

# TAB 6



## Kitsap County Department of Community Development

### Staff Report and Recommendation Annual Comprehensive Plan Amendment Process for 2018 Parks, Recreation, and Open Space Plan

<b>Report Date</b>	6/25/18
<b>Hearing Date</b>	7/17/2018 and 7/31/2018
<b>Amendment Type</b>	County-sponsored Amendment
<b>Description</b>	This amendment includes the following proposed changes to Chapter 6 (Parks, Recreation, and Open Space): <ul style="list-style-type: none"><li>• Update the discussion and strategies sections consistent with the new 2018 Kitsap County Parks, Recreation, and Opens Space Plan and update hyperlinks to documents referenced in the chapter.</li></ul>
<b>Geographic Area Affected</b>	<a href="#">Unincorporated Kitsap County</a>
<b>SEPA</b>	Determination of Non-Significance
<b>Department Recommendation</b>	Adopt as proposed

This report and recommendation are based on information available at the time of publication. If new relevant and material facts are discovered, this staff report will be revised and the department recommendation may change.

#### 1. Background

The Kitsap County Comprehensive Plan describes the 20-year vision for unincorporated Kitsap County and how that vision will be achieved. The plan covers land use, economic development, environment, housing and 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 (GMA, RCW 36.70A).

##### A. Authority

The GMA mandates that Kitsap County's Comprehensive Plan and development regulations be reviewed and, if needed, revised at least every 8-years [RCW 90.70A.130(5)]. The most recent Kitsap County 8-year update concluded with the adoption of the 2016 Kitsap County Comprehensive Plan on June 27, 2016 by Ordinance 534-2016. The GMA also mandates that Kitsap County's Comprehensive Plan and development regulations be subject to continuing review and evaluation, allowing for

annual amendments to the Comprehensive Plan and development regulations [RCW 36.70A.130(1)].

Kitsap County Code sets forth a process and criteria for making amendments to the Comprehensive Plan [KCC 21.08]. In making amendments, the County must consider:

- Whether the proposed amendments are consistent with and supports other plan elements and or development regulations, and if not, what additional amendments to the plan and/or development regulations will be required to maintain consistency;
- Whether the proposed amendment to the plan and/or regulation will more closely reflect the goals and policies of the Comprehensive Plan;
- Whether the proposed amendment is consistent with the Kitsap County-wide Planning Policies; and
- Whether the proposed amendment complies with the requirements of the GMA.

The final docket adopted by the Board of County Commissioners on April 4, 2018 (Resolution No. 064-2018) allows for consideration of this amendment during Kitsap County's annual Comprehensive Plan amendment process for 2018.

B. Proposed Amendment

The proposed amendment is provided in Attachment A and includes the following changes to Chapter 6 (Parks, Recreation, and Open Space):

- Update the discussion and strategies sections consistent with the new 2018 Kitsap County Parks, Recreation, and Opens Space Plan (Attachment C1) and update hyperlinks to documents referenced in the chapter.

This amendment was prepared to incorporate changes in the new 2018 Kitsap County Parks, Recreation, and Opens Space Plan, which is updated every 6-years.

Additional amendments to update the Kitsap County Capital Facilities Plan based on the 2018 Kitsap County Parks, Recreation, and Opens Space Plan will be considered in 2018 as part of the Kitsap County budget process.

C. Geographic Description

This amendment to the Kitsap County Comprehensive Plan affects unincorporated Kitsap County.

**2. Department Recommendation**

Having analyzed the proposed amendment and other alternatives, if applicable, the Department recommends:

- Adoption of the amendment:
  - as proposed above
  - as described in Alternative \_\_\_ below
  - with revisions described below
  - with conditions described below
- Deferral of the amendment to a future docket
- Denial of the amendment

A. Revisions

None.

B. Conditions

None.

C. Rational

Kitsap County is required to update the Kitsap County Parks, Recreation, and Open Space Plan every six years. The Kitsap County Parks, Recreation, and Open Space Plan includes content adopted by reference into the Kitsap County Comprehensive Plan. The Kitsap County Board of County Commissioners adopted the 2018 update to the Kitsap County Parks, Recreation, and Open Space Plan (Attachment C1) on February 26, 2018, by Resolution 040-2018 (Attachment C2). This amendment incorporates content from the 2018 Kitsap County Parks, Recreation, and Open Space Plan relevant to Chapter 6 (Parks, Recreation, and Open Space) of the Kitsap County Comprehensive Plan, including updated strategies. These strategies are consistent with the goals and policies of the Kitsap County Comprehensive Plan.

Additional amendments to update the Kitsap County Capital Facilities Plan based on the 2018 Kitsap County Parks, Recreation, and Opens Space Plan will be considered in 2018 as part of the Kitsap County budget process.

**3. Other Alternatives Considered**

No alternatives were proposed during the development of this amendment.

**4. Analysis**

Amendments to the Comprehensive Plan must be consistent with the criteria outlined in Kitsap County Code (KCC) Chapter 21.08. Applicable criteria are analyzed below. A summary of the State Environmental Policy Act (SEPA) review of this amendment is located at the end of this section.

A. General Decision Criteria (KCC 21.08.070.A)

*For each proposed amendment to the Comprehensive Plan, the Planning Commission in reaching its recommendation, and the Board of Commissioners in making its decision, shall develop findings and conclusions, which demonstrate:*

- 1. How circumstances related to the proposed amendment and/or the area in which the property affected by the proposed amendment is located have substantially changed since the adoption of the Comprehensive Plan or applicable development regulations;*

**Staff Analysis:** The Parks, Recreation, and Open Space Plan is required to be updated every six years by state and federal granting agencies. As part of the 2018 update process, an online survey was used to receive public feedback and ideas on the future direction of the county park system. From more than 1,100 survey responses and additional public comment opportunities, the following key interests were identified:

- Open space for habitat, greenways, and trail recreation continues to be a high priority for Kitsap citizens. Acquisition of new parklands is highly desired, with the caveat to effectively and responsibly manage those resources.
- Interest and demand for developed recreation complexes are growing throughout the County.
- Stewardship of large-acreage Heritage Parks relies on a dedicated corps of volunteers. Training, retaining, and expanding this invaluable community resource is critical to management of those resources and opportunities.
- There is an expressed need to provide safe and multi-accessible trails (bike and pedestrian) throughout Kitsap County, and notably to connect parks, business centers and residential communities.
- Sustainable funding base for all park needs continues to be a challenge.
- Securing the capacity to effectively manage, protect, and restore natural, cultural, and historic park resources is clearly needed.
- Parks and open space properties are a prime asset for County tourism, quality of life, and associated positive economic impacts. Continued and expanded promotion of these County assets is of prime interest to a growing business and residential community.

- 2. How the assumptions upon which the Comprehensive Plan is based are no longer valid, or there is new information available which was not considered during the adoption of, or during the last annual amendment to, the Comprehensive Plan or development regulations; and*

**Staff Analysis:** See 4.A.1 above.

3. *How the requested redesignation is in the public interest and the proposal is consistent with the Kitsap County Comprehensive Plan.*

**Staff Analysis:** Not applicable – this is not a redesignation request.

B. **Additional Decision Criteria (KCC 21.08.070.B)**

*In addition to the findings and conclusions above, for each proposed text amendment, the Planning Commission in reaching its recommendation, and the Board of Commissioners in making its decision, shall develop findings and conclusions which consider:*

1. *Whether the proposed amendment is consistent with and supports other plan elements and/or development regulations and, if not, what additional amendments to the plan and/or development regulations will be required to maintain consistency;*

**Staff Analysis:** The proposed amendment to Chapter 6 (Parks, Recreation, and Open Space) is consistent with and supports other plan elements. The 2012 Parks, Recreation, and Open Space Plan strategies pre-date the 2016 Comprehensive Plan. The proposed 2018 strategies do not conflict with, and will more closely reflect, the goals and policies of the 2016 Comprehensive Plan.

2. *Whether the proposed amendment to the plan and/or regulation(s) will more closely reflect the goals, objectives and policies of the Comprehensive Plan and reflect the local circumstances of the county;*

**Staff Analysis:** The proposed amendment to Chapter 6 (Parks, Recreation, and Open Space) will more closely reflect the goals, objectives and policies of the Comprehensive Plan and reflect the local circumstances of the county. See 4.B.1 above.

3. *Whether the proposed amendment is consistent with the Kitsap County-wide Planning Policy;*

**Staff Analysis:** The proposed amendment to Chapter 6 (Parks, Recreation, and Open Space) is consistent with the [Kitsap County-wide Planning Policies](#) (CPPs; adopted on 5/11/2015 by Kitsap County Ordinance 522-2015). The proposed strategies are consistent with the vision and Element E of the CPPs.

4. *Whether the proposed amendment complies with the requirements of GMA, state and local laws and other applicable inter-jurisdictional policies or agreements; and*

**Staff Analysis:** The proposed amendment to Chapter 6 (Parks, Recreation, and Open Space) is consistent with the requirements of GMA, state and local laws and other

applicable inter-jurisdictional policies and agreements, which require the Comprehensive Plan to plan for parks, recreation, and open space.

5. An explanation of why language should be added to the Comprehensive Plan or why existing language should be modified or deleted.

**Staff Analysis:** Kitsap County is required by state and federal grant agencies to update the Kitsap County Parks, Recreation, and Open Space Plan every six years. The Kitsap County Parks, Recreation, and Open Space Plan includes content adopted by reference into the Kitsap County Comprehensive Plan. The Kitsap County Board of County Commissioners adopted the 2018 update to the Kitsap County Parks, Recreation, and Open Space Plan on February 26, 2018, by Resolution 040-2018 (Attachment C2). This amendment incorporates content from the 2018 Kitsap County Parks, Recreation, and Open Space Plan relevant to Chapter 6 (Parks, Recreation, and Open Space) of the Kitsap County Comprehensive Plan, including updated strategies.

C. State Environmental Policy Act (SEPA)

The Kitsap County SEPA official issued a SEPA threshold determination of non-significance (DNS; Attachment B1) for this amendment after having reviewed the SEPA environmental checklists prepared for this amendment (Attachment B2) and all of the other proposed Comprehensive Plan amendments. The SEPA official's review found that this amendment is not related to or dependent on any of the other amendments and therefore an independent SEPA threshold determination was made regarding this amendment.

Notice of this SEPA threshold determination was:

- Filed with the Washington State Department of Ecology [SEPA Register](#);
- Published in the Kitsap Sun newspaper (6/29/2018); and
- Integrated with other public announcements described in Section 5 below.

The SEPA threshold determination and environmental checklist was also distributed to agencies with jurisdiction, the Department of Ecology, affected tribes, and each local agency or political subdivision whose public services would be changed as a result of implementation of the proposal.

The SEPA comment period will run concurrently with the public comment period for the proposed amendment as described in Section 5 below.

## 5. Public Involvement and Outreach

Kitsap County's public involvement and outreach in support of this amendment has exceeded the requirements of the Growth Management Act (RCW 36.70A) and Kitsap County Code (KCC 21.08).

Public involvement and outreach during the development and adoption of the 2018 Parks, Recreation, and Open Space Plan included the following:

- A [project webpage](#).
- Local press coverage included at least five articles between September 29, 2017 and February 1, 2018.
- More than 1,100 comments and responses were collected through an online survey between August 23, 2017 and November 10, 2017.
- Open houses were held on October 3, 2017, October 10, 2017, and October 17, 2017.
- A public comment period (November 1, 2017 – December 31, 2017) on the preliminary draft plan.
- A public comment period (January 10, 2018 – February 23, 2018) on the final draft plan.
- Public meetings were held on February 7, 2018, February 12, 2018, and February 26, 2018.
- The Kitsap County Parks and Recreation Advisory Board held a work session on February 2, 2018 and a public hearing on February 21, 2018.
- The Board of County Commissioners held a public hearing on February 12, 2018 and February 26, 2018.

Public involvement and outreach in support of this amendment has included the following:

- An [Online Open House](#) with information about previous, current, and upcoming phases of the 2018 amendment process.
- A public comment period (11/27/2017 – 12/15/2017) and a public hearing by the Kitsap County Board of Commissioners (12/11/2017) while setting the initial docket of amendments. Notifications and announcements regarding this comment period and public hearing included the following:
  - Legal notice published in the Kitsap Sun newspaper (11/27/2017);
  - Broadcast announcements via email, text message, Facebook.com, Twitter.com, and Nextdoor.com; and
  - Formal letters to Tribes with usual and accustomed area in Kitsap County.
- Legal notice announcing the docket of amendments was published in the Kitsap Sun newspaper (1/8/2018).
- Presentations to various Kitsap County advisory groups and community groups.



### Comment Period and Public Hearing

A new comment period regarding the proposed amendment (Attachment A), this staff report, and the SEPA determination (Attachment B1) will run through Tuesday, August 7, 2018.

- During this public comment period, the public may learn more about this and other amendments by:
  - Visiting an [Online Open House](http://tinyurl.com/kitsap2018cpa) (<http://tinyurl.com/kitsap2018cpa>);
  - Attending one of the following Open Houses:
    - July 10, 2018 (5:30-7:30 PM) at the Village Green Community Center (26159 Dulay Rd NE, Kingston)
    - July 11, 2018 (5:30-7:30 PM) at the Givens Community Center (1026 Sidney Ave Rm # 115, Port Orchard)
    - July 12, 2018 (5:30-7:30 PM) at the Silverdale Water District (5300 NW Newberry Hill Rd #100, Silverdale)
  - Attending applicable Planning Commission meetings; or
  - Contacting the staff listed in Section 6 below.
- To be included in the official record, written comments must be submitted to the Department of Community Development before 11:59 PM on Tuesday, August 7, 2018 using one of the following methods:
  - Entered [online via computer or mobile device](#);
  - Emailed to [CompPlan@co.kitsap.wa.us](mailto:CompPlan@co.kitsap.wa.us);
  - Mailed to 614 Division St - MS36, Port Orchard, WA 98366;
  - Dropped off at the Permit Center at 619 Division St, Port Orchard; or
  - Dropped off at one of the open houses listed above.
- Oral and written testimony may also be made to the Kitsap County Planning Commission at the following public hearings in the Commissioner's Chambers on the 3<sup>rd</sup> Floor of the Kitsap County Administration Building (619 Division St, Port Orchard):
  - 7/17/2018 (5:30 PM); and
  - 7/31/2018 (5:30 PM).
- Notifications and announcements regarding this comment period and public hearing include the following:
  - Legal notice published in the Kitsap Sun newspaper;
  - Broadcast announcements via email, text message, Facebook.com, Twitter.com, and Nextdoor.com;
  - Notice signs posted on site-specific amendment properties;
  - Notices mailed to property owners near site-specific amendments and other geographically specific amendments; and
  - Formal letters to Tribes with usual and accustomed area in Kitsap County.

Additional public involvement and outreach will occur in October through December when the Kitsap County Board of Commissioners will be considering the amendments.

**6. Staff Contact**

**Report prepared by:**



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**Steven Starlund, Parks and Open Space  
Planner  
(360) 337-5350  
SStarlun@co.kitsap.wa.us**

**Report approved by:**



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**Jim Bolger, Assistant Director  
Department of Community Development**



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**Peter Best, Senior Planner  
(360) 337-5777  
PBest@co.kitsap.wa.us**

**7. Attachments**

- A. Proposed Amendment
- B. State Environmental Policy Act (SEPA)
  - 1. SEPA Determination
  - 2. SEPA Checklist
- C. Supplemental Materials
  - 1. 2018 Parks, Recreation, and Open Space Plan
  - 2. Resolution 040-2018

1 **Amendment #1: Parks, Recreation, and Open Space Chapter**

2  
3 The Kitsap County Comprehensive Plan, Chapter 6 (Parks, Recreation, and Open Space), page 6-69,  
4 adopted by Ordinance 534 (2016), is amended as follows:  
5

6 **Discussion**

7 Kitsap County is known for its many distinctive features including its glacier-carved rolling  
8 topography, evergreen forests, freshwater lakes, inlets, bays, and Puget Sound. Kitsap County's  
9 nature-oriented park system reflects this diversity of settings, and provides for developed  
10 recreation facilities to serve a population of diverse ages, ethnicities, abilities, and outdoor  
11 interests.

12  
13 ~~Kitsap County's Park and Open Space system currently includes 74 sites totaling 7,279 acres.~~  
14 ~~These include a range of park types and classifications:~~

- 15 ~~■—Heritage Parks, at least 450 acres in size, to accommodate both active and passive~~  
16 ~~recreation while providing open space and preservation. Parks in this category are~~  
17 ~~managed and maintained by formal park stewardship groups;~~
- 18 ~~■—Regional parks (primarily waterfront parks) which draw people from more than a five~~  
19 ~~mile distance;~~
- 20 ~~■—Community parks, which draw people from the immediate community;~~
- 21 ~~■—Natural resource areas, preserved for their habitat values, and;~~
- 22 ~~■ Partnership properties, which are generally smaller and have limited, if any, active use~~  
23 ~~and/or are used and managed primarily by other parties. Partnership properties~~  
24 ~~constitute about one quarter of the Department's sites and six percent of the land area.~~

25  
26 Nearly ~~two-thirds~~ three quarters of all park and open space acreage is within six heritage parks.  
27 These heritage parks have become the foundation of Kitsap County's park system. They are  
28 large enough to remain primarily undeveloped natural areas, with trails and environmentally  
29 sensitive areas preserved or enhanced. ~~These heritage parks may have enough land to~~  
30 ~~appropriately accommodate active use areas to meet current and future needs. Some of these~~  
31 ~~Heritage Parks may have a land base suitable to support more developed facilities and intense~~  
32 ~~recreational use, while others encompass more natural, or historic-based resources and are~~  
33 ~~more suitable for passive, less intrusive recreation and facilities.~~

34  
35 ~~The Kitsap Forest and Bay Project is currently a high priority for Kitsap County. Moving forward~~  
36 ~~Kitsap County will continue to utilize partnerships to the greatest extent feasible. One such~~  
37 ~~partnership is with Forterra and the Port Gamble/S'Klallam and Suquamish Tribes and is~~  
38 ~~unprecedented locally. The large tracts of forestland contain ecologically important streams,~~  
39 ~~wetlands and forest habitat, over two miles of shorelines, and tidelands. There are areas for~~  
40 ~~open space, water access and public use, including key trail sections identified by North Kitsap~~  
41 ~~Trails Association. The project is unique in that it brings many partners to the table including a~~  
42 ~~private landowner, conservancy and trails groups, local government and both the Port Gamble~~  
43 ~~S'Klallam and Suquamish tribes. Kitsap County, in partnership with Forterra and the Tribes has~~  
44 ~~acquired a real estate option on these properties for near term acquisition~~  
45

1 The Kitsap Forest and Bay Project is an ongoing priority for Kitsap County, which will  
2 involve collaborating with conservation groups and recreation interests, working  
3 together to protect forested landscapes and shoreline in the northern section of the  
4 County. Together they have raised awareness and private funds for acquisition of  
5 several thousand acres of forestlands for the Port Gamble Forest Heritage Park.  
6 Incorporating a near-term “timber deed” reserved for a final harvest rotation for the  
7 owner or timber company, has largely increased the available holdings for the County.  
8 These lands will be reforested with a more natural mixed species restoration scheme,  
9 and grow a future heritage forest, while providing for compatible recreational use of  
10 those lands. Within this new park environment are ecologically important streams,  
11 springs, wetlands, beaver ponds, and more than two miles of undeveloped shorelines  
12 and tidelands. The project is unique in that it brought many partners to the table  
13 including a private landowner, conservancy and trails groups, local government and  
14 both the Port Gamble S’Klallam and Suquamish tribes.

15  
16 Focusing on the inter-related nature of parks and open space to other Comprehensive  
17 Plan elements provide the guidance to do the following:

- 18 • Provide parks, recreation, and open space facilities, and services in an efficient  
19 and economical manner, and manage and maintain park and open space lands;
- 20 • Incorporate a network of trails and greenways, working with cities, other  
21 communities, and conservation organizations, to connect population and  
22 employment centers, schools, and public facilities;
- 23 • Provide and manage parks in proximity to new and existing housing and manage  
24 environmental values; and
- 25 • Identify lands for possible acquisition to the County Park System.

26  
27  
28 The Kitsap County Comprehensive Plan, Chapter 6 (Parks, Recreation, and Open Space), page 6-75,  
29 adopted by Ordinance 534 (2016), is amended as follows:  
30

## 31 Parks Recreation and Open Space Strategies

### 32 Strategies

- 34 ■ ~~For information on strategies, please see~~ The strategies located on pages 23- ~~33~~ 39 of  
35 the ~~2012~~ 2018 Parks and Recreation Open Space Plan are adopted by reference.  
36 [http://www.kitsapgov.com/parks/Parks/Pages/PROS\\_Plan.htm](http://www.kitsapgov.com/parks/Parks/Pages/PROS_Plan.htm)  
37 <https://www.kitsapgov.com/parks/Pages/PROSPlanUpdates.aspx>

### 38 References

- 39 ■ 2012 ~~2018~~ 2018 Parks and Recreation Open Space (PROS) Plan  
40 [http://www.kitsapgov.com/parks/Parks/Pages/PROS\\_Plan.htm](http://www.kitsapgov.com/parks/Parks/Pages/PROS_Plan.htm)  
41 <https://www.kitsapgov.com/parks/Pages/PROSPlanUpdates.aspx>  
42

- 1 ■ ~~Parks and Recreation 6-year Capital Facilities Plan CFP)~~  
2 [http://www.kitsapgov.com/parks/Parks/Pages/Planning\\_Capital\\_Projects.htm](http://www.kitsapgov.com/parks/Parks/Pages/Planning_Capital_Projects.htm)
- 3 ■ Newberry Hill Heritage Park Master Plan  
4 [http://www.kitsapgov.com/parks/Parks/Pages/heritageparks/newberry\\_hill.htm](http://www.kitsapgov.com/parks/Parks/Pages/heritageparks/newberry_hill.htm)  
5 <https://www.kitsapgov.com/parks/Pages/NewberryHillHeritagePark.aspx>
- 6 ■ South Kitsap Regional Park Plan  
7 [http://www.kitsapgov.com/parks/Parks/Pages/communityparks/sk\\_community\\_park.htm](http://www.kitsapgov.com/parks/Parks/Pages/communityparks/sk_community_park.htm)  
8 <https://www.kitsapgov.com/parks/Pages/SouthKitsapRegionalPark.aspx>
- 10 ■ Forest Stewardship Plan  
11 [http://www.kitsapgov.com/parks/Parks/Pages/Planning\\_Capital\\_Projects.htm](http://www.kitsapgov.com/parks/Parks/Pages/Planning_Capital_Projects.htm)  
12 <https://www.kitsapgov.com/parks/Pages/ForestStewardship.aspx>

Placeholder For:  
SEPA Determination

## **SEPA ENVIRONMENTAL CHECKLIST**

### ***Purpose of checklist:***

Governmental agencies use this checklist to help determine whether the environmental impacts of your proposal are significant. This information is also helpful to determine if available avoidance, minimization or compensatory mitigation measures will address the probable significant impacts or if an environmental impact statement will be prepared to further analyze the proposal.

### ***Instructions for applicants:***

This environmental checklist asks you to describe some basic information about your proposal. Please answer each question accurately and carefully, to the best of your knowledge. You may need to consult with an agency specialist or private consultant for some questions. You may use "not applicable" or "does not apply" only when you can explain why it does not apply and not when the answer is unknown. You may also attach or incorporate by reference additional studies reports. Complete and accurate answers to these questions often avoid delays with the SEPA process as well as later in the decision-making process.

The checklist questions apply to all parts of your proposal, even if you plan to do them over a period of time or on different parcels of land. Attach any additional information that will help describe your proposal or its environmental effects. The agency to which you submit this checklist may ask you to explain your answers or provide additional information reasonably related to determining if there may be significant adverse impact.

### ***Instructions for Lead Agencies:***

Please adjust the format of this template as needed. Additional information may be necessary to evaluate the existing environment, all interrelated aspects of the proposal and an analysis of adverse impacts. The checklist is considered the first but not necessarily the only source of information needed to make an adequate threshold determination. Once a threshold determination is made, the lead agency is responsible for the completeness and accuracy of the checklist and other supporting documents.

### ***Use of checklist for nonproject proposals:*** P

For nonproject proposals (such as ordinances, regulations, plans and programs), complete the applicable parts of sections A and B plus the SUPPLEMENTAL SHEET FOR NONPROJECT ACTIONS (part D). Please completely answer all questions that apply and note that the words "project," "applicant," and "property or site" should be read as "proposal," "proponent," and "affected geographic area," respectively. The lead agency may exclude (for non-projects) questions in Part B - Environmental Elements –that do not contribute meaningfully to the analysis of the proposal.

## A. Background

1. Name of proposed project, if applicable:

2018 Kitsap County Parks, Recreation, and Open Space (PROS) Plan Update and Comprehensive Plan Amendment (a non-project action)

2. Name of applicant:

Kitsap County Department of Parks and Recreation

3. Address and phone number of applicant and contact person:

Steven Starlund, Parks Planner  
[sstarlun@co.kitsap.wa.us](mailto:sstarlun@co.kitsap.wa.us)  
360-337-5350

4. Date checklist prepared:

June 12, 2018

5. Agency requesting checklist:

Kitsap County

6. Proposed timing or schedule (including phasing, if applicable):

This amendment is expected to be adopted in December 2018.

7. Do you have any plans for future additions, expansion, or further activity related to or connected with this proposal? If yes, explain.

The plan is subject to continuous review and may be amended in future years. Actions to implement the plan, including the construction of specific facilities, may occur in future years.

8. List any environmental information you know about that has been prepared, or will be prepared, directly related to this proposal.

None.

9. Do you know whether applications are pending for governmental approvals of other proposals directly affecting the property covered by your proposal? If yes, explain.

Not applicable for this non-project action



10. List any government approvals or permits that will be needed for your proposal, if known.

This amendment will need to be adopted by Kitsap County ordinance.

11. Give brief, complete description of your proposal, including the proposed uses and the size of the project and site. There are several questions later in this checklist that ask you to describe certain aspects of your proposal. You do not need to repeat those answers on this page. (Lead agencies may modify this form to include additional specific information on project description.)

The Comprehensive Plan amendment updates the discussion and strategies sections in Chapter 6 (Parks, Recreation, and Open Space) of the 2016 Kitsap County Comprehensive Plan. These amendments adopt certain content from the 2018 update of the Kitsap County Parks, Recreation, and Open Space Plan.

12. Location of the proposal. Give sufficient information for a person to understand the precise location of your proposed project, including a street address, if any, and section, township, and range, if known. If a proposal would occur over a range of area, provide the range or boundaries of the site(s). Provide a legal description, site plan, vicinity map, and topographic map, if reasonably available. While you should submit any plans required by the agency, you are not required to duplicate maps or detailed plans submitted with any permit applications related to this checklist.

This is a non-project action applicable to unincorporated Kitsap County.

## **B. Environmental Elements**

### **1. Earth**

- a. General description of the site:

(circle one): Flat, rolling, hilly, steep slopes, mountainous, other \_\_\_\_\_

Not applicable for this non-project action

- b. What is the steepest slope on the site (approximate percent slope)?

Not applicable for this non-project action

- c. What general types of soils are found on the site (for example, clay, sand, gravel, peat, muck)? If you know the classification of agricultural soils, specify them and note any agricultural land of long-term commercial significance and whether the proposal results in removing any of these soils.

Not applicable for this non-project action

- d. Are there surface indications or history of unstable soils in the immediate vicinity? If so, describe.

Not applicable for this non-project action

- e. Describe the purpose, type, total area, and approximate quantities and total affected area of any filling, excavation, and grading proposed. Indicate source of fill.

Not applicable for this non-project action

- f. Could erosion occur as a result of clearing, construction, or use? If so, generally describe.

Not applicable for this non-project action

- g. About what percent of the site will be covered with impervious surfaces after project construction (for example, asphalt or buildings)?

Not applicable for this non-project action

- h. Proposed measures to reduce or control erosion, or other impacts to the earth, if any:

Not applicable for this non-project action

## **2. Air**

- a. What types of emissions to the air would result from the proposal during construction, operation, and maintenance when the project is completed? If any, generally describe and give approximate quantities if known.

Not applicable for this non-project action

- b. Are there any off-site sources of emissions or odor that may affect your proposal? If so, generally describe.

Not applicable for this non-project action

- c. Proposed measures to reduce or control emissions or other impacts to air, if any:

Not applicable for this non-project action

## **3. Water**

- a. Surface Water:

- 1) Is there any surface water body on or in the immediate vicinity of the site (including year-round and seasonal streams, saltwater, lakes, ponds, wetlands)? If yes, describe type and provide names. If appropriate, state what stream or river it flows into.

Not applicable for this non-project action

- 2) Will the project require any work over, in, or adjacent to (within 200 feet) the described waters? If yes, please describe and attach available plans.

Not applicable for this non-project action

- 3) Estimate the amount of fill and dredge material that would be placed in or removed from surface water or wetlands and indicate the area of the site that would be affected. Indicate the source of fill material.

Not applicable for this non-project action

- 4) Will the proposal require surface water withdrawals or diversions? Give general description, purpose, and approximate quantities if known.

Not applicable for this non-project action

- 5) Does the proposal lie within a 100-year floodplain? If so, note location on the site plan.

Not applicable for this non-project action

- 6) Does the proposal involve any discharges of waste materials to surface waters? If so, describe the type of waste and anticipated volume of discharge.

Not applicable for this non-project action

b. Ground Water:

- 1) Will groundwater be withdrawn from a well for drinking water or other purposes? If so, give a general description of the well, proposed uses and approximate quantities withdrawn from the well. Will water be discharged to groundwater? Give general description, purpose, and approximate quantities if known.

Not applicable for this non-project action

- 2) Describe waste material that will be discharged into the ground from septic tanks or other sources, if any (for example: Domestic sewage; industrial, containing the following chemicals. . . ; agricultural; etc.). Describe the general size of the system, the number of such systems, the number of houses to be served (if applicable), or the number of animals or humans the system(s) are expected to serve.

Not applicable for this non-project action

c. Water runoff (including stormwater):

- 1) Describe the source of runoff (including storm water) and method of collection and disposal, if any (include quantities, if known). Where will this water flow? Will this water flow into other waters? If so, describe.

Not applicable for this non-project action

2) Could waste materials enter ground or surface waters? If so, generally describe.

Not applicable for this non-project action

3) Does the proposal alter or otherwise affect drainage patterns in the vicinity of the site? If so, describe.

Not applicable for this non-project action

d. Proposed measures to reduce or control surface, ground, and runoff water, and drainage pattern impacts, if any:

Not applicable for this non-project action

#### 4. **Plants**

a. Check the types of vegetation found on the site:

- deciduous tree: alder, maple, aspen, other
- evergreen tree: fir, cedar, pine, other
- shrubs
- grass
- pasture
- crop or grain
- Orchards, vineyards or other permanent crops.
- wet soil plants: cattail, buttercup, bullrush, skunk cabbage, other
- water plants: water lily, eelgrass, milfoil, other
- other types of vegetation

Not applicable for this non-project action

b. What kind and amount of vegetation will be removed or altered?

Not applicable for this non-project action

c. List threatened and endangered species known to be on or near the site.

Not applicable for this non-project action

d. Proposed landscaping, use of native plants, or other measures to preserve or enhance vegetation on the site, if any:

Not applicable for this non-project action

- e. List all noxious weeds and invasive species known to be on or near the site.

Not applicable for this non-project action

## 5. **Animals**

- a. List any birds and other animals which have been observed on or near the site or are known to be on or near the site.

Examples include:

birds: hawk, heron, eagle, songbirds, other:  
mammals: deer, bear, elk, beaver, other:  
fish: bass, salmon, trout, herring, shellfish, other \_\_\_\_\_

Not applicable for this non-project action

- b. List any threatened and endangered species known to be on or near the site.

Not applicable for this non-project action

- c. Is the site part of a migration route? If so, explain.

Not applicable for this non-project action

- d. Proposed measures to preserve or enhance wildlife, if any:

Not applicable for this non-project action

- e. List any invasive animal species known to be on or near the site.

Not applicable for this non-project action

## 6. **Energy and Natural Resources**

- a. What kinds of energy (electric, natural gas, oil, wood stove, solar) will be used to meet the completed project's energy needs? Describe whether it will be used for heating, manufacturing, etc.

Not applicable for this non-project action

- b. Would your project affect the potential use of solar energy by adjacent properties? If so, generally describe.

Not applicable for this non-project action

- c. What kinds of energy conservation features are included in the plans of this proposal?  
List other proposed measures to reduce or control energy impacts, if any:

Not applicable for this non-project action

## **7. Environmental Health**

- a. Are there any environmental health hazards, including exposure to toxic chemicals, risk of fire and explosion, spill, or hazardous waste, that could occur as a result of this proposal? If so, describe.

Not applicable for this non-project action

- 1) Describe any known or possible contamination at the site from present or past uses.

Not applicable for this non-project action

- 2) Describe existing hazardous chemicals/conditions that might affect project development and design. This includes underground hazardous liquid and gas transmission pipelines located within the project area and in the vicinity.

Not applicable for this non-project action

- 3) Describe any toxic or hazardous chemicals that might be stored, used, or produced during the project's development or construction, or at any time during the operating life of the project.

Not applicable for this non-project action

- 4) Describe special emergency services that might be required.

Not applicable for this non-project action

- 5) Proposed measures to reduce or control environmental health hazards, if any:

Not applicable for this non-project action

### **b. Noise**

- 1) What types of noise exist in the area which may affect your project (for example: traffic, equipment, operation, other)?

Not applicable for this non-project action

- 2) What types and levels of noise would be created by or associated with the project on a short-term or a long-term basis (for example: traffic, construction, operation, other)? Indicate what hours noise would come from the site.

Not applicable for this non-project action

3) Proposed measures to reduce or control noise impacts, if any:

Not applicable for this non-project action

**8. Land and Shoreline Use**

- a. What is the current use of the site and adjacent properties? Will the proposal affect current land uses on nearby or adjacent properties? If so, describe.

Not applicable for this non-project action

- b. Has the project site been used as working farmlands or working forest lands? If so, describe. How much agricultural or forest land of long-term commercial significance will be converted to other uses as a result of the proposal, if any? If resource lands have not been designated, how many acres in farmland or forest land tax status will be converted to nonfarm or nonforest use?

Not applicable for this non-project action

- 1) Will the proposal affect or be affected by surrounding working farm or forest land normal business operations, such as oversize equipment access, the application of pesticides, tilling, and harvesting? If so, how:

Not applicable for this non-project action

- c. Describe any structures on the site.

Not applicable for this non-project action

- d. Will any structures be demolished? If so, what?

Not applicable for this non-project action

- e. What is the current zoning classification of the site?

Not applicable for this non-project action

- f. What is the current comprehensive plan designation of the site?

Not applicable for this non-project action

- g. If applicable, what is the current shoreline master program designation of the site?

Not applicable for this non-project action

- h. Has any part of the site been classified as a critical area by the city or county? If so, specify.

Not applicable for this non-project action

- i. Approximately how many people would reside or work in the completed project?

Not applicable for this non-project action

- j. Approximately how many people would the completed project displace?

Not applicable for this non-project action

- k. Proposed measures to avoid or reduce displacement impacts, if any:

Not applicable for this non-project action

- l. Proposed measures to ensure the proposal is compatible with existing and projected land uses and plans, if any:

Not applicable for this non-project action

- m. Proposed measures to reduce or control impacts to agricultural and forest lands of long-term commercial significance, if any:

Not applicable for this non-project action

## **9. Housing**

- a. Approximately how many units would be provided, if any? Indicate whether high, middle, or low-income housing.

Not applicable for this non-project action

- b. Approximately how many units, if any, would be eliminated? Indicate whether high, middle, or low-income housing.

Not applicable for this non-project action

- c. Proposed measures to reduce or control housing impacts, if any:

Not applicable for this non-project action

## **10. Aesthetics**



- a. What is the tallest height of any proposed structure(s), not including antennas; what is the principal exterior building material(s) proposed?

Not applicable for this non-project action

- b. What views in the immediate vicinity would be altered or obstructed?

Not applicable for this non-project action

- b. Proposed measures to reduce or control aesthetic impacts, if any:

Not applicable for this non-project action

### **11. Light and Glare**

- a. What type of light or glare will the proposal produce? What time of day would it mainly occur?

Not applicable for this non-project action

- b. Could light or glare from the finished project be a safety hazard or interfere with views?

Not applicable for this non-project action

- c. What existing off-site sources of light or glare may affect your proposal?

Not applicable for this non-project action

- d. Proposed measures to reduce or control light and glare impacts, if any:

Not applicable for this non-project action

### **12. Recreation**

- a. What designated and informal recreational opportunities are in the immediate vicinity?

Not applicable for this non-project action

- b. Would the proposed project displace any existing recreational uses? If so, describe.

Not applicable for this non-project action

- c. Proposed measures to reduce or control impacts on recreation, including recreation opportunities to be provided by the project or applicant, if any:

Not applicable for this non-project action

### **13. Historic and cultural preservation**

- a. Are there any buildings, structures, or sites, located on or near the site that are over 45 years old listed in or eligible for listing in national, state, or local preservation registers ? If so, specifically describe.

Not applicable for this non-project action

- b. Are there any landmarks, features, or other evidence of Indian or historic use or occupation? This may include human burials or old cemeteries. Are there any material evidence, artifacts, or areas of cultural importance on or near the site? Please list any professional studies conducted at the site to identify such resources.

Not applicable for this non-project action

- c. Describe the methods used to assess the potential impacts to cultural and historic resources on or near the project site. Examples include consultation with tribes and the department of archeology and historic preservation, archaeological surveys, historic maps, GIS data, etc.

Not applicable for this non-project action

- d. Proposed measures to avoid, minimize, or compensate for loss, changes to, and disturbance to resources. Please include plans for the above and any permits that may be required.

Not applicable for this non-project action

### **14. Transportation**

- a. Identify public streets and highways serving the site or affected geographic area and describe proposed access to the existing street system. Show on site plans, if any.

Not applicable for this non-project action

- b. Is the site or affected geographic area currently served by public transit? If so, generally describe. If not, what is the approximate distance to the nearest transit stop?

Not applicable for this non-project action

- c. How many additional parking spaces would the completed project or non-project proposal have? How many would the project or proposal eliminate?

Not applicable for this non-project action

- d. Will the proposal require any new or improvements to existing roads, streets, pedestrian, bicycle or state transportation facilities, not including driveways? If so, generally describe (indicate whether public or private).

Not applicable for this non-project action

- e. Will the project or proposal use (or occur in the immediate vicinity of) water, rail, or air transportation? If so, generally describe.

Not applicable for this non-project action

- f. How many vehicular trips per day would be generated by the completed project or proposal? If known, indicate when peak volumes would occur and what percentage of the volume would be trucks (such as commercial and nonpassenger vehicles). What data or transportation models were used to make these estimates?

Not applicable for this non-project action

- g. Will the proposal interfere with, affect or be affected by the movement of agricultural and forest products on roads or streets in the area? If so, generally describe.

Not applicable for this non-project action

- h. Proposed measures to reduce or control transportation impacts, if any:

Not applicable for this non-project action

### **15. Public Services**

- a. Would the project result in an increased need for public services (for example: fire protection, police protection, public transit, health care, schools, other)? If so, generally describe.

Not applicable for this non-project action

- b. Proposed measures to reduce or control direct impacts on public services, if any.

Not applicable for this non-project action

### **16. Utilities**

- a. Circle utilities currently available at the site:  
electricity, natural gas, water, refuse service, telephone, sanitary sewer, septic system,  
other \_\_\_\_\_

Not applicable for this non-project action

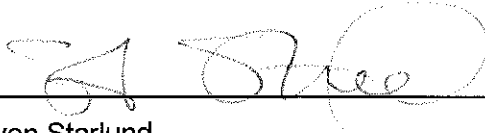
- b. Describe the utilities that are proposed for the project, the utility providing the service, and the general construction activities on the site or in the immediate vicinity which might be needed.

Not applicable for this non-project action

## **C. Signature**

The above answers are true and complete to the best of my knowledge. I understand that the lead agency is relying on them to make its decision.

Signature: \_\_\_\_\_



Name of signee Steven Starlund

Position and Agency/Organization Parks and Open Space Planner, Kitsap County  
Parks

Date Submitted: 6/12/2018

## **D. Supplemental sheet for nonproject actions**

(IT IS NOT NECESSARY to use this sheet for project actions)

Because these questions are very general, it may be helpful to read them in conjunction with the list of the elements of the environment.

When answering these questions, be aware of the extent the proposal, or the types of activities likely to result from the proposal, would affect the item at a greater intensity or at a faster rate than if the proposal were not implemented. Respond briefly and in general terms.

1. How would the proposal be likely to increase discharge to water; emissions to air; production, storage, or release of toxic or hazardous substances; or production of noise?

This non-project action is not likely to increase discharge to water; emissions to air; production storage, or release of toxic or hazardous substances; or production of noise. Future actions to implement the plan will be subject to applicable environmental review.

Proposed measures to avoid or reduce such increases are:

None.

2. How would the proposal be likely to affect plants, animals, fish, or marine life?

This non-project action is not likely to affect plants, animals, fish, or marine life. Future actions to implement the plan will be subject to applicable environmental review.

Proposed measures to protect or conserve plants, animals, fish, or marine life are:

None

3. How would the proposal be likely to deplete energy or natural resources?

This non-project action is not likely to deplete energy or natural resources. Future actions to implement the plan will be subject to applicable environmental review.

Proposed measures to protect or conserve energy and natural resources are:

None.

4. How would the proposal be likely to use or affect environmentally sensitive areas or areas designated (or eligible or under study) for governmental protection; such as parks, wilderness, wild and scenic rivers, threatened or endangered species habitat, historic or cultural sites, wetlands, floodplains, or prime farmlands?

This non-project action is not likely to use or affect environmentally sensitive areas or areas designated (or eligible or under study) for governmental protection. Future actions to implement the plan will be subject to applicable environmental review.

Proposed measures to protect such resources or to avoid or reduce impacts are:

None.

5. How would the proposal be likely to affect land and shoreline use, including whether it would allow or encourage land or shoreline uses incompatible with existing plans?

This non-project action is not likely to affect land and shoreline use. Future actions to implement the plan will be subject to applicable environmental review.

Proposed measures to avoid or reduce shoreline and land use impacts are:

None.

6. How would the proposal be likely to increase demands on transportation or public services and utilities?

This non-project action is not likely to increase demands on transportation or public services and utilities. Future actions to implement the plan will be subject to applicable environmental review.

Proposed measures to reduce or respond to such demand(s) are:

None.

7. Identify, if possible, whether the proposal may conflict with local, state, or federal laws or requirements for the protection of the environment.

This non-project action does not conflict with local, state, or federal laws or requirements for the protection of the environment.



**KITSAP COUNTY  
2018 PARKS, RECREATION AND OPEN SPACE PLAN**

*Adopted February 26, 2018*

# **KITSAP COUNTY**

## **2018 Parks, Recreation, and Open Space Plan**

**Kitsap County**  
**Board of County Commissioners**

Robert Gelder, Chair, District #1  
Charlotte Garrido, District #2  
Edward E. Wolfe, District #3



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**To be formatted and labeled after Public Comment period and Plan adoption**

**To date, 107 pages (pages 45-152).**

## PREFACE

The 2018 Parks, Recreation and Open Space Plan (PROS) is intended to refresh and update the County's 2012 PROS Plan for adoption by the Board of Commissioners, to be amended into the County's Comprehensive Plan, and to be provided to Washington State Recreation and Conservation Office (RCO) as a requirement for future grant funding opportunities.

This plan, through public survey, open house forums, and other opportunities for public input, acknowledges strengths in our park operations and management, identifies areas for improvement, and presents new approaches and ideas. Supporting information from related agencies and organizations help to recognize and clarify the County's major role in providing outdoor recreation areas and facilities.

Throughout the development of the plan it has been evident that County Parks has a significant opportunity and responsibility for stewardship of natural resources beyond the provision of recreation facility development.

Based on our discussions, findings, and community recommendations, this document will serve as a foundation for developing strategic agency plans as Kitsap County Parks accepts a greater leadership role in natural resource management. Future successes will require the involvement of the community in crafting land management decisions based on achievable goals, objectives, and action plans.

## PURPOSE

Parks, Recreation, and Open Space Plan (PROS) is an element of the 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.

Updating the 2012 PROS Plan is a requisite component of the Growth Management Act (GMA). The GMA promotes wise use of limited land and resources which helps conserve open space. The GMA encourages the enhancement of recreational opportunities, and calls for the development of parks and recreation facilities, which adds to the quality of life in communities.

The PROS Plan is required for state and federal grant eligibility, which is administered by the Washington State Recreation and Conservation Office (RCO). Upon adoption by County Commissioners, the plan is submitted to the RCO for approval.

## KITSAP COUNTY GOVERNANCE

### KITSAP COUNTY MISSION

Kitsap County government's mission is to protect and promote the safety, health and welfare of our citizens in an efficient, accessible, and effective manner.

### KITSAP COUNTY BOARD OF COMMISSIONERS

The Kitsap County Board of Commissioners is responsible for the executive and legislative functions of the County government, which represents three geographical districts, oversees county operations, sets policies, enacts code provisions, and adopts annual budgets to guide the delivery of county services and support the County's mission and vision. The three member Board oversees four county departments that interact directly with the public on behalf of the Board; Community Development, Public Works, Human Services, and Parks. The 2018 Board of County Commissioners:

Robert Gelder, Chair, District #1  
Charlotte Garrido, District #2  
Edward E. Wolfe, District #3

### PARKS ADVISORY BOARD

The Kitsap County Parks Advisory Board comprises nine County Commissioner appointees - three from each County Commissioner District. The Board functions as a link between the community and the County. The Board provides guidance to the Director of Parks concerning park planning, acquisition, development, and administration of parks and recreation facilities throughout the County.

#### District 1

John Grinter  
Brian Higgins  
Kathryn Thompson

#### District 2

Joanne Clark  
Ani Gatz, Chari  
Larry Walker, Vice Chair

#### District 3

Josh Hopp  
Jon Pearson  
Frank Stricklin

### PARKS DEPARTMENT

The Mission of 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 department's management team is:

Parks Director	James R. Dunwiddie
Assistant Director	Travis Buell
Parks Resource Superintendent	Dori Leckner
Parks Operations Superintendent	Billie Schmidt
Parks and Open Space Planner	Steven Starlund
Forester	Arno Bergstrom

## 2018 PROS PLAN DEVELOPMENT

This plan outlines policy directions, goals, objectives, implementation strategies, and capital improvements of the County Parks System. The 2018 PROS Plan:

Evaluates the need and demand for parks, recreational facilities, and open space throughout the County;

Identifies key issues, strengths, and opportunities required to improve the park system, and ensures the capacity to adequately plan, develop, and operate park properties and facilities;

Provides guidelines and policy direction for Kitsap County to acquire, develop, and preserve property with regional significance and recreation value;

Identifies the strategies and objectives needed to ensure that parks are an integral part of Kitsap County's economic development strategy; and assesses current funding mechanisms, partnerships, and potential funding strategies.

## PUBLIC OUTREACH

The updated 2018 PROS Plan is required to be eligible for state and federal grants administered by the Washington State Recreation and Conservation Office, and must be updated every six years. Parks Department staff, working with members of the Parks Advisory Board since July 2017, developed the plan outline and summary of policy directions, along with the public outreach strategy.

As a foundation of the PROS Plan, various community outreach opportunities for public comment have been provided to assess operational comments and identify community needs and concerns. The Kitsap County Parks Advisory Board and Parks Department hosted a series of public meetings, and participated in local community events. An online survey provided methodology to receive public feedback and ideas on the future direction of the county park system. More than 1,100 survey responses were received. Comment and survey results were posted on the Parks Department's website in November, 2017. As the final plan was being drafted, other opportunities for public comment and review were scheduled:

- Advancement of the plan included the posting of a preliminary draft plan for community and stakeholder review and comment. The working draft was available on the Parks Department website, and comments were accepted through January 5, 2018.
- The posting of the final draft PROS Plan was available for review on January 12 for 30 days.
- The Final PROS Plan was presented to the Board of County Commissioners February 12, 2018 via Public Hearing.
- The Final PROS Plan is reviewed and will be adopted by the Kitsap County Board of County Commissioners, after a period of regional public participation and review. Submittal to the WA State Recreation and Conservation Office is due March 1, 2018.

## KEY INTERESTS - PUBLIC SURVEY AND STAKEHOLDER COMMENTS

- ❖ **Open space for habitat, greenways, and trail recreation** continues to be a high priority for Kitsap citizens. Acquisition of new parklands is highly desired, with the caveat to effectively and responsibly manage those resources.
- ❖ Interest and demand for **developed recreation complexes** and improved field play areas are growing throughout the County.
- ❖ **Stewardship** of large-acreage Heritage Parks relies on a dedicated corps of volunteers. Training, retaining, and expanding this invaluable community resource is critical to management of those resources and opportunities.
- ❖ There is an expressed need to **provide safe and multi-accessible trails** (bike and pedestrian) throughout Kitsap County, and notably to connect parks, business centers and residential communities.
- ❖ **Sustainable funding base** for all park needs continues to be a challenge.
- ❖ Securing the capacity to effectively **manage, protect, and restore natural, cultural, and historic park resources** is clearly needed.
- ❖ **Parks and open space properties are a prime asset for County tourism, quality of life, and associated positive economic impacts.** Continued and expanded promotion of these County assets is of prime interest to a growing business and residential community.

## BACKGROUND

### *“The Natural Side of Puget Sound”™*

Kitsap County is known for its many distinctive features including its glacier-carved rolling topography, evergreen forests, freshwater lakes, inlets, bays, and Puget Sound. Kitsap County’s nature-oriented park system reflects this diversity of settings, and provides for developed recreation facilities to serve a population of diverse ages, ethnicities, abilities, and outdoor interests.

Kitsap County is relatively small in population, but is ranked as one of most-densely populated in the State. Although there are only four cities; Bremerton, Port Orchard, Bainbridge Island, and Poulsbo, the growing commuting-connection to King, Pierce, and Snohomish County populations, and the presence of the U.S. Navy adds significant needs for parks, facilities, and natural open space. There is increasing interest to provide wildlands for trails and outdoor adventures, in addition to active recreation areas.

Regional trends and surveys direct emphasis for land acquisition, which combine adequate resources for management and stewardship. Different land characteristics serve different recreation and/or conservation purposes. Determining landscape classifications will guide resource protection while allowing appropriate public access and recreation impacts. A challenge lies in providing adequate resources to deliver a level of service, commensurate with the varied conservation areas and developed recreation facilities. Organizing cadres of volunteers has been critical to meet this stewardship need. As it is incumbent upon the County to be proactive in providing future parks and open space, the County recognizes the need to support levels of service for developed parks, including standards for maintenance of fields and facilities, to protect park assets, and provide safe and enjoyable park activities.

To meet growing expectations for park and outdoor recreation experiences, future directions are outlined in this (six-year) 2018 Parks, Recreation and Open Space Plan (PROS). The plan describes issues, concerns, and opportunities for planning, development, and park operations. It directs strategies and priorities, and explores options for sustainable funding and support.

A well-supported system of parks offering recreation opportunities is a quality-of-life factor, and a contributor to economic growth and attraction. As such, this PROS Plan directs attention to a system of parks, recreation, and open space that will grow with the varied needs of the population as Kitsap County develops.

## KITSAP COUNTY OVERVIEW

### LOCATION & ACCESS



Kitsap County, 396 square miles in size, constitutes the majority of the Kitsap Peninsula. To the east is Puget Sound and beyond that, the Seattle - Everett - Tacoma Metropolitan area and the Cascade Mountains, which are accessible by five ferry routes and the Tacoma Narrows Bridge. To the north is Admiralty Inlet, the mouth of Puget Sound. To the west Kitsap County borders Hood Canal. Beyond that the Olympic Peninsula and the Olympic Mountains are accessible via the Hood Canal Bridge near Port Gamble in North Kitsap County. State Highway 3 connects to Highway 101 south of Kitsap, and it is the only non-bridged route to the peninsula. Kitsap County also includes Bainbridge and Blake Islands. Bainbridge Island is linked by bridge and Blake Island is a State Park accessible only by boat.

### GEOMORPHOLOGY

Ten thousand years ago all of the Puget Sound Basin, including Kitsap County, was covered by the mile-high Puget Lobe of the Cordilleran Ice Sheet. As the glaciers retreated, the shoreline of Puget Sound was scoured out, leaving behind a sculpted topography. The current landscape formed as glaciation deposited tills (unsorted mixtures of clay silts, sand, gravel and "erratic" boulders eroded by the glacier, carried in, on and under the ice, and deposited as the ice melted), with pockets of better sorted silts, sands and gravels to become the foundation for today's Kitsap County's soils.

The Ice Age is also the reason for the number of wetlands in the county. This effect of the glaciers over underlying basalt, created a ridged landscape, with Gold Mountain (1,761 feet in elevation) and Green Mountain (1,639 feet in elevation), as the highest points in Kitsap County. The land was depressed by the weight of the ice, and the "rebound" of the land, relative to sea level. As the ice melted, many of the valleys – now with streams became deeply incised and cut through the relatively light soils to reach sea level. Kitsap County has no major rivers, but does possess a number of small lakes, and approximately 228 miles of saltwater shoreline.





## COUNTY HISTORY & DEVELOPEMENT



Kitsap County has long been home to the Port Gamble S'Klallam and Suquamish Native American tribes. The extensive shoreline on Puget Sound and limited access by land, meant the Tribes and early non-native settlers had to access the area by water.

The small private “mosquito fleet” boats transported people and goods around Puget Sound from the 1850s through the

1930s, and visited at least 24 docks along the shoreline of Kitsap County. Subsequent development in Kitsap County has followed that pattern, with the population concentrations either on Puget Sound or emanating from the original Puget Sound settlements.



Since forming as a County in 1857, Kitsap County has been considered a rural community. Currently, 70 percent of County residents are living in unincorporated areas, a statistic relatively consistent over the past four decades. Development of the County has been spurred over time by several factors:

- It is a second home market for Seattle/Tacoma residents;
- The U.S. Navy has facilities throughout Kitsap, most notably Naval Base Kitsap;
- It is a retirement destination;
- It is a bedroom community for the Seattle/Everett/Tacoma metropolitan area.

According to the 2010 Census, Kitsap County is the fourth smallest County in Washington State, although it ranks sixth largest in population. Further, it hosts the third highest population density of Washington’s 39 counties, with 642 people per square mile.

## PARKS AND OPEN SPACE HISTORY

Kitsap County’s commitment to parks and open space acquisition has grown since 1960 when only a few properties had been accumulated through private donations. That year the Board of County Commissioners appointed a three-member Park Board and a Park and Recreation Administrator to oversee those lands. In the mid-1960s, the voters passed a bond issue to generate funds which were leveraged with the Washington State Interagency Committee for Outdoor Recreation grants to acquire and develop waterfront parks at Buck Lake, Horseshoe Lake, Point No Point, and Wildcat Lake.

The Board of County Commissioners created the Parks Department in 1971 to develop and maintain the growing park system. Gordon Field at the Fairgrounds, Salsbury Point Park, Silverdale Waterfront Park, and Veteran’s Memorial Park were subsequently acquired and developed, and Anderson Landing and Village Greens Golf Course were purchased in the mid 1970’s.

In 1991, the Board of County Commissioners enacted a Conservation Futures Levy, and Kitsap County began an aggressive acquisition program, using the levy fund to purchase valued open space and park lands throughout Kitsap. By 1994, the Kitsap County park system consisted of 1,251 acres with Guillemot Cove as the lone Conservation Futures property.

During the years of 1996 through 2000, fueled by Conservation Futures funds, regional heritage parks began to take form. The County purchased Howe Farm (1996), Anderson Point (1998), and Point No Point Park and Lighthouse. More than 1,000 acres were purchased in 2000, including Banner Forest, Carpenter Lake, Kingston Saltmarsh, Laughlin Cove, the Pratto property, and Stavis Estuary. With this increased attention to acquisition, the park system grew to 2,093 acres.

Kitsap County has successfully incorporated public-private partnerships in the acquisition and development of the park system, including a notable partnership with the Indianola Land Trust. This partnership encouraged the Board of County Commissioners to acquire several natural resource-based properties and collaborate with prioritizing acquisitions, obtaining grant- funding support.

In addition to County-purchased lands, the Washington State Department of Natural Resources received Legislative funds to re-convey large parcels of County Trust Lands including; Newberry Hill Heritage Park, Olympic View Park, and Rude Road site, totaling 1,351 acres.

Plans for future parklands, prioritized through a regional “Forest and Bay Initiative” in 2014, began with the purchase of forested lands in the Port Gamble area. Multiple state and local grants, including a grant from the Washington State Department of Ecology, initiated the purchase of 535 acres of forested uplands, and more than a mile of Puget Sound shoreline. Continued support from the Kitsap Forest & Bay Coalition, a collaboration of community and business organizations, and a nonprofit fundraising leader (Forterra) intensified the efforts to conserve more lands in that area for conservation and outdoor recreation. The coalition rallied community support and statewide interest to acquire and preserve the land base, and participate in long-term natural resource stewardship.

More than 3 million dollars were raised to grow the Port Gamble Forest Heritage Park. In December 2017, 1,500 acres were added to the park, creating a single block of 3,500 acres of public parkland, making it the largest Heritage Park in the system. The latest acquisition brings Kitsap County’s park system to 73 individual sites, totaling over 10,400 acres.

## PARK CATEGORY DESCRIPTOINS

### HERITAGE PARKS

More than 75 percent of all park and open space acreage is located within the six heritage parks; Newberry Hill, Illahee Preserve, North Kitsap, Port Gamble, Banner Forest, and Coulter Creek. These substantial sites have become the foundation of Kitsap County's park system. With the 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 Kitsap Forest and Bay Project, a collaborative planning effort by recreation and conservation interest groups, Tribes, and agencies, has worked to acquire open space lands in North Kitsap County, to date, has protected more than 4,000 acres. A unique partnership with Forterra and the Port Gamble/S'Klallam and Suquamish Tribes envisioned acquisition priority for five blocks of land, up to 7,000 acres in that northern district. These include Hansville, the North Kitsap Heritage Park Expansion, the Divide, Port Gamble Upland and Port Gamble Shoreline blocks. These large tracts of forestland contain ecologically important streams, wetlands, and forest habitat, more than two miles of shorelines, and tidelands. These lands typically serve the County for diverse and passive recreation opportunities.

### COMMUNITY RECREATION COMPLEXES

#### South Kitsap Regional Park

Acquired from the former South Kitsap Park and Recreation District in 2008, this 204-acre park is becoming the crown jewel of County parks in south Kitsap. The park has long had soccer and baseball fields, along with tenants Casey's Batting Cage and the Kitsap Live Steamers. Recent improvements have been made to the playground, skatepark, and perimeter trails. Other enhancements include earth sculpting; removing visual barriers, improving pedestrian connections and circulation, and opening up the park for improved safety. Ecological forest thinning was undertaken in 2017 to further open the forest canopy and improve trail experiences.



## Fairgrounds & Events Center

The 130-acre Fairgrounds & Event Center near Silverdale is the most visited



site in the park system. Kitsap Public Facilities District has renovated the athletic complex at the fairgrounds thanks to a major capital investment. The Pavilion has been



renovated to enhance energy efficiency and to better accommodate active recreation and commercial uses. In 2017, the Board Family Equestrian Arena, through private donation, was constructed to host equestrian activities year round. Also in

2017 the tennis court complex, adjacent to Olympic High School was refurbished, and is now maintained by the Central Kitsap School District. The County and Central Kitsap School District has approved an InterLocal Agreement for the District to convert two athletic fields to multi-use, artificial turf community facilities. The various on-site, fair-related buildings are heavily used for a variety of recreational purposes and rentals for private events, and shows throughout the year, including the popular Haunted Fairgrounds attraction each Halloween season.



## WATERWAYS AND WATERFRONT PARKS

Set on a beautiful peninsula, it is no wonder that the Kitsap County Parks is known for its waterfront parks. Freshwater lakeside parks; Buck Lake, Island Lake, Long Lake, Horseshoe Lake, and Wildcat Lake, along with saltwater favorites Point No Point, Norwegian Point, Salsbury Point, and even half-acre Arness Park in Kingston are packed on warm, summer weekends. Port Gamble Forest Heritage Park has 1.5 miles of undisturbed saltwater beach and shellfish beds, fronting Port Gamble Bay.



## LEGACY PARKS & PROPERTIES



From the beginning, McPherson-Howe Farm, in Port Orchard, has been perceived as a unique park. A living-history, working or demonstration farm is envisioned; which would present the history of the property and how it reflected farming changes over time in the region. The Children's Garden and Veteran's Garden provide gardening opportunities for at-risk youth and our military communities. Other opportunities for conservation education highlight Salmonberry Stream and

recent beaver dam and pond construction. Restoration of the 1920's barn and the attached 1946 barn is creating more interest in this historic farm-park.

Other legacy properties in this category include Harper Park, site of an old brick factory; the 1906 schoolhouse at Kola Kole Park in Kingston; and the Veteran's Memorial Park in Port Orchard.

### **SPECIALIZED-USE PARKS**

Distributed throughout Kitsap County are "stand-alone" parks that provide recreation facilities for skateboards, dog-lovers, and golfers. These include the Rolling Hills and Village Greens golf courses, Bandix Dog Park, Silverdale Rotary Gateway Park, South Kitsap Regional Park Skate Park, and the Kingston Billie Johnson Skate Park.

**PARTNERSHIP PROPERTIES** are county-owned park properties that are cooperatively managed and maintained with non-county partners. As such, each site may have different resource goals and objectives, and varying roles for department management with other organizations or agencies.

### **OTHER PARK SYSTEM PROPERTY ASSETS:**

- **Trail Systems** provide for diverse recreation needs for outdoor exercise, adventure mode of park travel, and exploration within our larger park areas. They serve a wide range of trail users, including walkers, people with strollers, runners, hikers, dog walkers, equestrians, wildlife observers, and mountain bikers. Trails can be planned and designed for different use requirements, such as varying skill and challenge levels, and park setting experiences. Several trail systems within Heritage Parks amount to more than 30 miles of developed trail routes. Trail facilities including trailhead parking and trail infrastructures will complement the resource values.
- **Open Space and Greenbelts** are important contributions to the natural character of Kitsap County. These "parklands" are largely undeveloped and provide protection for regionally significant wildlife habitat, native vegetation, viewsheds, and greenbelts which buffer the impact of developing communities. These landscapes may offer limited public access and use, and are managed to maintain resource quality.
- **Sustainable Harvest Forest Lands** are large acreages (more than 100 acres) which are to be designated as intensively managed forests intended for propagation, growth, and sustainable harvest of renewable forest products. Regular maintenance, thinning, and replanting after selective harvest will be part of the sustainable-forest management. Certain recreation activities and facilities are suitable and compatible with long-term forest management strategies. Net revenues derived from harvested forest products are intended to support the County Park system and natural resource management needs. **Note:** Parklands for this management prescription have not yet been designated nor are they recommended for present parklands.

## GENERAL POLICY DIRECTIONS



**Historically, parks were thought of simply as places for recreation, preservation of open space, and social gatherings.** However, the role of parks and civic spaces in developing areas has become much greater. They increase influences of attractive living settings, and support environmental health, economic development, personal physical and emotional health, sense of community place and integrity, and many other aspects of quality of life.

**Policy Directions** for Kitsap County Parks are characterized by the regional responsibility in meeting the park, recreation, and open space needs of County residents, as well as providing park facilities and recreation opportunities which are not commonly supplied by municipal park agencies. Policy Directions include:

**Responsible Resource Management:** Recognize the obligation, requirements, and resources needed to adequately manage natural, cultural, and historic resources of parks and open space lands.

**Active Community Involvement and Partnerships:** Continue to support and foster collaboration with citizen stewards, nonprofits, businesses, and other jurisdictions to adequately protect and maintain all County parks and open space parklands.

**Sustainable Operations Support and Funding:** Seek to adequately fund and staff the operations and maintenance of parks and open space lands with dedicated public funds, partnerships, and sustainable revenue sources.

**Creating New Park, Recreation, and Open Space Opportunities:** Develop ongoing assessment of the County's needs and desires including the need for new or expanded recreational facilities, new recreational activities, and desired and available open space and natural resource assets.

**Property Acquisitions:** Develop strategies and priorities for additional property acquisitions that meet the needs of future park facilities, expand recreational opportunities, create linkages, protect valued natural, historical and cultural resources, and provide for open space and parkland values.

**Responsive Public Relations and Service:** Increase effective communications, outreach, and service to the public.

Kitsap County will continue to assume the role of providing regionally significant park facilities, open space, and special event venues in the County. Additionally, the Parks Department is focused on areas and facilities serving local neighborhoods and communities within unincorporated Kitsap County. The County will need to continue to cooperatively partner with cities, state, and other providers to complement park needs beyond the County's defined role and jurisdiction.

**Kitsap County's goals for accomplishing those directions over the next six years include:**

***Goal: Maintain the system of regional parks, open space, and recreation venues.***

**Objective:** Develop and maintain parks of regional significance and attraction.

**Strategy:**

- Regionally recognized parks attract visitors from the entire County, neighboring counties, and often a statewide draw. The natural amenities or attraction of the developed recreation facilities can generate widespread attraction and use.

**Objective:** Provide varying management goals and prescriptions for the different park categories designations.

**Strategy:**

- Based on the degree of public access, intensity of intended use, and recreation facility development, there is a responsibility for resource stewardship and public services regarding each park category distinction.

Resource management direction includes:

**Heritage Parks-** To conserve, protect or enhance the park's inherent attributes may limit public access and use, direct acceptable levels of activities and impacts, and determine appropriate support facilities.

**Community Recreation Complexes** - Developed areas and facilities, in each political County subdivision that may include; athletic field complexes, playgrounds, extensive trail systems, group picnic shelters and similar facilities.

**Waterways and Waterfront Parks** - Provide access to inlets and open waters of Puget Sound, streams, and lakes. Support water-based recreation opportunities, and the aesthetic appeal of waterfront resources, vistas and "Water Trail" sites around the Puget Sound.

**Trail Systems** (intra-park and regional) - Provide for diverse recreation needs for outdoor exercise, adventure mode of travel, and exploration within larger park areas. Plan and design for different use requirements including; varying skill and challenge levels, and park setting experiences. Trail facilities including trailhead parking and trail infrastructures should be considered

**Specialized Use Parks** -Provide specialized recreation activity support facilities such as skate park, model airplane fly field, outdoor skills-adventure park, or mountain bike "ride park". Specialized park facilities require specific design standards, development and maintenance requirements.

**Legacy Parks & Properties** - Recognize the County's historical roots, significant events or locations, and protect the integrity of those inherent values. Specific management and operational requirements include; visual landscape plans, architectural protection guidelines, and public access and use prescriptions. Educational opportunities and/or interpretive facilities enhance the park's experience, where appropriate.

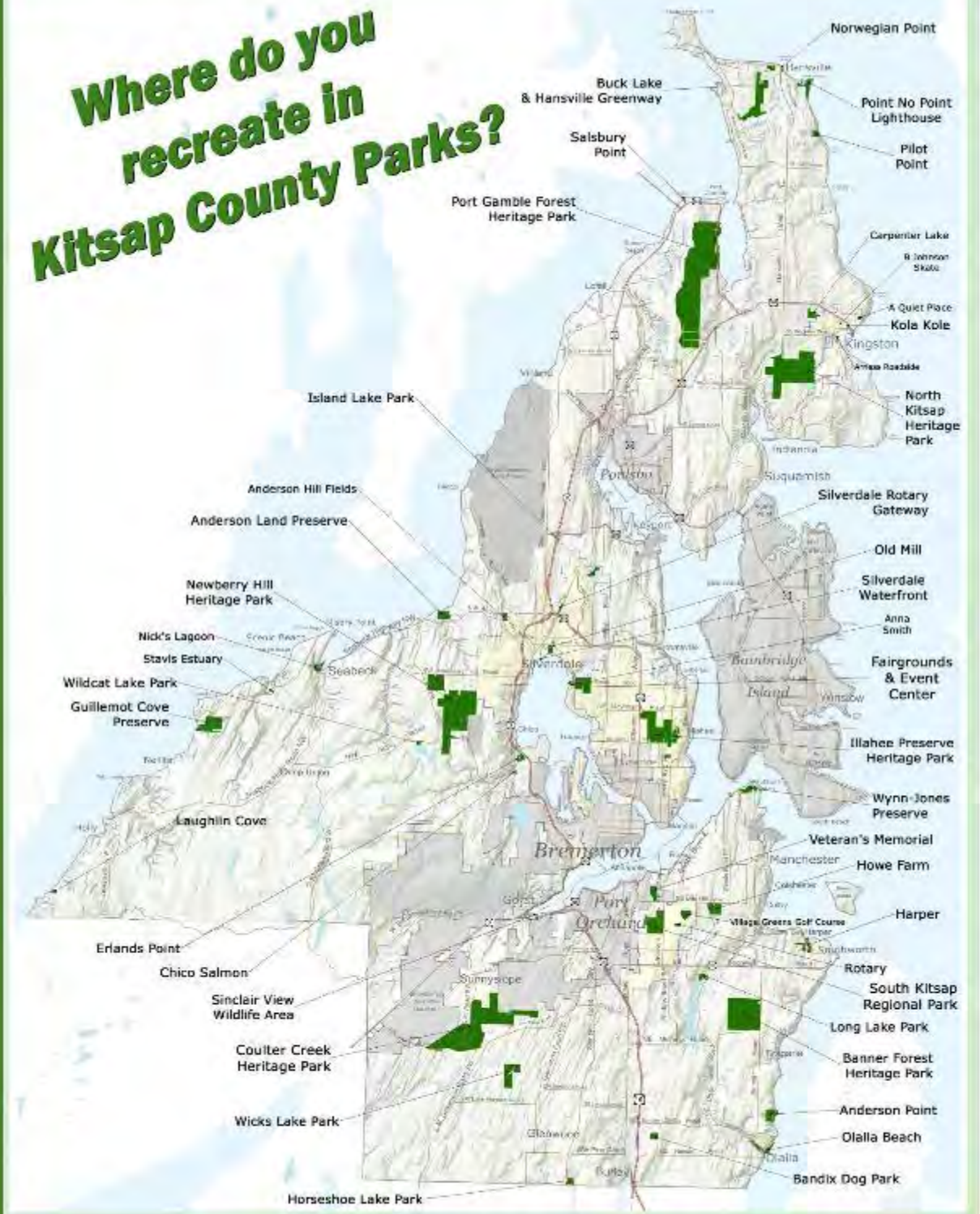
**Partnership Properties** - Properties that are owned by the Parks Department, but managed and maintained by non-county partners. As such they may have different park and resource goals and objectives, and varying roles for park facility management with other organizations or agencies.

**Open Space and Greenbelts** - Contribute to the natural character of Kitsap County by providing protection for regionally significant wildlife habitat, native vegetation, viewsheds, and greenbelts which buffer the impact of developing communities.

**Sustainable Harvest Forest Lands** - Managed forests intended for propagation, growth and sustainable harvest of renewable forest products. Part of the sustainable forest management will include regular maintenance, thinning, and replanting after selective harvest. Certain recreation activities, and facilities may be compatible with long-term forest management strategies. Net revenues derived from harvested forest products are intended to support the County park system and natural resource management needs. **Note:** Parklands for this management prescription have not yet been designated, nor is the recommendation to extend the concept to existing park inventory.



# Where do you recreate in Kitsap County Parks?



Kitsap County Parks and Recreation  
614 Division Street, MS-1  
Port Orchard, WA 98366  
360.337.5350 ph. 360.337.5385 fax  
<http://www.kitsapgov.com/parks/>



## Kitsap County Parks Inventory by Category:

HERITAGE PARKS	ACRES	DISTRICT
Banner Forest	636	South
Coulter Creek	1,195	South
Illahee Preserve	462	Central
Newberry Hill	1,083	Central
North Kitsap	799	North
Port Gamble Forest	3,493	North
<b>Total Heritage Parks</b>	<b>7,668</b>	
<b>WATERWAYS AND WATERFRONT PARKS</b>		
Anderson Point Park	66	South
Anna Smith Park	7	Central
Arness Roadside Park	1	North
Buck Lake County Park	155	North
Horseshoe Lake County Park	39	South
Keyport Saltwater Park	2	Central
Indianola Waterfront & Woodland	81	North
Island Lake County Park	23	North
Long Lake County Park	27	South
Norwegian Point Park	6	North
Olalla Beach	14	South
Old Mill Park	7	Central
Point No Point Lighthouse & Park	61	North
Salsbury Point County Park	7	North
Silverdale Waterfront Park	2	Central
Wildcat Lake County Park	11	Central
<b>Total Waterways &amp; Waterfront Parks</b>	<b>509</b>	
<b>COMMUNITY RECREATION COMPLEXES</b>		
Kitsap Fairgrounds & Events Center	130	Central
South Kitsap Regional Park	209	South
<b>Total Community Recreation Complex</b>	<b>339</b>	
<b>LEGACY PARKS AND PROPERTIES</b>		
Harper Park	47	South
Howe Farm	83	South
Kola Kole Park	3	North
Veterans' Memorial Park	48	South
<b>Total Legacy Parks &amp; Properties</b>	<b>181</b>	
<b>SPECIALIZED USE PARKS</b>		
Bandix Dog Park	30	South
Billie Johnson Kingston Skate Park	1	North
Calvinwood	118	South
Rolling Hills Golf Course	104	Central
Silverdale Rotary Gateway Skate Park	12	Central
Village Greens Golf Course	46	South
<b>Total Specialized Use Parks</b>	<b>311</b>	

**OPEN SPACE AND GREENBELTS**

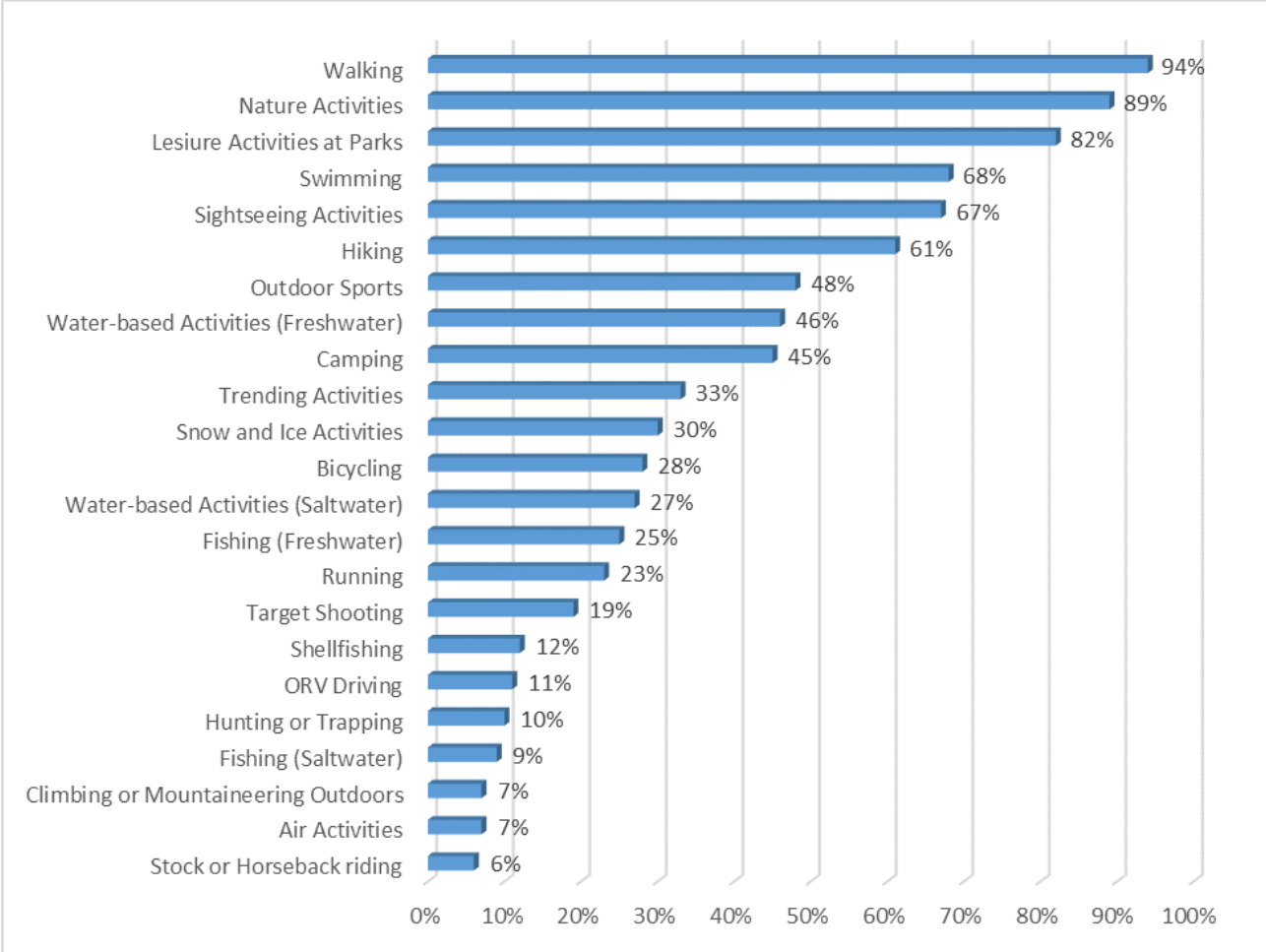
Anderson Landing Preserve	82	Central
A Quiet Place Park	9	North
Barker Creek Corridor	44	South
Carpenter Lake/Carpenter Creek	67	North
Chico Creek Estuary	3	Central
Chief Chico Salmon	5	Central
Erlands Point Preserve	30	Central
Guillemot Cove Preserve	184	Central
Hansville Greenway	264	North
Kingston Nike Site	10	North
Kingston Saltmarsh	14	North
Laughlin Cove	20	Central
Nick's Lagoon	35	Central
Olympic View	47	Central
Pilot Point	35	North
Schold Farm – Clear Creek	69	Central
Silverdale Wetlands – Clear Creek	15	Central
Sinclair Inlet Wildlife Restoration Area	18	South
Stavis Estuary	11	Central
Waterman Point Wetland, Tidelands	2	South
Wicks Lake	157	South
Wynn-Jones Preserve	55	South
<b>Total Open Space and Greenbelts</b>	<b>1,176</b>	

**PARTNERSHIP PROPERTIES**

Anderson Hill Athletic Fields	19	Central
Bloomquist Rotary Park	12	South
Indianola Greenway	4	North
Keyport Saltwater	2	North
Navy Yard Open Space	24	South
Rude Road	203	North
Snyder Park	17	North
SK Little League Field	2	South
Southworth Open Space	2	South
Suquamish Nature Preserve	6	North
Suquamish Sports Court	1	North
View Point Park	2	South
<b>Total Partnership Properties</b>	<b>294</b>	

**All PARK PROPERTIES TOTAL: 10,478 Acres**

Ranked Recreation Activities – Ref. WA Recreation and Conservation Office (RCO) Statewide Plan  
[This study closely correlates to Kitsap County residents.]



## POLICY DIRECTIONS, GOALS, AND STRATEGIES

### EQUITY OF PARKS, TRAILS, AND OPEN SPACE



**Parks, trails, and open space lands offer health and activity benefits for the entire community.** The design and function of those facilities and properties are to be available to the community equitably, and benefit all.

The National Recreation and Park Association’s position on social equity states: *“Our nation’s public parks and recreation services should be equally accessible and available to all people regardless of income level, ethnicity, gender, ability, or age. Public parks, recreation services, and recreation programs including the maintenance, safety, and accessibility of parks and facilities, should be provided on an equitable basis to all citizens of communities served by public agencies.”*

Studies find that park access, park distribution, type of park facilities, and park conditions all contribute to a community’s health. However, not all Washingtonians participate in recreation outdoors with the same interest or expectation. Some populations are more likely to go to a park for leisure activities such as family gatherings, picnicking, or attending an outdoor event. Others are more likely to participate in an athletic activity or a nature-viewing experience.

People are encouraged to spend time recreating outdoors, more often, when the recreation facilities and open space lands are located close to their home and work. Walking, nature activities, leisure activities, and swimming are some of the most popular recreation activities for County residents. Support for these activities will reach the broadest segment of the population. These popular activities often occur simultaneously with other recreation activities such as hiking, walking at the beach or relaxing while viewing wildlife. Recreation opportunities that capitalize on more than one type of activity will have multiple benefits and reach more users.

The Governor’s Task Force on Outdoor Recreation found that populations of low income, people of color, and persons with disabilities, are not getting outdoors as much as the rest of the population. Because the proximity to residential communities offers the enticement to enjoy outdoor recreation, the Parks Department looks to locate regional-scaled facilities close to population centers, yet equitably throughout the region.

**Goal: Enhance access for all park facilities and provide for diverse interests, populations, and abilities.**

**Objective:** Locate and design recreation facilities for underserved populations, and strive for optimum accessibility, and a spectrum of park settings and facilities.

**Goal: Support community health and safety in park environments.**

**Objective:** Address safety concerns by locating and designing parks with safety elements and safety messages as a primary facility planning and design objective.

**Strategies:** Areas of improvement for safe outdoor experiences include:

- Implement emergency response alert systems (911) for trail locations in remote park areas.
- Create updated park orientations, way-finding signage, and e-maps.
- Provide safety and park behavior messages to educate and encourage proper park use.
- Design and build trail systems to minimize or avoid multi-use conflicts.
- Encourage citizen oversight and notification for resource protection and personal safety alerts.

## ENVIRONMENTAL PROTECTION



**The 2016 Kitsap County Comprehensive Plan (COMP) clearly outlines restoration and protection of the natural environment.** The COMP Plan, through guiding directives, goals, policies, and strategies, demonstrates Kitsap County's deep commitment to maintaining and restoring ecosystems via habitat conservation, restoration of waterways, and reduction of greenhouse gas emissions. This Plan also establishes broad requirements that encourage actions to support a healthy environment, which will remain intact for

residents now and in the future. The Plan was updated based on residential and employment targets that align with VISION 2040. More specifically the Plan addresses each of the important policy areas in VISION 2040: habitat protection, water conservation, air quality, and climate change.

This plan takes environmental protection very seriously, including the idea of the environment as an asset. The County, through the plan, promotes environmentally sound development methods, such as low-impact landscaping, rain gardens, and permeable pavement.

Nearly three-quarters of all park and open space acreage is within six heritage parks. These include Port Gamble Forest Heritage Park, North Kitsap Heritage Park, Newberry Hill Heritage Park, Illahee Preserve Heritage Park, Coulter Creek Heritage Park, and Banner Forest Heritage Park. These heritage parks have become the foundation of Kitsap County's park system. They are large enough to retain undeveloped natural areas, with trails and environmentally sensitive areas preserved or enhanced. Some of these Heritage Parks may have a land base suitable to support more developed facilities and intense recreational use, while others encompass more natural, or historic-based resources and are more suitable for passive, less intrusive recreation and facilities.

Kitsap County has utilized partnerships to further protect conservation lands and water resources. The Kitsap Forest and Bay Project is an ongoing priority for Kitsap County, which will involve collaborating with conservation groups and recreation interests, working together to protect forested landscapes and shoreline in the northern section of the County. Together they have raised awareness and private funds for acquisition of several thousand acres of forestlands for the Port Gamble Forest Heritage Park. Incorporating a near-term “timber deed” reserved for a final harvest rotation for the owner or timber company, has largely increased the available holdings for the County. These lands will be reforested with a more natural mixed species restoration scheme, and grow a future heritage forest, while providing for compatible recreational use of those lands. Within this new park environment are ecologically important streams, springs, wetlands, beaver ponds, and more than two miles of undeveloped shorelines and tidelands. The project is unique in that it brought many partners to the table including a private landowner, conservancy and trails groups, local government and both the Port Gamble S’Klallam and Suquamish tribes.

Focusing on the inter-related nature of Parks and Open Space to other Comprehensive Plan elements provide the guidance to do the following:

- Provide parks, recreation, and open space facilities, and services in an efficient and economical manner, and manage and maintain park and open space lands,
- Incorporate a network of trails and greenways, working with cities, other communities, and conservation organizations, to connect population and employment centers, schools, and public facilities,
- Provide and manage parks in proximity to new and existing housing and manage environmental values,
- Identify lands for possible acquisition to the County Park System.

***Goal: Support the protection of native wildlife and flora.***

**Objective:** Plan and develop parks and recreation facilities with natural resource protection and enhancement.

**Strategies:** To be developed

**Objective:** Recognize the importance and role of parklands, open space, and greenways as managed protection of endemic (native) species of plants, insects, amphibians, fish, birds, mammals, and even microorganisms.

**Strategies:**

- Implement the adopted Parks, Recreation, and Open Space Plan to guide, acquire, and protect open space, greenways, and wildlife habitat in conjunction with urban growth areas.
- Continue to implement the Landscape Classification and Public Access Planning System to decrease impact on habitat by identification of protected areas, while recognizing areas suitable for passive or active recreation activities.

- Coordinate with Washington State Department of Fish and Wildlife, and local Tribes to ensure protection of treaty reserved natural and cultural resources when implementing the PROS plan.
- Continue to support educational efforts regarding the value of habitat preservation.
- Work with tourism and business entities to consider future opportunities for public access to natural recreation assets, and potential economic benefits.
- Encourage partnerships with formal park stewardship groups and other community groups to effectively delineate, protect, and maintain natural areas.
- Provide interpretive displays and on-site media to better introduce and educate park visitors regarding wildlife and natural environments.

**Goal:** *Provide physical and visual public access opportunities for water-oriented recreation with regard to protecting adjacent private property rights, as well as, stewardship of ecological functions and processes.*

**Objective:** Identify opportunities to increase public access and foster environmental and economic benefits associated with Kitsap Peninsula National Water Trails, and the designation as part of the National Water Trails System.

**Strategies:**

- Prioritize the acquisition of properties that provide access to public tidelands to maximize public access.
- Denote public and private tidelands and shoreland ownership with signage to provide protection and respect for private shorelines.

## WILDLIFE AND HABITAT PROTECTION



This plan addresses only a portion of the strategies necessary to successfully retain and maintain healthy populations of prioritized fish, wildlife, and plant species for watershed and habitat value in Kitsap County Parks. This plan addresses the acquisition of land and management of those lands by Kitsap County. Management includes stewardship of County-owned resources and, where appropriate, restoration of degraded habitat. Other voluntary, educational, and regulatory measures necessary to preserve key valued natural areas for future generations lies outside the responsibility of the Kitsap County's Parks Department.

**Goal:** *Protect wildlife habitat and native flora areas through acquisition programs and park resource stewardship.*

**Objective:** Assess the need and specific opportunities for habitat preservation following priority criteria for acquisition and protection.

**Strategy:**



- Identify areas that provide habitat benefits for species of concern, as listed by the Washington Department of Fish and Wildlife (WDFW), or that address priority and sensitive habitats as defined by WDFW and reference those to park landscape holdings.

**Objective:** Maintain and restore areas of importance to species of concern, as identified by WDFW, through protection measures in existing Parks, greenbelts, and open space.

**Strategy:**

- Acquire, where feasible, remaining large blocks of habitat in the County.

**Goal:** *Protect riparian corridors, watershed, and nearshore habitat.*

**Objective:** Define the role of parklands, open space, and greenbelts to the overall protection of water resources; such as stream flow, groundwater, wetlands, aquifers, areas of recharge, and water quality throughout the County.

**Strategies:**

- Within stream and river systems, maintain connectivity between the main stems of the streams and principal tributaries, and between the upper watersheds and the estuaries.
- Protect natural hydrology, especially within the priority watersheds. Conserve headwater wetlands. Conserve native forest cover throughout the watershed and minimize the addition of impervious surface.
- Focus protection and restoration activities on critical watersheds, streams, or reaches that have the potential to protect and re-establish core plant and animal populations at strategic locations.
- Coordinate with Salmon Recovery Funding Board projects and the Washington State Department of Transportation's upcoming creek restoration work.
- Protect and enhance highest quality estuarine structure and function.
- Maintain connectivity with the adjacent marine nearshore.
- Coordinate marine nearshore and shoreline efforts with continuing efforts to obtain and provide more public access to the shorelines.
- Reinforce education and communication efforts to inform public about shellfish resources and legal harvest regulations.

**Goal:** *Promote the creation of greenway corridors for the protection of native terrestrial species.*

**Objective:** Identify priority landscapes that can be targeted for acquisition or other protective measures, with emphasis on the following criteria:

**Strategies:**

- Create major terrestrial linkages east to west and north to south across Kitsap County.
- Link large land-locked areas such as publicly owned lands or large interior wetlands from the interior to saltwater shorelines within those east/west and north/south corridors.
- Link large freshwater lakes and wetlands via stream corridors with saltwater shorelines.
- Use steep slopes, streams, wetlands, and WADNR mapped Priority Habitat areas as the backbone to establish the core alignments.

- Complete east/west and north/south alignments by connecting stream and wetland corridors via upland connectors.
- Include known public lands such as school properties, public parks, and areas identified as conservation easements or within conservation land trusts.
- Include those streams with documented use by two or more salmonid species within primary corridors.
- Include any additional private lands where there are significant habitat features such as mature forests or standing dead trees, and where there is a willing property owner who agrees to participate in a type of conservation easement.

***Goal: Leverage cooperative agreements with other jurisdictions, organizations, land trusts and private landowners, to help provide valued habitat and ecosystem functions.***

**Objective:** Establish a formalized, coordinated, acquisition priority within Kitsap County, and with other resource management agencies in the region.

**Strategies:**

- Implementation of habitat planning should include the purchase or donation of easements, and the negotiation of cooperative management agreements, in addition to fee simple acquisitions.
- Manage, rehabilitate, and restore key degraded habitat as necessary to assist the recovery of priority populations, such as listed species of concern, and salmon populations.
- Continue to develop and maintain the Forest Stewardship Program to promote native forest restoration, and preservation of existing heritage stands.

## **FOREST STEWARDSHIP**



**The case for enhanced forested landscape stewardship:**

The forests of Kitsap County are an archetype of temperate coniferous forests throughout the world. Dominant and predominant tree species include Douglas fir, western hemlock, and western red cedar. Much of the forested stands are the result of clearing and repeated logging for commercial lumber products. Such stands, even as they approach mature age (more than 100 years) are referred to as “second growth” rather than “old growth”. Most recent acquisitions have been

populated with coniferous-dominated, commercial forests with limited tree species diversity.

The County’s Forest Stewardship Program has begun to develop prescription stewardship of these former “tree-farms”; now Heritage Park forests, and is working toward intervention techniques to improve the forest health and biodiversity. In time, the results will produce a more diverse forest composition with mixed species of conifer and deciduous hardwoods, and a greatly enhanced wildlife habitat. This naturalized woodland community will continue to grow. The dominant trees will reach “old-growth” forest stature over time. Parks will continue to monitor tree health, invasive species, and

disease and continue to mix a variety of northwest forest species. These future forest environments, equipped with protected wetlands, ponds, streams, and riparian environments, will create superlative habitat and “parksapes” for all to enjoy.

The outcome of renewed forest for park patrons will be the experience of a natural “climax” forest, reminiscent of old-growth forest in composition and stature. Carefully-managed these park forests will provide safe and beautiful environments for recreation and outstanding scenic landscapes.

***Goal: Further develop the parks’ collaborative forest restoration and natural resource stewardship program.***

**Objective:** Reduce overly dense forests on parklands, with cooperatively planned and implemented natural forest restoration plans and processes.

**Strategies:**

- Continue to develop forest stewardship plans cooperatively with park stewards, are based on best-management practices and best-available science (silviculture and forest ecology).
- Continually assess successes, challenges, and adjustments of restoration work.
- Research and evaluate the feasibility of creating new Community Working Forestlands, independent of traditional parklands. These forests would be managed for sustainable revenue-producing forest products, which will create a predictable revenue base dedicated to the park system, and provide for dispersed recreation opportunities in a well-managed forest ecosystem.

**Objective:** Develop and adopt a County-wide Integrated Forest Stewardship Program

**Strategies:**

- Develop and adopt Forest Stewardship Plans for Banner and Coulter Creek Heritage Parks and other forested lands as they are added to the County park inventory.
- Periodically review and update Heritage Park Forest Stewardship Plans including Newberry Hill, North Kitsap, and Port Gamble Forest.
- Expand policies and procedures to manage sustainable forest product harvesting potentials.
- Evaluate Sustainable Community Working Forest Models to create sustainable revenue streams from selective harvest of renewable forest products, creating a revenue source to supplement the Parks Department budget. Identify forestlands, to be acquired for implementation of such a program.
- Develop a decision-making matrix for evaluating forested lands (public and privately owned) that may contribute to the county’s forest conservation and park priorities, and may be available for purchase, transfer or donation to the County for park or resource purposes.

## PARK TRAILS AND REGIONAL TRAIL SYSTEMS



**The demand for trail facilities and opportunities appears on surveys conducted as part of Kitsap County’s Growth Management Plan 2016, and recent county parks’ surveys.** Citizens have asked for more trails that are easily accessed by developed communities, as well as, more remote nature-oriented trail systems. Park visitors use trails for all kinds of activities including running, dog walking, hiking, nature study, equestrian activity, and mountain biking. The County

currently has more than 200 miles of trails suitable to meet this variety of trail locations, layouts, and design requirements.

Kitsap County parklands are highly suitable for an extensive trail system. Much of the County’s 10,000+ acres of forested landscape were once private commercial forests, with miles of former gravel logging roads. These former roadways and “log-sort yards” have become through-trails, trailhead parking lots, add-on loop trails and spurs. Over the years, volunteers have built trails, with varying degrees of professional design and construction.

Developing new and improved trails in parks is dependent on several factors: understanding the needs of recreational use (passive or active), terrain, sensitive environmental and wildlife areas, and user impacts. Park staff work with volunteer groups to plan and in some cases, design trail routes and structures, according to recognized trail construction standards.

To best serve the different non-motorized trail users, such as pedestrians, bikers, and equestrians; trails are best designed to fit specific use needs, rather than “all trails for all uses”. Whereas some trails are suitable for multi-use and shared use, the County is working to enhance trail experiences with designated trail use-classifications and improved visitor orientation, and trail signage. In addition, trail experiences can be enhanced with specialized facilities; such as the advanced mountain bike ride-park proposed for Port Gamble Forest Heritage Park.

Due to the remoteness of many forested trails, and the myriad trail routes within the Heritage Parks, it has become a challenge for emergency response units to locate and assist park visitors in case of emergencies. To create a more efficient and effective emergency response system for both the park user and local response units, the Parks Department implemented a “Trail Rescue Marker” program in 2017, to help locate trail emergencies (such as injury or fire), using the Global Positioning System (GPS) and trail markers. Park trail users can alert Kitsap 911 (CENCOM) operators and response units as to the location of their emergency.

## **PARK TRAILS**

**Goal:** *Improve public access, orientation, and user experience with existing trail systems.*

**Objective:** Develop quality orientation, communication, and interpretative resources to enhance visitor enjoyment and safety.

**Strategies:**

- Provide for effective trail information and orientation for various users.
- Increase awareness of park rules and regulations through more effective signage and rule interpretation.
- Develop and maintain a mapped inventory of trails throughout the County and web-access to that data.
- Improve public information regarding trail types, locations, and condition updates through the County's website, electronic media links to other organization's trail data, and published references.
- Standardize park trail maps and on-trail signage.

**Objective:** Improve enforcement and public adherence to park rules and regulations.

**Strategies:**

- Establish a system of regular area patrol, utilizing citizen volunteers to communicate rules and regulation compliance.
- Post regulations emphasizing frequent situations created by trail use, including "dogs on leash", and pet waste, and garbage pickup.
- Develop interpretive displays and messaging to explain the park resources and encourage public pride.

**Goal:** *Improve the quality of in-park trail planning, development, and stewardship.*

**Objective:** Improve the overall system of trails, trail mapping, linkages to outside transportation systems, and enhance trail stewardship partnerships.

**Strategies:**

- Set standards for minimal acceptable trail-user facilities, such as trailhead parking capacity, restrooms, orientation maps, and trail signage and interpretation.
- Formalize and implement standards for trail planning, design and construction.
- Represent the true cost of developing and maintaining trail systems and trailhead facilities to meet recognized outdoor recreation standards, thus, ensuring safe and user-friendly experiences.

## **REGIONAL TRAILS**

**Goal:** *Improve coordination with other trail plans and trail management systems throughout the County.*

**Objective:** Plan a coordinated, interconnected non-motorized trail system with parks and regional trail systems.

**Strategies:**

- Coordinate trail plans throughout the region (cities, ports, agencies, Tribes, and Military) to facilitate the development of trail linkages between parks and other trail systems (road and park). For example;

include provisions for shared-use paths adjacent to roadways, for safe, multi-accessible trails (bike and pedestrian), and routes.

- Identify the potential for trail easement agreements and opportunities through private property and other agency's holdings. Consider incentives to provide for public trail use.
- Support the plans and development of the Sound to Olympics Regional Trail System, working with Kitsap County Public Works, State Department of Transportation, and other jurisdictions and organizations.
- Support trail corridor plans and local initiatives that would connect new residential and business centers, schools, community centers and park trail systems.

**Goal: Address trail needs for specialized users.**

**Objective:** Develop innovative trail opportunities to address underserved populations and specialist trail user's needs.

**Strategy:**

- Develop trails and trail-training areas which would serve specific underserved or new user needs, such as bicycle safety training areas for kids on streets, trails for users with disabilities or limited abilities, exercise trails, mountain biking training areas, paddle boarding and kayaking training areas, and nature observation trails.

## WATER TRAILS



**The Kitsap Peninsula includes 371 miles of coastline on the Puget Sound in Washington State with spectacular marine environments.** The Kitsap Peninsula is a destination for paddlers from around the globe because of its unique marine environments, the natural scenic beauty of the mountains and sound, migrating marine mammal populations, ports, and towns. Kitsap Peninsula Water Trail System is a recognized part of the National Water Trails Program and thereby increase the attraction for these sites. As a regional and national draw, this growing recreation will

contribute to the recognized destination ecotourism industry and support economic development throughout our marine setting.

The trail is divided into segments that are no more than 15 miles long. Most paddlers paddle about as fast as they can walk; 12 miles distance equates to four hours of paddling, which is about a days' worth. Paddlers can combine segments in any way possible making it into a multi-day paddle of about a month. The trail is used by schools, tribes, and recreational departments for marine wildlife education.

**Goal: Increase the availability and management of the developing water trails sites throughout Kitsap County.**

**Objective:** Support the acquisition, development and management of water trail sites to improve and expand waterway access through the Regional Water Trails Alliance.

**Strategies:**

- Designate and sign water access parking areas for hand-launch vessels, and coordinate with Ports and other jurisdictions to expand this waterway recreation system.
- Work with the Water Trails Alliance to set standards for minimum required facilities at these destination day-use and launch sites.
- Develop a system of volunteer monitoring and maintenance of water trail day-use sites.
- Recognize opportunities for additional water access locations, water view trails and “watertrail” day-use sites within exiting County shoreline parks, such as the newly acquired Port Gamble Forest Heritage Park properties.
- 

## DEVELOPED EVENT AND ATHLETIC FACILITIES



**Developed park facilities and the Kitsap County Fairgrounds are ideal settings for group events, parties, family picnic gatherings, and athletic competitions.** Many parks offer rentable picnic shelters, community meeting rooms and athletic venues. The requests for scheduled use requires a managed reservation system, including rental fees structure. Well-maintained venues attract regional and statewide events and contribute to the economic base of recreation-tourism

and subsequent support to local businesses.

Managing rental structures and venues requires efficient services including building, grounds and equipment maintenance, and on-site event oversight. As a responsible park system consisting of revenue producing venues, it is essential to routinely evaluate the needs and services provided, review operational efficiencies, rate marketing and advertising strategies, update facility amenities, and evaluate cost-recovery data.

***Goal: Enhance event and athletic facilities, provide quality visitor services, and ensure long-term sustainability of facilities.***

**Objective:** Upgrade event and athletic facilities, and ensure sustainability of those facilities.

**Strategies:**

- Assess and evaluate regional needs and park-based community facility improvements of similar facilities offered by other jurisdictions.
- Assess cost/service effectiveness and efficiencies via contractual services or privatization.
- Assess potential for private “investors” of facility development.
- Establish Special Events policy guidelines and permit fees schedules to maximize use, cost efficiency, and cost recovery.
- Update Cost Analysis Study, re-examine costs associated with providing services, and update formulas to recover direct and indirect costs.
- Annually evaluate and improve facility rental services.

- Study and evaluate existing marketing/sponsorship strategies, and promotional costs to enhance opportunities and effectiveness.
- Explore software options to meet county financial reporting requirements.

## FAIRGROUNDS & EVENTS CENTER

The Kitsap County Fairgrounds & Events Center includes meeting rooms, event facilities, barns, arenas, large indoor and outdoor venues, multi-purpose athletic fields, picnic shelters, The Kitsap Kids “Castle”



playground, an 18-hole disc golf course, and the 5,500 seat Thunderbird outdoor arena/stadium. There are a variety of facility options for organized events such as parties, dances, sporting events, and trade shows. It is estimated that this regional-draw complex attracts more than

300,000 park users, annually, and has a significant positive impact to the local business economy.



The Fairgrounds facility hosts and schedules an average of 150 events throughout the year, such as; trade shows, animal shows, antique shows, receptions, banquets, fundraising events, graduations, rodeos, celebrations, rummage sales, athletic events and tournaments, demolition derbies, educational events, dances, Haunted Fairgrounds, and the Kitsap County Fair and Stampede.

The Fairgrounds aging infrastructure; buildings, fields, parking, and electrical and water systems are in need of upgrades. Most of the barns were built in the 1940's. The “newer” facilities were built in 1989. The athletic fields are subject to intense seasonal use and require special attention from maintenance staff. Paved parking capacity is marginal and thereby limits the size of large venue events.

Maintenance for these highly-valued community events venues and athletic facilities, suffers from budget shortfalls which result in deferred maintenance and aging infrastructure.

**Goal: Enhance the operations, marketing, and service levels of the event complex.**

**Objective:** Streamline facility management through operations efficiency and optimizing revenues.

### Strategies:

- Conduct a feasibility study to include contract facility management, leasing options, partnerships, venues “adoption”, and business sponsorships.
- Assess advertising and marketing strategy effectiveness and costs.
- Continue to assess operational costs related to cost-recovery for venue operations.



- Pursue community/business donations of in-kind services and equipment needs.
- Pursue funding options (public, private, and grants) to update fields and facilities to best serve for the long-term.
- Secure funding to pave existing grass parking areas to maximize use.

**Objective:** Expand the “footprint” of the Fairgrounds to include space to handle peak-season use demands.

**Strategies:**

- Study parking needs to meet peak attendance demands for field use and event center.
- Study long-term boundary acquisition opportunities.
- Research possibility of using adjacent properties for parking.

**Objective:** Increase efficiency and consistency in facility management.

**Strategies:**

- Continue to improve fairground facilities’ reservation process.
- Research options to better manage events via software applications.
- Develop and update venue maintenance standards and operations manual.
- Evaluate the Fairgrounds operations and maintenance focused on waste-wise and water-wise efficiencies, and other environmental responsibilities.
- Update security assessment including; building security plans, pedestrian safety, equipment needs, and personnel support capacity.
- Assess overall fairgrounds layout and structure functions, evaluating excessive maintenance concerns, obsolete functions and potential risk or liability factors.
- Increase training opportunities to enhance operations and maintenance procedures.
- Assess low-use arena space and research options to increase use.

**Objective:** Update maintenance and facility replacement plan.

**Strategy:**

- Further develop priority maintenance scheduling, and facility depreciation and replacement agenda, and include facility priorities in the six-year Capital Facilities Improvement Program Budget.

## MAINTENANCE AND OPERATIONS



**Athletic fields, playgrounds, skate parks, boat launches, picnic areas and shelters, community rooms, dog parks, model air fields, historic sites, trails, swim beaches, landscaping, historic structures, restrooms, gates, kiosks, signs, fences, and internal roadways are all amenities of the Kitsap County park system.**

The County currently provides 25 developed athletic fields, 19 lake front and saltwater shoreline access areas, more than 200 miles of trails, and nearly 10,500 acres of “open space” (heritage parks and forests, wetlands, streams, ponds, and saltwater shores). The challenge of managing this wide range of areas and resources, has stretched the County’s staffing and funding capacity.

Parks staff has the responsibility to effectively and efficiently manage those park facilities to ensure visitor health, safety, and enjoyment, and to ensure the protection of natural, cultural and historic features.

**Developed Parks:** On-site management of a typical developed park facility includes: playfield and sports field turf management (mowing, fertilizing, and ball field prep.); landscaping (pruning, irrigation, planting, weed and disease control); play equipment maintenance (inspection, installation, and repair); public use management (garbage removal, restroom cleaning, signage, and gates); and shop, and equipment maintenance.

**Open Space and Heritage Parks:** Large scale landscapes are part of this County’s park inventory. The County is responsible for Heritage Parks, natural area preserves, and historic or legacy properties. On-site management includes: stewardship of natural, historic and cultural resources (vegetation and weed control, wetland and stream assessment and protection, landscape planning and plantings, historic structures protection); trail work (planning, signage, pruning, and trail structures construction and maintenance); and public information/education (signage, interpretation, maps and tours). Park volunteer stewards oversee and maintain thousands of acres of forested and waterfront landscape.

**Management Standards:** It is recommended to establish standard management practices adjusted for the complexity of recreational development, and levels of recreational use and trends as staff is responsible for diverse parklands and facilities. Management prescriptions are incorporated into staffing and funding levels. Maintenance and Operations Standards set benchmarks for optimal facility longevity and ensure that the public receives experiences that meet their needs and expectations.

***Goal: Ensure park maintenance and operations meet recognized standards for developed park facilities, and have appropriate resources to manage open space and legacy properties.***

**Objective:** Set standards for the protection and responsible management of developed park facilities and undeveloped natural park settings.

### Strategies:

- Undeveloped Properties -- Develop a Park Management Prospectus, identifying property assets and liabilities, public access and use determinations, and management and resource needs.
- Public Use -- Determine levels of public use, and develop concurrent management guidelines and standards for natural, cultural, and historic properties to meet those levels.
- Operation Manuals -- Further develop and update field manuals for operations and maintenance, based on best available standards and efficiencies.
- Green Infrastructure -- Seek expanded partnership with stormwater programs to facilitate green infrastructure to enhance amenities in parks.

## VOLUNTEERS AND PARK STEWARDSHIP PROGRAM



**The Park Stewardship Program is designed to encourage and support community efforts to preserve, protect, and restore the natural and cultural resources within Kitsap County Parks.**

Since 2008, the Parks Department has provided staff to coordinate volunteer activities, provide oversight to formal Stewardship groups, and to provide guidance for other volunteer park activities.

Volunteers work with the Parks Department staff combine resources and energy that contribute to the quality of the parks and facilities. Community volunteers involvement helps to enrich programs, promote a positive environment stewardship, and foster community relations.

The majority of county parklands comprise natural forest environments. There is a need for volunteer stewards to care for those natural resources, in conjunction with county staff and address resource protection and appropriate levels of recreational activities and facilities.

The Stewardship Program creates a formal partnership with interested parties who work cooperatively with staff within designated park areas. These Stewardship organizations develop and implement approved, annual work-plans. The organizations contribute to overall park stewardship plans, trail planning, construction and maintenance, natural restoration projects, invasive species removal, interpretation programs, mapping, and fundraising to support park functions and facilities. Within the large-scale parks, stewards handle much of the park maintenance, including landscaping and natural vegetation, and trail maintenance. They work with Park staff guidance and training, but often act independently, addressing approved park projects.

Successful stewardship organizations are currently organized for the Hansville Greenway, North Kitsap Heritage Park, Port Gamble Heritage Forest, Carpenter Lake, Silverdale Dog Park, Anderson Landing,

Illahee Preserve, Nick's Lagoon, Guillemot Cove, Newberry Hill Heritage Park, Chico Salmon Park, Howe Farm Dog Park, McPherson-Howe Farm, Harper Park, Banner Forest, and Bandix Dog Park.

The Stewardship program's success is largely due to the empowerment that Kitsap County gives to the volunteers within this program. Empowerment equates to trust, which equates to a positive working relationship between the volunteers and the agency. With an average of 15,000 work hours recorded each year, volunteer stewards have become an essential work-resource for the management and protection of the county's parklands. Kitsap County Parks' volunteerism is nearly four times the national average of all public park agencies and has been used to "set the bar" nationally.

***Goal: Broaden and sustain the Volunteer Park Stewards Program.***

**Objective:** Increase ways to broaden the capacity of this program, to recruit, train, support, and retain volunteers.

**Strategies:**

- Increase recruitment for new volunteers, methods to support volunteers, and expand opportunities for school-age participants.
- Provide staff capacity to effectively manage and support the program.
- Develop a collaborative stewardship training program with aligned agencies and organizations.
- Develop opportunities for corporate and community/service organizations to adopt park areas and facilities.

**Objective:** Further develop and expand a park docent and interpretive program to enhance the public's awareness and enjoyment of natural, cultural, and historic sites.

**Strategies:**

- Recruit and train volunteers for existing docent programs.
- Develop collaborative volunteer "master park steward" training programs to maximize expertise and effective use of partnership organizations.
- Encourage other organizations to develop interpretive docent programs on park lands such as environmental education programs, historical society, farmer co-ops, and master gardeners.

## PARKLAND ACQUISITIONS



**Understanding the need and opportunity for new parklands, recreation areas, and open space, requires a continuing awareness of development pressures, and growing recreational interests.**

Assessing current County Park property holdings and forecasting the need and desire for future park properties will be based on several factors: conducting ongoing community recreation needs assessments, as Kitsap County grows and diversifies; updating

ecological research to determine open space and environmental health goals; creating an agenda for cultural and natural heritage preservation; identifying travel and wildlife connections; and determining the feasibility of County services to responsibly manage park facilities, and our cultural, historic, and natural resources.

***Goal: Develop and implement land acquisition policies, and procedures to align with existing park priorities, support natural resource assets, and provide for anticipated new property management and stewardship needs.***

**Objective:** Develop an evaluation process to assess the need and capacity for responsible management of undeveloped parklands.

**Strategies:**

- Prepare comprehensive assessments of undeveloped park properties.
- Determine priority acquisition needs to satisfy park expansion needs, park master plans, and open space interests of the County.
- Develop and establish a pre-acquisition assessment mechanism to evaluate potential parcels and sites being offered or considered for acquisition.
- Pursue a countywide inventory of publically-owned properties that may have value for park and open space needs.
- Evaluate existing Parks' properties that are not in public use, or are undeveloped to determine risk or liability.

**Objective:** Set Acquisition Priorities

**Strategies:** Priorities will assess current needs for public recreation and shoreline access opportunities, and preservation of significant open space landscapes including:

- Additions and expansions of existing parks;
- Additional properties that serve unfilled needs and desires for public access and recreation;
- Additional properties that serve to protect natural, historic and cultural resources.
- Divestiture of existing park-owned properties that do not adequately serve county-wide, park and recreation interests.

## CAPITAL FACILITIES PLAN



**The six-year Kitsap County Parks Capital Facility Plan is the tool used to identify planning, facility enhancements, and public accommodations.** Specific projects and cost estimates are presented. Outside of the 2018 project list, initiatives are presented which represent the estimate of County funds that are needed to match grants, and receive funding from various partners. To bring the plan to fruition, approximately two-thirds of the funding will need to be secured through successful grants and partnerships.

Historically, funding of Capital Facilities Plans comes from a host of sources; predominately from grants, General Obligation Bonds, special taxes, partnerships, and account cash balances. Based on the recovery of the past recession and bonding capacity of the County, local funding is expected to be limited to small one-time general fund allocations and Real Estate Excise Tax (REET) I & II. The Parks Department has been successful in building and maintaining positive relationships with funding partners in achieving improvements to community facilities. Partners such as the Kitsap Public Facilities District, local school boards, and non-profit organizations have parlayed funds with the County's to cover the full cost of a project or are used to match state and federal grants.

Annually, the Parks Department submits a six-year Parks Capital Facility Plan as a projection of projects and costs for the planning time period. However, due to the lack of a major funding source similar to a General Obligation Bond to finance long term plans, only the first year of the plan is funded. Parks Department staff use this commitment in further pursuit of funding partnerships and grant opportunities. Grant awards are critical in achieving success in providing public areas and accommodations to meet public demand.

A structured plan is a method that considers other County and community plans, policies, goals, objectives, and an analysis of general County resources. Advance planning of departmental projects helps the Board of County Commissioners, Parks and Recreation Advisory Board, Fair & Rodeo Advisory Board, and staff to make choices based on thoughtful decision-making. The comprehensive approach in crafting the plan provides for an efficient and effective means to utilize funding opportunities or restrictions.

Projects having grant potential are identified in the **Capital Facility Plan, years 2018 – 2023:**

**KITSAP COUNTY PARKS CAPITAL PLAN 2018-2023**

Adopted November 13, 2017

<b>IMPROVEMENTS</b>	<b>2018</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	<b>Totals</b>
ADA Review/Trail Guidelines	35,000						35,000
Pier Design - Norwegian Pt	99,000	25,000	825,000				949,000
Communication System - Events	20,000						20,000
Parking - North Kitsap Heritage	25,000			70,000			95,000
Parking/Drives- SKRP & NHHP	120,000						120,000
Playground - Buck Lake	205,000						205,000
Maintenance Yard - Fairgrounds	75,000						75,000
Shelters - SK Regional Park	82,000						82,000
Playground Improve - Silverdale Waterfront	115,000		150,000				265,000
Field Re-design - Kola Kole	55,000						55,000
Grant Development/Project Admin		40,000	50,000	42,000	55,000	44,000	231,000
Gates/Fences/Stobs/etc. - General		35,000	40,000	50,000	50,000	50,000	225,000
Playground - Long Lake		226,000					226,000
Bridge/Culvert Replace - NKHP		65,000					65,000
Trail Heads/Signage - General		15,000	25,000	20,000	15,000	25,000	100,000
Renovation McPherson-Howe Barn		153,000					153,000
Tennis Court Resurface - Indianola		29,000					29,000
Parking - Port Gamble		120,000	120,000				240,000
Picnic Area - Wildcat Lake		145,000					145,000
Playground - Island Lake		250,000					250,000
Restrooms - Newberry Hill		162,000					162,000
Artificial Turf Lobe #1 - Fairgrounds		305,000		400,000			705,000
Artificial Turf Field - SKRP		70,000			1,200,000		1,270,000
Water Trail Site - Waterfront Parks		10,000		10,000		20,000	40,000
Turf Field - Gordon #2 - Fairgrounds		850,000					850,000
Picnic Area - Horseshoe Lake			80,000				80,000
Picnic Area - Salsbury Point			36,000				36,000
Picnic Area - Silverdale Waterfront			140,000				140,000
Playground - Horseshoe Lake			215,000				215,000
Playground - Salsbury Point			185,000				185,000
Playground - Wildcat Lake			250,000				250,000
Restrooms - Coulter Creek			135,000				135,000
Restrooms - Port Gamble			180,000				180,000
Picnic Area - Buck Lake				100,000			100,000
Sports Courts - South Kitsap				200,000		300,000	500,000
Pavilion Renovation					1,000,000	1,500,000	2,500,000
District Complex						1,000,000	1,000,000
Lighting Repair Fairgrounds	15,000	15,000	15,000	20,000	20,000	20,000	105,000
Roof Repairs - Eagles Nest	25,000						25,000
Roof Repairs - General		50,000	50,000	50,000	50,000	50,000	250,000
South County - Park Resource Bldg.	245,000						245,000
General - Utility Repair/Replace				50,000		50,000	100,000
Paving/Resurface - General		40,000	40,000	50,000	50,000	60,000	240,000
Move Log Cabin - Fairgrounds		75,000					75,000
Replace Sprinkler Sys. - Pavilion		250,000					250,000
<b>TOTALS</b>	<b>1,116,000</b>	<b>2,930,000</b>	<b>2,536,000</b>	<b>1,062,000</b>	<b>2,440,000</b>	<b>3,119,000</b>	<b>13,203,000</b>

## CAPITAL AND OPERATIONS FUNDING NEEDS

**Goal:** *Provide appropriate and necessary funding to support high-quality maintenance of park landscapes, facilities, infrastructure, and public accommodation.*



**Objective:** Establish funding needs, and projections based on minimum acceptable maintenance and operation standards.

**Objective:** Promote alternative funding approaches, and sources, to support expanding parkland acreage, existing park facilities, and to reduce the sole dependency on County's General Fund support.

**Objective:** Maximize grants and partnership contributions, to fully implement a 6-year capital facilities improvement program and new facilities investment program.

**Objective:** Support the growth and capacity of the new Kitsap Parks Foundation to raise awareness and financially add support for all park functions and facilities.

## CAPITAL FUNDING OPPORTUNITIES

The funding sources identified in the 2018-2023 Capital Facility Plan include cost estimates of projects or anticipated share of County General Funds. Successful delivery of park improvements and public accommodations will also depend on obtaining funding from other sources. These include:

**Grants:** The majority of grants secured for park acquisition and development projects are provided through the State of Washington Recreation and Conservation Office (RCO) and the Department of Ecology (DOE) on a competitive basis.

**Partnerships** include land donations, funding from other organizations, and in some cases, volunteer hours provided by park stewardship groups. The value of land donated to Kitsap County can be used as a monetary match. A few grants accept the value of volunteer hours performed in parks as a match. The Kitsap Public Facilities District has been instrumental in upgrading the Fairgrounds Event Center athletic fields and exhibit spaces. The legislation enabling the PFD was recently approved by the State Legislature, providing a multi-year funding mechanism to further their objective of providing facilities used to attract regional attention and visitation to Kitsap County.

**Impact fees:** Collected from new county construction projects, with a percentage dedicated to park projects. Impact fees can only be used for park development projects; not land acquisition.



**Voter-approved bonds** may also be considered as a funding source in future years. The majority of land acquisition initiatives outlined in the 1999 Parks, Recreation, and Open Space Plan were achieved through the issuance of bonds. Projects identified in the updated 2006 Plan, were also achieved through bond-based funds.

**Possible Grant Sources vs Match Requirements**

The Parks Capital Project ending fund balance consists of a combination of sources including grant reimbursements, previous bond issue cash balance, monetary donations, and proceeds from a surplus land sale. This Fund Balance continues to diminish and has nearly reached a point that is unable to be used solely to meet grant match requirements and administrative expenditures.

## **PROS PLAN APPROVALS AND SUBMITTAL**

The PROS Plan is required for state and federal grant eligibility, which is administered by the Washington State Recreation and Conservation Office (RCO). Upon adoption by County Commissioners, the plan is submitted to the RCO for approval.

- 1. Parks Advisory Board Recommendation for Approval – February 21, 2108**
  
- 2. Board of County Commissioners Resolution of Adoption**
  
- 3. Letter of Submittal 2018 to WA Recreation and Conservation Office (RCO)**

## REFERENCES | APPENDICES

KITSAP COUNTY RESOLUTION NUMBER 040 -2018

**RESOLUTION APPROVING THE 2012 UPDATE TO THE KITSAP COUNTY PARKS,  
RECREATION AND OPEN SPACE PLAN (PROS)**

**WHEREAS**, on May 7, 1998, the Board of County Commissioners (Board) adopted the 1998 Kitsap County Comprehensive Plan and in 2006 completed a comprehensive public process and community survey to assist in the development of the Parks, Recreation and Open Space Plan that was updated in 2012;

**WHEREAS**, RCO requires jurisdictions to update their Pros Plan every six years, which requires Kitsap County to update the County's PROS Plan in 2018; and

**WHEREAS**, over the past year through numerous public, stakeholder and stewardship and community group meetings, and electronic media outreach through survey, and website interaction, Kitsap County has actively gathered information as needed updates to the 2012 PROS Plan to reflect the changing Kitsap circumstances related to regional parks provision; and

**WHEREAS**, while the public's interest and desires for parks facilities have recently focused on natural resource management, the financial realities of Parks revenues will require a more strategic, phased approach to implementation and acquisition; and

**WHEREAS**, this period of public participation was compiled into an updated 2018 PROS Plan released to the public in February 2018 for additional review and comment; and

**WHEREAS**, the updated 2018 PROS Plan includes a heightened emphasis on park stewardship and natural resource management with continued acquisition efforts for its heritage parks and lands included in the Kitsap Forest and Bay Initiative; and

**WHEREAS**, the updated PROS Plan was presented to the Kitsap County Parks and Recreation Advisory Board (PRAB) on February 21, 2018 for their consideration; and whereas the PRAB held a work session on February 2, 2018 and a public hearing on February 21, 2018 to discuss and take public testimony on the updated PROS Plan;

**WHEREAS**, the PRAB Board recommended approval of the updated 2018 PROS Plan on February 21, 2018 which reflected multiple edits from public comment; and

**WHEREAS**, the Board of County Commissioners held a public hearing on February 12, 2018 and February 26, 2018 to consider the updated 2018 PROS Plan and take public testimony; and

**WHEREAS**, after consideration of all public testimony received to date, the Board of County Commissioners deliberated on the merits of the updated PROS Plan on February 12, 2018 and February 26, 2018.

**THEREFORE BE IT RESOLVED**, the Board of County Commissioners approves the 2018 update to the Parks, Recreation and Open Space Plan as shown in Attachment A.

DATED this 26<sup>th</sup> day of Feb, 2018

BOARD OF COUNTY COMMISSIONERS  
KITSAP COUNTY, WASHINGTON



*Robert Gelder*

ROBERT GELDER, Chair

*E E Wolfe*

EDWARD E. WOLFE, Commissioner

*Charlotte Garrido*

CHARLOTTE GARRIDO, Commissioner

Attest:

*Dana Daniels*

Dana Daniels, Clerk of the Board

Unofficial

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