 11.7 acres at 457 Central Way, generally south of Central Way, west of 6th Street, and east of Peter Kirk Park. The proposal would replace 250,700 square feet of office and retail that exists on the site with 1.7 million square feet of office, retail, and hotel. On-site parking would be changed from the current 742 parking stalls to approximately 3,500 parking stalls, some of which would be structured, to accommodate the new development. The proposed amendment would increase building height from 3-5 stories to 4-8 stories as measured from the grade of Central Way and 6th Street, and would allow reduction in building setbacks

from 20 feet to 0 feet on Central Way and 6th Street; and from 10 feet to 0 feet next to Peter Kirk Park. The proposal will be implemented through creation of a new zoning designation that would be mapped on the 11.7 acre site. The new zoning designation is expected to differ from the CBD 5 zone in that it would allow taller building heights (4-8 stories tall), and setbacks reduced to 0 feet on street and park frontages. The new zoning designation may also differ from the CBD 5 zone in lot coverage, parking requirements, and landscaping requirements.

ZON07-00012 (Orni Amendment Request): Potential Comprehensive Plan and Zoning amendment related to private amendment "area B" (in the PLA 5D zone), located on 3 parcels on approximately 2 acres of land located generally east of the U.S. Post Office property at 825, 903, and 911 Fifth Avenue. The proposal would change these parcels of land from High Density Residential 24 to Office/Multi-Family 24 Comprehensive Plan designation; and change from the PLA 5D zone to the PLA 5C zone. These map amendments would allow office uses, multi-family uses, or office/multi-family mixed-use and allow additional height of up to 6 stories or 60 feet. The existing use on the parcels being considered are legally existing nonconforming office buildings. Office buildings are not currently permitted in the PLA 5D zone.

ZON07-00019 (Altom Amendment Request): Potential Comprehensive Plan and Zoning amendment related to private amendment "area C" (PLA 5B zone), located on two parcels totaling 0.86 acres of land located generally southeast of 4th Avenue and 6th Street (220 6th Street and 605 4th Avenue). The proposal would change these parcels of land from PLA 5B zone to PLA 5C zone to allow for increased height up to 6 stories or 60 feet. The amendment request is accompanied by a zoning text amendment to remove the one acre minimum lot size requirement to allow for buildings of 6 stories or 60 feet in height.

12. Location of the proposal. Give sufficient information for a person to understand the precise location of your proposed project, including a street address, if any, and section, township, and range, if known. If a proposal would occur over a range of area, provide the range or boundaries of the site(s). Provide a legal description, site plan, vicinity map, and topographic map, if reasonably available. While you should submit any plans required by the agency, you are not required to duplicate maps or detailed plans submitted with any permit applications related to this checklist.

The Proposal consisting of three noncontiguous areas are all located in the Moss Bay neighborhood of the City of Kirkland. Area A is located on an 11.7 acre site at 457 Central Way, south of Central Way between Peter Kirk Park and NE 6th Street and north of Kirkland Way. This site contains an office and retail complex with associated surface parking lots. Area B consists of three parcels totaling approximately 2 acres, located east of the Post Office on 5th Avenue (825, 903, and 911 Fifth Avenue). These three parcels have office buildings on them. Area C is located on a 0.86 acres at southeast of the intersection of 4th Avenue and 6th Street, just east of the Park Place request (220 6th Street and 605 4th Avenue). These two parcels have three office buildings on them.

B ENVIRONMENTAL ELEMENTS

1. Earth

- a. General description of the site (circle one): Flat, rolling, hilly, steep slopes, mountainous, other

The three noncontiguous areas are characterized by a gradual hill sloping from a high point generally to the east, down to a low point generally located to the west.

- b. What is the steepest slope on the site (approximate percent slope)?

Slopes of less than 15% are found on the three noncontiguous sites.

- c. What general types of soils are found on the site (for example, clay, sand, gravel, peat, muck)? If you know the classification of agricultural soils, specify them and note any prime farmland.

According to the USDA Natural Resources Conservation Service (accessed September 28, 2007), the study area is generally characterized by a mixture of the following soil types: Alderwood gravelly sandy loam (AgC); Arents, Alderwood material (AmC); Indianola loamy fine sand (InC); and Newberg silt loam (Ng).

- d. Are there surface indications or history of unstable soils in the immediate vicinity? If so, describe.

The City of Kirkland Landslides and Natural Hazards Map (December 2003) indicates that there is an area classified as a Medium Hazard landslide hazard area on and adjoining Area A. There is an area classified as a High Hazard landslide hazard area north of 5th Avenue, near Area B. Unstable slopes and other geologic hazards, including development conditions and requirements for developing on or near them are governed by Chapter 85 of the Kirkland Zoning Code.

- e. Describe the purpose, type, and approximate quantities of any filling or grading proposed. Indicate source of fill.

Since the three noncontiguous sites are located in an urban area, there is the possibility that parking could occur in underground structures or that other subsurface work may be conducted in constructing buildings. This type of work may require fill and grading. Any fill or grading work will need to comply with City of Kirkland Land Surface Modification requirements contained in Kirkland Zoning Code (KZC) Chapter 115.75 or with Kirkland Municipal Code (KMC) Chapter 21.08: International Building Code. Details of grading and filling operations will be addressed on a site-specific basis through these city regulations.

- f. Could erosion occur as a result of clearing, construction, or use? If so, generally describe.

Development occurring in the study area and the three noncontiguous sites subject to the Planned Action Ordinance would need to comply with the provisions of the City of Kirkland Erosion and Sedimentation regulations contained in KZC 115.35.

- g. About what percent of the site will be covered with impervious surfaces after project construction (for example, asphalt or buildings)?

The study area and the three noncontiguous sites are located in an urbanized area that is characterized by high impervious surface coverage. It is expected that redevelopment would not change impervious surface coverage greatly over that which exists in the area today. Development will have to comply with the City of Kirkland's Surface Water Master Plan (October 2005) and provisions of Chapter 15.52 of the Kirkland Municipal Code governing surface water management. Pursuant to KMC 15.52.060 design and construction standards for development or redevelopment in Kirkland shall meet or exceed storm water control requirements of the 2005 Department of Ecology Stormwater Manual.

- h. Proposed measures to reduce or control erosion, or other impacts to the earth, if any:

The following policies and regulations would apply:

- City of Kirkland Land Surface Modification requirements contained in KZC Chapter 115.75;
- International Building Code, KMC Chapter 21.08;
- City of Kirkland Erosion and Sedimentation regulations contained in KZC Chapter 115.35;
- City of Kirkland Surface Water Master Plan (October 2005);
- KMC Chapter 15.52, Surface Water Management; and
- Washington State Department of Ecology 2005 Stormwater Manual

Based on federal, state regional, and local policies and regulations, impacts to earth can be mitigated to a level of insignificance. No further earth analysis will be provided in the EIS.

2. Air

- a. What types of emissions to the air would result from the proposal (i.e., dust, automobile, odors, industrial wood smoke) during construction and when the project is completed? If any, generally describe and give approximate quantities if known.

The Planned Action Ordinance and associated Comprehensive Plan and zoning amendments would not have direct effects on air quality. However, they will provide a framework for development within the study area for the life of the Planned Action Ordinance.

Indirectly, the Planned Action Ordinance and associated Comprehensive Plan and zoning amendments could affect air quality in three ways:

- During construction of infrastructure or private projects, dust from construction could be generated, even if localized and temporary.
- Pollutants could be released by commercial activities constructed in areas zoned according to the amended Comprehensive Plan.
- Increased traffic due to population and employment growth will generate vehicle emissions.

Pollution due to automobile usage (primarily carbon monoxide, but also particulates and oxides of nitrogen) is highest in areas of the City that experience congestion on a regular peak-hour basis. Downtown Kirkland and the on-and off-ramps to I-405 are considered congested areas of the City.

PSRC develops and monitors regional emission budgets in an air quality maintenance plan. The emission budgets are based on future growth in King, Pierce, and Snohomish Counties. The City's future growth targets are a portion of the overall King County population allocations. The PSRC monitors implementation of the air quality maintenance plan to see that regional emissions will be within the allowable emission budgets mandated by the air quality maintenance plans.

- b. Are there any off-site sources of emissions or odor that may affect your proposal? If so, generally describe.

Yes. Pollution due to automobile usage (primarily carbon monoxide, but also particulates and oxides of nitrogen) is highest in areas of the City that experience congestion on a regular peak-hour basis. Downtown Kirkland and the on-and off-ramps to I-405 are considered congested areas of the City.

- c. Proposed measures to reduce or control emissions or other impacts to air, if any:

Policy NE-1.3 in Kirkland's Comprehensive Plan encourages management of activities affecting air quality. The City's Natural Resource Management Plan (City of Kirkland 2003) includes guiding

principles to promote clean air, and reduce the impact of automobile use on air quality and climate change. The City also supports application of Federal, State, and regional air quality standards in KZC 115.15, Air Quality Regulations.

Puget Sound Clean Air Agency (PSCAA) regulations require construction contractors to take all reasonable steps to minimize fugitive dust emissions during construction. These required mitigation measures are designed to reduce localized impacts affecting homes and businesses adjacent to the construction sites.

Localized impacts caused by traffic emissions at congested intersections would be addressed on a case-by-case basis according to Transportation Conformity hot-spot requirements.

Any point sources will be required to use Best Available Control Technology (BACT) in accordance with PSCAA regulations. All stationary equipment must have appropriate PSCAA permits. This will greatly reduce potential air quality issues and odor issues.

Based on federal, state regional, and local policies and regulations impacts to air quality can be mitigated to a level of insignificance. No further air quality analysis will be provided in the EIS.

3. Water

a. Surface:

- 1) Is there any surface water body on or in the immediate vicinity of the site (including year-round and seasonal streams, saltwater, lakes, ponds, wetlands)? If yes, describe type and provide names. If appropriate, state what stream or river it flows into.

Area B has a mapped Type B stream on the northern, southern and western edge of the site that flows into a pipes downstream and off-site. This stream flows into Lake Washington through pipes.

- 2) Will the project require any work over, in, or adjacent to (within 200 feet) of the described waters? If yes, please describe and attach available plans.

The area in question is a developed area. Any new development would likely occur in areas that are already characterized as developed and would occur outside of the buffers for streams. Redevelopment of Area B would require work adjacent to the stream described in 3.a.1) above. Any work that would need to be conducted adjacent to, over, or in the stream would be required to comply with City of Kirkland stream regulations contained in Sections 90.80 through 90.120 of the KZC.

- 3) Estimate the amount of fill and dredge material that would be placed in or removed from surface water or wetlands and indicate the area of the site that would be affected. Indicate the source of fill material.

No fill or dredge activity is anticipated at this time. However, any fill or dredge material that does arise from redevelopment on Area B would need to comply with City of Kirkland stream regulations contained in Sections 90.80 through 90.120 of the KZC.

- 4) Will the proposal require surface water withdrawals or diversions? Give general description, purpose, and approximate quantities if known.

No surface water withdrawals or diversions are anticipated at this time. However, any surface water withdrawals or diversions would be governed by Kirkland stream regulations contained in Sections 90.80 through 90.120 of the KZC, provisions of the City of Kirkland Surface Water Master Plan (October 2005), and Kirkland Surface Water Management regulations contained in KMC Chapter 15.52.

- 5) Does the proposal lie within a 100-year floodplain? If so, note location on the site plan.

No

- 6) Does the proposal involve any discharges of waste materials to surface waters? If so, describe the type of waste and anticipated volume of discharge.

Any water runoff from the sites will be controlled subject to Kirkland Surface Water Management regulations, KMC Chapter 15.52.

b. Ground:

- 1) Will ground water be withdrawn, or will water be discharged to ground water? Give general description, purpose, and approximate quantities if known.

Any development on the subject sites will be connected to municipal water sources and will not withdraw ground water. There will be no discharges to ground water.

- 2) Describe waste material that will be discharged into the ground from septic tanks or other sources, if any (for example: Domestic sewage; industrial, containing the following chemicals; agricultural; etc.). Describe the general size of the system, the number of such systems, the number of houses to be served (if applicable), or the number of animals or humans the system(s) are expected to serve.

Any development on the subject sites will connect to the municipal sewer system.

c. Water runoff (including stormwater):

- 1) Describe the source of runoff (including storm water) and method of collection and disposal, if any (include quantities, if known). Where will this water flow? Will this water flow into other waters? If so, describe.

Storm water and other sources of runoff will be collected and disposed of in accordance with the provisions of City of Kirkland Surface Water Management regulations (KMC 15.52), City of Kirkland Surface Water Master Plan, and Goal U-4 and associated policies of the City of Kirkland Comprehensive Plan. The analysis area is a highly developed area with existing storm water and runoff control facilities. These facilities may need to be upgraded or replaced as a result of development resulting from the Planned Action Ordinance. Any upgrades or revisions to the existing storm water system will be made in accordance with City of Kirkland Surface Water Master Plan, Surface Water Management regulations (KMC 15.52), and City of Kirkland Comprehensive Plan policies.

- 2) Could waste materials enter ground or surface waters? If so, generally describe.

Please see response to Question 3.c.1), above.

d. Proposed measures to reduce or control surface, ground, and runoff water impacts, if any:

- Stream regulations (KZC Chapters 90.80 through 90.120);
- Kirkland Surface Water Management regulations (KMC 15.52);
- City of Kirkland Surface Water Master Plan
- City of Kirkland Comprehensive Plan Goal U-4 and associated policies

Based on federal, state regional, and local policies and regulations to reduce or control surface, ground, and runoff water impacts can be mitigated to a level of insignificance. No further surface water, ground water, or runoff analysis will be provided in the EIS.

4. Plants

a. Check or circle types of vegetation found on the site:

- deciduous tree: alder, maple, aspen, other
- evergreen tree: fir, cedar, pine, other
- Shrubs
- Grass
- Pasture
- crop or grain

- _____ wet soil plants: cattail, buttercup, bulrush, skunk cabbage, other
- _____ water plants: water lily, eelgrass, milfoil, other
- _____ other types of vegetation

The study area is characterized by types of vegetation that are typically found in urban areas. Trees, shrubs, and grass are found in landscaped areas outside of commercial and residential buildings and in public parks and rights-of-way.

- b. What kind and amount of vegetation will be removed or altered?

It is anticipated that landscaped areas will be altered or replaced as part of development projects on the three noncontiguous sites subject to the private amendment requests (Areas A, B, and C). Any development that removes or alters vegetation will need to comply with Chapter 95 of the KZC governing tree management and required landscaping.

- c. List threatened or endangered species known to be on or near the site.

None.

- d. Proposed landscaping, use of native plants, or other measures to preserve or enhance vegetation on the site, if any:

Provisions of Chapter 95 of the KZC governing tree management and required landscaping for site development will apply.

Based on City policies and regulations on tree management and landscaping, impacts to plants can be mitigated to a level of insignificance. No further analysis of plants will be provided in the EIS.

5. Animals

- a. Circle any birds and animals which have been observed on or near the site or are known to be on or near the site:

- _____ birds: hawk, heron, eagle, songbirds, other:
- _____ mammals: deer, bear, elk, beaver, other:
- _____ fish: bass, salmon, trout, herring, shellfish, other:

The analysis area is a highly urbanized environment. A small number of bird species and small mammals tolerant of urbanized conditions, such as songbirds and rodents, are present in the analysis area. According to the City of Kirkland Natural Resources Management Plan (2003), the streams in or in the immediate vicinity of the analysis area do not appear to represent viable fish habitat, and no fish presence was detected in them by test electrofishing in 2003.

- b. List any threatened or endangered species known to be on or near the site.

None. Salmonids listed as endangered species are present in Lake Washington, west of the study area. Streams within the analysis area do not represent viable habitat for endangered salmonids or other fish species due to their highly developed and altered state.

- c. Is the site part of a migration route? If so, explain.

No

- d. Proposed measures to preserve or enhance wildlife, if any:

None. The study area is within a highly urbanized area that currently does not contain wildlife habitat in significant quantities or with connectivity to other wildlife habitat areas. If any wildlife habitat areas should be found within the analysis area, then provisions of the City's critical areas regulations, KZC Chapters 90 (Drainage) and 95 (Tree Management and Landscaping) would regulate protection and management of those areas.

6. Energy and natural resources

- a. What kinds of energy (electric, natural gas, oil, wood stove, solar) will be used to meet the completed project's energy needs? Describe whether it will be used for heating, manufacturing, etc.

Future site-specific development may use electric, natural gas, oil, or solar energy sources.

- b. Would your project affect the potential use of solar energy by adjacent properties? If so, generally describe.

The proposal will not directly affect the potential use of solar energy by adjacent properties. However, proposed revisions to the Comprehensive Plan and zoning may allow taller buildings to be built on the three noncontiguous sites within the analysis area. The Kirkland Zoning Code includes setback provisions in all zones and design guidelines for the CBD zone which would help minimize the effects of a taller building on neighboring properties' use of solar energy.

- c. What kinds of energy conservation features are included in the plans of this proposal? List other proposed measures to reduce or control energy impacts, if any:

The Comprehensive Plan includes policies that promote energy conservation, such as Policy U-1.5 "[f]acilitate and encourage the conservation of utility resources."

The City's Natural Resource Management Plan (City of Kirkland 2003) addresses natural resources including energy, and includes guiding principles and implementation strategies, such as promoting alternative transportation choices, tree retention and planting, and other measures.

Future site-specific developments will meet the City Building and Energy Codes (KMC Title 21).

Energy utilities monitor growth and demand in conjunction with local governments such as the City of Kirkland. The coordination of planning efforts via the Comprehensive Plan and other measures will continue.

Based on adopted policies and regulations, impacts to energy and natural resources can be mitigated to a level of insignificance. No further analysis will be conducted in the EIS.

7. Environmental health

- a. Are there any environmental health hazards, including exposure to toxic chemicals, risk of fire and explosion, spill, or hazardous waste, that could occur as a result of this proposal? If so, describe.

Environmental health hazards associated with the programmatic Planned Action Ordinance, Comprehensive Plan amendments, and zoning amendments are not anticipated. Use of any hazardous materials on a project-by-project basis would be subject to Federal and State laws and the City Building and Fire Codes (KMC Title 21).

- 1) Describe special emergency services that might be required.

During construction activity for any specific parcel, the project contractor will conduct safety meetings and have in place emergency services contingency information for local emergency support services contracts, i.e., police, ambulance, fire, etc. in accordance with Labor and Industries Standards.

Long-term use of specific parcels would be subject to City zoning for allowable uses and activities, and City Fire Codes for handling of hazardous materials.

- 2) Proposed measures to reduce or control environmental health hazards, if any:

The City's Natural Resource Management Plan (2003) includes guiding principles and implementation strategies to reduce risks to human health through regulatory compliance, reductions in the use and storage of hazardous materials and waste through incentives, and public education about hazardous materials and means to manage and dispose of materials properly.

Future site-specific activities will comply with City Fire and Zoning Codes, as well as State and Federal hazardous materials regulations.

Based on adopted policies and regulations, impacts to environmental health hazards can be mitigated to a level of insignificance. No further review will be conducted in the EIS.

8. Noise

- a. What types of noise exist in the area which may affect your project (for example: traffic, equipment, operation, other)?

The analysis area within the City of Kirkland is a developed urban area with typical urban noise levels. The dominant noise sources in the study area are vehicular traffic on I-405 and major arterials, train traffic on the tracks located east of the study area, and aircraft.

- b. What types and levels of noise would be created by or associated with the project on a short-term or a long-term basis (for example: traffic, construction, operation, other)? Indicate what hours noise would come from the site.

As parcels are developed, construction activities could result in noise impacts. Construction noise generation would depend on the type of equipment being used and the amount of time it is in use. The noise due to most on-site construction activities would likely be minimal because of the existing traffic and background noise levels. Typical construction equipment noise levels are shown below in Table 1.

Table 1. Typical Construction Equipment Noise Levels

Construction Activity	Types of Equipment	Range of Noise Levels (dBA)	
		At 50 ft	At 1000 ft
Clearing	Bulldozer	77-96t	51-70
	Dump Truck	82-94	56-68
Grading	Scraper	80-93	54-67
	Bulldozer	77-96	51-70
Paving	Paver	86-88	60-62
	Dump Truck	82-94	56-68
Stationary Equipment	Generators	71-82	45-56
	Compressors	74-87	48-61
The range of sound levels presented stem from the variety of types of equipment that may be used for particular tasks as well as the different sound levels that may be produced by different operational modes of the same equipment. For example, some equipment will make more noise when handling heaving loads than when simply idling.			

Source: U.S. Environmental Protection Agency, 1971.

Planned land uses would be consistent with the Comprehensive Plan, and are not expected to be associated with any unusual noise sources and would be generally consistent with the nature of existing

uses in the community. Therefore, operational noise levels are not expected to change substantially from current levels. Future development may add traffic, adding to background traffic noise.

c. Proposed measures to reduce or control noise impacts, if any:

Future properties would be subject to the maximum environmental noise levels established pursuant to the Noise Control Act of 1974, RCW 70.107. See Chapter 173-60 WAC. (KZC 115.95)

Typical construction/development work hours would not exceed 7:00 am to 8 p.m. on weekdays, 9:00 a.m. to 6p.m. on Saturdays, with no work permitted on Sunday's (KZC 115.25).

The State of Washington has adopted Chapter 173-62 WAC Motor Vehicle Noise Performance Standards. This section provides noise emission standards for new motor vehicles and noise emission standards for the operation of motor vehicles on public highways.

Based on adopted policies and regulations, impacts from noise can be mitigated to a level of insignificance by complying with Federal, State, and local laws. No further review will be conducted in the EIS.

9. Land and shoreline use

The EIS will include a description of current land use based on City land use inventories, the City's 2022 household and employment growth targets, and the City's capacity analysis for 2022. The analysis for this section will compare and evaluate the proposed amount, types, scale and pattern of land uses proposed in the Comprehensive Plan amendments and Planned Action in comparison with existing land use pattern and adjacent development.

This section will also address the current and proposed draft Comprehensive Plan and zoning map amendments as well as consistency with the City's Comprehensive Plan and other planning documents, as appropriate.

a. What is the current use of the site and adjacent properties?

Please see the response to Question 9, above.

b. Has the site been used for agriculture? If so, describe.

Please see the response to Question 9, above.

- c. Describe any structures on the site.

Please see the response to Question 9, above.

- d. Will any structures be demolished? If so, what?

Please see the response to Question 9, above.

- e. What is the current zoning classification of the site?

Please see the response to Question 9, above.

- f. What is the current comprehensive plan designation of the site?

Please see the response to Question 9, above.

- g. If applicable, what is the current shoreline master program designation of the site?

Please see the response to Question 9, above.

- h. Has any part of the site been classified as an "environmentally sensitive" area? If so, specify.

Please see the response to Question 9, above.

- i. Approximately how many people would reside or work in the completed project?

Please see the response to Question 9, above.

- j. Approximately how many people would the completed project displace?

Please see the response to Question 9, above.

- k. Proposed measures to avoid or reduce displacement impacts, if any:

Please see the response to Question 9, above.

1. Proposed measures to ensure the proposal is compatible with existing and projected land uses and plans, if any:

Please see the response to Question 9, above.

10. Housing

- a. Approximately how many units would be provided, if any? Indicate whether high, middle, or low-income housing.

One of the proposals (Area B) may include housing in its redevelopment. Although the Comprehensive Plan and zoning designations of the other two sites allow residential uses, that is not a use that is currently anticipated within the redevelopment of Areas A and C. If Area B were to fully utilize its residential capacity within the PLA 5C zone, then it could include approximately 48 dwelling units. It is likely that dwelling units provided would be market rate dwellings affordable to middle and high income households.

- b. Approximately how many units, if any, would be eliminated? Indicate whether high, middle, or low-income housing.

None of the three noncontiguous areas that are the subject of the Planned Action currently contain residential dwellings on them. Redevelopment of the three noncontiguous areas would not eliminate any existing residential units.

- c. Proposed measures to reduce or control housing impacts, if any:

Any housing proposed for the subject parcels would be constructed in compliance with the City of Kirkland Zoning and development codes, and the provisions of Title 21, the City of Kirkland Building and Construction code.

Based on adopted policies and regulations, impacts to housing can be mitigated to a level of insignificance by complying with Federal, State, and local laws. No further review will be conducted in the EIS.

11. Aesthetics

The EIS will address overall aesthetic character of the planned action study area in terms of the quality of the urban environment, the design and character of existing buildings, and building height, bulk and scale. The degree and nature of changes and potential effects on surrounding visual character by the EIS Planned Action alternatives will be discussed.

- a. What is the tallest height of any proposed structure(s), not including antennas; what is the principal exterior building material(s) proposed?

Please see response to Question 11, above.

- b. What views in the immediate vicinity would be altered or obstructed?

Please see response to Question 11, above.

- c. Proposed measures to reduce or control aesthetic impacts, if any:

Please see response to Question 11, above.

12. Light and glare

- a. What type of light or glare will the proposal produce? What time of day would it mainly occur?

Kirkland Zoning Code Section 115.85 prohibits glare from interior and exterior lighting sources for development in all zones of the City. The Proposal would have to comply with this code section.

- b. Could light or glare from the finished project be a safety hazard or interfere with views?

The Proposal would have to comply with City of Kirkland lighting regulations (KZC 115.85) which include provisions minimizing glare from a project spilling over on to adjacent properties and rights-of-way.

- c. What existing off-site sources of light or glare may affect your proposal?

Light sources from public rights-of-way, as well as adjacent office, multi-family, and government land uses may extend on to properties that are the subject of this proposal. However, new development would have to comply with KZC 115.85 which prohibits glare from extending to adjacent properties and rights-of-way.

- d. Proposed measures to reduce or control light and glare impacts, if any:

The Proposal will need to comply with City of Kirkland regulations governing light and glare contained in KZC 115.85.

Based on adopted policies and regulations, impacts to light and glare can be mitigated to a level of insignificance by complying with Federal, State, and local laws. No further review will be conducted in the EIS

13. Recreation

- a. What designated and informal recreational opportunities are in the immediate vicinity?

The study area includes Peter Kirk Park and pool which is within walking distance of all three noncontiguous areas subject to the private amendment request and Planned Action. Parks and Recreation facilities and services will be addressed within the EIS. The EIS will examine existing conditions and levels of service based upon City plans, and estimated need and demand for service under each alternative in the EIS. Potential mitigation measures, including additional staffing and operational needs, as well as capital improvements will be described in the EIS.

- b. Would the proposed project displace any existing recreational uses? If so, describe.

No

- c. Proposed measures to reduce or control impacts on recreation, including recreation opportunities to be provided by the project or applicant, if any:

Please see response to Question 13.a, above.

14. Historic and cultural preservation

- a. Are there any places or objects listed on, or proposed for, national, state, or local preservation registers known to be on or next to the site? If so, generally describe.

There are no sites listed on the national, state, or local historic register in the study area.

- b. Generally describe any landmarks or evidence of historic, archaeological, scientific, or cultural importance known to be on or next to the site.

There are none known to be associated with the three noncontiguous areas subject to the Planned Action.

- c. Proposed measures to reduce or control impacts, if any:

Title 28 of the Kirkland Municipal Code acknowledges the importance of cultural and historic resources and adopts King County Code Chapter 20.62 to designate and act as landmarks commission for Kirkland.

Future projects will adhere to and comply with all State and Federal historical/archaeological preservation laws, should any artifacts or items be discovered during construction. Washington cultural resource laws (RCW 27.53) state that no known archaeological resources or site can knowingly be damaged without obtaining a certified permit from the Washington State Office of Archaeology and Historic Preservation (OAHP). Also under Washington State law, all archaeological sites and resources are protected on private and public lands (RCW 27.53). Section 106 of the National Historic Preservation Act of 1966, as amended, stipulates early, often, and continuous consultation with the project's Federal/State lead agency and affected Native American Tribe(s) depending on the jurisdiction of the proposed project. If any significant archaeological resources are discovered during project related construction excavation and/or operation/maintenance, all activities must stop in the immediate area. A professional archaeologist should be contacted to inspect and assess the disturbed archaeological deposits. If necessary, OAHP and the affected Native American Tribe(s) would be contacted to further assess the damaged cultural resources.

If cultural resources are found in the future, impacts to historic and cultural preservation can be mitigated to a level of insignificance by complying with Federal, State, and local laws. No further review will be conducted in the EIS.

15. Transportation

The EIS will include a detailed transportation analysis for the proposed amendments and Planned Action, including a review of the City's adopted transportation policies and concurrency management system, review/recommendations of the current concurrency management system; analysis of existing conditions within the study area; base year travel demand model validation; and future conditions analysis for the EIS alternatives; and identification of possible mitigation measures.

- a. Identify public streets and highways serving the site, and describe proposed access to the existing street system. Show on site plans, if any.

Please see the response to Question 15, above.

- b. Is site currently served by public transit? If not, what is the approximate distance to the nearest transit stop?

Please see the response to Question 15, above.

- c. How many parking spaces would the completed project have? How many would the project eliminate?

Please see the response to Question 15, above.

- d. Will the proposal require any new roads or streets, or improvements to existing roads or streets, not including driveways? If so, generally describe (indicate whether public or private).

Please see the response to Question 15, above.

- e. Will the project use (or occur in the immediate vicinity of) water, rail, or air transportation? If so, generally describe.

Please see the response to Question 15, above.

- f. How many vehicular trips per day would be generated by the completed project? If known, indicate when peak volumes would occur.

Please see the response to Question 15, above.

- g. Proposed measures to reduce or control transportation impacts, if any:

Please see the response to Question 15, above.

16. Public services

The EIS will address existing conditions based on current City plans, existing levels of service, estimated needs and demand for service, and projected levels of service under each alternative for the following public services:

- Police, Fire, and Emergency Medical Response
- Parks and Recreation
- Schools

Mitigating measures will be addressed that describe additional staffing, planned and additional proposed capital facilities and other policies or measures to meet identified significant impacts.

- a. Would the project result in an increased need for public services (for example: fire protection, police protection, health care, schools, other)? If so, generally describe.

Please see the response to Question 16, above.

- b. Proposed measures to reduce or control direct impacts on public services, if any.

Please see the response to Question 16, above.

17. Utilities

- a. Circle utilities currently available at the site: electricity, natural gas, water, refuse service, telephone, sanitary sewer, septic system, other.
- b. Describe the utilities that are proposed for the project, the utility providing the service, and the general construction activities on the site or in the immediate vicinity which might be needed.

Utilities would be expanded for future development, and improved for existing users. Project specific construction activities are not expected to impact or disrupt surrounding service, but there may be a need to relocate service lines or create new connections. Ongoing maintenance of utility systems will be necessary, but no conflicts with proposed plans, policies, or regulations are expected.

The EIS will analyze City-provided sewer and water services, addressing existing conditions based on current City plans, existing levels of service, estimated needs and demand for service, and projected levels of service under each alternative for water and sewer service.

In addition to sewer and water services which will be addressed in detail in the EIS per the response above, the City of Kirkland currently provides the following utility services within the study area:

The Utilities listed below will not be addressed further in the EIS.

Surface Water

The City of Kirkland provides conveyance, detention, and treatment of stormwater runoff throughout the City. As of 2004, the City system contains 364 public and private detention systems that include vaults and ponds, 9,867 public and private catch basins and 170.4 miles of public and private pipes. The study area itself is one of the more urbanized and developed areas of the City. Additional development within the study area is unlikely to cause a significant increase in impervious surfaces over present conditions.

The City has a Surface Water Master Plan (October 2005) that provides policy direction and capital improvement planning for the City's drainages and surface waters. The City's 2004 Comprehensive Plan's surface water level of service is to: convey, detain, and treat stormwater to provide for the public safety and welfare and to protect the hydrologic regime and fish and wildlife habitat. In addition, Chapter 15.52 of the Kirkland Municipal Code governs Surface Water Management regulations. These regulations require development to meet or exceed design and construction standards of the 2005 Washington State Department of Ecology Stormwater Manual.

Solid Waste

Curbside solid waste and recycling for all single-family and multifamily residents and some commercial customers is provided via a contract with Waste Management Sno-King. The Houghton Transfer Station in Kirkland collects 98% of the City's solid waste that is then transferred to the Cedar Hills Regional Landfill. Additional growth in the study area is expected to increase solid waste service demand. However, the City intends to allow for growth consistent with regional fair share growth targets prepared interactively with King County, the agency that coordinates County solid waste programs. The County and City have targeted to achieve specific waste reduction and recycling goals of 53% curbside recycling rate and solid waste reduction to 30.5 pounds per household per week by 2018.

The following non-City managed utilities provide additional services within the study area:

The Utilities listed below will not be addressed further in the EIS.

Puget Sound Energy

Puget Sound Energy (PSE) transmits and distributes electrical power and natural gas throughout the City and growth areas. PSE has long-range plans through the year 2022 to construct three new electric distribution substations in Kirkland and a new 115 kV line along the eastern and northern City boundaries to connect to the Sammamish substation in Redmond (Comprehensive Plan Draft Amendments 2004). Gas extensions are continuously planned, based on customer demand and new development. Natural gas is not an essential utility, and gas companies are required to demonstrate that existing ratepayers will not subsidize new customers.

Communications

Telephone service and certain related special services are provided by Verizon. System facilities within Kirkland include switching stations, trunk lines, and distribution lines. Service and facility expansions are driven by customer demand. Over time, the City is installing a fiber optic network to service its governmental facilities and traffic control systems while also partnering with other cities and schools to lay the foundation for a regional telecommunication system.

Several companies provide wireless service throughout Kirkland. Receivers are placed throughout Kirkland on tall poles, lattice-type towers, or buildings. The cellular telephone industry does not plan facilities far into the future. Market demand will determine expansion into new service areas.

TV Cable Services and Internet

Service is available throughout Kirkland via Comcast and other companies. The Kirkland system is fed from a microwave-receiving site in Bellevue. The majority of trunk and distribution lines are overhead lines rather than underground. The local provider has the technical capacity to serve any new development in the city by simply adding new trunk or distribution lines. High speed DSL service is available in the community.

The City of Kirkland and the private utility companies have procedures and regulations in place for all utilities listed in detail above. Impacts to these utilities can be mitigated to a level of insignificance. Aside from water and sewer, no further review of utilities will be conducted in the EIS.

SIGNATURE

The above answers are true and complete to the best of my knowledge. I understand that the lead agency is relying on them to make its decision.

Signature: Gil Cerise, Senior Planner, Jones & Stokes

Date Submitted: October 16, 2007

Reviewed: 
 Angela Riggeri, AICP Senior Planner, City of Kirkland

Date: October 16, 2007

C SUPPLEMENTAL SHEET FOR NONPROJECT ACTIONS

(Do not use this sheet for project actions)

Because these questions are very general, it may be helpful to read them in conjunction with the list of the elements of the environment.

When answering these questions, be aware of the extent the proposal, or the types of activities likely to result from the proposal, would affect the item at a greater intensity or at a faster rate than if the proposal were not implemented. Respond briefly and in general terms.

1. How would the proposal be likely to increase discharge to water; emissions to air; production, storage, or release of toxic or hazardous substances; or production of noise?

Please see responses in Sections B2, 3, and 7.

Proposed measures to avoid or reduce such increases are:

Please see responses in Sections B2, 3, and 7.

2. How would the proposal be likely to affect plants, animals, fish, or marine life?

Please see Part B, Questions 4 and 5, above.

Proposed measures to protect or conserve plants, animals, fish, or marine life are:

Please see Part B, Questions 4 and 5, above.

3. How would the proposal be likely to deplete energy or natural resources?

Please refer to B.6., above.

Proposed measures to protect or conserve energy and natural resources are:

Please refer to B.6., above.

4. How would the proposal be likely to use or affect environmentally sensitive areas or areas designated (or eligible or under study) for governmental protection; such as parks, wilderness, wild and scenic rivers, threatened or endangered species habitat, historic or cultural sites, wetlands, floodplains, or prime farmlands?

Please refer to Section B., above.

Proposed measures to protect such resources or to avoid or reduce impacts are:

Please refer to Section B., above.

5. How would the proposal be likely to affect land and shoreline use, including whether it would allow or encourage land or shoreline uses incompatible with existing plans?

Please refer to Section B.9., above.

Proposed measures to avoid or reduce shoreline and land use impacts are:

Please refer to Section B.9., above.

6. How would the proposal be likely to increase demands on transportation or public services and utilities?

Please refer to Section B.15, 16, and 17 above.

Proposed measures to reduce or respond to such demand(s) are:

Please refer to Section B.15, 16, and 17 above.

7. Identify, if possible, whether the proposal may conflict with local, state, or federal laws or requirements for the protection of the environment.

Please refer to Section B.9, above.



Appendix C

Draft Planned Action Ordinance

ORDINANCE _____
Draft 3/10/08

AN ORDINANCE OF THE CITY OF KIRKLAND RELATING TO LAND USE AND PLANNING; ESTABLISHING A PLANNED ACTION FOR THREE AREAS IN THE DOWNTOWN AREA GENERALLY LOCATED EAST OF PETER KIRK PARK, SOUTH OF CENTRAL WAY/NE 8TH STREET, WEST OF 10TH STREET, AND NORTH OF KIRKLAND WAY PURSUANT TO THE STATE ENVIRONMENTAL POLICY ACT, RCW 43.21C.031.

WHEREAS, the State Environmental Policy Act (“SEPA”) and implementing rules provide for the integration of environmental review with land use planning and project review through designation of “Planned Actions” by jurisdictions planning under the Growth Management Act (“GMA”); and

WHEREAS, designation of a Planned Action expedites the permitting process for subsequent, implementing projects whose impacts have been previously addressed in a Planned Action environmental impact statement (“EIS”), and thereby encourages desired growth and economic development; and

WHEREAS, the Planned Action EIS identifies impacts and mitigation measures associated with planned development in the Planned Action Area.

NOW, THEREFORE, the City Council of the City of Kirkland do ordain as follows:

Section 1. Purpose. The purpose of this ordinance is to:

- A. Combine environmental analysis with land use planning;
- B. Streamline and expedite the development permit review process by relying on the environmental impact statement (EIS) completed for the Planned Action; and
- C. Establish criteria and procedures, consistent with state law, that will determine whether subsequent projects qualify as Planned Actions;
- D. Provide the public with an understanding of Planned Actions and how the City will process Planned Actions;
- E. Apply the City’s development regulations together with the mitigation measures described in the EIS and this Ordinance to address the impacts of future development contemplated by the Planned Action.

Section 2. Findings *[To be added.]*

Section 3. Procedures and criteria for evaluating and determining projects as Planned Actions:

A. Planned Action Area. The Planned Action designation shall apply to the three areas in the downtown area as are specifically shown in Exhibit A, “Planned Action Area,”: the 11.5 acres of property at 457 Central Way known as the Park Place Mall and generally located east of Peter Kirk Park (Area A on Exhibit A); the three parcels located at 825, 903, and 911 Fifth Avenue totaling approximately 2.0 acres of land (Area B on Exhibit A); and the parcel at 220 6th Street and the parcel at 603 4th Avenue to the north on 0.9 acres of land. [*Legal descriptions?*] Additionally, the Planned Action designation shall apply to any off-site improvements necessitated by proposed development on the subject sites, where the off-site improvements have been analyzed in the Planned Action EIS.

B. Environmental Document. A Planned Action determination for a site-specific permit application shall be based on the environmental analysis contained in the Draft Planned Action EIS issued by the City on _____, 2008, and the Final Planned Action EIS published on _____, 2008. The mitigation measures contained in Exhibit B, which is attached hereto and adopted by reference as though fully set forth herein are based upon the findings of the Draft and Final EIS’s and shall, along with existing City codes, ordinances, and standards, provide the framework that the City will use to impose appropriate conditions on qualifying Planned Action projects. The Draft and Final EIS’s shall comprise the Planned Action EIS.

C. Planned Action Designated. Land uses described in the Planned Action EIS, subject to the thresholds described in Subsection D of this Section and the mitigation measures contained in Exhibit B, are designated Planned Actions pursuant to RCW 43.21C.031. A development application for a site-specific Planned Action project located within the Planned Action Area shall be designated a Planned Action if it meets the criteria set forth in Subsection D of this Section and applicable laws, codes, development regulations and standards of the City.

D. Planned Action Thresholds. The following thresholds shall be used to determine if a site-specific development proposed within the Planned Action area is contemplated by the Planned Action and has had its environmental impacts evaluated in the Planned Action EIS:

(1) *Land Uses.* Subject to the mitigation measures described in Exhibit B, the following land uses, together with the customary accessory uses and amenities described in the Planned Action EIS, are Planned Actions pursuant to RCW 43.21C. 031.

(a) The following uses are the primary uses analyzed in the Planned Action EIS for Area A:

- (i) Office; and
- (ii) Retail and other Commercial.

(b) The following uses are the primary uses analyzed in the Planned Action EIS for Area B:

- (i) Office; and
- (ii) Residential.

(c) The following uses are the primary uses analyzed in the Planned Action EIS for Area C:

- (i) Office; and
- (ii) Residential.

(2) *Land Use Review Threshold.*

(a) The Planned Action designated applies to future development proposals that are comparable or within the ranges established by Planned Action Alternative ____, as shown below:

Land Use	Area A (Park Place)	Area B (Orni)	Area C (Altom)
Office			
Residential			
Retail/Commercial			
Total			

If future development proposals in the Planned Action Area exceed the maximum development parameters reviewed in the Planned Action EIS, further environmental review may be required under SEPA, as provided in WAC 197—11-172. If proposed plans significantly change the location of development or uses in a manner that would alter the environmental determinations in the Planned Action EIS, additional SEPA review would also be required. Shifting development proposals between categories of land uses may be permitted so long as the resulting development does not exceed the trip generation thresholds reviewed in the Planned Action EIS.

(3) *Building Heights, Bulk, and Scale.* Building heights, bulk, and scale shall not exceed the maximums reviewed in the Planned Action EIS.

(4) *Building Setbacks.* Refer to Exhibit B, Land Use and Aesthetics/Light and Glare Mitigation Measures.

(5) *Open Space.* Refer to Exhibit B, Land Use and Aesthetics/Light and Glare Mitigation Measures.

(6) *Transportation.*

(a) *Trip Ranges:* The range of trips reviewed in the Planned Action EIS are as follows:

Trip Generation – Net New Trips Reviewed in Planned Action EIS

Time	Area A (Park Place) Range- Net New Trips	Area B (Orni) Range – Net New Trips	Area C (Altom) Range – Net New Trips
AM Peak Hour			
PM Peak Hour			
Daily Total			

(b) *Trip Threshold.* Development proposals that would exceed any of the maximum trip levels shown above will require additional SEPA review.

(c) *Public Works Discretion.* The City Transportation Engineer shall have discretion to determine incremental and total trip generation, consistent with the Institute of Traffic Engineers (ITE) Trip Generation Manual (latest edition) or an alternative manual accepted at the City Transportation Engineer’s sole discretion, for each Planned Action Project permit application proposed under this Planned Action. It is understood that development of the Planned Action may occur in parts and over a period of years. The City shall require that off-site mitigation and transportation improvements identified in the Planned Action EIS be implemented in conjunction with development to maintain adopted levels of service standards.

(d) *Transportation improvements.* The Planned Action would require off-site transportation improvements as follows:

[To be added.]

These transportation improvements have been analyzed in the Planned Action EIS. Significant changes to the transportation improvement plan proposed as part of any Planned Action Project that have the potential to significantly increase the impacts to air quality, water quality, fisheries resources, noise levels or other factors beyond the levels analyzed in the Planned Action EIS may require additional SEPA review.

(e) All Planned Action Projects shall pay, as a condition of approval, the applicable transportation impacts fees according to the methodology (*include timing of payment*) contained in the ordinance adopting such impact fees. The City may adjust such fees from time to time.

(7) *Air.* *[To be added.]*

(8) *Public Services and Utilities.* A significant change from the base of information and impact analysis contained in the Planned Action EIS or a significant change in the in the number of square feet or residential units beyond the maximum number reviewed in the Planned Action EIS, which has the potential

to result in significant adverse environmental impacts not previously identified in the Planned Action EIS in provision of public services and utilities will require additional SEPA review.

(9) *Changed Conditions.* Should environmental conditions change significantly from those analyzed in the Planned Action EIS, the City's SEPA Responsible Official may determine that the Planned Action designation is no longer applicable until supplemental environmental review is conducted.

(10) *Additional Mitigation Fees.* The City may adopt and apply such other fees as may be deemed necessary and appropriate to mitigate impacts to other capital facilities in the City and to accommodate planned growth. Such fees, if adopted, shall be in addition to the fee required in item (6)(e) of this subsection, and shall apply only to required improvements that are not addressed in this subsection.

E. Planned Action Review Criteria.

(1) The City's Planning and Community Development Director or designee is authorized to designate a project application as a Planned Action pursuant to RCW 43.21C.031(2)(a), if application meets all of the following conditions:

(a) The project is located within the Planned Action Area identified in Exhibit A, pursuant to Section 3(A) of this ordinance or is an off-site improvement directly related to a proposed development within the Planned Action Area;

(b) The project is consistent with the City of Kirkland Comprehensive Plan and the Comprehensive Plan policies for the Downtown Plan;

(c) The project's significant adverse environmental impacts have been adequately addressed in the Planned Action EIS;

(d) The proposed uses are consistent with those described in the Planned Action EIS and Section 3(D) of this ordinance;

(e) The project is within the Planned Action thresholds of Section 3(D) and other criteria of this section of this Ordinance;

(f) The project's significant impacts have been mitigated by application of the measures identified in Exhibit B, as well as other City, county, state and federal requirements and conditions, including compliance with any conditions agreed to pursuant to a development agreement between the City and applicant, which together constitute sufficient mitigation for the significant environmental impacts associated with the proposed project;

(g) The proposed project complies with all applicable local, state and/or federal laws and regulations, and where appropriate, the proposed project complies with needed variances or modifications or other special permits which have been identified; and

(h) The proposed project is not an essential public facility.

F. Effect of Planned Action.

(1) Upon designation by the City's Planning and Community Development Director that the project qualifies as a Planned Action pursuant to this Ordinance and WAC 197-11-172, the project shall not require a SEPA threshold determination, preparation of an EIS, or be subject to further review under SEPA.

(2) Being designated as a Planned Action means that a proposed project has been reviewed in accordance with this Ordinance and found to be consistent with the development parameters and environmental analysis contained in the Planned Action EIS.

(3) Planned Actions will not be subject to further procedural review under SEPA. However, projects will be subject to conditions as outlined in this document and the Attached Exhibit B which are designed to mitigate any environmental impacts which may result from the project proposal. Additionally, projects will be subject to applicable City, state, and federal regulatory requirements. The Planned Action designation shall not excuse a project from meeting the City's code and ordinance requirements apart from the SEPA process.

G. Planned Action Permit Process. The City's Planning and Community Development Director or designee shall review projects and to determine whether they meet the criteria as Planned Actions under applicable state, federal, local laws, regulations, codes and ordinances. The procedures shall consist, at a minimum of the following:

(1) Development applications shall meet the applicable requirements of the Kirkland Municipal Code (KMC) [*list chapters*]. Applications shall be made on forms provided by the City and shall include a SEPA checklist, revised SEPA checklist or such other environmental review forms provided by the City. The checklist may be incorporated into the form of an application.

(2) The City's Planning and Community Development Director shall determine whether the application is complete.

(3) If the application is for a project within the Planned Action Area shown on Exhibit A, the application will be reviewed to determine if it is consistent with and meets all of the qualifications of Section 3 of this Ordinance.

(4) After the City receives and reviews a complete application, the City's Planning and Community Development Director shall determine whether the project qualifies as a Planned Action. If the project does qualify, the Director shall notify the applicant and the project shall proceed in accordance with the applicable permit review procedure, except that no SEPA threshold determination, EIS, or additional SEPA review shall be required. The decision of the Director regarding qualification as a Planned Action shall be final.

(5) Public notice and review for projects that qualify as Planned Actions shall be tied to the underlying permit and not to SEPA notice requirements. If notice is otherwise required for the underlying permit, the notice shall state that the project has qualified as a Planned Action. If notice is not otherwise required for the underlying permit, no special notice is required by this ordinance.

(6) To provide additional certainty, the City or an applicant may request consideration and execution of a development agreement for a Planned Action project. The development agreement may address review procedures applicable to a Planned Action project, permitted uses, mitigation measures, payment of impact fees, design standards, phasing, vesting of development rights, and any other topic that may properly be considered in a development agreement consistent with RCW 36.70B.170 et seq.

(7) If a project is determined to not qualify as a Planned Action, the City's Planning and Community Development Director shall so notify the applicant and the SEPA Responsible Official shall prescribe a SEPA review procedure consistent with the City's SEPA regulations and the requirements of state law. The notice shall describe the elements of the application that result in failure to qualify as a Planned Action. If deemed ineligible, the application may be amended to qualify.

(8) Projects that fail to qualify as Planned Actions may incorporate or otherwise use relevant elements of the Planned Action EIS, as well as other relevant SEPA documents, to assist in meeting SEPA requirements. The SEPA Responsible Official may limit the scope of SEPA review for the non-qualifying project to those issues and environmental impacts not previously addressed in the Planned Action EIS.

H. Monitoring and Review.

A. The City shall monitor the progress of development in the designated Planned Action area to ensure that it is consistent with the assumptions of this Ordinance and the Planned Action EIS regarding the type and amount of development and associated impacts, and with the mitigation measures and improvements planned for the Planned Action area.

B. This Planned Action Ordinance shall be reviewed no later than December 1, 2011 by the SEPA Responsible Official as part of the City's

Comprehensive Plan update procedure to determine its continuing validity with respect to the environmental conditions of the Planned Action Area, the impacts of development, and the adequacy of required mitigation measures. Based upon this review, this ordinance may be amended as needed, the City may supplement or revise the Planned Action EIS, and/or another review period may be specified. Subsequent reviews of this Planned Action Ordinance shall occur as part of the City's Comprehensive Plan amendment process.

Section 4. Conflict. In the event of a conflict between this Ordinance or any mitigation measures imposed pursuant thereto and any ordinance or regulation of the City, the provisions of this Ordinance shall control, except that the provisions of the state building code shall supersede this Ordinance. In the event of a conflict between this Ordinance (or any mitigation measures imposed pursuant thereto) and any development agreement between the City and a Planned Action applicant(s), the provisions of the development agreement shall control.

Section 5. Severability. Should any section, subsection, paragraph, sentence, clause or phrase of this Ordinance or its application be declared unconstitutional or invalid or unconstitutional for any reason, such decision shall not affect the validity of the remaining portions of this Ordinance or its application to any other person or situation.

Section 6. Expiration. This Ordinance shall expire ten (10) years from the date of passage unless it is extended by the City Council following a report from the SEPA Responsible Official and a public hearing.

Section 7. This ordinance shall be in force and effect five days from and after its passage by the Kirkland City Council and publication pursuant to Section 1.08.017, Kirkland Municipal Code in the summary form attached to the original of this ordinance and by this reference approved by the City Council.

Passed by majority vote of the Kirkland City Council in open meeting this _____ day of _____, 2008.

Signed in authentication thereof this _____ day of _____, 2008.

MAYOR

Attest:

City Clerk

Appendix D

Greenhouse Gas Assessment

City of Kirkland Downtown Development Greenhouse Gas Assessment

This section compares estimated greenhouse gas (GHG) emissions from the City of Kirkland's (City's) downtown (Downtown) and from the region beyond Downtown. Emissions estimates are provided for existing conditions, a future-with-project condition, and a future-without-project condition. The specific assumptions for the Proposed Action and the No Action alternative are described later in this report.

The emissions estimate for the future with-project condition accounts for GHG emission reductions that could be provided by the trip reduction provisions that have been proposed as a mitigation measure for the Proposed Action.

Global Climate Change Background

How GHG emissions from human activities affect global climate has been the subject of extensive international research for the past several decades. There is now a broad consensus among atmospheric scientists that emissions caused by human activities have already caused measurable increases in global temperature and are expected to result in significantly greater increases in temperature in the future. There is still considerable uncertainty, however, about the exact magnitude of future global impacts and the best approach to mitigating the impacts.

The United Nations' Intergovernmental Panel on Climate Change (IPCC) published its most recent sets of 5-year progress reports summarizing worldwide research on global climate change in 2001 and 2007 (IPCC 2007). These reports indicated that some level of global climate change is likely to occur and that there is a significant possibility of adverse environmental effects. Several alternative mitigation measures were evaluated by the worldwide scientific community to reduce global emissions, including the first round of worldwide reductions in GHGs, as prescribed by the Kyoto Protocol¹ and the recent 2007 Bali accords.

In response to growing worldwide concerns, Washington State Governor Christine Gregoire issued Executive Order 07-02 committing the state to reducing GHG emissions to 50% of year 1990 levels by the year 2050 (Washington Department of Ecology 2007). In addition, King County has developed the King County Climate Plan, mandating significant reductions in countywide GHG emissions (King County, 2007a).

¹ A protocol to the United Nations Framework Convention on Climate Change (UNFCCC), the Kyoto Protocol's objective is to reduce GHGs that cause climate change.

Global climate change is a cumulative issue related to worldwide GHG emissions rather than emissions from any individual facility. No single project emits enough GHG to influence global climate change by itself. GHG emitted anywhere on the planet remains active for roughly 100 years and eventually disperses throughout the world. Therefore, future climate change in Washington State would be influenced as much by, for example, new industrial activity in China as it would be by the redevelopment in the Proposed Action.

GHG Emissions Calculations

Assumed Land Use for GHG Emission Calculations

This GHG assessment considers emissions for the following scenarios:

- Existing (2007). Land use in the analysis area.
- Proposed Action. Development in the analysis area, or three planned action areas: Area A (Touchstone, Parkplace), Area B (Orni), and Area C (Altom).
- No Action. Less intensive future development Downtown.

Table 1 shows the assumed land use under existing conditions, the Proposed Action, and the No Action alternative. The total square footage of future building area in the analysis area would be considerably greater under the Proposed Action than it would be under the No Action alternative.

For purposes of calculating regional GHG emissions, it was assumed the lower amount of building development in the analysis area under the No Action alternative would be balanced by developers constructing an equal amount of square footage in other parts of the Puget Sound region, in response to assumed regional market demand for office and commercial space. Thus, the total amount of regional new square footage constructed in the future would be the same under the Proposed Action and No Action alternative, but a higher amount would be constructed in the analysis area under the Proposed Action.

Table 1. Proposed Downtown Kirkland Subarea Land Use

Area A – Touchstone (Parkplace)			
Land Use	Existing (sf*)	Proposed Action (sf)	No Action (sf)
Office	95,313	1,200,000	629,500
Supermarket	25,824	54,000	19,058
Restaurant	31,781	60,000	21,176
Retail	48,935	170,000	59,998
Theater	15,603	16,000	5,647
Hotel	-	222,750	78,615
Health Club	21,000	70,000	24,705
Subtotal Area A	143,143	1,792,750	838,700

Land Use (sf)	Existing (sf)	Proposed Action (sf)	No Action (sf)
Area B – Orni			
Office	33,673	33,673	145,000
Office	9,672	145,000	27,668
Area C – Altom			
Office	9,672	27,668	103,500
Subtotal Downtown Kirkland Subarea	281,801	900,041	2,041,250
Land Use Outside of Kirkland Subarea Under No Action Alternative to Account for Regional Growth (sf)			
Office Land Use (Off-Site)	--	509,1590	--
Retail Land Use (Off-Site)	--	383,550	--
Subtotal Land Use Outside Kirkland Subarea	0	1,141,209	0
Total Land Use In Subarea And Outside Of Subarea (SF)	281,801	2,041,250	2,041,250

Source: City of Kirkland.

*sf = square feet

Calculation Methods

The GHG emissions spreadsheet developed by King County was used to estimate lifecycle emissions (King County, 2007b). Emissions were calculated for the existing condition, the Proposed Action, and the No Action alternative. The King County spreadsheet estimates GHG emissions as a result of building construction and estimates the lifecycle emissions generated by the building occupants over the presumed life of the buildings. The King County spreadsheet assumes the office and commercial buildings in Washington State will be occupied for 62.5 years.

The spreadsheet was used to estimate existing and future emissions in the analysis area as well as outside the analysis area. Three types of lifecycle emissions are estimated:

Embodied emissions. These emissions are generated by construction of buildings, including extraction, production, and eventual disposal of the building materials used to construct the structures.

Energy emissions. These emissions are generated by space heating and electrical supply to a building during its 62.5-year life span. The spreadsheet incorporates energy intensity factors specific to Washington State.

Transportation emissions. These emissions include tailpipe emissions generated by on-road vehicles used by building occupants, employees, and customers after buildings are constructed. Note that transportation emissions do not account for vehicles traveling through the analysis area unless the vehicles are directly associated with the buildings being evaluated. These emissions account for upstream emissions during extraction and refining of the fossil fuel used over the 62.5-year life span of the buildings. For this assessment the King County spreadsheet was

modified to account for anticipated future improvements in vehicle mileage over the life span. For existing conditions, the default King County assumption of a fleet-wide fuel economy of 19.5 miles per gallon was retained. However, for the Proposed Action and No Action alternative, the spreadsheet was modified to assume a fleet-wide fuel economy of 35 miles per gallon, consistent with the U.S. Environmental Protection Agency's (EPA's) recently proposed new Corporate Automobile Fuel Economy (CAFE) vehicle mileage standard. Under the Proposed Action, the analysis area would include a variety of vehicle trip reduction measures, which are expected to reduce local and regional vehicle travel serving retail and office buildings in the analysis area. The specific reduction in vehicle trips resulting from the trip reduction measures has not yet been determined. Therefore, for this analysis, a representative default trip reduction factor of 5% was applied to office land use and retail land use in the analysis area. Those trip reductions were applied only to the future-with-project scenario in the analysis area and were not applied to the existing condition, the future-without-project scenario, or to future regional buildings constructed outside the analysis area.

Estimated GHG Emissions

Table 2 (next page) summarizes the estimated 62.5-year lifecycle GHG emissions for existing conditions, the Proposed Action, and No Action alternative. The calculated GHG is divided into two general geographical areas: the analysis area and regional areas outside the analysis area. All GHG emissions are expressed as metric tons of carbon dioxide equivalents (mtCO₂-e); a metric ton is equal to 2,200 pounds. Setting all emissions to CO₂-e accounts for the fact that GHG emissions will actually consist of a mixture of several constituents (mainly carbon dioxide, methane, and nitrous oxides).

Existing lifecycle GHG emissions directly associated with existing buildings in the analysis area are 396,073 mtCO₂-e over the 62.5-year life span. Under the Proposed Action, the GHG emissions generated in the analysis area would increase to 2,198,285 mtCO₂-e, after accounting for the default 5% vehicle trip reductions from office and retail land use. Under the No Action alternative, future life-cycle GHG emissions in the analysis area would be 983,021 mtCO₂-e. Thus, over the 62.5 year life span the Proposed Action would generate 1,215,264 mtCO₂-e more than the No Action alternative, solely within Areas A, B, and C.

However, because climate change is a result of worldwide GHG emissions, it is appropriate to consider the Proposed Action's impact on regional emissions, rather than restricting the analysis to only the three planned action areas. The Proposed Action would require occupants in Areas A, B, and C to implement trip reduction measures, but there is currently no guarantee that new developments outside these areas would be required to do so. If anticipated regional growth outside the analysis area is accounted for, the No Action alternative lifecycle GHG emissions in the region would be 2,223,516 mtCO₂-e. Thus, on a regional basis over the 62.5-year life span, the Proposed Action would generate 25,231 mtCO₂-e less than the No Action alternative.

Table 2. Summary of Project-Related and Regional Greenhouse Gas Emissions

Land Use Category	Existing		Future-Build, No Trip Reduction		Future-Build, Mitigated by 5% Trip Reduction		Future, No Action Alternative	
	Building Area (1000 sf)	Lifetime GHG Emissions (mtCO2-e)	Building Area (1000 sf)	Lifetime GHG Emissions (mtCO2-e)	Building Area (1000 sf)	Lifetime GHG Emissions (mtCO2-e)	Building Area (1000 sf)	Lifetime GHG Emissions (mtCO2-e)
LAND USE IN PLANNED ACTION AREAS								
Food Sales	26	48,417	54	93,932	54	93,932	19	33,050
Food Service	32	83,002	60	140,984	60	140,984	21	49,345
Lodging	0	0	223	196,719	223	196,719	79	69,690
Retail (Other Than Mall)	49	42,275	170	128,412	170	127,227*	60	45,322
Office	139	187,559	1,449	1,584,706	1,449	1,560,660*	692	756,809
Public Assembly	37	34,113	86	73,658	86	73,658	31	26,551
Construction Paving	14	708	102	5,105	102	5,105	45	2,255
Subtotal PAA	297	396,073	2,144	2,223,516	2,144	2,198,285	947	983,021
OFF-SITE LAND USE OUTSIDE OF PLANNED ACTION AREAS								
Food Sales							35	60,882
Food Service							39	91,640
Lodging							144	127,029
Retail (Other Than Mall)							110	83,090
Office							757	827,897
Public Assembly							55	47,107
Paving (Off-Site)	--	--	--	--	--	--	57	2,850
Subtotal Off-Site Land Use	0	0	0	0	0	0	1,197	1,240,495
COMBINED PAA PLUS OFF-SITE REGIONAL	297	396,073	2,144	2,223,516	2,144	2,198,285	2,144	2,223,516

*Indicates land use where 5% trip reduction was assumed for the Proposed Action.

Potential GHG Mitigation Measures

In addition to trip reduction measures such as transit, carpooling, and walking, there are several other ways that future developers in the analysis area could reduce GHG emissions. Table 3 at the end of this document lists a variety of additional mitigation measures that could reduce GHG emissions caused by building construction, space heating, and vehicle usage.

There are several regulatory mechanisms by which future developers in the analysis area would be required to implement the mitigation measures described in this section. These mechanisms could include the following:

- the City's authority under the State Environmental Policy Act (SEPA), to require mitigation measures on a project-specific basis
- revision of the City of Kirkland Comprehensive Plan
- revision of the City's zoning code
- inclusion of required trip reduction measures in the Planned Action ordinance

The specific percentage reduction in vehicle miles traveled (and therefore the reduction in GHG emissions) provided by the trip reduction programs have not yet been forecast. For purposes of evaluating the sensitivity of the GHG emissions reductions compared to vehicle trip reductions, this analysis used a default value of 5% trip reduction from office land use and retail land use. As listed in Table 2 the default 5% trip reduction assumption resulted in the following GHG emissions reductions:

No trip reduction	2,223, 516 mtCO ₂ -e
Default 5% trip reduction	2,198,285 mtCO ₂ -e
GHG reduction for 5% trip reduction	1.1% GHG reduction

Using this simplified analysis, the percentage GHG reduction would be linearly proportional to the actual percentage trip reduction. Therefore, a range of GHG emissions reductions corresponding to a range of trip reduction factors would be as follows:

0.44% GHG reduction	0.44% GHG reduction
5% trip reduction (Office and Retail)	1.1% GHG reduction
10% trip reduction (Office and Retail)	2.2% GHG reduction

Comparison to King County GHG Emission Reduction Goals

The estimated 62.5-year lifecycle GHG emissions reduction using a 5% trip reduction would be 25,231 mtCO₂-e, which corresponds to an annual GHG reduction of 404 mtCO₂-e per year. Such a reduction, although small, would beneficially contribute to King County's goal of

reducing countywide GHG emissions. The King County Climate Plan mandates an 80% reduction of year 2006 GHG emissions by the year 2050. Current emissions in King County are 23 million mtCO₂-e per year, so the climate plan's goal is equivalent to a committed emission reduction of 18 million mtCO₂-e per year. Despite the mitigation measures employed in the analysis area, the resulting GHG reduction would be a relatively small fraction of King County's long-term reduction goal. Regardless, the reductions discussed (in a regional context) would incrementally assist the county in achieving that goal.

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Table 3. Greenhouse Gas Mitigation Measures for Residential, Commercial, and Retail Developments

Mitigation Action	Description	Range of Emission Reduction
Bike and Pedestrian Friendliness		
Bicycle Facilities/ Encouragement	Encourage bicycling to work through the installation of non-residential and long-term residential bicycle parking (T-1, 3) and the provision of non-residential end-of-trip facilities such as showers and lockers (T-2). Facilitate bicycle use by locating the project within ½ mile of existing/ planned Class I or II bike lanes and providing connected bicycle routes within the project area (T-4). Encourage bicycling by providing valet bike parking at community event centers (T-15) and storage space in one-car garages for bikes (T-16).	T-1, 2, 3, 4 = High (1-5%) T-15, 16 = Low
Pedestrian Facilities	Create new, safe pedestrian network that link to existing pedestrian networks (T-5) and that minimize pedestrian barriers (T-6).	T-5, 6 = High (1-10%)
Bike and Pedestrian Safety	Project provides traffic calming measures above jurisdictional requirements to make area safer for bicyclists and pedestrians (T-8).	T-8 = High (1-10%)
Vehicular Use/ Parking Measures		
Parking Availability	Project implements a paid-parking system for all users that does not have validation and charges the same or more than the cost of a transit pass plus 20% to discourage vehicle use (T-9). Project also provides the minimum amount of parking required and reduces available parking to less than code through a system of shared parking amount different land uses (T-10, 11).	T-9 = High (1-30%) T-10 = High (1-30%) T-11 = High (1-30%)
Design of Parking Facilities	Project designs parking facilities with marked pedestrian pathways through parking areas that facilitate pedestrian passage from transit facilities to building entrances (T-12). Parking is available off-street only (T-13) and any parking lots have 50% tree cover of low emitting, low maintenance, drought resistant trees (T-14).	T-12 = Moderate (1-4%) T-13 = Moderate (1-4%) T-14 = Moderate
Alternative Fuel Vehicles	Preferential or reduced/ no-fee parking is provided for electric vehicles [EV] or compressed natural gas vehicles (T-17, 18). The project also provides EV charging facilities (E-11). The project encourages the use of and/or provides Ultra Low Emission Vehicles or Flex Fuel vehicles (T-20, 21). Project development is designed to be conducive to neighborhood electric vehicles [NEV] (D-6).	T-17, 18, 20, 21 = Low D-6 = Low (0.5-1.5%) E-11 = Low
Project Site Design		
Development Design Conducive to Alternative Transportation (Transit)	Project development is dense and provides access to transit to increase the feasibility and use of public transit as well as use by pedestrians and bicyclists. High density office or mixed-use development provides safe bike and pedestrian access to transit (D-1) and new residential development is sufficiently dense and located near transit to support the use of public transit (D-4). Project development is also oriented towards existing transit, bicycle or pedestrian corridors with buildings oriented towards street frontage (D-2). Project is located near a transit stop with headways of less than 1 hour and provides essential transit stop improvements (T-7).	D-1 = Moderate (0.05-2%) D-2 = Moderate (0.4-1%) D-4 = High (1-40%) T-7 = High (1-2%)

Mitigation Action	Description	Range of Emission Reduction
Miscellaneous Building Design Measures	Project reduces vehicle trips by providing on-site shops and services for employees (D-3). The project also encourages pedestrian usage of the area by providing multiple and direct street routing in a grid style with minimal cul-de-sacs and maximum street connectivity to external streets (D-5). Deed-restricted low-income housing is also present on site (D-7), since residents of this type of housing generally own fewer cars and drive less.	D-3 = Moderate (0.5-5%) D-5 = Moderate (1%) D-7 = Moderate (0.4-6%)
Mixed-Use Development	Development is an urban mixed-use properties where various uses are integrated at a single site (D-9) or suburban mixed-use development with various uses on site or within ¼ mile (D-10). Residential units are also within ¼ mile of civic uses (D-11). Project development is located in a vacant infill site or redevelopment area that has a high destinations rating (D-12).	D-9 = Moderate (3-9%) D-10 = Moderate (3%) D-11 = Moderate (1%) D-12 = High (3-30%)
Resource/ Energy Efficiency		
Design or Retrofit Buildings for Resource/ Energy Efficiency	Project buildings are designed to be energy and resource efficient by implementing one or more of the following measures: Obtain LEED certification for development to promote whole-building approach to sustainability (D-15); optimize energy performance through retro-commissioning, a process that ensures building systems interact according to design and needs (D-16); landscape with drought-resistant native trees with low emissions and high carbon sequestration potential that shelter building (D-17); exceed Title 24 of the California Building Code requirements by 20% (E-6); reduce heating/cooling costs by solar orientation of 75% or more of buildings to face north or south and including overhangs to shade in the summer but allow winter sun (E-7); provide non-roof surfaces such as parking lots that are shaded, light colored or open-grid pavement to reduce heat islands (E-8); provide light-colored/increased albedo pavement (E-12); provide low-energy cooling systems by separating ventilation and thermal cooling systems (E-9); use Energy Star Roofing materials (E-4); install a green [vegetated] roof over 50% of the roof area (E-10); provide highly reflective and emissive "cool" roofs (E-13); and/or install energy-reducing ceiling/whole house fans (E-19), automatic programmable thermostats (E-20), passive heating and cooling systems (E-21), day lighting systems such as skylights (E-22) and/or shading mechanisms for windows, porch, patio, etc (E-18).	D-15, 16 = Moderate D-17 = Low E-4 = Low (0.5-1%) E-6 = Moderate (1%) E-7 = Low (0.5%) E-8 = Low (1%) E-9 = Low (1-10%) E-10 = Moderate (1%) E-12, 13, 18, 19, 20, 21, 22 = Low
Provide Energy/ Resource Efficient Appliances and Infrastructure to use them	Projects provide energy/ resource efficient appliances and establish the infrastructure needed to utilize them by implementing one or more of the following measures: projects install high-efficiency pumps (E-1); projects do not feature fireplaces or wood burning stoves (E-2); projects feature only natural gas or electric stoves in residences (E-3); projects provide solar water heaters (E-14); projects provide electric outlets on building exteriors for the use of electric yard equipment (E-15); projects use energy efficient appliances like Energy Star appliances (E-16); projects require the use of low-water use appliances (E-23); projects provide residential buildings with a room for recharging batteries for use in a car, landscaping equipment, or other smaller items to encourage their use (D-8); and/or projects provide a complementary electric lawnmower to each residential buyer (D-13).	E-1, 2, 3, 15, 16, 23 = Low E-14 = Moderate D-8 = Low D-13 = Low (1%)

Mitigation Action	Description	Range of Emission Reduction
Education/Community Resources		
Provide Community Resources	Promote infrastructure/education that promotes enhanced recycling, waste reduction, reuse, and composting (D-14). Dedicate space for a centralized, accessible, local farmer's market (D-18) and/or community gardens (D-19).	D-14, 18, 19 = Low
Social Awareness/ Education	Provide guidance, protocols and information to local governments, businesses and residents on how to reduce greenhouse gas emissions (S-1) and introduce ways to reduce greenhouse gas emissions into school curriculums (S-2).	S-1, 2 = Low
Project Construction		
Reduce emissions from Project construction vehicles	Utilize California Air Resources Board certified diesel construction equipment that increases CO ₂ emissions when trapped CO and carbon particles are oxidized (C-1) or alternative fuel construction equipment (C-2).	C-1, 2 = Low
Use Environmentally Friendly Building Materials	Project uses materials which are resource efficient, recycled, with long life cycles, manufactured in an environmentally friendly way (E-17) and locally made (C-3). Project recycles or reuses demolished construction materials (C-4).	E-17 = Low C-3, 4 = Low
Miscellaneous		
Purchase Off-Site Mitigation or Offsets or a TMA Membership	Provide or pay into an off-site mitigation fee program which focuses primarily on retrofitting existing developments (M-1). Provide or purchase offsets through carbon credits (M-2). Include permanent Transportation Management Association membership and funding requirement through a non-revocable funding mechanism to reduce employee vehicle trips (T-19).	M-1 – Moderate/High M-2 = Low T-19 = High (1-28%)
On-Site Renewable Energy Source	Provide onsite renewable energy sources including solar, wind, geothermal, low-impact hydro, biomass and bio-gas strategies (E-5).	E-5 = Moderate (1-3%)
Rail Transport Access	Provide a rail spur at non-residential projects to allow the use of rail to move goods (E-24).	E-24 = Moderate

Note: the terms T-1, T-3, M-2, E-5, etc. are the mitigation measure designators used by CAPCOA 2007.

Sources: CAPCOA 2007; Jones & Stokes 2007.

Appendix E

Parking Impacts for Kirkland Parkplace

TECHNICAL MEMORANDUM

Project: Kirkland Parkplace
 Subject: Parking Demand and Supply
 Date: February 11, 2008
 Author: Marni C. Heffron, P.E., P.T.O.E.

This memorandum presents information and analysis to support a reduction in the number of required parking spaces at the Parkplace project. This analysis was performed pursuant to Kirkland Zoning Code Section 105.103.3.c, which provides for modification to the requirements set out in Section 105.20 and 105.45 to decrease the required number of spaces. The technical information herein demonstrates how shared-parking principles will apply to the proposed mixed-use project and reduce the total peak parking demand at the overall site. In addition, the project proposes to implement a Transportation Demand Management and Parking Management program to minimize the site's parking demand. The sections below detail the City's code requirements, describe the project's parking demand based on the shared-parking principles, and present the transportation demand management and parking management plans for the project.

1. City of Kirkland Parking Code

The Parkplace site is zoned "CBD-5." The required number of parking spaces is set forth in Section 50.37 of the Kirkland Zoning Code's Use Zone Chart. The relevant parking requirements for the various land uses proposed at the site are summarized in Table 1.

Table 1. City of Kirkland Zoning Code Requirements

Land Use	Subsection of KZC 50.37	Proposed Size	Required Parking Spaces	Equivalent Rate ^a	Number of Code Required Spaces
Office	.070	1,200,000 sf	1 space / 350 sf	2.86 spaces / 1,000 sf	3,429
Supermarket	.050	54,000 sf	1 space / 350 sf	2.86 spaces / 1,000 sf	154
Restaurants	.010	60,000 sf	1 space / 100 sf	10.0 spaces / 1,000 sf	600
Retail	.050	136,000 sf	1 space / 350 sf	2.86 spaces / 1,000 sf	389
Theater	Unclassified	600 seats	1 space / 350 sf ^b	0.076 spaces / seat	46
Hotel	0.040	325 rooms	1 space / room	1 space / room	325
Health Club	Unclassified	75,000 sf	1 space / 350 sf	2.86 spaces / 1,000 sf	214
Total					5,157

Source: All rates from the Kirkland Zoning Code (KZC) Section 50.37 for Zone CBD-5. Using Chart dated April 2007.

- a. An equivalent rate was calculated in terms used in the Institute of Transportation Engineers (ITE) Parking Generation. This allows for comparison to calculations performed for shared parking presented later.
- b. The theater is proposed to be 16,000 sf with 600 seats. The equivalent rate was calculated per seat for comparison to Institute of Transportation Engineers (ITE) parking demand rates.

If the zoning code were applied as prescribed, the proposed Parkplace project would require 5,157 parking spaces. However, as documented in the sections below, the mixed-use nature of this project allows some of the parking on the site to be shared by the different uses. For example, the peak parking demand for most retail uses occurs on the weekend when little to no office parking would occur. Similarly, the hotel's peak parking demand will occur overnight when there is little demand for the other uses on the site. For this reason, the project applicant will request a modification to KZC 105.20 to decrease the required number of parking spaces.

2. Parking Demand for Parkplace

The parking demand estimate for the Parkplace mixed-use project was determined by combining parking accumulation (demand by time of day) for each of the proposed land uses. Peak parking demand rates in the Institute of Transportation Engineers (ITE) *Parking Generation* (3rd Edition) were used as a basis for this analysis. However, as stated in *Parking Generation*, "Most of the data currently available are from suburban sites with isolated single land uses and free parking.¹" ITE recognizes that there are many factors that affect parking demand including the "type of area, parking pricing, transit availability and quality of transportation demand management plans, mixing of land uses, pedestrian friendly design, land use density, trip chaining/multi-stop trip activity, the split between employee and visitor parking, the split between long-term and short-term parking."

At the Parkplace site, the following major factors would affect the overall parking demand:

- **Mode of travel.** A transportation demand management plan will be developed for the office users to increase transit, carpooling, walking, and bicycling to work. All of these other modes reduce the parking demand associated with the office use. In addition, some of the retail and restaurant customers are expected to walk to the site from nearby residential uses.
- **Internal and multi-stop trips.** Many of the daytime customers to the site's retail and restaurant uses will come from office employees at the site. Likewise, hotel guests could also shop or dine on the site. No additional parking will be needed for these customers. Many of the site's customers will visit more than one use. For example, a restaurant patron who also shops at the supermarket or retail store or visits the theater.
- **Parking by time of day or day of week.** The peak parking demand for each use occurs at different times of the day or on different days of the week. This allows some of the parking to be shared among uses.

The following sections describe how each of the above factors is expected to affect the peak parking demand rates and the cumulative demand.

Mode of Travel

Trip generation analysis performed for the Planned Action Ordinance EIS assumed that some of the project's trips would occur by modes other than a single-occupant vehicle (SOV). For the office use, it was assumed that 78% of the employee trips would occur by SOV and 12% would occur by carpool. The remaining 10% would be transit and walk/bike trips. If each of the carpools has only two people (the estimate that results in the highest number of parked cars), it would mean that 84% of the employees would have a vehicle at the site (78% + 12% ÷ 2). This level of vehicle use is based on the actual results of employers in Kirkland that are affected by Washington State's Commute Trip

¹ Page 2 of the Institute of Transportation Engineers (ITE) *Parking Generation*, 3rd Edition.

Reduction (CTR) Act. It is appropriate for use at this site, which will likely to have large firms that occupy the office space.

For all of the non-office uses except the hotel, it was assumed that 3.5% of the trips would be walking trips. Given the population density in Kirkland surrounding the site, this rate is very conservative, particularly during daylight hours when the cumulative parking demand would be highest.

All of the trips to the hotel were assumed to be made by automobiles that would be parked on site. This is also a conservative assumption since some of the hotel trips could arrive by taxi or shuttle that do not require on-site parking.

Internal and Multi-stop Trips

The trip generation estimates for the Planned Action Ordinance EIS determined the potential internal trip interactions for the AM and PM peak hours. These are listed in Table 2. However, there is no such methodology to determine internal trips during the middle of the day. It is likely that the highest level of internal trip activity would occur midday when many of the site's 4,800 office workers could visit the on-site restaurants, retail shops, and athletic club. If, for example, just 4% of the office workers came from the site's office uses to the restaurants for lunch, they would represent 30% of all of the restaurant's lunchtime customers. Likewise, it would require less than 2% and 1% of the 4,800 office workers to represent 30% of the supermarket's or athletic club's midday customers, respectively. While there are no empirical data to support these values, they are reasonable based on observations of activities at office developments with nearby or contained mixes of uses similar to those proposed at the Parkplace site and a high number of office workers. Therefore, the parking demand rates for the retail, restaurant, and athletic club uses were reduced by 30% between 10:00 A.M. and 4:00 P.M. to account for these internal trips. No midday internal parking demand reductions were assumed for either the hotel use or the theater even though it is also likely that hotel guests would dine or shop on the site or would be business visitors to the office buildings.

Parking Accumulation by Time of Day and Day of Week

The published peak parking demand rates reflect the peak demand at some time during the day. These peaks occur at different times for different uses. For example, the peak parking demand for an office occurs mid-morning, while the peak demand for restaurants occurs in the evening. ITE's *Parking Generation* includes information about how parking for each use fluctuates by time of day—parking accumulation rates. The parking accumulation data from ITE were used for all of the land uses, except for the supermarket. The data published in ITE indicate that the weekday peak demand for a supermarket occurs at 1:00 P.M. This is not supported by experience or data for supermarkets in the Puget Sound region, and may reflect older shopping patterns when households had one working member. With current households often having two working members, shopping patterns have shifted. Heffron Transportation has performed peak parking demand counts at many supermarkets and determined that the peak weekday demand typically occurs in the late afternoon, coinciding with trips home from work. That is supported by the driveway count data obtained for the existing Parkplace site, which showed that peak weekday parking demand occurs in the late afternoon, even though this site has a substantial amount of office space and many employees would have left the site when the peak demand was observed. The hourly accumulation rates for supermarkets were derived from 48-hour counts that were performed at the Lake Forest Park Shopping Center which includes an Albertson's supermarket.

Parking demand will also be different on weekends. For example, the large demand generated by the office use would not occur on Saturday. However, peak parking demand for the theater, supermarket, retail, restaurants, and athletic club use would be higher on Saturday than on weekends.

Adjusted Peak Parking Demand Rates

The ITE peak parking demand rates were adjusted to account for the internal trips and non-vehicle trips described above. Table 2 summarizes the project land uses, size, ITE rates, and adjustments. Table 3 shows how these rates compare to the City of Kirkland’s code-required rates. Table 3 also includes the rates for Saturday to reflect how peak demand would be different on different days of the week. These tables show that some of the rates, even adjusted, are higher than what the City’s code requires. This also shows that the peak parking demand for some of the uses occurs on a weekend.

Table 2. Project Program and Parking Demand Rates

Land Use	Proposed Size	Peak Weekday Parking Demand Rates from ITE	Reductions for:		Adjusted Peak Weekday Parking Rate
			Internal Trips Midday / Afternoon	Non-Auto Trips	
Office	1,200,000 sf	2.53 spaces/ksf ^a	0% / 0%	16% ^b	2.13 spaces/ksf
Supermarket	54,000 sf	4.36 spaces/ksf	30% / 8%	3.5%	3.87 spaces/ksf
Restaurants	60,000 sf	13.30 spaces/ksf	30% / 8%	3.5%	11.81 spaces/ksf
Retail	136,000 sf	2.65 spaces/ksf	30% / 8%	3.5%	2.35 spaces/ksf
Theater	600 seats	0.26 spaces/seat	0% / 0%	3.5%	0.25 spaces/ksf
Hotel	325 rooms	0.91 spaces/room	0% / 0% ^c	0%	0.91 spaces/ksf
Athletic Club	75,000 sf	3.55 spaces/ksf	30% / 8%	3.5%	3.15 spaces/ksf

Source: Heffron Transportation, Inc., December 2007 using rates from ITE’s Parking Generation (3rd Edition, 2004) and methodology from ITE’s Trip Generation Handbook (2nd Edition, June 2004)

- a. Derived from equation for Office Building (LU 701): $P = 2.51X + 27$.
- b. Assumes 6% of employees commute by transit, 4% walk, and 12% carpool. The number of carpool vehicles parked on the site assumes the carpool rate divided by 2 employees per carpool. The total reduction = $6 + 4 + (12 \div 2)$.
- c. Although internal trips could occur, the hotel patrons may still have a car parked at the site.

Table 3. Comparison of Kirkland Zoning Code and Adjusted ITE Rates

Land Use	Kirkland Zoning Code Rate	Adjusted Peak Parking Demand Rates from ITE	
		Weekday	Saturday ^a
Office	2.86 spaces / 1,000 sf	2.13 spaces/ksf	0.10 spaces/ksf
Supermarket	2.86 spaces / 1,000 sf	3.87 spaces/ksf	4.75 spaces/ksf
Restaurants	10.0 spaces / 1,000 sf	11.81 spaces/ksf	16.30 spaces/ksf
Retail	2.86 spaces / 1,000 sf	2.35 spaces/ksf	2.97 spaces/ksf
Theater	0.076 spaces / seat	0.25 spaces/ksf	0.19 spaces/ksf
Hotel	1 space / room	0.91 spaces/ksf	0.91 spaces/ksf
Health Club	2.86 spaces / 1,000 sf	3.15 spaces/ksf	4.80 spaces/ksf

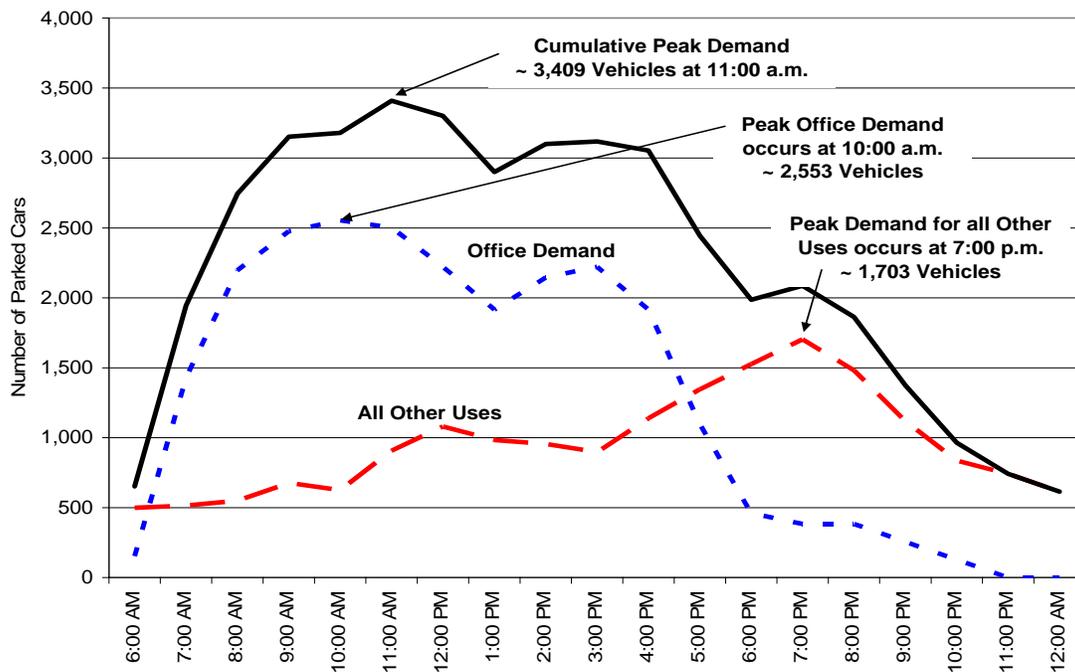
Source: Rates from the Kirkland Zoning Code and the adjusted weekday rates were defined earlier in this report.

- a. The adjusted Saturday rates apply the same methodology as used for weekday rates. The difference is that no internal trips between the office and other uses are assumed to occur on a Saturday.

Cumulative Weekday Parking Demand

The cumulative parking demand for all of the on-site uses was determined using the derived peak parking demand rates and accumulation data. Detailed calculations are attached. Figure 1 shows the parking by time of day for the office and all non-office uses. This shows that the office parking demand, which peaks at about 10:00 A.M., dominates the cumulative weekday demand. The other uses on the site will have a midday peak around lunch time that then causes the cumulative peak to occur at 11:00 A.M. The peak hotel parking is also expected to occur during this hour when on-site meeting facilities could be hosting events; this condition is not expected to occur every day. During the peak parking hour (11:00 A.M. to noon), the parking demand is estimated to be 3,409 vehicles. The chart also shows an evening peak associated with the non-office uses on the site, which is related to the retail, restaurant, theater, athletic club, and hotel uses.

Figure 1. Parking Demand by Time of Day – Weekday

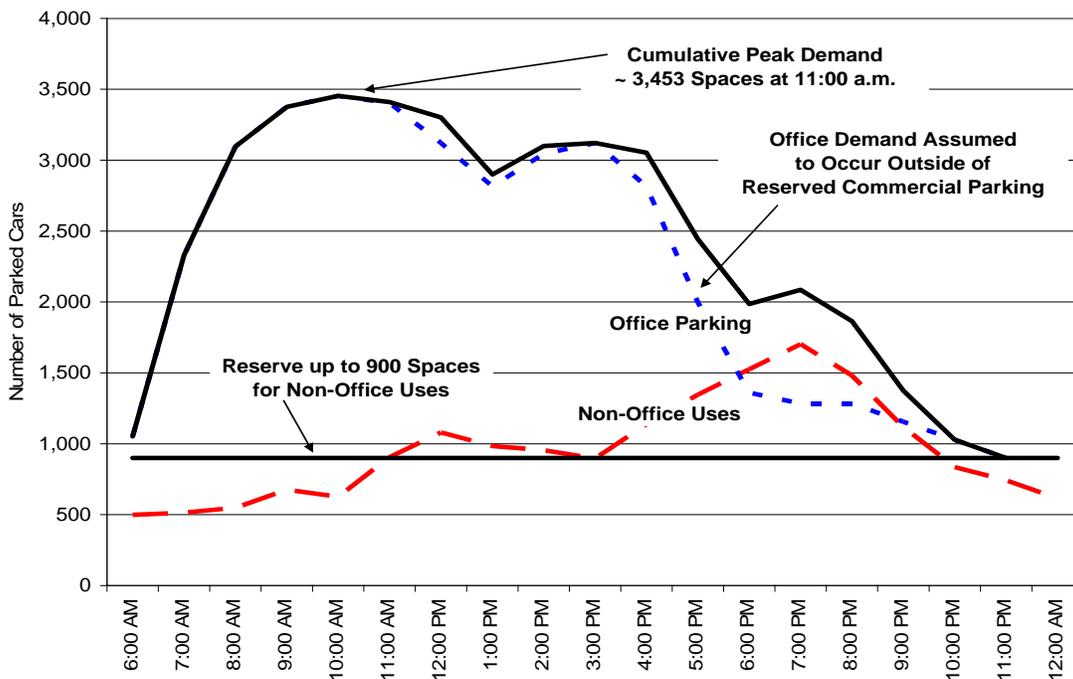


Source: Heffron Transportation, Inc., February 2008.

To maintain adequate daytime parking for the retail, hotel, restaurant and sports club uses, it is recommended that portions of the parking garage be reserved for non-office uses. This could be done by reserving areas for specific uses and/or designating short-term parking areas (3 hours or less). The peak midday demand for all non-office uses occurs during the lunch hour (due to the restaurant and hotel uses), when the demand is estimated to be 1,080 vehicles. Some of this demand is related to long-term hotel parking and employees of the commercial uses. Depending on the design of the parking garage and proximity to uses, the project should reserve 600 to 700 parking spaces for short-term customer use, and another 150 to 200 spaces for the hotel. During peak events at the hotel, the reserved parking for the hotel could accommodate more vehicles through the use of valet parking.

The total on-site parking supply must account for the spaces reserved for the retail customers since office workers would not be allowed to park in these spaces. Figure 2 below shows the office parking demand after considering the reserved for other uses (assumed to be up to 900 spaces). This reservation of space for non-office uses would have little effect on the overall cumulative demand because the peak commercial demand does not overlap the peak office demand in mid morning. As a result, the overall cumulative demand would increase to about 3,453 spaces after accounting for the reserved spaces.

Figure 2. Total Parking Supply Needed with Reserved Space

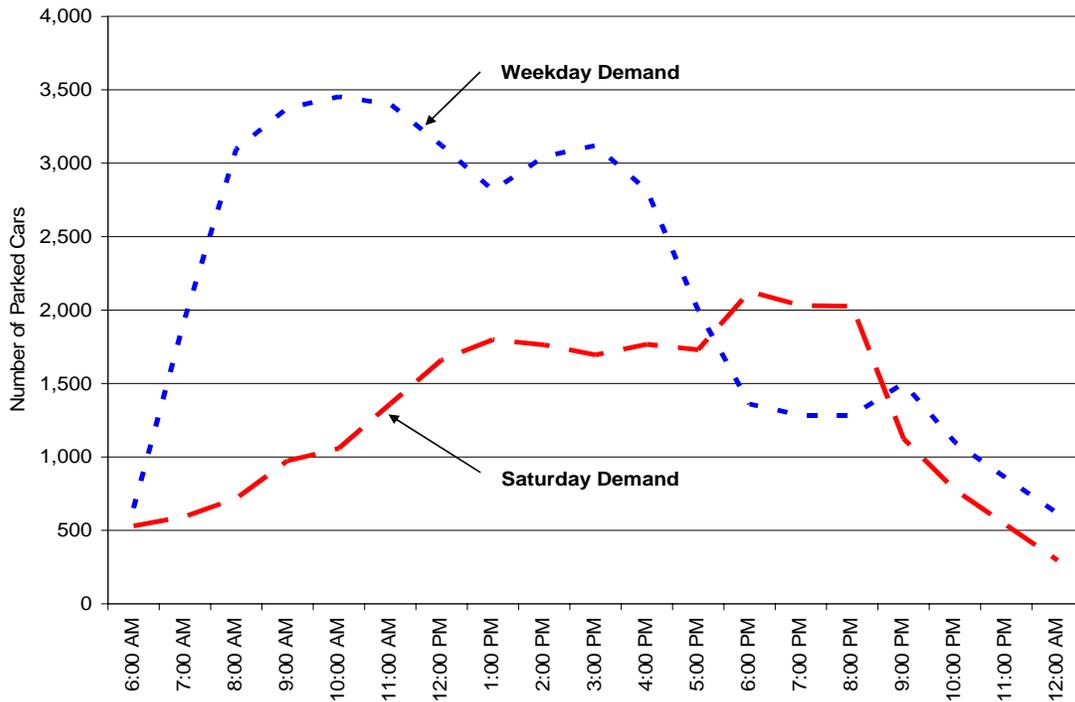


Source: Heffron Transportation, Inc., February 2007.

Cumulative Saturday Parking Demand

The cumulative parking demand on Saturdays will be much lower than on weekdays since many fewer office workers would be on site. Figure 3 shows the comparison of total weekday to Saturday parking demand. There would be ample parking available to accommodate the project's Saturday demand.

Figure 3. Weekday versus Saturday Parking Demand



Source: Heffron Transportation, Inc., February 2007.

Summary

The project is proposing to have a total of 3,500 parking spaces at full build out. The above analysis shows that this amount of parking would accommodate the shared parking demand. Some of the parking can be reserved for non-office uses by designating it as short-term parking. Other parking management measures are described below.

3. Transportation Management Plan

The cumulative parking demand estimates for the office use assume that some of the trips would occur by modes of travel other than single-occupant vehicle. To encourage use of these other modes, the project proposes to implement a Transportation Management Plan (TMP) for the office tenants. In addition to reducing parking demand, these measures would help reduce peak commute trips. The following elements are proposed:

1. **Provide a transportation coordinator to manage and promote the TMP.**
2. **Provide transit pass subsidy.** The developer will require its tenants to offer a subsidized transit pass to employees who commute by transit. The value of the subsidy would equal or exceed 50% of the cost of a two-zone King County Metro Transit pass.
3. **Charge for daily parking.** No free parking will be provided for site employees. Validation programs will be offered for short-term visitors and customers.

4. **Offer a part-time parking pass option.** Employees who desire to use alternative modes of transportation (or telecommute) one or more days per week would be offered a parking pass that is only charged for the days parked. These types of passes work like a debit card, and the pass holder is only charged for parking on the days that they park.
5. **Provide ride-match information.** The developer will encourage its tenants to provide information to employees about ride-match programs that are available through King County Metro and other transit agencies. These programs can help match an employee with potential carpool mates who live in close proximity.
6. **Provide free parking for vanpools.** Vanpools registered with a public transit agency will be provided free on-site parking. At least six of the riders in each of vanpool must be employed at the site to qualify for free parking.
7. **Provide reserved parking spaces for vanpools.** Parking in a preferred location within the garage will be reserved for registered vanpools.
8. **Provide shower and locker facilities.** The complex will have at least one shower and locker facilities (outside of the on-site athletic club) for commuters who walk or bike to work.
9. **Provide bike storage.** Bicycle corrals will be provided within the garage for employees who commute by bike. These will be in an easily-accessible location, and will have good lighting and security.
10. **Provide parking for a car-sharing program (e.g., Flexcar).** The developer will provide up to five parking spaces for Flexcar or another car-sharing company to locate on site. Car-sharing programs support employees who commute by alternative modes of travel by providing vehicles that can be used for daytime errands or meetings.
11. **Offer guaranteed ride home to employees who commute by alternative modes.** The developer will encourage employers to provide guaranteed rides home for commuters who use alternative forms of transportation but need to get home quickly in an emergency or after available transit service has stopped. The ride home can be by taxi, company-owned vehicle, or car-sharing vehicle. The number of rides available per month or year may be limited. This program reassures employees that they will have transportation during emergencies so they are more comfortable using transit or carpools.
12. **Install electronic kiosks with travel information.** The developer will install up to three electronic kiosks that provide up-to-date information about transportation services. This could include transit route maps and stop times, commuter congestion, parking rates, and information about alternative modes of travel.
13. **Monitor success of TMP.** The on-site transportation coordinator will conduct biennial surveys of site tenants and employees regarding the modes of travel used and the success of various TMP programs. The first survey will be performed within one year of the first tenant's occupancy. Results will be compiled and sent to the City of Kirkland. The survey questionnaire and reporting requirements will be approved by City of Kirkland staff before the first survey is taken.

4. Parking Management

Parking management measures will be used at Kirkland Parkplace to ensure that parking is shared among the various land uses, and to prevent parking from being used by commuters to other businesses or the transit center (also known as “hide and ride”). The following measures will be implemented at Parkplace:

1. **Charge for all daytime parking.** Use a “pay-on-foot” system through which parking could be paid for before exiting the garage gates. Locate payment kiosks at garage elevators. Monthly and per-day parking passes could also be obtained by regular commuters.
2. **Validate customer and visitor parking.** All tenants at the site could validate parking for their customers or visitors. Each business would establish its own validation requirements (e.g., minimum purchase). Validation would be done electronically through the pay-on-foot technology.
3. **Segment garage.** Using internal gates and controls, the garage can be divided into sections that are reserved for specific uses at different times of the day. For example, areas reserved for hotel users could be controlled so that it is not used by office workers during daytime hours.
4. **Reserve areas of the garage for short-term parking by customers and visitors.** Designate 600 to 700 parking spaces for short-term parking only. This parking would be for customers and visitors. The initial limit should be set to three hours, which is sufficient time for most daytime dining and entertainment users. The short-term parking restrictions could apply during just midday weekday hours when office users are on site.
5. **Reserve parking for hotel.** Reserve 150 to 200 parking spaces for the hotel. During peak daytime events, consider using valet parking to increase the number of vehicles that can be parked in this space.
6. **Share office parking on weeknights and weekends.** All parking in the garage would be available for customers on weeknights and weekends.
7. **Do not reserve individual spaces for office parking.** No parking space in the garage would be reserved for an individual user. This allows all office parking to be shared by employees.
8. **Monitor garage use.** Monitor the allocation of the parking supply to various users during weekday hours. Adjust allocation or implement additional management measures, if needed.

MCH/mch

Attachment: Detailed Parking Demand Calculation

KIRKLAND PARKPLACE - PARKING DEMAND CALCULATION

2/11/2008

	Supermarket (Suburban)		Other Retail		Office (Suburban)	
	Weekday	Saturday	Weekday	Saturday	Weekday	Saturday
Land Use Code	850	850	820	820	701	710
Size of Use (GLA or GFA)	54,000	54,000	170,000	170,000	1,200,000	1,200,000
ITE Parking Rate	4.36	4.75	2.65	2.97	1,200,000 = 2.51X +27	0.10 (b)
Midday Internal Trip Redux	70%	100%	70%	100%	100%	100%
Peak Hour Internal Trip Redux	92%	100%	92%	100%	100%	100%
% Vehicle Use	97%	97%	97%	97%	84%	100%
Midday Peak Demand	159	248	304	487	2553	120
Commuter Peak Demand	209	248	400	487	2553	120
	%	%	%	%	%	%
	of Peak (a)	of Peak	of Peak	of Peak	of Peak	of Peak
	Demand	Demand	Demand	Demand	Demand	Demand
Time Begin						
6:00 AM	30%	3%	5%	10%	6%	6%
7:00 AM	43%	3%	5%	13%	56%	56%
8:00 AM	36%	10%	18%	27%	86%	86%
9:00 AM	44%	30%	38%	61%	97%	97%
10:00 AM	60%	45%	53%	75%	100%	100%
11:00 AM	77%	73%	86%	90%	98%	98%
12:00 PM	78%	91%	100%	100%	87%	87%
1:00 PM	79%	100%	98%	99%	75%	75%
2:00 PM	88%	95%	91%	98%	84%	84%
3:00 PM	94%	98%	86%	88%	87%	87%
4:00 PM	100%	89%	81%	68%	75%	75%
5:00 PM	100%	72%	57%	56%	43%	43%
6:00 PM	83%	72%	69%	73%	18%	18%
7:00 PM	81%	60%	82%	52%	15%	15%
8:00 PM	79%	55%	70%	53%	15%	15%
9:00 PM	66%	40%	42%	44%	10%	10%
10:00 PM	44%	38%	10%	29%	5%	5%
11:00 PM	40%	13%	5%	10%	0%	0%
12:00 AM	0%	0%	0%	0%	0%	0%

Note : All parking rates and accumulations data are from ITE Parking Generation, 3rd Edition, 2004, unless otherwise noted.

- (a) Accumulations is based on actual counts performed at the Lake Forest Park Town Center, May 24 - 26, 2004.
- (b) Estimated. No Saturday parking demand data are included for offices.
- (c) Limited data were available for Saturday. One study determined that the peak demand is 4.8 per 1,000 sf and occurred between 3

KIRKLAND PARKPLACE - PARKING DEMAND CALCULATION

2/11/2008

	Restaurant (Suburban with Bar)		Movie Theater (With Matinee)	
	Weekday	Saturday	Weekday (Friday)	Saturday
Land Use Code	932	932	444	444
Size of Use (GLA or GFA)	60,000	60,000	600	600
ITE Parking Rate	13.30	16.30	0.26	0.19
Midday Internal Trip Reduc	70%	100%	100%	100%
Peak Hour Internal Trip Reduc	92%	100%	100%	100%
% Vehicle Use	97%	97%	97%	97%
Midday Peak Demand	539	944	151	110
Commuter Peak Demand	708	944	151	110
Time Begin	% of Peak Demand	% of Peak Demand	% of Peak Demand	% of Peak Demand
6:00 AM	0%	0%	0%	0%
7:00 AM	0%	0%	0%	0%
8:00 AM	0%	0%	0%	0%
9:00 AM	6%	4%	0%	0%
10:00 AM	8%	6%	0%	0%
11:00 AM	26%	17%	0%	0%
12:00 PM	50%	36%	25%	32%
1:00 PM	35%	46%	65%	68%
2:00 PM	31%	41%	65%	64%
3:00 PM	22%	34%	65%	73%
4:00 PM	25%	55%	65%	68%
5:00 PM	73%	67%	65%	68%
6:00 PM	100%	100%	75%	77%
7:00 PM	100%	100%	80%	91%
8:00 PM	80%	100%	100%	100%
9:00 PM	58%	29%	85%	95%
10:00 PM	50%	8%	90%	100%
11:00 PM	40%	4%	75%	77%
12:00 AM	40%	0%	0%	0%
	Demand	Demand	Demand	Demand
6:00 AM	0	0	0	0
7:00 AM	0	0	0	0
8:00 AM	0	0	0	0
9:00 AM	46	41	0	0
10:00 AM	43	57	0	0
11:00 AM	140	160	0	0
12:00 PM	270	340	38	35
1:00 PM	189	434	98	75
2:00 PM	167	387	98	70
3:00 PM	119	321	98	80
4:00 PM	177	519	98	75
5:00 PM	517	632	98	75
6:00 PM	708	944	113	85
7:00 PM	797	1063	121	100
8:00 PM	638	1063	151	110
9:00 PM	463	308	128	105
10:00 PM	399	85	136	110
11:00 PM	319	43	113	85
12:00 AM	319	0	0	0

0 and 5:00 p.m.

KIRKLAND PARKPLACE - PARKING DEMAND CALCULATION

2/11/2008

	Hotel		Athletic Club		Total	
	Weekday (Friday)	Saturday	Weekday	Saturday	Weekday	Saturday
Land Use Code	310	310	493	493		
Size of Use (GLA or GFA)	325	325	70,000	70,000		
ITE Parking Rate	0.91	0.91	3.55	4.80		
Midday Internal Trip Redux	100%	100%	70%	100%		
Peak Hour Internal Trip Redux	100%	100%	92%	100%		
% Vehicle Use	100%	100%	97%	97%		
Midday Peak Demand	296	296	168	324	3,409	2,126
Commuter Peak Demand	296	296	221	324	3,409	2,126
Time Begin	% of Peak Demand	Total Demand	Total Demand			
6:00 AM	100%	100%	47%	166	652	530
7:00 AM	95%	281	48%	169	1,945	594
8:00 AM	91%	269	50%	176	2,745	718
9:00 AM	87%	258	44%	155	3,152	974
10:00 AM	82%	243	50%	162	3,179	1,059
11:00 AM	100%	296	52%	168	3,409	1,361
12:00 PM	98%	290	55%	178	3,339	1,660
1:00 PM	90%	266	63%	204	2,997	1,799
2:00 PM	82%	243	77%	249	3,198	1,763
3:00 PM	70%	207	96%	311	3,216	1,695
4:00 PM	70%	207	100%	324	3,151	1,767
5:00 PM	66%	195	89%	324	2,542	1,730
6:00 PM	73%	216	69%	324	2,099	2,126
7:00 PM	81%	240	43%	157	2,207	2,031
8:00 PM	79%	234	43%	157	2,015	2,027
9:00 PM	80%	237	30%	109	1,502	1,124
10:00 PM	80%	237	20%	73	1,100	776
11:00 PM	95%	281	10%	36	855	536
12:00 AM	100%	296	0%	0	615	296