

CHAPTER 1 INTRODUCTION

1.1 How to Use this Plan

This Comprehensive Plan for the City of Woodinville (Plan) provides a guide for future growth in Woodinville. The Plan contains a number of important elements related to growth. Each element contains an introduction, goals, and policies as well as implementation strategies and monitoring programs. Each respective element also includes an appendix that contains background information regarding:

- Existing conditions,
- Trends and projections,
- Planning implications, and
- Summary of relevant King County and Snohomish County planning policies.

Users of this Plan should locate the portion(s) addressing their interests and pay particular attention to the goals and policies. Since many planning issues are interrelated (e.g., land use and transportation), the goals and policies of one element may pertain to other elements as well. Proposed development projects in the City of Woodinville, the project's design must conform to any and all pertinent goals and policies. When reviewing and commenting on a proposed development project, the planning staff and the decision-making body need to know what specific planning goals and policies are of concern, particularly regarding the proposed project's conformance. Any plan, in its most current version, mentioned in this Comprehensive Plan is adopted by reference. Element and number should reference the goals and policies.

This introduction provides a basis for the Plan. It includes:

- Discussion of the purposes of the Plan,
- Short history of the Woodinville area,
- Definition of the planning boundaries,
- Description of the vision of the community,
- Demographic and economic profile of Woodinville and in some cases its neighbors, and
- Description of the natural environment.

Chapter 2 provides an overview of State growth management requirements while Chapters 3 through 12 include the plan elements and their respective appendices. The data and maps come from a variety of sources including Geographic Information System data layers produced specifically for the Comprehensive Plan. The data came from a variety of sources including the City of Woodinville, King County, Snohomish County, the Puget Sound Regional Council, and Puget Power, as well as research by EDAAW, Inc., consultants to the City for the Comprehensive Plan.

1.2 Purpose of the Comprehensive Plan

Woodinville, like other cities and counties in Washington, has prepared this Comprehensive Plan as required by the Washington State Growth Management Act as the City's guide for future development based on the community's vision and values.

The Growth Management Act requires Woodinville to adopt a comprehensive plan containing elements that address Land Use, Transportation, Housing, Capital Facilities, and Utilities. Woodinville has also prepared elements addressing Parks, Recreation, and Open Space; Human Services; Economic Development; Environmental; and Community Design.

The purpose of the Comprehensive Plan is to guide growth for a 20-year time frame. This is defined by spatial distribution and level of population including:

1. Job growth
2. Transportation,
3. Utilities,
4. Public facilities to service the desired level of population and employment and methods to pay for them,
5. Housing requirements for the community, and
6. The desired physical character of growth in the City.

The plan contains a Future Land Use Map (see Figure 3-2) designating the desired lands to serve as locations for various activities, and policies to guide government and private decision makers in determining how Woodinville will grow, look, and operate in the future. The City's Zoning Map (see Figure A3-2) ensures that the zoning is consistent with the land use designations of the Future Land Use Map. In general the Zoning Code development standards required to be consistent with the Comprehensive Plan's Goals and Policies will be adopted along with this 2002 Comprehensive Plan update. However, certain regulations regarding Best Available Science will be revised in a separate action and public review process following adoption of the Comprehensive Plan.

1.3 A Short History of Woodinville

The first settlers of the Woodinville area were George Rutter Wilson and Columbus Greenleaf, who arrived in the area and staked land claims in 1870. In 1871, Susan and Ira Woodin, after whom Woodinville is named, traveled from Seattle and staked a claim at the bend in the Sammamish River where Woodinville is currently located.

In their home, the Woodin family opened a store, held church services, and conducted school. Soon after other homesteaders began settling in the area, and by the late 1880s a rail line ran through the village. Logging was the main industry in the area. By 1909 Woodinville had two sawmills, two shingle mills, several stores, a hotel, a railroad station, a school, a blacksmith shop, and a small school desk factory.

The Sammamish River Valley was first farmed in the early 1890s. Prior to settlement, Native Americans enjoyed the benefits of the lush Sammamish River Valley. The lowering of Lake Washington and the creation of the Ballard Locks in 1912 exposed more fertile river bottom and for crop production. Through the 1950s, farming and timber-related industries were the dominant employment factors that shaped the development of Woodinville and the surrounding communities. As the automobile became a more commonplace form of transportation, more and more people began moving to Woodinville. From the 1960s through the 1980's, Woodinville continued to grow. Retail and light industrial uses continued to expand in the commercial center of Woodinville, making it one of the largest unincorporated commercial centers on the Eastside. Throughout the 1980s and early 1990s, there was increasing pressure to incorporate. In March of 1993, as a result of a voter-approved initiative, Woodinville was incorporated as a city.

1.4 The Boundaries of Woodinville

For the purposes of the City's first Comprehensive Planning process, distinct planning boundaries were defined: the Woodinville Planning Area, the Woodinville Survey Area, and the current city limits of Woodinville (see Figure 1-1).

1.4.1 Planning Area

The originally used Woodinville Planning Area is the area in and around the City limits that is anticipated to have some level of influence on the City's growth and development over the next 20 years. The Woodinville Planning Area was used to discuss broad-based issues that are regional in nature, including environmental features; transportation; economic development; demographics; capital facilities; utilities; and parks, recreation, and open space. Updated information for this boundary is no longer readily available or as relevant to the City's planning efforts. Therefore, this information has not been updated. Limited Planning Area data remains in the Plan, where it provides useful information.

The Woodinville Planning Area encompassed approximately 36 square miles (23,172 acres) and included sections of both Snohomish and King counties. For consistency in analyzing data related to this larger area of influence, the Woodinville Planning Area was defined using census tract boundaries as determined by the U. S. Census Bureau. These are shown in Table 1-1 below:

Table 1-1 1990 Census Tracts in the Woodinville Planning Area

King County	Snohomish County
218.02	519.11
219.01	519.12
219.03	521.12
219.04	
219.05	
219.06	
323.06	
323.07	
323.19	
323.20	
323.21	
323.22	

Source: EDAW, Inc., 1994

Table 1-2 2000 Census Tracts for the City of Woodinville

218.02
323.19
219.06
323.21
323.20
219.04

1.4.2 Woodinville Survey Area/UGA

The second planning boundary is termed the Woodinville Survey Area also known as the Urban Growth Area (UGA). The UGA is used to analyze and discuss specific issues related to local planning, including land use, housing, and community design. The UGA was used to determine the carrying capacity and growth allocation needs for the City as required by the Growth Management Act. The Woodinville Survey Area covers approximately 7 square miles (4,501 acres) and comprises eight neighborhoods. These neighborhoods were used as the basis of a land use survey to inventory existing land uses and housing conditions. The Woodinville Survey Area includes all land within the City limits as well as an area east of the Sammamish River (East Valley) and the industrial area north of the City limits (Grace). The boundaries of these neighborhoods were determined based on current zoning, current land use, census information, and jurisdictional boundaries. The Urban Growth Area includes current City limits as well as the industrial area north of the city in Snohomish County (Grace) and parcels between the Sammamish River and 140th Avenue NE. These neighborhoods were designated as:

1. Town Center,
2. The Wedge,
3. North Industrial,
4. Valley Industrial,
5. Tourist District,
6. West Ridge,
7. Leota, and
8. Grace.

For the purpose of this update, the East Valley Neighborhood is eliminated as it is outside the Urban Growth Area. A detailed discussion of the boundary limits and character of each of the nine neighborhoods is provided in Chapter 8, Community Design.

1.4.3 Municipal Boundary

The third planning boundary is the City of Woodinville, as defined by the incorporated limits (see Figure 1-1). The area within the City limits is used to discuss specific local issues and to clarify the analysis of existing conditions and trends for which the City is directly responsible.

Throughout this plan, these three different boundaries are used to discuss the types of information appropriate to that boundary. Goals, policies, and future land use for this Comprehensive Plan will address only the current city limits and the Urban Growth Area.

1.5 A Vision for Woodinville

1.5.1 Public Participation Process

For the 2002 Comprehensive Plan update, the City formed eight Citizen Advisory Panels (CAPs) composed of community members and Planning Commission members. Altogether, the CAPs conducted approximately meetings during 2001 and 2002 to review each element of the Comprehensive Plan. Recommendations of the CAPs were forwarded to the full Planning Commission for consideration. This process added significant community involvement to the Comprehensive Plan update process. The draft Comprehensive Plan was also available for review at local libraries and City Hall, and two public open house meetings were held on July 17, 2002 and August 7, 2002. In its first comprehensive citizen outreach effort since incorporation, Woodinville conducted a series of 20 community meetings to determine the public's vision of the City's future. The visioning process was designed to provide a foundation for the development of the goals, policies, and other elements of the

Comprehensive Plan. It was important for the Woodinville City Council and Planning Commission members to hear directly the values, concerns, and future visions of the larger Woodinville community to develop a solid knowledge of their citizens' expectations of them and of the Comprehensive Plan.

For purposes of citizen input for the first effort, the City and surrounding community was divided into nine geographic areas. The process commenced with a community-wide meeting held on January 12, 1994 and ended with the City Council and Planning Commission presenting their working draft Vision Statement to the community on March 17, 1994. In between, two rounds of meetings were held with citizens in each of the nine geographic areas. At the first round, the Council and Planning Commission members asked the questions below; at the second round, they presented the summaries of the first round and asked for verification that they were hearing their constituents accurately.

All community visioning meetings were advertised in the Woodinville Weekly. Written comments and letters also were encouraged as input. Citizens were asked to respond to the following questions:

- What do you value most about our community?
- What would you change about our community?
- What is your vision for the future of our community?

The State of Washington mandates that jurisdictions conduct a significant Comprehensive Plan update every five years. Under this mandate, the City of Woodinville was required to complete their first 5-year update by September 30, 2002. The City Council desired to capture citizen input by again establishing a Citizen Advisory Panel (CAP) for each Comprehensive Plan Element as well as conducting an Open House and mailers asking for comments. The CAPs began working in April 2001. In February 2002, the state legislature extended the deadline for completing updates to December 1, 2004. The primary reason for the extension was the fact that a significant amount of 2000 US Census data needed to affirm or change existing planning policy was not scheduled for release until late 2002/2003. Because the amount of new data and the effort put in by citizens, appointed and elected officials, the city chose to process recommended modification to the Comprehensive Plan as an annual amendment.

1.5.1.1 Summary of Community Values

Citizens who commented during the visioning process represented a diverse population with a wide range of opinions about the Woodinville community past and future. Each visioning meeting was facilitated and attended by City Council and Planning Commission members, in addition to city staff. While discussions of many issues occurred, the facilitators focused citizens' comments on the three questions listed above. The types of comments repeated most often are summarized in Table 1-3. In general, people expressed a belief that:

1. Woodinville's unique Northwest woodland character should be preserved,
2. The City should retain a viable, vital commercial downtown,
3. The small, locally owned stores are important to keep,
4. The downtown should be pedestrian friendly,
5. The existing retail nursery in downtown is a good example of desirable streetscape and commercial development for the future,
6. New commercial development should reflect the City's historical architecture, exemplified by the old school houses, and
7. The City should develop recreational opportunities of all types, including parks, trail systems, and activities for youths.

Important values expressed by the community include a friendly and safe environment, privacy, ease of mobility, and recreational opportunities. Additionally, people participating in the visioning process valued the Woodinville community's suitability for families, its green, open views and farm lands, and the protection of its creeks and wetlands.

When asked to describe their vision for Woodinville in 20 years, meeting participants described a downtown developed as a small town "village" with mixed uses and a well-integrated pedestrian system. They envisioned a strong, viable, attractive city core with a "people priority," a city connected with walkways and sidewalks. People expressed a desire for a full complement of outdoor activities and green space, with programmed and informal activities for children and youth, as well as seniors. The vision included clean water and streams, and a good balance of residential, business, and industry in future development.

1.5.1.2 Woodinville Vision Statement

Council and Commission members crafted the following vision statement as a whole after review of all individual comments made during the visioning process. It provides a basis for developing goals and policies for the Comprehensive Plan.

"In the year 2015, Woodinville is a safe, friendly, family-oriented community that supports a successful balance of neighborhoods, parks and recreation, tourism, and business. We have preserved our Northwest woodland character, our open space, and our clean environment. We have enhanced our ability to move freely throughout the community by all modes of travel. Woodinville is a pleasant place in which to live, work, play, and visit, with a compact, inviting downtown that is attractive and functional."

Table 1-3 Summary of Woodinville's 1994 Visioning Comments

Issue	What People Value	Things to Change
Quality of Life	Rural character in an increasingly urbanized area Family orientation Sense of community Small town Safe, familiar feeling Peace and quiet Economic diversity Local employment opportunities Residents who care	Woodinville no longer charming
Land Use	Lots of open space, views Small-scale developments Places to keep horses Provide senior citizen housing Retain and preserve farming and agricultural lands Trees and wooded areas Specialty retail	No more strip malls Limit retail growth to Central Business District Want theater, upscale restaurants and clothing shops Want local museum Land costs too high for small, locally owned stores Concentrate gas stations No "big box" retailers Town is designed for cars; should be more pedestrian friendly Develop downtown "core" Need more affordable housing Need more mixed-use retail
Transportation	Freedom to walk, ride horses Bypass has helped traffic	Relieve congestion Want transit with neighborhood shuttles Keep horses on pipeline, not road Need sidewalks
Public Services	Low crime rate Good school system	Public restrooms downtown More street lighting for safety
Recreation	Open space Outdoor/indoor play areas for children Cottage Lake Park pool	Need parks of all sizes and types Need activities for youth and seniors Connect the Sammamish River Trail to downtown pedestrian system Need community center Retain and enhance the area's natural features, particularly the streams
Aesthetics	Green spaces, views	Control signage Need design review for downtown
Environment	Streams, wetlands, trees, wildlife habitat, clean air, and quiet	Retain and enhance the area's natural features, particularly the streams

Source: BREDOUW, 1994.

1.6 A Demographic Profile of Woodinville and Its Neighbors

This section presents a demographic profile of conditions for the City of Woodinville. The information was collected using data from the 2000 U.S. Census. To provide a basis for comparison, data from King County as a whole and several Eastside cities are included where appropriate and available. These cities are Mill Creek, Bothell, Kirkland, Redmond, Bellevue, and Issaquah. For cities adjoining or near Woodinville, see Figure 1-3.

1.6.1 Population

Compared to other Eastside cities, Woodinville continues to be a moderate-sized community, with a 1990 census population of 8,587 people and a 2000 Census population for the City of Woodinville of 9,194* (see Table 1-4). The 2001 population estimate from the Washington State Office of Financial Management is 9210. The cities most comparable in size to Woodinville are Issaquah and Mill Creek. The city to the west of Woodinville, Bothell has had rapid population growth over the course of ten years. This growth is primarily due to a large annexation that more than doubled population.

Since incorporation (1993), the City of Woodinville's shows a growth rate of 7% over the past ten years. However, the population indicated for 1990 is based on extrapolated numbers from a larger community area and may not adequately reflect the City's population at that time. Additionally, the City is currently disputing the 2000 Census count. These two factors along with development pert data indicate the population growth is most likely higher. During this time period, Bothell has more than doubled their population (144 percent) and Mill Creek grew by 61 percent. For the County as a whole, it is gradually increasing.

Table 1-4 Population Growth for Woodinville and Surrounding Communities

Jurisdiction	Population Growth		
	1990	2000	% of growth per decade
City of Woodinville	8,587	9,194*	7%
Bothell	12,345	30,150	144%**
Redmond	35,800	45,256	26 %
Kirkland	40,052	45,054	13%
Issaquah	7,786	11,212	44%
Mill Creek	7,172	11,525	61%
Bellevue	86,874	109,569	26%
Seattle	516,259	563,374	9%
King County	1,502,428	1,737,034	16%

Source: Puget Sound Regional Council, 1990 Census Reports, and Economic Consulting Services, 1994.-2000 US Census data.

*The City of Woodinville is currently working with the US Census and the Washington State to ensure accuracy of this number.

**Due to a large annexation in the City of Bothell.

The City of Woodinville has the highest percentage of youth compared to the Eastside cities shown and King County, with approximately 29% of the population under the age of 19. Woodinville also has the smallest percentage of elderly (8.7%) compared to the Eastside communities shown and King County (10.5%).

Within the City of Woodinville, minorities make up 23.1% of the population which is roughly the same as the City of Redmond (26.4%). Over the past decade minority racial classification has dramatically changed and become more apparent. The average for the county as a whole is only slightly greater than that of Woodinville (29.8%). A comparison of population characteristics is shown in Table 1-5.

Table 1-5 Population Characteristics for Woodinville and Surrounding Communities (2000)

Jurisdiction	% Under Age 19	% Over Age 65	% Minority Racial Classification
City of Woodinville	29%	8.7%	23.1%
Bothell	25.2%	9.5%	17.2%
Redmond	23.6%	9.3%	26.4%
Kirkland	20.6%	10.2%	19.5%
Issaquah	24.2%	10.0%	16.9%
Mill Creek	25.8%	11.7%	21.8%
Bellevue	23%	13.4%	30.9%
Seattle	15.6%	12.0%	35.2%
King County	25%	10.5%	29.8%

Source: 2000 US Census data.

1.6.2 Household Size

The City of Woodinville has the largest average household size (2.61 persons, respectively) of all the comparison cities and King County as a whole. This is consistent with Woodinville's image as a family community and the comparative large population under 18 years old. The City of Bothell has the next largest average household size, with 2.51 persons, and the city with the smallest average household size is Seattle, with 2.08. The county average is 2.4 (see Table 1-6).

Table 1-6 Average Household Size for Woodinville and Surrounding Communities

Jurisdiction	Household Size
City of Woodinville	2.61
Bothell	2.51
Redmond	2.33
Kirkland	2.13
Issaquah	2.27
Mill Creek	2.48
Bellevue	2.37
Seattle	2.08
King County	2.39

Source: 2000 US Census data.

1.6.3 Economic Well-Being

The median household income for the City of Woodinville is \$68,114. This median household income is the highest when compared to surrounding Eastside cities. For example, Redmond's median household income is \$66,735 and Bothell's is \$59,264. Compared to King County (\$52,679), the median household income of the City of Woodinville is approximately 29% higher.

Table 1-7 Median Household Income for Woodinville and Surrounding Communities

Jurisdiction	Household Income
City of Woodinville	\$68,114
Bothell	\$59,264
Redmond	\$66,735
Kirkland	\$60,332
Issaquah	\$57,892
Mill Creek	\$69,702
Bellevue	\$62,338
Seattle	\$45,800
King County	\$52,679

Source: 2000 US Census

1.6.4 Educational Attainment

As a community, Woodinville ranks average in terms of educational attainment. In the City of Woodinville, 50% of residents have completed a college degree: 7.3 percent an associate degree, 29.5% a bachelor's degree, and 13.2% a graduate or professional degree.

Table 1-8 Educational Attainment for Woodinville and Surrounding Communities

Percent of Population Over Age 18 Who Have Completed:

Jurisdiction	Associates degree	Bachelor's degree	Graduate professional degree
City of Woodinville	7.3%	29.5%	13.2%
Bothell	8.9%	29.3%	9.3%
Redmond	7.7%	35.9%	17.0%
Kirkland	7.3%	33.0%	14.4%
Issaquah	7.8%	34.0%	14.3%
Bellevue	6.9%	34.7%	19.4%
Mill Creek	9.6%	31.0%	16.7%
King County	7.5%	26.6%	13.3%

Source: 2000 US Census