Richmond Beach Saltwater Park Master Plan



City of Shoreline, WA

January 19, 2007



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PURPOSE



Background and Brief History

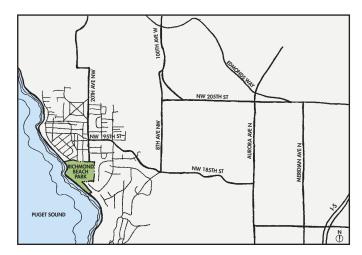
Saltwater Park is a treasured resource in the Shoreline community. The park comprises 42 acres on Puget Sound, offering a wide sandy beach and spectacular views of the Sound and the Olympic Mountains. The park offers facilities for individual, family and group gatherings, picnics, beach barbecues, hiking trails, strolling paths, and much, much more. Saltwater Park is the only park in the City of Shoreline with direct public access to the saltwater shoreline.

The large, bowl-shaped form of the park was created in the early 1900's by the Richmond Beach Sand and Gravel Company, who mined the site for sand and gravel materials for a decade. The site was purchased in 1952 by King County for use as a regional park. Jurisdiction of the park was transferred to the City of Shoreline following the City's incorporation in 1995.

The City of Shoreline has made significant improvements at Saltwater Park in recent years. A new picnic shelter and play area were built in 1998. Reconfiguration of the "bluff trail" happened in 1999 and an additional picnic shelter was built in 2002. However, there has not been a master plan to guide both short and long-term capital improvements and programming opportunities for Richmond Beach Saltwater Park.

Reason for a Master Plan

Saltwater Park is a popular attraction that offers year-round recreational and leisure opportunities for Shoreline residents. Beach walks are popular in all seasons. While picnics and group gatherings are fun in summer months, the park is also popular for beach walks year-round during low tidal periods and during winter storm conditions. With the exception of the main access road, parking facilities, picnic shelters and some lawn, the park remains essentially a natural place. The City's Board of Parks, Recreation and Cultural Services (an advisory board to the Parks Director) has generally concurred that Saltwater Park should remain a more natural place with improved opportunities for interpretive walks, trails, and habitat enhancement. To test these assumptions and to consider possible directions for future park use, the City determined that a Master Plan would be an important tool to guide short and long-term capital improvements, program initiatives and proposals for Saltwater Park.



Master Plan Goals

The development of this Master Plan has been guided by the following goals:

- 1. Preserve and protect Saltwater Park as a community asset and amenity for the citizens of Shoreline.
- 2. Improve accessibility to the beach and amenities of the Park and to views of Puget Sound.
- 3. Improve the overall appearance of the Park without significantly altering its existing character.
- 4. Upgrade existing site improvements to improve their safety and durability, extend their useful life and integrate their design.
- 5. Implement a series of selective site improvements and a program of restoration ecology to control erosion and eliminate invasive plant species.
- 6. *Increase the capacity of the park by providing improved, safe and convenient access and circulation to all parts of the park.

PROCESS & PUBLIC INVOLVEMENT

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The process of preparing a master plan for Saltwater Park took over a year and involved a wide range of participants with the goal to arrive at a common understanding about the best way to preserve and protect this significant community resource. The diagram below illustrates the process, with public involvement activities shown on the upper portion of the diagram and work tasks and products shown on the lower portion.

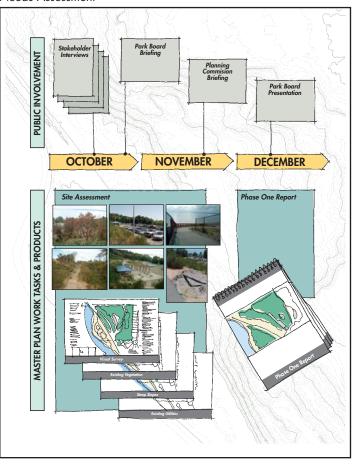
The process began with two concurrent activities: a site assessment and stakeholder interviews. The site assessment involved an inventory and analysis of existing conditions on and adjacent to the park site. This provided the master planning team with a fundamental understanding of how the park is used and helped identify both opportunities and constraints for future improvements. The site assessment is summarized in the next section of this report.

The second activity involved detailed interviews with key Shoreline stakeholders, including members of the Shoreline Park Board, community representatives and selected residents living adjacent to Saltwater Park. It was important to better understand how the community uses the park, how it views the long-term potential of the park and what future park improvements would best serve this long-term vision. The results of these interviews area as follows:

- Beach access is the most important aspect of the park to the community.
- Stakeholders personally value a combination of park features including the views, trail and beach access

The park is viewed as three distinct segments, with stakeholders recommending several common areas of improvement at the beach level and mid-portion. Most believe the upper bluff should be left in its existing state.

Needs Assessment





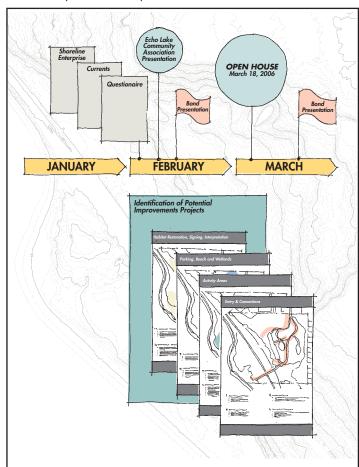
Open house attendees reviewing park plans with staff

- Make improvements that enhance and elevate the uses at the park and create an even more aesthetically pleasing surrounding.
- Encourage respectful use and communication between the park and adjacent residents.
- Retain the natural character of the park.

The team presented the results of the stakeholder interviews and site assessment to the Park Board and Planning Commission in December 2005.

In February, a questionnaire was mailed to residents in the vicinity of the park and made available within the park, to solicit opinions regarding the most important aspects of the

Potential Improvement Projects



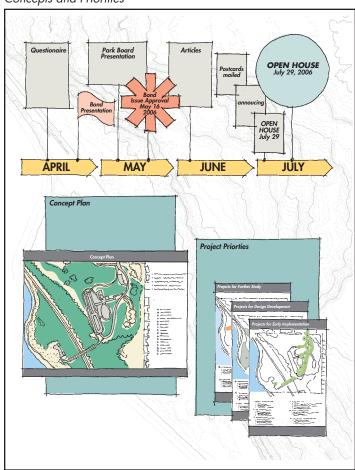
park and suggestions for potential improvements. Articles inviting participation in the master planning process and requesting suggestions about the park were placed in the "Shoreline Enterprise" and in "Currents", the City newsletter.

On March 18, over fifty community members participated in an open house at the Richmond Beach Library. The open house was designed to inform community members about the master plan process and existing conditions at the park, as well as to present 16 potential improvement projects developed in



Site tour participants at Saltwater Park

Concepts and Priorities



response to community feedback and existing needs. Participants also had the opportunity to take site tours to review park conditions and discuss areas of potential improvement with city staff. A number of participants provided verbal comments to staff or via comment forms or surveys that were later summarized for consideration by planners and decision makers.

In response to comments received, the planning team prepared a concept master plan for the park. The plan showed the park as it might look if all of the potential projects were implemented. On May 16, voters approved a city-wide Parks Bond Issue which included over \$2.5 million allocated for Saltwater Park. Following the approval of the Parks Bond, it became a high priority to identify projects that could be implemented with these funds. To determine the overall project program the potential improvement projects for Saltwater Park were preliminarily grouped into three categories:

- 1) projects for early implementation,
- 2) projects for design development, and
- 3) projects for further study.

The city then hosted a second open house at the park on July 29 to present the concept plan and to confirm the park projects that were of highest priority. In order to encourage community participation and receive a diverse variety of feedback, the city distributed meeting notification announcements in several forms. Meeting notification strategies included distributing postcards



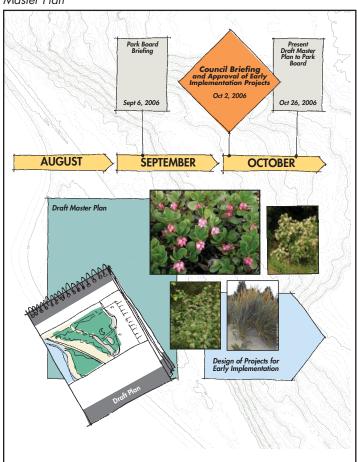
On September 21, the master planning team presented and discussed the concept

plan and a revised list of recommended phase one projects with cost estimates at a meeting of the Park Board. With some revisions, the Park Board approved the concept plan and sent a recommendation to the City Council to proceed

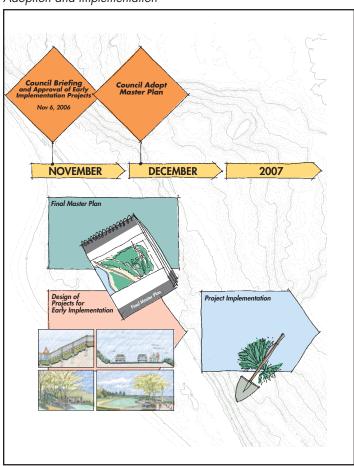


Community members reviewing potential improvements at the July 29 open house

Master Plan



Adoption and Implementation



with the design and construction of nine potential projects, utilizing funds allocated for Saltwater Park in the Parks Bond Issue. The next step involved presenting the draft master plan and recommended phase one projects at a City Council work session on November 9. The Council made a number of suggestions and there was a general concurrence with the plan and recommended projects, but official approval was deferred to a future meeting.

SITE ASSESSMENT

SITE ASSESSMENT



Looking South across Park

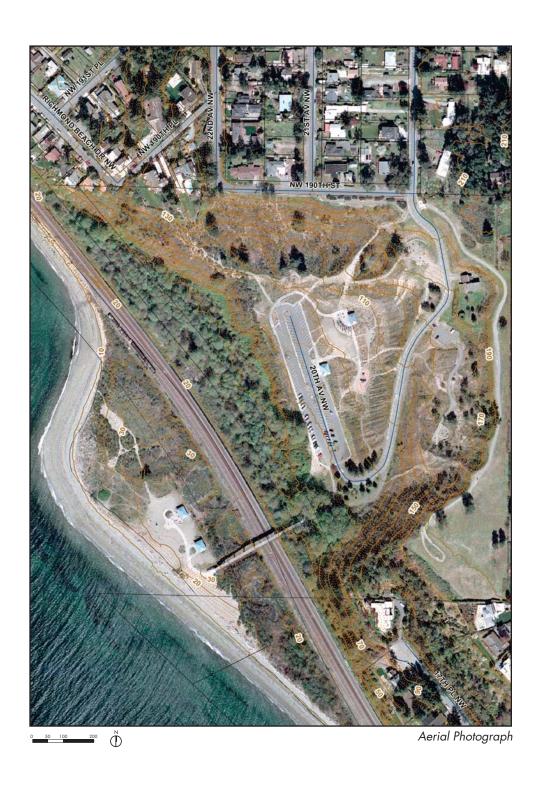
To provide a basis for subsequent work and to inform the process for developing a master plan for Richmond Beach Saltwater Park, a first phase of work was conducted consisting of two fundamental tasks: a fairly detailed assessment of site conditions and a series of interviews to develop a better understanding of how the public views the park. The site assessment documents existing conditions on and adjacent to the site.

Utilizing an aerial photograph and a topographic map of the site (both of which are included here for reference), four categories of information were researched and recorded:

- Visual Survey An onsite visual survey documents all visible features of the site and adjacent properties, including all existing site improvements like roads, structures and trails. Generalized vegetation groupings, slopeand use areas are noted, along with prominent landmarks and visual features. Views and viewpoints and significant site amenities are also recorded
- Vegetation Identification and Mapping Utilizing site aerial photography and onsite observation, existing plant communities have been mapped and invasive species located. Plant species observed in each community are identified along with dominant species in each strata, and an evaluation of plant communities was prepared.
- Geotechnical Site Assessment Utilizing available geologic, soils and geotechnical information supplemented by field reconnaissance, soil and geologic units were mapped. Areas of erosion and instability are also noted.

Civil Engineering Site Assessment – The location and adequacy of existing utilities was mapped and verified with City staff and validated onsite.

The site assessment was documented with the drawings that are included here, as well as with technical memoranda and a summary of stakeholder interviews that are attached as appendices to this report. All of this information was also documented in a Phase One report issued in December 2005.



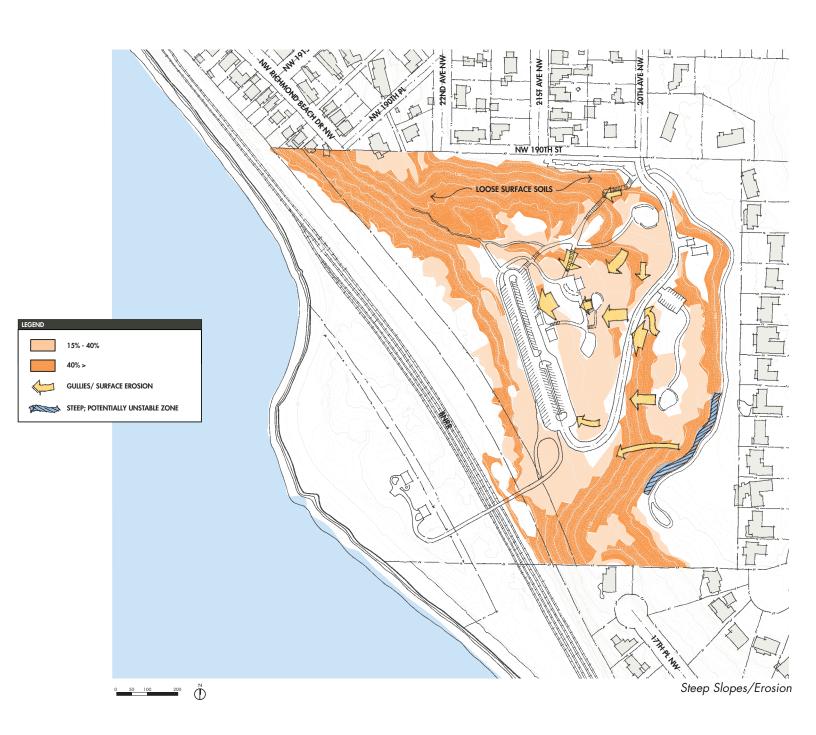


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Visual Survey









Park Entrance



Erosion along edge of road



Vegetation



Road down to lower parking area



View across site



Photos of Existing Conditions

POTENTIAL IMPROVEMENT

POTENTIAL IMPROVEMENT



Stakeholder interviews and response to the community questionnaire made it clear that almost everyone wants to preserve and enhance the existing character of the park and make improvements that will enhance the activities and uses that are presently accommodated. The site assessment identified a number of conditions needing to be addressed in order to sustain the quality of experience and types of uses that people in Shoreline have come to value at Saltwater Park. Taking into consideration the results of the site assessment and in discussions with park users, neighbors, City staff, members of the Park Board and other residents, sixteen potential improvement projects were identified that would enable the goals of the master plan to be realized and sustained.

These projects were grouped into four categories. The location of each project was shown on a plan of the park along with an outline description of each potential project. This information was then presented at a public open house on March 18. Two walking tours of the park were conducted during the open house, during which the potential improvement projects were described and discussed. The drawings presented at the open house are illustrated on the next page. The following sixteen projects were identified:

Entry and Connections

- Park Entrance Improvements
- Park Road Improvements
- Bridge Over Railroad
- Steep Slope Stairs and Trails

Activity Areas

- Caretaker's Residence
- Mid-Level Terrace
- Central Activity Area
- Beach Activity Area

Upper Terrace, Trailhead, Parking and Overlook

- Park Entrance Improvements
- Overlook Parking Across from Caretaker's Residence
- Beach Trailhead
- Wetland Overlooks

Habitat Restoration, Signage and Interpretation

- Steep Slope Stabilization
- Lower Wetland Restoration
- Beach and Dune Restoration
- Signage and Interpretation



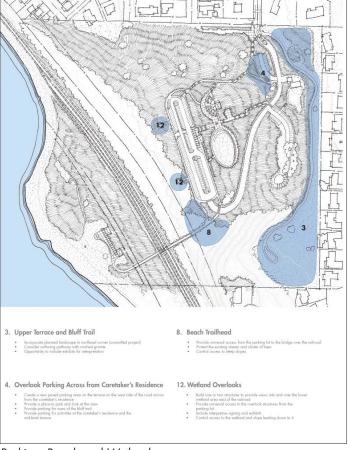
Design Development



Habitat Restoration



Early Implementation



Parking, Beach and Wetland

CONCEPT PLAN

CONCEPT PLAN



The Master Plan for Saltwater Park is based on five principles:

- 1. Protecting and maintaining existing park assets
- Building on and improving existing facilities
- 3. Connecting the different areas of the park
- Creating a cohesive park experience
- Establishing appropriate vegetation and habitat

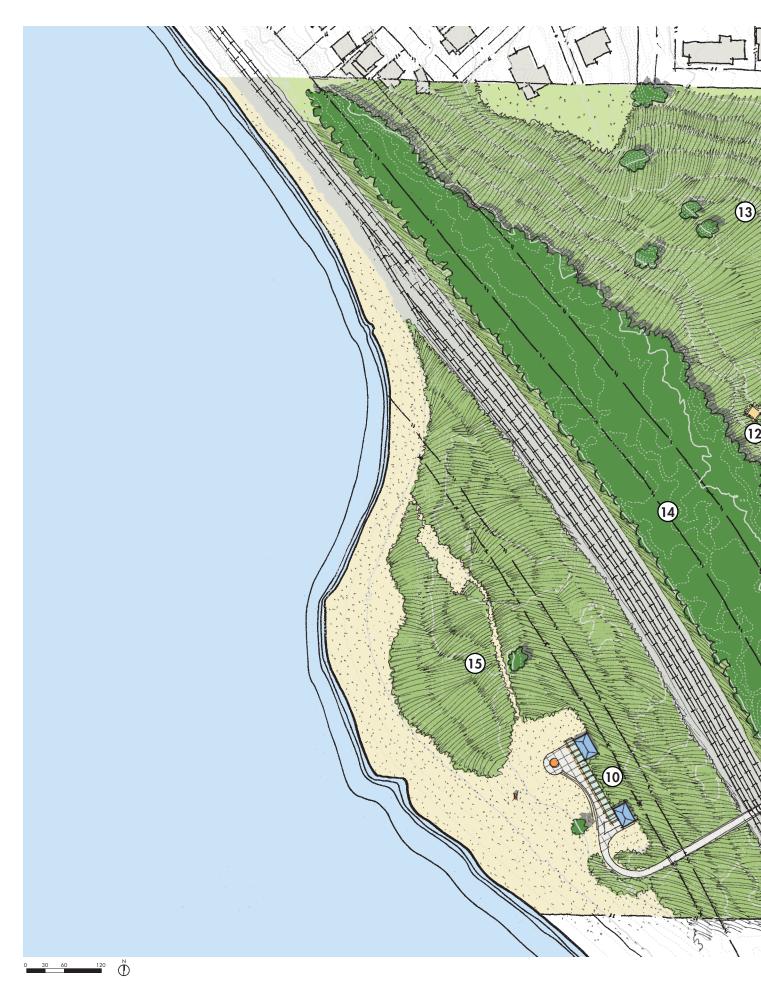
Park improvements included in the Master Plan and illustrated on the accompanying drawing consist of the following:

- 1. Park Entrance Improvements Create a sense of arrival, anticipate the turn in the road as the grade drops, slow down vehicles and improve safety for pedestrians and vehicles.
- 2. Park Road Improvements Stabilize the existing roadway and control drainage and surface water runoff. Provide a pedestrian path adjacent to the driving lanes and separated from them. Control access to steep slopes and accommodate some overflow parallel parking near the lower end of the road.
- 3. Upper Terrace and Bluff Trail Incorporate planned and committed landscape mprovements in the northeast corner. Consider resurfacing the existing pathway with crushed rock to accommodate wheelchairs, and seek appropriate locations to add unobtrusive interpretive elements.

- 4. Overlook Parking Across from Caretaker's Residence – Create a new paved parking area on the existing terrace west of the road across from the caretaker's residence. Provide a place to park and look at the view. Provide parking for users of the bluff trail and for activities at the caretaker's residence and the mid-level terrace.
- 5. Caretaker's Residence Evaluate the long-term feasibility of maintaining a caretaker's residence and consider alternative uses for the site, including: adapting the building for group activities and events, creating a picnic area with a picnic shelter and restrooms, and developing a facility and exhibits for interpretation. This is a good location for an activity area with a lawn and irrigated landscape, but vegetation or structures likely to affect views from the bluff trail should be avoided. Consider a stair connection to parking at the mid-level terrace.
- 6. Mid-Level Terrace Improve this area to accommodate more intensive use, including providing a lawn for informal recreation and an irrigated landscape to provide an oasis of green in an otherwise arid natural habitat. Consider creating a place to accommodate private gatherings with a picnic area. Expand the existing parking area and control access to steep slopes.

- 7. Central Activity Area Enhance and supplement existing improvements to create a central focal point or "heart" for the park. Expand existing facilities and incorporate new ones in a way that organizes the area and creates a sense of place. Create a sense of entry from the parking lot. Create terraces for activities and direct circulation with paved surfaces. Contain any cultivated landscape and control access to areas with steep slopes and to vegetated areas without irrigation. Control drainage and surface water runoff. Incorporate interpretive and educational elements.
- 8. Beach Trailhead Provide access for all park visitors from the parking lot to the bridge over the railroad. Protect the existing stream and cluster of trees and control access to steep slopes.
- 9. Bridge Over Railroad Make safety improvements to the existing bridge to enhance its usability and appearance for the foreseeable future. Consider alternative locations and designs for an eventual replacement bridge.
- 10. Beach Activity Center Renovate existing facilities as needed and provide expanded picnic facilities. Provide access for all park users from the bridge to the beach activity area. Protect natural vegetation and beach dunes. Provide a beach wash-down area.
- 11. Steep Slope Stairs and Trails Control access to steep fragile slopes to reduce erosion and protect vegetation. Improve connections to activity areas across steep slopes by constructing raised stairs and boardwalks in selected locations. Incorporate intermittent platforms with seating to pause and enjoy views. Allow the uninterrupted ground plane and vegetation to continue beneath stair and trail structures.
- 12. Wetland Overlooks Build one or two structures to provide views into and over the lower wetland area east of the railroad. Control access to the wetland and slope leading down to it. Provide access for all visitors to the park to the overlook structures from the parking lot. Include interpretive signing and exhibits.
- 13. Steep Slope Stabilization Implement a program of removing invasive plants and replacing them with dune grass and other native plant species tolerant of dry, sandy and gravelly soils. Create a community participation program to involve volunteers in this effort, to be coordinated by a city staff person. Work with the University of Washington Restoration Ecology Network in this program. Establish an ongoing program to restore and maintain this park habitat.

- 14. Lower Wetland Restoration Implement a program to remove blackberry and replant the bank east of the railroad with woody native species to provide shade to suppress weeds and improve stream water quality. Remove invasive plant species and nurture native species in the wetland at the base of the slope (this will require the cooperation of the railroad). Create a community participation program to involve volunteers in this effort. Work with the University of Washington Restoration Ecology Network in this program. Establish an ongoing program to restore and maintain this park habitat.
- 15. Beach and Dune Restoration Implement a program to remove invasive plant species from the west bank of the railroad right-of-way and replace them with native species (this will require the cooperation of the railroad). Implement a program to remove invasive plant species from the beach dune area and replace them with native species (this is unlikely to be successful unless invasive species are also removed from the west bank of the railroad right-of-way). Establish an ongoing program to restore and maintain this park habitat.
- 16. Signage and Interpretation Design and install a series of interpretive signs and exhibits at appropriate locations in the park to explain history, natural features and site ecology. Develop a system of directional and informational signs for the park.







Park Entry



Access Road - Section



Trellis at Mid-Level Terrace



Floating Stairs

PROJECT PRIORITIES & PHASING

PROJECT PRIORITIES & PHASING



In response to comments received regarding the concept master plan and the potential projects that were identified to implement the plan, a grouping of projects indicating priorities for implementation was presented at the July open house. Projects that might be implemented with funds from the Parks Bond Issue were of particular interest. Since cost estimates for project implementation were not yet prepared, projects for early implementation were selected based on the following criteria:

- Funds will be available to implement the project in the near future.
- The project is highly visible and will make a noticeable improvement.
- The project will be relatively easy to implement.
- The project is broadly supported and not very controversial
- The project sets the stage for other improvements.
- The project addresses a situation that will continue t to get worse and cost more to fix if postponed.

The grouping of projects presented at the July open house was as follows:

Projects Recommended for Early Implementation

Projects that address an immediate need, for which an agreed-upon solution has been developed, and that should be constructed as soon as possible:

- Park Entrance Improvements
- Park Road Improvements
- Steep Slope Stairs and Trails
- Steep Slope Stabilization
- Bridge Safety and Appearance
- Beach Wash-Down Area

Projects Recommended for Design Development

Projects for which a design concept has been proposed and generally agreed to, and for which the design should be completed to enable construction within the next 2-3 years:

- Upper Terrace and Bluff Trail
- Overlook Parkina
- Mid-Level Terrace
- Wetland Overlook
- Lower Wetland Restoration
- Beach Trailhead
- Beach Activity Center
- Beach and Dune Restoration
- Signage and Interpretation

Projects Recommended for Further Study. Projects which need further analysis and definition as part of the master plan:

- Caretaker's Residence
- Central Activity Area
- Bridge Over Railroad

Include the three drawings that grouped projects by categories as small drawings adjacent to the text:

- Projects Recommended for Early Implementation
- Projects Recommended for Design Development
- Projects Recommended for Further Study

PHASE ONE PROJECTS

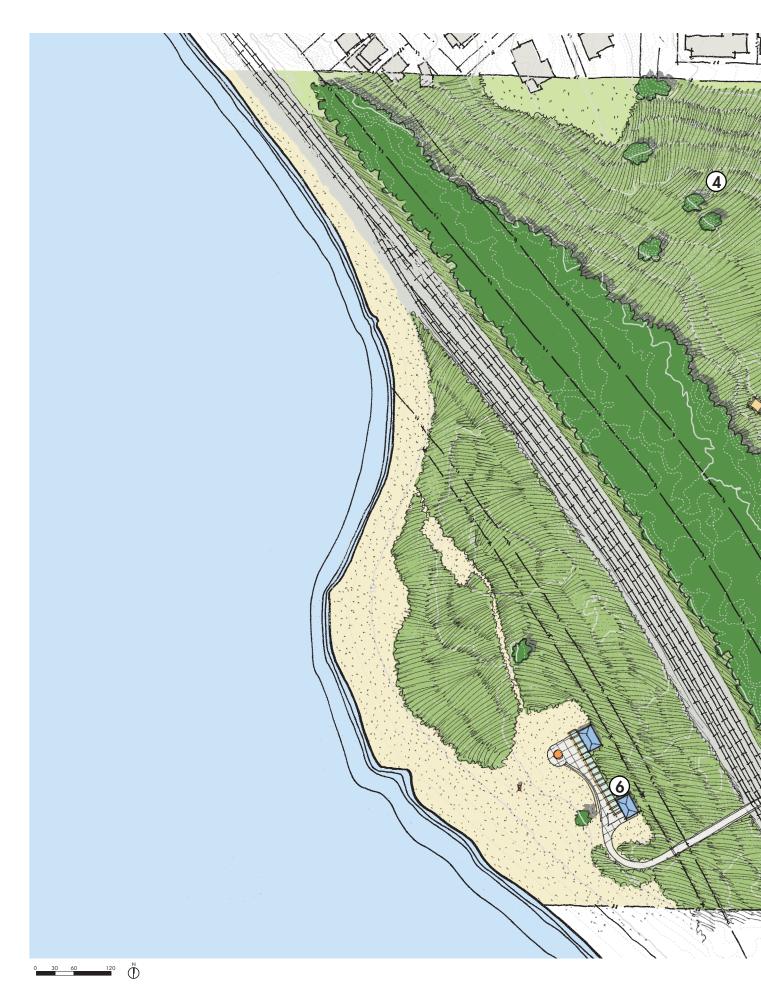
PHASE ONE PROJECTS



After estimating the total project cost of each potential improvement project, the master plan concept and a revised list of recommended phase one projects with cost estimates was presented to the Park Board. The Board endorsed the master plan and recommended the following projects for design and construction within the near future, utilizing funds designated for Saltwater Park in the Parks Bond Issue:

- Park Entrance Improvements
- Park Road Improvements
- Steep Slope Stairs and Trails
- Steep Slope Stabilization
- Bridge Access and Safety Improvements
- Beach Wash-Down Area
- Overlook Parking Across from Caretaker's Residence
- Mid-Level Terrace
- Signage and Interpretation

The projects are located on the Phase 1 Projects - Key Plan, and described on the following pages.



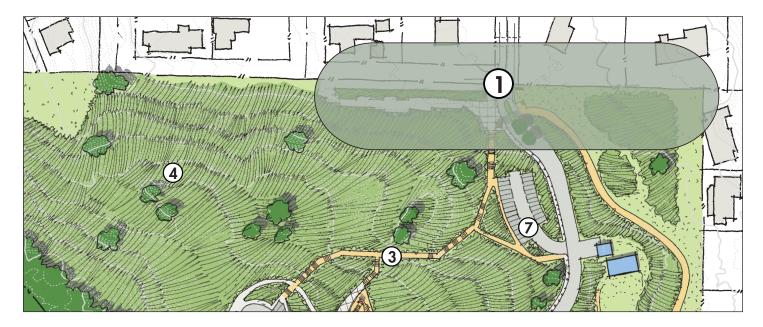


1. PARK ENTRANCE IMPROVEMENTS

- Create a safe and inviting path for pedestrians along 20th avenue NW
- Provide a new park entrance sign and perhaps a pylon or similar landmark
- Create a landscaped median at the park entrance to slow down vehicles and improve safety for pedestrians
- Provide an overlook with seating at the top of the bluff

Estimated Cost: \$85,000 - \$100,000



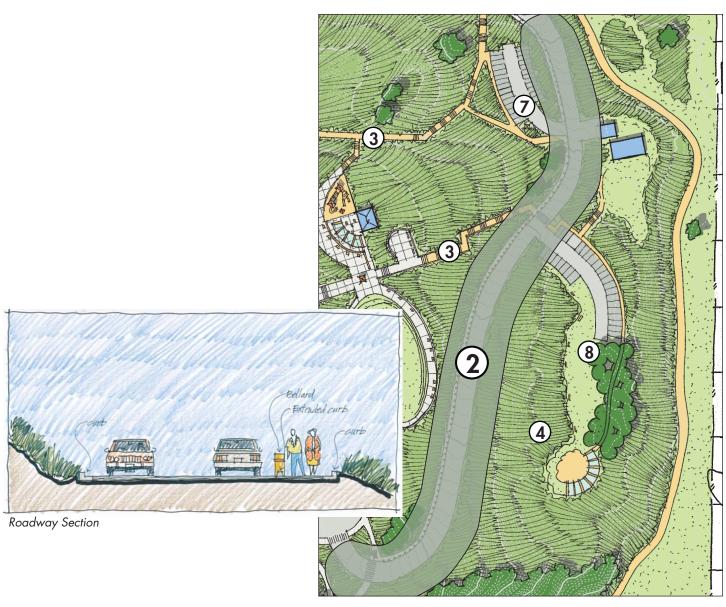




2. PARK ROAD IMPROVEMENTS

- Stabilize the existing roadway
- Control drainage and surface water runoff by sloping the road toward a curb at the hillside
- Provide a parallel pedestrian path on the outside of the roadway with bollards to separate the path from the driving surface
- Provide a defined edge to teh path to control access to fragile steep slopes
- make the roadway wide enough in a few places to accommodate overlow parallel parking

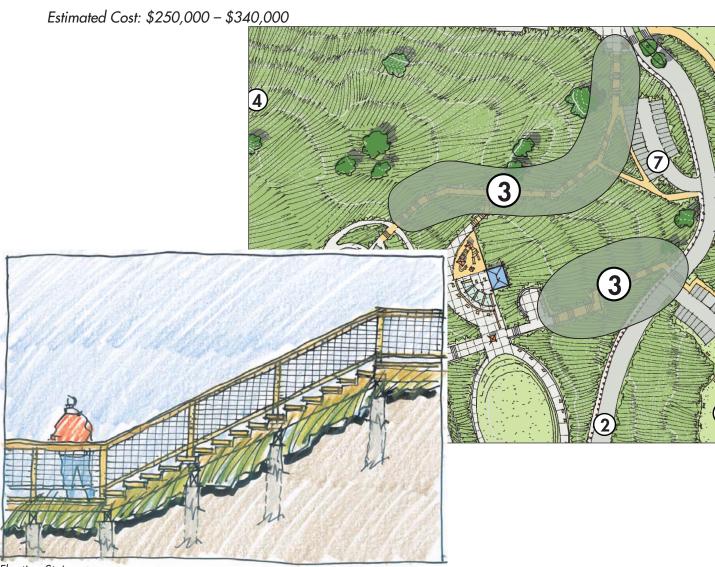
Estimated Cost: \$550,000 - \$680,000



3. STEEP SLOPE STAIRS & TRAILS

- Control access to steep fragile slopes to reduce erosion and protect vegetation
- Improve connections to activity areas across steep slopes by constructing raised stairs and boardwalks in selected locations
- Incorporate intermittent platforms with seating to pause and enjoy views
- Allow the uninterrupted ground plane and vegetation to continue beneath stair and trail structures
- One priority location should be addressed: Connect the park entrance with the central activity area and the lower parking lot





4. STEEP SLOPE STABILIZATION

- Implement a program of removing invasive plants and replacing them with dune grass and other native plant species tolerant of dry, sandy and gravelly soils
- Create a community participation program to involve volunteers in this effort, to be coordinated by a city staff person
- Work with the university of Washington Restoration Ecology Network in this program

Estimated Cost: \$50,000 - \$70,000





5. BRIDGE ACCESS & SAFETY **IMPROVEMENTS**

- Make safety improvements to the existing bridge, such as a new walking surface, new fencing, gaurd rails and paint
- Provide access for all park visitors from the parking lot to the bridge over the railroad
- Protect the existing stream and cluster of trees
- Control access to steep slopes

Estimated Cost: \$425,000 - \$600,000

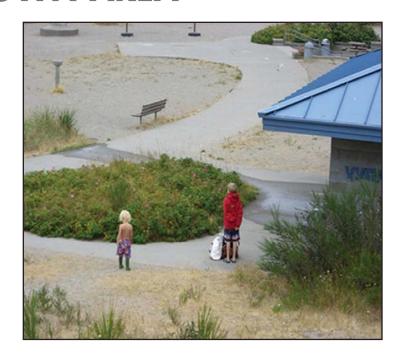




6. BEACH WASH-DOWN AREA

- Provide a convenient and accessible facility for washing adjacent to the beach
- Provide an outdoor shower and hose connection
- Provide a bench or platform to place cleaned equipment
- Control drainage and runoff

Estimated Cost: \$17,000 - \$25,000





7. OVERLOOK PARKING ACROSS FROM **CARETAKER'S RESIDENCE**

- Create a new paved parking area on the terrace on the west side of the road across from the caretaker's residence
- Provide a place to park and look at the view
- Provide parkign for users of the bluff trail
- Provide parking for activities at the caretaker's residence and the mid-level terrace

Estimated Cost: \$100,000 - \$130,000



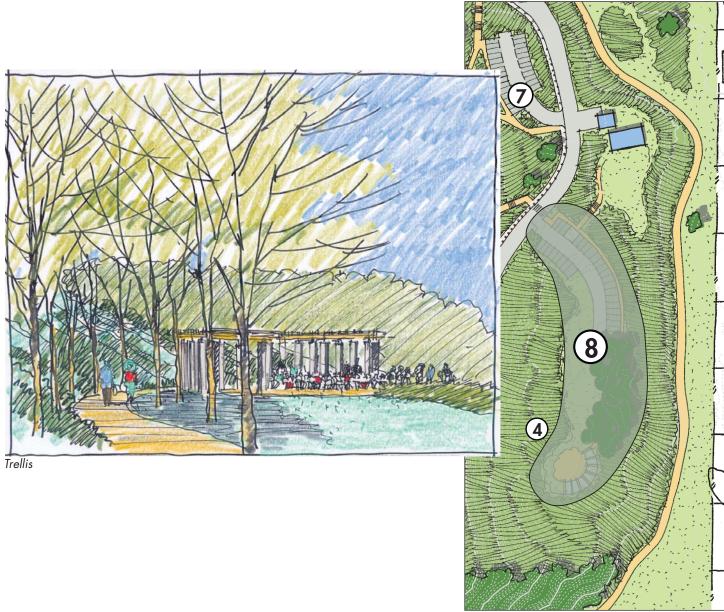


8. MID-LEVEL TERRACE

- Expand existing parking area
- Consider creating a place to accommodate private gatherings
- Potential picnic area
- Potential lawn area for informal recreation
- Potential for cultivated and irrigated landscape
- Control access to steep slopes

Estimated Cost: \$300,000 - \$425,000





9. SIGNAGE AND INTERPRETATION

- Design and install a series of interpretive signs and exhibits at appropriate locations in the park to explain history, natural features and site ecology
- Develop a system of direction and informational signs for the park

Estimated Cost: \$100,000 - \$130,000





FUTURE PROJECTS

FUTURE PROJECTS



Some of the improvement projects recommended in the Master Plan will need to be deferred to the future. In some cases this is due to a lack of available resources, for others the need is not so critical, and for others additional study and discussion is necessary. The following projects, recommended in the Master Plan, are suggested as Future Projects for Saltwater Park:

Upper Terrace and Bluff Trail – The need for immediate improvements here is not as great as at other locations in the park. The area is very pleasant and usable in its current condition. Wheelchair access could be accommodated in the future as funds become available.

Additional Steep Slope Stairs and Trails – The most heavily used routes will be improved as part of Phase One. Construction of improvements on other routes can be undertaken as funds become available.

Ongoing Steep Slope Stabilization - This program will be initiated in Phase One, but requires ongoing funding and management to be expanded and sustained in all areas needing attention.

Lower Wetland Restoration – Additional analysis, funding and coordination with the railroad are necessary for this project to proceed.

Beach and Dune Restoration - Additional analysis, funding and coordination with the railroad are necessary for this project to proceed.

Beach Activity Center – This is one of the most popular areas of the park. It could use improvement, but it works pretty well in its current condition. Since regrading will likely be necessary to provide access for all park visitors from the bridge to the beach, significant improvements in the beach area should perhaps be delayed until a decision is made regarding bridge-to-beach access.

Wetland Overlooks - The overlooks will become most desirable as the lower wetland area is restored and should be considered as that project is implemented.

Caretaker's Residence - More discussion is needed to determine the long-term viability of maintaining a caretaker's residence on site. If a decision is made to discontinue its use for that purpose, alternative uses should be considered for this highly visible and attractive site.

Central Activity Area - The central activity area is already heavily used and while it has the potential for additional improvement, the scope of work required to realize that potential would be best undertaken as a single project, and as such is likely to involve a significant investment.

Replacement Bridge Over Railroad – The existing bridge does not need to be replaced in the near future, particularly with the safety and access improvements that will be made as part of Phase One. Access from the bridge to the beach, however, will not be improved in Phase One, and it is likely that at some time the bridge will need to be replaced.



ACKNOWLEDGEMENTS

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