





# CHAPTER 7: PUBLIC INVOLVEMENT

*Public involvement and consultation efforts were ongoing throughout the process of preparing this GMP/EIS. Public involvement methods included submitting Federal Register notices, sending press releases, conducting public meetings and workshops, holding stakeholder meetings, distributing newsletters, and posting to appropriate websites. Public involvement is a necessary and important part of the planning process that provides valuable information.*

A Notice of Intent to prepare an environmental impact statement for San Juan Island National Historical Park was published in the *Federal Register* on February 5, 2003 (Volume 68, Number 24, page 5919-20). In the spring of 2002, the National Park Service organized an interdisciplinary planning team consisting of staff at San Juan Island National Historical Park and the NPS Pacific West Regional Office in Seattle, Washington to begin a GMP for the park. The last general management plan was prepared in 1979.

The official public scoping process began in March 2003 when the NPS produced and mailed a newsletter to 216 people on the park's mailing list. In addition, 4,000 copies of the newsletter were inserted into the *The Journal of the San Juan Islands*, which reaches 3,000 residents on the island and approximately 1,000 residents off-island. In addition, approximately 2,500 copies were distributed to libraries, civic buildings, businesses, churches, museums, universities, communities, dignitaries and elected officials. The newsletter was also placed on the park's website to reach a wider audience.

The purpose of the newsletter was to encourage participation and comment on critical park issues that should be addressed in a new management plan. The GMP planning team described issues that the GMP would need to address for the park to carry out its mission of preservation and visitor use. Providing relevant information about the park, the newsletter stated the function of a general management plan and environmental impact statement, and a schedule of the planning steps including dates, time, and location for the public meetings.

## PUBLIC SCOPING MEETINGS

On April 2, 2003, the National Park Service hosted an afternoon and evening public scoping workshop at the Mullis Senior Center in Friday Harbor, Washington. On the evening of April 3, 2003, the NPS held another meeting at the Recreational Equipment Inc. (REI)

building in downtown Seattle. Presentations were made about the National Park Service, the historic significance of the camps, an overview of current site conditions, and the planning process. Small group work sessions allowed people to present and discuss issues, experiences, and ideas for the park. Approximately thirty-nine people attended the San Juan Island workshops in Friday Harbor, with another four attending the workshop in Seattle.

Eighteen written responses were collected. These included letters, e-mails, and newsletter questionnaires that were filled out and submitted. While most letters came from the local community in Friday Harbor and San Juan Island, several responses were received from nearby Anacortes, Seattle, Issaquah, Olga, Washington, and from El Paso, Texas. Overall, a total of 224 oral and written comments were received.

In addition to formal public scoping meetings, members of the planning team met with the following agencies and organizations during the public scoping period:

- Friends of the San Juans, Executive Director
- Roche Harbor Resort, Manager
- San Juan County Land Bank, Executive Director
- San Juan County Planning Department, Planning Director
- San Juan County Public Works Department, Director
- San Juan Preservation Trust, Executive Director
- Town of Friday Harbor, Land Use Administrator
- University of Washington, Friday Harbor Labs, Research Scientist

## SUMMARY OF SCOPING COMMENTS

A second newsletter was produced and mailed to the public in November 2003 with the same distribution (both mail and website) as the first newsletter. The purpose of this newsletter was to summarize the written and verbal comments received during the scoping period. The NPS received input from a diverse group of people including former park historians, community leaders, American Indian groups, and San Juan Island residents and organizations from the surrounding San Juan County community.

The comments covered a broad range of issues, concerns, personal experiences and recommendations for the park. When compiled, over 224 different comments or ideas were represented. These comments were used in developing the alternatives for the GMP. Though many new actions and ideas were suggested by the public during the public comment period, no new issues were identified. They can be broadly organized in the following four topics: resource preservation and management; visitor experience and services; park facilities, operations, management, and maintenance; and park administration and planning.

### Resource Preservation and Management

The public commented on NPS management of cultural and natural resources such as the monitoring of sites of archaeological significance, preservation activities on historic buildings and features, museum/artifact collection management, control of invasive vegetation, forest health, water quality, coordination of research and youth services projects, and ensuring compliance with laws enacted to preserve the park's natural and cultural resources.



*Gathering input at a public scoping meeting. NPS Photo.*

- Many commentors emphasized the importance of protecting the natural and cultural resources in American and English camps. The public was especially concerned with the preservation of the diverse landscapes and habitats in the park through various means of management and protection.
- A few people emphasized the need for resource protection from park operations and visitor activity. They believed that recreational activity on park property should remain “low key and low impact.” The high quality of natural habitat on the island was mentioned as valuable and should be spotlighted in the GMP.
- Use of prescribed fire to protect the Garry oak landscape was encouraged and could be used to interpret the Native American story. Other cultural resources associated with American Indians should be protected.
- The protection of shoreline ecological areas was a large concern for many commentors.
- The protection of viewsheds and the “scenic assets” on NPS property was a concern expressed by many.
- The preservation of the Crook house was emphasized by several commentors. They were concerned that, with the dissolution of the Crook Historical Society, the house would not be protected as part of the encampment/military period story.
- The retention and display of artifacts found in the camps was recommended by many. Along with this recommendation, commentors also mentioned the need for a better display of artifacts at one of the camps or at the park unit's Friday Harbor headquarters office.
- The preservation and rehabilitation of historic structures was encouraged by a few. Others expressed interest in interior rehabilitation within historic structures such as the officers' quarters.
- Many commentors were supportive of some means to commemorate the historic military road that once connected the two camps. While they all recognized the difficulties in reconstructing an actual route, many felt that the significance of the road should be included in interpretive programs and potentially include historic markers or waysides along the route.

## Visitor Experience and Services

The following comments include staff and volunteers' provision of on and off-site interpretive/educational programs, publications and exhibits, special events, visitor center operations, public safety patrols, emergency response, and special use permits.

- Many commentors were concerned about the recent trend of privatization within the National Park Service and did not want to see their access to the park compromised. Many commentors were specifically concerned about being charged a fee to visit the park.
- Commentors wanted to see “pockets of learning” throughout the park, including information focusing on the natural and cultural history of English and American camps rather than recreation.
- The public wanted to see the connection between the natural and cultural resources in the park emphasized in the interpretive programs. A commentor stated that “historic connections lead to natural connections” throughout the island and that these connections should be interpreted.
- Many also wanted the interpretive program of the park to be expanded to include American Indian history and cultural practices, which would add some “historic realism and interpretive balance” to park programs. If the NPS chose to use the “historic period” of the encampment as a base for preservation, many suggested that a broader historic period be considered, highlighting the change over time on San Juan Island. Additionally, commentors wanted interpretation to educate the public on the geology and ecology of the park.
- A few commentors expressed their desire to see the NPS presence in Friday Harbor maintained, and to some degree, expanded, to help orient visitors to the island. They wanted a larger, more pedestrian friendly office, which was more visible and provided more services than are present now. Artifact displays and other exhibits were encouraged. One commentor suggested something as simple as moving the receptionist to the front of the office, which would greatly improve visibility. Other commentors suggested an alternative to locate administrative offices at the camps. Others suggested establishing offices with other organizations, such as the historical museum, county agencies, and Washington State Department of Transportation, in Friday

Harbor would be ideal.

- Another commentor suggested more energetic interpretation of park resources. They felt that the historical reenactments were a great idea and should be continued.
- Several commentors suggested an increased level of interpretive signage be included in the park. They wanted to know the simple, little details, such as where the pig was killed that started the tension between the United States and Great Britain or the exact location of Jakles Lagoon.
- Suggestions for off-site interpretive efforts focused on the development of partnerships with local businesses and organizations. Bed and Breakfasts, Suzie’s Mopeds, and Elderhostels were a few mentioned as potential areas to focus efforts.
- A few commentors were concerned about visitor safety. Traffic control along Cattle Point Road, the removal of creosoted timber from the coastal areas, glass, and other litter, and the occurrence of red tide in the summer were a few of the concerns mentioned.

## Park Facilities, Operations, Management, and Maintenance

The following comments include preventive and routine maintenance on historic structures, historic/cultural landscapes, and a wide array of support facilities and infrastructure, including a water treatment plant, a network of trails, park roads, picnic areas, and grounds.

- Many commentors were concerned with trail use and potential trail connections to other recreation areas on San Juan Island. Access from Roche Harbor, Cattle Point and Young Hill were emphasized. Suggestions for trail locations focused on the protection of natural and cultural resources from trail use and the separation of vehicular and pedestrian traffic where possible.
- Many commentors wanted the NPS to recognize the open space on park property in relation to the total amount of recreation and open space on San Juan Island as a whole. A few commentors wanted to see a balance between providing public access and resource protection. They felt that the provision of recreation activities on NPS property protected other sensitive areas on the island by limiting recreational activity there.



- Resource degradation through visitor activities, such as the removal of driftwood and artifacts, was a major concern expressed by many commentors. While they valued the recreational activities afforded them at the park, they also saw the value in the diverse natural and cultural resources at the camps. They felt that the park property provided island residents with a “sense of place” and needed to be protected.
- Enforcement of regulations and activities was also a concern. Clamming along coastal areas, the disturbance of archaeological sites, and other undesired visitor activities were discouraged. Monitoring unwanted activities and environmental degradation, as well as the development of protective regulations through federal, state, or county agencies, was encouraged as a long-term solution for resource protection. While many emphasized this point, a few respondents wanted to maintain the opportunity to beachcomb and collect driftwood.
- If new facilities were to be provided, these should not impact the natural and cultural resources, viewsheds, and ecologically sensitive areas of the park.
- Management of exotic flora and fauna, especially in marine and tidal areas, was suggested. It was suggested that foxes, rabbits, and invasive species of marine plants be removed. Additionally, the survey and protection of endangered or threatened species was encouraged.
- Another concern expressed by commentors was the level of accessibility to park property by the elderly and disabled. While some felt new parking areas were needed, others felt that a higher level of construction was not preferable. Several commentors suggested the need for an Americans with Disabilities Act (ADA) accessible trail to the parade ground from the current English Camp parking lot.
- The provision of mass transit and the exploration of non-motorized means of moving visitors around the island were encouraged.
- Several commentors said that they would like to see the NPS acquire the Mitchell Hill property managed by DNR, to protect resources associated with English Camp. Additionally, commentors expressed support

for the NPS to explore options of acquiring the DNR land near American Camp.

## Park Administration and Planning

The following comments include the general oversight of all park operations, including resource management, visitor and resource protection, interpretation, maintenance, partnership development, long-range planning, external programs, and community relations.

- Partnerships for stewardship with various state and county agencies were encouraged. Trails groups, San Juan County and state land management agencies, and Native American tribes from the area were enthusiastic about an increased level of participation in the park’s planning process. The creation of a “Friends” group for the park was encouraged by a few commentors.
- Increased opportunities for partnerships with Parks Canada were mentioned.
- Commentors encouraged the inclusion of the public in the planning process.
- A few commentors were concerned about the need to continue access to Cattle Point after Cattle Point Road is realigned.
- Additional concerns regarding funding for resource protection and park operations were expressed by several respondents.

## AGENCY CONSULTATION AND COORDINATION

The following discussion documents the consultation and coordination efforts undertaken by the NPS during the preparation of the draft GMP/EIS. Consultation is considered an on-going effort for development of a GMP/EIS. All local governments, tribal governments, and federal and state agencies with resource management responsibilities or interests in San Juan Island National Historical Park were informed of the planning effort and encouraged to participate. The planning team also made several presentations at key stakeholder group meetings, as well as provided information through newsletter mailings and personal calls. Congressional officials were kept updated by newsletter mailings and informal briefings. These letters are on file.

### Section 106 Compliance

#### Consultation with Native American Tribes

In keeping with the provisions of Section 106 of the National Historic Preservation Act, Native American tribes within the vicinity of the park were contacted. During public scoping the Jamestown S’Klallam Tribal Council (Sequim, Washington), the Lower Elwha Tribe (Port Angeles, Washington), the Lummi Indian Tribe (Bellingham, Washington), the Port Gamble S’Klallam Tribe, (Kingston, Washington), the Samish Indian Nation (Anacortes, Washington), and the Swinomish Indian Tribe (LaConner, Washington) were informed about the initiation of the GMP. Subsequently, tribal staff met with the NPS regional anthropologist and the park superintendent on several occasions to get further information and to provide comments and recommendations.

#### Consultation with the Washington State Historic Preservation Officer and the Advisory Council on Historic Preservation

The State Historic Preservation Officer (SHPO) and the Advisory Council on Historic Preservation must be consulted concerning any resource management proposals that might affect a cultural property listed on or eligible for the National Register of Historic Places. The NPS initiated consultation with the Washington State SHPO and the Advisory Council for Section 106 of the National Historic Preservation Act, as amended, in January 2003 during the public scoping period. These letters are on file.

## Consultation

#### Consultation with U.S. Fish and Wildlife Service

The Endangered Species Act of 1973, as amended, authorizes federal agencies to enter into early consultation with the USFWS to ensure that any federal action would not jeopardize the existence of any listed species or destroy or adversely modify its habitat. Consultation with the USFWS for species information relating to the park was initiated in January 2003 and updated in May 2007. (See Special Status Species in the Affected Environment.)

#### Consultation with Washington State Natural Resource Agencies

In addition to federal consultation, the NPS contacted the Washington State Department of Fish and Wildlife and the Washington Natural Heritage Program (within the Washington State Department of Natural Resources) in December 2000 and again in May 2007 for species information for the park. This information was used in conjunction with the USFWS species information.

#### Consultation with Washington State Coastal Zone Management Program

According to NOAA and Washington State Department of Ecology, the National Park Service does not need to consult with the Washington State Coastal Zone Management Program for determination of federal consistency. “Washington State’s Coastal Zone Management program excludes lands the federal government owns, holds in trust, or otherwise has sole discretion to determine their use. These “excluded federal lands” include all lands within National Parks, including private inholdings.” (Washington State Department of Ecology, 2001).

Following release of this draft GMP/EIS, there will be a 60-day public review period including public meetings, after which time the comments received will be gathered, analyzed, and used to complete the proposed plan and produce the final GMP/EIS. The final GMP/EIS will then be released for a 30-day no-action period. The NPS Regional Director will sign a Record of Decision and a final plan will be released to the public. The plan is then implemented, subject to funding and additional environmental analysis for site-specific actions.

# LIST OF DRAFT GMP/EIS RECIPIENTS

## Federal Agencies and Officials

Advisory Council on Historic Preservation,  
Lakewood, CO  
Honorable Maria Cantwell, U.S. Senate, Washington,  
D.C.  
Honorable Patty Murray, U.S. Senate, Washington,  
D.C.  
Honorable Rick Larsen, U.S. House of  
Representatives, Washington, D.C.  
National Oceanic and Atmospheric Administration,  
National Marine Protected Areas Center, Monterey,  
CA  
National Park Service, Death Valley National Park,  
Death Valley, CA  
National Park Service, Denali National Park, Denali  
Park, AK  
National Park Service, Ebey's Landing National  
Historical Reserve, Coupeville, WA  
National Park Service, Geologic Resource Division,  
Denver, CO  
U.S. Army Corps of Engineers, Washington, D.C.  
U.S. Army Engineering Waterways Experiment  
Station, Vicksburg MS  
U.S. Bureau of Land Management, Wenatchee, WA  
U.S. Bureau of Land Management, District Office,  
Spokane, WA  
U.S. Department of Transportation, Federal Highway  
Administration, Vancouver, WA  
U.S. Environmental Protection Agency, Region 10,  
Seattle, WA  
U.S. Fish and Wildlife Service, Lacey, Washington

## Tribes

Jamestown S'Klallam Tribal Council, Sequim, WA  
Lower Elwha Tribal Community Council, Port  
Angeles, WA  
Lummi Cultural Department, Bellingham, WA  
Lummi Indian Business Council, Bellingham, WA  
Lummi Indian Tribe, Bellingham, WA  
Port Gamble S'Klallam Tribe, Kingston, WA  
Samish Indian Nation, Anacortes, WA  
Swinomish Indian Tribal Community, LaConner, WA

## State and Local Agencies and Officials

Cape San Juan Fire, Friday Harbor, WA  
Honorable Jeff Morris, 40th Legislative District  
Representative, Olympia, WA  
Honorable Dave Quall, 40th Legislative District  
Representative, Olympia, WA  
Honorable Harriet A. Spanel, 40th Legislative District  
Senator, Olympia, WA  
Lime Kiln State Park, Friday Harbor, WA  
Mayor of Friday Harbor, Friday Harbor, WA  
San Juan County Board of County Commissioners,  
Friday Harbor, WA  
San Juan County Conservation District, Friday  
Harbor, WA  
San Juan County Land Bank, Friday Harbor, WA  
San Juan County Marine Resource Commission,  
Friday Harbor, WA  
San Juan County Noxious Weed Control Board, Friday  
Harbor, WA  
San Juan County Parks, Friday Harbor, WA  
San Juan County Permit Center, Friday Harbor, WA  
San Juan County Planning Department, Friday  
Harbor, WA  
San Juan County Public Works Department, Friday  
Harbor, WA  
San Juan Fire District #3, Friday Harbor, WA  
San Juan Island Park and Recreation, Friday Harbor,  
WA  
Town of Friday Harbor, Land Use Administrator,  
Friday Harbor, WA  
Washington Department of Ecology, Bellingham, WA  
Washington Department of Ecology, Federal  
Consistency Program, Olympia, WA  
Washington Department of Natural Resources,  
Northwest Region, Sedro Woolley, WA  
Washington State Historic Preservation Office,  
Olympia, WA

## Organizations

Cape San Juan Commission, Friday Harbor, WA  
Cattle Point Water District, Friday Harbor, WA  
Center for the Study of Coast Salish Environments,  
Anacortes, WA  
Friends of the San Juans, Friday Harbor, WA  
Humane Society of the U.S., Washington, D.C.  
Islands' Oil Spill Association, Friday Harbor, WA  
National Parks Conservation Association, Seattle, WA  
Sierra Club, Northwest Chapter, Seattle, WA  
San Juan Island Chamber of Commerce, Friday  
Harbor, WA  
San Juan Island Visitors Bureau, Friday Harbor, WA  
San Juan Islands Audubon Society Deer Harbor, WA

San Juan Preservation Trust, Lopez, WA  
San Juan Trails Committee, Friday Harbor, WA  
Sierra Club, Cascade Chapter, Seattle, WA  
Sierra Club, Cascade Chapter, Mount Baker Group,  
Bellingham, WA  
Surfrider Foundation, Friday Harbor, WA  
The Friday Harbor Whale Museum, Friday Harbor,  
WA  
The Nature Conservancy, Seattle, WA  
The Nature Conservancy, Marine Conservation  
Program, Seattle, WA  
The Trust for Public Land, Seattle, WA  
Washington Environmental Council, Seattle, WA  
Washington Native Plant Society, Friday Harbor, WA  
Washington Native Plant Society, Olga, WA

## **Business and Industry**

Coastal Geologic Services, Bellingham, WA  
ECO Resource Group, Seattle, WA  
Garrison Bay Plantation  
Haff Engineering and Management Services  
HDR Engineering, Inc., Bellevue, WA  
Puget Sound BioSurvey, Friday Harbor, WA  
Roche Harbor Village, Friday Harbor, WA  
The Onyx Group, Poulsbo, WA

## **Schools, Libraries, and Institutions**

Coastal Engineering Research Board, Atlanta, GA  
Oregon Museum of Science and Industry Marine  
Science Camps, Portland, OR  
Oregon Museum of Science and Industry, Science  
Camps, Redmond, OR  
San Juan Island Library, Friday Harbor, WA  
San Juan Nature Institute, Friday Harbor, WA  
University of Washington, Archaeology Department,  
Seattle, WA  
University of Washington, Burke Museum, Seattle, WA  
University of Washington, Friday Harbor Labs, Friday  
Harbor, WA  
University of Washington, School of Oceanography,  
Seattle, WA  
Washington State University, Cooperative Extension,  
San Juan County, Friday Harbor, WA  
Western Washington University, Huxley College of  
Environmental Studies, Bellingham, WA

## **Media**

San Juan Journal, Friday Harbor, WA  
The Island's Sounder, Eastsound, WA  
The Seattle Post-Intelligencer, Seattle, WA  
The Seattle Times, Seattle, WA