

# Parks and Recreation Element

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## Background and Analysis

### Purpose and Relationship to GMA

At initial adoption of the Imagine Bothell Comprehensive Plan in 1994, the Parks and Recreation Element was an optional element under the Growth Management Act. In 2002, the Act was amended to require a park and recreation element within a community's comprehensive plan. The Act provides that a park and recreation element contain:

- a) Estimates of park and recreation demand for at least a ten-year period;
- b) An evaluation of facilities and service needs; and
- c) An evaluation of intergovernmental coordination opportunities to provide regional approaches for meeting park and recreation demand.

However, the 2002 amendment to the Act provides that inclusion of a park and recreation element is not required unless funds sufficient to cover applicable local government costs area appropriated and distributed by the state at least two years before the local government update deadline in RCW 36.70A.130. Such funds were not distributed two years prior to the deadline for the 2004 update; therefore, the park and recreation element continues to be optional. Nevertheless, the *Imagine Bothell... Comprehensive Plan* continues to maintain - and to update - this Parks and Recreation Element, since it has provided valuable direction since its original inclusion in the Plan in 1994.

The Growth Management Act contains a goal concerning open space and recreation which reads as follows:

“Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.”

In addition, the Act requires the Land Use element to designate the proposed general distribution, location and extent of the uses of land, including "recreation (and) open spaces."

This Parks and Recreation Element deals primarily with parks and recreation: open space is inventoried here, but open space policies appear. Much of the background section of this element is taken from the 2000 Update of the Parks, Recreation and Open Space Action Program, or PROSAP. The complete 2000 PROSAP Update, including a full level of service discussion, is adopted by reference as **Appendix F**.

# Planning Area Profile

## Parks Inventory

Public parks are a mainstay of the quality of life in any community and are integral to recreation programming. They provide larger open areas for play and relaxation than are available to most residential lots and constitute breaks in and relief from the built environment. They may be located within residential, business or industrial areas and may serve an individual neighborhood, the community at large, or the region. Parks may include any or all of the following: active play areas with open grassy areas for games, formal sportsfields or courts, trails, play space and equipment, or passive areas of natural grassland or forest, steep slopes, wetlands, riparian habitat or other critical areas.

The total amount of land owned, leased or under administrative control of the City of Bothell and inventoried as “parkland” is 200.94 acres. Of this total, there are 71.47 developed acres of active parkland, 38.87 undeveloped acres appropriate for active parkland, and 90.6 acres of open space. Bothell also owns the development rights to the front nine of the Wayne Golf Course, which amounts to 46 acres. In addition, there are 187 acres of parkland in Bothell which are owned and controlled by other entities. The complete parkland inventory as of the end of 2004 is as follows:

**Table PR-1  
Parks and recreation facilities inventory (see also Figure PR-1)**

Name	Gross acres	Developed acres	Undeveloped acres	Open space acres
<b>Owned, leased or under administrative control of City of Bothell</b>				
Bloomberg Hill Park	.70	.70		
Blyth Park	40.80	19.50		21.30
Brackett's Landing Park	0.50	0.50		
Brickyard Road Park	3.60	3.60		
Cedar Grove Park	13.75	1.00	6.00	6.75
Conifer View Park	1.50	1.50		
Conifer View IV (Tall Tree) Park	1.00	1.00		
Haynes property	4.70		2.50	2.20
Kaysner property	.60			.60
North Creek Sportsfields	14.00	14.00		
Northshore (Archstone) Trail	.40			.40
Park at Bothell Landing	12.25	5.87	1.80	4.58
Park at North Creek	.57		.57	
Pioneer Cemetery	5.30			5.30
Red Brick Road Park	0.50	0.50		
Royal Oaks Park	2.25	2.25		
Sammamish River Park (portion owned by Bothell)	29.30	6.43	2.00	20.87
Skateboard Park	0.40	0.40		
Stipek Park	3.60	3.60		
Swedish Cemetery	.60			.60
Thrasher's Corner Park	54.00		26.00	28.00
Triangle Park	0.10	0.10		
Volunteer Park	0.22	0.22		
Westhill Sportsfields	7.60	7.60		
William Penn Park	2.70	2.70		
<b>Totals:</b>	<b>200.94</b>	<b>71.47</b>	<b>38.87</b>	<b>90.60</b>
<b>Bothell owns development rights</b>				
Wayne Golf Course front nine	46.00			46.00
<b>Owned and controlled by King County</b>				
Burke-Gilman Trail (trail portion west of Blyth Park)	12.10			12.10
East Norway Hill Park	25.10	14.10		11.00
Magnolia Dairy development rights	63.70			63.70
Sammamish River Park and Trail (trail portion east of Blyth Park)	28.40			28.40
<b>Owned and controlled by Snohomish County</b>				
Queensborough open space	7.90			7.90
<b>Owned and controlled by Washington State</b>				
DNR Shelton View property	26.80			26.80
<b>Owned and controlled by City of Seattle</b>				
Tolt Pipeline Trail	11.50			11.50
<b>Private ownership, public use</b>				
North Creek Valley Trail through business parks	11.50			11.50
<b>Grand totals:</b>	<b>433.94</b>	<b>85.57</b>	<b>38.87</b>	<b>309.50</b>

Approximately 61 percent of the City-owned parkland is located in the southern portion of the Planning Area, below the King / Snohomish county line. Residents in the northern portion of the city are provided access to recreation areas through the public schools, one developed neighborhood park in the north central portion of the city (Stipek Park) and two undeveloped park sites in the northwest portion of the City. One of these, Cedar Grove Park, is scheduled for phase-one development in 2005.

## Park Classification Models

The 2000 PROSAP Update provided park classification models describing the size and character of different types of parks which might be appropriate throughout Bothell. These classifications are as follows:

- “*Mini Parks* are the smallest park classification and are used to meet limited or isolated recreational needs. Examples include isolated development areas, limited populations, unique recreational opportunities, urban plazas, scenic overlooks and public use areas.” Mini parks typically range in size from .5 to 1.5 acres and serve an area within a .5-mile radius and/or having a population of 2,000 to 3,000. They provide outdoor play experiences for the young under parental supervision; generate neighborhood communication; provide opportunity for diversion from work and domestic chores; and promote neighborhood solidarity. Common mini park active-use elements include volleyball courts, playgrounds, horseshoe pits, and skateboard areas. Common passive-use elements include picnic areas, arbors, seating areas, fountains, scenic overlooks and themed gardens.
- “*Neighborhood Parks* remain the fundamental element of the park system, serving as the recreational and social focus of the neighborhood. Neighborhood Parks are developed for recreational activities for those living within the immediate area. Successful park design accommodates a wide range of age groups and creates a sense of place by fusing the site’s unique character with the surrounding neighborhood.” Neighborhood parks typically range in size from 5 to 7 acres and serve an area within a 1-mile radius and/or having a population of up to 5,000. They provide a combination of active recreation and passive activities, both outdoor and indoor facilities, and special features as required or needed. Common neighborhood park active-use elements include multi-purpose ballfields, basketball courts, tennis courts, playgrounds, open play areas, volleyball courts, horseshoe pits and skate courts. Common passive-use elements include individual or group picnic areas, trails, open spaces and fields, gardens and seating areas or pavilions.
- “*Community Parks* serve the recreational needs of several neighborhoods or large areas of the municipality - within a 2.0 to 5.0 mile radius, as well as preserving open spaces and unique landscapes. Community Parks accommodate group activities and other activities neither found - nor perhaps wanted - in smaller parks. Community parks are developed for both passive and active uses.” Community parks are usually more than 15 acres, and can range up to 100 acres. Common community park active-use elements include facilities found in neighborhood parks plus swimming pools and beaches, archery ranges and handball courts. Common passive-use elements include features found in neighborhood parks plus cultural activities facilities and nature study areas.
- “*Special Use Parks* cover a wide range of parks and recreation facilities oriented toward single purpose use. Special Use Parks generally fall into three categories: 1) historic / cultural /

social sites; 2) recreation facilities; 3) outdoor recreation facilities.” Special use parks are “often considered a revenue generating enterprise created to satisfy the demand for a particular sport, recreational or special event. The Special Use Park may be a public developed and administrated facility but it can be operated by private sector with local agency participation.” Special use parks vary in size and typically have a service area delineated by a driving time of between a half-hour and an hour and a half. Common historic / cultural / social special use parks include performing arts parks, arboretums, gardens, indoor theaters, amphitheaters, churches and historic downtown areas. Common recreation facilities include community centers, senior centers, theaters, hockey arenas, marinas, golf course and aquatic parks. Common outdoor recreation facilities include tennis centers, softball / baseball complexes and sports stadiums.

## Open space

Open space is in addition to the above-described park types, and is described as undeveloped and, for the most part, undisturbed land which is intended to provide visual relief from the built environment, protection of environmentally sensitive features such as wetlands and steep slopes, and habitat for wildlife. Open space may be preserved through purchase, acquisition of development rights, or regulatory restrictions. Preservation of open space should be directly related to growth, as is parks development, whereas open space is driven more by the location and availability of existing environmentally sensitive areas.

## Recreation program services

Recreation Program Services are essential to provide opportunities and encourage participation in a range of recreation activities, maximizing the use of facilities, by organizing, programming and sponsoring quality recreation classes, activities and events on a year-round and scheduled basis. The overall mission of the City’s recreation program services is to organize and administer quality recreation and encourage greater community participation in outdoor and indoor leisure experiences. Emphasis is placed on the promotion of human health, sociality, the solidarity of neighborhoods and improved quality of life through recreation services.

## Level of Service Scenarios

The Growth Management Act requires plans to forecast future needs for capital facilities, including parks. In order to do so, a guideline must be developed for the level of service a community desires and can reasonably expect to fund. The 2000 PROSAP Update contained the following summary and recommendation for a “Foundation Level of Service”, which the Council adopted in 2000.

### “Foundation Level of Service

“Based on qualitative measures of effectiveness for land and facilities available to the public for parks and recreation activities, base level of service is one that satisfies the socio economic and political values of the community.

“The broadest definition of level of service is total acreage ratio to population counted in thousands. For example, 2 acres per 1,000 population yields a requirement for 40 acres for a population of 20,000. National (NRPA) level of service standards commonly range from 6 to 8 acres per 1,000 population. However, this standard addresses broad categories of park acreage and does not usually include specific recreation facilities,

multi-jurisdictional recreation assets, private recreation service providers and recreation participation rates.

“A foundation level of service, or “FLOS”, implies a base or threshold level that satisfies the basic recreational needs of the community. Based on existing usable parkland and facilities inventories, the City of Bothell currently functions at a level of service that is 2.57 acres per 1,000 population.

“Formula: 71.57 park ac. ÷ 27.810 population. = 2.57 ac. per 1,000 (Note - as of the end of 2004, the existing level of service was 2.3 ac per 1,000 population.)

“The existing level of service is not viewed as sufficient as a base by those representing the general public who participated in the workshops held in Bothell or by statistical analysis. Also, it is clear that the existing level of service is significantly lower than national standards that have been identified to reasonably provide for the basic recreation needs of the population.

“This deficiency is best addressed by attempting to establish a foundation level of service (FLOS). Such a level should reflect community values while taking a more prudent and realistic approach to providing public parks and recreation services at the municipal level of government. The analysis of the recommended FLOS includes consideration of the varied recreation or leisure opportunities available to the population, which do not require the use of City parks such as:

- The use of county, regional and national parks or forests for recreation activities.
- The use of private recreation venues and resources.
- Recreational use of freshwater and salt water resources.
- The availability of alternative modes of transportation to take vacations or mini-trips within the region, the state, other states or countries for recreation and leisure activities.
- In-home recreation and entertainment technology.
- Clubs, churches, service organizations, and school activities.

“Taking this into account, and considering recreation resources identified in the PROSAP dated June 1995, as well as the analysis contained in this update, it is estimated that a foundation level of service would conservatively be in a range of 40% to 45% less than the current adopted level of service standard of 8.0 acres per 1,000.

“Thus, it is recommended that an acceptable and sustainable level of service, identified as the base level in keeping with the socio-economic and political values of the community, be set at 4.5 acres per 1,000 population.

“This level of service, if adopted, will be known as the ‘foundation level of service’ or FLOS, which is the administrative measurement of public parks and recreation services for the community of Bothell.

“The community may desire at any time to increase the level of service to a higher ratio. This may be done on the merits of community values and sustainable public support for recreation and recognition of the benefits parks and recreation provides people of all ages.”

## Development of Goals, Policies and Actions

The Planning Commission and the Park Board worked separately and jointly from 1991 to 1993 to develop recommended goals, policies and actions. The Council considered these recommendations and adopted the Parks and Recreation element of the Comprehensive Plan. In 2000, the Parks and Recreation Board forwarded a recommendation on the Parks, Recreation and Open Space Action Program to the City Council for consideration. In December of 2000 the Council adopted the Parks, Recreation and Open Space Program (PROSAP). In 2001, 2002 and 2004 the Planning Commission and Parks Board collaborated on an update of the Parks and Recreation Element of the Comprehensive Plan to reflect the goals, policies and actions within the PROSAP.

# Parks and Recreation Goals, Policies and Actions

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## Goals

- PR-G1 To provide parks to meet the needs of the citizens of Bothell.
- PR-G2 To promote a range of recreational opportunities and provide a local recreation program which complements those services offered by other agencies in the area.
- PR-G3 To use park sites and other open spaces to enhance Bothell's unique character.

## Policies

- PR-P1 Park facilities shall be provided based on the Parks, Recreation and Open Space Action Plan as provided below:
- The Foundation Level of Service shall be 4.5 acres of parks per 1,000 population in the City.
- PR-P2 Park facilities should include natural areas for passive enjoyment, play structures for pre-school and older children and facilities and athletic fields to serve youth and adults of all ages. Facilities for those with special needs should also be included in some parks.
- PR-P3 Future park needs in newly developing areas shall be assessed based on the City's adopted Foundation Level of Service (FLOS) for parks and accomplished through a variety of funding mechanisms, including a Park Mitigation Program. The Parks, Recreation and Open Space Action Program (PROSAP) contains an explanation of the assumptions and policies for implementation of the Park Mitigation Program and is adopted by reference with this element.
- PR-P4 Acquisition of parkland in advance of development should be a priority. The purchase and acquisition of parkland and construction of facility improvements in advance of residential development impacts may be reimbursed to the City from the collection of park impact fees as authorized by the adopted Park Mitigation Program (and any amendments thereto) from future developments which benefit from said park acquisition and development, subject to compliance with state law.
- PR-P5 Coordinate and pursue park site acquisition, development plans and surplus property dispositions, easements, rights of way, etc. (especially trail systems) with King and Snohomish Counties, Northshore School District and private providers, and whenever possible develop joint use of facilities within these jurisdictions.
- PR-P6 Encourage creative acquisition, development and maintenance of parklands in accordance with this plan in order to reduce public costs associated with these activities.

- PR-P7 The City's Transportation Improvement Plan, Parks, Recreation and Open Space Action Program and the other elements of this Comprehensive Plan shall be coordinated in order to consistently take advantage of opportunities to complete proposed bicycle, pedestrian and off-road trail systems in Bothell. See the maps included herein for existing and proposed trail routes. It is understood that the proposed routes are located approximately at this time and shall be accomplished as possible through a variety of methods or options.
- PR-P8 Blyth Park shall be used as a focal point for a trail system which would connect the Tolt Pipeline, the Sammamish River Trail, the Burke-Gilman Trail and the Riverside Drive Trail to the surrounding residential area.
- PR-P9 Horses shall be allowed on designated trails but not inside active park facilities such as Blyth Park or the Park at Bothell Landing. .
- PR-P10 Continue acquisition of land for the public along the Sammamish River parkland corridor to preserve a visual corridor, increase parklands and expand trail linkages and river access.
- PR-P11 The park and recreation system should be expanded to meet other facility needs such as indoor community centers, municipal golf course, swimming pools, skate parks and sportsfields (baseball/soccer) .
- PR-P12 Any recreation program created by the City shall complement services already provided by other agencies so that any unfulfilled needs are met in as self-sustaining a way as possible

## Actions

- PR-A1 Review and modify the park mitigation program as necessary to comply with state law.
- PR-A2 Establish parks and recreational level of service guidelines based on total population, usage patterns and population densities.
- PR-A3 Update fees or charges for specialized services or programs and/or certain facilities.
- PR-A4 Develop maintenance guidelines for use as a planning and budgetary tool to efficiently allocate resources (both labor and equipment).
- PR-A5 Encourage the private sector and semi-public organizations to increase their expenditures for public recreation facilities and opportunities in Bothell.
- PR-A6 Continue efforts to acquire and develop parkland and open space along the Sammamish River parkland corridor through Bothell.
- PR-A7 Develop a parkland corridor plan for the Sammamish River corridor, including the conservancy area, which achieves a reasonable balance between aesthetics, recreation, cultural resource preservation and wildlife, to insure a proper future for the wooded areas and the preservation of distinct ecological systems.

- PR-A8 Pursue acquisition of any lands needed to complete the Sammamish River parkland corridor, especially when such acquisitions would enable the completion of the trail linkages between the Sammamish River and Blyth Parks.
- PR-A9 Connect the Park at Bothell Landing to the King County pedestrian bridge on the west side of the Sammamish River and north of the Wayne Curve with an easement and a minimum 10-foot wide urban trail to provide an alternate route and a loop for walkers and joggers.
- PR-A10 Acquire the land north of the King County trail bridge near Brackett's Landing for parking and greenbelt planting along the north side of the river, if such land becomes available due to realignment of SR-522.
- PR-A11 Acquisition of parkland should be given consideration over development of existing parkland.
- PR-A12 Update trail standards for construction and maintenance.
- PR-A13 Continue construction of proposed trail systems through city acquisition and development, developer trail construction or other means.
- PR-A14 Identify missing links in the trail network and provide development plans.
- PR-A15 Provide recreation programming which complements what other agencies are doing and satisfies any unfulfilled need.
- PR-A16 Explore the feasibility of acquiring or leasing surplus Northshore School District facilities for the purpose of providing a centralized headquarters for a full scale parks and recreation department and to provide space for various classes offered by a recreation program.
- PR-A17 Acquire additional acreage for Conifer View Park for development into a wooded passive area when the land to the north of Conifer View develops.
- PR-A18 Provide smaller community centers in other parts of the community within easy walking and bicycling distance of the population which are designed to serve all ages with a variety of recreational opportunities. Consider collaborating with the Northshore School District, King or Snohomish Counties or other public entities to provide these facilities
- PR-A19 Develop a strategy for purchasing in total or in part the Wayne Golf Course and options for future operation or use.
- PR-A20 Encourage and facilitate the transfer of County or State properties to City ownership as new areas of the city are annexed.
- PR-A21 Develop a plan for interconnecting each park site (present and future) with pedestrian and recreational bicycle corridors.
- PR-A22 Develop a master plan for planting and for vegetation maintenance that will provide for species diversity and age composition of our parkland forest.