PORT GAMBLE FOREST HERITAGE PARK
FRAMEWORK

DECEMBER 2022

FULL REPORT

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

ACKNOWLEDGMENTS

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

1- INTRODUCTION

How the Framework is Organized and will be Used

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

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

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

The Opportunity

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

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

The Challenge

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

2- PLANNING CONTEXT

Recent History & Land Acquisition

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

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

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

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

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

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

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

Timber Harvest & Restoration

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

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

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

2- PLANNING CONTEXT

PORT GAMBLE FOREST HERITAGE PARK FRAMEWORK| 0 - EXECUTIVE SUMMARY

2- PLANNING CONTEXT

The Landscape

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

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

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

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

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

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

Shoreline Block - 535 acres, acquired in 2014

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

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

Ride Park Block- 177.5 acres, acquired in 2017

Project Sponsor & Funding

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

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

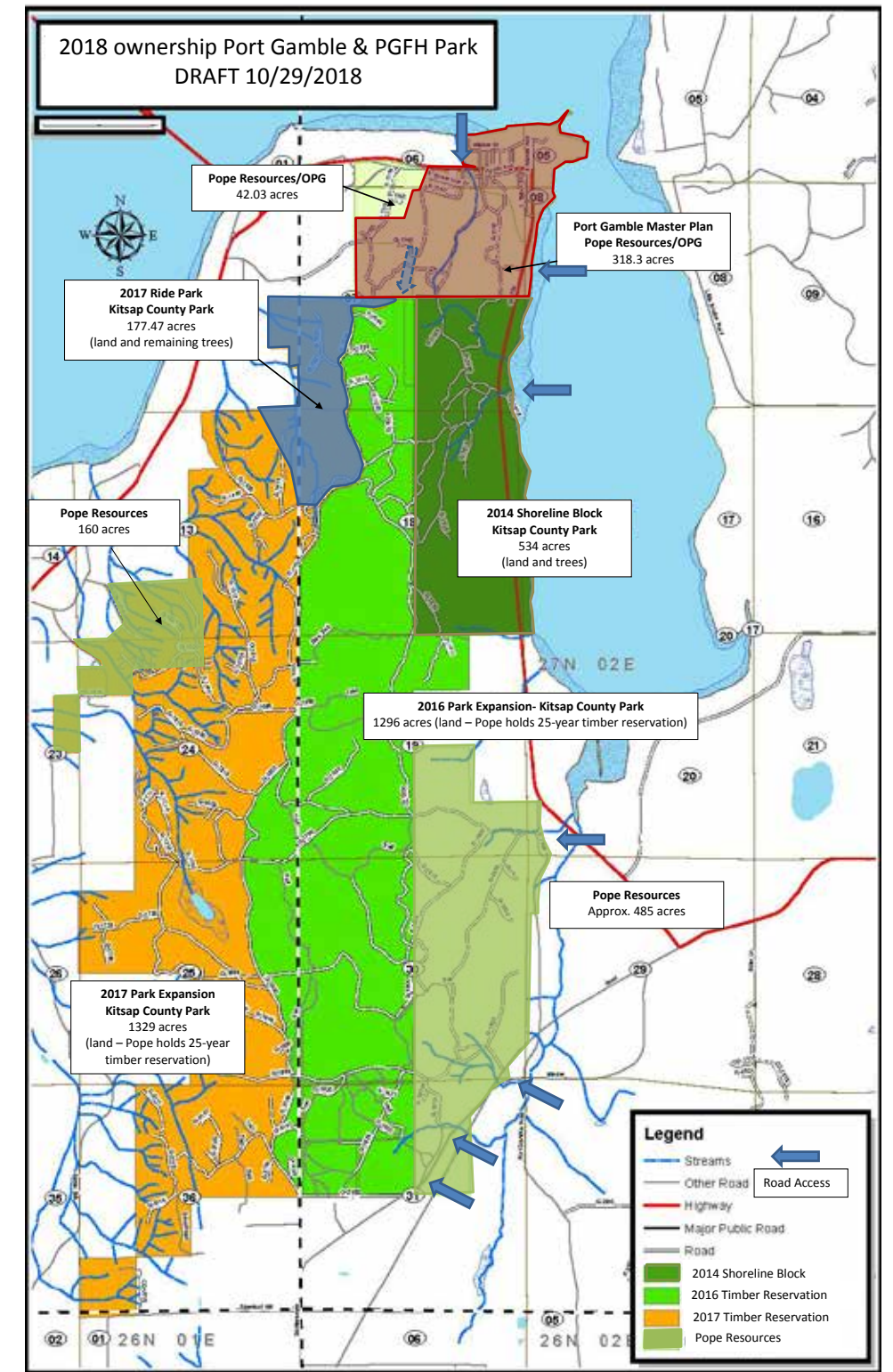The stakeholders and community were active participants in all phases.

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

3- PLANNING PROCESS

Decision-making and Approval Process

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

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

Project Goals & Objectives

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

Vision

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

VISION
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GOALS

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

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

EDUCATION
To provide access to, and interpretation of, park lands that have the array of wildlife, vegetation, history, and other assets that give the public a greater understanding of the importance of nature in our lives.
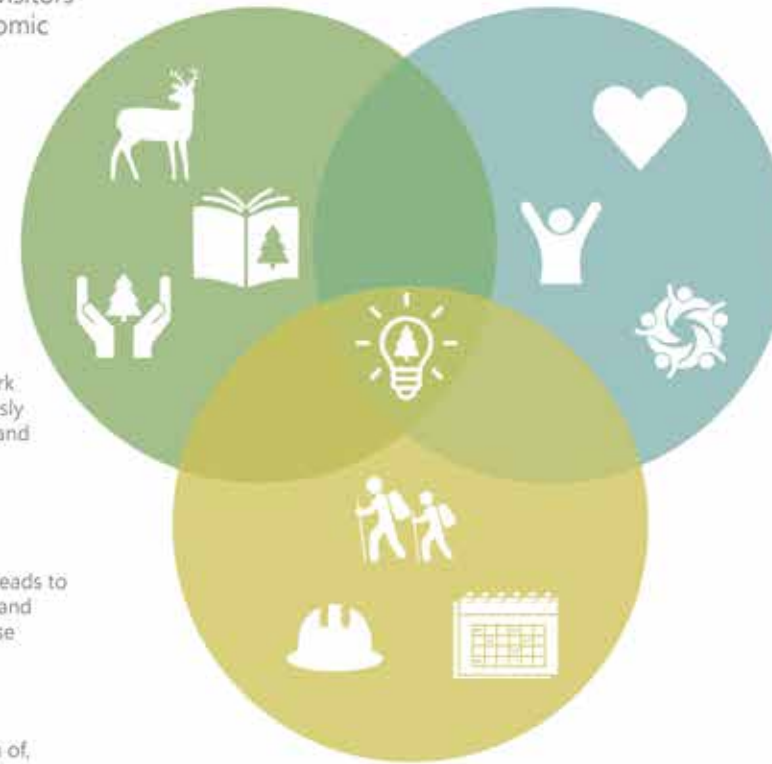
QUALITY OF LIFE
To improve quality of life for those in the community by increasing the amount of open space, particularly spaces with recreation opportunities.

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

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

NEW VENUES FOR ACTIVE RECREATION
To develop new facilities targeting specific events and activities providing a benefit to the local and regional community.

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

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

Stakeholder Engagement

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

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

3- PLANNING PROCESS

Site Inventory and Suitability Assessment

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

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

- Critical Areas including:
  - Wetlands
  - Critical Aquifer Recharge Areas
  - Frequently Flooded Areas
  - Geographically Hazardous Areas
- Forest Condition including:
  - Timber Harvest
  - Age Class
  - Species Diversity
  - Invasive Cover
- Landscape Cover including:
  - Wetland Cover
  - Forest Cover
- Character
- Wildlife
- Geology and Soils
- Character
- Hydrology
- Land Use
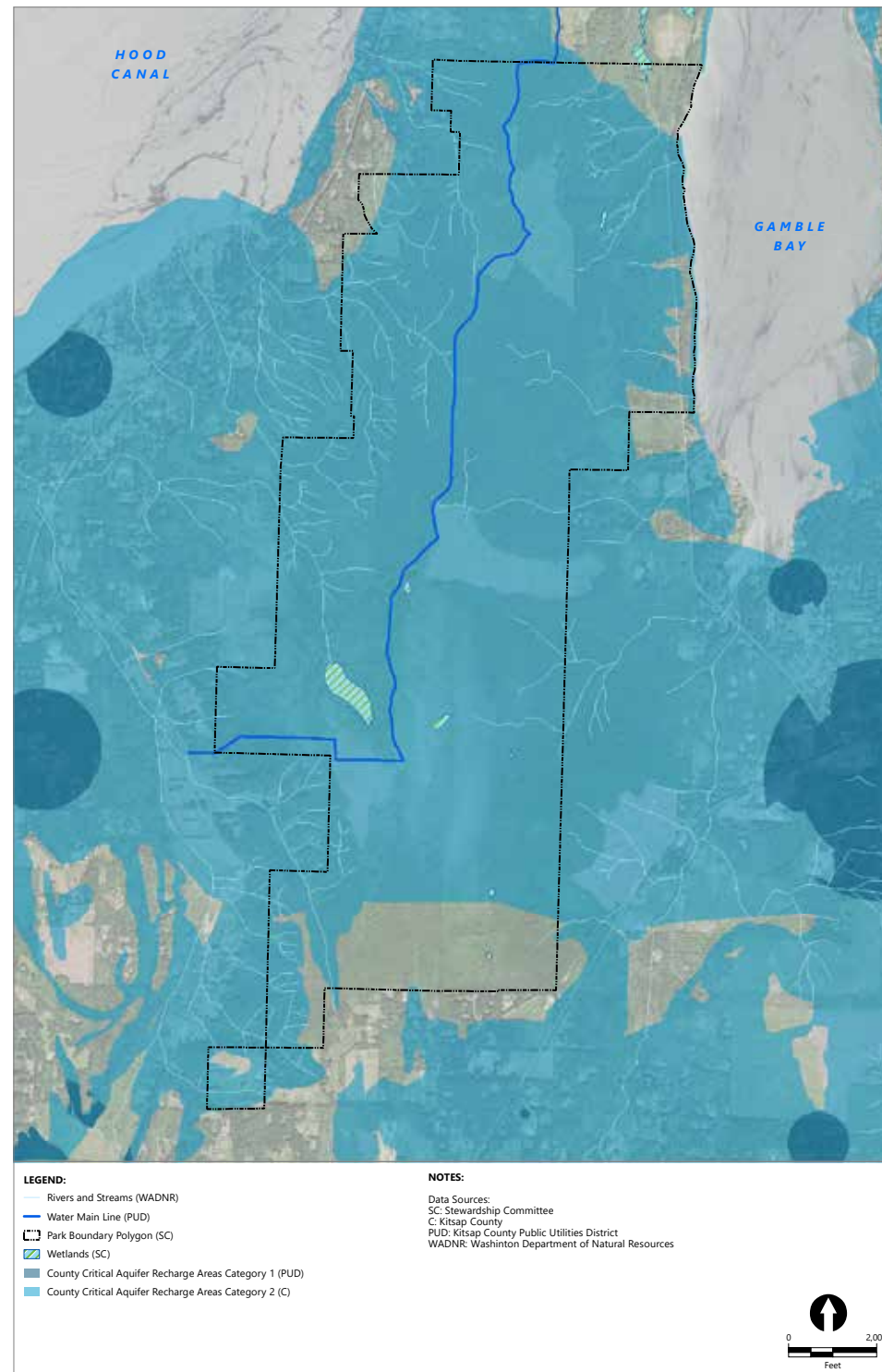
Figure ES.2 Hydrology of Port Gamble Forest Heritage Park

Figure ES.3 Initial suitability analysis

3- PLANNING PROCESS

Economic Development & Quality of Life Benefits Analysis

Tourism economic development supports local jobs and income as park visitors spend money at local hotels, restaurants, and stores. The magnitude of this benefit may be approximately $8,500 in local tax revenues and $75,000 in local income earnings for every 1,000 parties that overnight in Kitsap County.
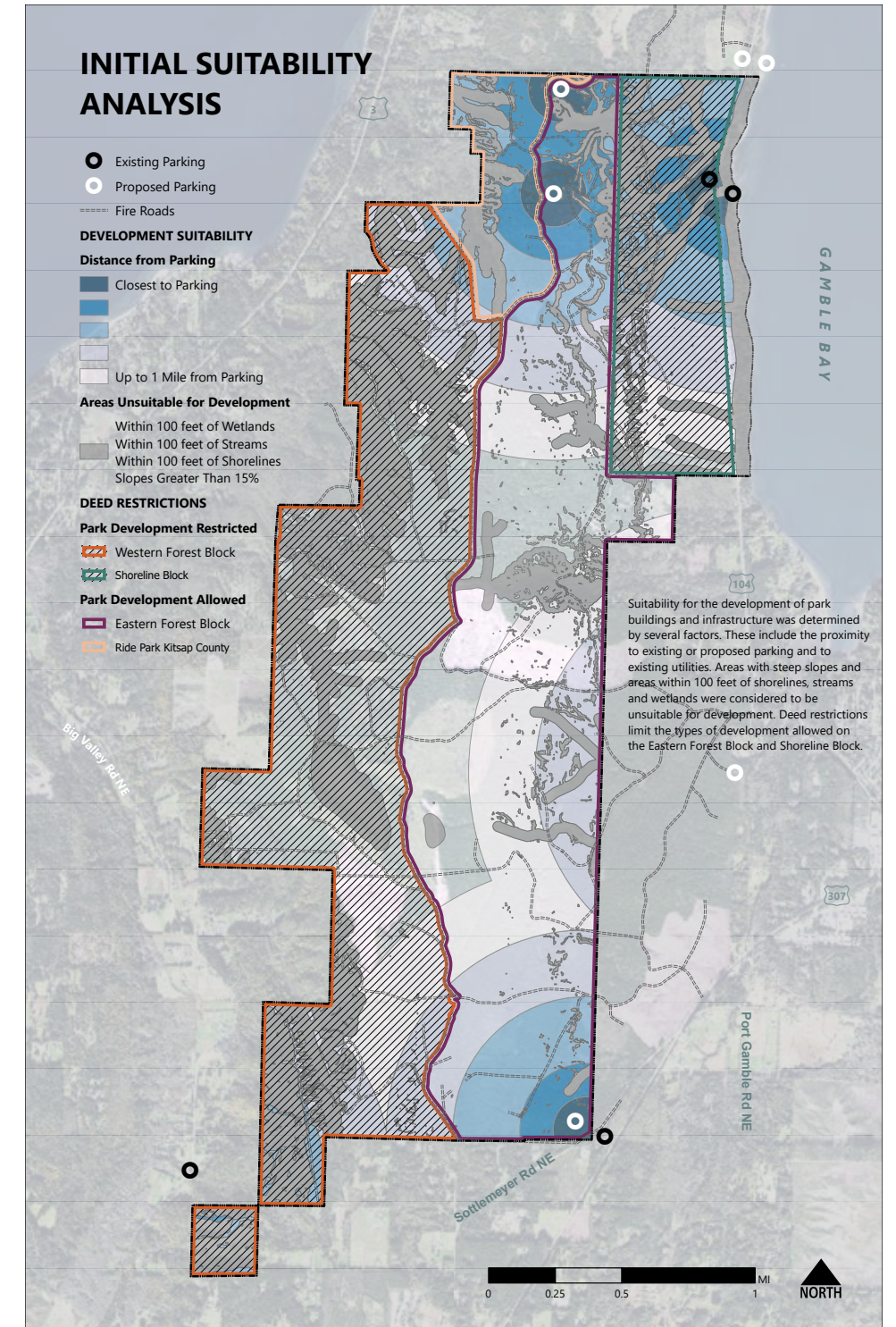
While tourism dollars are a boon to the local economy, the greatest economic development contribution of the Park is likely its effect on local quality of life and the ability of the region to offer recreation opportunities and an attractive place to live and work. People will choose to live in an area with high recreation and open space amenities. The economic development contribution of the Park in terms of attracting and retaining residents and businesses may be quite high.

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

Economic Challenges and Opportunities

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

- Planning for Change in the Landscape:
  The existing and surrounding land uses, users, and demographics will change.

- Alignment of Priorities and Stable Funding:
  As Rayonier winds down operations the County will need to manage and maintain.

- Recreation Land Suitability:
  Physiographic limitations and tension between community recreation/conservation priorities.

- Access, Equity, and Infrastructure:
  The park must be accessible, safe and have infrastructure to support increased visitation.

- Multi-user Trail Considerations:
  Need to monitor and adaptively manage impacts conflicts.

- Transition:
  Transitioning the timber land to a sustainable and diverse forest.

- Maintenance Costs:
  Park agencies spend an average of $7,556 per acre per year, (National Recreation and Park Association, 2021).

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

- Revenue Generating Limitations:
  There are policies/restrictions on park use by third parties/ concessionaires, direct revenue generation at the Park likely requires higher level of facility development that may not fit with the public's vision.

- Free Access:
  The public expects that park use be free; free park use is more inclusive and accessible to all.

3- PLANNING PROCESS

Sustainable Community Forestry Issues

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

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

Program Opportunities Considered

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

Plan Alternatives Considered

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

Evaluation Criteria

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

Community Preferences

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

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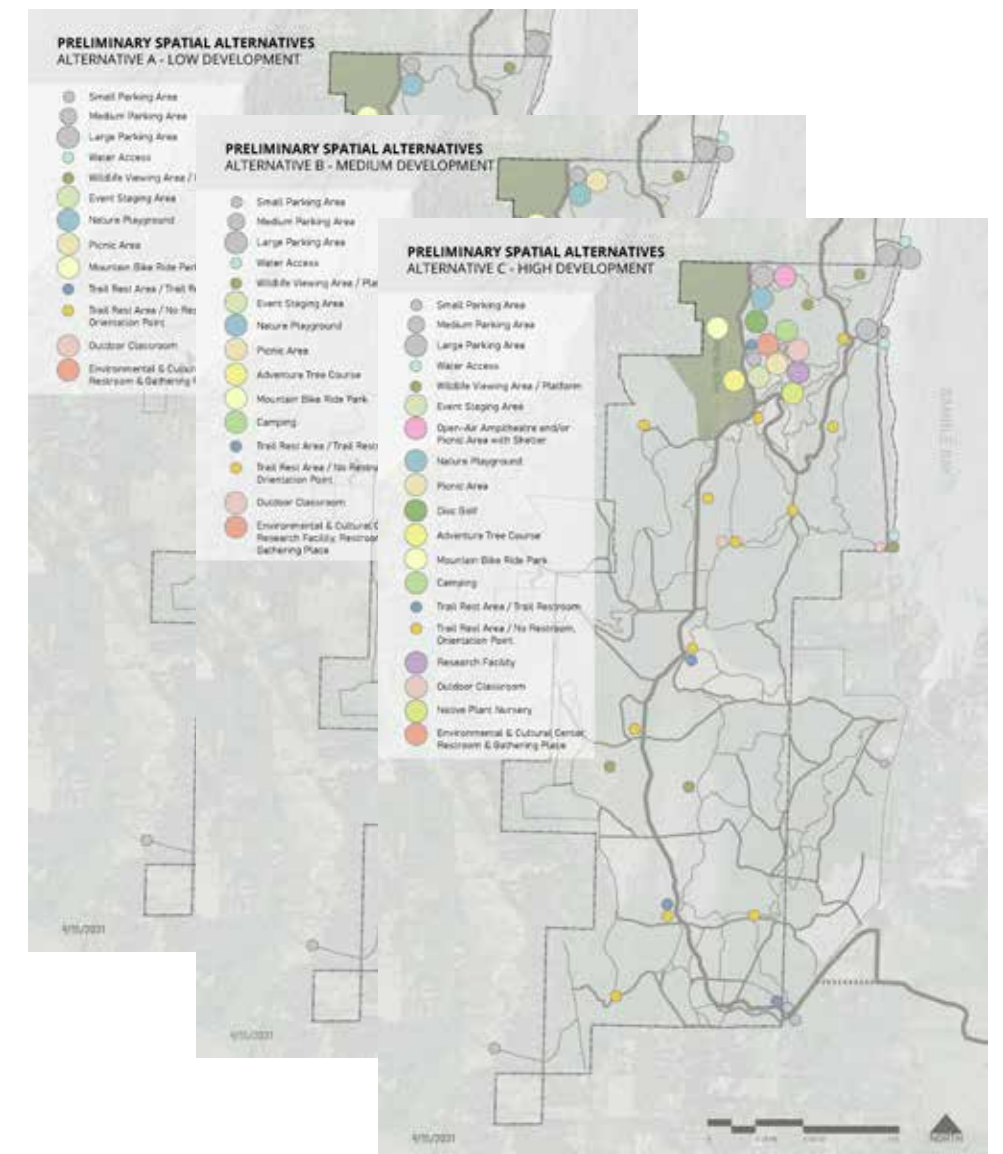

Figure ES.4 Alternative plans for recreation and education improvements

4- FRAMEWORK OVERVIEW

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

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

Community Priorities

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

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

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

Conservation and Restoration

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

Environmental and Cultural Education

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

Access

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

Active Use Recreation

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

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

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

Actions- Policy, Programs, Plans

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

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

4- FRAMEWORK OVERVIEW

RECOMMENDATIONS

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

Recommendations have been categorized into four main categories:

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

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

IMPLEMENTATION PLAN
POLICY, PROGRAM, AND PLANNING RECOMMENDATIONS

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

4- FRAMEWORK OVERVIEW

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

Land Use Recommendations

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

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

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

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

Proposed Landscape Classifications:

Natural Area (NA)
Noted as "Natural Area" in the 2015 Stewardship Plan

Conservation Area (C)
Noted as "Conservation Area" in 2015 Stewardship Plan

Passive Recreation (PR)
Noted as "Passive Recreation" in the 2015 Stewardship Plan

Active Recreation (AR)
Noted as "Active Recreation" in the 2015 Stewardship Plan

Specialized Recreation (SP)
Noted as "Specialized Recreation" in the 2015 Stewardship Plan

Conservation Education (CE)
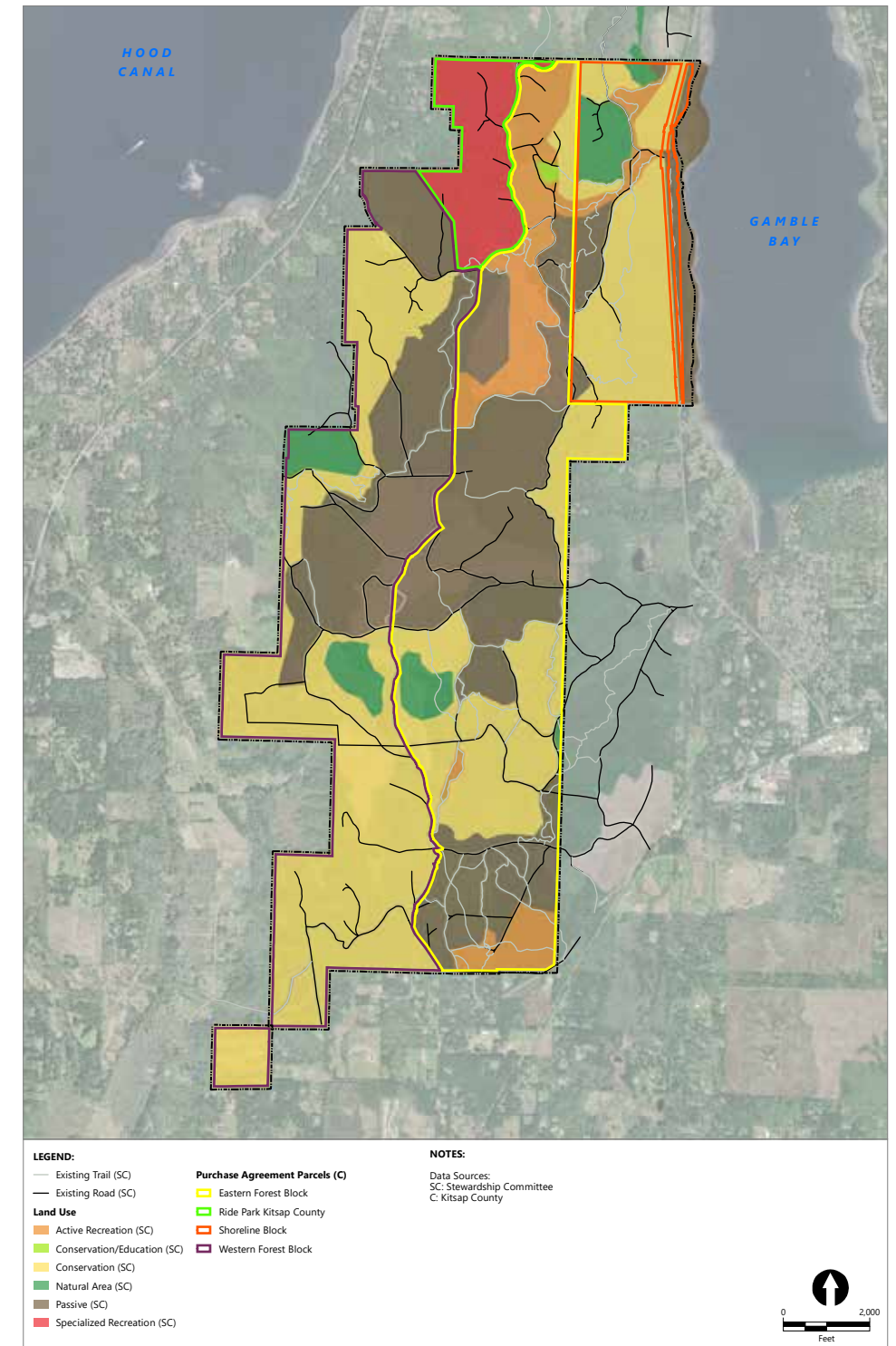New classification (not in 2015 Stewardship Plan) for conservation education and research use

Figure ES.5 Proposed landscape classifications

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

Trail Recommendations

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

Accessibility

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

Proposed Trail Improvements

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

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

- The STO Trail through the Park will be designated Class 5 since it will be a paved, shared-use path that is considered a regional connector.

- Many of the existing logging roads will be maintained and designated as Class 4 trails within the Park, providing a dual function- as recreation trails and for periodic forest management access. These trails will continue to be maintained as gravel surfacing and 8' width, minimum.

- There are several existing logging roads that will be decommissioned as recreation trails since they are rarely used, are spurs that lead to nothing but forest and don't provide connectivity within the trail system, and would be expensive to maintain. These spurs, while not maintained by Parks, could be used for future forest management practices (fire access or thinning) if necessary, although they would likely require some clearing and resurfacing at that time.

- Some of the existing gravel logging roads will be transitioned from Class 4 to Class 3, primarily by allowing the adjacent native vegetation to grow on the road shoulders and by not replenishing the gravel surface. This will occur primarily in areas where a connection is trying to be made between existing or proposed Class 3 trails for a consistent user experience.

- There are a few existing recreational trails that will be decommissioned, and the disturbed corridor restored back to forest habitat. Several of these trails were previously identified by the PGSC as needing decommissioning due to their extensive and ongoing maintenance burden and/or due to their location within critical areas.

- Most of the trail system in the Park, including existing, improved, and new trails will be designated as Class 3. These will be multi-use trails with a soft surface (dirt or gravel), servicing those on foot, bicycle, horse, or appropriate mobility device.

Sound to Olympics (STO) Trail

The STO alignment through the Park was considered from the outset of the acquisition campaign in 2010. It was further memorialized with the North Kitsap String of Pearls Trail Plan in 2011 and the Kitsap County Non-Motorized Facility Plan in 2013. Both documents included expansive public outreach to Kitsap residents, community groups and organizations. Both Plans received nearly unanimous support at their adoptions. Since this time, the STO alignment has been acknowledged in acquisition documents, stewardship plans and feasibility studies. Kitsap has dedicated hundreds of thousands of dollars to the planning, design and eventual construction of the multi-million-dollar public investment. The paved surface of the STO allows for a safe and stable means for all visitors, regardless of ability, to experience the beauty of portions of the Park.

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

- All existing trails including fire logging roads and soft-surface trails

- Existing trail classifications as defined by the PGSC (Easy, Moderate, Difficult)

- Proposed trail segments to be decommissioned, added, or transitioned from one trail classification to another

- Proposed trail classifications for the revised network based on the USFS classification system

- Programming opportunities along the trail- STO character zones

- Programming opportunities along the trail- destinations and orientation points

- Programming opportunities along the trail- Class 3 loop trails

- Programming opportunities along the trail- Class 4 loops trails

- Existing and proposed access points and parking to support the trail system

- Proposed trail user types (multi-use, hiker/horse, mountain bike only.

TRAIL DECOMMISSIONS & ADDITIONS

- Proposed Road/Trail Decommissions (Used Only for Future Forest Mgmt but Not Maintained)
- Proposed Trail Decommissions (Typically Non-logging Roads to be Removed)
- Proposed Additions
- Proposed Reclassification (from Class 4 to Class 3 Trail)
- Proposed Reclassification (from Class 3 to Class 4 Trail)
- Approved Ride Park (proposed trails not shown)

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

PROPOSED TRAIL CLASSIFICATIONS

- Class 5 Trail – Fully Developed
- Class 4 Trail – Highly Developed
- Class 3 Trail – Developed
- Class 2 Trail – Moderately Developed

Figure ES.7 Proposed trail classifications

PROGRAMMING
SOUND TO OLYMPICS TRAIL

- STO Trail Segments
- Destinations
- Orientation Nodes
- Restrooms

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

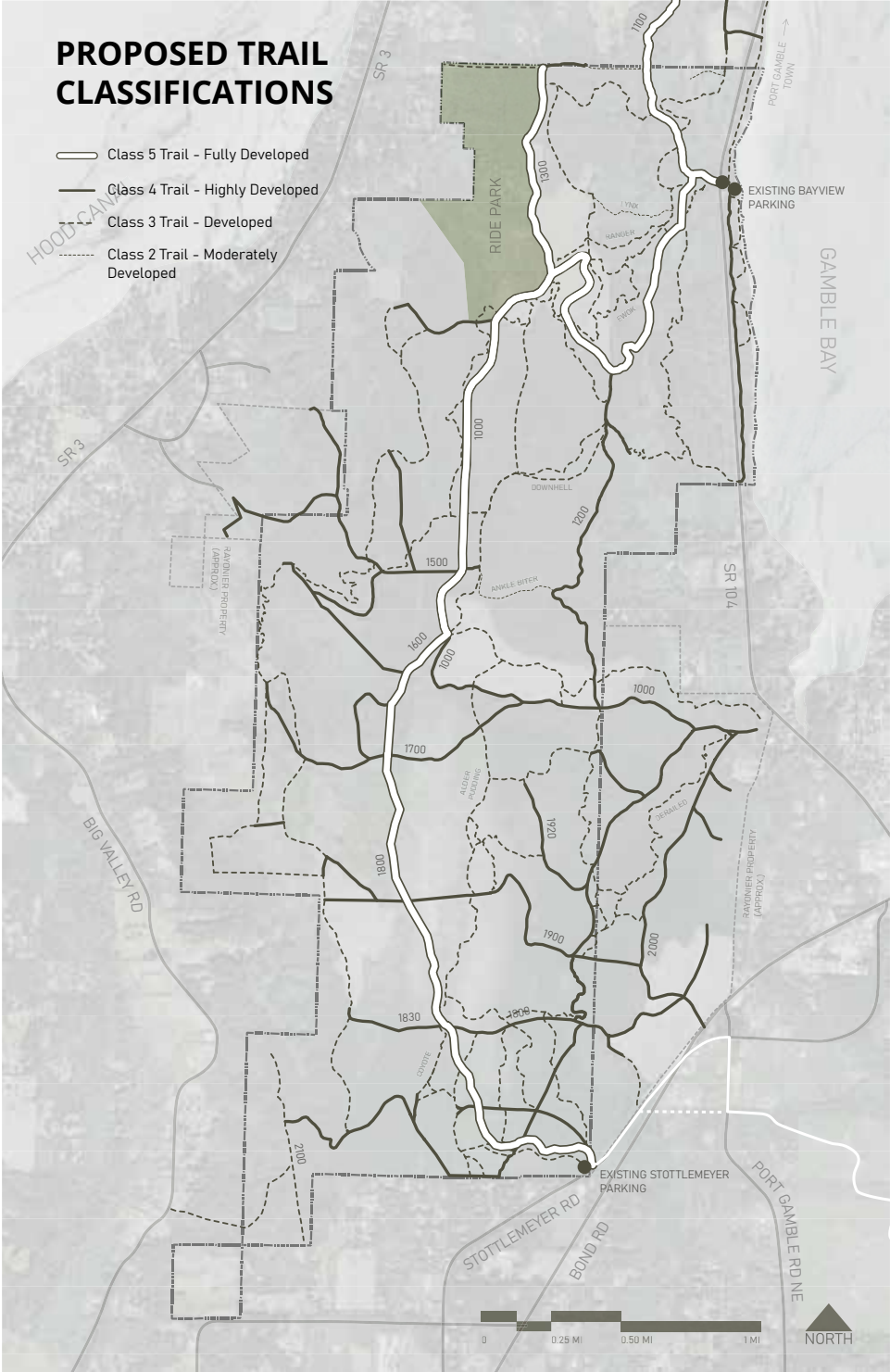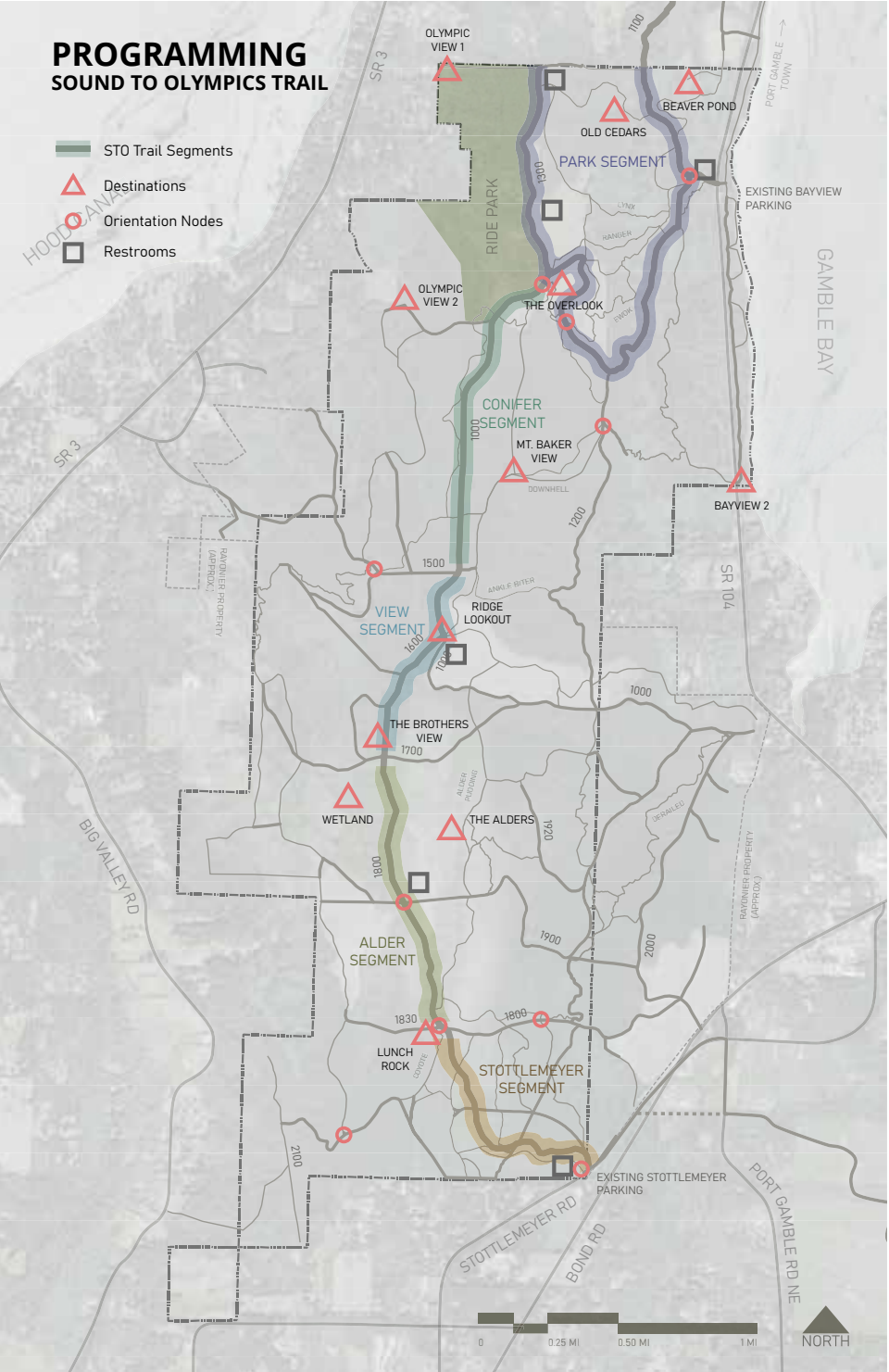# 5- PARK RECOMMENDATIONS- LAND USE, TRAILS, RECREATION, EDUCATION & INFRASTRUCTURE

Recreation Facility Recommendations

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

Clustering Strategy

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

- Proximity to the town of Port Gamble and existing utilities
- It will be serviced by a new road through Rayonier property from the north
- The area is adjacent to the approved STO Trail and Ride Park
- It is a relatively large, flat area
- There are less critical areas in this location- such as streams, wetlands, and steep slopes
- There are existing and potential views from the top of the ridge
- Many of the timber parcels in this area have recently been logged, leaving a clearing with no large trees
- Development and maintenance costs are reduced by clustering
- The area is within the Eastern Forest Block- the deed for which has less development restrictions compared to the Western and Shoreline Forest blocks of land
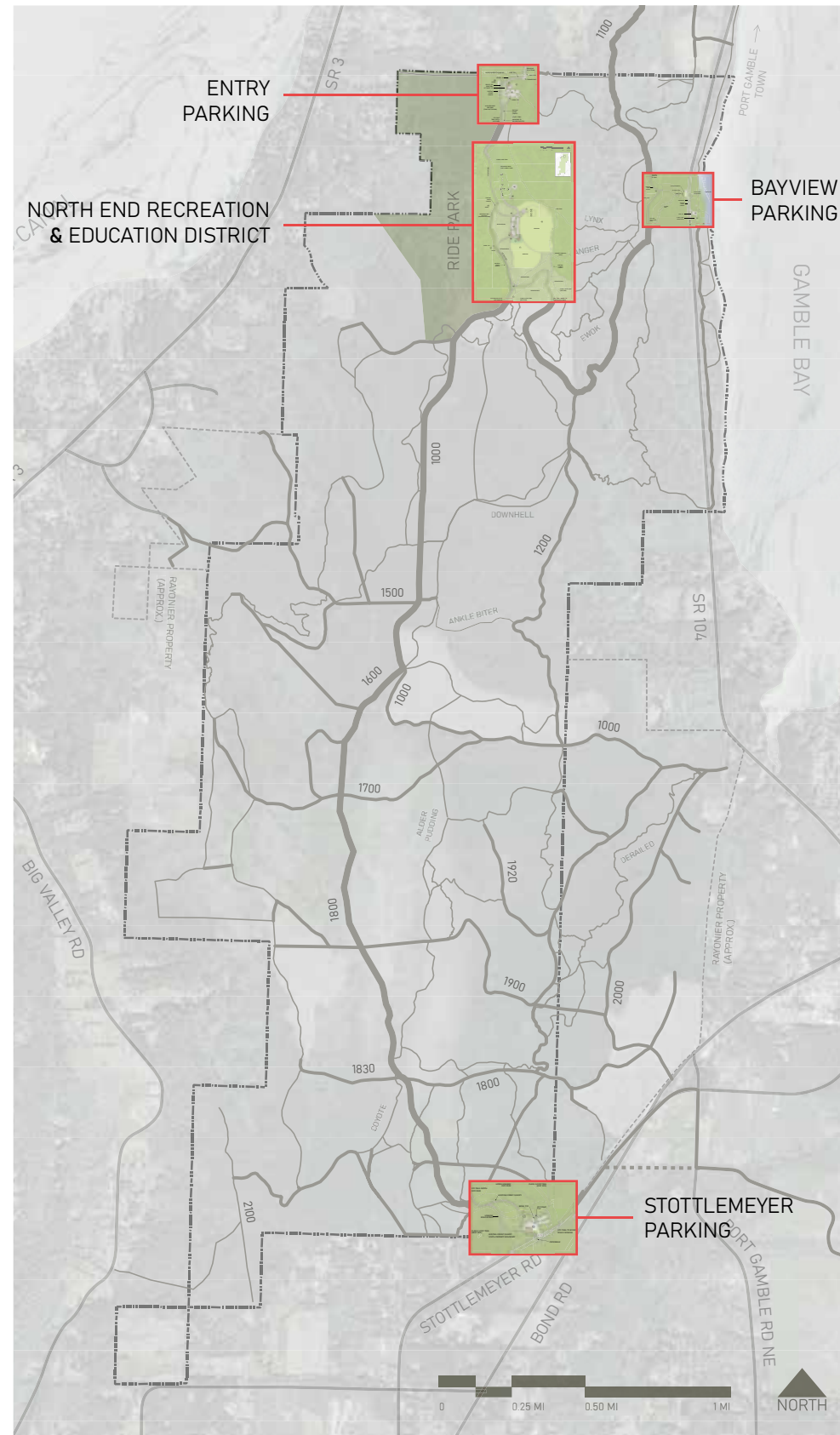
Figure ES.9 Recreation improvement zones within the park

Phasing

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

PROPORTION OF IMPROVEMENTS TO CONSERVATION/RESTORATION AREA
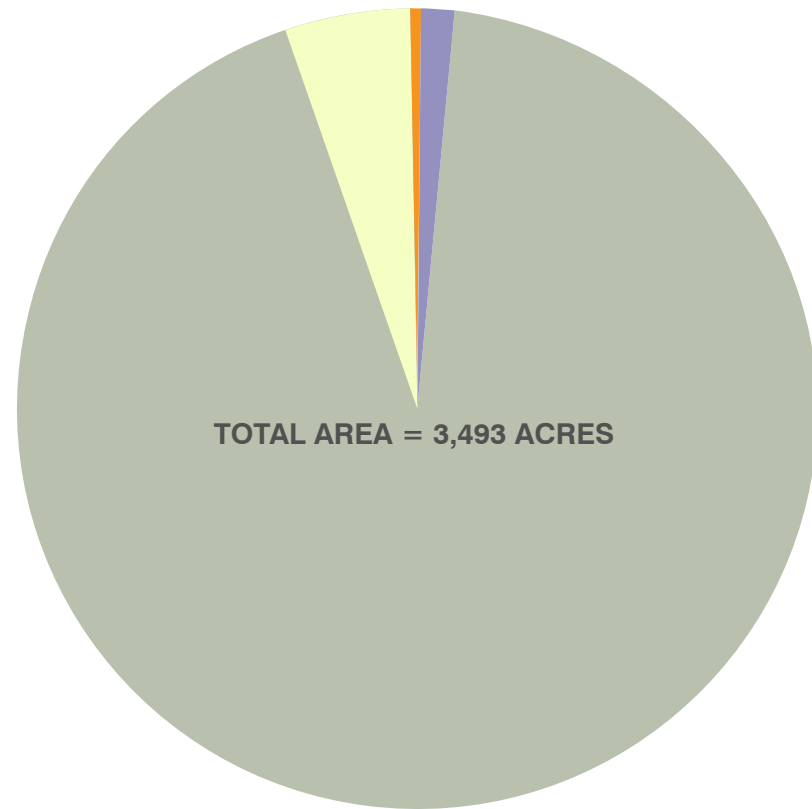
TOTAL AREA = 3,493 ACRES

CONSERVATION & PASSIVE USE TRAIL SYSTEM
3,261 ACRES (93.3% OF TOTAL AREA)

RECREATION, EDUCATION AND PARKING AREA IMPROVEMENTS
NORTH END RECREATION & EDUCATION=33.1 ACRES
NORTH END PARKING AREA=3.6 ACRES
BAYVIEW PARKING AREA & SHORELINE=4.2 ACRES
STOTTLEMEYER RD. PARKING AREA=4.1 ACRES
TOTAL IMPROVEMENT AREA=45.0 ACRES (1.3% OF TOTAL AREA)

RIDE PARK
177.5 ACRES (5.0% OF TOTAL AREA)

SOUND TO OLYMPIC TRAIL
9.7 ACRES (0.3% OF TOTAL AREA)

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

Table ES.2 Facilities and infrastructure phasing

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

Proposed Recreation Facilities

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

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

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

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

2) Park-wide Dispersed Facilities

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

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

Proposed Education Facilities

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

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

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

Programs and Partnerships

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

Proposed Supporting Infrastructure

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

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

Spatial Plans

The plans on the following page show how recreation, education, and infrastructure improvements could be arranged and implemented over time. The plans show the North End Recreation & Education District, where most of the proposed improvements are clustered. Site plans for improvements at the North Ride Park, Bayview, and Stottlemeyer parking areas can be found in the Framework.
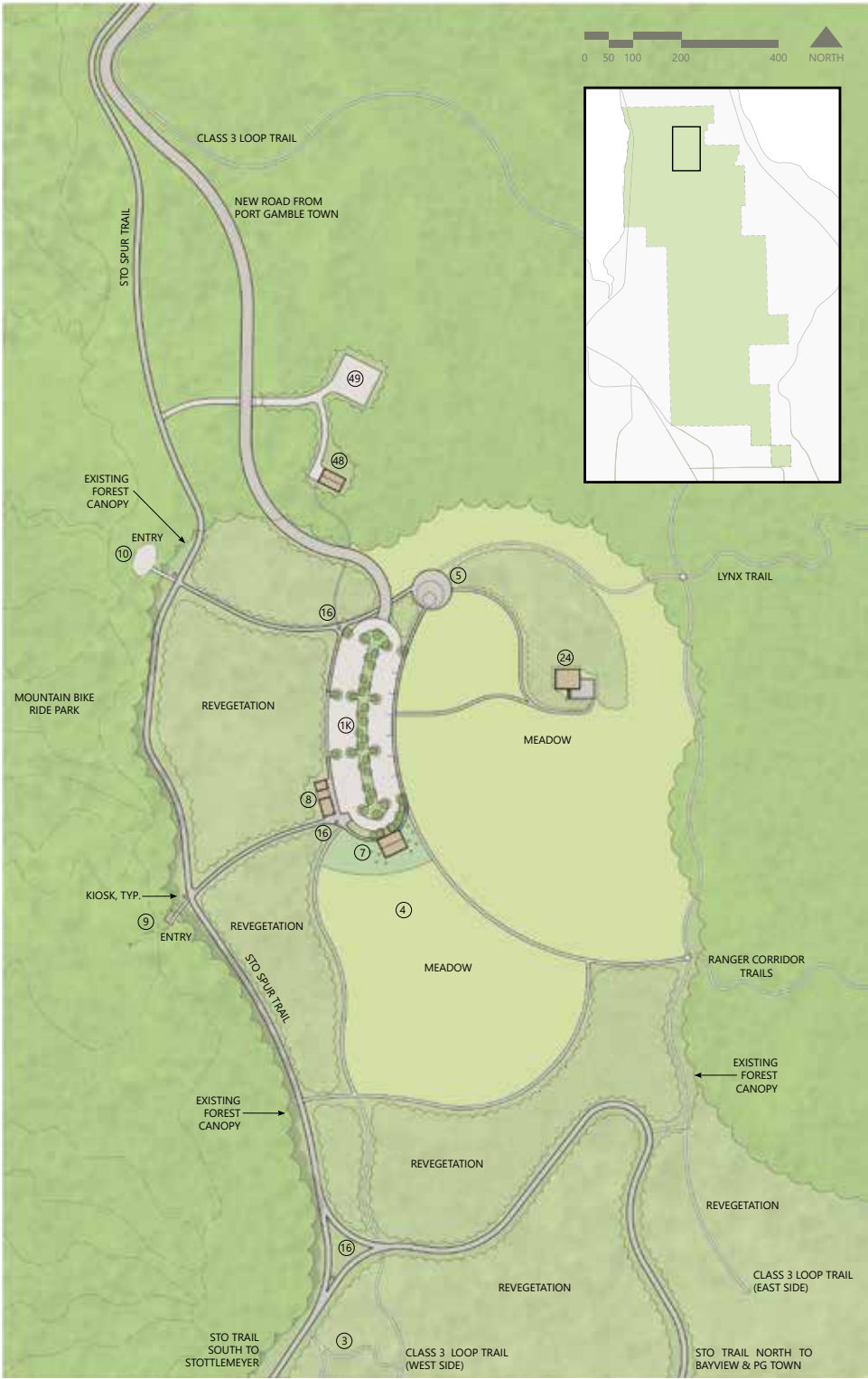
Figure ES.10 North End Facilities and Infrastructure- Phase 1
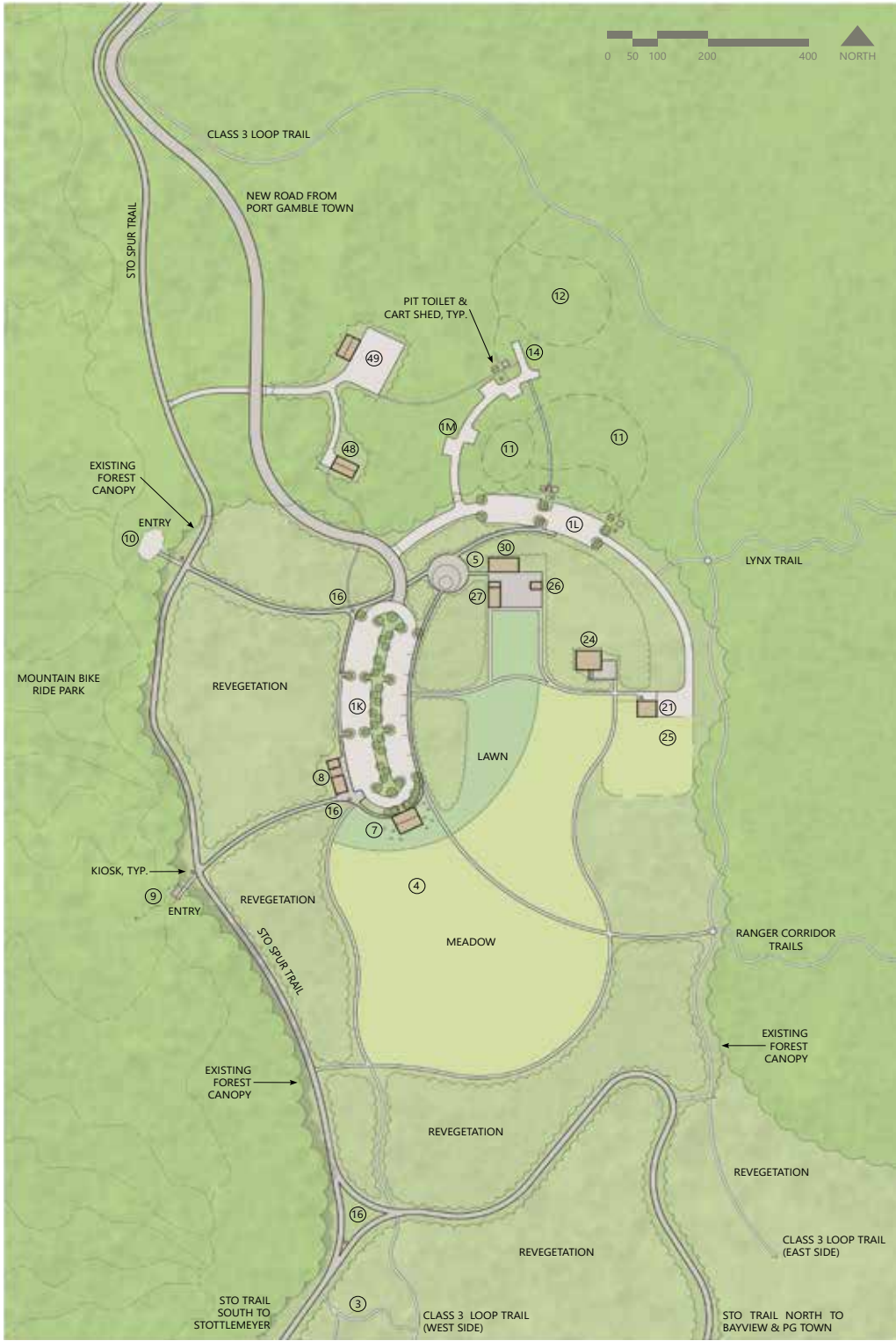
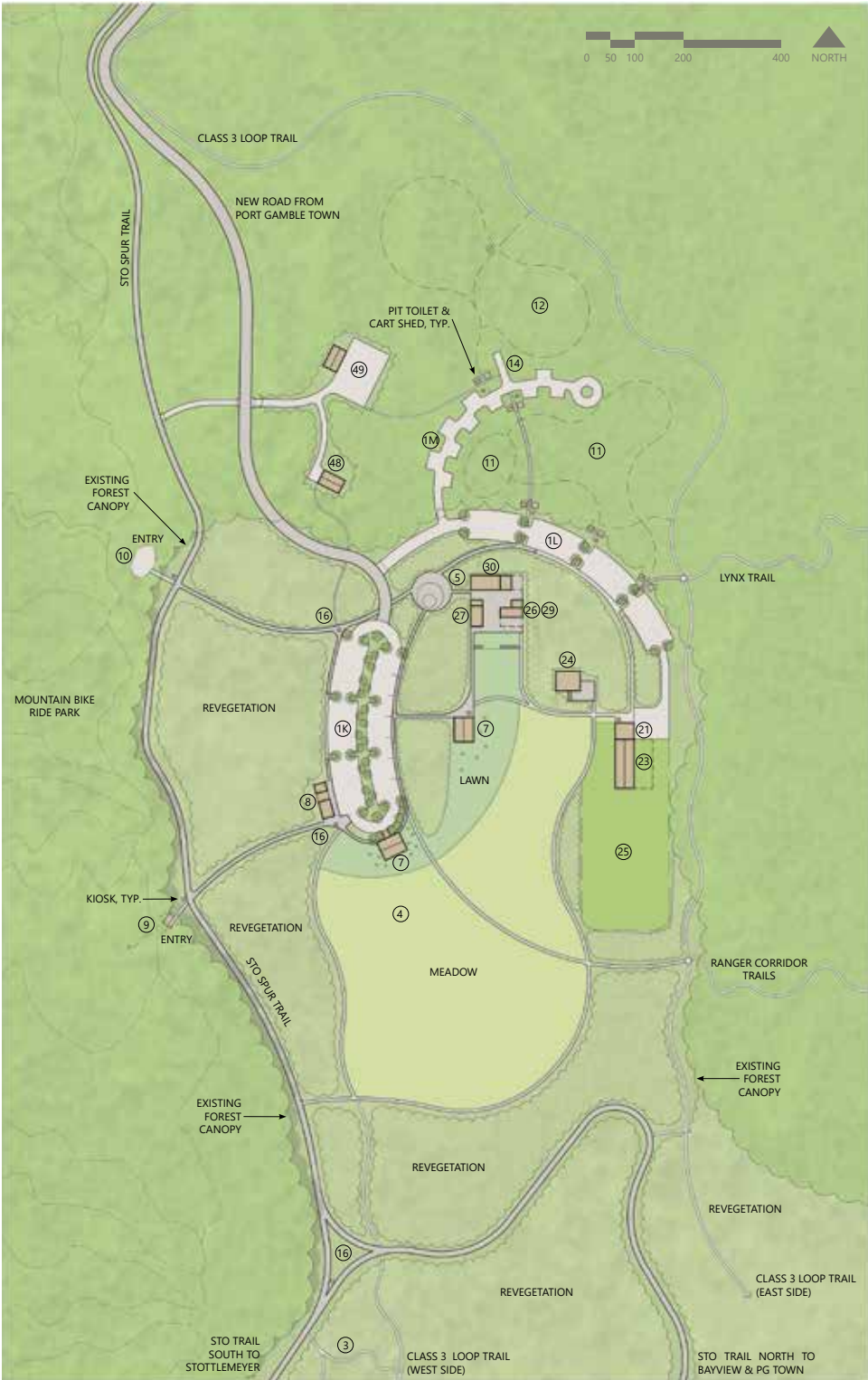*Figure ES.11 North End Facilities and Infrastructure- Phase 2*

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

6- LAND CONSERVATION & RESTORATION

Introduction

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

Implementation Strategies and Actions

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

County Policy Framework

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

Integrated Forest Stewardship Goals

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

County Programs

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

Ecosystem Restoration Approach

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

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

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

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

Restoration Priorities

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

Conservation Priorities

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

Program Mission:

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

6- LAND CONSERVATION & RESTORATION

Programmatic Restoration Plan

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

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

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

CONSERVATION PRIORITY BY FOREST TRACT

◯ Existing Parking
◯ Proposed Parking
--- Fire Roads
▭ Timber Tracts

Conservation Priority
▢ Low / Recently Harvested
▢ Very High
▢ Preserve / Sensitive

Conservation priority was assessed in the context of a management strategy and was determined through a review of the current conditions of each timber tract, the current trajectory of that tract and the likelihood that it will mature as a diverse, resilient forest without management efforts. Preservation priority was given to tracts which appear to be in generally healthy condition and which also contain sensitive areas (e.g. streams, wetlands and steep slopes) that would make harvest or management more difficult.

A detailed Study of the original parcel was conducted by Kitsap County in 2016. See link for details
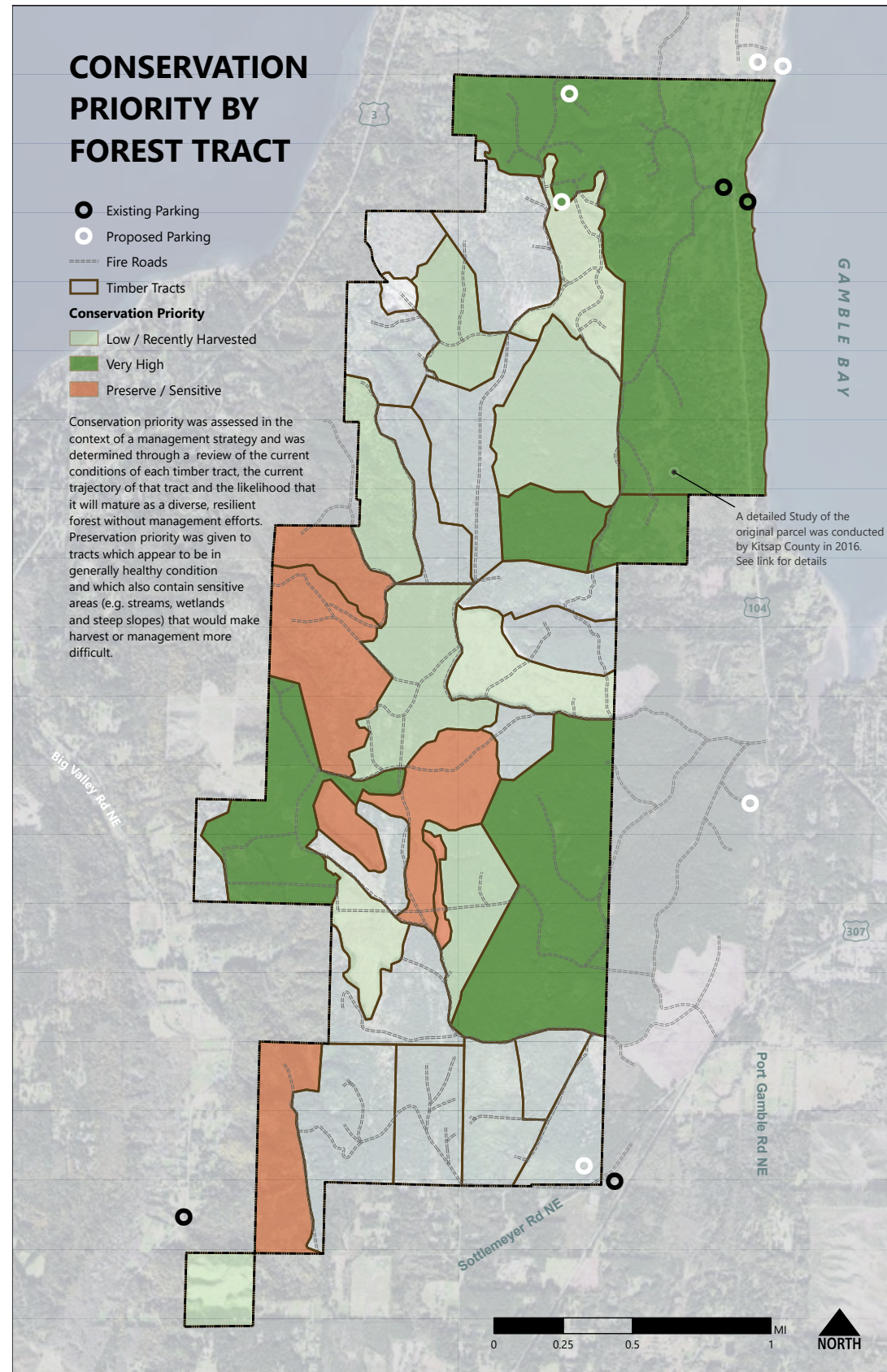
Figure ES.13 Conservation priority by forest tract

7- COST ESTIMATES, FUNDING SOURCES & REVENUE PROJECTIONS

Cost Estimate

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

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

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

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

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

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

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

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

Cost Estimate Summary (2022 Dollars)

Capital Costs (Construction Costs or "Hard" Costs)

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

Indirect Costs ("Soft" Costs)

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

Annual Operations & Maintenance (O&M) Costs

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

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

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

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

7- COST ESTIMATES, FUNDING SOURCES & REVENUE PROJECTIONS

Funding Sources

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

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

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

Revenue Generating Potential

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

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

1) **developed and operated by the County (or public entity),**

2) **developed and operated through a partnership with a non-profit entity,**

3) **developed by the County but operated by a private concessionaire, and**

4) **developed and operated by a concessionaire.**

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

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

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

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

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

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

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