

3.6 PUBLIC SERVICES

The City of Woodinville, as lead agency, established the scope of the EIS. Based on the scoping process, the City determined that the Public Services section of the EIS should focus on parks and recreation, as project impacts on other services would likely be insignificant. (Additional discussion of the scope of the EIS with respect to public services is provided in the introduction to Chapter 3.) Section 3.6.1 describes the affected environment for parks and recreation relevant to the proposal. Sections 3.6.2 through 3.6.5 address expected impacts and available mitigation.

3.6.1 Affected Environment

3.6.1.1 Park and Recreation Inventory

Citywide

The City's most recent Park, Recreation and Open Space (PRO) Plan provides a current inventory of all park and recreation resources in Woodinville (City of Woodinville 2005b). Table 3.6-1 indicates the number of parks and total acreage by category of park within the City of Woodinville. The PRO Plan gives the total acreage of park and recreation resources within the City as 98.1 acres. Additional resources provided by nearby municipalities, King and Snohomish County governments and private-sector entities are also available to City residents.

**Table 3.6-1
Woodinville Park and Recreation Resources, 2005**

Type of Resource	Number of Units	Acres*
Neighborhood Parks	6	2.64
Community Parks	3	14.36
Resource/Open Space Parks	4	75.86
Special Use Parks	3	5.26
Linear Trails*	5	1.78
Total	21	98.1

* Unit of measure for trails is linear miles. Total acreage figure is for four types of parks only.

Project Vicinity

There are no existing City of Woodinville parks, recreation facilities or properties (developed or undeveloped) in the West Wellington neighborhood or within close walking distance. Among the recreational resources identified in the PRO Plan inventory, the opportunities closest to the proposed projects are the Greenbrier neighborhood park and the Greenbrier open space and trail; these resources are in the Town Center neighborhood and are located approximately ½ mile south of the Wood Trails site, near the intersection of the Woodinville-Duvall Road and 144th Avenue NE. Rotary Community Park and trail are also approximately ½ mile west of the Wood Trails site, in the Wedge neighborhood on the opposite side of SR 522. The privately-owned Wellington Hills Golf Course to the north of the project sites (in Snohomish County) is a special-use recreation facility adjacent to the West Wellington neighborhood (and the Montevallo site).

3.6.1.2 Level of Service (LOS) Standards

Level of Service (LOS) analysis is the traditional method of measuring progress toward meeting park needs and objectives. LOS standards are guidelines that communities use to quantify park acres, miles of trails and numbers of facilities needed to satisfy the parks and recreation demand for a given population.

As part of its planning process, the City (with public input) has adopted LOS standards for park and recreation facilities. Table 3.6-2 identifies the existing level of service provided by current City park and recreation land and facilities, equivalent standards recommended by the National Recreation and Parks Association (NRPA) and the City's planned level of service for 2011.

**Table 3.6-2
Park and Recreation Level of Service Conditions**

Park Category	2005 Existing LOS <i>(acres / 1000 people)</i>	NRPA LOS <i>(acres / 1000 people)</i>	2011 Planned LOS <i>(acres / 1000 people)</i>
Neighborhood Parks	0.26	1.0	1.0
Community Parks	1.41	5.0	3.0
Resource Parks/Open Space	7.47	None	5.0
Special Use Parks	0.52	None	None
Trails (Off-Road)	0.18 (mi.)	0.45 (mi.)	0.45 (mi.)
Total Parks	9.66	N/A	9.0

Source: City of Woodinville 2005b

Based on this citywide level-of-service analysis, the City identified resource needs to meet the planned LOS for 2011. The needs assessment indicated a need for 9.13 acres of neighborhood parks, 20.95 acres of community parks and 3.5 miles of off-road trails. The analysis also concluded that the City had a surplus of 17 acres of resource/open space parks relative to the planned 2001 LOS.

This analysis applies to City-wide park resources and population, and does not reflect deficits or surpluses in specific neighborhoods or parts of the City or trails segments that have been identified as being needed to complete specific trail linkages. The City also evaluated specific recreation activity needs by neighborhood, however, based on existing 2005 and planned 2011 service levels and the planned service area for 12 specific types of recreation facilities. The PRO Plan identifies needs in the West Wellington neighborhood for playgrounds, tennis courts, soccer/football fields, baseball and softball fields and picnic tables (City of Woodinville 2005a). Walking trails, biking trails and provision for biking on roads were identified as needs for all neighborhoods.

3.6.1.3 Proposed Park and Recreation Actions

Chapter 5 of the 2005 PRO Plan presents a development plan to address the park and recreation needs identified through the City's level of service analysis and needs assessment. The plan identifies specific proposed projects for each category of park or recreation resource. Projects proposed by the City that would serve or be located close to the West Wellington neighborhood include the following:

Neighborhood Parks:

- Wellington/202nd Street Homeowner's Association property
- Woodinville Water District Tanks, 156th Avenue NE and NE 203rd Street
- Undetermined park sites (neighborhood park sites needed in virtually all City neighborhoods)

Community Parks:

- Wellington Hills Country Club

Resource/Open Space Parks:

- Queensgate HOA (East Wellington)

Trails:

- Woodin Creek/Wellington Loop Trail
- 156th Avenue NE Bicycle Touring Route
- Woodinville-Duvall Road Bicycle Touring Route

The Wellington/202nd Street Homeowner's Association (HOA) neighborhood park project involves a 3.4-acre property located on the corner of NE 202nd Street and 153rd Place NE, in the West Wellington neighborhood. The Plan indicates a clearing on the property could be developed to allow picnic, playground and other play activities, with the balance retained as a natural area. The Parks Department has discussed with the HOA the possibility of converting this property to a public park. Because the City would need to negotiate with the 49 joint owners of the park to acquire this property, however, City staff considers this project to be an unlikely candidate for future acquisition and development. Some public review comments on the Draft EIS also stated objections to potential use of this site as a public park.

The Woodinville Water District Tanks project is a proposal to serve the East Wellington neighborhood. Water storage tanks occupy a portion of the 9-acre property; the plan indicates other parts of the site could be developed for access trails, picnic tables and possibly a neighborhood park with a playground and facilities for court games. Recent City coordination with the Water District's Executive Board indicates that the Water District intends to retain this property for possible future facility expansion. Therefore, the City does not consider this to be a viable park project at this time.

The 2005 PRO Plan notes that the Wellington neighborhoods have poor access to the City Hall area complex, which is the only existing City resource that meets the definition of a community park. A proposed or potential project to acquire and develop a portion of the 80.6-acre Wellington Hills Golf Course property is in response to this identified need for community park facilities.

The City (2005c) also developed a Non-Motorized Transportation Plan in January 2005 to promote safe pedestrian travel and community-wide trail systems throughout the City. The 2005 PRO Plan incorporates specific recommendations from the Non-Motorized Transportation Plan that would provide desired benefits for non-motorized elements of the park system that would help connect neighborhoods to the downtown corridor and the regional trail while providing alternatives to motor vehicle transportation. The City has proposed facility improvements as part of the Capital Improvement Plan (CIP), including a trail connection (NM-15) to link the Leota area to the North Industrial area (Motorized Transportation Plan Figure 3.6d, Multi-Modal Priority Projects). The City evaluates opportunities for connectivity within and between developments during the early stages of residential and commercial development review, and encourages development applicants to address such opportunities in their proposals.

3.6.2 Impacts of the Proposed Action

The Proposed Action would not have any direct impacts on recreation, as there are no existing recreation resources that would be displaced by development of the Wood Trails and Montevallo subdivisions, and no recreation activities that would be disturbed on a short- or long-term basis. The potential recreation impacts of the proposal would be indirect in nature.

Population growth that would result from development of the Wood Trails and Montevallo subdivisions under the Proposed Action would generate increased demand for park and recreation facilities. Residents of the Wood Trails and Montevallo subdivisions would presumably have a pattern of recreational activity similar to that of existing residents of the area, which involves varying levels of use of resources provided by the City, neighboring municipalities, King County, the State of Washington, federal agencies and private-sector providers. In its reviews of development proposals, the City focuses on potential project impacts on the City's park and recreation system.

The City's (2002) Comprehensive Plan cites a citywide average household size of 2.61 persons per household in the year 2000. (The actual household size in the Wellington neighborhoods probably is slightly higher; according to the Comprehensive Plan, 100% of the housing units in this area of the City are single-family, whereas citywide 57% percent of the housing is single-family and 43% is multifamily. The multi-family housing forms typically have smaller average household sizes.) Based on 2.61 persons per household and 127 new households (the 132 proposed homes, 66 in each plat, minus the 5 existing homes on the Montevallo site), the Proposed Action would add 331 people to the existing neighborhood population. Table 3.6-3 indicates the park and recreation demand associated with this level of development, using the City's adopted LOS standards for park and recreation facilities.

**Table 3.6-3
Estimated Park & Recreation Impact, Proposed Action**

Park Category	2011 Planned LOS (acres / 1000 people)	Added Demand (from 331 people)
Neighborhood Parks	1.0	0.3
Community Parks	3.0	1.0
Resource Parks/Open Space	5.0	1.7
Special Use Parks	None	None
Trails (Off-Road)	0.45 (mi.)	0.1 (mi.)*
Total Parks	9.0	3.0

* 0.1-mile figure reflects rounding; expressed in lineal feet, the equivalent figure is 786 feet.

Based on this analysis, the Proposed Action would add to park and recreation demands for neighborhood and community parks, resource parks/open space and trails. As shown in Table 3.6-2, the existing (2005) LOS for neighborhood parks, community parks and trails are below the 2011 planned LOS, indicating that current resources fail to meet the intended LOS standards in these categories.

The proposals for the Wood Trails and Montevallo subdivisions include recreation facilities, or fees in lieu of facilities as permitted by City regulations, that are intended to provide mitigation for the additional recreation demand that would be generated by the developments. These actions are addressed in Section 3.6.4.

3.6.3 Impacts of the Alternatives

3.6.3.1 R-1 Zoning Alternative

Based on a rate of 2.61 persons per household and 32 new households (the 37 proposed homes, 23 in Wood Trails and 14 in Montevallo, minus the 5 existing homes on the Montevallo site), the R-1 Zoning Alternative would add 84 people to the West Wellington neighborhood. Consequently, the additional recreation demand under this alternative would be approximately 25% of the level indicated above for the Proposed Action. Using the City's planned 2011 LOS standards; the specific demands by category would be as follows:

Neighborhood Parks	0.1 ac
Community Parks	0.3 ac
Resource Parks/Open Space	0.4 ac
Special Use Parks	None
Trails (Off-Road)	200 lf
Total Parks	0.8 ac

3.6.3.2 Attached Housing Alternative

Based on a rate of 2.61 persons per household and 127 new households (the 132 proposed homes, 85 in Wood Trails and 47 in Montevallo, minus the 5 existing homes on the Montevallo site), the Attached Housing Alternative would add 331 people to the neighborhood, the same as in the Proposed Action. Park and recreation impacts, based on the additional level of demand, would be the same as for the Proposed Action.

3.6.3.3 No Action Alternative

Under the No Action Alternative, there would be no additional demand for park and recreation facilities resulting from specific development action on the project sites. Current level-of-service conditions for the West Wellington neighborhood would likely continue, except as modified by other sources of ongoing growth and/or implementation of proposed park projects.

3.6.4 Secondary and Cumulative Impacts

As indicated previously, the recreation impacts of the Proposed Action or the development alternatives would be indirect or secondary in nature, involving increased demand for recreation resources associated with population growth. These impacts are described in detail in Sections 3.6.2 and 3.6.3.

Similarly, the preceding sections address the potential cumulative recreation impacts of the projects, because they address recreation demand generated by the projects in the context of the future, without-project baseline conditions. The recreation service levels and future demands identified in the City's PRO Plan reflect past and expected future population growth in the City and the resources needed to adequately serve the future population base. The population projections account for assumed infill development and some degree of redevelopment that could occur based on the City's Comprehensive Plan. The PRO Plan projections of future City-wide recreation demands therefore already account for recreation demands that could be indirectly generated by the Wood Trails and Montevallo developments. Consequently, the demands associated with the project would not generate a significant cumulative addition to demand for future City services. Any future development that might be considered a cumulative impact attributable to the Proposed Action would be subject to the City's recreation impact mitigation requirements, as discussed in Section 3.6.5.

As discussed in Section 3.4.1.2, extension of sewer service to the West Wellington area could help to promote additional infill development in the neighborhood over the long term. Because the area does not have a large supply of vacant and/or redevelopable land, however, the rate of such infill development is uncertain and it is not reasonable to speculate that a specific level of infill development in the local area would occur as a result of the sewer extension. Additional discussion of this issue is provided in the responses to Draft EIS issues (Section 4.2.4).

3.6.5 Mitigation Measures

Development under the Proposed Action or either of the action alternatives would be subject to payment of park impact fees for both subdivisions to the City. The fee schedule is established by WMC Chapter 3.36 Park Impact Fees, and is based on calculations of the total value of City park facilities and the total number of dwelling units within the City. The City's park impact fee is currently set at \$3,175 per dwelling unit (per Ordinance No. 399, passed October 17, 2005); actual fees are calculated and paid at the time of building permit issuance. Therefore, it is possible that fees paid for the Wood Trails and Montevallo developments would be based on a different rate. The impact fees for a given development are not paid in a single payment, but are paid incrementally as individual building permits are issued. The

City uses recreation impacts fees, along with other available recreation funding sources, to acquire, develop and maintain new park and recreation resources to meet needs for these resources.

At the current City rate, impact fees would equal \$209,550 for the 66-lot Wood Trails subdivision and \$193,675 for Montevallo (66 lots, minus the 5 existing homes), for a combined total of \$403,225. Estimated impact fees for the respective alternatives, based on the current per-unit fee, are indicated by plat in Table 3.6-4 below.

**Table 3.6-4
Estimated Park Impact Fees, by Alternative***

	Proposed Action	R-1 Zoning	Attached Housing	No Action
Wood Trails	\$209,550	\$73,025	\$269,875	\$0
Montevallo	\$193,675	\$28,575	\$133,350	\$0
Total	\$403,225	\$109,600	\$403,225	\$0

* Not accounting for any credits against impact fees for proposed facilities. Fees are estimates based on the current fee structure, which is subject to change.

Developers have the option of including within their proposed projects recreation facilities to offset all or a portion of the park impact fees assessed. The park impact fee amounts listed in Table 3.6-4 is an estimate only. The Parks and Recreation Department will review the proposed facilities and the Director will determine if a credit is warranted. All credits will be applied towards the assessed impact fees.

3.6.5.1 Proposed Action

Park and recreation elements of the Proposed Action are described in Sections 2.1.1 and 2.1.2. Briefly, the Proposed Action includes two public pedestrian connections for the Wood Trails development and a small recreation area for the Montevallo development. The Proposed Action would also preserve 22.8 acres of open space on the Wood Trails site (most of this on steep slopes, including critical areas and their buffers) and 3.21 acres of open space (wetland area and its buffer) on the Montevallo site. These areas would be privately owned by a homeowners association, and would not be accessible to the general public.

One pedestrian connection proposed for the Wood Trails site would link the street network in the northerly cluster of lots to the lower industrial area and 144th Ave NE. This pedestrian segment, approximately 400 linear feet in length (including a sidewalk segment along a subdivision street), would provide active recreational opportunities for non-motorized travel such as hiking/walking, jogging and mountain biking. It would also provide an east-west connection from the West Wellington neighborhood to proposed north-south trails extending from Woodinville north toward Snohomish. The other proposed route for the Wood Trails site would provide a north-south pedestrian connection along the eastern side of the subdivision, via sidewalks constructed along subdivision streets.

The Montevallo subdivision would include a 0.35-acre recreation area with a tot lot, basketball court, picnic table and open lawn play area situated on a lid over the stormwater vault along the western edge of the Montevallo developed area. The applicant intends for this park to provide recreation opportunities for the public in Montevallo and adjacent residential areas, and proposes to dedicate the park to the City.

The original proposal for Montevallo included an approximately 800-foot-long public trail segment (including a sidewalk segment along a street in the developed portion of this site) linking 156th Avenue NE with the street network to the west of Montevallo. This trail was intended to provide active recreational opportunities for non-motorized travel and could represent an east-west link that would fit with other trails planned to serve the Wellington neighborhoods. The trail was proposed to follow the route of the sewer line extension through Wetland A on the Montevallo site. In response to the City's

recommendations to avoid wetland impacts and to bore the sewer line beneath the wetland, the trail feature has been eliminated from the proposal.

City staff has not yet determined the amount of any credits against the park impact fees the applicant should receive based on the desirability and value of the proposed recreation facilities. In their preliminary review of the proposal, City staff noted that sidewalks are typically considered to be required frontage improvements and not walking/hiking trails, and that the sidewalk segments of the proposed trails may not be considered eligible for credits against park impact fees. Because of the interior location of the public recreation area proposed for Montevallo, City staff also has reservations over whether it would be used sufficiently by neighboring residents and effectively serve recreation needs in the local area. The City will make decisions on these issues during review of the proposals.

Other mitigation measures not included in the Proposed Action could be considered by the applicant and/or recommended by the City. Such measures could include the dedication and/or development of additional property on one or both sites (in addition to or in place of the facilities that are part of the proposal) for public park or recreation facilities, or acquisition and/or development of off-site property in the Wellington Hills area that could be used by the City to meet park needs.

In their preliminary review of the proposal, City staff suggested the applicant consider three alternative trail development actions for the Wood Trails subdivision. Specific options they identified include: (1) developing a trail adjacent to the north side of the lots in the northerly Wood Trails cluster, in place of the proposed east-west pedestrian connection via sidewalks and trail; (2) developing the north-south pedestrian connection along the same alignment as 148th Avenue NE (at the rear of the lots in the middle cluster), as proposed in the PRO Plan; and (3) developing an east-west trail within the same area occupied by the Puget Sound Energy easement along the southern edge of the Wood Trails plat, to provide another link proposed in the PRO Plan.

The applicant has elected not to incorporate any of these options into the Proposed Action for Wood Trails. The applicant noted the lack of a public right-of-way in the subject portion of the 148th Avenue alignment and the lack of public access rights in the PSE easement, which would require the applicant to acquire public use rights from multiple private land owners to provide trail links using these routes. The applicant also indicated concerns about locating public trails at the back of private residential lots, which would be objectionable to potential buyers and homeowners. The City will make decisions on these issues during review of the proposals.

Limitations to Proposed Trails and Recreation Facilities

The Wood Trails proposal to provide pedestrian connection from Wood Trails to 144th Ave NE is not supported due to site constraints such as steep slopes and erosion.

The analysis in the Plants and Animal Section for Montevallo determined that a detention pond rather than a detention vault would reduce impacts to adjacent wetlands. If a pond is constructed, these recreation facilities would need to be relocated.

3.6.5.2 R-1 Zoning Alternative

Mitigation measures included in the R-1 Zoning Alternative would be similar to those pedestrian links included in the Proposed Action. The 23-lot Wood Trails subdivision would include east-west and north-south trail connections as described above, and the 14-lot Montevallo subdivision would include a sidewalk/trail link from 156th Avenue NE to the west side of the site. As indicated in Table 3.6-4, park impact fees for both sites under the R-1 Zoning Alternative would equal a total of \$117,475 (based on the

current fee rate) if no credits were granted towards these fees. Other possible mitigation measures identified above in Section 3.6.5.1 would also be available for consideration.

3.6.5.3 Attached Housing Alternative

Mitigation measures included in the Attached Housing Alternative would be the same as those included in the Proposed Action. The 85-townhouse Wood Trails subdivision would include east-west and north-south sidewalk/trail connections as described above, and the 47-lot Montevallo subdivision would include a sidewalk/trail link from 156th Avenue NE to the west side of the site and a recreation area. As indicated in Table 3.6-4, park impact fees for both sites under this alternative (based on the current City fee rate) would equal a total of \$403,225 (the same as for the Proposed Action) if no credits were granted toward these fees. Other possible mitigation measures identified above in Section 3.6.5.1 would also be available for consideration.

3.6.5.4 No-Action Alternative

There would be no specific recreation mitigation proposed as part of the No-Action Alternative.

3.6.6 Significant Unavoidable Adverse Impacts

Any of the development alternatives would add slightly to the citywide demand on parks and recreation facilities in Woodinville. These impacts would be mitigated through some combination of recreation facilities included in the development and/or payment of park impact fees to the City to support development of recreation opportunities. Mitigation would presumably offset the impacts in full; therefore, no impacts would remain after mitigation and there would be no significant unavoidable impacts to public services.