

January 22, 2004

Item F-2: Lake Sammamish State Park Facilities Concept Plan —Requested Action

EXECUTIVE SUMMARY:

This item requests the Commission authorize the Director to appoint a park advisory committee for Lake Sammamish State Park and directs staff to provide the Commission with additional architectural detail for the park draft facilities concept plan, so the Commission may adopt a scope of development for consideration during the environmental impact statement (EIS) process.

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, staff and public participants carefully evaluated lands to identify significant natural features and systems and to determine a suitable range of recreation uses for individual areas within the park. Staff then incorporated this information into land classifications (use and development intensity zones) later formally adopted by the Commission. During this time, staff also prepared a park management plan that addressed specific natural, cultural, and recreational resource issues raised during the planning process. While certainly a useful tool in itself, CAMP is fundamentally a method for looking at the “big picture” of a park and identifying needs for more detailed resource stewardship and facilities development-related planning tasks.

Lake Sammamish State Park Facilities Development Plan

A significant finding of the CAMP process included a decline/flattening of park attendance during approximately the past ten years. Consequently, as part of its formal adoption of CAMP, the 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.” In response to this direction, staff initiated the facilities development plan project now under way.

The first stage in the facilities development planning project included creation of a conceptual-level plan for the park. A multi-step public process allowed stakeholders to explore a wide variety of development options. Planning also incorporated extensive market and financial analysis to ensure that proposed facilities would generate revenue adequate to finance their construction and sustain their operation and maintenance. This work culminated in preparation of staff’s Draft Facilities Concept Plan. A graphical representation of this plan is included as Appendix 1.

Environmental Review

The importance of park natural resource functions, number and complexity of local/regional planning issues (traffic, water quality, critical areas, fish/wildlife, etc.), types of development, and the level of public interest generated by the planning process call for preparation of an environmental impact statement (EIS) as part of formal Commission adoption of the park's facilities concept plan. Project consultants previously estimated the cost of EIS preparation – commensurate with staff's draft plan – could range from \$500,000 to \$1 million. The relatively high cost of environmental review has led the Commission to ask whether removing one or more components of the draft facilities concept plan could significantly reduce costs or even make EIS preparation unnecessary.

Additional scoping by staff and project consultants indicates that most EIS-related work (site designs and environmental analyses, assessments, and studies, etc.) would be necessary for all but the most modest development. This environmental work – common to the majority of development components – also represents most of the projected costs. Consequently, total EIS cost changes relatively little when individual components are removed. Removing too many components risks a significant reduction in improvements to public service and generated revenues. Staff intends to provide the Commission anticipated scopes and costs of various EIS configurations as part of a future request for authorization to proceed with EIS preparation.

Park Advisory Committee

The public involvement process for this project elicited significant interest and participation by a wide range of other government agencies, community groups, 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. At its December 4, 2003 meeting, the Commission directed that "...a plan for a citizen's advisory committee be developed to advise the Director and Commission on future development and management of Lake Sammamish State Park." In response, staff developed a draft charter for a park advisory committee to work on the "future development" issue at hand, included as Appendix 2. Once that is complete, staff intends to draft a new charter for an on-going park advisory committee to assist with park management.

Park Vision

Through comments received from park stakeholders – both government and public – staff believes it has not adequately communicated a clear vision for development of Lake Sammamish State Park. Although described in the draft facilities concept plan, perceptions of major development components, e.g., *indoor water park*, appear to vary widely among planning participants. Some see Wild Waves Enchanted Park while others see a tasteful architectural statement providing highly demanded, year-round aquatic opportunities. Without a common image or sense of how facilities in staff's draft concept plan might appear, relate to one another, or fit into the park landscape, it is very difficult for stakeholders to provide meaningful input and for the Commission to make objective and defensible planning decisions. A design competition will enable staff to present graphical depictions of the facilities under consideration for commission review—thereby clarifying the vision.

STAFF RECOMMENDATION:Park Advisory Committee

Staff recommends the Commission approve the charter for the Lake Sammamish State Park Advisory Committee as outlined in Appendix 2. Staff further recommends that the Commission authorize the Director to appoint members to the Committee consistent with its charter.

Park Vision

Staff recommends the Commission permit completion of additional park design work guided by the “roadmap for developing a shared park vision” as outlined in Appendix 3. Staff believes development of more “fleshed out” representations of proposed facilities and their relation to the park landscape will give park stakeholders and the Commission a common, more refined base of information on which to base decision-making. This process should include a competitive element to actively encourage innovative and sustainable design as well as promote additional participation by park stakeholders.

Future Commission Activity

Staff anticipates that it will request authorization to seek funding in the 05-07 biennium to proceed with EIS preparation for the Lake Sammamish Facilities Development Plan Project. The budget request will need Commission approval by July 2004. This request will also include a recommended scope of development (list of major development components) to include in planning/analysis during the environmental review process.

SUPPORTING INFORMATION:

1. Appendix 1: Lake Sammamish State Park Facilities Development Plan – Draft Facilities Concept Plan
2. Appendix 2: Draft Lake Sammamish State Park Advisory Committee Charter
3. Appendix 3: Roadmap to a Shared Vision for Lake Sammamish State Park

REQUESTED ACTION OF COMMISSION:

That the Washington State Parks and Recreation Commission:

1. Consider views and arguments submitted by any person on staff’s recommendations.
2. Approve the Lake Sammamish State Park Advisory Committee Charter as recommended by staff.
3. Authorize the Director to appoint members to the Lake Sammamish State Park Advisory Committee consistent with the approved charter.
4. Direct staff to provide the Commission additional architectural detail for major development components included in staff’s Draft Facilities Concept Plan. Development of additional detail should employ a competitive architectural design process and incorporate participation by the Lake Sammamish State Park Advisory Committee.

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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, Parks Development Service Center

Franklin E. Boteler, Ph.D., Deputy Director

Approved for Transmittal to Commission

Rex Derr, Director

APPENDIX 2

Draft Lake Sammamish State Park Advisory Committee Charter

I. AUTHORITY

At its December 4, 2003 meeting, the Washington State Parks and Recreation Commission (Commission) directed staff to prepare a plan outlining the composition and charter of a citizen's advisory committee to advise the Director and Commission on future development and management of Lake Sammamish State Park. Staff seeks Commission approval of this charter and authorization to establish the Lake Sammamish State Park Advisory Committee at the Commission's scheduled January 22, 2004 meeting.

II. PURPOSE

The Lake Sammamish State Park Advisory Committee represents a broad spectrum of parks and recreation interests, works collaboratively with agency staff, and advises the Director in developing recommendations to the Commission on the Lake Sammamish Facilities Development Plan, other closely allied planning activities, and associated SEPA environmental review processes.

III. COMPOSITION AND STRUCTURE

- A. The Lake Sammamish State Park Advisory Committee shall be comprised of representatives of the interests or organizations listed below. Organizations may appoint a member or representative of their organization as they wish.

- 1-Corporate/business
- 1-Natural resource scientist/activist
- 1-Sammamish City Council
- 1-Issaquah City Council
- 1-King County Council
- 1-South Cove Neighborhood Association
- 1-Snoqualmie Tribe
- 1-Regional Conservation Non-Profit
- 1-Local journalist
- 1-Youth
- 2-At large
- Issaquah Planning Director (ex officio)
- Issaquah Parks Director (ex officio)
- State Parks and Recreation Commissioner (ex officio)

- B. The Committee shall by majority vote elect a chairperson, vice-chairperson, and secretary for the duration the Committee's charter.
- C. A quorum, which shall be a majority of the voting Committee members, is required for an official meeting of the Committee. Formulating recommendations and actions of the Committee should use a consensus-based decision-making process. The committee

should only use a majority vote of members present as a last resort.

- D. The Director will designate two principal agency contacts to serve as liaisons between the Committee and the Director. The Facilities Development Plan Project Manager and Lake Sammamish Park Manager will serve as liaisons unless otherwise designated by the Director.
- E. The Committee may utilize subcommittees and ad hoc committees as needed in achieving program goals. Prior to the appointment of any subcommittee, an agency liaison is to be advised of its purpose, term and membership. Subcommittees will be composed entirely of Committee members.

IV. APPOINTMENT

- A. Committee members shall be appointed by and serve at the pleasure of the Director of the Washington State Parks and Recreation Commission.
- B. Committee member terms will begin at the date of appointment by the Director and extend to completion of SEPA environmental review and adoption of the Facilities Development Plan for the park by the Commission. This project is expected to be completed in no more than three years and include approximately ten Committee meetings.
- C. Vacancies on the Committee shall be filled by the Director.

V. DUTIES

- A. The Committee shall review and discuss planning-related issues, documents, drawings, models, etc. prepared by agency staff, consultants, or Committee members and provide consensus-based recommendations and/or comments to the Director via agency staff liaisons.
- B. Committee advisory functions should focus on park facilities development planning, other closely allied planning activities, and associated environmental review processes and not extend into day-to-day park administration and management.
- C. Other Committee duties/functions may be undertaken only as agreed to by the Committee and the Director.

VI. MEETINGS

- A. The Committee Chair schedules Committee meetings with concurrence by agency staff liaisons and with no less than fourteen days notice.
- B. Committee meeting agendas will be prepared collaboratively between agency staff liaisons and the Committee Chair.
- C. Committee meetings will be facilitated collaboratively between agency staff liaisons and the Committee Chair.

- D. Committee meetings will be open to the public and interested stakeholders will be notified no less than ten days in advance through the local newspaper and by blanket e-mail to the park's mailing list.
- E. Minutes of Committee meetings shall be maintained by the Committee Secretary and furnished to the Committee Chair and agency staff liaisons on a timely basis.

VII. TERM

The term of this Committee will extend to completion of SEPA environmental review and adoption of a Facilities Development Plan for the park by the Commission. It is anticipated that a Park Advisory Committee will continue its work in some capacity following Commission adoption of the Facilities Development Plan. However, approval of a new Committee charter by the Director will be required to extend the service of the Committee.

VII. LIMITATIONS

- A. The Committee shall not supervise, hire, fire, or discipline employees.
- B. The Committee shall not negotiate or contract with third parties or commit funds of the Washington State Parks and Recreation Commission.
- C. The Committee should maintain the confidentiality of all proprietary information of the Washington State Parks and Recreation Commission.

APPENDIX 3

Roadmap to a Shared Vision for Lake Sammamish State Park

- 1. Staff Drafts Park Advisory Committee Charter and Suggests Design Competition to Flesh Out Development Concepts**
 Staff prepares an agenda item that describes the scope and costs of an EIS for staff's draft facilities concept plan and a charter for a Park Advisory Committee. Requested action includes:

 - Approval of the charter and structure of a Park Advisory Committee
 - Direction to staff to appoint such a committee, and
 - Direction to staff to conduct a design competition to produce several visual representations of staff's draft facilities concept plan.

- 2. Commission Approves Charter and Directs Staff to Conduct a Design Competition**
 At its January 22, 2004 meeting, the Commission considers/approves Park Advisory Committee charter/structure and directs staff to proceed with design competition. The design competition is intended to provide staff/commission/public a visual image of the how these components would look and lay on the land. No development components should be removed from consideration at this decision point.

- 3. Staff Prepares "Canvas" for Design Competition (Reviewed by Park Advisory Committee)**
 Project staff prepares detailed environmental opportunities and constraints map focusing on already developed areas of the park. This map is intended to describe a "developable" footprint feasible from both engineering and environmental perspectives at a high level of confidence. This includes:

 - Floodplain/floodway analysis and surveying
 - Geotechnical analysis and surveying
 - Wetlands delineation and surveying
 - Fish and wildlife habitat "fatal flaw" identification

- 4. Staff and Park Advisory Committee Conduct and Judge Design Competition**
 Staff conducts design competition to provide the staff/Commission/stakeholders a visual image of the how these components would look and lay on the land. Park Advisory Committee assists staff in developing competition guidelines/parameters and judges final entries. Process intended to generate participation of existing stakeholders, engage significantly more stakeholders, and galvanize an agency/community vision for the park.

- 5. Staff and Park Advisory Committee Recommend Winner of Competition and Appropriate Development Components to Director**
 Park Advisory Committee and project staff provide the Director recommendations as to the winner of the design competition and the suite of development components to keep or remove from consideration during EIS process.

- 6. Commission Selects Winner, Selects Development Components for EIS Consideration, and Directs Staff to proceed with EIS**

Commission affirms or modifies Park Advisory Committee/staff recommendation and directs staff to proceed with EIS preparation commensurate with selected development components. This is a decision point where the Commission may choose to remove individual development components from further consideration.

7. Staff Conducts EIS Process with Park Advisory Committee

Staff proceeds with EIS/planning process incorporating the Park Advisory Committee as a plan/process review team (reader team) in addition to general public review.

8. Staff and Park Advisory Committee Recommend Final Plan/EIS to Director

Advisory committee and project staff provide the Director recommendations on a final facilities concept plan and acceptance of the project's EIS.

9. Commission Approves Final Plan/EIS

Commission approves final facilities concept plan and accepts the project's EIS. This is also a decision point for the Commission to remove individual development components if it feels environmental impacts cannot be feasibly/acceptably mitigated.

10. Initial Term of Charter for Park Advisory Committee Completed

11. New Charter for Park Advisory Committee Prepared to Guide On-going Activities