



CITY OF KIRKLAND
Planning & Building Department
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MEMORANDUM

To: Adam Weinstein, AICP, SEPA Responsible Official
From: Tony Leavitt, AICP, Senior Planner
Date: March 4, 2019
File: SEP16-02066
Subject: STATE ENVIRONMENTAL POLICY ACT (SEPA) DETERMINATION
NORTHWEST UNIVERSITY MASTER PLAN

GENERAL

The subject property is the Northwest University campus located along 108th Avenue NE in the Central Houghton Neighborhood (see Enclosure 1). The request is for approval of a 20-year Master Plan for the Northwest University Campus. Elements of the Master Plan include new buildings, additions and campus improvements, totaling 364,910 gross square feet of net new square feet of construction. The improvements proposed are a new 6-Court Indoor Tennis Center, including a new parking garage; a new Gymnasium Pavilion replacing the existing Pavilion, including a new parking garage; a new Welcome Center replacing the existing Pecota Center building, including a new parking garage; a new 300 bed Residence Hall; Athletic Field Improvements including new AstroTurf and lighting with New Field House and bleachers at the athletic fields; additions to the Chapel; a new Fitness Center, including a parking garage; and the new Ness Academic Center replacing the existing Ness Academic Center.

The master plan will also propose use of the athletic fields and tennis center by outside organizations; a reduced setback and planting buffer requirements along shared property lines with the Puget Sound Adventist Academy; alteration of campus access onto NE 53rd by realigning 111th Way NE to the East to accommodate the proposed Tennis Center; modifications to height limits above Average Building Elevation (ABE); revision to proposed traffic patterns and traffic plan; increase of onsite parking stalls and clarification of the full time equivalent (FTE) cap.

ANALYSIS

The SEPA "threshold determination" is the formal decision as to whether the proposal is likely to cause a significant adverse environmental impact for which mitigation cannot be identified. If it is determined that a proposal may have a significant adverse impact that cannot be mitigated, an Environmental Impact Statement (EIS) would be required.

Many environmental impacts are mitigated by City codes and development regulations. For example, the Kirkland Zoning Code has regulations that protect sensitive areas, limit noise, provide setbacks, establish height limits, etc. Where City regulations have been adopted to address an environmental impact, it is presumed that such regulations are adequate to achieve sufficient mitigation [WAC 197-11-660(1)(e) and (g)]. Therefore, when requiring project mitigation based on adverse environmental impacts, the City would first consider whether a regulation has been adopted for the purpose of mitigating the environmental impact in question.

I have had an opportunity to visit the subject property and review the following documents:

- Environmental Checklist dated May 27, 2016 (see Enclosure 2)
- Final Transportation Impact Analysis prepared by the Transpo Group dated June 14, 2017 (see Enclosure 3)
- Transportation Impact Analysis Review Memorandum prepared by the City's Transportation Engineer dated December 18, 2018 (See Enclosure 4)
- Public Comments Submitted

It will be necessary to further analyze certain aspects of the proposal to determine if the project complies with all the applicable City codes and policies. That analysis is most appropriately addressed with the Master Plan zoning permit for the project. Mitigation is required as part of a Determination of Nonsignificance issued by the City (lead agency) where the proposal results in significant adverse environmental impacts which are not sufficiently addressed by adopted City codes [WAC 197-11-350(3)].

Below is an analysis of key environmental issues identified by staff or brought up in the public comment submitted for the project. They are all related to transportation.

Traffic Concurrency

The proposed development project passed traffic concurrency. The concurrency test notice is valid until July 23, 2019 at which time the applicant must obtain a development permit and certificate of concurrency or apply and receive an extension prior to the expiration of the concurrency test notice.

Traffic Impact Analysis Review

The scope of traffic impact analysis was approved by the City Transportation Engineer and the traffic report was completed in accordance with the City of Kirkland Traffic Impact Analysis Guidelines (TIAG).

The City's TIAG requires a level of service (LOS) analysis using the Highway Capacity Manual Operational Method for intersections that have a proportionate share equal or greater than 1% as calculated using the method in the TIAG. Based on the proportionate share calculation for the full build-out of the proposed project, thirteen off-site intersections will have 1% or more proportionate share impact and are required to be analyzed for LOS.

The City requires developers to mitigate traffic impacts when one of the following two warranted conditions is met:

1. An intersection level of service is at E and the project has a proportional share of 15% impact or more at the intersection.
2. An intersection level of service is at F and the project has a proportional share of 5% impact or more at the intersection.

It was concluded that six of the intersections analyzed (see Enclosure 4, page 7) are forecasted to be impacted by the project by 5 percent or more and require the mitigations outlined in Enclosure 4.

Parking Impact Review

Staff reviewed the parking study for the project including parking demand for the school, tennis center and athletic fields. It was concluded that the school, tennis center and athletic fields have peak parking demands at different times of the day. Based on the hourly parking demand trends for those uses, the combined average peak parking demand for all three uses is approximately 1,020 stalls occurring at 4 p.m. The cumulative peak parking demand would be approximately 1,296 stalls, which is less than the proposed parking supply of 1,344 stalls.

For on-campus events, the applicant is proposing a parking management plan.

CONCLUSION

Based on my review of all available information and adopted policies of the City, I am recommending issuance of a Mitigated Determination of Nonsignificance (MDNS) including the following mitigating measures. The recommended mitigations have been reviewed and accepted by the project proponent (see Enclosure 5).

Transportation Mitigation

The following conditions of approval are required for the proposed development to mitigate citywide traffic impacts as well as to meet Public Works requirements and standards:

1. The University shall contribute \$15,000 to the City of Kirkland Neighborhood Traffic Control Program to be used to mitigate neighborhood traffic impacts in the Houghton Neighborhood in the vicinity of Northwest University. The University shall make this contribution prior to the first building permit issued for projects included in the subject Master Plan or with public use of the athletic fields.
2. The University shall improve the intersection of 108th Avenue NE/NE 53rd Street to include a new traffic signal and associated intersection improvements (curb ramp, crosswalk, etc.) to the City of Kirkland's standards. The construction of the traffic signal will necessitate the removal of the existing lighted crosswalk (Rectangular Rapid Flashing Beacon) and associated infrastructure located south of the intersection, which will also be done by the University as part of the intersection improvement. The construction of the traffic signal and crosswalk removal will be triggered by the construction of any new building within the Master Plan that is greater than 5,000 square feet gross floor area. The traffic signal and associated intersection improvements shall be constructed and operational prior to the issuance of the building occupancy permit of the first building greater than 5,000 square feet gross floor area or with public use of the athletic fields.
3. In lieu of constructing half-street improvements along the 108th Avenue NE frontage to include a dedicated bus lane as described in the Phase II Transit Queue Jump improvement of the 108th corridor project (PT 0006), the City will require a width of up to 12-feet of right-of-way (ROW) dedication (approximately 880-feet) along the 108th Avenue NE University properties (including the property at 5710 108th Avenue NE and parcel 9353900355amd 935390050). The dedication will occur when the City begins the right-of-way acquisition portion of the 108th Avenue NE corridor improvement project. The value of the land shall be its fair market value based on an independent appraisal to be prepared

when needed by an appraiser agreed upon by both parties, which agreement will not be unreasonably withheld. If the 108th corridor improvement project (PT 0006) becomes a city capacity project to be partly funded by transportation impact fees, then the agreed value of the right-of-way dedication shall be credited against the University Master Plan's transportation impact fee. The City will assume responsibility for maintaining the current infrastructure located within the dedicated areas at the time the property is dedicated. The City will be responsible for relocating and replacing existing utilities structures within the dedicated ROW during construction of the 108th Avenue NE corridor improvement projects including, but not limited to, the existing masonry monuments and signs at the two (2) entry driveways, masonry piers and iron fencing along the property frontage, existing rock retaining wall, associated landscaping along the property frontage, associated lighting and fixtures and any underground utilities that are affected by these relocations. Any replacement of structures and landscaping will be in-kind.

4. The University shall sell a width of up to 12-feet of frontage at 6710 108th Avenue NE for the construction of the Phase I Transit Queue Jump improvement of the 108th corridor project (PT 0005). The City shall pay fair market value for the frontage based on an independent appraisal to be prepared when needed by an appraiser agreed upon by both parties, which agreement will not be unreasonably withheld. The University will sell the property during the right-of-way acquisition portion of the 108th Avenue NE corridor improvement projects. If the City purchases the land dedication prior to the City's planned improvement project, the City will assume responsibility for maintaining the infrastructure and landscaping located within the dedicated areas. This includes landscaping, monument signs, lighting and fixtures and utilities. During construction of the 108th Avenue NE corridor improvement project, the City will also be responsible for relocating and replacing structures or landscaping within the dedicated ROW or outside of the dedication that are impacted by construction. These structures include, but may not be limited to, private sidewalk at face of building, monument signs, associated lighting and fixtures, frontage landscaping, relocation or replacement of existing utility boxes (two (2) power and one (1) cable) such that they do not obstruct the front of the 6710 Building, and any underground utilities that are affected by the ROW dedication and improvements.
5. The University shall contribute a proportional share to the intersection improvement of Phase I Transit Queue Jump improvement of the 108th corridor project (PT 0005) not-to-exceed \$266,306 or 14 percent of the total project cost (whichever is lower). The proportional share contribution shall be made with the construction of the first building within the Master Plan (with the exception of the Chapel and Field House) or with public use of the athletic fields to mitigate the SEPA transportation impact. The payment shall be due at final building permit issuance. If the improvement project is partly funded by transportation impact fees, then the proportional share contribution shall be credited against the University Master Plan transportation impact fee.

6. The University shall contribute a proportional share to the intersection improvement of Phase II Transit Queue Jump improvement of the 108th corridor project (PT 0006) not-to-exceed \$175,606 or 8 percent of the total project cost (whichever is lower). The proportional share contribution shall be made with the construction of the first building within the Master Plan (with the exception of the Chapel and Field House) or with public use of the athletic fields to mitigate the SEPA transportation impact of the Master Plan. The payment shall be due at final building permit issuance or with public use of the athletic fields, as applicable. If the improvement project is partly funded by transportation impact fee, then the proportional share contribution shall be credited against the University Master Plan transportation impact fee.
7. The University shall contribute a proportional share to the intersection improvement of the NE 68th Street Intersection Improvements/Access Management (TR 0117 004) not-to-exceed \$241,214 or 14 percent of the total project cost (whichever is lower). The proportional share contribution shall be made with the construction of more than 100,000 square feet of the Master Plan (with the exception of the Chapel and Field House) or more than 50,000 square feet of the Master Plan (with the exception of the Chapel and Field House) when combined with public use of the athletic fields to mitigate the SEPA transportation impact. The payment shall be due at final building permit issuance or with public use of the athletic fields, as applicable. If the improvement project is partly funded by transportation impact fees, then the proportional share contribution shall be credited against the University Master Plan transportation impact fee.
8. The University shall submit a parking management plan for staff review and approval prior to final building permit for the first building greater than 5,000 square feet or with public use of the athletic fields.
9. The University will create a parking management plan and monitor events that are anticipated to result in 90 percent of the campus parking supply being occupied. The University shall prominently post community contact information on the University website for the University staff person responsible for monitoring events and managing parking. Examples of parking event strategies included in the parking management plan to minimize impacts to the surrounding neighborhoods during times when parking inventories may be constrained or when there is significant impacts to the surrounding neighborhood are:
 - Manage event schedules to minimize concurrent high activity events on-campus.
 - Designate specific event parking lots.
 - Provide way-finding signage to direct visitors to specific parking facilities and pick-up/drop-off area.
 - Active enforcement of parking restrictions.
 - Post no parking sign along NE 53rd Street during events and visually monitor neighborhood parking.
 - Designate a representative from Northwest University to coordinate public use of facilities including parking management associated with the activities.
 - Provide parking monitors and flagger to direct visitors to on-campus parking lots.
 - Provide police traffic control on 108th Avenue NE when traffic flow on 108th Avenue NE is impacted.

The University shall submit the parking management plan to the City’s transportation engineer or the Neighborhood Traffic Control Program coordinator for review and approval.

The University shall submit an annual report to the City regarding the operation of the parking management plan. The annual report shall include the number of events for the year and the attendance and parking demand for major events. Every two years, the City and the University shall meet to review the parking management plan and determine whether additional or different measures are necessary to mitigate parking impacts in adjoining neighborhood.

The applicant has reviewed the proposed mitigations and has agreed to incorporate them into the project (see Enclosure 5).

These recommendations are based on adopted goals and policies of the City as found in the City’s Comprehensive Plan. Specifically, the following elements of the 2015 Comprehensive Plan support the recommendations described above:

Transportation

Policy T-4.7: Mitigate negative impacts of motor vehicles on neighborhood streets.

Policy T-5.5: Require new development to mitigate site specific and system wide transportation impacts.

ENCLOSURES

- 1. Vicinity Map
- 2. Environmental Checklist
- 3. Applicant Transportation Impact Analysis dated June 14, 2017
- 4. City Transportation Impact Analysis Review Memorandum dated December 18, 2018
- 5. Northwest University Mitigation Approval Letter

I concur I do not concur

Comments: _____


Adam Weinstein, Planning & Building Director March 5, 2019
Date