



CITY OF KIRKLAND
Public Works Department
123 Fifth Avenue, Kirkland, WA 98033 425.587.3001
www.kirklandwa.gov

MEMORANDUM

To: Transportation Commission and Planning Commission (Joint Meeting)

From: Kim Scrivner, Transportation Planner – Public Works
Victoria Kovacs, Transportation Planner – Public Works
Doug McIntyre, Transportation Manager – Public Works
Julie Underwood, Director of Public Works

Date: October 25, 2023

Subject: KIRKLAND TRANSPORTATION PLAN UPDATE

RECOMMENDATION:

It is recommended that the Transportation Commission and the Planning Commission jointly review and provide feedback on the proposed Kirkland Transportation Plan (KTP) land use polices and the proposed project prioritization framework.

BACKGROUND:

Kirkland Transportation Plan (KTP) Update

The City of Kirkland is in the process of updating the Kirkland Transportation Plan (KTP), formerly known as the [Transportation Master Plan¹](#) (TMP), in coordination with the [K2044 Comprehensive Plan²](#) update. The core elements of the KTP will serve as the Transportation Element in the Comprehensive Plan (goals, policies, and project list) but the KTP is a ‘stand-alone’ document that expands upon the Comprehensive Plan with more detail, context, and background to support the goals and policies. Washington state’s Growth Management Act (GMA) requires that all elements in a jurisdiction’s adopted Comprehensive Plan are consistent with each other. It is particularly important for Transportation goals and policies to be aligned with Land Use goals and policies because Transportation policies will show how the City’s network will support the

¹ Transportation Master Plan (now Kirkland Transportation Plan) update webpage: <https://www.kirklandwa.gov/TMP>

² K2044 Comprehensive Plan Update webpage - <https://www.kirklandwa.gov/K2044>

location and densities of any new housing and/or jobs growth necessary for the City to meet its allocated growth targets.

Role of Commissions and Progress to Date

The Transportation Commission is the primary commission advising staff and Council on the KTP. A significant portion of their work program has been spent on this topic over the [last 15 months](#)³ including two workshops at the May 2023 and June 2023 meetings.

[Previous Transportation Commission meetings](#)³ outlined the scope, schedule and public engagement processes. This also included discussions and recommendations to update the guiding principles, goals and policy updates. Future agenda items will include projects and prioritization, performance monitoring, multimodal concurrency and final plan products leading to a recommendation of the Transportation Commission to the City Council for adoption of the KTP. This will also include a recommendation to the Planning Commission and the Council on the Transportation Element of the K2044 Comprehensive Plan by the December 31, 2024 state-mandated deadline. Some of the feedback received thus far from the Transportation Commission, that would be applied to the drafting of the KTP and the updated Transportation Element, includes:

- Be proactive and actionable with safety policies (not passive)
- Use the term walk, roll and bike to be more inclusive of wheelchair users and other active transportation devices
- While combining the walk and bike goals into one active transportation goal, ensure there are clear policies that point out the different types of activities and needs
- Ensure that we are addressing new types of transit services such as flexible services and other types of mobility services as well as opportunities for shared micro-mobility
- Ensure we are also addressing new technologies and innovations that address both technologies that we know about today but, separately, new innovations that may predicted to be in our near future or those not yet realized
- Be more proactive about addressing the fact that the transportation system is designed for the able bodied and we should take active steps to remedy that

³ Transportation Commission – meeting archive:
<https://www.kirklandwa.gov/Government/Departments/Public-Works-Department/Commission-Transportation/TC-Meeting-Archive>

- Likewise, acknowledge that the transportation system is inequitable in terms of serving modes and in certain areas. Equity goal should address this.
- Be cost effective in building infrastructure and planning for maintenance, such as investing in preventative maintenance and balancing preservation of what we have now with new assets.

At the [September 28th, 2023 Planning Commission meeting](#)³, staff gave a briefing on the KTP's functions and major elements, emerging topics, guiding principles and updates to the goals. The purpose of the September discussion with the Planning Commission was to introduce the plan elements, answer questions and receive feedback on the goals thus far. Feedback from the Planning Commission included:

- Include public recharging stations for bikes in addition to vehicles
- Establish metrics that address progress toward goals
- Focus on equity to ensure walk, bike, transit supportive infrastructure supports areas with low-income and ensure housing and economic data is included
- Prioritize the connection between downtown and the NE 85th St Station
- Address trips that use multiple modes as well as how those transitions are made (e.g. bicycle to bus connection)
- Improvements to flexible transit are needed
- Consider a private circulator service (Bellevue's [BellHop](#)⁴ example was noted)
- Links to local hubs and the Cross Kirkland Corridor are essential, particularly for people with disabilities or mobility challenges
- Ensure the first- and last-mile to transit connections take into account that people may need to travel more than a mile for access

A key objective of the KTP update is to ensure that the Planning Commission is well informed and provides specific input on the connection between land use and transportation in the KTP.

The purpose for the joint meeting with the Planning Commission and the Transportation Commission is to focus on areas where the Planning Commission can provide a unique perspective, in coordination with the Transportation Commission, to enrich the conversation on the intersection between land use and transportation.

⁴ <https://www.visitbellevuewa.com/bellhop/>

KTP POLICY UPDATES FOR THE KTP GOAL – LINK TO LAND USE:

The draft updates to the goals, policies and actions can be found in Attachment A. The purpose of the joint meeting agenda item is to review the transportation policies related to land use and hear the discussion and feedback from both commissions, specifically the Link to Land Use goal and associated policies.

KTP GOAL: LINK TO LAND USE

Goal Statement: Coordinate transportation and land use planning and policies to ensure future growth is supported and sustained by a livable, walkable, connected and transit-oriented city.

Proposed Policies:

- T-9.1. Support the Land Use Element by identifying a fiscally constrained 20-year transportation capital projects list that supports the anticipated growth to 2044 and aligns with growth targets.
- T-9.2. Focus on transportation system developments that expand and improve walkable neighborhoods
- T-9.3. Design streets in a manner that supports and is coordinated with various land uses and future land use plans
- T-9.4. Create a transportation network that supports economic development goals.
- T-9.5. Require new development to mitigate site specific and system wide transportation impacts, ensuring mobility and accessibility for all.
- T-9.6. Create a system of streets and trails that form an interconnected network to help people efficiently reach destinations, regardless of mode of travel.
- T-9.7. Use a multimodal plan-based concurrency method to monitor the rate at which land use development and the transportation system are constructed.

KTP PROJECTS AND PRIORITIZATION:

Project Development:

A 20-year project list is a required component of the Transportation Element and of the Capital Facilities Element of the Comprehensive Plan. It is a set of projects that is estimated at a high level to be funded within reasonably expected revenues. This will become the 'fiscally constrained' project list over the next 20-years and will be prioritized for local and external funding.

A major component of developing the project list is to incorporate projects identified by various plans and processes and reconcile any competing interests and overlaps. Project candidates are identified in the following categories:

- Projects yet to be completed from [plans and studies](#)⁵ completed since 2015, This includes, but is not limited to:
 - Kirkland Transit Implementation Plan (KTIP)
 - Active Transportation Plan (ATP)
 - Vision Zero Action Plan
 - Safer Routes to School Action Plans (SRTS)
 - Intelligent Transportation System Plan
 - NE 85th ST Station Area Plan
 - Cross Kirkland Corridor Master Plan
 - Citywide Transportation Connections
 - Neighborhood Plans
 - External Plans (Sound Transit 3, King County Metro's MetroConnects, North Eastside Mobility Project)
 - Plus, many studies such as the Lake Washington Boulevard Promenade Study
- Unfunded projects in the 6-year Transportation Improvement Program
- Other projects identified through safety analysis and from public comments or suggested projects that have been vetted by appropriate staff.

Together, all projects (often referred to as the 'universe' of projects) will be sorted and prioritized to develop the fiscally constrained 20-year project list that will be incorporated into the Comprehensive Plan's Capital Facilities Plan. Those projects will be sorted in the following ways:

- Projects identified with a clear location and description
- Projects identified as part of a 'program' (with their own prioritization processes)
- Establishing which projects will not be subject to prioritization:
 - Those that are already funded (or partially funded)
 - Required projects for concurrency / system failures
 - Developer-driven projects such as new connections or those that require right-of-way that would otherwise not be acquired
 - Projects that are part of a larger program, e.g. ADA Transition Plan or sidewalk gap program

From this list, projects that are identified with a clear location and project description will be evaluated through the KTP project prioritization process. The intent behind prioritization is to demonstrate to the community and

⁵ Kirkland Transportation Studies and Plans - <https://www.kirklandwa.gov/Government/Departments/Public-Works-Department/Transportation/Plans-and-Studies-Transportation-Division>

decisionmakers the highest priorities for investment in the Kirkland transportation system.

Those projects identified in a program will have their own prioritization processes, which is not subject to the information identified below.

Project Prioritization:

Purpose

- Prioritization helps identify which projects best implement the goals and policies of the KTP
- Helps the city make the best use of limited resources (funding)
- Prioritizes which projects should come first
- Assists decision-makers in budgeting, planning and making grant applications

Considerations

- Use readily available data
- Measures should be easy to replicate
- Measures should directly reflect the goals of the plan
- Measures should be transparent and easy to understand

Proposal:

Projects subject to prioritization will address the following goals:

T-1: Safety	By 2035 eliminate all transportation related fatal and serious injury crashes, while reducing all crashes in Kirkland.
T-2: Active Transportation	Create and maintain a high-quality network of complete and connected low-stress walking, rolling and bicycling facilities, including sidewalks, trails, crosswalks, and bikeways making active transportation a first choice for many trips
T-3: Public Transportation	Support and promote a transit system as a high value option for many trips.
T-4: Vehicle Network Management	Provide for efficient and safe vehicular circulation recognizing congestion is present during parts of most days.
T-5: Technology and Emerging Practices	The transportation system should be flexible and equipped to adapt to new technologies and innovative solutions that expand mobility choices for people living and working in Kirkland.

T-6: Maintenance	Ensure adequate resources to preserve and maintain the existing and future transportation system.
T-7: Equity	The transportation system should address the mobility needs of all people, regardless of age, ability, or background while prioritizing the needs of the most vulnerable users to advance the City's commitment to Diversity, Equity, Inclusion, and Belonging.
T-8: Sustainability	Minimize transportation environmental impacts through mode shift, stormwater mitigation and other GHG reduction efforts.
T-9: Link to Land Use	Coordinate transportation and land use planning and policies to ensure future growth is supported and sustained by a livable, walkable, connected and transit-oriented city.
T-10: Partnerships	Coordinate with a broad range of groups; public and private, to help meet Kirkland's transportation Goals.

The following table includes the proposed project prioritization measures associated with each goal:

Goal		Prioritization Criteria	Score	Highest Possible Score
T-1	Safety	Improves safety on a high injury corridor (which include a higher rate of fatal, serious and or bike/ ped crashes) or intersections	30 - high	30
		Improves safety in areas where there has been a history of crashes (all crash types)	20 - med	
		Provides safety preventative measures in areas with no or little history of crash patterns	10 - low	
		Does not meet criteria	0 - Does not meet criteria	

T-2	Active Transportation	Connects to the Cross Kirkland Corridor (CKC)	5 - yes 0 - no	40
		Creates a low-stress environment for people walking and bicycling (such as protected bike lanes on arterials, neighborhood greenways, RRFB's or HAWK signals at crossings, etc.)	5 - yes 0 - no	
		Completes a gap identified in the Active Transportation Plan (ATP) or Safer Routes to School Action Plan (SRTS):	30 - ATP or SRTS priority score = high 20 - ATP or SRTS priority score = med 10 - ATP or SRTS priority score = low 0 - Does not meet criteria	
T-3	Public Transportation	Supports transit (bike/ ped connections, transit queue jumps, crosswalks, lighting, etc.) by connecting to:		30
		Bus stops on a high frequency transit corridor	30 - high	
		Bus stops on a local routes (less frequent)	20 - med	
		Future transit routes	10 - low	

		Does not meet criteria	0 - Does not meet criteria	
T-4	Vehicle Network Management	Improves operations in the system such as signal modification, channelization, addresses other system performance issue, etc.	30 - on Principal Arterials 20 - on Minor Arterials 10 - on Collectors 0 - Does not meet criteria	30
T-5	Technology and Innovation	Includes ITS technologies such as bike/ ped counters, passive detection, accessibility improvements such as bicycle detection or buttons, leading pedestrian intervals, improved accessible crossing indicators, transit signal priority, electrification, etc.	10 - yes 0 - no	10
T-6	Maintenance	Provides a long-term maintenance benefit (i.e. roundabouts)	10 - yes 0 - no	10
T-7	Equity	Increases non-drive alone options (walk/bike/ transit trips) for priority populations (such as closing a gap, creating a new connection, new service or reducing modal conflicts, etc.) for priority populations that are identified through Kirkland's Equity Mapping Tool developed for the city's Capital Improvement Program. See Attachment B for more information.	30 - Meets project criteria and with an Equity Index Score > 3.9 - 3 20 - Meets project criteria and with an Equity Index Score > 2.9 - 2 10 - Meets project	40

			criteria and with an Equity Index Score <2	
		Provides accommodation for greater accessibility per the American with Disabilities Act (ADA). Examples include passive detection at crossings, upgrading wheelchair ramps, tactile markings, etc..	10 - yes 0 - no	
T-8	Sustainability	Reduces vehicle miles traveled and supports alternatives to single occupancy vehicle trips	10 - yes 0 - no	40
		Avoids impacts and/or mitigates impacts to environmentally sensitive areas		
		Avoids environmentally sensitive areas	30 - high	
		If impact to an environmentally sensitive area is unavoidable, the project supports mode shift and/or improves traffic flow (e.g., through signal coordination or by removing a bottleneck)	20 - med	
		If located within an environmentally sensitive area, the project supports mode shift and/or	10 - low	

		improves traffic flow (e.g., through signal coordination or by removing a bottleneck)		
		Does not meet criteria	0 - Does not meet criteria	
T-9	Link to Land Use	Connects to/supports an urban growth center	30 - high	40
		Connects to/supports other commercial centers	20 - med	
		Connects to/supports neighborhood centers	10 - low	
		Does not meet criteria	0 - Does not meet criteria	
		Provides active transportation access to Parks and Schools	10 - yes (within a 1/4 mile distance) 0 - no	
T-10	Partnerships	Connects to regional connections, centers outside the city or fills a gap crossing jurisdictional boundaries	10 - yes 0 - no	30
		Leverages coordination with other partners (developers, neighboring jurisdictions, transit agencies, other departments such as parks, etc.)	10 - yes 0 - no	
		Introduces a new technology or service that supports shifting modes from SOV trips (electric assist bike runnels, flexible transit, etc.)	10 - yes 0 - no	
Total Score				300

Questions for the Transportation and Planning Commissions:

- Do the proposed policies for the Goal: Link to Land Use address the overlap between transportation and land use? Is there anything missing?
- Are the prioritization measures related to the Link to Land Use goal appropriate?
- Is there anything missing?

The purpose of the joint meeting is to discuss the policies and measures related to the Link to Land Use goal. If time allows, additional discussion is welcome.

NEXT STEPS:

Staff will summarize recommendations and inform Council at the November 21st Council Study Session.

Attachments:

1. Attachment A: Proposed Updated Goals, Policies and Actions
2. Attachment B: Equity Mapping Tool definitions