

# South Sound CAMP Project



## Stage 2 – Exploring Alternative Approaches

March 4, 2010



WASHINGTON STATE  
PARKS AND RECREATION COMMISSION



**CAMP**  
Washington State Parks  
Classification and Management Planning Project

## Preface

This document, along with supporting maps, explores alternative approaches for management of parks within the Kopachuck and Jarrell Cove State Park Management Areas as part of State Parks' Classification and Management Planning (CAMP) Project. During the first stage of planning, public and staff participants identified a host of issues facing these parks.

Now, for the second stage, the agency planning team has developed alternative approaches that response to identified issues. This work is posted on the project webpage: [www.parks.wa.gov/plans/Kopachuck-JarrellCove](http://www.parks.wa.gov/plans/Kopachuck-JarrellCove).

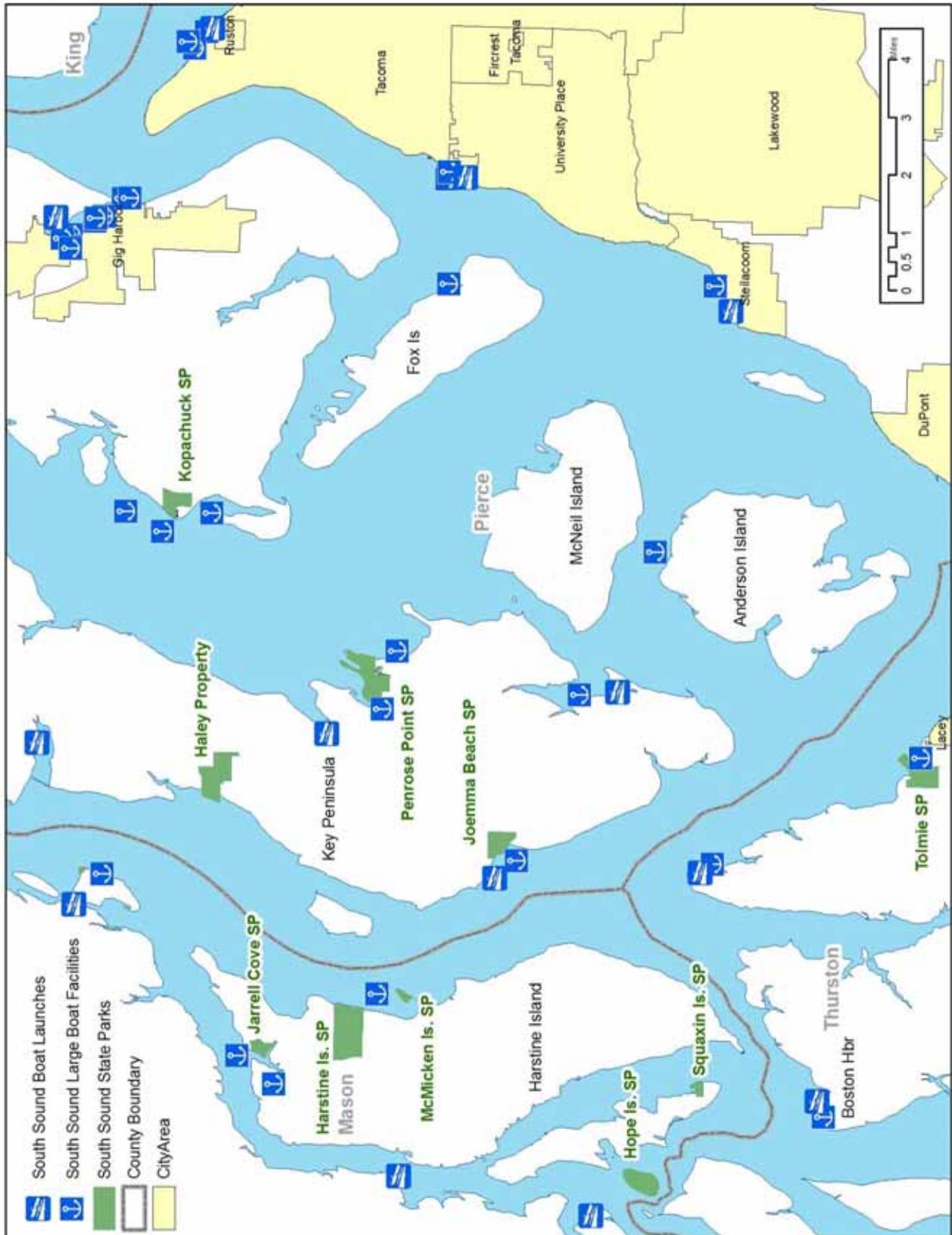
The team will also present alternative approaches for public input at two planning workshops scheduled for March 4, 2010, from 6:30 to 8:30 PM, at Kopachuck Middle School, and March 8, 2010, from 6:30 to 8:30 PM, at the Shelton Yacht Club. Written follow-up comments are encouraged and should be sent to Nikki Fields, Parks Planner at [Kopachuck.JarrellCove.Planning@Parks.Wa.Gov](mailto:Kopachuck.JarrellCove.Planning@Parks.Wa.Gov) or mailed to: Washington State Parks, Planning and Research Program, PO Box 42650 Olympia, WA 98504-2650.

Your input will help us select the best ideas from each alternative and incorporate them into a single preliminary plan for further public review. It is difficult to communicate entirely in writing and misunderstandings happen. If you have a question or concern, please do not hesitate to us.

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**Figure 1: South Sound State Parks and Properties**



## Introduction

The Washington State Parks and Recreation Commission (Commission) manages a diverse system of over 100 parks located throughout the state. Dramatic growth in population and the popularity of outdoor recreation has increased pressure on the agency to provide more recreational opportunities while continuing to preserve the unique natural and cultural resources under its management.

In October of 2003, the Commission adopted the Centennial 2013 Plan to focus the agency, state leadership, and the public on improving Washington's state park system as it turns 100 years old and prepares for another century of service.

The first priority of the Centennial 2013 Plan is to fix up the state park system you enjoy today, while looking to the future and determining what the system should become. To help achieve this, the agency set an ambitious goal to prepare land-use plans for each of its parks.

State Parks prepares land use plans through an agency-wide planning system called Classification and Management Planning or CAMP. CAMP is a multi-staged, public participation-based planning process for individual parks that culminates with adoption of park land classifications, a long-term park boundary, and a park management plan.

For each planning project, the agency assembles a planning team. The team includes planners, resource stewards, and park staff. As necessary, the planning team also calls upon the expertise of resource and facility specialists – both from within and outside the agency.

The State Parks' Planning webpage includes information on active planning projects throughout the state at: <http://www.parks.wa.gov/plans>.

## Planning Process

The CAMP planning process involves four sequential stages. Each stage usually includes a public workshop and an opportunity to provide follow-up comments in writing by mail or e-mail. The process does not conclude until the State Parks and Recreation Commission, the agency's seven-member governing board, formally adopts land classifications, long-term park boundaries, and facility concept plans and the Director approves finalized park management plans. Standard planning stages include:

### ***Stage One – Identify issues and concerns***

The purpose of this stage is to understand what is important to the park community and identifies issues to address through the planning process.

### ***Stage Two – Exploring alternative approaches***

At this stage, the planning team suggests potential alternative approaches to address the various issues and concerns raised by people in stage one. No preferred alternative is established; rather this is an opportunity to examine and understand the range of possibilities.

### ***Stage Three – Preparing preliminary recommendations***

The best ideas from the alternative approaches developed in stage two are combined into a preliminary plan in this stage. The preliminary plan includes recommendations for use and

development of park lands, changes to property boundaries, and ways to address issues raised during the process.

#### ***Stage Four – Preparing final recommendations***

At stage four, final adjustments are made to recommendations and submitted to the seven-member Parks and Recreation Commission for approval. The public is encouraged to attend the Commission meeting and provide testimony or to provide written comment.

#### ***The State Environmental Policy Act (SEPA)***

The planning process incorporates requirements of SEPA for communicating to the public potential environmental effects of agency actions. During Stage 2, a document describing the environmental implications of each alternative is prepared. This document will be posted on the project webpage.

In Stage 3, information gathered during the planning process will be included in a SEPA checklist describing the environmental effects of enacting the plan. The agency will then make a formal determination of the significance of any environmental impacts and whether additional environmental analysis and documentation is necessary.

## **Planning Products**

The CAMP planning process produces three main products for each park: land classifications, long-term boundary, and a park management plan. The combination of these deliverables constitutes a land use plan. For some parks, more detailed planning to direct facility development is necessary. A facilities concept plan is often prepared as a fourth planning product.

#### ***Land Classification***

A central part of CAMP involves zoning, or classification of park lands. State Parks has developed a system of six land classifications: Natural Area Preserves, Natural/Natural Forest Areas, Resource Recreation Areas, Recreation Areas, and Heritage Areas. When assigned to a specific area within a park, each classification sets an appropriate intensity for recreational activity and development of facilities. Classifications align along a spectrum, ranging from low to high-intensity land uses. By classifying park lands, the agency is able to consciously strike a balance between protecting park resources and providing an appropriate variety of recreational opportunities for park visitors.

State Parks and land classifications are defined in Chapter 352-16 in the Washington Administrative Code (WAC), which reads in part:

State park areas are of state-wide natural, cultural, and/or recreational significance and/or outstanding scenic beauty. They provide varied facilities serving low-intensity, medium intensity, and high intensity outdoor recreation activities, areas reserved for preservation, scientific research, education, public assembly, and/or environmental interpretation, and support facilities.

They may be classified in whole or part as follows:

- (1) Recreational areas are suited and/or developed for high-intensity outdoor recreational use, conference, cultural and/or educational centers, or other uses serving large numbers of people.
- (2) Resource recreation areas are suited and/or developed for natural and/or cultural resource-based medium-intensity and low-intensity outdoor recreational use.
- (3) Natural areas are designated for preservation, restoration, and interpretation of natural processes and/or features of significant ecological, geological or paleontological value while providing for low-intensity outdoor recreation activities as subordinate uses.
- (4) Heritage areas are designated for preservation, restoration, and interpretation of unique or unusual archaeological, historical, scientific, and/or cultural features, and traditional cultural properties, which are of state-wide or national significance.
- (5) Natural forest areas are designated for preservation, restoration, and interpretation of natural forest processes while providing for low-intensity outdoor recreation activities as subordinate uses, and which contain:
  - (a) Old-growth forest communities that have developed for one hundred fifty years or longer and have the following structural characteristics: Large old-growth trees, large snags, large logs on land, and large logs in streams; or
  - (b) Mature forest communities that have developed for ninety years or longer; or
  - (c) Unusual forest communities and/or interrelated vegetative communities of significant ecological value.
- (6) Natural area preserves are designated for preservation of rare or vanishing flora, fauna, geological, natural historical or similar features of scientific or educational value and which are registered and committed as a natural area preserve through a cooperative agreement with an appropriate natural resource agency pursuant to chapter 79.70 RCW and chapter 332-60 WAC.

For each land classification, the agency Director has developed detailed management guidelines. These guidelines set specific activities and facilities permitted in each designation. The complete land classification system and management guidelines are included in Appendix 1.

### ***Long-Term Park Boundary***

A second product of CAMP is adoption of a long-term park boundary. This is a frequently misunderstood aspect of park planning. The purpose of delineating a long-term boundary is to take a big picture look at what lands, independent of ownership, might advance the conservation and recreation mission of a park. It also considers whether agency-owned property should be retained or be considered surplus to park needs.

Including privately owned property in a long-term boundary gives Commission direction to staff to work with nearby landowners on potential land transactions. Transactions may range from simple agreements, to recreation and conservation easements, and sometimes even to agency purchase of property. If a landowner is not interested in participating, State Parks is unlikely to pursue the matter further. However, since land frequently changes hands, the agency uses delineation of a long-term boundary to set its long-term property planning goals.

For properties included within a long-term boundary, any of a number of possibilities may apply. State Parks might:

- Seek to formalize an agreement with an adjacent property owner to advance a shared property management goal
- Solicit a conservation easement from an adjacent property owner to protect certain natural or cultural features
- Readily accept a donation of all or part of a private property
- Consider exchanging agency-owned property for a private property
- Consider purchase of a private property in fee

Including private land within a long-term boundary can sometimes alarm property owners. The planning team makes every effort to contact affected landowners and explain implications of this process. Property owners should be assured that long-term boundary and land classification decisions are for Commission policy direction only and should not affect private property values, be used as an indication of their willingness to sell, or be used as a basis for making state or local government regulatory, permitting, or zoning decisions.

Property owners should also consider that working with State Parks to voluntarily protect natural resources contiguous with those on park lands may achieve the desired conservation effect and avoid the need for acquisition of these properties by the agency. In all but the rarest circumstances, State Parks acquires land on a willing seller basis.

### ***Park Management Plan***

The third product of CAMP is preparation of a park management plan. Park management plans are relatively simple documents that describe a park's principal features, set park-wide management objectives, and outline specific approaches and prescriptions in response to issues identified through the planning process. These plans also document the planning process and serve as a clearinghouse for supporting information. A preliminary park management plan is usually prepared during the next (third) stage of the planning process.

### ***Facilities Concept Plan***

Washington State Parks will celebrate its 100<sup>th</sup> birthday in 2013. Facilities in many parks have outlived their designed life span and need replacing. Also, as conditions both outside and within parks evolve, parks must adapt to meet new or changing uses. This often requires developing new or more specialized support facilities. Depending on park-specific circumstances, the CAMP process also includes preparation of facilities concept plans as a fourth deliverable. These plans set the appropriate type, character, and general location of facilities within a park landscape. Concept plans provide a basis for capital budget requests or opportunities for construction by partners and form the framework for more detailed site and facilities design. Like land classifications and long-term boundaries, the State Parks and Recreation Commission adopts facilities concept plans to provide long-term direction of park development.

## Exploring Alternative Approaches

During the first stage of planning, public and staff participants identified a host of issues facing parks in the Kopachuck and Jarrell Cove management areas. Now, for the second stage, the agency planning team has developed a series of alternatives that respond to identified issues.

Alternatives show land classifications, long-term park boundaries, key facilities and management provisions and are organized thematically to emphasize major aspects of the agency's mission. Adapting previous CAMP planning processes, thematic alternatives developed for the Kopachuck and Jarrell Cove management areas incorporate other desirable park purposes and values expressed by the public that challenge and reach beyond State Parks' traditional mission. Thematic alternatives developed for Kopachuck and Jarrell Cove area parks include:

- Outdoor activity and play
- Parks for everyone
- Stewardship and sustainability
- Regional heritage and community

By addressing development and management issues through a particular thematic lens, new possibilities emerge as to the park's ultimate potential. Then, assuming no single theme is universally desirable throughout the park, the next step is to determine which ideas in each resonate most and incorporate them into a single plan. Through this reconstruction process the right mix ultimately emerges.

We ask that you study the alternatives below, not to choose one, but to find individual elements in each that appeal to you. Then let us know what you think. We are also interested in hearing new ideas we have not considered yet.

### *Outdoor Activity and Play*

Poor health and obesity are rapidly reaching epidemic levels in the United States. Real and perceived risk of violence and physical harm is increasingly trapping people indoors, compounding already sedentary lifestyles. Where past generations sent children outside to play in neighborhoods, vacant lots, and nearby woods, today's parents insist on line-of-sight supervision. Coupled with parents' full-time employment, opportunities for many kids to run around and discover the world around them are increasing limited. This phenomenon, dubbed "nature deficit disorder" by Richard Louv in his 2005 landmark book *Last Child in the Woods*, threatens an entire generation, creating a disconnected society of TV-watching, couch potatoes and fracturing the connection between people and the natural world.

This alternative assumes that given a safe, convenient, and attractive opportunity, people want to get outside and play. It therefore emphasizes programs that promote health and fitness like walking, cycling, informal field games, and paddling and supporting recreational amenities like trails, playgrounds, group camps, open field areas, and water trail camp areas. Other considerations include siting facilities to encourage walking and limiting the extent and sophistication of facilities to promote interaction with the natural setting and build outdoor skills.

### *Parks for Everyone*

Particularly parks in the Kopachuck management area are within easy reach of the Tacoma metropolitan center and its surrounding suburbs. This alternative emphasizes the agency's role in providing park access to the widest public demographic. An example of this includes working with local governments to provide transportation options that get lower income individuals and families into parks. That is, providing basic access.

This alternative also includes improving parks so they welcome people of all abilities. In addition to barrier-free routes from parking areas to recreation amenities and natural features, accessibility includes providing a range of outdoor challenges and recognizes needs of people with a wide array of motor, sight, auditory, and cognitive disabilities. As Washington's population ages, designing park experiences for universal access ensures parks will remain viable opportunities for older people to stay active.

This alternative also seeks to adapt park experiences to reflect the ethnic diversity of the state's population. Examples of program implications include providing park information and programs in multiple languages, changing occupancy rules to accommodate larger extended family groups, and adapting interpretive messages to serve a wider audience.

### *Promoting Stewardship and Sustainability*

In 1916, President Woodrow Wilson signed into law the National Park Service Organic Act, establishing a single agency to oversee development and management of a growing nationwide system of parks. In setting its overarching purpose, the act succinctly defined the level to which the Park Service was to protect park resources. That is, "... conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations."

Washington State Parks' mission reflects the National Park Service Organic Act, calling for protection of recreational, cultural, historical, and natural sites and providing "...a legacy to future generations." A stated core value of the agency is a "commitment to stewardship that transmits high quality park assets to future generations." While *conservation* has since given way to newer terms like *stewardship* and *sustainability*, the intent remains unchanged: Every generation has a duty to protect parks for the generations that follow.

With growing awareness of humankind's impact on the earth's natural systems and the need for everyone to reduce consumptive behaviors, this alternative further refines the role of parks in the Kopachuck and Jarrell Cove area. These parks particularly provide focal points where urban metropolitan populations meet the natural world. Interpreting relevant sustainable energy generation, building, maintenance, landscaping, and household practices to visitors temporarily residing within the beauty of these parks could provide the inspiration and the practical tools people will need to lighten the impact of their daily lives on the environment.

Programs emphasized in this alternative include an extensive network of partnerships and volunteers working to restore natural systems, monitor the health of marine and terrestrial environments, interpret the natural world, and inspire a generation of urban and suburban dwellers to live more sustainability. New research suggests that demonstrating the link between resource stewardship, clean water and food through growing, gathering, and cooking

programs connects people to the environment literally at a visceral level. Depending on the particular park, facilities for this purpose could range from interpretive panels to modest improvements to fire pits, extensive outdoor cooking areas, or even indoor learning centers.

### *Building Regional Heritage and Community*

With expanding development of Washington's once rural communities, parks in the Kopachuck and Jarrell Cove management area are becoming oases of public open space nestled within expansive suburbs. Like town centers that attract nearby residents to shop for groceries and find services, nearby state parks attract residents to get away from the daily grind and relax. Historically, state parks often served as gathering places for rural communities to hold dances and celebrate special times, well before suburbs surrounded them. State parks, especially near urban centers, now serve fast-growing local populations in addition to visitors from afar.

During recent proposals to transfer state parks to local governments, the State Parks and Recreation Commission heard clearly from Kopachuck area residents that they love their "local state parks" because they're not like their local parks. This view demonstrates that it's not the location of the park that matters; it's what you do with it. While local parks are oriented principally toward playgrounds and sports, *state parks* are designed to bring people closer to their history and the natural world. The Kopachuck community argued that a park oriented to the latter, even though serving mostly Gig Harbor visitors still furthers this statewide purpose. This is especially justified if park programs and facilities were programmatically adapted to bridge the gap with the nearby Tacoma metropolitan area and help instill a conservation ethic in this large part of the state's population.

This alternative embraces the notion that serving both a local and statewide population is consistent with State Parks conservation mission. It also presumes that working closely with the local communities is essential to achieving the statewide purpose of these parks. Examples of programs in this alternative include holding festivals and special events; weddings and memorials; cultural performances; and hosting farmers markets. Supporting facilities might range from group camps and amphitheaters to outdoor gathering and performance spaces and even indoor halls for special events operated by partner organizations.

## ***Land Classifications and Long-Term Boundaries***

### **Kopachuck State Park**

Figures 2-5 show schematically the alternative land classifications, long-term boundaries, and Facilities Concepts under consideration for Kopachuck State Park.

Figure 2



Washington State Parks and Recreation Commission  
Kopachuck State Park  
Parks for Everyone Alternative

0 500 1,000 Feet

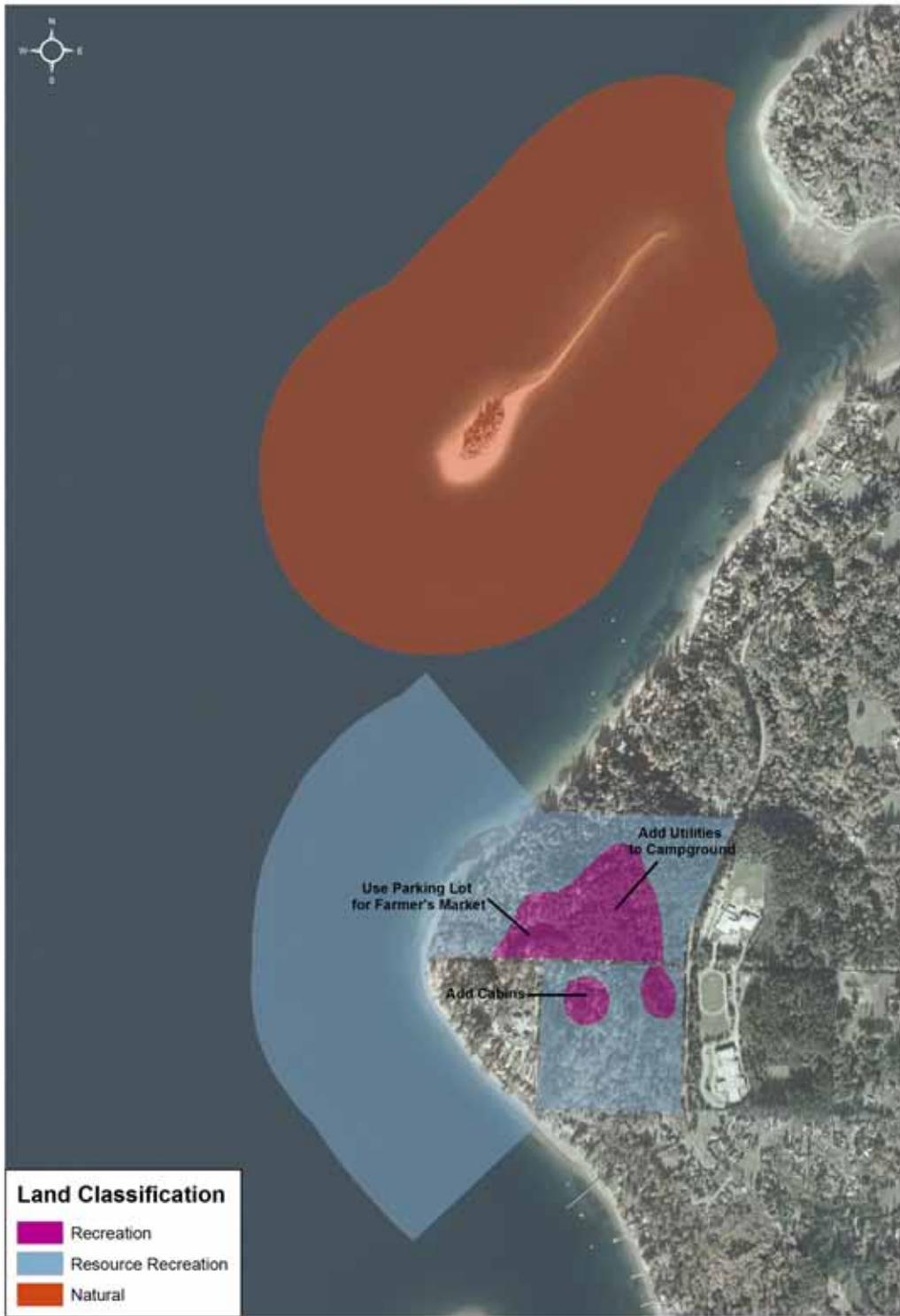
Figure 3



Washington State Parks and Recreation Commission  
Kopachuck State Park  
Promoting Sustainability and Stewardship Alternative

0 500 1,000 Feet

Figure 4



Washington State Parks and Recreation Commission  
Kopachuck State Park  
Building Regional Heritage and Community Alternative

0 500 1,000 Feet

Figure 5



Washington State Parks and Recreation Commission  
Kopachuck State Park  
Promoting Sustainability and Stewardship Alternative

## **Penrose Point State Park**

Figures 6-9 show schematically the alternative land classifications, long-term boundaries, and Facilities Concepts under consideration for Penrose Point State Park.

Figure 6



Washington State Parks and Recreation Commission  
Penrose Point State Park  
Parks for Everyone Alternative

0 500 1,000 Feet

Figure 7



Washington State Parks and Recreation Commission  
Penrose Point State Park  
Outdoor Activity and Play Alternative

0 500 1,000 Feet

Figure 8



Washington State Parks and Recreation Commission  
Penrose Point State Park  
Building Regional Heritage and Community Alternative

Figure 9



Washington State Parks and Recreation Commission  
Penrose Point State Park  
Promoting Sustainability and Stewardship Alternative

## **Joemma Beach State Park**

Figures 10-13 show schematically the alternative land classifications, long-term boundaries, and Facilities Concepts under consideration for Joemma Beach State Park.

Figure 10



Washington State Parks and Recreation Commission  
Joemma Beach State Park  
Parks for Everyone Alternative

Figure 11



Washington State Parks and Recreation Commission  
Joemma Beach State Park  
Outdoor Activity and Play Alternative

Figure 12



Washington State Parks and Recreation Commission  
Joemma Beach State Park  
Building Regional Heritage and Community Alternative

0 500 1,000 Feet

Figure 13



Washington State Parks and Recreation Commission  
Joemma Beach State Park  
Promoting Sustainability and Stewardship Alternative