

# PORT GAMBLE FOREST HERITAGE PARK FRAMEWORK

DECEMBER 2022

FULL REPORT





The Kitsap Forest & Bay Community Campaign logo was created by Jeffrey Veregge, an award-winning local Indigenous Tribal artist and writer from the Port Gamble S'Klallam Tribe. It was commissioned by Forterra and was used starting in 2015 to bring attention to this important community campaign to save the land that is now Port Gamble Forest Heritage Park. There is interest on the part of the community and County to use this logo to represent the park. The blue in the logo represents the water of Gamble Bay. The green represents the land, forest, and vegetation. The saw blade references the history of the land for the past 160 years as a timber resource and the mill in Port Gamble. The blades of the saw can alternately be seen as birds representing the wildlife within this land.

# ACKNOWLEDGMENTS

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North Kitsap Trails Association (NKTA)

Sound to Olympics Trail (STO)

Forterra

Great Peninsula Conservancy (GPC)

Kitsap Audubon Society

Evergreen Mountain Bike Alliance (EMBA)

Kitsap Economic Development Alliance (KEDA)

Visit Kitsap

City of Poulsbo

Western Washington University (WWU) Extension Campus

Olympic College (OC)

University of Washington (UW) School of Forestry

UW College of Built Environments

WildPlay (Adventure Tree Park)

No Child Left Inside

Our Forest Fund

Equestrians / Back County Horsemen

Current Users / Bikers / Hikers / Walkers

### **Photo Acknowledgment**


Most photos in the Framework report were provided courtesy of Don Willott.

Formatting: This document was formatted for 11 x 17" front and back of page printing.









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# CHAPTERS





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**EXECUTIVE  
SUMMARY**

# 1- INTRODUCTION

## How the Framework is Organized and will be Used

The PGFHP Framework is a long-term vision for one of the largest community parks in the country. This visionary yet flexible plan will guide near-term and long-term decision making. Spatial plans, policies, programs, and implementation strategies address the incremental evolution of the landscape from a forest managed for commercial timber production toward a safe and sustainable community park that will support the overall health of Kitsap County, the people, and the environment for generations.

The plan provides a significant number of recommendations for management of natural resources and the addition of nature-based recreation and education facilities and programs. The Framework can be used as a mechanism to pursue funding and develop more detailed planning and design proposals for funding the maintenance, management, and implementation of improvements. It is recommended that the Framework be reevaluated with each phase of implementation.

This executive summary provides overview of the Framework that is comprised of seven chapters and an appendix. This Executive Summary is a synthesis of the 180-page report.

## The Opportunity

Port Gamble Forest Heritage Park (PGFHP or Park) is a remarkable resource. The Park is potentially a national model of community sustainability and resiliency. As this 3,500-acre landscape transitions from a post-industrial landscape disturbed by over 160 years of timber harvesting to a sustainable community forest, the health and resiliency of the community, the forest, and the bay, will all be improved. Community members and partners will continue to play an active role in realizing a vision as they collaborate and continue to steward the property for the benefit of future generations. The land offers tremendous opportunity to gain experience and grow through education, research, landscape restoration, and adaptive management.

New federal and state initiatives are expected to prioritize funding based on proposals that demonstrate partnerships, climate resiliency, equity, diversity, innovation, and job creation with unprecedented funding for tribal, rural, and small communities. Building resilient communities as the earth faces increasing devastation from natural disasters not limited to flooding, forest fires, and climate change impacts is a priority. The acquisition of the PGFHP land is a profound demonstration of successful partnerships between Federal, State, Tribal, and local governments as well as non-profits, private industry, and individuals to address community resiliency. Unlike previous infrastructure bills, current federal funding will fund planning and project development; shovel ready is not a requirement. This Framework positions the County and community for continued success in implementing a vision and creating a park that will be enjoyed by current and future residents and visitors.

## The Challenge

The PGFHP Framework addresses this transition of commercial timber harvest land into a public County park. The culmination of over a year of work, the Framework is visionary, flexible, and achievable in phases; it supports community values and sustains the value of the land. The Park is a tremendous resource yet also a potential liability if adequate and dedicated funding is not available for management. As the timber company turns land over to the County after their final contractual harvests, the cost to maintain infrastructure, manage natural resources, and maintain recreational facilities will increase. To date, others have been responsible for forest restoration, management of invasive species, and maintenance of trails, roads, parking areas and culverts; these activities will become County responsibilities as the timber company withdraws from the Park. Increased use of the land as a community resource will require investment in improvements to keep the Park safe, healthy, and accessible and provide for the growing need for recreational amenities.





## 2- PLANNING CONTEXT

### Recent History & Land Acquisition

Pope Resources graciously allowed public access on all its timberlands over the past several decades. Port Gamble logging roads and trails, built by the community, had become extremely popular with the public. In 2007, Pope Resources/OPG began developing long term exit plans due to increased urbanization. As part of this planning, the company engaged the community about long-term open space and trail opportunities coined the “String of Pearls” with substantial interest. The began a public/private discussion between the County, conservation groups and recreation interests towards an interconnected trail system and public ownership of Pope lands.

Conservation efforts were multi-faceted with the County, conservation groups such as Forterra, and the Great Peninsula Conservancy (GPC) working towards state and federal grants and private fundraising for acquisition of public open space with a strong focus on the Port Gamble area. This initial group of partners was known as the Kitsap Forest and Bay Coalition.

Concurrently, the North Kitsap Trails Association (NKTA), bikers, hikers and horseback riders focused on regional trail systems connecting Port Gamble to Kingston (Sound to Olympics Trail) and the construction a world-class mountain biking ride park. These trail efforts included expansive public outreach and were memorialized in the North Kitsap String of Pearls Trail Plan (2011) and the Kitsap County Non-Motorized Plan (2013). The conservation and recreation interests worked together to create momentum for diverse funding opportunities. To date, NKTA has provided significant contributions of volunteer time and resources to benefit trails in Kitsap County and specifically in the Park.

The early coalition of conservation and recreation interests then created the Kitsap Forest and Bay Project which successfully accessed multiple state and federal funds for acquisition of property south of Port Gamble and west of Kingston. First was the fee-simple acquisition of the 560+ acre Port Gamble Shoreline Block (2012) followed by the 330+ acre North Kitsap Heritage Park Expansion (2014).

As available state and federal funds became limited and timber values skyrocketed in mid-2010’s, the Project partners focused on protecting as much land from low-density residential development in perpetuity. This strategy allowed the purchase of 2,800-acres of land but left the timber rights in Pope ownership. While not ideal,

this allowed Rayonier to harvest the tree stands in sections through 2042 but lowered the acquisition costs to an achievable value. Through flexibility on Department of Ecology funding and the great fundraising efforts of the Project partners and the community, the Port Gamble Western Block (2016) and Eastern Block (2017) were acquired and protected for future generations.

Overall, the collection of diverse interests raised over \$17,000,000 over eight years, a titanic victory for Kitsap County, its residents and visitors. This Framework is a continuation of the commitments that founded this effort and the collaborative work done by each of the partners and the community.



### Timber Harvest & Restoration

In acquiring large portions of the Park, Kitsap County was limited in funding and only acquired the land to protect it from future development. The timber, more than 60% of the overall property’s value, was left with Rayonier to harvest one last time. Rayonier must conclude the harvests in these 2,723 acres of land by 2042. As areas are harvested, Kitsap County takes full ownership and can begin restoring the site to a mature natural forest. This does not apply to the Shoreline Block or the Ride Park, in which the County owns both land and timber (712 acres in total). The Framework reflects this obligation but proposes priorities for future timber acquisition if funding becomes available, and Rayonier is willing to sell specific stands.

Many of the timber stands in the Park need management to ensure their long-term health. Rayonier planted and managed most tree stands for commercial harvest. This growing strategy often results in planting trees close together, providing for little understory and limited wildlife habitat benefit. To ensure the long-term viability of these stands and protect them from disease, some selective harvesting is necessary over time. These harvests provide space for trees to grow fully and the expansion of ground vegetation. Such environmentally-sensitive thinnings are directed by the Kitsap County Forest Stewardship Plan, which has been used successfully countywide.

Review of the Forest Practice Act Rules indicates the reforestation plans for PGFHP could be amended to include other than the standard reforestation requirements if timber lands being converted to another use. The agreements between Kitsap County and the timber company requires the standard practice. Amendments to these agreements would require renegotiating the agreements. This may be beneficial if a long-term research program is undertaken to explore a variety of techniques to convert the forest to healthy and sustainable community forest focused on conservation and recreation.



## 2- PLANNING CONTEXT





## 2- PLANNING CONTEXT

### The Landscape

The Park is located in North Kitsap County, Washington, south of the Town of Port Gamble. The east edge of the Park touches the shoreline of Gamble Bay, and undeveloped property owned by Rayonier and State Highway 104. The surrounding properties are primarily zoned Rural Residential with very limited public access. To the north is the town of Port Gamble and Babcock Farm, with an approved master plan to create an agritourism/residential district.

The land was once part of the area used by the Port Gamble S’Klallam and Suquamish Tribes for the past 10,000-15,000 years for fishing, gathering, and hunting. The next groups to use the land were European settlers in the 1850’s, who took advantage of homesteading acts to create farms. A sawmill was founded by William Talbot and Andrew Pope on Gamble Bay in 1853, which remained in operation until 1995. The land has been a working timber forest for more than 160 years. The timber companies have traditionally allowed public access and recreational use. A trail system was developed over time by the local hiking, equestrian, and mountain biking community.

After many years of effort and fundraising, Kitsap County was not able to afford to buy both the land and trees and decided to prioritize long-run land conservation over saving trees. In a series of 2016 and 2017 transactions (see data in the column to the right), Kitsap County acquired 2,723 additional acres, while Pope Resources (now Rayonier) retained the timber rights to make one more harvest over 25 years (until 2042). By the end of December 2017, Kitsap County had acquired all of the 3,500 acres which make up PGFHP. In some blocks, the County purchased the land and the timber; in other areas, Rayonier retained the timber rights and will be allowed to harvest timber once more. The public will continue to see more industrial timber harvests in these areas where Rayonier retained timber harvest rights.

However, the terms of the purchase agreements do allow Kitsap County to purchase additional timber for long-term conservation. There are currently community groups and non-profits actively raising funds with the intent to purchase buffers along the STO Trail, stands adjacent to wetlands, mature tree stands, and younger stands with the goal of ending timber operations earlier.

Designated as a “Heritage Park” in the current County Park Recreation and Open Space (PROS) plan, the Park is managed and maintained by the Kitsap County Parks Department (County Parks) with significant support from community groups including Port Gamble Stewardship Committee (PGSC), North Kitsap Trails Association (NKTA), and Evergreen Mountain Bike Alliance (EMBA) West Sound Chapter. Investments are needed to maintain the Park as a sustainable conservation and recreation resource; a place that is welcoming to and safe for visitors to use and explore without damage to the resource.

There are four blocks of land that were acquired, and which make up the Park. They are currently referred to as:

Shoreline Block - 535 acres, acquired in 2014

Eastern Forest Block – 1,394 acres, acquired in 2016

Western Forest Block - 1,329 acres, acquired in 2017

Ride Park Block- 177.5 acres, acquired in 2017

### Project Sponsor & Funding

The planning process was funded by the Kitsap Public Facilities District (KPFDD) and guided by Kitsap County. A Funding Request Package was submitted by the Kitsap County Parks Foundation on behalf of Kitsap County Parks to KPFDD in December of 2019. It included planning for the Park and funding for implementation of the Ride Park, the STO Trail, and other amenities such as two new parking lots. The planning process followed a standard planning process:

1. Outline vision, goals and objectives
2. Inventory and assess opportunities and challenges
3. Develop and evaluate programmatic options
4. Developing spatial alternatives
5. Evaluate alternatives to arrive at a preferred plan
6. Refine the recommendations
7. Develop implementation strategies including funding

The stakeholders and community were active participants in all phases.

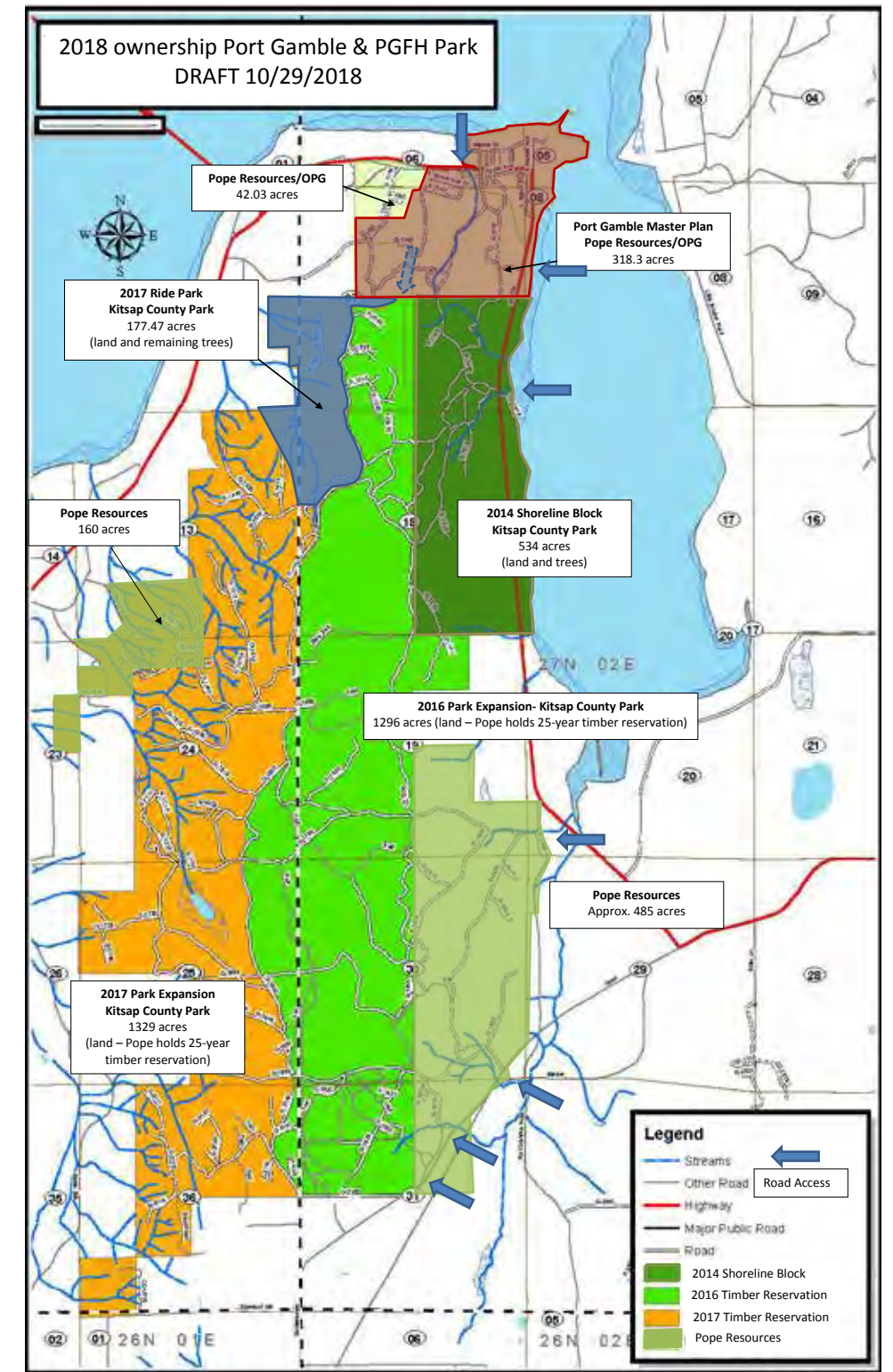


Figure ES.1 Acquisition Blocks for Port Gamble Forest Heritage Park



# 3- PLANNING PROCESS

## Decision-making and Approval Process

The Framework includes recommendations on facilities, programs, and policies. The public has been engaged extensively on the capital improvement priorities, conservation, and development priorities and to a lesser extent funding options and policy recommendations. Following public review of the draft documents, the Framework and Appendices were provided to County Commissioners for discussion and a formal public hearing. In December 2022, County Commissioners decided to address the recommendations outlined in the Framework as part of the upcoming 2023 Parks, Recreation and Open Space (PROS) plan update to ensure any benefits/impacts can be considered within the context of the greater countywide parks system.

The project team conducted a robust and inclusive outreach process to assist the County in understanding community priorities related to recreation and resource conservation. The evaluation of alternatives considered that the Park is a tremendous asset and acknowledges that the change in ownership and use demands a change in management, operations, and funding to ensure long term sustainability of the Park as a safe, accessible place welcoming to visitors and managed for health and benefit of the community residents and the environment.

## Project Goals & Objectives

This remarkable land resource is envisioned as a memorable place that supports the vision and goals of the community and will sustain the health and vitality of people and place for generations to come. Guiding principles were developed by the Stewardship Committee in 2015 along with a project vision. Early in the planning process both the project vision and project goals were refined.

### Vision

Port Gamble Forest Heritage Park is focused on the quality of its diverse environment, wildlife, user experience and recreation opportunities. The Park is managed to ensure ecological, educational, and economic sustainability by attracting local and regional visitors while bringing compatible economic benefits to the area.



## Stakeholder Engagement

Community participation in the planning process was very important to the County and consisted of a multi-faceted approach to engage as many people as possible. Various ways that stakeholders were engaged included:

- A Steering Committee with representatives from the community to work closely with the project team and provide an advisory role on decisions

- Development of a project website with periodic updates
- Advisory committees (groups of people) to address specific topics or issues
- Targeted outreach with a number of specific users (typically interviews)
- Surveys and questionnaires
- Newsletters
- News articles
- Educational panel
- Four public meetings
- Consultation with Local Indigenous Tribes



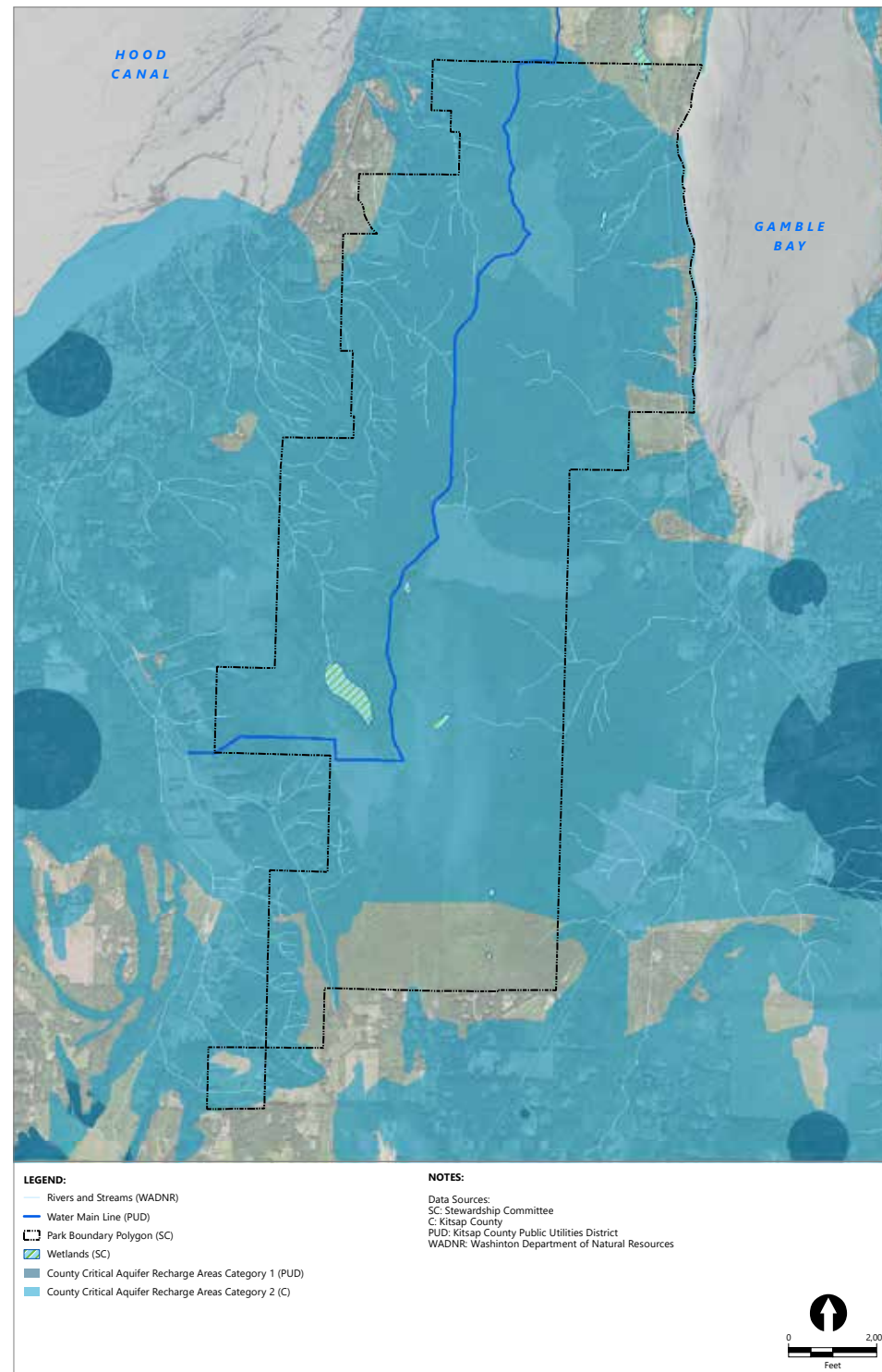
# 3- PLANNING PROCESS

## Site Inventory and Suitability Assessment

To gain an understanding of existing conditions and the suitability of the land to support recreation, education, conservation, and restoration activities an assessment of the landscape was undertaken. Background information, field environmental reconnaissance, and mapping supported a suitability analysis of land for envisioned conservation, restoration, recreation, and education uses.

A key focus of the reconnaissance effort was the condition of 36 individual forest stands in PGFHP. Maps previously generated by the PGFHP Stewardship Committee had designated these 36 forest stands as historical harvest units with relatively homogeneous conditions. Field reconnaissance was conducted from multiple locations in and around each stand, resulting in stand descriptions, conditions assessments, and management strategy recommendations. Also, a series of inventory maps was developed for the planning effort. Items inventoried and/or summarized in the Framework include:

- Critical Areas including:
  - Wetlands
  - Critical Aquifer Recharge Areas
  - Frequently Flooded Areas
  - Geographically Hazardous Areas
- Forest Condition including:
  - Timber Harvest
  - Age Class
  - Species Diversity
  - Invasive Cover
- Landscape Cover including:
  - Wetland Cover
  - Forest Cover
- Character
- Wildlife
- Geology and Soils
- Character
- Hydrology
- Land Use



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**Figure 4**  
Hydrology  
Port Gamble Forest Heritage Park

Figure ES.2 Hydrology of Port Gamble Forest Heritage Park

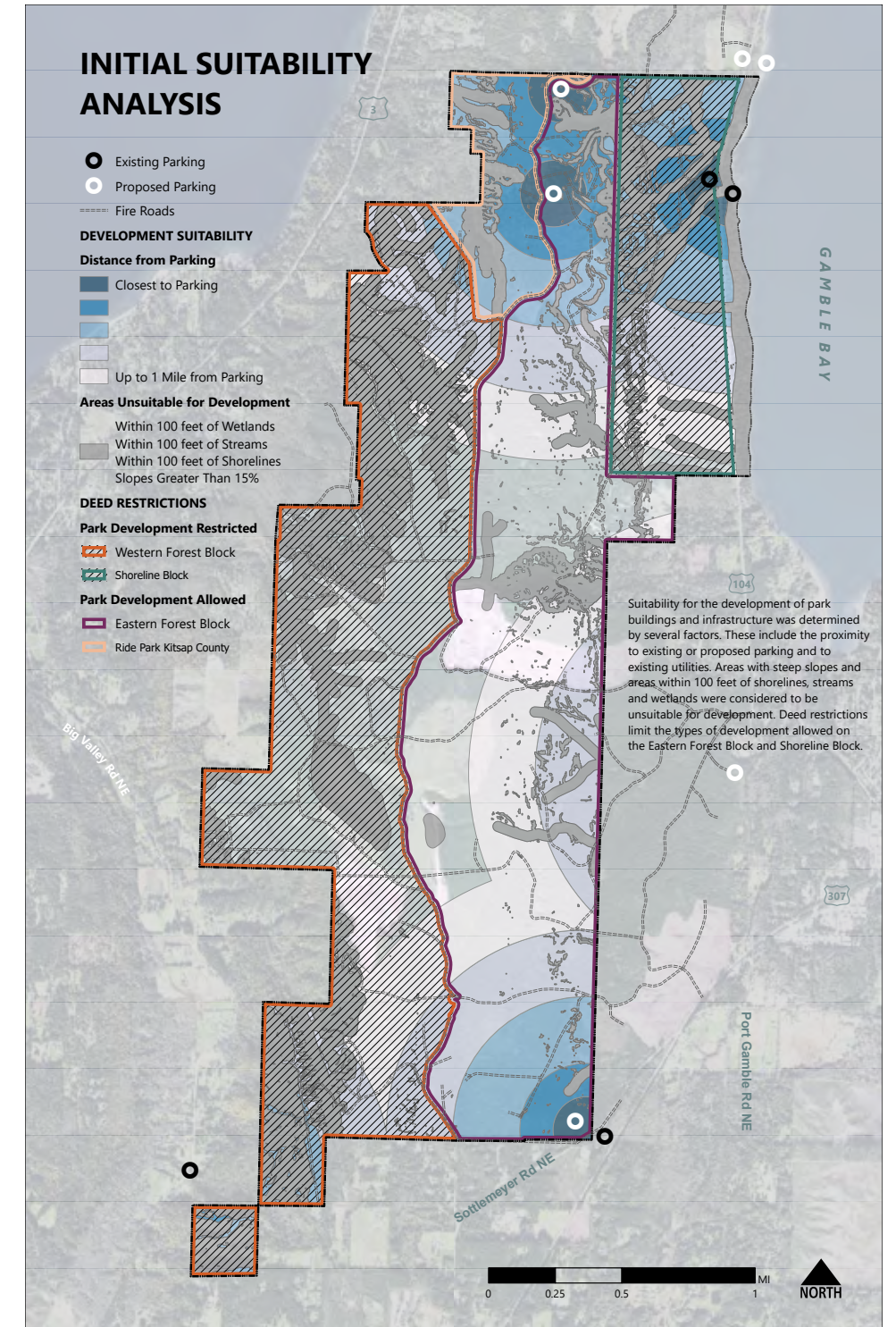


Figure ES.3 Initial suitability analysis



# 3- PLANNING PROCESS

## Economic Development & Quality of Life Benefits Analysis

Tourism economic development supports local jobs and income as park visitors spend money at local hotels, restaurants, and stores. The magnitude of this benefit may be approximately \$8,500 in local tax revenues and \$75,000 in local income earnings for every 1,000 parties that overnight in Kitsap County.

While tourism dollars are a boon to the local economy, the greatest economic development contribution of the Park is likely its effect on local quality of life and the ability of the region to offer recreation opportunities and an attractive place to live and work. People will choose to live in an area with high recreation and open space amenities. The economic development contribution of the Park in terms of attracting and retaining residents and businesses may be quite high.

In general, the funding strategy for PGFHP is closely tied to the land uses and facilities of the Park, as some land uses, and facilities will generate revenue (above and beyond their costs) for park operations.



## Economic Challenges and Opportunities

Multiple documents, research, and community outreach activities informed preliminary park programming. In the early analysis phase, issues/challenges and many opportunities were identified. Key challenges and opportunities are summarized below.

- **Planning for Change in the Landscape:**  
The existing and surrounding land uses, users, and demographics will change.
- **Alignment of Priorities and Stable Funding:**  
As Rayonier winds down operations the County will need to manage and maintain.
- **Recreation Land Suitability:**  
Physiographic limitations and tension between community recreation/conservation priorities.
- **Access, Equity, and Infrastructure:**  
The park must be accessible, safe and have infrastructure to support increased visitation.
- **Multi-user Trail Considerations:**  
Need to monitor and adaptively manage impacts conflicts.
- **Transition:**  
Transitioning the timber land to a sustainable and diverse forest.
- **Maintenance Costs:**  
Park agencies spend an average of \$7,556 per acre per year, (National Recreation and Park Association, 2021).
- **Revenue Generation:**  
Large parks typically have on-site revenues from user fees that cover only a portion of operating costs, with the bulk of costs covered by taxes and other revenue sources.



- **Revenue Generating Limitations:**  
There are policies/restrictions on park use by third parties/ concessionaires, direct revenue generation at the Park likely requires higher level of facility development that may not fit with the public's vision.
- **Free Access:**  
The public expects that park use be free; free park use is more inclusive and accessible to all.

# 3- PLANNING PROCESS

## Sustainable Community Forestry Issues

A healthy sustainable native forest will have more habitat as a result of species diversity with trees planted at lower and more varied densities than commercial forests. Current harvesting permits and the agreements between the County and timber company require standard green up/replanting densely with Douglas fir. The State Department of Ecology (DOE) reclamation requirements do allow for alternative planting restoration plans if land will not be commercially harvested. Program options considered and supported by the public include:

- Leave areas open to protect views of mountains and provide firebreaks and/or enhance habitat and nature-based recreational uses such as birding and wildlife viewing (with the understanding that this may technically be a conversion under Washington State’s Forest Practice Act and more expensive to maintain than a forest in perpetuity).
- Plant diverse tree species to improve terrestrial habitat and create open meadows which could add to diversity of habitat for terrestrial species, pollinators, and birds.
- Negotiate a different restoration approach including more diverse species, varying densities, patches of open meadow.
- Educate the community about healthy forests and explore alternative restoration and resource management approaches.
- Coordinate education, research, and job training with restoration efforts.
- Coordinate training and economic development opportunities, perhaps including a native plant nursery to propagate native species for tree planting programs.
- Coordinate with wildlife shelters, tribal restoration projects/ programs, water labs in Port Gamble, and colleges.
- Develop a science-based forest management plan for the entire park such as the Sustainable Forest Management Plan previously developed by the County (Arno Bergstrom, County Forester) for the Shoreline Block. Seek education and research partners to implement and monitor.
- Many people support protecting more of the existing trees from harvesting and shortening the duration of commercial timber harvesting.
- Parks such as PGFHP are expensive to operate and require sustained funding to manage, improve, restore, and maintain trails, facilities, and habitats. However, without a concerted focus on developing revenue generating facilities and events, the revenue generated at the Park itself will be limited.

## Program Opportunities Considered

The programming options for the Park were developed considering demographics, suitability assessments, challenges, and opportunities. Programming identified near-term needs and anticipated future needs and opportunities related to land uses, programs, facilities, and activities. The program options were presented based on three themes including 1) recreation and trails, 2) environmental and cultural education, and 3) natural resource conservation and restoration. Potential uses that were unrelated to these themes included solar and wind energy, food production, community gardens, land leases, and concessions.

## Plan Alternatives Considered

The evaluation and refinement of program options considered community preferences and priorities, partnership opportunities, costs, and benefits. Uses and activities that had a moderate level of support were integrated into alternative spatial plans. Ultimately, high priority elements are included in early phases of the implementation plan; however, all program elements that received a reasonable level of support are included in the Framework in later phases. Early phases focus on near-term implementation of community priorities for both recreation and conservation. The plan preserves future opportunities by recommending zones most suitable for recreation and conservation. The implementation plan recommends incremental implementation of recreational amenities. In the initial public meeting and surveys, the public had expressed a high level of support for resource conservation. In response to expressed preferences from partners, stakeholders, and the community, only a small portion of the Park is designated as suitable for active recreational use other than trails. The ambitious development plans included in the KPFD grant were not included as alternatives as there was limited community support for that intense level of recreation development.

## Evaluation Criteria

Opportunities for facilities and programs were generated from the community during targeted outreach and during the first two public meetings. Opportunities were related to recreation, education, and forest management. Screening of these opportunities was done by the consultant team, steering committee, and County Parks. Opportunities were screened based on the nine main goals developed for the project by the community early in the planning process.

## Community Preferences

There was strong consensus the Park should primarily be a community resource for nature-based activities. When options for funding and revenue generation were introduced, a majority of the public meeting participants indicated a willingness to pay dedicated taxes and fees rather than rely heavily on attracting tourists.

Programmatic opportunities that received at least a moderate level of support were integrated into a series of spatial plans. The programs and projects with greatest support were included in all alternatives. Programs and projects with modest support are included in future phases, thus preserving flexibility and future opportunities.

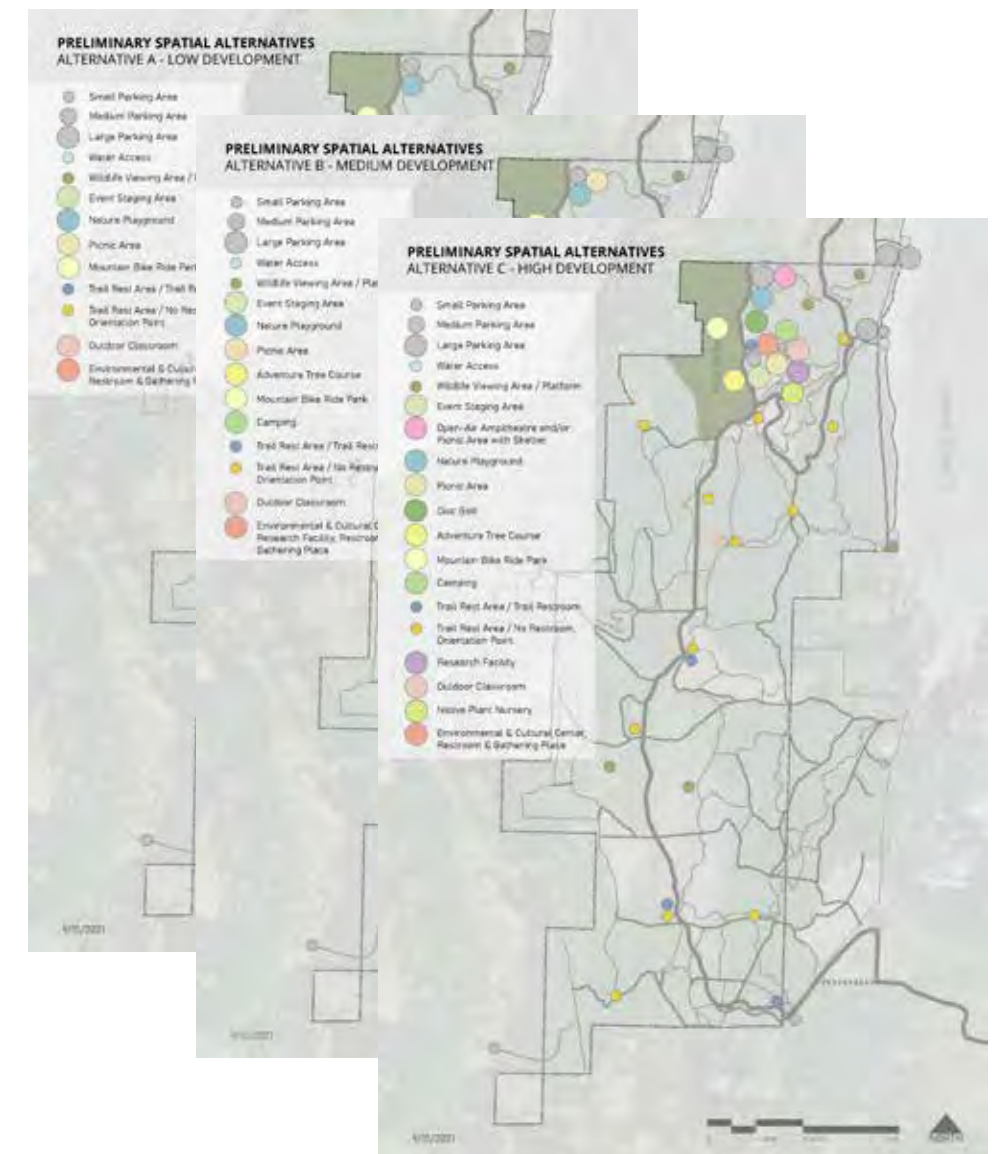


Figure ES.4 Alternative plans for recreation and education improvements



## 4- FRAMEWORK OVERVIEW

Based on public input and internal discussions, the project leadership team decided to move forward with spatial plans that included several recreation and education program elements with a goal of preserving future opportunities and implementing the improvements incrementally. The Framework places the uses with highest level of support in early phases of project. The Framework and phasing plans illustrate spatially how this phased incremental approach to implementation could be achieved. The plan is phased in such a way that shows sustainable and feasible growth of facilities as partnerships are identified, funding is secured, concessionaires are selected (for certain uses), and community need, and demand meet necessary thresholds. For brevity, this executive summary focuses on the final recommendations, phasing and implementation plans.

The program alternatives represented different intensities of recreation and education facilities and improvements. All plans located recreational and educational facilities throughout the Park but mainly concentrated at the north end in an area referred to as the North End Recreation & Education District (NERED). This area was deemed most suitable for development based on physiography, access, and limited land use restrictions. All uses and facilities proposed for the Park were considered “nature-based,” meaning that uses rely on the natural setting of the land and forest to provide a user experience unique to the place. Other nature-based facilities, typically small in area and impact such as viewpoints, were dispersed throughout the Park along the proposed trail system. Implementation of all facilities will occur in conjunction with a program to improve landscape health, predominantly restoring the forest so that people can enjoy large trees, be immersed in nature, and view wildlife.

### Community Priorities

While diverse stakeholders may always not agree on methods they do agree on outcomes. The priority is to improve the health of this landscape (the forest and the bay) in a manner that will sustain life for future generations. The community shares the vision of this Heritage Park as a unique and accessible community resource managed to address resource conservation, nature-based recreation, and cultural and environmental education.

There are many unknowns, with collaboration between partners, thoughtful decision-making, and adaptive management being the wisest way forward. The Park should be an accessible community resource managed for residents of Kitsap County yet welcoming to all

visitors. Safety is a priority; increased staffing and a sustainable source of funding will be needed as the County population grows, visitation increases, and the County assumes maintenance and operation tasks that have been performed by Rayonier and volunteers. The plan is forward looking, flexible, provides decision-making guidance and embraces principles for sustainability and resiliency in the stewardship, implementation, management, and maintenance of all resources.

### Conservation and Restoration

The community places high value on natural resource conservation including protection and enhancement of land, water, and biological resources including but not limited to forest and bay, terrestrial and aquatic habitat, and climate and disaster resiliency. While this planning process touched upon many issues, the land restoration plan and strategy are far from complete. While the County has a restoration approach already in place through the Forest Stewardship Program, there are opportunities for further professional study and research utilizing the site, including testing of reclamation techniques and forest succession. Protection of critical areas, views from the STO, and mature tree protection are also priorities.

### Environmental and Cultural Education

The Park presents multiple opportunities for cultural and environmental education. The long-term benefits of conservation education to the equity and sustainability of the natural world is increasingly documented and appreciated. Potentially this Park can provide an exemplary model of how landscape stewardship can improve the health of the forest and bay through education, community forest management, and research programs.

### Access

Equitable access to the Park for a diverse community of residents for recreation is a priority. This will require necessary infrastructure to support safe use of the Park. The community has prioritized trails and non-motorized access and agrees that road access should be minimal. The trail system should be retained and improved which will involve adopting a classification system for maintenance, design, and signage standards. Reclassification, decommissioning and redesign of some trails to enhance the user experience and protect resources will be required.

### Active Use Recreation

Active recreation as it pertains to this park is defined as an activity that requires the use of developed special facilities or equipment and the infrastructure to support those facilities. Specifically, examples of potential active recreation facilities in the Park include parking lots, restrooms, picnic areas with structures, playgrounds, camping/glamping, the Tree Adventure Park, and the Mountain Bike Ride Park. Active recreation use will be limited to a few small areas of the Park-clustered at the edges of the Park and predominantly at the north end near the growing town of Port Gamble.

Trails outside of the Mountain Bike Ride Park are not considered active use recreation facilities in the context of this park or plan- they are considered passive use facilities and non-motorized transportation facilities. Viewpoints, orientation points, and wildlife viewing areas are also considered passive use facilities.

Recreational uses should be predominantly nature-based; designed and managed to reduce impacts to the natural environment. Recreational uses that serve many users and provide multi-dimensional experiences to a variety of people should be prioritized over specialized uses or uses that are duplicative.

### Actions- Policy, Programs, Plans

The Framework includes recommendations on policies, programs, and additional planning in addition to spatial plans describing the location and phasing of trail improvements, new recreation and education uses and facilities, and land conservation and restoration priorities. The following table on page ES-11 is a synthesis of policy, programming, and planning recommendations.

The Framework is a guidance document to be used as a reference in future discussion at the Comprehensive Plan and Parks Recreation and Open Space Plan level. It is not a guaranteed future outcome. While the Framework provides significant analysis of the proposed uses, conservation strategies, and recreation opportunities, their implementation is flexible. Particularly, future discussions will determine much of the active recreation and education areas, ensuring adequate funding, partnerships, and support.

# 4- FRAMEWORK OVERVIEW

## RECOMMENDATIONS

The Framework includes recommendations on policies, programs, and additional planning in addition to spatial plans describing the location and phasing of trail improvements, new recreation and education uses and facilities, and land conservation and restoration priorities. These are described in following sections. The following table is a synthesis of policy, programming, and planning recommendations.

Recommendations have been categorized into four main categories:

- 1) Policy & Planning Documents that require amendments
- 2) Polices & Operations that require guidance
- 3) Capital Project Planning & Design
- 4) Funding

The first column contains the specific policies, programs, or planning actions that need to be addressed. The second column indicates if the action is a program, policy, or planning activity or a combination of these. The third column is a brief description. The fourth column identified which parties need to take the lead on addressing the recommendation. Columns five through seven establish the relative priority, cost, and revenue generating potential of each. The recommendations are discussed in more detail in throughout the Framework.



## IMPLEMENTATION PLAN

### POLICY, PROGRAM, AND PLANNING RECOMMENDATIONS

	Category	Description	Responsible Party	Priority	Cost	Revenue Potential
<b>POLICY &amp; PLANNING DOCUMENTS- AMENDMENTS</b>						
PGFHP - Framework	Policy / Planning	Continue coordination with local Indigenous Tribes during PROS planning process in 2023	Commissioners	1	L	L
PGFHP - Framework	Policy / Planning	Park Board to address Framework recommendations during PROS planning process in 2023	Parks Board	1	L	L
PGFHP - Framework	Policy / Planning	Commissioners	Commissioners	1	L	L
Resource Stewardship & Public Access Plan	Policy / Planning	Amend and adopt	Parks / Stewards / Commissioners	2	M	L
Comprehensive Plan Amendments	Policy / Planning	Amend County Land Use Policy and Zoning Use Table to include classifications for Heritage Parks	Planning / Parks	1	L	L
Comprehensive Plan Amendments	Policy / Planning	CPA to allow education and research facility	Planning / Parks	1	L	L
PROS Plan Amendments	Policy / Planning	Amend to include Heritage Park Landscape Classifications and PGFHP Framework	Parks / Planning	2	L	L
Capital Improvement Plan and County Budget	Policy / Planning	Incorporate PGFHP recommendations into Public Facilities, Parks, Public Works and Forestry Capital Plans	Parks/ Public Works	1	L	M
Non-Motorized Plan	Policy / Planning	Incorporate trail standards recommendations including adopting USFS standards	Parks / Public Works	2	L	M
Updates to State Recreation and Trails Plan	Policy / Planning	Coordinate with State to get PGFHP trails and STO into State Recreation and Trail Plans	Parks / Public Works	2	L	M
SEPA	Policy / Planning	Determine if Framework needs SEPA Review or if it will be per individual project	Parks / Planning	2	M	L
Town of Port Gamble/ Rayonier	Policy / Planning	Access and parking agreements	Commissioners	1	L	M
Sustainable Funding Strategy	Policy / Planning	Dedicated and consistent funding for restoration and recreation enhancements and maintenance	Commissioners / Parks	2	L	H
Reforestation Agreements in Land Acquisition Agreements	Policy / Program / Planning	Coordinate w/ State on alt. reforestation; Forest Practice Act allows if converting to non-commercial timber	Parks	2	L	M



# 4- FRAMEWORK OVERVIEW

	Category	Description	Responsible Party	Priority	Cost	Revenue Potential
<b>POLICIES &amp; OPERATIONS GUIDANCE</b>						
User & Event Fee Policies	Policy	Develop fee policy and rates for facility rentals, user fees, concessions, events, parking	Parks / Parks Board / Commissioners	3	L	M
Concessionaire Policy and Agreements	Policy	Develop goals, policy, and model agreements	Parks	3	L	M
Communications Plan	Policy	Communication plan to communicate with community, closures, etiquette, safety	Parks	3	L	L
E Bike Policy	Policy	Incorporate into trail plan	Parks	2	L	L
Policy on Foraging and Harvesting	Policy	Coordinate with local Indigenous Tribes	Parks	2	L	L
Volunteer Program	Policy / Program	Develop/ enhance volunteer program, appoint program lead- recreation, trails and conservation	Parks / Stewards	2	L	M
Volunteer Agreements	Policy / Program	Develop and manage agreements with community volunteer groups	Parks	2	L	M
Event Planning and Promotion	Policy / Program	Point of contact in County, re-engage Visit Kitsap	Parks / Visit Kitsap / Stewards	3	M	M
Emergency Access / Disaster Prevention / Safety	Policy / Program	Engage emergency providers	Parks / Fire	2	L	L
Regional Coordination	Policy / Program	STO- Leafline, Rails to Trails, Jefferson County, Clallum County, King County	Parks / STO Coalition	3	M	L
Regional Coordination	Policy / Program	Conservation planning; land conservation, regional open space, habitat and flyway corridors	Land Trusts / Planning / PSRC	3	L	L
Tree Acquisition Plan	Policy / Program	Priorities and funding	County / Forterra / Community Foundation	2	M	L
Park Monitoring Plan(s) & Process	Policy / Program	Monitor recreational use and ecological health and comply with grant requirements	Parks / Stewards	3	L	L
Regional Coordination	Policy / Program	Tourism & economic development	Visit Kitsap / KEDA / Lodgings Association	3	L	M
PGFHP Operations Plan	Policy / Planning	Create organizational chart, staffing plan and budget; address roles, assign dedicated staff	Parks	1	L	M
Recreation Facilities & Infrastructure O&M - County	Policy / Planning	Address maintenance, operations of trails, roads, rec facilities, infrastructure, and restoration	Parks / Public Works	1	L	L
Restoration / Forestry O&M	Policy / Planning	Address diversity of habitat, resiliency, hazard mitigation- Framework provides guidance	Parks	1	L	M
Tree Protection Priorities	Policy / Planning	Agreement requires Forterra or very experienced conservation organization	Commissioners	2	L	L
Equitable Access	Policy / Planning	Coordinate with Kitsap Transit and Accessibility Advisory Group	Parks / Local Indigenous Tribes	3	L	L
Signage Plan	Policy / Planning	Framework provides guidance, develop further to insure quality & consistency	County / Consultants	3	M	L
STO Plan	Policy / Planning	Plan, engineer, maintenance plan	Public Works / PRSC / Regional Trails Groups	2	H	M
Sustainable Forest Management Plan	Policy / Planning	Strategies, research long-term collaborative partnerships	Parks / Education Institutions / Non Profits	2	H	M
Design Standards- Sustainable, Low Impact, Green	Policy / Planning	Trails, roads, signs, structures, infrastructure, utilities - community desires exemplary/exceed County standards	Parks / Stewardship	3	M	L
Access / Infrastructure Plan	Policy / Planning	Water, storm, wastewater, power- low carbon, sustainable, renewable, low impact	Parks	4	M	L
Monitoring Plan	Program / Planning	Adaptively manage, monitor for safety, user conflicts and environmental degradation	Parks / Stewardship	2	M	L
Recreation Programs	Program / Planning	Seek partners to offer recreational programs in park	Parks / Stewardship	3	L	L
Park Maintenance Plan	Program / Planning	Plan and Budget for Restoration, Trails and Recreation Facilities	Parks / Stewards / NKTA	2	L	L
Education, Research, Internships	Program / Planning	Local Indigenous Tribes, educational institutions, CTE Programs, non profits	County- TBD	3	M	M
Job Creation Programs	Program / Planning	KEDA, workforce development, re-entry	County- TBD	4	M	M
Implement Staffing Plan	Program	Include caretaker/ranger, expand forest management program, dedicated coordinator for PGFHP	Parks / Commissioners	1	H	L
County Forest Stewardship Program	Program	Scale up to meet increasing needs, add additional science, research and long-term monitoring component	Parks	2	M	M
Education Programs	Program	Formal and informal, all ages, ethnicities and abilities; partners for research and citizen science	Partner Institutions / Tribes / Non Profits	4	M	M
Interpretive Plan	Planning	Develop interpretive master plan- including themes and approach (signs, digital)	Parks / Consultants	4	M	L
Resiliency / Climate Impact Assessment	Planning	Important to support grants from federal agencies	Parks	3	M	L
<b>CAPITAL PROJECT PLANNING &amp; DESIGN</b>						
Priority Projects in Capital Improvement Plans / Budgets	Policy / Planning	Incorporate restoration, recreation, and infrastructure projects into CIP	Parks / Public Works / Public Facilities District	1	L	L
County Recreation Priorities	Policy / Planning	Feasibility studies and active recruitment, RFP- priority facilities	County / Consultants	2	L	L
Prioritize Projects	Planning	Recreation, trails, forestry, conservation, infrastructure	County in consultation with Tribes & Stewards	2	L	L
Feasibility Analysis-Priority Facilities	Planning	Develop project proforma, more detail than Framework	Parks Department / Public Facilities District	3	M	M
Fund, Design & Permit of Priority Projects	Planning	Recreation, trails, infrastructure, and restoration / conservation projects	Parks / Consultants	2	H	M
<b>FUNDING</b>						
Developer Contributions	Policy	Develop a policy	Commissioners	2	L	M
Explore Mitigation Banking Credits	Policy / Planning	Research feasibility	County	4	M	M
Evaluate Feasibility of Park District	Policy / Planning	For maintenance & operations and/or recreation improvement and restoration programs	Commissioners	3	M	H
Strengthen Parks Foundation	Program	Opportunity to solicit donations and promote funding initiative	Stewards	3	L	M
Attract Lower Cost Labor Resources	Program	Ameri-core, internships, re-entry programs, CTE, and job training programs	County in Partnerships	2	L	M
Partnerships	Program	Strengthen existing, cultivate new	Commissioners / Parks	2	L	M
Cultivate Donors: Private, Corporate, Nonprofit, Individuals	Program	New and past donors (Kitsap Forest and Bay Coalition, Donors to Forterra Campaign)	Community Foundation / Stewards	2	L	M
Funding Strategy	Planning	Identify dedicated source of funding- maintenance as priority, include reforestation and Capital projects		1	H	H
Grant Support	Planning	Research sources, write grants	Parks	2	M	H
Monitor Federal and State Legislation	Planning	Anticipate, equity, job creation, collaboration & resiliency will be key to successful grants, begin to position	Parks	3	L	M
Public Facilities Grant Application	Planning	Priority projects that support economic development	Parks	2	L	M
Explore Partnerships	Planning	Local Indigenous Tribes, state, federal, non profit and institutional partnerships	Parks / Commissioners	3	L	M
Explore Feasibility PGFHP as Demonstration Project	Planning	State agencies, extension Service, universities, federal partners	Commissioners	2	L	M
Explore Potential of Natural Resource Management	Planning	Economic development sector, job training and job creation	County / KEDA	3	L	M

# 5- PARK RECOMMENDATIONS- LAND USE, TRAILS, RECREATION, EDUCATION & INFRASTRUCTURE

## Land Use Recommendations

An objective of the planning process was to align PGFHP Framework recommendations on land uses with other County plans and processes. Prior to this Framework, the 2015 PGFHP Resource Stewardship and Public Access Plan (Stewardship Plan) has provided guidance for land use decisions in the Park. The Stewardship Plan describes land uses, facilities, and activities to be allowed or prohibited in five landscape classifications within PGFHP. The plan also addresses recommendations on the priorities for management of natural, cultural, and historic resources. Because the Stewardship Plan is referenced in land acquisition legal agreements pertaining the West Forest Block, the PGFHP Framework recommends that the 2015 Resource Stewardship and Public Access Plan be formally adopted as part of this Framework with a few modifications.

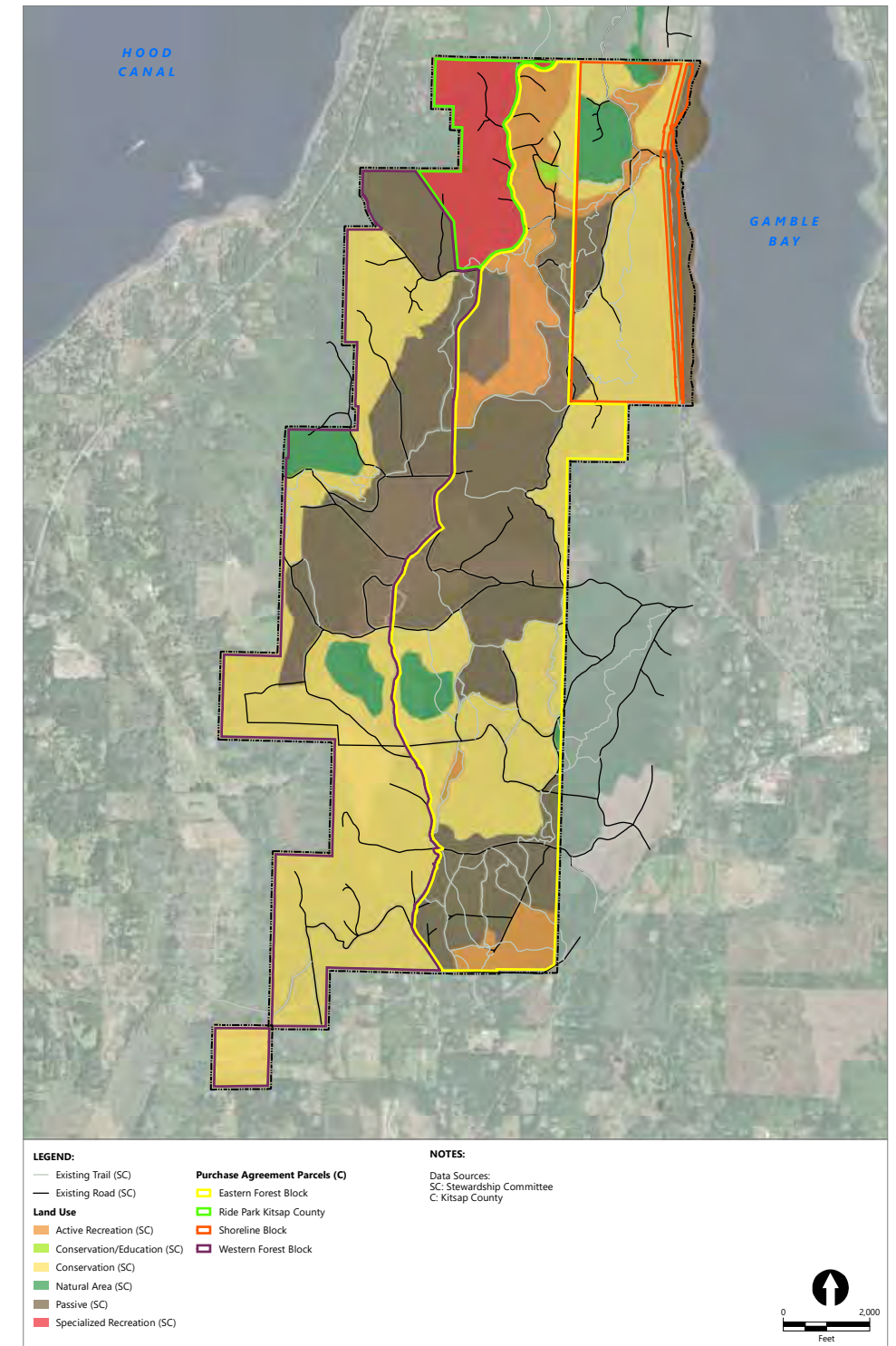
Modifications are described in the Framework and include perpetual public access in all landscape classifications- meaning that trails (as proposed in this Framework) are not prohibited from any of the landscape classifications, with the exception of Class 5 trails (such as the STO) within the Natural Area landscape classification. Additionally, it is recommended that perpetual management of cultural and historic resources be allowed in all classifications and that natural resource management be informed by the County Forester's most current forest management plan. An additional landscape classification- Conservation Education is proposed in the Framework. Many of the land uses allowed in County Parks will be limited or conditioned in PGFHP. A detailed Zoning Use Table of allowable uses is provided in the report.

The County periodically updates land use and zoning policies. The Zoning Use Table in this document should be updated concurrently to avoid conflicts between documents. This study used the land use policies and County Zoning Use Table that were current when the project commenced in 2021. There are limitations or conditions proposed in the Framework on uses currently allowed in the Park- this is intentional as a result of community input during the course of the planning process.

This Framework recommends the County adopt the following landscape classifications within Heritage Parks and integrate additional restrictions. The recommended landscape classifications include:

### Proposed Landscape Classifications:

- **Natural Area (NA)**  
Noted as "Natural Area" in the 2015 Stewardship Plan
- **Conservation Area (C)**  
Noted as "Conservation Area" in 2015 Stewardship Plan
- **Passive Recreation (PR)**  
Noted as "Passive Recreation" in the 2015 Stewardship Plan
- **Active Recreation (AR)**  
Noted as "Active Recreation" in the 2015 Stewardship Plan
- **Specialized Recreation (SP)**  
Noted as "Specialized Recreation" in the 2015 Stewardship Plan
- **Conservation Education (CE)**  
New classification (not in 2015 Stewardship Plan) for conservation education and research use



**Figure 3**  
**Land Classification**  
Port Gamble Forest Heritage Park

Figure ES.5 Proposed landscape classifications



# 5- PARK RECOMMENDATIONS- LAND USE, TRAILS, RECREATION, EDUCATION & INFRASTRUCTURE

## Trail Recommendations

The existing trail system, described previously in this report, is currently a network of disjointed trails. The proposed trail system will make a cohesive trail network. This Framework proposes a trail classification system that should be adopted to guide future improvements and management of the trail system. It is comprised of four trail classifications that apply to trails in this park. They are consistent with current PROS Plan and Non motorized Transportation Standards yet add specificity on Trail Fundamentals, Design Parameters and Standard Specifications for Construction and Maintenance of Trails as developed by the United States Forest Service (USFS).

## Accessibility

User accessibility was a significant factor in trail planning. The Park was acquired for all residents and visitors to Kitsap. While not all of the Park will be accessible to all people, the Framework includes recommendations to accommodate opportunities for those differently-abled or those with physical limitations. Smaller parking lots and trail heads are proposed around the periphery of the Park which allow for access to different Park sections for use by multiple audiences with differing capabilities.

## Proposed Trail Improvements

The trail system is a network that will tie together the recreation and education facilities that are being proposed. In addition to being recreation facilities themselves, trails can connect places for learning and personal enjoyment. Several “destinations” have been identified on the plans as locations for viewpoints, simple rest areas with benches, or outdoor classrooms.

The following strategies summarize trail improvements, with regard to classification, within the Park:

- The STO Trail through the Park will be designated Class 5 since it will be a paved, shared-use path that is considered a regional connector.
- Many of the existing logging roads will be maintained and designated as Class 4 trails within the Park, providing a dual function- as recreation trails and for periodic forest management access. These trails will continue to be maintained as gravel surfacing and 8’ width, minimum.

- There are several existing logging roads that will be decommissioned as recreation trails since they are rarely used, are spurs that lead to nothing but forest and don’t provide connectivity within the trail system, and would be expensive to maintain. These spurs, while not maintained by Parks, could be used for future forest management practices (fire access or thinning) if necessary, although they would likely require some clearing and resurfacing at that time.
- Some of the existing gravel logging roads will be transitioned from Class 4 to Class 3, primarily by allowing the adjacent native vegetation to grow on the road shoulders and by not replenishing the gravel surface. This will occur primarily in areas where a connection is trying to be made between existing or proposed Class 3 trails for a consistent user experience.
- There are a few existing recreational trails that will be decommissioned, and the disturbed corridor restored back to forest habitat. Several of these trails were previously identified by the PGSC as needing decommissioning due to their extensive and ongoing maintenance burden and/or due to their location within critical areas.
- Most of the trail system in the Park, including existing, improved, and new trails will be designated as Class 3. These will be multi-use trails with a soft surface (dirt or gravel), servicing those on foot, bicycle, horse, or appropriate mobility device.

## Sound to Olympics (STO) Trail

The STO alignment through the Park was considered from the outset of the acquisition campaign in 2010. It was further memorialized with the North Kitsap String of Pearls Trail Plan in 2011 and the Kitsap County Non-Motorized Facility Plan in 2013. Both documents included expansive public outreach to Kitsap residents, community groups and organizations. Both Plans received nearly unanimous support at their adoptions. Since this time, the STO alignment has been acknowledged in acquisition documents, stewardship plans and feasibility studies. Kitsap has dedicated hundreds of thousands of dollars to the planning, design and eventual construction of the

There are several spatial trail plans in the Framework which depict the transition from the existing system to the proposed system including:

- All existing trails including fire logging roads and soft-surface trails
- Existing trail classifications as defined by the PGSC (Easy, Moderate, Difficult)
- Proposed trail segments to be decommissioned, added, or transitioned from one trail classification to another
- Proposed trail classifications for the revised network based on the USFS classification system
- Programming opportunities along the trail- STO character zones
- Programming opportunities along the trail- destinations and orientation points
- Programming opportunities along the trail- Class 3 loop trails
- Programming opportunities along the trail- Class 4 loops trails
- Existing and proposed access points and parking to support the trail system
- Proposed trail user types (multi-use, hiker/horse, mountain bike only).

multi-million-dollar public investment. The paved surface of the STO allows for a safe and stable means for all visitors, regardless of ability, to experience the beauty of portions of the Park.

# 5- PARK RECOMMENDATIONS- LAND USE, TRAILS, RECREATION, EDUCATION & INFRASTRUCTURE

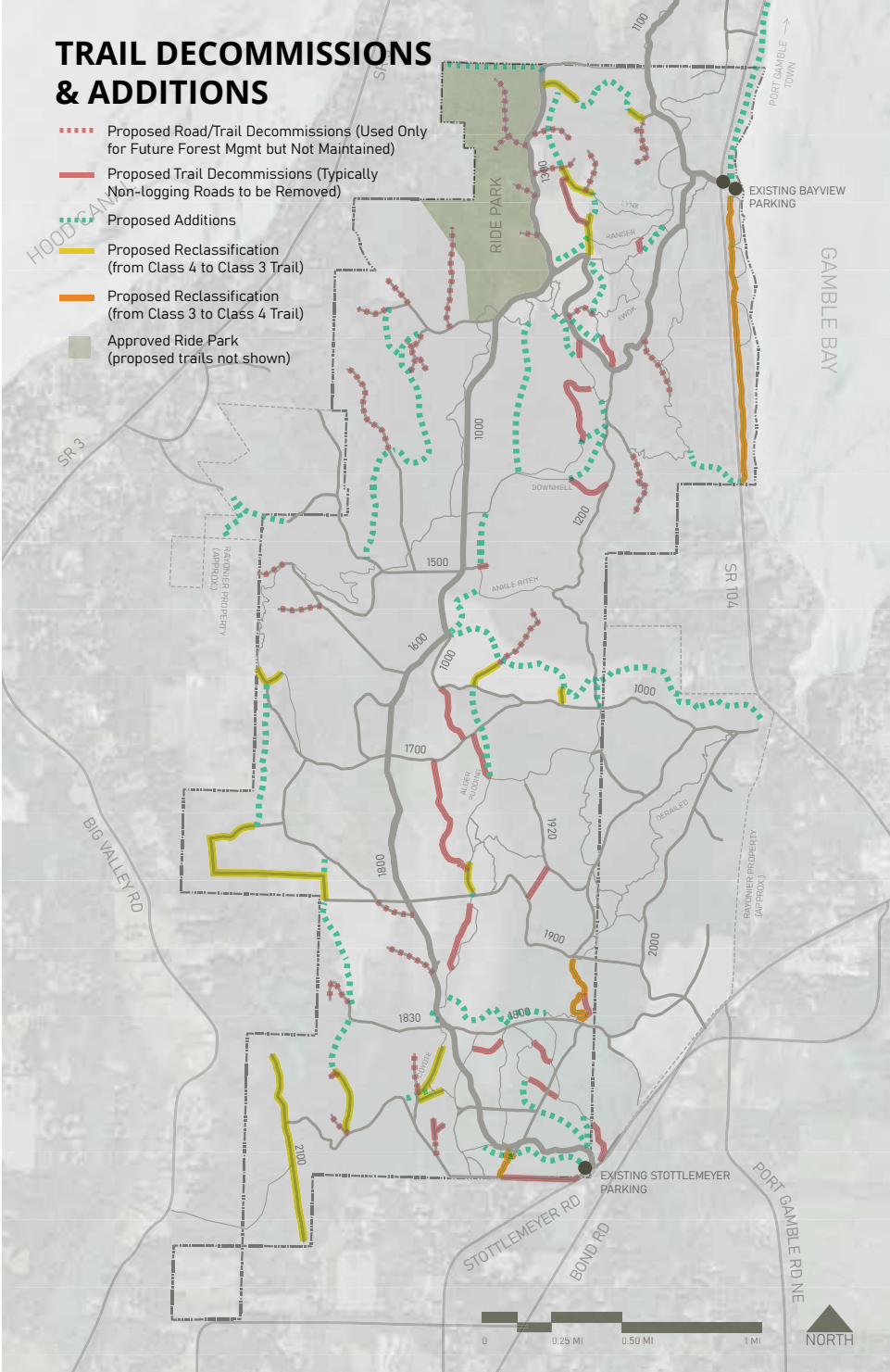


Figure ES.6 Proposed trail decommissions, additions, and reclassifications



Figure ES.7 Proposed trail classifications

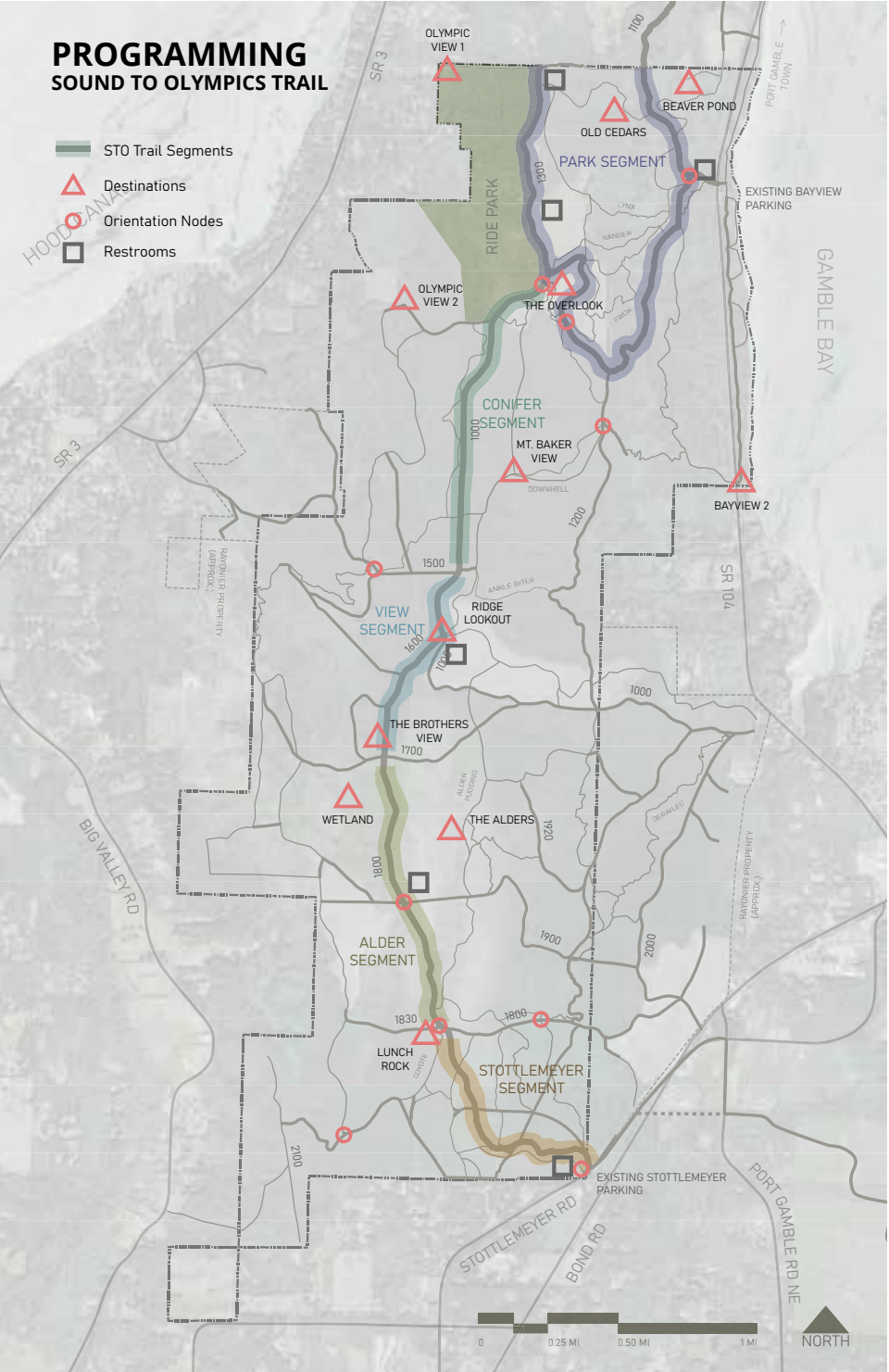


Figure ES.8 Sound To Olympics Trail program zones and dispersed park destinations



# 5- PARK RECOMMENDATIONS- LAND USE, TRAILS, RECREATION, EDUCATION & INFRASTRUCTURE

## Recreation Facility Recommendations

Recreation facilities and uses would be “nature-based” and utilize the forested landscape as the setting for play and learning. Many also support the concept of restoration as the forest will be transitioned from a working timber forest to a healthy forest for wildlife habitat. Facilities are proposed to be concentrated in a small area of the large Park. The remainder of facilities are small and dispersed throughout the Park and support the trail system and are nature-based, such as viewpoints. Facilities will be designed and located so they are multi-use, flexible, and adaptable. Facilities are planned, and will be designed, to allow for phasing and growth, and implementation of facilities will occur in conjunction with a program to improve landscape health- predominantly the forest throughout the Park.

## Clustering Strategy

Most proposed uses and facilities are clustered around four areas of the Park with the majority being proposed for the north end of the Park. The other three smaller areas of development will be at the Bayview parking area along Highway 104 on the east side of the Park, the Stottlemeyer parking area at the south end of the Park, and the new parking area at the north end of the Park servicing the Ride Park. Facilities are proposed to be concentrated at the north end of the Park for several reasons including:

- Proximity to the town of Port Gamble and existing utilities
- It will be serviced by a new road through Rayonier property from the north
- The area is adjacent to the approved STO Trail and Ride Park
- It is a relatively large, flat area
- There are less critical areas in this location- such as streams, wetlands, and steep slopes
- There are existing and potential views from the top of the ridge
- Many of the timber parcels in this area have recently been logged, leaving a clearing with no large trees
- Development and maintenance costs are reduced by clustering
- The area is within the Eastern Forest Block- the deed for which has less development restrictions compared to the Western and Shoreline Forest blocks of land

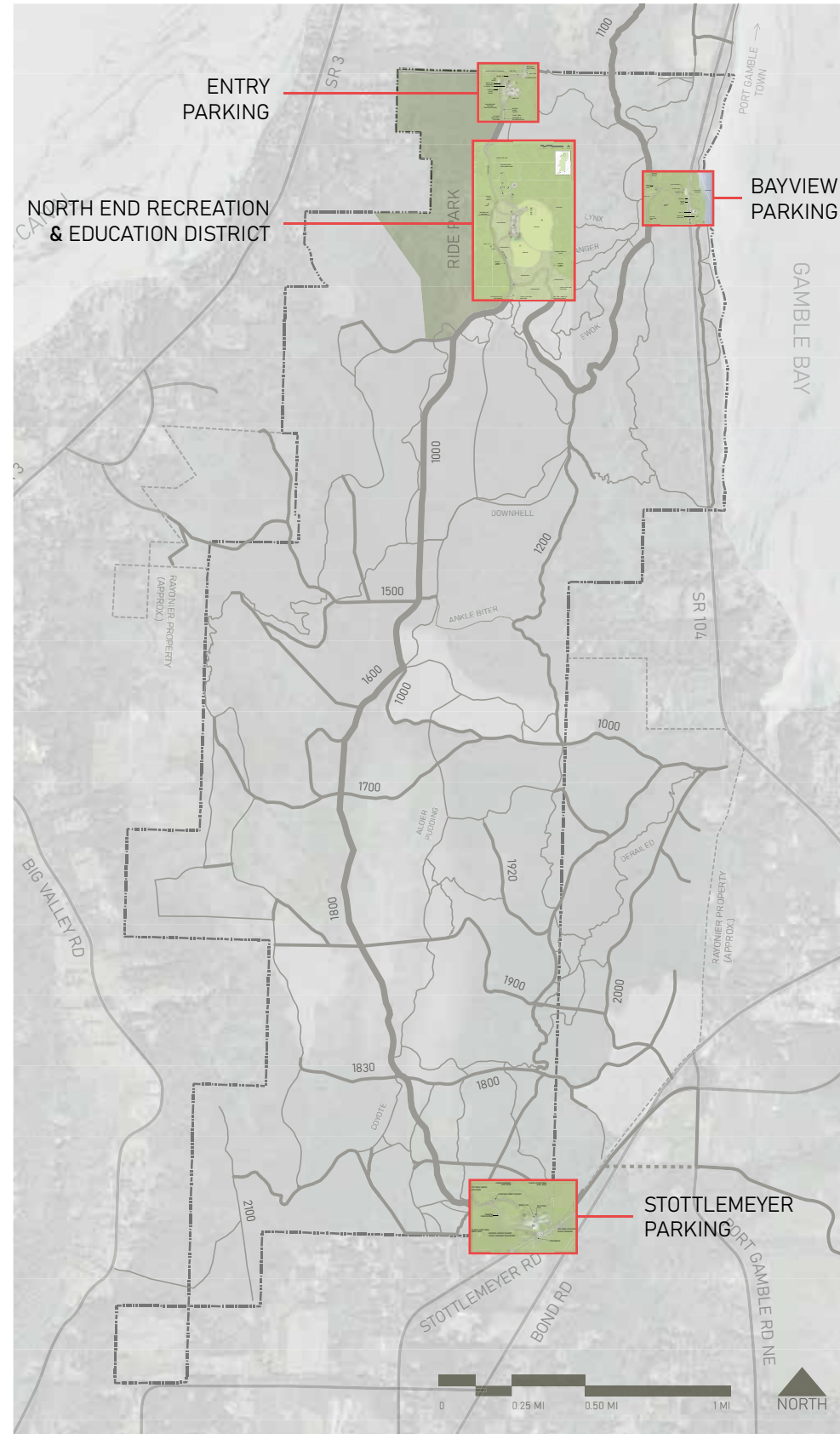


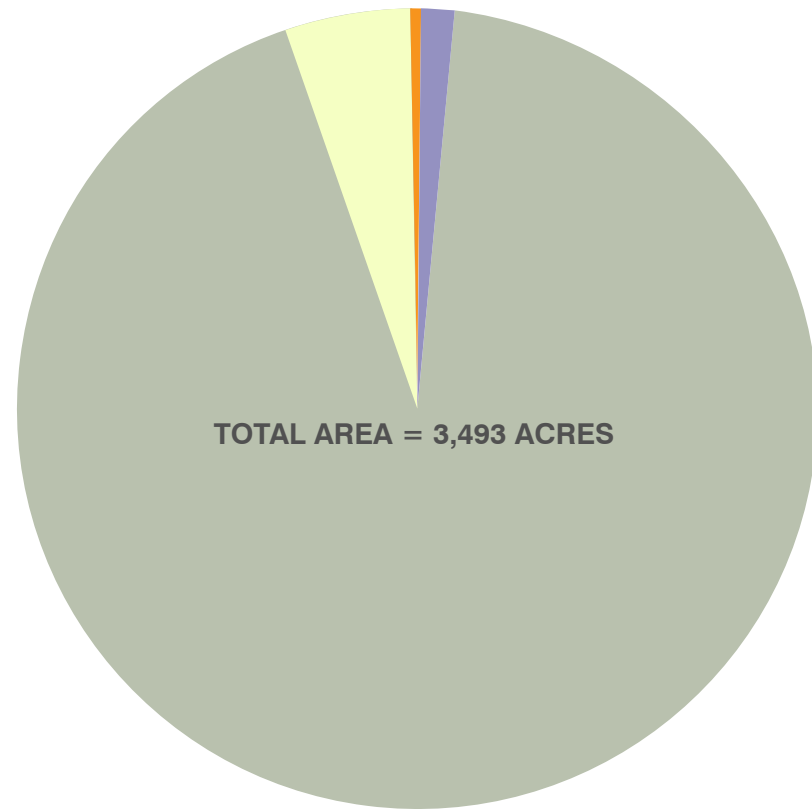
Figure ES.9 Recreation improvement zones within the park

## Phasing

Recreation and education improvements will be phased depending on funding, partnerships, and ongoing community support. Proposed facilities shown in spatial plans have been arranged for flexibility. Improvements proposed in earlier phases should not restrict improvements that could occur later. Logical locations for different facilities and their relationship to each other were considered in the conceptual spatial plans. Maximum flexibility was integrated into the designs so that spatial plans will work whether improvements cease after Phase 1 or continue to occur through subsequent phases if funding and community support allow. It is important to put in place the infrastructure needed to manage the conservation and recreation resource. Early improvements will include parking, trailheads, small multi-use community facilities, restrooms, signage, and emergency access.



## PROPORTION OF IMPROVEMENTS TO CONSERVATION/RESTORATION AREA



TOTAL AREA = 3,493 ACRES

- CONSERVATION & PASSIVE USE TRAIL SYSTEM**  
3,261 ACRES (93.3% OF TOTAL AREA)
- RECREATION, EDUCATION AND PARKING AREA IMPROVEMENTS**  
NORTH END RECREATION & EDUCATION=33.1 ACRES  
NORTH END PARKING AREA=3.6 ACRES  
BAYVIEW PARKING AREA & SHORELINE=4.2 ACRES  
STOTTLEMEYER RD. PARKING AREA=4.1 ACRES  
TOTAL IMPROVEMENT AREA=45.0 ACRES (1.3% OF TOTAL AREA)
- RIDE PARK**  
177.5 ACRES (5.0% OF TOTAL AREA)
- SOUND TO OLYMPIC TRAIL**  
9.7 ACRES (0.3% OF TOTAL AREA)

PLAN CODE	DESCRIPTION (See summary description in master plan)	TARGETED/ESTIMATED COMPLETION:				
		(YEAR 1-5) PHASE 1	(YEAR 6-10) PHASE 2	(YEAR 11-15) PHASE 3	(YEAR 15+) PHASE 4	
<b>RECREATIONAL USES/FACILITIES</b>						
1	Parking (E- Existing and P- Planned/Proposed)	Total (below): 600 not including staging area overflow				
1A	E- Bayview (Hwy 104) West	25 vehicles + expand (50 vehicles)+ new restroom + crosswalk on SR104 + gate	improve	expand		
1B	E- Bayview (Hwy 104) East	No change in size- 15 vehicles, add gate	improve			
1D	E- Stottlemeyer Roadside	No change in size- 20 vehicles, overflow for new Stottlemeyer parking	existing			
1E	E- Millie's	No change in size- 2 vehicles, no restroom	improve			
1F	P- Sandpit (Future)	25 vehicles, no restroom	x	x		
1G	P- Stottlemeyer	12 vehicles, 6 horse + restroom later in Phase 1	2022, x			
1H	P- North Ride Park	75 vehicles + restroom later in Phase 1	2022, x			
1I	P- New Airfield Replacement East	100 vehicles, no restroom			x	
1J	P- New Airfield Replacement West	100 vehicles, no restroom		x		
1K	P- Gathering Place/Staging Area	100 vehicles (restrooms in other structures/projects)	x			
1L	P- Walk-in Camping/Edu Center/Research	75 vehicles (restrooms in other structures/projects)		x	expand	
1M	P- Glamping/Group Camping	25 vehicles (restrooms in other structures/projects)		x	expand	
2	Water Access	Improve existing access, signage, restoration	x			
3	Wildlife Viewing Areas/Platforms	12- Locations TBD, mainly additional boardwalks + fire tower structure in Phase 1	4	4	4	
4	Event Staging Area (Replace Airfield)	6-8 acres adjacent to formal parking for other facility	x	expand		
5	"Gathering Place"	Entry feature with interpretation, plaza, covered space	x			
6	Nature-based Playground	3- Adjacent to: North STO, Stottlemeyer, & Bayview parking areas	1- N STO	1- Stottlemeyer	1- Bayview	
7	Picnic Area with Shelter	5- Staging, North STO, Stottlemeyer, Bayview parking areas, Education Center	3	1	1	
8	Concessionaire Structure + Restrooms	Located at Staging parking area- for Tree Adventure Park and Assistive Devise	x			
9	Tree Adventure Park	7-10 acres in Ride Park (south end)	x			
10	Mountain Bike Ride Park ("Ride Park")	Approved and under construction	2022-2023			
11	Camping- Walk-in (Group & Individual)	Small/50-100 tent spaces- walk-in with pit toilets (4) and cart barns (4)		x - 50	x - 50	
12	Glamping- Walk-in	Small cabins/yurts- 10-20 spaces- walk-in with pit toilets (2) and cart barn (1)		x - 10	x - 10	
14	Host Campsite	Within Glamping parking area		x		
15	Trail Restrooms (pit toilets)	2- Additional along STO (doesn't include new at parking areas)	x	x		
16	Orientation Points	Multiple- Throughout park (small kiosks at key trail intersections)	x	x	x	x
--	Trails (see trail plans)	Decommissioning, adding new, transitioning to different trail classifications	ongoing	ongoing	ongoing	ongoing
--	Sound to Olympics Trail	Approved	2023	ongoing		
<b>EDUCATIONAL USES/FACILITIES</b>						
20	Research Facility	Independent of other education facilities				
21	Indoor/Outdoor Lab + Restroom	2,000 SF- lab, restrooms, open offices, site work, utilities		x	expand	
23	Greenhouse	Research/commercial, size dependent on programs		x	expand	
24	Outdoor Classroom Area	1- Large, covered, near Education Center + 2 small (dispersed within park)	x	x	x	
25	Native Plant Nursery	Associated with research facility- 4 acres, fenced		x	expand	expand
27	Restroom & Docent Space at Education Complex	600 SF, flush toilets, docent space at north end		x	expand	
26	Education Center/Multi-use Facility	Phase 2- 1,000 SF, Phase 3- add 1,000-2,000 SF, Phase 4- add 1,000 SF		x	expand	expand
28	Add Interpretive/Classroom + Restroom	1,000 SF included in above		x	expand	expand
29	Add Gathering Hall/Kitchenette	1,000 SF included in above			x	expand
30	Education Bunkhouse	Overnight Accommodations for Education Center + Restroom, 2,000 to 4,000 SF		x	expand	expand
<b>INFRASTRUCTURE</b>						
Transportation						
40	Main Road to North End Rec/Edu District	Main access road into park + infrastructure, 24' width	gravel	paved		
41	Spur Road to Research Facility/Camping	Gravel only		gravel	add parking	
42	Spur Road to Glamping	Gravel only		gravel	add parking	
43	Bus Stops	Bayview (Hwy 104) and Stottlemeyer Road (or Bond Road)	x			
44	Gates- parking lots and roads	Multiple	x	x	x	
Utilities						
Primarily to service North End Rec/Edu District						
45	Power	Assume solar for North End Rec/Edu District- as needed per structure	x	expand	expand	
46	Water	KPUD waterline under proposed STO route	x	expand	expand	
47	Comm	Possible install under new road or STO spur route to North End Rec/Edu only	x	expand	expand	
Services						
48	Park Host/Ranger Residence	900-1,200 SF, 2 bedrooms, 1 bath, potential modular/green	x			
49	Park Maintenance Yard & Shop	1,500 structure and 15,000 SF gravel yard	x	structure		
50	Waste	Dumpsters and trash/recycle receptacles at parking areas and trailheads	x			
Signage						
51	Wayfinding Signs	Kiosks, orientation, directional, etc. See signage framework section of plan	x	x	x	x
52	Interpretive Signs	Need to develop Interpretation/Education Program	x	x	x	x

Table ES.2 Facilities and infrastructure phasing



# 5- PARK RECOMMENDATIONS- LAND USE, TRAILS, RECREATION, EDUCATION & INFRASTRUCTURE

## Proposed Recreation Facilities

Proposed facilities have been categorized as either recreational or educational even though there may be overlap in users and programs associated with each.

Descriptions of the facilities are organized in the Framework by location within the Park: either 1) located at the north end of the Park in the North End Recreation & Education District or 2) dispersed throughout the Park.

### 1) Recreation Facilities Proposed for the North End Recreation & Education District

- Mountain Bike Ride Park
- Event Staging Area: (Replace Airfield)
- "Gathering Place"
- Tree Adventure Park
- Picnic Areas
- Walk-in Camping
- Walk-in Glamping

### 2) Park-wide Dispersed Facilities

Outside of the concentrated areas of recreation facilities exist the large, forested tracts of the Park and the extensive trail network. The trail network will connect places for learning and personal enjoyment. Several "destinations" have been identified that could take the form of viewpoints, simple rest areas with benches, or outdoor classrooms. Recreation facilities dispersed throughout other areas of the Park include:

- Water Access at Bayview
- Picnic areas at Bayview, Stottlemeyer, and North Ride Park
- Nature based playgrounds at Bayview, Stottlemeyer, and North Ride Park
- Wildlife Viewing Areas/Platforms
- Orientation Points

## Proposed Education Facilities

Architectural concepts are described for each phase in the Framework. These facilities and programs will be designed with facilitation of equitable access and long-term environmental benefits in mind. Programming, partnerships, and associations throughout the life of the facility will influence subsequent phase development. The Framework outlines a development strategy that empowers early phase construction to influence need, revenue, and capital campaign potential for later phases. Accessibility will be influential throughout all facilities, with multi-generational uses and programming available throughout the park. Educational facilities described include:

- Outdoor Classroom Area
- Viewing Platforms
- Research Facility with Small Indoor/Outdoor Lab
- Education Center / Multi-Purpose Learning Facility
  - Interpretive Classroom Addition
  - Gathering Hall / Kitchenette Addition
- Education Bunkhouse + Future Expansion
- Restroom & Docent Space
- Research Greenhouse Addition

Throughout all phases of development, sustainability will be a guiding principle of design, cultivating an approach of site specific, right-sized, durable facilities that are human-centered, beautiful, and designed to withstand the test of time. Consider using performance-based system for measuring, certifying, and monitoring features of the built environment that impact human health and wellbeing, through air, water, materials, light, fitness, comfort, accessibility, and human and environmental service.

### Programs and Partnerships

Partnering with universities, colleges and community colleges would facilitate long-term education and research projects. Partnering with non-profits could expand both education and park stewardship. Partnering with Federal and State agencies on a demonstration forest restoration project might attract grants with the Park potentially serving as a national model of restoration and management of a community forest and park. There has been expressed interest in workforce development, training youth and providing career paths for high school students. These opportunities might be realized in partnership with Tribes, STEM and CTE programs, colleges, universities, economic development programs and/or incarceration/re-entry programs. A variety of programs could be explored.

## Proposed Supporting Infrastructure

Providing infrastructure to support recreation and education activities and facilities will likely fall to the County. Potentially, concessionaires may invest in services and facilities. The following support infrastructure is associated with the recreational and educational facilities and includes:

- Roads- For forest management, maintenance, recreation, education, and emergency access.
- Parking Areas- Dispersed to facilitate access and accommodate visitors as use increases.
- Transit Routes- Plan for accessibility and to reduce parking needs.
- Restrooms- To protect the environment to support visitors and proposed improvements.
- Host/Ranger Residence- Support for staff who maintain, monitor, manage, and operate the facilities.
- Maintenance Barn/Facility- to support maintenance operations and material storage.
- Utilities- Power, water, wastewater treatment, and communications to support visitors and park facilities.
- Signage- Informational/orientation, directional, regulatory, warning, and interpretive.
- Emergency Access – For fire suppression and emergency response.

### Spatial Plans

The plans on the following page show how recreation, education, and infrastructure improvements could be arranged and implemented over time. The plans show the North End Recreation & Education District, where most of the proposed improvements are clustered. Site plans for improvements at the North Ride Park, Bayview, and Stottlemeyer parking areas can be found in the Framework.

# 5- PARK RECOMMENDATIONS- LAND USE, TRAILS, RECREATION, EDUCATION & INFRASTRUCTURE

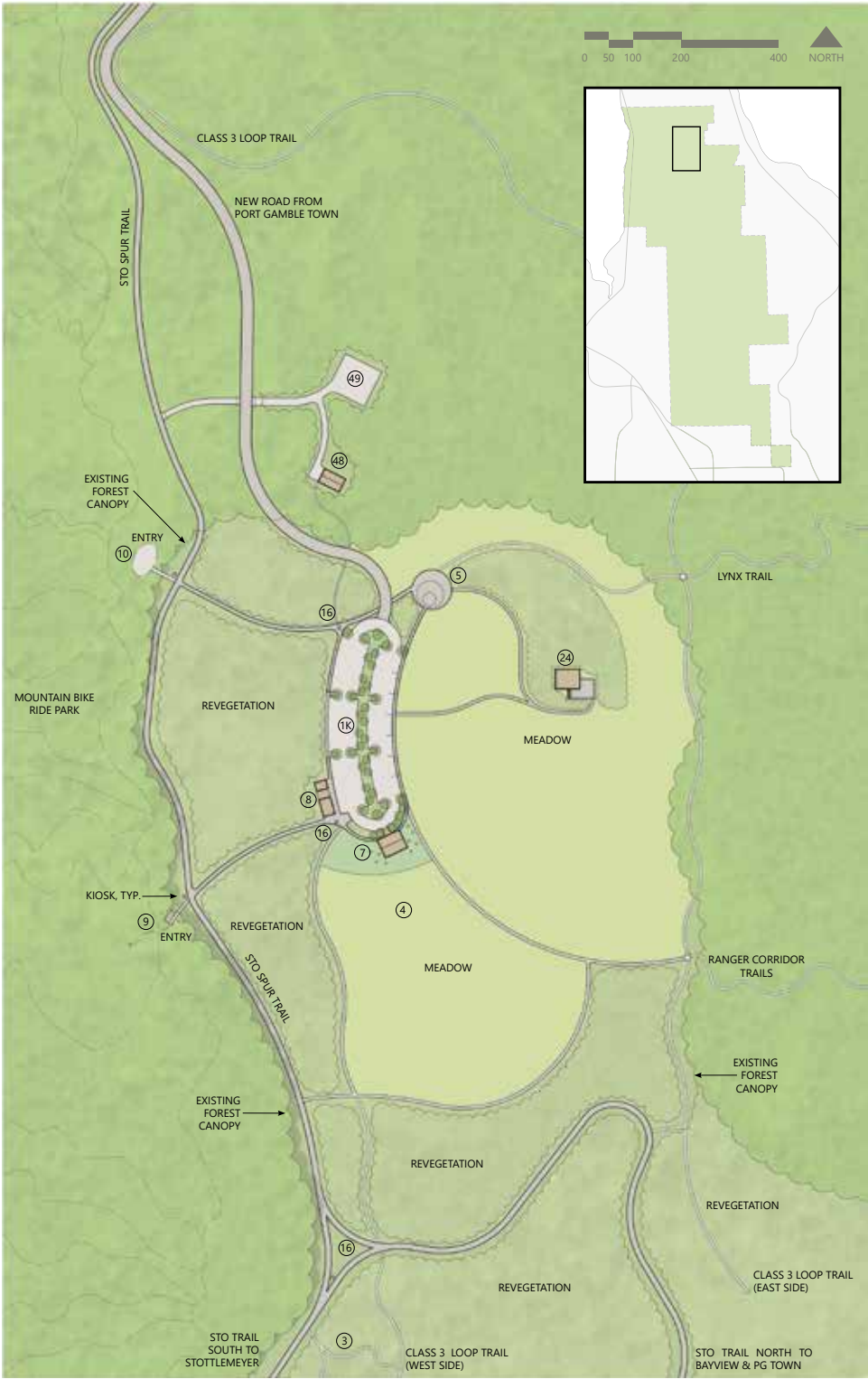


Figure ES.10 North End Facilities and Infrastructure- Phase 1

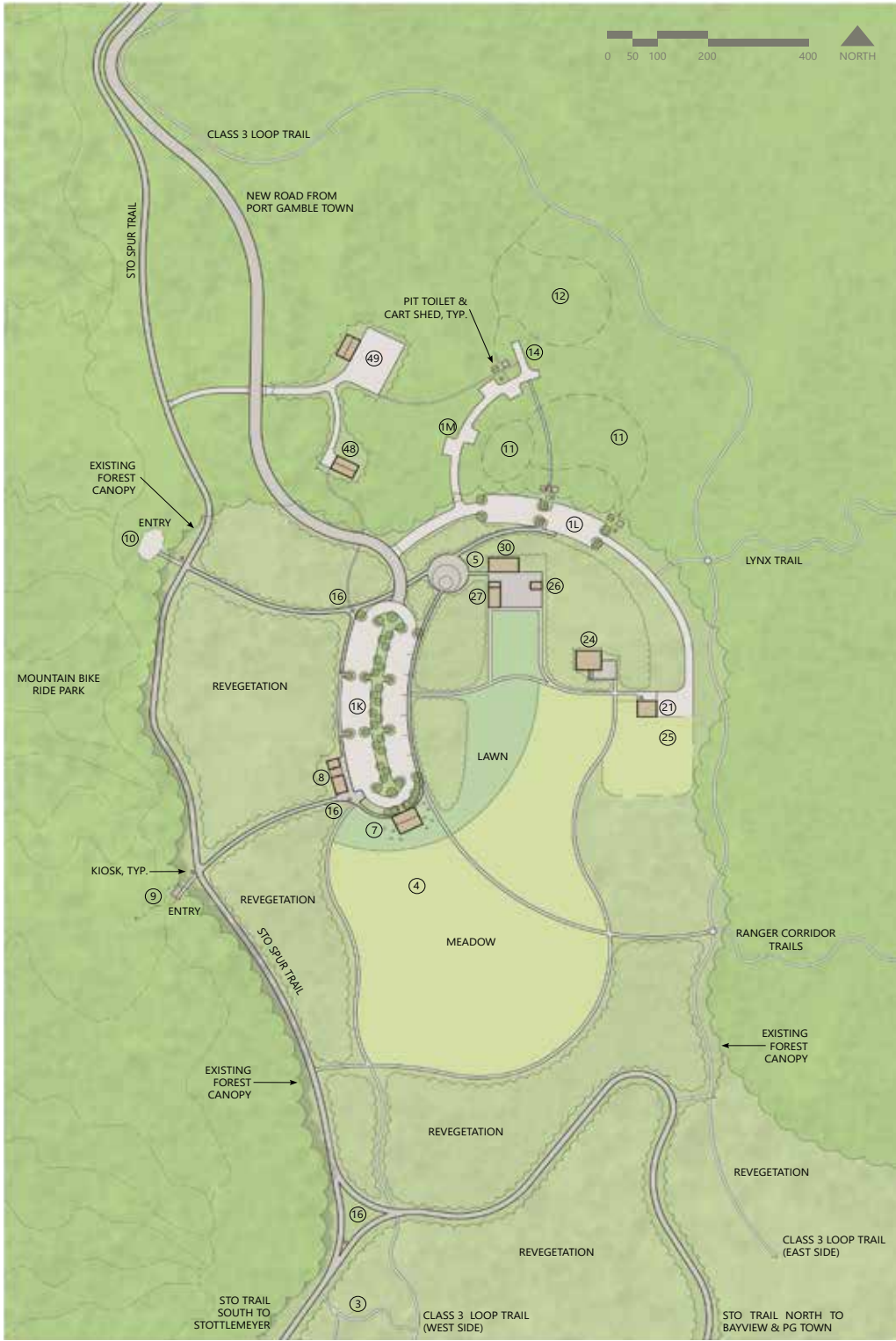


Figure ES.11 North End Facilities and Infrastructure- Phase 2

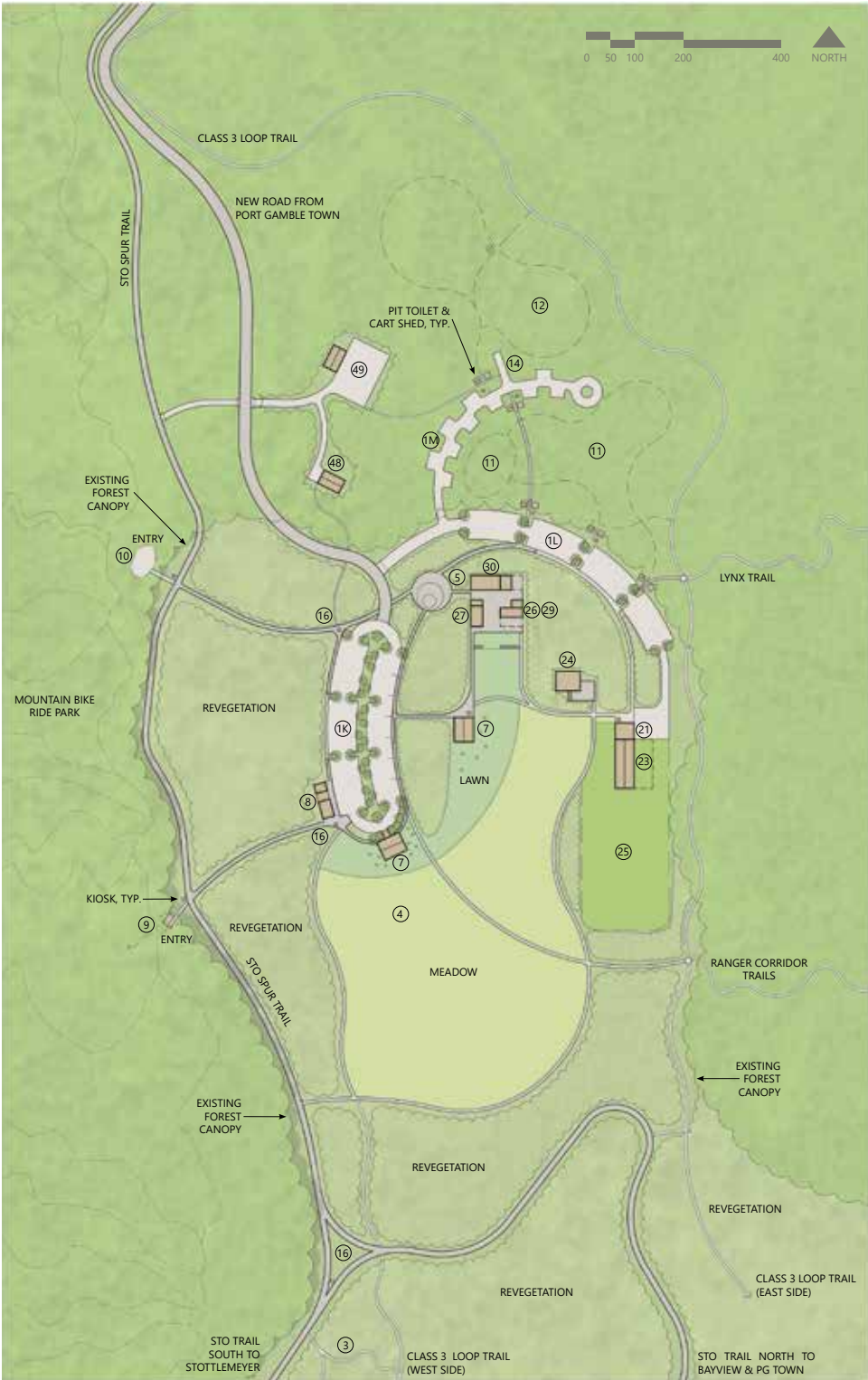


Figure ES.12 North End Facilities and Infrastructure- Phase 3



# 6- LAND CONSERVATION & RESTORATION

## Introduction

Conservation implies a thoughtful use of natural resources, including sustainable forest thinning. To achieve the Framework's goal to improve habitat and regenerate natural systems for a wide range of wildlife, this section outlines specific implementation strategies and actions for PGFHP, building on Kitsap County's ecological forest stewardship policies and programs. These strategies and actions will, over the next 150 years (or about six to eight generations), transform PGFHP into a more natural resilient and diverse forest ecosystem that people enjoy, and where wildlife thrives. Visitors want the experience, mature trees, see wildlife and be embraced by nature.

## Implementation Strategies and Actions

To meet the goals of the Framework and align prescribed PGFHP conservation and restoration actions with Kitsap County's ongoing forest stewardship, this Framework provides context to define specific conservation and restoration priorities and to identify implementation guidance with a programmatic restoration plan and set of restoration actions.

## County Policy Framework

In 2012, Kitsap County established Resolution 169, the Integrated Forest Stewardship Policy. The policy is a resource document that outlines compliance requirements, stewardship practices, and forest protection considerations. At the park scale, the policy states that a specific forest stewardship plan should be developed that follows a common ecological and forest assessment framework.

## County Programs

The Kitsap County Forest Stewardship Program was implemented in 2012 as part of the Integrated Forest Stewardship Policy and is part of the County's Parks Department. The program is responsible for the ecological restoration of the forests of PGFHP and other County-owned forests. Currently one forester professionally staffs the program, with plans to hire a second staff person as program coordinator to increase the program's capacity. The program trains and works with volunteer forest stewards to implement ecological forest management actions on County-owned forests, including providing instruction through Washington State University Extension Stewardship Certification Courses. The program is self-sustaining, and program costs are covered by restoration thinning revenue.

## Ecosystem Restoration Approach

As described in the 2016 Forest Stewardship Plan for the Ecological Restoration of Port Gamble Forest Heritage Park, the park's ecosystem restoration approach is as follows:

- **Work with nature:** Work with native plant species that have evolved and adapted to our temperate climate and are competitive and resistant to disease and insects.
- **Enhance forest wildlife habitat:** Structurally diverse forests provide the best habitat for the greatest number of wildlife species. A diverse forest habitat also includes dead and dying trees for snags and large woody debris.
- **Diversify plant species:** Forests composed of mixed native tree species improve habitat, aesthetics, and the value of both timber and non-timber assets and better support diverse wildlife populations.
- **Recognize the connection between all plants, fungi, and animals:** All creatures contribute to a healthy and dynamic forest ecosystem.
- **Protect water as a vital resource:** Healthy, vibrant forest ecosystems are the best and least costly option for maintaining high water quality and for the management of surface and storm water runoff.
- **Consider that human park users are part of the system and critical to the decision-making about the future of the Park.**

The 2016 plan also provides specific discussion on the use of restoration thinning, a key strategy to improve forested lands following industrial timber harvesting.

Based on the 2016 and current Framework approaches as well as the restoration and conservation analyses provided in Chapter 3, the PGFHP restoration and conservation priorities include the following:

### Restoration Priorities

- Promote the development of healthier and more resilient forests through selective forest thinning.
- Control invasive vegetation.
- Plant native vegetation (trees) to develop more species and forest structure diversity.

### Conservation Priorities

- Conserve forest stands that are on a trajectory to develop into healthy, diverse, and resilient forest ecosystems with little additional input.
- Conserve forest stands that are in a healthy condition.
- Conserve forest stands that contain sensitive areas.
- Promote long-term conservation stewardship, access and sustainability through education and strategic partnerships.

### Integrated Forest Stewardship Goals

- Enhance natural forest ecosystem complexity and health
- Protect and enhance soil, water quality, and fish and wildlife habitat
- Be biologically, socially, and economically self-sustaining
- Provide safe, reasonable, and appropriate public access to County forestlands

### Program Mission:

The Kitsap County Forest Stewardship Program engages citizens to advance a stewardship ethic that protects and restores County forestland into healthy, diverse forest ecosystems.



# 6- LAND CONSERVATION & RESTORATION

## Programmatic Restoration Plan

The Framework outlines a PGFHP programmatic restoration plan with specific actions to achieve the restoration priorities. Ecological restoration of the forest could take between 100-150 years, at which point the forest would be in “mature” forest stage and possibly only needing a little bit more effort and time to achieve an “old” forest stage. This will require a multi-generational vision of the restoration required of the park’s forest. Restoration actions are informed by the site suitability analysis and the forest’s development stage. The plan’s restoration guidance and action descriptions include applicable funding, maintenance, operations, and phasing considerations.

- All actions should be planned and coordinated with Kitsap County and the County’s Forest Stewardship Program.
- Proposed actions respond to a dynamic environment and will extend over decades, running parallel to natural forest development stages.
- The 2012 Forest Stewardship Policy states that the stewardship plans will use a 15-year timeline. This allows time for implementation, monitoring, and reporting progress.
- Actions include:
  - 1 - Restoration Thinning
  - 2 - Invasive Control
  - 3 - Native Tree Planting
  - 4 - Enhance and Restore Stream, Wetland, and Upland Buffer Communities
  - 5 - Monitor

Actions with strategies and phasing are described in greater detail in the plan. The County’s Forest Stewardship programmatic restoration and conservation actions on PGFHP will provide research and data to inform how ecological forest management is improving forest health and diversity. The County can test different prescriptive actions and develop an adaptive approach that learns from successes and failures. The plan also recommends revisions to the existing restoration plan and specific forest blocks to align forest management priorities with envisioned recreational uses.

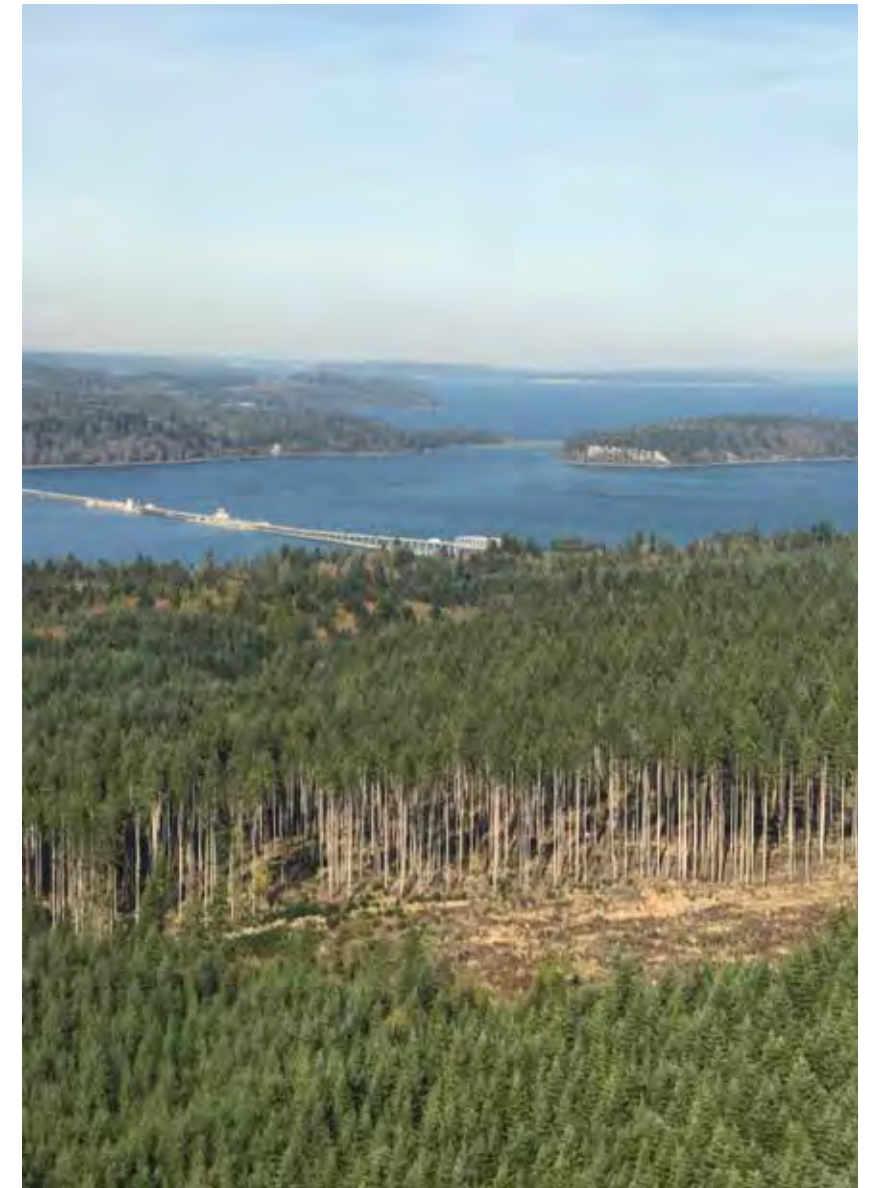
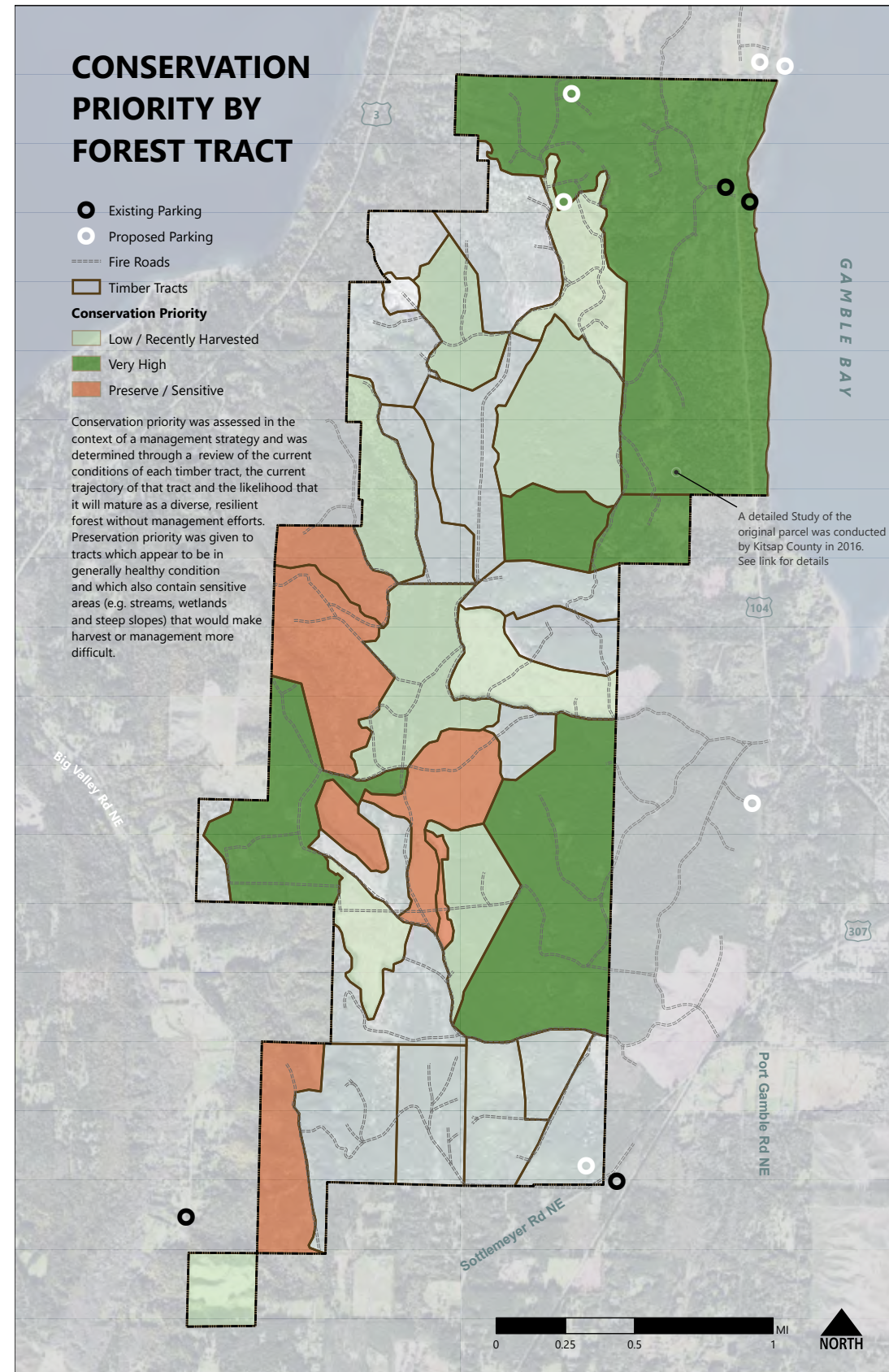


Figure ES.13 Conservation priority by forest tract



# 7- COST ESTIMATES, FUNDING SOURCES & REVENUE PROJECTIONS

## Cost Estimate

Costs for the project as described in the Framework have been estimated in 2022 dollars and include the following. The different types of project costs are described below. Estimated costs are summarized in the table to the right and detailed backup for these costs are provided in the spreadsheets in the Appendices.

### Capital Costs (Construction Costs or "Hard Costs")

Capital, construction, or "hard" costs are fixed, one-time expenses incurred on facilities, buildings, trails, etc.- the cost needed to bring the project to fully operable status. Capital costs are organized by:

- Recreation Facilities including Trails
- Education Facilities
- Infrastructure
- Resource Management Actions

### Indirect Costs ("Soft Costs")

Indirect or "soft" costs are any costs not considered direct construction costs and those associated with non-tangible items such as the items listed below. For this planning effort, soft costs are estimated at 45% of the estimated capital costs.

- Further Planning
- Policy Changes
- Design & Engineering
- Permitting

### Annual Operations & Maintenance (O&M) Costs

Operations and maintenance costs (O&M) are the annual costs associated with operating and maintaining the facilities that are implemented. For this Framework, O&M costs have been broken down by:

- Recreation Facilities including Trails
- Educational Facilities
- Infrastructure
- Resource Management (the land and forest)

The cost estimate is based on labor, materials, and equipment data from RS Means, current cost research, and expertise of the consultant team.

## Cost Estimate Summary (2022 Dollars)

### Capital Costs (Construction Costs or "Hard" Costs )

Category	Phase 1	Phase 2	Phase 3	Total
Recreation Facilities	\$5,358,397	\$2,330,581	\$723,817	\$8,412,795
Education Facilities	\$71,400	\$6,738,931	\$6,591,400	\$13,401,731
Infrastructure	\$2,690,918	\$1,107,423	\$28,776	\$3,827,117
Resource Management	\$50,423	\$50,423	\$50,423	\$151,268
<b>Subtotals*</b>	<b>\$8,171,138</b>	<b>\$10,227,357</b>	<b>\$7,394,416</b>	<b>\$25,792,911</b>

### Indirect Costs ("Soft" Costs)

Category	Phase 1	Phase 2	Phase 3	Total
Recreation Facilities	\$2,411,279	\$1,048,762	\$325,718	\$3,785,758
Education Facilities	\$32,130	\$3,032,519	\$2,966,130	\$6,030,779
Infrastructure	\$1,210,913	\$498,340	\$12,949	\$1,722,203
Resource Management	\$22,690	\$22,690	\$22,690	\$68,070
<b>Subtotals</b>	<b>\$3,677,012</b>	<b>\$4,602,311</b>	<b>\$3,327,487</b>	<b>\$11,606,810</b>

### Annual Operations & Maintenance (O&M) Costs

	Phase 1 (by 2026)	Phase 1+2 (by 2031)	Phase 1+2+3 (by 2036)
Recreation/Education	\$119,488/year	\$327,335/year	\$558,312/year
Resource Management	\$368,750/year	\$504,660/year	\$613,996/year

\*Note: Refer to the detailed cost estimate in the Appendix 7-1 for additional contingency and escalation costs over the life of the project.

Costs for various improvements that have already been approved and/or funded, such as the Ride Park or STO trail, are not included in the estimate. Costs for facilities that we know will be covered by concessionaires are also not included. An example is the Tree Adventure Park- the County can ask the concessionaire to provide the up-front development costs as part of their contract. Costs for facilities that could be developed by either the County or a concessionaire have been included in estimate. An example of this would be the walk-in camping or glamping areas. If the County is able to establish a partnership with a concessionaire who would fund development of this facility, the County would not bear the cost.

Several contingencies have been built into the cost estimate to account for the fact that this is a planning-level Framework and detailed surveys, studies, designs, or engineering of proposed improvements or facilities has yet to occur. A 25% contingency has been added to all capital costs and a 10% County construction contingency is included. These contingencies are shown in the detailed spreadsheets in the Appendices. The following costs summarized above include escalation and all contingencies as described. The costs include an escalation factor of 4% per year- the longer into the future that improvements are implemented, the more expensive they will be.

# 7- COST ESTIMATES, FUNDING SOURCES & REVENUE PROJECTIONS

## Funding Sources

How to fund the Park is a question that affects the land use of the Park, the cost of using the Park, community taxation, and economic development potential of the Park. Available funding strategies under consideration for the Park, and which are discussed in detail in the Framework are:

- Public funding- local community taxes or special districts
- Donations- Cash, bequests, donation of labor and/or materials
- Grants-Federal, State, Tribal or Local Government, nonprofit, community foundations
- Partnerships with non-profits, public, and private educational institutions
- General park user fees
- Facility user fees/concession arrangements at park
- Developer impact fees
- Policies related to concessionaires, use of park for events and education/research

The current County budget does not support long-term O&M costs for the current condition of the Park and additional revenue will be needed to maintain to current standards, especially once Rayonier is no longer contributing to maintenance of the land. The County acknowledges that any park improvements and expansions will need to include funding outside of the existing Parks budget prior to development. The Parks existing condition, including trails and the Ride Park, will be addressed in the Parks budget as well as maintenance agreements with partners and stewards.

## Revenue Generating Potential

As with costs, the evidence from state park revenue generation provides a general sense of revenue generation potential at PGFHP. Most revenue generated at Washington State Parks is through the Discover pass and other passes. In terms of facility use fees, most of the revenue at parks is from camping and other overnight accommodations. Visitor overnight stays brought in \$31.4 million in 2011 to 2013, or approximately 30% of the current maintenance costs of state parks. A 2013 analysis of state parks indicated that greater revenue from overnight accommodation is possible with increased capacity, renovation of existing facilities, and more promotion of overnight accommodations (Washington State Parks and Recreation Commission, 2013)

The capital costs, operating costs, and net revenue generation potential of the facilities under consideration at PGFHP would vary depending on the specific development and operational structure of the facilities. Our review of other, similar facilities and programs in the region identified four general development and operating structures including situations where facilities and associated programs are:

- 1) developed and operated by the County (or public entity),**
- 2) developed and operated through a partnership with a non-profit entity,**
- 3) developed by the County but operated by a private concessionaire, and**
- 4) developed and operated by a concessionaire.**

This section of the report outlines the annual financial implications to the County for each of these scenarios and demonstrates that it is reasonable to expect net revenue generation from the Tree Adventure Park, bunkhouse, glamping (yurts or other), and campground concepts given the cost estimates and demonstrated demand for these services in the region. Further, these concepts are complementary to other developments considered. While net revenue generation potential is demonstrated in the analysis for these ventures, these ventures would also present financial risk for the County if they were to undertake the development and operation of these concepts. The arrangement whereby the concessionaire is responsible for developing the facility/infrastructure in question

would eliminate the financial risk to the County and still provide net revenue generation potential (albeit at a smaller amount). With this scenario, the County would receive a minimum fee or a small percentage (such as 6%) of sales, whichever is greater, and the developer would typically require terms of approximately 50 years to recoup their investment in infrastructure and development costs.

Several facilities considered would most likely not be able to cover the annual operating and capital costs based solely on the fee for services provided, including the education center/outdoor classroom, multipurpose event center, native plant nursery, and research facility. However, there may be partners identified who may be able to fund these facilities partially or wholly, or be able to operate these facilities through donations, fundraising, or other sources. Opportunities where partnerships are expected to be critical are identified in the tables (within the Framework) include the word 'partners' after the facility type description. If partners can be identified, the financial risk to the County would be minimized.

Refer to the full report for more detailed discussion of County and concessionaire operated facilities including:

- Approximate Total Annualized Costs of Proposed Revenue Generating Facilities
- Approximate Total Net Operating Revenues to the County of Proposed Facilities, County Developed / Operated Structure
- Approximate Total Net Operating Revenues to the County, County Developed / Concessionaire Operated Structure.

Further policy development and economic analysis of uses with positive Net Revenues is required. Positive Net Revenue uses include multipurpose event center, bunkhouse, glamping, tent camping, adventure tree course, native plant nursery. The education and research facility will require partnerships to show positive net revenues.

There is a link between funding and economic development: the facilities and recreation/education opportunities that generate revenue would also generally attract non-resident visitors and support tourism economic development. The specific options that have been raised and considered for the long-term, sustained funding of PGFHP categorized by their relative costs and benefits, are summarized in the plan as 1) Low Costs/Low Sustained Revenue Options or 2) Higher Cost/Higher Revenue Options.





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33	TERMINOLOGY
33	HOW THE FRAMEWORK IS ORGANIZED

# 1

# **INTRODUCTION**



# INTRODUCTION

The Port Gamble Forest Heritage Park (PGFHP) Framework documents a year-long planning process and addresses the transition of approximately 3,500 acres of former commercial timber harvest land into a public county park. The plan complies with current policies, acquisition agreements, and considers economic, social, and environmental sustainability. The Framework is visionary, flexible, and achievable in phases. The plan supports community values and sustains the value of the land as a community recreation, education, cultural, open space, and environmental resource. The Park is a tremendous resource yet also a potential liability if adequate funding is not available for management and operations. As the timber company turns land over to the County after their final contractual harvests, the cost to maintain infrastructure, natural resources, and recreational facilities will increase. To date, the timber company, along with volunteer support, have been responsible for forest restoration, management of invasive species, and maintenance of trails, roads, parking areas and culverts; these activities will become County responsibilities. Increased use of the land as a community resource will require investment in improvements to keep the Park safe, healthy, and accessible.

This introductory chapter of the report will address the following topics:

- Purpose of the Framework
- How the plan will be used
- How the Framework is organized

## How the Framework will be Used

The Framework establishes the vision for the Park and provides guidance for future actions.

The Framework provides a significant number of recommendations for improvements to and addition of nature-based facilities and programs that support visitor recreation and education.

The Framework can be used as a mechanism to acquire funding, or to develop more detailed strategies for funding of improvements that will benefit the County.

Many of the recommendations in the Framework specify additional planning, design, engineering, and permitting efforts that need to occur for various improvements to be realized.

The Framework also makes recommendations on policy, additional planning needs, funding and additional partnership and program opportunities.



*“Nature is party to all our deals and decisions, and she has more votes, a longer memory, and a sterner sense of justice than we do.”*

*-Wendell Berry*

# INTRODUCTION

## TERMINOLOGY

Throughout the Framework the terms Port Gamble Forest Heritage Park, PGFHP, and simply the Park may be used interchangeably to refer to this 3,500-acre County park.

The term “timber company” and the timber company names of Pope Resources (or Olympic Property Group) and Rayonier may also be used interchangeably in the Framework. Pope Resources, the owner of the land at the time of the purchase agreement, was acquired by Rayonier in 2020.

Local Indigenous Tribes refers to the Port Gamble S’Klallam and Suquamish Nations.

“Landscape classification” is the designation given to an area of land in the Park depicting levels of resource conservation, public access, and recreation activity as defined in the Park’s Resource Stewardship & Public Access Plan (2015). For each classification, acceptable uses are identified for these landscape areas. “County Zoning Use Table” references the County’s existing Zoning Use Table and “Park Zoning Use Table” refers to the Park’s Zoning Use Table developed specifically for this Park. It summarizes County plans and policies relative to the recommendations within the Framework and uses a similar format for ease of administration and incorporation into existing County documents. The Park table should be consistent with the County table, make it easier to administer proposals, and respects the Stewardship Plan landscape classifications already established. “Land Use” is a general term which is used throughout the document to describe human use of the land. It represents the recreation, economic, and cultural activities that exist or are proposed within various areas, or landscape classifications, within the Park.

Other similar terms are used frequently throughout the Framework: Stewardship Committee, Steering Committee, and Advisory Committee. These terms are not interchangeable but separate. The Port Gamble “Stewardship Committee” is a collection of individuals representing various stakeholders that has been in place well before the planning process started or the land was officially a county park. They and the North Kitsap Trails Association (NKTA) have provided thousands of hours of volunteer service coordinating with County Parks, identifying, and securing funding for various improvements, promoting the Park, constructing, and maintaining trails, and implementing small habitat improvement projects. The “Steering Committee” was assembled by the County prior to consultant

selection. Three community members, representing various, and often multiple, constituent groups within the community, played an invaluable role during the planning process guiding the efforts of the consulting team and County. A couple “advisory groups” were consulted during the project to address topics such as how to best provide education and research facilities in the Park and how to make the Park’s trails and facilities more accessible to all people. These advisory groups consisted of individuals with knowledge in their fields and a special interest, and long-term involvement, in the Park.

The opportunity to acquire the land as a public resource was presented as compatible with the String of Pearls trails and open space concept. In 2010, a coalition of community organizations and individuals, with guidance from Great Peninsula Conservancy, created the Kitsap Forest & Bay Project. Over the next six years, local Indigenous Tribes and agencies raised over \$17,000,000 to acquire the land. A unique partnership with Forterra, the Port Gamble/S’Klallam and Suquamish Tribes, Kitsap County, and Pope Resources led to the acquisition of multiple properties in North Kitsap County, including land that is now the PGFHP. Kitsap County was the lead agency and worked directly w/ Forterra on fundraising. The initial sales agreement was extended multiple times as the partners diligently worked to raise funds and solve issues.

This Framework is a continuation of the significant work done by each of the entities mentioned as well as the community, with the intention to make this park a reality.

## HOW THE FRAMEWORK IS ORGANIZED

The Framework is comprised of seven chapters and an appendix:

### Chapter 1: Introduction

This short chapter provides a summary of the purpose of the Framework and how it will be used.

### Chapter 2: Planning Context

This chapter provides general information on the Park such as location, ownership, history, and the acquisition process. It also reviews relevant documents, plans, and policies. This chapter also includes a summary of land use issues, demographics, and the approval process.

### Chapter 3: Planning Context

This chapter includes a summary of the project sponsor, vision and goals created for the project, the stakeholder engagement process, consultation with local Indigenous Tribes, site suitability, programming, and the alternatives evaluated.

### Chapter 4: Framework Overview

This short chapter highlights the community’s priorities and the themes that emerged during the planning process. It also addressed funding and economic development and the permitting process that will be necessary.

### Chapter 5: Park Recommendations- Land Use, Trails, Recreation, Education, and Infrastructure

This chapter addresses proposed improvements to the Park related to management of significant natural, biological, cultural, historic and land resources. Land uses addressed include access, trails, recreation, education, and infrastructure. Appropriate facilities, activities, supporting programs, and implementation strategies are discussed. Strategies include policies, partnerships, phasing, and potential funding sources.

### Chapter 6: Land Conservation and Restoration

This chapter provides the context to define specific conservation and restoration priorities. It also identifies implementation guidance through a programmatic restoration plan and set of restoration actions to meet the goals of the Framework and align prescribed PGFHP conservation and restoration actions with Kitsap County’s ongoing forest stewardship program

### Chapter 7: Cost Estimates, Funding Sources, and Revenue Projections

This chapter summarizes maintenance and operation costs as well as capital project costs for improvements proposed in the Framework. This chapter also includes a discussion of potential funding sources for the proposed improvements and the revenue generating potential of the facilities and programs proposed in the Framework.

An appendix provides additional information to support the report.





## **IN THIS CHAPTER**

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39	RELEVANT DOCUMENTS, PLANS & POLICIES
48	DEMOGRAPHICS
49	PLANNING, DECISION-MAKING & APPROVAL PROCESS

# 2

# **PLANNING CONTEXT**



# PLANNING CONTEXT

## INTRODUCTION

An amazing amount of effort, time, and resources has been invested in this project by hundreds of people over the past 15 years to allow us to reach this planning phase for this park.

The complexity of cooperation and collaboration required amongst all partners to make this park a reality is a benefit to the community and to the land they have been entrusted with.

In 2011 the Kitsap Forest & Bay Coalition was formed to facilitate what would become the transfer of this land from Pope Resources to Kitsap County for the use of a Heritage park. The Great Peninsula Conservancy (GPC) played a key role facilitating this effort and the coalition also included Kitsap County, Port Gamble S'Klallam Tribe, Suquamish Tribe, Pope Resources, Forterra, and more than 30 other local and state agencies, businesses, and community groups.

*“We have a good chance to have this be a model place for ecological exploration.”*

*-Don Willott*

# LAND CHARACTERISTICS

## LOCATION

Port Gamble Forest Heritage Park is located in North Kitsap County, Washington, south of the Town of Port Gamble. The east edge of the Park touches the shoreline of Gamble Bay, undeveloped property owned by Rayonier and State Highway 104. The west edge is private property zoned Rural Residential comprised mostly of developed large single-family lots, with very limited public access. The south is bordered by private rural residential properties and Stottlemeyer Road. To the north is the town of Port Gamble and Babcock Farm which is zoned Rural Wooded. Access to the Park is primarily from parking lots along the east edge and from the south. The land was acquired between 2014 and 2017 in a series of purchases using a variety of funding sources, which is described in more detail later in the report.

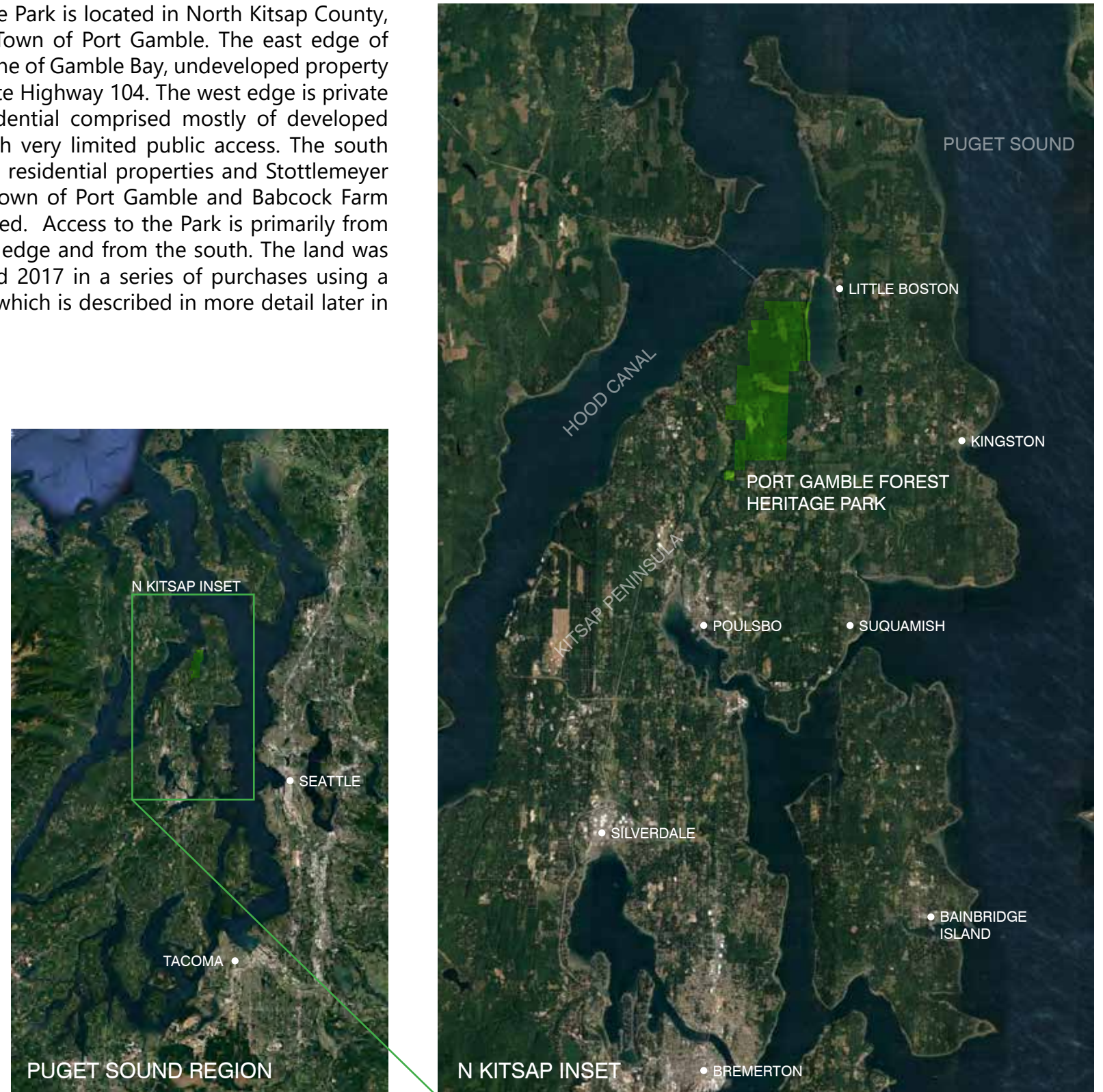


Figure 2.1 Map showing Port Gamble Forest Heritage Park's position in north Kitsap County (R) and the greater Puget Sound region (L)



# LAND CHARACTERISTICS

## HISTORIC LAND USE

The land was once part of the area used by the Port Gamble S'Klallam and Suquamish Tribes for the past 10,000-15,000 years. While no evidence of local Indigenous Tribe habitation has been found in the Park, it is known that both local Indigenous Tribes used the shoreline and uplands for fishing, gathering, and hunting. The next groups to use the land were European settlers in the 1850's, who took advantage of homesteading acts to create farms. A sawmill was founded by William Talbot and Andrew Pope on Gamble Bay in 1853, which remained in operation until 1995. The land in the Park had been a working timber forest for more than 160 years prior to it being purchased by Kitsap County for a park. The timber companies had traditionally allowed public access and recreational use of their private timberlands. Hunters, trappers, and local outdoors enthusiasts used forest roads to access what is now a public park. A much more detailed history of the peninsula can be found from various sources including the Port Gamble Historic Museum, University of Washington archives, and various online sources.



**KITSAP FOREST AND BAY  
COMMUNITY CAMPAIGN**

## RECENT HISTORY & LAND ACQUISITION

Pope Resources graciously allowed public access on all its timberlands over the past several decades. Port Gamble logging roads and trails, built by the community, had become extremely popular with the public. In 2007, Pope Resources/OPG began developing long term exit plans due to increased urbanization. As part of this planning, the company engaged the community about long-term open space and trail opportunities coined the "String of Pearls" with substantial interest. The began a public/private discussion between the County, conservation groups and recreation interests towards an interconnected trail system and public ownership of Pope lands.

Conservation efforts were multi-faceted with the County, conservation groups such as Forterra, and the Great Peninsula Conservancy (GPC) working towards state and federal grants and private fundraising for acquisition of public open space with a strong focus on the Port Gamble area. This initial group of partners was known as the Kitsap Forest and Bay Coalition.

Concurrently, the North Kitsap Trails Association (NKTA), bikers, hikers and horseback riders focused on regional trail systems connecting Port Gamble to Kingston (Sound to Olympics Trail) and the construction a world-class mountain biking ride park. These trail efforts included expansive public outreach and were memorialized in the North Kitsap String of Pearls Trail Plan (2011) and the Kitsap County Non-Motorized Plan (2013). The conservation and recreation interests worked together to create momentum for diverse funding opportunities. To date, NKTA has provided significant contributions of volunteer time and resources to benefit trails in Kitsap County and specifically in the Park.

The early coalition of conservation and recreation interests then created the Kitsap Forest and Bay Project which successfully accessed multiple state and federal funds for acquisition of property south of Port Gamble and west of Kingston. First was the fee-simple acquisition of the 560+ acre Port Gamble Shoreline Block (2012) followed by the 330+ acre North Kitsap Heritage Park Expansion (2014).

As available state and federal funds became limited and timber values skyrocketed in mid-2010's, the Project partners focused on protecting as much land from low-density residential development in perpetuity. This strategy allowed the purchase of 2,800-acres of land but left the timber rights in Pope ownership. While not ideal,



this allowed Rayonier to harvest the tree stands in sections through 2042 but lowered the acquisition costs to an achievable value. Through flexibility on Department of Ecology funding and the great fundraising efforts of the Project partners and the community, the Port Gamble Western Block (2016) and Eastern Block (2017) were acquired and protected for future generations.

Overall, the collection of diverse interests raised over \$17,000,000 over eight years, a titanic victory for Kitsap County, its residents and visitors. This Framework is a continuation of the commitments that founded this effort and the collaborative work done by each of the partners and the community.



# LAND CHARACTERISTICS

## THE RESOURCE & CURRENT USE

There are four blocks of land that were acquired, and which make up the Park. They are currently referred to as:

### Shoreline Block - 535 acres, acquired in 2014

This first block of land was acquired by Kitsap County and includes land from the Gamble Bay shoreline up into the forest. The County acquired the land and the timber on this block; there will be no further timber harvesting by the timber company on this block. The County is managing the forest through selective thinning and has developed a sustainable forest management plan for this block. Recreational uses and facilities include trails (water and land), trail heads, parking and staging of recreational events. The use agreements for this park focus on perpetual, restoration monitoring, conservation, and recreation.

### Eastern Forest Block – 1,394 acres, acquired in 2016

Kitsap County purchased this land without the timber rights with Department of Ecology (DOE) funding. The timber company retained the right to harvest timber one more time. There are a variety of trees stands between 10 and 45 years old. Some stands have been harvested within the past two years for the final time and have been replanted. Additional areas are currently permitted for near-term cuts. Timber harvesting is expected to continue until 2042. Recreational uses and improvements include a variety of trails including mountain bike trails and the planned Sound to Olympics (STO) shared use path that will eventually connect Seattle to the Olympic Peninsula. The use agreements for this park focus on perpetual public access, conservation, and recreation.

### Western Forest Block - 1,329 acres, acquired in 2017

Forterra facilitated a successful community fundraising effort that enabled Kitsap County to purchase this land. To place more land in permanent conservation status, the timber company retained the right to harvest trees one more time. Tree stands range in age from 10 years to 45 years old with logging expected to continue until 2042. Current recreational uses include a variety of trails including mountain bike trails, the proposed STO, trailheads, and parking. The use agreements on this park focus on perpetual public access, conservation and preclude building construction.

### Ride Park Block- 177.5 acres, acquired in 2017

Kitsap County was awarded a State RCO grant with a matching obligation of \$500,000. These funds were allocated to the purchase of land for the Mountain Bike Ride Park (Ride Park). The purchase included land and timber; there will be no future commercial harvesting. The owner and developer of Port Gamble Town will allow public access to the site from the north when the road for the Babcock Farm Ag District is built. The Ride Park master plan is complete, construction permits have been applied for and issued, and construction of the Park commenced in 2021. The use agreements on this park focus on perpetual public access, active and passive recreation and to a lesser extent conservation.

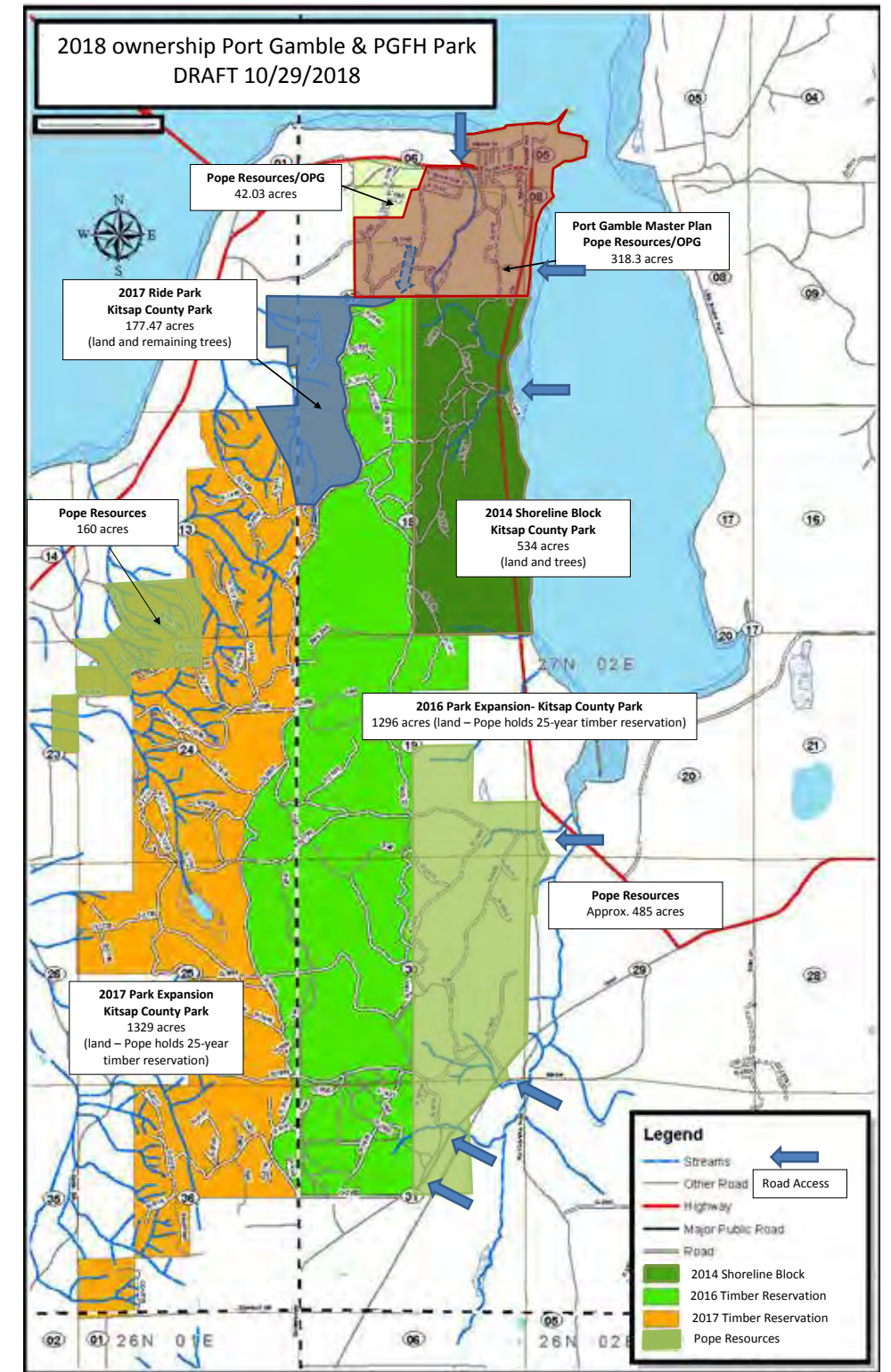


Figure 2.2 Acquisition Blocks for Port Gamble Forest Heritage Park

# RELEVANT DOCUMENTS, PLANS & POLICIES

## STATE

### Forest Practices Act

Washington State Department of Natural Resources (DNR) regulates forest practices on private and state forestland. There are five classes of forest practices depending on the types of activities being proposed and their potential impacts to public resources. Forest practices that may require approval include tree planting and seeding, land clearing, salvaging logging residue, and converting forestlands to another use. A Forest Practices application would be prepared and submitted to DNR. Once an application is received by DNR, it would be assigned a classification, which in turn determines the type of permit required.

Standard requirements described in WAC 222-34-010 for forests west of the cascades include:

A harvested area is reforested when that area contains an average of 190 or more vigorous, undamaged commercial species seedlings per acre that have survived on the site for at least one growing season. Up to 20 percent of the harvested area may contain fewer than 190 seedlings per acre, but no portion of the harvested area with timber growing capacity may contain less than 150 seedlings per acre. The department may determine that less than an average of 190 seedlings per acre is acceptable if fewer seedlings will reasonably utilize the timber growing capacity of the site.

Review of the Forest Practice Act Rules indicates the reforestation plans for PGFHP could be amended to include other than the standard reforestation requirements if timber lands being converted to another use. The agreements between Kitsap County and the timber company requires the standard practice. Amendments to these agreements would require renegotiating the agreements. This may be beneficial if a long-term research program is undertaken to explore a variety of techniques to convert the forest to healthy and sustainable community forest focused on conservation and recreation.

### SEPA

The Washington Legislature enacted the State Environmental Policy Act in 1971. Commonly called SEPA, The State Environmental Policy Act provides a way to identify possible environmental impacts that

may result from governmental decisions. These decisions may be related to issuing permits for private projects, constructing public facilities, or adopting regulations, policies, or plans. Information provided during the SEPA review process helps agency decision-makers, applicants, and the public understand how a proposal will affect the environment. This information can be used to change a proposal to reduce likely impacts, or to condition or deny a proposal when adverse environmental impacts are identified. Every day, state and local agencies use SEPA to evaluate proposed decisions. Information learned through the review process can be used to change a proposal to reduce likely impacts and/or apply conditions to or deny a proposal when adverse environmental impacts are identified.

The SEPA process identifies and analyzes environmental impacts associated with governmental decisions. These decisions may be related to issuing permits for private projects, constructing public facilities, or adopting regulations, policies, and plans. The SEPA review process helps agency decision-makers, applicants, and the public understand how the entire proposal will affect the environment. SEPA can be used to modify or deny a proposal to avoid, reduce, or compensate for probable impacts.

Kitsap County decided not to conduct the SEPA process concurrent with the PGFHP planning process. A series of long-term actions are proposed and will be evaluated as project proposals are submitted and specific projects are proposed to be implemented. Individual projects will be subject to Kitsap County SEPA Review as recommendations of the plan are implemented, with Kitsap County Planning Department serving as the lead agency. Completion of the environmental check list is the first step. If the lead agency has enough information to determine that the proposal is unlikely to have a significant adverse environmental impact, the agency will issue a determination of non-significance (DNS). If the information indicates the proposal is likely to have a significant adverse environmental impact, the lead agency will require the preparation of an environmental impact statement (EIS). The EIS will include an evaluation of alternatives to the proposal and measures that would eliminate or reduce the likely environmental impacts of the proposal.

### State Recreation, Conservation, and Trail Plans

The 2018-2022 Recreation and Conservation Plan for Washington State provides a strategic direction for how local, regional, state, and federal agencies, together with tribal governments, and private and non-profit partners, can assure the effective and adequate provision of outdoor recreation and conservation to meet the needs of Washington State residents. The 2040 vision is "Washington State's excellent interconnected systems of parks, trails, waterways, and natural areas equitably provide for diverse recreation pursuits while conserving critical landscapes for the benefit of people, plants, and animals that live here."

Priorities for PGFHP are well aligned with the in the priorities in the state plan that include:

1. Sustain and Grow the Legacy of Parks, Trails, and Conservation Lands
2. Improve Equity of Parks, Trails, and Conservation Lands
3. Meet the Needs of Youth
4. Plan for Culturally Relevant Parks and Trails to Meet Changing Demographics
5. Assert Recreation as a Vital Public Service.

The 2018 – 2022 State Recreation Plan incorporates specific recreation plans including State Trails Plan, State Athletic Facilities Plan, Non-Highway and Off-road Vehicle Plan, and Recreational Boating Plan. The 2018 Washington State Trails Plan intends to foster a trails system to promote the public's enjoyment and appreciation for outdoor areas of Washington. The trail system supports multiple benefits beyond recreation such as improving health, contributing to local economies, linking to transportation routes, and conserving wildlife corridors. This plan guides decisions and determines how to invest limited funding on the most important trail needs. The plan may meet the requirements for trail planning under the Federal Highway Administration Recreational Trail Program. The PGFHP and the STO Trail are not included in these State plans. State documents note the need for a complete data set. There will be an update to state plans in 2022. The County should coordinate closely with the State to be certain the STO Regional Trail and the PGFHP recreation and conservation lands are included in the next update. It will be important to have this segment of the Great American Trail incorporated into the State plans.



# RELEVANT DOCUMENTS, PLANS & POLICIES

## COUNTY

When the planning process for the Park commenced in January 2021, there were a variety of plans, policies and working documents addressing land use, natural resource stewardship, and recreation and trails plans. A goal of the Framework was to affirm and align various plan recommendations into a single plan with implementation strategies. The Framework will guide decisions regarding near- and long-term use and management of the Park, implementation strategies address policies, programs, funding, and capital projects.

A full list of documents reviewed is included in appendices. Key documents are summarized below:

### **Kitsap County Comprehensive Plan, adopted 2016**

The Comprehensive plan is a 20-year vision for unincorporated Kitsap County. The plan covers land use, economic development, environment, human services, transportation, capital facilities and utilities as well as parks, recreation, and open space. The Comprehensive Plan is mandated by the Washington State Growth Management Act (RCW 36.70A). The comprehensive plan was referenced throughout the planning process to confirm recommendations were consistent with adopted policies. Kitsap County adopted the North Kitsap String of Pearls Trail Plan into the County Comprehensive Plan in 2011. The top priorities of that plan were the Sound to Olympics trail and Port Gamble open space and trails.

### **Kitsap County Park Recreation and Open Space Plan (PROS Plan), 2018**

The Kitsap County Parks, Recreation, and Open Space Plan is an element and amendment to the 2016 Kitsap County's Comprehensive Plan. The PROS plan provides a six-year plan and 20-year vision for the County's park system, the steps needed for developing and improving park facilities, acquiring new park facilities, and expanding recreation opportunities on existing areas based on expressed public need. The PROS Plan is required for state and federal grant eligibility and for funding administered by the Washington State Recreation and Conservation Office (RCO). The Plan recognizes that County Parks has a significant opportunity and responsibility for stewardship of natural resources beyond the provision of recreation facility development. The plan outlines six park categories including Heritage

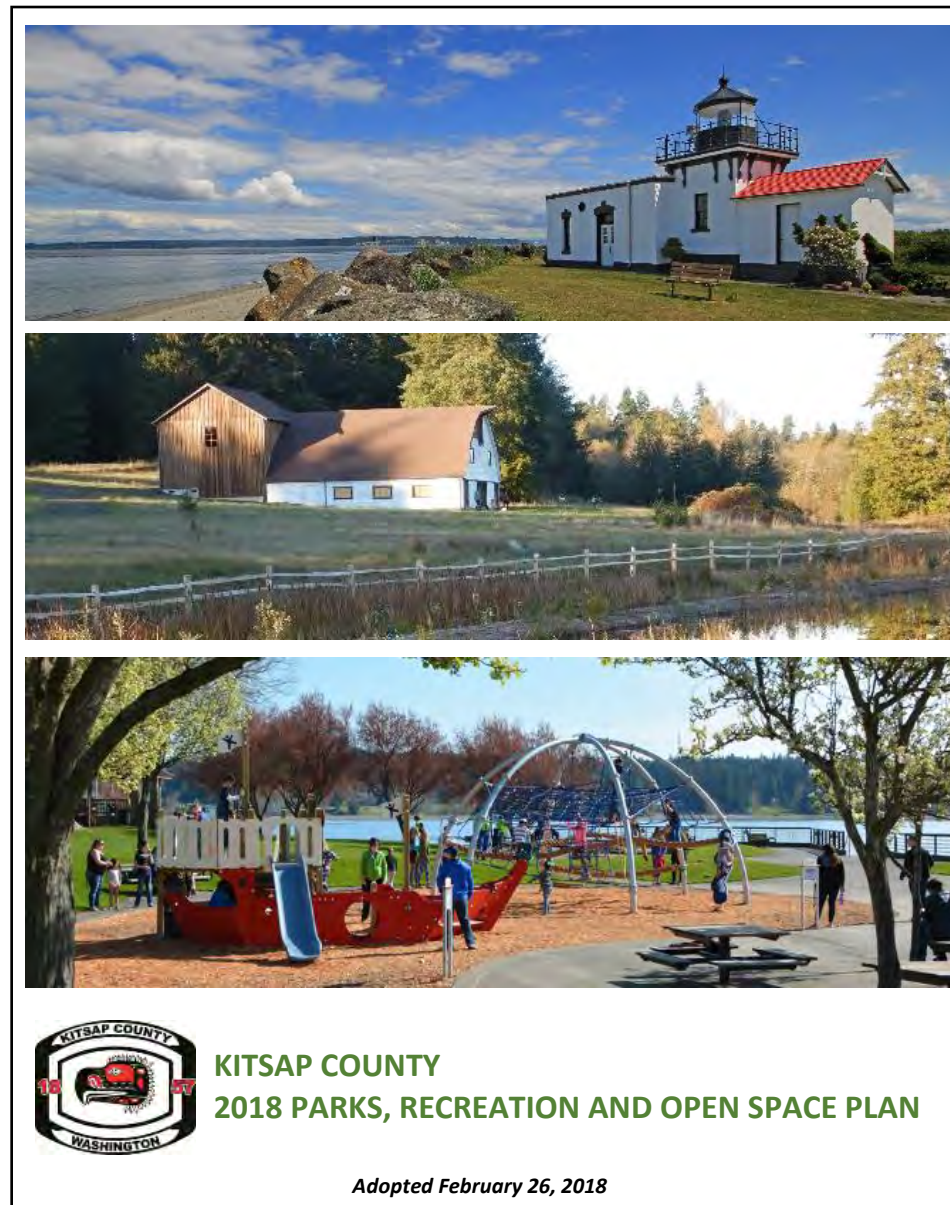
Parks, Community Recreation Complexes, Waterways and Waterfront Parks, Legacy Parks and Properties, Specialized Use Parks, and Other Park System Assets including Trails, Open Space and Greenbelts. The PGFHP Framework aligns a modified landscape classification system for PGFHP with current County Park general policy directions for a Heritage Park. These landscape classifications, consistent with PROS Plan goals for a Heritage Park, should support community priorities and respect recommendations contained in working documents prepared by citizen committees.

PGFHP is classified as a Heritage Park in the PROS plan. These lands typically serve the County for diverse and passive recreation opportunities. The plan states that "with exception of trails running through parts of the Parks, these lands remain primarily undeveloped natural areas, with environmentally sensitive areas preserved or enhanced. The physical characteristics of these lands lend themselves to varied passive and conservation uses."

The mission of the Kitsap County Parks Department is the commitment to provide quality of life enhancing opportunities through the management of natural areas and specialized facilities, fostering community stewardship, and offering an outstanding service-oriented environment. The goals included in this PROS plan informed the PGFHP Framework.

### **Kitsap County Land Use and The Zoning Use Table**

Kitsap County Zoning and the Zoning Use Table of the Comprehensive Plan document which land uses are allowed within various zoning districts including County public facilities. Parks and open spaces are land uses within "Public Facilities" zoning. In the PROS Plan different types of parks (such as "Heritage Parks") allow different uses. A goal of this PGFHP Framework is aligning the recommendations for PGFHP with the current County zoning, terminology, uses, and administrative processes for land use and environmental review. The plan recommends revised landscape classifications within "Heritage" parks and amendments to the County Zoning Use Table. An update to the County Zoning Use Table was completed with an effective date of June 28, 2022, after the Framework recommendations were completed. Additional work may be required to reconcile the recommendations in the Framework with the Zoning Use Table. These are described in Chapter 5 of this report. County policy does allow further restriction of uses in parks but will not allow new uses without County process including Comprehensive Plan Amendments. The Framework identifies and proposes various limitations or conditions based on uses currently allowed in parks, but which are incompatible with the vision for PGFHP as determined during this planning process.





# RELEVANT DOCUMENTS, PLANS & POLICIES

## Integrated Forest Stewardship Policy, 2012

This policy is a guide that supports the stewardship of Kitsap County forest lands and associated natural resources. The goal is healthy, vigorous forests that support biological diversity while protecting and enhancing natural resources for multiple uses, and sustainable and biological integrity. The primary purpose is to ensure that forest land and natural resources conservation and County operations are integrated and consistent with long-term natural resource stewardship as well as all legal agreements.

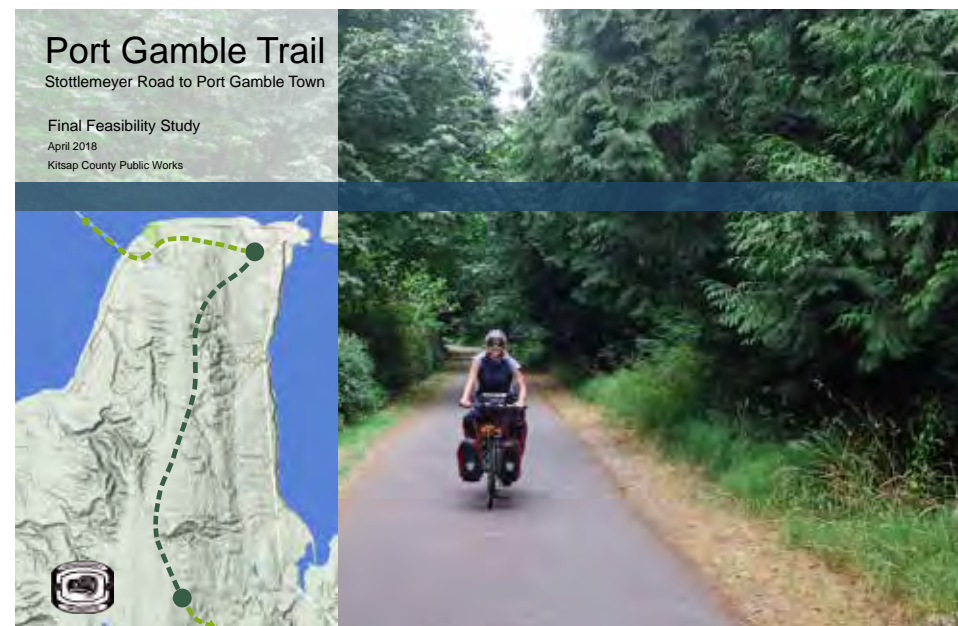
## Regional Non-motorized Connectivity Study, 2019

This plan was developed for the Peninsula Regional Transportation Planning Organization (RTPO) that encompasses Clallam, Jefferson, Kitsap, and Mason Counties in Washington State. The RTPO's goal was to bring together existing information on regional non-motorized facility connectivity into a comprehensive map with consistent definitions and identification of non-motorized facility types, gaps, and options to close the gaps. Of relevance to PGFHP is the Sound to Olympics (STO) trail and classification as a regional shared use path that is a segment of the Great American Rail Trail (GART). The NKTA String of Pearls Trail plan was adopted by the County in 2011. In 2013 the County Commissioners adopted the non-motorized facilities plan and included the STO and NKTA trail plan in the non-motorized plan.

## Ordinances Related to Environmentally Sensitive Lands

The described ordinances were reviewed, restrictions mapped and respected in PGFHP Framework recommendations:

- Critical Areas Ordinance (Title 19) Streams, Wetlands, Frequently Flooded Areas, Geologically Hazardous Areas, Critical Aquifer Recharge Areas
- Shoreline Master Program (Title 22)
- Environment (Timber Harvest / SEPA) (Title 18)
- Flood Hazard Areas (Title 15)



## Sound to Olympic Trail Feasibility Study, 2018

Kitsap County Department of Public Works (KCPW) identifies a route for a shared-use path between Stottlemeyer Road and the Town of Port Gamble located within PGFHP. The proposed shared use path is part of a larger regional trail system, the STO, designed to serve residents and visitors and provide transportation options and recreation opportunities. Ultimately the trail will connect the Bainbridge and Kingston ferry terminals on the east side of the county to the Hood Canal Bridge on the west side of the county. Approximately one mile of STO Trail has already been implemented starting at the Bainbridge Island ferry terminal.

## Restrictions per Third Party Agreements

Conditions in Land Acquisition Deed of Use Agreements and Grants: The acquisition agreements include land use restrictions and requirements. They vary for each block. These were reviewed, summarized, and considered throughout the planning process. Examples include:

- Perpetual public access is to be provided to all blocks
- No building of structures is allowed in the Western Forest Block
- Development in the Shoreline Block must be shoreline related
- The Western Forest Block has more restrictions addressing habitat conservation and requires habitat conservation plan with annual monitoring
- The Eastern Forest and Western Forest blocks allow for additional timber harvesting

## Kitsap County Public Facilities Grant Application, 2019

The PGFHP Framework was funded by Kitsap County Public Facilities District (KPF), an independent municipal corporation managing Washington State sales tax rebate funds allocated to Kitsap County. KPF partners with other public City and County entities to build public facilities for the benefit of the residents of the County and to generate revenue for the County through taxes and use fees. All facilities are funded based on four main goals addressing economic development, efficient use of public and private monies, innovation, and multiple use of facilities. The grant application included a long list of potential recreational land uses and development scenarios. These scenarios informed preliminary program and plan alternatives. The program and alternatives were also informed by planning work to date, stakeholder engagement, and public input. Because the community strongly expressed preference that most of the Park be managed as an environmental versus a recreational resource, the proposed plan recommends less intensive development than was envisioned in the grant application.



# RELEVANT DOCUMENTS, PLANS & POLICIES

## Forest Stewardship Plan for the Ecological Restoration of Port Gamble Forest Heritage Park, 2016

As described in the Forest Stewardship Plan for the Ecological Restoration of Port Gamble Forest Heritage Park (Bergstrom Arno 2016) (See Appendices), the Park's ecosystem restoration approach is as follows:

- Work with nature: Work with native plant species that have evolved and adapted to our temperate climate and are competitive and resistant to disease and insects.
- Enhance forest wildlife habitat: Structurally diverse forests provide the best habitat for the greatest number of wildlife species. A diverse forest habitat also includes dead and dying trees for snags and large woody debris.
- Diversify plant species: Forests composed of mixed native tree species improve habitat, aesthetics, and the value of both timber and non-timber assets and better support diverse wildlife populations.
- Recognize the connection between all plants, fungi, and animals: All creatures contribute to a healthy and dynamic forest ecosystem.
- Protect water as a vital resource: Healthy, vibrant forest ecosystems are the best and least costly option for maintaining high water quality and for the management of surface and storm water runoff.
- Consider that human park users are part of the system and critical to the decision-making about the future of the Park.

The plan also provides specific discussion on the use of restoration thinning, a key strategy to improve forested lands following industrial timber harvesting. In 2016, PGFHP included the Shoreline and Eastern Forest Block of land. Since then, the Park has expanded to include the Western Forest Block and Ride Park Block to comprise today's 3,500-acre park.



## Resource Stewardship & Public Access Plan, 2015

The County, with assistance of a community steering committee consisting of local Indigenous Tribes, nearby property owners, conservation groups, and recreation interests, developed a management plan for the north portion of the Park including the initial acquisition of the Shoreline Block. The plan was formally adopted by County Commissioners in July of 2015. The plan outlines stewardship

guiding principles which are listed below. The plan classifies land within the Park in five categories of Natural Area, Conservation Area, Passive Recreation, Active Recreation and Special Recreation. In some instances, recommendations from this plan are inconsistent with agreements and policies. The Framework attempts to identify and reconcile those inconsistencies. The Resource Stewardship and Public Access landscape classification map was updated in 2017 with the acquisition of additional park land but the map or an updated plan was never formalized or adopted in anticipation of this planning effort. Contained within this plan are guiding principles for the Park including:

### Guiding Principles

- 1) Protect, Restore and Enhance Natural Resources
  - Protect, restores, and enhance natural resources, sensitive natural areas, natural areas, plant species and wildlife habitat
  - Work toward a forest restoration regime for forest health and habitat diversity, create a forest with varied tree age and species and habitat to support diverse wildlife
  - Protect aquifer recharge function
  - Protect and enhance shoreline habitat, including shellfish and forage fish
  - Protect the water quality of Gamble Bay through the management of shoreline and uplands
  - Understand the importance of the Pacific Flyway ("avian highway") and this landscape's key role
  - Plan for stewardship and public use as part of the large-scale surrounding landscape
- 2) Respect Historical and Future Cultural Integrity
  - Preserve cultural and historical aspects of the lands and shore; inclusive of all local Indigenous Tribes
  - Recognize and protect populations of medicinal plants and other culturally significant flora
  - Preserve and enhance the Statewide Scenic Highway 104 viewshed along the heritage forest alignment



# RELEVANT DOCUMENTS, PLANS & POLICIES

## PGFHP APPROVED PLANS & PROJECTS

### 3) Promote Responsible Recreation and Public Use of the Park

- Meet recreational needs of the region
- Develop a cohesive trail system and create trail loops
- Develop safe public access points and trailhead parking
- Plan for connecting corridors for recreation trails (Sound to Olympics) and wildlife travel
- Recognize and planning for “water trails” as part of Kitsap Peninsula trail system
- Work to integrate the approved the Ride Park with natural resource protection priorities
- Engage all users and activities to get them excited about nature-based education and conservation through recreation

Various projects in the Park were approved prior to the planning effort, are currently in planning, design, or engineering, and have been funded to some degree. All approved projects were incorporated into the planning process as best as possible to align efforts.

### Sound to Olympics (STO) Trail

The Sound to Olympics Trail (STO) is a segment of a nation-wide and state-side trail crossing Kitsap County. The STO will run north-south through the Park and complete one of the last segments of the Cross-State Trail and Great American Trail. After the segment concept was developed by North Kitsap Trails Association with broad community input in the North Kitsap “String of Pearls” Trail Plan, the STO was adopted by the Kitsap County Board of Commissioners as part of its 2013 Non-motorized Facilities Plan. Both documents included expansive public outreach to Kitsap residents, community

groups and organizations. Both Plans received nearly unanimous support at their adoptions. Since this time, the STO alignment has been acknowledged in acquisition documents, stewardship plans and feasibility studies. Kitsap has dedicated hundreds of thousands of dollars to the planning, design and eventual construction of the multi-million-dollar public investment.

The STO is intended to provide for both transportation and recreation. It will offer a non-motorized route between communities while providing room for people who prefer a more leisurely pace - walkers, recreational cyclists, people using strollers or wheelchairs and families on a casual outing. It will connect to the “Mountains to Sound Greenway” via both the Bainbridge Island and Kingston ferries and with the “Olympic Discovery Trail” beyond the Hood Canal Bridge to provide a connection across the State. A feasibility study was completed in 2018 for the STO segment through the Park and engineering and permitting of a significant portion of the trail will take place between 2021 and 2023 with construction expected to start in 2023 of the trail in the northern half of the Park. The STO Trail is also part of the National Rails to Trails Conservancy’s Great American Rail Trail that will run from Washington DC to Olympic National Park in Washington State.





# RELEVANT DOCUMENTS, PLANS & POLICIES

## Mountain Bike Ride Park

Mountain bike ride parks are places that provide trails that require a variety of skills for mountain bike users with a wide range of experience. These parks include terrain and obstacles, typically segregated by difficulty, for beginner and advanced mountain bikers to enjoy.

### Funding & Acquisition

In 2016 Kitsap County Parks Department was awarded a \$500,000 RCO grant with a matching obligation of \$500,000 for 200 acres of land to make the mountain bike ride park ("Ride Park") a reality. RCO funded the acquisition of the land through the WWRP-Local Parks grant program. Kitsap County Parks Department was the project sponsor.

In 2017 the County purchased 177.5 acres from Pope Resources, a smaller acreage than desired to bring the purchase price within secured funding levels. The land was historically a tree farm, which the timber company had platted into 20-acre, single family lots. Prior to purchase, Pope Resources conducted one final thinning harvest, which brought the cost of acquisition down the level for which the County and project partners Forterra and the Kitsap Forest & Bay Community Campaign had secured funding. The Ride Park area was thinned (approx. 100 trees/acre retained). This level of thinning protected the aesthetic forested landscape character while providing space for the development of Ride Park trails and facilities. In addition to RCO grant and matching obligations, private donations helped secure the acquisition of the Ride Park.

The grant application was supported by local Indigenous Tribes, local officials, Pope Resources, EMBA and other bicycle groups, Back Country Horsemen, local jurisdictions, NKTA, Forterra, Audubon and several other groups. Pope supported the grant application, sold the land, and has generously been allowing access, via a new road and easement, from Highway 104, through Babcock Farm and to the Ride Park for users and emergency services. The Ride Park will also link to the planned Sound to Olympics (STO) regional trail system east of the Ride Park property.

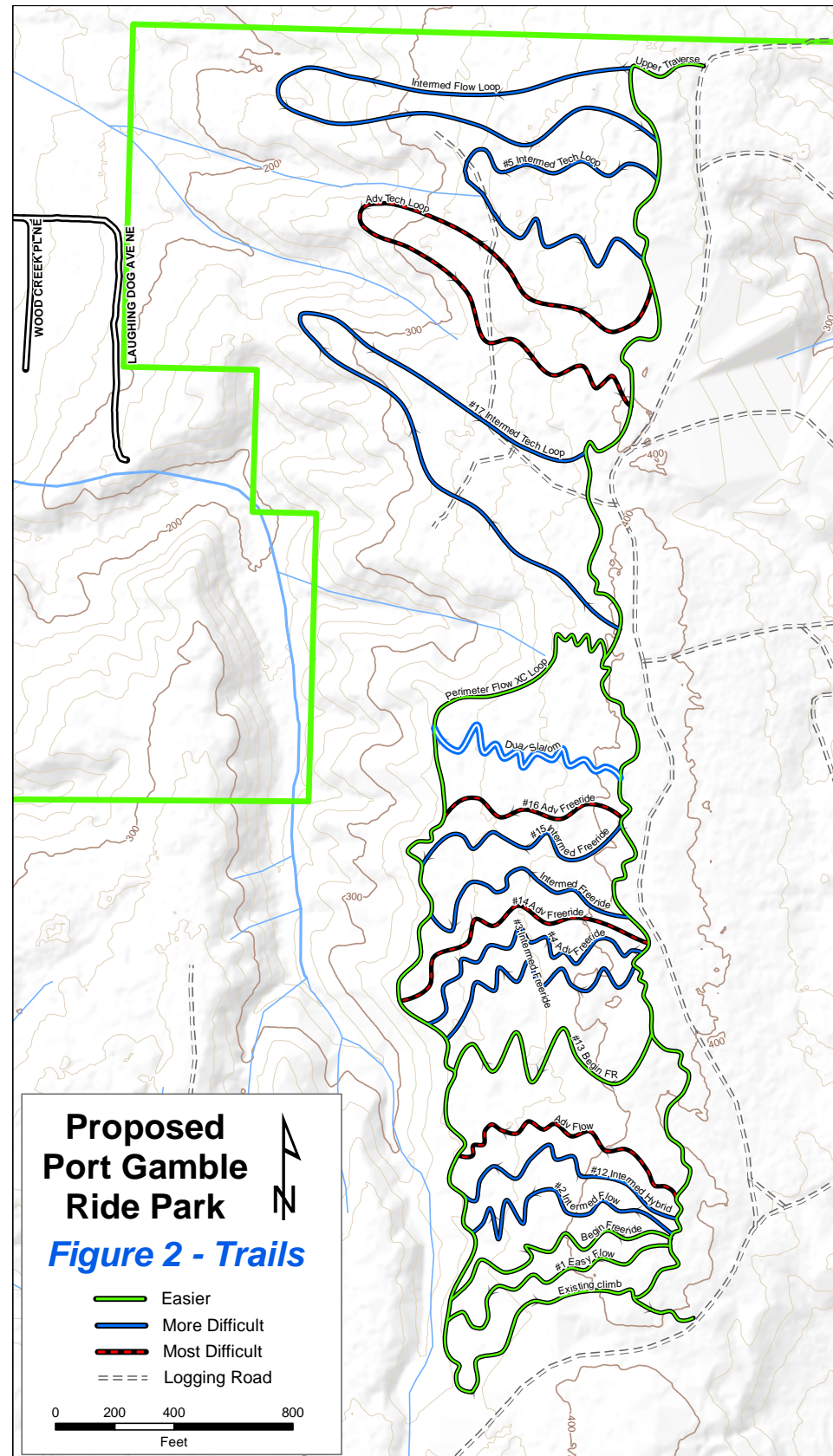


Figure 2.3 Proposed trails in Mountain Bike Ride Park

### Implementation

Once the land was secured, Kitsap County Parks entered into an agreement in early 2019 with the EMBA for the design, permitting, maintenance and operation of the ride park in the amount of \$1.7 million. The project has been designed by EMBA and has been permitted. Construction began in the summer of 2021. EMBA's West Sound Chapter, a non-profit, community-based, open-membership club will provide services under the contract for three years with two 1-year options to renew upon mutual agreement of the parties. The Ride Park will be subject the Kitsap County Parks code and will be operated for the benefit of the bicycling public without access fees. EMBA may program special events for which it can generate revenue by charging fees for participation in those events.

### Ride Park Master Plan

A master plan was developed by the Port Gamble Ride Park Committee in 2017 and includes key objectives, safety measures, trail design, and trail standards for different experience levels (beginner, intermediate, advanced, and expert). Detailed specifications for trail design are provided for each of the four experience levels. Descriptions and standards for technical trail features (TTF) such as ladder bridges, skinnies/log rides, steep rolls, rock gardens, drops, jumps, roller coasters, and other log features are provided in the master plan. Risk management techniques and signage are also addressed.

### Parking Lots

In 2020 the Kitsap Public Facilities District (KPF) funded the design and engineering of two parking lots within the Park to support already approved facilities including the Ride Park and the STO Trail. As such, a 75-vehicle lot is currently being designed at the north end of PGFHP near the Ride Park. Access to this new parking area will be through Rayonier property, specifically Babcock Farm which is a future commercial agricultural district being developed by Rayonier. The road is currently being engineered by Rayonier and is expected to be constructed in 2023. Additionally, a 15-car/6-horse trailer parking lot is being engineered at the south end of the project at the Stottlemeyer trailhead. Both parking lots have been integrated into the Framework and will be constructed in 2022 and 2023.



# RELEVANT DOCUMENTS, PLANS & POLICIES

## Rayonier Timber Harvesting and Operations Plans

The land acquisition agreements allow Rayonier to complete one more harvest in certain areas of the Park. Although the harvesting schedule is proprietary, Rayonier has shared maps indicating ages of stands. The plan assumes harvesting and required restoration will continue for 25 years from the initiation of the purchase agreement in 2017 (until 2042) in the East and West acquisition blocks unless the County exercises the option to purchase additional timber harvesting rights from Rayonier.

As such, not all land will be available for recreational use or restoration planting until commercial timber harvesting is complete. Commercial tree harvesting will dramatically change the landscape character by removing vegetation and by opening views. The sequencing of the harvest is not clearly defined by Rayonier, the timber company, although some assumptions can be made based on the age of the tree stands and pre-harvest management techniques. At points in time, logging equipment and trucks will require access along forest roads that, in many locations, will also be the route of the STO Trail. The STO Trail will be built to standards that will accommodate logging trucks; however, for safety reasons, the forest roads/STO Trail will need to be closed for recreational use when there are active logging activities. Harvesting permits and the agreements between the County and timber company require standard green up- replanting densely with Douglas fir. The State Department of Ecology (DOE) reclamation requirements do allow for alternative planting restoration plans if land will not be commercially harvested; however, the County acquisition agreements call for a traditional green up.

One of the recommendations in the Framework is for the County to coordinate with the timber company to pursue alternative green-up strategies that allow for the planting of a variety of new tree species instead of only Douglas fir.





# RELEVANT DOCUMENTS, PLANS & POLICIES

## OTHER PLANS

### Port Gamble Town Master Plan

#### Introduction

Port Gamble is the last company-owned town in Puget Sound and was originally created to support the large Pope and Talbot sawmill on Gamble Bay. The mill ran from 1853 to 1995 and now the entire 318-acre site, including the 120-acre National Historic Landmark of Port Gamble is under the management of the Olympic Property Group (OPG), a Rayonier real estate investment trust (REIT) subsidiary. Since the 1920's, much of the town has disappeared with the Grand Puget Hotel, hotel annex, hospital, school and most of the homes no longer there. As part of their continued management, Rayonier is currently developing a master plan that will help to revitalize Port Gamble while preserving its character and history. The town redevelopment area is located to the north of the Park and is adjacent to Park property.

#### Connection to the Park

Existing connections between the town and park include a couple of trails and service roads. In early 2021 Rayonier provided an easement for an access road (Carver Drive) between the town and the Ride Park, which will be located at the north end of the Park adjacent to Rayonier property. Carver Drive will be constructed from the terminus of the existing Carver Road off Highway 104 and run up the hill to the Park's northern boundary and is expected to be completed in 2023.

#### Synergy with the Park

Redevelopment of the historic town by Rayonier provides an incredible opportunity for synergy. This area of Kitsap County can become a tourism destination, with both the town and the Park playing a role which will benefit each other. See Chapter 5 for a more detailed discussion of recent agreements between the County and Port Gamble Town that will benefit this potential cooperation.

#### Redevelopment Plans

A Draft Environmental Impact Statement (EIS) was completed by Kitsap County for the Port Gamble Town Master Plan in September of 2019. The intent of the EIS was to address potential impacts at a project level, conducting an analysis of the elements of the natural environment as well as infrastructure in the project area. The Final EIS was issued by the County at the end of October 2020.

The County reviewed two main development alternatives with

Alternative 1 consisting of the most site development and Alternative 2 having less development. There was also a No Action alternatives that allowed for infrastructure degradation and an increase of industrial uses to a historical level. In both two development alternatives, Port Gamble will no longer be a completely company owned town. People will be able to buy a home, business, or agricultural property. Build out of the proposed redevelopment is assumed to occur by 2028, although actual build out would depend on market conditions.

Depending on the alternative, development may consist of:

- 35,000-156,000 sf of new commercial (retail and office) space
- 226-265 new residences
- 15,000 sf of restaurant space
- 30,480 sf of community/education/industrial space
- 30,000 sf of additional space including West Sound Wildlife Shelter
- 239 acres of open space uses
- Development on the former mill site
- Destination agritourism such as a winery, cidery and farm-to-table experiences on the hill near Babcock Farm

Much of Port Gamble will remain the same:

- The historic homes, general store, theater, church and business buildings
- Many acres of open space including large trees and wetlands
- Connection to multi-use trails, Sound-to-Olympics trail and a mountain bike ride park
- Construction of a new high-tech sewer plant and updated water utility
- Cleanup and environmental remediation of the Gamble Bay mill site

### Great American Rail Trail

The Great American Rail Trail (GART) is a proposed cross-country rail trail being developed by the National Rails to Trails Conservancy. The 6-mile shared-use trail approved through the Park will be part of this trail that runs 3,700 miles between Washington D.C. in the east and the Washington coast in the west. The planned trail would run through 12 states and be within 50 miles of 50 million Americans. Constructing this cross-country trail involves connecting 145 existing bicycle trails, and filling gaps in 95 existing trails. The project was started in May 2019 and is more than 50% complete.





# RELEVANT DOCUMENTS, PLANS & POLICIES



Figure 2.4 Port Gamble Redevelopment Plan - Alternative 1



# DEMOGRAPHICS

Kitsap County had approximately 272,200 residents in 2020 (Washington Office of Financial Management, 2020). The US Census Bureau divides the County into five Census County Divisions (CCDs): Bremerton, Port Orchard, Kingston, Bainbridge Island, and Poulsbo. Bremerton CCD in the south is the most populated County division, with over 40% of the County population. Poulsbo CCD, where the Park is located, has nearly 46,000 residents, accounting for approximately 17% of the County population. The Park is located adjacent to the historic town of Port Gamble, and across the Port Gamble Bay from the Port Gamble S’Klallam Reservation (estimated population of 634). The Port Madison Reservation, home to the Suquamish Tribe, is also nearby with a diverse population of Suquamish and non-Natives estimated at 7,919 people.

Table 2.1 shows the 2019 population (the most recent data available) for each CCD and the major cities and the two Reservations in the County. Of the nearly 60,000 people in the Poulsbo and Kingston CCD, the Park may be within approximately 10 miles of their residence. Adding in the approximately 25,000 people on Bainbridge Island, there may be approximately 85,000 County residents living within approximately 20 miles of the Park. Looking to the future, the County population is projected by the Washington Office of Financial Management to grow by 4% to 35% from 2020 to 2040, with a mid-level projection of growth of 17% (Office of Financial Management, 2017). In the mid-level population forecast, by 2040 the County population is estimated to be approximately 323,000 people. Assuming this growth is evenly distributed across the County, then the population within 10 miles and 20 miles of the Park may increase, respectively, to approximately 70,000 people and 100,000 people.

The population is primarily rural. As shown in Table 2.1 in italics, the largest city in each CCD typically comprises only approximately 20% to 35% of the CCD population. Across the County, 66% of the population lives in unincorporated areas (Washington Office of Financial Management, 2020). However, the County is proximate to and closely linked by highway and ferry to the approximately four million residents of the greater Seattle-Tacoma-Bellevue metropolitan area, as well as to residents on the Olympic Peninsula, Gig Harbor Peninsula, and in Olympia.

Geography	Population	Miles to Port Gamble Forest Heritage Park (Bay View Trailhead)
Kitsap County		
Poulsbo CCD	45,805	
Poulsbo	10,602	~9
Port Madison Reservation (Suquamish Tribe)	7,919	~10
Kingston CCD	12,524	
Kingston	2,193	~7
Port Gamble Reservation & Trust Land (Port Gamble S’Klallam Tribe)	634	~8
Bainbridge Island CCD	24,486	~17
Bremerton CCD	112,732	
Bremerton	40,631	~26
Port Orchard CCD	70,335	
Port Orchard	14,062	~31
Total County <sup>1</sup>	271,473	

Source: US Census Bureau, 2019. American Community Survey, 2019 and 2015-2019 survey data. Distance based on Google maps directions.

1- Since some CCD only have available data from 2015 to 2019, and some from 2019 alone, the County total for 2019 is higher than the sum of the CCD data, most of which are the 2015-2019 average.

Table 2.1 Kitsap County and Surrounding Areas Population, 2019

Refer to the Appendices for additional data and summaries including demographic information on ethnicity and race, disabilities, and recreation preferences.

# PLANNING & DECISION-MAKING

The plan complies with current policies, acquisition agreements, and considers economic, social, and environmental sustainability. The Framework is visionary, flexible, and achievable in phases. The plan supports community values and sustains the value of the land as a community recreation, open space, and environmental resource. The park is a tremendous resource yet also a potential liability if adequate funding is not available for management and operations. As the timber company turns land over to the County after their final harvests, the cost to maintain infrastructure, natural resources and recreational facilities will increase. To date, the timber company, along with volunteer support, have been responsible for forest restoration, management of invasive species, and maintenance of trails, roads, parking areas and culverts; these activities will become County responsibilities. Increased use of the land as a community resource will require investment in improvements to keep the Park safe, healthy, and accessible.

The Framework for PGFHP was funded by Kitsap County through the Kitsap Public Facilities District (KPFDD). The County retained OAC as the County's project administrator to direct the consultant team, oversee the stakeholder engagement/outreach process, and coordinate with the County's appointed stewardship committee. Fischer Bouma Partnership (FBP) was selected through a competitive process to manage the planning process and the technical consultants. FBP led the recreation and trail planning and land use and contributed to public outreach and steering committee coordination. The FBP team included Anchor QEA for natural resource planning, GIS mapping, and public meeting facilitation, Highland Economics for demographic, economic analysis, and feasibility, and Signal Architecture for planning and preliminary design of the education complex.

A small Steering Committee was appointed by the County comprised of three citizens who have actively volunteered in the Park for many years and have established relationships with diverse stakeholder groups, one of which is a member of the County Park Board. A representative from the KPFDD member of and the County Parks Director were also frequently involved in Steering Committee

meetings and reviews. Commissioner Rob Gelder participated in all public meetings and important strategy meetings. The Steering Committee assisted with stakeholder and public engagement. The County took the lead on coordination with First Nations- throughout the planning process representatives of Suquamish and Port Gamble S'Klallam tribes were invited to participate in public meetings and to contribute to educational forums.

The project team was directed to conduct a robust and inclusive outreach process to assist the County in understanding community priorities related to recreation and resource conservation. The evaluation of alternatives considered that the Park is a tremendous asset and acknowledges that the change in ownership and use demands a change in management, operations, and funding to ensure long term sustainability of the Park as a safe, accessible place managed for health and benefit of the community residents and the environment.







## **IN THIS CHAPTER**

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# 3

# **PLANNING PROCESS**



# PROJECT SPONSOR & FUNDING

## INTRODUCTION

The planning process was funded by the Kitsap Public Facilities District (KPF) and guided by Kitsap County. A Funding Request Package was submitted by the Kitsap County Parks Foundation on behalf of Kitsap County Parks to the KPF in December of 2019. Three phases were identified and detailed in the request. Phase 1, the purchase of park lands and completion of initial studies was identified as already having been completed with a value of over \$11 million. Phase 2 included planning for the Park and funding for implementation of the Ride Park, the STO Trail, and other amenities such as two new parking lots. Phase 3 identified potential project depending on the results of the planning effort.

*“I’m super excited because planning for the park’s future is really an all-encompassing effort to determine what the community really wants their public park to be.”*

*-Alex Wisniewski*

# PROJECT GOALS & OBJECTIVES

This remarkable land resource is envisioned as a memorable place that supports the vision and goals of the community and the health and vitality of people and place for generations to come. Guiding principles were developed by the Stewardship Committee in 2015 which were documented in the Resource Stewardship & Public Access Plan. A project vision was created for the Funding Request Package in 2019. Early in the planning process both the project vision and project goals were refined based on these two former efforts by the planning team (consultants, County Parks, Steering Committee, and County Commissioners office) and presented to the community in an early public meeting and on the project website. Based on community feedback, a final project vision and set of goals emerged.

## VISION

**Port Gamble Forest Heritage Park is focused on the quality of its diverse environment, wildlife, user experience and recreation opportunities. The Park is managed to ensure ecological, educational, and economic sustainability by attracting local and regional visitors while bringing compatible economic benefits to the area.**

## GOALS

### Wildlife Habitat Enhancement and Regeneration

To promote sensitive stewardship of park lands and trails, especially from previously altered landscapes, to improve habitat and regenerate natural systems for a wide range of wildlife.

### Conservation Ethic

To promote outdoor recreation, which leads to people placing value on natural places and believing it is important to steward these places for future generations.

### Education

To provide access to, and interpretation of, park lands that have the array of wildlife, vegetation, history, and other assets that give the public a greater understanding of the importance of nature in our lives.

### Quality of Life

To provide access to natural areas, trails, and outdoor recreation facilities, which has been shown to support improved physical and emotional health of users.

### Physical and Emotional Health

Provide access to natural areas, trails, and outdoor recreation facilities which has been shown to support improved physical and emotional health of users.

### Access and Inclusion

To create a park and policies that support community values and provide equitable access to all people, with an active effort to ensure diverse participation in advancing the Park’s vision and goals.

### New Venues for Active Recreation

To develop new facilities targeting specific events and activities providing a benefit to the local and regional community.

### Economic Vitality

To realize the economic benefits of increased recreation and conservation-related jobs while providing job stability and security.

### Predictability

To plan for the long term to ensure that development and programming will move forward in a way that is predictable, reliable and in keeping with community goals and aspirations.

# PROJECT GOALS & OBJECTIVES



## VISION

Port Gamble Forest Heritage Park is focused on the quality of its diverse environment, wildlife, user experience and recreation opportunities. The Park is managed to ensure ecological, educational and economic sustainability by attracting local and regional visitors while bringing compatible economic benefits to the area.

## GOALS



### WILDLIFE HABITAT ENHANCEMENT & REGENERATION

To promote sensitive stewardship of park lands and trails, especially from previously altered landscapes, to improve habitat and regenerate natural systems for a wide range of wildlife.



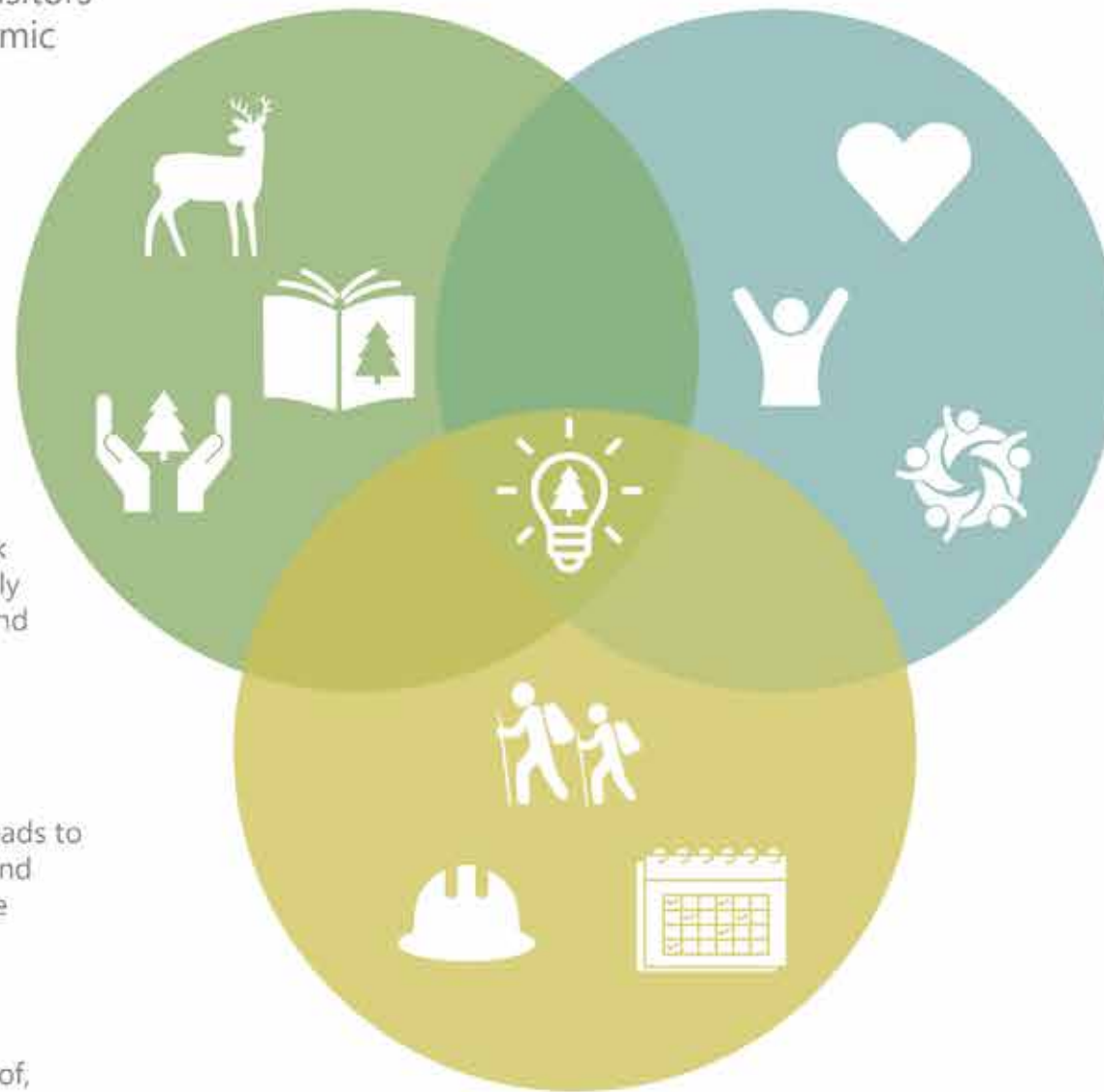
### CONSERVATION ETHIC

To promote outdoor recreation, which leads to people placing value on natural places and believing it is important to steward these places for future generations.



### EDUCATION

To provide access to, and interpretation of, park lands that have the array of wildlife, vegetation, history, and other assets that give the public a greater understanding of the importance of nature in our lives.



### QUALITY OF LIFE

To improve quality of life for those in the community by increasing the amount of open space, particularly spaces with recreation opportunities.



### PHYSICAL & EMOTIONAL HEALTH

To provide access to natural areas, trails, and outdoor recreation facilities, which has been shown to support improved physical and emotional health of users.



### ACCESS & INCLUSION

To create a park and policies that support community values and provide equitable access to all people, with an active effort to ensure diverse participation in advancing the park's vision and goals.



### NEW VENUES FOR ACTIVE RECREATION

To develop new facilities targeting specific events and activities providing a benefit to the local and regional community.



### ECONOMIC VITALITY

To realize the economic benefits of increased recreation and conservation-related jobs while providing job stability and security.



### PREDICTABILITY

To plan for the long term to ensure that development and programming will move forward in a way that is predictable, reliable and in keeping with community goals and aspirations.



# STAKEHOLDER ENGAGEMENT

## ENGAGEMENT

Community participation in the planning process was very important to the County and consisted of a multi-faceted approach to engage as many people as possible. Various ways that stakeholders were engaged included:

- A Steering Committee with representatives from the community to work closely with the project team and provide an advisory role on decisions
- Development of a project website with periodic updates
- Advisory committees (groups of people) to address specific topics or issues
- Targeted outreach with a number of specific users (typically interviews)
- Surveys and questionnaires
- Newsletters
- News articles
- Educational panel
- Four public meetings
- Consultation with local Indigenous Tribes

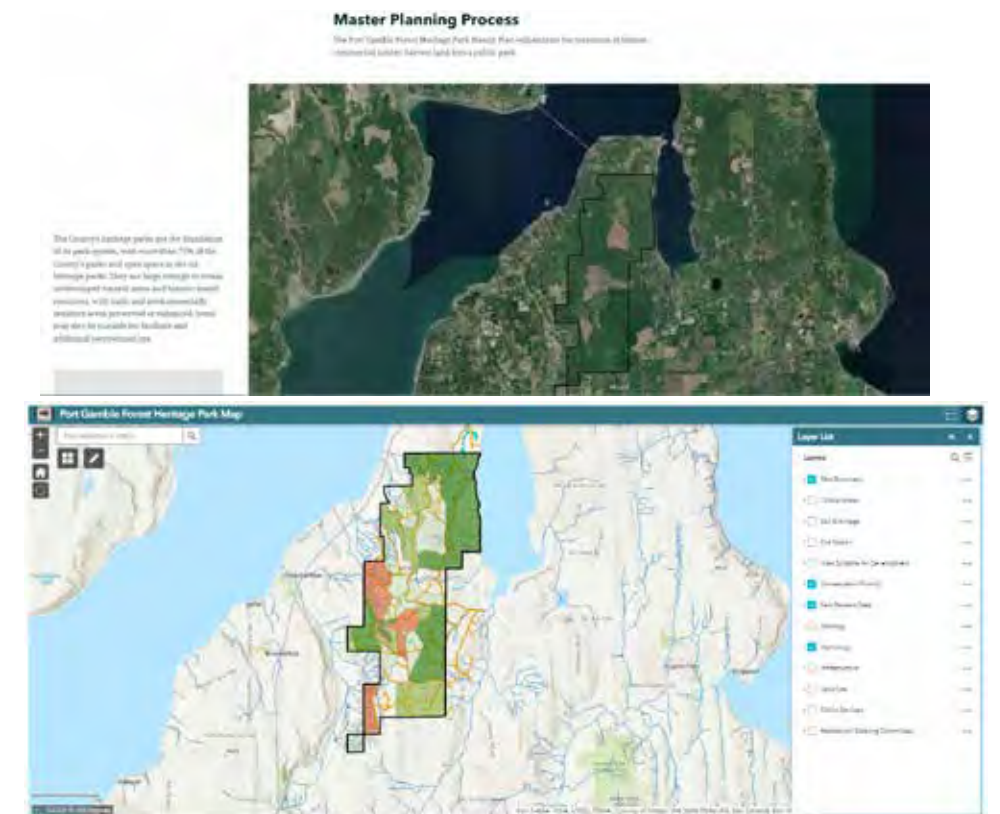
## STEERING COMMITTEE

The Steering Committee was assembled by the County prior to consultant selection. The three community members that volunteered their time included Kathryn Thompson, Don Willott, and Mark Schorn. They represented various, and often multiple, constituent groups within the community and played an invaluable role during the planning process guiding the efforts of the consulting team and County. They participated in bi-monthly meetings, coordinated with multiple community groups, helped plan for public meetings, and reviewed numerous deliverables generated by the consultant team during the planning process. Steering Committee meetings also included Parks Director Alex Wisniewski and a representative, Mike Walton, from the KPF. D.



## PROJECT WEBSITE

A project website ([www.portgambleforestpark.com](http://www.portgambleforestpark.com)) was created early in the planning process to inform and educate the community about the planning process and the opportunities and constraints within the Park. The website was also used as a mechanism to gather information and comments from people as there were various questionnaires available depending on the phase of the project. Several updates were made over the course of the planning effort.



# STAKEHOLDER ENGAGEMENT

## ADVISORY GROUPS

A couple of advisory groups were assembled during the project to address topics such as how to best provide education and research facilities in the Park and how to make the Park's trails and facilities more accessible to all people. These advisory groups consisted of individuals with knowledge in their fields and special interest in the Park. The education advisory group, made up of representatives from Olympic College, Western Washington University, and the University of Washington, met several times to discuss how they currently, are or could be, using the Park as an outdoor classroom and facilities that could enhance this experience. An accessibility advisory group, made up of representatives who were experts in accessibility and represented and/or had disabilities themselves provided feedback several times on plans proposed for trails and other facilities.

## TARGETED OUTREACH

In addition to advisory groups, the County and project team met with various community groups and representative individuals periodically to discuss how they used the Park, constraints they would like to see addressed, and opportunities related to the special interests they represented. Outreach was performed by phone, in-person, and online Zoom meetings with both groups and individuals. Input during the planning process was received from many groups and individuals, listed in the box to the right.

Kitsap County Public Works (KCPW)  
Port Gamble Stewardship Committee (PGSC)  
Rayonier / Pope Resources / OPG  
North Kitsap Trails Association (NKTA)  
Sound to Olympics Trail (STO)  
Forterra  
Great Peninsula Conservancy (GPC)  
Kitsap Audubon Society  
Evergreen Mountain Bike Alliance (EMBA)  
Kitsap Economic Development Alliance (KEDA)  
Visit Kitsap  
City of Poulsbo  
Western Washington University (WWU) Extension  
Campus  
Olympic College (OC)  
University of Washington (UW) School of Forestry  
UW College of Built Environments  
WildPlay (Adventure Tree Park)  
No Child Left Inside  
Our Forest Fund  
Equestrians / Back County Horsemen  
Current Users / Bikers / Hikers / Walkers

## SURVEYS & QUESTIONNAIRES

Various surveys were performed during the project to gather information on how people were using the Park and to identify what uses, facilities, programs and policies they might be interested in supporting and using. In June 2021, an in person, on-site survey was conducted by volunteers and organized by the Stewardship Committee at several trailheads around the Park which solicited responses from more than 150 people. Three different questionnaires were included on the project website at various stages of the planning process to generate feedback. During the first two public meetings, people participated in digital polling exercises that produced live, immediate results. See the following meeting summaries for a discussion of these polling exercises.





# STAKEHOLDER ENGAGEMENT

## NEWSLETTERS

The project team developed periodic newsletters to keep the community and various interest and advisory groups informed about the status of the planning effort and to promote upcoming public meetings. An example of a newsletter is shown below.



## NEWS ARTICLES

Jessie Darland of the Kitsap Sun wrote an article titled "Plans for Port Gamble Heritage Park coming into focus" on September 17, 2021, after interviewing several members of the consultant team, County, and Steering Committee. The article appeared a week prior to the third public meeting and provided readers a link to the project website and registration for the meeting. The article provided a summary of the planning work done to date and a preview of the alternatives to be presented at the upcoming public meeting.



## EDUCATIONAL PANEL - FOREST HEALTH

It became apparent during the first public meeting in March 2021 that there were a wide range of assumptions regarding the condition of the forest in the Park and what should be done to preserve, protect, and enhance to forest in years to come. As such, an educational session was held in June of 2021 in the middle of the planning process to provide information to the community about the health of the forest. Forest and ecology experts convened, provided brief presentations, and answered questions from a facilitator including:

- "What is a healthy forest?"
- "How healthy is the PGFHP forest?"
- "How do we restore it to achieve a healthier forest?"



# STAKEHOLDER ENGAGEMENT

## PUBLIC MEETINGS

A series of four on-line public meetings were held over the course of the planning process to present the work done to date and gather feedback to be integrated into future efforts. The meetings and their objective included:

Meeting #1 – March 16, 2021

Objective: To introduce the planning process and context, present the draft vision and goals, and to ask for public feedback on priorities.

Meeting #2 – June 22, 2021

Objective: To present challenges and opportunities with a comprehensive list of ideas (uses, facilities, programs, funding) that were identified to understand community preference for each.

Meeting #3 – September 29, 2021

Objective: To present a preliminary trail plan, spatial alternatives for consideration, and funding and economic development opportunities.

Meeting #4 – March 7, 2022

Objective: To present the Draft PGFHP Framework, including, phasing, and implementation strategies.

### Public Meeting #1

On March 16th, 2021 over 200 people participated in the first public meeting. Project goals and schedule were reviewed and the desired outcomes for the meeting presented. The overarching goal of the process being the to create an inspired yet achievable Framework for the conversion of 3,500 acres of commercial timber land to a heritage county park that balances recreation and conservation.

The objectives for the first meeting being to introduce the project, describe the legal, environmental and policy planning context and encourage engagement of diverse groups in co-creating and stewarding a long-term vision. The 12-month planning process and opportunities for engagement via meeting, committees, surveys, and the website were presented. Current projects including the planning design and construction of the ride park, trailheads, parking, restrooms and the STO Trail were presented. Presenters summarized the Park history, opportunities, and constraints, guiding principles and goals and vision of land conservation that began 10 years ago that resulted in acquisition of the land. Participants were reminded that the acquisition agreements allow for one additional timber harvest on a portion of the land.

With the goal of hearing from more people; the larger number of meeting attendees were placed in three smaller groups where people discussed the goals, questions, and ideas. Toward the end of the meeting, the entire group came back to gather to participate in a survey with results displayed as word clouds.

### Outcome

During the small group breakout sessions, comments and questions were recorded for the project team to review and integration into the next phase of work as appropriate. The polling exercise that was done with all participants generated word clouds for five different questions, the results on those shown in the graphics below. Generally, participants use the Park for activities such as hiking and biking, think that conservation and recreation are important priorities for the Framework, and think funding, clearcuts, and conservation are the main challenges facing the planning effort. As for the best way to provide a sense of belonging to the Park a majority responded with improving access and accessibility while providing multi-use activities.

### Public Meeting #2

On June 22nd, 2021 approximately 80 people participated, via Zoom webinar, in the second public meeting. The consultant team briefly reviewed the content of the first public meeting in March and summarized the work done since that time including efforts to gather community and partner input, the Ecological Restoration Panel held in early June, and development of project challenges and opportunities.

The objectives of the second meeting were to present project challenges and opportunities with a comprehensive list of programmatic ideas that had been identified to date and to gain an understanding of community preferences on: 1) use of the Park, 2) facilities that would support those uses, and 3) possible funding and economic development strategies.

Four themes, or categories were discussed: recreation, natural resource management, environmental and cultural education, and funding and economic development. First, challenges for each were discussed. Second, opportunities to address those challenges were summarized. These opportunities were categorized as either uses/facilities or programs. Participants then engaged in several real-time polling exercises to understand their preferences for these uses, facilities, and programs within each of the themes.

### Outcome

Recreation uses and facilities of most interest to participants included trailhead parking, water access, and birding and wildlife viewing areas. Trail facilities of most interest to participants included more loop trails, multi-use trails and single-use hiking trails. Recreation programs of most interest to people included birding and wildlife events, guided nature walks, and trail runs and race events. Natural resource management programs most important to people included increasing species diversity, sustainable forest management and watershed restoration and protection. Environmental and cultural education uses and facilities of most interest to people include a research facility, viewing platforms, and outdoor classroom areas. Environmental and cultural education programs of most interest to people include environmental education, stewardship volunteer programs and research (natural resource based).



# STAKEHOLDER ENGAGEMENT

**In one or two words, what would be your favorite recreational activity in this park in the future?**



**In one or two words, what is the biggest challenge facing the planning process?**



**In one or two words, what do you think is the most important priority for the Master Plan process?**



**In one or two words, what is the best way to give everyone a sense of belonging in the park?**



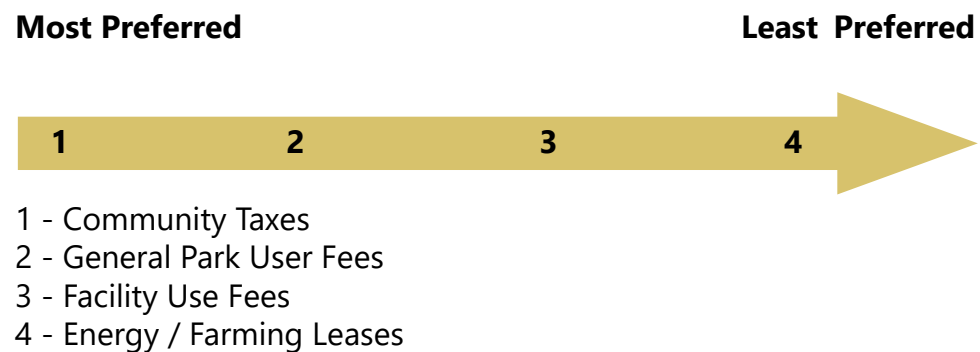


# STAKEHOLDER ENGAGEMENT

Participants were presented with information on how different land use options at the Park may affect both economic development opportunities in the community and funding for the Park. The participants were then asked to express their preferences between four sets of two options for land use/funding. Funding mechanisms (and associated land use strategies that were presented to participants were: 1) Park user fees (entrance or parking fees) to fund park operations, with park land uses determined based on local user preferences; 2) Facility use fees (accommodations, facility rentals, events, concessionaire leases) to help fund park operations and attract visitors to the area, with some land use dedicated to these visitor facilities; 3) Dedicated community taxes or development fees to fund park operations, with park land uses determined based on local preferences; and 4) Leases for energy infrastructure or farming or rights of way that would help fund park operations, with some land in the Park dedicated to these uses.

The County will pursue grants/donations/partnerships, but these funding options are not expected to be sufficient to support operation of the Park, even with no additional development at the Park. Of the other available funding options, participants in the second public meeting for the Park reported that community taxes were the most preferred option, followed by general park user fees/facility use fees. Leasing land for energy/farming was the least preferred option by the attendees of this public meeting.

Public meeting participants tended to rank these options as follows:



Meeting attendees (who tend to be park users) generally favor land uses aligned with current park uses such as trail use and nature-based pursuits such as wildlife viewing/bird watching, and do not favor facilities and uses that may attract out of area visitors and that would provide revenue-generation potential. The meeting attendees also tended to strongly oppose land uses/fee generation through non-recreation land uses such as energy, farming, or development. Further, as indicated in their preferences between funding options, meeting attendees prefer park costs to be spread over the general population through taxes/development impact rather than have costs borne by users through general user fees paid by all (or nearly all) park visitors. However, when asked to compare user fees for all park visitors to revenue generating facilities at the Park, meeting participants were fairly evenly split (48% to 47% preference on these two choices).

Participants were also asked how much they would be willing to pay annually through user fees or taxes to recreate at the Park. Nearly all meeting participants who responded (96%) indicated they would be willing to pay at least \$25 annually, with 59% indicating they would be willing to pay \$100 per year or more. Average willingness to pay was \$84 per respondent.

In considering these results, it is important to note that different stakeholder groups may have very different preferences, and that we expect that the following potential stakeholder groups were not represented in the public meeting:

1. County resident who might use the Park if other opportunities were available, such as a nature-based playground/outdoor classrooms/etc., and who would pay taxes under a tax-based funding system.
2. Outdoor-related and tourism-related businesses and Port Gamble Town businesses who may benefit the most from economic development associated with an increase in visitation at the Park from non-local visitors if park land uses were geared towards attracting a regional pool of visitors.

As a guidance document, this Framework includes aspirations for the Park many of which may not be attainable due to lack of interest, funding or other obstacles. However, the document does analyze the opportunities as a foundation for future discussion.

## Public Meeting #3

On September 29th, 2022 approximately 120 people participated, via a Zoom online seminar, in the third public meeting. The consultant team briefly reviewed the content of the second public meeting in June and summarized the work done since that time.

The objectives of the third meeting were to review the site assessment and suitability analyses for both recreation and forest restoration, present a preliminary trail plan and trail classification system, present spatial alternatives for consideration based on varying levels of recreational and educational development, present funding and economic development opportunities.

Presentations by consultants on these topics during the first hour of the meeting were followed by three 20-minute break out sessions where smaller groups of participants could comment and ask questions.

## Outcome

The third public meeting did not include polling exercises. Instead, participants were placed in one of three groups and spent 20 minutes asking questions and providing feedback on each of three topics: trail improvements, forest enhancement, and alternative spatial plans and funding. Each of these groups was facilitated by a project consultant and supported by a County team member or Steering Committee member. Comments and questions were recorded for project team review and integration into the next phase of work as appropriate.



# STAKEHOLDER ENGAGEMENT

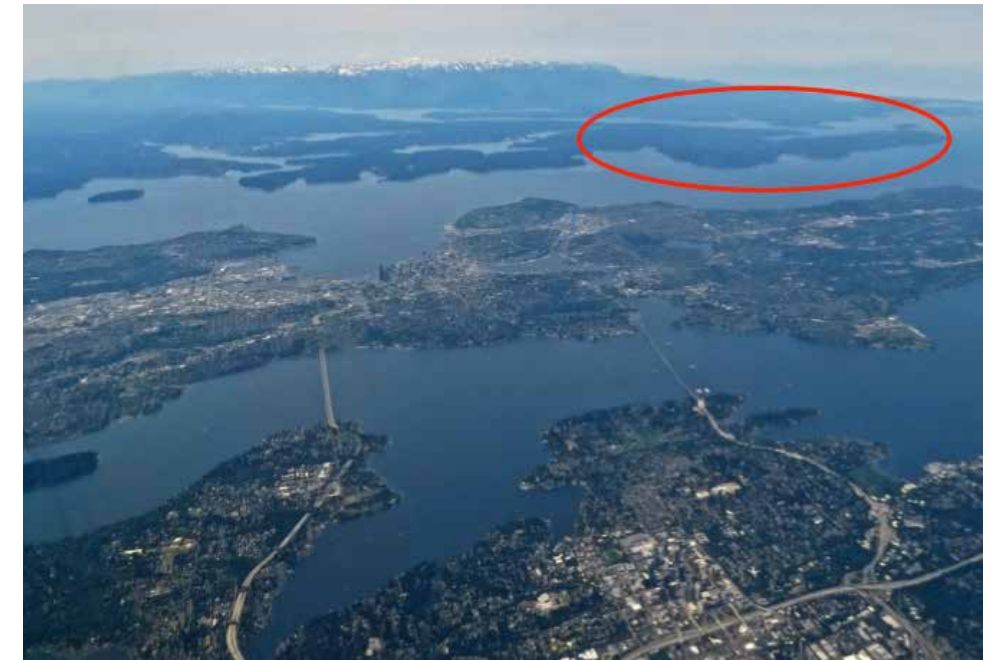
## Public Meeting #4

On March 7, 2022 approximately 100 people participated, via a Zoom online seminar, in the fourth public meeting.

The objective of the fourth meeting was to present a summary of the Framework recommendations that were outlined in the Draft Framework completed in February 2022 including:

- Land Use Recommendations
- Forest Management Recommendations
- Recreation & Education Recommendations
- Funding & Economic Development Recommendations

The project team then took comments and answered questions to clarify the recommendations in the report. The draft report was made available to the public for review two weeks prior to the meeting. The project website continued to allow for public comment on the Framework for two weeks following the meeting. The County continued to take public comment by email and during Board of Commissioner meetings for several months (through November of 2022) following the publishing of the Draft Framework.





# TRIBAL CONSULTATION

Kitsap County and Port Gamble Forest Heritage Park is the ancestral home of both the Port Gamble S’Klallam Tribe and the Suquamish Tribe. The County has historically maintained a close relationship with both Tribes, and both Tribes have been involved throughout the early planning stages to make Port Gamble Forest Heritage Park a reality. Prior to the procurement of the land from Rayonier, both the Port Gamble S’Klallam Tribe and Suquamish Tribe were key stakeholders in the Kitsap Forest and Bay Coalition campaign to preserve the Port Gamble Bay watershed. Award-winning Port Gamble S’Klallam artist Jeffrey Veregge created the tribal-inspired logo used for the Kitsap Forest and Bay Project which was adopted by Port Gamble Forest Heritage Park, courtesy of Forterra – which can be seen throughout this Framework document. Due to the sensitive nature of the planning efforts that went into the development of this Framework, all coordination with local Indigenous Tribes was conducted through separate government-to-government discussions individually with representatives from each Tribal government.

Kitsap County met with government staff representatives of the Port Gamble S’Klallam Tribe seven times over the course of the planning process. At each meeting, County staff and representatives of the project team presented draft materials prior to release to the public or other stakeholders for Port Gamble S’Klallam Tribe review and comment. Additionally at each meeting, all verbal discussions were documented, and applicable changes were made by the project team prior to releasing draft content publicly. Representatives of the Port Gamble S’Klallam Tribe were invited to each public meeting as well, as well as the panel Q&A session regarding ecological restoration in Port Gamble Forest Heritage Park, where Hans Daubenberger, Port Gamble S’Klallam Tribe Habitat Biologist and Research Manager, participated as a panel member. As part of the desire for ongoing collaboration for cultural and environmental education and research in Port Gamble Forest Heritage Park, the project team met with representatives of the Port Gamble S’Klallam Tribe and Heronswood Garden for a tour of the gardens and a discussion of future collaboration opportunities. Prior to the release of the Draft Framework document, Kitsap County presented and discussed the draft document and received verbal feedback from the Tribe. Following the review of the draft Framework document with the Port Gamble S’Klallam Tribal Council, the County met again with the Tribe and discussed Tribal Council comments regarding the document, documenting all verbal feedback from the Port Gamble S’Klallam Tribe.

Kitsap County met with government staff representatives of the Suquamish Tribe five times over the course of the planning process. At each meeting, County staff and representatives of the project team presented draft materials prior to release to the public or other stakeholders for Suquamish Tribe review and comment. Written comments received from the Suquamish Tribe in early planning phases were reviewed and incorporated by the project team into the developing Framework. Additionally at each meeting, all verbal discussions were documented, and applicable changes were made by the project team prior to releasing draft content publicly. Representatives of the Suquamish Tribe were invited to each public meeting as well, as well as the panel Q&A session regarding ecological restoration in Port Gamble Forest Heritage Park. Prior to the release of the Draft Framework document, Kitsap County presented and discussed the draft document and received verbal feedback from the Suquamish Tribe.

As the Framework becomes a guidance document for future projects within Port Gamble Heritage Park, Kitsap County looks forward to ongoing collaboration with both the Port Gamble S’Klallam Tribe as well as the Suquamish Tribe in further planning and implementation efforts, as this will be critical to the future success of Port Gamble Forest Heritage Park.





# SITE SUITABILITY

## INVENTORY NARRATIVES & MAPS

### Background Data and Field Environmental Reconnaissance

Field reconnaissance was performed at PGFHP in May 2021. Senior biologists from Anchor QEA documented observations including spatial data, photographs, and field notes. The field reconnaissance effort was conducted to verify site inventory information that was collected as part of Phase I of the development of the PGFHP Framework. This refinement to the inventory informed analysis of specific areas identified for improvements in the preliminary alternatives under consideration for the Framework.

Prior to the field effort, Anchor QEA biologists reviewed maps of PGFHP soils, geology, streams, wetlands, and topography. Aerial imagery dating back decades was also reviewed to better understand timber harvest patterns and techniques.

A key focus of the reconnaissance effort was the condition of 36 individual forest stands in PGFHP (Figure 3.1). Maps previously generated by the PGFHP Stewardship Council had designated these 36 forest stands as historical harvest units with relatively homogeneous conditions. Field reconnaissance was conducted from multiple locations in and around each stand, resulting in stand descriptions, conditions assessments, and management strategy recommendations.

### Mapping Sources

A series of inventory maps was developed for the planning effort. These maps, as well as a matrix identifying the data source for each map, are provided in an appendix. Framework mapping relies on existing data, and additional wetlands were not delineated for this planning effort. Wetland buffers in Kitsap County are based on the current Washington Department of Ecology Washington State Wetland Rating System for Western Washington. Wetland buffers in Kitsap County can vary between 25 to 300 feet in width, depending on the wetland rating. Therefore, buffers were not shown on the Framework mapping due to the uncertainty of the applicable buffer widths until the wetland rating is complete. During review of future specific project proposals for implementation, any development in the vicinity of a wetland would require submittal of a Critical Areas

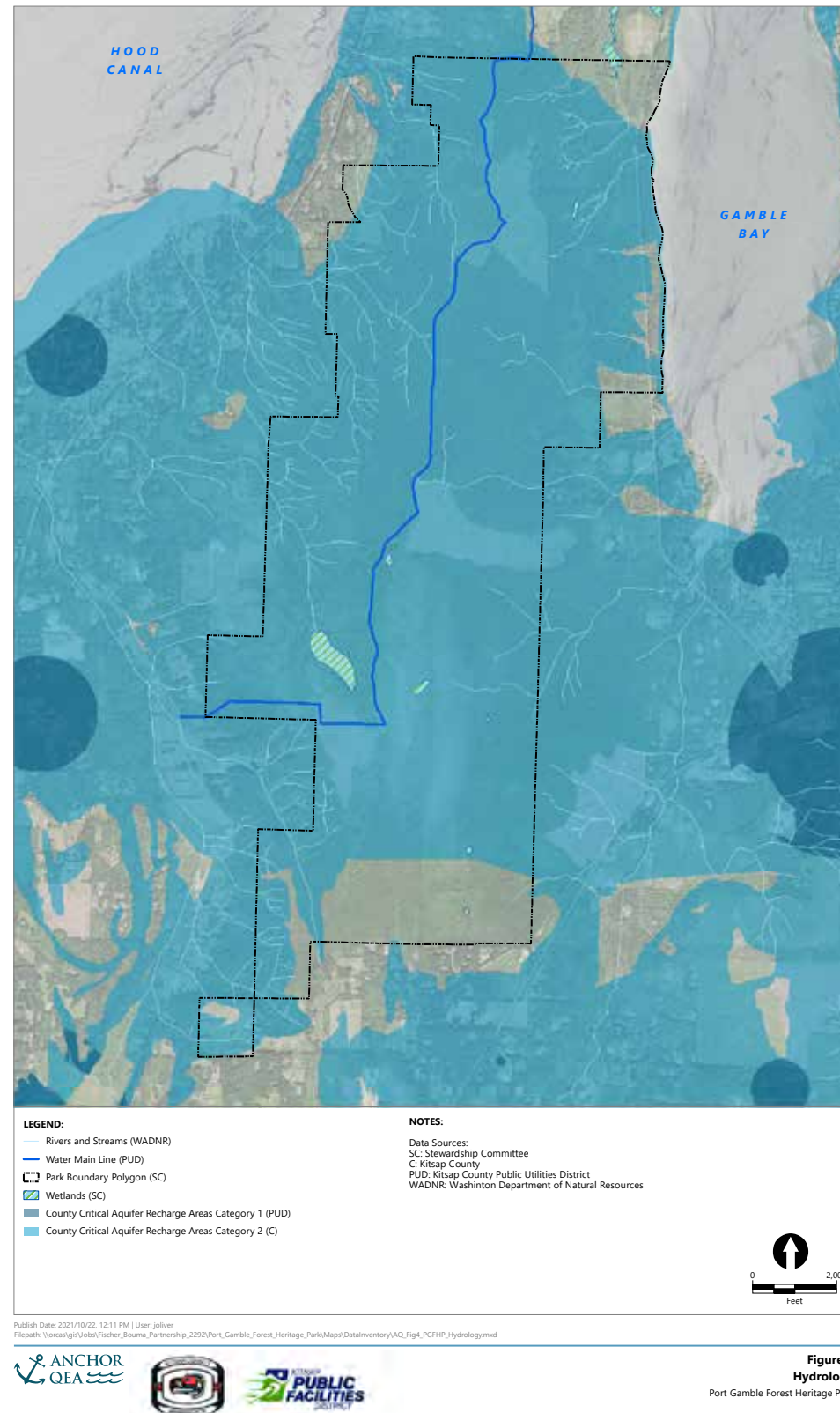


Figure 3.1 Hydrology of Port Gamble Forest Heritage Park

report. This report would include a formally delineated boundary of nearby wetlands, along with wetland ratings and mapping of the jurisdictional buffers based on the appropriate buffer widths.

### Critical Areas

Critical areas in Kitsap County include wetlands, critical aquifer recharge areas, geologically hazardous areas, fish and wildlife habitat conservation areas, and frequently flooded areas. Critical areas are designations used under provisions of the Growth Management Act to protect public resources when land is being converted to another use, including forest land that is converted in a park.

### Wetlands

Wetlands are those areas inundated or saturated by surface or groundwater at a frequency and duration sufficient to support vegetation typically adapted for life in saturated soil conditions. Wetlands are protected under the federal Clean Water Act. Wetlands and wetland buffers are also protected by state and local laws in Washington. Data from Kitsap County were used in the inventory for PGFHP, although the original source of the data is assumed to be the U.S. Fish and Wildlife Service's National Wetland Inventory. During site analysis and suitability evaluation, wetlands were considered unsuitable for all recreation. Wetland buffers were considered unsuitable for all types of recreation except passive recreation, such as wildlife viewing.

### Critical Aquifer Recharge Areas

Critical aquifer recharge areas (CARAs) are defined by the Washington State Growth Management Act and Kitsap County Code as those land areas that contain hydrogeologic conditions that facilitate aquifer recharge and/or transmit contaminants to an underlying aquifer. While there are no identified Category 1 CARAs (wellhead protection areas) in PGFHP, most of the park falls within areas mapped as Category 2 CARAs. Additional study is required for some types of development within Category 2 CARAs, including large on-site septic systems associated with educational, research, and/or recreational facilities. These are the types of development contemplated in the Framework that could require such a study. During site analyses and suitability evaluation, it is impractical to exclude CARAs because most of the park is within the Category 2 CARA designation. Additional studies are anticipated to meet local code requirements once site uses are determined.



# SITE SUITABILITY

## ***Fish and Wildlife Habitat Conservation Areas***

Fish and wildlife habitat conservation areas (FWHCAs) are identified by Kitsap County as those areas that serve a critical role in sustaining needed habitats and species for the functional integrity of the ecosystem, and which, if altered, may reduce the likelihood that a species will persist over the long term. FWHCAs are typically identified by known locations of species, such as a nest or den, or by habitat area, such as streams or lakes.

Activities within a designated FWHCA or its buffer are subject to Kitsap County development standards such as buffers and setbacks, habitat management plans, or design requirements that minimize or avoid impacts.

The PGFHP inventory included those areas identified in the Washington Department of Fish and Wildlife (WDFW) Priority Habitats and Species (PHS) database. PHS are defined in the Kitsap County Code (KCC 19.150.470 and 19.150.475) to be as established in the WDFW PHS database. PHS defines mature forests as stands with average diameters exceeding 21 inches diameter at breast height and with trees 80 to 200 years old (WDFW 2008). Additionally, recent stream survey data from the Wild Fish Conservancy of Washington were used to determine the locations of streams and the extent of fish use in those streams. Projects that receive grant funding, for example, from the Washington State Department of Ecology, may have additional restrictions placed on them.

During the site analysis and suitability evaluation, areas in and around streams, wetlands, and other mapped FWHCAs were considered unsuitable for most types of development. These resources were considered in determining locations for new trails, wildlife viewing areas, and other dispersed recreational development.

## ***Frequently Flooded Areas***

The only mapped frequently flooded areas within PGFHP are on the shoreline of Port Gamble Bay. Lands below elevation 13 (North American Vertical Datum of 1988) are considered to have at least a 1% chance of being flooded in a given year.





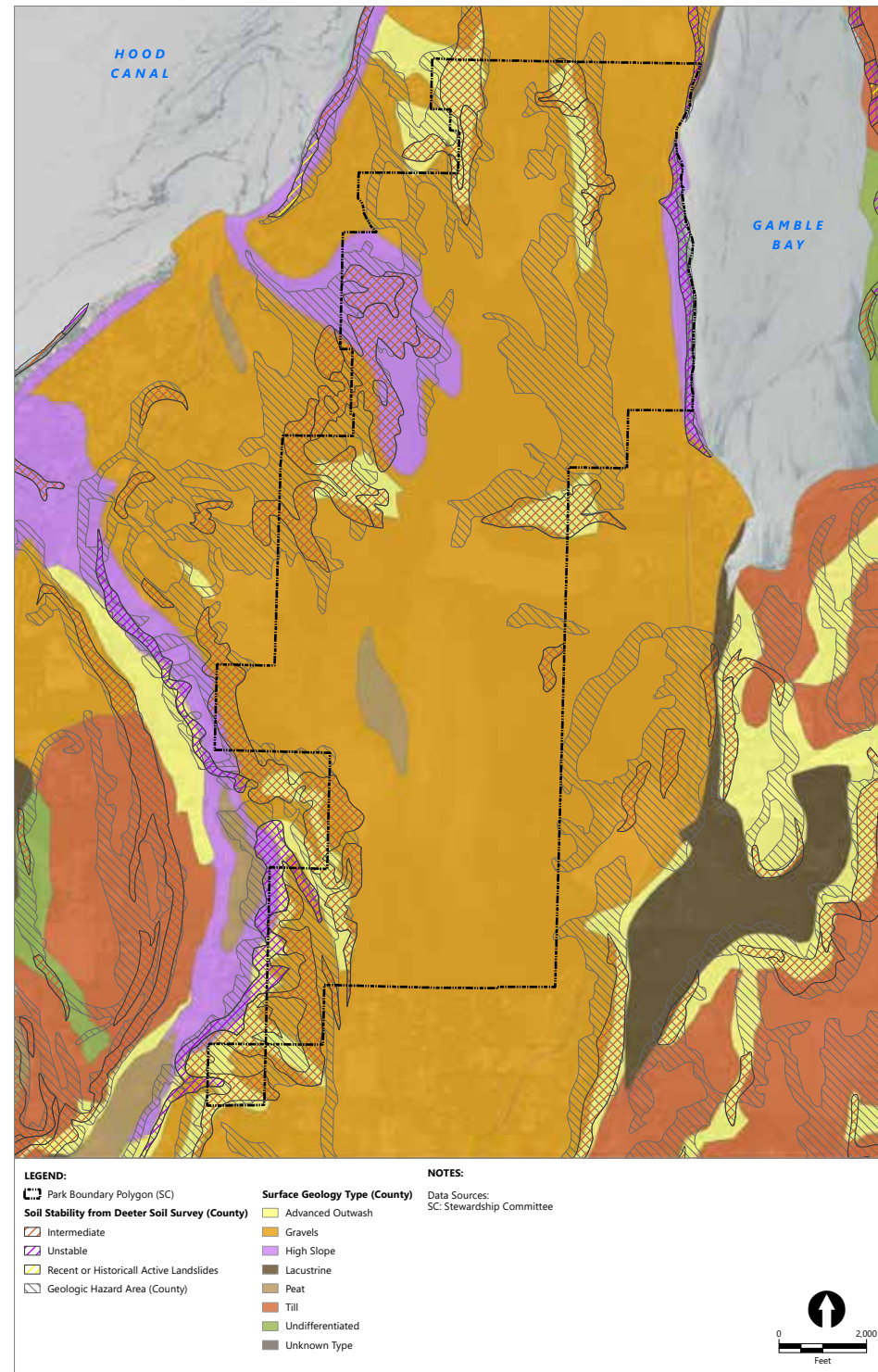
# SITE SUITABILITY

## Geologically Hazardous Areas

Geologically hazardous areas (GHAs) are those land areas that are susceptible to erosion, sliding, earthquake, or other geologic events. Some geological hazards can be reduced or mitigated by engineering, design, or modified construction methods so that risks to public health and safety are minimized.

The locations of GHAs are determined by Kitsap County and are present on many of the steeper slopes in the park. The County has specific requirements for development activities that occur within GHAs. A study by Jerald Deeter (1979) identified additional areas with unstable soil stability that were included in the inventory.

During the site analysis and suitability evaluation, the GHA inventory was used to exclude areas for most types of development, such as buildings, parking areas, and other infrastructure. Certain small developments, such as trails and wildlife viewing areas, could be sited within these areas if constructed appropriately.



**Figure 6**  
Geology  
Port Gamble Forest Heritage Park



Figure 3.2 Geology of Port Gamble Forest Heritage Park



# SITE SUITABILITY

## Forest Condition

The condition of the forest stands are directly related to the age of the trees that were planted after the last harvest. Typically scheduled pre-commercial thinning ceased when the timber company decided to put the land up for sale. It is likely that the current condition of the commercial forest would have been better (fewer and larger trees per acre) if commercial thinning had continued over the past several years. This section describes the general conditions observed in the park for stands of timber within the following age classes:

- During and immediately following harvest
- Harvested less than 5 years ago
- Harvested between 5 and 15 years ago
- Harvested more than 15 years ago

Immediately after a final timber harvest (clear-cut), the area is colonized by native grasses, shrubs, herbs, and forbs as well as nonnative, invasive species such as Himalayan blackberry (*Rubus armeniacus*) and more commonly Scotch broom (*Cytisus scoparius*).

Logged sites are replanted with Douglas fir (*Pseudotsuga menziesii*) as stipulated in Forest Practice Permits issued by the Washington Department of Natural Resources (DNR 2021). Douglas fir is planted for three reasons: 1) It is naturally the dominant tree species after disturbance (natural or un-natural), 2) it requires full sunlight for establishment which is a characteristic of disturbance, and 3) it historically has been the most valuable commercial species. Western Red Cedar, Western Hemlock, White Pine, Grand Fir and Red Alder are also commercial species. To ensure the establishment of these trees, at least some invasive vegetation control is conducted following harvest, as well as thinning of small trees to limit future overcrowding. Slash piles are left behind to provide habitat.

Recently, some stands within PGFHP have been selectively thinned, leaving some trees standing. This practice of thinning includes a variety of methods:

- Pre-commercial thinning where the intent is to stimulate growth and maximize the value of trees left standing. By reducing overcrowding, more sunlight is available for the remaining trees, increasing their rate of growth and diminishing competition for soil resources and water.



- Commercial thinning involves removing the smaller merchantable timber to generate revenue to offset forest management costs, to reduce competition for resources between the remaining trees, or for both purposes.
- Seed tree regeneration involves leaving a few large, healthy trees standing after harvest. (In effect, this practice is technically a harvesting technique.) The primary benefit is to provide a seed source for natural regeneration. In some cases, the largest and healthiest trees are retained in an effort to improve the genetic makeup of future trees.

Restoration thinning is an ecological forest management method that opens the canopy and allows large amounts of sunlight to reach the forest floor. The PGFHP Forest Stewardship Plan (Arno Bergstrom 2016) recommends this method for densely planted harvested tree stands, and some restoration thinning has been conducted within PGFHP. Chapter 6 provides additional background and guidance on restoration thinning.







# SITE SUITABILITY

## Species Diversity

Douglas fir trees have historically been planted for timber production within the park, but the forests of PGFHP contain many other species. In some parts of the park, the dominant trees include the following:

- Red alder (*Alnus rubra*)
- Big-leaf maple (*Acer macrophyllum*)
- Western red cedar (*Thuja plicata*)
- Western hemlock (*Tsuga heterophylla*)
- Western white pine (*Pinus monticola*)
- Grand fir (*Abies grandis*)

There is also a diversity of understory vegetation within the park. The most common species include the following:

- Sword fern (*Polystichum munitum*)
- Salal (*Gaultheria shallon*)
- Evergreen huckleberry (*Vaccinium ovatum*)
- Red huckleberry (*Vaccinium parvifolium*)
- Red elderberry (*Sambucus racemosa*)
- Douglas spirea (*Spirea douglasii*)
- Stinging nettle (*Urtica dioica*)
- Salmonberry (*Rubus spectabilis*)

## Invasive Cover

Invasive vegetation is most commonly established after timber harvest occurs and before the next generation of trees form a closed canopy. Invasive vegetation in recently cleared areas is dominated by Scot's broom, but Himalayan blackberry and English holly are found in several forest stands in PGFHP.



## Land Cover Condition

### Wetland Cover

The largest non-forested area in PGFHP that is not the result of recent timber harvest is a large wetland. This wetland has a central emergent community that transitions to a scrub-shrub community with a ring of red alder and western red cedar trees on the fringes of the wetland. The forested portions are dominated by 25- to 30-year-old alders with a sparse understory of cedar. The shrub layer is dense with red elderberry, salmonberry, Himalayan blackberry, and Douglas spirea. The emergent zone includes sedges, rushes, and grasses among other species.

### Forest Cover

The land cover of PGFHP is generally characterized as forested, and more precisely as mostly commercial forest in active timber production. The active timber production results in irregular patches of even-age stands of trees. These patches range in age from recently harvested and planted, to about 40 years old. The shoreline block is now out of active production and contains older forests that are beginning to resemble other natural forests in the region that have been harvested but are now developing more complex structure, including a variety of tree sizes and species, a diverse understory, and a multi-level canopy. There is one large wetland with scrub-shrub and emergent wetland land cover. Finally, a road network of unimproved logging roads exists through most of PGFHP.



# SITE SUITABILITY

## Character

The 3,500-acre park has been a working forest for almost 150 years and is predominantly covered with varying age stands of Douglas fir trees, primarily up to 45 years of age. The sandy loam soil in the Park is, according to the timber company, some of the best in the region for growing trees. Since it is well draining, there are only a couple of wetland complexes in this large park where one will find willow, alder, and other non-merchantable trees.

Since forest management strategies have been variable, the character of the forest changes depending on the harvest tract- some are dense with trees, creating a dark understory with little vegetation on the ground plane. Other areas, which have been thinned and contain larger, older trees, feels more open, light and filled with understory vegetation. The land is a long ridge running north to south, from the town of Port Gamble south to Stottlemeyer Road. The spine of this ridge running down the middle of the Park, creating a relatively flat area on top, with the land dropping off to the east towards Highway 104 and Gamble Bay and dropping off to the west towards the Hood Canal.

Harvesting of timber, which is ongoing due to conditions of the land sale, has created some spectacular views from the ridge to the Cascade Mountain range to the east and the Olympic Mountain range to the west. Ravines on both the east and west sides of the spine contain drainages with both intermittent and permanent streams. The land contains a web of gravel forest roads that have been used to manage the forest and extract timber. Additional trails have been added by community volunteers over the past couple of decades prior to acquisition for a park as the timber company allowed recreation use to occur.



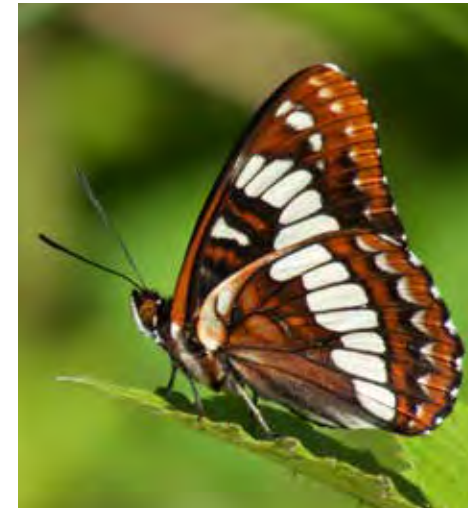


# SITE SUITABILITY

## Wildlife

PGFHP is home to a diverse abundance of wildlife. To date there has not been a formal wildlife census of the entire park, but the PGFHP Stewardship Council, the Suquamish Tribe, and others have documented the diverse flora and fauna. About 50 species of birds use PGFHP for at least some part of the year. These include relatively uncommon species for the area such as the hairy woodpecker and red-breasted sapsucker.

The park is also home to a diverse population of mammals, including bears, coyotes, deer, and a wide assortment of rodents, including beavers, as well as several species of reptiles and amphibians. There are nine distinct stream networks in PGFHP that are used by fish including cutthroat trout, sculpin, and other species.





# SITE SUITABILITY

## Geology and Soils

The surficial geology of PGFHP is dominated by glacial till from the Fraser glaciation, which occurred between 10,000 and 20,000 years ago. This material is composed of gravel, sand, and clay compacted under the continental glaciers that extended into the Puget Sound region. Within the park there are also pockets of outwash material, which is also of glacial origin. This material was not compacted and was deposited as the glaciers retreated to the north. More recent geologic deposits are the result of landslides and stream erosion. These are located on the steepest slopes, the shoreline of Port Gamble Bay, and along stream corridors.

Soils in PGFHP are characterized by their loamy texture. These soils are common above glacial till parent material and are differentiated by their geomorphic position and the relative fraction of sand, gravel, and clay that make up the soil. The majority of soils are well drained and contain adequate organic material from forest litter to support a wide variety of vegetation, despite the relatively young age of the soils. The U.S. Department of Agriculture estimates these soils can produce 172 cubic feet of lumber per acre in 1 year (USDA 2021). A notable exception is the peat soils (Mukilteo series) deposited beneath the large wetland in the central area of the park. This material contains high quantities of organic material and is very poorly drained. It is unsuitable for most types of development and forestry.



## Hydrology

The surface water hydrology of PGFHP is composed of three primary components: wetlands, streams, and Port Gamble Bay. There is one large wetland (approximately 33 acres) near the center of the park, and several smaller wetlands in closed depressions and along streams. These wetlands provide three key ecological services: attenuating flows in streams, filtering sediment and capturing other pollutants, and providing habitat for wetland-dependent species (e.g., birds and amphibians).

Streams in PGFHP follow the topography, flowing east, north, and west toward Port Gamble Bay and Hood Canal. These include fish-bearing streams as well as several smaller channels, including many ephemeral channels.

Because of the timber deed, the parkland is being actively used for timber production. Timber harvest can temporarily increase flows and sediment input to streams. As trees mature, these effects are reduced until pre-harvest conditions exist.

Groundwater below PGFHP is not understood in great detail due to the lack of wells within the park. It is assumed that groundwater moves in a pattern similar to freshwater, from the ridgeline out toward Port Gamble Bay and Hood Canal (Welch et al. 2014).



# SITE SUITABILITY

## Land Use

Previously classified “Forest Resource” lands, PGFHP is now classified as “Public Facility” on the County’s Land Use Map. PGFHP is zoned as “Park” on the County’s Zoning Map (Figure 3.4). Per the current Zoning Map amended December 10, 2018, most of the land surrounding the Park to east, west and North is zoned Rural Wooded (RW) allowing 1 dwelling unit per 20 acres. Land to the south and northeast is zoned Rural Residential (RR) allowing 1 dwelling unit per 5 acres. A small amount of land to near the southeast corner is zoned Rural Protection (RP) allowing 1 dwelling unit per 10 acres. The recently approved master plan for the Town of Port Gamble proposes a mix of agriculturally oriented businesses and land uses at north end of Park. A Comprehensive Plan Update will be undertaken in 2022. It is anticipated that the Zoning Use Table will be updated as part of this process.

The 2018 Kitsap County PROS Plan, an element of the Kitsap County Comprehensive Plan, established six different park categories, each having unique goals and policies. Within the PROS Plan, PGFHP is within the Heritage Park category. The 2015 Resource Stewardship & Public Access Plan, developed by the Stewardship Committee, establishes landscape classifications, and provides recommendations on land uses, activities and facilities appropriate in different areas of the Park. Many of these recommendations are more restrictive than current County zoning. The PGFHP Framework addresses these recommendations in a manner that is consistent and compatible with the County plans, policies, Zoning Use Table and administrative processes.

There are a series of deed restrictions, easements and agreements between the County, funders, and previous landowners that must be respected. These and the Framework’s land use recommendations are discussed in greater detail in Chapter 5.

The Framework identifies and proposes various limitations or conditions based on uses currently allowed in parks, but which are incompatible with the vision for PGFHP as determined during this planning process.

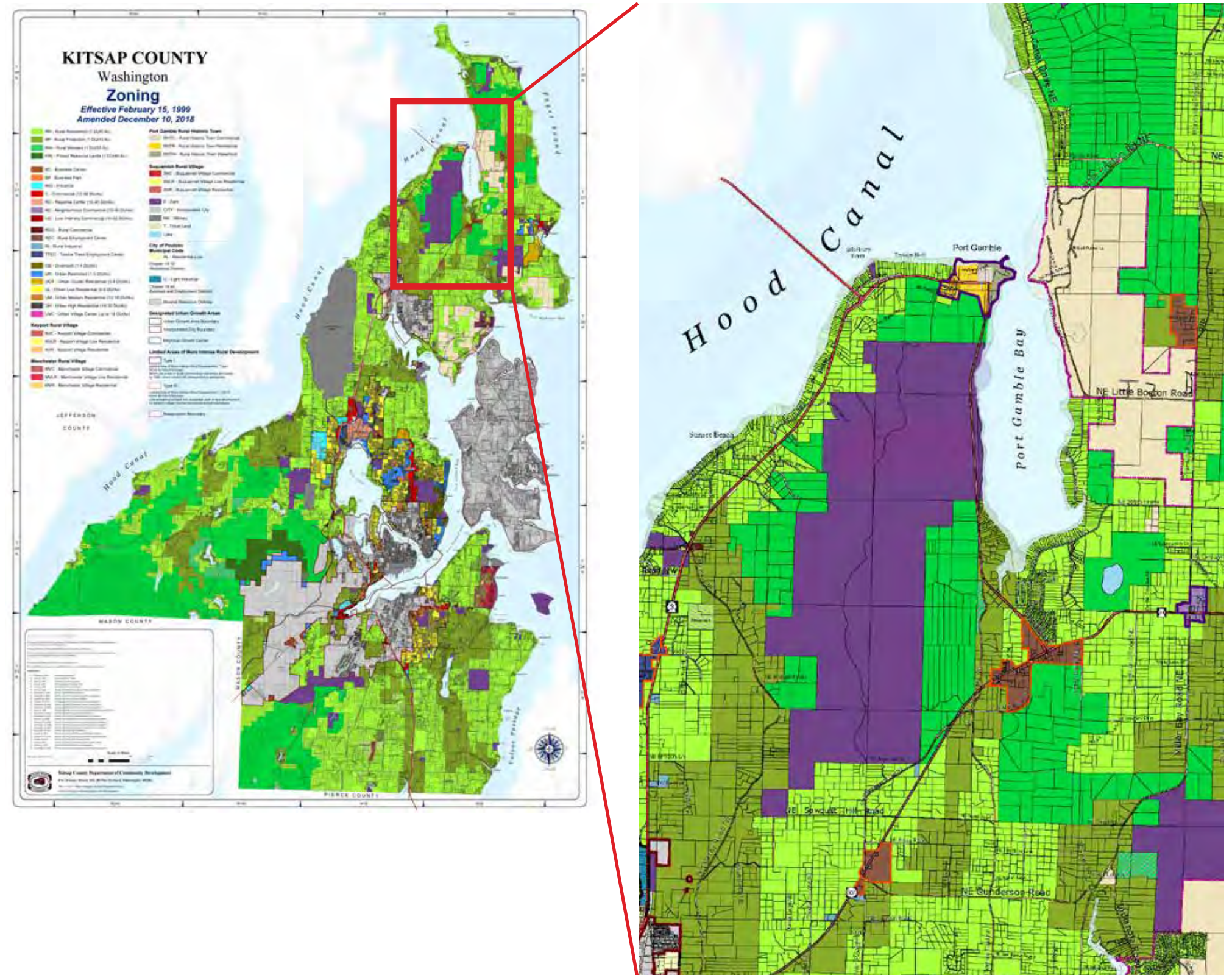


Figure 3.4 Zoning in Kitsap County and Port Gamble area



# SITE SUITABILITY

## FOREST RESTORATION OPPORTUNITIES & ANALYSIS

Restoration analysis considered wildfire risk, canopy density, presence of invasive vegetation, and plant diversity for each forest tract. The restoration analysis led to the recommended PGFHP restoration action described in Chapter 6.

### Wildfire Risk Reduction

The biggest wildfire risk at PGFHP is stand density (Bergstrom 2021). The more trees per acre, the greater the danger of forest fire laddering up to become a crown fire. Overstocked, 20- to 40-year-old conifer stands pose the largest risk. Additionally, within dense, even-aged stands like many within PGFHP, many mature trees and lower branches die but remain in place. As this material dries out over time, it becomes more combustible and can increase the intensity of wildfire. The restoration analysis rated each stand as a high, moderate, or low priority for fuel reduction management actions.

Wildfire likelihood (the annual probability of wildfire burning in a specific location) is low in western Washington. Due in part to the low occurrence of fires in the area, those fires that do ignite tend to be of high intensity. Intensity is a measure of the energy expected from a wildfire. Several forest stands in PGFHP have large amounts of fuel in the form of dead lower branches and overly dense timber stands. Stand density contributes to greater fire risk than dead branches (Bergstrom 2021). Exposure is commonly considered in terms of risk to structures, but many fires start in the urban-wildland interface. The forests of the park have exposure to fires started in the surrounding rural residential areas. Residential areas, including the town of Port Gamble which is downwind of the park, are exposed to risk from a fire ignited within or traveling through the park. Susceptibility is the propensity of a home or community to be damaged if a wildfire occurs. The park does not currently have structures susceptible to wildfire, but the location of any planned recreational, educational, and research development should include consideration of wildfire risk and include buffers with little fuel to reduce their susceptibility to wildfire.

The likelihood, exposure, and susceptibility risk within the park are largely determined by geographic position and in general are relatively similar within the park. Areas in the center of the park

and away from developed areas and roads are less likely and less susceptible to wildfire than areas of the park closer to the urban-wildland interface. Mapping conducted as part of the Framework research included an assessment of fuels in each forest stand. This is important in assessing the potential intensity of a fire burning within that stand. This is the most variable risk factor for wildfire in the park. It also the one most likely to be mitigated by appropriate management of the forest. If the densely planted stands of Douglas fir are not thinned, the intensity of a wildfire in that stand is likely to increase.

Maps in the Appendices shows forest stands where moderate and high fuel loads were observed. These areas should be the initial targets of restoration thinning. The Framework could also include designating some recently cleared areas as fire breaks. The location of fire breaks should be accessible by fire crews and should ideally create a contiguous break in fuels. Fire breaks in the park would need annual maintenance (mowing, weed suppression).

### Invasive Vegetation Management

Scotch broom and Himalayan blackberry were the most commonly encountered invasive species during the reconnaissance. Scotch broom in particular is an aggressive species that quickly colonizes recently harvested areas. Each stand was rated as a very high, high, moderate, or low priority for presence of invasive species, with recently harvested areas having the highest amounts.

Invasive species are found throughout the park, but as noted earlier they are most common in recently harvested areas because of the banked seed source from past harvests, 30 to 60 years ago. Scotch broom is the most common and most problematic species in these areas. Scotch broom can be controlled manually, but even with specialized tools the work is labor intensive. Herbicides are not an option as they cannot be used in parks. When crown closure is achieved, shade will weaken and eliminate the advancement of both Scotch broom and Himalayan blackberry. Road edges and small forest openings will require both mechanical and biological controls for Scotch broom.

Maps in Appendices show the forests stands most at risk from invasive species (in 2021). Invasive species left uncontrolled will prevent the

natural establishment of native species. In the case of Scotch broom and Himalayan blackberry, they can prevent the establishment of trees or other shrubs entirely.

### Forest Diversity and Resiliency Management

Healthy forests in the Pacific Northwest are characterized by their diversity of tree species as well as trees of different age (and height). Resiliency of each forest stand is affected by invasive species, as well as canopy density and species diversity. The PGFHP Forest Stewardship Plan (Arno Bergstrom 2016) explains the benefits of variable density, restoration thinning of dense, even-aged stands. Many of the stands in the park would benefit from this technique. The removal of the smallest diameter Douglas fir trees (up to 50% of trees per acre) will help to diversify forest composition and accelerate the development of a healthy, multi-layered forest ecosystem. Each stand was rated as very high, high, moderate, or low density.

Planting native trees that are not regenerating on their own can be effective in diversifying the forest composition in terms of both species and age (size). Stands with least observed species diversity, as well as stands where natural regeneration appeared to be less than expected, were identified as low for plant diversity. Each stand was rated as a very high, high, moderate, or low diversity condition.



# SITE SUITABILITY

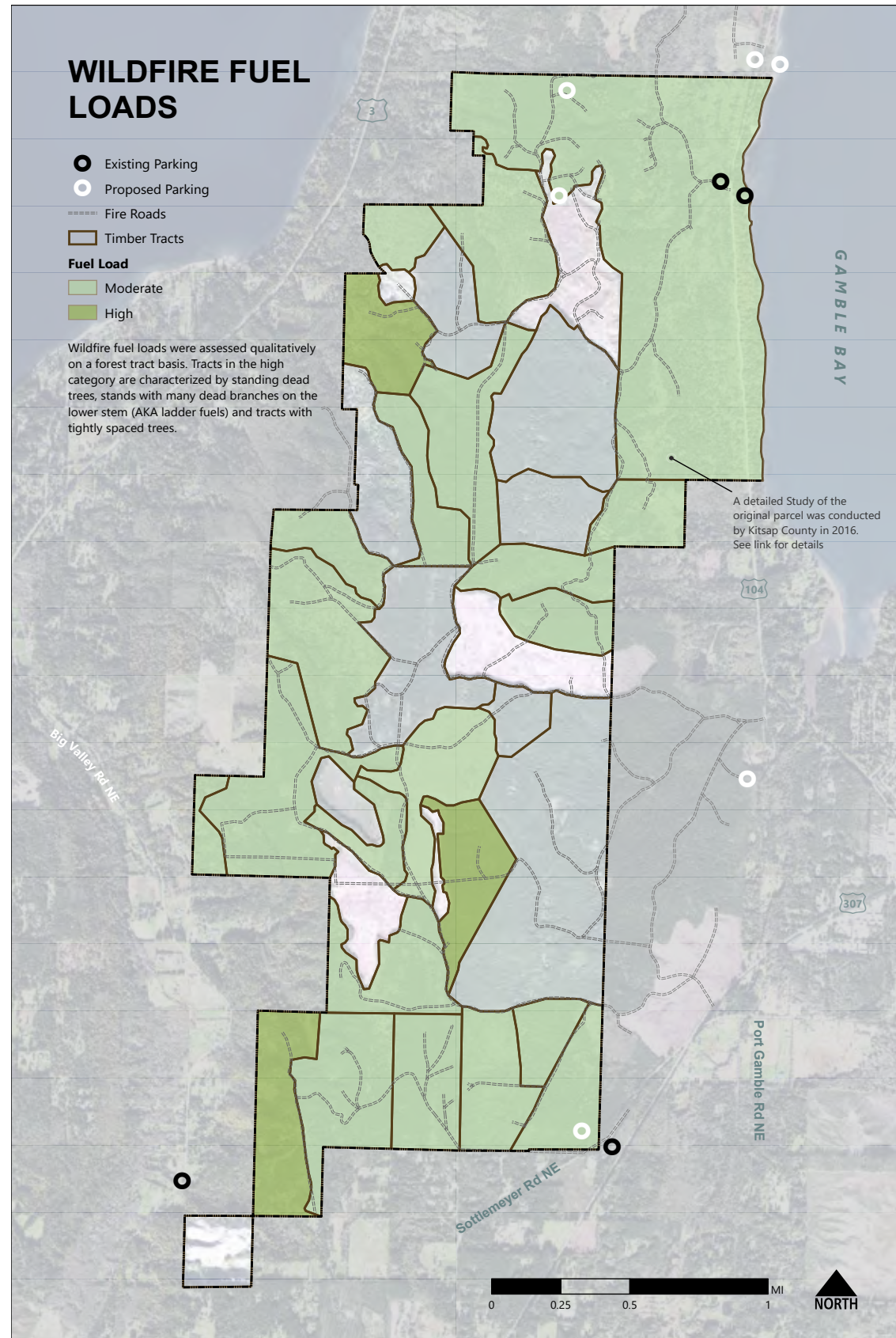


Figure 3.5 Wild fire fuel loads

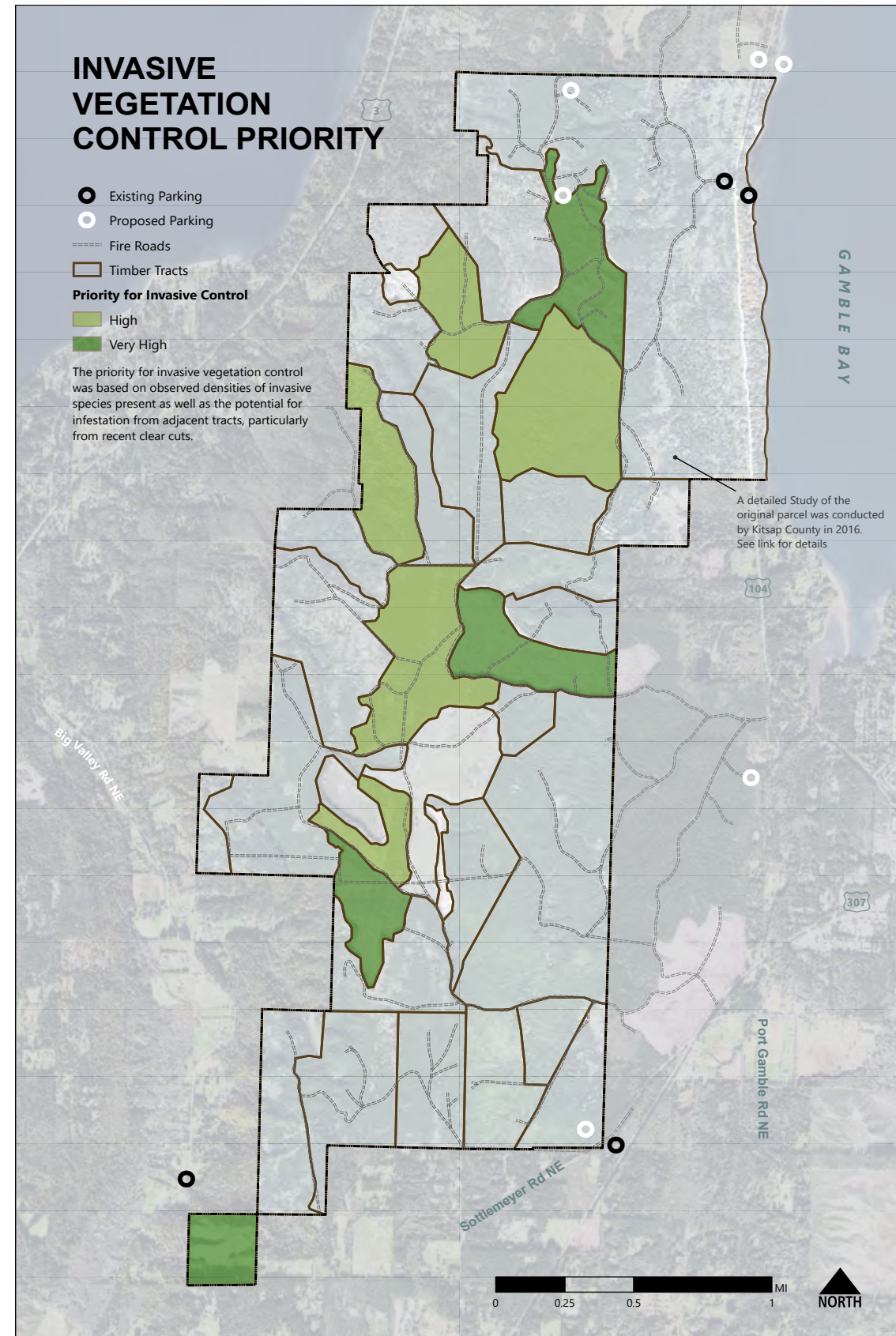


Figure 3.6 Invasive vegetation control priority



# SITE SUITABILITY

## CONSERVATION ANALYSIS & OPPORTUNITIES

This section describes analysis of the PGFHP tracts for conservation opportunities. Conservation goals and restoration priorities are discussed in Chapter 6 of this Framework. Conservation analysis considered the current conditions of each timber tract and the current trajectory of that tract to mature as a diverse, resilient forest without

management efforts. Conservation priority was given to tracts that appear to be in generally healthy condition and contain sensitive areas (e.g., streams, wetlands, and steep slopes) that would make harvest or management more difficult.



### Shoreline

The Shoreline block contains approximately 1.5 linear miles of shoreline on Port Gamble Bay. The Shoreline block is out of active timber production (except for the young plantation established stands that will need additional selective thinning using ecological silviculture treatments). This block contains older forests that are beginning to resemble other natural forests in the region that have been harvested but are now developing more complex structure, including a variety of tree sizes and species, a diverse understory, and a multi-level canopy.

The Port Gamble Bay shoreline of the park is generally in good condition. It contains many of the oldest trees in the park and the shoreline is not armored or otherwise altered. The edge between the forest and bay is a valuable habitat. It is used by herring, sand lance, and surf smelt for spawning, providing a prey resource for salmon and other species. It allows organic material from the forest to provide nutrients to the bay and structure to the beach from fallen trees. Fallen trees anchored in place on the beach are used by species like young Chinook salmon. Salmon use the nearshore to avoid larger, predator fish but need cover to hide from other predators like herons. The nearshore also has abundant small prey like ghost shrimp on which Chinook salmon feed.

The greatest threat to the Port Gamble Bay shoreline is likely due to sea level rise. Sea level rise of just 2 feet, which is well within the range predicted for Port Gamble Bay, could result in increased rate of erosion along the shoreline. On its own this could reduce the function of the nearshore environment, but it could also threaten SR-104. This could lead to armoring of portions of the shoreline, which would reduce the width of the beach, interrupt sediment supplies, and limit the amount of organic material that reaches the bay.



# SITE SUITABILITY

## Wetlands

A total of eight wetlands are documented either partially or entirely within PGFHP, including one large wetland in the western forest block that covers approximately 13.7 acres. This wetland is assumed to be a Category 1 wetland due to its size and landscape position; it requires a wetland buffer of 100 to 300 feet per Kitsap County Code 19.200.220. Deed restrictions on the western forest block limit the kinds of development that could occur within this parcel, including at this large wetland. Permits issued by DNR under the Forest Practices Act would also need to be considered for timber harvest activities that are not land use conversions impacting critical areas.

The wetlands within the PGFHP are protected by federal, state, and County regulations but are still susceptible to impacts. Conservation efforts should be focused on limiting the establishment of invasive species and protecting the wetlands from excess sediment impacts. Logging and other activities that disturb the ground surface can allow sediment to be released and travel downstream into streams and wetlands. In wetlands this material is often trapped by vegetation. When the rate of sediment entering the wetland is too great, it can smother plants and prematurely transform the wetland to a meadow. Wetland conservation in the park can be accomplished by maintaining very large vegetated buffers around wetlands, moving roads farther from the wetland edge, and monitoring and controlling invasive vegetation.



## Streams

Conservation analysis included review of hydrology within and adjacent to the park boundary and beaver habitat suitability. Many small, unnamed streams are present on the western forest block of PGFHP. The majority of the park is categorized by Kitsap County as a Category 2 CARA.

Beaver habitat data for Water Resource Area 15 (WRIA 15) in the vicinity of PGFHP were analyzed by the University of Washington (Aoki et al. 2021). Streams in the PGFHP were categorized as providing good, better, or best beaver habitat. Upper reaches of multiple streams in the western forest block were identified as providing good beaver habitat. The largest reach of habitat identified as best beaver habitat within the park boundary is connected to the large wetland in the central area of the Shoreline Block.

The many small streams in the park are susceptible to impacts from fire, logging, and other disturbance. Logging, other than restoration thinning, is prohibited along the buffer of streams. This protects the streams from excess sediment inputs and protects the trees that shade the stream and keep the water cool. Cold water is able to hold more dissolved oxygen that fish need to survive. When water temperatures are too high, fish can be killed or forced downstream in search of cooler water. The small streams of the region depend on fallen trees to provide structure that slows the water, reduces erosion, and creates features like pools that are important habitat for fish.



## Forest

Conservation priority was assessed by comparing forest tract stand age with dominant and subdominant species, presence of wildfire fuels, canopy density (crowding), presence of invasive vegetation, and plant diversity. Through this analysis, timber tracts were assigned a conservation priority of low (recently harvested), very high, preserve, or none. Conservation implies a thoughtful use of natural resources, including sustainable logging, whereas preservation implies protecting an area from human development or activity. Conservation analysis considered the current conditions of each timber tract, the current trajectory of that tract, and the likelihood that it will mature as a diverse, resilient forest without management efforts. Preservation priority was given to tracts that appear to be in generally healthy condition and contain sensitive areas (e.g., streams, wetlands, and steep slopes) that would make harvest or management more difficult. Old second-growth on the northern portion of the Shoreline Block serves as a reference tract that shows us what is possible in roughly 100 -150 years utilizing ecological silviculture.

Five timber tracts were identified as having a very high conservation priority, including the northernmost timber tract that includes the Shoreline Block. Six timber tracts were identified as having sensitive areas and are most appropriate for preservation. In addition to conservation priority, other opportunities for forest management were identified through analysis, as discussed in the following sections.





# SITE SUITABILITY

## RECREATION FACILITY ANALYSIS & OPPORTUNITIES

Suitability analysis for recreation and development built on the analysis of forest conservation priorities and restoration strategies. Suitability for the development of park buildings and infrastructure was determined by several factors. These include the proximity to existing or proposed parking and to existing utilities. Areas with steep slopes and areas within 100 feet of shorelines, streams, and wetlands were considered to be unsuitable for development. Deed restrictions limit the types of development allowed on the western forest block and shoreline block. The analysis identified sites suitable for recreational development ranging from passive uses, such as viewing platforms, to educational and research facilities with multiple structures and amenities.

The spatial alternatives in this plan were informed by an analysis of the entire park. This allowed for a systematic approach to identifying the most suitable sites for development based on the type of development proposed. As the Framework was refined, the suitable sites were considered in the development of the three initial alternatives as well as the final, preferred alternative.

### Suitability Criteria Based on Site Use

During the development of this Framework, a use matrix of potential site uses within the park was created. This list was simplified for the analysis based on uses with similar requirements (e.g., site size, slope, access to utilities and roads).

Initially the entire park was analyzed to find sites suitable for recreational, educational, and research uses. The majority of uses proposed are not allowed on the western and shoreline tracts due to deed restrictions on the properties. These tracts were still considered but are only suited to a few of the proposed uses. The areas of the park with steeper slopes, or that were near wetlands and streams, were eliminated as unsuitable.

Critical areas were excluded as potentially suitable sites (areas with slopes steeper than 15%, or within 100 feet of mapped wetlands and streams). Areas close to existing and proposed park entrances were prioritized to reduce the need for new roads, which are costly and can adversely impact habitats. Access to existing utilities was considered,

particularly water and power service, which would be required for many of the proposed types of development. The results of this analysis show areas most suitable for development in the darker shades of blue. Areas eliminated from consideration are shown in gray and the cross-hatched areas are those with deed restrictions that severely limit the potential for recreational development.

Polygons of land within the Park were identified during GIS mapping as being “very suitable” in clearings (land where timber was recently extracted). Areas were also identified as being either “very suitable” or “suitable” in currently forested areas. Land uses requiring facilities that were determined to be most suitable included the north end of the Park on the top of the ridge east of the Ride Park. Also determined to be suitable was the area around the current Bayview parking lots on the east side of the Park and Stottlemeyer trailhead at the south end of the Park. These areas then received more focus during the site planning effort as to the placement of various recreation and education amenities to support nature-based programming.

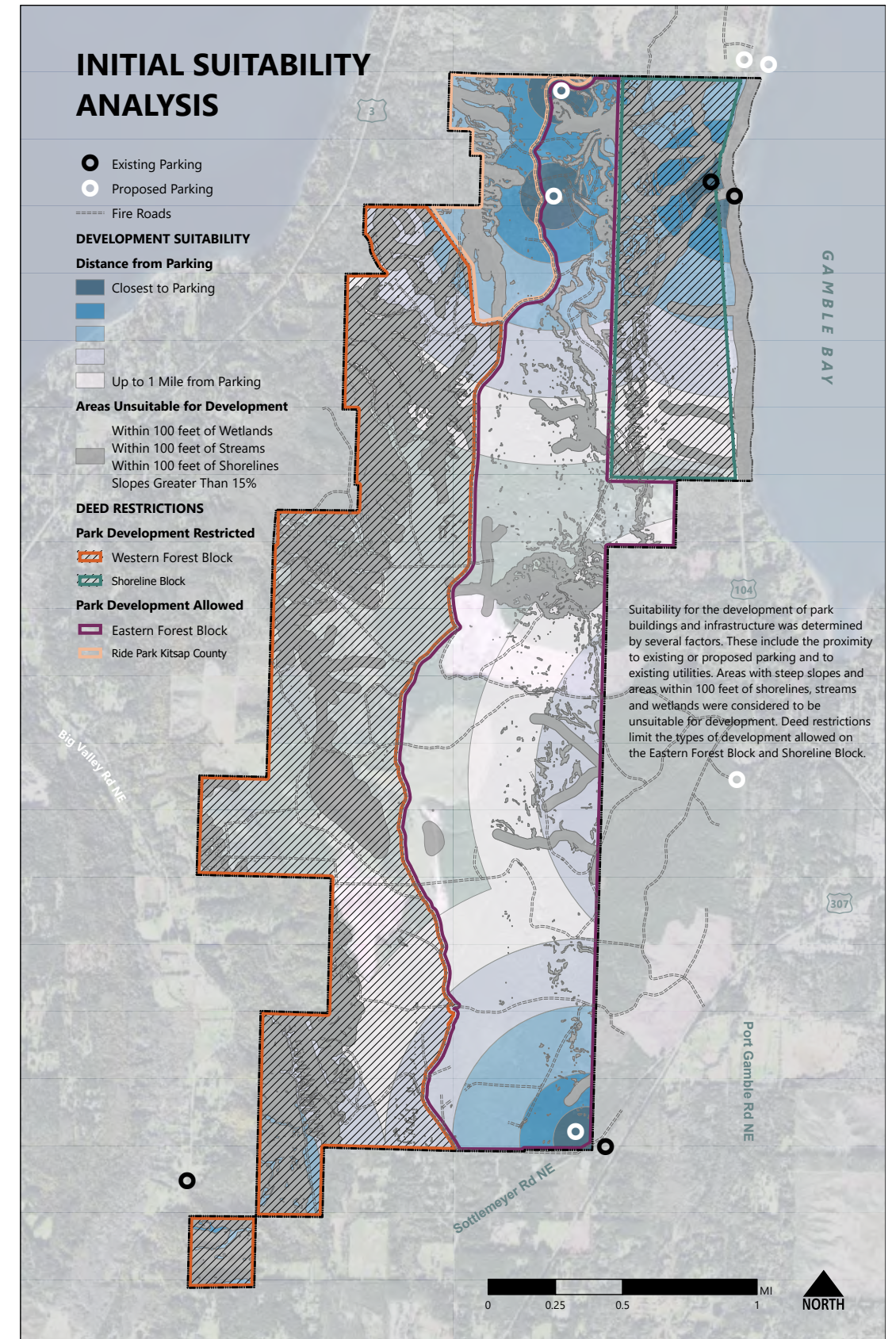


Figure 3.7 Initial suitability analysis



# SITE SUITABILITY

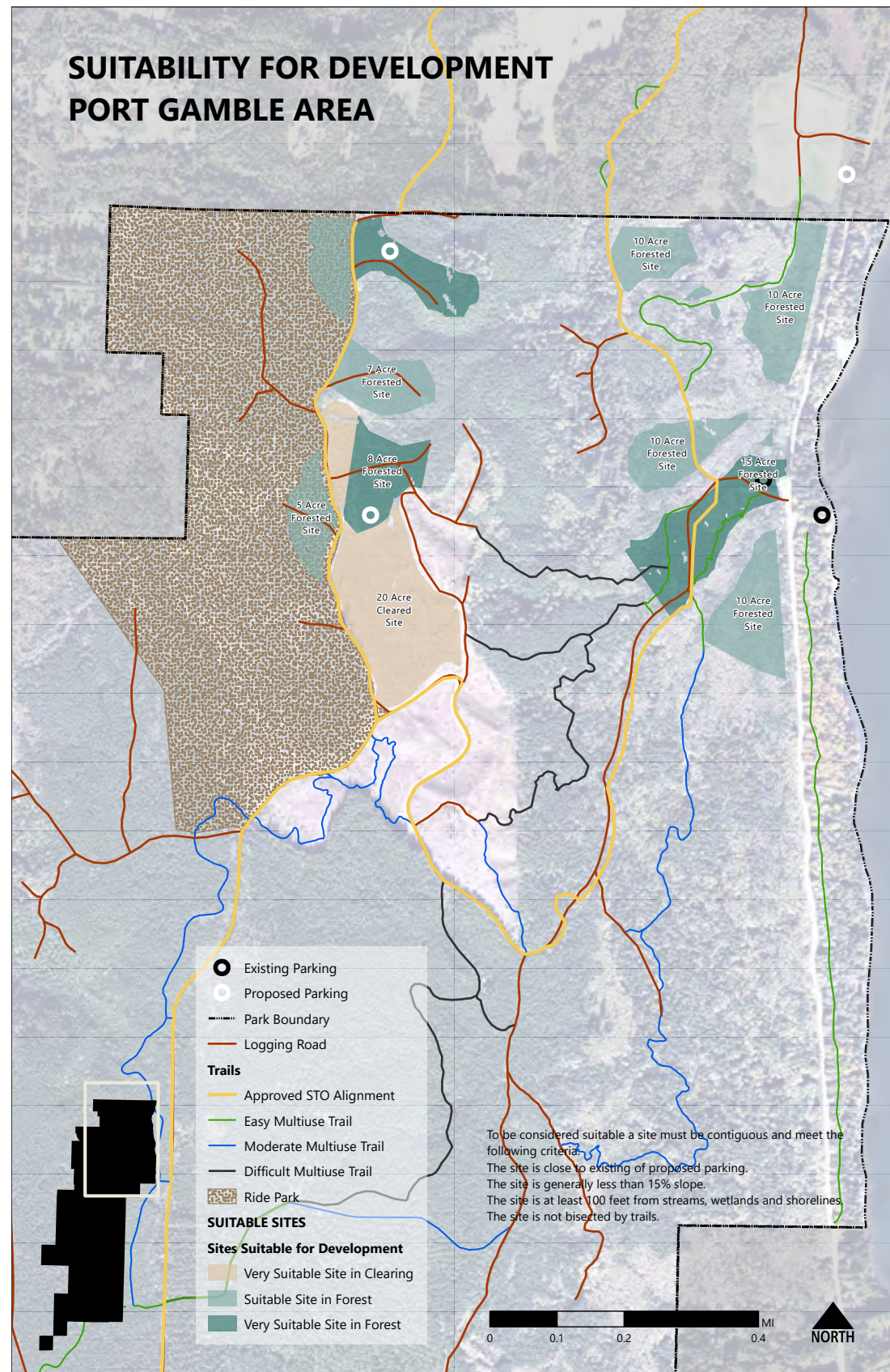


Figure 3.8 Suitability for development - Port Gamble Area

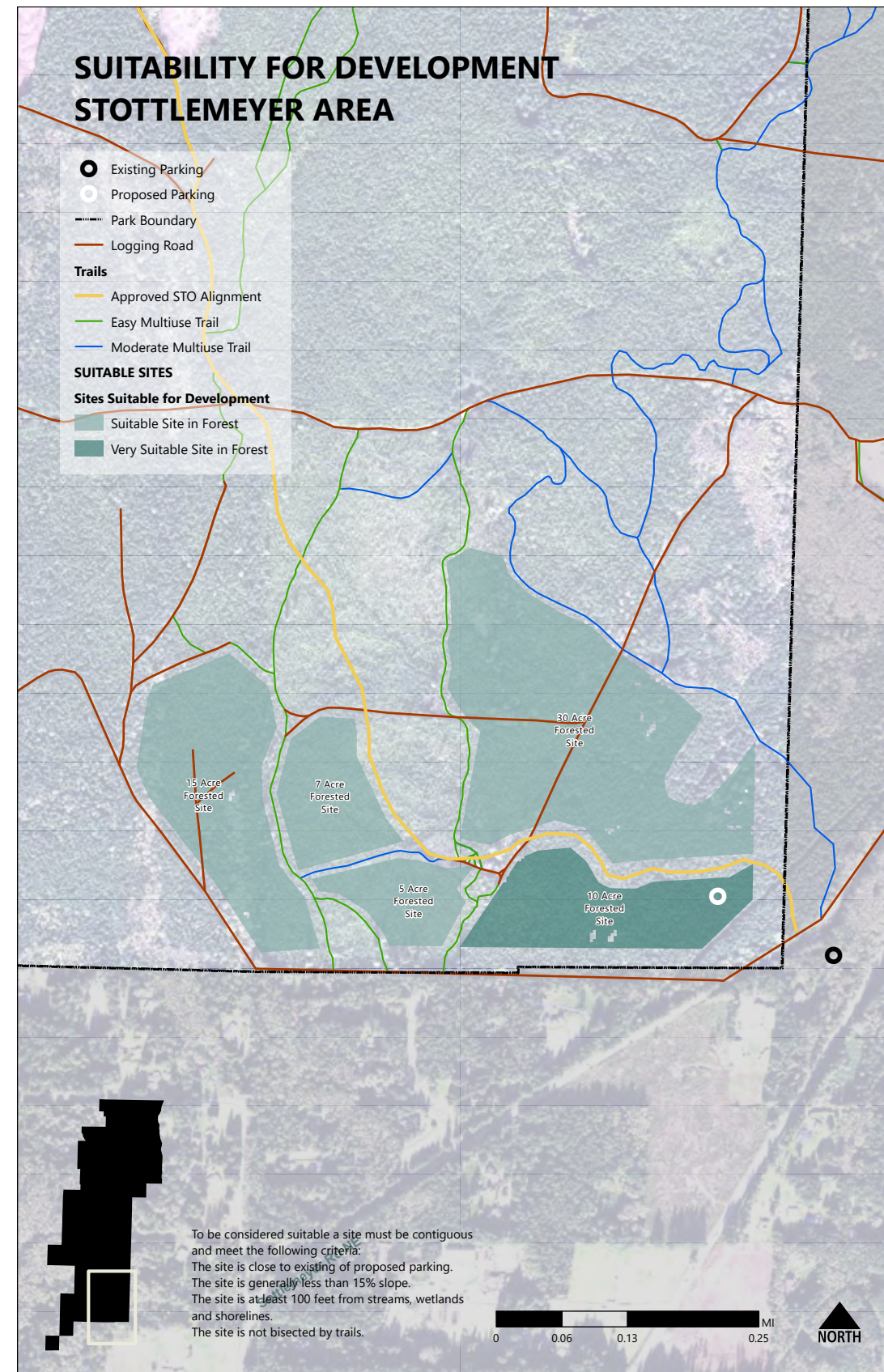


Figure 3.9 Suitability for development - Stottlemeyer Area

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# SITE SUITABILITY

## ECONOMIC DEVELOPMENT & QUALITY OF LIFE BENEFITS ANALYSIS AND OPPORTUNITIES

This section discusses two key types of socioeconomic benefits provided by PGFHP: enhanced quality of life and economic development.

### Quality of Life

Parks and outdoor recreation opportunities provide numerous environmental, social, and economic benefits to Kitsap County residents that enhance quality of life. The green space and natural areas the PGFHP provide opportunities for diverse recreation and outdoor fitness activities, access to and contemplation of nature, social gathering, and environmental education opportunities. The park also provides scenic amenities for nearby properties and transportation corridors, habitat for diverse species, carbon storage, and purification of local air and water resources. These opportunities and environmental benefits from the Park support numerous aspects of quality of life, including:

**Recreational enjoyment-** The park supports diverse recreation opportunities, including many opportunities that are fairly unique in the County due to the Park size, extent and diversity of natural areas, scenic views, trail mileage, and connection to regionally important trail systems, such as the Olympic Discovery Trail, the Mountains to Sound Greenway, and the Sound to Olympic Trail.

**Community building and inclusion-** Parks provide public spaces for gathering and social exchange among individuals, families, and social groups. Well-designed parks provide access for people of all ages and abilities and can help build community cohesion.

**Physical and mental health-** Access to natural areas and green space has been tied to numerous physical, cognitive, and mental health benefits resulting from physical activity and from time in green space.

**Nature-based learning and environmental education-** Time in nature builds appreciation and understanding of the natural world and the environmental benefits provided by natural areas.

**Scenic amenities-** Views of natural areas and green spaces are valued by local residents; these amenity values often are reflected in increased property values of lands adjacent to parks and natural areas.

**Habitat and wildlife-** Parks and natural spaces provide valuable habitat that supports diverse plant, fish, wildlife species, and other species valued for cultural and spiritual reasons, for recreation benefits (wildlife viewing, fishing, hunting, etc.), and for the services they provide such as pollination.

**Environmental quality-** Natural areas and green spaces store carbon, filter contaminants from our air and water, regulate water flows to minimize flooding and increase groundwater recharge, among other benefits. Together these environmental services can enhance local quality of life through supporting the health of local communities and helping communities be more resilient from natural disasters.

As discussed throughout this report, there are numerous opportunities to enhance the above social and economic values provided by the Park through restoration of natural areas and provision of facilities and programs that enable accessible and inclusive recreational, educational, and social opportunities at the Park. From a quality-of-life perspective, enhancement of the following two types of opportunities will likely provide the greatest increase in local quality of life: 1) opportunities that are particularly unique to this park and not abundant or easily accessible elsewhere to County residents and/or 2) opportunities that are very popular across the Kitsap County population. The public engagement process, data from recreator surveys, and analysis of other opportunities available in the County suggests that this park is highly valued by the local community for its uniquely extensive natural areas, and that local quality of life and value would be particularly enriched by ecosystem restoration, enhancement of trail-based recreation opportunities for a variety of trail users, and nature-based education opportunities (in addition to the already planned Bike Park and linkage with the STO Trail).

### Key Opportunities to Enhance Local Quality of Life

Trail-based recreation enhancement. While a network of state and locally owned parks provide water access for boaters and shoreline recreators in the county, inland and trail-based recreational opportunities are primarily located at County heritage parks. Given the high demand for trails (See Chapter 2), and the high opportunity for trails in County Heritage parks, trail development appears to be a key recreational opportunity at PGFHP that would benefit many users. Respondents to an online survey regarding a North Kitsap County trail plan noted the importance of trails to quality of life (for biking, running, horseback riding, and other uses), as well as the need for trails to provide opportunities to exercise.

**Regional trail network linkages.** The Park is a key link in the regional trail network, which is a unique feature and asset to county residents. North Kitsap County has several notable regional trails, with 6 to 7 miles of a key regional trail, the Sound to Olympics (STO) planned to be aligned through the park as discussed previously in the Framework.

**Conservation and Enhancement of Natural Areas.** Natural open space areas and conservation rated second in importance in the 2018 survey of Kitsap County Park recreators, only after trail system development and maintenance. There is a significant opportunity at PGFHP to enhance local quality of life through ecosystem protection and restoration.

**Environmental and Cultural Education.** The park provides an excellent backdrop for cultural and nature-based education; this opportunity was recognized and embraced by people attending the public meetings in this planning process.



# SITE SUITABILITY

## Economic Development & County Revenue Generation

Parks also provide economic development in two different ways: 1) economic vitality supported by a high local quality of life (i.e., through attraction and retention of residents and businesses), and 2) economic activity and jobs/income supported by tourism spending related to parks and outdoor recreation. County tax revenue generation is also supported directly and indirectly by parks in three different ways: 1) the economic development and economic activity associated with parks generates tax revenues, 2) enhanced property values of properties near parks (property values can be higher in the range of 1% to 20% when near natural areas and parks) increases local property tax revenues, and 3) Parks also can directly generate revenue for the county through facility rental fees and concessionaire arrangements at local parks.

By enhancing local quality of life, parks play a key role in attracting and retaining County residents and businesses. As noted in the County 2018 Park, Recreation, and Open Space (PROS) Plan (Kitsap County, 2018), development of Kitsap County over time has been largely related to the following factors:

1. Second home market for the greater Seattle-Tacoma metropolitan area residents,
2. Bedroom community for commuters to the Seattle-Tacoma metropolitan area (approximately 18% of residents commute to other counties for work) (U.S. Census Bureau, 2015-2019),
3. Retirement destination, and
4. U.S. naval bases.

For second homes and retirement homes in particular, people have their choice of a wide variety of locations. The fact that many vacationers and retirees have chosen Kitsap County for their home reflects the high quality of life and amenities in the County, with outdoor recreation being a key contributor. Remote work is accelerating the importance of quality of life for economic vitality, as more people are able to work from home, they have more choice in they live and can choose their place of residence more and more based on quality of life and not their office location. As noted by the Kitsap Economic Development Alliance (Kitsap Economic Development Alliance, 2021), outdoor recreation is part of the Kitsap County lifestyle, and much of Kitsap’s attractiveness for visitors

and residents lies in its natural amenities and scenic beauty and the associated recreation opportunities provided in the County’s parks and open spaces, combined with its proximity to the Seattle metropolitan area. Similarly, the County’s 2016 Comprehensive Plan notes that the economic future of Kitsap County depends not only on supporting Naval Base Kitsap, developing and attracting a skilled County workforce, sustaining strong infrastructure, and availability of commercial and industrial land, but also “sustaining the incredible natural environment and balanced quality of life Kitsap citizens so enjoy” (Kitsap County, 2020).

Parks also directly support the economy directly through tourism (including ecotourism and agritourism), which is an important contributor to the Kitsap County economy (Kitsap County, 2020). The open space and parks in the County are critical for the economic value derived from tourists attracted to the scenic beauty and recreational amenities in the County. A 2015 study estimated that tourism in the County supported 2.8% of County employment (3,590 jobs) and 5.9% of taxable sales in the County, resulting in \$30.1 million in state and local tax receipts (Dean Runyan Associates, 2015). A 2019 study of Washington State tourism estimated that for each day trip in 2017 associated with outdoor recreation activity, there were expenditures of approximately \$145 on transportation, food, and other items (Dean Runyan Associates, 2019). Average daily expenditures for overnight visitors range from \$159 per person for hotel/motel visitors to \$26 per person for private home visitors (Dean Runyan Associates, 2015). We use these data to evaluate the opportunity for tourism-related spending that may be related to the Park attracting visitors to the county. We focus on expenditures by overnight visitors who do not overnight in private homes in order to estimate impacts of tourists who are attracted to visit the county due at least partly to the Park and who are not visiting primarily to see family or friends.

Using data on expenditures for overnight visitors not staying in private homes, we estimate that the impact per 1,000 overnight person trips taken to the County is approximately \$8,500 in local tax revenues and approximately \$75,000 in earnings. The indicates that the economic development opportunity in terms of local jobs, income, and tax revenues from tourism is likely small relative to the economic development benefits from supporting local quality of life as attracting one new resident to the county could result in increased earnings in the county of \$75,000.

## Key Opportunities to Enhance Economic Development & Generate Revenue for the County

Economic development related to quality of life would be supported by the opportunities noted in the above quality of life discussion. In terms of attracting visitors to the County, the types of opportunities that would have the most economic development potential and revenue generation at the Park tend to be overnight accommodation (yurts/cabins and camping) as well as the more specialized and/or developed offerings that would attract visitors: spaces for races and outdoor events, indoor or covered spaces for social gatherings and events, and specialized recreational opportunities such as a tree adventure course. The planned Bike Park and Sound to Olympics regional trail segment also have significant tourism attraction potential but do not have revenue generation potential as there are no expected fee payments to the County for these already planned components of the Park. Table 3.1 summarizes the findings from the initial screening of revenue generation regarding the recreation opportunities and facilities at the Park that have the potential to be net revenue generators to the County through user fees and facility rentals. Chapter 7 of this report presents the more detailed findings of a preliminary feasibility study for these opportunities.

Recreation Facility	Revenue Potential to County from User Fees/Rentals
Adventure Course	\$\$\$
Yurts/Cabins/Bunkhouse	\$\$
Multi-purpose Event Facility/Education Center	\$\$
Covered Pavilions	\$\$
Trail Event/Race Spaces	\$\$
Campgrounds	\$\$
Guided Horseback Rides	\$ to \$\$
Native Plant Nursery	\$

Table 3.1 Opportunities with Net Revenue Generation Potential at the Park



# SITE SUITABILITY

## Summary Discussion

In summary, parks provide numerous environmental, social, and economic benefits. There are substantial opportunities to enhance these benefits at PGFHP, as identified throughout this Framework and highlighted in this section. From an economic development perspective (supporting local jobs and income and the overall Kitsap County economy), the largest impact of the Park is expected to be supporting local quality of life. Parks play a key role in making Kitsap County an attractive place to live, work, and recreate. The figure to the right summarizes the relatively large, expected contribution of the Park to economic development from supporting local quality of life compared to the expected economic development from tourism that is related to non-resident park visitation.

### *Economic Development Drivers of Port Gamble Forest Heritage Park: Quality of Life is Key*

Tourism economic development supports local jobs and income as park visitors spend money at local hotels, restaurants, and stores. The magnitude of this benefit may be approximately \$8,500 in local tax revenues and \$75,000 in local income earnings for every 1,000 parties that overnight in Kitsap County.

While tourism dollars are a boon to the local economy, the greatest economic development contribution of the Park is likely its effect on local quality of life and the ability of the region to offer recreation opportunities and an attractive place to live and work. More and more people can choose where they live and work, and many want to live in an area with high recreation and open space amenities, such as those provided by the PGFHP. The economic development contribution of the Park in terms of attracting and retaining residents and businesses may be quite high.

A discussion of the funding of the Park and the potential revenues to the county that could be generated at the Park is presented in Chapter 7 of this report. In general, the funding strategy for PGFHP is closely tied to the land uses and facilities of the Park, as some land uses, and facilities will generate revenue (above and beyond their costs) for park operations. Facilities with relatively high net positive revenue



potential are generally higher development options: an adventure course, yurts/cabins, a multi-purpose event facility, covered picnic pavilions, and trail event/race spaces. There is also some potential revenue generation from a campground and a native plant nursery. Unless operated by a partner, an education center or nature center exhibition space would likely have a net negative revenue and require outside financial support.

There is significant overlap between the facilities that generate revenue, and those that are expected to support tourism economic development potential through attraction of visitors to the area. Facilities with the highest economic development potential (i.e., to draw out of town visitors) are:

- Trail Events/Races
- Tree Adventure Courses
- Yurts/Cabins
- Event venues
- Bike Park (already permitted and planned)
- Sound to Olympics (STO) Trail, also part of the Great American Rail Trail





# SITE SUITABILITY

## SUMMARY OF EXISTING TRAILS, ACCESS & PARKING

The park contains an extensive and diverse trail system. Over the past two decades, a robust community of volunteers has developed a network of trails that take advantage of and augment the existing timber service roads that run across the property. The park's trails now attract a wide range of user groups, notably mountain bikers, hikers, runners, birders, and equestrian users. The park has become a destination for large mountain biking and trail running events. For the most part, these different user groups share the same trails.

### Trail Types

The park and adjacent forest land already contain upwards of 65 miles of trails. Most of this mileage is open to multiple uses, with under two miles of trails dedicated to a single use, primarily mountain biking and hiking only. The park contains the following types of trails:

#### **Single-track Mountain Biking Trails**

There are two mountain bikes only trails, Derailed (which is on adjacent Rayonier property), and Ranger, both of which include berms and jumps that make it undesirable for other uses.

#### **Hiking Trails**

These trails are naturally surfaced and may have obstacles that make them unsuitable for use by mountain bikers and equestrians. Only three trails in the Park are designated as pedestrian-only, Bluff Trail, Tessa's Trail and Beaver Pond observation. As noted previously, hiking is allowed on almost all trails within the Park.

#### **Multi-use Trails**

Most trails in the Park are open to multiple user groups, although variability in trail width, layout, and structure may make some trails more attractive to some user groups than others. These trails are naturally surfaced and may feature structures such as banked turns. All trails other than the above mentioned are open to use by biker, hikers, runners, and equestrians. Trails fall into three difficulty grades: beginner, intermediate and advanced. Beginner trails, represented on maps by a green circle, are the easiest. There are 12 beginner trails in the Park. Intermediate trails, represented on maps by a blue square, are of moderate difficulty. There are 18 intermediate trails in

the Park. Advanced trails, represented on maps by a black diamond, are the most difficult. There are 7 advanced trails in the Park, 2 of which are designated for mountain biking.

#### **Service Roads**

The park is crisscrossed by a network of gravel-surfaced service roads that are actively, though intermittently, used by Rayonier for timber management and extraction. The other trails in the Park connect to these service roads.

#### **Water Trails**

The park is also connected to the county-wide system of water trails on the east side of the Park on Gamble Bay adjacent to the shoreline block. The park protects 1.4 miles of shoreline.

### Trail Usage

The County estimates that the trail network receives 30,000 users annually. Popular uses include:

- Mountain biking
- Hiking
- Running
- Horseback riding
- Wildlife viewing
- Aquatic sports

### Access

Five trailheads access the Park's trail system. From north to south, they are:

- Port Gamble Trailhead, in historic Port Gamble Town
- Highway 104/Bay View Trailhead, located on the east side of the Park south of Port Gamble Town on both sides of SR 104
- G-1000/Port Gamble Road Trailhead, on the east side of the Park on Port Gamble Road NE near its intersection with SR 104
- Stottlemeyer Road Trailhead in the southeast corner of the Park
- Dove Family Trailhead in the southwest corner of the Park on Big Valley Road



The most well-developed and heavily used trailheads are the Highway 104/Bay View Trailhead and the Stottlemeyer Road Trailhead. Improvements to the former in the last couple years has included new gravel surfacing, signage (site sign and kiosk), wheel stops and split rail fencing.







# SITE SUITABILITY

## Regional Connections

The park's trail system is slated for integration into three regional trail networks:

### *Sound to Olympics Trail*

The Sound to Olympics Trail (STO) is the regional trail segment crossing Kitsap County. The STO will run north-south through the Park and complete one of the last segments of the Cross-State Trail and Great American Trail. More information on this trail was provided in Chapter 2.

### *Leafline Trails Coalition*

The Leafline Trails Coalition aims to increase connectivity between trail systems in King, Pierce, Snohomish, and Kitsap counties, which make up the Puget Sound core.

### *Cross-Washington Mountain Bike Trail*

The Cross-Washington mountain bike route is a 700-mile, mostly off-road route from the Pacific Ocean to the Washington/Idaho border. The route features a mixture of single track, dirt roads, and a bit of pavement as it crosses the Evergreen State. Trails within the Park have been identified as a part of this cross-state mountain bike route which can be viewed at <http://crosswashington.weebly.com/>.

## Events

Beginning in 2015, EMBA has hosted a variety of mountain biking events throughout the year, including races, festivals, social rides, skills classes, and work parties. Community groups such as Poulsbo Running and Roots Rock Around the Clock organize weekly trail runs in PGFHP as well as half-marathons and other races and challenges. In the past, Visit Kitsap has helped organize and staff trail events. The County should consider reinstating Visit Kitsap Funding for tourism and event planning and promotion and/or assign County Staff to plan events that will bring people and funding to the Park.

## Signage

There is minimal recreation-related signage currently in the Park due to it recently converting from private to public ownership. During private ownership by the timber company, the sign program was driven entirely by volunteers with guidance from the Stewardship Committee. Even though the timber company preferred little recreation signage in the Park, they graciously partnered with the Stewardship Committee to place 12 small map signs ("you are here" orientation signs) throughout the Park for trail users. An additional 6 signs have been added for a total of 18. More recently, Kitsap County Parks and the Stewardship Committee have added Carsonite trail post signs on several of the trails that contain the trail name and a code for location that can be referenced during an emergency call. It is unclear whether the system has been used effectively to date.

There is currently one kiosk-style sign with roof at the Highway 104 trailhead parking lot on the east side of the Park. This was constructed by volunteers and contains an updated park trail map and board for announcements. There is also a standard wood County installed park sign for Kitsap County Forest Heritage Park at this same trailhead parking lot visible from Highway 104, as well as a small temporary sign containing a map at the Stottlemeyer Trailhead. Directional and orientation signage will be important for safety of users of park.





# PROGRAMMING

Multiple documents, research, and community outreach activities informed preliminary park programming. In the early analysis phase, issues/challenges and many opportunities were identified. The programming options for the Park were developed considering demographics, challenges, and opportunities. Programming identified near term needs and anticipated future needs and opportunities. The evaluation of program options considered community preferences and priorities, partnership opportunities, costs, and benefits. The few uses and activities that received extremely limited or no support were eliminated and not included in the program moving forward, not being included in the spatial plans or policy recommendations. Uses and activities that had a moderate level of support were integrated into spatial plans, policy recommendations, phasing plans and implementation strategies. High priority elements are included in early phases of the implementation plan; however, all program elements that received a reasonable level of support are included in the Framework in later phases.

The final program for the Framework incorporates near-term and long-term opportunities. Early phases focus on near term implementation of community priorities for both recreation and conservation. The plan preserves future opportunities by recommending zones suitable for recreation and conservation. The implementation plan recommends incremental implementation of recreational amenities. This is discussed in more detail in Chapter 6.

Key challenges and opportunities considered in development of the program and Framework are summarized below.

## CHALLENGES & OPPORTUNITIES

### Planning for Change

Perhaps the greatest challenge and opportunity is creating a plan that thoughtfully and comprehensively addresses the temporal and uncertain nature of the Park landscape and the long time frame for implementation.

The park and adjacent lands will experience a lot of change in the next two decades due to the planned expansion of Town of Port Gamble, projected County Growth and demographic changes, and the commercial timber harvesting expected to continue until 2042. Not all land will be available for recreational use or restoration until commercial timber harvesting is complete. Ongoing timber harvesting will dramatically change the landscape character and will affect operations and access. However, the evolution of the Park from commercial timber land to a sustainable forest and park will provide new opportunities for resource protection, recreation, interpretation, education, research, and training. The park has the potential to serve people of diverse ages, ethnicities, and abilities and serve as a national example of creative partnerships with the local Indigenous Tribes, educational institutions, and community organizations. Potential job training programs focused on sustainable forest management potentially can address restoration techniques, plant propagation, fire management, disaster and climate mitigation, shoreline, nearshore and upland stewardship, creative and forward-looking climate, and natural resource public policy.

### Alignment of Priorities and Funding

The alignment of community priorities will be challenging as the County adapts to change. The County, as owner, is responsible for the operation and management of the Park. The Parks Department will assume an increasing amount of responsibility and cost for maintaining the Park as Rayonier winds down harvesting operations by 2042. The County intends for the Framework to identify a sustainable source of revenue. The KPFD planning grant suggested the Park could generate revenue and/ or provide secondary benefits as are realized through tourism. There is general agreement that activities should be nature-based, not duplicative and uses should





# PROGRAMMING



serve diverse users. Recreation (active and passive), resource conservation, and restoration (regeneration) are all desired uses that various stakeholder prioritize differently. As the County assumes responsibility for maintenance, additional staffing and stable source of funding is needed.

## Recreation Land Suitability

The suitability analysis and review of policies reveal that there is a limited amount of land that is suitable for active recreational uses and development due to land use restrictions, physiography, and access limitations. Much of the land is steep, forested, difficult to access, without utilities and includes environmentally sensitive areas such as wetlands and streams and their associated buffers.

The community needs to be thoughtful about priorities; considering who will be served, what uses are most needed and how this park fits into the overall park system now and in the future. Community input reveals conservation is a priority and overall support for passive use and nature-based recreation amenities.

The program considers a range of active and passive recreational uses, a robust network of trails, and overnight accommodations including of non-RV camping options from hike-in sites. Glamping using small cabins or yurts are also opportunities. Overnight accommodations can support academic education and research programs and park events.

## Access, Equity, and Infrastructure

For years, the timber company has allowed public access including a limited amount of parking and restroom facilities; many are not fully accessible to people with mobility challenges. As a County park, additional facilities and access improvements will be needed. The community prefers to limit how far vehicular roads intrude into the Park, preferring to prioritize pedestrian and bicycle access. Not all the access roads and land currently used for parking and to stage events will continue to be available. As park visitation increases, the potential for user conflicts may emerge; again, monitoring, and adaptive management is recommended. Policy changes may be required.

Because commercial timber harvesting is expected to continue, sometimes logging equipment and trucks will require access along forest roads and the STO. Although the STO Trail will be built to standards that will accommodate logging trucks; for safety reasons, the forest road/STO Trails will need to be closed for recreational use when there are active logging activities. Also, discussions with Kitsap Transit have been initiated to provide public transit options to the Park since current access is only available by private vehicle.

## Trail Considerations

Trails are currently used by equestrians, hikers, bicyclists, and mountain bikers. As use of and visitation to the Park increases, there is the potential for more conflicts between users. The program options considered how trails might be safely shared or managed for multiple uses and if some trails should restrict specific users. The initial program solicited preferences from the public on use, alignment, maintenance, and classification of trails. The program also considered supporting amenities including picnic areas and shelters, viewpoints, fire tower structure, benches, bird blinds for wildlife viewing, etc. Most of the public prefers multi-use trails and facilities; some have expressed concerns about conflicts between trail users. Long-term some adjustments and user limits may be required.

## Transitioning the Timber Land to a Sustainable and Diverse Forest

Sustainable forestry encourages species diversity, patches of varying density, and open areas to create diverse habitats. A healthy native forest will have closer to 100 trees per acre at varying densities versus 400 per acre that commercial forests are planted at. Harvesting permits and the agreements between the County and timber company require standard green up/ replanting densely with Douglas fir. The State Department of Ecology (DOE) reclamation requirements do allow for alternative planting restoration plans if land will not be commercially harvested; however, the County acquisition agreements call for a traditional green up. Program options considered and supported by the public include :



# PROGRAMMING

- Leaving areas open to protect views of mountains and provide firebreaks and/or enhance nature based recreational uses such as birding and wildlife viewing.
- Planting of diverse tree species to improve terrestrial habitat and creating some open meadows could add to diversity of habitat for terrestrial species, pollinators, and birds.
- Negotiate a different reclamation approach including more diverse species, varying densities, patches of open meadow.
- Educate community about healthy forest and explore alternative restoration and resource management approaches.
- Coordinate education, job training and reclamation efforts.
- Coordinate training and economic development opportunity, perhaps including a native plant nursery to propagate and grow native species and tree planting programs.
- Coordinate with wildlife shelter, tribal restoration projects/ programs, water labs in Port Gamble, and colleges.
- Develop a science-based forest management plan for the entire park such as the Sustainable Forest Management Plan already developed by the County (Arno Bergstrom, County Forester). The current 2016 version only includes the north end of the Park including the Shoreline Block). Seek education and research partners to implement and monitor.

## Community Desire to Protect More Trees

Many people support protecting more of the existing trees from harvesting and shortening the duration of commercial timber harvesting. Additional fundraising is underway in a difficult fundraising environment. The process is assisted by County, Forterra and community non-profits.

Purchasing the trees in their current condition (species, density, and current and past management) may not yield a healthy forest without thinning and assisted restoration. The purchase clause in the acquisition agreement has specific requirements related to timber purchases addressing minimum and maximum areas and cost of transaction, timing and approved real estate transaction facilitators. The deed of use agreements has specific requirements related to allowable uses and resource management. Actions considered in the program included:

- Shorten the commercial harvesting duration by purchasing younger trees.
- Generate revenue or building materials as part of a sustainable management strategy that thins and reduces density of stands as a strategy of ecological forest regeneration.
- Create a forest management plan and strategy(s) that will be supported by the community and best available science.
- Approach funders to allow more diverse resource management strategies.
- Amend restoration plans in consultation with Rayonier and State

## Environmental and Cultural Education

Partnerships with educational entities could provide access to resources, funding, and expertise while providing the facilities and setting for learning, research and advancing restoration. The program considers an education center with storage building, restrooms, covered outdoor classroom, indoor classrooms, event space, lab areas, dormitory, research facility, native plant nursery. The program also considered dispersed learning opportunities where shelter, storage and restrooms are provided.

## Sustainable Funding

Long-term funding for management, maintenance and restoration of all resources was discussed in the programming phase. The program considered options for funding including public, private, and non-profit sources. These include, but are not limited to fees, grants, partnerships, assessments, and concession agreements. The County's reliance on volunteers may not be sustainable long-term. Municipal parks fund maintenance through recreation fees or special tax assessments. The County will need to develop policies, procedures, and fee structures to appropriately assign liability and equitable opportunities. Potentially concessionaires could operate camping and proposed special use facilities such as the Tree Adventure Park. Potentially County-run facilities, such as a multipurpose building can be used by multiple groups and generate revenue. Other revenue generating opportunities discussed included partnerships with colleges and universities, concession policies and/or event fees to

generate revenue, expansion of the current revenue generating forest management program to increase revenue, creation of a parks district or other dedicated funding source(s), state-approved funding to County parks through additional sales tax, and recreational program fees, alternative energy generation, revenue generated through carbon sequestration or mitigation programs. County Parks has indicated that they are more focused on land management and not recreation programs. Use of park lands by other entities for programs may generate revenue through fees.

## Revenue Generation- Tourism and Events

Historically the Park has been used for events that encourage visitation and tourism. Revenue can be generated through concessions, user, and event fees. Secondary benefits to the county include an increase in taxes from visitor spending on lodging, meals, and accommodations. There are conflicting opinions about encouraging tourism as well as the impact of certain uses on the resource. Opportunities considered include the promotion of eco- and nature-based tourism, including a partnership with Visit Kitsap to sponsor and promote nature-based events and events and visitation with a focus on nature-based events. The public has concerns regarding the economic, ecological, and social impacts of tourism focused uses, preferring to limit intensive use in sensitive areas. Many people expressed a preference to manage the Park for use and enjoyment of local residents only.





# PROGRAMMING

## PROGRAM OPPORTUNITIES

An extensive list of opportunities was developed addressing land uses, programs, and facilities. The initial list was informed by input received in consultation with local Indigenous Tribes, consideration of steering committee input and priorities, review of County adopted plans and policies, the KPFD Grant application, consultation with County leadership, review of plans prepared by NKTA and Steering Committee, interviews with key stakeholders and partners, and public input received through surveys and at public meetings. The Steering Committee reviewed the program and did a preliminary screening of the program considering decision criteria and planning goals developed early in the planning process. The program was organized and presented based on three themes including 1) recreation and trails, 2) environmental and cultural education, and 3) natural resource conservation and restoration. Potential uses that were unrelated to these themes included solar and wind energy, food production, community gardens, land leases, and concessions. Although these unrelated uses received almost no support from the steering committee, the decision was made to include in the public meeting as program options.



## COMMUNITY PRIORITIES

Program options were the focus of the second public meeting. Additionally, the options for funding and revenue generation were introduced. Interactive polling was used in the public meeting to discern community preferences and priorities on the program. There were only a few proposed uses that received no support. Solar and wind farms, agricultural uses and land leases were presented as revenue generating possibilities; these uses received almost no support and were therefore not carried forward in the program. There was strong consensus the Park should primarily be a community resource for nature-based activities. A majority of the public meeting participants indicated a willingness to pay dedicated taxes and fees rather than rely heavily on attracting tourists.

Following the meeting, the programmatic opportunities that had received a moderate level of support, were all integrated into a series of spatial plans. The programs and projects with greatest support are included in early phases. Programs and projects with modest support are included in future phases, thus preserving flexibility and future opportunities. In the initial public meeting and surveys, the public had expressed a high level of support for resource conservation. In response to expressed preferences from partners, stakeholder and the community only a small portion of the Park is classified as suitable for active recreational use other than trails. The ambitious development plans included in the 2019 KPFD grant application were not included as alternatives as there was limited community support for the level of intense development originally considered. The Framework classifies a majority (93.3%) of the park land as non-developed vegetated landscape with only trails.





# PROGRAMMING

## EVALUATION CRITERIA

Opportunities for facilities and programs were generated and consolidated during the first six months of the planning process—from the community during targeted outreach and during the first two public meetings. Opportunities were related to recreation, education, and forest management. Screening of these opportunities was done by the consultant team, steering committee, and County Parks. Opportunities were screened based on the nine main goals developed for the project by the community previously in the planning process. For each of those nine goals, the project team identified four or five indicators that would determine the level of benefit a particular opportunity would potentially provide. Each opportunity, whether related to recreation, trails, education, or forest management, was then rated high, medium, or low based on each of the indicators for each of the nine goals. The ratings were done using symbols, not numerical values, which yielded qualitative versus quantitative results. The results from each person who participated were then compared and discussed which led to the selection of various opportunities that were then incorporated into three preliminary alternatives. The table of indicators of benefit/value to the project, based on project goals, is provided to the right.

BENEFIT/VALUE TO PROJECT (Based on the 9 Project Goals)	Indicators of the Level (High, Medium or Low) of Benefit Provided by each Proposed Opportunity				
	A	B	C	D	E
1 - Wildlife Habitat/Ecological Diversity	Acres of working forest transitioned to healthy forest	Range of wildlife habitats	Improve health of Gamble Bay	Partnerships & funding for restoration	Supports regeneration of landscape
2 - Conservation	Acres of habitat protected	Protects critical areas			
3 - Outdoor/Nature Education	Supports a diversity of user groups	"Nature-based" programming	Level of interpretation	Level of research opportunities	Access to parking and infrastructure
4 - Quality of Life for Users	Diversity of outdoor activities	Environmental quality benefits out of park	Provides view corridors		
5 - Physical & Emotional Health	Promotes physical activity	Provides multiple uses	Relative value per user day	Easy access points and parking	Access to nature
6 - Equitable Access	Serves a diverse group	Community support	Maps, signage and wayfinding	ADA Accessible	Accessible by public transportation
7 - Increased Recreation Opportunities	Use that cannot be provided elsewhere in county	Access to parking and infrastructure	Multi-use trail mileage	Year-round use/activity	
8 - Economic Development	Provides employment & job training	Use that is not provided elsewhere in county	Recreation value to locals (attraction/retention of residents)	Attracts non-local visitors	
9 - Direct Net Revenue to the Park	Can it generate revenue	Low level of investment and cost to implement	Low long-term maintenance costs	Volunteer resources to support it	Concessionaire opportunity

Table 3.2 Benefits and values of programming interventions in Project Goal areas



# ALTERNATIVES EVALUATED

## RECREATION & EDUCATION FACILITIES

Alternative plans were created showing recreational and educational facilities throughout the Park but mainly concentrated at the north end in an area referred to as the North End Recreation & Education District (NERED). Plans were created based on an extensive inventory of the Park's natural resources and critical areas, policy, land use, and purchase agreement requirements and restrictions, and input from the community at two previous public meetings and through targeted outreach of key stakeholders.

Three alternative plans were created reflecting different intensity of improvements. All uses and facilities proposed for the Park were considered "nature-based" or in support of these nature-based uses (such as parking). Nature-based in this context meaning that recreation or education uses rely on the natural setting of the land and forest to provide a user experience unique to the place. Facilities and uses were arranged spatially to allow for phasing and growth over time, depending on need and demand. One of the objectives in each of the three alternatives was to improve incrementally and to propose facilities that could provide multiple uses whenever possible. In each of the three spatial alternatives, these multi-use facilities and structures were primarily clustered at the north end of the Park for the following reasons:

- The area is close to Port Gamble Town and existing utilities
- It will be serviced by a new road through Rayonier property from the north
- The area is adjacent to the approved STO Trail and Ride Park
- It is a relatively large, flat area
- There are less critical areas in this location- such as streams, wetlands, and steep slopes
- There are existing and potential views from the top of the ridge
- Many of the timber parcels in this area have recently been logged
- There would be reduced development and maintenance costs by clustering, and
- The area is within the Eastern Forest Block- the deed for which has less development restrictions compared to the West and Shoreline blocks of land

Other facilities, typically small in area and impact such as viewpoints, were dispersed throughout the Park along the proposed trail system in varying numbers. These dispersed facilities were also nature-based and had a recreation or education focus. Development of all facilities, whether concentrated at the north end or dispersed throughout the Park, would occur in conjunction with a program to improve landscape health, predominantly the forest.

### Spatial Alternatives Considered

#### *Entire Park Alternatives*

The concept plans on the following page are diagrammatic and show the concentration of proposed uses and facilities within the Park- the intent showing that uses are concentrated at the north end in each of the three alternatives. The dots on these plans do not represent the size of the proposed facility. There are three sizes of dot shown for parking (small, medium, and large) and two sizes of dot for other facilities- small and large. The size of dot only generally relates to the size and intensity of the facility. For example, a small viewpoint along a trail is shown as a small dot while a several-acre campground, is shown as a large dot. The dots show the distribution of proposed uses throughout the Park in each of the alternatives. These three diagrammatic plans, shown side by side, demonstrate the increased level of development for recreational and educational facilities in each alternative, both dispersed throughout the Park but mainly concentrated at the north end.

#### *North End Recreation & Education District Alternatives*

The hand-drawn concept plans on the following pages are for the enlarged area at the north end of the Park and show in more detail how proposed uses might be located relative to each other, the Ride Park, STO Trail, entry road, and existing forest and trails. The three enlargements of the north end are shown here side by side for comparison. The bubbles in these plans intended to show general areas for the uses- the use would not encompass the entire area shown in the bubble- there is room within each of the bubbles for facilities to move and adjust. During more detailed site design of the preferred alternative, the actual facilities were not necessarily in such proximity to each other as they appear in the concept bubble plans at this preliminary stage.





# ALTERNATIVES EVALUATED

## Entire Park Alternative Plans Considered

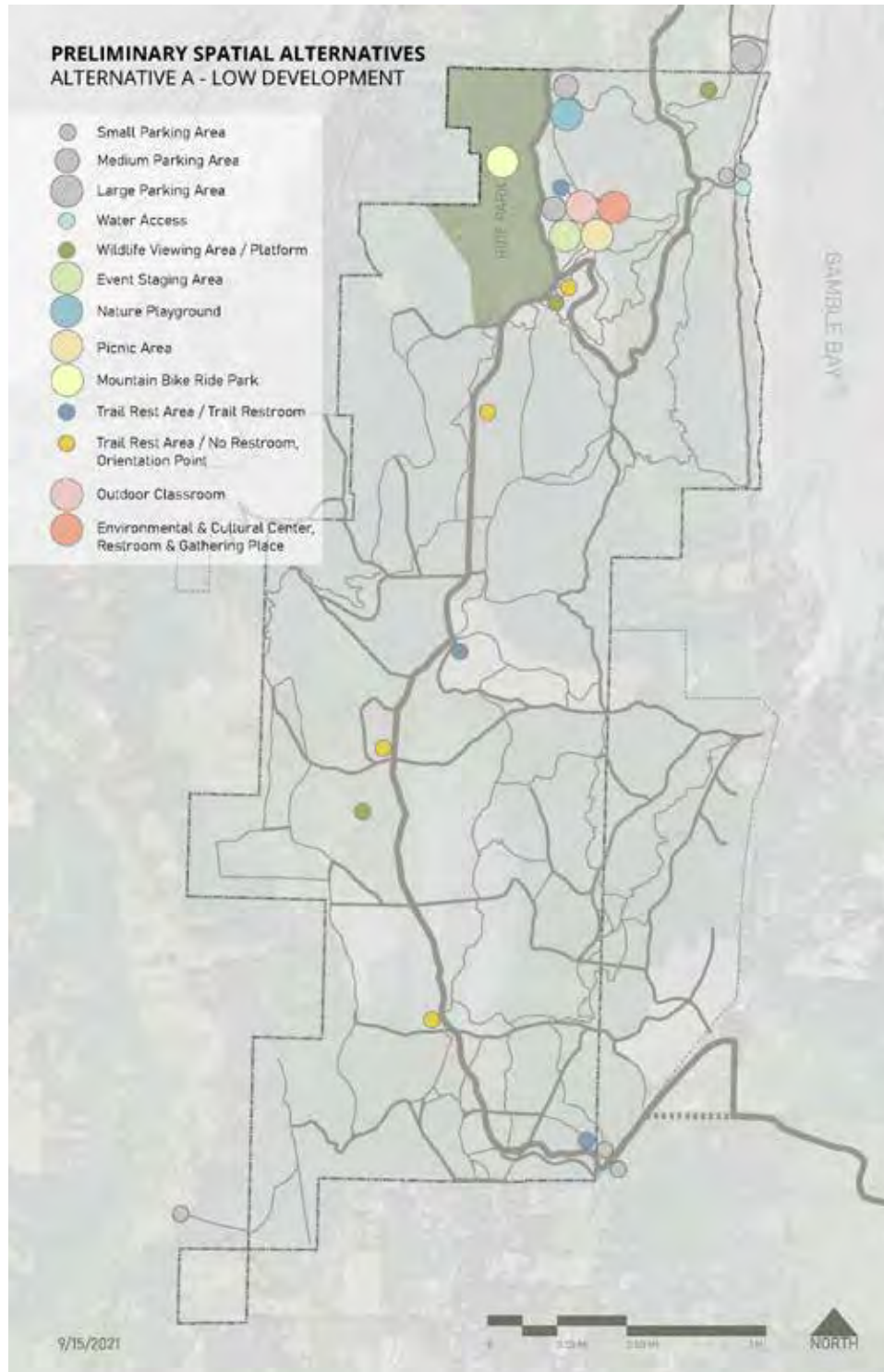


Figure 3.10 Preliminary Spatial Alternatives - Low-development Alternative

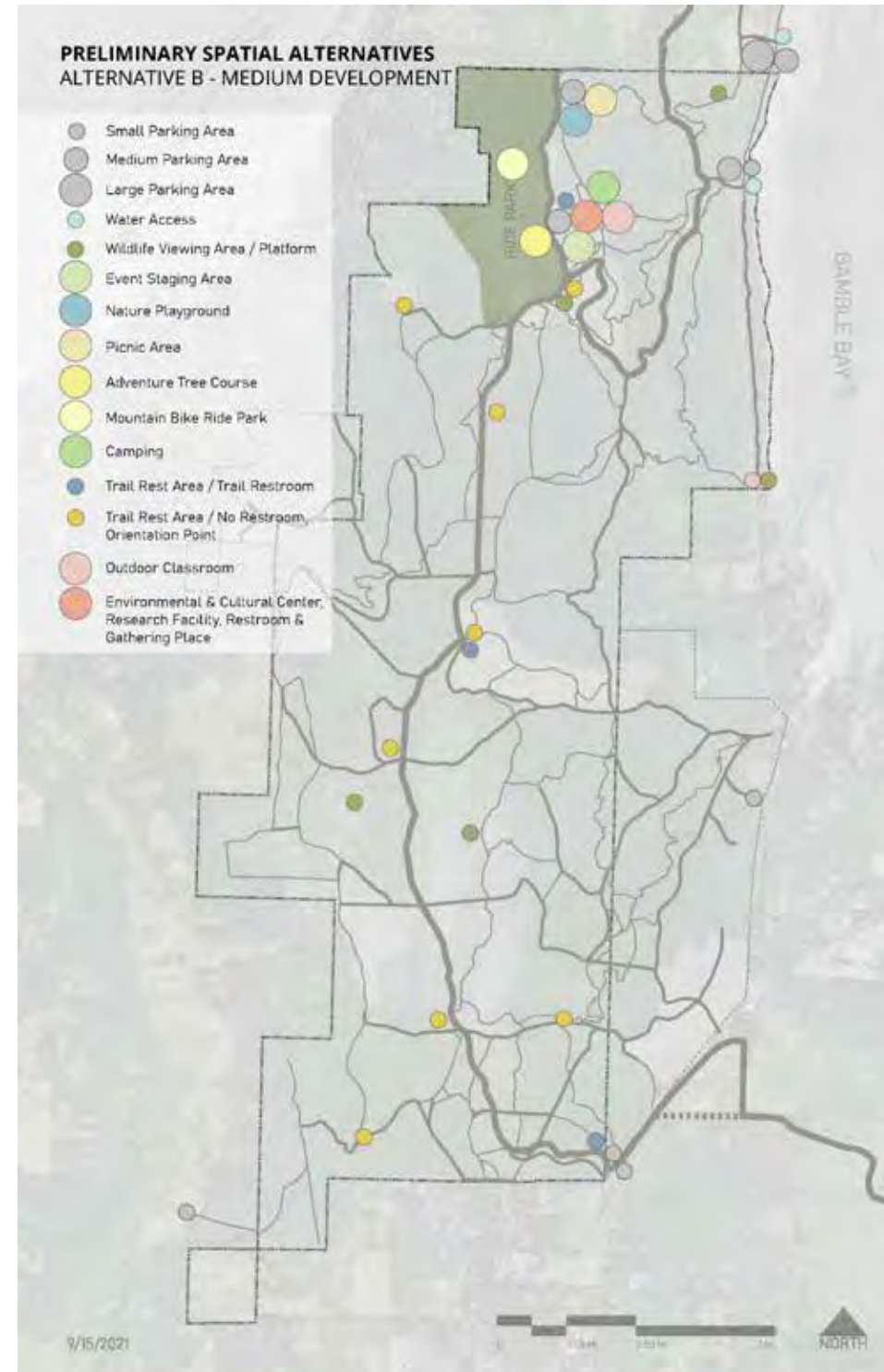


Figure 3.11 Preliminary Spatial Alternatives - Medium-development Alternative

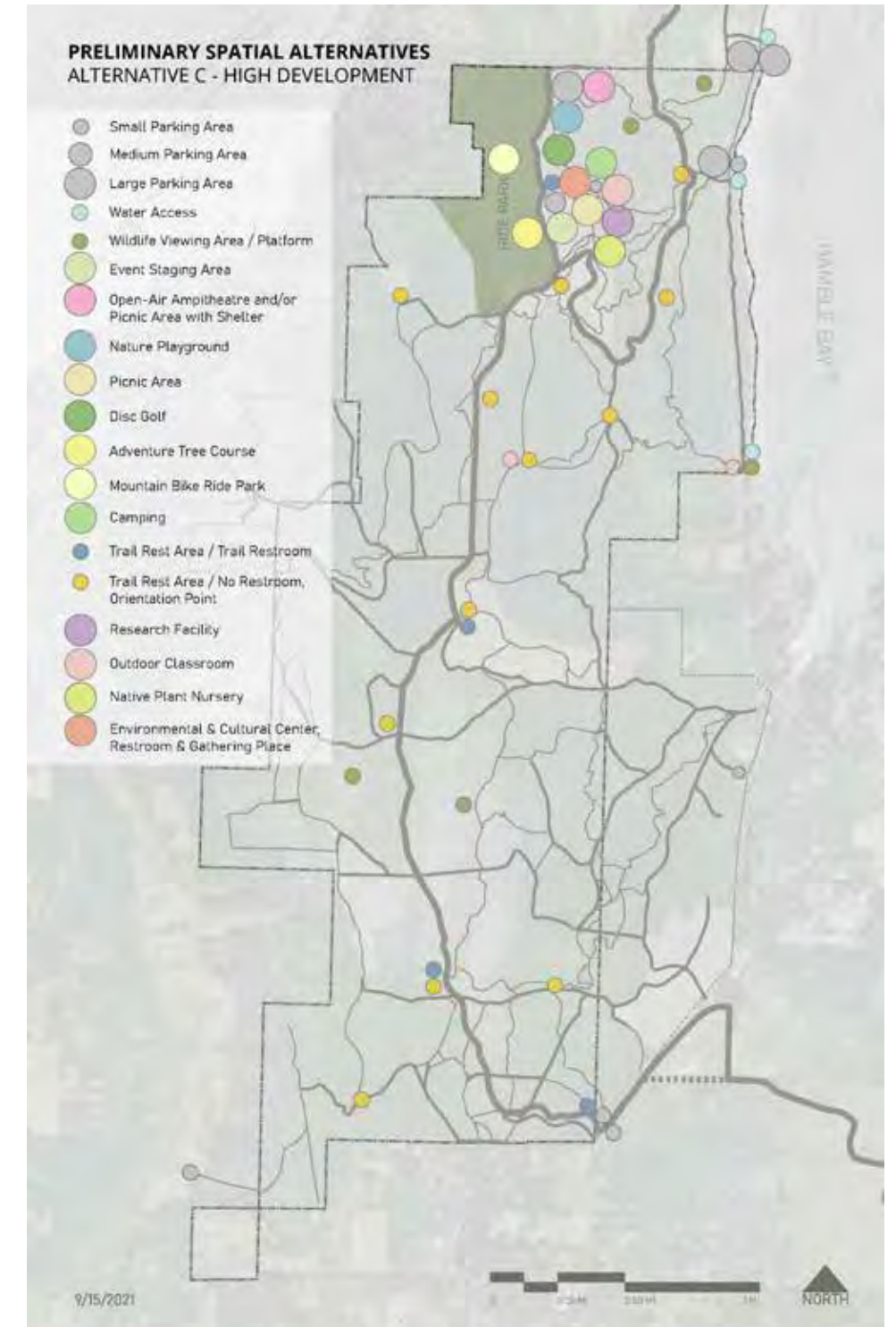


Figure 3.12 Preliminary Spatial Alternatives - High-development Alternative



# ALTERNATIVES EVALUATED

## Comparison of Proposed Facilities in Each of the Three Alternatives

PLAN CODE	RECREATIONAL USES/FACILITIES	ALTERNATIVE A - Low Development/Low Revenue	ALTERNATIVE B - Medium Development/Medium Revenue	ALTERNATIVE C - High Development/High Revenue
1	Parking (E- Existing and P- Planned/Proposed)	Total from Below: 260	Total from Below: 365	Total from Below: 495
1A	E- Bayview (Hwy 104) West	25 vehicles	25 vehicles + expand (25 vehicles)+ new restroom	25 vehicles + expand (50 vehicles)+ new restroom
1B	E- Bayview (Hwy 104) East	No change- 15 vehicles	No change- 15 vehicles	No change- 15 vehicles
1C	E- Port Gamble (off-site)	No change- 5 vehicles	No change- 5 vehicles	No change- 5 vehicles
1D	E- Stottlemeyer Roadside	No change- 20 vehicles	No change- 20 vehicles	No change- 20 vehicles
1E	E- Millie's	No change- 2 vehicles	No change- 2 vehicles	No change- 2 vehicles
1F	P- Sandpit (Future)	None	5 vehicles	10 vehicles
1G	P- Trailhead- Stottlemeyer	12 vehicles, 6 horse+ restroom	12 vehicles, 6 horse + restroom	12 vehicles, 6 horse + restroom
1H	P- Trailhead- North STO	75 vehicles + restroom	75 vehicles + Staging Area+ restroom	100 vehicles+ restroom
1I	P- New Airfield Replacement East	100 vehicles	100 vehicles+ restroom	100 vehicles+ restroom
1J	P- New Airfield Replacement West	Future phase	50 vehicles	100 vehicles
1K	P- Research Facility	None	Shared lot with Env & Cult Center	1 lot (20 spaces), not shared or designated
1L	P- Environmental & Cult Center	25 vehicles	1 lot (50 spaces), shared with research facility	1 lot (50 spaces), not shared or designated
2	Water Access	Improve existing at Bayview	Add 1 (adjacent to future airfield parking?)	Add 1 or 2 (if additional location identified)
3	Wildlife Viewing Areas/Platforms	2- locations TBD	4- locations TBD, additional boardwalks, fire tower structure	8- locations TBD, additional boardwalks, fire tower structure
4	Event Staging Area (Replace Airfield)	2 acres + Off-site in PG Town	4 acres adjacent to formal parking for other facility	8 acres adjacent to formal parking for other facility
5	Open-air Amphitheatre	None	None	1- Small
6	Nature-based Playground	1- 1 acre in size	1- 2 acres in size	2- up to 2 acres in size
7	Picnic Area with Shelter	1 Shelter	2 Shelters	3 Shelters
8	Disc Golf	None	None	9-hole course, ~ 5 acres in size
9	Adventure Tree Course	None	7-10 acres in Ride Park	7-10 acres in Ride Park
10	Mountain Bike Ride Park	Approved	Approved	Approved
11	Camping	None	Small/40 tent spaces	Small/80 tent spaces
--	Trails (see trail plan)	Focus on multi-use trails	More trails or transition trails to dedicated use	More trails or transition trails to dedicated use
--	Sound to Olympics Trail	Approved	Approved	Approved
12	Trail Restrooms	1- Along STO	1- Along STO	2- Along STO
13	Orientation Points	Multiple- Along STO	Multiple- Along STO & Logging Roads	Multiple- Throughout park
14	Food Concessions	None/Offsite	Temporary, associated with events	Temporary, associated with events
<b>EDUCATIONAL USES/FACILITIES</b>				
15	Research Facility + Restroom	Fieldwork only (offsite structure)	Combined with Env & Cult Center	Medium, independent of other facilities
17	Outdoor Classroom Area	1- Small, covered, near Env & Cult Center	1- Large, covered, near Env & Cult Center + 1 small	1- Large, covered, near Env & Cult Center + 2 small
18	Native Plant Nursery	Offsite	Offsite	Associated with research facility- 4 acres
19	Env & Cult Center + Restroom + "Gathering Place"	Small, associated with outdoor classroom structure	Small or medium combined with small research facility	Medium, independent of research facilities
20	Accommodations- Overnight	None, provided in Port Gamble	Use recreation campground	Added to research facility/complex



# ALTERNATIVES EVALUATED

## North End Recreation & Education District Plans Considered

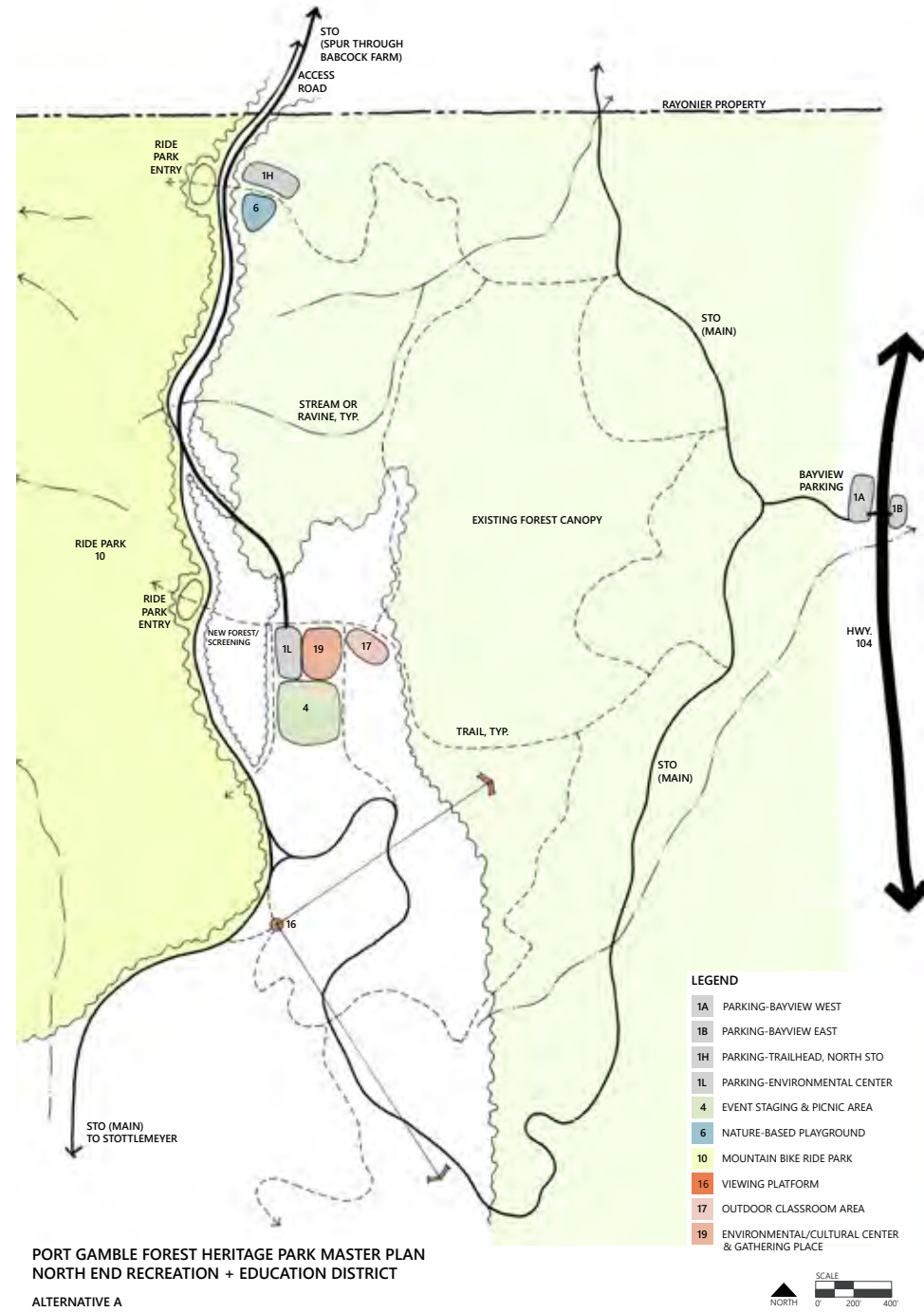


Figure 3.13 North End Recreation and Education District - Alternative A

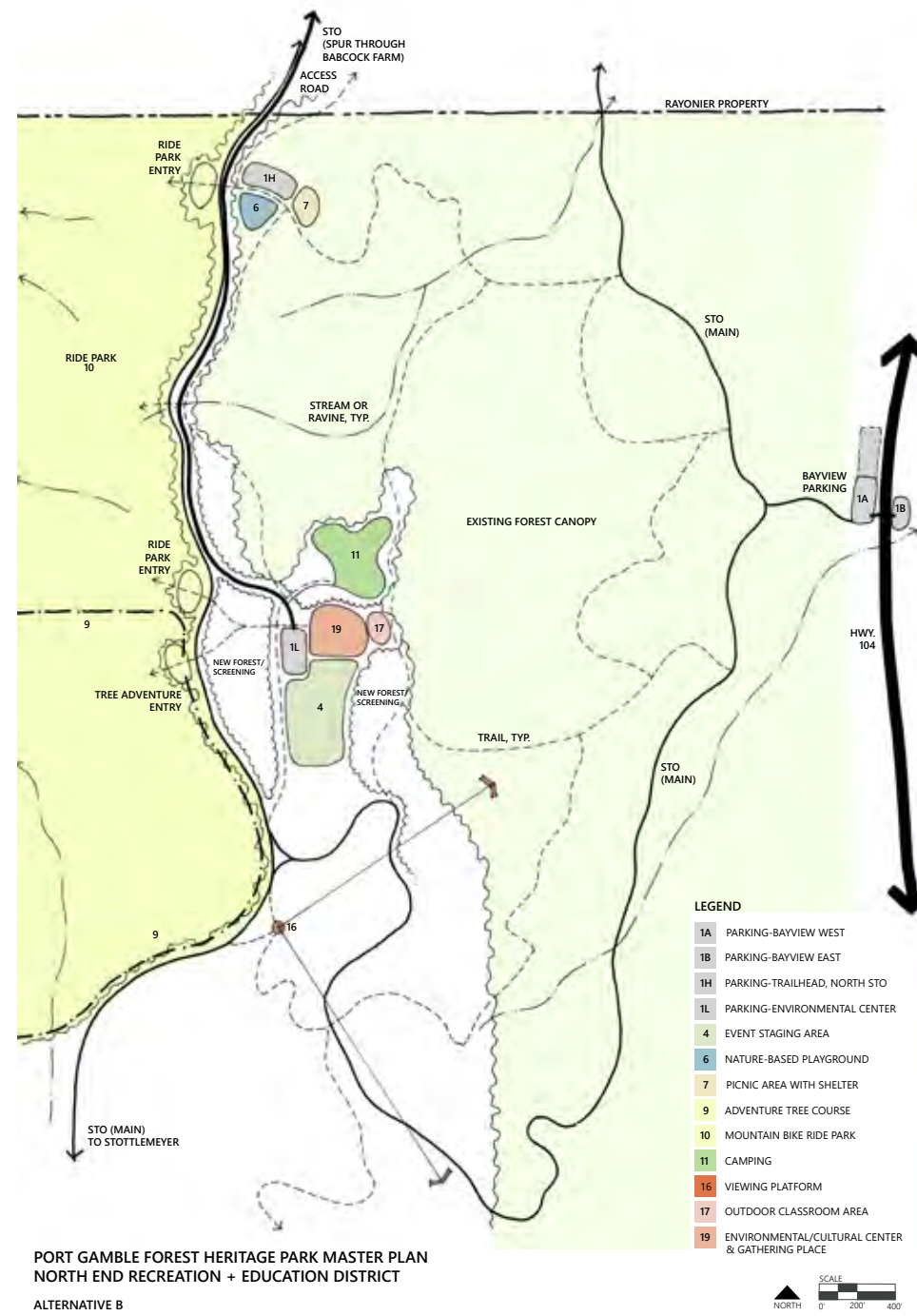


Figure 3.14 North End Recreation and Education District - Alternative B

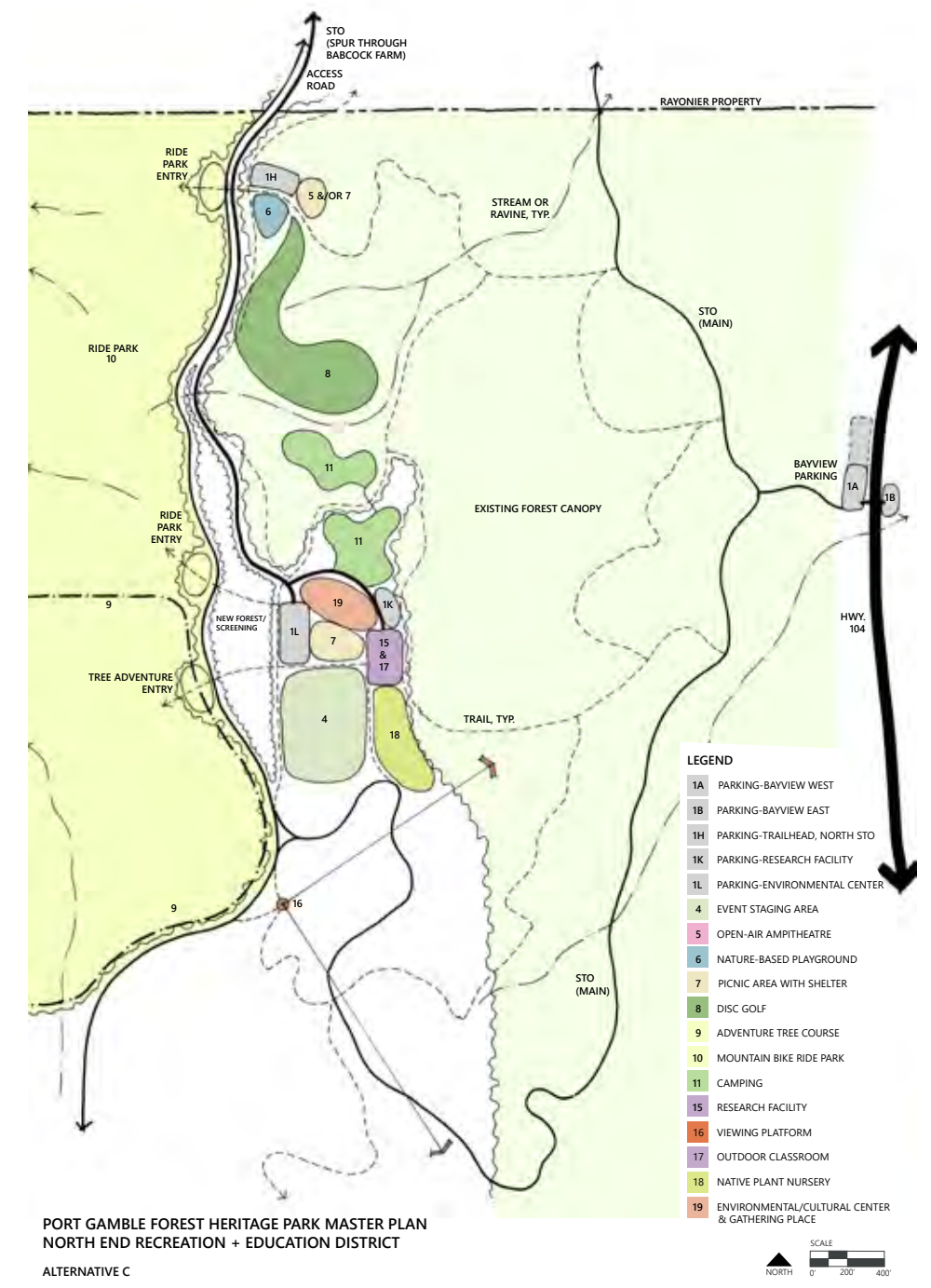


Figure 3.15 North End Recreation and Education District - Alternative C



# ALTERNATIVES EVALUATED

## COMMUNITY PREFERENCES

Community preferences varied for the three alternatives. There was general support for the vision of making facilities flexible and multi-use and for phasing the plan over time depending on demand and need. Comment notes from the breakout discussions during public meeting #3 indicated there was a variety of support for the different alternatives. While some wanted no investment or changes in the Park other than improving the trails and signage that were there, others felt this park could become a regional destination for recreation based on the already approved STO Trail and Ride Park and we should plan for future visitors accordingly.

After the public meeting, a questionnaire was added to the website. The questionnaire yielded 391 responses before it was removed from the website in mid-December 2021. Forty-two percent (42%) (165 of 391) preferred the least developed alternative (Alternative A), while 137 of 391 (35%) respondents preferred the most developed alternative (Alternative C) and 89 of 391 (23%) respondents preferred Alternative B. It is likely that many respondents were also associated with the Mountain Bike community. For the question about which proposed facilities are the most important, the Ride Park had the most responses compared to other facilities. Wildlife viewing areas and trail rest areas were the next two most popular facilities selected. Food concessions and a disc golf course were the facilities least supported. Respondents also support loop trails as proposed, would most likely use Class 2 and 3 dirt trails, and generally feel that the Park should provide a recreational benefit for both local users and attract visitors and tourists. A significant percentage also would vote for a property tax measure to support park maintenance and operations, although it should be noted that respondents of this questionnaire are undoubtedly users of the Park and don't represent the entire County population. The results can be viewed in an appendix to this report.

## REVIEW

The comments from the public meeting were reviewed and the alternative plans were discussed with the Steering Committee, County Parks, KPF, and Commissioner Rob Gelder in a series of meetings following the public meeting. Advisory groups were consulted, including the Education group and the Accessibility group. The County also met with the local Indigenous Tribes regarding the planning process to date and uses and facilities proposed in the alternative plans. Stakeholders continued to weight in, including EMBA and a concessionaire interested in the Tree Adventure Park.

Based on input during and following the public meeting, it was decided by the project team, consisting of consultants, County Parks, KPF, and the Steering Committee, to move forward with a spatial plan for recreation and education improvements that was based on phased, flexible, and incremental growth depending on realistic funding availability. Chapter 6 demonstrates spatially how this phased approach would look. There was little support for a disc golf course at the north end so that was eliminated from the site plan. It also became clear that support for camping excluded drive-in car camping and RV camping. Low-impact, walk-in camping and walk-in glamping were supported if they could meet the need of future demand for student accommodation (when the education and research facilities were implemented in a later phase) or to provide accommodations during the several rides and races that the Park's trail system supports. Trail connections to and within the North End Recreation District were refined so that access to the proposed trail system was efficient and minimized user conflicts. A location for a future host, or park ranger, residence was identified, as well as an adjacent maintenance yard and structure. It is essential that the plan should prioritize facilities and uses that support current users and already approved facilities such as the Ride Park and STO Trail. The plan should also be phased in such a way that shows sustainable and feasible growth of facilities as partnerships are identified, funding is secured, concessionaires are selected (for certain uses), and community need, and demand meet necessary thresholds.

## FRAMEWORK APPROVAL PROCESS

The Framework includes recommendations on facilities, programs, and policies. The public has been engaged extensively on the capital improvement priorities, conservation, and development priorities and to a lesser extent funding options and policy recommendations. Following public review of the draft documents, the Framework and Appendices were provided to County Commissioners for discussion and a formal public hearing. In December 2022, County Commissioners decided to address the recommendations outlined in the Framework as part of the upcoming 2023 Parks, Recreation and Open Space (PROS) plan update to ensure any benefits/impacts can be considered within the context of the greater countywide parks system.









## **IN THIS CHAPTER**

96	INTRODUCTION
97	COMMUNITY PRIORITIES
100	ACTIONS - POLICY, PROGRAMS, PLANS
102	FUNDING & ECONOMIC DEVELOPMENT
104	PERMITTING STRATEGY

# 4

# **FRAMEWORK OVERVIEW**



# FRAMEWORK OVERVIEW

## INTRODUCTION

The PGFHP Framework is a long-term vision for one of the largest community parks in the country . This visionary yet flexible plan will guide near-term and long-term decision making. Spatial plans, policies, programs, and implementation strategies address the incremental evolution of the landscape from a forest managed for commercial timber production toward a safe and sustainable community park that will support the overall health of Kitsap County, the people, and the environment for generations.

*“All ethics so far evolved rest upon a single premise: that the individual is a member of a community of interdependent parts. The land ethic simply enlarges the boundaries of the community to include soils, waters, plants and animals, or collectively the land.” The Land Ethic, A Sand County Almanac*

*-Aldo Leopold*

# COMMUNITY PRIORITIES





# COMMUNITY PRIORITIES

While diverse stakeholders may always not agree on methods they do agree on outcomes. The priority is to improve the health of this landscape (the forest and the bay) in a manner that will sustain life for future generations. The community shares the vision of this Heritage Park as a unique and accessible community resource managed to address resource conservation, nature-based recreation, and cultural and environmental education.

Most understand there are many unknowns, with collaboration between partners, thoughtful decision-making, and adaptive management being the wisest way forward. The park should be an accessible community resource managed for residents of Kitsap County yet welcoming to all visitors. Safety is a priority; increased staffing and a sustainable source of funding will be needed as the County population grows, visitation increases, and the County assumes maintenance and operation tasks that have been performed by Rayonier and volunteers. The plan should be forward looking, flexible, provide decision-making guidance and embrace principles for sustainability and resiliency in the stewardship development management, and maintenance of all resources.

## CONSERVATION AND RESTORATION

The community places high value on natural resource conservation including protection and enhancement of land, water and biological resources including but not limited to forest and bay, terrestrial and aquatic habitat, and climate and disaster resiliency. While this planning process touched upon many issues, the land restoration plan and strategy are far from complete. The plan includes a GIS inventory of resources, identifies and prioritizes areas to be protected and restored, and identifies methods needed further study, including testing of reclamation techniques and forest succession. Protection of critical areas, views from the STO, and mature tree protection are also priorities.

To meet the goals of the Framework and align prescribed PGFHP conservation and restoration actions with Kitsap County's ongoing forest stewardship, Chapter 6 provides context to define specific conservation and restoration priorities and identifies implementation guidance with a programmatic restoration plan and set of restoration actions. Conservation and restoration priorities include the following:

### Conservation Priorities

- Conserve forest stands that are on a trajectory to develop into healthy, diverse, and resilient forest ecosystems with little additional input.
- Conserve forest stands that are in a healthy condition.
- Conserve forest stands that contain sensitive areas.

### Restoration Priorities

- Promote the development of healthier and more resilient forests through forest thinning.
- Control invasive vegetation.
- Plant native vegetation to develop more species and forest structure diversity.





# COMMUNITY PRIORITIES

## ENVIRONMENTAL AND CULTURAL EDUCATION

The park presents multiple opportunities for cultural and environmental education. A variety of activities, programs, and facilities have been considered and can be supported. Potentially this park can provide an exemplary model of how landscape stewardship can improve the health of the forest and bay through education, community forest management, and research programs. Volunteer and educational programs as well as eco/nature-based tourism and recreation can increase visitor's awareness and understanding of resources. There are several non-profits, agencies, institutions, and local Indigenous Tribes who have expressed interest in offering environmental and cultural education programs in the Park. The community has also expressed interest in restoration techniques to improve bird habitat; including some areas managed and planted as open meadows.





# COMMUNITY PRIORITIES

## NATURE-BASED RECREATION

Equitable access to the Park for a diverse community of residents for recreation is a priority. This will require infrastructure to support safe use of the Park. The community has prioritized trails and non-motorized access and there is agreement that road access should be minimal. The trail system should be retained and improved which will involve adopting a classification system for maintenance, design, and signage standards. Reclassification, decommissioning and redesign of some trails to enhance the user experience and protect resources will be required. Active recreation use, as defined in the Executive Summary, will be limited to a small area of the Park. It will be clustered at edges of the Park and predominantly at the north end of the Park near the growing Town of Port Gamble. Recreational uses should be predominantly nature-based; designed and managed to reduce impacts to the natural environment. Recreational uses that serve many users and provide multi-dimensional experiences to a variety of people should be prioritized over specialized uses or uses that are duplicative.





# ACTIONS - POLICY, PROGRAMS & PLANS

## SUMMARY TABLE OF ACTIONS

The Framework includes recommendations on policies, programs, and additional planning in addition to spatial plans describing the location and phasing of trail improvements, new recreation and education uses and facilities, and land conservation and restoration priorities. These are described in following sections. The following table is a synthesis of policy, programming, and planning recommendations.

Recommendations have been categorized into four main categories:

- 1) Policy & Planning Documents that require amendments
- 2) Policies & Operations that require guidance
- 3) Capital Project Planning & Design
- 4) Funding

The first column contains the specific policies, programs, or planning actions that need to be addressed. The second column indicates if the action is a program, policy, or planning activity or a combination of these. The third column is a brief description. The fourth column identified which parties need to take the lead on addressing the recommendation. Columns five through seven establish the relative priority, cost, and revenue generating potential of each. The recommendations are discussed in more detail in throughout the Framework.



## IMPLEMENTATION PLAN

### POLICY, PROGRAM, AND PLANNING RECOMMENDATIONS

	Category	Description	Responsible Party	Priority	Cost	Revenue Potential
<b>POLICY &amp; PLANNING DOCUMENTS- AMENDMENTS</b>						
PGFHP - Framework	Policy / Planning	Continue coordination with local Indigenous Tribes during PROS planning process in 2023	Commissioners	1	L	L
PGFHP - Framework	Policy / Planning	Park Board to address Framework recommendations during PROS planning process in 2023	Parks Board	1	L	L
PGFHP - Framework	Policy / Planning	Commissioners	Commissioners	1	L	L
Resource Stewardship & Public Access Plan	Policy / Planning	Amend and adopt	Parks / Stewards / Commissioners	2	M	L
Comprehensive Plan Amendments	Policy / Planning	Amend County Land Use Policy and Zoning Use Table to include classifications for Heritage Parks	Planning / Parks	1	L	L
Comprehensive Plan Amendments	Policy / Planning	CPA to allow education and research facility	Planning / Parks	1	L	L
PROS Plan Amendments	Policy / Planning	Amend to include Heritage Park Landscape Classifications and PGFHP Framework	Parks / Planning	2	L	L
Capital Improvement Plan and County Budget	Policy / Planning	Incorporate PGFHP recommendations into Public Facilities, Parks, Public Works and Forestry Capital Plans	Parks/ Public Works	1	L	M
Non-Motorized Plan	Policy / Planning	Incorporate trail standards recommendations including adopting USFS standards	Parks / Public Works	2	L	M
Updates to State Recreation and Trails Plan	Policy / Planning	Coordinate with State to get PGFHP trails and STO into State Recreation and Trail Plans	Parks / Public Works	2	L	M
SEPA	Policy / Planning	Determine if Framework needs SEPA Review or if it will be per individual project	Parks / Planning	2	M	L
Town of Port Gamble/ Rayonier	Policy / Planning	Access and parking agreements	Commissioners	1	L	M
Sustainable Funding Strategy	Policy / Planning	Dedicated and consistent funding for restoration and recreation enhancements and maintenance	Commissioners / Parks	2	L	H
Reforestation Agreements in Land Acquisition Agreements	Policy / Program / Planning	Coordinate w/ State on alt. reforestation; Forest Practice Act allows if converting to non-commercial timber	Parks	2	L	M



# ACTIONS - POLICY, PROGRAMS & PLANS

	Category	Description	Responsible Party	Priority	Cost	Revenue Potential
<b>POLICIES &amp; OPERATIONS GUIDANCE</b>						
User & Event Fee Policies	Policy	Develop fee policy and rates for facility rentals, user fees, concessions, events, parking	Parks / Parks Board / Commissioners	3	L	M
Concessionaire Policy and Agreements	Policy	Develop goals, policy, and model agreements	Parks	3	L	M
Communications Plan	Policy	Communication plan to communicate with community, closures, etiquette, safety	Parks	3	L	L
E Bike Policy	Policy	Incorporate into trail plan	Parks	2	L	L
Policy on Foraging and Harvesting	Policy	Coordinate with local Indigenous Tribes	Parks	2	L	L
Volunteer Program	Policy / Program	Develop/ enhance volunteer program, appoint program lead- recreation, trails and conservation	Parks / Stewards	2	L	M
Volunteer Agreements	Policy / Program	Develop and manage agreements with community volunteer groups	Parks	2	L	M
Event Planning and Promotion	Policy / Program	Point of contact in County, re-engage Visit Kitsap	Parks / Visit Kitsap / Stewards	3	M	M
Emergency Access / Disaster Prevention / Safety	Policy / Program	Engage emergency providers	Parks / Fire	2	L	L
Regional Coordination	Policy / Program	STO- Leafline, Rails to Trails, Jefferson County, Clallum County, King County	Parks / STO Coalition	3	M	L
Regional Coordination	Policy / Program	Conservation planning; land conservation, regional open space, habitat and flyway corridors	Land Trusts / Planning / PSRC	3	L	L
Tree Acquisition Plan	Policy / Program	Priorities and funding	County / Forterra / Community Foundation	2	M	L
Park Monitoring Plan(s) & Process	Policy / Program	Monitor recreational use and ecological health and comply with grant requirements	Parks / Stewards	3	L	L
Regional Coordination	Policy / Program	Tourism & economic development	Visit Kitsap / KEDA / Lodgings Association	3	L	M
PGFHP Operations Plan	Policy / Planning	Create organizational chart, staffing plan and budget; address roles, assign dedicated staff	Parks	1	L	M
Recreation Facilities & Infrastructure O&M - County	Policy / Planning	Address maintenance, operations of trails, roads, rec facilities, infrastructure, and restoration	Parks / Public Works	1	L	L
Restoration / Forestry O&M	Policy / Planning	Address diversity of habitat, resiliency, hazard mitigation- Framework provides guidance	Parks	1	L	M
Tree Protection Priorities	Policy / Planning	Agreement requires Forterra or very experienced conservation organization	Commissioners	2	L	L
Equitable Access	Policy / Planning	Coordinate with Kitsap Transit and Accessibility Advisory Group	Parks / Local Indigenous Tribes	3	L	L
Signage Plan	Policy / Planning	Framework provides guidance, develop further to insure quality & consistency	County / Consultants	3	M	L
STO Plan	Policy / Planning	Plan, engineer, maintenance plan	Public Works / PRSC / Regional Trails Groups	2	H	M
Sustainable Forest Management Plan	Policy / Planning	Strategies, research long-term collaborative partnerships	Parks / Education Institutions / Non Profits	2	H	M
Design Standards- Sustainable, Low Impact, Green	Policy / Planning	Trails, roads, signs, structures, infrastructure, utilities - community desires exemplary/exceed County standards	Parks / Stewardship	3	M	L
Access / Infrastructure Plan	Policy / Planning	Water, storm, wastewater, power- low carbon, sustainable, renewable, low impact	Parks	4	M	L
Monitoring Plan	Program / Planning	Adaptively manage, monitor for safety, user conflicts and environmental degradation	Parks / Stewardship	2	M	L
Recreation Programs	Program / Planning	Seek partners to offer recreational programs in park	Parks / Stewardship	3	L	L
Park Maintenance Plan	Program / Planning	Plan and Budget for Restoration, Trails and Recreation Facilities	Parks / Stewards / NKTA	2	L	L
Education, Research, Internships	Program / Planning	Local Indigenous Tribes, educational institutions, CTE Programs, non profits	County- TBD	3	M	M
Job Creation Programs	Program / Planning	KEDA, workforce development, re-entry	County- TBD	4	M	M
Implement Staffing Plan	Program	Include caretaker/ranger, expand forest management program, dedicated coordinator for PGFHP	Parks / Commissioners	1	H	L
County Forest Stewardship Program	Program	Scale up to meet increasing needs, add additional science, research and long-term monitoring component	Parks	2	M	M
Education Programs	Program	Formal and informal, all ages, ethnicities and abilities; partners for research and citizen science	Partner Institutions / Tribes / Non Profits	4	M	M
Interpretive Plan	Planning	Develop interpretive master plan- including themes and approach (signs, digital)	Parks / Consultants	4	M	L
Resiliency / Climate Impact Assessment	Planning	Important to support grants from federal agencies	Parks	3	M	L
<b>CAPITAL PROJECT PLANNING &amp; DESIGN</b>						
Priority Projects in Capital Improvement Plans / Budgets	Policy / Planning	Incorporate restoration, recreation, and infrastructure projects into CIP	Parks / Public Works / Public Facilities District	1	L	L
County Recreation Priorities	Policy / Planning	Feasibility studies and active recruitment, RFP- priority facilities	County / Consultants	2	L	L
Prioritize Projects	Planning	Recreation, trails, forestry, conservation, infrastructure	County in consultation with Tribes & Stewards	2	L	L
Feasibility Analysis-Priority Facilities	Planning	Develop project proforma, more detail than Framework	Parks Department / Public Facilities District	3	M	M
Fund, Design & Permit of Priority Projects	Planning	Recreation, trails, infrastructure, and restoration / conservation projects	Parks / Consultants	2	H	M
<b>FUNDING</b>						
Developer Contributions	Policy	Develop a policy	Commissioners	2	L	M
Explore Mitigation Banking Credits	Policy / Planning	Research feasibility	County	4	M	M
Evaluate Feasibility of Park District	Policy / Planning	For maintenance & operations and/or recreation improvement and restoration programs	Commissioners	3	M	H
Strengthen Parks Foundation	Program	Opportunity to solicit donations and promote funding initiative	Stewards	3	L	M
Attract Lower Cost Labor Resources	Program	Ameri-core, internships, re-entry programs, CTE, and job training programs	County in Partnerships	2	L	M
Partnerships	Program	Strengthen existing, cultivate new	Commissioners / Parks	2	L	M
Cultivate Donors: Private, Corporate, Nonprofit, Individuals	Program	New and past donors (Kitsap Forest and Bay Coalition, Donors to Forterra Campaign)	Community Foundation / Stewards	2	L	M
Funding Strategy	Planning	Identify dedicated source of funding- maintenance as priority, include reforestation and Capital projects		1	H	H
Grant Support	Planning	Research sources, write grants	Parks	2	M	H
Monitor Federal and State Legislation	Planning	Anticipate, equity, job creation, collaboration & resiliency will be key to successful grants, begin to position	Parks	3	L	M
Public Facilities Grant Application	Planning	Priority projects that support economic development	Parks	2	L	M
Explore Partnerships	Planning	Local Indigenous Tribes, state, federal, non profit and institutional partnerships	Parks / Commissioners	3	L	M
Explore Feasibility PGFHP as Demonstration Project	Planning	State agencies, extension Service, universities, federal partners	Commissioners	2	L	M
Explore Potential of Natural Resource Management	Planning	Economic development sector, job training and job creation	County / KEDA	3	L	M



# FUNDING & ECONOMIC DEVELOPMENT

## CHALLENGES

Parks such as PGFHP require sustained funding to build, restore, and maintain trails, facilities, and habitats. However, without a concerted focus on developing revenue generating facilities and events, the revenue generated at the Park itself will be limited.

Large parks like the PGFHP are costly to maintain and operate:

- At the national level, park agencies spend an average of \$7,556 per acre per year, ranging from \$2,000 to \$20,000 per acre per year (National Recreation and Park Association, 2021).
- Budgets for state parks (many of which are similar to the PGFHP in having large natural areas, trails, and some visitor amenities) in Washington, California, and Oregon are in the range of \$600 to \$1,000 per year per acre managed. For example, WA State Parks manages approximately 111,000 acres, and has 713.6 FTE and spent \$187.756 million on maintenance (not including capital improvements) in the 2019 to 2021 biennium (or \$93.9 million annually). This equates to a maintenance budget across the state park system that averages \$846 per acre (State Parks and Recreation Commission, 2019).

Large parks typically have on-site revenues from user fees that cover only a portion of operating costs, with the bulk of costs covered by taxes and other revenue sources:

- State parks are typically publicly supported through taxes, with just 25% to 30% of state park budgets coming from user fees.
- Some high visitation state parks do fully cover their operating costs through visitor fees, with revenues typically from parking fees, overnight accommodation, and rentals of event spaces and picnic shelters.

Revenue generation at PGFHP may be limited for a variety of reasons:

- There are policies/restrictions on park use by third parties/concessionaires.
- Direct revenue generation at the Park likely requires higher level of facility development that may not fit with the public's vision for the Park.
- The public generally expects that park use be free. Free park use is more inclusive and accessible to all County residents.

## OPPORTUNITIES

There are several types of opportunities for funding; these all have trade-offs in terms of their ability to generate revenues, and in terms of their costs related to land use requirement or financial costs to Kitsap County residents or park users. How to fund the Park is a question that affects the land use of the Park, the cost of using the Park, community taxation, and economic development potential of the Park. Available opportunities and funding strategies for the PGFHP are:

- Public funding – taxes or special districts
- Donations/Grants/Partnerships with non-profits
- General Park user fees
- Facility user fees/concession arrangements at park
- Private donation

As noted in Chapter 3, there is a link between funding and economic development: the facilities and recreation opportunities that generate revenue would also generally attract non-resident visitors and support tourism economic development.

The specific options that have been raised and considered for the long-term, sustained funding of PGFHP categorized by their relative costs and benefits, are summarized in the following paragraphs.





# FUNDING & ECONOMIC DEVELOPMENT

## Low Costs/Low Sustained Revenue Options

These are options with little-to-no costs in terms of land use requirements in the Park or costs to County residents, but that are expected to provide relatively low sustained revenue over the long-term:

**Revenue from forest management programs required for habitat restoration**, including selective harvesting, thinning and sale of by-products (wood from limited timber harvest, mulch, etc.) The current County forest restoration program generally breaks even, with revenues roughly equal to costs. As this is a break-even option, this option is not considered further in Chapter 7 that focuses on park funding and revenue options. Ecological silviculture recommends multiple thinnings be done up to and through the Mature Forest Stage (150 years) in the forests of the Puget Sound Basin. The first, commercial, variable-density thinning prescription is to remove the smaller, low value Douglas fir trees first which has a negative return or at best is break-even, as mentioned. When subsequent restoration thinning is conducted (on a 20 to 30 year interval) the smallest Douglas-fir trees that are removed can provide significant revenue. At least three restoration thinnings will be necessary for the typical Douglas-fir forest at PGFHP.



**Donations and grant funding.** Donations and grant funding can be high for land acquisition and recreation access/facility development, but long-term, sustained levels of funding from these sources to cover operations and maintenance expenses tend to be relatively low.

**Off-site tax generation.** Off-site county tax revenues, such as tourism-related lodging and sales taxes may be generated. As discussed above in Chapter 3 the local tax revenues per 1,000 overnight visitors annually attracted to the County partly or wholly due to the Park is estimated at \$8,500 per year, so this would likely be a relatively low funding component. For this to be a high revenue option, it would require a relatively high level of development of park facilities to increase attraction of non-resident visitors. The park also may increase property values of nearby lands thereby increasing the local property tax base; however, the effect on property values of establishing the Park may be limited as the area was green space and trails were available for public use before the acquisition of the Park.



## Higher Cost/Higher Revenue Options

These are options requiring more development of the Park or direct costs/fees to county residents:

**General use fees at the Park.** These might include entrance fees or parking fees that would likely be on an honor basis such that the County would not incur extra costs associated with enforcing the fee payment. General use fees also have the drawback of reducing access and use of the Park, decreasing the Park's overall inclusiveness and its overall benefit to the community.

**Developed facility fees at the Park.** Facilities could be developed, such as overnight accommodations, outdoor event spaces, and indoor event spaces that could be rented for a fee paid directly to the County or leased to a concessionaire that pays a fee to the County. Recreation facilities such as a Tree Adventure Park could also be fee-based and generate revenues.

**Leases for non-recreational land uses.** The County could seek to generate revenues by leasing parts of the Park for non-recreational land uses, such as: renewable energy generation, mitigation, farming, or rights of way easements. As there was opposition to this option, this option is not considered further in Chapter 7 that focuses on park funding and revenue options.

**Dedicated taxes or development fees.** Establishing a dedicate funding mechanism for the Park through community-wide taxes or special assessments dedicated to maintaining and managing the Park could provide high funding levels for the Park. Examples include creation of park district and a special assessment, dedicating portion of existing tax dollars, or establishing development fees whereby new development pays a fee to support public amenities such as parks.



# PERMITTING STRATEGY

This summary provides an overview of anticipated regulatory and permitting requirements for PGFHP based on the current understanding of proposed activities. Table 4.1 provides a summary of anticipated federal, state, and local permits and approvals expected to be required for implementing various elements included in the Framework. Table 4.1 includes the lead agency, permit triggers, and notes on submittal requirements.

Additional information on individual permits is included in an appendix, along with their relevance to specific Framework actions. The table in the appendix presents a matrix of Framework actions and identifies the probable permit requirements for these actions.

**Anticipated Environmental Permits and Approvals Matrix**

Approval or Permit	Lead Agency	Permit Trigger	Notes
<b>Federal</b>			
National Environmental Policy Act (NEPA) Compliance	U.S. Army Corps of Engineers (Corps)	Actions with a federal nexus (led by a federal agency, receiving federal funding, located on federal lands, or requiring a federal permit)	This federal review may be required if an action receives federal grants or requires a federal permit or approval.
Clean Water Act Section 404/Rivers and Harbors Act Section 10 Permit	Corps	Actions that include discharge of dredged or fill material and/or work within navigable waters of the United States.	This permit requires preparation of a Joint Aquatic Resources Permit Application (JARPA) form for submittal to the Corps.
Endangered Species Act (ESA) Section 7 Compliance	National Marine Fisheries Service and U.S. Fish and Wildlife Service (the Services)	Actions with a federal nexus occurring in the vicinity of any threatened or endangered species or critical habitat.	This consultation typically requires preparation of a Biological Assessment to initiate consultation with the Services. Depending on the anticipated impacts, there is a potential that a No Effect letter could be prepared instead of a Biological Assessment.
National Historic Preservation Act Section 106 Compliance	Corps in consultation with the Department of Archaeology and Historic Preservation (DAHP)	Actions with a federal nexus that have the potential to affect cultural, archaeological, and/or historical properties.	Section 106 compliance requires an assessment of potential impacts to historic structures or properties, and documentation of these findings. This may include the development of a Cultural Resources Report.
<b>State</b>			
Clean Water Act Section 401 Water Quality Certification	Washington State Department of Ecology (Ecology)	Actions requiring a federal license or permit that might result in a discharge of dredge or fill material into state waters.	The certification requires a pre-filing meeting request to be submitted 30 days prior to submitting the Section 401 request to Ecology. The Section 401 request would be submitted concurrently with the JARPA.
Construction Stormwater General Permit	Ecology	Clearing, grading, and excavating activities that disturb 1 acre or more and discharge stormwater to surface waters of the state.	A Notice of Intent (NOI) would be submitted through Ecology's WQWebPortal.
Hydraulic Project Approval (HPA)	Washington Department of Fish and Wildlife (WDFW)	Work that uses, diverts, obstructs, or changes the natural flow or bed of state waters (below the ordinary high-water line).	Information used for the JARPA would be uploaded to the WDFW Aquatic Project Permitting System to support permit review and issuance of an HPA.
Forest Practices Approval	Washington State Department of Natural Resources (DNR)	Forest Practices that may require approval include tree planting and seeding, salvaging logging residue, and converting forestlands to another use.	A Forest Practices Application would be prepared and submitted to DNR.
Governor's Executive Order 21-02 (Cultural Resources)	DAHP	State-funded construction projects or acquisitions.	The review process involves initiation of consultation, identification of historic properties and determination of eligibility, assessment of adverse impacts, and resolution of adverse effects.



# PERMITTING STRATEGY

Anticipated Environmental Permits and Approvals Matrix

Approval or Permit	Lead Agency	Permit Trigger	Notes
<b>Local</b>			
State Environmental Policy Act (SEPA) Determination	Kitsap County	Any proposal that requires a local agency decision and that does not meet state SEPA exemption standards.	The SEPA review for Master Plan actions would likely require preparation of a SEPA Checklist and attachments for submittal to Kitsap County.
Shoreline Substantial Development Permit (SSDP)	Kitsap County	Work occurring within 200 feet of the shoreline.	This permit would require completion of an SSDP form, Shoreline Master Program (SMP) compliance analysis, and attachments for submittal to Kitsap County.
Critical Areas Ordinance (CAO) Compliance	Kitsap County	Work occurring within designated critical areas, including wetlands, critical aquifer recharge areas, geologically hazardous areas, fish and wildlife habitat conservation areas, and frequently flooded areas.	As applicable per Kitsap County Code (KCC) 19.700, preparation of a habitat management plan, wetland delineation report, and/or wetland mitigation plan would be required for submittal to Kitsap County.
Building Permit	Kitsap County	Projects that propose new load-bearing structures or buildings in the County.	This permit would require submittal and review of design documents by Kitsap County, including structural design sheets and calculations in accordance with KCC 14.04.
Site Development Activity Permit (Grading)	Kitsap County	Land-disturbing activities including grading of more than 150 cubic yards or disturbance of more than 7,000 square feet of ground area.	A site development activity permit application would be prepared and submitted to Kitsap County in accordance with KCC 12.10. Based on the project activities, the application may require engineering drawings, a geotechnical analysis, and/or a soils analysis.

Table 4.1 Anticipated Environmental Permits and Approvals Matrix









## IN THIS CHAPTER

108	INTRODUCTION
108	LAND USE
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132	RECREATION
147	ENVIRONMENTAL & CULTURAL EDUCATION
160	SUPPORTING INFRASTRUCTURE

# 5

## **PARK RECOMMENDATIONS**

LAND USE, TRAILS, RECREATION,  
EDUCATION & INFRASTRUCTURE



# PARK RECOMMENDATIONS

## INTRODUCTION

Chapter 5 presents recommended improvements for the Park under the categories of land use, trails, recreation, education, and supporting infrastructure. For each of these categories, proposed uses and facilities are described and shown within spatial plans of the Park. Programs supported by these facilities are identified and implementation strategies including policies, partnerships, phasing, and funding sources are discussed. The Framework is a guidance document to be used as a reference in future discussion at the Comprehensive Plan and Parks Recreation and Open Space Plan level. It is not a guaranteed future outcome. While the Framework provides significant analysis of the proposed uses, conservation strategies, and recreation opportunities, their implementation is flexible. Particularly, future discussions will determine much of the active recreation and education areas, ensuring adequate funding, partnerships, and support.

*“The difference between a path and a road is not only the obvious one. A path is little more than a habit that comes with knowledge of a place. It is a sort of ritual of familiarity. As a form, it is a form of contact with a known landscape. It is not destructive. It is the perfect adaptation, through experience and familiarity, of movement to place; it obeys the natural contours; such obstacles as it meets it goes around.”*

*-Wendell Berry*

## LAND USE

An objective of the planning process was to align PGFHP Framework recommendations on land uses with other County plans and processes. As part of the planning process the following documents were reviewed:

- County Comprehensive Plan including PROS plan
- County Zoning Land Use
- County Zoning Use Table
- Land Acquisition Agreements
- PGFHP Resource Stewardship and Public Access Plan
- Multiple PGFHP Planning Documents

Except for the proposed research and education facility with overnight accommodations, the community’s vision of uses allowed in PGFHP is more restrictive than County land uses allowed in the Parks/Public Facilities zoning designation. The Framework recommends the County Comprehensive Plan, PROS Plan and Zoning Use Table be updated to reflect recommendations in this Framework. Depending on scale and partners, the education and research facility and associated nursery may require special review and a comprehensive plan amendment.

As a Heritage Park, the Framework recommends six landscape classifications, each with allowable uses within the County’s Heritage Park category- for consistency with County plans as well as review and permitting processes. This plan can further limit or condition allowed uses in a Heritage Park. It cannot allow additional uses without a Comprehensive Plan Amendment (CPA). All recommendations must be consistent with easement and deeds of use agreements that are associated with land acquisition agreements.

Prior to this Framework, the 2015 PGFHP Resource Stewardship and Public Access Plan has provided guidance for land use decisions. The Stewardship Plan includes guiding principles, descriptions of uses, facilities and activities to be allowed or prohibited in five landscape classifications within PGFHP. The plan also addresses recommendations on the priorities for management of natural, cultural, and historic resources. This Stewardship Plan is referenced in land acquisition legal agreements pertaining the West Forest Block. For this reason, the PGFHP Framework recommends that the 2015 Resource Stewardship and Public Access Plan be formally adopted as part of this Framework with a few modifications. The reference does allow for updates to the plan.

### Summary of Recommended Modifications to the 2015 Stewardship Plan include:

#### Access

Allow access to all landscape classifications within the Park. The agreements associated with land acquisition **require** perpetual public access to all land in PGFHP. The PGFHP Framework **can** limit the types of trail development allowed within a landscape classification. However, the plan cannot limit or exclude access to any parcel or landscape classification. Closure of public access for 180 days triggers RCO Section 23 conversion.

#### Cultural and Historic Resource Management

In the 2015 Stewardship Plan, cultural and historic resources are addressed only in the natural area classification. Preservation of these resources should be a priority in all classes of land.

#### Natural Resource Management

For park landscape classification consistency and ease of administration, the natural resource management recommendations should provide guidance and be integrated into the final forest management plan, to be developed by the County.

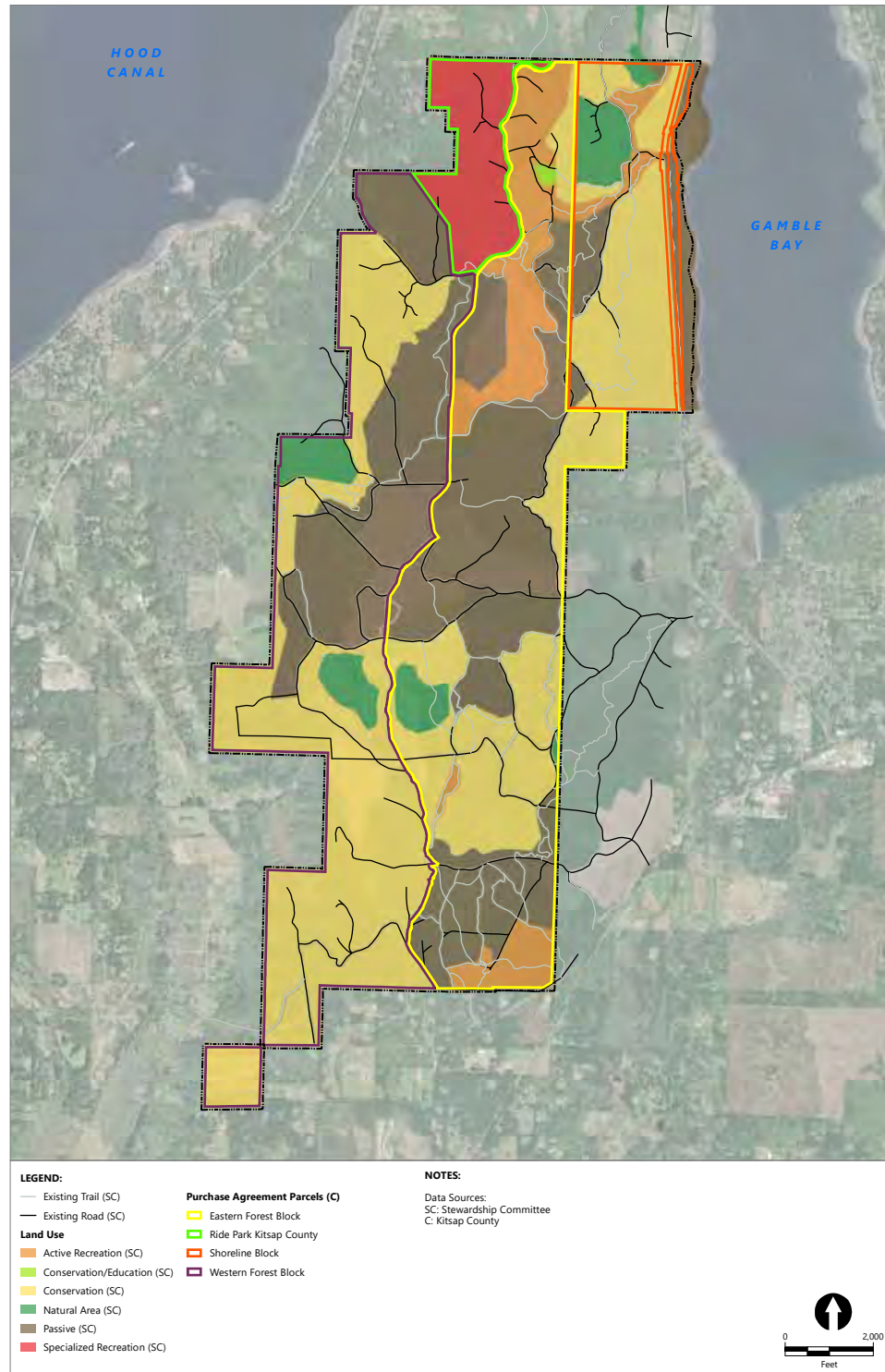
#### Review

The plan should be updated when referencing an extra level of review by Parks “with conditions,” as opposed to a “special review,” which is currently stated in the plan. The latter triggers review by the County Hearing Examiner.

#### Landscape Classifications

Minor adjustments are recommended to the spatial landscape classification map including delineation of each area to reflect the findings identified in the inventory and suitability phase. A proposed revision of the Landscape Classification map is provided on the next page and in larger format in an Appendix.





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**Figure 3**  
**Land Classification**  
 Port Gamble Forest Heritage Park

Figure 5.1 Landscape Classification map

PGFHP is and will remain a Heritage Park. This Framework recommends the County adopt the following landscape classifications within Heritage Parks and integrate additional conditions. The recommended landscape classifications include:

### Proposed Landscape Classifications:

- **Natural Area (NA)**  
 Noted as "Natural Area" in the Stewardship Plan
- **Conservation Area (C)**  
 Noted as "Conservation Area" in the Stewardship Plan
- **Passive Recreation (PR)**  
 Noted as "Passive Recreation" in the Stewardship Plan
- **Active Recreation (AR)**  
 Noted as "Active Recreation" in the Stewardship Plan
- **Specialized Recreation (SP)**  
 Noted as "Specialized Recreation" in the Stewardship Plan
- **Conservation Education (CE)**  
 New classification (not in Stewardship Plan) for conservation education and research use

Figure 5.1 to the left shows these landscape classifications for the park. A larger format map of Figure 5.1 is provided in an Appendix. This map is not to be confused with the County's Land Use Map or Zoning Map, the latter of which is included on Page 71 in this document. Those maps show that the entire park property is a "Public Facility" land use and "Parks" zoning, respectively.

### PGFHP Zoning Use Table

The PGFHP Zoning Use Table, shown on following pages 110 through 115, is structured similar to the County Zoning Use Table to simplify amendments, administration, and integration into adopted plans policies and review processes.

The land uses shown in Column 1 are those currently allowed in "Public Facility" land use / "Park" zoning or uses mentioned in acquisition

agreements and grants. Tan shading in the following table indicates recommendations for PGFHP that are more restrictive than current Kitsap County "Park" zoning. Unlike the 2015 Stewardship Plan or the County Zoning Use Table, land uses are separated from activities and facilities in the following Park Zoning Use Table, which is a finer-grain assessment of allowed uses, activities, and facilities. The purpose of this was that there were a number of allowed uses in County Zoning Use Table that the planning process did not find support for. The following table documents those limitations or conditions on uses, facilities, and activities that were identified and supported by the community during the planning process.

All land uses allowed in County parks are listed in Column 2 as are activities and facilities. Column 3 shows current County Zoning. Columns 4-9 are recommended landscape classifications. Columns 10-13 are blocks of land associated with various acquisition agreements. Column 14 contains clarifications notes.

The list of facilities and activities is a synthesis of activities and facilities discussed in existing documents and/or those discussed during the planning process. The recreation and infrastructure uses, activities and facilities are separated from natural resource, forestry, and conservation land uses and activities. Note there are forest management activities that will be allowed for the duration of the timber Company's operations on the site. Commercial harvesting will not be permitted in most areas of the park after the timber company's final harvests. The land use recommendations should be incorporated into the County's Land Use Policy including the PROS Plan and the County Zoning Use Table. An update to the County Zoning Use Table was completed with an effective date of June 28, 2022, after the Framework recommendations were completed. Additional work may be required to reconcile the recommendations in the Framework with the latest County Zoning Use Table. The natural resource, forestry, and conservation recommendations should guide and be incorporated into an updated Resource Stewardship and Public Access Plan.

Following are brief summaries of priorities, and allowed land uses, facilities and activities for each of the proposed landscape classifications.



## Heritage Park- Natural Area (HP-NA )

### **Stewardship Priorities:**

- Protect, restore, and enhance inherent natural, cultural, and historic attributes.
- The key purposes for ecosystem reserves are to represent the biodiversity of an area, provide habitat for species, and provide sites for scientific research, long-term monitoring, and education.
- Natural resources as well as cultural and historic sites are protected with best management practices.

### **Allowed Land Uses:**

Uses allowed per the Kitsap County Zoning Use Table (“Public Facility” land use / “Park” zoning) unless further restricted in the PGFHP Zoning Use Table and/or PGFHP acquisition agreements.

### **Allowed Facilities and Activities:**

- Low Impact, Type 1, 2 or 3 trails are allowed considering thoughtful alignments to minimize impacts to resources.
- Management activities to promote health and longevity.
- Ecosystem restoration activities.
- Ongoing observation and monitoring health of forest.
- Invasive species control and selective thinning and removal only to promote long term forest health.

### **Restrictions:**

- No development or buildings.
- No active recreational uses.
- No type 4 or 5 or paved trails.
- No bicycles.
- Stewardship Committee recommends limiting access and requiring a permit- this restriction is not allowed per acquisition agreements.
- Disturbance of sensitive cultural resources.

## Heritage Park- Conservation Area (HP-C)

### **Stewardship Priorities:**

- Manage resources to protect key resource elements including natural, historic, and cultural features.

### **Allowed Land Uses:**

Uses allowed per the Kitsap County Zoning Use Table (“Public Facility” land use / “Park” zoning) unless further restricted in the PGFHP Zoning Use Table and/or PGFHP acquisition agreements.

### **Allowed Facilities and Activities:**

- Minimal, limited, and resource-compatible public access via type 1, 2, 3, 4, and 5 trails.
- Access for education, restoration, and resource management purposes. Invasive species management and control.
- Educational and interpretive activities which have minimal resource intrusion and impact.
- Limited recreational harvest activities and those which sustain and complement resource health and diversity, ex. shellfish, berries, bark, and brush picking.
- Research, monitoring, and study activities allowable.
- Prescriptive habitat restoration.
- Education and Interpretive activities that have minimal resource impacts.
- Limited recreational /traditional harvest activities that sustain and complement resource health and diversity (shellfish, berries and brush picking).
- Protect sensitive lands or cultural resources.

### **Restrictions:**

- No organized large group activities allowed without special review.
- No buildings allowed without special review.
- Disturbance of sensitive cultural resources

## Heritage Park- Passive Recreation (HP-PR)

### **Stewardship Priorities:**

- Manage landscape for recreational safety; limit impact of uses.
- Provide passive recreation opportunities including trails, interpretive and directional signage, viewpoints, and resting areas.
- Moderate resource disturbance is acceptable with dispersed and moderate recreational use and activities.
- Continue to monitor use and carrying-capacity for trail access and use.

### **Allowed Land Uses:**

Uses allowed per the Kitsap County Zoning Use Table (“Public Facility” land use / “Park” zoning) unless further restricted in the PGFHP Zoning Use Table and/or PGFHP acquisition agreements.

### **Allowed Facilities and Activities:**

- On leash dog walking.
- Equestrian trails with conditions.
- Responsible traditional/recreational harvesting of vegetation, bark. Brush. Berries and shellfish.
- Minimal, limited, and resource-compatible public access via type 1, 2, 3, 4, and 5 trails.
- Viewpoints.
- Public amenities; ex. restrooms, interpretive and educational activities.
- Water trail launch and day-use sites are appropriate.
- Forest restoration activities including some conditional commercial harvest for stand maintenance.
- Manage hazard trees.

### **Restrictions:**

- No large recreational events.



## Heritage Park- Active Recreation (HP-AR)

### **Stewardship Priorities:**

- Nature based recreation with high level of recreation activities and facilities.
- Modification of landscape is allowable with the protection of sensitive and critical resource areas.
- Design and operation of active recreation facilities protect sensitive natural areas and waterways.

### **Allowed Land Uses:**

Uses allowed per the Kitsap County Zoning Use Table ("Public Facility" land use / "Park" zoning) unless further restricted in the PGFHP Zoning Use Table and/or PGFHP acquisition agreements.

### **Allowed Facilities and Activities:**

- Nature-based recreation activities and facilities.
- Events are allowable with permit and scheduling; impacts of large event impacts need to be mitigated.
- Provide for visitor comfort amenities.
- High-capacity designed trails and all Classes of trails.
- Access roads and parking.
- Designated areas and equestrians may have dog walking where voice control is permitted.
- Provide for visitor comfort amenities.
- High-capacity designed trails, parking.
- Dog walking on leash in designated areas.
- Dogs with equestrian use is allowable with voice control.
- Forest restoration activities.

### **Restrictions:**

- Recreation facilities or activities that require excessive clearing and disturbance of large areas of forest.
- Urban amenities that are not nature-based and are more suitable to be located near city centers- examples are ball fields and skate parks.

## Heritage Park- Specialized Recreation (HP-SP)

### **Stewardship Priorities:**

- Developed for one or several unique recreational uses which require special care and are made available for public use in a controlled manner.
- Moderate to high levels of recreation intensity and development dependent on recreational experience and activity demands.
- Site impacts and modification are acceptable with appropriate environmental reviews and mitigations.
- Landscape and amenities in keeping with "park-like" and experience.

### **Allowed Land Uses:**

Uses allowed per the Kitsap County Zoning Use Table ("Public Facility" land use / "Park" zoning) unless further restricted in the PGFHP Zoning Use Table and/or PGFHP acquisition agreements.

### **Allowed Facilities and Activities:**

Specialized recreational experiences with specialized and high activity demands possibly including:

- Tree Adventure Park
- Mountain Bike Ride Park
- Event staging area
- Non-motorized organized events including runs, walks, bike rallies, water trail events
- Low-impact camping
- Water trail activities
- Facilities for access and visitor comfort
- All Classes of trails

### **Restrictions:**

- Recreation facilities or activities that require clearing and disturbance of large areas of forest.
- Urban amenities that are not nature based and are more suitable to be located near city centers- examples are ball fields and skate parks.

## Heritage Park- Conservation Education (HP-CE)

### **Stewardship Priorities:**

- An area developed to support conservation education and research programs aimed at sustaining a diverse healthy community forest.
- The facilities will be built incrementally in partnership with education institutions, local Indigenous Tribes, and conservation-oriented non-profits.
- Construct as demonstration of green, low impact, sustainable building practices (energy, water, waste management) to quality exceeding current County building standards.
- Research activities will focus on PGFHP.

### **Allowed Land Uses:**

Uses allowed per the Kitsap County Zoning Use Table ("Public Facility" land use / "Park" zoning) unless further restricted in the PGFHP Zoning Use Table and/or PGFHP acquisition agreements. The construction of education and research facility and nursery may require a Comprehensive Plan Amendment (CPA).

### **Allowed Facilities and Activities:**

Conservation/education facilities with specialized demands possibly including:

- Education and research facilities
- Overnight accommodations including low-impact camping, glamping, small dormitory
- Demonstration planting with scientific monitoring
- Native plant nursery
- Parking
- All Classes of trails

### **Restrictions:**

- Recreation facilities or activities that require clearing and disturbance of large areas of forest.



The following additions and amendments to the County Zoning Use Table are recommended. These recommendations do not propose to any new allowed land uses. The recommendations do incorporate limitations or conditions for landscape classifications of Heritage Park.

## Port Gamble Forest Heritage Park - Framework Land Use Recommendations

### LEGEND

- P** Allowed use, activity or facility
- P\*** Allowed and required by deeds, easements and agreements
- N** Use not allowed per current County code
- ACUP** Allowed with County Conditional Use Permit (CUP)
- SR-HE** Special review by the Hearing Examiner
- C** Allowed with conditions
- NA** Not applicable

- More restrictive than current County zoning
- Less restrictive than current County zoning
- CPA** May require Comprehensive Plan amendments
- No discussion in Agreement

### EXPLANATION

- The table summarizes land use recommendations and community preferences on uses, facilities, and activities to be allowed in landscape classifications. The landscape classifications are based on those established in the 2015 Stewardship Plan. The recreational, educational, and infrastructure uses are separated from the natural resource, forestry, and conservation related uses and activities. The natural resource, forestry, and conservation recommendations should be incorporated into updated Stewardship and Forest Management Plans. The list of uses was compiled from review of code, County Zoning Use table, County and PGFHP plans, acquisition agreements and uses.
- 1 Categorizes as Land Use, Facilities, or Activities
  - 2 Description of Land Use, Facilities, or Activities- undesired uses allowed by code are included to further limit or condition
  - 3 Indicates current policy in plans, zoning, and land use
  - 4 to 8 Recommendations  Shading indicates the recommendation is more restrictive than the current land use code
  - 9 to 13 Summary of requirements in deeds of use and easements granted as part of acquisition process
- Gray shading indicates the agreement is silent on the use. Some legal interpretation may be required  
Land uses further restricted by the acquisition agreements will supersede County Zoning and PGFHP Framework recommendations

1	2	3	4					5				6	7	8	9	10	11	12	13
Category	Description	County Plans	PARK LANDSCAPE CLASSIFICATION							ACQUISITION AGREEMENTS				NOTES					
			NA	CON	PR	CE	AR	SR	SHORE	E BLK	W BLK	RIDE P							
		Park Zoning per Draft Land Use Table	Natural Area	Conservation	Passive Recreation	Conservation Education	Active Recreation	Special Recreation	Shoreline Block 02/12/14 (534AC)	East Forest Block 12/28/16 (1,394 AC)	West Forest Block 04/05/2018 (1,329 AC)	Ride Park 2017 (177.5 AC)	Not all Uses, Activities or Facilities are referenced in acquisition agreements. All blocks allow for recreation and conservation. Therefore many uses, activities and facilities may be allowed under definition of conservation/recreation. The Western Forest Block Agreement references the 2015 Forest Stewardship and Access Plan. Access and use recommendations in places conflict with the acquisition agreements. In these instances, the legal agreements will prevail. Western Forest Block agreement references the Stewardship Plan as a guide to allowable uses. The other three blocks have requirements that conflict with the Stewardship Plan- the legal agreements must prevail. Shoreline and CAO						
<b>LAND USE / FACILITIES / ACTIVITIES</b>																			
<b>Recreation, Education, &amp; Infrastructure (all referenced in plans, code and/or agreements)</b>																			
<b>LAND USE</b>																			
Land Use	Access - Perpetual Public (per acquisition agreements)	P	P	P	P	P	P	P	P*	P*	P	P*	Agreements require public access						
Land Use	Accessory Use or Structure	P	N	N	P	P	P	P		P*	N	P	Must be water related in Shoreline Block						
Land Use	Accommodation Temporary Single Family	P	N	N	N	P	P	P	N	P*	N								
Land Use	Accommodation Temporary Transitory	P	N	N	N	P	P	P	N	P*	N								
Land Use	Accommodations- Cabins	P	N	N	N	P	P	P		P*	N								
Land Use	Accommodations- Campground	P	N	N	N	P	P	P		P*	N								
Land Use	Accommodations- Yurts	P	N	N	N	P	P	P		P*	N								
Land Use	Accommodations- Permanent, Transitory	P	N	N	N	P	P	P		P*	N		ACUP permitted in Public Facilities Zone						
Land Use	Agricultural use- Primary	P	N	N	N	P	P	P	N		N								
Land Use	Agriculture- Nursery	P	N	N	N	P	P	P	N		N		No buildings in Western Forest Block						



# LAND USE

Category	Description	County Plans	PARK LANDSCAPE CLASSIFICATION						ACQUISITION AGREEMENTS				NOTES	
			NA	CON	PR	CE	AR	SR	SHORE	E BLK	W BLK	RIDE P		
Land Use	Ag-Farm Structures	P	N	N	N	P	N	N		N	N			
Land Use	Ag-Farm Worker RV or Residence	P	N	N	N	ACUP	N	N	N		N			
Land Use	Agritourism Assembly Events	P	N	N	N	P	P	P		N			P*	
Land Use	Amphitheatre	P	N	N	N	P	P	P			N			
Land Use	Amusement Centers	ACUP	N	N	N	N	N	N	N		N			
Land Use	Aquarium	ACUP	N	N	N	N	ACUP	ACUP	N		N			
Land Use	Arborea Botanical Gardens	P	ACUP	ACUP	ACUP	ACUP	ACUP	ACUP						No buildings in Western Forest Block
Land Use	Archery or Firearms Range	SR	N	N	N	N	N	N	N		N			
Land Use	Buildings (use/easement/acquisition agreements)	P	N	N	ACUP	P	P	P		N	N			
Land Use	Campground	ACUP	N	N	N	ACUP	ACUP	ACUP			N			
Land Use	Cultural Exhibits	ACUP	N	N	N	ACUP	ACUP	ACUP						
Land Use	Caretaker Residence	P	N	N	N	P	P	P	N	N	N			Permitted in Public Facilities Zone
Land Use	Carnival or Circus	ACUP	N	N	N	N	N	N	N	N	N			
Land Use	Clubs	ACUP	N	N	N	ACUP	ACUP	ACUP		N	N			ACUP Public Facilities Zone
Land Use	Conference Center	ACUP	N	N	N	ACUP	ACUP	ACUP		N	N			
Land Use	Concessions	P	N	N	P	P	P	P	N		N			
Land Use	Destination-lodge dining retail, conf ctr	P	N	N	N	P	P	P		NO				
Land Use	Day Care Center	ACUP	N	N	N	ACUP	ACUP	ACUP	N	N	N			
Land Use	Easements- Other	P	P	P	P	P	P	P	P	P	P	P		If Water related- Shoreline Block
Land Use	Education Facility	P	N	N	N	P	P		P	NO	P			
Land Use	Env learning & research center	P	N	N	P	P	P			NO			No Buildings in NA or CON	
Land Use	Education Facility	ACUP CPA	N	N	N	P	P	ACUP	P	NO	P			Review will depend on scale
Land Use	Environmental Education Center	ACUP CPA	N	N	SR	ACUP	ACUP	ACUP			N			Review will depend on scale
Land Use	Entertainment Facility- Indoor	P	N	N	N	N	N	N	N		N		N	
Land Use	Entertainment Facility- Outdoor	P	N	N	N	ACUP	ACUP	ACUP			N			
Land Use	Engineering and Construction Offices	ACUP	N	N	N	ACUP	ACUP	ACUP		N				
Land Use	Event Facility	ACUP	N	N	N	ACUP	ACUP	ACUP			N		P	
Land Use	Equipment Sales, Rentals and Repairs- Recreation	P	N	N	N	P	P	P	N	N	N			
Land Use	Extraction-Sand, Rock, Mineral, Gravel	N	N	N	N	N	N	N	N	N	N			
Land Use	Farm Stand or Farm Market	P	N	N	N	P	P	P			N			
Land Use	Fireworks Sale- Temporary	P	N	N	N	N	N	N	N		N			
Land Use	Galleries	ACUP	N	N	N	ACUP	ACUP	ACUP			N			
Land Use	Golf Course	ACUP	N	N	N	N	N	N			N			
Land Use	Government or Public Structures	P	N	N	N	P	P	P		P	N			
Land Use	Historical & Cultural Exhibits	ACUP	N	N	ACUP	ACUP	ACUP	ACUP		N	P			
Land Use	Industrial- (per acquisition agreements)	N	N	N	N	N	N	N	N	N	N			No buildings in Western Forest Block
Land Use	Landfill- (per acquisition agreements)	N	N	N	N	N	N	N			N			
Land Use	Harvesting- Traditional Tribal Uses / Harvesting	ACUP	C	C	P	C	P	P	P	P	P*		p*	
Land Use	Indoor Recreation Facilities	P	N	N	N	ACUP	P	P	N	N	N			
Land Use	Manufactured RV Park, Model Tiny Home	ACUP	N	N	N	N	N	N		N	N			
Land Use	Material Storage	P	N	N	P	P	P	P		N	NA			If Park & Rec related
Land Use	Mobile Vendor	P	P	P	P	P	P	P			N			
Land Use	Museums & Galleries	ACUP	N	N	N	ACUP	ACUP	ACUP			N			
Land Use	Non-motorized Recreation Rentals	ACUP	N	N	N	ACUP	ACUP	ACUP			N			
Land Use	Office - 4,000 to 9,999 SF	ACUP	N	N	N	ACUP	ACUP	ACUP		N	N			
Land Use	Office < 4,000 SF	P	N	N	N	P	P	P		N	N			
Land Use	Open Space	P	P	P	P	P	P	P	P	P	P	P		
Land Use	Outdoor Movie Theatres	SR-HE	N	N	N	N	N	N	N	N	N			
Land Use	Marina	ACUP	N	N	N	NA	N	N		NA	NA	NA		



# LAND USE

Category	Description	County Plans	PARK LANDSCAPE CLASSIFICATION						ACQUISITION AGREEMENTS				NOTES	
			NA	CON	PR	CE	AR	SR	SHORE	E BLK	W BLK	RIDE P		
Land Use	Marina Support Services	ACUP	N	N	N	NA	N	N			NA	NA	NA	
Land Use	Museum	ACUP	N	N	N	ACUP	ACUP	ACUP			N			
Land Use	Park	P	P	P	P	P	P	P	P	P	P			
Land Use	Parking & Accessory Uses	P	N	N	ACUP	P	P	P	P	P				
Land Use	Parking- Off Street	ACUP	N	N	N	ACUP	ACUP	ACUP	P	P			P	
Land Use	Parking- Structure	ACUP	N	N	N	N	N	N			N			
Land Use	Parking- Commuter Park and Ride	ACUP	N	N	N	N	N	N			N			
Land Use	Recreation Facilities- Outdoor Active	P	N	N	N	P	P	P	p*	p*	P		p*	
Land Use	Recreation Facilities- Outdoor Passive (trail only)	P	P	P	P	P	P	P	p*	p*	P		p*	
Land Use	Recreational Facilities- Indoor	ACUP	N	N	N	ACUP	ACUP	ACUP			N		P	
Land Use	Recreations- Eco Based	P	P	P	P	P	P	P	P	P	P		P	
Land Use	Recreational Facilities- Private	ACUP	N	N	ACUP	ACUP	ACUP	ACUP			N			
Land Use	Residential- All (per acquisition agreements)	N	N	N	N	N	N	N			N		N	
Land Use	Residential Group Living 1-6 or 7+	ACUP	N	N	N	ACUP	ACUP	ACUP	N	N	N			ACUP in Public Facilities Zone
Land Use	Race Track (Auto)	C	N	N	N	N	N	N			N			
Land Use	Research Center <4,000 SF		N	N	N	ACUP	ACUP	ACUP			N			Need CPA
Land Use	Resort	ACUP	N	N	N	ACUP	ACUP	ACUP			N			Confirm Land Use update adopted
Land Use	Retail <4,000 SF	ACUP	N	N	N	ACUP	ACUP	ACUP			N			
Land Use	Retail >4,000 SF	C	N	N	N	C	C	C			N			
Land Use	Roads- Fire	P	P	P	P	P	P	P	P	p*	P		P	
Land Use	Roads- Park Access	P	N	P	P	P	P	P	P	p*	P		P	
Land Use	Roads- Recreational Facility Access	P	N	P	P	P	P	P	P	p*	P		P	
Land Use	Roads- Emergency Access	P	P	P	P	P	P	P	P	p*	P		P	
Land Use	Roads- Timber Harvest access	P	P	P	P	P	P	P	P	p*	P		P	Allowed per deeds /easement agreements
Land Use	Shoreline Access	P	P	P	P	NA	P	P	p*	NA	NA		NA	
Land Use	Shooting & Gun Facility	C	N	N	N	N	N	N			N			
Land Use	School, College, Vocational >8,000 SF		N	N	N	ACUP	ACUP	ACUP			N			
Land Use	Tasting Room	P	N	N	N	N	N	N			N			
Land Use	Utility Service- Water Conveyance	P	P	P	P	P	P	P			p*			
Land Use	Utilities- Substations	P	ACUP	ACUP	ACUP	ACUP	ACUP	ACUP			p*	N		
Land Use	Utility- Gas Facilities	P	ACUP	ACUP	ACUP	ACUP	ACUP	ACUP			p*	N		
Land Use	Utilities- Water	P	ACUP	ACUP	ACUP	ACUP	ACUP	ACUP			p*	N		
Land Use	Utilities- Wireless Communication	P	ACUP	ACUP	ACUP	ACUP	ACUP	ACUP			p*	N		
Land Use	Utilities- Energy Infrastructure	P	ACUP	ACUP	ACUP	ACUP	ACUP	ACUP				N		
Land Use	Wineries, Breweries, Cideries, and Distilleries	P	N	N	N	N	N	N				N		
Land Use	Zoo	P	N	N	N	N	N	N				N		
<b>FACILITIES</b>														
Facility	STO Non Motorized public shared use path	P	P	P	P	P	P	P	P	P	P	P	P	All facilities to meet or exceed ADA Stds
Facility	Access road	P	N	P	P	P	P	P	P	P	P	P	P	
Facility	Signage	P	P	P	P	P	P	P	P	P	P	P	P	
Facility	Parking Areas	P	N	N	ACUP	P	P	P			P	P	P	
Facility	Ride Park	P	N	N	N	P	P	P			N		P	
Facility	Kiosks	P	N	P	P	P	P	P			P			
Facility	Tree Adventure Park	P	N	N	N	N	P	P			N		P	
Facility	Equipment storage	P	N	N	ACUP	P	P	P			N			
Facility	Ball Fields	P	N	N	N	P	N	N			N			
Facility	Bike Recreation Areas	P	N	N	N	N	N	P						
Facility	Bird Blinds	P	N	P	P	P	P	P			N			
Facility	Boardwalks	P	P	P	P	P	P	P						



# LAND USE

Category Description		County Plans	PARK LANDSCAPE CLASSIFICATION						ACQUISITION AGREEMENTS				NOTES
			NA	CON	PR	CE	AR	SR	SHORE	E BLK	W BLK	RIDE P	
Facility	Boat Dock	P	N	N	N	NA	P	N		NA	NA	NA	
Facility	Day Use Area	P	N	N	SR	P	P	P	P	P	P	P	
Facility	Disk Golf	P	N	N	N	NA	P	P					
Facility	Destination Facilities	P	N	N	N	ACUP	ACUP	ACUP			N		
Facility	Equestrian trails	P	P	P	P	P	P	P	P	P	P	P	
Facility	Farm Stand or Farm Market	P	N	N	N	ACUP	ACUP	ACUP			N		
Facility	Fire Towers and Huts	P	N	N	P	P	P	P			N		
Facility	Kayak Launch Facility	P	P	P	P	NA	P	P			NA		
Facility	Lighting	P	N	N	P	P	P	P		P	P	P	
Facility	Model Airplane fly fields	P	N	N	N	P	P	P	P				
Facility	Mooring Anchors	P	N	N	N	NA	N	N			NA		
Facility	Mooring- Motorboats	P	N	N	N	NA	N	N			NA		
Facility	Mooring-sail boats	P	N	N	N	NA	N	N			NA		
Facility	Mt Bike Ride Park	P	N	N	N	N	P	P			N	P	
Facility	Nature Playground	P	N	N	N	N	P	P		P		P	
Facility	Parking & Accessory uses	P	N	N	ACUP	P	P	P		P		P	
Facility	Parking Off street	P	N	N	N	P	P	P		P		P	
Facility	Parking Structure	P	N	N	N	N	N	N			N		
Facility	Parking-Commuter Park and Ride	P	N	N	N	ACUP	ACUP	ACUP			N		
Facility	Playground	P	N	N	C	P	P	P					
Facility	Performance Areas	SR-HE	N	N	N	SR-HE	SR-HE	SR-HE			N		No buildings in Western Forest Block
Facility	Picnic and day use	P	N	N	C	P	P	P	P	P		P	
Facility	Picnic Shelter	P	N	N	C	P	P	P	P	P	N	P	
Facility	Rec Vehicle Camping Parks	ACUP	N	N	N	N	N	N		N	N		
Facility	Recreational Facilities outdoor	P	N	N	C	P	P	P	P	P	p	P	Refer to Stewardship Plan for Western Block
Facility	Recreational Equip Storage	P	N	N	P	P	P	P	P	N	N		
Facility	Restrooms	P	N	N	P	P	P	P	P	N	N	P	
Facility	Rental ,Repair Equip Recreation	P	N	N	N	P	P	P			N		
Facility	Ropes Course	P	N	N	N	P	P	P					
Facility	Signage Safety and directional	P	P	P	P	P	P	P	p*	p*	p*	P	
Facility	Signage-interpretive & education	P	P	P	P	P	P	P		P	P		
Facility	Tree Adventure Park	P	N	N	N	P	P	P			N		
Facility	Skate park	P	N	N	N	N	N	N			N		
Facility	Special Event Facilities	P	N	N	P	P	P	P	P	N	N	P	
Facility	Storage	P	N	N	P	P	P	P	P	N	N	P	
TRAILS													
Facility	Type 2 primitive dirt (Low capacity)	P	C	P	P	P	P	P		P		p*	C-Confirm agreements allow limiting
Facility	Type 3 primitive dirt 4-5' (low capacity)	P	C	P	P	P	P	P		P		p*	C-Confirm agreements allow limiting
Facility	Type 4 gravel ( high capacity)	P	C	P	P	P	P	P		P		p*	C-Confirm agreements allow limiting
Facility	Type 5 paved-STO (high capacity)	P	N	P	P	P	P	P		P		p*	
Facility	Trails Back Country	P	P	P	P	P	P	P	p*	p*	P	p*	
Facility	National Water Tail	P	P	P	P	P	P	P	p*	NA	NA	NA	
Facility	View Points	P	P	P	P	P	P	P	p*	P	P	P	
Facility	View Platforms	P	NO	ACUP	P	P	P	P		P	N		
Facility	Water Trail Launch Facility	P	N	N	P	P	P	P	P	NA	NA	NA	
ACTIVITIES													
Activity	Events- Bike Rallies, Rides, Races	p	P	P	P	P	P	P	P	P	N	P	
Activity	Art- Public	P	P	P	P	P	P	P					
Activity	Bicycling- Night Rides	P	N	P	P	P	P	P		P		P	



# LAND USE

Category	Description	County Plans	PARK LANDSCAPE CLASSIFICATION						ACQUISITION AGREEMENTS				NOTES	
			NA	CON	PR	CE	AR	SR	SHORE	E BLK	W BLK	RIDE P		
Activity	Bicycling - Mountain Biking (on trail only)	P	P	P	P	N	P	P		P			P	If allowed, ONLY STO and Class 4 & 5 trails
Activity	Bicycling- Motorized (on trail only)	N	N	N	C	C	C		P				P	
Activity	Bicycling- Recreational (on trail only)	P	P	P	P	P	P						P	
Activity	Bird Watching	P	P	P	P	P	P							
Activity	Cross Country Skiing	P	N	C	P	P	P							
Activity	Disk Golf	P	N	N	N	P	P							
Activity	Diving	P	N	C	P	P	P			NA				
Activity	Dog Walking- Off Leash	P	N	N	N	N	N							
Activity	Dog Walking- On Leash & On Trail	P	P	P	P	P	P							
Activity	Drones	P	N	N	N	ACUP	ACUP	ACUP		P				
Activity	Events- Charitable & Social	P	N	N	C	P	P	P		p*			p*	
Activity	Events- Model Airplanes	P	N	N	N	NA	P	P	p*					
Activity	Events- Runs (on trail only)	P	C	P	P	NA	P	P		p*				
Activity	Events- Tours	P	C	C	C	P	P	P		p*				
Activity	Events- Walks (on trail only)	P	N	P	P	P	P	P		p*				
Activity	Events- Water Trail	P	N	N	P	P	P	P		p*				
Activity	Fishing	P	N	N	P	NA	P	P		p*				
Activity	Geocaching	P	N	N	P	N	P	P						
Activity	Hiking (on trail only)	P	P	P	P	P	P	P	P	P	P	P		
Activity	In-line skating	P	N	N	N	P	P	P						
Activity	Jogging (on trail only)	P	P	P	P	P	P	P						
Activity	Kayaking	P	N	P	P	P	P	P	P					
Activity	Model Airplane Fly fields	P	N	N	N	P	P	P						
Activity	Outdoor Learning	P	P	P	P	P	P	P						
Activity	Skate Boards / Scooters (on trails only)	P	N	N	N	P	P	P						
Activity	Swimming	P-REC	N	N	P	P	P	P						
Activity	Water Access	P	P	P	P	P	P	P	P					
Natural Resource & Conservation - Land Uses / Facilities / Activities (all referenced in plans, code and/or agreement)														
LAND USE														
Land Use	Community Agriculture	P	N	N	P	P	P	P						
Land Use	Agriculture	P	N	N	N	P	N	N						
Land Use	Aquaculture	P	N	C	p	P	P	P						
Land Use	Community Forestry	P	C	C	P	P	P	P		P	P			
Land Use	Conservation (Land & Natural)	P	P	P	P	P	P	P	P	p*	p*		p*	
Land Use	Easement- Remediation	P	P	P	P	P	P	P		p*				
Land Use	Easements for Grading, Access, Storm Water Utilities	P	C	P	P	P	P	P		p*				
Land Use	Forestry	P	P	P	P	N	P	P		P	P		P	Harvest per agreement, Stewardship Plan Western Forest Block per agreement
Land Use	Forestry- Timber Harvest - County	P	C	P	P	P	P	P		N	P			
Land Use	Forestry- Timber Harvests- 3rd Party	P	C	C	C	C	C	C	N	P	N		P	
Land Use	Harvesting Timber	P	N	N	ACUP	ACUP	ACUP	ACUP		P	N			
Land Use	Hunting or Trapping- Exotics	SR	SR	SR	SR	SR	SR	SR		P	N			
Land Use	Hunting, Shooting, Trapping	P	SR	SR	SR	SR	SR	SR		N	N			
Land Use	Natural Resource Conservation	P	P	P	P	P	P	P			p*			
Land Use	Pasturing / Grazing	P	N	N	ACUP	ACUP	ACUP	ACUP						
Land Use	Shellfish Harvesting - Commercial	P	N	N	N	NA	N	N	N					
Land Use	Shellfish Harvesting - Recreational	P	C	C	P	NA	P	P						
Land Use	Shellfish Hatching and Harvesting	P	C	C	P	NA	P	P						
Land Use	Wildlife Shelter	P	N	N	ACUP	ACUP	ACUP	ACUP						
FACILITIES														



# LAND USE

Category	Description	County Plans	PARK LANDSCAPE CLASSIFICATION						ACQUISITION AGREEMENTS				NOTES	
			NA	CON	PR	CE	AR	SR	SHORE	E BLK	W BLK	RIDE P		
Facility	Access Road for Commercial Forestry	P	C	C	P	P	P	P	P	P	P	P	P*	Per easement agreements
<b>ACTIVITIES</b>														
Activity	Access- Closure for more than 180 Days	P	P	P	P	P	P	P			N	N	NO	Triggers RCO Sec 23 conversion
Activity	Access- Monitoring / Remediation	P	P	P	P	P	P	P					P*	
Activity	Beekeeping	P	N	N	P	P	P	P						
Activity	Cutting and Composting	C	N	N	C	C	C	C						
Activity	Habitat Conservation / Salmon Recovery	SR	SR	SR	SR	SR	SR	SR	P					Requires deed of right
Activity	Habitat Enhancement	P	SR	P	P	P	P	P	P			P*	P	Requires consistency with ESA
Activity	Habitat Protection	P	P	P	P	P	P	P	P	P	P*	P*	P	
Activity	Habitat Restoration	P	P	P	P	P	P	P	P	P	P*	P*	P	
Activity	Harvesting- Berries	P	C	C	C	P	P	P				P*		Per Native American Treaty Rights
Activity	Harvesting- Cedar Bark	P	C	C	C	P	P	P				P*		Per Native American Treaty Rights
Activity	Harvesting- Traditional & Medicinal Plants	P	C	C	C	P	P	P				P*		Per Native American Treaty Rights
Activity	Harvesting- Brush: Salal and Huckleberry	P	C	C	C	P	P	P				P*		Per Native American Treaty Rights
Activity	Harvesting- Commercial Timber	P	C	C	C	P	P	P				P*		Per Native American Treaty Rights
Activity	Harvesting- Mushroom	P	C	C	C	P	P	P				P*		Per Native American Treaty Rights
Activity	Hunting or Trapping- Exotics	C	C	C	C	C	C	C			P		P*	Per Native American Treaty Rights
Activity	Management Plan for LT Conservation (TNC)	P	p	p	p	P	p	p				P*		Required by TNC- Funder
Activity	Mobile Vendor- Temp	P	N	N	N	ACUP	ACUP	ACUP						
Activity	Monitoring Plan	p	p	p	p	P	p	p	P			P*		Required by TNC- Funder
Activity	Plant Native Species	P	P	P	P	P	P	P	P		P	P	P	
Activity	Remediation & Restoration	P	p	p	p	P	p	p			P*	p		
Activity	Removal of Native Species	C	C	C	C	C	C	C			NO			
Activity	Remove Exotic Species	P	P	P	P	P	P	P	P		P	p	P	
Activity	Research	P	P	P	P	P	P	P	P			P		
Activity	Restoration of Natural Resource Values	P	P	P	P	P	P	P	P		P	P		
Activity	Scientific Research & Monitoring	P	P	P	P	P	P	P	P		P	p		Reference Stewardship Plan
Activity	Storm Water & Drainage Easement	P	P	P	P	P	P	P	P		P*			
Activity	Stump Grinding, Firewood	C	N	N	C	C	C	C						
Activity	Timber Thinning (except for unhealthy)	P	N	P	P	P	P	P			N			
Activity	Topsoil Production	C	N	N	C	C	C	C			N			
Activity	Tree Removal for Habitat Restoration or Enhancement	P	C	C	P	P	P	P	P			P*		Comply with ESA
Activity	Wildlife Management	P	P	P	P	P	P	P	P		P	P*		



## CLASSIFICATIONS

The following section proposes a trail classification system that should be adopted to guide future improvements and management of the trail system. This section also presents proposed trail plans and programs that can be supported by the improved trails and trail network.

Various trail classification systems have been developed by various government agencies for the purpose of building, maintaining, and managing trail systems. Trail classes are general categories reflecting trail development scale, arranged along a continuum. Trail classes typically prescribe development scope, representing its intended design and management standards.

### Current County Trail Classifications

#### ***Kitsap County PROS Plan & Non-motorized Facilities Plan***

The 2018 PROS Plan expresses the need to develop more detailed trail standards, formalize them and implement these standards in County Parks. The Kitsap Non-Motorized Facilities Plan also addressed trail standards based on different classes of trails. The County is loosely using the same classification system developed by the US Forest Service, but this has yet to be translated into a County-wide program that drives planning, design, implementation, and maintenance. Trail development in County Parks has not systematically nor consistently followed the USFS guidelines established for trail classifications and uses due to challenges with staffing and funding resources. Trail development and maintenance has historically been performed by park stewardship groups and volunteer efforts.

#### ***Kitsap Non-motorized Facilities Plan***

The County trail standards currently in use are outlined in the Kitsap Non-motorized Facilities Plan.

[https://www.kitsapgov.com/BOC\\_p/Policy%20Documents/Trail%20Funding%20Chart%20Final%20Color.pdf](https://www.kitsapgov.com/BOC_p/Policy%20Documents/Trail%20Funding%20Chart%20Final%20Color.pdf)

Five classes of trail are identified in the plan including:

#### **Class 1- General Shortcuts/Freelance Development:**

Minimally Developed- This class of trails is identifiable by minimal enhancement of these relatively low volume, foot traffic routes.

#### **Class 2- Local Access:**

Moderately Developed- Trails in this class are essentially unmodified yet distinguished by minor development. Modifications are sufficient to provide discernible and continuous pathways for moderate volumes of varied users.

#### **Class 3- Neighborhood Connectors:**

Developed- This classification of trails is differentiated by development that supports obvious and continuous pathways. Generally, lanes are single user width, but with "passing lanes" constructed to accommodate traffic volumes.

#### **Class 4- Community Connectors:**

Highly Developed- Trails in this category show evidence of development that supports wide, smooth surfaced and continuous pathways. The trail surfaces are often hardened, and obstacles are cleared from the route and its borders to safeguard natural resources and for user convenience.

#### **Class 5- Shared-use / Regional Connectors:**

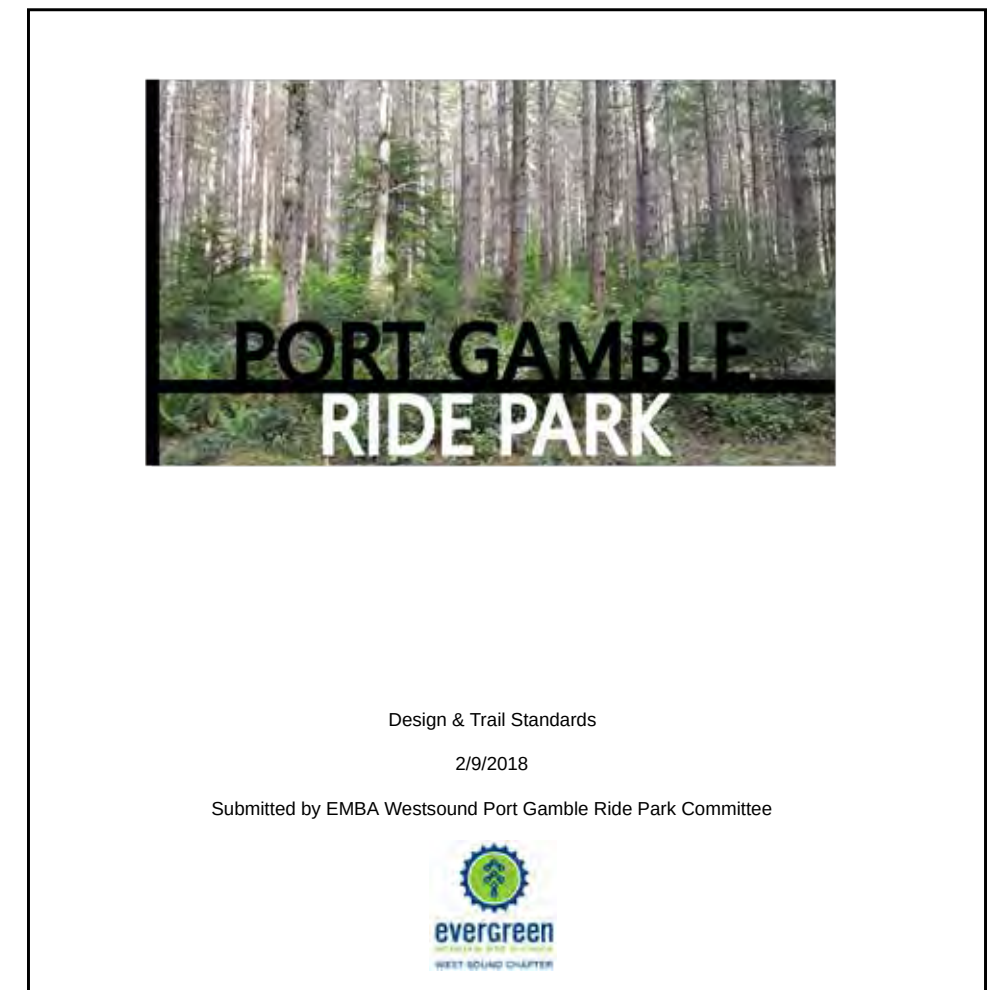
Fully Developed- This order of trails commonly highly modified to allow development of wide, stable, uniform, smooth surfaced and continuous pathways. The trail surfaces are hardened with asphalt or similar material.

Most of the trails currently in PGFHP would be considered Class 2 and 3 per the County's classification system. The Kitsap County Non-Motorized Facilities Plan (2013), Page 51, indicates that the most numerous trails in Kitsap County are soft surface trails within park that are Class 2 and 3 based on the USFS Classification system:

Development of trails on County property utilizes National Trail Standards guidelines as developed by the U.S. Forest Service, National Park Service, Bureau of Land Management and other federal agencies. Trails are designated from Class I (minimal and undeveloped), Class II (simple/minor development), Class III (developed/improved), Class IV (highly developed) and Class V (fully developed). Examples of these classes can be found on the facility/standards/funding sources chart.

### EMBA Trail Classification

EMBA- West Sound Chapter, the entity designing, permitting, constructing, and managing the Ride Park submitted Design & Trail Standards (dated 2/9/2018) as a part of their agreement with the County. A master plan for the Ride Park was developed by the Port Gamble Ride Park Committee between July and November of 2017. The purpose of the document was to establish the design and trail standards for the Ride Park to ensure that the trails and features are built according to plans in a responsible manner while maximizing the rider experience. These same standards were also used to guide the redevelopment of the Ranger Corridor, a section of downhill mountain bike only trails that EMBA is also under contract to manage. The trail standards section of the document state that trails will be





# TRAILS

designed and constructed using sustainable trail building techniques as described in the International Mountain Biking Associations (IMBA) "Trail Solutions" book and the USFS "Trail Construction and Maintenance Notebook." The trail standards address sustainable trail building, environmental considerations, difficulty levels, trail specifications and guidelines, and trail tread armoring. The document also provides a section on technical trail feature (TTF) descriptions and standards that aren't found in USFS standards for mountain bike specific features such as ladder bridges, skinnies and log rides, steep rolls, rock gardens, drops, jumps, roller coasters, and materials. A list of risk management techniques and practices are also provided in the document and concepts such as fall zones, bridge decking material, and sign standards to mitigate risk are described.

## Proposed Trail Classifications

It is recommended that Kitsap County adopt the trail classification system and associated standards developed by the United States Forest Service (USFS) as primary guidelines for trail design, construction, and maintenance for all County Parks including PGFHP. County Parks may adopt guidelines, standards, and best practices from other organizations, when appropriate as additional primary guidelines and develop their own when others are insufficient or applicable. The County should use the five concepts – based on the Federal Trail Data Standard Framework – to classify, design, construct and maintain trails.

The USFS system utilizes a series of documents of increasing detail, each of which supports the previous. These include:

- Trail Fundamentals
- Design Parameters
- Standard Specifications for Construction and Maintenance of Trails

Each of these tools is summarize below and a link is provided to the specific resource.

### **USFS Trail Fundamentals & Design Parameters**

The following trail fundamentals, used as a Framework to classify, design, construct, and maintain trails, comes from the USFS Trail

Fundamentals. These fundamentals provide an integrated means to consistently record and communicate the intended design and management guidelines for trail design, construction, maintenance, and use. This system should be applied consistently to all County Parks, including PGFHP.

### **USFS Trail Fundamentals**

[https://www.fs.fed.us/recreation/programs/trail-management/documents/trailfundamentals/Trail\\_Fundamentals\\_Overview\\_10\\_16\\_2009.pdf](https://www.fs.fed.us/recreation/programs/trail-management/documents/trailfundamentals/Trail_Fundamentals_Overview_10_16_2009.pdf)

Trails or trail segments should be identified by the following categories, including:

*Trail Type:* A category that reflects the predominant trail surface and general mode of travel accommodated by a trail. Three USFS types include land, snow, and water.

*Trail Class:* The prescribed scale of development for a trail, representing its intended design and management standard. Five USFS classes include minimally developed, moderately developed, developed, Highly developed, and fully developed.

*Managed Use:* A mode of travel that is actively managed and appropriate for the trail, based on its design and management. There can be more than one Managed Use per trail or trail segment.

*Designed Use:* The Managed Use of a trail that requires the most demanding design, construction, and maintenance parameters and that, in conjunction with the applicable Trail Class, determines which Design Parameters will apply to a trail. Designed uses per the USFS applicable to PGFHP that are non-motorized include hiker/pedestrian, pack and saddle, and bicycle.

### **Design Parameters**

Technical guidelines for the survey, design, construction, maintenance, and assessment of a trail, based on its Designed Use and Trail Class. Design Parameters reflect the design objectives for trails and determine the dominant physical criteria that most define their geometric shape. These criteria include tread width, surface, grade, cross slope, clearing, and turns. The design parameters are identified for a trail based on its Class and Designed Use.

### **Standard Specifications for Construction and Maintenance of Trails**

Specifications for the construction and maintenance of trails can be found in Federal document EM-7720-103: Standard Specifications for Construction and Maintenance of Trails.

### **Additional Standards for Class 5 Trails**

Class 5 trails, which are shared use or regional connectors and typically paved, should be designed, engineered, and constructed per AASHTO standards. These standards are generally consistent with the USFS design parameters for Class 5 trails but will provide much more design detail for these transportation corridors. The Sound to Olympics trails within the Park has been planned (Feasibility Study, 2018) and is currently being engineered per these standards.





## PROPOSED TRAIL PLANS

The trail system is a network that will tie together the recreation and education facilities that are being proposed. In addition to being recreation facilities themselves, trails can connect places for learning and personal enjoyment. Several “destinations” have been identified on the plans as locations for viewpoints, simple rest areas with benches, or outdoor classrooms. These locations were identified during discussions with users and stakeholders and from personal experience during field reconnaissance. Trail planning has taken into consideration the location of natural resources identified and classified in the Resource Stewardship & Public Access Plan and subsequent efforts to classify all of the land within the 3,500-acre park. Trail planning has also benefited from the deep understanding of the opportunities and constraints of the Stewardship Committee that has been planning, building, and maintaining trails on this land for the past two decades.

User accessibility was a significant factor in trail planning. The Park was acquired for all residents and visitors to Kitsap. While not all of the Park will be accessible to all people, the Framework includes opportunities for those differently-abled or those with physical limitations. Soft-surfaces (e.g. gravel and dirt) create impediments for wheelchairs (powered or manual), canes, walkers and other mobility aids which can struggle with these surfaces especially during times of rainfall common in the Pacific Northwest. The paved surface of the STO allows for a safe and stable means for all visitors to experience the beauty of portions of the Park. Smaller parking lots and trail heads are proposed around the periphery of the Park which allow for access to different Park sections for use by multiple audiences with differing capabilities.

Input from partners and users during the planning process indicated that many people support the concept of multi-use trails but there is concern over potential conflicts and the need for additional signage. One strategy to minimize user conflict is to provide short single-use trails from parking lots and trailheads to allow equestrians, walkers, and bikers to disperse as they get into the larger trail system. This would minimize congestion at the busiest areas. There are a few existing one-way, single-use trails in the Park dedicated to mountain bike use. There will be many more within the approved Ride Park. Initially, most trails will remain as multi-use. New signage will help user to understand which trails are recommended for which uses but not prohibit specific users.

There are several spatial trail plans in this section which depict the transition from the existing system to the proposed system including:

- All existing trails including fire logging roads and soft-surface trails
- Existing trail classifications as defined by the PGSC (Easy, Moderate, Difficult)
- Proposed trail segments to be decommissioned, added, or transitioned from one trail classification to another
- Proposed trail classifications for the revised network based on the USFS classification system
- Programming opportunities along the trail- STO character zones
- Programming opportunities along the trail- destinations and orientation points
- Programming opportunities along the trail- Class 3 loop trails
- Programming opportunities along the trail- Class 4 loops trails
- Existing and proposed access points and parking to support the trail system
- Proposed trail user types (multi-use, hiker/horse, mountain bike only).

The following strategies summarize trail improvements, with regard to classification, within the Park:

- The STO Trail through the Park will be designated Class 5 since it will be a paved, shared-use path that is considered a regional connector.
- Many of the existing logging roads will be maintained and designated as Class 4 trails within the Park, providing a dual function- as recreation trails and for periodic forest management access. These trails will continue to be maintained as gravel surfacing and 8’ width, minimum.
- There are several existing logging roads that will be decommissioned as recreation trails since they are rarely used, are spurs that lead to nothing but forest and don’t provide connectivity within the trail system and would be expensive to maintain. These spurs, while not maintained by Parks, could be used for future forest management practices (fire access or thinning) if necessary, although they would likely require some clearing and resurfacing at that time.
- Some of the existing gravel logging roads will be transitioned from Class 4 to Class 3, primarily by allowing the adjacent native vegetation to grow on the road shoulders and by not replenishing the gravel surface. This will occur primarily in areas where a connection is trying to be made between existing or proposed Class 3 trails for a consistent user experience.
- There are a few existing recreational trails that will be decommissioned, and the disturbed corridor restored back to forest habitat. Several of these trails were previously identified by the PGSC as needing decommissioning due to their extensive and ongoing maintenance burden and/or due to their location within critical areas.
- Most of the trail system in the Park, including existing, improved, and new trails will be designated as Class 3. These will be multi-use trails with a soft surface (dirt or gravel), servicing those on foot, bicycle, horse, or appropriate mobility device.



# TRAILS

## Existing Trail Classifications and Trail System

Existing trails were described in detail in the previous chapter of the Framework. The following maps show the existing trail system including both wider logging roads and narrower dirt trails. The proposed route of the STO and the Ride Park are shown on these maps for reference. On Figure 5.3 the approved STO Trail is shown as a thick yellow line. This map shows the logging roads in red and the dirt trails as either green, blue, or black indicating the difficulty level of that trail, a system developed by the Park's stewardship committee over the years. Evident on these maps are the number of existing dead-end spurs trails- which are good for logging, but not for recreation. Larger format maps are provided in an appendix.



Figure 5.2 All existing roads and trails

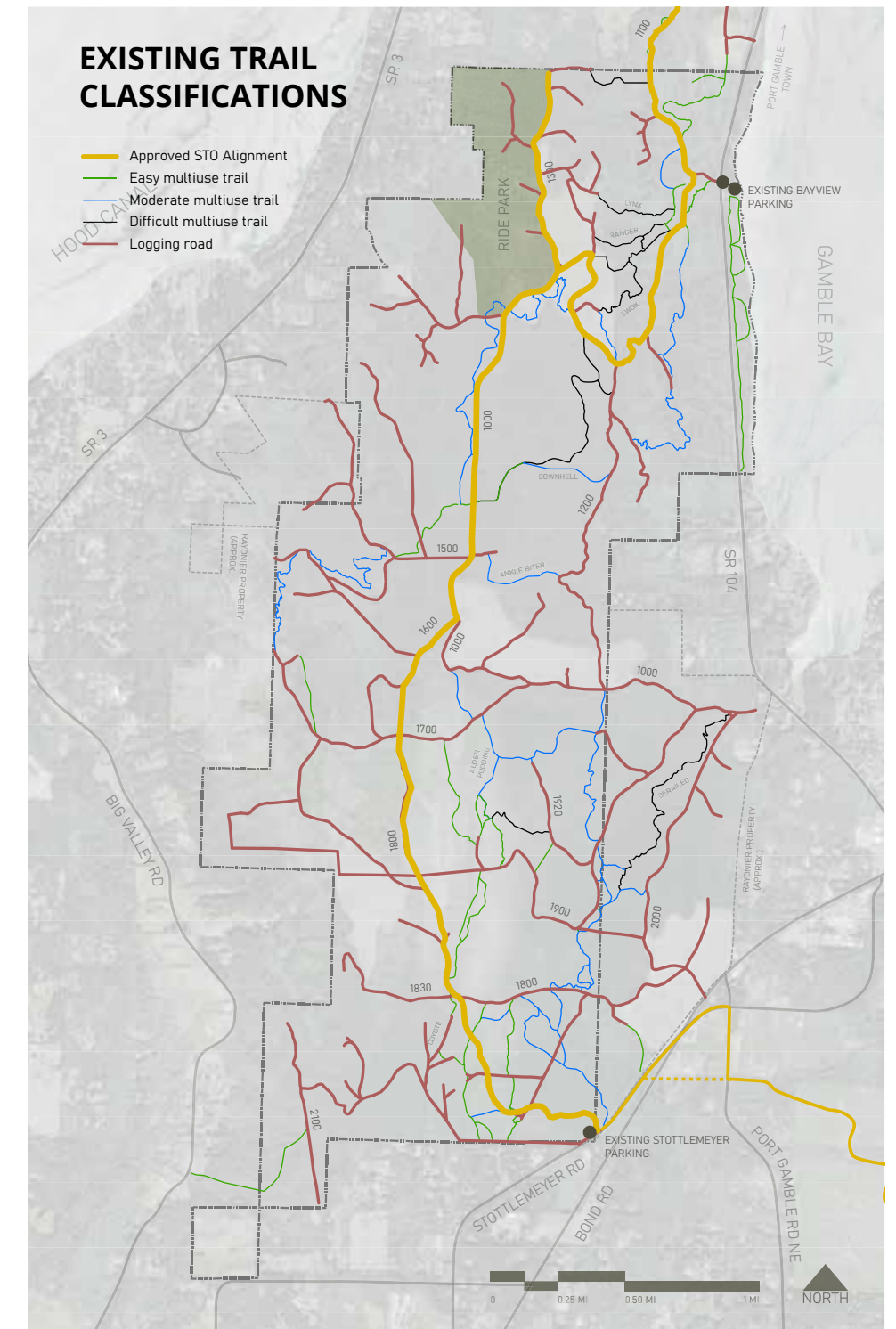


Figure 5.3 Existing trail classifications



## Decommissions, Additions, Re-classifications

Figure 5.4 shows proposed changes to the trail system. The colored line segments on the map indicates proposed changes. Dashed red lines typically indicate a logging road that will not continue to be maintained as a road or a trail but could be used in the future for forest management activities- as such, it will not be fully decommissioned. Solid red lines indicate trails or roads that would be fully decommissioned and restored to forest habitat. Other changes include the transition of a few wide gravel roads to narrower trails as indicated in yellow. There are a few trail segments that would be transitioned from a less developed trail to wider, more developed trail, as shown in orange. Larger format maps are provided in the Appendices.

Decommissioning was determined by criteria such as the trail being redundant, maintenance difficulty from consistently being wet and muddy, it's impact on a critical area such as a wetland or stream, limited user experience, or the route being a spur trail that dead ends. The timing of decommissioning and transitioning various trails will be dependent on the timber harvest schedule and will require additional coordination with Rayonier, the timber company. Logging roads would only be decommissioned after their use for timber harvesting is no longer needed.

In summary, changes to the trail system will include:

- The STO shared-use path will be Class 5 and will primarily be built on top of an existing logging road, minimizing disturbance.
- Most existing logging roads will be maintained and designated as Class 4 trails. Some will be transitioned from Class 4 down to Class 3 (which is less developed) and used only as recreation trails.
- Most of the existing dirt trails will be maintained and designated as Class 3. Just a few will be transitioned up to Class 4 (or to wider gravel trails) for maintenance vehicle access where needed. Some of these trails will also be decommissioned.

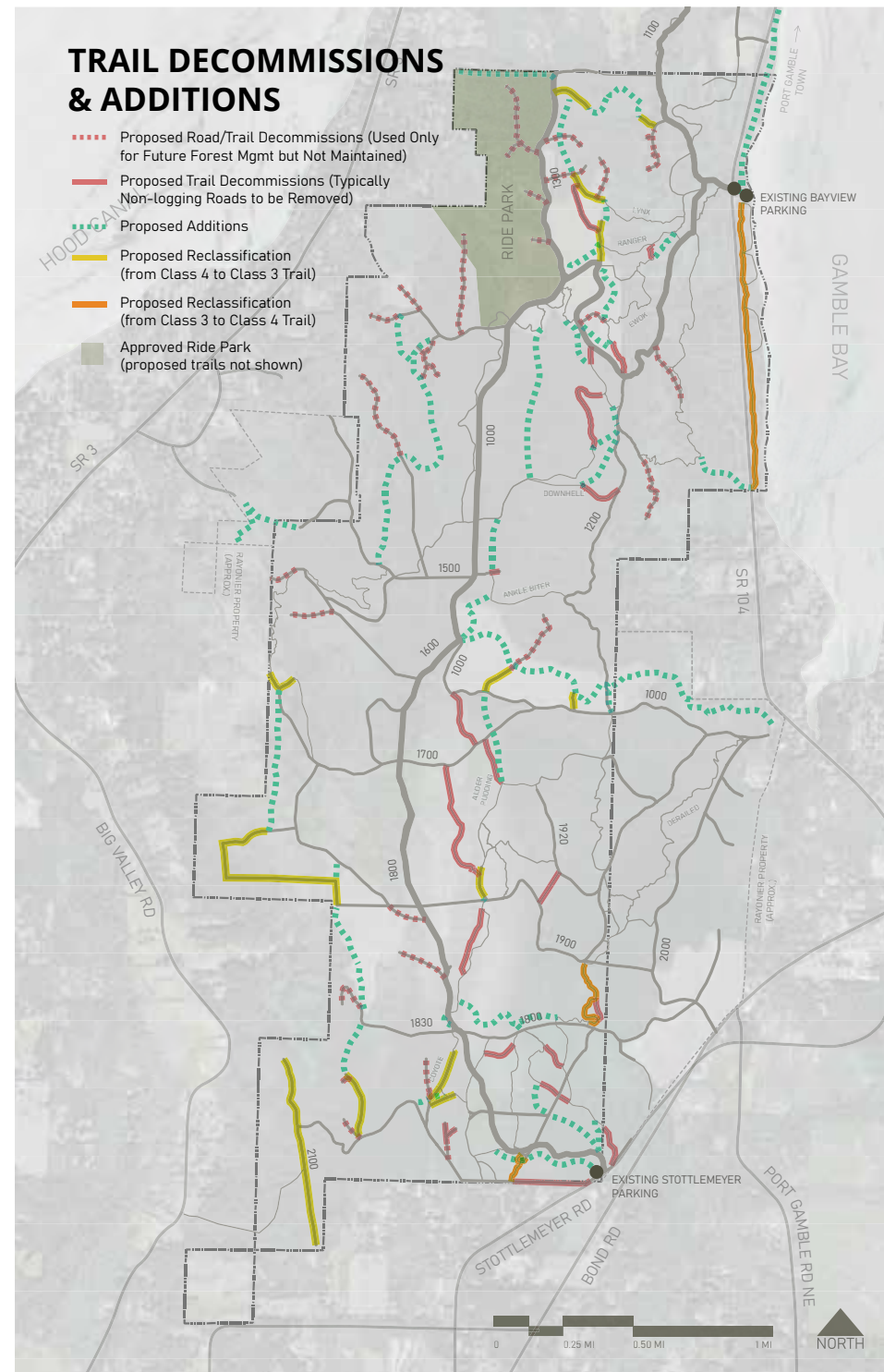


Figure 5.4 Proposed trail decommissions, additions, and reclassifications

Table 5.1 lists the distances for both the existing trail system and the proposal trail system within park boundaries. There will be a net change of 1.7 less miles of trail within the Park when considering the development of new trails and the decommissioning of existing trails and roads. These numbers currently only account for trail mileage within the Park boundaries, not trails still currently on the adjacent timber company land. They do not include trails being created within the Ride Park for the specific use of mountain biking. The negative numbers are the 11.0 miles of trail and road that will be decommissioned. Roads/trails to be modified from one classification to another is approximately 11.2 miles and the distance of newly developed trails is approximately 8.7 miles.

	MILES IN PGFHP
<b>EXISTING</b>	
Roads	26.9
Trails	19.4
<b>TOTAL</b>	<b>46.3</b>
<b>CHANGES PROPOSED</b>	
<i>Trail Reclassifications</i>	
Class 4 to 3	3.3
Class 3 to 4	1.2
Class 4 to 5 (STO Route)	6.7
<i>Trail Deletions &amp; Additions</i>	
Trails Decommissioned	-4.5
Roads Decommissioned	-6.5
Class 2 Trails Added	0.0
Class 3 Trails Added	+7.9
Class 4 Trails Added	+0.8
<b>NET CHANGE</b>	<b>-1.8</b>
<b>FINAL TRAIL LENGTHS</b>	
Total Class 2 Trails	1.0
Total Class 3 Trails	22.3
Total Class 4 Trails	14.5
Total Class 5 Trails	6.7
<b>TOTAL COMBINED TRAILS</b>	<b>44.5</b>

Table 5.1 Existing and proposed trail mileages



# TRAILS

## Trail Classifications

Figure 5.5 shows the result of the decommissions, additions, and classifications being proposed with the USFS trail classification system applied. The only Class 5 trail, the paved STO Trail, is shown as the wide white line running north and south down the spine of the Park. Class 4 trails, the dark solid lines, will continue to be used for forest management access and will be wide, gravel multi-use trails. They will also be used for maintenance access and emergency vehicle access. Class 3 trails, the dashed lines shown throughout the Park, will be narrow, dirt, multi-use trails or single use trails. Class 2 trails, the smaller dashed lines, are more primitive trails will also be narrow, dirt, multi-use trails or single use trails. Larger format maps are provided in the Appendices.

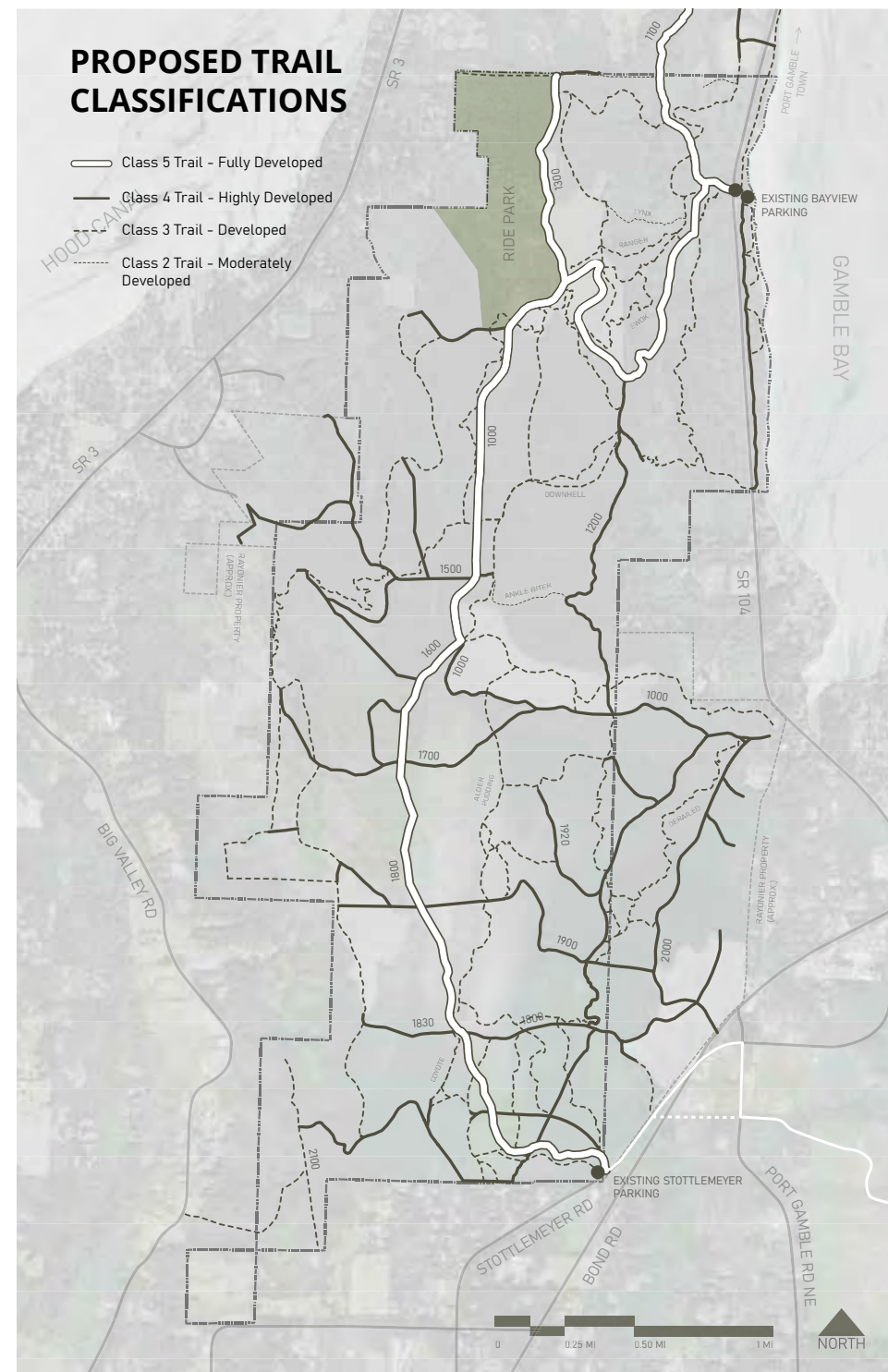


Figure 5.5 Proposed trail classifications





## Programming Opportunities- Destinations & Orientation Points

The following figure (5.6) identifies specific areas in the Park that currently are or have the potential to be destinations within the proposed trail network. Destinations are important for recreational and educational purposes. Interpretive programs developed for the Park can utilize these destinations as outdoor classrooms or places to place signage to educate and inform the public. Depending on the location, amenities may be appropriate to add including interpretive signs, seating, and boardwalks, railings or fencing for safety and to define these spaces. Most of these locations are associated with “viewing areas” of distant landscape features or specific habitat that might attract wildlife. Specific destinations identified (from north to south) include:

- Beaver Pond (existing) – spur trail with a boardwalk overlook next to the beaver pond
- Old Cedars – spur trail off proposed Class 3 connector trail to grove of old trees
- The Overlook (existing) – view platform at the STO junction on the top of the ridge with views of the Cascades and Mount Rainier.
- Olympic View – a view location west to the Olympic Mountains
- Mt Baker View – a view locations northeast to Mt. Baker and the Cascade Mountains
- Bayview 2 – a shoreline destination along the shores of Gamble Bay
- Ridge Lookout – a view location in the very center of the Park and a potential location for a fire tower structure for viewing and interpretation
- The Brother’s View- a view location east to the Brothers peaks in the Olympic Mountains
- The Wetland – a spur trail off the STO Trail into the largest wetland complex on the top of the ridge for wildlife viewing
- The Alders – a unique habitat of mature alders amongst the predominantly conifer forested park
- Lunch Rock (existing) – a large erratic boulder along the STO Trail which is currently used as lunch spot within the Park

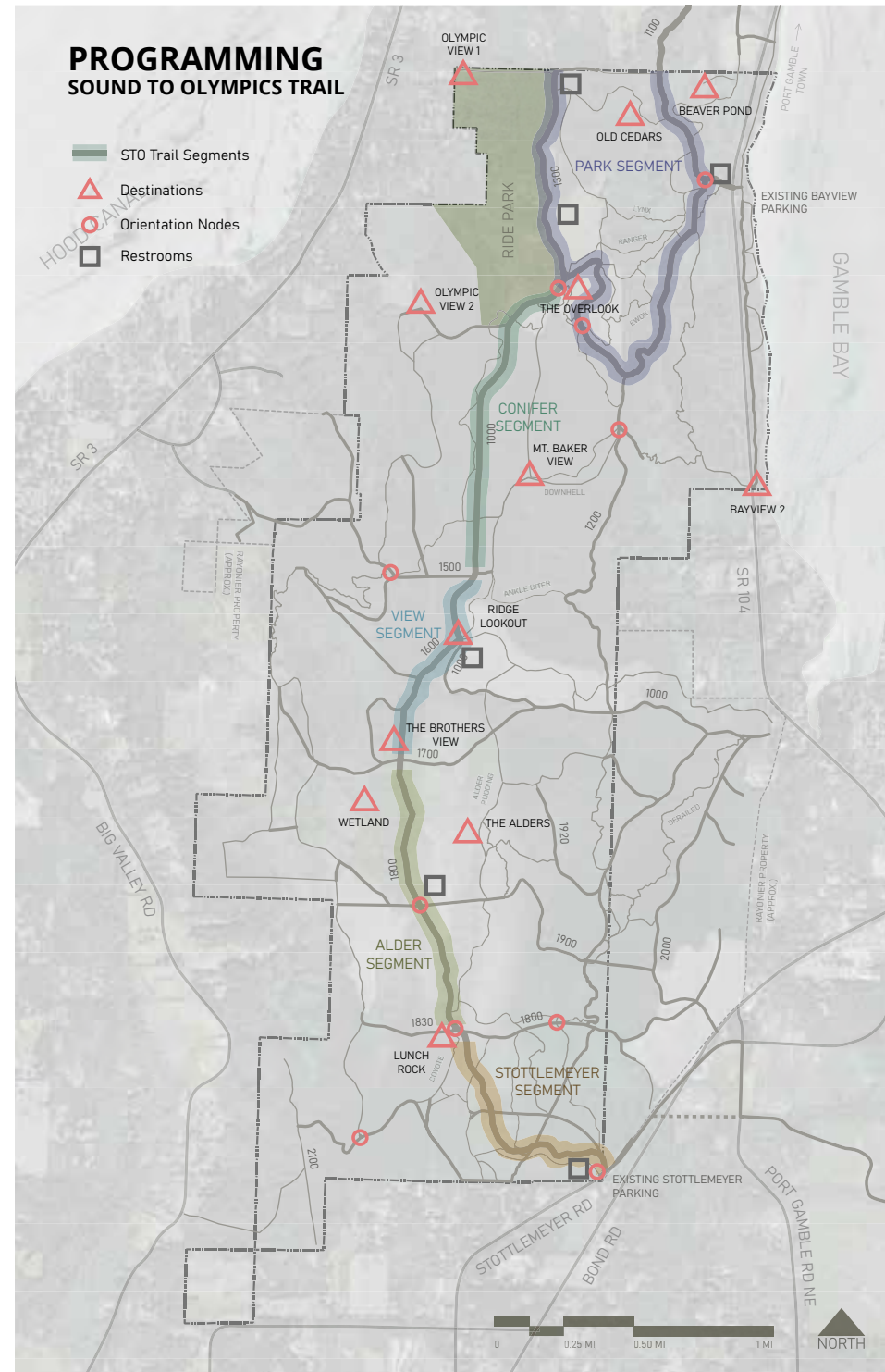


Figure 5.6 Sound To Olympics Trail program zones

Orientation nodes have also been identified at key intersections of major trails or loop trails. It is important for these orientation nodes to contain “You are Here” type signs, possibly within small kiosks and an area for seating such as a small bench.





# TRAILS

## Programming Opportunities- Loop Trails

In general, loop trails provide a better user experience and are preferred by hikers, bikers and equestrians over trails that are only “out and back.” The revised trail plan attempts to create a series of loops, from short (1/4-mile) to long (up to 15 miles) to provide a variety of options based on user ability and interest. Potential loop trails were also identified for two trail types: Class 4 (wider, gravel surface) and Class 3 (narrower, dirt surface). These loop trails are all multi-use so can be enjoyed by a variety of users. Proposed trail loops consist of existing trail segments and new trail segments. It also considers the transition of an existing trail type to a higher or lower class of trail to meet the objective of that loop. The extensive trail system in the Park is also currently used for a variety of runs, rides, races, and other events. Each of these events has different needs with regard to trail lengths and types. The proposed trail system will give event planners more options when creating trail routes for their specific ride, run, walk, or race.

### Class 3 Dirt Trail Loops

A large single-track dirt loop trail, approximately 13.0 miles in length, runs between the North End Recreation & Education District and the Stottlemeyer parking area at the south end of the Park and is shown as a green line on the map. All of this trail will be a Class 3 trail and utilize existing dirt trails, require the construction of new dirt trail segments, or require the transition of a logging road to Class 3 specifications. None of this large loop trail will need to rely on the paved STO Trail to complete these loops, although the loop trail and some of its intermediary connectors cross the STO in approximately five locations.

Varying lengths of dirt loop trails are also available for users by using the connectors between the main loop trails. These loop trail options also connect several of the potential destinations including The Overlook, Mt. Baker View, Ridge Lookout, The Alders, and Lunch Rock. This loop trail will connect to main parking lots at both the north and south ends of the Park and be a short walk from the Bayview parking lots.

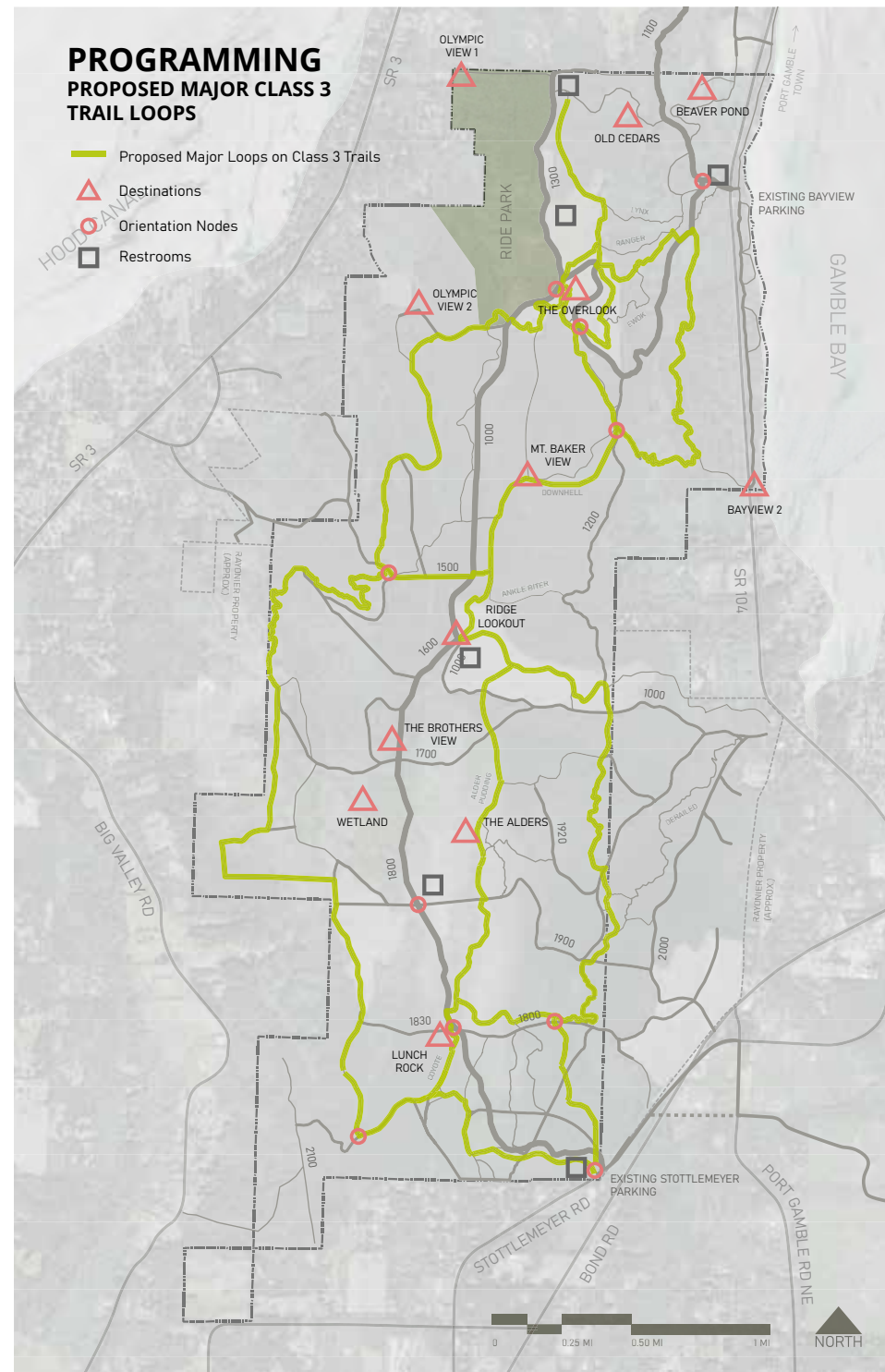


Figure 5.7 Proposed major Class 3 trail loops

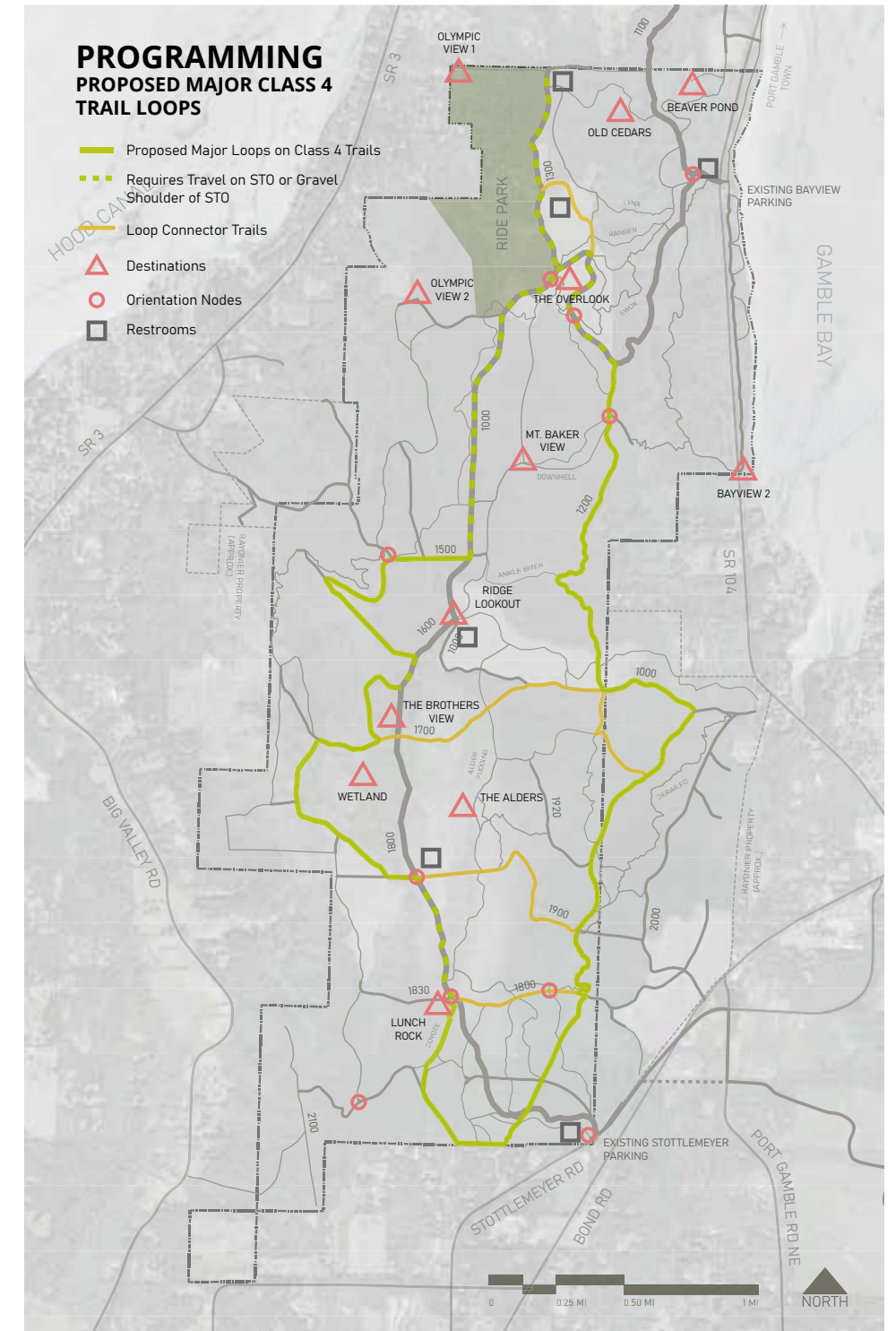


Figure 5.8 Proposed major Class 4 trail loops



# TRAILS

## Class 4 Gravel Trail Loops

A large gravel loop trail, approximately 9.6 miles in length, also runs between the North End Recreation & Education District and the Stottlemeyer parking area at the south end of the Park. Much of this trail will be a Class 4 trail and utilize existing logging roads or connect the ends of logging road spurs to each other with the building of new trails. Portions of this large loop trail will need to rely on the paved STO Trail or its gravel shoulders. This reduces the need to create excessive trails in various areas that might have a detrimental effect on existing forest habitat. As an alternative to the STO shoulders in various segments of the loop, users or event coordinators could use Class 3 dirt trails depending on the condition of that trail segment and the ability of the user. For example, there are two Class 3 trails east of the STO (at current logging road 1000) that could be used as an alternative to the future STO Trail for that portion of the loop trail.

Varying lengths of gravel loop trails are also available for users by using the connectors between the main loop trail as show in the plan in yellow. From the Stottlemeyer parking lot, for example, there are three successively smaller loop trails that could be experienced utilizing connector logging roads (Class 4 trails) 1800, 1900, and 1700 respectively. These proposed loops from south the north (and small to large) are 2.0 miles, 3.1 miles, and 5.3 miles respectively. It is recommended that both major loop trails are named and signed accordingly. The connectors should also be named for ease of wayfinding.

## Access

Access to the trail system is important, as is parking since most park visitors continue to drive to the Park. The map below shows existing access points and parking areas using black symbols. It shows potential access points and parking areas as white symbols. Refer to the table of uses and facilities later in this section for more detail on the number of parking stalls that exist or are proposed at each of these locations.

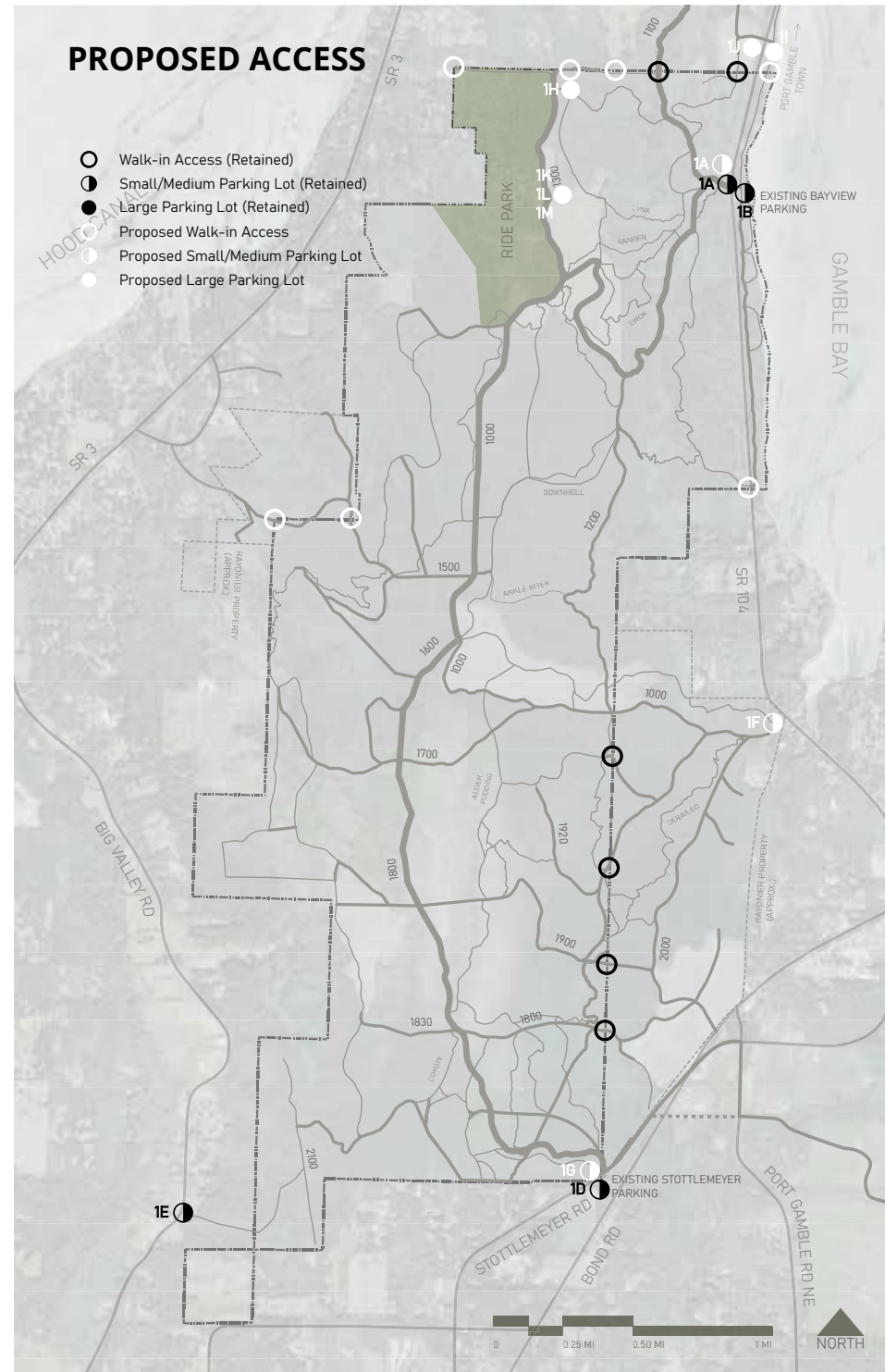


Figure 5.9 Proposed park access points

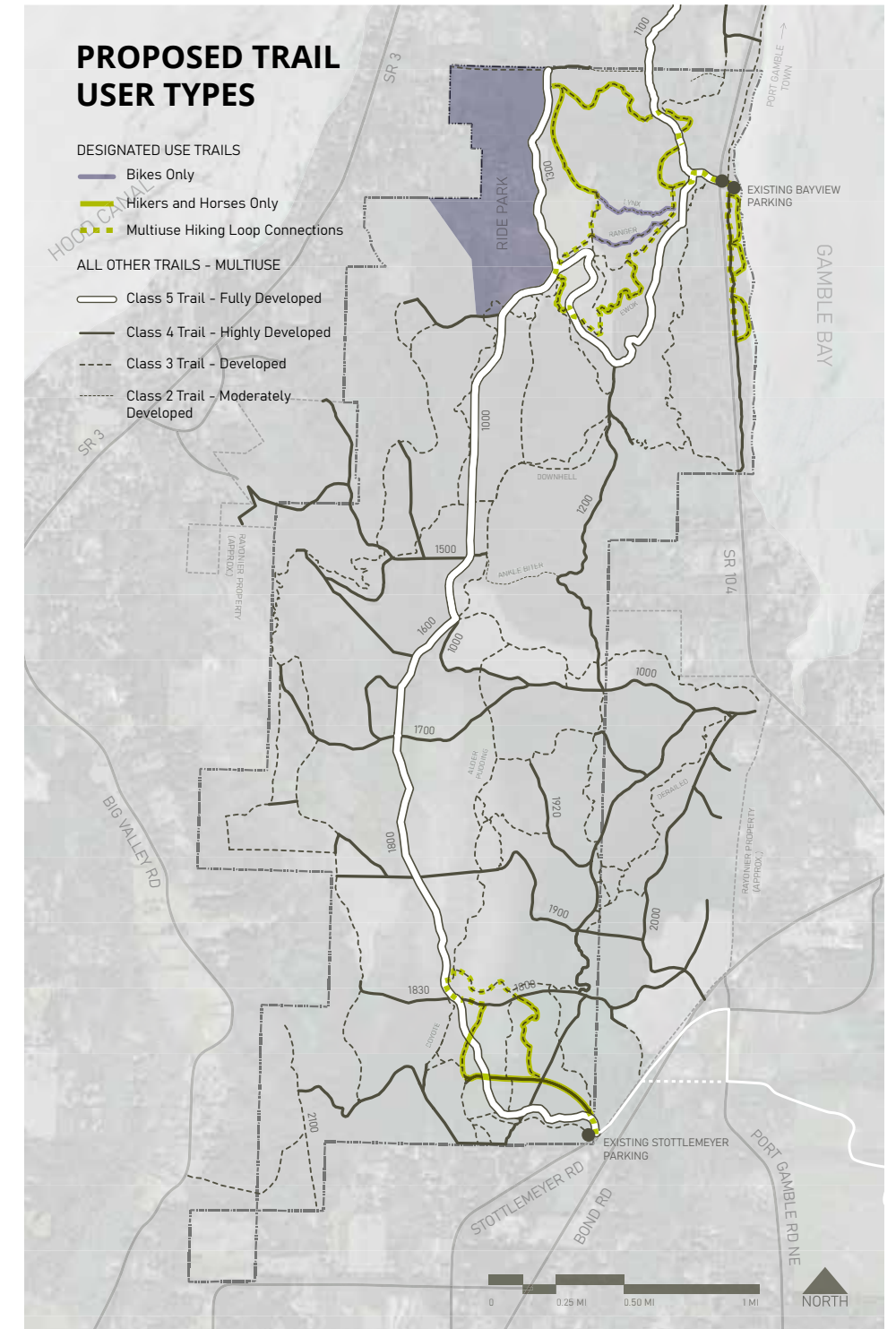


Figure 5.10 Proposed trail user types



# TRAILS

## Trail User Types

Previous maps have focused on trail classifications. Figure 5.10 provides a map that identifies the user type proposed for each of the trails in the Park. Most existing and proposed Class 2 through 5 trails will be multi-use- for use by hikers, joggers, bikers, wheelchairs, equestrians, and other non-motorized and assistive mobility devices. Trails within the designated Mountain Bike Ride Park are for bike use only. There are also two trails outside of this area that are for mountain bike use only- the Lynx and Ranger trails (designated in blue). There are also several hiker/horse trails only (bikes not permitted) which are designated in light green. These hiker/horse trails are generally loops and located closer to parking areas for easy access- Bayview to the north and Stottlemeyer to the south. There is also a hiker/horse trail along the shoreline bluff on the east side of Highway 104.

## PROGRAMS SUPPORTED

Several recreation and nature programs have been identified during the planning process that are of interest to the community. Kitsap County Parks Department does not provide or run recreation or education programs using their parks as many local city parks departments such as Poulsbo and Bainbridge Island do. The County provides the Park and trail system as the location for outside programs that utilize it. Each of the existing or potential programs listed require an outside entity, such as a business, school, non-profit, or other organization to create, promote and manage the program or event.

The facilities proposed would support many of these programs- particularly the trail system and the supporting amenities such as parking areas, restrooms, picnic shelters, and nature-based playgrounds.

The improved trail network will be better suited to serve existing as well as new programs. Community support for the following programs were identified during the planning process:

- Bike Rides & Races (organized events)
- Trail Runs & Races (organized events)
- Access to Mobility-enhancing Equipment for Trail and Water Use (e.g., duet bicycles)
- Guided Nature Walks
- Guided Foraging Activities
- Birding and Wildlife Events
- Interpretation and education of historic, cultural, and natural resources

Equipment rentals for trail use (e.g., mountain bikes) for water use (e.g., kayaks) are provided by local businesses in the PG Town and the surrounding community and didn't garner much support within the Park itself. Food concessions did not receive much support either, except as a temporary use to support events in the Park (such as food trucks during a trail race event).





## IMPLEMENTATION STRATEGIES

The following section outlines the strategies needed to realize the trail improvements proposed in the Framework. Policies, partnerships, phasing and potential funding sources are discussed.

### Policies, Programs and Additional Planning

- Adopt Forest Service trail design and maintenance standards and classifications
- Integrate trail plans (for decommissions and additions) into capital improvement plans (CIP)
- Monitor costs and budget for ongoing maintenance
- Develop an interpretive plan
- Create a policy on foraging and harvesting; consider tribal needs
- Create policies on user fees and use agreements
- Coordinate with Kitsap County Public Works on managing the STO Trail as a public works transportation facility versus a recreation trail
- Develop special event application process and fees
- Define agreements with community groups providing maintenance, monitoring and planning support
- Monitor trail use and adjust as needed to keep the Park safe
- Appoint a volunteer coordinator to work with the Stewardship Committee, NKTA, and others providing volunteer services in parks
- Coordinate with fire and emergency services on safety and emergency planning
- Establish a policy on assisted vehicles/devices

### Use Agreements

There are existing use agreements in place or potential use agreements to consider in the Park related to trails. The existing EMBA Ride Park agreement, discussed in Chapter 2, provides the contractual Framework for the design, permitting, construction, management, and maintenance of trails in the Ride Park and Ranger Corridor.



County Parks should consider an agreement with County Public Works or provide an easement through the Park for the STO Trail- a transportation corridor. Maintenance and management details for the STO should be define in a County Memorandum of Understanding (MOU) since the Parks Department does not have the resources to maintain paved trails built to AASHTO standards.

A Memorandum of Agreement, found in detail in an appendix, outlines important efforts on behalf of both the timber company and the County to “continue this collaboration and memorialize agreements regarding future efforts to advance these shared goals; the County and OPG which to enter into this Agreement to work towards a robust, connected and consistent parks, open space, and trail systems for the future public benefit of the parties as well as communities within Kitsap Count and the regions.” The agreement includes commitments from both the County and OPG.

There is also an agreement between the County and the Stewardship Committee that outlines roles, responsibilities, relationship, and authority of each of the two entities as they work in coordination with each other to benefit the Park. This agreement should be reviewed and updated periodically based on changes that occur in the Park resulting from the recommendations in the Framework.

Several events, such as recreational rides, runs, and races are held within the Park each year. The entities that sponsor or organize these events are required to go through County Parks special event application process, which results in a contract between the County and event host that details park use, routes, size of the event, liability, and other details. Currently missing from this process is a n appropriate park use fee being charged. Currently, only a \$25 administration fee is charged for process the applications because these types of events are not currently included in County Parks BoCC-approved fee schedule. However, County Parks plans to update their fee schedule to include ‘park impact’ fees for special events that use the Park for non-traditional events. The cost per person, trail mile, or duration of time used is yet to be determined. County Parks should finalize this fee structure to add to their application and use agreement process.





# TRAILS

## Partnerships

Trail planning, funding, implementation, management, and maintenance will benefit from strengthening the partnerships already in place and developing new partnerships. Existing partnerships that benefit trails within the Park exist among the County, Stewardship Committee, North Kitsap Trails Association, and Rayonier, the owner of Port Gamble Town. New partnerships that can be developed include those with the local Indigenous Tribes, Leafline Trail Coalition, and Jefferson County, which contains a regional trail system that across the Hood Canal Bridge.

### **Stewardship Committee & Trails Committee**

Current trails in the Park are the result of the considerable efforts by volunteers as organized within the Stewardship Committee, which has been planning, building, and maintaining trails on this land for the past two decades in cooperation with the previous landowner, Pope Resources. This group intends to continue in their efforts as the lead community advocate for trails, working in collaboration with the County to realize the vision developed in this Framework for trails in the Park. A Trails Committee is being formed and will include a representative from County Parks. The Trails Committee will take input from the community and will report back to the Stewardship Committee, which is under the umbrella of County Parks. The Trails Committee is working on a trail development program, trail maintenance program, and a communication plan. Their work should be guided by the recommendations provided in this Framework.

### **North Kitsap Trail Association**

NKTA is a non-profit 501(c)3 all-volunteer organization dedicated to increasing North Kitsap residents' access to non-motorized transportation by creating a regional trail system connecting communities, improving existing trails and roadways, and increasing access to open spaces. Their vision for the trail system within all of North Kitsap is "to construct a system of land and water trails that connects North Kitsap communities, Tribal lands, parks, and private development which provide opportunities for walking, biking, paddling, observing wildlife, horseback riding and non-motorized transportation. NKTA promotes a regional trail system that boosts community pride, community connections and the local economy." Several members of NKTA have typically also been members of



the Stewardship Committee, advocating for trails within the Park. Continued cooperation between NKTA, the Stewardship Committee, and the County will be benefit efforts to identify.

### **Rayonier & Port Gamble Town**

The previous landowner, Pope Resources (Olympic Property Group, or OPG), now Rayonier, has been a cooperative partner over the years with regard to allowing trail use and recreation on private land. Now that much of their land has been transferred to the County as park, there continues to be a need for partnership. As previously discussed, Rayonier will continue to log various areas of the Park over the next couple decades based on the purchase agreement of the land. Coordination on timing and closures will be essential. The obvious synergy between the town and park will likely have a much longer lasting impact and it will be essential that planning and implementation efforts are coordinated. This relationship has been ongoing for years and continues to be productive as evident in agreements made during the planning process for both this park and other open spaces within Kitsap County.

A Memorandum of Agreement, found in detail in an appendix, outlines important efforts on behalf of each of the entities. County commitments related to the Park include:

- Implementation of the STO Trail
- Implementation of the Ride Park
- Implementation of the Stottlemeyer trailhead
- Completion of this Framework
- Implementation of a waterfront trail
- Improvements to Gamble Way NE intersection
- Cooperation and public information regarding cooperative efforts
- Park impact fee credits

OPG commitments related to the Park include:

- Cash contribution by OPG
- Completion of the Port Gamble Framework for open space
- Port Gamble Mill Site open space
- Port Gamble Mountain Bike Ride Park access road
- Port Gamble Shoreline Trail and bluff parking area
- Port Gamble "Model Airplane Field" parking area
- Port Gamble "Sand Pit" parking area
- Port Gamble STO Trail South and North
- Retention of ownership of trees within the land to be transferred in the agreement



# TRAILS

## Construction & Maintenance Standards

It is recommended that Kitsap County adopt the trail classification system and associated standards developed by the United States Forest Service (USFS) as primary guidelines for trail design, construction, and maintenance for all County Parks including PGFHP

## Design Parameters

Technical guidelines for the survey, design, construction, maintenance, and assessment of a trail, based on its Designed Use and Trail Class. Design Parameters reflect the design objectives for trails and determine the dominant physical criteria that most define their geometric shape. These criteria include tread width, surface, grade, cross slope, clearing, and turns. The design parameters are identified for a trail based on its Class and Designed Use. The community has requested a high level of aesthetic design and accessibility standards; guidance should be developed.

## Standard Specifications for Construction and Maintenance of Trails

Specifications for the construction and maintenance of trails can be found in Federal document EM-7720-103: Standard Specifications for Construction and Maintenance of Trails.

Specifications for trail construction and maintenance in the Ride Park can be found in the Ride Park Master Plan which was developed by the Port Gamble Ride Park Committee between July and November of 2017. The purpose of the document was to establish the design and trail standards for the Ride Park to ensure that the trails and features are built according to plans in a responsible manner while maximizing the rider experience. The trail standards section of the document state that trails will be designed and constructed using sustainable trail building techniques as described in the International Mountain Biking Associations (IMBA) "Trail Solutions" book and the USFS "Trail Construction and Maintenance Notebook." The trail standards address sustainable trail building, environmental considerations, difficulty levels, trail specifications and guidelines, and trail tread armoring. The document also provides a section on technical trail feature (TTF) descriptions and standards that aren't found in USFS standards for mountain bike specific features such as ladder bridges, skinnies and log rides, steep rolls, rock gardens, drops, jumps, roller coasters, and materials. A list of risk management techniques and practices are also provided in the document and concepts such as fall zones, bridge decking material, and sign standards to mitigate risk are described.





## Phasing & Priorities

Most trail improvements are proposed for Phase 1, during the first five years of the Framework schedule. This phasing was developed in coordination with the Steering Committee and is based on current volunteer capabilities. Additional funding from the County, through grants, or private donations (possibly associated with naming of trail segments or loops) would allow the County and the Stewardship Committee to complete the phasing on-time or sooner than anticipated. Potential agreements should be vetted with the Stewardship Committee as they do not want to lose the opportunity to engage volunteers in trail building and maintenance work. Table 5.2 defines specific trail improvements, by year.

## Potential Funding Sources

Refer to Chapter 7 Funding Sources for a discussion of local, state, and federal funds available for trails and other recreation facilities.

Trail Project	2022	2023	2024	2025	2026	Phase 2
<b>Segments</b>						
<b>Buzz Cut Consolidation of ET/ Hood Connector/ Downhell</b>						
ET Re-route to connect Ranger and Hope	X					
Hope to Hood Connector	X					
Downhell re-route	X					
Downhell to Ankle Biter		X				
Ankle Biter to Ridge Lookout			X			
Decommissions- Most have occurred with recent clear cuts	X					
<b>Mirkwood (formerly Hood Extension)</b>						
Hyperspace re-route	X					
Upper Mirkwood		X				
<b>Wild West (West Side of Class 3 Large Loop)</b>						
Segment 1: New Staging Area to existing View Platform			X			
Segment 2: 1400 to 1420			X			
Segment 3: 1400 to 1510			X			
Segment 4: 1510 to existing trail		X				
Segment 5: Warlock 1710 to Water Tower		X				
Segment 6: Water Tower to 1830		X				
Segment 7: 1830 to 2100			X			
Segment 8: 2100 to Coyote			X			
Segment 9: Connect Flash to new Stottlemeyer Parking	X					
<b>Horse Highway</b>						
Connection from new Stottlemeyer Parking to 1820	X					
<b>Lunch Rock Loop</b>						
Connect Coyote to Clear Cut around Lunch Rock	X					
Connect Bobsled to Clear Cut				X		
Decommission trail segments (Includes Lightspeed)				X		
<b>Bypass Extension</b>						
Maggie Rock re-route to connect within Mirkwood	X					
Decommission existing Maggie's Rock and Mordor				X		
<b>The Pope</b>						
Connection from existing View Platform to top of Hood		X				
<b>North End Connector</b>						
Staging Area to North Parking		X				
North parking to Tessa's to Lower STO Trail to PG Town			X			
<b>Alder Pudding</b>						
Decommission Alder Pudding		X				
<b>Shoreline Trail</b>						
Transition existing trail to Class 4				X		
Bridge across ravine at Bayview East parking				X		
Shoreline trail north to PG Town					X	X
Secret Squirrel connection to Hwy 104						X

Table 5.2 Trail project phasing



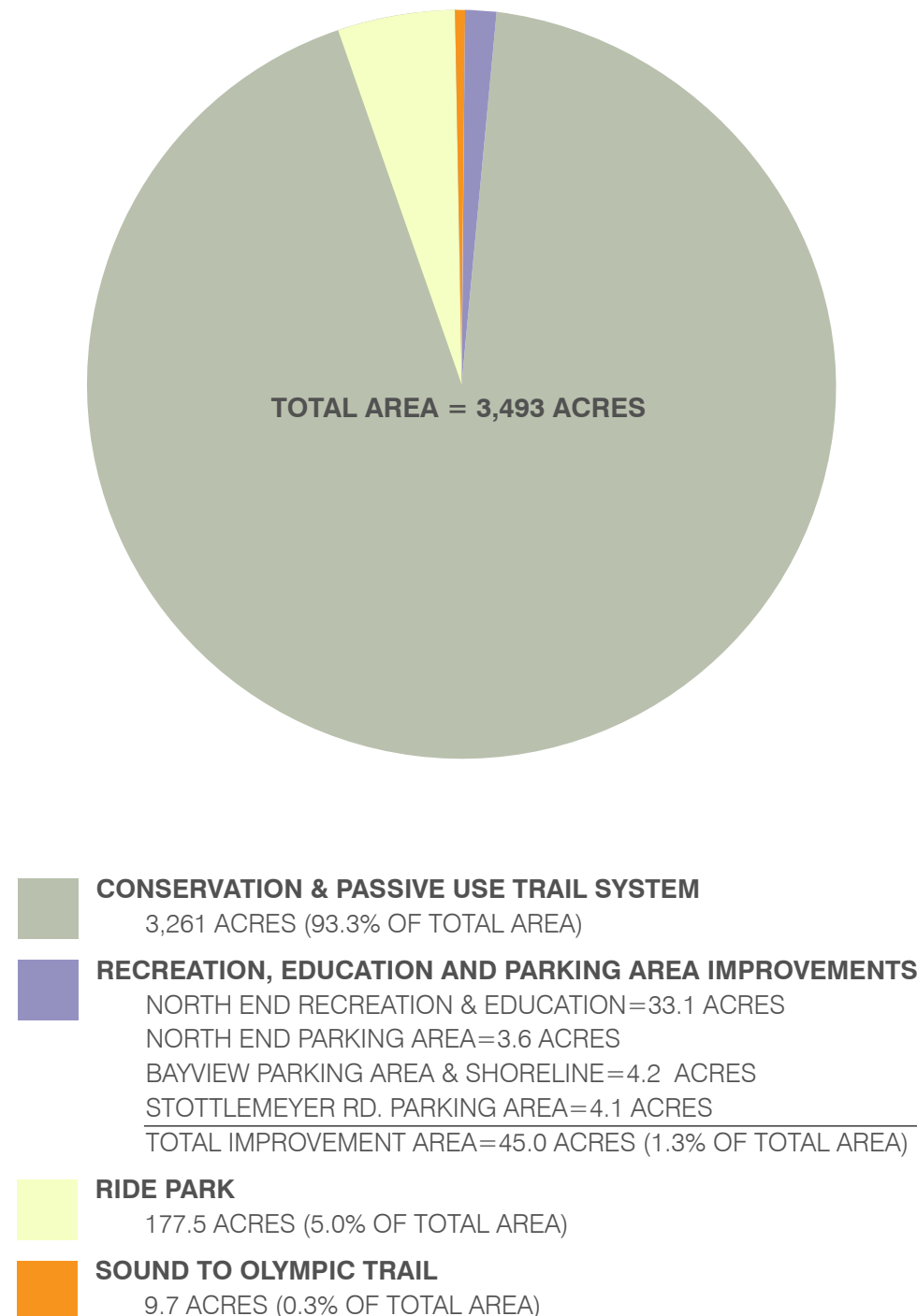
# RECREATION

## LEVEL OF IMPROVEMENTS

The following diagram represents the approximate area within the 3,500-acre park that is being proposed for recreation and education improvements compared to area that will be conserved or restored. The diagram demonstrates that the footprint for proposed facilities and uses is relatively light. A few things to note:

- The gray/green is generally the forested area that will be conserved, restored, or enhanced as part of natural resource management programs. This area also includes most of the trail system previously discussed.
- The pale-yellow wedge in the pie is the 177.5-acre Ride Park already approved- this is essentially a series of trails beneath the existing forest canopy.
- The sliver of orange is the area taken up by the STO Trail as it winds about 6 miles through the Park.
- The recreation and education facilities proposed and the infrastructure that supports these are represented by the blue sliver on the pie chart.

## PROPORTION OF IMPROVEMENTS TO CONSERVATION/RESTORATION AREA



## RECREATION FACILITIES

Proposed facilities and uses would be “nature-based” and utilize the forested landscape as the setting for play and learning. Many also support the concept of restoration as the forest will be transitioned from a working timber forest to a healthy forest for wildlife habitat. Facilities are proposed to be concentrated in a small area of the large park. The remainder of facilities are small and dispersed throughout the Park and support the trail system and are nature-based, such as viewpoints. Facilities will be designed and located so they are multi-use, flexible, and adaptable. Facilities are planned, and will be designed, to allow for phasing and growth, and development of facilities will occur in conjunction with a program to improve landscape health- predominantly the forest throughout the Park.

### Clustering Strategy

Most uses and facilities are clustered around four areas of the Park with the majority being proposed for the north end of the Park. The other three smaller areas of development will be the Bayview parking along Highway 104 on the east side of the Park, the Stottlemeyer parking area at the south end of the Park, and the Parking lot at the north end of the Park servicing the Ride Park. Development is proposed to be concentrated at the north end of the Park for several reasons including:

- The area is close to Port Gamble Town and existing utilities
- It will be serviced by a new road through Rayonier property from the north
- The area is adjacent to the approved STO Trail and Ride Park
- It is a relatively large, flat area
- There are less critical areas in this location- such as streams, wetlands, and steep slopes
- There are existing and potential views from the top of the ridge
- Many of the timber parcels in this area have recently been logged so there are no trees
- There would be reduced development and maintenance costs by clustering, and
- The area is within the Eastern Forest Block- the deed for which has less development restrictions compared to the West and Shoreline blocks of land



# RECREATION

## PHASING, FLEXIBILITY & MULTI-USE

Proposed recreation and education improvements will be phased depending on funding, partnerships, and ongoing community support. Proposed facilities shown in spatial plans have been arranged for flexibility. Improvements proposed in earlier phases should not restrict improvement that could occur later.

Logical locations for different facilities and their relationship to each other were considered in the conceptual spatial plans. Maximum flexibility was integrated into the designs so that spatial plans will work whether improvements cease after Phase 1 or continue to occur through subsequent phases if funding and community support allow.

It is important to put in place the infrastructure needed to manage the conservation and recreation resources. Early improvements will include parking, trail heads, multi-use community facilities, restroom, signage, and emergency access.

The table on this page lists each of the facilities proposed for the Park and the phase in which it might be implemented. These facilities are shown spatially on the following pages and described in detail later in this chapter.

PLAN CODE	RECREATIONAL USES/FACILITIES	DESCRIPTION (See summary description in master plan)	TARGETED/ESTIMATED COMPLETION: (YEAR 1-5) (YEAR 6-10) (YEAR 11-15) (YEAR 15+)			
			PHASE 1	PHASE 2	PHASE 3	PHASE 4
1	Parking (E- Existing and P- Planned/Proposed)	Total (below): 600 not including staging area overflow				
1A	E- Bayview (Hwy 104) West	25 vehicles + expand (50 vehicles)+ new restroom + crosswalk on SR104 + gate	improve	expand		
1B	E- Bayview (Hwy 104) East	No change in size- 15 vehicles, add gate	improve			
1D	E- Stottlemeyer Roadside	No change in size- 20 vehicles, overflow for new Stottlemeyer parking	existing			
1E	E- Millie's	No change in size- 2 vehicles, no restroom	improve			
1F	P- Sandpit (Future)	25 vehicles, no restroom	x	x		
1G	P- Stottlemeyer	12 vehicles, 6 horse + restroom later in Phase 1	2022, x			
1H	P- North Ride Park	75 vehicles + restroom later in Phase 1	2022, x			
1I	P- New Airfield Replacement East	100 vehicles, no restroom			x	
1J	P- New Airfield Replacement West	100 vehicles, no restroom		x		
1K	P- Gathering Place/Staging Area	100 vehicles (restrooms in other structures/projects)	x			
1L	P- Walk-in Camping/Edu Center/Research	75 vehicles (restrooms in other structures/projects)		x	expand	
1M	P- Glamping/Group Camping	25 vehicles (restrooms in other structures/projects)		x	expand	
2	Water Access	Improve existing access, signage, restoration	x			
3	Wildlife Viewing Areas/Platforms	12- locations TBD, mainly additional boardwalks + fire tower structure in Phase 1	4	4	4	
4	Event Staging Area (Replace Airfield)	6-8 acres adjacent to formal parking for other facility	x	expand		
5	"Gathering Place"	Entry feature with interpretation, plaza, covered space	x			
6	Nature-based Playground	3- Adjacent to: North STO, Stottlemeyer, & Bayview parking areas	1- N STO	1- Stottlemeyer	1- Bayview	
7	Picnic Area with Shelter	5- Staging, North STO, Stottlemeyer, Bayview parking areas, Education Center	3	1	1	
8	Concessionaire Structure + Restrooms	Located at Staging parking area- for Tree Adventure Park and Assistive Device	x			
9	Tree Adventure Park	7-10 acres in Ride Park (south end)	x			
10	Mountain Bike Ride Park ("Ride Park")	Approved and under construction	2022-2023			
11	Camping- Walk-in (Group & Individual)	Small/50-100 tent spaces- walk-in with pit toilets (4) and cart barns (4)		x - 50	x - 50	
12	Glamping- Walk-in	Small cabins/yurts- 10-20 spaces- walk-in with pit toilets (2) and cart barn (1)		x - 10	x - 10	
14	Host Campsite	Within Glamping parking area		x		
15	Trail Restrooms (pit toilets)	2- Additional along STO (doesn't include new at parking areas)	x	x		
16	Orientation Points	Multiple- Throughout park (small kiosks at key trail intersections)	x	x	x	x
--	Trails (see trail plans)	Decommissioning, adding new, transitioning to different trail classifications	ongoing	ongoing	ongoing	ongoing
--	Sound to Olympics Trail	Approved	2023	ongoing		
<b>EDUCATIONAL USES/FACILITIES</b>						
20	Research Facility	Independent of other education facilities				
21	Indoor/Outdoor Lab + Restroom	2,000 SF- lab, restrooms, open offices, site work, utilities		x	expand	
23	Greenhouse	Research/commercial, size dependent on programs		x	expand	
24	Outdoor Classroom Area	1- Large, covered, near Education Center + 2 small (dispersed within park)	x	x	x	
25	Native Plant Nursery	Associated with research facility- 4 acres, fenced		x	expand	expand
27	Restroom & Docent Space at Education Complex	600 SF, flush toilets, docent space at north end		x	expand	
26	Education Center/Multi-use Facility	Phase 2- 1,000 SF, Phase 3- add 1,000-2,000 SF, Phase 4- add 1,000 SF		x	expand	expand
28	Add Interpretive/Classroom + Restroom	1,000 SF included in above		x	expand	expand
29	Add Gathering Hall/Kitchenette	1,000 SF included in above			x	expand
30	Education Bunkhouse	Overnight Accommodations for Education Center + Restroom, 2,000 to 4,000 SF		x	expand	expand
<b>INFRASTRUCTURE</b>						
Transportation						
40	Main Road to North End Rec/Edu District	Main access road into park + infrastructure, 24' width	gravel	paved		
41	Spur Road to Research Facility/Camping	Gravel only		gravel	add parking	
42	Spur Road to Glamping	Gravel only		gravel	add parking	
43	Bus Stops	Bayview (Hwy 104) and Stottlemeyer Road (or Bond Road)	x			
44	Gates- parking lots and roads	Multiple	x	x	x	
Utilities						
Primarily to service North End Rec/Edu District						
45	Power	Assume solar for North End Rec/Edu District- as needed per structure	x	expand	expand	
46	Water	KPUD waterline under proposed STO route	x	expand	expand	
47	Comm	Possible install under new road or STO spur route to North End Rec/Edu only	x	expand	expand	
Services						
48	Park Host/Ranger Residence	900-1,200 SF, 2 bedrooms, 1 bath, potential modular/green	x			
49	Park Maintenance Yard & Shop	1,500 structure and 15,000 SF gravel yard	x	structure		
50	Waste	Dumpsters and trash/recycle receptacles at parking areas and trailheads	x			
Signage						
51	Wayfinding Signs	Kiosks, orientation, directional, etc. See signage framework section of plan	x	x	x	x
52	Interpretive Signs	Need to develop Interpretation/Education Program	x	x	x	x

Table 5.3 Facilities and infrastructure phasing



# RECREATION

Proposed facilities have been categorized as either recreational or educational even though there may be overlap in users and programs associated with each. The following pages provides spatial plans showing the location of these phased improvements. A brief description of each proposed recreation and educational facility that is envisioned for the Park is also discussed in this section.

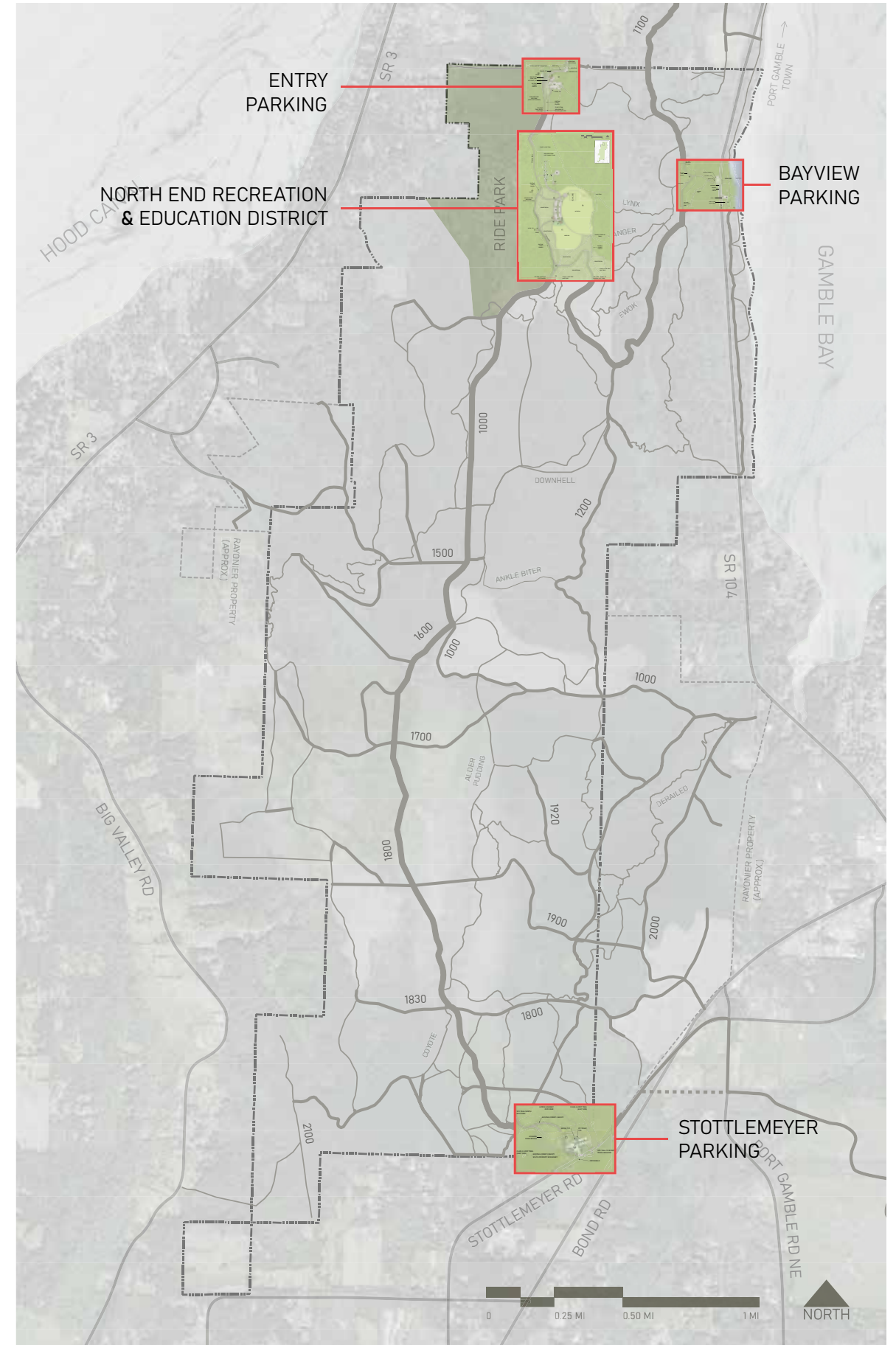


Figure 5.10 Development areas



# RECREATION



4



7



24



9



5

## PHASE 1 NORTH END RECREATION & EDUCATION DISTRICT

- LEGEND**
- 1K PARKING-GATHERING PLACE / STAGING AREA PARKING
  - 4 EVENT STAGING AREA
  - 5 "GATHERING PLACE"
  - 7 PICNIC AREA WITH SHELTER
  - 8 CONCESSIONAIRE STRUCTURE
  - 9 TREE ADVENTURE PARK
  - 16 ORIENTATION POINT
  - 24 OUTDOOR CLASSROOM AREA
  - 48 PARK RANGER RESIDENCE
  - 49 PARK MAINTENANCE YARD

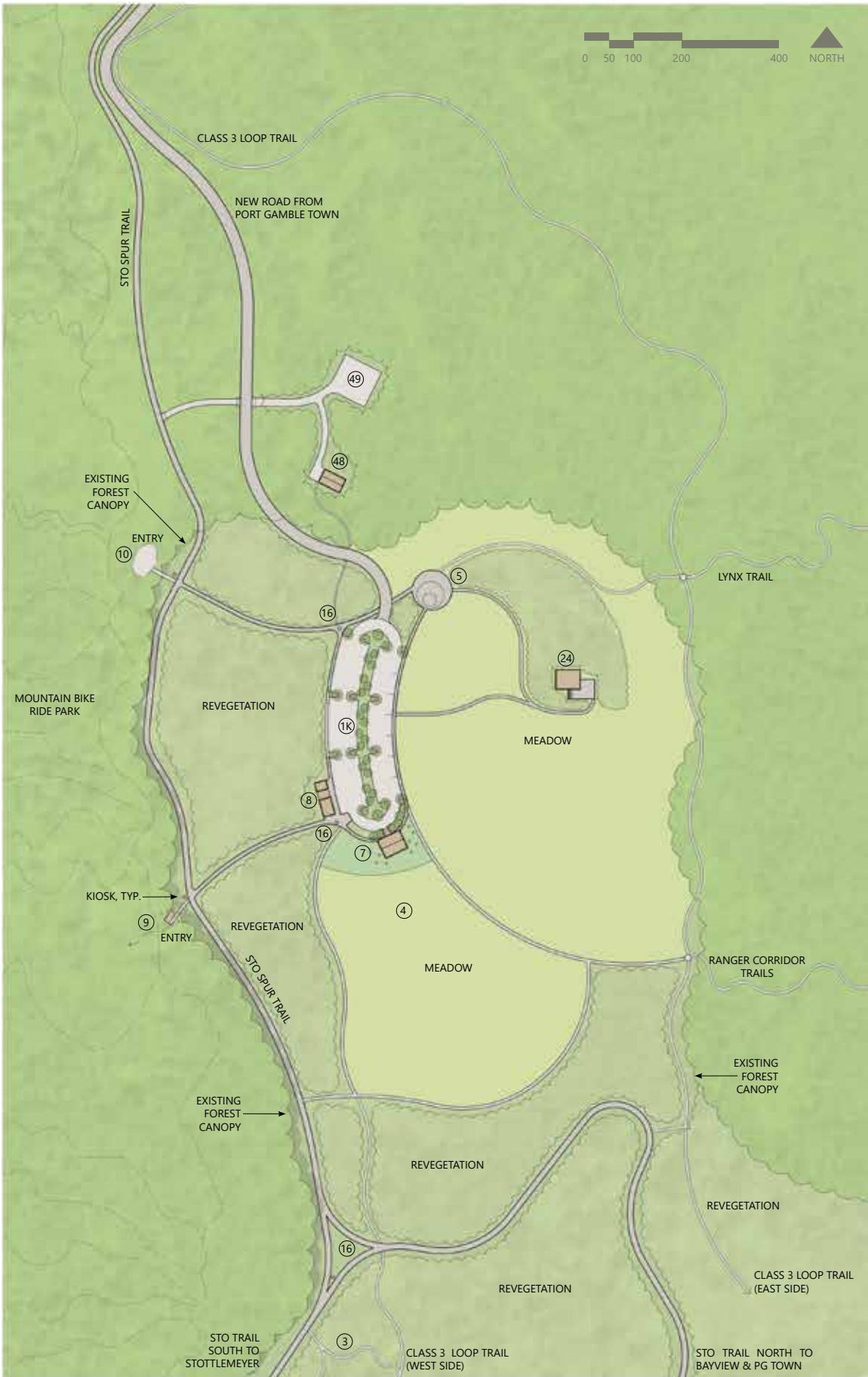
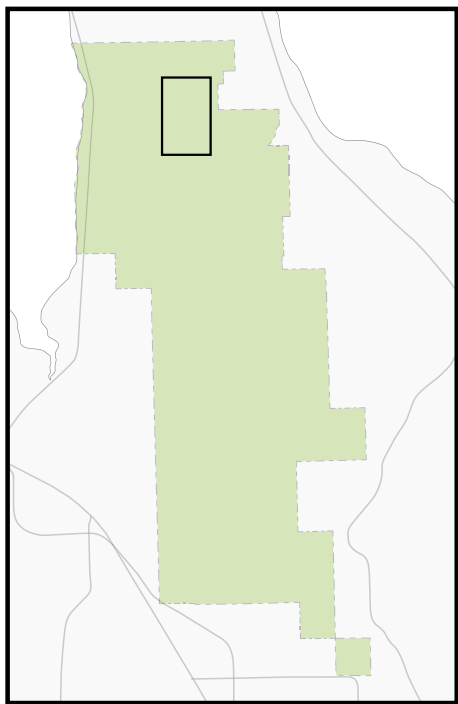


Figure 5.11 North End Recreation and Education District detail - Phase I





21



1L



28



11



12

## PHASE 2 NORTH END RECREATION & EDUCATION DISTRICT

### LEGEND

- 1K GATHERING PLACE / STAGING AREA PARKING
- 1L WALK-IN CAMPING / EDUCATION CENTER / RESEARCH CENTER PARKING
- 1M GLAMPING / GROUP CAMPING PARKING
- 4 EVENT STAGING AREA
- 5 "GATHERING PLACE"
- 7 PICNIC AREA WITH SHELTER
- 8 CONCESSIONAIRE STRUCTURE
- 9 TREE ADVENTURE PARK
- 11 CAMPING - WALK-IN & GROUP
- 12 GLAMPING - WALK-IN
- 14 HOST CAMPSITE
- 16 ORIENTATION POINTS
- 21 RESEARCH FACILITY- INDOOR/OUTDOOR LAB & RESTROOM
- 24 OUTDOOR CLASSROOM AREA
- 25 NURSERY
- 26 EDUCATION CENTER/MULTI-USE FACILITY
- 27 RESTROOM & DOCENT SPACE
- 30 EDUCATION BUNKHOUSE
- 48 PARK RANGER RESIDENCE
- 49 PARK MAINTENANCE YARD & SHOP

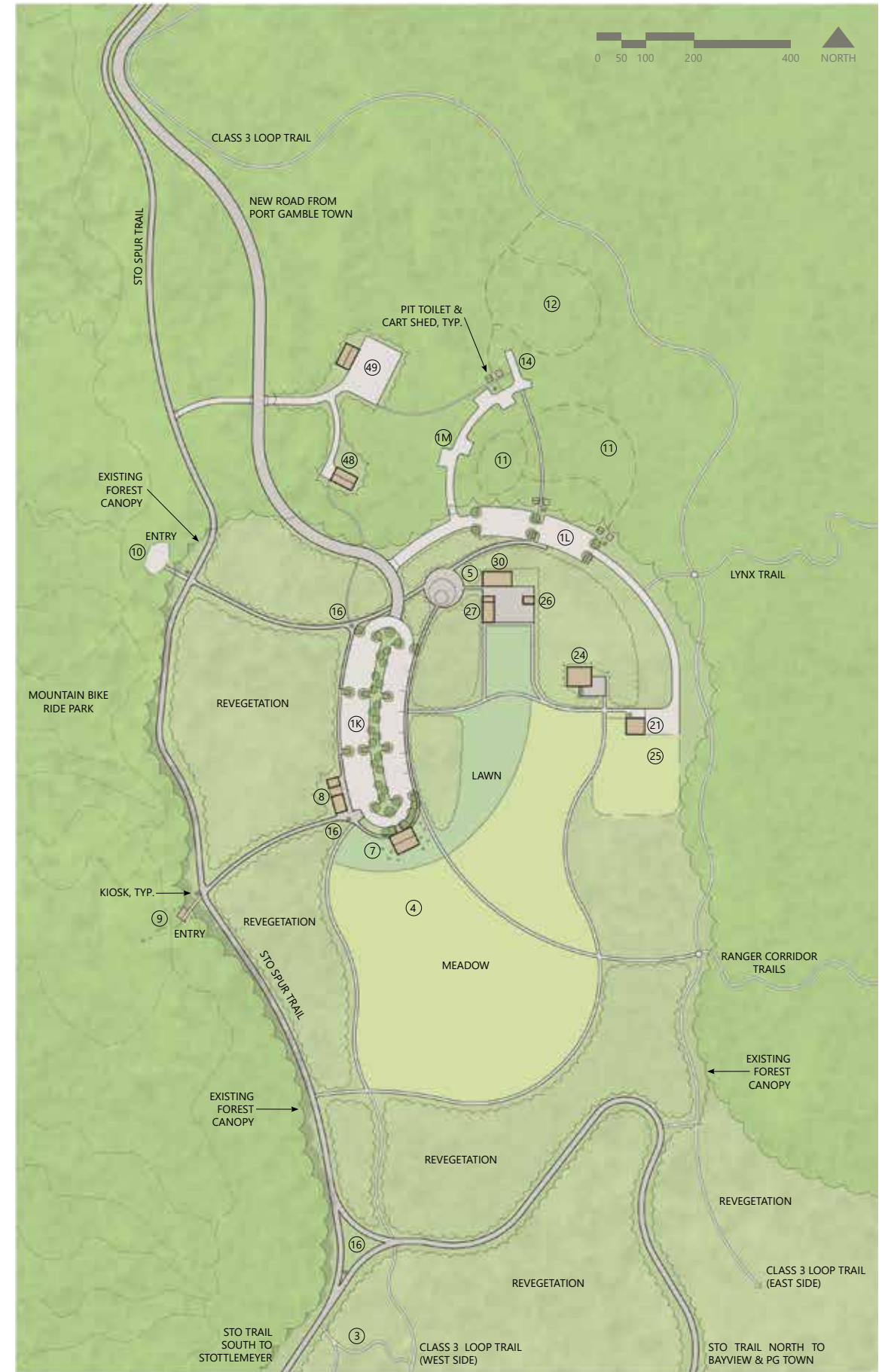
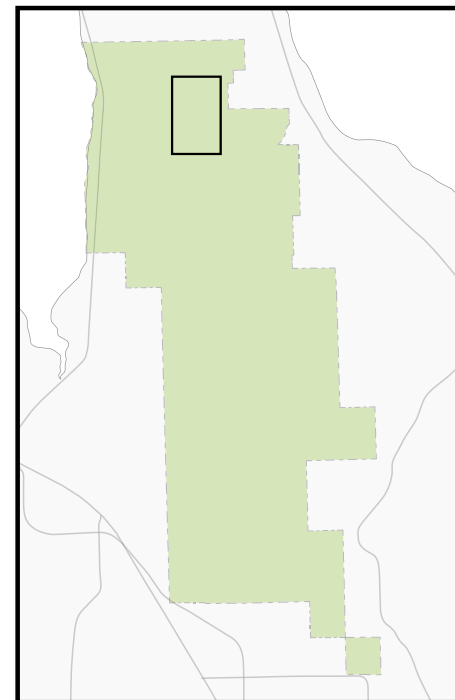


Figure 5.12 North End Recreation and Education District detail - Phase II



# RECREATION



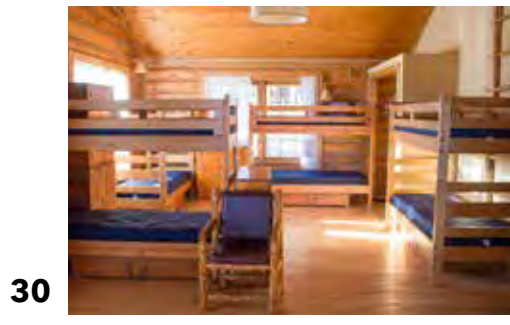
28



1M



23



30



22

## PHASE 3 NORTH END RECREATION & EDUCATION DISTRICT

- LEGEND**
- (1K) PARKING-GATHERING PLACE / STAGING AREA PARKING
  - (1L) WALK-IN CAMPING / EDUCATION CENTER / RESEARCH CENTER PARKING
  - (1M) GLAMPING / GROUP CAMPING PARKING
  - (4) EVENT STAGING AREA
  - (5) "GATHERING PLACE"
  - (7) PICNIC AREA WITH SHELTER
  - (8) CONCESSIONAIRE STRUCTURE
  - (9) TREE ADVENTURE PARK
  - (11) CAMPING - WALK-IN & GROUP
  - (12) GLAMPING - WALK-IN
  - (14) HOST CAMPSITE
  - (16) ORIENTATION POINT
  - (21) RESEARCH FACILITY-INDOOR/OUTDOOR LAB & RESTROOM
  - (23) GREENHOUSE
  - (24) OUTDOOR CLASSROOM AREA
  - (25) NURSERY
  - (26/29) EDUCATION CENTER/MULTI-USE FACILITY
  - (27) RESTROOM & DOCENT SPACE
  - (30) EDUCATION BUNKHOUSE
  - (48) PARK RANGER RESIDENCE
  - (49) PARK MAINTENANCE YARD

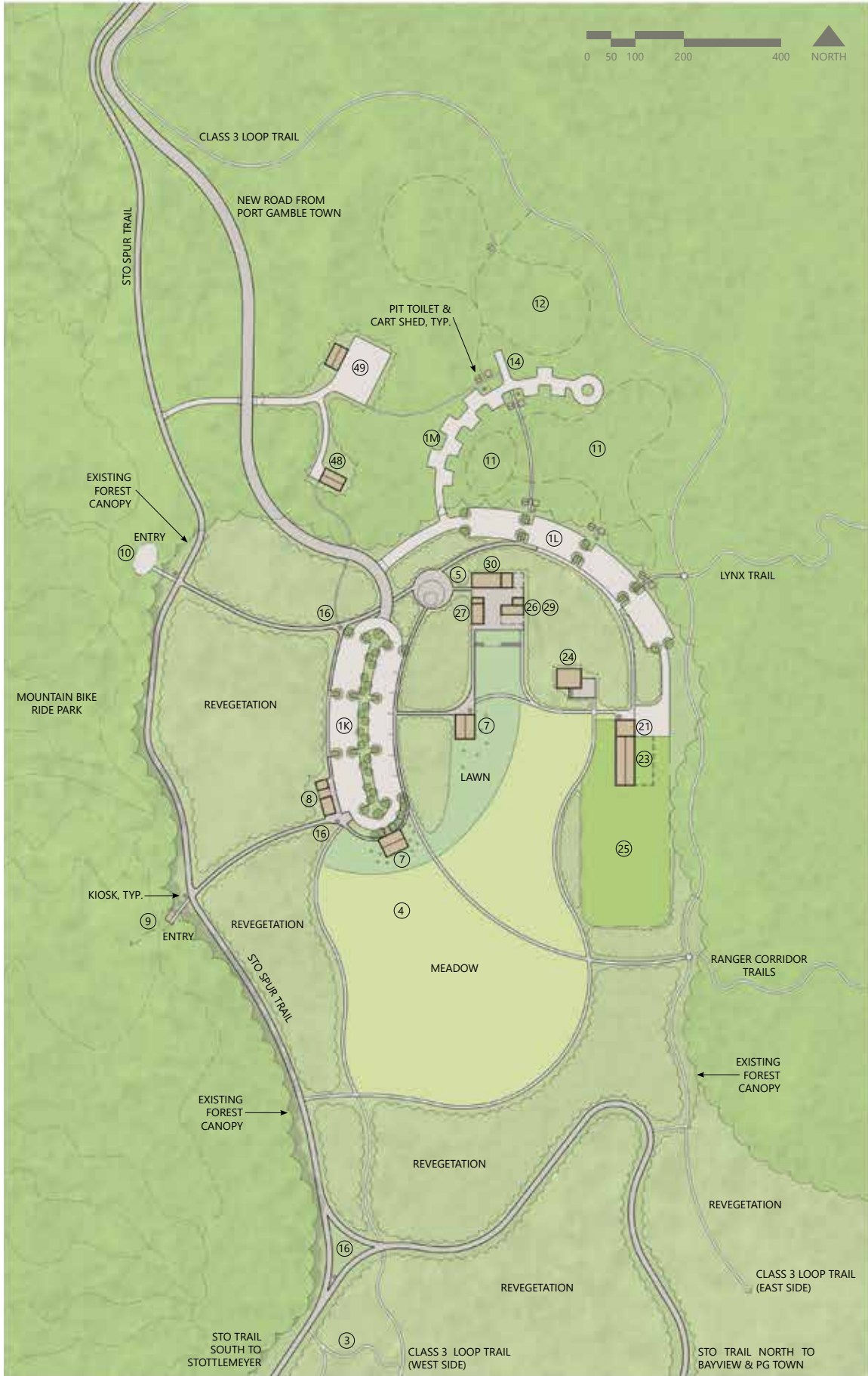
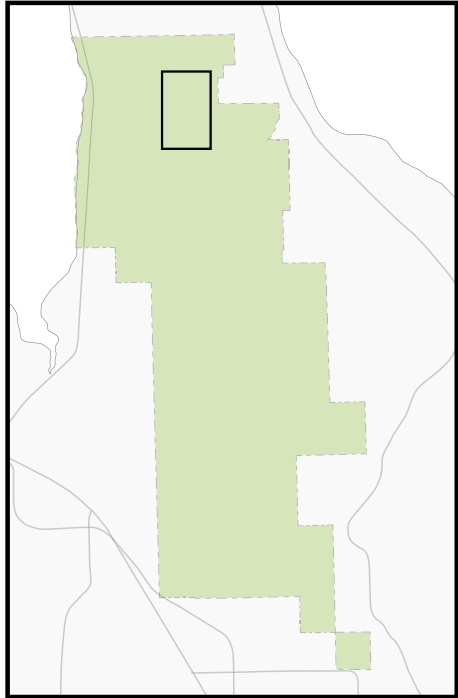
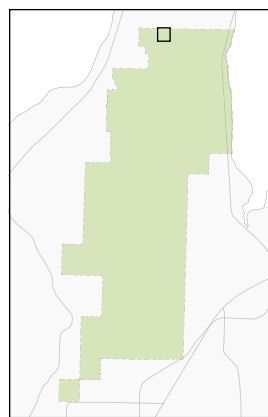
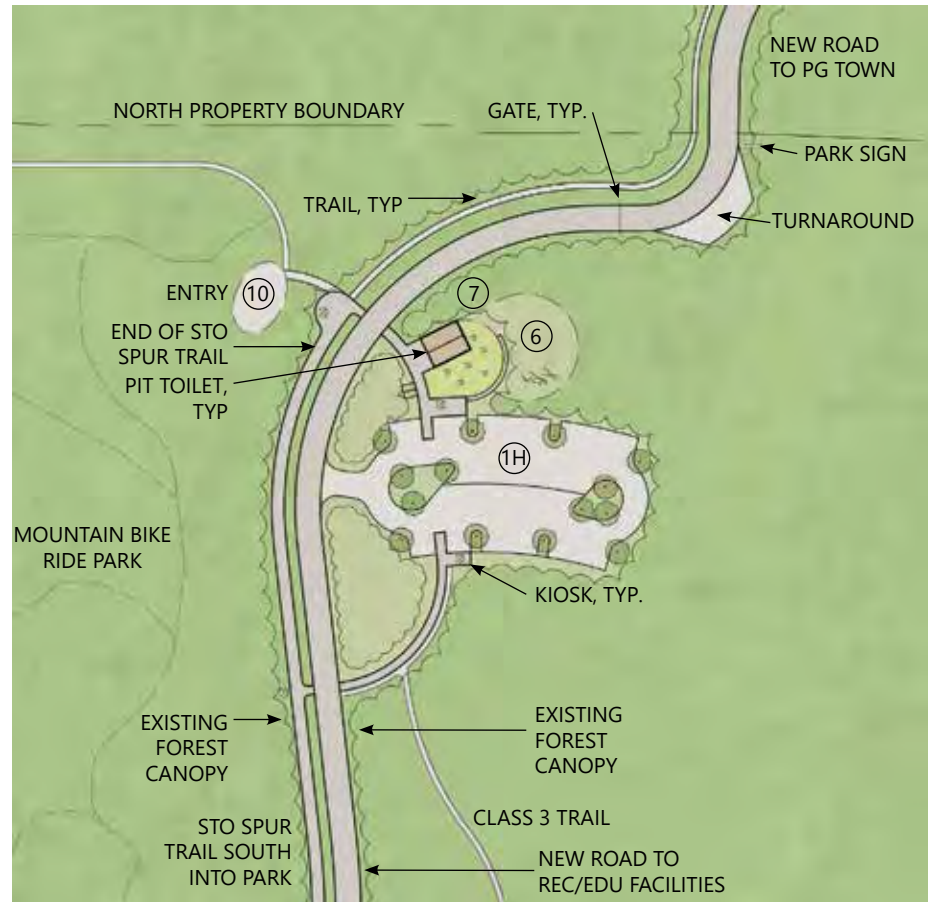


Figure 5.13 North End Recreation and Education District detail - Phase III



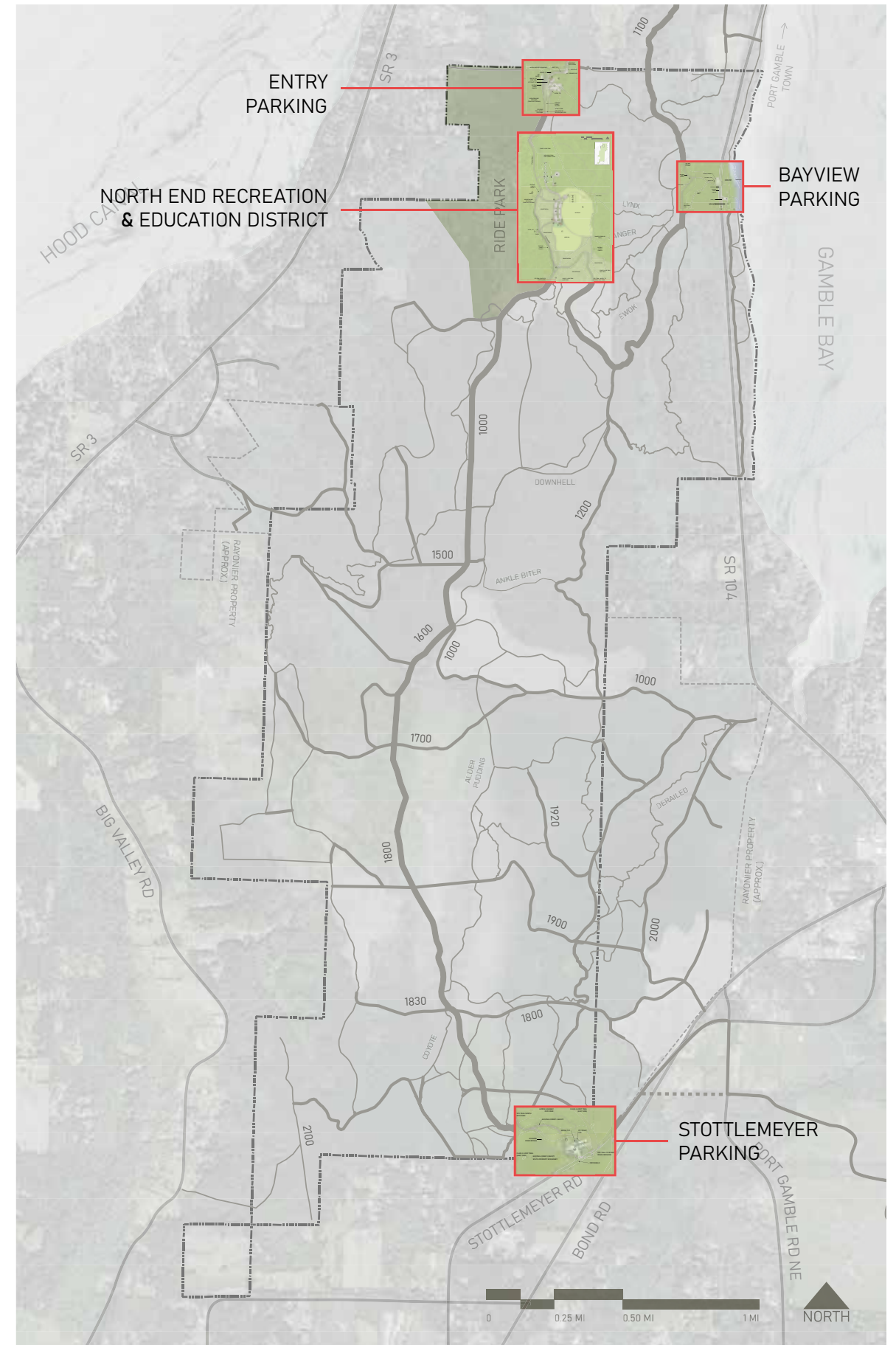
# RECREATION

## PHASE 1 NORTH RIDE PARK PARKING AREA



- LEGEND**
- (1H) PARKING-NORTH RIDE PARK
  - (6) NATURE-BASED PLAYGROUND
  - (7) PICNIC AREA WITH SHELTER
  - (10) MOUNTAIN BIKE RIDE PARK

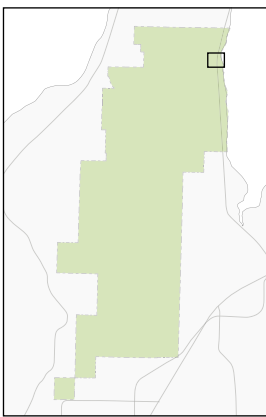
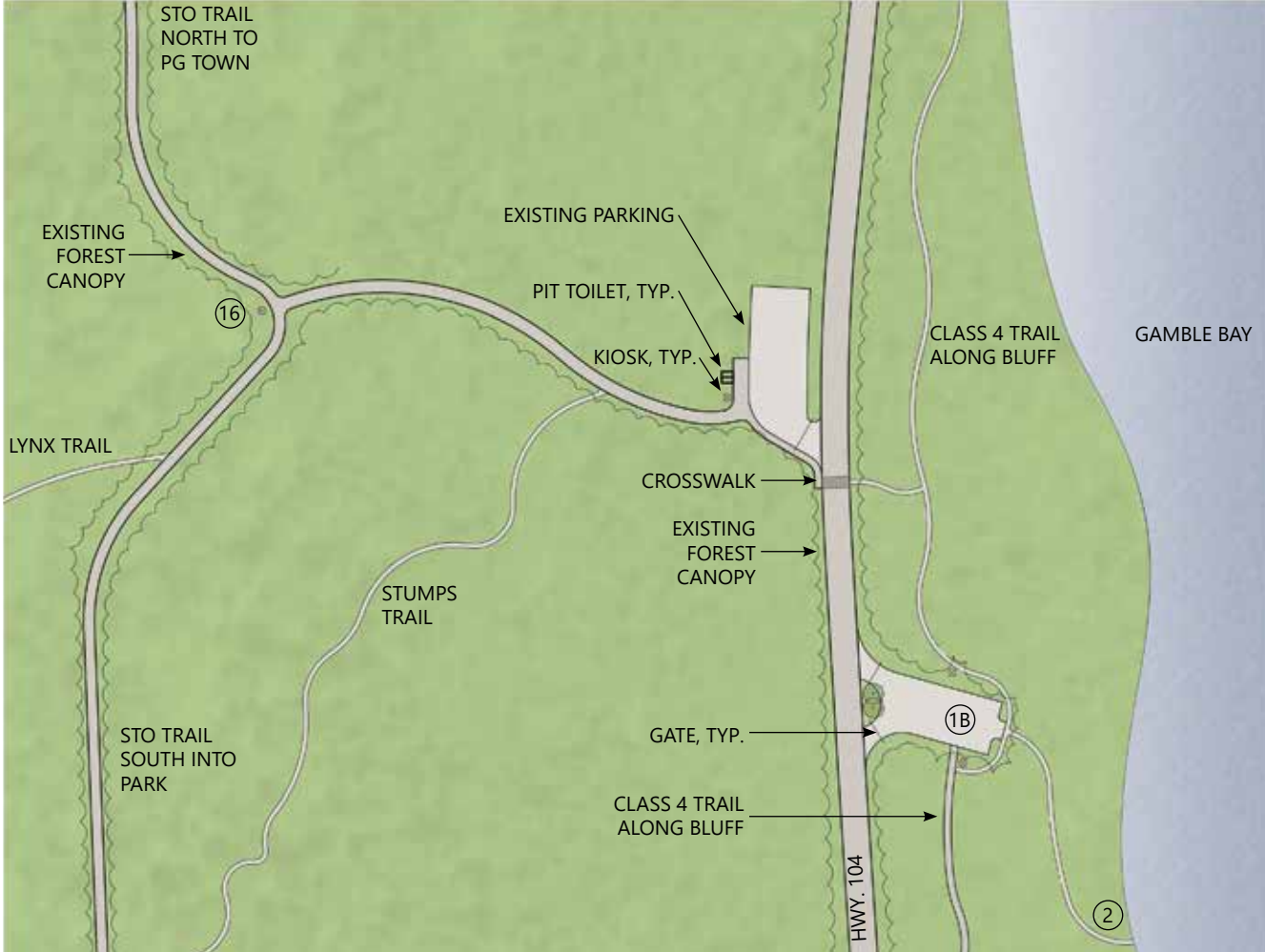
Figure 5.14 North Ride Park Parking Area - Phase I





# RECREATION

## PHASE 1 BAYVIEW PARKING AREA

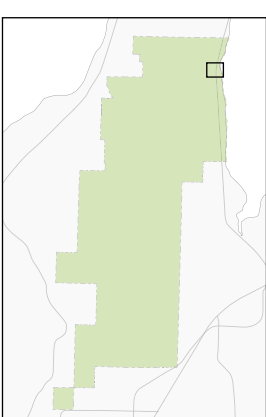


**LEGEND**  
 ①B PARKING-BAYVIEW EAST  
 ② WATER ACCESS



Figure 5.15 Bayview Parking Area - Phase I

## PHASE 2 BAYVIEW PARKING AREA



**LEGEND**  
 ①A PARKING-BAYVIEW WEST  
 ①B PARKING-BAYVIEW EAST  
 ② WATER ACCESS  
 ⑥ NATURE-BASED PLAYGROUND  
 ⑦ PICNIC AREA WITH SHELTER  
 ①6 ORIENTATION POINT

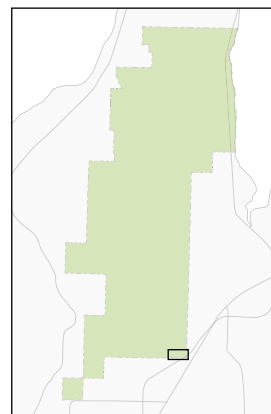
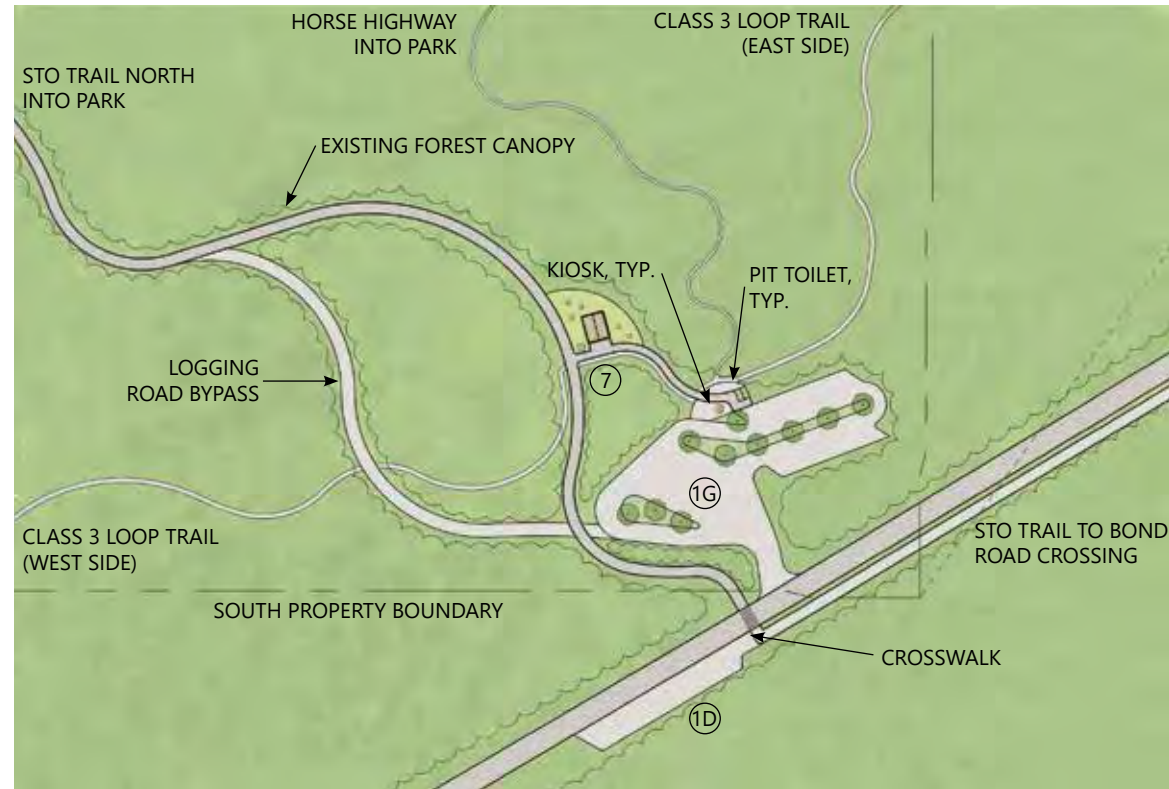


Figure 5.16 Bayview Parking Area - Phase II



# RECREATION

## PHASE 1 STOTTMMEYER PARKING AREA

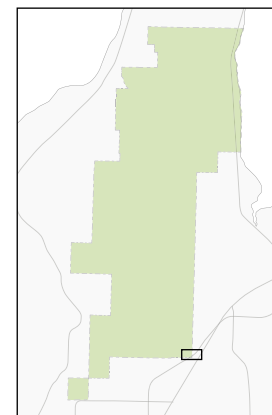


- LEGEND**
- ①D EXISTING PARKING-STOTTMMEYER
  - ①G PARKING-STOTTMMEYER TRAILHEAD
  - ⑦ PICNIC AREA WITH SHELTER



Figure 5.17 Stottlemeyer Parking Area - Phase I

## PHASE 2 STOTTMMEYER PARKING AREA



- LEGEND**
- ①D EXISTING PARKING-STOTTMMEYER
  - ①G PARKING-STOTTMMEYER TRAILHEAD
  - ⑥ NATURE-BASED PLAYGROUND
  - ⑦ PICNIC AREA WITH SHELTER



Figure 5.18 Stottlemeyer Parking Area - Phase II



# RECREATION

Descriptions of the facilities in this section are organized by location within the Park: either 1) located at the north end of the Park in the North End Recreation & Education District or 2) dispersed throughout the Park.

Most recreation facilities will be located at the north end of the project just south of the property line and east of the Ride Park in an area being referred to as the North End Recreation & Education District. These include:

- Mountain Bike Ride Park (described previously)- Approved and under construction
- Event Staging Area – Phase 1
- “Gathering Place” Plaza – Phase 1
- Tree Adventure Park – Phase 1
- Picnic Areas – Multiple Phases
- Nature-based Playground – Multiple Phases
- Walk-in Tent Camping – Phase 2 & 3
- Walk-in Glamping – Phase 2 & 3

Recreation facilities dispersed throughout other areas of the Park include:

- Water Access at Bayview – Phase 1
- Picnic areas at Bayview and Stottlemeyer – Multiple Phases
- Nature based playgrounds at Bayview and Stottlemeyer – Multiple Phases
- Wildlife Viewing Areas/Platforms – Multiple Phases
- Orientation Points – Multiple Phases

The following support facilities are associated with the recreation facilities above but described in a later section of this chapter:

- Roads
- Parking Areas
- Transit Routes
- Restrooms
- Host Residence
- Maintenance Facility
- Utilities
- Signage

## Recreation Facilities Proposed for the North End Recreation & Education District

### Mountain Bike Ride Park

As this 177.5-acre area is an already approved, designed, and permitted facility it has been described previously. It is the largest facility at the north end of the Park and the reason why an access road is going to be constructed to this facility from PG Town. It is likely to draw many users and would benefit from having other support and recreation facilities associated with it such as parking, restrooms, picnic areas, and trailheads adjacent to it.



### Event Staging Area (Replace Airfield)

The large, grassy, flat area known as the Airfield, which is currently used to host many events in the Park, is located north of the Park on Rayonier property. This area will not be available in the future for recreation use per plans that Rayonier has for the site. A new staging area of approximately 8 acres is proposed for this area. This will be a large, flat area that can be used for multiple activities and various times. It would be designed in such a way to allow for vehicle parking/access for large events such as runs, rides and races. As such, it would also be designed to treat stormwater and include rain gardens to treat stormwater. It is anticipated that it would be covered in meadow grass and mowed only a few times per year. The area it is proposed is advantageous as it is relatively flat, has good sun exposure to the south and views of Mount Rainier, and it has recently been logged. This maintained open space would also act as a fire break within the forested park.





# RECREATION

## ***Gathering Place***

The “gathering place” is a concept for a special place at the north end of the Park that has been promoted since early in the planning process by a group current and past Pope Resources employees and Pope family members. The vision is to create a place for people to gather, for a variety of reasons- whether recreational, personal, or educational. The space should be designed as a tribute to the complex and interesting history of the land, timber company, local Indigenous Tribes, and community that has worked together to realize the transition of this land from working forest to park. This place would be a focal point upon entry into the Park and be a multi-functional space- whether it is integrated into a picnic area, outdoor learning classroom, or performance space. It should be within the North End Recreation & Education District, close to parking, and in proximity to the education center. They have indicated they will work with the County to provide a significant level of funding for this amenity. At least \$350,000 has been raised and is being “housed” with the Kitsap Community Foundation.

## ***Tree Adventure Park***

The Tree Adventure Park may be located within the footprint of the Ride Park and exist primarily amongst the trunks and forest canopy of the existing conifer forest. It would be located within an area of 7-12 acres. It would be a public/private partnership with an entity that specializes in this type of facility and who would fund, design, permit, install, manage, and maintain the facility for a given period, typically 20 years. Approximately 30-50 parking spaces would need to be allocated within the adjacent parking lots for this use. Internet and power would need to be provided to a small support service enclosed space (about 1,000 square feet) located close to the parking that would be used for check-in, guest services, and storage. There is also a need for a covered deck or patio (about 300 square feet) that can be used for training/demonstration adjacent to the support services space. It is proposed that this structure be located adjacent to the Gathering Space/Staging Area parking and share space with other concessionaires or non-profits, such as those providing assisted device bicycles. Another deck at the beginning of the course can be used for final demonstration prior to visitors using the course.

Insert photos from Tom Benson of WildPlay

The Stewardship Committee had engaged the concessionaire WildPlay prior to the Framework to study the feasibility of this facility and to gauge interest. Determination of a concessionaire to design, permit, build, manage and maintain the facility would require the County’s formal acquisition process and a public Request for Proposal should be issued in Phase 1. Once this public/private partnership is negotiated and contracted, the County should expect a percentage of gross revenue for the term of the contract. The Washington State RCO was contacted to confirm that other recreation activities were allowed within granted land (under which the Ride Park falls). They indicated that County Commissioners and the Parks Board needed to approve the added recreation activities.





# RECREATION

## ***Picnic Areas***

Covered picnic shelters with paving beneath and tables will provide a year-round, dry, accessible place for visitors to gather and eat. Barbecues will not be provided at the picnic shelter to minimize the risk of wildfire. A picnic area is proposed adjacent to the North Ride Park parking lot. Two picnic shelters are proposed for the Gathering Place/Staging Area parking lot. The former will provide for public use during events and incorporate a small stage for these occasions. The latter will be associated and implemented with the education center to be used by school groups and the public when available. Shelters should be large enough to accommodate six to eight picnic tables and be approximately 24 feet wide and 36 feet long. The structures should be simple, robust, and timber framed with the possibly of some stone and steel for structural and aesthetic support. The structure could be custom designed or selected as a kit from one of the many manufacturers of this feature.



## ***Nature-based Playground***

The nature-based playground would take advantage of existing topography and forested canopy to provide a natural setting for kids to play. It should have a footprint of 1-2 acres maximum. One is proposed adjacent to the North Ride Park parking area on the north end of the Park. It should be supported by adjacent restrooms, benches, parking, and be connected to the Park's trail system. Play equipment included within the play area, if from a manufacturer, would be made of natural materials such as wood and have a nature aesthetic. Other natural play elements would include logs, stump, root wads, boulders, and other natural elements arranged in various ways to provide playful challenges. The ground plane would typically be engineered wood chips versus synthetic surfacing.



## ***Walk-in Camping***

The primary goal of camping as proposed is to provide accommodations for 1) regional events at the Park such as trail rides and races and 2) for students participating in extended programs at the education center or research facility. The campground would be managed by a concessionaire for the County. The campground would allow for a variety of camping experiences but would not accommodate RVs and not provide drive-in camping. The goal would be to minimize vehicle access and roads within the campground to provide for a more rustic and nature-based experience. The design should accommodate accessibility and provide for camping pads near parking and restrooms for the disabled. Camping sites would have decking or platforms allowing for year-round use. Several pit type toilets would be located near parking. Cart barns should also be provided to allow visitors to haul gear to their internal camp sites, much like boaters use to haul gear between the shore and their boats at marinas. Plans show the general location where camping would be most feasible- close to infrastructure and parking yet within existing forest and on the periphery so that it can be phased in over time depending on demand and concessionaire's interest. A docent/host campsite has also been identified adjacent to the camping road as the County or concessionaire will likely hire year-round or seasonal hosts to manage it daily.





# RECREATION

## ***Walk-in Glamping***

Glamping is a low-impact activity that can generate additional revenue. The proposed glamping area is within the existing forest north of the walk-in camping area and other support facilities such as parking, restrooms, and the host camp site. Between 15-25 glamping sites could be located along a proposed loop trail that extends from parking dedicated to the campground. There are several opportunities for glamping structures that are used- from tent-like yurts on low platforms to small modular cabin-like buildings that could be manufactured offsite. Determination of a concessionaire to design, permit, build, manage and maintain the facility would require the County's formal acquisition process and a public Request for Proposal should be issued in Phase 2, once the County determines there is a demand for accommodations on site.



## ***Disc Golf Course***

There was significant interest in a disc golf course from this user group early in the planning process but not as much as it progressed, and few others expressed support for this facility. If a course is ever integrated into this park, it is recommended that it is also located in the North End Recreation & Education District, north of proposed improvements. A 9-hole course located on about five acres beneath the canopy of the existing forest could potentially fit between the North Ride Park parking area and the proposed campgrounds to the south in an area identified as "Active Recreation." Natural forest understory would be protected to the extent possible with narrow "fairways" being more open. Metal disc golf baskets would be at the end of each fairway. The course would need to be designed, permitted, managed, and maintained by the West Sound Disc Golf Association. It would be located near parking and restrooms so these facilities would not need to be added for this use alone.



## **Park-wide Dispersed Facilities**

Outside of the concentrated areas of recreation development exist the large, forested tracts of the Park and the extensive trail network. The trail network will connect places for learning and personal enjoyment. Several "destinations" have been identified that could take the form of viewpoints, simple rest areas with benches, or outdoor classrooms. The following descriptions provide information on these dispersed facilities.

## ***Water Access at Bayview***

The existing water access at Bayview should be improved in Phase 1 to improve user experience and to protect the natural resource. Natural materials such as boulders should be used as stepping stones, while logs and vegetation should be integrated at the adjacent shoreline bank where the current path is creating erosion. The water trail access would also include the addition of wayfinding signage to identify its location and interpretive signage for education. This improved access would be developed in coordination with adjacent shoreline restoration activities. There are also improvements proposed for the Bayview West parking lot to service this water-access location.





# RECREATION

## Viewing Areas/Platforms

Viewing areas would be small and adjacent to habitat that provides the opportunity to observe wildlife while minimizing impact to that habitat or the wildlife that uses it. Viewing areas may take advantage of topography and clearings in the forest to provide views of distance landscape features such as mountain peaks and ranges. An example of a wildlife viewing area already existing in the Park is at the Beaver Pond, where a small boardwalk has been constructed adjacent to a waterbody. Railings keep pedestrians on the platform and interpretive signs can educate the user. Viewing areas don't always need to have a structure or platform associated with them. Existing and potential viewing destinations which have been described in more detail in the trails section of the report on possible trail destinations and include:

- Beaver Pond (existing)
- Old Cedars
- The Overlook (existing)
- Olympic View
- Mt Baker View
- Bayview 2
- Ridge Lookout
- The Brother's View
- The Wetland
- The Alders

## Orientation Points

Orientation points are simply strategic areas within the Park's proposed trail system where additional signage may be necessary. "You are here" signs and seating may be the only amenities necessary at these spots. They are proposed for major trail junctions based on the network of trails proposed and are shown on a figure in the trails section of the report.



## PROGRAMS SUPPORTED

Recreation programs that can be supported by park facilities are generally dependent on the trail system and supporting amenities such as parking, restrooms, picnic shelters, and nature-based playgrounds. Recreation programs have been identified and discussed previously in the trails section of the Framework.





## IMPLEMENTATION STRATEGIES

The following section outlines the strategies needed to realize the recreation improvements proposed in the Framework. Policies, partnerships, phasing and potential funding sources are discussed.

### Policies

#### *Land Use Amendments*

Implementing the recreation improvements in the Framework will require amendments to the PROS Plan and the County Zoning Use Table. These actions are outlined in Chapter 5 and detailed in the 6-page table at the beginning of this chapter.

#### *Operation Policies*

The County will need to develop and/or refine several policies for event management, concessionaires operating in PGFHP, facility rentals, partnership Memorandum of Understanding (MOU) for recreation events, and programs occurring in PGFHP. In addition, the County Parks Department should update their volunteer policy addressing roles, responsibilities, and program management and update their agreement with the Stewardship Committee periodically. Refer to the Use Agreements discussion for trails addressed previously in the section of the report for additional recommendations.

#### *Feasibility and Partnerships*

Additional economic feasibility studies will need to be undertaken to develop solicitations and financial policies related to facilities proposed in the plan such as overnight accommodations in the Park and specialized recreational uses. The County should determine how proactive they will be in pursuing partnerships and what the process and terms of agreements will be. Additional economic feasibility of priority elements of the plan could be undertaken by the County and RFP's developed.

#### *Design Standards*

The community prefers all projects be high quality and built to more than minimum design standards. The County is encouraged to require green building certification on structures, low impact site design and storm water management, and universal accessibility standards. Design standards for building, site, landscape, and utilities should be developed and documented.

#### *Adaptive Management*

The community realizes the landscape change will be dynamic and outcomes are less than predictable. Developing a plan to monitor uses and impacts should be developed with the understanding the Park needs to be adaptively managed.

#### *Project Review*

Project review will follow standard County Project development and approval processes including SEPA requirements.

#### *Phasing and Priorities*

The conceptual spatial plans illustrate logical phasing for incremental improvements. They are flexible and can be adapted. The County will need to decide if they want to proactively pursue partners and concessionaires or respond to opportunities as they emerge. Refer to the phasing table previously presented for specific timeframes in which improvements might be implemented.

#### *Partnerships*

Recreation improvements require additional planning, funding, implementation, management, and maintenance that will benefit from strengthening the partnerships already in place and developing new partnerships. Existing partnerships that benefit the Park exist among the County, Stewardship Committee, North Kitsap Trails Association, and Rayonier, the owner of Port Gamble Town. New partnerships that can be developed include those with the local Indigenous Tribes, Leafline Trail Coalition, and Jefferson County, which contains a regional trail system that across the Hood Canal Bridge. New partnerships need to be developed with entities to provide programming within the Park since the Parks Department does not provide recreation programs.

#### *Potential Funding Sources*

Refer to Chapter 7 Funding Sources for a discussion of local, state, and federal funds available for recreation facilities.





# ENVIRONMENTAL & CULTURAL EDUCATION

## PHASED ARCHITECTURAL CONCEPT

### Phased Descriptions

Architectural concepts are described within each phase. Programming, partnerships, and associations throughout the life of the facility will influence subsequent phase development. The Framework outlines an implementation strategy that empowers early phase construction to influence need, revenue, and capital campaign potential for later phases. Accessibility will be influential throughout all facilities, with multi-generational uses and programming available throughout the park.

From covered outdoor spaces of Phase 1 through multi-purpose education spaces and technical research facilities of later phases, sustainability will be a guiding principle of design, cultivating an approach of site specific, right-sized, durable facilities that are beautiful and withstand the test of time.



Caption: Architectural rendering illustrating a potential early-phase concept of covered outdoor gathering space, outdoor learning, and gathering places at the edge of the restored forest.

### *Architectural Phase 1: Safety, Accessibility, and Services*

- Safe access to nature
- Equitable learning place; field trips, community groups, family outings
- Access creates the opportunity for restoration partners, advocacy, and a shared love of this special place
- Infrastructure is in place to receive the public and keep the wild places to wild

### *Architectural Phase 2: Forest Restoration, Research and Partnerships, Environmental Education*

- The forest has become a learning laboratory
- Partners from Phase 1 bring education and outreach opportunities
- Conservation and Phase 1 restoration is maturing, and impact is visible
- Established management and restoration education opportunities create strong foundations for capital campaign

### *Architectural Phase 3: The Restored Environmental and Cultural Landscape*

- Community Education Hub: youth to PhD education based on ecology, culture, and place
- Daily and seasonal recreation events and festivals create revenue for the park, Port Gamble, and the region
- Public schools, universities, and college research center, serving the long-term health of the forest
- Recreation, research, and education facilities overlap in a stewardship-based regional asset



# ENVIRONMENTAL & CULTURAL EDUCATION

## GOALS OF SUSTAINABILITY

Throughout all phases of implementation, sustainability will be a guiding principle of design, cultivating an approach of site specific, right-sized, durable facilities that are human-centered, beautiful, and designed to withstand the test of time. Consider using performance-based system for measuring, certifying, and monitoring features of the built environment that impact human health and wellbeing, through air, water, materials, light, fitness, comfort, accessibility, and human and environmental service.

Goals of sustainability could include:

### **Future Readiness:**

Sustainability and resilience: materials, systems, and technology are integrated so the buildings and facilities are designed and built for a long life.

### **Water:**

Reduce water consumption in new facilities and use natural systems to treat stormwater in place. Consider stormwater capture (regulations allowing) for non-potable water use.

### **Culture:**

Embrace and integrate the cultural depth of Port Gamble in programming, uses, functions, and materials of the structures.

### **Energy:**

Reduce overall energy consumption in all new structures and use renewable energy as much as practicable. Renewable energy sources to consider include ground-source (geoexchange) and building-mounted or ground-mounted photovoltaic arrays.

### **Materials:**

Use materials that employ sustainable supply chains and have low to no toxicity in their production or placement in the building.

### **Operations:**

Using an integrated process that focuses on best practices for cleaning, purchasing, maintaining, and operating the facilities for a lifetime.

### **Landscape Protection:**

This would include strategies such as landscaping with native species, protection of significant natural features, minimizing grading and disturbance, and managing soils and limiting erosion to ensure a healthy landscape.

Performance-based sustainable building resources and rating systems to consider:

- US Green Building Council
- Well Building Standard
- Green Globes
- International Living Futures Initiative
- Sustainable Sites Initiative
- International Well Building Institute
- NPS Archaeology Program



# ENVIRONMENTAL & CULTURAL EDUCATION

## BUILDINGS IN THE LANDSCAPE

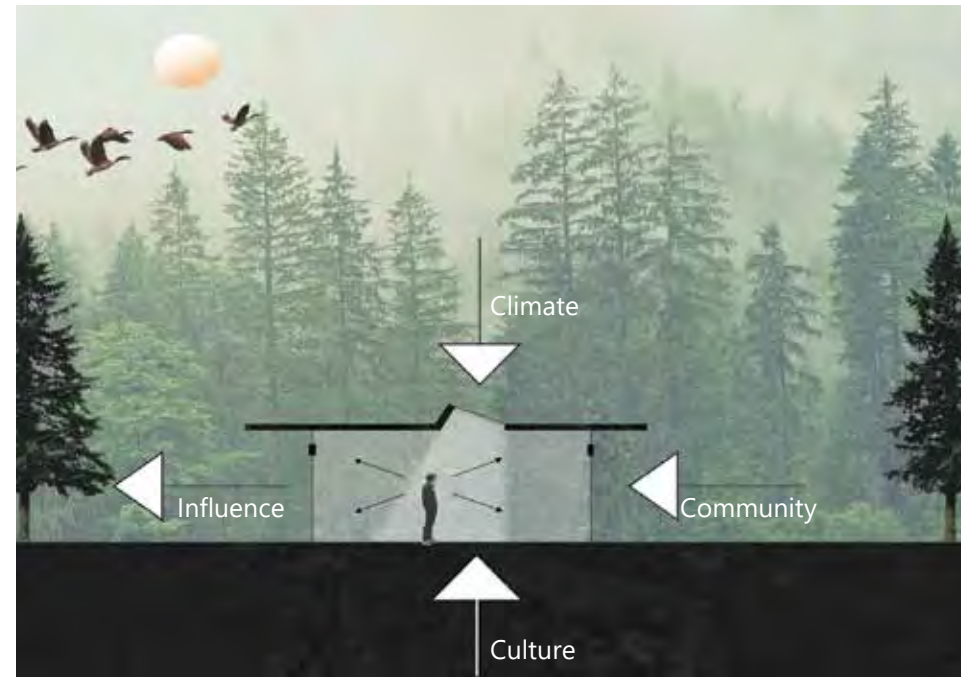
Site specific structures are informed by the people they serve and the land they inhabit. Climate, community, and culture are guiding factors in the orientation, materials, and form of the structure. The long-term result of a site specific facility is a sustainable development influence that demonstrates culture, community, durability, and beauty as valuable outcomes.

The park's topography is varied and full of character. Open cut lands, sharp forest edges, folds, and cuts present a breadth of opportunities for architecture to integrate into the landscape and effectively grow into the restored landscape. A series of site specific design principles are outlined below that will foster buildings that are designed to elicit the story of this place.

Buildings that sit **IN THE LAND** take advantage of existing topography, cuts, and folds in the landscape, while protecting critical areas, natural draws, and drainages. By using the land as a form-making device, the buildings nestle into the site and all levels are accessible at ground-level. Vegetated roofs allow the understory landscape to continue up and over the building, managing rainwater and serving as a teaching tool for educators.

Buildings that **EMERGE** from the topography lift visitors up into the tree canopy. By providing this critter's eye view, students and researchers are immersed in the forest with views out and over the restored landscape.

**OVERLOOKS** take advantage of rolling topography by touching the land at one end and lifting off at the other - soaring over the forest floor. This approach allows rainwater, bugs, and birds to move around and under the building, with only 10-20% of the building touching the ground.



Site Specific Design Approach



Emerging



In the Land



Overlooks



# ENVIRONMENTAL & CULTURAL EDUCATION

## FACILITY PROGRAMMING



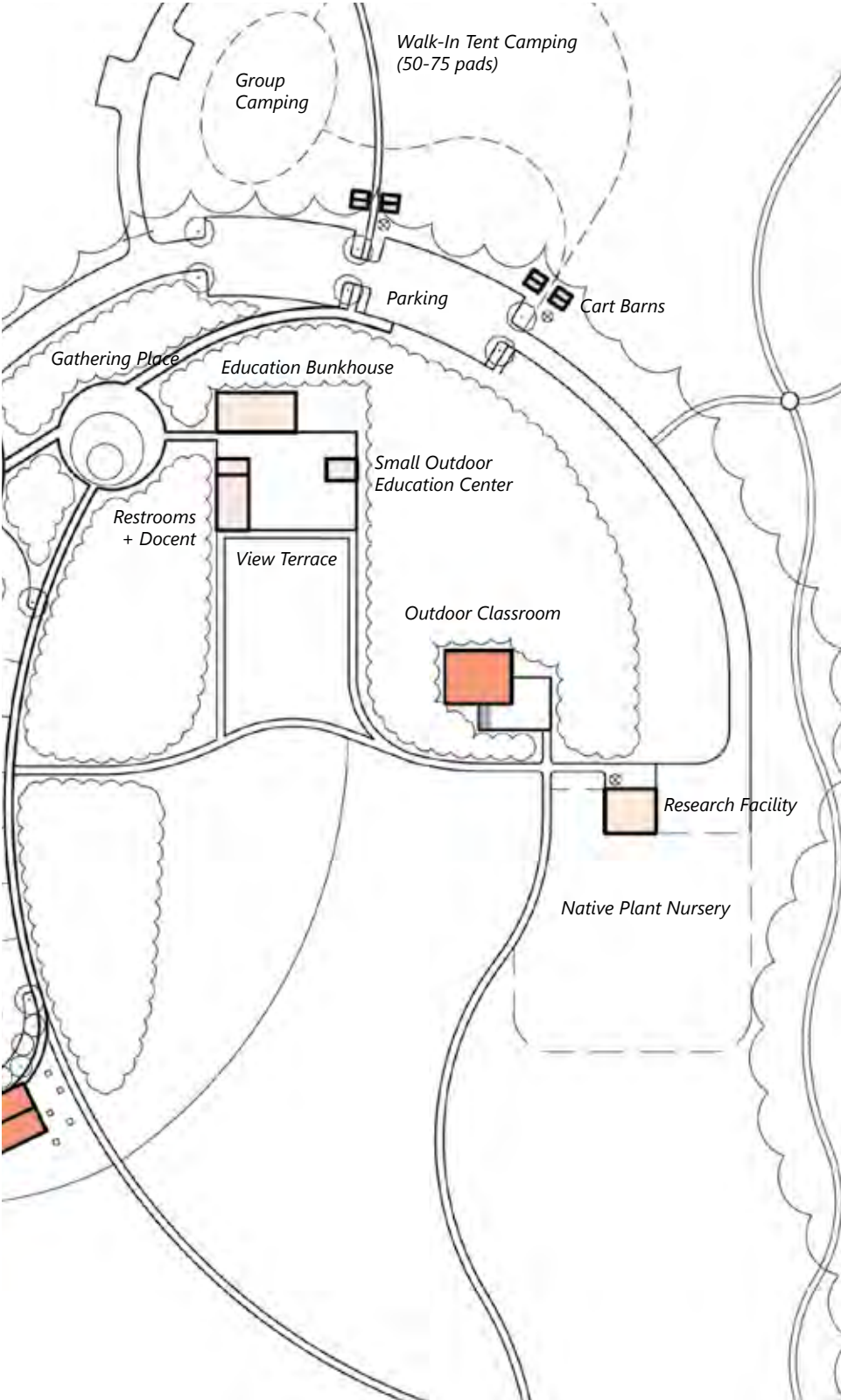
### Phase

Phase	Date	Outcome	SQFT
01	2022-2027	<ul style="list-style-type: none"> <li>- Gathering Place</li> <li>- Outdoor Classroom Area</li> <li>- Picnic Shelter*</li> <li>- Service + Equipment Barn*</li> <li>- Host Residence*</li> <li>- Trail Restrooms*</li> <li>- Wildlife Platforms*</li> </ul>	*see landscape plan
02			
03			
04			



# ENVIRONMENTAL & CULTURAL EDUCATION

## FACILITY PROGRAMMING



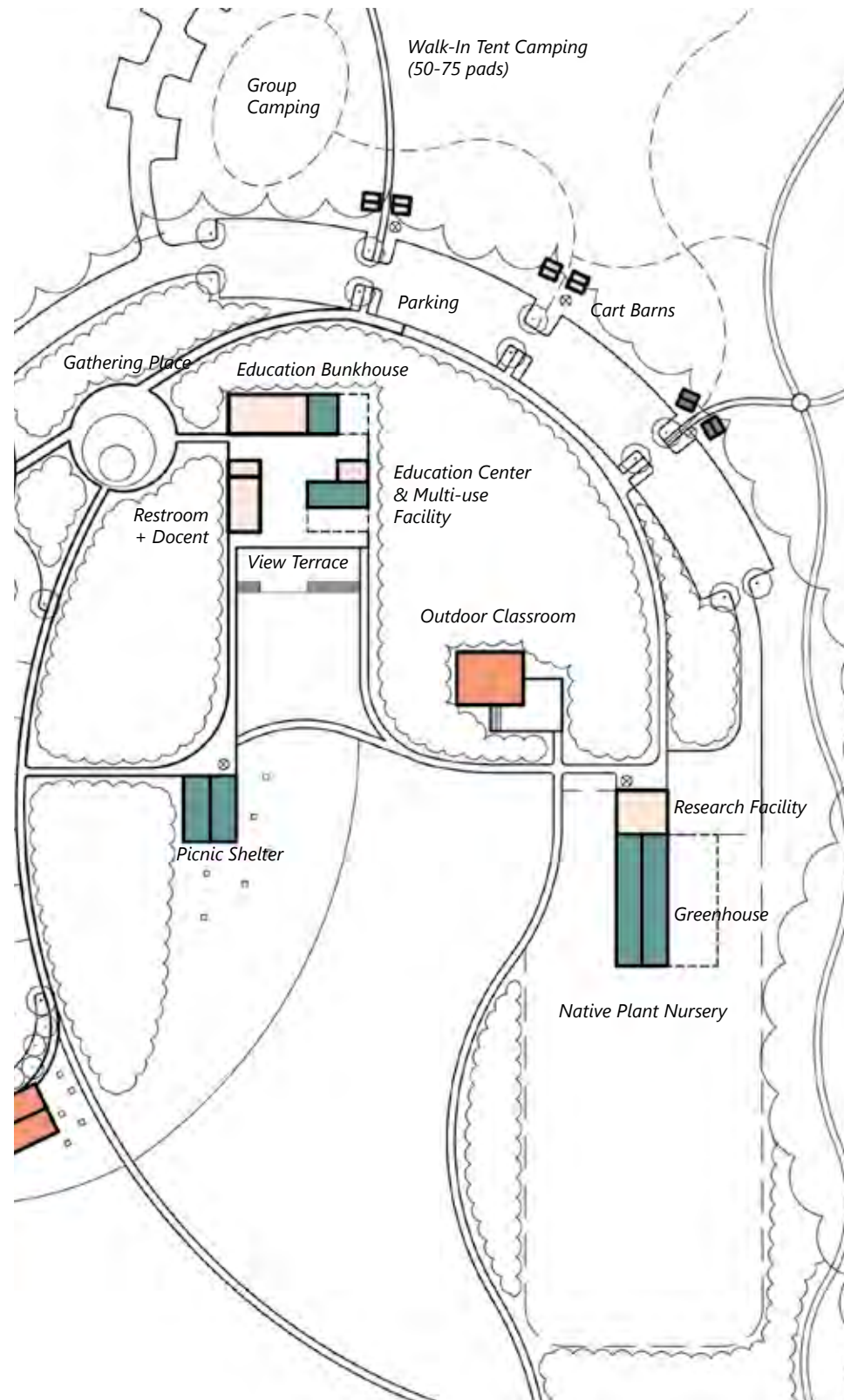
### Phase

	Date	Outcome	SQFT
Year 1-5	2022-2027	<ul style="list-style-type: none"> <li>- Gathering Place</li> <li>- Outdoor Classroom Area</li> <li>- Picnic Shelter*</li> <li>- Service + Equipment Barn*      *see landscape plan</li> <li>- Host Residence*</li> <li>- Trail Restrooms*</li> <li>- Wildlife Platforms*</li> </ul>	
Year 6-10	2027-2032	<ul style="list-style-type: none"> <li>- Forest Restoration, Research + Partnerships, Environmental Education</li> <li>- Research Facility [Small Indoor/Outdoor Lab + Restroom]</li> <li>- Research Facility [Nursery]</li> <li>- Small Outdoor Education Center [Multi-Use Structure]</li> <li>- Bunkhouse, small</li> <li>- Restroom + Docent Space</li> </ul>	



# ENVIRONMENTAL & CULTURAL EDUCATION

## FACILITY PROGRAMMING



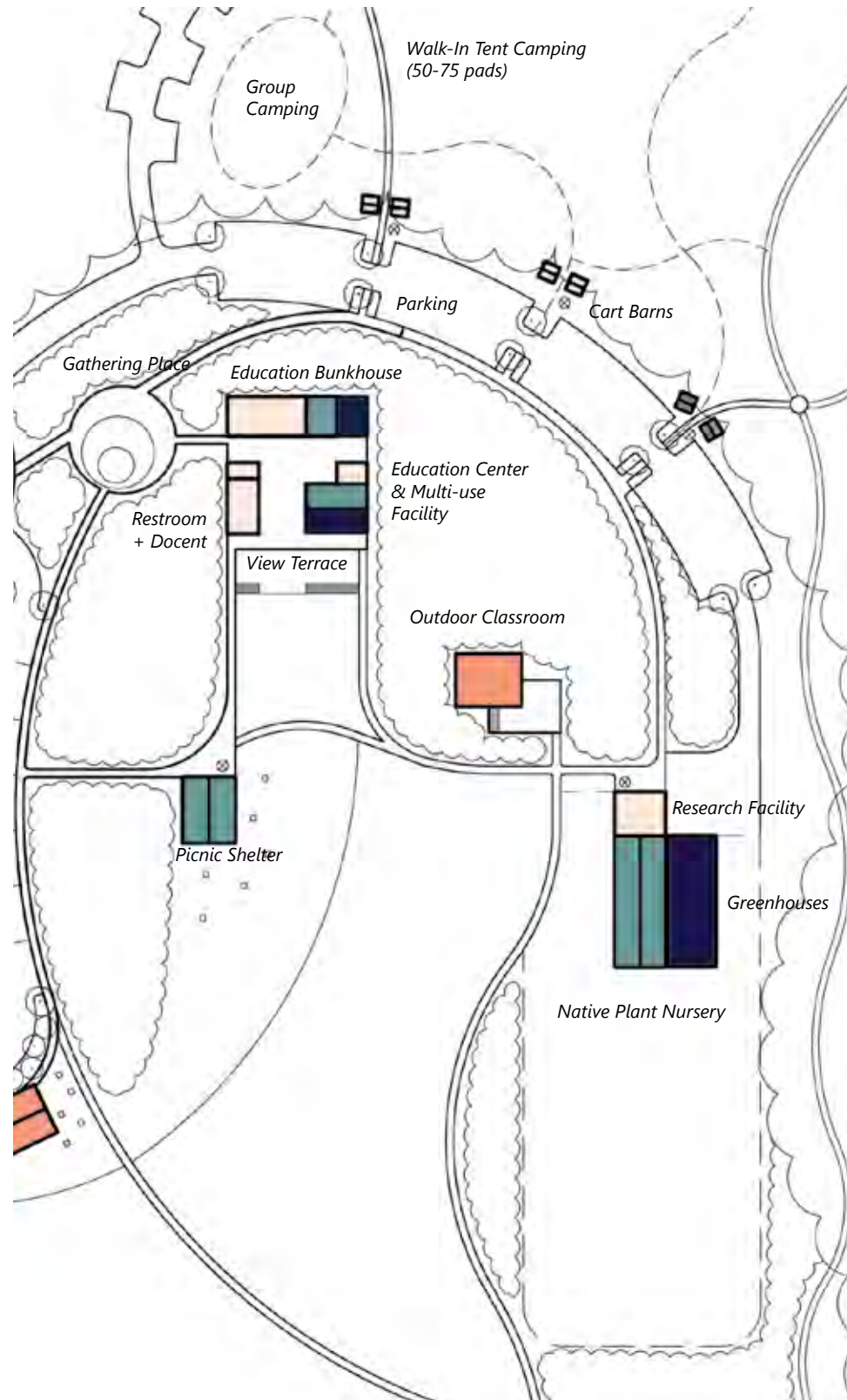
### Phase

	Date	Outcome	SQFT
01 Year 1-5	2022-2027	Safety, Accessibility, + Services - Gathering Place - Outdoor Classroom Area - Picnic Shelter* - Service + Equipment Barn* - Ranger House* - Trail Restrooms* - Wildlife Platforms*	*see landscape plan
02 Year 6-10	2027-2032	Forest Restoration, Research + Partnerships, Environmental Education - Research Facility [Small Indoor/Outdoor Lab + Restroom] - Research Facility [Nursery- small] - Small Outdoor Education Center [Multi-Use Structure] - Bunkhouse, small - Restroom + Docent Space	
03 Year 11-15	2032-2037	The Restored Environmental + Cultural Landscape - Research Facility [Nursery- expand] - Research Facility [Greenhouse] - Add Picnic Shelter to Support Education Center - Expand Education Center [Interpretive/Classroom] - Expand Bunkhouse [Gathering Hall/Kitchenette]	
04			



# ENVIRONMENTAL & CULTURAL EDUCATION

## FACILITY PROGRAMMING



### Phase

	Date	Outcome	SQFT
01 Year 1-5	2022-2027	<ul style="list-style-type: none"> <li>- Gathering Place</li> <li>- Outdoor Classroom Area</li> <li>- Picnic Shelter*</li> <li>- Service + Equipment Barn* *=see landscape plan</li> <li>- Ranger House*</li> <li>- Trail Restrooms*</li> <li>- Wildlife Platforms*</li> </ul>	
02 Year 6-10	2027-2032	<ul style="list-style-type: none"> <li>- Forest Restoration, Research + Partnerships, Environmental Education</li> <li>- Research Facility [Small Indoor/Outdoor Lab + Restroom]</li> <li>- Research Facility [Nursery]</li> <li>- Small Outdoor Education Center [Multi-Use Structure]</li> <li>- Bunkhouse, small</li> <li>- Restroom + Docent Space</li> </ul>	
03 Year 11-15	2032-2037	<ul style="list-style-type: none"> <li>- The Restored Environmental + Cultural Landscape</li> <li>- Research Facility [Nursery]</li> <li>- Research Facility [Greenhouse]</li> <li>- Add Picnic Shelter to Support Education Center</li> <li>- Expand Education Center [Interpretive/Classroom]</li> <li>- Expand Bunkhouse [Gathering Hall/Kitchenette]</li> </ul>	
04 Year 16-20	2037-2042	<ul style="list-style-type: none"> <li>- Potential expansion of facilities, as needed</li> </ul>	



# ENVIRONMENTAL & CULTURAL EDUCATION

## ARCHITECTURAL PHASE 1

### Safety, Accessibility, & Services

Phase 1 results in safe access to nature for the public, school groups, and partner organizations. Structures and facilities in this phase will provide covered outdoor areas, comfort and restroom facilities, and service and storage shelters that will facilitate restoration and education in the forest.

**Outdoor Classroom Area:** This 1000sf open-air structure will provide ample space for student groups, events, and family gatherings to occur in all seasons. A storage space within the roofline will provide a place for tables, chairs, and tools. Interpretive and wayfinding panels can be mounted to the outside face of the storage volume, and the interior face can be used as a projection screen for lectures, presentations, or movies.

**Maintenance Barn:** This 1,500sf structure will provide storage for hand and power tools used for restoration and park management. A climate-controlled workshop will provide a space for a workbench, equipment maintenance, and building projects, while a secure space for staff will provide a break area and storage for personal items.

**Host Residence:** This 800-1,200sf structure will provide two bedrooms, bathroom, kitchen, and living space for a full-time ranger.

**Viewing Platforms:** 150-300sf wildlife platforms will be elevated above the forest floor with views to the restored forest or over natural features of the site. Constructed of durable materials, walking surfaces could be metal grating or wood with 42" high guardrails on any platforms that are more than 30" off the ground.





# ENVIRONMENTAL & CULTURAL EDUCATION

## ARCHITECTURAL PHASE 2

### Forest Restoration, Research & Partnerships, Environmental Education

Phase 2 results in the forest blossoming as a learning laboratory. Restoration and education programming has evolved over two to five years of use and engagement, and partner organizations have contributed to increased awareness and education opportunities.

**Research Facility Small Indoor/Outdoor Lab:** This 2,000sf structure will provide indoor laboratory space, a restroom, and workspaces for researchers. It will provide a space for native plant research and documentation, and forest restoration work. A secure equipment and tool space will provide site-specific storage for ongoing projects in the park.

**Education Center Multi-Purpose Learning:** This 1,000sf first phase of the 2,000-4,000sf structure will provide multi-use space for environmental education, and community events. Storage will provide space for tables and chairs. Large doors and windows will connect the interior space to the forest.

**Bunkhouse:** This 2,000-4,000sf structure will provide overnight accommodations for up to 40 students. Three separate bunk room spaces will accommodate gender separation, gender neutral lodging, and separate accommodation for chaperones.

**Restroom + Docent Space:** This 400-600sf structure will provide gender specific or gender neutral comfort facilities as well as a family restroom for visitors. Durable materials and securability will allow park operators to close the structure for cleaning, seasons, or as required.

**Picnic Area with Shelter + Stage Support Infrastructure:** This 1000sf open-air structure will provide ample space for student groups, events, and family gatherings to occur in all seasons. A storage space within the roofline will provide a place for tables, chairs, and tools. Interpretive and wayfinding panels can be mounted to the outside face of the storage volume, and the interior face can be used as a projection screen for lectures, presentations, or movies.

**Camping + Glamping Tent Platforms:** 150-250sf camping platforms will accommodate camper-provided or park-provided canvas tents. Constructed of durable materials, platform surfaces will be constructed of wood with ample tie-downs and guardrails as required.





# ENVIRONMENTAL & CULTURAL EDUCATION

## ARCHITECTURAL PHASE 3

### The Restored Environmental & Cultural Landscape

Phase 3 is Port Gamble Forest Heritage Park as a Community Education Hub where education from youth to PhD and outdoor recreation come together around ecology, culture, and place. Facilities built in this phase allow for daily and seasonal recreation events and festivals that create revenue for the park, Port Gamble, and the region. Continued partnerships with public schools, universities, and college research centers serve the long-term health of the Forest, and recreation, research, and education facilities overlap in a stewardship-based regional asset

**Research Greenhouse Addition:** This 1,500-3,000sf greenhouse expands the seedling and restoration planting production of the research program. Growing for onsite and offsite / regional restoration projects could expand with this additional structure.

**Environmental & Cultural Center Gathering Hall / Kitchenette:** The second phase of the 2,000-4,000sf structure will provide multi-use space for environmental education, community gatherings, social and business retreats, and public events. A catering kitchen will provide support for all-day events, and ample storage will provide space for tables, chairs, equipment, and supplies to support a range of activities. Large doors will open onto the View Plaza and covered outdoor space will expand the physical footprint of the building, allowing the natural landscape and interior space to overlap.

**Bunkhouse Expansion:** This structure can be expanded to meet program needs. Three separate bunk room spaces will accommodate gender separation, gender neutral lodging, and separate accommodation for chaperones.





# ENVIRONMENTAL & CULTURAL EDUCATION





# ENVIRONMENTAL & CULTURAL EDUCATION

## PROGRAMS SUPPORTED

Numerous opportunities to partner with institutional and community education providers were identified. Partnering with Universities and Colleges (Tribal College, Olympic College, WWU, WSU, UW College of Environment and College of Built Environment, Extension Programs) would facilitate long-term education and research projects. Partnering with non-profits (Audubon, land trusts, botanical gardens, environmental organizations, and community stewardship groups) could expand both education and park stewardship. Both could provide long-term benefit to the Park. Partnering with State Agencies on a demonstration project might attract grants with the Park potentially serving as a national model of restoration and management of a community forest and park. Closely monitor recent federal legislation for program and funding opportunities. Funding is expected to prioritize, partnerships, resiliency, equity, diversity innovation and job creations with unprecedented funding for rural and small communities, and local Indigenous Tribes. Unlike other infrastructure bills, the current Federal funding will fund planning, project development; shovel ready is not a requirement.

### Interpretive Program

The development of an Interpretive Plan for the Park will provide the Framework for programs, facilities, and signage within the Park- educating users to the interesting complexity of this land. The Interpretive Plan will help explain the significance of the resources to others and will improve public acceptance of preservation and interpretation strategies.

It is recommended that a task force be created to develop the Interpretive Plan and oversee the implementation of the interpretive elements into the Park. This task force would be responsible for researching potential historic, cultural, and natural resources, as well as providing recommendations for the continuity and evolution of their interpretation. Additional duties of this task force might also include education and the preservation of these elements.

Themes for interpretation within the Park should be determined. Initially apparent themes could be categorized based on historic, cultural, and natural resources. The interpretive program could be developed around these themes and content then explored through a variety of media including app-based web information, guided

tours, self-guided tours, interpretive signage, audio interpretation, and photo opportunities. Interpretive themes and a few of many topics appropriate for this park may include:

### *Cultural Resources*

- History of the Port Gamble S'Klallam tribe
- History of the Suquamish Tribe
- Traditional uses of the forest land and Gamble Bay

### *Historical Resources*

- The company mill town of Port Gamble
- History of logging and forestry
- Early European settlers
- The first road in the County

### *Natural Resources*

- Gamble Bay
- Watersheds including streams and wetlands
- Meadows
- Transition from a working forest to a diverse forest
- Forest fires
- Birds and migration pathways
- Animals within the Park





# ENVIRONMENTAL & CULTURAL EDUCATION

## IMPLEMENTATION STRATEGIES

The following section outlines the strategies needed to realize the education improvements proposed in the Framework. Policies, partnerships, phasing and potential funding sources are discussed.

### Policies

#### *Land Use Amendments*

Implementing the recreation improvements in the Framework will require amendments to the PROS Plan and the County Zoning Use Table. These actions are outlined in Chapter 5 and detailed in Table X.

#### *Operation Policies*

The County will need to develop and/or refine several policies for event management, concessionaires operating in PGFHP, facility rentals, partnership Memorandum of Understanding (MOU) for events that use multi-use education facilities, and programs occurring in PGFHP. In addition, the County Parks Department should update their volunteer policy addressing roles, responsibilities, and program management and update their agreement with the Stewardship Committee periodically. Refer to the Use Agreements discussion for trails addressed previously in the section of the report for additional recommendations.

#### *Planning*

Additional feasibility studies are needed to address costs and benefits and to gauge partners interest in investing.

#### *Design Standards*

The community prefers all projects be high quality and built to more than minimum design standards. The County is encouraged to require green building certification on structures, low impact site design and storm water management, and universal accessibility standards. Design standards for building, site, landscape, and utilities should be developed and documented.

### Phasing and Priorities

The spatial plans show sequential development of education and research facilities. The plan allows for multiple use of facilities and incremental expansion. The ultimate scale of the education and research campus will depend on agency and institutional interest and financial support. Implementation may require a Comprehensive Plan amendment to include these facilities in this park.

### Partnerships

There has been expressed interest in workforce development, training youth and providing career paths for high school students. These opportunities might be realized in partnership with local Indigenous Tribes, STEM programs, colleges, universities, economic development programs and/or incarceration/re-entry programs. A variety of programs could be explored including:

- Environmental- natural resource management, ecology, biology, horticulture, forestry, hazard mitigation
- Engineering Sciences- remote sensing, climate mitigation, trail, and infrastructure design and engineering
- Public Land Management- recreation, tourism, conservation
- Environmental education
- Cultural education

### Potential Funding Sources

Refer to Chapter 7 Funding Sources for a discussion of local, state, and federal funds available for recreation facilities.



# SUPPORTING INFRASTRUCTURE

## PROPOSED FACILITIES

Providing infrastructure to support activities and facilities will likely fall to the County. Potentially, concessionaires may invest in services and facilities. The following support infrastructure is associated with the recreational and educational facilities described previously. Support infrastructure includes:

- Roads
- Parking Areas
- Transit Routes
- Restrooms
- Host Residence
- Maintenance Facility
- Utilities
- Signage
- Emergency Access

### Roads

For users to access the proposed recreation and education facilities proposed for the north end of the Park a new road will be required. Rayonier is currently engineering and permitting and will be constructing a road through Babcock Farm in 2023 to provide access from Highway 104 and Port Gamble Town to the Ride Park. The County will be responsible for continuing that road from the north property line for approximately 200 linear to a new parking lot immediately adjacent to the north park boundary. This road would then be extended another half-mile (2,500 linear feet) along the alignment of the current 1300 logging road to the concentration of facilities proposed for the North End Recreation & Education District. It is anticipated that this would be a two-lane road and could be gravel or paved depending on funding and engineering. It should be designed in such a way so as not to encourage parking along its shoulders.

A few short, narrower spur roads, likely to be gravel, are proposed within the North End Recreation & Education District. One would service the research facility and provide parking for a future walk-in campground, as well as overflow parking for the education center. Parking could be added along this road as shown on the plans as various facilities were implemented over the course of different phases. Another small gravel spur road would service the walk-in glamping and provide parking for this facility in a future phase. A third short spur road would connect a proposed maintenance yard and park host residence to the new main road coming into the Park. No other new roads are proposed anywhere within the 3,500 acre park.

The approved STO Trail, between 12-14 feet width, is being engineered to accommodate vehicles for forest management and emergency vehicle access in the Park. Logging will occur until approximately 2042 within the Park by the timber company per the purchase agreement and the County will be managing the forest in perpetuity, needing access for sustainable forest practices such as selective thinning.

### Parking Areas

As park facilities are added and programs are expanded or added over time, the demand for parking will also increase. Current parking lots in and around the Park will not have the capacity to meet this growing demand. Approximately 600 parking spaces are ultimately proposed for the Park. The large parking area north of the Park known as the Airfield will not likely be an option in the future as it is on private property. Parking within Port Gamble town will be limited as the town redevelops and should not be relied upon to service the Park. Parking lots will generally be gravel surfaced with concrete wheel stops. They should be designed in such a way to fit within the natural topography of the land and to preserve adjacent trees to preserve a park-like setting. Stormwater should be managed in such a way that is low-impact and visible, such as utilizing rain gardens, so that they can be an extension of the educational focus of the Park. All parking areas should meet current accessibility requirements and connect to the trail system as each is essentially a trailhead. Each parking area should have a covered kiosk sign- displaying maps and information about wayfinding and park rules. Each parking lot will have a gate installed at the entrance so that County Parks can close lots as needed. The following is a list of parking areas that have been identified as existing (needing improvements or expansion) or new. More detail about each of these parking areas and their location can be found in the facilities table and site plans, respectively. They include:





# SUPPORTING INFRASTRUCTURE

## *Existing Parking Lots*

### **Bayview (Hwy 104) West**

Improve existing 25 spaces and expand and additional 50 or more spaces in Phase 2 in conjunction with a new restroom and picnic area. A gate and updated kiosk to be added.

### **Bayview (Hwy 104) East**

Improve existing 15 spaces and add gates and updated kiosk.

### **Stottlemeyer Roadside**

The area currently provides for approximately 20 vehicles at the current time as will be used as overflow for the new Stottlemeyer parking lot on the other side of the road. Improvements to this wide shoulder should be coordinated with KCPW since this area is mostly in the road right of way. It is also possible that the extension of the STO Trail south of the Park may utilize a portion of that road right of way. Improvements considered would be new gravel surfacing, signage, and trash receptacles to be managed by Parks.

### **Millie's Trailhead**

Improve existing 2 spaces and improve surfacing and signage as needed. There is little room or demand for expansion of this easement.

## *Proposed Parking Lots*

### **Sandpit (Future) Parking**

Per a December 2021 MOU Rayonier would transfer approximately one-acre of land to the County for a trailhead parking area, including road frontage (off Gamble Road) north of the existing sand pit entry road, plus additional area in a mutually agreed locations for a new trail connection that includes a corridor approximately 25 feet wide planned near the north boundary line between the trailhead parking and the County Park. There is space for a parking lot of approximately 25 vehicles. No restroom is proposed at this trailhead parking, only a kiosk sign. This parking area would be implemented in Phase 2. The transfer of the land would occur no later than June 1, 2022. See the MOU as provided in an appendix for more detail.

### **Stottlemeyer Trailhead Parking**

The design and engineering of this parking lot for 12 vehicles and 6 horse trailers is currently underway and construction is expected in 2022. The implementation of this parking lot has already been funded by the KPF. Initial construction will not include a restroom which is scheduled to be added sometime during Phase 1. Several trails will connect to this trailhead including the STO, an equestrian spur into the Park, and a Class 3 loop trail. A kiosk should be added near the restroom and trailheads as well as a gate for closures if necessary. This parking area would be implemented in Phase 1.

### **North Ride Park Parking**

The design and engineering of this parking lot for 75 vehicles is currently underway and construction is expected in 2022 or 2023. The implementation of this parking lot has already been funded by the KPF to support the adjacent Ride Park that is currently being installed. Initial construction will not include a restroom which is scheduled to be added sometime during Phase 1. There will also be a picnic area (with shelter) and a nature-base playground adjacent to this parking area. It is also located along the new Carver Road that will be constructed from Port Gamble town into the Park and at the end of an STO spur trail at the north end of the Park. This parking area would be implemented in Phase 1.

### **New Airfield Replacement West Parking**

Per a December 2021 MOU Rayonier would transfer approximately 0.9 acres of land to the County for the construction, operation, and maintenance of a parking between Highway 104 and the current airfield parking area along Highway 104. There is space for a parking lot of approximately 100 vehicles. This parking would replace capacity lost at the current airfield site when Rayonier decommissions this area for public use. This parking would provide access into the northeast corner of the Park near the Beaver Pond. This parking area would be implemented in Phase 2. The transfer of the land would occur no later than June 1, 2022. See the MOU as provided in an appendix for more detail.

### **New Airfield Replacement East Parking**

Per a December 2021 MOU Rayonier would transfer approximately 4.48 acres of land and 1,200 lineal feet of shoreline to the County for a potential parking lot between Highway 104 and the shoreline of Gamble Bay in the vicinity of the current airfield. This parking lot has been shown as Tract 512 on the Port Gamble Master Plan documents. There is space for a parking lot of approximately 100 vehicles. This parking would replace capacity lost at the current airfield site when Rayonier decommissions this area for public use. It would be constructed in Phase 3 after the other replacement lot (to the west) is constructed in Phase 2 and would be dependent on need. The transfer of the land would occur no later than June 1, 2022. See the MOU as provided in an appendix for more detail.



# SUPPORTING INFRASTRUCTURE

## Gathering Place/Staging Area Parking

This parking lot would initially have 75 vehicles as well as parallel parking for several school buses due to its proximity to the future education center. It is located at the north end of the Park at the termination of the new park road that is proposed. This would be the furthest point that public vehicles would be able to venture into the Park. It would include a restroom and be adjacent to the "Gathering Place" plaza, education center, picnic area, and event staging area. The latter would be a large grass area that could also be used for overflow parking during larger events such as organized rides or races. This parking area would be implemented in Phase 1.

## Walk-in Camping/Education Center/Research Parking

Parking can be added along the spur road as needed when various facilities, including walk-in camping, the education center, and the research facility are implanted. While acting as primary parking for the walk-in camping facility, it would also serve as overflow parking for the education center. Blocks of stalls can be added over time as demand grows. The plans currently show capacity for approximately 75 vehicles. This parking area could be implemented in Phase 2 with expansion, if necessary, in Phase 3.

## Glamping/Group Camping Parking

Parking would be integrated into the design of the spur road that services this facility at the time of its design and implementation. The plans currently show capacity for approximately 25 vehicles. This parking area could be implemented in Phase 2 with expansion, if necessary, in Phase 3.

## Transit Routes

Per discussion with Kitsap Transit, there is currently not demand to and from Port Gamble Town or the Park for regular bus service. Depending on growing demand, Kitsap Transit would consider adding stops to various parking lot trailheads at the Park, particularly the Bayview Parking lot along Highway 104. When expanded, this parking lot should be designed and engineered to accommodate a county bus drop off area. Another potential transit stop would be off Bond Road at the south end of the Park, at a point adjacent to where to future STO Trail will cross Bond Road. While not directly to the Park, this transit stop would be near the Park and would allow riders to access the Stottlemeyer parking lot trailhead via a short segment of STO Trail.

## Restrooms

Restrooms will typically be located at parking lot trailheads and other major facilities. They will be ADA accessible, and most will likely be pit-type toilets typically found in state parks or US National Forest recreation areas. These are typically small (two toilet rooms), robust, and come in a variety of styles. Several different manufacturers provide these as prefabricated structures. The restrooms that are likely to have flush toilets will utilize septic fields since sewer is not available in the Park. It is likely that restrooms in the education center and research facility would have flush toilets. Refer to site plans and trail plans for potential locations of all new restrooms and the previous description of recreation and education facilities that have restrooms associated with each of these. Two restrooms are also proposed within the interior of the Park along the STO Trail. For restrooms with flush toilets within the North End Recreation & Education District, septic field feasibility and location will need to be determined since installing sewer into this area of the Park is not feasible.





# SUPPORTING INFRASTRUCTURE

## Host Residence

A growing demand for recreational activities and an increase in use at the Park requires additional park staff to maintain, monitor, manage, and operate the facilities at the Park. As recreational and educational facilities are implemented, the County should consider providing a residence for a full-time park host or park ranger. This residence should be in proximity to other facilities within the North End Recreation & Education District but be obscured from view. It is being proposed within existing forest north of the proposed facilities and adjacent to, but separate from, a maintenance yard and structure. The residential structure should be less than 1,500 square feet and could be a prefabricated or modular system to reduce building costs.

## Maintenance Facility + Barn

Implementation of facilities within the Park and primarily within the North End Recreation & Education District will increase the need for maintenance and access to materials and maintenance resources. A maintenance yard is proposed in Phase 2 and a structure- such as a shop, garage and/or covered structure, is proposed in Phase 3. This would be in proximity to facilities at the north end and close to the proposed host residence but hidden from view from both of those. There would be a narrow access drive from the new road and STO Trail for quick access throughout the Park.

## Utility Services

### Sewer

There is no sewer service to the Park. North of the proposed North End Recreation & Education District and outside of the Park property will be Rayonier's Ag District development which will rely on a new community septic system managed by KPUD. This system has not been designed for additional park capacity and there are no agreements in place to service the Park. Most of the restrooms within the Park will be pit-style toilets that will require pumping. However, there are several restrooms that should be flush, requiring a septic system. These would be restrooms that are concentrated in the North End Recreation & Education District including the host residence, education center, and research facility. See the previous section on proposed restrooms for more detail. More detailed planning, design, and engineering studies need to occur for proposed facilities

and soils analyzed for their capacity to support a septic system on the ridge. A potential area for a septic field, located in proximity to proposed facilities, is the Staging Area meadow.

Options: Effluent on rural sites can be managed in multiple ways. Quality of effluent that is discharged into the drainfield can be modified depending on the type of system. Conventional systems use a system that is comprised of a septic tank and subsurface effluent infiltration system. Environmentally-focused systems build upon the conventional system with the addition of aerobic digestion of solids, disinfection, and nitrogen reduction. A living machine offers a final-stage of water polishing prior to release that relies on plants, aquatic animals, and bacteria, resulting in a visible device that can provide education and interpretive opportunities. Types of treatment that could serve the Park:

**Conventional:** Primary wastewater treatment with a septic tank and drainfield that complies with local, state, and health department regulations.

**Environmental Option 1:** Primary and secondary wastewater treatment with a septic tank and non-mechanical filtration prior to release to a drainfield. Example: Ecoflo Biofilter

**Environmental Option 2:** Primary, secondary, and tertiary wastewater treatment with additional UV disinfection and / or nitrogen reduction (critical for near-shore applications) to improve effluent quality prior to release into a drainfield.

**Environmental Option 3:** Primary, secondary, and living machine wastewater treatment, resulting in improved quality or effluent prior to release to a drainfield. This option offers an interpretive opportunity in the form of a visual treatment system in a greenhouse.

### Water

KPUD currently maintains and operates a water main through the Park, much of which is located along existing logging roads along the central ridge of the Park. The route of the water lines is also that of much of the proposed STO Trail. The water line enters the property from the north end through Rayonier property and crosses the property line close to where the new Ride Park road will be constructed. Tapping into this line for water access should be explored during

more detailed design studies for proposed recreation facilities at the north end. Facilities needing water include the Park host residence, maintenance shop, education center, research facility, picnic shelters, and walk-in campgrounds. Water supply can be limited to this north end of the Park, not to other dispersed recreation facilities throughout the Park.

### Electrical

Proposed facilities at the north end of the Park will require electrical service. Other facilities dispersed throughout the Park are small and do not require electrical service at this time. There would be significant costs running power up to the North End Recreation & Education District. A more detailed study of power demands and the potential for alternative sources should be completed. There is currently good southern and western exposure where facilities are proposed due to topography and recent forest clear cutting that would be beneficial for generation of power through solar. Individual buildings could be designed to be self-sufficient with regard to solar needs or several buildings, including the host residence, maintenance shop, education center, restrooms, picnic shelters could combine their solar generation capabilities in a shared network. There was little support by the community for a solar farm at the Park as a revenue generating opportunity; however, a small one to support facilities at the north end should be considered if roof-top solar is not adequate.

### Communication

It is unclear where the nearest network cable (fiber optic, twisted pair, or coaxial) exists near the Park but it is likely in Port Gamble Town and will be expanded by Rayonier into the Ag District adjacent to the north park boundary. Implementation of facilities at the north end Recreation & Education District will also require installation of communication infrastructure for education, commerce, and public safety. A more detailed study should be conducted during design and engineering for this area. Facilities in other areas of the Park do not have a need for communication infrastructure.

### Waste Management

A waste management plan for the park will be developed to ensure that trash and recyclable collection at parking lots and facilities (recreation and education) is adequate and adaptable as demand grows over time and for specific events.



# SUPPORTING INFRASTRUCTURE

## Signage

Signage is an important amenity to the Park and trail system as it provides critical information to users. Signs should be clear, concise, and legible and made of materials that are suitable to the Park's character and durable enough to stand up to public use. Sign design includes both the content of the sign and the structure that content is displayed on. The purpose of this section of the Framework is to establish a Framework for a sign program and to recommend the detailed development of a sign program for implantation within the Park. County Parks has a sign standard, but it is somewhat outdated and not consistently used. Development of a sign program for this park could set a precedent for the look of signs in all County Parks. Signs have been developed over the years by the Stewardship Committee and more recently by EMBA for various mountain bike trails they are managing. These efforts should be integrated into the new sign plan for consistent messaging and a consistent look throughout the Park.

A 'family look' is a key component in developing an effective sign design concept. Signs are more than simply panels supported by posts. The entire structure should convey something about the character of the Park. This family of signs includes different types of signs. These types can be broken down into six categories: informational/orientation, directional, regulatory, warning, and interpretive. Content for each type of sign is usually displayed on a single structure intended for that content only. Content can also be combined on larger signs such as kiosks at important orientation points. For example, informational, directional, regulatory, warning and event content might all be displayed on a larger kiosk style sign at major trailhead parking lots. On the other hand, simple directional sign content may be displayed by itself on a small, blade-style structure at trail crossings.

## Sign Types

**Informational/orientation** signs orientate users on the Park and trail system and provide an overview of the Park and associated facilities. These signs would typically have maps of the entire park showing the trail system, destinations within the Park, and facilities such as restrooms and other support amenities. They typically also have a "You are Here" designation on the map. These signs can also identify trail distances in the form of mileage markers, and average time required to travel along a particular section of trail or a specific trail facility. These signs would always exist on a kiosk structure but could also be stand-alone signs as key orientation points throughout the Park. These signs could also display rules of conduct, safety/warning messages, and facility regulations. The goal of providing informational sign guidance in the sign program is to reduce the overall number of signs in the Park through effective and consistent communication.

**Directional** signs provide users with information necessary to choose a particular travel route to a particular area or facility within the Park. Typical directional signs utilize graphic symbols with brief descriptions. This type of sign could simply contain a trail name and arrow. This information is typically displayed on stand-alone structures. However, blade signs provide an opportunity to display a significant amount of additional information in a small area.

Directional carsonite blade signs have been designed and installed by the Stewardship Committee over the past several years, which include the trail name and a geo-location code for use by first responders when necessary. It is recommended that new blade signs contain additional information such as shown in the example on the next page, a standard used by Washington State Department of Natural Resources, the graphics of which have been adopted by EMBA in their design of signs for the Ride Park and other various mountain bike trails they are managing. Other images on the following page show an alternative to the blade sign that can be posted on a post or tree at trail crossings. The County should implement and adopt an "accessibility" rating that can be added to the directional blade signs with a description of the accessibility trail rating at trailhead kiosks or orientation signs. A generally recognized standard has not yet emerged but there are examples of rating systems, using colors and symbols, to identify the difficulty (slope, surface, and barriers) that someone might encounter on a given trail.

**Regulatory** signs identify rules, laws, and regulations that apply within the Park. Examples include speed limit and hours of operation. These signs can be stand-alone structures, or the content incorporated into larger kiosks signs. When possible, rules and regulations will be stated in positive language, emphasizing what behavior is desired instead of what is not to be done.

**Warning** signs are used to caution users about potential hazards such as a narrow bridge or steep slope on a particular trail route. These signs can be stand-alone structures, or the content incorporated into larger kiosks signs.

**Interpretive** signs offer information about significant historical, cultural, and natural features within the Park. This information is typically displayed on stand-alone structures, although could be incorporated into larger kiosk signs.



Example of Interpretive Sign Content



# SUPPORTING INFRASTRUCTURE



Example of Directional Sign Content



Example of Informational/Orientation Sign Content



Example of Directional Sign Content- Carsonite Blade Sign Design



# SUPPORTING INFRASTRUCTURE

## *Sign Structures*

### **Kiosks**

Kiosks should be provided at parking lot trailheads. Kiosks are typically larger structures that contain informational signs (as described above), with supporting regulatory and warning content. They are best located at key visitor gathering areas to present information of higher complexity or quantity. The structure often has a roof, either shed-style or peaked- which allows for the placement of signage on either side and allows visitors a place to stand and read out of the elements. A smaller version of a kiosk may not include a roof. It is recommended that kiosks be constructed out of timber and steel for this project.

### **Park Sign**

Park signs should be located at major vehicular entries and parking lots. Since there is not a single main entry into the Park, these signs should identify the Park name and the locations, such as "North Entry," "Bayview," or "Stottlemeyer." These signs would be large in size and stature, include the County Parks logo. Current park signs, such as the one at Bayview East parking lot, is outdated and should be replaced per the new park sign program developed.

### **Informational/Orientation**

Information/orientation signs will typically be a panel on or within a kiosk structure. When standalone, they can be mounted on a couple posts. These are typically larger signs than most in the Park and should only be located at trailheads (in kiosks) or key orientation points within the Park and trail system. The use of wood and/or steel is appropriate for this structure.

### **Directional**

These signs will be simple carsonite blade signs as described previously or small panels that can be attached to a post or a tree.

### **Regulatory**

These signs can be stand-alone structures, or the content incorporated into larger kiosk signs. Signs should be small and unobtrusive and be mounted on a post.

### **Warning**

These signs can be stand-alone structures, or the content incorporated into larger kiosk signs. Signs should be small and unobtrusive and be mounted on a post.

### **Interpretive Signs**

Interpretive signs can be simple or more complex, unique structures supplementing the content on the sign. Sign structure design should be part of both the sign program developed for the Park and the interpretive program. In more natural areas, of which most of the Park consists, signs should be simple and oriented horizontally so as not to block views of the surrounding landscape and to be visually unobtrusive.

## IMPLEMENTATION STRATEGIES

The following section outlines the strategies needed to realize the infrastructure improvements proposed in the Framework.

### **Policies**

#### ***Land Use Amendments***

Implementing infrastructure improvements in the Framework will require amendments to the PROS Plan and the County Zoning Use Table. These actions are outlined in Chapter 5.

#### ***Operation Policies***

The County will need to develop and/or refine several policies for facilities and programs proposed in PGFHP. Refer to the Use Agreements discussion for trails addressed previously in the report for additional recommendations, particularly agreements with Kitsap County Public Works regarding the maintenance and operation of the STO Trail.

#### ***Planning***

A utility servicing and park infrastructure plan should be developed addressing cost and feasibility of providing services for near term and longer-term enhancements. The feasibility of renewable energy, water and wastewater treatment, and low impact storm water management should be assessed.

### **Phasing and Priorities**

Initial investments should focus on improvements that make the park accessible and safe for many visitors. Early investments will include parking, access roads, trails, and signage. Signage is important for emergency access.

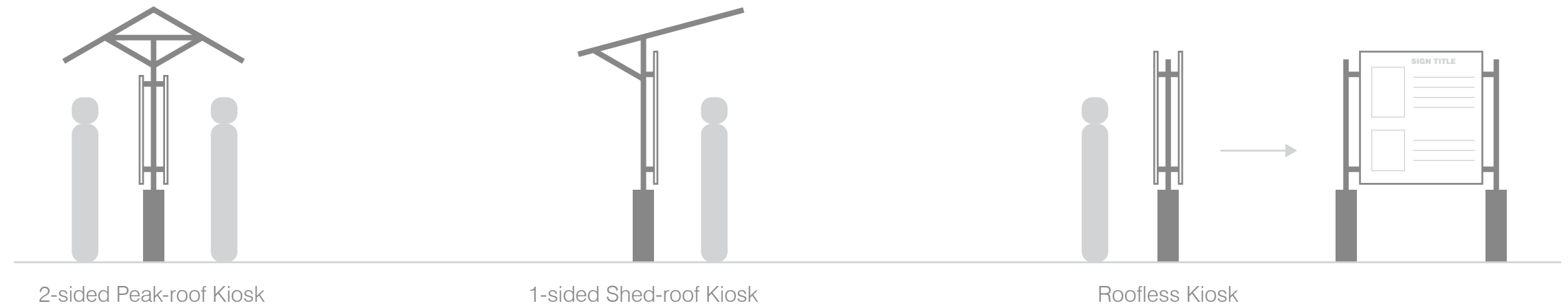
### **Potential Funding Sources**

Refer to Chapter 7 Funding Sources for a discussion of local, state, and federal funds available for recreation facilities.

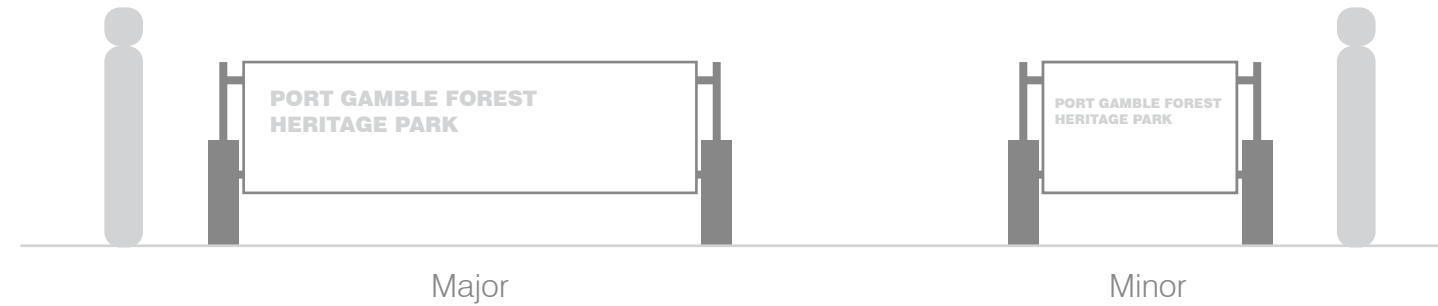


# SUPPORTING INFRASTRUCTURE

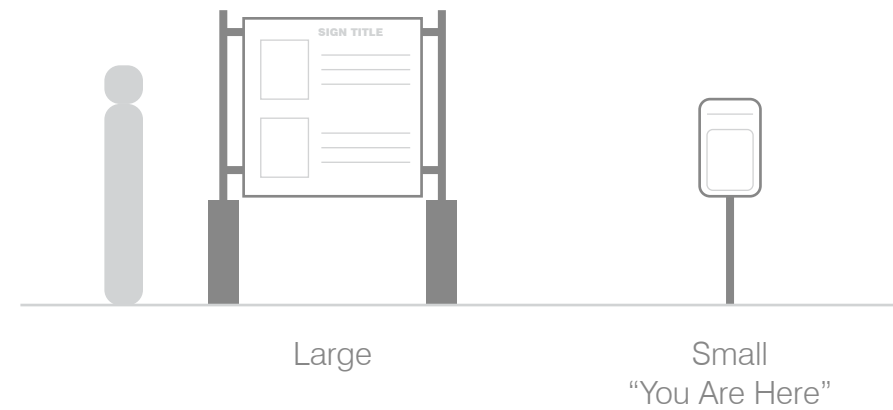
## KIOSKS



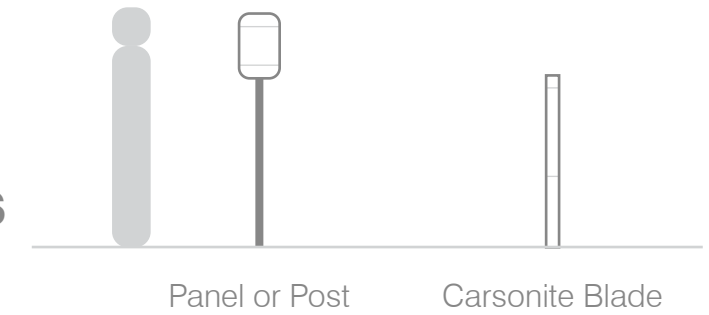
## PARK SIGNS



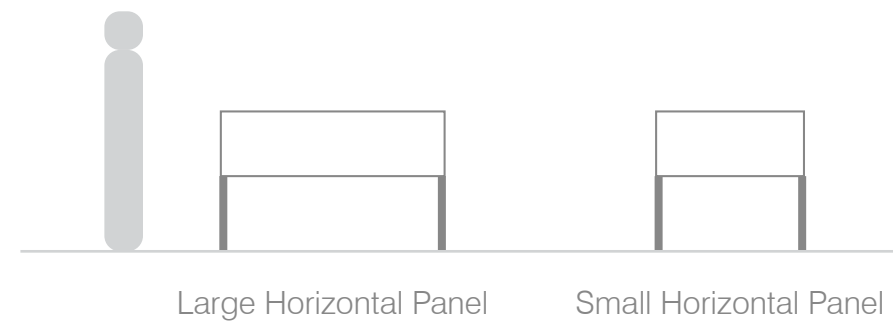
## INFORMATION & ORIENTATION SIGNS



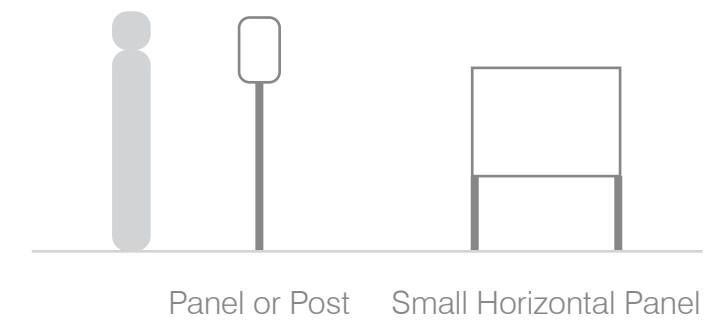
## DIRECTIONAL SIGNS



## INTERPRETIVE SIGNS



## REGULATORY & WARNING SIGNS









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# 6

# **LAND CONSERVATION & RESTORATION**



# LAND CONSERVATION & RESTORATION

## INTRODUCTION

Conservation implies a thoughtful use of natural resources, including sustainable logging; preservation implies protecting an area from human development or activity. To achieve the Framework's goal to improve habitat and regenerate natural systems for a wide range of wildlife, this chapter outlines specific implementation strategies and actions for PGFHP, building on Kitsap County's ecological forest stewardship policies and programs. These strategies and actions will, over the next 150 years, transform PGFHP into a more natural resilient and diverse forest ecosystem that people enjoy, and where wildlife thrives. This chapter then identifies capital projects that align with the PGFHP restoration and conservation efforts.

PGFHP is composed of a diverse habitat complex with a wide range of habitat types and conditions over its 3,500 acres. PGFHP includes shoreline, riparian, wetland, and upland forest communities that vary in condition and health, presenting a complex set of opportunities for conservation and restoration actions. The park's timber history and ongoing timber harvesting are instrumental to considering future actions. An existing timber deed allows ongoing harvest in many PGFHP forest stands. Unless the timber is purchased, the deed will continue through 2042.

*“Now then, let's come right down in here and put some nice big strong arms on these trees. Tree needs an arm too. It'll hold up the weight of the forest. Little bird has to have a place to set there. There he goes...”*

*-Bob Ross*

## IMPLEMENTATION STRATEGIES





# IMPLEMENTATION STRATEGIES

To meet the goals of the Framework and align prescribed PGFHP conservation and restoration actions with Kitsap County's ongoing forest stewardship, this section provides context to define specific conservation and restoration priorities and to identify implementation guidance with a programmatic restoration plan and set of restoration actions.

## CONTEXT

### County Policy Framework

In 2012, Kitsap County established Resolution 169, the Integrated Forest Stewardship Policy. The policy extends to all County-owned forested lands and provides a Framework to restore and enhance healthy forests, biological diversity, and natural resources. The policy outlines current conditions in County parks, acknowledging the forest communities resulting from industrial timber harvest management, and provides a planning process to conduct forest stewardship at County-wide, park or property, and ecotype scales. The policy is a comprehensive resource document that outlines compliance requirements, stewardship practices, and forest protection considerations.

All proposed Kitsap County conservation and restoration planning and implementation must be consistent with this resolution. At the park scale, the policy states that a specific forest stewardship plan should be developed that follows a common ecological and forest assessment Framework.

#### Integrated Forest Stewardship Goals

- Enhance natural forest ecosystem complexity and health
- Protect and enhance soil, water quality, and fish and wildlife habitat
- Be biologically, socially, and economically self-sustaining
- Provide safe, reasonable, and appropriate public access to County forestlands

### County Programs

The Kitsap County Forest Stewardship Program was implemented in 2012 as part of the Integrated Forest Stewardship Policy and is part of the County's Parks Department. The program is responsible for the ecological restoration of the forests of PGFHP and other County-owned forests. Currently the program is professionally staffed by one forester, with plans to hire a second staff person as program coordinator to increase the program's capacity. The program trains and works with volunteer forest stewards to implement ecological forest management actions on County-owned forests, including providing instruction through Washington State University Extension Stewardship Certification Courses. The program is self-sustaining, and program costs are covered by restoration thinning revenue.

In addition to its Forest Stewardship Program, the County manages other programs that could affect PGFHP, including the following:

- Kitsap County Public Health District Water Pollution Identification and Correction Program: Conducts annual monitoring and report documentation on fecal pollution in County surface waters.
- Kitsap County Surface Water Management Pollution Control Plan: Conducts fresh and marine water pollution and water quality monitoring.
- Clean Water Kitsap Watershed Health Monitoring: Conducts stream and marine water quality and habitat health monitoring including chemical and physical monitoring.
- Kitsap County Resource Management Agreement with Washington Department of Fish and Wildlife and local Indigenous Tribes for shellfish management, including surveying and monitoring shellfish health.

#### Program Mission:

The Kitsap County Forest Stewardship Program engages citizens to advance a stewardship ethic that protects and restores County forestland into healthy, diverse forest ecosystems.





# IMPLEMENTATION STRATEGIES

## ECOSYSTEM RESTORATION APPROACH

As described in the 2016 Forest Stewardship Plan for the Ecological Restoration of Port Gamble Forest Heritage Park (Bergstrom Arno 2016), the park's ecosystem restoration approach is as follows:

- Work with nature: Work with native plant species that have evolved and adapted to our temperate climate and are competitive and resistant to disease and insects.
- Enhance forest wildlife habitat: Structurally diverse forests provide the best habitat for the greatest number of wildlife species. A diverse forest habitat also includes dead and dying trees for snags and large woody debris.
- Diversify plant species: Forests composed of mixed native tree species improve habitat, aesthetics, and the value of both timber and non-timber assets and better support diverse wildlife populations.
- Recognize the connection between all plants, fungi, and animals: All creatures contribute to a healthy and dynamic forest ecosystem.
- Protect water as a vital resource: Healthy, vibrant forest ecosystems are the best and least costly option for maintaining high water quality and for the management of surface and storm water runoff.
- Consider that human park users are part of the system and critical to the decision-making about the future of the Park.

The 2016 plan also provides specific discussion on the use of restoration thinning, a key strategy to improve forested lands following industrial timber harvesting.

In 2016, PGFHP included the Shoreline and Eastern Forest blocks of land. Since then, the Park has expanded to include the western and ride park blocks to comprise today's 3,500-acre park. The Framework considers goals for the entire park. The Framework approach seeks to accomplish the following objectives:

- Protect sensitive areas and their functions.
- Protect and enhance existing high-quality habitat areas.
- Use the existing timber stands as the basic unit of analysis for conservation and restoration prioritization.
- Plan recreational uses in areas that avoid further fragmentation of park habitats. New park facilities including, parking, restrooms, other buildings, and many recreational areas should be located near existing access points to the Park to limit the length of new roads and required utility connections.
- Site recreational development away from sensitive areas, including wetlands, streams, floodplains, critical aquifer recharge areas, and hazardous geologic areas.



### WHY USE RESTORATION THINNING?

Restoration thinning is a recommended restoration practice for overstocked conifer plantations including those within riparian and wetland management zones in western Washington. Operationally called variable density thinning (VDT), restoration thinning is specifically recommended for young, dense Douglas fir plantations.

Restoration thinning is most beneficial in Douglas fir stands that are less than 50 years of age because of anticipated high growth rates. Unlike conventional thinning, restoration thinning can maintain or accelerate dead wood production. This is accomplished by leaving all or most of the dead wood as part of the thinning prescription. The approach is to use VDT to create variation in the forest landscape by selecting strong individual trees and crafting tree clumps, skips, and openings that closely mimic natural forest conditions. As much as possible, tree species other than Douglas fir will be reserved in the park as leave trees.

Healthy, diverse forests contain dead trees. Properly implemented, restoration thinning will result in sustained stand mortality that will continue to contribute dead wood within the forest upland, riparian, and wetland areas. Thinning prescriptions will also call for the artificial creation of snags. Snags can be potentially hazardous to park patrons in high-use areas and require attention. However, downed trees and logs on the forest floor and remote snags provide important food, protective cover, and nesting sites for wildlife and are essential components of a forest ecosystem.



# PROGRAMMATIC RESTORATION PLAN

## CONSERVATION AND RESTORATION PRIORITIES

Based on the 2016 and current Framework approaches as well as the restoration and conservation analyses provided in Chapter 3, the PGFHP restoration and conservation priorities include the following:

### Restoration Priorities

- Promote the development of healthier and more resilient forests through selective forest thinning.
- Control invasive vegetation.
- Plant native vegetation (trees) to develop more species and forest structure diversity.

### Conservation Priorities

- Conserve forest stands that are on a trajectory to develop into healthy, diverse, and resilient forest ecosystems with little additional input.
- Conserve forest stands that are in a healthy condition.
- Conserve forest stands that contain sensitive areas.

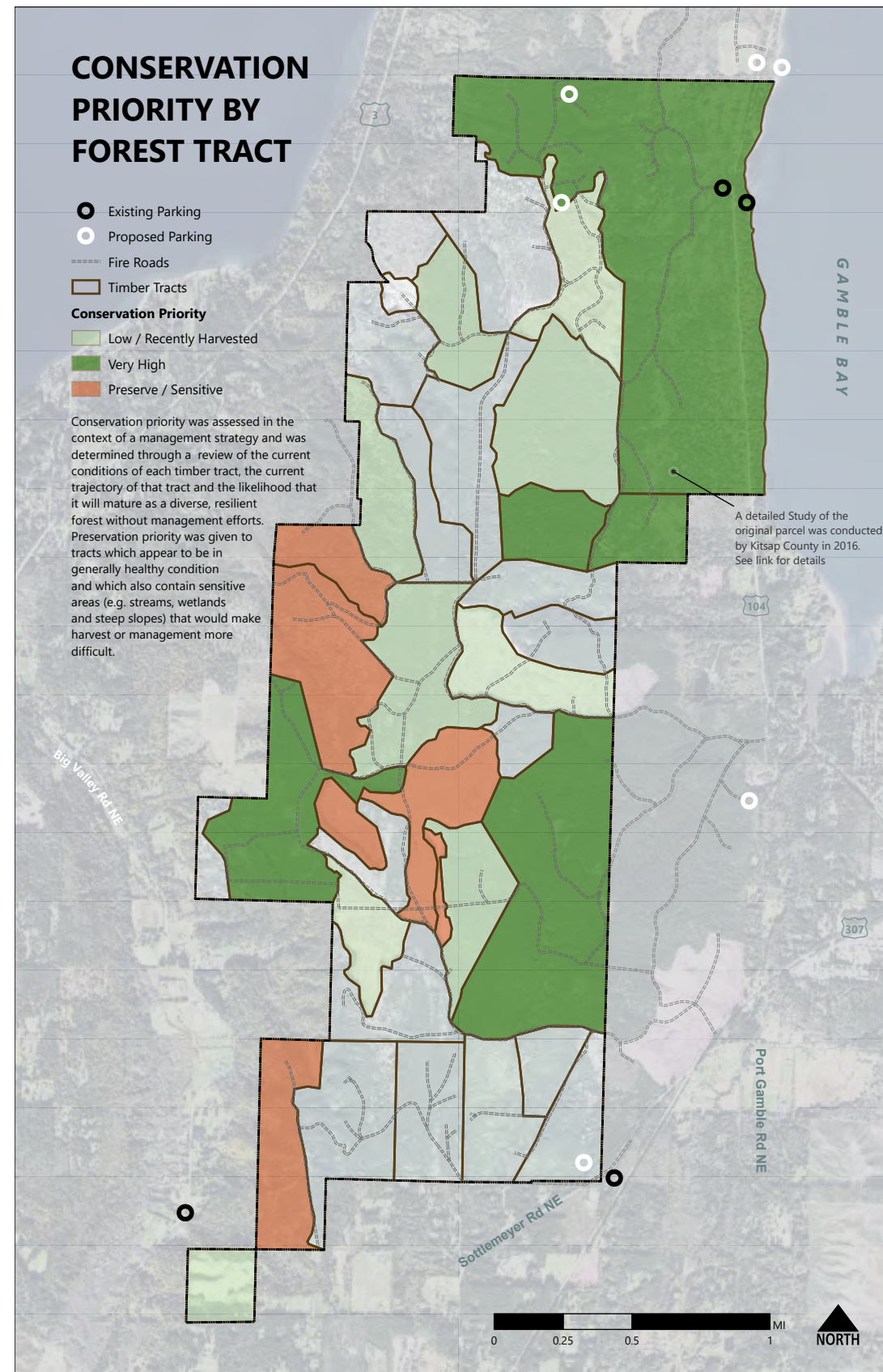


Figure 6.1 Conservation priority by forest tract

### Conservation & Restoration Goals:

- Promote sensitive stewardship of park lands and trails, especially from previously altered landscapes.
- Improve habitat and regenerate natural systems for a wide range of wildlife



# IMPLEMENTATION STRATEGIES & ACTIONS

Chapter 3 provides an overview of the park’s existing conditions, including attributes such as geology, soils, and hydrology and an overview of the site suitability of each forest stand. Based on the site suitability analysis, this section outlines a PGFHP programmatic restoration plan with specific actions to achieve the restoration priorities.

Restoration actions are informed by the site suitability analysis and the forest’s development stage. There are six stages (Table 6.1). At PGFHP the forest stand length is defined by the last timber harvest event, since the initiating disturbance was a clear-cut followed by monoculture Douglas fir plantation.

Developmental Stage	Length	Plantation Stage Length <sup>1</sup>
Disturbance and Legacy Creation	0 years	0 years
Preforest	Up to 60 years	10 to 15 years
Young forest (early)	20 years	15 to 20 years
Young (after canopy closure)	60 years	20 to 30 years
Mature	70 years	70 years
Old forest	150+ years	150+ years

Source: Palik et al. 2021

<sup>1</sup> Plantation Stage Length is the general length of time that a stage might last, rather than the age, since the initiating disturbance was a clear-cut followed by monoculture Douglas fir plantation.

Table 6.1 Forest Development Stages

The following describes programmatic restoration actions. Restoration action descriptions include applicable funding, maintenance, operations, and phasing considerations. All actions should be planned and coordinated with Kitsap County and the County’s Forest Stewardship Program. Proposed actions respond to a dynamic environment and will extend over decades, running parallel to natural forest development stages.

Restoration action descriptions include applicable funding, maintenance, operations, and phasing considerations. All actions should be planned and coordinated with Kitsap County and the County’s Forest Stewardship Program. Proposed actions respond to a dynamic environment and will extend over decades, running parallel to natural forest development stages.

## Action 1 – Restoration Thinning

Restoration thinning (also called selective thinning or VDT) on preforest and mature forest stands can reduce competition and promote tree maturation. Planning for restoration thinning should include the following:

- Conduct release thinning on early young forests (up to 20 years old) and selective thinning on young forests after canopy closure (40 to 60 years old), and mature forests (up to 150 years old). Restoration thinning is recommended as multiple events on a single forest stand scheduled at each development stage.
- Pair a young forest stage (early) restoration thinning event with a restoration thinning event on a more mature stand within the County-wide Forest Stewardship Program to offset costs, allow for revenue, and achieve a no-net-cost project. This may not always be the case since the amount of forestland under 20 years of age (to be thinned) and what is over 20 years of age (to offset costs) are not equal, especially if much of the remaining forest gets harvested as currently planned.
- Partner professional staff and volunteers for activities that do not require heavy machinery.
- Contract with forestry crews for activities that require heavy machinery.
- Focus thinning on Douglas fir trees.
- Protect and retain deciduous trees (such as big-leaf maple and alder) and other conifers (such as western hemlock and western red cedar).
- Consider invasive control following restoration thinning.
- Consider native tree planting following restoration thinning (see action 3).

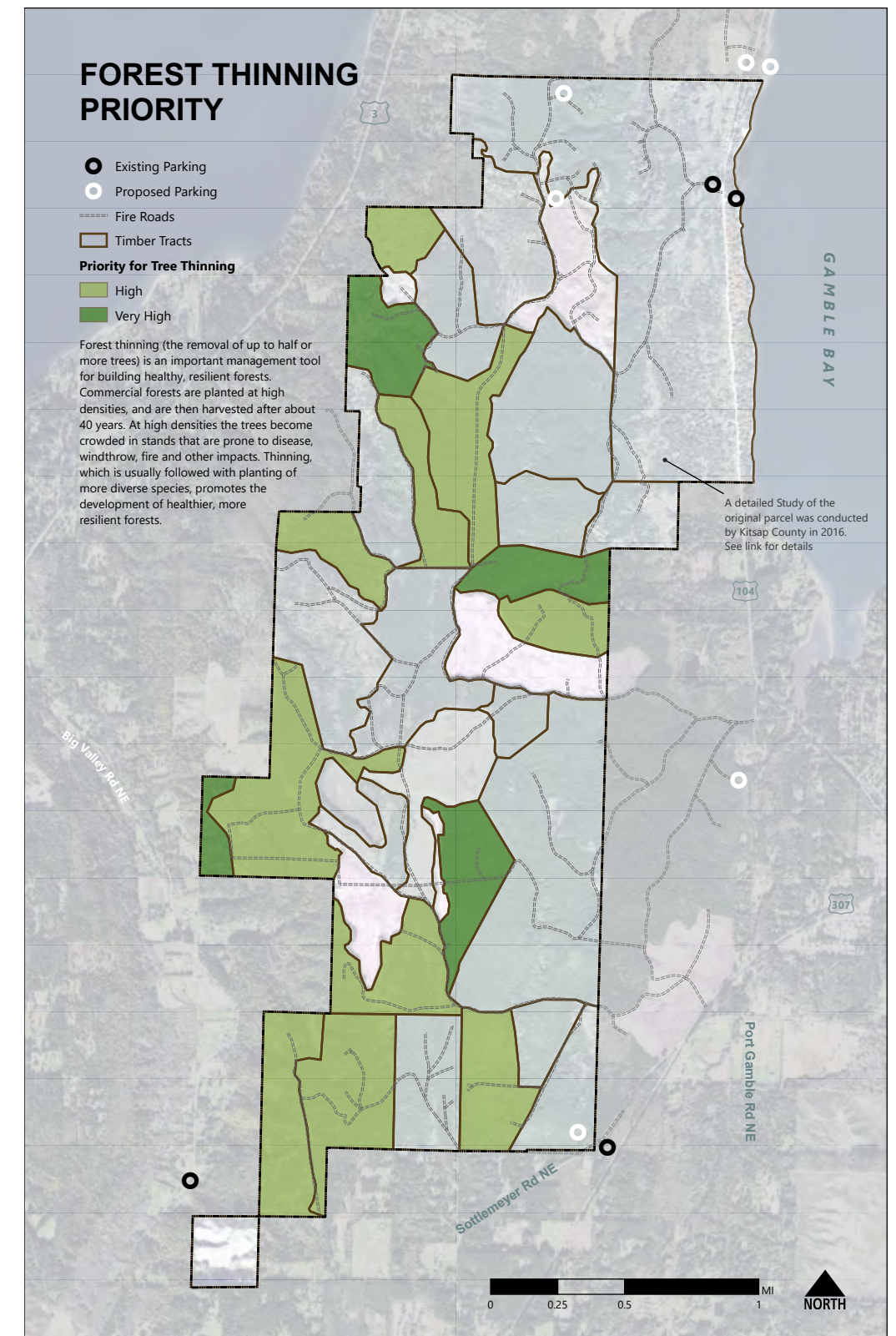


Figure 6.2 Forest thinning priority



# IMPLEMENTATION STRATEGIES & ACTIONS

## Action 2 – Invasive Control

The suitability analysis identifies forest stands within PGFHP with invasive vegetation. Scotch broom, English holly, and Himalayan blackberry, which are dominant invasive species within the park, are often in areas that were recently disturbed, such as with a clear-cut. Invasive control allows for native species to naturally regenerate and establish. Invasive control actions include the following:

- Conduct invasive control on preforest stage forest stands, in particular stands that were recently harvested, to reduce competition for native tree, shrub, and herbaceous species and allow for development of the young forest community.
- Monitor invasive vegetation growth and continue to conduct invasive control on preforest and mature forest stands.
- Design an invasive control program for specific areas, considering the type of invasive species and extent of invasive vegetation present.
- Control Scotch broom manually with professional staff and volunteers.
- Consider selective herbicide use. Herbicide should only be applied by professionals.
- Partner professional staff and volunteers for manual invasive removal (when machinery is not used).

## Action 3 – Native Planting

Native tree planting can supplement natural regeneration of forest stands and accelerate the development of a diverse and stratified forest community. Native tree planting actions include the following:

- Plant non-Douglas fir native trees in the early young forests (up to 20 years old) where canopy openings allow for establishment.
- Evaluate species complexity in mature forests and conduct supplemental planting.
- Select species to diversify the forest community, such as deciduous trees and understory vegetation including shrubs and groundcovers.
- Avoid impacting existing vegetation intended for retention during all thinning operations.
- Install temporary protection measures to reduce mortality in planted material, such as exclosure devices (e.g., netting, tubes, or fencing).
- Partner professional staff and volunteers for planting events.

In addition, the County's Forest Stewardship Program could conduct outreach with Rayonier to discuss changing the post-harvest plant palette. Currently Rayonier plants an industrial forest following harvest, focusing on installing only Douglas fir seedlings at a high density. A more diverse planting palette could prepare the Year 0 legacy creation forest (see Table 6.1) to develop as a more diverse and healthy forest stand. The plantings should include native deciduous trees such as alder that can survive post-disturbance conditions and could supplement the natural regeneration of the forest stand.

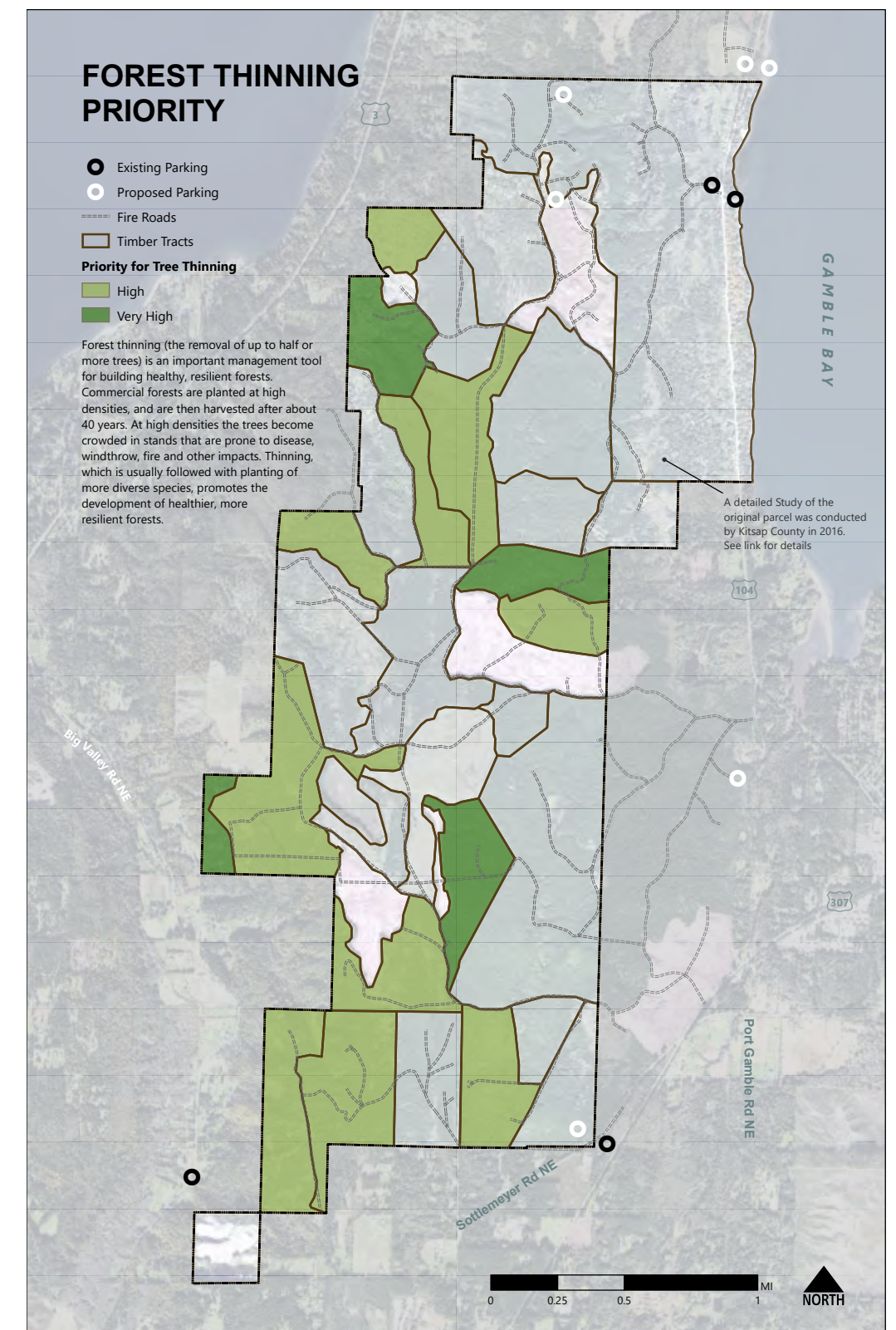


Figure 6.2 Forest thinning by forest tract



# IMPLEMENTATION STRATEGIES & ACTIONS

## Action 4 – Enhance and Restore Stream, Wetland, and Upland Buffer Communities

There are multiple stream systems; emergent, scrub-shrub, and forested wetland communities; and associated upland buffers within PGFHP that improve water quality (through water storage and filtration) and provide important habitat for wildlife. In addition to protecting streams, wetlands, and upland buffers, restoration and enhancement actions could include the following:

- Survey stream condition.
- Evaluate wetland and wetland buffer condition.
- In areas with limited vegetation or limited species diversity, improve habitat through planting native wetland trees, shrubs, and groundcovers. Potential species could include trees that tolerate wetland conditions such as Pacific willow, western red cedar, and Sitka spruce.
- Utilize professionals for stream and wetland surveying and evaluation.
- Partner professional staff and volunteers for planting events.



## Action 5 – Monitor

The County's Forest Stewardship programmatic restoration and conservation actions on PGFHP will provide research and data to inform how ecological forest management is improving forest health and diversity. The County can test different prescriptive actions and develop an adaptive approach that learns from successes and failures. Actions could include the following:

- Develop annual PGFHP monitoring report.
- Document actions completed annually
  - Type of action
  - Approach (methodology to complete action and involved parties (for example, were volunteers or professional staff used?))
  - Cost
- Monitor forest stands identified for conservation and forest stands following programmatic restoration actions
  - Species diversity
  - Forest stand density and age class
  - Forest stand health
  - Soil condition
  - Understory cover
  - Invasive cover
  - Stream, wetland, and upland buffer condition
- Utilize professionals to develop monitoring methodology and protocols and to document monitoring with reports and documentation.
- Partner professional staff and volunteers for monitoring activities.

## PHASING

Ecological forest management restoration actions need to be phased over time on each forest stand. For example, the Kitsap County Forest Stewardship Plan states that restoration thinning should be completed within a forest stand on a 10-year cycle. Timing for each restoration action will need to be coordinated by the Kitsap County Forest Stewardship Program and will need to balance County-wide ecological forest stewardship actions.

The 2012 Forest Stewardship Policy states that the stewardship plans will use a 15-year timeline. This allows time for implementation, monitoring, and reporting progress.

## PARTNERS

- Local Indigenous Tribes
- Washington Department of Fish and Wildlife
- Washington Department of Natural Resources
- Sound to Olympic Trail
- Forterra
- Washington State Department of Ecology (the Eastern Forest Block and the shoreline block were funded by Ecology and have a 100-foot wetland/stream restriction)
- Port Gamble Museum (to present cultural/historical information to the public)



# IMPLEMENTATION STRATEGIES & ACTIONS

## LANDSCAPE CLASSIFICATION REVISIONS

The Framework proposes several revisions to the 2015 Stewardship Plan landscape classifications. Proposed changes are in the northern and eastern portions of the park. The following sections review the changes based on the ecological forest management conservation and restoration priorities. All park landscape classifications permit the use of ecological forest management, including restoration thinning to restore the forest to natural forest condition.

### Tree Stand 22

Tree stand 22 covers the park's Shoreline Block. It is characterized by several different-aged tree stands, including young forest, mature forest, and old forest development stages, with varying densities of trees and tree diversity. There are wetlands, streams, and associated upland buffers within this area. The current landscape classification has the area largely mapped as a conservation area. The Framework proposes two changes:

- Adjacent to new recreational development, change classification to Natural. This change removes all recreational activity.
- Along eastern edge, change classification to Active Recreation. This change allows recreational development in the area including nature-based recreation and large events (with required permit). All development will need to protect existing sensitive areas.

### Tree Stands 7, 10, and 14

Portions of trees stands 7, 10, and 14 have an unclassified landscape classification. Tree stand 7 was clear-cut in 2018 and is a young forest (preforest). Tree stand 10 is a 30-year-old young forest with a closed canopy. Tree stand 14 is approved for clear-cutting. The Framework proposes to classify this area as Passive Recreation. Public access and trail use will be allowed but with a determined carrying capacity to limit impacts.

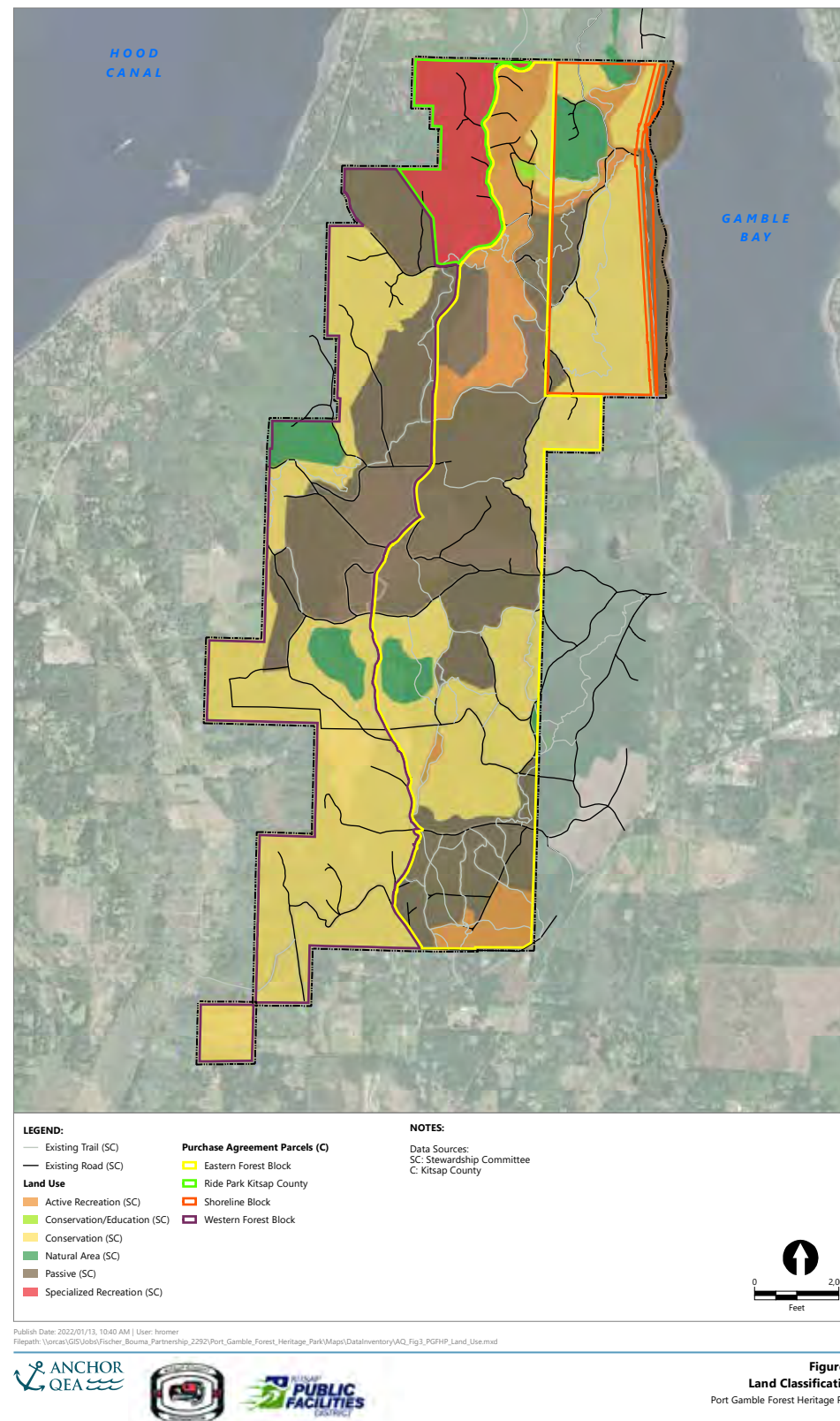


Figure 6.3 Proposed landscape classifications

### Tree Stand 33

A portion of tree stand 33 is classified as Active Recreation, and the Framework proposes to change it to Passive Recreation. This tree stand is a young forest with canopy closure containing 30-year-old Douglas fir. Public access and trail use will be allowed but with a determined carrying capacity to limit impacts.

### Tree Stand 35

A portion of tree stand 35 is classified as Conservation, and the Framework proposes to change it to Natural. This classification allows only ecosystem restoration activities and permitted access. This tree stand is a young forest with canopy closure containing 30-year-old Douglas firs. The Natural classification will allow for recommended restoration actions, including restoration thinning, to occur and will include ongoing monitoring and research to track change and forest health following restoration actions without considering potential recreation and public use impacts.

## CAPITAL PROJECT PRIORITIES

Currently the County's Forest Stewardship Program projects are paid with the revenue gained from restoration thinning. The conservation and restoration priorities should be incorporated into annual capital improvement (CIP) budgets. This program, funding, and staffing will need to be increased to meet increasing demand on County as Rayonier withdraws from the property.

## REFERENCES

Bergstrom Arno, 2016. Forest Stewardship Plan for the Ecological Restoration of Port Gamble Forest Heritage Park. June 1, 2016.

Palik, B.J., A.W. D'Amato, J.F. Franklin, and K.N. Johnson, 2021. Ecological Silviculture: Foundations and Applications. Waveland Press.







## **IN THIS CHAPTER**

180	COST ESTIMATE
181	FUNDING SOURCES
185	REVENUE GENERATING POTENTIAL

# 7

## **COST ESTIMATE & FUNDING SOURCES**



# COST ESTIMATE

## Cost Estimate

Costs for the project as described in the Framework have been estimated in 2022 dollars and include the following. The different types of project costs are described below. Estimated costs are summarized in the table to the right and detailed backup for these costs are provided in the spreadsheets in the Appendices.

### Capital Costs (Construction Costs or “Hard Costs”)

Capital, construction, or “hard” costs are fixed, one-time expenses incurred on facilities, buildings, trails, etc.- the cost needed to bring the project to fully operable status. Capital costs are organized by:

- Recreation Facilities including Trails
- Education Facilities
- Infrastructure
- Resource Management Actions

### Indirect Costs (“Soft Costs”)

Indirect or “soft” costs are any costs not considered direct construction costs and those associated with non-tangible items such as the items listed below. For this planning effort, soft costs are estimated at 45% of the estimated capital costs.

- Further Planning
- Policy Changes
- Design & Engineering
- Permitting

### Annual Operations & Maintenance (O&M) Costs

Operations and maintenance costs (O&M) are the annual costs associated with operating and maintaining the facilities that are implemented. For this Framework, O&M costs have been broken down by:

- Recreation Facilities including Trails
- Educational Facilities
- Infrastructure
- Resource Management (the land and forest)

The cost estimate is based on labor, materials, and equipment data from RS Means, current cost research, and expertise of the consultant team.

## Cost Estimate Summary (2022 Dollars)

### Capital Costs (Construction Costs or “Hard” Costs )

Category	Phase 1	Phase 2	Phase 3	Total
Recreation Facilities	\$5,358,397	\$2,330,581	\$723,817	\$8,412,795
Education Facilities	\$71,400	\$6,738,931	\$6,591,400	\$13,401,731
Infrastructure	\$2,690,918	\$1,107,423	\$28,776	\$3,827,117
Resource Management	\$50,423	\$50,423	\$50,423	\$151,268
<b>Subtotals*</b>	<b>\$8,171,138</b>	<b>\$10,227,357</b>	<b>\$7,394,416</b>	<b>\$25,792,911</b>

### Indirect Costs (“Soft” Costs)

Category	Phase 1	Phase 2	Phase 3	Total
Recreation Facilities	\$2,411,279	\$1,048,762	\$325,718	\$3,785,758
Education Facilities	\$32,130	\$3,032,519	\$2,966,130	\$6,030,779
Infrastructure	\$1,210,913	\$498,340	\$12,949	\$1,722,203
Resource Management	\$22,690	\$22,690	\$22,690	\$68,070
<b>Subtotals</b>	<b>\$3,677,012</b>	<b>\$4,602,311</b>	<b>\$3,327,487</b>	<b>\$11,606,810</b>

### Annual Operations & Maintenance (O&M) Costs

	Phase 1 (by 2026)	Phase 1+2 (by 2031)	Phase 1+2+3 (by 2036)
Recreation/Education	\$119,488/year	\$327,335/year	\$558,312/year
Resource Management	\$368,750/year	\$504,660/year	\$613,996/year

\*Note: Refer to the detailed cost estimate in the Appendix 7-1 for additional contingency and escalation costs over the life of the project.

Costs for various improvements that have already been approved and/or funded, such as the Ride Park or STO trail, are not included in the estimate. Costs for facilities that we know will be covered by concessionaires are also not included. An example is the Tree Adventure Park- the County can ask the concessionaire to provide the up-front development costs as part of their contract. Costs for facilities that could be developed by either the County or a concessionaire have been included in estimate. An example of this would be the walk-in camping or glamping areas. If the County is able to establish a partnership with a concessionaire who would fund development of this facility, the County would not bear the cost.

Several contingencies have been built into the cost estimate to account for the fact that this is a planning-level Framework and detailed surveys, studies, designs, or engineering of proposed improvements or facilities has yet to occur. A 25% contingency has been added to all capital costs and a 10% County construction contingency is included. These contingencies are shown in the detailed spreadsheets in the Appendices. The following costs summarized above include escalation and all contingencies as described. The costs include an escalation factor of 4% per year- the longer into the future that improvements are implemented, the more expensive they will be.



# FUNDING SOURCES

How to fund the Park is a question that affects the land use of the Park, the cost of using the Park, community taxation, and economic development potential of the Park. As discussed above, available funding strategies under consideration for the PGFHP are:

- Public funding – taxes or special districts
- Donations/Grants/Partnerships with non-profits
- General park user fees
- Facility user fees/concession arrangements at park

The County will pursue grants/donations/partnerships for proposed park improvements, but these funding options are not expected to be sufficient to support operation of the Park, even with no additional development at the Park. This section covers the sources of funding or cost-sharing that may be available from public funding and grants/donations and partnerships. While only a single element of the Park (such as trail development) may be eligible for specific grants or donations or partnerships, all elements of the Park could benefit from these funding sources. Revenue generation at the Park itself through facility development and facility user fees/concession arrangements is covered separately in Chapter 7.

The current County budget does not support long-term O&M costs for the current condition of the Park and additional revenue will be needed, especially once Rayonier is no longer contributing to maintenance of the land. The County acknowledges that any park improvements and expansions will need to include funding outside of the existing Parks budget prior to development. The Parks existing condition, including trails and the Ride Park, will be addressed in the Parks budget as well as maintenance agreements with partners and stewards.

## LOCAL COMMUNITY TAXES

If community taxes are the preferred mechanism for funding the Park, several Kitsap County park jurisdictions provide examples of the tax revenues that can be raised. Two examples are provided below:

- Bainbridge Island Metropolitan Parks & Recreation District. This is a property levy and bond that raises \$5.6 million annually, with taxes on a home assessed at \$500,000 equal to approximately \$27 monthly.
- Village Green Metropolitan Parks & Recreation District (Kingston). This is a property tax assessment that raises approximately \$0.3 million total tax revenues annually, with taxes on a home assessed at \$500,000 equal to approximately \$6 monthly.

It is also possible that the County could dedicate an existing tax or revenue source to funding parks or could institute a development impact fee whereby any development would be required to pay a fee into a County park fund.



## DONATIONS

When land was acquired for PGFHP in 2017, nearly half of the purchase price (\$3.5 million of \$8.2 million) was supported by the donations of over 1,200 community members, local partners, and foundations (Kitsap County, 2017). With such strong support demonstrated by the community, donations may also be a funding source for the Park's future development and/or maintenance and operations.

Many parks, including Deception Pass State Park on Fidalgo Island to the north of Port Gamble, have foundations that support the Park by collecting donations; these organizations also often help with fundraising, attaining grants, advocacy, and mobilizing volunteers (Deception Pass Park Foundation, n.d.). The Anacortes Park Foundation supports parks Anacortes, Fidalgo Island, and Guemes Island communities, and has collected over \$8 million in donations since their founding in 1994 (Anacortes Parks Foundation, 2016). The Washington State Parks Foundation supports state parks through donations and helps to organize Friends of Parks Groups, which include the nearby Friends of Whidbey State Parks (Washington State Parks Foundation, n.d.). These Friends groups conduct fundraising, organize events and volunteer activities, operate parks stores, and more. These examples show that donations can help not only with park acquisition and initial development but with sustaining and improving operations. Kitsap County has a Park Foundation whose activities and commitment to PGFHP might be increased. The Foundation could apply for annual grant funding through Kitsap and Bainbridge Community Foundations.

Donations to support the Park do not necessarily need to be cash. Bequests are another potential source of non-traditional donations. With appropriate administrative mechanisms in place, the Park could accept donations of land, facilities, equipment, landscape material, and works of public art. Special incentives can be used to entice donations, such as memorial plaques, benches, artwork, or other public recognition of donors. The Municipal Research and Services Center (a nonprofit helping local governments in Washington) offers resources and examples of how to manage such non-traditional donations (MRSC, 2021). Further, as is already in place with PGFHP, volunteers can help with trail maintenance and other park upkeep, helping to reduce County operational costs.



# FUNDING SOURCES

## GRANTS

While not comprehensive of all potential funding sources, Table 7.2 summarizes some of the key grant opportunities that can help fund different elements of the Park. More detail on each of the grant opportunities identified in the table is provided on the following page.

### State Grants

#### **Washington Wildlife and Recreation Program (WWRP)**

The WWRP is the state’s largest public funding source for outdoor community projects and is administered by the Recreation and Conservation Office (RCO). It offers funding for land protection and outdoor recreation, including local parks, trails, and water access. The program’s goal is to acquire valuable recreation and habitat lands before they are lost to other uses and develop recreation areas for growing populations (WA Recreation and Conservation Office, 2021). The most recent allocation for the fund totaled \$45 million. Of the twelve categories of WWRP, those that could potentially apply to the PGFHP include trails, local parks, natural areas, urban wildlife habitat, and forestland preservation. Indoor facilities, including environmental education or learning centers, would not be eligible for WWRP funding. The fund has contributed to more than eighty projects in Kitsap County, including North Kitsap Heritage Park, the Port Gamble Ride Park, South Kitsap Regional Park, Joel Pritchard Park, and Evergreen Park (WA Wildlife & Recreation Coalition, 2021).

#### **Land and Water Conservation Fund (LWCF)**

The LWCF State and Local Assistance Program provides matching grants to local governments to create and expand parks, recreation facilities, and develop local recreation plans (Land and Water Conservation Fund, n.d.). The competitive grant program is administered by the National Park Service at the federal level and by the RCO within the state. Approved projects require a 50% match and any properties awarded funding must be kept forever exclusively for public outdoor recreation. During the last funding round, \$20 million was allocated to projects in Washington.

#### **Washington Department of Natural Resources (WA DNR)**

The WA DNR offers multiple grants to assist in forest management efforts. The All Land Forest Restoration Grant helps groups plan and conduct forest health treatments such as thinning and distributed

Grant Criteria	Washington Wildlife and Recreation Program	Land and Water Conservation Fund	EDA ARPA Tourism	Recreational Trails Program	Build Back Better Act	Transportation Alternatives Program
Local Counties/ Agencies Eligible?	Yes	Yes	Yes	Yes	Unknown	Yes
<b>Use of Funds</b>						
Trails	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Recreation Facilities	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Education Facilities	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Supporting Infrastructure	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Restoration	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<b>Application information</b>						
Funding	\$45 million	\$20 million	\$240 million	\$3.6 million	Varies	\$13.5 million
Grant Limit	\$1 million	\$4.8 million	\$10 million	\$150,000	Unknown	\$2.5 million
Match Requirement	50%	50%	0-20%	0%	Unknown	13.5%
Next Application due date	May 3	May 3	January 31	May 3	Unknown	December 3
Funding Cycle	Every 2 years	Every 2 years	One-time	Every 2 years	One-time	Every year
<b>Website</b>	<a href="#">link</a>	<a href="#">link</a>	<a href="#">link</a>	<a href="#">link</a>	<a href="#">link</a>	<a href="#">link</a>

Table 7.2 Summary of Grant Options

\$1.25 million in 2020 (WA Department of Natural Resources, 2020). The Building Forest Partnership Grant Program (which awarded \$350,000 last year) helps organizations with outreach activities focused on public and potential partners. To qualify for these grants, a recipient must be part of a forest collaborative (a mix of conservation groups, state and federal agencies, local Indigenous Tribes, timber workers, and other community members).

The DNR Urban and Community Forestry Program offers grants to improve community forest health and to develop urban forestry programs. Projects can be between \$5,000 and \$20,000 and matching funding is required. Example projects include tree inventories, management plans, tree plantings on public property, and education and outreach (WA Department of Natural Resources, 2021).



# FUNDING SOURCES

## Federal Grants

### ***Recreational Trails Program***

The Recreation Trails Program (RTP) is a federal program administered by the Washington State Recreation and Conservation Office (RCO). The RTP provides federal funds to rehabilitate and maintain trails that are in a predominantly natural environment. While supported trails can be near cities or road, the experience for the user should be primarily nature and not human development and activity, which would fit the description of many of the trails in PGFHP. This grant program invests in all types of trails, including those for riding off-road vehicles, bicycling, cross-country skiing and snowshoeing, hiking, horseback riding, motorcycling, water trails and more. Typical projects involve clearing brush and fallen trees, repairing trail damage, and replacing drainage and bridge structures, and can include development of trailside facilities and trailheads. Local agencies and non-profits may apply for funding, with grant limits of \$150,000 and no match requirements (RCO, 2021). New trail development is not eligible for funding. Grant-supported trails must have a long-term commitment of availability (25 years) and must show compliance with the National Environmental Policy Act (NEPA) (WA Recreation and Conservation Office, 2021).

### ***Transportation Alternatives Program***

The TAP program is funded through the Federal Highway Administration and is a set-aside of the Surface Transportation Block Grant (STBG) program. Eligible projects to be funded from this project include bicycle and pedestrian paths, historic resources, and environmental mitigation activities. Local governments, transportation authorities, public land agencies, school districts, tribal governments, and other local or regional entities responsible for oversight of transportation or recreation trails may apply through the Puget Sound Regional Council (Council, 2021).

### ***Build Back Better Act***

The Build Back Better Act (currently pending a vote in the Senate) includes appropriations that could be used for projects similar to those considered for the PGFHP. Under Section 11002(a)(1), \$9 billion was allocated to award grants to entities (including local governments) for forest restoration and resilience projects on non-Federal lands. Section 11002(a)(4) allocates \$250 million to award

grants to expand equitable outdoor access and promote tourism on non-Federal forested lands. Lastly, Section 70206 allocates \$100 million to carry out direct, competitive grants to localities to create or significantly enhance access to parks or outdoor recreation facilities. The bill does not outline details on how these grants will be awarded but designates general administrative responsibility to the Secretary of Agriculture and National Park Service for forested lands and urban parks, respectively (U.S. Congress, 2021).

### ***Economic Development Administration***

Through the American Rescue Plan Act (ARPA) Competitive Tourism Grants, county governments (among other entities) can attain funds to support travel, tourism, and outdoor recreation sports through infrastructure or non-infrastructure projects. This grant program is aimed at helping communities recover from the coronavirus pandemic's negative impact on the travel, tourism, outdoor recreation sectors. The EDA expects to award 150 grants totaling \$240 million and strongly suggests completed applications be submitted by January 31, 2022 (Economic Development Administration, 2021).

## Non-profit Grants

### ***Rails to Trails***

The Trail Grant Program through Rails-to-Trails Conservancy (RTC) emphasizes strategic investments that support significant regional and community trail development goals. The projects funded through this program are generally small in scope and scale and could be hard to finance within traditional funding streams. In 2021 the RTC awarded over \$300,000 in grants to forty-five organizations across 16 states (Grants, 2021).

### ***People for Bikes***

The People for Bikes Community Grant Program supports bicycle infrastructure projects with a focus on bicycling, active transportation, or community development, as well as targeted advocacy initiatives that make it easier and safer for people to ride. This grant program accepts applications for requests up to \$10,000, with no specific match requirement. Applications are accepted from non-profit organizations, city or county agencies or departments, and from state or federal agencies (Bikes, 2021).

## Private Grants

Some private entities, such as the REI Coop, offer grants to support efforts to build and maintain local trails, parks, campgrounds, and public lands. In 2020, REI's investment totaled more than \$6 million, which supported more than four hundred nonprofit partners. One such REI grant was used to fund the construction of the Beaver Pond Viewpoint in the Port Gamble Heritage Forest (Kitsap County, 2017). Funding for past projects has ranged from as little as \$6,000 up to \$575,000 (REI Co-op, 2020).

## Partnerships

Partnerships can play an important role in developing public use space to meet a wide variety of stakeholders. There are many different forms of partnerships that may be applicable depending on the type of investment being considered. This section explores a few possible partnerships, highlighting relevant case studies from the region where applicable.

### ***Educational Institutions***

Higher-education institutions would be potential partners for the education center. The planning process undertaken as part of this analysis involved discussion with several higher education institutions. Relevant examples of education institutions partnering with local governments on museums or nature centers include the following:

- SEA Discovery Center (formerly Poulsbo Marine Science Center)
- Seattle Parks and Recreation (SPR)
- The Environmental Education and Research Center (EERC)
- Island Wood

In addition, other examples of education institutions owning and operating education centers (without development partners) in the region include MaST (Marine Science and Technology Center, Highline College), and Olympic Natural Research Center (University of Washington). These programs are geared toward providing off-campus education and research opportunities through graduate and undergraduate programs through the respective university or college, as well as providing education opportunities for local communities.



# FUNDING SOURCES

## ***Non-Profit Organizations***

Local, community based, non-profit organizations can be strong partners for capital campaigns and operations of park facilities that provide community support and education opportunities. In fundraising campaigns these non-profit organizations can provide tax advantages to donors interested in contributing to the mission of the organization. Further, non-profit organizations are often able to organize volunteer labor for staffing or maintenance of the facilities and related programs. There are numerous examples available in the region of local non-profit organizations partnering with public agencies, for environmental education, outdoor spaces, and event centers. Below are brief descriptions of only a few of these partnerships, including:

- Local Audubon Society Chapters including Tahoma Audubon Society Chapter (Adriana Hess Audubon Center and Wetland Park), Dungeness River Audubon Center, Seward Park Environmental & Audubon Center, Nisqually Reach Nature Center
- The Mercer Slough Environmental Education Center (MSEEC)
- Feiro Marine Life Center
- Skagit River Bald Eagle Interpretive Center
- The Coastal Interpretive Center in Ocean Shores
- Sustainable Forest Foundation

## ***Private Companies / Utilities***

The mission and operations of private companies can be strongly aligned with conservation activities, and / or public education of natural resource issues. There were several private corporations or partnerships involving private corporations identified where these entities are responsible for operating visitor centers or education centers in western Washington, including the following:

- The Cedar River Watershed Education Center
- Forest Learning Center
- Marine Life Center, Bellingham

## ***Local Indigenous Tribes***

The local Indigenous Tribes who have called the Olympic Peninsula home since time immemorial are a valuable partner in steering the future of Port Gamble Heritage Park. They also can be valuable partners in bringing their expertise and knowledge to the development of opportunities at the Park, with that experience, especially in the development of gardens and event centers, including:

- The Port Gamble S'Klallam Tribe operates the Heronswood Garden and The Point Casino & Hotel Event Center
- The Suquamish Tribe operates the Kiana Lodge through their tribal enterprise, Port Madison Enterprises
- The Lower Elwha Klallam Tribe operates the Elwha Klallam Heritage Center in Port Angeles

## ***Concessionaires***

A concessionaire is a person or entity that has the right to sell a product or to run a business on public lands. These types of arrangements are common in operating lodging facilities, campgrounds, food service operations, and special events or activities on public lands. Concessionaire agreements may also involve developing a property under extended terms (e.g. 50 years) for lodging or event center properties. Concessionaire contracts vary but generally identify a specific fee or percentage of sales that are to be paid to the public land or building owner. Concessionaire arrangements could be utilized for a variety of the revenue generating options under consideration, including overnight lodging / bunkhouse, campground, yurt, event center, and other special events or services to be provided at the Park. A few relevant examples of concessionaire operations mentioned in the financial analysis include:

- Aramark
- Olympic Peninsula Hospitality, LLC
- DNC Parks and Resorts at Kalaloch, Inc.
- Pacifica Companies
- Xanterra Travel Collection
- FLG X
- Northgate Resorts



# REVENUE GENERATING POTENTIAL

This section covers the revenue generating potential of the types of recreation/education facilities and overnight accommodation facilities identified in Chapter 3 above that were identified as having the potential to provide a net financial gain to the County (i.e., revenues exceed costs) through user fees/concessionaire leases; facilities such as parking for which no user fees or revenues are expected are not discussed in this section. Trails are also not expected to have a user fee associated with them (as a general user fee at the Park is not expected), and so are not addressed here. Similarly, restoration is generally expected to require funding and not provide net revenues to the County.

## OVERVIEW OF REVENUE GENERATION POTENTIAL FROM PARK FACILITIES

As with costs, the evidence from state park revenue generation provides a general sense of revenue generation potential at PGFHP. Most revenue generated at Washington State Parks is through the Discover pass and other passes. In terms of facility use fees, most of the revenue at parks is from camping and other overnight accommodations. Visitor stays in campgrounds, cabins and yurts, vacation houses, and overnight lodgings brought in \$31.4 million in 2011 to 2013, or approximately 30% of the current maintenance costs of state parks. However, a 2013 analysis of state parks indicated that greater revenue from overnight accommodation is possible with increased capacity, renovation of existing facilities, and more promotion of overnight accommodations (Washington State Parks and Recreation Commission, 2013). For comparison, in Oregon for the 2019 to 2021 period, state parks user fees were expected to generate 24% of the operating revenue (Oregon Parks and Recreation Department, 2019).

The capital costs, operating costs, and net revenue generation potential of the facilities under consideration at PGFHP would vary depending on the specific development and operational structure of the facilities. Our review of other, similar facilities and programs in the region identified four general development and operating structures including situations where facilities and associated programs are:

- 1) developed and operated by the county (or public entity),
- 2) developed and operated through a partnership with a non-profit entity,
- 3) developed by the county but operated by a private concessionaire, and
- 4) developed and operated by a concessionaire.

This section outlines the annual financial implications to the County for each of these scenarios and demonstrates that it is reasonable to expect net revenue generation from the Tree Adventure Park, bunkhouse, yurt, and campground concepts given the cost estimates and demonstrated demand for these services in the region. Further, these concepts are complementary to other developments considered. While net revenue generation potential is demonstrated in the analysis below for these ventures, these ventures would also present financial risk for the county if they were to undertake the

development and operation of these concepts. The arrangement whereby the concessionaire is responsible for developing the facility / infrastructure in question would eliminate the financial risk to the county and still provide net revenue generation potential (albeit at a smaller amount). With this scenario, the county would receive a minimum fee or a small percentage (such as 6%) of sales, whichever is greater, and the developer would typically require terms of approximately 50 years to recoup their investment in infrastructure and development costs.

Several facilities considered would most likely not be able to cover the annual operating and capital costs based solely on the fee for services provided, including the education center/outdoor classroom, multipurpose event center, native plant nursery, and research facility. However, there may be partners identified who may be able to fund these facilities partially or wholly, or be able to operate these facilities through donations, fundraising, or other sources. Opportunities where partnerships are expected to be critical are identified in the tables include the word 'partners' after the facility type description. If partners can be identified, the financial risk to the county would be minimized.

The table on the following page summarizes the rough estimated capital costs and operating costs of the facilities with revenue generation potential. Capital costs are annualized over 25 years, assuming an annual interest rate of 3%. Costs in the table on the next page are those that would be borne by the entity developing and operating the facility. If a concessionaire operated the facility, many of the estimated annual O&M costs would be borne by the concessionaire.



# REVENUE GENERATING POTENTIAL

Facility Type	Annual O&M Costs		Total Capital Costs & Supporting Infrastructure Costs (\$ million)		Capital Costs, Annualized		Total Annualized Costs	
					Low	High	Low	High
Education Center/ Outdoor Classroom (partnership)	\$367,000	\$384,000	\$3.9	\$4.7	\$224,000	\$400,000	\$591,000	\$784,000
Multipurpose Event Space (part of Edu- cation Center)	\$16,000	\$20,000	\$3.0	\$3.5	\$172,300	\$288,000	\$186,300	\$308,000
Bunkhouses	\$72,000	\$133,000	\$1.0	\$3.5	\$86,000	\$140,000	\$158,000	\$273,000
Covered Pavilion*	\$3,000	\$5,000	\$0.4	\$0.6	\$24,000	\$52,000	\$33,000	\$66,000
Walk-In Yurts (10)*	\$10,000	\$10,000	\$0.12	\$0.44	\$10,000	\$40,000	\$20,000	\$50,000
Walk-In Camp- ground (80)*	\$40,000	\$112,500	\$1.6	\$2.0	\$92,000	\$172,000	\$132,000	\$284,000
Tree Adventure Park*	\$106,000	\$235,000	\$1.0	\$1.0	\$57,000	\$86,000	\$163,000	\$321,000
Native Plant Nursery (partnership)	\$100,000	\$200,000	\$0.3	\$0.5	\$17,000	\$43,000	\$117,000	\$143,000
Research Facility (partnership)	N/A	N/A	\$1.75	\$2.0	N/A	N/A	N/A	N/A

Note: Figures may not sum due to rounding.  
\* Indicates the facility would likely be operated by a concessionaire.

Table 7.3 Approximate Total Annualized Costs of Proposed Revenue-Generating Facilities

To estimate net potential revenues under each operating structure, we compare the operating and capital costs identified above to the estimated revenue generation to the County for each facility.

For the 'County developed and operated' scenario we evaluate the financial performance of the event center, covered pavilion, campground, and yurt program. While all of these facilities would likely be operated by a concessionaire, it is possible that the County may choose to operate these. On the other hand, we expect that

only with a partnership would there be potential financial viability of the education center/outdoor classroom, native nursery, and research facility. As shown in Table 7.4, the lowest risk facility is the walk-in yurts, with almost certain profit potential, even after accounting for capital and operating costs. All facilities listed in the table would be expected to positive revenue compared to operating costs, but aside from the yurts, it is possible that revenues may not be adequate to completely cover capital and operating costs of other facilities. However, it is possible also that a multipurpose event

space, a bunkhouse, and the walk-in campground could also provide significant net annual operating revenues for the County.

An operating structure in which the County partners with a non-profit entity (and the non-profit develops and operates the facility) would likely particularly apply to the education center, outdoor classroom, multipurpose event center, research facility, and native plant nursery. For these facilities revenue to the County could be based on an agreed upon rental rate per acre of land, likely in the range of \$1,200 to \$1,600 per acre. Assuming five acres of land would be dedicated to each facility then would result in net revenues to the county of \$6,000 to \$8,000 per concept.

In the 'County developed and concessionaire operated' scenario, revenue to the County revenue would likely be based on a minimum fee (to be determined through negotiations) or a pre-determined percentage of gross sales at the facility. The following table demonstrates this type of arrangement for the event center, yurt, campground, and trail event concepts. The only likely net positive revenue generating concepts identified in this scenario were yurts and trail events.

Finally, in the scenario where the County is able to identify a concessionaire that would develop the infrastructure and facilities and operate them, we expect the concessionaire to require a lengthy (e.g. 50 year) term of the agreement. In this scenario the County's financial risk is minimized, but the potential revenue generation would be relatively smaller, based on a smaller (relative to the scenario above) percentage of gross sales. A summary of the financial implications to the County of this type of arrangement for the education center / outdoor classroom, bunkhouse, yurts, campground, Tree Adventure Park, and native plant nursery is summarized in the following table.

## Revenue Generation by Facility

A significant amount of additional information on visitation and market demand, associated revenue potential of the ventures in question, information on operating costs, and relevant comparable facilities in the region are provided in an appendix. In each concept we explore common operating structures and present revenue and cost estimates from the perspective of the County, taking into account the possibilities of other agreements such as concessionaire or partner organization that would be responsible for operating the facilities. Refer to the appendix for this detailed information.



# REVENUE GENERATING POTENTIAL

Facility Type	Approximate Gross Annual Revenues		Approximate Annual Net Operating Revenues (Accounting for just Operating Costs)		Approximate Annual Net Revenues (Accounting for Capital and Operating Costs)	
	Low	High	Low	High	Low	High
Multipurpose Event Space (part of Education Center)	\$200,000	\$288,000	\$174,000	\$268,000	-\$20,000	\$99,700
Bunkhouse	\$184,000	\$342,000	\$51,000	\$270,000	-\$89,000	\$184,000
Covered Pavilion	\$6,000	\$32,000	\$6,000	\$32,000	-\$5,000	\$10,000
Walk-In Yurts	\$40,000	\$180,000	\$35,000	\$170,000	\$30,000	\$140,000
Walk-In Campground	\$88,000	\$355,000	\$48,000	\$243,000	-\$40,000	\$72,000

Table 7.4 Approximate Total Net Operating Revenues to the County, County Developed and Operated Structure

Facility Type	Approximate Annual Revenues		Approximate Annual Net Operating Revenues (Accounting for just Operating Costs)		Approximate Annual Net Revenues (Accounting for Capital and Operating Costs)	
	Low	High	Low	High	Low	High
Multipurpose Event Center	\$12,000	\$17,280	\$12,000	\$17,280	\$12,000	\$17,280
Bunkhouse	\$11,000	\$21,000	\$11,000	\$21,000	\$11,000	\$21,000
Walk-In Yurts	\$2,400	\$10,800	\$2,400	\$10,800	\$2,400	\$10,800
Walk-In Campground	\$5,300	\$21,100	\$5,300	\$21,100	\$5,300	\$21,100
Adventure Tree Course	\$49,000	\$122,000	\$49,000	\$122,000	\$49,000	\$122,000
Native Plant Nursery*	\$6,000	\$8,000	\$6,000	\$8,000	\$6,000	\$8,000

\*based on land lease rate

Table 7.6 Approximate Total Net Operating Revenues to the County of Proposed Facilities, Concessionaire Developed and Operated Structure

Facility Type	Approximate Annual Revenues		Approximate Annual Net Operating Revenues (Accounting for just Operating Costs)		Approximate Annual Net Revenues (Accounting for Capital and Operating Costs)	
	Low	High	Low	High	Low	High
Multipurpose Event Space (part of Education Center)	\$40,000	\$57,600	\$40,000	\$57,600	-\$260,000	-\$115,000
Bunkhouse	\$37,000	\$68,000	\$37,000	\$68,000	-\$103,000	-\$18,000
Walk-In Yurts	\$16,000	\$36,000	\$16,000	\$36,000	\$3,000	\$26,000
Walk-In Campground	\$8,000	\$36,000	\$8,000	\$36,000	-\$272,000	-\$92,000
Trail Events/Races	\$0	\$60,000	\$0	\$60,000	\$0	\$60,000

Table 7.5 Approximate Total Net Operating Revenues to the County, County Developed and Concessionaire Operated Structure







- 2-1 LIST OF PLANS, POLICIES, AND PROJECTS REVIEWED
- 2-2 RECOMMENDED CHANGES TO THE KITSAP COUNTY ZONING USE TABLE
- 2-3 FULL DEMOGRAPHICS REPORT (HIGHLANDS)
  
- 3-1 SURVEY RESULTS- IN-FIELD, PUBLIC MEETINGS, WEBSITE QUESTIONNAIRES
- 3-2 PUBLIC MEETING SUMMARY OF COMMENTS/QUESTIONS
- 3-3 SITE INVENTORY & SUITABILITY MAPS (FULL SIZE)
- 3-4 SITE RECONNAISSANCE MEMO & FOREST STAND ASSESSMENT TABLE
- 3-5 MAPPING SOURCES
- 3-6 RESTORATION ANALYSIS MAPS
- 3-7 PGFHP RESOURCE STEWARDSHIP & RECREATIONAL ACCESS PLAN EXECUTIVE SUMMARY, FULL PLAN (2015), & 2018 DRAFT LANDSCAPE CLASSIFICATION MAP
- 3-8 FRAMEWORK FAQ AND DRAFT REPORT COMMENT MATRIX
  
- 4-1 PERMITTING SUMMARY MEMO
  
- 5-1 TRAIL MAPS (FULL SIZE)
- 5-2 USFS TRAIL DESIGN PARAMETERS & STANDARD SPECIFICATIONS
- 5-3 MOU BETWEEN RAYONIER AND KITSAP COUNTY
- 5-4 STEWARDSHIP GROUP TRAIL WORK PLAN (2022)
- 5-5 LANDSCAPE CLASSIFICATION MAP
  
- 6-1 2016 FOREST STEWARDSHIP PLAN FOR THE ECOLOGICAL RESTORATION OF PORT GAMBLE FOREST HERITAGE PARK (BERGSTROM, ARNO 2016)
- 6-2 RESTORATION ACTION BY FOREST STAND TABLE
  
- 7-1 DETAILED COST ESTIMATE SPREADSHEETS
- 7-2 REVENUE GENERATION BY FACILITY

# 8

# APPENDICES



