

AN ORDINANCE OF THE CITY OF KIRKLAND AMENDING AND SUPPLEMENTING THE LAND USE POLICIES PLAN AS ADOPTED BY CITY ORDINANCE 2346 AND INCORPORATING THEREIN A MASTER PLAN MAP AND DESIGN PATTERNS TEXT DESCRIBING THE NATURE AND LOCATION OF POTENTIAL ON AND OFF STREET PARKING FACILITIES, PEDESTRIAN SAFETY AND VEHICULAR CIRCULATION IMPROVEMENTS, PUBLIC OPEN SPACES AND AMENITIES, NEW DEVELOPMENT, AND CITY FORM AND IMAGE.

WHEREAS, the City of Kirkland has heretofore, by Ordinance No. 2346, adopted land use policies for the Central Business District which describe only in general terms the location, nature and scope of public and private improvements to be encouraged as a matter of policy, and

WHEREAS, there has been filed with the City of Kirkland an application for amendment to the text of the Land Use Policies Plan as it concerns the Central Business District, and

WHEREAS, said application was made pursuant to the authority and procedures described in Section 5 of Kirkland Ordinance 2346 adopting the Land Use Policies Plan, and

WHEREAS, the Kirkland City Council, has received a report containing recommendations of the Central Business District Advisory Committee and the Kirkland Planning Commission, the later of which held a public hearing on July 20, 1978, and

WHEREAS, an Environmental Checklist was prepared and a Final Declaration of Non-Significance was made by the responsible official pursuant to the requirements of the Environmental Policy Act (RCW 43.21C; WAC Chapter 197-10; and Kirkland Ordinance No. 2319), and this was available throughout the entire review process.

NOW, THEREFORE, BE IT ORDAINED by the City Council of the City of Kirkland as follows:

Section 1. The Land Use Policies Plan adopted by Ordinance 2346 is hereby amended and supplemented by the addition of Figure 23B and the modification of Figure 23, attached as Exhibits "A" and "B" respectively, together with changes to the text beginning on Page 252 and reading as follows:

ECONOMIC ACTIVITIES

The Central Business District (CBD) has traditionally been a major focal point for commercial activities in Kirkland. The successful integration of downtown activities with public waterfront park facilities has created a unique and attractive setting for retail business. Future development in the downtown area should capitalize on the existing strengths of this commercial area according to the

Commercial development in CBD to be encouraged according to standards.

concepts listed below. Additional information is contained in the recently completed "Economic and Design Evaluation" of Kirkland's Central Business District.

- (1)--The extent of the CBD should be contained within the general boundaries of the waterfront to the west, 108th Avenue NE (6th Street) to the east, and the slopes immediately north of Central Way and south of Kirkland Avenue/Kirkland Way (see Figure 22).
- (2)--Commercial uses between 3rd Street and the waterfront should be developed as a pedestrian-oriented core. There should be no on-site parking in this core area, except possibly for handicapped persons, although parking facilities should be conveniently located nearby. Vehicular-oriented commercial activities could be permitted around the periphery of the pedestrian core area.
- (3)--In order to promote more efficient use of land in the core area, the City Hall and Fire Station should be relocated from its present site to another site in the Central area. This site could then be redeveloped for commercial use.
- (4)--Developments along the periphery of the CBD must take precautions to minimize conflict with nearby residential development. Suitable restrictions are to be placed on lighting, signs, parking, business hours, noise and other conditions which may impact nearby residential uses. Setback and landscaping requirements must be satisfied for developments along the periphery of the CBD.

For additional standards, see Economic Activities Policy 2.

Development standards are listed in Economic Activities Policy 2 as well as the Master Plan and Design Patterns for the Central Business District, which follows.

CBD MASTER PLAN & DESIGN PATTERNS

The Master Plan for the Central Business District is structured to relate five major functional areas: new development, circulation, parking, public spaces and amenities, and city form and image. The map shown in Figure 23 delineates Development Areas "A" (Downtown Core), "B" (Downtown Frame), and "C" (which is made up of those lands east of Third Street). The policy mapped in Figure 23.B includes the location for new commercial space, new public parking, circulation improvements, and a number of special features, such as a civic square and transitway. The Master Plan provides a policy framework upon which private and public decisions can be based. This allows for the future growth of the Central Business District with a high degree of certainty, efficiency, and coordination.

Master Plan and Design Patterns are outlined for land use, parking, and circulation in the CBD.

Accompanying the Master Plan are a number of Design Patterns. These statements of public policy both modify and amplify the locational information contained in the Master Plan. In many cases, the Design Patterns involve a specific principle or concept, while in others they describe objectives based on practical experience. In all cases, they represent an application of more general goal and policy statements to a specific district with a unique set of conditions, problems and opportunities.

Design principles based on concepts and practical objectives.

The Design Patterns which follow are policy directions that should help guide public and private improvements, new construction and remodeling in the Downtown. They identify things to be encouraged, enhanced or preserved, sometimes in conjunction with information on the Master Plan Map.

Ord. 2412

23. DETAILED PLAN OF THE CBD:

(1) Encourage the construction of new commercial structures in the downtown where designated on the map on the Master Plan (Figure 23.B).

NEW DEVELOPMENT DESIGN PATTERNS:

- (1) Encourage the construction of new commercial structures in the downtown where designated on the map on the Master Plan (Figure 23.B).

Discussion: Most of the CBD is currently 'built out', however there remain a number of key vacant or underdeveloped properties. The most appropriate use for these parcels would be new commercial.

- (2) Encourage the remodeling and renovation of older or under-utilized structures in the downtown.

Discussion: Recognizing the fact that most of the CBD is already built, public policy should attempt to improve the opportunities to recycle the existing building stock. Recent efforts at remodeling have had remarkably good results and the opportunity to continue this trend can be reinforced by a number of public and private decisions.

- (3) Remove City Hall from the CBD proper and situate it in a location on the periphery that will strengthen the other activities in the downtown while not adding to parking and circulation loads.

Discussion: The City Hall facility now constitutes a land use vacuum and a circulation and parking liability at the east end of the downtown. New commercial floor area on this strategic site would widen the range of goods and services available in downtown and have a beneficial "spillover effect" for the other uses.

- (4) Encourage new construction to preserve or strengthen views that add to the downtown's character and identity.

Discussion: Views of the lake or local focal points can be preserved if this is included in a project designer's program. By designing vertical or horizontal "view slots" or corridors, it is possible to retain some visual connection to the features that help define Kirkland's identity. For example, there is a clear half-story designed into the Moss Bay Building which allows one to view the marina and Lake Washington from Lake Street.

- (5) Encourage new construction to exhibit a human scale where it fronts along the pedestrian way.

Discussion: New buildings over 2 stories high should be "stepped back" from the building line above the 25 foot height limit and be "modified" in scale by the use of structural elements such as windows, awnings, or trees along the sidewalk. These elements will make a larger structure feel more comfortable and less imposing.

- (6) Encourage new construction to maximize the visual interest and pedestrian entryways along the ground floor where they abut pedestrian routes.

Discussion: New buildings should have display windows, doors, and other elements along pedestrian way in order to make the pedestrian facade more lively, active, and attractive. Blank walls should be avoided wherever possible. By providing visual interest a more substantial pedestrian flow can be sustained which will, in turn, have beneficial spillover effects for business.

- (7) Increase the pedestrian oriented character of the CBD core area fronting onto Commercial Avenue and Lake Street between Central Way and Kirkland Avenue.

Discussion: This area represents the heart of Kirkland's small downtown. Its interest and charm attract pedestrian traffic and new projects and programs should recognize this. As an example, any parking or circulation related improvements in this area should be done with close attention to reinforcing existing and potential pedestrian routes and activity areas.

- (8) Limit professional offices in Development Area "A" to the second story and above. The only ground level offices permitted should be those that are dependent upon an ancillary retail commercial enterprise.

Discussion: While offices can contribute some users to a commercial area, when located on the first floor, they do not substantially contribute to the drawing power of a small downtown nor do they create a spillover effect beneficial to retail uses in the area. By locating such offices on the second floor it would be possible to accommodate their patrons while leaving the prime ground level floor area for retail uses.

- (9) Encourage those uses in Development Area "A" that have a primary orientation to the pedestrian shopper. Exclude those uses that are oriented to people sitting in their vehicles or primarily oriented to the vehicle itself, such as parts, display, maintenance or service.

Discussion: The desired pedestrian character of the core area dictates that future uses favor the pedestrian rather than the motorist. Similarly, the types of goods and services and the manner in which they are dispensed should be consistent with this theme. There are many other areas where auto-intensive uses may locate - but the CBD core area is unique in that it is one of the few commercial areas where pedestrian scale and ambience are values embraced by public policy.

CIRCULATION DESIGN PATTERNS:

- (1) Provide for the separation of pedestrian and vehicular paths in the downtown so as to allow for maximum efficiency and safety.

Discussion: It is desirable to create a clear and effective separation, both visually and physically, of the pedestrian and vehicular traffic in the downtown. This may be achieved by the use of bollards, raised sidewalk and curbs, as well as adequate dimensions for sidewalks, turning lanes, and other spaces designed to accommodate either vehicular or pedestrian traffic. Also, special materials should be used for the surface where pedestrian and vehicular paths intersect in order to alert drivers to this fact.

- (2) Minimize vehicular curb cuts (driveways) in the sidewalks that contribute to the disruption of traffic flow on the roadway as well as pedestrian flow on the sidewalks.

Discussion: Gathering roadways together is more efficient and less disruptive. It allows the creation of strong pedestrian activity along sidewalks and promotes safety.

- (3) Retain two-way traffic on all major streets. Investigate one-way traffic for Commercial Avenue, Main Street, and alleyways in the downtown area.

Discussion: Given the strategic location of the CBD, it would be very difficult to entirely eliminate two-way through traffic on major streets. There may, however, be circulation and other advantages to limited one-way traffic on certain secondary roadways.

- (4) Encourage the use of public transportation as a method for employees and shoppers to reach their downtown/destinations.

Discussion: By accommodating and strengthening public transit to the CBD, we will provide access opportunities for certain groups of people and allow alternatives for others.

- (5) Strengthen the east-west pedestrian spine running from Marina Park, along Commercial Avenue, and through the Civic Center area and Peter Kirk Park.

Discussion: The activity centers on the waterfront and in the emerging Civic Center to the east call out for a logical pedestrian connection through the heart of downtown. In this way, each can reinforce the other while minimizing vehicular traffic and related parking problems.

- (6) Encourage the use of construction materials that provide an attractive safe, and low-maintenance surface on which to walk in the downtown.

Discussion: The exposed aggregate concrete surface which has been used along Kirkland Avenue and in the Lake Plaza parking lot should be continued throughout the pedestrian core of the downtown.

- (7) Eliminate the congestion on Lake Street in the late afternoon during the work week.

Discussion: People should be discouraged from using the Lake Washington-Lake Street corridor for their evening commute trip. This can be done by adding several minutes to the northbound trip through the core area. This can be achieved by re-programming the traffic signals, realigning Lake Street to a more curvilinear shape, and providing "knuckles" and other devices to slow the traffic down. Speed limit signs should be posted north of 2nd Avenue South along Lake Street which state that the speed limit is 25 miles per hour.

- (8) Encourage through commuter traffic to use Central Way, Interstate 405, and State Route 520 rather than the Lake Street corridor. Remove Lake Street and Central Way, where they traverse the Downtown, from the State system.

Discussion: Motorists do not buy goods and services. Pedestrians do. Therefore, the downtown must become a more amenable place for shopping, not just another bottleneck in a commute route. Accordingly, Lake Street should become more than a machine for moving cars - it must become a shopping/parking collector street with a slower, more cautious traffic geometry.

Ord. 2412

- (9) Realign Lake Street between Kirkland Avenue and Central Way to a curvilinear arrangement more in character with a parking/shopping function than a straight high velocity, high volume arterial.

Discussion: By realigning the roadway and creating pedestrian crossing 'knuckles or islands' it will be possible to slow traffic down and achieve a pedestrian character for the core area. This will discourage through commute traffic and provide for a safer more relaxed vehicular circulation pattern for shoppers in search of parking.

- (10) Provide street graphics oriented to the motorist that will call attention to significant public information such as the location of parking lots, entrances, and time limitations.

Discussion: These signs will be an aid in maximizing the efficiency of stalls. They should be clear, simple and attractive and located prominently in the motorist's field of vision.

- (11) Re-sign Commercial Avenue so that east-west traffic has priority over north-south movement on Main Street.

Discussion: North-south through traffic should use Third Street, not Main. Also, people using Commercial should be able to go east and easily tie into this north-south route.

- (12) Reduce inefficient "cruise time" that motorists must spend looking for an available stall. Off-street parking lots that are easily visible from the street should be provided as well as signs directing motorists to same.

Discussion: The small and congested nature of Kirkland's downtown dictates that motorists must be able to find off-street parking easily and quickly. This will depend on creation of new stalls, careful location and signing for entrances to lots, and clear visibility from outside the lot.

- (13) Re-locate the Metro bus location to a site on Commercial Avenue just east of Main Street.

Discussion: The present location of the Metro bus shelters on Third Street encourages cross-lake commuter use of the Peter Kirk parking lot while it is too far from the core area of the downtown to provide any meaningful reenforcement. These two facts must be reversed by the relocation of the bus shelters to a more close-in location. Of course, this would assume the prior relocation of the Fire Station and City Hall.

PARKING DESIGN PATTERNS:

- (1) Pursue the acquisition and/or the development of public use parking lots on the sites identified on the Master Plan map (Fig. 23.B.)

Discussion: The current short fall of parking on the CBD is more acute in some areas than others. Increased turnover for existing stalls will lessen this problem, but a need exists for new stalls as well. Moreover, some of the land now committed to short term (private) parking, if not acquired for public parking facilities, will likely be removed in the future in favor of new structures. This development would serve to worsen the parking

shortfall as well as foreclose on any opportunities to provide a significant amount of new off-street parking in the CBD.

- (2) Increase the number of on-street and off-street parking stalls available to shoppers west of Third Street.

Discussion: Studies have indicated that a net gain of between 100 and 200 parking stalls can be achieved through the more efficient utilization of land and the creation of new stalls in the downtown.

- (3) Remove the all day parkers from the downtown core area.

Discussion: Designate and sign the Peter Kirk lot for permit parking only and implement a "sticker" program for employee and merchant all day parking there. Commuters should be directed to park outside of the downtown altogether.

- (4) Maximize the efficient turnover of on-street and off-street parkings stalls.

Discussion: Highly visible signs should be erected indicating a two-hour maximum for on-street stalls and a three-hour maximum for off-street stalls. Some provision should also be made for 15 minute stalls in strategic locations in the downtown. Provision should also be made for the strict enforcement of these parking limits.

- (5) Maintain the free parking status of parking stalls in the downtown with the possible exception of the Peter Kirk lot.

Discussion: There are no parking meters anywhere on the east side, and to install them would put the Kirkland downtown at a severe economic disadvantage.

- (6) Insure that new development or the intensification of uses in existing floor area are held accountable for the provision of the commensurate amount of parking resource.

Discussion: In the interest of equity, as well as to assure that parking and congestion do not get worse before they get better, new floor area should bear the responsibility for meeting any new load it creates.

- (7) Do not undertake off-street parking projects which would require major structural efforts.

Discussion: The economies of scale for large parking structures in a downtown area cannot be justified in Kirkland's CBD. Short to medium term efforts (5 to 10 years) should be targeted on off-street parking projects that involve improvements at grade only.

- (8) Insure that the design of new parking lots and renovated existing lots includes landscaping that will prevent the creation of large unrelieved asphalt areas but which will not hinder the ability of a motorist to look into the lot and see if a stall is available there.

Discussion: Careful site design with attention to fields of vision, sight distances, and plant materials and construction can enable the provisions of efficient and effective yet attractive, off-street parking facilities.

- (9) Maximize the efficiency of off-street parking lots through site design features such as 60 degree angle stalls, double-loaded one-way interior loops, and a minimum number of ingress and egress points.

Discussion: If valuable real estate in the CBD is to be devoted to parking lots at grade, then great care should be taken that a maximum number of stalls are accommodated. In maximizing the efficiency of such lots, their design must rely on comprehensive sign programs, clearly delineated entryways, and double-loaded circulation lanes.

- (10) Convert parallel parking on certain block faces to the more efficient angle parking configuration.

Discussion: Angle parking is over twice as efficient along a block face as parallel parking. It is easier for many motorists to negotiate.

- (11) Provide for a limited number of reserved parking stalls in the CBD to accommodate those uses that require such a service, for example, a real estate office.

Discussion: It is necessary for certain operations to have available a small number of nearby reserved stalls. In such cases, these should be set aside and clearly marked.

- (12) Limit ingress and egress for private parking facilities, located off-street in Development Area A, to Central Way, 3rd Street or Kirkland Avenue.

Discussion: In order to protect the pedestrian character of the core area it will be necessary to prevent undue traffic impacts on Lake Street, Commercial Avenue, and Main Street. Although some vehicular movement on those streets is desirable, it is inappropriate to allow an unlimited number of uncoordinated private lots to dump onto these interior streets.

- (13) Limit the provision of private off-street parking facilities at grade in Development Area "A" to 25% of the code requirement. Provision of additional stalls above or below grade should be allowed subject to the other Design Patterns.

Discussion: While it may be reasonable to allow an individual to accommodate a portion of his requirement on-site the overall policy clearly has to remain to discourage non-pedestrian features and uses within the Core Area. Although it is unlikely that someone would wish to provide stalls above or below grade, that option should remain open.

PUBLIC SPACES AND AMENITIES DESIGN PATTERNS:

- (1) Encourage the development of a public square at the intersection of Lake Street and Commercial Avenue.

Discussion: The small town character and friendliness often attributed to Midwestern and New England cities the size of Kirkland is largely due to the presence of a civic square or other centerpiece open space. The space at this intersection (Lake Street and Commercial Avenue) is highly visible from major roadways and centrally located at the heart of the CBD core.

- (2) Provide a series of areas throughout the downtown which can serve as resting spots as well as areas in which to stage assorted civic activities.

Discussion: The mixed private and public nature of Kirkland's downtown allows

visitors to the CBD to be involved in shopping, service, civic, and recreational opportunities. These many activities can reinforce and complement one another if the proper functional and circulation arrangements are made. An important part of this is the provision of public spaces in which various amenities (benches, fountains, restrooms, etc.) can be located.

- (3) Encourage the provision of street furniture along pedestrian ways and in public spaces in the downtown. This may include lighting, benches, trash receptacles, information kiosks, drinking fountains, phone booths, mail boxes, newspaper stands, bus shelters, and the like. The design of such spaces should insure adequate clearance for pedestrian flow and accommodate all people, including the handicapped.

Discussion: These items make pedestrian shopper activity in the downtown more comfortable, convenient, and interesting. They add to the drawing and holding capacity of a retail area.

CITY FORM AND IMAGE DESIGN PATTERNS

- (1) Encourage the preservation and enhancement of artifacts and buildings which impart historical meaning and a sense of place.

Discussion: There are a number of items in the downtown such as the Webb Building, the old ferry clock, and the Wawona which have historical meaning and that add to the visual character and historical flavor of the downtown. These should be recognized as community values of a high order and measures taken to insure their preservation.

- (2) Provide needed public information in a centralized and easily accessible location.

Discussion: A directory of uses and activities in the CBD should be mapped and located in display cases or kiosks in prominent places. The Marina Park kiosk now serves this purpose while another one should be located in the proposed public square.

- (3) Develop a system of street graphics that will impart needed visual information while not adding to distraction or clutter. Make a distinction between smaller "information rich" signs oriented to pedestrian traffic as opposed to larger signs with less "copy" oriented to the motorist.

Discussion: The velocity, attention focus, and information-absorbing capacity of the motorist and the pedestrian are different. Accordingly, the signs oriented to each must be designed with this fact in mind. A coordinated system will provide information in an efficient, attractive manner and lessen confusion and blight. See Figure 30 on page 295.

- (4) Encourage the use of materials, shapes, and colors that are consistent with Kirkland's regional character, history, and small town scale.

Discussion: The use of brick, wood, and wrought iron illustrate the details that evoke the City's industrial and water-oriented history. Other treatments also could add to the area's quality.

- (5) Encourage the sensitive treatment of the existing system of spaces in the downtown that have T intersections which create both view corridors and natural visual vocii.

Discussion: Unlike newer larger downtowns, Kirkland has an irregular street network with lots of 'crossed T' intersections and jogs. This can be made an interesting visual asset by the proper treatment of these view corridors and natural focal points.

- (6) Emphasize the identity of the downtown by preserving and enhancing views of the lake and the hillsides to the north and the south of the downtown.

Discussion: The downtown's natural setting is a quality that gives Kirkland a distinct identity. Its borders are visible and definite and serve as not only a visual reference point but an aesthetic amenity.

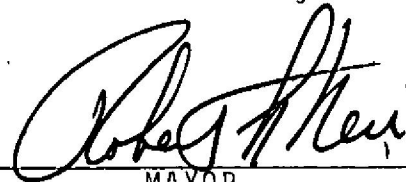
- (7) Emphasize the strong sense of entering the downtown along Lake Street.

Discussion: The building on one side and the landform on the other create a "portal" or "gateway" that presents a strong visual image to people entering the downtown. This feeling can be reenforced by such devices as an entryway sign.

Section 2. This ordinance shall be in force and take effect five (5) days from and after its passage by the Council and publication as required by law.

PASSED by the City Council of the City of Kirkland on the 18th day of September, 1978.

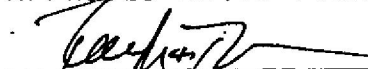
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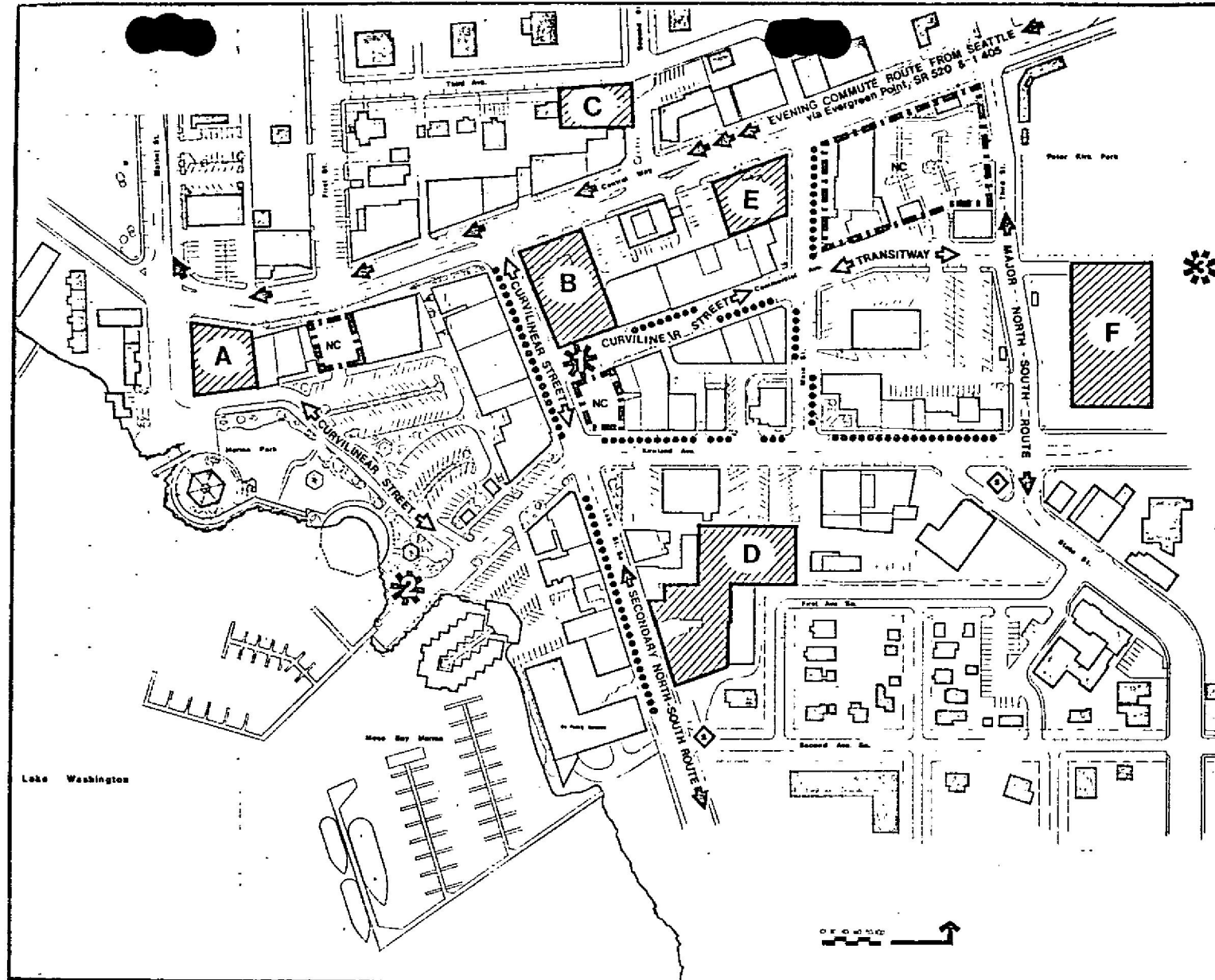

MAYOR

ATTEST:


Director of Administration and Finance
(ex officio City Clerk)

APPROVED AS TO FORM:


City Attorney



LEGEND

-  New commercial floor area
-  Public off-street parking lots

- Lot A - approximately 30 stalls if redesigned for autos
- Lot B - approximately 50 stalls if redesigned. Short-term use as parking should yield to some commercial use later.
- Lot C - approximately 25 stalls
- Lot D - approximately 78 stalls which could increase to 90 if redesigned
- Lot E - approximately 25 stalls
- Lot F - approximately 100 stalls which should serve long term parkers, especially CBD employees.

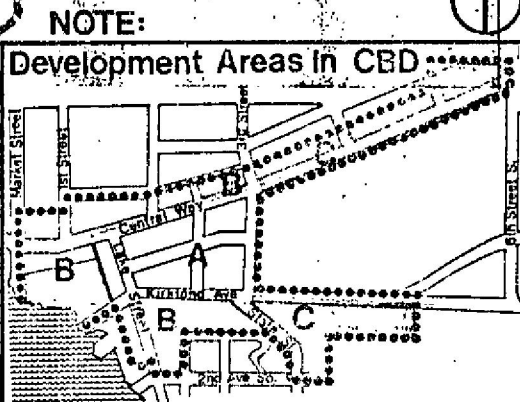
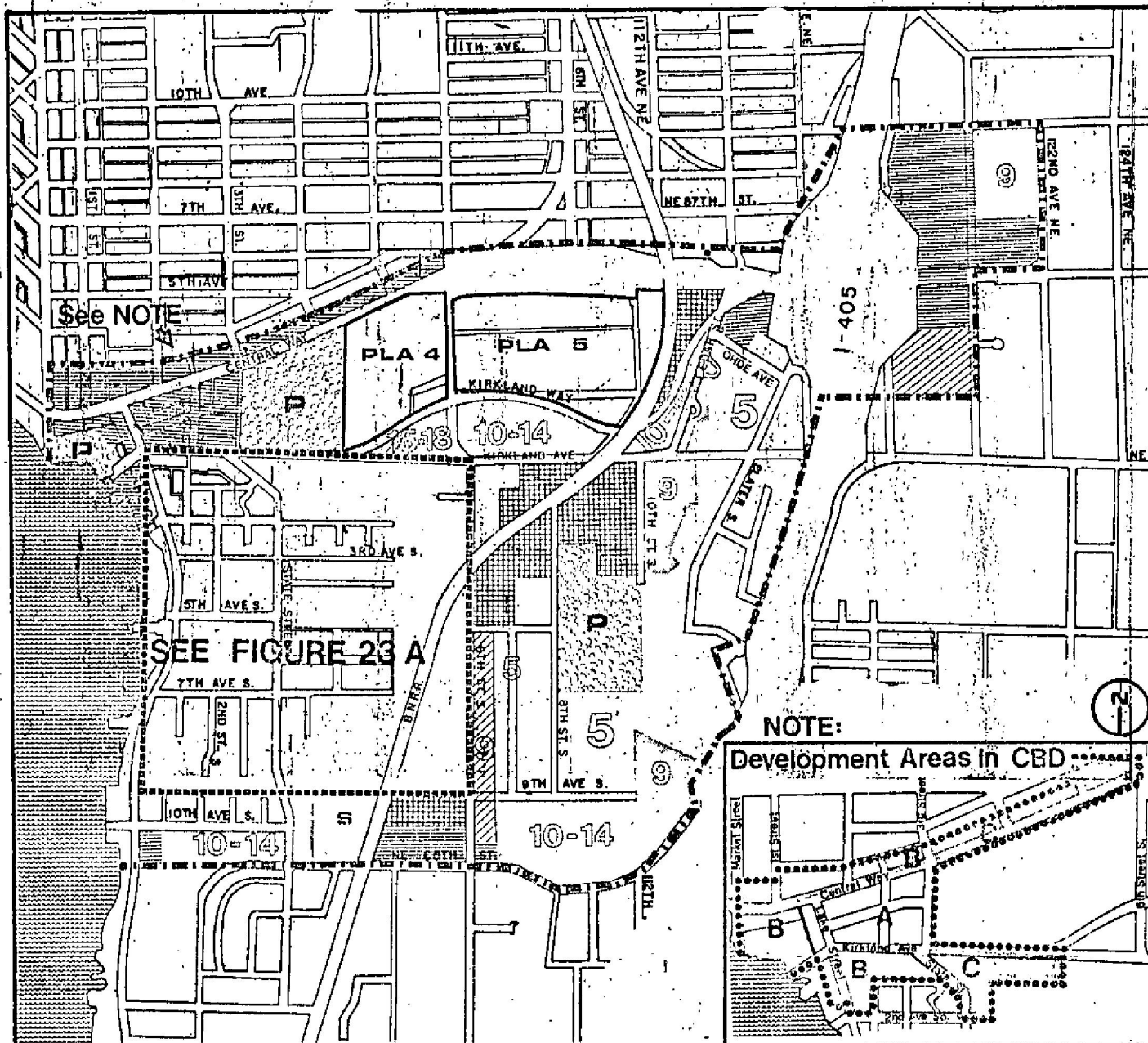
-  Angle parking along block face
-  Heavy through traffic
-  Moderate through traffic
-  Public activity generators
 - 1 Public square
 - 2 Marina Park
 - 3 Civic Center
-  Downtown entry sign

237A

CBD MASTER PLAN

FIGURE
23B

EXHIBIT "A"
Ord. 2412



LEGEND

- | | |
|--|-----------------|
| Low Density Residential | Commercial |
| Medium and High Density Residential | Industrial |
| Maximum Density (in dwelling units/acre) | Schools |
| Office/Multi-Family | Parks |
| Planned Area | Bodies of water |

EXHIBIT "B"
Ord. 2412