

April 26, 2007

## **Item E-11: Miller Peninsula and Sequim Bay State Park Concept — Requested Action**

**EXECUTIVE SUMMARY:** This item asks the Commission to adopt planning principles and a park concept to guide development of the Miller Peninsula property and redevelopment of Sequim Bay State Park. The item also requests that the Commission formally name the Miller Peninsula property as Juan de Fuca State Park. This item complies with our Centennial 2013 Plan element, “Your Legacy – New Destinations.”

### **SIGNIFICANT BACKGROUND INFORMATION:**

#### **Project Inception**

In 2005, the Commission formally identified development of a new park at Miller Peninsula near Sequim (Appendix 1) as part of State Parks’ Centennial 2013 Plan. The Centennial 2013 Plan proposes a budget request of \$12 million over the next three biennia to plan, permit, and construct basic facilities for the park. For the 2005-07 biennium, the agency received a capital appropriation to complete preliminary park planning tasks. These included:

- Explore with the public a full range of potential experiences and supporting facilities suited to the Miller Peninsula property.
- Craft a park concept with the public for Commission adoption that will inspire support and engage partners to help achieve it.
- Formally name the park.
- Complete pre-design activities necessary for project budgeting.

Staff estimates overall property development cost could exceed \$40 million. Appendix 2 describes the proposed park concept.

#### **Overall Development Process**

Staff developed a five-phase development process with the goal of opening the park for initial public use in 2013. While timing depends entirely on funding, staff anticipates the following general phases:

Phase 1: Craft park concept, name, and identify development/conservation elements (2005-07).

Phase 2: Prepare park master plan, environmental review, and schematic design (2007-09).

Phase 3: Complete design development, construction documents, and obtain permits (2009-11).

Phase 4: Construct welcome center, day-use area, trailheads, trail system and related infrastructure (2011-13).

Phase 5: Construct major recreation facilities, administrative facilities, and complete infrastructure (2013-15).

### **Current Planning Process (Phase 1)**

The intent of Phase 1 is to involve the public in crafting a park concept, naming the park, and identifying potential development and conservation elements to consider during park master planning (next phase of planning). In Phase 1, staff completed the following tasks:

1. Asked the public to identify hopes/concerns and suggest potential development and conservation ideas.
2. Prepared preliminary environmental opportunities and constraints analysis.
3. Prepared alternative concepts for public input.
4. Prepared single preliminary park concept for public input.
5. Asked public to suggest park names for Commission consideration.
6. Requested formal Commission adoption of guiding principles for park planning and finalized park concept.
7. Requested formal Commission naming of the Miller Peninsula property.

### **Guiding Principles**

To help inform public expectations of the park planning process, staff created six guiding principles (Appendix 3). Staff continues to review the principles at the start of every public workshop, exploratory committee meeting, and presentation to civic organizations, interest groups, and local government bodies. In describing the principles, staff addresses many of the public's fundamental concerns about the project while setting a positive, collaborative, and solution-oriented tone to the meeting or presentation that follows.

### **Public Input**

Public input for this project came to staff and the Commission from several constituencies and through a variety of mechanisms. Not surprisingly, park neighbors and local recreation and conservation interests account for most of the direct public input. Although the internet and e-mail have revolutionized public participation, engaging and obtaining input from the broader statewide Parks' constituency remains a challenge.

### Park Exploratory Committee

To expand on local input, staff assembled an exploratory committee to help facilitate communication with the public (Appendix 4). While still largely made up of local members, the committee included representatives of user groups from throughout the Olympic Peninsula region and began to reflect a more regional and statewide perspective.

### Public Workshops, Web Postings, and Questionnaires

To help structure input, project staff divided public participation into four distinct stages: 1) Hopes and Concerns; 2) Alternative Park Development and Concepts; 3) Single Preliminary Concept; and 4) Final Concept Recommendation. Appendix 5 (available upon request) provides public meeting notes, hard copies of written public comment, and tabulations of written public comment.

#### *1) Hopes and Concerns*

For the hopes and concerns stage, project staff held a public workshop in Sequim. Approximately 160 participants identified concerns, as well as potential recreation and conservation opportunities for both Sequim Bay State Park and the Miller Peninsula property. Participants followed up after the workshop with over thirty e-mail comments.

To reach a broader statewide audience, project staff also e-mailed a questionnaire to visitors who had camped at Sequim Bay State Park during the prior two seasons. The questionnaire asked for ideas on how to improve the visitor experience at Sequim Bay State Park, as well as ideas on recreational development and conservation of the Miller Peninsula Property. Sixty visitors responded to the questionnaire sharing a wealth of personal experience and insight – particularly about how to improve Sequim Bay State Park.

2) *Alternative Park Development and Conservation Concepts*

In the next stage, project staff and consultants incorporated suggestions into four alternative park concepts: Family/Group Retreat, Accessible Wilderness, Adventure Sports, and Cultural Campus (Appendix 6). The alternatives describe four distinct kinds of park and suggest the types of amenities each might provide. At this early stage, concepts were intentionally general – providing enough information to impart a visceral sense of each, while not creating specific expectations about particular facilities, their appearance, or location within the park.

Over one hundred people participated in a second public workshop, indicated their preferred concept, and provided specific input on each. Staff also received over one hundred e-mail comments and questionnaires in response to materials posted on the agency website – roughly two thirds from the local Sequim area and one third from outside the area.

While there were some notable differences between local and non-local preferences, the Accessible Wilderness concept resonated with a resounding majority of participants. The Family/Group Retreat concept won some favor with participants from outside the area, while the Adventure Sports concept received significant support from locals (although a large number of local participants stated their opposition to the Adventure Sports concept as well).

The local vs. non-local difference is however not surprising. It follows that visitors from outside the area would place higher importance on overnight accommodations emphasized in the Family/Group Retreat concept. Local residents by contrast, place a higher importance on developing recreational amenities like trails, conserving natural areas, and limiting overall development to protect their neighborhoods.

3-4) *Single Preliminary and Final Recommended Park Development and Conservation Concept*  
Building on the Accessible Wilderness concept and popular elements from the other concepts, project staff and consultants next developed a single preliminary concept: Nature Within Reach. At a third public workshop, almost one hundred people suggested ways to fine-tune the preliminary concept.

Although not adequately reflected in the written workshop notes, participants indicated a general satisfaction and support of the Nature Within Reach concept. Nevertheless, some disagreement among participants persisted about whether or not to include a lodge as a potential amenity and whether to reduce overall development footprint from 10% to 5% of the site. Staff now has incorporated public input into a recommended park concept for Commission adoption (Appendix 2).

## Park Name

During the Alternative Concepts stage of the planning process, project staff began to solicit the public for potential names for the Miller Peninsula property. Since that time, staff collected over forty name suggestions (Appendix 7).

With respect to park naming, agency administrative rules direct that, "...The official name of any state park area shall generally include in it the term "state park." See WAC 352-16-010(2). Commission policy further provides: "In naming of sites, priority shall be given to geographic locations, historic significance or geologic features. Park sites may be named for a living person if the site has been donated by the individual. Where it is desirable to give recognition to a living person for their contribution to the State Park system, it is permissible to name for them individual natural or man-made features within a park." See Commission Policy 72-78-1. Staff pared suggestions to six names and outlined the pros and cons of each.

*Centennial State Park*                      *Juan de Fuca State Park*                      *Miller Peninsula State Park*  
*Olympic Discovery State Park*      *Quiet Waters State Park*                      *Rain Shadow State Park*

Name	Pro	Con
Centennial State Park	<ul style="list-style-type: none"> <li>• Links to the agency Centennial Plan</li> </ul>	<ul style="list-style-type: none"> <li>• Potential for confusion with the agency's Centennial Trail</li> </ul>
Juan de Fuca State Park	<ul style="list-style-type: none"> <li>• Ties park to a major water body recognized statewide</li> </ul>	<ul style="list-style-type: none"> <li>• Names park after a little known explorer (adding "Strait of" too cumbersome)</li> <li>• Park could be anywhere along the strait</li> </ul>
Miller Peninsula State Park	<ul style="list-style-type: none"> <li>• Geographically most accurate</li> </ul>	<ul style="list-style-type: none"> <li>• Not a geographic name recognized outside the Sequim area</li> </ul>
Olympic Discovery State Park	<ul style="list-style-type: none"> <li>• Ties park to the Olympic Peninsula and the interpretive aspects of the park</li> </ul>	<ul style="list-style-type: none"> <li>• Potential for confusion with the Olympic Discovery Trail and Olympic National Park</li> </ul>
Quiet Waters State Park	<ul style="list-style-type: none"> <li>• Translation of Jamestown S'Klallam word from which Sequim is derived</li> </ul>	<ul style="list-style-type: none"> <li>• Does not tie the park to any geographic location recognized throughout the state</li> </ul>
Rain Shadow State Park	<ul style="list-style-type: none"> <li>• Describes unique quality of the area</li> </ul>	<ul style="list-style-type: none"> <li>• Not a widely understood phenomenon beyond the Olympic Peninsula</li> </ul>

## Project Funding

Staff anticipates requesting funding for development of a new park on the Miller Peninsula property and other new park development projects during the 2009-11 biennium.

**STAFF RECOMMENDATION:****Park Concept**

Staff recommends that the Commission adopt the finalized park concept as described in Appendix 2 to guide future development of the Miller Peninsula Property and redevelopment of Sequim Bay State Park.

**Guiding Principles**

Staff recommends that the Commission adopt the project's guiding principles as contained in Appendix 3 to guide future planning activities for the Miller Peninsula property and Sequim Bay State Park.

**Park Name**

Staff recommends that the Commission name the Miller Peninsula property *Juan de Fuca State Park*.

**AUTHORITY:**

RCW 79A.050.030(1), WAC 352-16-010, WAC 352-11-052, Commission Policy 15-78-1 Advisory Group Policy – Citizen and Commission Policy 72-78-1 Naming of Parks

**SUPPORTING INFORMATION:**

- Appendix 1: Sequim Bay State Park and Miller Peninsula Vicinity Map
- Appendix 2: Final Park Development and Conservation Concept Recommendation
- Appendix 3: Guiding Principles for Park Planning
- Appendix 4: Miller Peninsula Park Exploratory Committee
- Appendix 5: Public Workshop Notes, Written Public Input, and Tabulation of Written Public Comment (available upon request)
- Appendix 6: Alternative Park Development and Conservation Concepts (available on project webpage [www.parks.wa.gov/plans/millerpenn](http://www.parks.wa.gov/plans/millerpenn))
- Appendix 7: Public Name Suggestions for the Miller Peninsula Property

**REQUESTED ACTION OF COMMISSION:**

*That the Washington State Parks and Recreation Commission:*

1. Express its gratitude to the Miller Peninsula Park Exploratory Committee for their efforts on behalf of the park.
2. Adopt the park concept described in Appendix 2 as recommended by staff.
3. Adopt the guiding principles contained in Appendix 3 to guide future phases of park planning as recommended by staff.
4. Direct staff to proceed with park master planning and associated environmental review as funding is secured.
5. Adopt Juan de Fuca State Park as the name of the Miller Peninsula property.

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**Author:** Peter Herzog, Parks Planner  
[peter.herzog@parks.wa.gov](mailto:peter.herzog@parks.wa.gov) Telephone: (360) 902-8652

**Reviewer(s)**

**SEPA Review:** Following review, staff has determined portions of the action proposed for the Commission by staff is exempt from the State Environmental Policy Act. Other elements, requesting the Commission set direction for future planning, constitutes an action; 1) too early in the planning and decision-making process according to WAC 197-11-055(2); and, 2) would not limit the choice of reasonable alternatives according to WAC 197-11-070(1)(b); and, therefore a SEPA determination is not required. Staff will issue a determination and develop appropriate environmental documents according to SEPA, following Commission direction.

**Fiscal Impact Review:** This action has no impact on current biennium operating or capital budgets. Future impacts are subject to legislative appropriation of capital funds in later biennia. Funds were not included in the Governor's 2007-09 budget and it is unlikely that any will be available before the 2009-11 Budget.

**Larry Fairleigh, Parks Development Service Center Assistant Director**

**Judy Johnson, Deputy Director:** \_\_\_\_\_

**Approved for Transmittal to Commission:**

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**Rex Derr, Director**

## Appendix 1

### Sequim Bay State Park and Miller Peninsula Property Vicinity Map



## Appendix 2

### **Final Park Development and Conservation Concept Recommendation**

During the past year, Washington State Parks began a public visioning process towards redevelopment of Sequim Bay State Park and development of a new park at its 2,800-acre Miller Peninsula property nearby. The goal of this multi-year initiative is to open the system's newest park in time for State Parks' centennial celebration in 2013.

The first step in this process is to craft a compelling concept/vision for the park, name it, and identify potential recreation and conservation opportunities to include in the planning and design process.

In February 2006, State Parks held the first in a series of public workshops toward this end. At this initial meeting, participants suggested their ideas for park development along with other hopes and concerns they had about the project.

Park planners then incorporated these ideas into a series of alternative park concepts: *Family/Group Retreat, Accessible Wilderness, Adventure Sports, and Cultural Campus*. The alternative concepts were posted on the project webpage and presented to the public for comment at a planning workshop in October 2006.

[http://www.parks.wa.gov/plans/millerpenn/\(5\) Alternative Park Development and Conservation Concepts.pdf](http://www.parks.wa.gov/plans/millerpenn/(5) Alternative Park Development and Conservation Concepts.pdf)

Staff then incorporated public input, initial site analysis, statewide recreation surveys and studies, and economic analyses into a single preliminary park concept. This information was again posted on the project webpage and presented for public comment at a third planning workshop in January 2007.

[http://www.parks.wa.gov/plans/millerpenn/\(7\) Preliminary Park Development and Conservation Concept.pdf](http://www.parks.wa.gov/plans/millerpenn/(7) Preliminary Park Development and Conservation Concept.pdf)

Staff has now incorporated this latest public input into a final park development and conservation recommendation for Commission adoption. The pages that follow include a series of panels describing the kinds of parks Miller Peninsula and Sequim Bay State Park might ultimately become, as well as desirable features and amenities to consider during future planning phases.

We stress that listed park features and amenities are not intended as a complete park proposal. Instead, listed features should be considered a *menu* from which the best elements will be incorporated into a detailed park master plan during the next planning phase. It is unlikely that all elements are ultimately feasible, and those that are will require several phases to construct.

Park planners will present this concept and a park name recommendation for adoption by the State Parks and Recreation Commission at its schedule April 26, 2007 meeting in Quincy, WA. If you would like to receive a copy of the formal agenda item or provide comment on the recommended concept, please contact Peter Herzog: Washington State Parks Planning and Research Program, P.O. Box 42650, Olympia, WA 98504-2650, call (360) 902-8652, or E-mail: [peter.herzog@parks.wa.gov](mailto:peter.herzog@parks.wa.gov)

# NATURE WITHIN REACH

## Interpretation, Exploration, Recreation and Relaxation in a Natural Setting

Program could include:

- Walking/Hiking
- Biking
- Horseback riding
- Birdwatching and wildlife viewing
- Interpretation
- Learning
- Discovery
- Lodging and camping

A Central Village of lodging and amenities in a Pacific Northwest destination park featuring interpretation, exploration, recreation, and relaxation.

*After a long walk along the cobble beach, up the hill through Spruce Hollow, Lynne could hardly wait to get back to her book next to the lodge fireplace.*



# NATURE WITHIN REACH

## Mission / Vision

Create a destination state park on Miller Peninsula that reflects the larger North Olympic Peninsula community, and is a significant and integral part of its larger network of recreation, education and conservation opportunities. The park should embody a Pacific Northwest architectural style, celebrate the unique qualities of its physical setting and create a significant legacy for future generations. As a destination park for the 21st century and beyond, the park has the potential to provide public recreation and enjoyment while demonstrating sustainable design and resource stewardship, as well as to establish a new model for public/private partnership and financial sustainability. Integral to this effort is redevelopment of Sequim Bay State Park in a way that builds upon its historic park role and provides complementary facilities, activities and connections.

## Core Values

The concept will embody the following core values:

1. Provide a mix of readily accessible recreational opportunities for all age groups and abilities that fosters enjoyment and appreciation of the natural world.
  - Partner with tribes, non-profits, and businesses to provide recreational and other public amenities and services.
  - Promote and foster education/ learning/ discovery/ interpretation/ stewardship.
2. Promote open space, conservation and restoration of natural areas
  - Target a maximum development footprint of 10% of the total site while potentially setting aside more than 80% of the total site area for preservation, restoration and enhancement.
  - Focus primary development within a central village.
  - Protect natural areas, cultural sites, and recreational features
  - Identify and protect priority wildlife habitats, species, and priority plant communities
  - Explore opportunities to enhance natural processes and restore degraded landscape and habitat areas
3. Demonstrate stewardship, sustainable design, and green building practices
  - New buildings will target LEED Silver standards
  - Minimize water and energy use and use clean energy systems where possible
  - Utilize reclaimed water and native plantings
  - Promote waste reduction and recycling
  - Promote creative stormwater management
  - Utilize environmentally friendly products and techniques where possible
  - Foster continued education and stewardship
4. Be a Good Neighbor
  - Support community, events and activities.
  - Work with neighboring communities to address park-related impacts both positive and negative.



# NATURE WITHIN REACH

*Park Features appropriate for consideration during future master planning:*

### Recreation

- Trails (non-motorized)
- Single use and multi-use
- Pedestrian, Equestrian, Bicycle
- Water trails
- Fitness/ challenge course
- Orienteering/ geocaching
- Regional/ local connections -
- Local parks, Olympic Discovery
- Trail Trailheads
- Day use facilities
- Picnic areas
- Picnic Shelters

### Conservation/Restoration

- Protect sensitive resources
- Enhance natural plant and animal communities
- Control invasive species
- Restore degraded areas

### Interpretation

- Meeting/ classroom/ program space
- Interpretive Center
- Demonstration and interpretation of restoration and reserve areas
- Tours and presentations
- Interpretive network, trails, displays, web, center, kiosks and signs

### Exploration

- Visitor Orientation Center
- Bird watching/ wildlife viewing
- Beachcombing
- Walking/Hiking
- Biking
- Horseback riding
- Presentations/ Tours
- Viewpoints

### Relaxation

- Lodging
- Camping
- Tent, yurt, RV, Group, Volunteer,
- Walk-in
- Cabins
- Lodge/hostel

### Visitor Services

- Spa/ exercise/ health facilities
- Food services
- Park store (essentials)
- Gift/ book shop
- Recreation equipment rentals
- Tours
- Laundry facilities
- Restrooms/ showers
- Concessionaire facilities

### Administration and maintenance facilities

- Administration offices
- Maintenance shop/ yard
- Staff housing/ dormitory

### Infrastructure

- Entrance/ access Roads
- Parking
- Utilities - water, sewer, power, communications

# SEQUIM BAY STATE PARK

*Park Features appropriate for consideration during future master planning:*

### Interpretation

- Environmental education
- Tours and presentations
- Classrooms and meeting space
- Interpretive network, displays, web, center, kiosks and signs

### Visitor Services

- Food services

### Administration and maintenance facilities

- Administration offices
- Maintenance shop/ yard
- Staff housing/ dormitory

### Recreation

- Swimming
- Kayaking
- Boating/moorage
- Boat launch
- Fishing
- Crabbing
- Shellfish Harvesting
- Day use facilities
- Picnic areas
- Picnic shelters
- Sport courts
- Playfields
- Trails (non-motorized)
- Pedestrian
- Bicycle
- Water trails
- Regional/ local connections -
- Local parks, Olympic Discovery
- Trail Trailheads

### Relaxation

- Lodging
- Camping
- Tent, yurt, RV, Group
- Cabins
- Retreat center



## **Appendix 3**

### **Guiding Principles for Park Planning**

Create a park “with” the North Olympic Peninsula community – *State Parks hopes to engage local governments, tribes, non-profit organizations, businesses, and local community members to jointly plan, construct, and operate an extraordinary park that is oriented towards visitors from throughout the state.*

Build on a foundation of public participation – *State Parks will seek inspiration and counsel from the public during each step of planning. The agency planning team will foster two-way dialogue by establishing a temporary community exploratory committee, holding public workshops, meeting with interested organizations, providing timely information, and soliciting input from individual stakeholders.*

Develop the park’s niche – *The Miller Peninsula property and Sequim Bay State Park should be seen as parts of a larger network of recreation, education, and conservation opportunities on the northern Olympic Peninsula. It should seek to complement existing opportunities and otherwise enhance the region’s tourism economy.*

Explore the full range of possibilities – *The purpose of this planning exercise is to explore a wide range of potential visitor experiences, conservation activities, and types and intensities of facilities suited to the Miller Peninsula property and Sequim Bay State Park. Subsequent planning steps will craft a park vision and narrow the spectrum of development and conservation possibilities to those the agency considers most appropriate and worthy of further study. Major planning activity is expected to culminate in preparation of a park master development plan.*

Expect excellence – *Park planning and development should embrace excellence as the standard for all work. Excellence is infectious and will attract other organizations to participate in the creation and operation of the park. Work should create a park legacy the next generation will choose to preserve and protect.*

Plan for financial sustainability – *Park planning will explore a full range models to finance and operate the park. This may include developing partnerships with other government agencies, tribes, non-profit organizations, foundations, and private investors in addition to employing traditional state and federal funding sources.*

## Appendix 4

### **Miller Peninsula Park Exploratory Committee**

<u>Name</u>	<u>Affiliation</u>
Dwight Barry	Peninsula College Natural Resources Instructor
Marydee Countryman	Diamond PT. Fire Lieutenant
Al Dixon	Community Leader
Dale Faulstich	Artist Carver
Marny Hannan	Sequim Chamber of Commerce
Ken Hayes	Architect
Nash Hubert	Farmer
Pat McCauley	City of Sequim Marketing
Dede Milligan	Equestrian
Harry Mitchell	Recreational Vehicle Industry
Janice O'Connor	WA Trails Association
Annette Nesse	Jamestown S' Klallam Tribal Staff
Mary Porter-Solberg	Olympic Peninsula Audubon Society
Marc Reinertson	Backcountry Horsemen Peninsula Chapter
Linda Rotmark	Clallam County Economic Development Council
Darlene Schanfald	Friends of Miller Peninsula
Sherry Schubert	Community Leader
Don Stoneman	WA Trails Association
Dave Taney	Sunshine Acres Homeowners Association
Steve Tharinger	County Commissioner
Betty Udd	Diamond Point Property Owner
John Woolley	Hiker, Natural Resource Expert

## **Appendix 5**

### **Public Workshop Notes, Written Public Comment, and Tabulation of Written Public Comment**

Hard copy or electronic version available on request only. Contact Nata Hurst, Washington State Parks Planning and Research Program, P.O. Box 42650, Olympia, WA 98504-2650, call (360) 902-8638, or E-mail: [nata.hurst@parks.wa.gov](mailto:nata.hurst@parks.wa.gov)

## **Appendix 6**

### **Alternative Park Development and Conservation Concepts**

Hard copy available on request only. Contact Nata Hurst, Washington State Parks Planning and Research Program, P.O. Box 42650, Olympia, WA 98504-2650, call (360) 902-8638, or E-mail: [nata.hurst@parks.wa.gov](mailto:nata.hurst@parks.wa.gov)

Electronic copy posted on project webpage: [www.parks.wa.gov/plans/millpen](http://www.parks.wa.gov/plans/millpen)

## Appendix 7

### **Public Name Suggestions for the Miller Peninsula Property**

Between the Bays	Miller Peninsula
Blyn	Milpen Olympic
Captain Thompson	North Olympic
Cascadia Beach Centennial	Olympic Discovery
Cascade View	Olympic's Gate
Cat Lake	Olympic Gateway
Centennial	Olympic Peninsula
Centennial Forest	Olympic's Shadow
Centennial Heritage	Olympic Vista
Crowning Glory	Protection Island View
Diamond Point Wilderness	Quiet Waters
Discovery	Rain Shadow
Discovery Bluff	Rocky Beach
Discovery Point	Rocky Point
Eloise Kailin	Sequim Creek Natural
Forest Fern	S'Klallam
Grant Sharpe	Solitude
Grey Wolfe Creek	Spring Board
Hole in the Clouds	Strait View
Holsapple Hollow	Sunbelt
Juan de Fuca	Thompson Spit
Miller Beach	