CITY OF KIRKLAND
CITY COUNCIL

Vision Statement
Kirkland is one of the most livable cities in America. We are a vibrant, attractive, green and welcoming place to live, work and play. Civic engagement, innovation and diversity are highly valued. We are respectful, fair and inclusive. We honor our rich heritage while embracing the future. Kirkland strives to be a model, sustainable city that values preserving and enhancing our natural environment for our enjoyment and future generations.

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AGENDA
KIRKLAND CITY COUNCIL/PLANNING COMMISSION SPECIAL JOINT MEETING
Hybrid – Zoom/City Hall
Kirkland, WA 98033
Tuesday, April 26, 2022
6:00 p.m.

COUNCIL AGENDA materials are available on the City of Kirkland website www.kirklandwa.gov. Information regarding specific agenda topics may also be obtained from the City Clerk's Office on the Friday preceding the Council meeting. You are encouraged to call the City Clerk's Office (425-587-3190) or the City Manager's Office (425-587-3001) if you have any questions concerning City Council meetings, City services, or other municipal matters. The City of Kirkland strives to accommodate people with disabilities. Please contact the City Clerk's Office at 425-587-3190. If you should experience difficulty hearing the proceedings, please bring this to the attention of the Council by raising your hand.

1. *CALL TO ORDER*

2. *ROLL CALL*

3. *N.E 85th Street Station Area Plan Discussion*

   a. City Staff and Consultant Team Introduction
   b. Staff and Consultant Presentation
   c. City Council and Planning Commission Discussion

4. *ADJOURNMENT*

CITY OF KIRKLAND
123 Fifth Avenue, Kirkland, WA 98033 425.587.3000
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MEMORANDUM

To: Kurt Triplett, City Manager

From: Tracey Dunlap, Deputy City Manager
Adam Weinstein, AICP, Planning & Building Director
Jeremy McMahan, Planning & Building Deputy Director
Allison Zike, AICP, Senior Planner

Date: April 21, 2022

Subject: NE 85TH ST STATION AREA PLAN – JOINT CITY COUNCIL AND PLANNING COMMISSION MEETING, FILE NO. CAM20-00153

STAFF RECOMMENDATION

Receive an update from staff on the Station Area Plan deliverables and hold a joint discussion with City Council and the Planning Commission. Provide feedback to staff and the consultant team on the following:

- Comprehensive Plan Amendments policy direction,
- Draft Form-based Code concepts,
- Key issue updates, and
- Possible names for the Station Area.

BACKGROUND

With the passage of the 2019-2020 budget, City Council authorized creation of a Station Area Plan associated with the Sound Transit Bus Rapid Transit (BRT) station planned for the I-405/NE 85th Street interchange.

This budget direction was affirmed on February 19, 2019 when the City Council adopted Resolution R-5356 approving the 2019-2020 Priority Goals and City Work Program. The City Work Plan initiative that is related to developing the Station Area Plan is shown in the following excerpt from R-5356:

> *Continue partnerships with Sound Transit, the State Department of Transportation and King County Metro Transit to ensure that I-405 investments serve Kirkland's mobility needs and maximize the benefit of Sound Transit's NE 85th Street/I-405 Bus Rapid Transit interchange project by completing land use, zoning, and economic development plans for areas adjacent to the interchange project to further the goals of Balanced Transportation and Economic Development.*

The BRT station, anticipated to be operational in 2026, will provide the Station Area with frequent high-capacity transit service to regional destinations and transit connections. The intent of the Station Area Plan is to fully leverage this significant, voter-approved, regional investment in transit with a land use plan that would result in a walkable, equitable,

sustainable, and complete transit-oriented neighborhood that will provide affordable housing, school capacity, park amenities, family wage jobs, and commercial and retail services.

With the Preferred Plan Direction included in, and adopted by, Resolution R-5503 in December 2021, City Council established the following vision for the Station Area Plan:

> *The Station Area is a thriving, new walkable district with high tech and family wage jobs, plentiful affordable housing, sustainable buildings, park amenities, and commercial and retail services linked by transit.*
>
> *The vibrant, mixed-use environment is a model of innovation. With an outstanding quality of life and unmatched mobility choices, the Station Area is eco-friendly, a place to connect, and deeply rooted in the history of the land, the people, and the culture of this special crossroads in Kirkland. The highly visible integration of ecological systems within an urban setting set the Station Area apart while tying the unique sub-area districts together with existing open space and active living opportunities.*

Staff last discussed the Station Area Plan with Planning Commission at their March 10, 2022 meeting, and with City Council at their April 5, 2022 study session. At both meetings, staff presented a review of the adopted Preferred Plan Direction, the adoption timeline and phasing plan for the Station Area, an overview of the Station Area final deliverables, an introduction to the economic analysis being completed to inform the forthcoming Form-based Code, and an update on the key issues being further developed to inform the community benefits in the final plan.

COMPREHENSIVE PLAN AMENDMENTS - POLICY DIRECTION

Comprehensive Plan amendments related to the Station Area Plan will include a new subarea chapter for the district that will establish the vision, goals, and policies for future growth. This new chapter will overlay portions of the six neighborhoods that comprise the geography of the Station Area, but will not alter any existing neighborhood boundaries. This approach is comparable to previous corridor plans the City completed, where a subarea is shared among multiple neighborhoods. The forthcoming draft Comprehensive Plan amendments will address any inconsistencies with the adopted underlying neighborhood plans. The following is a list of the sub-sections anticipated in the draft Comprehensive Plan station area chapter amendments, with preliminary, high-level policy direction under development. The section below is not intended to comprise the complete list of draft policies, but is intended to provide a sample of the direction for the amendments for initial Council and Commission feedback.

Land Use and Development Patterns

This sub-section will include a description and map of the Station Area district, and will describe the mix, distribution, and location of existing and future land uses. This section will provide policies and identify programs in line with the following direction:

- Establish residential and employment growth targets that accommodate a significant share of the City's growth, in support of Vision 2050, the Regional Growth Strategy, and the vision for the Station Area. Growth targets will be based on the capacity analyzed in the station area Final Supplemental Environmental Impact Statement (FSEIS).
- Leverage public and private investment in the Station Area to transition from a district dominated by surface parking lots and unpleasant spaces for pedestrians and bikes to a vibrant, walkable district with balanced transportation options.

- Encourage residential densities and employment intensities that have capacity to accommodate the higher levels of growth anticipated in the adopted preferred plan direction.
- Leverage existing inclusionary zoning requirements, additional development incentives, and regional partnerships (e.g., A Regional Coalition for Housing) to maximize affordable housing opportunities in the Station Area.
- Establish design standards for pedestrian-friendly, transit-oriented development and other transit-supportive planning that orients land uses around transit. Reconfigure superblocks into a more complete pedestrian scale transportation network through innovative site design and public/private partnerships.
- Create development standards that provide for a variety of housing types for various income levels and households.

Economic Development

This section will provide policies and identify programs in line with the following direction:

- Encourage the use of economic development tools to promote local small businesses, along with retention, expansion, and growth of employment opportunities for a wide range of jobs, including high-tech and family-wage jobs within the Station Area.
- Encourage a wide range of commercial activities along Station Area urban street frontages that activate the public realm, create community destinations, and enhance the pedestrian experience in the district.

Sustainability

This section will provide policies and identify programs in line with the following direction:

- Implement the City's Sustainability Master Plan goals.
- Prioritize opportunities to create multiple benefits such as: improving mental and physical and health; cleaning air and water; increasing biodiversity; providing educational opportunities; and making the Station Area more resilient to the impacts of urbanization and climate change.
- Identify opportunities that consider the shift from high temperature, centralized generation plants to a more distributed, multi-source approach to generation, transmission, and storage of energy.
- Integrate strategies into sustainability regulations for the district that "future-proof" the plan to ensure development is not precluding future innovation in the field.
- Establish a Green Factor Code that encourages visible and functional green spaces that also support high-quality plant and animal communities.

Parks/Open Space

This section will provide policies and identify programs in line with the following direction:

- Refer to the to-be-adopted PROS Plan that establishes urban level-of-service guidelines for the more urban areas of the city.
- Leverage public assets and partnerships, including excess WSDOT right-of-way, for open space benefits such as stormwater treatment, natural areas, canopy restoration, and/or sustainable landscape areas.

- Expand access and open space near Forbes Lake to create opportunities for the community to interact and learn more about this important park, improve natural systems, and provide improved community connections.
- Enhance the Cross Kirkland Corridor for mobility and recreational space in keeping with the CKC Master Plan and improve active transportation connections to the Corridor.
- Integrate enhanced green spaces into other elements of the urban environment through strategies such as mid-block green connections that provide opportunities for landscaping, active and passive recreation, and improved connections to existing parks and open spaces.
- Provide zoning incentives to foster creation of on-site public open space (e.g., plazas, pocket parks), enhanced on-site common spaces, and linear parks.

Transportation

This section will provide policies and identify programs in line with the following direction:

- Identify strategies to achieve a mode-split goal that advances a more sustainable mix of non-SOV (single-occupancy vehicle) trips via shared-auto, transit, and non-motorized trips in keeping with other regional centers.
- Develop an integrated multimodal transportation network (pedestrian and bicycle facilities, and linkages to adjacent neighborhoods and districts).
- Describe relationships to regional high-capacity transit (including bus rapid transit, commuter rail, light rail, ferry, and express bus) and local transit.
- Develop complete street standards that serve all users, including pedestrians, bicyclists, transit users, vehicles, and – where appropriate – freight.
- Establish parking ratios that reflect the vision for a vibrant transit-oriented district, recommended transportation investments to achieve a balanced multi-modal network, and robust Transportation Demand Management (TDM) strategies for future development.

Urban Design Principles

This section will provide policies and identify programs in line with the following direction:

- Ensure appropriate land use transitions in terms of heights, setbacks, and landscape buffers where planned Station Area heights and development intensities interface with adjoining neighborhoods.
- Establish design sub-districts in the Station Area that reflect the distinct characteristics of each area.
- Establish design guidelines to ensure that future development in the Station Area will:
    - Maintain a continuous and safe streetscape with a pedestrian-friendly character.
    - Provide a friendly pedestrian environment by creating a variety of usable and interesting public and semi-public open spaces.
    - Create a network of safe, attractive, and identifiable linkages for pedestrians and bicyclists.

- Enhance the visual quality of the urban environment and provide multi-benefit landscaping that provides beauty and function.
- Create a variety of building forms and massing through articulation and use of materials to maintain a pedestrian scale.
- Ensure that all buildings in the Station Area are constructed to support Kirkland sense of place and distinct identity.

Public Services and Public Facilities

This section will provide policies and identify programs in line with the following direction:

- Ensure infrastructure and facilities can support planned growth.

IN-PROGRESS DRAFT FORM-BASED CODE CONCEPTS

At their December 14, 2021 meeting, City Council voted to adopt Resolution R-5503 to confirm the Preferred Plan Direction based on prior Council direction supporting June Alternative B from the Fiscal Impacts and Community Benefits Analysis. The Preferred Plan direction included an implementation framework that is informing development of the Form-based Code for the Station Area. As discussed in the prior Council and Planning Commission meetings, adoption of the Form-based Code for the Station Area will be phased, focusing on the Commercial Mixed-use regulating district (see figure below) in the first phase.

An overview of Form-based Code concepts, prepared by Mithun, is included in Attachment 1 to this memo. Below is an outline of Form-based Code sections and a brief summary of the preliminary form-based code concepts under development for the Commercial Mixed-use

district. The project team will be sharing graphics to further explain these preliminary concepts at the April 26 joint work session.

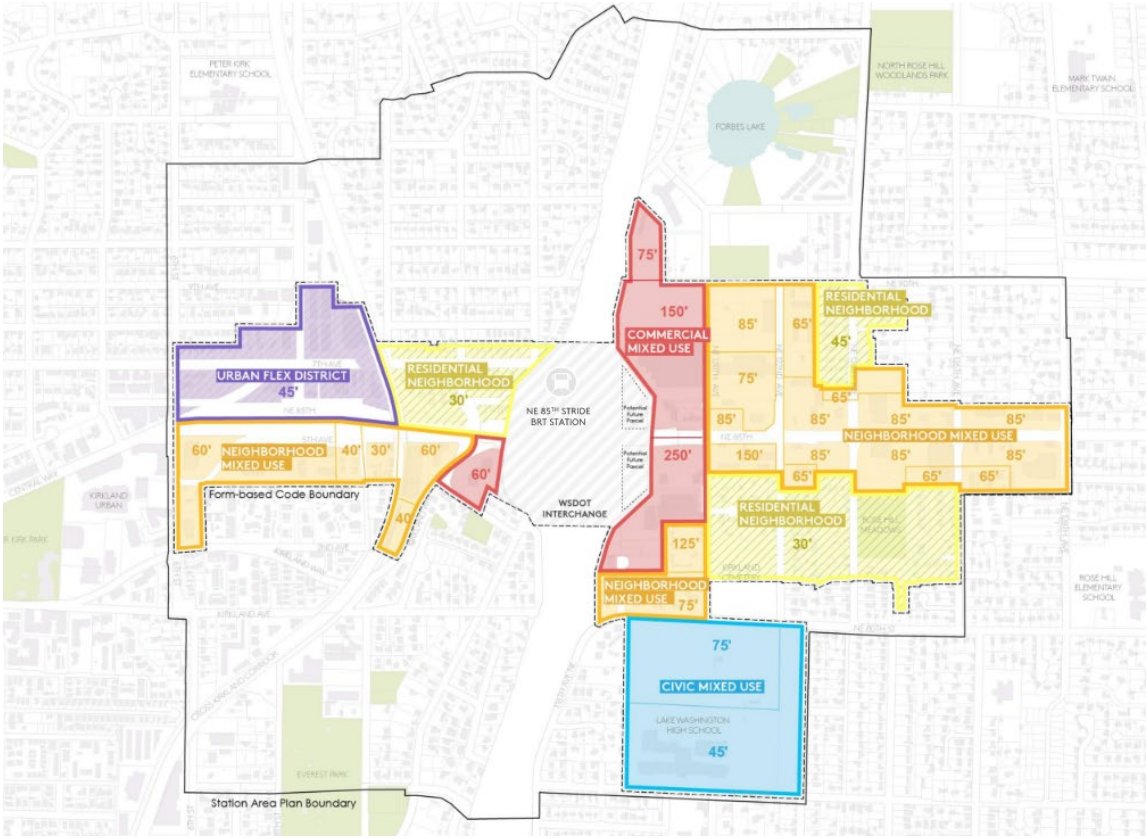

Figure 1: Draft Regulating District Map, prepared by Mithun

Permitted Uses

The Form-based Code will utilize general use categories to regulate permitted uses in the district. These use categories are intended to be more flexible than in conventional zoning districts. The general uses permitted in the Commercial Mixed-use district will be Commercial and Institutional uses.

Regulating Districts

The regulating districts (i.e., Station Area zones, see Figure 1) will set forth standards for the following:

- Lot coverage
- Required yards
- Base maximum allowed height
- Bonus maximum allowed height
- Maximum floor plate(s) per building
- Upper story street setbacks
- Tower separation
- Maximum façade widths and modulation minimums

Figure 2: FBC exhibit, prepared by Mithun

Frontage Types and Standards

The frontage types establish a foundation for how the Form-based Code regulates how building types interact with the public realm (i.e., streets, pedestrian ways, plazas, and other public spaces). For each frontage type, the Form-based Code will set forth standards for the following:

- Ground floor design (minimum height, façade transparency, façade widths and entry standards)
- Minimum and maximum front setbacks
- Amenity zone allowances
- Corner design requirements
- Ground floor parking setbacks

Street Types and Standards

The maps and tables in the Preferred Plan Direction distinguish the general character and travel-mode priorities for each street type and establish permitted frontage types (described above) on each street type. Street types in the form-based code are informed by the specific transportation network improvement concepts developed through the transportation analysis for the district. The Form-based Code establishes typical minimum (unless noted) widths for the following components of the street:

- Pedestrian clear zone
- Bikeway
- Furnishing zone (i.e., area for street furniture)
- Maximum travel lane width
- Number of travel lanes (typical)

Transitions

The Form-based Code will establish required transitions that are intended to ensure that new development is consistent with the vision of the NE 85th Street Station Area Plan to provide appropriate transitions of development intensity, height, and bulk across zones.

Design Guidelines

While the Form-based Code establishes standards for the street, buildings' relationship to the street, and specific massing limitations for development, the design guidelines will be referenced to provide general guidance for massing, articulation, and materials of buildings. Design guidelines will encourage high-quality architecture and design and create an engaging pedestrian environment. The design guidelines will provide a framework to guide the Design Review Board (DRB) where DRB review is required for future new development applications. The Design Guidelines for the Station Area will be largely based on existing guidelines for the Rose Hill Business District, Kirkland Parkplace, and Pedestrian Oriented Guidelines.

COMMUNITY BENEFITS: KEY ISSUE UPDATES

With the Preferred Plan Direction, Council adopted a framework to guide development of strategies to achieve community benefits across the five key issue areas: Affordable Housing; Mobility; Open Space / Parks; Sustainability; and Schools. These key issues are the focus of the project team's work to fold community input and Council priorities into the final plan implementation. The April 5, 2022 Council packet included a brief summary of all five key issues. Staff will be sharing updates on key issues as they are available based on ongoing work, and updates on Mobility, Sustainability, and Parks and Open Space are provided below.

Mobility

As noted above, with the adoption of the Preferred Plan Direction, Council directed staff to further develop community benefit strategies and additional analysis in order to complete the Station Area Plan deliverables. The project team has completed work to refine transportation project concepts for improvements to the vehicular and active transportation networks, in order to address potential impacts from increased vehicle trips and to improve the network for pedestrians and cyclists (while balancing motor vehicle/transit access). Staff briefed the Transportation Commission on the refined project concepts at their March 23 meeting and received the below feedback.

- Support for refined NE 85th St. concept that includes protected bike lanes and wide sidewalks.
- Support for a refined intersection concept at NE 85th St. and 120th Ave NE that includes crosswalks on all legs.
- Team should continue to prioritize and/or look for opportunities to:
    - Provide wide sidewalks, especially in areas of high pedestrian activity,
    - Slow vehicle speeds with narrow travel lanes, smaller turning radii, and other traffic-calming measures,
    - Provide dedicated bicycle facilities, and avoid shared bike/ped facilities, where possible, and
    - Be thoughtful about property access and service (e.g., waste collection, deliveries) locations.

The project team has also completed additional transportation analysis to quantify the number of pedestrian and biking trips in the Station Area and to examine the travel times for transit through the Station Area. The analysis is summarized below, and the full report is included as Attachment 2 to this memo.

- Transit route travel times were analyzed for the existing Metro 250 and 239 routes, and the future K-Line route along the end points in the Station Area corridors illustrated in Figure 3, below. The routes were evaluated to estimate how travel times for transit vehicles might change from existing conditions to 2044 conditions with the growth projected under the Preferred Plan Direction for the Station Area Plan. The Preferred Plan travel time estimates are based on the increase in vehicle movement delay relative to the existing movement delay at each intersection studied under the FSEIS. This method provides a planning level analysis of corridor travel times to estimate the overall change in transit travel times based on the change in intersection delay in lieu of a full corridor study. Intersection delay and LOS was calculated using trip forecasts based on anticipated land use and density from regional (Bellevue-Kirkland-Redmond) 2035 comprehensive plan growth projections and the Station Area Preferred Alternative growth projections for 2044 and planned roadway networks. Transit travel time is assumed to be equivalent to vehicle travel times as transit vehicles will operate in general purpose lanes. Transit specific operations such as stop and dwell time was not included in this analysis. Transit specific mitigations such as transit signal priority or queue jumps were not included in this analysis. The analysis finds that travel times by transit are expected to increase by approximately 1 to 2 minutes for each route between the endpoints studied.

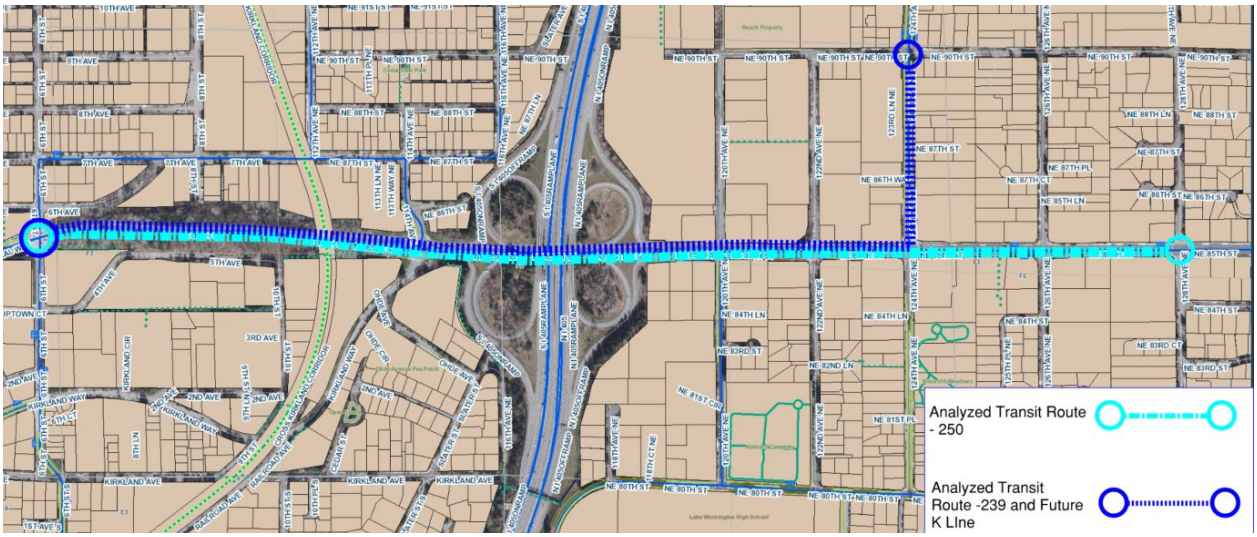

Figure 3: Analyzed transit routes, see Attachment 2 for travel times.

- The person trips analysis estimates the number of person trips and modal (e.g., single-occupant vehicle, transit, walk/bike, etc.) percentages for each quadrant of the Station Area. The analysis in Attachment 2 shows:
    - The number of person trips and mode splits estimated under both June Alternative A (if growth continues under current trends without zoning changes), and with the growth projected under the Preferred Plan Direction;
    - How the number person trips by mode could shift due to travel demand management (TDM) policies the encourage drivers to shift to alternative modes; and,
    - Estimated percent change in person trips and changes in modal splits by quadrant assuming some reduction in single-occupancy and high-occupancy vehicle trips.

Sustainability

The Preferred Plan Direction adopted by Council identifies a vision for the Station Area where sustainability is a highly integrated and defining feature, and the green features of the built environment establish an aspirational standard for the rest of Kirkland. Council has provided staff with direction to perform additional analysis to inform the formation of a Green Innovation Development Code that identifies parameters for baseline requirements (development regulations), incentives, and long-term strategies. A preliminary Sustainability Overview, prepared by Mithun and their subconsultants, provides background information, as well as a recommended approach to developing Green Innovation Strategies (see Attachment 1). The Green Innovation Strategies will focus on three innovation topics: Building Performance, Energy/Decarbonization, and Ecosystems/Green Infrastructure.

Parks and Open Space

The Final SEIS for the Station Area Plan and the Community Benefits framework adopted as part of Resolution R-5503 included the following strategies to explore to address the Parks and Open Space needs created by the increased density planned for the district:

- In addition to park impact fees generated by new development, consider using a portion of general government operating revenues generated by increased density in the Station Area toward parks and open space projects,
- Consider incorporating level of service (LOS) guidelines more appropriate for urban centers, in coordination with the Parks, Recreation and Open Space (PROS) plan,
- Evaluate opportunities for Tax Increment Financing (TIF) to provide funding for qualifying projects serving the Station Area,
- Leverage existing public space and partnerships for shared use agreements,
- Incorporate development requirements and/or bonuses (including publicly accessible amenities on private property), and
- Evaluate opportunities to adapt existing public spaces like Forbes Lake, existing right-of-way, and potential surplus interchange right-of-way.

The project team has continued coordination with Parks staff currently working on the PROS plan update to further develop these strategies. A description of that coordination, and how strategies to provide parks, open space, and recreation opportunities are anticipated to be addressed in both the PROS Plan and the Station Area Plan are addressed in a draft, in-progress, Parks Issue Paper attached to this memo (see Attachment 3).

NAMING THE STATION AREA

The 2021-2022 City Work Program Station Area Plan element states in part *"Complete a vision statement and placemaking name for the NE 85th St. Station Area Plan that integrates with surrounding neighborhoods and connects with downtown."* In previous feedback to staff, City Council asked staff to initiate exploring possible placemaking names for the Station Area prior to final adoption of the Station Area Plan. The planning process, to date, has simply utilized "Station Area" as a generic planning term to denote the ½ mile radius around the future Sound Transit Stride (BRT) station being studied. Council's request for a more specific name would align the name with the vision adopted in the Preferred Plan Direction. Below are several options for possible names, with a short explanation of how each is reflective of the future vision for the area. The names below were developed internally by staff and the public has not yet been engaged on placemaking names. Special consideration was given to identifying alternatives to person-names associated with post-settlement history in Kirkland to focus instead on a creating sense of place. Additional consideration could be given to the potential for working with community partners to identify additional options that would honor this traditional land of the Coast Salish peoples, although staff has not been able to identify any Salish place names connected to the area.

<u>Possible Names for the Station Area</u>

- Station District

  Simple district name that emphasizes transit-oriented vision.

- Farview District

  Evokes both the literal far view vantage of Lake Washington and the Olympics, as well as the visionary, long-range goals of the plan.

- Horizon or Summit District

  Similar to Farview, these names incorporate looking towards the future but additionally tie the district to views of the Olympic mountain range to the west - a highly valued viewpoint of the community.

- Uptown District

  Recognizes connection to Downtown Kirkland as part of the King County-designated Urban Center; inclusive of west side of station area as a bridge to the Central Business District.

- Rose Hill Station District

  Honors existing neighborhood east of interchange and emphasizes centering of district on transit.

- Forbes Lake Station District (or Forbes Lake District)

  Brings the vision for enhancing Forbes Lake as a district-wide open space amenity to the forefront and emphasizes a natural feature with the district.

Staff has been in contact with ST to better understand their naming process related to the BRT station itself and will continue to coordinate as work progresses.

Staff is requesting direction from Council and Planning Commission on how they may wish to decide upon a name for the Station Area with a goal of formally designating the area with adoption of the final plan documents

COMMUNITY INPUT ON THE STATION AREA PLAN

The community has provided input during all phases of the project, including as part of two community workshops, scoping for the environmental review, the formal comment period for the Draft SEIS, specific outreach emphasizing priority populations (as defined in the Equity Impact Analysis) that are most likely to be affected by the Station Area Plan, a City Council listening session in May 2021, a Community Q&A Session in November 2021, and feedback to staff, Planning Commission and Council sent by numerous community members.

The project team continues to encourage members of the public to provide comments to the City's elected and appointed officials and the project team. Public comment may be made at all Council meetings under *Items from the Audience*, and via email directly to the Council or Planning staff at any time. The project team is working to schedule a Community Open House in May 2022 to introduce the draft Station Area Plan, Comprehensive Plan amendments, Planned Action Ordinance, and Zoning Code amendments to the community. The Open House will be geared towards helping the community understand what the documents contain, how to navigate through them, and how best to engage with the legislative process anticipated to begin in June.

ADOPTION TIMELINE

The City began work on the Station Area Plan in 2019. With input from the community, and elected and appointed officials, several phases of the project have been completed. The next phase of the process will be focused on the legislative process to adopt the Station Area Plan deliverables. This legislative work was originally scheduled to occur in 2021, with adoption

projected by June 2021. That planned adoption has been extended by over a year to allow for additional due diligence, including supplemental transportation analysis, Fiscal Impacts and Community Benefits Analysis, and more community feedback.

Work in 2022 will be divided into two phases to ensure adequate time for the community and appointed/elected officials to consider important community benefits and urban design components for each phase.

- **Phase 1**, with anticipated completion in June 2022, will include:
  - Adoption of the following guiding documents for the entire Station Area (Station Area Plan, Comprehensive Plan, Planned Action Ordinance, Design Guidelines)
  - Specific rezones and Zoning Code amendments will be limited to the Commercial Mixed-Use District that is closest to the highway interchange.
- **Phase 2**, with anticipated completion later in 2022, will include:
  - Specific rezones and Zoning Code amendments for the perimeter areas. This allows more time to consider how these districts of the Station Area can be successfully integrated into neighborhoods closer to existing low-density edges of the Station Area.

Phase 1 work includes two joint Planning Commission and City Council meetings on April 26 and May 12, a community workshop (date TBD), a public hearing in early June, and Council adoption in late June. Another series of public meetings and community outreach will be held in Phase 2. The April 5, 2022 City Council memo included information about potential development agreements in the Station Area, and the City's engagement with Google to negotiate a potential development agreement for the Lee Johnson site. A development agreement could be entered into contingent on approval of the zoning, or after Phase 1 zoning is adopted. A development agreement requires a public hearing and City Council adoption.

During the legislative process, within the bounds of the Preferred Plan Direction established by the City Council and guided by community input, the Planning Commission will study and recommend policies and regulations to guide future transit-oriented redevelopment of the Station Area and ensure that redevelopment aligns with the vision. Prior to making their recommendation, the Planning Commission will conduct a public hearing and consider all public comment on the proposal. The final adoption of the Station Area Plan will be by City Council.

NEXT STEPS

The April 26 joint City Council and Planning Commission work session is the first of two extended sessions to allow detailed discussion of draft Station Area concepts and documents prior to a Planning Commission Hearing. The next joint work session will be May 12, 2022. The Planning Commission public hearing and Council adoption are anticipated in June, 2022.

ATTACHMENTS

1. Form-based Code and Sustainability Policy Summaries, prepared by Mithun, dated April 15, 2022
2. Transit Travel Time and Person Trip Analysis Report, prepared by Fehr & Peers, dated April 20, 2022
3. In-progress Draft: Parks & Open Space Issue Paper

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To:	Allison Zike, City of Kirkland	**Date:**	4/21/2022
		Project #:	1930000
From:	Brad Barnett, Mithun	**Project:**	NE 85th St BRT Station Area Plan
cc:			
Re:	Form Based Code and Sustainability Policy Summaries		

Form Based Code Policy Summary

Background
In December 2021, City Council voted to confirm the Preferred Plan Direction. Implementation of the vision established in the Preferred Plan Direction and forthcoming NE 85th Street Station Subarea Plan requires a comprehensive set of regulations and supporting design guidelines. This form-based code is intended to facilitate development in the Station Area with clear and predictable standards that support transit-supportive development intensities in a high quality, pedestrian-oriented built environment.

Form-based Codes Overview
Form-based codes are an approach to land use regulation that focuses on physical form as a primary element of zoning. Conventional zoning evolved with a focus on the separation of land uses, and over time has adapted to take on more complex topics like building height, massing, and other elements of physical form. This can create zoning codes that have unpredictable outcomes, do not achieve the character desired by the community, and which become complex to administer.

By contrast, form-based codes are organized around the desired physical character of future development with graphic, clear illustrations. This focus on physical form can result in future development that better matches the desired character of an area. One key aspect of form-based codes is that they can better link private development to the character of adjacent development and public spaces, creating a more seamless, inviting public realm.

NE 85th Street Form-based Code
The form-based code for NE 85th St Station Area Plan will be applied to a subset of the larger study area (see Figure 1). City staff and the consultant team are developing the code in a phased approach, beginning with the Commercial Mixed Use district and associated elements, and continuing to the additional districts later in 2022. This code is organized into four sections:

- **Regulating Districts** define primary features of overall building form, including lot parameters, massing, height, and permitted uses. A regulating plan (Figure 1) defines the regulating district designation and allowed height for each parcel. These regulating districts are established on the Kirkland Zoning Map and in the code. An example of the Commercial Mixed Use district is shown in Figure 3.
- **Frontage Types** establish design regulations for private property frontages, including the required front setback and building base. Eligible frontage types are determined based on the adjacent street type for a subject property. See Figure 4 for examples of frontage types.

- **Street Types** set the design intent for specific segments of public ROW, including functional classification, prioritized transportation modes, sidewalk and bikeway facility dimensions, and expected streetscape amenities like trees, planting, hardscape, and street furnishings. An example of a street type is shown in Figure 5.
- **Districtwide Standards** (shown in Figure 6) apply across the subarea, and include overall transitions, parking, plazas and public spaces, and landscaping and open space.

An illustration of how each of these sections contributes to the physical built environment is shown in Figure 2. To use the code, an applicant would first identify the applicable regulating district for their property. Based on the street type designation for the parcel frontage, the applicant would then have a set of eligible frontage types to choose from, as well as an understanding of the requirements for any improvements to the public right of way.

Next Steps

City staff and consultant team will continue to refine the form-based code in coordination with other elements of the Station Area Plan, with an estimated completion date for the initial phase in June 2022.

Figure 1. Form-based Code Study Area and Regulating Plan

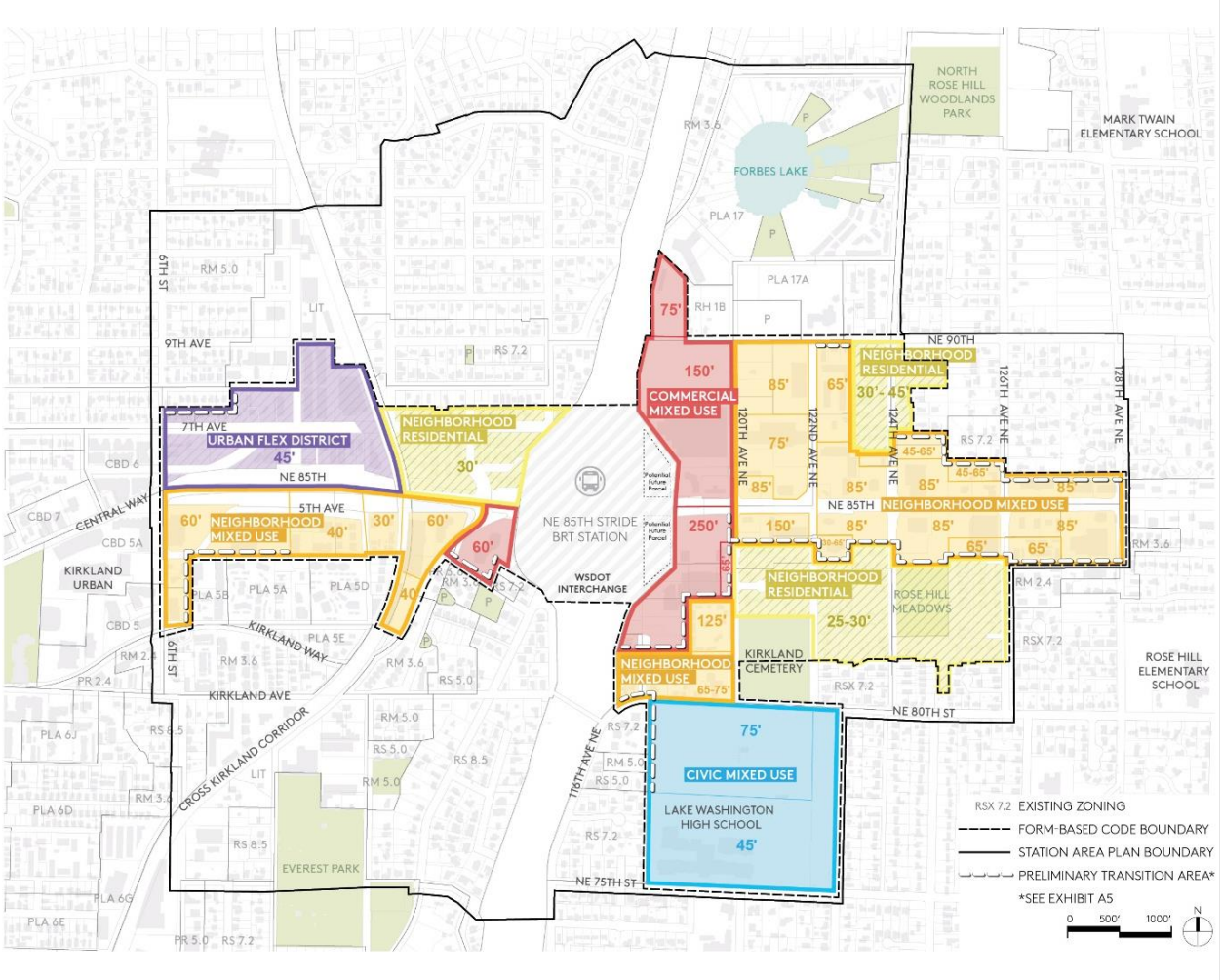
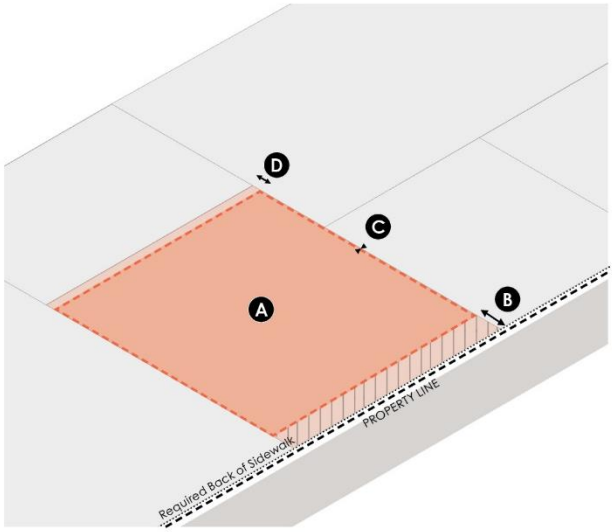


Figure 2. Form-based Code Elements

Figure 3. Regulating District Example

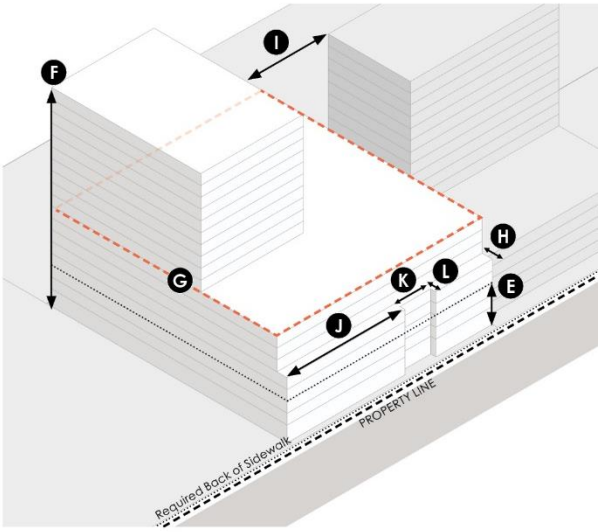
REGULATING DISTRICTS : COMMERCIAL MIXED USE



LOT COVERAGE AND SETBACKS

	Permitted Uses	
	General Permitted Uses	Commercial, Institutional
	Lot Coverage	
A	Max Lot Coverage *	90%
	Required Yards	
B	Front	Refer to Frontage Types
C	Side	0' Min
D	Rear	5' Min

** Lot coverage as shown does not represent intended building placement or setbacks.*

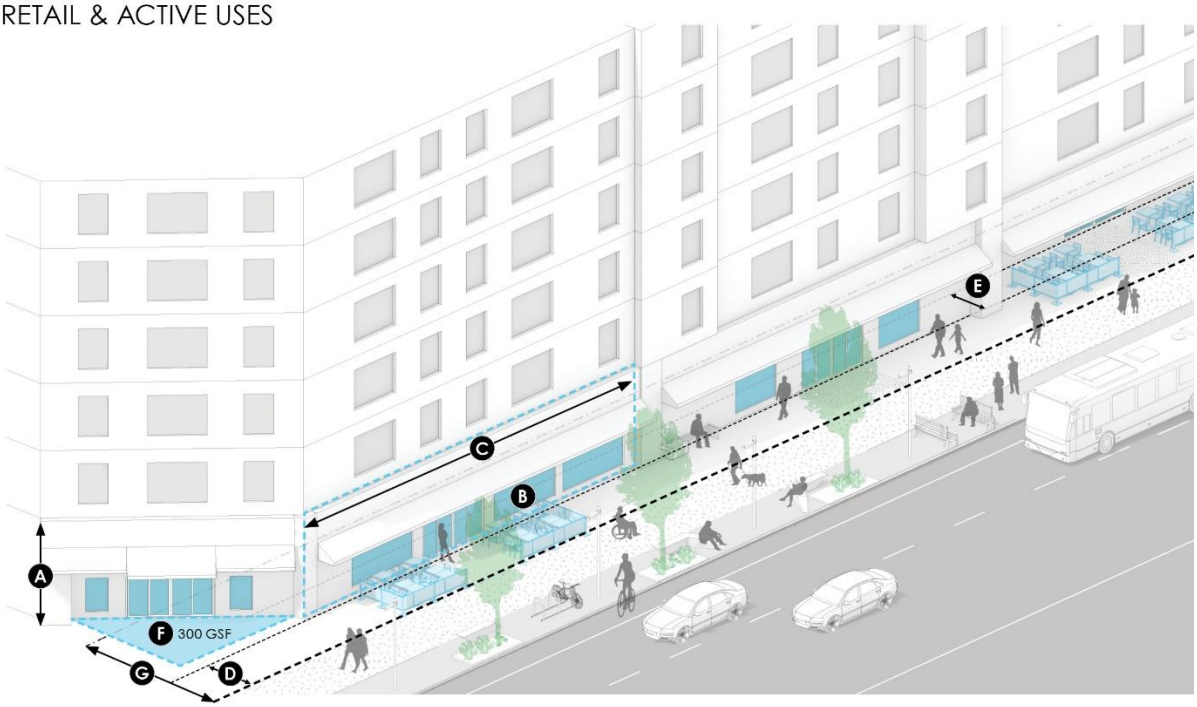


MASSING AND DEVELOPMENT DENSITY

	Height and Floor Area	
E	Base Maximum Allowed Height	Refer to Regulating Plan
F	Bonus Maximum Allowed Height	Refer to Regulating Plan
G	Maximum Floor Plate (per building)	Between 45'-75': 35,000 GSF Between 75'-125': 25,000 GSF Above 125': 20,000 GSF
	Setbacks and Tower Separation	
H	Upper Story Street Setbacks	At 75': 15' setback At 125': 30' setback
I	Tower Separation	60'
J	Maximum Facade Width	160'
K	Minimum Facade Break Width	15'
L	Minimum Facade Break Depth	5'

Figure 4. Frontage Types Example

RETAIL & ACTIVE USES

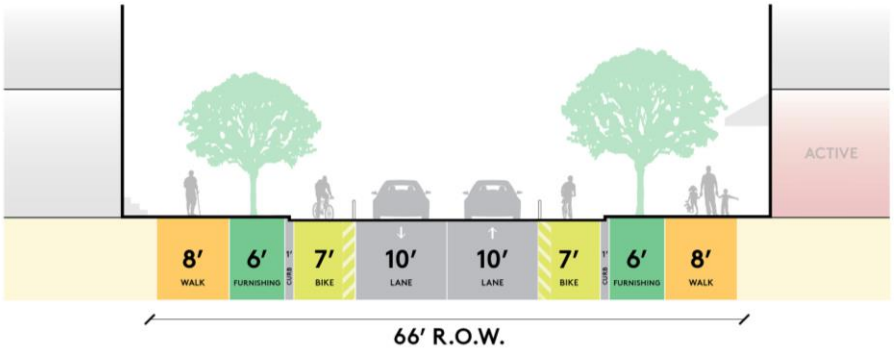


GROUND FLOOR DESIGN AND ENTRY		
	Ground Floor Design	
A	Minimum Street Level Story Height	15'
B	Facade Transparency	75%
C	Max Street Level Facade Width	65'
	Entrances	
	Location	Required on primary street-facing frontage
	Entry Transparency	80%

PUBLIC REALM		
	Public Realm	
D	Front Setbacks (Min, Max)	0',15'
E	Sidewalk Cafes/ Amenity Zone	Min depth 7', up to 10' additional setback allowed
F	Corner Design	300 GSF required within property line at corners where two intersecting streets are a combination of major thoroughfare, main street, or neighborhood mixed use
G	Ground Floor Parking Setback	25'

Figure 5. Street Types Example

NEIGHBORHOOD MIXED USE STREET



Description

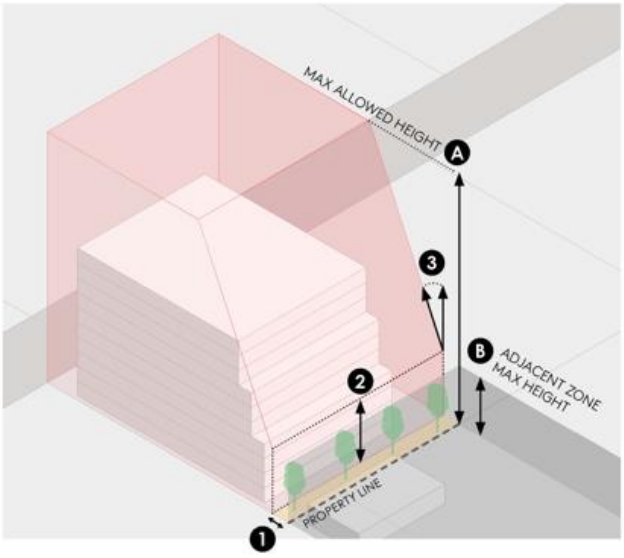
Neighborhood mixed use streets have low to mid-intensity commercial and residential, with occasional active ground floors. With generally lower vehicular volume than major thoroughfares, these streets require careful balancing among modes and should include wider sidewalks, buffered bike facilities, and narrower travel lanes.

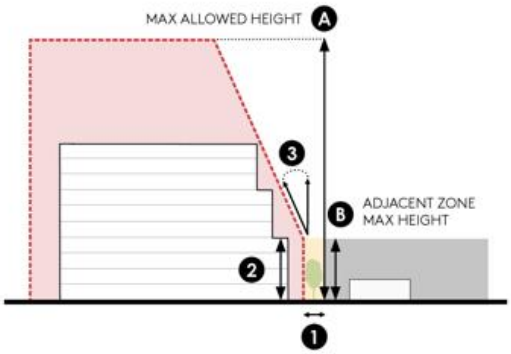
Permitted Frontage Types

URBAN STREET EDGE	RETAIL & ACTIVE USES	RESIDENTIAL STOOP/PORCH	PLAZA/ PUBLIC SPACE	PRIVATE YARD
Permitted	Permitted	Permitted	Permitted	Permitted

Functional Classes	Neighborhood Access
Adjacent Land Uses	Low to mid-intensity commercial, residential, and occasional active ground-level uses, civic and urban flex uses

Figure 6. Transitions Example





TRANSITIONS		
Applicability	A B	Transitions are required if the **allowed maximum height for the subject parcel** is greater than 30' above the **maximum allowed height for any adjacent parcel.**
Requirement	1	Create a vertical plane 15' away from and parallel to the common lot line.
	2	Establish a maximum height of the vertical plane that is equal to the midpoint grade elevation plus the maximum allowed height for the zone of the adjoining property.
	3	From the top of this vertical plane, extend a sky exposure plane at an angle of 25 degrees to the maximum allowed height of the subject property zone.

Sustainability Policy Summary

Background

The City of Kirkland is a long-standing participant in the K4C King County Cities Climate Collaboration, supporting local action and regional coordination and adopted the Sustainability Master Plan in December 2020. Kirkland's High Performance Building Standards (KZC 115.62), adopted in April 2022, establish a strong foundation and common set of guidelines for specific zones within the City. These Performance Standards support reduced per capita transportation emissions, lower water consumption, and embodied carbon reductions from developments.

The purpose of planning for Sustainability is to advance the City's objectives and Sustainability Master Plan with the Station Area as a demonstration district that maximizes opportunity for innovation and community benefit around climate action, resilience, and quality of life. The scale and unique opportunities of a mixed-use, transit-oriented district at the NE 85th BRT station provide a tangible way to move the needle on the City's broad sustainability and resilience goals. The adopted Preferred Plan Direction includes 2044 growth expectations estimated at approximately 6.2 million gsf of commercial space and 5.0 million gsf residential space and was evaluated in the Fiscal Impact and Community Benefits (FICB) study. At this milestone, Council also approved the Community Benefits Policy Framework, and expressed support for pursuing sustainability goals including green infrastructure strategies and multi-benefit projects, development requirements and incentives, and partnerships.

Sustainable buildings and highly visible ecological systems are embedded in the Council approved Preferred Plan Direction vision statement which states:

"The Station Area is a thriving, new walkable urban center with high tech and family wage jobs, plentiful affordable housing, sustainable buildings, and shops, and restaurants linked by transit.

The vibrant, mixed-use environment is a model of innovation. With an outstanding quality of life and unmatched mobility choices, the Station Area is eco-friendly, a place to connect, and deeply rooted in the history of the land, the people, and the culture of this special crossroads in Kirkland.

The highly visible integration of ecological systems within an urban setting set the Station Area apart while tying the unique sub-area districts together with existing open space and active living opportunities."

Like the City's approach, sustainability is woven throughout the Station Area Planning effort. Many sustainability co-benefits will accrue through the fundamentals of a mixed-use, transit-oriented district represented in the Station Area Plan. Some examples of strategies already embedded in the plan that will support Sustainability benefits include:

- **Jobs and Housing Opportunities –** Currently, Kirkland has significantly more housing than jobs, and many people who work in Kirkland cannot afford to live here. This jobs / housing imbalance creates both sustainability and resiliency challenges. The large number of commuters increases VMT, and the lack of affordable housing makes it difficult for essential workers to reach their jobs. The proposed zoning amendments in the Station Area Plan will help address the citywide jobs/ housing imbalance and can reduce the need for commuting.

- **Mobility and Active Transportation –** The planned mobility and active transportation projects and programs will be essential to achieving VMT reduction and climate goals. These include a suite of actions including access to the BRT station, multi-modal streets, transportation demand management strategies, and specific improvements.

- **NE 120th Main Street –** NE 120th is an important, pedestrian friendly main street for the Station Area with active ground floors and is also envisioned as a green street with plantings which could serve as a habitat corridor and stormwater management feature. These improvements help to strengthen bike and pedestrian connections between Lake Washington High School and Forbes Lake, a valuable open space asset to leverage for ecological and community benefit.

- **Forbes Lake Park –** Forbes Lake is an important existing open space and habitat asset. Investments including an enhanced wetland buffers could help address phosphorous levels in this salmon bearing water body. A proposed boardwalk and potential acquisitions could expand open space access in this area.

- **Green midblock connections –** These midblock easements are envisioned to help break down large blocks and parcels to a more pedestrian friendly scale. They provide valuable opportunities for stormwater conveyance and treatment and could also provide opportunities for public private partnerships that would allow the city to treat stormwater from the public ROW on private land.

Beyond these fundamental strategies that have Sustainability co-benefits, Council instructed the Station Area planning team to explore additional strategies to ensure that new development maximizes community benefit, including sustainability measures, for Kirkland's existing residents and employees and new members of the community. At the request of City Council, these sustainability strategies focus on best-in-class opportunities in the City's two priority innovation areas for the Station Area: Ecosystems / Green Infrastructure and Energy / Decarbonization.

Planning for Sustainability Overview

Sustainability goals can be achieved through varied means. For a long-range district plan, it is helpful to establish common baseline performance levels and future targets, provide context and a framework for action, and support that with a roadmap including priority strategies and technical resources. These can take many different forms but should be created to support policy as well as implementation, addressing the wide range of actors that influence the built environment – including multiple fields across public, private, non-profit, and institutional sectors.

Station Area Green Innovation Strategies

The approach to developing Green Innovation Strategies for the Station Area includes benchmarking of green incentive programs in peer communities and within the region; a state of the market summary and how sustainability expectations will change during the 2044 plan horizon; a planning level pre-feasibility screening and analysis of strategies that are well suited to the Station Area's context and planned growth; costing and economic analysis; and coordination with City departments and programs as well as other Station Area implementation tools and deliverables.

As an outcome of these efforts, the planning team is developing a Green Innovation Strategies document for the Station Area. The Green Innovation Strategies document provides depth in three Innovation topics: 1. Building Performance, 2. Energy / Decarbonization, which address both 'Energy Supply + Emissions' and 'Building + Infrastructure' sections from the SMP; and 3. Ecosystems / Green Infrastructure which addresses goals set in the 'Natural Environment + Ecosystem' section of the SMP. The document will be organized in two primary sections: A. Goals and Framework; and B. Toolkit. An Introduction will also set the background, purpose, applicability, and relationship to other guidelines.

A. **Goals and Framework** will establish the policy context including the relevance of city-wide goals and targets and will set specific area goals. It will include a Station Area Framework that provides place-based context, highlights opportunities for developments and other partners to best align with policies and targets and identifies "beyond the building/site" strategies that are practical for developments to participate in and should not be precluded. The Framework will also identify 'Stretch' strategies to ensure that the Station Area Plan is futureproofed as much as possible and allows for future innovations that may not currently be common.

B. **The Toolkit** will provide resources and guidance to support implementation of the Goals and Framework. It will include baseline performance requirements and potential incentives for developments, along with criteria for performance as well as design, construction, and operations best practices.

A. Goals and Framework Summary

Goals

The Station Area Plan will include all the Goals from the Sustainability Master Plan. A sampling of these relevant to the Station Area innovation areas is below. Additional overarching Goals and Principles will help achieve these SMP Goals and Targets with a holistic and practical approach. Policy direction on these Goals and Principles includes:

- **Prioritize Multi-Benefit Strategies**: To maximize investment and community benefit, multi-benefit strategies that achieve multiple goals through one intervention should be prioritized. For example, green infrastructure and planting can provide tree canopy/air quality benefit, bioswales to provide stormwater benefit, increases habitat or biodiversity, improves human mental and physical health, and provides resiliency to climate change. It should be noted that water plays into Ecosystem / Green Infrastructure, Energy due to energy needed to deliver water, and Building Performance.

- **Distributed / Shared Infrastructure:** To increase resilience and flexibility, prioritize a more distributed, multi-source approach to infrastructure that is less vulnerable to risk from disruptions and allows for changes over time. Support the shift from centralized large-scale infrastructure, such as centralized energy or stormwater treatment plants, to networks of smaller scale facilities that can be interconnected and shared; also recognizing that this is likely to be a mid- to long-term process.

- **Support Social Resilience**: To align with the City's Welcoming Kirkland Initiative and the Station Area objective of an inclusive district, sustainability strategies should incorporate ways to support social resilience and reduce vulnerability. A neighborhood fabric with

active streetscapes and opportunity for people to see each other on a regular basis is shown to increase resilience, since neighbors are often the defacto 'first responders' in case of emergency. Sustainability strategies should also support a 'just transition' toward resiliency, that reduces historic disproportionate impacts on low-income communities and communities of color and provides equitable access to sustainability benefits.

Sample Sustainability Masterplan Goals and Targets in Innovation Areas

Buildings + Infrastructure

- Goal BI-1 Certify all new construction as High-Performing Green Buildings by 2025
- Goal BI-2 Increase the resilience of the built environment by requiring 50% of new construction to be Certified Net-Zero-Energy by 2025 and 100% of new construction to be certified Net-Zero-Energy by 2030
- Goal BI-4 Reduce water use in buildings by 10% by 2025 and 20% by 2030 as compared to a 2019 baseline

Energy Supply +Emissions

- Goal ES-1 Prioritize community GHG emissions reduction to achieve City Comprehensive Plan and K4C Goals
- Goal ES-2 Ensure that purchased energy is 100% carbon-free by 2030.
    - Actions ES-2.1 Establish a plan to have 100% renewable energy for the community
- Goal ES-3 Add an additional 10 MW of combined individual and community distributive solar by 2030
- Goal ES-5 Reduce emissions of pipeline gas and other fossil fuels from all buildings by 20% by 2025 and 50% by 2030, as compared to a 2017 baseline

Natural Environment + Ecosystem

- Goal EV-1 Protect and enhance the water quality of Kirkland's streams, lakes and wetlands
- Goal EV-2 Protect and enhance Kirkland's watersheds and aquatic habitat conditions
- Goal EV-5 Engage the community in the restoration of at least 500 acres of City-owned natural areas and open space park lands by 2035
- Goal EV-7 Aspire to eliminate the use of synthetic pesticides on City properties by 2025
- Goal EV-8 Ensure that all residents have access to healthy parks and open space within a 10-minute walk
- Goal EV-10 Examine trends in canopy gain or loss, identify priorities for meeting the overall goal of citywide 40% tree canopy cover goal by 2026 and develop strategies to manage Kirkland's urban forest resource for optimal health, climate resiliency and social equity

Framework

A 'Future Ready' district framework for the Station Area will provide place-based context and identify opportunities for development to best align with Citywide SMP and the Station Area policies and performance targets. This framework will help inform reasonable performance standards and incentives for developments. It will identify "beyond the building/site" strategies that are practical for developments to participate in or contribute to and should not be precluded through other form-based code or development standards. The Framework will also identify 'Stretch' strategies. Sustainability in the built environment is a fast-moving field, with new innovations and technologies constantly in development. These 'Stretch' strategies require more coordination than can be realized in a short time frame, and recommendations for next steps, further refinement, potential partnerships, and coordination will be provided.

Building Performance

There is a fairly high market expectation throughout the region for building performance, and it has increased over the past several years, with global third-party certification protocols like LEED and local protocols like Built Green becoming quite common. This shift was recognized in Kirkland's High Performance Building Standards that better align with the market trends. The Architecture, Engineering, Consulting, and Contracting sectors are well equipped to deliver. Multiple jurisdictions in our region also have requirements or incentives for building performance which range from third party protocols to customized standards. Developers in the region are generally quite savvy and aligning the Green Innovation Strategies with those of neighboring geographies will help support a competitive position in the regional real estate market.

Ecosystems / Green Infrastructure

Context

The subarea has glacial geology with kettles and moraines and includes substantial rolling hills and topography. It is comprised of two watersheds: the Forbes Creek watershed and the Moss Bay watershed. The Forbes Creek watershed is a salmon bearing habitat. It also includes dense areas of existing vegetation interspersed through neighborhoods. This vegetation primarily exists in an urban matrix consisting of both patches and disconnected corridors. These patches and corridors are made up of layered vegetation including tree canopy and understory planting which supports structural habitat that provides for food, forage, and shelter for mammals, birds, and insects. Three of these are of particular significance: a woodland corridor at NE 85th St between 6th St and NE 114th Ave, a riparian corridor that includes Everest Park, and the wetlands and associated lands surrounding Forbes Lake. See Figure 7. Station Area Ecological Context.

Opportunities

To support the goals of enhancing urban ecology, biological diversity, and tree canopy within the station area, and build on the City's existing urban forestry plan, existing patches and corridors could be protected, while filling in the gaps between them. Integrated green infrastructure could support habitat and ecological function, leveraging new buildings, sites, frontages, open spaces, and streets. Existing stormwater regulations and standards offer a strong foundation to support ecosystems; however, there are gaps that can reduce participation of developments. There is an opportunity to support more stringent water quality standards and biodiversity by considering amending infeasibility criteria and providing other incentives, that would also anticipate future regulations addressing water quality pollutants (such as metals, 6PPD quinone, and phosphorus) and permit drivers to retrofit existing development.

"Beyond the Site" opportunities include contribution to district-priority tree canopy and habitat corridors; and to stream health by methods such as daylighting portions of piped streams. Stretch strategies for additional consideration include shared and distributed systems, like blue streets or purple pipes, and should be studied further. Some areas have been identified for continued exploration by City departments and collaboration with partner organizations or local utilities. Widespread adoption of water recycling would be facilitated by installation of district purple pipe as the city performs ongoing maintenance on public streets. Public Works should continue conversations with City Council, King County, and water retailers regarding the financial implications of this shift.

Energy / Decarbonization

Context

Energy use in the built environment is a major driver of climate change-related emissions. The concept of Embodied Carbon refers to emissions that occur during the manufacture, transport, construction, and operations of a building or facility. There is significant movement within the building industry towards decarbonization including construction and building materials, as well as building operation. Regionally, the K4C King County Cities Climate Collaboration and Shift Zero advocacy alliance are examples of groups sharing technical, policy, and other expertise to scale up action. The building industry is well positioned for construction and building materials reductions, and tools like the Embodied Carbon in Construction Calculator (EC3), are widely known and used today.

Similarly, our region is well positioned for operational reductions. The Washington State Energy Code (WSEC) is one of or the most aggressive in the country with respect to efficiencies, renewable energy production, and low-carbon systems. Strategies should begin to align with the 2021 WSEC direction, which will be voted on this April and will become effective July 1, 2023, as well the SMP target of 80% emissions reduction from baseline by 2050. These strategies should be revisited with adoption of the WSEC to adjust the baseline energy assumptions once the metrics of the WSEC are finalized. Different land and building uses tend to have differing energy use profiles, both in the typical amount of energy needed for operations and in the time of energy demand (called load). Because of the Station Area's planned mixed of uses and relatively compact development pattern, there are unique opportunities to gain efficiencies and balance loads during different times of the day. District energy systems are being used today in Puget Sound by a variety of entities, including institutions like Seattle University or large organizations like SeaTac; and examples of public-private models exist in other places in the U.S. and Canada. See Figure 8 for examples of District Ownership and Operation Types.

Single-occupancy vehicle trips are a significant driver of emissions for the city, and the importance of leveraging the Station Area as a transit-oriented community with potential for vehicle trip reduction should not be understated. This can be achieved through a combination of land use and urban design policies, together with active transportation improvements and demand management (TDM) strategies and programs. These actions and strategies are primarily addressed in other areas of the Station Area Plan and Implementing Codes; however their sustainability co-benefits should be recognized. The team is currently conducting analysis on expected mode splits and share of walk and bike trips along with planned active transportation improvements and potential TDM strategies. This should be considered to help establish mode split targets for the Station Area to advance transportation emissions reductions.

Opportunities

Addressing energy decarbonization in the built environment involves two linked approaches: lowering the demand for energy overall and investing in cleaner sources of energy. In both cases, actions should be taken at the individual building, multi-building, and district scales. "Beyond the Building" opportunities include contribution to community solar and energy storage and microgrids. There is an opportunity to encourage developments to not only design, construct, and certify high performing buildings, but also to explore Stretch strategies for community utilities and participation in distributed, shared systems that move towards "5th Generation" systems that move away from centralized, high temperature plants to distributed, multi-source, more efficient

energy systems (see Figure 9). Resilience Hubs are an opportunity for multi-benefit projects – these are community-serving facilities augmented to support residents, coordinate communication, distribute resources, and reduce emissions, and often are equipped with battery backup or other emergency power sources to serve as a hub in case of a disaster (see Figure 10), that are a multi-benefit strategy and partnership opportunity.

Stretch strategies for additional consideration include District and Shared Thermal and Low-Carbon systems. Additional technical guidance on how to contribute to district energy opportunities could help increase developer participation. This could take the form of a task force assembled by the city to provide technical support to developers considering district energy contributions, or the issuance of RFPs for partnerships on discrete strategies. When utility or street improvements are planned, it is an opportune time to evaluate the potential for installation of shared thermal system infrastructure components such as thermal storage, ambient loop systems, group coupling, and waste heat recovery including sewer heat recovery. The City and local utilities should also consider a study of the implications of requiring all electric buildings on the grid.

B. Toolkit Summary

As a resource and guidance toolkit to enable implementation of policies and goals, the Toolkit will be geared toward developments and will identify Baseline requirements and Potential Incentives, as well as provide criteria for performance as well as design, construction, and operations best practices.

Baseline requirements build on Kirkland's Existing High Performance Building Standards and will be informed by a side-by-side strategies evaluation, market expectations, and economic analysis. They will include third-party protocol certification levels appropriate to different development types to help achieve broad sustainability and energy goals. This will provide additional detail beyond KZC 115.62, specific to the planned mix of uses, intensities, and form within the NE 85th Street BRT Station Area. Based on models in other jurisdictions in the region, they will also include a Green Factor criteria, which is intended to encourage publicly visible green spaces and high-quality habitat. Green Factor programs in Seattle, Bellevue, and Denver have shown a high rate of success in improving ecosystem function of landscapes in the ROW and incentivizing publicly visible green spaces. It is structured as a score-based code requirement based on the amount, type, and quality of site improvements and landscaping in a proposed development. Recognizing the imperative for decarbonization, baseline requirements will support energy efficiency, on-site renewable energy production (such as rooftop solar), and embodied carbon assessments. Baseline requirements will also include strategies that require low private investment but provide high public value and may function better with widespread adoption, such as planning for construction materials diversion.

Incentive strategies go above and beyond baseline requirements to achieve greater ecosystem value, decarbonization, energy, or building performance. Because of the potential additional investment or coordination involved, these strategies should be incentivized to promote market adoption. Potential incentives will be recommended in tiers of benefit or difficulty and will be calibrated as part of the Zoning Amendments, in parallel with the Station Area Plan and Form Based Code. Types of incentives will be identified and evaluated, for example, expedited permitting or additional height or development capacity. It is important to note that incentives may hold a range of values, and implementation considerations like construction type and development models will also be part of the evaluation. For example, a bonus should not ideally

cause the maximum allowable building height to cross over from mid-rise to high-rise construction types. Strategies that will be evaluated for potential incentives include higher-level performance with third-party protocol certifications, higher Green Factor performance, and renewable energy production; contribution to district-priority ecosystems like tree canopy, habitat, and streams; contribution to community solar and resilience hubs; and Lifecycle Carbon assessments and limits for developments.

Next Steps

The Green Innovation Strategies will be developed further through technical recommendations and vetted through City staff and department coordination. The team is conducting a comparison study of green building protocols and sustainability strategies, including Living Building Challenge, LEED, Built Green, and SalmonSafe, for multifamily mixed-use and commercial projects. The Green Factor criteria is being calibrated based on the experience of regional systems, operations and maintenance considerations, and to align with the Form Based Code and coordinated with existing stormwater and street planting requirements. After evaluating the rough order of magnitude soft and hard costs for prototypical projects, and including in economic analysis, recommended required (base) and incentive protocols, levels, and strategies and applicability will be presented for consideration in the Draft Green Innovation Strategy document and coordinated with the Draft Station Area Plan, Form Based Code and Zoning Amendments.

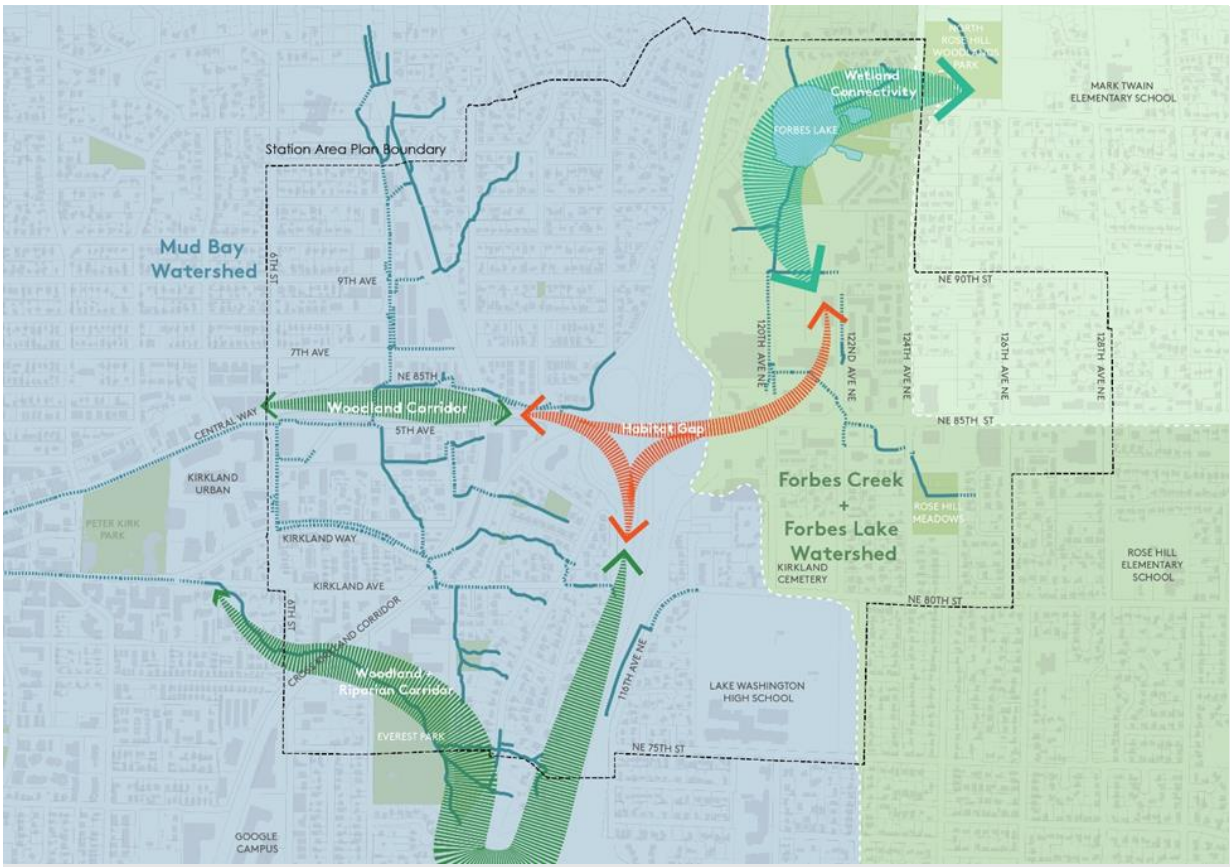


Figure 7. Station Area Ecological Context

Source: Mithun, Herrera

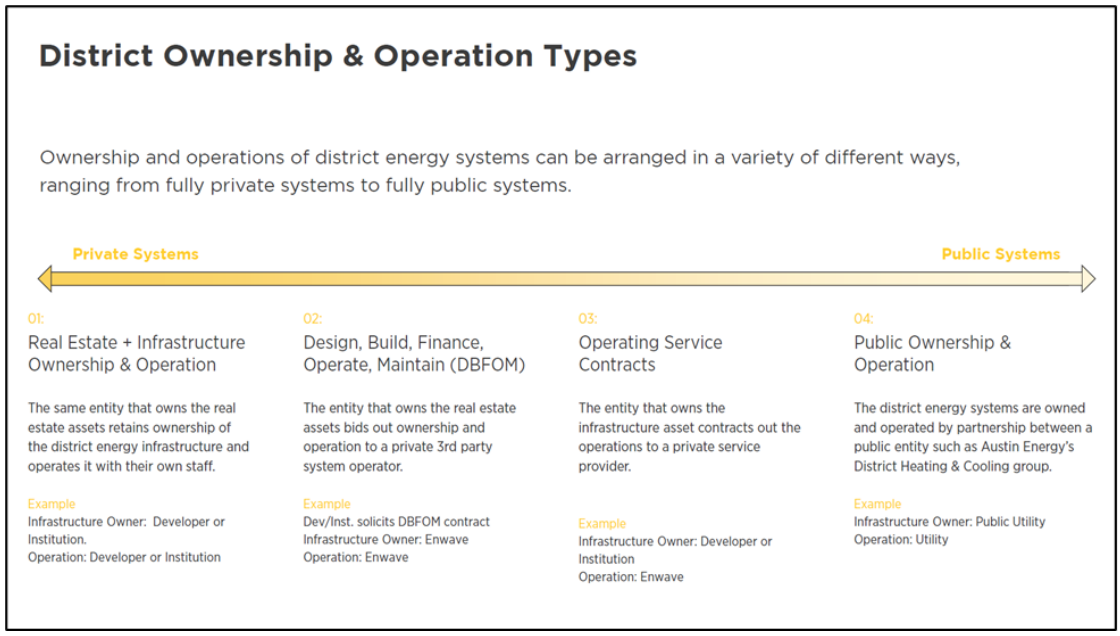


Figure 8. District Energy Ownership and Operation Types

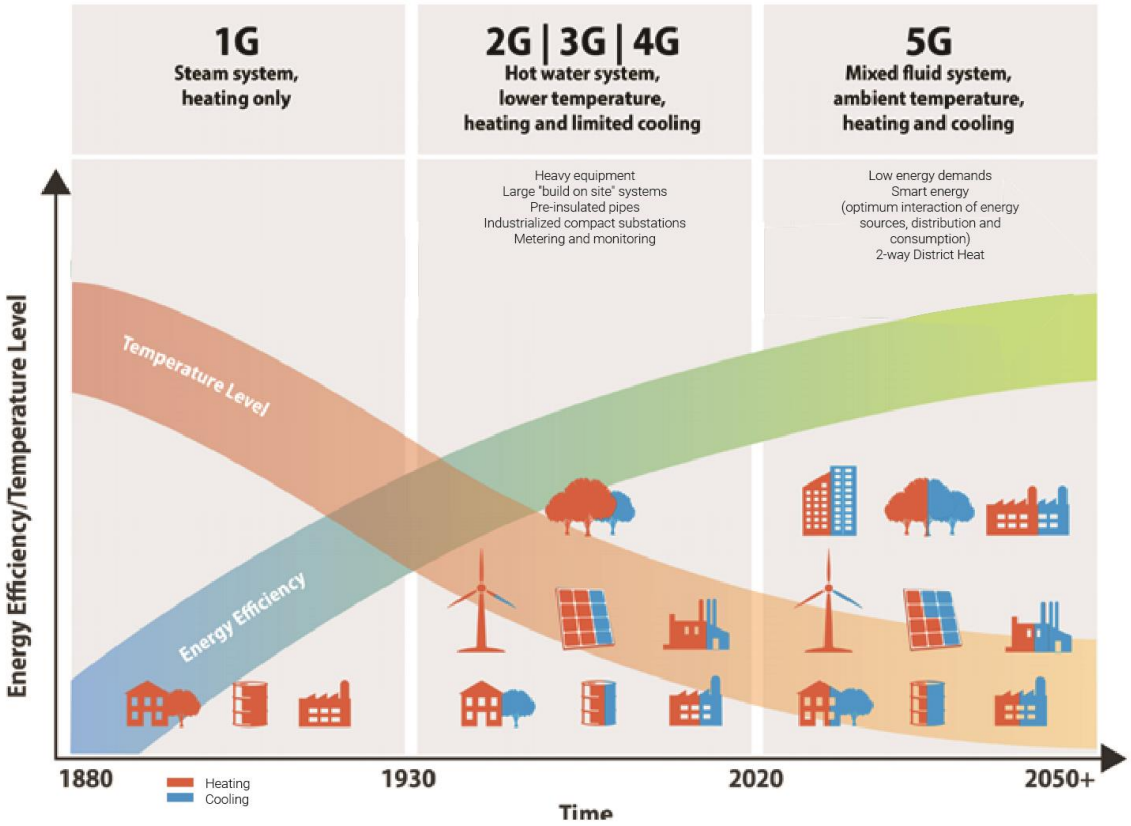


Figure 9. Fifth Generation Energy Systems

Figure 10. Resilience Hubs

Source: Urban Sustainability Directors Network

FEHR PEERS

Memorandum

Date: April 20, 2022

To: Victoria Kovacs, City of Kirkland

CC: Erin Ishizaki, Mithun

From: Jeff Pierson and Kendra Breiland, Fehr & Peers

Subject: NE 85th St SAP – Transit Travel Time and Person Trip Analysis

SE20-0719

This memorandum presents the results of additional analysis requested by the City of Kirkland for the Preferred Alternative for the NE 85th St Station Area Plan.

Transit Time Analysis

Transit travel times within the NE 85th St Station Area were estimated using a combination of data from Google Maps and the existing and future year intersection operations analysis results. Two different routes were evaluated to estimate how travel times for transit vehicles might change from existing conditions to 2044 conditions under the 2044 Preferred Alternative for the Station Area Plan. The two routes are:

- Along NE 85th St between 128th Ave NE and 6th St (Route 250)
- Along NE 85th St and 124th Ave NE between NE 90th St and 6th St (Route 239 and K Line)

The existing range of travel times between these origins and destinations was estimated using historical travel time data from Google Maps for a Tuesday afternoon around 5pm. **Table 1** shows the range, distance, and estimated averaged speeds for each section. These speed estimates are consistent with the data collected as part of Metro's Speed and Reliability Study for the K Line which showed speeds in this corridor ranging from less than 10mph to 20mph.

Table 1. Existing Travel Time Estimates

Transit Route	Direction	Distance	Travel Time	Average Speed
250	Westbound	1.4 miles	5 to 10 minutes	8 to 17 mph
250	Eastbound	1.4 miles	5 to 8 minutes	11 to 17 mph
239 / K Line	Westbound	1.3 miles	5 to 9 minutes	9 to 16 mph
239 / K Line	Eastbound	1.3 miles	5 to 9 minutes	9 to 16 mph

Source: Fehr & Peers.

For the 2044 Preferred Alternative, the change in travel time was calculated using the average delay per movement from the intersection Level of Service (LOS) results for the existing year and future year scenarios at the following locations:

- NE 85th St / 6th St
- NE 85th St / Kirkland Way
- NE 85th St / 120th Ave NE
- NE 85th St / 124th Ave NE
- NE 85th St / 128th Ave NE
- NE 90th St / 124th Ave NE

The additional travel time for transit vehicles through the new interchange at I-405 is assumed to be negligible since transit has dedicated right-of-way. The differences in delay for each of the movements along the transit routes were added to the existing travel time estimates in Table 1. As shown in **Table 2**, the travel times increase by approximately 1 to 2 minutes for each section.

Table 2. 2044 Alternative B (Preferred) Travel Time Estimates

Transit Route	Direction	Distance	Travel Time	Average Speed
250	Westbound	1.4	7 to 12 minutes	7 to 12 mph
250	Eastbound	1.4	6 to 9 minutes	9 to 14 mph
239 / K Line	Westbound	1.3	7 to 11 minutes	7 to 11 mph
239 / K Line	Eastbound	1.3	6 to 10 minutes	8 to 13 mph

Source: Fehr & Peers.

These estimates assume the proposed intersection mitigations at the intersections of NE 85th St / 120th Ave NE and NE 90th St / 124th Ave NE which reduce the overall vehicular delay and also accommodate transit vehicles travelling through the study area. Beyond these mitigations, no additional changes are recommended to specially accommodate transit since right-of-way along

the corridor is limited and converting general purpose travel lanes to transit-only lanes significantly increase congestion for all vehicles, including the transit.

Mode Share

The number of person trips and modal percentages for each quadrant of the study area were estimated using information from the Bellevue-Kirkland-Redmond (BKR) travel demand model and the Puget Sound Regional Council (PSRC) regional travel demand model. The initial number of PM peak hour vehicle trip generated by the project were calculated using Fehr & Peers' MainStreet tool, which incorporates built environment variables to better reflect trip generation rates in dense urban areas compared with standard rates from the ITE Trip Generation Manual. The BKR model was used to estimate the number of transit trips and the PSRC model was used to estimate the number of walk and bike trips.

Table 3 and **Table 4** on the next page show the number of person trips and mode splits for 2044 Alternatives A and B. The modal splits between the alternatives are similar with the preferred alternative showing a 1% increase in the mode shares for transit, walk, and bike trips. Overall, the number of vehicle trips (SOV and HOV) increased by 45% while other modes increased by 55% between Alternative A and Alternative B.

Table 5 shows how the number of person trips by mode could shift due to travel demand management (TDM) policies that encourage drivers to shift to alternate modes. Based on the TDM strategies identified in Fehr & Peers' October 12th, 2021 Supplemental Transportation Analysis memo, a 13% reduction in vehicle trips was determined to be reasonable based on the policies that will be implemented as part of the subarea plan. The trips are assumed to proportionally shift from SOV and HOV trips to transit, walk, and bike trips.

Table 6 shows the percent change in person trips by quadrant assuming a 13% reduction in SOV and HOV trips between Alternative B with and without the TDM policies. This translates to a 31% increase in the number of transit, walk, and bike trips. **Table 7** shows the absolute change in modal splits with SOV and HOV trips decreasing by7% and 2% respectively and transit and walk/bike trips increasing by 4% and 6% respectively.

Table 3. 2044 Alternative A (No Action) PM Peak Hour Person Trips

Quadrant	SOV	HOV	Transit	Walk/Bike	*Total*
Northwest	830	230	140	240	*1,440*
Northeast	3,920	1,280	700	1,350	*7,250*
Southwest	1,650	460	390	440	*2,940*
Southeast	3,380	1,120	610	1,080	*6,190*
Total	*9,780*	*3,090*	*1,840*	*3,110*	*17,820*
Quadrant	**SOV**	**HOV**	**Transit**	**Walk/Bike**	***Total***
Northwest	57%	16%	10%	17%	*100%*
Northeast	54%	18%	10%	19%	*100%*
Southwest	56%	16%	13%	15%	*100%*
Southeast	55%	18%	10%	17%	*100%*
Total	*55%*	*17%*	*10%*	*17%*	*100%*

Source: Fehr & Peers.

Table 4. 2044 Alternative B (Preferred) PM Peak Hour Person Trips

Quadrant	SOV	HOV	Transit	Walk/Bike	*Total*
Northwest	1,140	330	200	380	*2,050*
Northeast	4,350	1,300	800	1,380	*7,830*
Southwest	2,100	590	500	570	*3,760*
Southeast	6,670	2,060	1,500	2,400	*12,630*
Total	*14,260*	*4,280*	*3,000*	*4,730*	*26,270*
Quadrant	**SOV**	**HOV**	**Transit**	**Walk/Bike**	***Total***
Northwest	56%	16%	10%	19%	*100%*
Northeast	56%	17%	10%	18%	*100%*
Southwest	56%	16%	13%	15%	*100%*
Southeast	53%	16%	12%	19%	*100%*
Total	*54%*	*16%*	*11%*	*18%*	*100%*

Source: Fehr & Peers.

Table 5. 2044 Alternative B (Preferred) with TDM PM Peak Hour Person Trips

Quadrant	SOV	HOV	Transit	Walk/Bike	*Total*
Northwest	990	290	270	510	*2,060*
Northeast	3,780	1,130	1,070	1,840	*7,820*
Southwest	1,830	510	660	760	*3,760*
Southeast	5,800	1,790	1,940	3,100	*12,630*
Total	*12,400*	*3,720*	*3,940*	*6,210*	*26,270*
Quadrant	**SOV**	**HOV**	**Transit**	**Walk/Bike**	***Total***
Northwest	48%	14%	13%	25%	*100%*
Northeast	48%	14%	14%	24%	*100%*
Southwest	49%	14%	18%	20%	*100%*
Southeast	46%	14%	15%	25%	*100%*
Total	*47%*	*14%*	*15%*	*24%*	*100%*

Source: Fehr & Peers.

Table 6. 2044 Alternative B (Preferred) with TDM Percent Change in Person Trips

Quadrant	SOV	HOV	Transit	Walk/Bike	*Total*
Northwest	-13%	-12%	35%	34%	*0%*
Northeast	-13%	-13%	34%	33%	*0%*
Southwest	-13%	-14%	32%	33%	*0%*
Southeast	-13%	-13%	29%	29%	*0%*
Total	*-13%*	*-13%*	*31%*	*31%*	*0%*

Source: Fehr & Peers.

Table 7. 2044 Alternative B (Preferred) with TDM Change in Mode Split

Quadrant	SOV	HOV	Transit	Walk/Bike	*Total*
Northwest	*-8%*	*-2%*	*3%*	*6%*	*0%*
Northeast	*-7%*	*-2%*	*3%*	*6%*	*0%*
Southwest	*-7%*	*-2%*	*4%*	*5%*	*0%*
Southeast	*-7%*	*-2%*	*3%*	*6%*	*0%*
Total	*-7%*	*-2%*	*4%*	*6%*	*0%*

Source: Fehr & Peers.

Issue Paper: Parks and Open Space Options Analysis

Draft – April 21, 2022

Issue Description

As part of the Final SEIS for the 85th Station Area Plan, impacts of increased density on Parks and Open Space were identified. City staff has evaluated these options and has developed preliminary staff recommendations summarized in this Issue Paper for City Council consideration. The purpose of these issue papers is to assist the City Council with balancing any potential new baseline requirements and the incentive options for new development to achieve community benefits, while not discouraging redevelopment.

Background

Policy Context: The Preferred Plan Direction approved by Resolution 5503 at the City Council meeting on December 14, 2021, included the following findings and direction (**emphasis added**):

> *WHEREAS, the comments on the Draft SEIS and planning process from the community included concerns about the impacts of growth and increased density such as …a desire for the plan to help achieve community benefits such as …* ***plentiful parks and recreational spaces****…;*
>
> *WHEREAS, on October 26, 2021, the City published the Fiscal Impacts and Community Benefits Analysis Technical Memo and Appendices, which found that if the City were to select June Alternative B to implement its vision of the Station Area, the City could afford the investments necessary to address increased demand on public services (especially schools,* ***parks/open spaces****, transportation, and utilities), and avoid a reduction in service for existing community members and businesses* ***if*** *the City also adopts a series of policy changes, impact fees, commercial linkage fees, and benefit capture strategies such as Tax Increment Financing, density bonuses, and partnership opportunities;*
>
> *Section 1. The 85th Station Area Plan Preferred Plan Direction, …, and consisting of the following elements is adopted:*
>
> *1. Conceptual Long Range Vision Statement: The Station Area is a thriving, new walkable district with high tech and family wage jobs, plentiful affordable housing, sustainable buildings,* ***park amenities****, and commercial and retail services linked by transit;*

The Final SEIS for the 85th Station Area Plan issued on December 31, 2021 and the Community Benefits framework adopted as part of Resolution 5503, included the following strategies to explore to address the Parks and Open Space needs created by the increased density:

- In addition to park impact fees generated by new development, consider using a portion of general government operating revenues generated by increased density in the Station Area toward Parks and Open Space projects,
- Consider incorporating level of service (LOS) guidelines more appropriate for urban centers, in coordination with the Parks, Recreation and Open Space (PROS) plan,
- Evaluate opportunities for Tax Increment Financing (TIF) to provide funding for qualifying projects serving the Station Area,

- Leverage existing public space and partnerships for shared use agreements,
- Incorporate development requirements and/or bonuses (including publicly accessible amenities on private property),
- Evaluate opportunities to adapt existing public spaces like Forbes Lake, existing right-of-way, and potential surplus interchange right-of-way.

Coordination with the PROS Plan

On a parallel timeline with the Station Area Plan, the Parks and Community Services Department has been updating the PROS plan, both of which are expected to be discussed by the City Council in June 2022. This updated PROS plan will set the strategy for the City's investments and includes elements related to serving the Station Area. As discussed later in the document, the process of funding and executing these projects will be done as part of the existing capital improvement program (CIP) and capital facilities plan (CFP). This section discusses how the PROS Plan and SAP have been coordinated.

The City's current level of service guideline is based on parks and open space investment per capita. This guideline is used in setting Park impact fees on residential development (currently being phased in to generate approximately 45% of the per capita investment). The City does not currently impose impact fees on commercial development.

Urban Parks and Level of Service considerations are expected to be addressed in the PROS Plan as follows:

As Kirkland continues to grow, housing developments are becoming more dense to accommodate the rise in population. This "urban" character is often reflected through taller, more compacted building layouts leaving little if any room for traditional parks or recreational amenities to support the residents. As a result, the city needs to remain cognizant of the importance of open space to continue to support the health and wellness of the residents as well as the vibrancy of the urban setting. This means that the City should think creatively on how to include elements that would support the population within a smaller footprint. Although typical LOS analysis relies heavily on population per acres, an urban development does not lend itself to that model. Rather than acreage, proximity becomes the primary driver for designing park amenities. A strategic approach would be to consider smaller, park-like areas within the development to provide the most immediate and convenient experience for the residents. To supplement these areas, planners should then look to the nearest public park and augment the facilities to also support the growth. Lastly, it is important to take the opportunity to build walking and biking connections from the urban development to other parks in the system.

Pocket-parks and amenity considerations may be small in size but have the potential to support a higher capacity due to proximity alone. Examples include:

- *Linear Parks*
- *Dog Runs*
- *Plazas/Civic Spaces*
- *Playgrounds*
- *Pea-patches*
- *Exercise Stations*
- *Roof-top Gardens*

- *Unprogrammed green space*

The urban park service level guideline should be based on both resident and employee populations:

- *1.5 acres of urban park space / 1,000 residents*
- *1.0 acre of urban park space / 10,000 employees*

Urban parks are smaller than typical suburban parks and can range from under ½ acre to 5 acres.

The typical service area for an urban park is within a 5-10-minute walking distance (or ¼ -½ mile) from nearby offices, retail, and residences.

In addition, the PROS Plan will address the relationship of that document to the Station Area Plan as follows:

The Station Area Plan

With the passage of the 2019-2020 budget, City Council authorized creation of a Station Area Plan associated with the Sound Transit Bus Rapid Transit (BRT) station planned for the I-405/NE 85th Street interchange. The BRT station, anticipated to be operational in 2026, will provide the Station Area with frequent high-capacity transit service to regional destinations and transit connections. In December 2021, with passage of Resolution R-5503, City Council adopted the Preferred Plan Direction for the Station Area, including the following vision.

The Station Area is a thriving, new walkable district with high tech and family wage jobs, plentiful affordable housing, sustainable buildings, park amenities, and commercial and retail services linked by transit.

The resolution also adopted a maximum growth capacity, subject to future private redevelopment under forthcoming Station Area zoning, of up to 8,152 total households and up to 22,751 total jobs in the area. This population growth is likely to impact density or park use, provide opportunities for additional park expansion, and/or added LOS through increased amenities. The Kirkland City Council, in resolution R-5503, mandated:

- *Coordination within this master plan*
- *Consideration of policy changes to LOS*

*The **85th Station Area Plan** provides a unique opportunity to put these alternate approaches into action in the near-term. As noted in the Fiscal Impacts and Community Benefits Study, options to be explored include:*

- *Explore the ability to integrate parks and open space in needed and planned infrastructure investments in the public right-of-way, including street and utility improvements,*
- *Leverage existing spaces by enhancing existing neighborhood parks, open space around Forbes Lake, and the Cross Kirkland Corridor,*
- *Consider the role of school facilities and non-City parks, as well as existing publicly owned parcels (including WSDOT clover leaf space and Taylor Fields,*

- *Expand shared Use agreements to leverage existing park and recreation spaces for public use,*
- *Consider Community Park options that may include supporting the re-design of Peter Kirk Park and renovation of other community parks to increase capacity,*
- *Evaluate development requirements and development bonuses to provide smaller scale publicly accessible open spaces and trail connections.*

Another highlight related to service to the Station Area is included as follows:

Peter Kirk Park and Lee Johnson Field

This showcase park presents an important opportunity to provide service to the entire community. Co-located with the seasonal swimming pool, the Kirkland Teen Union Building (KTUB) and a Peter Kirk Community Center, the [PROS plan] consultants believe the park could best serve the City if it is refreshed and reconfigured to capture the growing capacity needed in this urban core and the community as a whole. A new master plan may suggest that Lee Johnson Field be moved to another location. Potentially, the field could move to Taylor Fields which could be developed as a first-class championship facility with parking and other amenities. A park specific master plan and the narrative of what should be included is one of the highest priorities for the city. The Park needs to be updated to serve the density of the urban core and adapt to the changing character.

It is important to note that any voted measure to fund the redevelopment of Peter Kirk Park would apply to the increased assessed valuation generated by redevelopment in the Station Area, contributing a proportionate share toward this project.

The PROS Plan also identifies specific projects that will service the 85th Station Area, including:

- Forbes Lake Park Development and Connections to 85th St SAP ($7.68 million)
- CKC Enhancements and Future Development ($2.0 million)

In addition, other projects on the list would serve the Station Area, as well as the larger City, such as Community Parks improvements to Everest Park and redevelopment of Peter Kirk Park (as noted above).

Station Area Plan Open Space Element

The Station Area Plan document will provide policy guidance, and representative imagery, that supports the below Parks and Open Space opportunities in the district and will include:

- *Conceptual projects and diagrammatic plans to enhance existing neighborhood parks, including open space around Forbes Lake, and the Cross Kirkland Corridor,*
- *Long-range vision graphics that show integration of enhanced green spaces into other elements of the urban environment through strategies such as mid-block green connections that provide opportunities for landscaping, active and passive recreation, and improved connections to existing parks and open spaces.*
- *Policies that:*
    - *Consider the role of school facilities and non-City parks, as well as existing publicly owned parcels (including WSDOT clover leaf space and Taylor Fields), in helping to provide recreation opportunities,*

- *Leverage public assets and partnerships, including excess WSDOT right-of-way, for open space benefits such as stormwater treatment, natural areas, canopy restoration, and/or sustainable landscape areas.*
- *Support expanding shared use agreements to leverage existing park and recreation spaces for public use, and,*
- *Consider Community Park options that may include supporting the re-design of Peter Kirk Park and renovation of other community parks to increase capacity.*
- *Evaluate development requirements and development bonuses to provide smaller scale publicly accessible open spaces and trail connections.*

Form Based Code/Incentive Zoning

As part of the form-based code, some required provision of privately-owned, publicly accessible spaces for Parks and/or Open Space is anticipated to be required in the draft base requirements for new development for Council's consideration. The Form-based Codes and Design Guidelines will establish the minimum requirements and amenities required for these spaces, and the economic analysis by Habile Consulting is expected to help establish a reasonable baseline for any such requirement. The Parks and Open Space amenities being considered as potential base requirements include:

- Integration of parks and/or open space in needed and planned infrastructure investments in the public right-of-way, including street and utility improvements such as widened landscape strips,
- Public Plazas,
- Publicly accessible open space, and,
- Green mid-block connections that help complete the active transportation network and provide landscape and active or passive recreational amenities.

As part of the form-based code, developer-built amenities are anticipated to be part of the incentive zoning element. Specific amenities being considered include:

- On-site Public Open Space - Plazas: A publicly accessible, continuous open space, predominantly open from above, and designed to relate to the surrounding urban context. Outdoor plazas prioritize pedestrian use and serve as opportunities to activate common space for property tenants and public users;
- On-site Public Open Space - Pocket Park: A publicly accessible, contiguous open space, smaller in scale than Public Open Space Plazas, and designed to provide access to open, green space within an urban context;
- Active Recreation Area (Public): An area that provides active recreational facilities and is open to the general public. Does not include entertainment, cultural, or recreational facilities.
- Enhanced Common Recreational Space (Private): Enhanced common spaces within a residential building of a comparable scale to neighborhood park amenities that provide significant recreational opportunities for residential tenants;
- Linear Park: an open, primarily landscaped, space that is longer than it is wide, and designed to provide public access to open space alongside roads, highways, active frontage corridors, or the CKC. Linear parks should contain overlooks, play equipment, art installations, and/or seating areas when possible.

[Note that the application of these amenities within the incentive zoning framework and results will be integrated into this section as they become available.]

Implementation Consideration

The PROS Plan will inform development of the City's funded Capital Improvement Program (CIP), as well as identify projects for funding in the future. In addition, the CIP will inform the Capital Facilities Plan (CFP) that is incorporated in the City's Comprehensive Plan. Inclusion in the CFP ensures that Park impact fees can be used to fund the capacity-enhancing elements of the identified projects.

In general terms, the City Council sets a framework for funding capital projects with each CIP process. Projects are then scoped and prioritized based on Council direction within available funding. The majority of the Parks and Open Space investments in the Station Area will likely be funded by the City, with the exception of publicly accessible amenities that will be constructed by new development on their property or as part of right-of-way improvements. Private redevelopment in the Station Area will provide funding sources through impact fees (currently charged on residential projects) and through general purpose revenues generated by the new development. In addition, the Station Area Plan also offers the option to form a Tax Increment Area to help fund improvements that are necessary to support redevelopment via Tax Increment Financing (TIF). Park and Open Space projects will be evaluated for eligibility for funding using this tool.

In brief, Tax Increment Financing (TIF) is a tool approved for use in Washington in the last legislative session (HB 1189). TIF allows a jurisdiction to capture the future value of public investments and catalyze growth, by designating a geographic area in which public investment is needed and issuing bonds against a likely increase in assessed values catalyzed by those investments. This tool may be a good opportunity for the Station Area as improvements that are the best fit for a TIF are ones that are unlikely to happen through typical CIP, critical to make desired development possible, and ideally can provide multiple benefits. The City issued a request for proposals late last year and selected Stowe Development Strategies to provide analysis and expertise to evaluate the use of TIF in the Station Area. The work is being done in two steps. The first is currently underway and will develop a TIF Strategy to identify targeted public improvements as well as the TIF area boundary and potential revenue. The City's priority for targeted public improvements are multi-benefit projects that are unlikely to be funded through the CIP, especially related to Open Space, Parks, Green Infrastructure, and Active Transportation. This work is expected to be completed during 2Q 2022.

Once a TIF area and candidate projects are identified, the second phase is to develop the TIF Project Implementation Study and Report and support the public process that is defined in the statutory authority. If projects are identified to begin in the next couple of years, this process would take place over about a 9-month window to have the TIF established by June 1, 2023.

Preliminary Staff Recommendations – [to be filled in upon completion of the economic analysis]

Reference Materials

- Fiscal Impacts & Community Benefits Analysis
- Community Benefits Strategy Framework (Preferred Plan Direction)
- Final SEIS