

# **Chapter 8 – Public Services**

# Introduction

This chapter of the Draft Environmental Impact Statement (DEIS) covers public services, including the affected environment (existing conditions) as well as potential impacts associated with growth under the alternatives and mitigation measures to address potential impacts. Public services analyzed include:

- Public Safety and Police Services
- Fire and Emergency Services
- Parks, Recreation, Open Space, and Arts
- Municipal Services and Public Facilities
- Public Schools
- Library Services
- Solid Waste Management and Recycling Services

Impacts of the alternatives would be considered significant if they result in:

- Increased demand for public services that cannot be accommodated through regular planning and staffing programs and processes.
- Insufficient capacity to serve expected population based on standard levels of service metrics as applicable under each area of service.

# **Affected Environment**

# **Public Safety and Police Services**

The Shoreline Police Department is located at City Hall, at 17500 Midvale Avenue N, within a portion of the building that was added in 2017. Police services are provided to Shoreline through a year-to-year contract with King County in three major areas:

- **City Police Services:** staff is assigned to and works within the City. In 2024, there were 50 commissioned FTEs and 3 non-commissioned FTEs dedicated to the City.
- **Regional Police Services:** staff is assigned within the King County Sherrif's Office and deployed to the City on an as needed basis (e.g., criminal investigations and special response teams).
- **Communications/Dispatch:** The City contracts with King County for dispatch services through the King County 911 Communications Center.

There are no City-managed jail cells located within the city. The Shoreline Police maintain two holding cells at the precinct and contracts with South Correctional Entity (SCORE) for jail facilities.

### **Fire and Emergency Services**

The Shoreline Fire Department (SFD) is an independent special purpose district that provides fire and rescue

services to the District's 13 square miles of predominantly urban areas. Services include; fire protection, fire prevention and code enforcement, basic life support (BLS) emergency medical service (EMS), advanced life support (ALS) EMS in cooperation with King County EMS, public education in fire prevention and life safety, and technical rescue including high/low angle, confined space, and trench rescue. The current service area includes all of the City of Shoreline as well as the Town of Woodway and the Point Wells area, under service contracts. Furthermore, SFD provides ALS service to the Cities of Lake Forest Park, Kenmore, Bothell, and parts of Woodinville.

The Shoreline Fire Department maintains four stations located at 17525 Aurora Avenue N, 719 N 185th Street, 145 NE 155th Street, and 1410 NE 180th Street.

Capital resources for SFD consist of the previous listed fire stations, fire apparatus (vehicles used for fire and rescue work), staff vehicles and the related equipment, tools, and associated personal protection equipment needed to safely and legally provide fire and rescue services. Current inventories of all SFD resources are listed in the Shoreline Fire Department Capital Facilities and Equipment Plan.

#### City of Shoreline Emergency Operations Center (EOC)

RCW 38.52.070 authorizes and directs the City to assume responsibility of emergency management for their jurisdiction. The City has established its Emergency Operations Center at the Shoreline Fire Headquarters through a Memorandum of Understanding (MOU) signed by the City Manager and Fire Chief. The City supports the equipment needed to operate from the Fire Department's community room. The need for a more permanent EOC was also discussed in the Hazard Mitigation Planning process. This could potentially be included in the planning for a new police facility and is considered a "critical facility" during emergencies.

### Parks, Recreation, Open Space, and Arts

Shoreline has 42 public parks with 412 acres of open spaces, trails and community facilities, including 38 owned by the City and 4 others operated through formal interagency agreements. See **Figure 8.1** and **Table 8-1**. Shoreline's most recent version of the plan, the Parks, Recreation, Open Space, and Arts (PROSA) Plan, was adopted in May 2024. This PROSA plan update highlights and focuses the City's commitment to equity and antiracism in all aspects of service delivery to residents. It is a comprehensive plan for the future development of the City's parks, open spaces, public art, recreation, and cultural services in a way that supports the vision of the City to be a "Welcoming Place for All".

The PROSA Plan assesses current levels of services (LOS), projected needs, and community feedback to create goals and strategies targeted at providing high quality, equitable services to all current and future residents. It identifies capital project recommendations, based on the LOS analysis, projected needs, and community feedback, and describes a strategic plan for implementation of these projects. These recommendations are implemented through the City of Shoreline Capital Improvement Plan and voter-approved capital improvement bonds. The PROSA Plan contains a thorough analysis and inventory of Shoreline's parks, recreation, open space, and arts facilities, and can be found here:

https://www.shorelinewa.gov/home/showpublisheddocument/61077/638519077574700000

The PROSA plan includes a new classification type from previous plans, titled "Land Banked Properties." These properties are acquired with future growth needs in mind. They remain undeveloped until a determination of funding, purpose and scope of parcel is determined. This is done through a combination of utilizing the property acquisition and development framework outlined in Chapter 4 of the PROSA plan alongside equity focused neighborhood engagement. Land acquisition to meet projected growth and serve currently underserved communities is noted as one of the key themes.

Figure 8.1 Shoreline Parks, Recreation, and Open Space Facilities

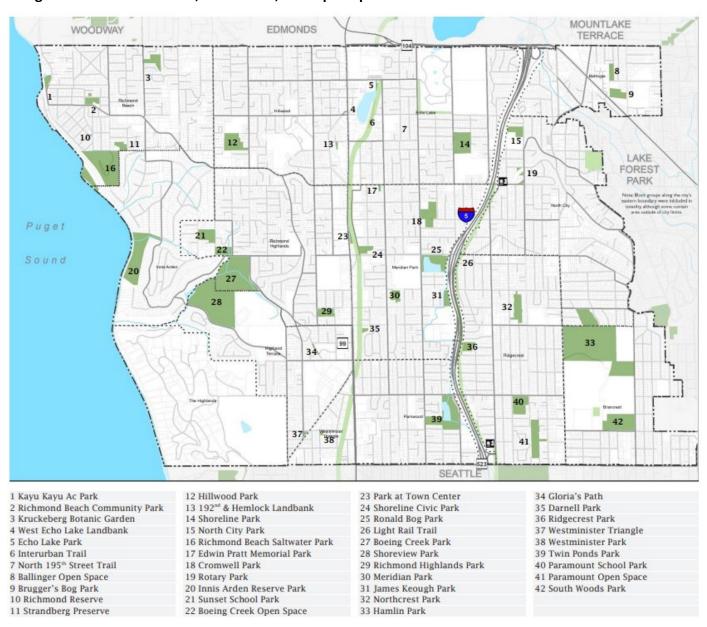


Table 8-1 Types of Parks, Recreation, and Open Space Facilities in Shoreline

Open Space/Natural Areas Undeveloped parkland established to protect wildlife habitat and preserve natural assets. These areas provide a wide variety of ecological benefits and allow limited impact access to natural experiences in the urban environment.	12	114.73
<b>Trails</b> Provide off-road walk, bike, and ADA access between parks, schools, commercial districts, and light rail stations across the city.	3	23.63
Pocket Parks Provide green gathering space in densely developed areas typically between 0.10 - 0.25 acres.	2	.61
Neighborhood Parks Serve as the recreational and social focus of a neighborhood within a 15-minute walk. They provide for picnic areas, playgrounds, and sports courts within walkable access of residential neighborhoods of between 0.25-9.0 acres.	9	35.3
Community Parks  Meet community-based active, structured recreation needs and to preserve unique landscapes, amenities, and open spaces. They are designed for organized activities and sports, although individual and group activities are also encouraged. Generally, the size of a community park ranges between ten and 50 acres. Community parks serve a one and one-half mile radius, and are often accessed by vehicle, bicycle, public transit, or other means, so the walking distance to the park is not as critical as neighborhood or community parks.	7	71.87
Regional Parks Often large areas that include a special feature that makes them unique. Typically, regional parks include a mixture of active and passive activities and may offer a wide range of amenities. The geographic service area for a regional park is Citywide and beyond. The regional parks in Shoreline, which comprise 159 acres, include Richmond Beach Saltwater Park, Shoreview Park, and Hamlin Park.	3	159.11
Special Use Parks Provide a unique special amenity for the community. They may include historic or natural interpretive centers	1	4.3
Land Banked Properties Land banked properties are acquired properties for future park uses that are yet to be developed. The future use is determined and prioritized by community need identified in the PROSA Plan with the goal of developing these parcels into publicly accessible park space that may also include pocket parks and natural areas. There are currently five properties which are considered land banked, including the Echo Lake West and N 192nd and Hemlock parcels.	5	2.95

The PROSA Plan provides a detailed Level of Service (LOS) analysis that evaluates the demand and need for parks, recreation, and open space facilities based on several determination factors and considerations. Refer to the PROSA Plan for more information, as well as discussion later in this chapter under Potential Impacts and Mitigation Measures.

### **Municipal Services and Public Facilities**

The City of Shoreline offices provide a wide variety of services and functions, which are provided at a variety of facilities. The City of Shoreline Civic Center, which includes the City Hall building at 17500 Midvale Avenue N, provides approximately 62,000 square feet of office space where governmental services are available. These services include, but are not limited to, customer response, administration, permitting, environmental and human services, road and park maintenance, and neighborhood coordination. The campus also includes a

21,000 square foot auditorium, a 75-car elevated parking structure, and a one-acre public park and plaza. Refer to **Figure 8.2** for existing major city owned public facilities in Shoreline.

In addition, the City owns and maintains approximately 28,765 square feet of facilities to support the park system, including the Spartan Recreation Center, the Richmond Highlands Recreation Center, Kruckeberg Botanic Garden, the Richmond Beach Saltwater Park Pedestrian Bridge, numerous park shelters, and outdoor restrooms. The City operates a maintenance facility at Hamlin Park, located at 16006 15th Avenue NE. This location serves as a storage yard for various City vehicles, including a street sweeper and road maintenance equipment, as well as offices for street and park maintenance crews. The City is evaluating the relocation and expansion of this facility as part of possible utility acquisitions.

In 2024, there are 204.4 regular full-time-equivalent employees and 6.5 limited term employees...

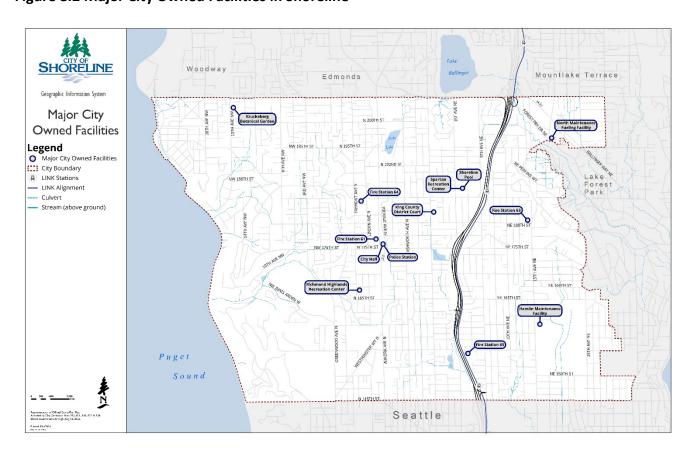


Figure 8.2 Major City Owned Facilities in Shoreline

### **Public Schools**

Shoreline School District 412 is the public school district serving the City of Shoreline and nearby communities of Lake Forest Park and a portion of north Seattle. There is one preschool/daycare center (early learning center), one K-8 home school center, nine elementary schools, two middle schools, two high schools, one alternative school, the Shoreline Center and two additional surplus properties. In addition to these facilities, the District maintains a Transportation Center, and a warehouse with a central kitchen. See **Table 8-2** for the District's owned and operated facilities.

According to the Washington Office of Superintendent of Public Instruction, 9,641 students were enrolled in the Shoreline School District for the 2023-2024 school year. The average class size for the 2022-2023 school year was 23.2 students, and there was a total teacher count of 550. The cost per student for the same school year was calculated to be \$18.114.

Shoreline Community College (SCC) is the only higher education facility located within the City. It is a public, two-year institution offering a range of academic, professional, and technical programs. According to the school website, about 8,000 students attend SCC every year.

**Table 8-2 Shoreline School District 412 Facilities** 

Facility Name & Type	Location		
Early Learning Centers:			
Shoreline Children's Center	1900 N 170 <sup>th</sup> Street, Shoreline WA		
Edwin Pratt Early Learning Center			
Elementary Schools:			
Briarcrest Elementary School	2715 NE 158 <sup>th</sup> St. Shoreline WA 98155		
Brookside Elementary School	17447 37 <sup>th</sup> Ave NE, Lake Forest Park WA 98155		
Echo Lake Elementary School	19345 Wallingford Ave. NE Shoreline, WA 98133		
Highland Terrace Elementary School	100 N 160 <sup>th</sup> St. Shoreline, WA 98133		
Lake Forest Park Elementary School	18500 37 <sup>th</sup> Ave. NE Lake Forest Park, WA 98155		
Meridian Park Elementary School	17077 Meridian Ave. NE Shoreline, WA 98133		
Parkwood Elementary School	1815 N 155 <sup>th</sup> St. Shoreline, WA 98133		
Ridgecrest Elementary School	16516 10 <sup>th</sup> Ave. NE Shoreline, WA 98155		
Syre Elementary School	19545 12 <sup>th</sup> Ave. NE Shoreline, WA 98177		
Middle Schools:			
Einstein Middle School	19343 3 <sup>rd</sup> Ave. NW Shoreline, WA 98177		
Kellogg Middle School	16045 25 <sup>th</sup> Ave. NE Shoreline, WA 98155		
High Schools:			
Shorecrest High School	15343 25 <sup>th</sup> Ave. NE Shoreline, WA 98155		
Shorewood High School	17300 Fremont Ave. N Shoreline, WA 98133		

Facility Name & Type	Location
Other Facilities:	
Cascade K-8 Community School	2800 NE 200 <sup>th</sup> St. Shoreline, WA 98155
The Shoreline Center	18560 1st Avenue NE, Shoreline WA 98155
The Shoreline Center	18560 1st Ave NE, Shoreline WA 98155
Transportation Center	124 NE 165 <sup>th</sup> St. Shoreline, WA 98155
Warehouse and Central Kitchen	2003 NE 160 <sup>th</sup> St.

### **Library Services**

The Shoreline Library is located at 345 NE 175<sup>th</sup> St and is part of the King County Library System. The Richmond Beach Library is located at 19601 21<sup>st</sup> Ave NW and is also part of the King County Library System. King County Library System's Strategic Framework (2023-2027) reflects its commitment to public services that enhances lives, forges connections, and strengthens communities. Building on the Strategic Framework, a five-year plan, the Library System's 2024 budget funds key strategic initiatives and projects that further expand programs and services to support operational improvements. It creates internal efficiencies and enhances experiences for patrons and staff, all developed through an equity lens. The Library System strategically plans decades ahead for operational budgeting and capital investments, monitoring its service areas and related needs.

### **Solid Waste Management and Recycling Services**

The City of Shoreline is currently served by Recology King County for all residential curbside solid waste and recycling, and compost collection, and for commercial solid waste collection. Shoreline maintains an interlocal agreement with King County for use of the Shoreline Recycling and Transfer Station. In addition to solid waste collection, the City also operates a household battery recycling program and works with Recology on special item recycling collection.

The City plans to continue solid waste collection through contract services, and to continue its agreement with King County for the use of the Shoreline Recycling and Transfer Station. The facility no longer accepts plastic, glass, cardboard, or mixed paper for recycling. Curbside recycling for these materials is provided by Recology. The City continues to encourage recycling and composting and models these practices in all City-owned facilities, as well as through environmental education and stewardship programs.

# **Potential Impacts and Mitigation Measures**

For public services, potential impacts and mitigation measures are discussed together related to the three alternatives studied in the DEIS, below and on the following pages.

# **Future Levels of Growth and Change Under the Alternatives**

One of the purposes of this DEIS is to support an understanding of what the future demands would be under the alternatives studied. Population growth and related demands for public services would increase under all alternatives. Similarly to the analysis of potential impacts for public services, understanding the projected

population levels for the alternatives provides insight into the potential per capita increased demand for public services. Estimated growth of housing units and population under each of the alternatives is shown in **Table 8-3** 

All three alternatives assume increasing levels of growth and related new development and redevelopment over the next 20 years. Alternatives 1 and 2 assume the same level and pace of growth and development would occur, reaching allocated targets in 20 years, while Alternative 3 assumes that growth and development would happen at a more rapid pace, reaching allocated targets in 10 years.

Table 8-3 Estimated Growth Projections for Population Under Each Alternative

	2024	Future	Population
	Baseline	Population <sup>2</sup>	Change from
	Population <sup>1</sup>		2024
Alternative 1—No Action (No Adoption of the	61,910	2044:	+24,292 to
Comprehensive Plan); Growth is Consistent with		86,202 to	29,879+
Allocated Targets		91,789+	
Alternative 2—Growth is Consistent with Allocated	61,910	2044:	+24,292 to
Targets		86,202 to	29,879+
		91,789+	
Alternative 3—Growth Occurs More Rapidly,	61,910	2034:	+24,292 to
Meeting Targets by 2034 Rather than 2044		86,202 to	29,879+
		91,789+	
		2044:	
		118,942 to	+57,032 to
		124,529+	62,619+
		(if the pace of	
		growth doubles)	

- 1 Washington State Office of Financial Management, April 1, 2024
- 2 2044 estimates ranging from 86,202 (Puget Sound Regional Council LUV-IT Model) to 91,789+ (37,372 x 2020 census household size of 2.4561 with the household size trending upward in Shoreline)

Alternatives 1 and 2 assume a population growth over the next 20 years, from the 2024 population of 61,910 (Washington State Office of Financial Management, April 1, 2024) to 2044 estimates ranging from 86,202 (Puget Sound Regional Council LUV-IT Model) to 91,789+ (37,372 x 2020 census household size of 2.4561 with the household size trending upward in Shoreline). That results in an increase in population of 24,292 to 29,879 more people or 39.23% to 48.26% over the 20 year period. The allocated targets for household units and jobs for that 20 year period are an additional 13,330 housing units and an additional 10,000 jobs.

Alternative 3 assumes that the same level of growth and development and related increases in population, housing units, and jobs will occur more rapid pace—occurring over 10 years instead of over 20 years. This means that if the same pace of growth were to continue over a 20 year pace, the level of population, housing units, and jobs and related development would double that projected under Alternative 1 and Alternative 2.

While the levels of growth and development under Alternative 1 or Alternative 2 could occur under existing zoning, the level of growth and development under Alternative 3 likely would require adjustments in zoning, particularly related to expanding the capacity for jobs in the future. The rate of growth and extent of new development and redevelopment would be influenced by market changes and property owner decisions, and as such, cannot be accurately predicted. However, growth would be expected to occur incrementally, year upon year under any of the alternatives.

The City of Shoreline will be monitoring growth closely on an annual basis in the coming years to determine how plans, capital improvements, transportation improvements, services, programs, and other pieces may need to be adjusted to respond to growth. While the next full periodic update of the Comprehensive Plan would occur in 2034, the City will complete a five-year review on growth trends and will make interim updates to the Comprehensive Plan as needed.

In summary, under Alternative 3 there would be more potential for increased demand for public services, requiring more mitigation measures than under Alternative 1 and Alternative 2 given that more growth and development would occur under Alternative 3 during the 20-year planning period. Alternative 1 would be disadvantaged as the "No Action" alternative, because "No Action" assumes the updated Comprehensive Plan would not be adopted, and as such, citywide planning would not be in alignment with the most recent state, regional, county, and local planning policies, provisions, and requirements—which could mean a lack of coordination and alignment with planning for public services.

Public services are primarily funded through property tax revenues and capital budgeting. With population increases, additional revenues are generated to support increases in services. Shoreline's biennial budget is the City's plan for allocating resources to a variety of programs necessary to keep the community safe, enhance the quality of life, and maintain and develop quality facilities, parks, roads and storm drainage systems. This includes capital facilities and capital improvements planning that addresses public safety and police services; parks, recreation, and open space services; municipal services; transportation, utilities, and other services and facilities that the City manages, operates, and funds on an ongoing basis. More information can be found here, including information about the current budget that is under review at the City at this time:

https://www.shorelinewa.gov/government/departments/administrative-services/budget-and-capital-improvement-plan.

# **Public Safety and Police Services**

Public safety and police services provided by the City are evaluated on a regular basis to determine increases in demand and needs, and improvements in service and to facilities are funded through the City's budget and capital improvements planning process. Increases in population under the alternatives will result in increased demand for public safety and police services in Shoreline. The increase in demand will be highest under Alternative 3 within the 20-year planning period given the faster pace of growth.

### **Fire and Emergency Services**

Similarly to increased demand discussed above based on population growth and new development, the demand

for fire and emergency services will increase under all the alternatives, with the highest level of demand occurring under Alternative 3. The Shoreline Fire Department is also designing a "satellite station" to replace the existing facility at 1851 NW 195th Street which has not been operating as a fire station but as an education center; with construction expected to start in 2028. Other stations will require various asset preservation/maintenance projects over the next 20 year planning horizon to ensure adequate service.

### Parks, Recreation, Open Space, and Arts

As with other areas of public service, there will be increased demand for parks, recreation, open space, and arts services and facilities under the alternatives, with the greatest level of demand generated by Alterative 3. The PROSA Plan addresses Shoreline's expected population growth through 2050 (with the population projected to increase to 101,279 people by that time). Shoreline currently provides more parks per resident than most peer reported agencies. The residents per park benchmark comparisons is for the low, median, and upper quartiles for cities of 50,000-99,000 population, with lower being a lower ratio of people to park, which represents a sufficient level of service. See **Table 8-4**.

Beyond the NRPA measure, Shoreline's PROSA Plan addresses more specific needs for parks, recreation, and open space facilities based on several factors (equity, walkability, and other specific needs). To address the City's equity goals, the PROSA Plan proposes an addition of nine (9) parks with picnic, playground, and sports courts to fill 5–10-minute walkability gaps as noted in the community needs maps in the North Hillwood, Westminster Triangle, Parkwood, and North City neighborhoods and along the Interurban Trail, as well as two (2) parks with amenities at the Light Rail Stations at NE 185<sup>th</sup> and NE 148<sup>th</sup> Streets, and one (1) joint venture park with Shoreline School District at Cedarbrook School. By doing this this, the City would provide by 2050 a park for every 1,085 persons, providing a standard for future residents and exceed NRPA metrics.

The PROSA Plan provides more in-depth descriptions of each type of parkland and associated improvement proposals to meet the future needs of the community over the next 20 years and through 2050. These proposals were developed by integrating the community preferences and comprehensive LOS Analysis. The proposals are just that, proposals, and these will be used to inform the Capital Facilities Plan and Park Impact Fees. Implementation of these proposals will be guided by the equity focused park acquisition and development framework laid out later in this chapter. All proposed amenities and facilities noted in the PROSA Plan. are subject to funding and other resource availability.

Table 8-4 Level of Service / Residents per Park (NRPA Measure)

			Shoreline 2020	Shoreline 2050	
1,461	2,240	3,655	1,395	1,085	
Lower	Median	Upper			

**Quartiles for cities of 50-000-99,000 population –** 2023 NRPA Agency Performance Review

#### **Public Schools**

Increased demand for public schools would occur under any of the alternatives, with the highest level of demand projected under Alternative 3 related to the faster pace of population growth within the 20 year planning period.

The School District has been keeping pace with demand for facilities and substantially renovated Shorecrest and Shorewood High Schools in 2012 to meet standards of the Washington Sustainable Schools Protocol. Generally, the School District can take the following steps to expand capacity at individual sites:

- Site a portable at an affected school. The District owns several portables for this purpose; if all are being utilized, the District could purchase or lease more;
- Alter/shift special program assignments to available space to free up space for core programs: gifted programs, special education, arts, activities, and others.
- Boundary adjustments: the areas from which individual schools draw may be adjusted; in more extreme cases, the district boundary could be modified; and/or
- Expansion of affected schools (if feasible without eliminating required playfields or parking).

#### District Planning Initiatives 2023-24 and Beyond

Shoreline School District has three initiatives that guide district planning through the short and long term future. The strategic plan provides long-term visioning, the direction to achieve a mission, and the indicators of success. This clarity and the priorities that emerge from the strategic plan help guide the budgeting process. Lastly, as part of the budgeting process, school capacity and the potential of a school closure will be considered.

- Budget Advisory Team—The Budget Advisory Team (BAT) is a diverse group of parents/guardians, staff, students, and community members who represent a wide range of perspectives. The team reviews the district's current and projected budget challenges and the factors that influence school funding and spending, and they monitor the progress of the annual budget.
- Envision Shoreline: Strategic Planning—A strategic plan is an important tool for school districts, especially given the current complex educational landscape, and the significant budget challenges in the Shoreline School District. Envision Shoreline helps the district plan for the future while keeping the mission and vision alive.
- School Capacity Review and Closure Consideration—Shoreline School District examines the most
  effective and efficient ways to deliver the best educational services to the community. Many factors
  including declining enrollment, school funding limitations, and required resources and supports must
  be inventoried. A School Capacity Review and Closure Consideration (SCRCC) task force is working
  toward making a recommendation in fall 2024 of the most viable elementary school for possible
  closure for the 2025-26 school year.

#### **Library Services**

As noted above, the King County Library System plans according to its Strategic Framework (most recent planning period is for 2023-2027). Through this five-year plan, the Library System's 2024 budget funds key

strategic initiatives and projects that further expand programs and services to support operational improvements. The City of Shoreline will continue to coordinate with the King County Library System as it monitors growth and change in the coming years. Given that funding for the library system is based on property tax revenues, increased population would generate increased tax revenue to support serving the increased demand for service.

## **Solid Waste Management and Recycling**

Customer service charges for solid waste management, permit applications and reviews, and other public services also would help to support funding of additional services to support growth over time.

# Significant, Unavoidable Adverse Impacts

In considering the two action alternatives, Alternative 2 and Alternative 3, no significant unavoidable adverse impacts to public services would be anticipated if ongoing levels of service can keep pace with population growth and related demand. Each public service provider would need to continue to proactively plan for, fund, and implement staffing levels, facility improvements, and equipment purchases to serve growth in the coming years. With regular coordination, proactive planning of services and programs, capital facility plan updates, and applications of code requirements for adequate facilities and other standards, potential impacts should be addressed as growth continues in the future. However, it should be noted that the pace of growth under Alternative 3 would place much more intensive demand on public services over the next 20 years. The City will be closely monitoring the pace of growth and will coordinate with other public services providers in monitoring these trends.

Alternative 1, No Action, is not a viable alternative from the City's perspective, because Shoreline must have an up-to-date, adopted comprehensive plan to guide future growth and planning. Under Alternative 1, the no action alternative, public services planning would continue, but service providers would lack the advantages of having an up-to-date plan aligned with state, regional, and county policies and reflecting and addressing the most recent allocated growth targets.