

December 4, 2003

Item F-10: Draft Facilities Concept Plan—Lake Sammamish State Park—Requested Action

EXECUTIVE SUMMARY:

This item requests the Commission review staff's draft facilities concept plan for Lake Sammamish State Park. A proposed plan for SEPA review will be brought to the Commission in January 2004 for approval.

SIGNIFICANT BACKGROUND INFORMATION:

Lake Sammamish Classification and Management Planning (CAMP) Project

In December 2001, State Parks completed a sixteen-month public planning process that classified lands, set a long-term boundary, and drafted a management plan for Lake Sammamish State Park. Through the CAMP process, agency staff identified a decline/flattening of park attendance. Consequently, as part of its formal approval of the Lake Sammamish CAMP Project, the Washington State Parks and Recreation Commission directed staff to undertake additional planning to "explore how the park might better meet the recreational needs of the public - while continuing to protect and manage its important resources." Completion of this Park Facilities Development Plan is intended to satisfy this instruction.

Lake Sammamish State Park Facilities Development Plan

During the past three months, staff conducted a series of workshops and outreach process to engage the public in conceptual facilities planning for the park. This multi-stage process allowed park stakeholders to explore a wide variety of development options and participate in recommending appropriate facilities to the Commission. Extensive market and financial analysis was also incorporated throughout. This work led to preparation of a draft facilities concept plan for preliminary Commission action. Future planning steps will include more detailed planning, design, and environmental work necessary for SEPA environmental review, and ultimately Commission adoption of a final facilities concept plan for Lake Sammamish State Park.

STAFF RECOMMENDATION:

Staff recommends that a preliminary scope and cost estimate for SEPA-related environmental analysis be developed for the draft facilities concept plan (outlined below and shown in Figure 1). This information should be incorporated into a plan and be brought to the Commission for review and approval at its January 2004 meeting. Detailed facilities descriptions and financial analysis of the draft facilities concept plan are provided in Appendix 1 and Appendix 2 respectively. Staff also recommend that a citizen advisory committee be appointed by the Director to advise the Director on the future development and management of the park.

Draft Facilities Concept Plan

General

- Retain or enhance recreational amenities currently provided by the park including:
 - Group/individual picnicking sites
 - Formal swimming beaches

- Volleyball courts and horseshoe pits
- Lawn areas for informal field games
- Paved and unpaved walking trails (includes one cycling trail from boat launch to Sunset Beach)
- League sports fields (soccer/little league)
- Retain the existing proportion of park acreage in developed/undeveloped state (25% developed vs. 75% undeveloped)
- Integrate development-related mitigation projects and other resource enhancement measures into a natural resource management plan that actively promotes restoration and enhancement of natural features and systems in cooperation with other government jurisdictions and non-government stakeholders

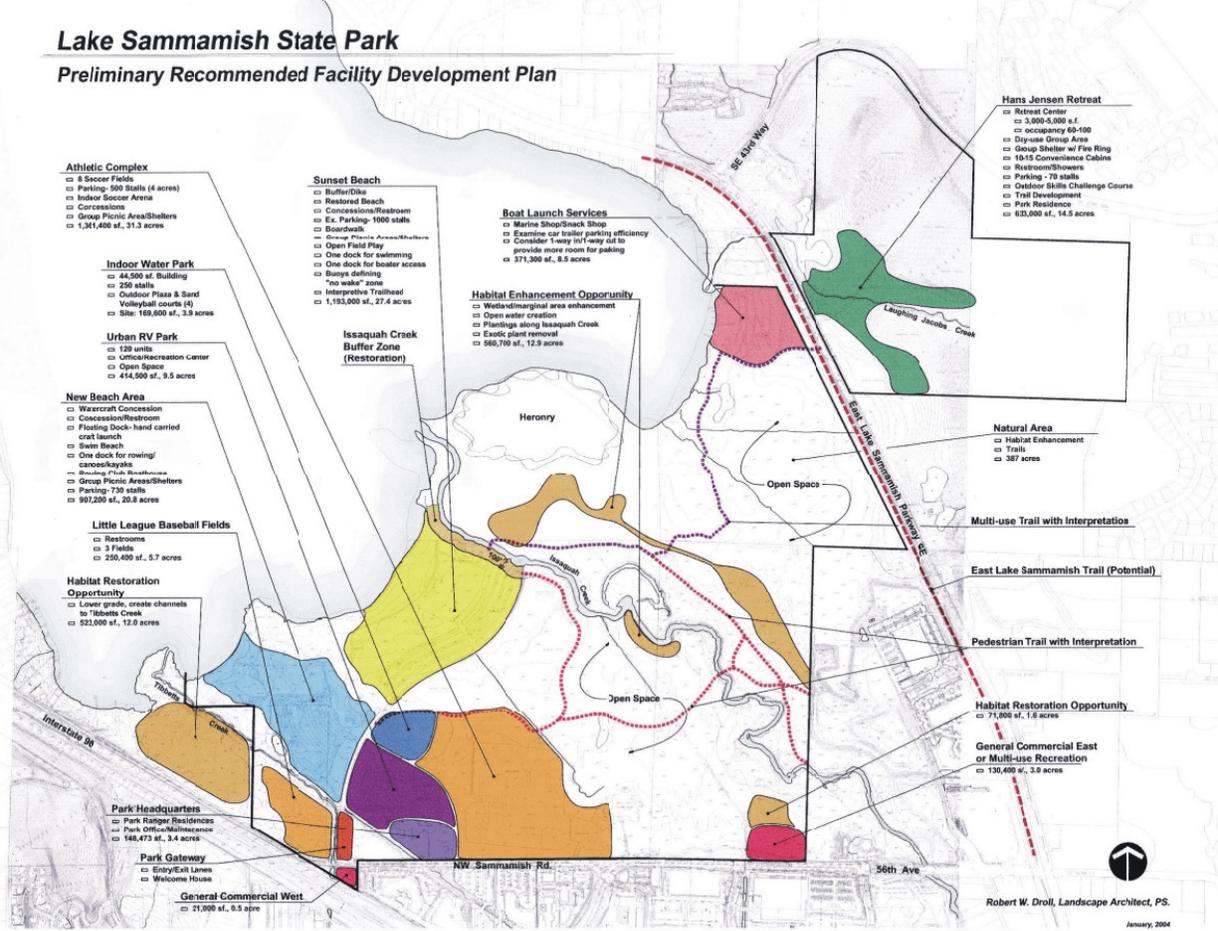
Currently Undeveloped/Minimally Developed Areas (75% of park acreage)

- Conduct extensive restoration of wetlands, riparian areas associated with Issaquah Creek and Tibbetts Creek
- Remove invasive/non-native vegetation
- Retain and upgrade network of walking trails
- Construct all-season, walking/cycling trail connecting boat launch and main park area
- Expand development into undeveloped areas at the Hans Jensen area to allow siting of group retreat center and mitigate associated impacts as appropriate

Existing Developed Areas and Landscapes (Approximately 25% of park acreage)

- Boat Launch
 - Boat launch parking/circulation reconfiguration
 - Modest increase in efficiency/capacity
 - Food/beverage concession and sales of boating-related supplies
- Hans Jensen Area
 - Retain day-use group camp
 - Develop group retreat (small cabins and central meeting/dining facility)
 - Relocate and upgrade staff residence
- Athletic Complex
 - Combine soccer fields into one area and restore wetlands at "Costco fields"
 - Improve field durability to lengthen usable period
 - Improve parking and traffic circulation
 - Construct restrooms and concessions facilities
 - Construct indoor arena (shell for multiple sport and non-sports uses)
 - Convert non-wetlands at "Costco fields" to commercial opportunity or flexible-use recreation area/overflow parking area pending future Commission policy development (see Potential Future Commission Action, below)

Figure 1



- **Sunset Beach**
 - Enhance/restore beach area for swimming
 - Enhance picnic sites and add new shelters
 - Construct dock for boat access to shore
 - Convert existing concession/bathhouse to bathhouse boardwalk area suitable for multiple concession vendor carts and special events programming (outside shoreline zone)
 - Restore Issaquah Creek 100' riparian buffers
- **New Beach**
 - Enhance/restore swimming beach
 - Enhance picnic sites and add new group shelters (allow various group sizes including rental of all New Beach shelters simultaneously)
 - Retain little league fields in their present location
 - Conduct restoration of Tibbetts Creek riparian areas and associated wetlands as practically permitted

- Construct waterfront activity center and dock including various boat rental opportunities (rowing, kayaking, peddle boats, etc.)
- Construct rowing/kayaking boat house integrated into waterfront activity center (outside shoreline zone)
- Indoor Water Park (Kitchen Shelter Area)
 - Develop indoor water park (includes zero-depth spray apparatus, wave pool, multiple slides, and other water-based features as opposed to pools for athletic competition)
 - Develop supporting amenities including party rooms, concessions, water play apparatus rental, apparel sales, outdoor sun deck, outdoor play area and outdoor volleyball courts
 - Facility intended to provide water-based programs and activities year-round
- Urban RV Campground and Park Headquarters
 - Move statewide fleet maintenance function to other site
 - Consolidate admin area footprint (includes three residences)
 - Develop 120-site RV camp area and group gathering structure

Development Options Not Included or Significantly Rescaled

Staff and the public explored a wide range of facilities development options. The following options were initially considered, but either eliminated or dramatically rescaled:

- Office park eliminated
- Boat launch fueling station eliminated
- “Lakeside Village” concept scaled back to boardwalk area with concession and space for vendor carts
- League sports complex scaled back

Financial Analysis

Preparation of the draft facilities concept plan included exploration and preliminary financial analysis of a wide range of development options. Options included recreational amenities with clear park-related functions as well as non-recreational facilities intended to support park purposes solely through enhancement of park revenue. Detailed financial analysis is included in Appendix 2. General financial information includes:

- Total cost of development for the entire facilities concept plan in today’s dollars (not adjusted for inflation) is approximately \$38 million
- Estimated retained earnings of revenue-generating facilities appear adequate to finance capital development and on-going operational costs of park at build-out
- Estimated retained earnings of individual revenue-generating facilities appear adequate to capitalize and operate all except league sports facilities (soccer fields, indoor arena, and little league fields) and some infrastructure costs
- Park build-out is separated into four phases, each with a three to five year duration, however projects may be executed out of sequence depending on availability of private, non-profit, and other government partners

Environmental Review Process

Additional environmental review will be required before the Commission adopts a final facilities concept plan for Lake Sammamish State Park. This would include issue of a draft environmental impact statement (DEIS) that evaluates, through a public review process, impacts associated with a full range of development alternatives for the park. Staff would then prepare a recommended facilities concept plan and final environmental impact statement (FEIS) for Commission action. Project consultants indicate that based on similar projects in the greater Issaquah area, the cost of conducting such an EIS process would range from \$500,000 to \$1 million. Staff recommends that the Commission direct staff to develop a preliminary scope and detailed costs of environmental analysis necessary to complete SEPA review commensurate with staff's draft facilities concept plan (above) and bring this before the Commission at its January 2004 meeting for review and approval.

Other Recommendations

The public involvement process for this project has elicited significant interest and participation by a wide range of community groups, non-profit organizations, and individual stakeholders. As Lake Sammamish State Park moves into the future, public input and participation will continue to play a critical role in park management. Staff recommends that a Director-appointed citizen's group be established to advise the Director on issues related to development and on-going management of the park.

Staff also recognizes that throughout this planning process participants have consistently called for a return of lifeguard service to the park. Staff recommends that re-establishment of a lifeguard program be proposed in the 2005-07 budget request for Lake Sammamish State Park.

Potential Future Commission Action

Staff anticipates requesting Commission adoption of a final facilities concept plan following SEPA environmental review. As part of this final action the Commission may be asked to consider:

- Designating uplands of the eastern soccer fields (Costco fields) and small area south of the park entrance for non-park oriented, revenue purposes if consistent with the agency's anticipated revenue policy (Figure 2)
- Expanding the classified Recreation Area at the Hans Jensen area to allow greater flexibility in siting retreat center, day-use group area, and staff residence (Figure 2)
- Authorizing transfer of approximately 51 acres of land adjacent to the park from the City of Issaquah to State Parks (Figure 2)

SUPPORTING INFORMATION:

1. Appendix 1: Lake Sammamish State Park Facilities Development Plan – Draft Facilities Concept Plan

Appendix 2:

2. Appendix 2: Lake Sammamish State Park Facilities Development Plan – Part 1: Market & Financial Analysis

REQUESTED ACTION OF COMMISSION:

That the Washington State Parks and Recreation Commission:

1. Consider views and arguments submitted by any person on staff's draft facilities concept plan.
2. Direct staff to develop preliminary scope and cost of environmental analysis necessary to complete SEPA review of the draft facilities concept plan for Lake Sammamish State Park. Present this to the Commission in January 2004 for review and approval.
3. Direct that a citizens advisory group be formally appointed by the Director to advise the Director on future development and management of Lake Sammamish State Park.

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Reviewer(s)

SEPA Review: Following review, staff has determined the action proposed for the Commission by staff is exempt from the State Environmental Policy Act.

Larry Fairleigh, Assistant Director Resources Development

Deputy Director: Franklin E. Boteler: FEB

Approved for Transmittal to Commission

RD

Rex Derr, Director