



# MEMORANDUM

**Date:** February 28, 2013  
**To:** Parks & Community Services Board  
**From:** Camron Parker, Senior Planner  
Parks & Community Services  
**Subject:** Shoreline Master Program Progress Report  
(Board feedback requested)

The Planning Commission completed their work updating the Shoreline Master Program on January 16, 2013 and voted to transmit their recommendations to the City Council.

The Shoreline Master Program includes four major components:

- *Shoreline Inventory and Classifications:* establishes the current status of the shoreline development and ecology.
- *Comprehensive Plan Policies:* reflects the overall goals and intent of the local plan
- *Land Use Regulations:* establishes development rules necessary to achieve the policies
- *Shoreline Restoration Plan:* identifies potential opportunities to improve ecological health of the shorelines

In the five years since the update began, the Parks & Community Services Board assisted in the process by extensively reviewing the Comprehensive Plan policies that relate to water-oriented recreation and public access. The Board reviewed a small part of the land use regulations related to Meydenbauer Bay Park (and the master plan) as well as a small part of the Restoration Plan related to the Lake Hills Greenbelt and Weowna Park. Based on these reviews, the Board submitted several topical letters to the Planning Commission with principles, recommendations and other material for their consideration.

The March Board meeting will include a presentation on the Planning Commission's recommendations as they compare to the principles and messages included in the letters submitted to the Planning Commission by the Parks Board. Following the presentation, the Board will be invited to ask questions about the draft and discuss whether communication from the Parks & Community Services Board to the City Council is warranted at this time.

For reference, prior Board correspondence on the subject is reprinted in the packet. Web links are provided below for the entire draft SMP and the City's existing SMP policies. Please compare the draft SMP policies to the City's existing SMP policies, so that you are able to see the change that would take place, if the draft policies were adopted.

Existing Policies: [www.bellevuewa.gov/pdf/PCD/CompPlan\\_Vol\\_1\\_12.ShorelineMngmnt.pdf](http://www.bellevuewa.gov/pdf/PCD/CompPlan_Vol_1_12.ShorelineMngmnt.pdf)

Planning Commission Draft: [www.bellevuewa.gov/pdf/PCD/TOC\\_for\\_Website\\_Update.pdf](http://www.bellevuewa.gov/pdf/PCD/TOC_for_Website_Update.pdf)

If you have any questions about how the draft policies and regulations may impact development at existing parks, future parks or park operations, please contact me at (425) 452-2032 or [cparker@bellevuewa.gov](mailto:cparker@bellevuewa.gov).

## **BACKGROUND**

The State's Shoreline Management Act (SMA) was enacted in 1972. The SMA is implemented jointly by local governments and the State Department of Ecology. At the local level, cities establish a set of land use regulations that apply to significant waters, the shorelands 200 feet landward of the waters and associated wetlands and floodplains. More information can be found at: [www.ecy.wa.gov/programs/sea/sma/st\\_guide/intro.html](http://www.ecy.wa.gov/programs/sea/sma/st_guide/intro.html)

The areas within SMP jurisdiction in Bellevue include Lake Sammamish, Lake Washington and the associated wetlands of Mercer Slough, part of lower Kelsey Creek, and Phantom Lake and the associated wetlands north to Larson Lake.

Portions of the following parks and facilities are within shoreline jurisdiction:

Burrows Landing	Lake Sammamish Properties (undeveloped)
Chesterfield Beach Park	Mercer Slough Nature Park
Chism Beach Park	Meydenbauer Bay Park & Marina
Clyde Beach Park	Newcastle Beach Park
Enatai Beach Park	Robinsglen Nature Park
Kelsey Creek Park	SE 40 <sup>th</sup> Street Boat Launch
Lake Hills Greenbelt	Sweylocken Boat Launch



# MEMORANDUM

**Date:** May 12, 2011  
**To:** Hal Ferris, Chair  
Planning Commission  
**From:** Faith Roland, Chair  
Parks & Community Services Board  
**Subject:** Shoreline Master Program Comment Letter

Thank you for the opportunity to comment on the draft Shoreline Master Program. Development Services staff attended our meetings in April and May to provide information on the update process. Upon review of the draft policies, the Parks & Community Services Board offers three overarching principles for the Planning Commission to use as it considers regulations impacting public access, shoreline recreation and open space uses. Additionally, the Board provides specific draft policy modifications for your consideration that support these principles.

**The SMP should support the City's long-standing policy of increasing public access to the shoreline and preserving open space.**

The city's first park acquisitions in the 1950's were shoreline parks. Since that time, acquisition and development of shoreline and wetland parks has remained a top priority. The 2010 Parks & Open Space System Plan, as adopted by the City Council, calls for continued waterfront, wetland and stream-side acquisition for the next 20 years to increase access for all Bellevue residents and preserve unique and valuable open space. Public access can be improved by maintaining and improving public view corridors<sup>1</sup> and improving directional signage to existing facilities. Further, and in combination with the above, requiring major private redevelopments to design for public view and access can assist in reaching the Shoreline Management Act's public access goal.

**The SMP should recognize that parks use a small percentage of Bellevue's overall shoreline to serve all Bellevue residents. To accommodate demand, intense use of the shoreline is often necessary.**

Bellevue's waterfront parks are highly used facilities. Less than 4% of residential lots in Bellevue front water. The vast majority of Bellevue residents consider Bellevue parks their waterfront property. Bellevue's population of 122,000 has access to approximately 12% (1.7 miles) of Bellevue's shoreline in the form of public parks. The high demand on these facilities is reflected in a 2009 statistically significant survey of Bellevue residents finding that 69% of Bellevue residents visit a community beach, waterfront park or boat launch at least twice every year. Almost 40% visit six or more times per year.

**The SMP should allow a balance of public access, ecological restoration and historic and cultural preservation and restrict uses in shoreline and wetland parks that do not advance these interests.**

The 2009 Bellevue resident survey referenced above found that Bellevue residents express a strong desire for the City to continue to develop waterfront parks and boat launches, improve the ecological function of forests, wetlands, lakes and streams and preserve

<sup>1</sup> A concept supported by draft policy SH-43

historical structures and heritage sites. The City has been able to make this balance under the existing SMP and seeks to continue under the new regulations. Consider the following from the 2010 Parks & Open Space System Plan:

Mercer Slough Nature Park is an excellent example of parkland serving multiple functions. It offers trails for pedestrians and bicyclists and waterways for canoes and kayaks. The wetlands and waterways of Mercer Slough provide habitat for more than 160 different species of wildlife, including heron, beaver, and salmon. A sense of Bellevue's historical and cultural heritage is preserved at the historic Winters House and through the continuing agricultural practices of farming blueberries in the park. In addition, the Pacific Science Center offers environmental education programs at the Mercer Slough Environmental Education Center. Added to this, the Slough provides immense benefits in stormwater detention, water quality filtering and carbon emission capture and storage.

To aid in aligning the draft SMP policies to the above principles, the Parks & Community Services Board recommends the following draft policy modifications. The first recommended modification adds weight to the community's priority of creating additional public access and more directly transfers the meaning and intent of existing SMP Policy SH-21 into the revised policy set.

#### **General Policies**

**SH-18.** ~~Provide~~ Encourage acquisition and development of additional public or community access consistent with the existing character of the shoreline, the scale or type of development, and in full consideration of the impact on ecological function.

The second recommended modification broadens the scope of the policy to address a wider variety of water-oriented recreation activities.

#### **Recreation Use Policies**

**SH-63.** Encourage existing recreation facilities to provide as appropriate, access to a variety of public water-enjoyment activities including but not limited to non-motorized boat launching facilities. Require new recreation facilities to provide as appropriate, access to a variety of public water-enjoyment activities including but not limited to public non-motorized boat launching facilities where feasible.

The third recommended modification adds a new policy that encourages higher utilization of existing shoreline recreation resources by better directing residents to their location through signage.

#### **Sign Policies**

**SH XX(new):** To promote and facilitate public enjoyment of the waterfront, encouraging signage and wayfinding techniques to direct individuals to public access points from nearby streets and trails.



# MEMORANDUM

**Date:** March 20, 2012  
**To:** Kevin Turner, Chair  
Planning Commission  
**From:** Lynne Robinson, Chair  
Parks & Community Services Board  
**Subject:** Parks and Recreation Uses and the Shoreline Master Program

Thank you for inviting the Parks & Community Services Board to participate in your discussion of the Shoreline Master Program (SMP). The Board has received periodic presentations on the SMP project over the past several years. Our last communication to the Planning Commission, dated May 12, 2011 includes three general principles that we asked be considered in drafting regulations impacting public access, shoreline recreation and open spaces uses. These principles remain important to the Board and are attached for your review.

Evaluating potential impacts to public parks and open space brought by changes to the SMP is complicated work. Portions of the following 14 parks and facilities are within shoreline jurisdiction:

- Clyde Beach Park
- Meydenbauer Bay Park & Marina
- Chism Beach Park
- Burrows Landing
- Chesterfield Beach Park
- Enatai Beach Park
- Mercer Slough Nature Park
- Swaylocken Boat Launch
- Kelsey Creek Park
- SE 40<sup>th</sup> Street Boat Launch
- Newcastle Beach Park
- Lake Sammamish Properties (undeveloped)
- Robinsglen Nature Park
- Lake Hills Greenbelt

These facilities are all unique in their location, the type of water-enjoyment opportunities available and in the ecological health of each site. We believe that the City, through the leadership of its Council and boards and commissions has a strong track record of providing public access for all Bellevue residents to portions of the city's waterfront, balanced with environmental protection of the shoreline.

The Board understands that there has been interest in the Meydenbauer Bay Park and Land Use Plan and its relationship to the Shoreline Master Program. The Parks & Community Services Board strongly supports the Council's adopted master plan. Several documents are attached to provide the Commission with information specific to this plan. It is worth noting that the City has invested over \$1.5 million supporting the public outreach and planning that resulted in the park and land use plan. Public involvement has included, to date:

- City Council:** (1/2007 – 12/2010)
- 17 public meetings and 2 public hearings
- Steering Committee:** (4/2007 – 11/2009)
- 21 public Steering Committee meetings
  - 6 public workshops/open houses
  - 2 public hearings

- Planning Commission** (4/2007 – 2/2010)
- 5 public Planning Commission meetings
- Parks & Community Services Board** (4/2007 – 4/2010)
- 10 public Park Board meetings
  - 1 public hearing
- Environmental Review** – EIS (including public hearing)

Kevin Turner, Chair  
May 20, 2012  
p.2

The plan's Implementation Principles ensure that public outreach will continue in the future under the full oversight and control of the City Council.

We look forward to providing any information that will be helpful to Commission as it continues to evaluate local SMP regulations for all Bellevue parks and recreation facilities within shoreline jurisdiction.

**Attachments**

- May 12, 2011 Memo, Parks & Community Services Board to Planning Commission
- Citywide maps of shoreline parks
- Meydenbauer Bay Park and Land Use Plan Executive Summary, Map and Implementation Principles
- City Council Resolution No. 8182, adopting the Meydenbauer Bay Park and Land Use Plan

# City of Bellevue



Post Office Box 90012 • Bellevue, Washington • 98009-9012

April 26, 2012

Kevin Turner, Chair  
Planning Commission  
City of Bellevue  
PO Box 90012  
Bellevue, WA 98009-9012

Chair Turner:

I would like to thank you and the Planning Commission for the opportunity to discuss the Meydenbauer Bay Park and Land Use Plan at your March 28 meeting. The Parks & Community Services Board debriefed when we met on April 10 and determined that it would be helpful to share the results of our conversation with you.

There is great potential in boards and commissions working as partners. The Parks & Community Services Board is committed to working collaboratively and cooperatively with the Planning Commission on this and any other project where our interests or obligations cross.

As the Planning Commission moves forward in finalizing the Shoreline Master Program, we would be happy to answer any further questions regarding any current or planned waterfront park, including the Meydenbauer Bay Park Plan. What would be most helpful is to receive these questions in advance of any public meeting so that we can provide the full complement of information that will assist you in your recommendations to Council on land use regulations.

On large multi-year projects like the Meydenbauer Bay Park and Land Use Plan, we recognize that certain issues are relevant to multiple boards and commissions. With open communication, we can collaborate to advance the Council's adopted vision by relying on and respecting each body's mission and expertise. We respect that the Shoreline Master Program and the regulatory framework to implement it is in the purview of the Planning Commission. The Parks & Community Services Board's primary mission is to provide citizen oversight regarding parks and open space issues, including park planning and design. In regard to the Meydenbauer Bay Park and Land Use Plan, the Board will continue to stay highly engaged, and it is our role and obligation to ensure that park design issues included in the plan and implementation principles are addressed to the full extent by conducting a thorough public outreach process.

We value the collaborative process between the City's boards and commissions and look forward to working together with you in the future.

Sincerely,

Lynne M. Robinson  
Chair  
Parks & Community Services Board

cc: Kevin Wallace, Councilmember, Liaison to the Parks & Community Services Board  
Patrick Foran, Parks & Community Services Director



# City of Bellevue



Post Office Box 90012 • Bellevue, Washington • 98009-9012

July 11, 2012

John Carlson, Chairman  
Planning Commission  
City of Bellevue  
PO Box 90012  
Bellevue, WA 98009-9012

Chairman Carlson:

At our request, staff from the Development Services Department briefed the Parks & Community Services Board on the proposed Shoreline Master Program (SMP) Redraft at our July 10, 2012 meeting. The presentation highlighted elements of the Redraft that relate to parks, open space and public access to Bellevue's shorelines, with a specific focus on the SMP's treatment of Meydenbauer Bay Park.

The Board's discussion resulted in a series of questions regarding the Redraft. These are questions we hope you have considered, or if not, that we encourage you to consider, as you discuss whether or not the proposed policy and regulatory changes in the Redraft improve upon the May 2011 SMP draft. We also ask that answers to these questions be provided to assist us in understanding the Commission's reasoning.

The first question relates to prior correspondence in which the Parks & Community Services Board asked the Commission to consider edits to two SMP policies as well as one new policy. Why have these recommendations (on page 2 of the attached May 12, 2011 memo) not been incorporated in the SMP Redraft?

The remaining questions relate to the proposed change in permitting process (the "hybrid permit process"):

- What value does the hybrid permitting process bring to the development of the park and to the citizens of Bellevue?
- What is the cost and delay associated with the new hybrid permitting process?
- What is the economic/social cost associated with the additional layer of the hybrid permitting process?
- What is the breadth of public outreach for the proposed hybrid permitting process?
- What is the justification for the exceptional treatment of the Meydenbauer Bay plan and park?
- What is the legal effect in codifying the Implementation Principles?

Providing access to Bellevue's publicly-owned shorelines is an issue of great importance to the Board. Answers to the questions above should be useful for both the Board and Commission to determine whether or not the added regulatory steps proposed provide an overall net benefit to the community.

Sincerely,

Lynne M. Robinson, Chair  
Parks & Community Services Board

cc: Kevin Wallace, Councilmember, Liaison to the Parks & Community Services Board  
Patrick Foran, Director, Parks & Community Services



# City of Bellevue



Post Office Box 90012 • Bellevue, Washington • 98009-9012

September 19, 2012

John Carlson, Chairman  
Planning Commission  
City of Bellevue  
PO Box 90012  
Bellevue, WA 98009-9012

Chairman Carlson:

In a letter dated July 11, 2012, the Planning Commission asked the Parks & Community Services Board to review and provide guidance on one recommended project submitted by the Phantom Lake Homeowners Association for inclusion in the Shoreline Master Program Restoration Plan. The proposed project refers to Phantom Creek within Weowna Park and states:

*While maintaining existing ecological function, identify and fund changes to this water way that mitigate impacts to Lake Sammamish and to adjoining properties.*

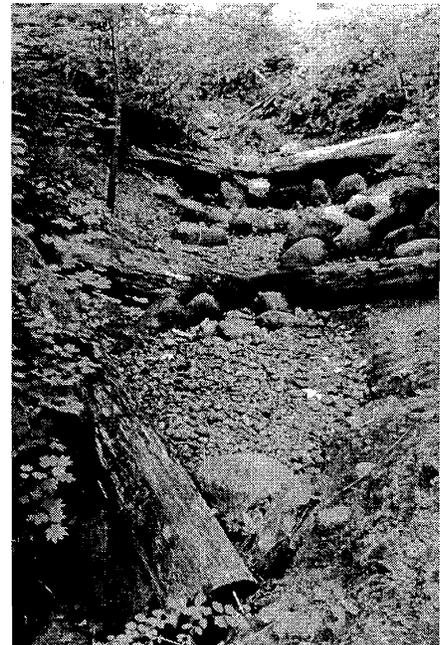
The Parks & Community Services Board reviewed and discussed the issue at the Board's meeting on September 11, 2012. Overall, it was apparent that issues of erosion and stream sediment have been and continue to be significant along the full extent of Phantom Creek. The Board encourages the City of Bellevue to work toward a comprehensive solution to the drainage issues occurring from Phantom Lake to Lake Sammamish, involving the Phantom Lake Homeowners Association and all private property owners along this watercourse.

Approximately one-third of Phantom Creek runs through Weowna Park. A significant restoration project was completed by the City in 1998 that included the full stream length within the park. That project, including the sediment collection pond at the base of the park is performing as designed without a need for additional public capital investment. As such, the Board recommends replacing the proposed SMP Restoration Plan project language with the following:

*Continue to monitor the Phantom Creek stream and sediment collection system within Weowna Park, increasing capacity of sediment collection as necessary per the design and recommendation of the project engineer.*

Parks & Community Services will perform this action regardless of whether it is included in the SMP Restoration Plan. However, including it provides an opportunity to highlight the significant work that has occurred to date to decrease sediment entering Lake Sammamish and reflect the ongoing commitment of the City to maintain the performance of the stream stabilization project.

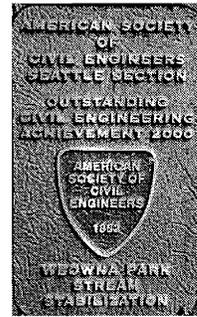
For your information, background on the completed restoration and stabilization project follows.



Phantom Creek engineered stream bed  
(photo: August 2012)

### Weowna Park Stream Stabilization

The watercourse commonly referred to as Phantom Creek is an old agricultural drainage channel connecting Phantom Lake with Lake Sammamish. Soil erosion in the park caused by the channel was a significant issue until a major stabilization project was completed in 1998. The City and King County invested \$1 million in an engineered solution using a natural system approach. Installation of natural looking concrete walls and the introduction of large boulders, logs and other natural debris work to slow water flow, create pools and encourage sediment settlement before water leaves the park on its way to Lake Sammamish. The project received an Outstanding Civil Engineering Achievement Award in 2000 from the American Society of Civil Engineers. The water channel within the park is monitored and is performing as designed.



One area of ongoing monitoring and maintenance is the sediment pond at the base of the park, just west of Lake Sammamish Parkway. Over the past 10 years, it has filled to the rim of the overflow standpipe. There remains ample room within the overall pond to capture additional sediment with minor modifications to the pond's infrastructure. This was completed recently (see photos) by raising the height of the overflow standpipe, which effectively increases the capacity of the pond to capture additional sediment and slow water flow rates.



Before: pond at sediment capacity



After: pond with increased sediment capacity

If you have any questions about Weowna Park, please contact Dan Dewald at (425) 452-6048 or [ddewald@bellevuewa.gov](mailto:ddewald@bellevuewa.gov) or Camron Parker at (425) 452-2032 or [cparker@bellevuewa.gov](mailto:cparker@bellevuewa.gov).

Thank you for inviting the Parks & Community Services Board to provide information and guidance on this portion of the SMP Restoration Plan. The Board will be interested to see how this and the other opinions we have provided in the past on SMP policy and regulatory provisions are addressed in the final document.

Sincerely,

A handwritten signature in black ink, appearing to read "L. Robinson".

Lynne M. Robinson  
Chair, Parks & Community Services Board

cc: Kevin Wallace, Councilmember, Liaison to the Parks & Community Services Board  
Patrick Foran, Parks & Community Services Director