

RESOLUTION NO. R-4294

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF KIRKLAND ADOPTING THE RECOMMENDATIONS OF THE DOWNTOWN ACTION TEAM AS SET FORTH IN THE DOWNTOWN STRATEGIC PLAN.

WHEREAS, in May of 1999, the Kirkland City Council appointed a community task force, hereafter referred to as the Downtown Action Team or "DAT"; and

WHEREAS, the DAT was directed by the City Council to prepare and recommend a strategic plan for downtown Kirkland that evaluates the downtown, defines long-term objectives, identifies goals, and sets forth strategies to reach those goals; and

WHEREAS, the DAT has been meeting since September, 1999 gathering information, conducting intensive study, deliberating, and engaging in community outreach; and

WHEREAS, the results of this process are represented in the document titled the Kirkland Downtown Strategic Plan recommended by the DAT which sets forth a related series of public actions and private opportunities for the revitalization of downtown Kirkland; and

WHEREAS, the Downtown Strategic Plan outlines numerous projects for downtown Kirkland and outlines additional steps and public process necessary for these projects to succeed; and

WHEREAS, the City Council, has been regularly briefed on the work of the DAT and has reviewed the Kirkland Downtown Strategic Plan dated June, 2001, contained in Department of Planning and Community Development File No. CC-99-19 and incorporated herein by reference, as recommended by the DAT; and

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

Section 1. The Kirkland City Council accepts the recommendation of the Downtown Action Team and adopts the Downtown Strategic Plan dated June, 2001 as though fully set forth herein.

Section 2. Certified or conformed copies of this resolution shall be delivered to the following:

- (a) Department of Planning and Community Development of the City
- (b) City Clerk for the City

PASSED by majority vote of the Kirkland City Council on the 5th day of June, 2001.

SIGNED IN AUTHENTICATION thereof on the 5th day of June, 2001.

Mayor

Attest:

City Clerk

Kirkland Downtown

Strategic Plan

Recommendations of the
KIRKLAND DOWNTOWN ACTION TEAM

McKeever/Morris,
a division of
Parsons Brinckerhoff Quade & Douglas, Inc.

Leland Consulting Group
Mirai Associates
Sienna Architects
Bob Yakas

*Adopted by the Kirkland City Council
June 5, 2001 (Resolution #R-4294)*

**KIRKLAND
DOWNTOWN
STRATEGIC PLAN**

June 2001

**DOWNTOWN KIRKLAND
STRATEGIC PLAN:
Summary of Key Elements**

This document summarizes the key elements of the recommendations of the Downtown Action Team (previously named the Downtown Kirkland Strategic Plan Task Force). It also sets forth the primary recommendations of the Downtown Action Team (DAT) about the downtown and desired changes for Kirkland's central area. These conclusions form the foundation, or rationale, for the DAT recommendations. The process to develop this document has been "strategic planning," meaning the physical implications, benefits, and impacts of recommendations have been considered throughout. This plan is less a traditional physical plan and more a strategy. Detailed physical planning will follow as necessary and appropriate.

The Downtown Action Team has been gathering community ideas, concerns, and recommendations about the Team's conclusions since the summer of 1999. Ongoing community involvement in implementing the Plan is encouraged.

**PLAN FOUNDATIONS AND
CONCLUSIONS**

(Rationale for Plan Recommendations)

For ease of reading, the following recommendations are presented by topic, recognizing that some of the conclusions and recommendations have an impact on or will need to be integrated with other recommendations.

General

- Downtown Kirkland belongs to the entire city. Citizens view it as their "living room" regardless of whether they

live downtown, near downtown, or elsewhere in the city.

- Research from successful downtown revitalization efforts throughout America show that residents and businesses city-wide realize tangible economic and social benefits when a downtown area thrives.
- Downtown Kirkland has many strengths, including its public spaces, spectacular art, and proximity to Lake Washington. In some respects the downtown enjoys a generally healthy environment, especially for selected restaurants and retail such as art galleries and specialty shops. The area has a strong history, a nice pedestrian feel, and small town scale. However, in other respects the downtown has a very challenging and fragile economic climate; it certainly has the potential to become much more. Realizing this potential requires that the varied interests within the community continue to build trust with each other and reach agreement on the future direction for the downtown – in total and in the details.
- The goal of transforming downtown Kirkland into a high quality pedestrian village is broadly supported – it is the bedrock of common ground in the community!
- Marina Park is a wonderful part of the downtown. Public events are well attended and people often speak of taking out of town guests to visit the lakefront and enjoy the surrounding properties. However, its huge potential public benefits and central role in downtown are not fully realized because the existing surrounding retail buildings turn their back to the lake and the Marina Park parking lots act as a barrier between the downtown and the waterfront. A commitment to a major increase in visual and pedestrian access to the lake is the

kind of big picture idea that can transform the downtown: "Bring downtown to the lake – bring the lake to downtown."

- The Pacific Northwest's rainy climate necessitates weather-protected pedestrian linkages. The linkages will help create a downtown that remains active 365 days instead of only coming alive when the sun shines.
- Downtown is comprised of interconnected components. Some of these connections are not currently well developed or defined. A successful Downtown Plan must be developed and implemented as an integrated package. Dealing with any of the components in isolation from the whole significantly increases the likelihood that the downtown will fall short of the excellence that is within reach.

Circulation Network

- The downtown has many positive pedestrian features. The small block grid pattern and Park Lane are two of the foundations of this comfortable pedestrian environment. However, as with the lakefront, there are many pedestrian opportunities unrealized and in some cases, problems unaddressed. For example, the strong pedestrian features of Park Lane do not extend throughout the entire downtown; linkages between the core area, Peter Kirk Park, and Park Place have limitations; some streets are perilous for a pedestrian to cross; and many existing sidewalks are too narrow and/or in poor repair.
 - The opportunities for bicycle travel through and within downtown are limited.
- The current circulation system emphasizes the needs of the automobile at significant expense to pedestrians. The mixture of cars and pedestrians, particularly on Central Way, is neither attractive nor safe for pedestrians. This seriously restricts connections between the surrounding neighborhoods and the downtown, as well as movement within the downtown.
 - The Downtown Action Team believes it is realistic to manage current and anticipated traffic volumes on Central Way and Lake Street in a way that better meets pedestrian needs, while retaining cars needed to support a healthy retail environment. Through thoughtful implementation, this can be accomplished without creating detrimental diversion or adverse impacts on adjoining neighborhood streets. Eliminating or significantly reducing traffic on downtown streets is not the goal – improving pedestrian safety and circulation is. Traffic needs to be slowed, calmed, and better managed in order to improve pedestrian safety.
 - Mass transit, transit riders, and a transit center are important parts of downtown Kirkland, both today and in the future.

Retail Uses

- Nearly everyone involved in the planning process to date has stated a desire to have significantly more local-serving retail businesses in the downtown core. The lack of apparel stores and the recent closing of the hardware store in Park Place are two of the most frequently cited examples to support this point of view.
- The potential buying power near the downtown is substantial. It is estimated that over 77,000 people with average household incomes of \$75,000 will live

within three miles of the downtown by 2005. It should be possible to make local-serving retail thrive in downtown Kirkland. The recent influx of housing in the downtown area should start the process of strengthening existing retail and attracting new retail.

- The downtown core is currently served by restaurants and art galleries, some of which are doing acceptably financially, and small 'mom and pop' retailers, many of which are struggling. Reasons include:
 - low sales,
 - high rents,
 - limited store hours,
 - weather, and
 - lack of a critical mass of customers and similar retail and related problems.
- Customers are choosing to shop elsewhere, including in nearby regional shopping centers.
- There are key opportunity sites (e.g., corner locations) for retail that are underdeveloped at this time.
- Park Place is an important part of downtown retail. Its existing retail tenants provide some of the needed local-serving businesses (e.g., grocery, pharmacy). It is important to preserve these uses, which serve as key 'anchors' in downtown. However, space limitations, limited parking, the challenge of paying higher rents in a remodeled center, competition for space from higher-paying tenants, and competition from stronger markets limit the ability to expand convenience retail in Park Place.
- The types of uses and activities that get value from a lakefront environment and access include restaurants, housing,

hotels, and "destination-retail" – specialty shops that depend more on name recognition and less on pass-through vehicular traffic. Most retail uses do not benefit from, or need, direct lakefront access. Shops continue to rely on traffic.

- Both by location and historic use the core area (the four blocks bounded by Lake Street, 3rd Street, Central Way, and Kirkland Avenue, the area south of Kirkland Avenue and the northern side of Central Way and southern side of Kirkland Avenue) becomes the logical target to provide more opportunities for both specialty and local-serving retail. New retail should be encouraged while maintaining strict design standards that retain the quaint historic, small town feel of the current downtown.
- Some properties need to redevelop at higher intensities to make it economical to provide better retail space. The income from upper story uses often is what makes redevelopment economically feasible.
- A large percentage of the cars on Central Way, Lake Street, and Kirkland Avenue are commuters traveling through the downtown to other destinations. More of these commuters need to be converted to shoppers in order for the downtown to thrive.

Office and Housing

- Office uses have the following general characteristics in downtown Kirkland:
 - Strong economic viability and demand – although the market is cyclical, office space currently has a very low vacancy rate

- Provide good paying jobs, some of which may be held by Kirkland residents
- Generally require large building 'floorplates' with large amounts of square footage on a single floor (although this is not true for smaller tenants such as professional services)
- Compared to housing, office generates more peak hour downtown vehicle trips, has higher parking requirements (usually about 3 parking spaces per 1,000 square feet of floor area), and taller floor-to-ceiling heights.
- Housing uses have the following general characteristics:
 - Strong economic viability – at least equal to office uses in today's Kirkland market
 - Generally require smaller building floorplates than office buildings
 - Generally have a more varied and articulated exterior design than office buildings
 - Generate fewer vehicle trips and parking requirements per square foot (usually 1 to 1.5 parking spots per unit or about 1.5 spaces per 1,000 square feet, which is roughly half that of office)
 - Shorter floor-to-ceiling heights
 - Support local-serving retail better than office
- Provides "eyes on the street" year-round, "24-7," promoting safety
- Provides foot traffic during non-business days and hours that promotes vitality when the downtown might otherwise be less active
- There are currently an estimated 5,649 units of housing within a one-mile radius of downtown Kirkland, and 1,576 housing units within the Central neighborhood (soon to be renamed Moss Bay Neighborhood).
- The general conclusion from these comparative characteristics is that the upper floors of development in the core area of downtown Kirkland should primarily be used for housing and not office space. There are specific locations where exceptions make sense (such as the office park focus of CBD 5, and local-serving smaller office spaces in the core and along Central Way and Kirkland Avenue).

Parking

Successful retail requires an adequate supply of parking that is convenient and affordable. On-street parking and nearby structured parking with good access are critical for retail success. Centralized, shared parking facilities will be more effective and efficient than requiring each facility to provide its own off-street parking. The City should play a leadership role in providing parking in the downtown that is consistent with these principles.

SUMMARY OF PRIMARY RECOMMENDATIONS

Lakefront

1. Establish major increases in visual and pedestrian access to the lakefront. This should include a strong connection extending west to the lakefront from Park Lane. The lakefront should feel and function like an integral part of the downtown.
2. Build a covered parking structure capped with a significant public plaza over the current surface parking lot adjacent to the waterfront, and possibly extend the parking structure and plaza south of Kirkland Avenue:
 - a. Parking structure would extend south of Kirkland Avenue and could expand the number of parking spaces from 128 to as many as 500 (this figure to be validated through more detailed design work during implementation). Approximately 367 spaces will be north of Kirkland Avenue and approximately 129 spaces will be in an expanded parking area south of Kirkland Avenue. As a point of reference, the public garage at the Library has approximately 400 parking stalls.
 - b. Plaza would be approximately 1 to 1.5 acres of public open space and would provide a seamless connection from the downtown to the waterfront. The plaza would be at the same grade as Lake Street and Central Way with access from a series of at-grade pedestrian connections from Central Way and Lake Street - some of which already exist.
 - c. Buildings next to Central Way, Kirkland Avenue, and Lake Street would be allowed to extend onto the plaza some, but most of the plaza would be dedicated to public uses. Any structures would be human scale.
3. Automobile access to the lakefront should be limited to access to and from the parking garage with no surface road separating the structure from the park.
4. Allow two-story buildings "outright" along both Lake Street and Central Way in the waterfront area.
5. Land uses surrounding the plaza should be:
 - a. Retail, restaurant, hotel, housing, office, and civic uses allowed; and
 - b. Only retail uses and other generators of pedestrian traffic allowed on the ground floor (office, 'dot-coms' or housing not allowed on ground floor).
6. A complete and comprehensive redevelopment package for the entire waterfront area is preferred so that the parking structure, plaza, public access, building development, and redevelopment are integrated.
7. The City should take the lead to pursue partnerships and joint development opportunities to finance and construct the parking deck and public plaza.
8. Add a vehicular roundabout at the intersection of Central Way and Market.
9. Make the following changes to Lake Street:
 - a. Coordinate existing signals on the east side of Lake Street at Central Way and Kirkland Avenue and provide more green time for

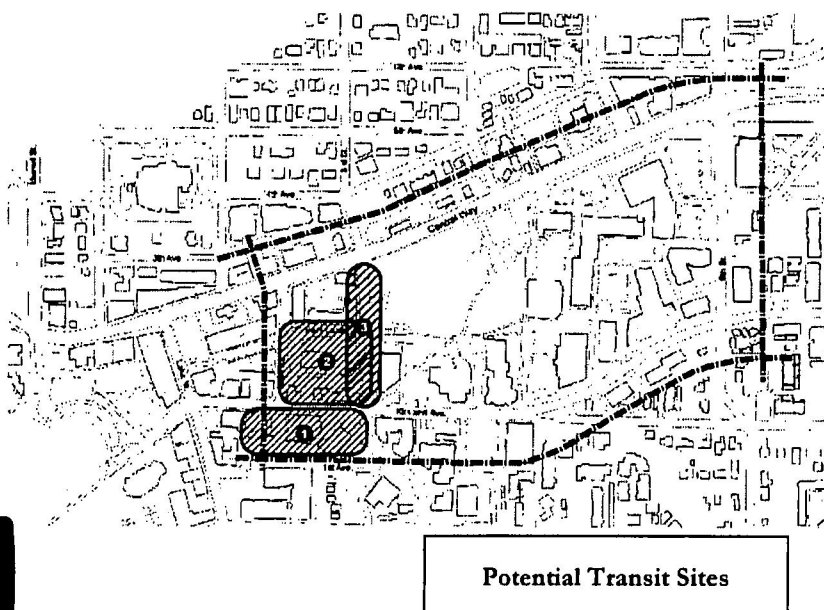
- northbound traffic in the PM peak period.
- b. Install curb extensions (bulb outs) on Lake Street at the intersections with Kirkland Avenue and Park Lane and eliminate lane for northbound right-turn movements.
 - c. Continue studying ways to increase sidewalk width, particularly on the west side of Lake Street, while retaining on street parking.
10. The merits of the following waterfront area ideas should be studied in the future:
- a. Developing a breakwater with renovation/expansion of the City marina; and
 - b. Adding a water taxi.
- Core Area**
1. Substantially increase the retail floor area in the core area.
 2. Design the core with a Main Street "quaint" and historic character while ensuring economic feasibility.
 3. Facilitate redevelopment at key opportunity sites, including:
 - a. Existing parking lot at the corner of Central Way and Lake Street in conjunction with the adjacent U.S. Bank site;
 - b. Bank of America site on Kirkland Avenue and other areas south of Kirkland Avenue;
 - c. Peter Kirk Square; and
 - d. Antique Mall site.
4. Land uses in the core area to be encouraged, promoted (and protected) should be:
 - a. Retail uses on the ground floor of all buildings;
 - b. Primarily housing or hotels on the upper floors; and
 - c. Some office uses or live/work units on the upper floors.
 5. Zoning standards. Continue the current height requirements with minor refinements (*see figure below*):
 - a. For the two blocks west of 3rd Street (except those parcels fronting Kirkland Avenue) and areas fronting on the south side of Kirkland Avenue, allow 5 story buildings if:
 - i. The top three floors are exclusively housing; and
 - ii. The total height is no greater than one foot taller than if the building were three floors of office over retail; and
 - iii. A step back is required on the third and upper floors.
 - b. For the two blocks fronting on Lake Street, and those parcels to the east fronting on Kirkland Avenue, allow four story buildings if:
 - i. The top two floors are housing; and
 - ii. Total height is not greater than four feet taller than would be the case if the building were two floors of office over retail; and
 - iii. A step back is required on the third and fourth floor.

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Proposed Height
Requirements

6. Consider relocating the existing bus transit center from 3rd Street. Initial preference is for a site south of Kirkland Avenue between State Street and approximately Main Street. The following goals should be used to guide site selection and site design:

- Identify and mitigate any impacts on surrounding properties;
- Promote joint development on the site;
- Retail uses on ground floor;
- Public Parking structure to be located below grade or on the upper floors (look for shared parking opportunities with adjacent uses, avoid use of facility for transit park and ride);
- Possible housing and/or office space on the upper floors;
- Adequate bus circulation and layover; and



Potential Transit Sites

- g. Bus routing and circulation that does not negatively impact automobile and pedestrian circulation.
7. Prior to implementing changes to Central Way described in #8 below:
- a. Implement Phase I of the Norkirk Neighborhood Traffic Plan to reduce current cut-through traffic in the neighborhood; and
 - b. Conduct a preliminary technical assessment of appropriate traffic calming measures in the Moss Bay neighborhood in the near term; and
 - c. As part of the final design process for the changes to Central Way described in #8 below, assess the specific impacts of the narrowing of Central Way in surrounding neighborhoods and include a plan to mitigate any traffic impacts. Include and assessment of the impacts on the Norkirk neighborhood of any proposed right turn lane for westbound Central Way traffic. Conduct workshops in each neighborhood to review the recommendations; and
 - d. Within six months to one year after changes to Central Way described in #8 below are implemented, monitor and evaluate the impacts of the narrowing on cut-through traffic and speeding in the Norkirk and Moss Bay neighborhoods and coordinate with the neighborhoods to address impacts. If additional mitigation is needed in Norkirk, implement Phase II of the Norkirk Traffic Plan or alternate traffic calming measures, as determined by a neighborhood-based process.
8. Re-design Central Way to provide for safer pedestrian movements:
- a. Remove one westbound through lane from 3rd Street to Market Street and one eastbound through lane from Lake Street to 4th Street (or the new Park Place driveway);
 - b. Add parallel parking to south side of Central Way;
 - c. Increase the sidewalk width on both sides of the street; and
 - d. Increase the capacity of 114th Avenue at Central Way to allow dual southbound left turn lanes and dual northbound right turn lanes onto southbound I-405.
 - e. Add roundabout to intersection of Market Street and Central Way.
 - f. The City should retain ownership of all existing right-of-way.
 - g. Study speed limits and consider potential speed reductions on Central Way.
 - h. Study need for safer pedestrian crossings on Central Way between 3rd Street and 6th Street.
9. Capture the feel of the west block of Park Lane on other streets. Make the following changes to Main Street, 3rd Street (assuming the transit center is re-located), and the east block of Park Lane:
- a. Widen the sidewalks and add street trees by narrowing travel lane widths;
 - b. Add parallel parking (change from diagonal where necessary) to both sides of the street (assuming the transit center is re-located from its current site on 3rd Street); and
 - c. Pay particular attention to high quality pedestrian crossing at Park

- Lane and 3rd Street to encourage a safe connection to Peter Kirk Park.
- d. Enhance the entry/access points into Peter Kirk Park.
10. Kirkland Avenue changes:
- a. Reduce travel lanes in each direction from 14 feet to 11 or 12 feet, and increase the width of the sidewalks.
 - b. Eliminate the right-turn shortcut from eastbound Kirkland Avenue to State Street.
 - c. Signalize the intersection at Kirkland Avenue and 3rd Street (provided the other improvements to Kirkland Avenue and 3rd Street are made, particularly a Park Lane pedestrian crossing solution across 3rd Street, and elimination of the right-turn shortcut from Kirkland Avenue to southbound State Street).
 - d. Study the inclusion of a bicycle lane and how to best add to the sidewalk width.
11. Park Lane
- a. Retain the current circulation system of one-way between Lake Street and Main Street and two-way between Main Street and 3rd Street;
 - b. Pay particular attention to creating and expanding a pleasant pedestrian environment; including possibly adding a covered walkway along Park Lane and along the southern edge of the current path through Peter Kirk Park to Park Place.
12. The City should take a strong leadership role in ensuring adequate parking in the core area and waterfront:
- a. Recommended right-of-way changes will add to the on-street parking supply;
 - b. Prohibit surface parking lots in core;
 - c. Develop the parking structure at lakefront to provide expanded

- parking service to the core and waterfront;
- d. Develop a public parking structure to serve retail and employee needs in the core. If it is not provided in connection with a new transit center south of Kirkland Avenue, it should be provided elsewhere in or immediately adjacent to the core;
 - e. Develop a parking strategy for the downtown that leverages public investment in parking to:
 - Encourage shared parking
 - Target the addition of key community-desired uses in the core
 - Promote quality design

Parking requirements for some or all retail uses in the core and waterfront should be eliminated within the context of a parking strategy that accomplishes these goals. Specific uses to target and methods for leveraging the parking investment to be determined in future phases. Uses other than retail within the core should continue to provide their own onsite parking, although shared parking between multiple properties is encouraged.

Park Place

Recommendations relating to the Park Place shopping center and abutting areas (CBD 5) of downtown include the following:

1. Any new development in this area should be urban in character to promote a better integration of Park Place with the core area.
2. Enhance the intersection of Central Way and 6th Street as a "gateway" to the downtown.
3. Encourage local-serving uses such as grocery, hardware, and pharmacy within Park Place as it redevelops.

4. Encourage retail uses and similar pedestrian-generating activities on the ground floor of all buildings, including those on Central Way.
5. Establish (through policy) a 'Friendly' connection of Park Place to Peter Kirk Park (with no net loss of park land). Prohibit blank walls facing the park, enhance pedestrian connections by adding appropriate walkways and paths, and use design to help make the transition from the shopping center to the park.
6. Add on street parking on Central Way to support retail and enhance the pedestrian environment.
7. Hide rooftop parking at Park Place such that it is not visible from Central Way or Peter Kirk Park.
8. Encourage underground parking and street parking along surface streets. Minimize and, over time, eliminate surface parking lots.
9. Reduce travel lanes in each direction on Kirkland Avenue from 14 feet to 11 or 12 feet, and increase sidewalk widths.
10. Complete a street in the form of a meandering lane running north-south between Central Way and Kirkland Avenue to provide an urban retail street environment.
11. The Salvation Army property located south of Kirkland Avenue represents an important redevelopment opportunity. Conduct further studies to determine the most appropriate uses for this site, possibly emphasizing uses that complement the civic facilities on the north side of Kirkland Avenue.
12. Preserve the designation of the CBD 5 area as a Class A office district while allowing limited housing subject to the following guidelines and limitations:
 - a. Ensure that design guidelines are consistent with the character and image of the district;
 - b. Ensure that Peter Kirk Park retains its function as an active park, with activities for all ages of users and activities that extend into the evening hours. Future residents of housing on all sides of the park should understand that these active uses take precedence over concerns they may have over conflicts with residential uses.
 - c. Housing will be minor percentage of any project, and allowed only on western edge of CBD 5 (west of the north-south road that is to be added).
 - d. Housing will be designed within the current height limits for CBD 5.

SUMMARY

The conclusions and recommendations described in this document represent the work effort of a very diverse group of Kirkland leaders – neighborhood leaders, historians, developers, bankers, retailers, property owners, main street enthusiasts, and others that love Kirkland. The process began, as it does in so many communities, with distrust. Over the past year, the Downtown Action Team has forged a remarkable process of trust and interaction. Personal agendas, while not gone, have melted down while the desire for holistic and comprehensive solutions to downtown revitalization continue to gain more and more support from the entire team. Many, if not most, of the recommendations were reached with unanimous support.

The Downtown Action Team encourages the citizens of Kirkland to approach this opportunity as they have – determining what

is in the best interest of Kirkland and how all the parts can be understood and resolved simultaneously. We encourage your involvement and look forward to the discussions together about our future.

Next Steps

The DAT will prepare an implementation strategy to prioritize projects and move into implementation of the Downtown Strategic Plan. These projects will include short-term actions that will provide some "quick victories" for the planning processes as well as mid- and long-term actions.

LF - Lakefront	RA - Regulatory Amendments
TC - Transit Center	PS - Parking Strategy
OS - Opportunity Sites	TI - Traffic Improvements
HI - Human Infrastructure	PI - Pedestrian Improvements
FS - Funding strategy	

DOWNTOWN STRATEGIC PLAN IMPLEMENTATION

*** Indicates project dependent on availability of capital improvement funding**

2001

- HI-1** Restructure the Downtown Action Team (DAT)
- PS-1** Conduct parking study and develop a comprehensive parking strategy
- TI-1*** Obtain community and Council approval of the Norkirk neighborhood traffic plan and implement first set of traffic calming measures
- TC-1** Initiate a planning process for the Transit Center, including site selection and design concepts
- RA-1** Obtain Council approval of needed Comprehensive Plan amendments
- OS-1** Initiate discussions with property owners of key opportunity sites including:
 - Bank of America (Lake/Kirkland)
 - Antique Mall
 - US Bank
 - Salvation Army site
- LF-1** Initiate discussions with Lakefront owners on Lakeshore Plaza
- FS-1** Conduct project funding and phasing analysis for downtown public improvements, develop strategy and obtain City Council approval
- FS-2** Obtain service package for 2002 planning and design projects

2002

- HI-2** Ongoing DAT coordination
- RA-2** Obtain Council approval of needed Zoning Code amendments
- TI-2** Conduct design level study of Central Way narrowing

2
66-97-19

- TI-3*** Complete first phase of Norkirk neighborhood traffic plan
- OS-2** Initiate a planning process for development of the Lake/Central site with possible inclusion of the US Bank site
- OS-3** Continue discussions with property owners of opportunity sites
- PS-2** Obtain Council approval of parking strategy and begin implementation
- PI-1** Design pedestrian spine concept between Park Place and the Lakefront including street and sidewalk improvements for Park Lane
- PI-2*** Make minor improvements to downtown streets and sidewalks (including trees) pursuant to funding and phasing strategy
- LF-2** Initiate planning process for Lakefront Plaza project
- TC-2** Select transit center site and approve design concept
- FS-3** Obtain service package for 2003 planning and design projects

2003

- HI-3** Ongoing DAT coordination
- OS-4** Select developer for the Lake/Central site and complete negotiations on a development agreement
- TI-4*** Implement Central Way narrowing project (coordinate with other CIP projects)
- TI-5*** Signalize Kirkland Avenue/3rd Street Intersection
- LF-3** Complete the planning process for the Lakefront Plaza project
- PI-3*** Construct pedestrian spine between Park Place and the Lake
- PI-4*** Continue minor improvements to downtown streets and sidewalks
- TC-3** Final design for the Transit Center
- PS-3** Continue implementation of parking strategy and develop funding strategy

FS-4 Obtain service package for 2004 planning and design projects

2004

HI-4 Ongoing DAT coordination

LF-4* Select the developer for the Lakefront Plaza project and negotiate a development agreement.

OS-5 Construct the building on the Lake/Central site

OS-6 Continue discussions with property owners of opportunity sites

PS-4* Implement the results of the downtown parking strategy

TC-4 Construct Transit Center

TI-6 Monitor Central way changes for neighborhood impacts

TI-7* Install NE 85th Street/114th Avenue NE intersection improvements

**DOWNTOWN STRATEGIC PLAN
SUMMARY OF MARCH 20th CITY COUNCIL STUDY SESSION**

The following summarizes the comments and questions of the City Council at the March 20th, 2001 Study Session. The comments are followed by a staff response.

Central Way

COUNCIL COMMENTS/QUESTIONS:

Council members noted the need to model potential diversions to the Norkirk Neighborhood so the plan could address or avoid adverse impacts. Another suggestion was to consider phasing the narrowing of Central Way by removing one lane at a time.

RESPONSE:

Detailed modeling of potential diversions will be conducted during the next phase of the Central Way proposal, which is called out in the implementation plan as a design level analysis of the proposal. Specific phasing and construction methods will be explored through that analysis as well.

The DAT has amended the draft Strategic Plan at the recommendation of the Norkirk Traffic Task Force with the following key points:

- "Phase I" of the Norkirk traffic calming plan (currently being developed) should be implemented prior to changes to Central Way.
- Specific impacts from cut-through traffic will be studied, reviewed with the neighborhood, and mitigated through the design process.
- Following implementation of the changes to Central Way, the impacts will be monitored to determine if additional mitigation is needed.

Transit Center

COUNCIL COMMENTS/QUESTIONS:

Council members addressed a number of issues related to the transit center and sought clarification about the function of the transit center. It was suggested that examples of similar facilities in other cities of similar size be studied. Members also requested additional information on ridership and site selection criteria to understand why the DAT had selected the three finalist sites.

Council members expressed concerns about particular sites, noting issues such as traffic conflicts, impacts to adjoining residents, the need for layover bays, and conflicts with other potential uses.

ATTACHMENT	3
FILE NO.	66.99.19

Council noted the importance of checking back with Council before the proceeding too far in the site selection process.

RESPONSE:

Because the transit center will be an ongoing topic for the City Council, an expanded analysis downtown transit is provided below.

Transit Center Concept:

It is important to keep in mind that downtown Kirkland already has a transit center in the core area, located along 3rd St. The proposal for a new transit center does not seek to change the function of the current center. Rather, a new center would accommodate projected increases in bus riders and the number of buses serving the downtown in a more functional and aesthetically pleasing facility.

The transit center serves two functions. It is a central collection and drop-off point for bus routes serving the downtown; and it provides focal point for transfers between different routes. According to King County METRO, use of the existing transit center is roughly evenly split between these two functions.

Generally speaking, buses attract more riders in places with high population densities. As a relatively high intensity node of employment and residential development, downtown Kirkland is a natural focus for bus routes connecting the greater Kirkland area to major Eastside and regional activity centers (e.g. downtown Seattle, Bellevue, Redmond, University). Transit planners say that people will generally not walk much further than 1/4 mile to catch a bus. Consequently, to maximize ridership, bus stops need to be located as close to the center of density as possible. In areas that are served by multiple bus routes, such as downtown Kirkland, a transit center enables all routes to converge at an optimal location - within walking distance of the most people. This gives transit the greatest opportunity for success. As ridership grows, better transit service is possible, which in turn helps promote even more ridership.

Another important function of a transit center is to serve as a transfer point between different bus routes. This function is largely a by-product of the fact that multiple routes converge.

One function that the Kirkland transit center does not now perform, and will continue not to perform, is as a park and ride facility. A park and ride, of course, is essentially a parking lot served by transit. Park and rides are typically located close to freeways, both for easy automobile access and proximity to express transit routes. For the downtown transit center there are no plans to construct all-day parking; and the lack of availability of such parking in the immediate area effectively prevents the center from defacto use as a park and ride. Attracting additional automobile traffic and parking to the downtown would clearly be contrary to the goals of the DSP and Comprehensive Plan.

Strong transit service has long been a key premise of the land use policies for downtown Kirkland. The concept of increased housing density and increased employment in a compact, pedestrian-oriented urban village hinges on two transportation concepts. The internal concept is that housing and employment is located in close proximity to shops and services, allowing many trips to be made by foot and thereby reducing the number of single occupant vehicle trips within the downtown. The external concept is that a critical mass of housing and employment is located in close proximity to transit service, thereby providing viable alternatives to use of single occupant vehicles for trips outside of the downtown. As local and regional congestion worsens, better transit service provides more transportation choices.

Transit Center Process To Date:

Sound Transit approached the Downtown Action Team and asked its assistance in reviewing options for the transit center. The DAT agreed and worked at both the subcommittee and full DAT level with Sound Transit, Metro, and their consultant to identify a study area and potential sites for the transit center. The study area boundary was defined by proximity to the core, topography, circulation, and the lake. Within the study area, six potential sites were identified (see Attachment 1). Following preliminary screening, three sites were eliminated from further consideration based on a number of factors including size, ability to accommodate service and patron needs, and distance from the core. Preliminary design concepts were then developed for the three preferred sites to determine the functionality of the sites for transit center operations. Evaluation criteria were developed to screen the preferred sites (see Attachment 2). Based preliminary evaluation, the DAT has expressed an initial preference for Site 1 (south of Kirkland Avenue).

Next Steps:

The next step identified in the DSP implementation plan is for the City to conduct a feasibility analysis for study the three finalist sites to study design options, impacts and mitigations, and joint development opportunities. This process will be designed to include multiple opportunities for public participation. Examples of similar facilities will be used to help participant visualize the options. The results of this study will be reported to City Council for consideration and further direction. If Council has any suggestions about the attached criteria or the three sites proposed for further consideration, please advise staff so they can be included in the feasibility analysis.

Lakeshore Plaza

COUNCIL COMMENTS/QUESTIONS:

Council members inquired about potential traffic that would be generated by additional parking in the Lakeshore Plaza garage. It was suggested that the Lakeshore Plaza is the most dramatic change that the City can initiate in the downtown – many other changes depend entirely on private investment. It was questioned if private development on top of the plaza could be construed as a gift of public funds.

RESPONSE:

Structured parking under a Lakeshore Plaza would not by itself generate additional traffic. The goal would be to generate increased retail and pedestrian activity which, in-turn would likely generate additional traffic. Appropriate vehicular access to the garage and potential impacts would need to be addressed through the design process for the Lakeshore Plaza proposal.

As noted at the March study session, the Lakeshore Plaza project will be highly complex from the standpoint of both economics and property ownership. The concept of private development on the plaza stems from the fact that private owners would lose property value and floor area if the plaza and garage blocks their existing lower story. Development on the plaza is one possible method to compensate that loss while improving the physical relationship of the downtown to the lake. Extensive work with the adjoining owners will need to occur before this project can move forward.

Costs

COUNCIL COMMENTS/QUESTIONS:

The issue of City costs for the projects outlined in the DSP was raised. A question was also raised about who pays for parking if parking requirements are waived for retail uses. The strategy for public parking in Park Place was questioned.

The comment was made that the DSP also depends on a lot of private capital. For that to happen, economics of redevelopment must cross the threshold to where there is an incentive for private investment.

RESPONSE:

Staff has started to prepare an estimate of costs for various projects for consideration in the CIP. The DSP is intended to set in motion a related series projects including public actions and private opportunities in the downtown. Each relies on the other and each contemplates significant investment in the downtown. One of the key next steps for the DAT is to explore specific funding strategies to move the plan forward.

The implementation plan anticipates development of a comprehensive parking strategy. The strategy will guide the community on the key issues of how much parking, who pays, and who benefits. Examples of parking strategies used in other communities include expanded fee-in-lieu programs and development concessions (for example, the City provides public parking and reduces parking requirements for private development. In exchange, private development provides superior design, public plazas, local serving retail, etc.).

The DAT has decided to eliminate the public parking strategy for Parkplace as part of the final draft for Council review.

Regarding the expectation for private investment in the downtown, the DAT believes that the Plan sets in motion a number of public actions that will stimulate opportunities for desired private investment. The DAT has learned that there is no perfect, static formula for downtown revitalization. Exactly where the threshold is for private investment to occur will need to be monitored and reassessed as the plan moves forward.

Miscellaneous

COUNCIL COMMENTS/QUESTIONS:

The Council asked for clarification about the locations for the proposed changes to building heights. Modeling of the proposed changes was also suggested.

It was asked if the DSP makes adequate mention of historic properties.

While some enthusiasm was expressed about redevelopment of opportunity sites like the Lake Street parking lot, the Council wanted to know what redevelopment of City-owned sites would look like before anything happened.

RESPONSE:

Attachment 3 illustrates the location of the proposed height changes. For clarification, the suggested change to overall heights on those areas currently zoned for three stories in height is a maximum of four feet. In those areas currently zoned for four stories in height, the change is a maximum of one foot. These relatively minor adjustments were endorsed by the DAT largely because the perceived change would be so minimal. The minimal nature of the change would make it difficult to perceive on a model. These changes will need to be reviewed through amendments to the Comprehensive Plan and Zoning Code.

Regarding of downtown history, the DSP includes multiple references to the importance of the historic character. These references are found in both the Plan Foundation and Conclusions sections and in the Core Area strategies section.

Regarding potential redevelopment of City-owned properties, the DAT decided against design level work as part of the DSP. Experts in the field have advised that better projects happen when the City dictates the general specifications and allows the development community to make proposals on how they can deliver the desired outcome. The City can then evaluate development options based on more realistic assumptions of what can be delivered by the private sector. More detail on development options will be available as we move forward on implementation. As owner of these properties, the City will retain ultimate control of how they are developed.

Exhibits

A. Transit Center Sites

- B. Transit Center Evaluation Criteria
- C. Suggested Building Height Changes

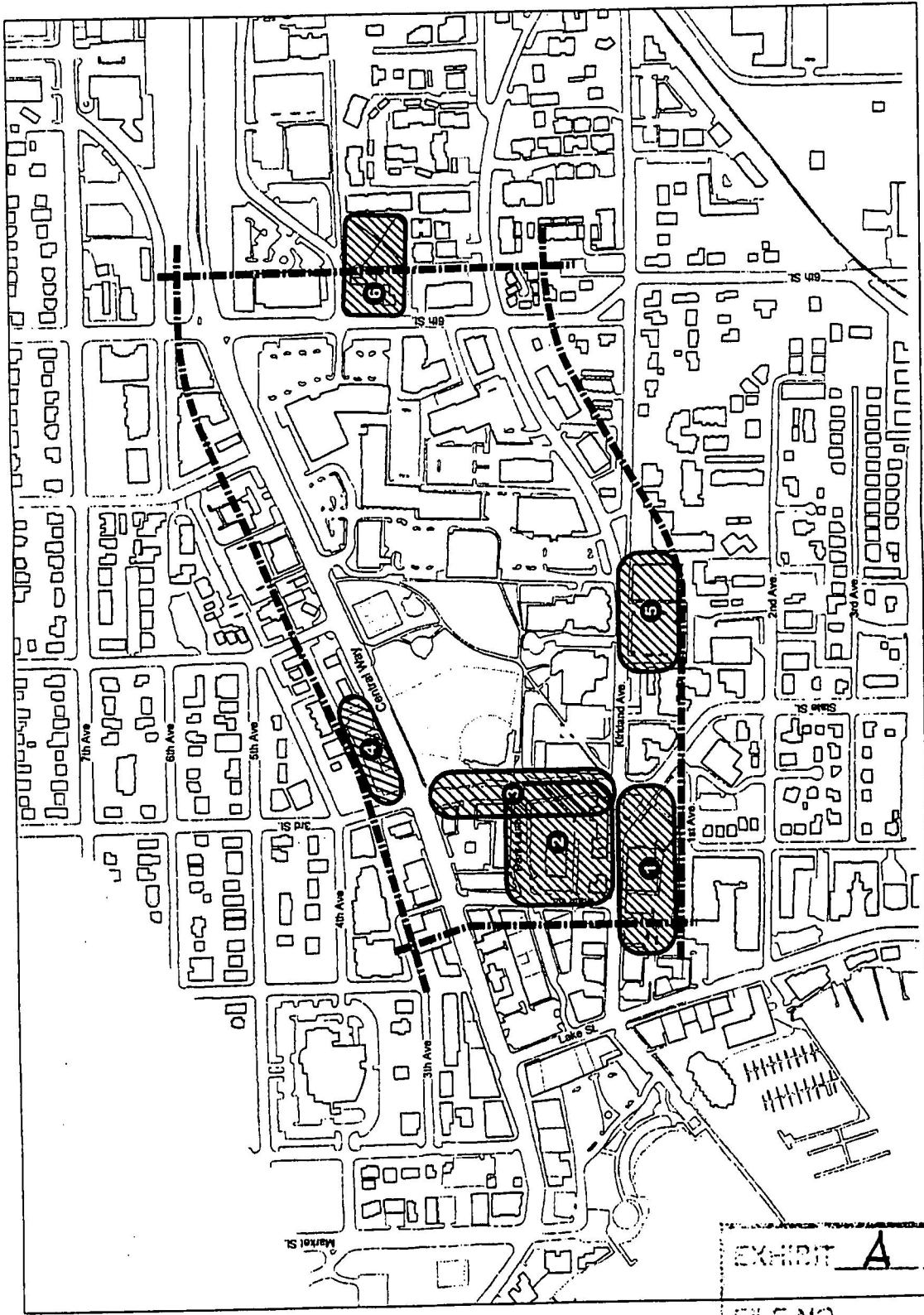
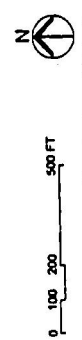


Figure 4:
Potential Sites



Downtown Kirkland Transit Center
Sound Transit 80V Access Program
Kirkland Projects

EXHIBIT **A**
FILE NO. _____

APPENDIX B: SITE EVALUATION CRITERIA

Operational Criteria

- Facility Size
 - Physical accommodation of the facility
- Turning Movements
 - Number of movements upon approaching and leaving the site
- Route Locations
 - Relative distance to the concentration of routes
- Access to Major Arterials
 - Continued use of existing arterials

Circulation Criteria

- Signalization
 - Requirement for new traffic signals
- Traffic Flow
 - Impacts to traffic flow on major through routes
 - Multiple access points into transit center preferable
 - Street closings
- Parking Loss
 - Potential loss of on-street spaces
 - Potential loss of off-street public parking
- Pedestrian Movement
 - Impacts on existing flows

Proximity-Related Criteria

- Distance to Employment
 - to existing downtown core
 - to projected growth areas
- Distance to Shopping
 - to downtown core area
 - to Kirkland Place
- Proximity to Community Facilities
 - to Community Center, Library, Pool, Senior Center, Teen Center & Performing Arts
 - to City Hall
- Proximity to Parks and Recreation
 - to Peter Kirk Park
 - to Waterfront Park
- Proximity to Residential Growth Areas

EXHIBIT B
FILE NO.

- North & South

Urban Design Criteria

- Compatibility with Downtown Plan
 - Opportunities for core area growth and development of mixed-uses
 - Interconnection of transportation modes
 - Reinforcement of existing street patterns
 - Respect scale and density of core area
 - Enhance pedestrian activities
- Potential for Pedestrian Amenities & Safety
 - Physical opportunity for amenities
 - Proximity to day and nighttime activities
 - Proximity to existing pedestrian amenities
- Image & Aesthetics
 - Potential catalyst for positive change
 - Visually enhance its context
 - Visibility from surroundings
- Land Use Compatibility & Joint Development Potential
 - Enhance surrounding activities
 - Potential for joint development of public or private facilities
 - Minimizes environmental effects
 - Preserves historic structures

Implementation Criteria

- Acquisition
 - Availability & cost
- Compliance with ordinances and/or zoning
- Conditions for construction
- Political & public acceptability

Peter Kirk Park

CURRENT CODE
RETAIL W/OFFICE UPPER FLOORS

OFFICE	13
OFFICE	13
RETAIL	15

CURRENT CODE
RETAIL W/HOUSING UPPER FLOORS

HOUSING	10
HOUSING	10
RETAIL	15

PROPOSED CODE
RETAIL W/HOUSES HOUSING

HOUSING	10
HOUSING	10
HOUSING	10
RETAIL	15

3 stories

CURRENT CODE
RETAIL W/OFFICE UPPER FLOORS

OFFICE	13
OFFICE	13
RETAIL	15

CURRENT CODE
RETAIL W/HOUSING UPPER FLOORS

HOUSING	10
HOUSING	10
RETAIL	15

PROPOSED CODE
RETAIL W/HOUSES HOUSING

HOUSING	10
HOUSING	10
RETAIL	15

Lake Street

Kirkland Ave.

Central Way



SPEAKER'S BUREAU REPORT

The Downtown Action Team formed a speaker's bureau to discuss the Downtown Strategic Plan with the community and report back to the DAT. The speaker's bureau is comprised of the following DAT members: Elisa Bakker, Dick Beazell, Tere Gidlof, Jim Lauinger, George Lawson, Steve Lorian, Karen Lightfeldt, Jeremy McMahan, Ellen McMahon, Mike Nelson, Teddy Overleese, Dave Ramsay, Mike Raskin, Eric Shields, Dean Tibbott, and Debra Twersky. The following presentations have been made:

I City Boards and Commissions

A. City Council

Staff provided briefings to the Council on September 21, 1999, March 21, 2000, and May 16, 2000. Dave Leland and Mike McKeever reported to City Council on June 20, 2000. The DAT presented the draft DSP to Council on March 20, 2001.

B. Planning Commission

Eric Shields, Jeremy McMahan and Jim Lauinger reported to the Planning Commission on May 23, August 10, 2000, and January 11, 2001. Jim has provided ongoing updates to the Commission.

C. Houghton Community Council

Jeremy McMahan reported to Houghton Community Council on August 28, 2000.

D. Park Board

Jeremy and Bob Sternoff reported to the Park Board on October 11, 2000

E. Design Review Board

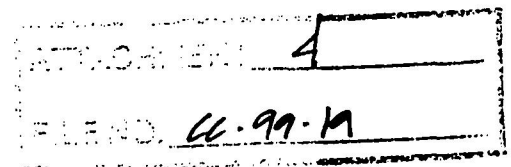
Jeremy and Eric Shields reported to the DRB on October 19, 2000

II. Neighborhoods

A. Norkirk

Eric Shields and Elisa Bakker reported to the association in May, 2000

Dave Ramsay, Tere Gidlof, Elisa Bakker, and Dick Beazell reported to the association on September 21, 2000.



B. Central/State Street

Jeremy McMahan and Ellen McMahon reported to the association on May 4, 2000.

Jeremy, Ellen McMahon, and Dick Beazell reported to the association on October 11, 2000.

D. North Rose Hill

Dave Ramsay, Elisa Bakker, Dick Beazell, Jim Lauinger, Deb Twersky, and Mike Nelson reported to the association on September 19, 2000.

E. Downtown Condos

Teddy Overlease, Dick Beazell, and Jeremy reported to a KDL sponsored meeting of the downtown Condominium owners on October 9, 2000.

F. South Rose Hill, Bridle Trails

Jeremy, George Lawson, Teddy Overleese, and Jim Lauinger reported to the organization on November 14, 2000.

G. Highlands

Jeremy, Steve Larian, and Debra Twersky reported to the organization on November 16, 2000.

H. Central Houghton

Eric Shields and Ellen McMahon reported to the organization on November 1, 2000.

I. Market

Eric Shields, Tere Gidlof, Dean Tibbott, and Jim Lauinger reported to the organization on November 15, 2000.

J. South Juanita

Dave Ramsay, Karen Lightfeldt, and George Lawson, reported to the organization on November 15, 2001.

III. Organizations

A. Kirkland Conversations

Jeremy McMahan, Eric Shields, Teddy Overleese, and Tere Gidlof reported to the group on April 21, 2000.

B. Chamber/KDL

Dave Ramsay, Teddy Overleese, Dick Beazell, Karen Lightfeldt, Jim Lauinger and George Lawson reported to a joint meeting of the organizations on July 12, 2000.

Jeremy reported to the KDL Board on March 20, 2001

C. Chamber Local Issues Group

Jeremy McMahan, Ellen McMahon, Jim Lauinger, and George Lawson reported to the group on June 21, 2000.

D. Morning Kiwanis

Eric Shields and Mike Nelson reported to the organization in June, 2000

E. Lunch Kiwanis

Jeremy McMahan and Mike Nelson reported to the organization on August 16, 2000.

F. Rotary

Jeremy McMahan, Dick Beazell, and Jim Lauinger reported to the organization on July 13, 2000.

G. Kirkland "Old Timers"

Jeremy McMahan and Dick Beazell reported to the group on June 8, 2000.

IV. City Departments

A. Department Heads

B. Planning Department

C. Parks Department

D. Public Works