



City of Kirkland
Planning and Building
123 Fifth Avenue, Kirkland, WA 98033
425-587-3600 | www.kirklandwa.gov

MEMORANDUM

To: Planning Commission

From: Lindsay Levine, AICP, Senior Planner
Scott Guter, AICP, Senior Planner
Allison Zike, AICP, Deputy Planning & Building Director
Adam Weinstein, AICP, Planning & Building Director

Date: December 5, 2023

Subject: **2044 COMPREHENSIVE PLAN UPDATE BRIEFING – UTILITIES, PUBLIC SERVICES, & CAPITAL FACILITIES ELEMENTS**

Recommendation

Receive a briefing on the 2044 Comprehensive Plan update process as it relates to updates to the Utilities, Public Services, and Capital Facilities Elements. Staff has grouped these elements together because the policies therein are interconnected and complementary to each other. The Planning Commission will hold the public hearing on the revised goals and policies in 2024 as a formal part of the legislative process to amend the Comprehensive Plan.

Kirkland 2044 Comprehensive Plan (K2044) Update Process Overview

The City of Kirkland is in the process of conducting a State-mandated update of the Kirkland Comprehensive Plan with a target completion date of mid 2024 (the State deadline for City Council adoption is December 31, 2024). The Comprehensive Plan is the primary citywide guide for how we, as a community, manage growth over the next 20 years (with a horizon year 2044) in terms of land use, transportation, and the public facilities and services necessary to support that growth. The Comprehensive Plan also includes goals and policies for how the City addresses housing, sustainability and climate change, economic development, parks and open space, human services, and more.

The two-year Comprehensive Plan Update (referred to hereafter as K2044) process is an opportunity to reflect on the kind of community we aspire to become and create a policy roadmap to achieve that vision. Simultaneously the Kirkland Transportation Plan, formerly known as the Transportation Master Plan, is being updated by the Public Works Transportation Division and the Transportation Commission.

The last major update to the Kirkland Comprehensive Plan was in 2015. The K2044 Plan update must be consistent with updated State, regional, and King County policies and plans, along with local plans, as discussed further in the element subsections below. As part of the process to certify Kirkland's K2044 Plan, the State, Puget Sound Regional

Council (PSRC), and King County will review drafts and approve the final Plan, once adopted by City Council.

Additional information about the update process can be found in the briefing memoranda from the Planning Commission's April 28, 2022¹ and City Council's December 8, 2022² meetings. Meeting packets, presentations, and other documents and resources are available on the City's K2044 Comprehensive Plan update webpage.³

Community Outreach and Engagement Activities

Beginning in early 2023, staff has conducted a substantial number of public outreach and community engagement activities to implement the community engagement plan.⁴ Staff did not hold outreach events focused specifically on the Utilities, Public Services, and Capital Facilities Elements because the anticipated updates to these elements are not substantial, and primarily comprise ensuring consistency with mandatory policies and updating outdated information. However, staff received some comments on these elements during general public engagement and outreach events for other elements such as Land Use, Housing, Sustainability, and Human Services Elements.

Utilities Element

Background

The Utilities Element addresses water, sewer, surface water, electric power, natural gas, telecommunications, and hazardous liquid pipelines. The City provides water and sewer service to most residents. The Northshore Utility District provides water and sewer service to northern portions of the City. The Woodinville Water District provides water service to the northeast portion of the City and sewer service to only a few single-family homes. Puget Sound Energy (PSE) provides natural gas and generates, transmits, and distributes electricity. Private companies provide personal wireless service, wired telephone service, cable TV, broadband internet service, and fiber optic service.

The element supports the continued provision of adequate utility services to support existing and future development. In addition, the element provides policies for regional coordination of utility needs and support for resource efficiency, conservation, and renewable energy. Attachment 1 contains the existing Utilities Element goals and policies.

Statutory and Policy Guidance for Update

The Utilities Element is a mandatory part of the Comprehensive Plan per the Growth Management Act (GMA). The GMA requires that plan elements be consistent with each other, relevant county-wide planning policies, and relevant multi-county planning policies. Attachment 2 includes a list of State and regional plans that the Utilities Element must be consistent with, and City plans and goals to consider for alignment.

¹ <https://www.kirklandwa.gov/files/sharedassets/public/v/2/planning-amp-building/kirkland-2044-comp-plan/planning-commission-april-28-2022-comprehensive-plan-engagement-plan-econw-report.pdf>

² <https://www.kirklandwa.gov/files/sharedassets/public/v/1/planning-amp-building/kirkland-2044-comp-plan/city-council-dec-13-2022-comprehensive-plan-update-engagement-plan-econw-report.pdf>

³ <https://www.kirklandwa.gov/Government/Departments/Planning-and-Building/Code-and-Plan-Amendment-Projects/Kirkland-2044-Comprehensive-Plan-Update>

⁴ <https://www.kirklandwa.gov/files/sharedassets/public/v/1/planning-amp-building/kirkland-2044-comp-plan/community-engagement-plan-k2044-kirkland-comprehensive-plan-finalwappendixabc12152022.pdf>

The Utilities Element update will align with or incorporate recommendations from City plans and goals such as the City Council Goals, DEIB 5-Year Roadmap, Kirkland Sustainability Master Plan, and the EcoNorthwest Equity Review Report.

Utilities Element Study Issues

Throughout the K2044 Update process, staff reviewed feedback from outreach events, public comments, meetings with service providers such as Cascade Water Alliance and PSE, and meetings with City staff that work on utilities, in addition to updates that are required to align with City, State, and regional plans. The following is a list of key policy issues for the Utilities Element:

- Strengthen policies about resource conservation (e.g., electricity, water);
- Strengthen policies about renewable energy;
- Support installation of electric vehicle (EV) charging stations (including for bikes and motor vehicles) in public rights-of-way and at City-owned facilities and parks;
- Support exploring ways to make it easier for residential and commercial property owners to install EV charging stations (e.g, through code amendments, partnering with PSE);
- Consider the impacts of climate change and fisheries protection on regional water resources;
- Strengthen or add policies about utility resilience;
- Ensure that utility infrastructure can accommodate substantial infill development in the future;
- Support access to internet service to underserved areas; and
- Support projects to increase electric grid reliability and resiliency.

Public Services Element

Background

The Public Services Element addresses fire and emergency medical services, emergency management, police protection, solid waste collection and transfer, schools, and libraries. Attachment 3 contains the existing Public Services Element goals and policies.

Please note that while solid waste is currently addressed in the Public Services Element, all other utilities are addressed in the Utilities Element. Per the suggestion of City staff that work on solid waste, staff will relocate information, goals, and policies about solid waste to the Utilities Element.

Statutory and Policy Guidance for Update

The Public Services Element is an optional part of the Comprehensive Plan per the GMA. The GMA requires that plan elements be consistent with each other, relevant county-wide planning policies, and relevant multi-county planning policies. Attachment 4 includes a list of State and regional plans that the Public Services Element must be consistent with, and City plans and goals to consider for alignment.

The Public Services Element update will align with or incorporate recommendations from City plans and goals such as the City Council Goals, DEIB 5-Year Roadmap, Kirkland Sustainability Master Plan, and the EcoNorthwest Equity Review Report.

Public Services Element Study Issues

Staff reviewed feedback from outreach events, public comments, and meetings with City staff that work on public services, in addition to updates that are required to align with City, State, and regional plans. The following is a list of key policy issues for the Public Services Element:

- Add information and policies about the City and region’s response to homelessness;
- Add information and policies about the City and region’s behavioral health crisis response;
- Update policies about emergency management;
- Support increasing public school capacity;
- Support locating new or expanded public facilities and schools in areas that are well served by transit and pedestrian and bicycle networks;
- Add policy about reuse of materials/products, recycling, and compost; and
- Revise Policy PS-3.1 regarding the Houghton Transfer Station to reflect the updated situation (see below) and focus on ensuring adequate mitigation if the site is selected.

King County’s Solid Waste Division has identified the current Houghton Transfer Station property as one of two potential locations for a new station to serve residents and businesses in Northeast King County. King County is currently conducting environmental review for the two proposed sites for the Northeast Recycling and Transfer Station.⁵ The Draft Environmental Impact Statement (EIS) will be available for public review and comment during the first quarter of 2024. While the location of the Northeast Recycling and Transfer Station is a County decision, the City will continue to be involved in coordination of the project and will ensure adequate host city mitigation if the Houghton Transfer Station site is selected.

Capital Facilities Element

Background

Capital facilities are City-owned structures, improvements, pieces of equipment or other fixed assets including land with a useful life greater than 10 years and an estimated cost of \$50,000 or more (except for land). The Capital Facilities Element chapter of the Comprehensive Plan is the policy basis for the City’s capital facilities planning and is tied to Kirkland’s citywide level of service standards for transportation, utilities, surface water, parks, public safety, and public facility services and improvements.

The GMA requires cities to provide a Capital Facilities Element within their Comprehensive Plans to ensure the provision of adequate facilities for the new housing and jobs growth that is envisioned in the Land Use Element, to maintain levels of service for capital facilities, provide consistency among capital improvement plans, and document all capital projects and their financing. RCW 36.70A.070(3) requires a Capital Facilities Element to include:

- a) An inventory of existing capital facilities owned by public entities, including green infrastructure⁶, showing the locations and capacities of the capital facilities;
- b) A forecast of the future needs for such capital facilities;

⁵ <https://kingcounty.gov/en/dept/dnrp/waste-services/garbage-recycling-compost/solid-waste-facilities/northeast-recycling-transfer-project>

⁶ An inventory of green infrastructure is a recent requirement added with the 2023 Climate Change Planning Law (HB 1181).

- c) The proposed locations and capacities of expanded or new capital facilities;
- d) At least a six-year plan that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes; and
- e) A requirement to reassess the Land Use Element if probable funding falls short of meeting existing needs and to ensure that the Land Use Element, Capital Facilities Element, and financing plan within the Capital Facilities Element are coordinated and consistent.

The Capital Facilities Element is one tool to help implement the Land Use Element of the comprehensive plan and these elements must be coordinated and consistent and should be updated on a regular basis. Kirkland has a practice of annually amending the Capital Facilities Element to maintain consistency with the City’s capital projects and the biennial budget. Attachment 5 contains a list of the existing Capital Facilities Element goals and policies.

Statutory and Policy Guidance for Update

The Capital Facilities Element is a mandatory part of the Comprehensive Plan per the GMA. The GMA requires that plan elements be consistent with each other, relevant county-wide planning policies, and relevant multi-county planning policies. Attachment 6 includes a list of state and regional plans that the Capital Facilities Element must be consistent with, and City plans and goals to consider for alignment.

The Capital Facilities Element update will align with or incorporate recommendations from City plans and goals such as the City Council Goals, DEIB 5-Year Roadmap, Kirkland Sustainability Master Plan, and the EcoNorthwest Equity Review Report.

Capital Facilities Element Study Issues

Staff reviewed feedback from outreach events, public comments, and meetings with City staff that work on capital facilities, in addition to updates that are required to align with City, State, and regional plans. The following is a list of key policy issues for the Capital Facilities Element:

- Update policies to more closely align the element with the Sustainability, Climate and Environment Element; and
- Update to incorporate long-range capital and transportation projects.

Next Steps

Over the next month, staff will draft edits to each Element. The goal is to have draft Elements of the Comprehensive Plan completed in early 2024 for review by the various Boards and Commissions, with a tentative Planning Commission public hearing set for Spring 2024 and final adoption by the City Council in fall of 2024.

Other tasks in the K2044 Update scope include conducting a land use capacity analysis to measure against the City’s assigned jobs and housing growth targets, updating the Community Profile, updating the Kirkland Transportation Plan (basis for the Transportation Element), and conducting an environmental review of proposed changes.

Attachments

1. Existing Utilities Element goals and policies

2. Utilities Element: Summary of State, regional, County, and local policy topics
3. Existing Public Services Element goals and policies
4. Public Services Element: Summary of State, regional, County, and local policy topics
5. Existing Capital Facility Element goals and policies
6. Capital Facilities Element: Summary of State, regional, County, and local policy topics

cc: File Number: CAM22-00023
Parties of Record (CAM22-00023)

City Staff:

Kevin Pelstring kpelstring@kirklandwa.gov
Rod Steitzer rsteitzer@kirklandwa.gov
Doug McIntyre dmcintyre@kirklandwa.gov
Mary Gardocki mgardocki@kirklandwa.gov
John MacGillivray jmacgillivray@kirklandwa.gov

Utilities Element – Existing Goals and Polices

Existing adopted Goals and Policies without corresponding descriptive text. The full text of the adopted Utilities Element in the Comprehensive Plan can be accessed online.¹

Goal U-1: Maintain the quality of life in Kirkland through the planned provision of public and private utilities.

- Policy U-1.1: Maintain an inventory of existing capital facilities and utilities, including locations and capacities of such systems and facilities.
- Policy U-1.2: Provide for needed capital facilities and utilities based on adopted levels of service and forecasted growth in accordance with the Land Use Element of this Plan.
- Policy U-1.3: Use the following level of service standards for determining the need for City-managed public sewer, water, and surface water facilities:
- Water distribution residential use: 103 gallons/day/capita*
Water distribution all other uses (Irrigation, business, fire suppression): 249 gallons/day/capita (includes 1.5 million gallons for fire storage)
Sanitary sewer collection: 100 gallons/day/capita
Surface water management: Conveyance, flow control, and water quality treatment per the Stormwater Management Manual for Western Washington or equivalent to prevent flooding, and protect water quality, and habitat in streams and lakes.
- Policy U-1.4: Ensure that utility services are provided in a manner that is environmentally sensitive, safe and aesthetically compatible with surrounding land uses.
- Policy U-1.5: Facilitate and encourage the conservation of utility resources.
- Policy U-1.6: Promote renewable energy.
- Policy U-1.7: Provide equal access to utility services, regardless of historic disparities in income and employment opportunities.
- Policy U-1.8: Install new and, where feasible, existing utility distribution lines underground.
- Policy U-1.9: Encourage the joint use of utility corridors and facilities.
- Policy U-1.10: Coordinate with other jurisdictions and tribes when utility additions and improvements cross jurisdictional boundaries to ensure that decisions are consistent with regional demand and resources and consistency in timing of permit review.

Goal U-2: Provide an efficient system to deliver high quality water.

¹ <https://www.codepublishing.com/WA/Kirkland/html/KirklandCP11/KirklandCP11.html>

- Policy U-2.1: Work in coordination with other jurisdictions and purveyors in the region to ensure a reliable, economic and sustainable source of water and to address long-term regional water demand.
- Policy U-2.2: Implement system rehabilitation and improvements in order to manage water resources.
- Policy U-2.3: Protect public health and safety, through the appropriate design, installation, and maintenance of water facilities.
- Policy U-2.4: Visually screen new water towers and other water utility infrastructure to blend into their surroundings.

Goal U-3: Protect public health and environmental quality through appropriate and efficient design, installation, and maintenance of sanitary sewer infrastructure.

- Policy U-3.1: Work with King County, adjoining jurisdictions, and local purveyors to manage, regulate, and maintain the regional sewer system.
- Policy U-3.2: Ensure that all new development proposals are served by adequate sanitary sewer systems.
- Policy U-3.3: Connect areas that are on septic systems to sanitary sewer.
- Policy U-3.4: Correct deficiencies and increase system efficiency. Emphasis should be placed on correcting deficiencies that present sewage overflow risks.
- Policy U-3.5: Educate businesses and the public on the proper use of the sewer conveyance system.
- Policy U-3.6: Encourage water reuse and reclamation.

Goal U-4: Provide surface water management facilities, programs and services that provide adequate drainage and minimize flooding while protecting and enhancing the water quality and habitat value of streams, lakes, and wetlands.

- Policy U-4.1: Implement the priorities and needs identified in the City's Surface Water Master Plan.
- Policy U-4.2: Adopt surface water design standards for new development and redevelopment that incorporate best available research and technology in protecting water resources in an economical and feasible manner.
- Policy U-4.3: Adopt and implement standards for control of runoff and erosion from construction sites.
- Policy U-4.4: Encourage or require use of "low impact development" principles and practices to minimize the surface water impacts of development.
- Policy U-4.5: Require businesses and residents to take steps to prevent stormwater pollution.
- Policy U-4.6: Minimize environmental damage from spilling and/or dumping of pollutants into the storm drainage system.
- Policy U-4.7: Assess the quality of water and habitat in local streams and lakes to evaluate the effectiveness of utility standards and programs and to focus future efforts.
- Policy U-4.8: Ensure that privately owned stormwater facilities are operated and maintained in a manner that maximizes their quantity and quality control benefits.

- Policy U-4.9 Educate the public on protecting and enhancing the quality of our water resources.
- Policy U-4.10 Explore the potential for regional stormwater facilities.
- Policy U-4.11 Take steps to remove fish passage barriers and to protect and enhance fish habitat.
- Policy U-4.12 Conduct municipal operations in a manner that protects water quality.
- Policy U-4.13 Coordinate basin planning, pollution prevention, and restoration activities with neighboring jurisdictions.
- Policy U-4.14 Participate in regional surface water resources and fish resource conservation planning efforts.
- Policy U-4.15 Ensure compliance with State and federal regulations related to surface water quality and fisheries resources.
- Policy U-4.16 Investigate and plan for the impacts of climate change on operation, maintenance and construction of the stormwater system.
- Policy U-4.17 Conduct asset management and planning to insure uninterrupted and efficient operation of the stormwater system.
- Policy U-4.18 Consider acquisition of open space, stream corridors and/or wetlands in cases where this would further goals of reducing flooding, improving water quality and improving fish habitat.

Goal U-5: Ensure adequate and competitively priced telecommunication infrastructure, facilities and services for residents and businesses.

- Policy U-5.1: Manage the City's existing and planned telecommunication improvements to optimize service delivery opportunities in Kirkland.
- Policy U-5.2: Partner with public agencies and private sector organizations to achieve cooperation and cost-sharing in building telecommunication systems and providing service.
- Policy U-5.3: Review and update City policies, procedures and regulations to facilitate the installation and maintenance of telecommunication systems.
- Policy U-5.4 Seek opportunities to enhance the number of service providers in the community to increase choice and fair access and encourage competitive pricing and high quality customer service.
- Policy U-5.5 Involve community stakeholders and service providers in telecommunication decisions.
- Policy U-5.6 Continue to provide and improve audio-visual systems for City communication with the public.
- Policy U-5.7 Mitigate impacts of wireless service facilities on adjacent land uses through careful siting and design. Facilitate the approval of wireless service facilities to balance the need for community connectivity with aesthetic standards. Stay up-to-date with changing technologies and rules.
- Policy U-5.8 Allow new aerial telephone and cable lines in the right-of-way, provided that they are designed and installed to minimize aesthetic impacts and are subsequently required to be placed underground at the time of undergrounding electrical distribution lines.

- Policy U-5.9 Ensure that franchise and right-of-way agreements with telecommunication service providers require collaborative undergrounding of facilities when electrical distribution lines are placed underground.
- Policy U-5.10 Screen ground mounted cabinets associated with telephone and cable telecommunication equipment so that they fit in with their surroundings.

Goal U-6: Reduce the risk to public safety and the environment in the event of a hazardous liquid pipeline failure.

- Policy U-6.1: Establish standards to minimize pipeline damage.
- Policy U-6.2: Coordinate with the pipeline operator when developments are proposed near the hazardous liquid pipeline corridor to reduce the potential for problems.
- Policy U-6.3: Prohibit new high consequence land uses from locating near a hazardous liquid pipeline corridor. Design proposed expansions of high consequence land uses to avoid increasing the level of risk in the event of a pipeline failure and, where feasible, to reduce the risk.
- Policy U-6.4 Require maintenance of the hazardous liquid pipeline corridor through a franchise agreement or other mechanisms.
- Policy U-6.5 Expedite permits for the hazardous liquid pipeline company necessary for inspections and repairs.
- Policy U-6.6 Continue to work with other jurisdictions, state and federal governments, and the pipeline operator to seek improvements in safety measures for hazardous liquid pipelines.
- Policy U-6.7 Encourage the pipeline operator to maintain a neighborhood education program for those who live and work within one-quarter mile of the hazardous liquid pipeline to educate them and the general public about pipeline safety.

Goal U-7: Promote energy infrastructure that is energy efficient, addresses climate change, and protects the community character.

- Policy U-7.1: Encourage the public to conserve energy through public education.
- Policy U-7.2: Participate in regional efforts to increase renewable electricity use 20 percent beyond 2012 levels Countywide by 2030, phase out coal fire electricity sources by 2025, limit construction of new natural gas based electricity power plants, and support development of increasing amounts of renewable energy sources.
- Policy U-7.3: Work with and encourage Puget Sound Energy to provide clean and renewable energy that meets the needs of existing and future development, and provides sustainable, highly reliable and energy efficient service for Kirkland customers.
- Policy U-7.4 Promote the use of small to large scale renewable energy production facilities.
- Policy U-7.5 Require new and, where feasible, existing electrical distribution lines in the right-of-way to be underground.

- Policy U-7.6 Screen above ground equipment cabinets and other structures associated with electrical distribution without hindering access as required by the provider.
- Policy U-7.7 Require siting analysis in the development review process for new and expanded electrical transmission and substation facilities to address land use and sensitive areas and provide mitigation to minimize visual and environmental impacts.

Goal U-8: Facilitate the development and maintenance of non-City-managed utilities at the appropriate levels of service.

- Policy U-8.1: Work with non-City-managed utilities and review facility plans to ensure that they reflect and support Kirkland's land use plan. Likewise, the City should work with providers to ensure that utilities are available to support land uses and to maintain appropriate levels of service.
- Policy U-8.2: Coordinate with non-City providers of water and sewer on a joint program for maintaining adopted levels of service, concurrency requirements, funding, and construction of shared public facilities.
- Policy U-8.3: Coordinate with the appropriate utility provider when considering land use decisions in the vicinity of proposed facility locations to ensure land use compatibility.
- Policy U-8.4 Provide timely and effective notice to utilities of the construction, maintenance, or repair of streets, roads, or other facilities and coordinate such work with the serving utilities.
- Policy U-8.5 Encourage the consolidation of special districts.
- Policy U-8.6 Coordinate emergency response for utility disaster recovery.

K2044 Comprehensive Plan Update Briefing for the Utilities Element

Summary of new or revised policies and/or regulatory changes for consistency with State, Regional, King County Planning Policies, and local goals related to the Utilities Element:

- **Washington State Growth Management Act (GMA)** – goals and amendments since the last update;¹
- **Washington State Department of Commerce (DOC)** – periodic review checklists will address requirements of state law, and identify policy and regulatory updates required under new state laws;²
- **Puget Sound Regional Council (PSRC)** – periodic review checklist for cities and regional centers, the Regional Growth Strategy and multi-county planning policies provided for in PSRC’s Vision 2050 Growth Strategy Plan;³ 2050 Regional Transportation Plan;⁴
- **King County Countywide Planning Policies (CPPs)**⁵ adopted by King County which address growth management issues in King County and allocates employment and housing growth targets to each city. CPPs relevant to the Utilities Element cover water resources, restoration and pollution, water supply, sewage treatment and disposal, and solid waste.

Local plans, goals and requirements:

- **EcoNorthwest Equity Review Report**⁶
Recommendations include:
 - Align with the City’s DEIB Plan
 - Update outdated language
 - Use of inclusive language and assumptions by using specific descriptors to convey meaning that is easily understood
- **Kirkland Diversity, Equity, Inclusion, Belonging (DEIB) 5 Year Roadmap**⁷

¹ <https://app.leg.wa.gov/RCW/default.aspx?cite=36.70A.020>

² <https://deptofcommerce.app.box.com/s/lzqh1lwfi2qn6drg964412r43tv780hh>

³ <https://www.psrc.org/sites/default/files/2022-11/vision-2050-plan.pdf>

⁴ <https://www.psrc.org/planning-2050/regional-transportation-plan>

⁵ https://cdn.kingcounty.gov/-/media/king-county/depts/executive/performance-strategy-budget/regional-planning/cpps/2021_cppps-adopted_19384-amended_19553.pdf?rev=7ea6e59c9810495db4335e3b6b6d35e8&hash=F3190536F7D2C1A28BE15E62E82C42D9

⁶ <https://www.kirklandwa.gov/files/sharedassets/public/v/1/planning-amp-building/kirkland-2044-comp-plan/equity-review-report-kirkland-comprehensive-plan-econorthwest-final20221108.pdf>

⁷ https://www.kirklandwa.gov/files/sharedassets/public/v/1/city-managers-office/roadmap-as-adopted_1.pdf

Recommendation for long-range planning: The City will identify and utilize an equity-centered third-party review process for the City's Comprehensive Plan and other long-range planning processes.

- **City Council Goals 2023-2024⁸**

City Council Goal: Sustainable Environment

Prioritize and continue to fund Sustainability Master Plan actions to further equity, energy efficiency, public health, and a clean energy economy that promotes a sustainable and resilient environment.

- **Kirkland Sustainability Master Plan (SMP)⁹**

The SMP contains detailed goals and actions. The Utilities Element will incorporate some aspects of relevant goals; the Comprehensive Plan is a visionary document for the next 20 years.

Goals related to the Utilities Element include:

- Goal ES-2: Ensure that purchased energy is 100% carbon-free by 2030.
- Goal ES-3: Add an additional 10 MW of combined individual and community distributive solar by 2030.
- Goal ES-4: Reduce GHG emissions from vehicles 25% 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.
- Goal BI-4: Reduce water use in buildings by 10% by 2025 and 20% by 2030 as compared to a 2019 baseline.
- 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-3: Protect and maintain the City's surface water and stormwater infrastructure for optimal performance.
- Goal EV-4: Reduce threats to public infrastructure or private property due to flooding.
- Goal EV-7: Aspire to eliminate the use of synthetic pesticides on City properties.
- Goal HC-4: Reduce use of potable water on a per capita basis by 10% by 2025 and 20% by 2030 as compared to 2019.

⁸ <https://www.kirklandwa.gov/Government/City-Council/City-Work-Program>

⁹ <https://www.kirklandwa.gov/files/sharedassets/public/v/1/public-works/recycling/sustainability/sustainability-master-plan-adopted-dec-2020.pdf>

Public Services Element – Existing Goals and Polices

Existing adopted Goals and Policies without corresponding descriptive text. The full text of the adopted Public Services Element in the Comprehensive Plan can be accessed online.¹

Goal PS-1: Provide fire protection, emergency medical services, emergency management, and police service to the community through a cost-effective and efficient delivery system to maintain a safe environment for the public.

- Policy PS-1.1: Provide fire, emergency medical services and police services to the public which maintain accepted standards as new development occurs.
- Policy PS-1.2: The adopted levels of service for fire and emergency medical services are as follows:
- Emergency medical: response time of five minutes to 90 percent of emergency incidents.
 - Fire suppression: response time of 5.5 minutes to 90 percent of all fire incidents.
- Policy PS-1.3: Provide a system of streets that facilitates improved emergency response times.
- Policy PS-1.4: Develop and maintain a water system that provides adequate fire flow for anticipated development based on land use designations of the Comprehensive Plan.
- Policy PS-1.5: Provide a robust training and exercise program in emergency management response operations for City employees.
- Policy PS-1.6: Maintain accessible disaster plans that incorporate a whole community approach to emergency management for all hazards.
- Policy PS-1.7: Sustain a disaster response system that incorporates local, state, tribal, and federal partners to facilitate enhanced disaster readiness, response, recovery, and resilience.
- Policy PS-1.8: Ensure that safety and security considerations are factored into the review of development proposals.
- Policy PS-1.9: Ensure compatibility in scale and design with surrounding uses by reviewing new public facilities for compliance with adopted urban design principles.
- Policy PS-1.10: Update Fire, Emergency Management, and Police functional plans at appropriate intervals to incorporate and remain consistent with the goals, policies, and land use projections of the Comprehensive Plan.

Goal PS-2: Provide efficient and convenient solid waste and recycling services to the community through coordination with service providers and the local solid waste management agency.

¹ <https://www.codepublishing.com/WA/Kirkland/html/KirklandCP12A/KirklandCP12A.html>

- Policy PS-2.1: Coordinate with the City's solid waste and recycling collection contractors and King County Solid Waste Division to ensure that the existing level of service standards are maintained or improved and waste reduction and recycling goals and targets are in compliance with the Draft 2013 King County Comprehensive Solid Waste Management Plan (SWMP) update.
- Policy PS-2.2: Encourage reduction, reuse and recycling of building construction materials in order to reduce waste, increase diversion, and save energy.

Goal PS-3: Maintain the quality of life in Kirkland through the planned provision of regional services in coordination with other public service providers.

- Policy PS-3.1: Coordinate with King County Solid Waste Division to ensure that the Houghton Transfer Station is closed by 2021 and in the interim that established levels of service for solid waste disposal and transfer are followed and impacts are mitigated.
- Policy PS-3.2: Coordinate with regional service providers to maintain appropriate levels of service, review funding alternatives, and coordinate construction of shared public facilities.
- Policy PS-3.3: Ensure compatibility in scale and design of the new facilities with surrounding uses by reviewing for compliance with adopted urban design principles.
- Policy PS-3.4: Coordinate with neighboring cities, King County, the Lake Washington School District, special districts and other agencies in the planning, provision, and use of joint activities and facilities.
- Policy PS-3.5: Assess appropriate school impact fees to help offset the cost of financing new school public services infrastructure serving new development.
- Policy PS-3.6: Coordinate with the Lake Washington School District on the planning, siting and development of new, replaced or expanded school facilities.
- Policy PS-3.7: Commit resources to public services and infrastructure for underserved populations.
- Policy PS-3.8: Ensure all public services and facilities are accessible to people with disabilities.

K2044 Comprehensive Plan Update Briefing for the Public Services Element

Summary of new or revised policies and/or regulatory changes for consistency with State, Regional, King County Planning Policies, and local goals for the Public Services Element:

- **Washington State Growth Management Act (GMA)** – goals and amendments since the last update;¹
- **Washington State Department of Commerce (DOC)** – periodic review checklists will address requirements of state law, and identify policy and regulatory updates required under new state laws;²
- **Puget Sound Regional Council (PSRC)** – periodic review checklist for cities and regional centers, the Regional Growth Strategy and multi-county planning policies provided for in PSRC’s Vision 2050 Growth Strategy Plan;³ 2050 Regional Transportation Plan;⁴
- **King County Countywide Planning Policies (CPPs)**⁵ adopted by King County which address growth management issues in King County and allocates employment and housing growth targets to each city. CPPs relevant to the Public Services Element cover public facility and disaster preparedness, locating facilities and services, and siting capital facilities.

Local plans, goals and requirements:

- **EcoNorthwest Equity Review Report**⁶
Specific recommendations for the Human Services element and related guidance:
 - Align with the City’s DEIB Plan
 - Update outdated language
 - Use of asset-based language (instead of using term homeless, instead use unhoused)
 - Use of inclusive language and assumptions by using specific descriptors to convey meaning that is easily understood
- **Kirkland Diversity, Equity, Inclusion, Belonging (DEIB) 5 Year Roadmap**⁷

¹ <https://app.leg.wa.gov/RCW/default.aspx?cite=36.70A.020>

² <https://deptofcommerce.app.box.com/s/lzqh1lwfi2qn6drg964412r43tv780hh>

³ <https://www.psrc.org/sites/default/files/2022-11/vision-2050-plan.pdf>

⁴ <https://www.psrc.org/planning-2050/regional-transportation-plan>

⁵ https://cdn.kingcounty.gov/-/media/king-county/depts/executive/performance-strategy-budget/regional-planning/cpps/2021_cpps-adopted_19384-amended_19553.pdf?rev=7ea6e59c9810495db4335e3b6b6d35e8&hash=F3190536F7D2C1A28BE15E62E82C42D9

⁶ <https://www.kirklandwa.gov/files/sharedassets/public/v/1/planning-amp-building/kirkland-2044-comp-plan/equity-review-report-kirkland-comprehensive-plan-econorthwest-final20221108.pdf>

⁷ https://www.kirklandwa.gov/files/sharedassets/public/v/1/city-managers-office/roadmap-as-adopted_1.pdf

Recommendation for long-range planning: The City will identify and utilize an equity-centered third-party review process for the City's Comprehensive Plan and other long-range planning processes.

- **City Council Goals 2023-2024⁸**

City Council Goal: Community Safety, Inclusive & Equitable Community, and Supportive Human Services

Implement the Regional Crisis Response Agency and establish a North End Behavioral Health Crisis Clinic with the cities of Bothell, Kenmore, Lake Forest Park, and Shoreline in partnership with King County and the State of Washington.

City Council Goal: Sustainable Environment

Prioritize and continue to fund Sustainability Master Plan actions to further equity, energy efficiency, public health, and a clean energy economy that promotes a sustainable and resilient environment.

- **Kirkland Sustainability Master Plan (SMP)⁹**

The SMP contains detailed goals and actions. The Public Services Element will incorporate some aspects of relevant goals; the Comprehensive Plan is a visionary document for the next 20 years.

Goals related to Public Services include:

- Goal SM-1: Continue to achieve King County's Waste Generation rate target of less than 20.4 pounds per week per capita by 2030.
- Goal SM-2: Achieve King County's waste disposal rate target of 5.1 pounds per week per capita by 2030.
- Goal SM-3: Reduce single-use food service ware throughout City of Kirkland.
- Goal SM-4: Achieve a local and countywide 70% recycling diversion rate by 2030.
- Goal SM-5: Increase the number of businesses composting food scraps to 150 by 2023.
- Goal SG-6: Improve community resiliency through community engagement and by strengthening essential City resources.

⁸ <https://www.kirklandwa.gov/Government/City-Council/City-Work-Program>

⁹ <https://www.kirklandwa.gov/files/sharedassets/public/v/1/public-works/recycling/sustainability/sustainability-master-plan-adopted-dec-2020.pdf>

Capital Facilities Element – Existing Goals and Policies

Existing adopted Goals and Policies without corresponding descriptive text. The full text of the adopted Capital Facilities Element in the Comprehensive Plan can be accessed online.¹

Goal CF-1: Contribute to the quality of life in Kirkland through the planned provision of public capital facilities and utilities.

- Policy CF-1.1: Determine needed capital facilities and utilities based on adopted level of service and forecasts of growth in accordance with the Land Use Element.
- Policy CF-1.2 Design public facilities to be sensitive in scale and design with surrounding uses, and to incorporate common design elements which enhance a sense of community and neighborhood identity.
- Policy CF-1.3 Encourage public amenities and facilities which serve as catalysts for beneficial development.
- Policy CF-1.4 Protect public health and environmental quality through the appropriate design and construction of public facilities and through responsible maintenance and operating procedures.

Goal CF-2: Implement sustainable development principles with the design and construction of public facilities.

- Policy CF-2.1 Promote conservation of energy, water, and other natural resources and reduce waste in the location, design of public facilities and utilities using a variety of techniques, including low impact development and sustainable development practices.
- Policy CF-2.2 Use life cycle cost analysis to determine the most cost-effective facility design and construction strategies over the lifetime of a public facility.

Goal CF-3: Provide a variety of responses to the demands of growth on capital facilities and utilities.

- Policy CF-3.1 Concentrate land use patterns to encourage efficient use of transportation, water, sewer and surface water management facilities and solid waste, police, and fire protection services in order to reduce the need to expand facilities and services.

¹ <https://www.codepublishing.com/WA/Kirkland/cgi/NewSmartCompile.pl?path=html/KirklandCP13/KirklandCP13.html>

- Policy CF-3.2 Provide additional public facility capacity consistent with available funding when existing facilities are used to their maximum level of efficiency.
- Policy CF-3.3 If all other responses to growth fail, then restrict the amount and/or location of new development in order to preserve the level of service of public facilities and utilities.

Goal CF-4: Identify level of service standards that ensure adequate public facilities to serve existing and future development.

- Policy CF-4.1 Use the following level of service standards for determining the need for public sewer and water facilities:

Table CF-1: Sewer and Water Level of Service

Facility	Standard
Water distribution for residential use	103 gallons per day per person
Water distribution for all other uses (irrigation, business and fire suppression)	249 gallons per day per person (includes 1.5 million gallons for fire storage)
Sanitary sewer collection	100 gallons per day per person

- Policy CF-4.2 Use the following level of service standards for determining the need for transportation facilities, including auto, bicycle and pedestrian improvements, and transit service:

Table CF-2: Transportation Level of Service

Level of Completion Area	What is to be completed with the 20 year plan
Maintain: Pavement condition	All collector and arterial streets have new surfaces.
Walk: School walk routes	Sidewalk on one side of school walk routes on collector and arterial streets.
Walk: 10 minute neighborhoods	Sidewalk on one side of collector and arterial streets in highest scoring 10 minute neighborhood routes.
Walk: Crosswalks	Upgrade 85 crosswalks on arterials that have limited improvements and 71 crosswalks with poor lighting.
Bike: On-street bike lanes	Improve the bike system to better than 5' wide unbuffered lanes.

Bike: Greenway network	Complete the greenway network ¹
Transit: Passenger environment	Improve lighting, shelters, etc. at 30 highest ridership locations.
Transit: Speed and reliability	Transit signal priority at 45 intersections ² on high priority transit routes.
Auto: Intelligent Transportation System (ITS)	Improvements to ITS system ³ including connecting signals, parking technology, advance control methods, and improved traveler information.
Auto: Capacity projects	NE 132nd Street: intersection and street projects 100th Avenue: design and construction Interchange design/development Juanita Drive: auto improvements

Policy CF-4.3 Use the following level of service standards to determine the need for public facilities:

Table CF-3: Six-Year Facilities Level of Service for Surface Water Management, Fire and EMS, and Parks

Facility	Standard
Surface water management	Conveyance, flow control, and water quality treatment per the Stormwater Management Manual for Western Washington or equivalent to prevent flooding, and protect water quality and habitat in streams and lakes
Fire and EMS	Response times: <ul style="list-style-type: none"> · Emergency medical: 5 minutes to 90% of all incidents · Fire suppression: 5.5 minutes to 90% of all incidents
Parks	Capital Investment per Person Standard: Replacement Value of Inventory at \$333,118,273

	Population of 82,590 Investment per Person = \$4,093.94
--	------------------------------------------------------------

Policy CF-4.4 Provide, or arrange for others to provide, the capital improvements listed in this Capital Facilities Plan needed to achieve and maintain standards adopted in this Plan.

Goal CF-5: Ensure that water, sewer, and transportation facilities necessary to support new development are available and adequate, and concurrent with new development, based on the City’s adopted level of service standards.

Policy CF-5.1 Monitor the levels of service for water, sewer and transportation facilities and ensure that new development does not cause levels of service to decline below the adopted standards.

Policy CF-5.2 Ensure levels of service for water and sewer are adequate no later than occupancy and use of new development.

Policy CF-5.3 Ensure levels of service for road facilities are met no later than six years after occupancy and use of new development.

Goal CF-6: Provide needed public facilities that are within the ability of the City to fund or within the City’s authority to require others to provide.

Policy CF-6.1 Base the Capital Facilities Plan on conservative estimates of current local revenues and external revenues that are reasonably anticipated to be received by the City.

Policy CF-6.2 Consider adjustments to the adopted levels of service, land use plan and/or revenue sources if funding is not available to finance capacity projects for capital facilities and utilities.

Policy CF-6.3 Use a variety of funding sources to finance facilities in the Capital Facilities Plan.

Policy CF-6.4 Utilize the surface water utility to fund projects needed to meet established level of service standards.

Policy CF-6.5 Match revenue sources to capital projects on the basis of sound fiscal policies.

Policy CF-6.6 Arrange for alternative financial commitments in the event that revenues needed for concurrency are not received from other sources.

- Policy CF-6.7 Revise the financing plan in the event that revenue sources that require voter approval in a referendum are not approved.
- Policy CF-6.8 Ensure that the ongoing operating and maintenance costs of a capital facility are financially feasible prior to constructing the facility.
- Policy CF-6.9 Ensure that new development pays a proportionate share of the cost of new facilities needed to serve such development, including transportation facilities, parks, or the extension of water and sewer lines as needed to serve the development proposal.
- Policy CF-6.10 Where appropriate, the City may use local improvement districts or latecomer fees to facilitate the installation of public facilities needed to service new development.
- Policy CF-6.11 Where appropriate, the City may use infrastructure financing programs to fund capital improvements in areas designated for growth.

Goal CF-7: Ensure that the Capital Facilities Element is consistent with other City, local, regional, and State adopted plans.

- Policy CF-7.1 In the event of any inconsistency between the City's Comprehensive Plan and a functional or management plan, the Comprehensive Plan will take precedence.
- Policy CF-7.2 Reassess the Comprehensive Plan annually to ensure that capital facilities needs and utilities needs, financing and level of service are consistent, and that the plan is internally consistent.
- Policy CF-7.3 Coordinate with non-City providers of public facilities on a joint program for maintaining adopted levels of service standards, concurrency requirements, funding, and construction of shared public facilities.
- Policy CF-7.4 Ensure the efficient and equitable siting of essential regional capital facilities through cooperative and coordinated planning with other jurisdictions within the region.

K2044 Comprehensive Plan Update Briefing for the Capital Facilities Element

Summary of new or revised policies and/or regulatory changes for consistency with State, Regional, King County Planning Policies, and local goals related to the Capital Facilities Element:

- **Washington State Growth Management Act (GMA)** – goals and amendments since the last update;¹
- **Washington State Department of Commerce (DOC)** – periodic review checklists will address requirements of state law, and identify policy and regulatory updates required under new state laws;²
 - Include green infrastructure in Capital Facilities Element
- **Puget Sound Regional Council (PSRC)** – periodic review checklist for cities and regional centers, the Regional Growth Strategy and multi-county planning policies provided for in PSRC’s Vision 2050 Growth Strategy Plan;³ 2050 Regional Transportation Plan;⁴
- **King County Countywide Planning Policies (CPPs)**⁵ adopted by King County which address growth management issues in King County and allocates employment and housing growth targets to each city. CPPs relevant to the Capital Facilities Element require jurisdictions to consider environmental justice principles when siting facilities to foster the development of healthy communities for all.

Local plans, goals and requirements:

- **EcoNorthwest Equity Review Report**⁶
Recommendations include:
 - Align with the City’s DEIB Plan
 - Update outdated language
 - Use of inclusive language and assumptions by using specific descriptors to convey meaning that is easily understood

¹ <https://app.leg.wa.gov/RCW/default.aspx?cite=36.70A.020>

² <https://deptofcommerce.app.box.com/s/lzqh1lwfi2qn6drg964412r43tv780hh>

³ <https://www.psrc.org/sites/default/files/2022-11/vision-2050-plan.pdf>

⁴ <https://www.psrc.org/planning-2050/regional-transportation-plan>

⁵ https://cdn.kingcounty.gov/-/media/king-county/depts/executive/performance-strategy-budget/regional-planning/cpps/2021_cpps-adopted_19384-amended_19553.pdf?rev=7ea6e59c9810495db4335e3b6b6d35e8&hash=F3190536F7D2C1A28BE15E62E82C42D9

⁶ <https://www.kirklandwa.gov/files/sharedassets/public/v/1/planning-amp-building/kirkland-2044-comp-plan/equity-review-report-kirkland-comprehensive-plan-econorthwest-final20221108.pdf>

- **Kirkland Diversity, Equity, Inclusion, Belonging (DEIB) 5 Year Roadmap⁷**
Recommendation for long-range planning: The City will identify and utilize an equity-centered third-party review process for the City’s Comprehensive Plan and other long-range planning processes.
- **City Council Goals 2023-2024⁸**
City Council Goal: Sustainable Environment
 - Prioritize and continue to fund Sustainability Master Plan actions to further equity, energy efficiency, public health, and a clean energy economy that promotes a sustainable and resilient environment.

City Council Goal: Dependable Infrastructure

- Maintain levels of service commensurate with growing community requirements at optimum life-cycle costs.
- **Kirkland Sustainability Master Plan (SMP)⁹**
The SMP contains detailed goals and actions. The Capital Facilities Element will incorporate some aspects of relevant goals; the Comprehensive Plan is a visionary document for the next 20 years.

Goals related to the Capital Facilities Element include:

- Goal ES-4: Reduce GHG emissions from vehicles 25% 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.
- Goal BI-3 Achieve the K4C Goal to reduce energy use in all existing buildings by 25% by 2030 and 45% by 2050 compared to a 2017 baseline.
- Goal BI-4: Reduce water use in buildings by 10% by 2025 and 20% by 2030 as compared to a 2019 baseline.
- Goal LT-1 Employ Smart Growth principles in all City planning practices
- 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-3: Protect and maintain the City’s surface water and stormwater infrastructure for optimal performance.
- Goal EV-4: Reduce threats to public infrastructure or private property due to flooding.
- Goal EV-7: Aspire to eliminate the use of synthetic pesticides on City properties.

⁷ https://www.kirklandwa.gov/files/sharedassets/public/v/1/city-managers-office/roadmap-as-adopted_1.pdf

⁸ <https://www.kirklandwa.gov/Government/City-Council/City-Work-Program>

⁹ <https://www.kirklandwa.gov/files/sharedassets/public/v/1/public-works/recycling/sustainability/sustainability-master-plan-adopted-dec-2020.pdf>

- Goal HC-4: Reduce use of potable water on a per capita basis by 10% by 2025 and 20% by 2030 as compared to 2019.
- Goal SG-1: Integrate sustainability into every major decision the City makes.
- Goal SG-6: Improve community resiliency through community engagement and by strengthening essential City resources.
- Goal HC-12: Strive to rebalance and/or acquire sports fields to achieve the specified service level. This service level shows an excess of baseball fields and a deficit of soccer/multi-purpose fields.
- Goal HC-13: Pursue funding measures and/or partnerships that will allow for the expansion of recreation facilities.