

**Washington State Parks & Recreation Commission  
Project Specific Application for  
Real Property Agreement (RPA)**

at Leadbetter Point State Park

1. Primary Contact: Connor Watson
2. Organization: Naval Facilities Engineering Command Northwest (NAVFAC NW)
3. Address: 1101 Tautog Circle, ATTN Real Estate T-076  
City: Silverdale State: WA Zip Code: 98315-1101
4. Phone #: (360) 396-0274
5. Email Address: connor.watson@navy.mil
6. Type of Agreement (select one): Duration:  
 Lease 5 years (with an additional three, five year options)  
 Permit \_\_\_\_\_ months  
 Easement \_\_\_\_\_ years  
 Other: \_\_\_\_\_ years
7. Requested start date: 11 MAY 2020
8. Describe the request; specifically, what you are asking to do on park land: The request for training activities at Leadbetter Point State Park include the following:
  - Insertion/Extraction
    - During insertion/extraction training events, trainees may approach or depart an objective area using submersible craft, to include UUVs and ROVs, or watercrafts (jet skis or small boats). This activity trains personnel to effectively insert and extract people and equipment during the day or night. Submersible and surface crafts would have lighting for night training. Insertion/extraction training events utilizing submersible craft would operate along the shoreline to conduct water-based training.
  - Over-The-Beach (OTB)
    - During an Over-The-Beach training activity, trainees would exit water, cross the beach, and quietly transition to land-based activities. Upon arrival at a pre-designated area, trainees would remain out of sight for several hours before exiting

the site or continue moving towards a pre-determined objective. Typically, when trainees conduct Over-The-Beach at a site, they cross the beach twice (arrival and departure). However, when conducting Over-The-Beach training at Naval Base Kitsap Keyport, trainees could move over the beach multiple times. This is a core training competency, as such, trainees are required to conduct this activity until they perform it correctly.

- Surveillance and Reconnaissance (SR)
  - Upon arrival at a designated area, trainees would hike to a designated observation point. Trainees are taught the techniques for conducting reconnaissance without alerting anyone to their presence or location. Trainees would remain undetected for a period of time with the goal of leaving no trace of their presence behind. This includes no vegetation being trampled, no branches broken, no footprints visible, or any other indicators that they were there. Trainees would use observation techniques, follow procedures, and report back on a scenario involving role play with military instructors or support staff. Special reconnaissance would be performed on activities that are staged and pre-arranged for training purposes.

9. Describe the approximate schedule/timing/seasonality of when this request will be conducted on park land:

Training in western Washington State would be conducted in training blocks. A training block is defined as the 2–8-week period of time where up to 84 naval special operations trainees and support personnel (safety observers, medical support, boat drivers, vehicle drivers, evaluators, and equipment repair/maintenance support) arrive in western Washington State to participate in cold-water maritime and land-based training and ends when they leave.

Training at Leadbetter Point State Park is projected to take place annually, but would be used no more than three times a year. To avoid the nesting season of western snowy plovers and streaked horned larks at Leadbetter Point State Park, the Navy agreed training will only occur between September 15 and March 15.

Most activities are to be carried out during hours of daylight, but with a main objective of this training to be the avoidance of detection, there will likely be minimal interaction with the public by the trainees. SR activities may be conducted overnight.

10. Provide a description of the requested use area within the park:

- a) Total area to be used: ~1732\_ acres \_\_\_\_\_ sq ft
- b) Legal description: As depicted in Map Exhibit.
- c) Section(s) \_\_\_\_\_ Township \_\_\_\_\_ North, Range \_\_\_\_\_ East or West

- d) Attach accurate scale drawings of use area with project boundaries referenced. Identify existing roadways, existing utilities and other known points including your property if applicable. Drawings must include any structures, improvements, excavation, etc., proposed for the use area. Any bodies of water or streams in the use area must be shown on the drawing. **APPLICATION WILL NOT BE CONSIDERED WITHOUT ACCURATE AND LABELED "TO SCALE" DRAWINGS OR MAPS.**

11. Road Use/Access

- a) Existing park road name \_\_\_\_\_ Width: \_\_\_\_\_ Length: \_\_\_\_\_
- b) Number of proposed vehicle trips per day \_\_\_\_\_ per year \_\_\_\_\_

12. Will this request use existing park facilities? If so which (select all that apply):
- Electrical  Water  Phone  Cable  Sewer  Gas
- Other: \_\_\_\_\_ NOT APPLICABLE

13. Will this request require property improvements or new facilities?

No property improvements or new facilities will be required.

14. Will this request require exclusive use of park land? Will this displace park visitors?

This request will not require exclusive use of park land or displace any park visitors from regular activities. See question 17 for details on the public interaction protocol.

15. Describe the desired site characteristics that has prompted this request:

The training study area would have to have the unique specific characteristics needed to develop skillsets and objectives of the naval special operator training program. The coastline environment with extended timeframes of cold-water exposure and inclement weather conditions that support training conditions include:

- Rain, fog, or low ceilings and restricted visibility.
- Tides and currents that replicate extreme and diverse maritime environments throughout the world.
- Complex navigation, specifically a challenging environment for submersible piloting, which includes bottom contours, diverse shorelines, commercial and recreational shipping, and tides and currents.
- A variety of geography over shorelines and waterways that allows for a rapid progression

of training that transitions trainees from intermediate levels to advanced scenarios that replicate real-world situations.

- Access to both open-ocean and inland waters.
- A complex bathymetry, which both offers challenges in operating and replicates real-world operational environments.
- A complex hydrography of the waters that offers unique and challenging training conditions, including a partially mixed, two-layer system, with relatively fresh water flowing seaward at the surface and saline oceanic water returning landward at depth. The seaward surface flux is balanced by the landward flux at depth. The seaward flux is augmented by the freshwater inflow from several large rivers and many smaller streams. As a result of the small freshwater inflow into the sound and the large amount of tidal energy, the water is not strongly stratified most of the year. Because of the large amount of tidal energy, turbulent mixing takes place.
- The varied operating environments, coupled with the extensive proximity of naval facilities and associated units, allows for the training of several diverse ways of launching the submersibles. Additionally, this collection of varied associated units and platforms allows for a maximization of training by supporting other training evolutions during the same scheduled training period. The breadth of training sites across the three geographic areas in western Washington ensures that new locations and the varied amount of training locations within the training block would prevent familiarity with a common training environment and continually challenge the naval special operations units conducting the training.

16. What are your alternatives (outside of utilizing parkland)?

The Navy is using other land, both Federal and Privately owned, however State Parks land provides essential elements such as variability in topography, bathymetry, and climate that are not sufficiently available through use of these other properties. Puget Sound provides a unique training environment in which the trainees are offered a combination of temperate climate and diverse maritime conditions that they will be able to grow alongside during the duration of their education. Without the State Parks lands the entirety of necessary training is unable to be accomplished.

If the Navy is not permitted to train on State Parks land, the training locations available in cold-water maritime environments would continue to be restricted to a limited number of sites. When naval special operations personnel train at a reduced number of training locations, the essential element of unpredictability is removed from the training environment. Familiarity with a training site leads to prior awareness of a training scenario, thus negating the quality of training. Training scenarios at a limited number of known sites would not be sufficiently diverse enough to support the long-term requirements for intermediate and advanced naval special operations training and training progression, and would not adequately support the requirements to achieve combat readiness.

The varied operating environments, coupled with the extensive proximity of naval facilities and associated units, allows for the training of several diverse ways of launching the submersibles. Additionally, this collection of varied associated units and platforms allows for a maximization of training by supporting other training evolutions during the same scheduled training period. The breadth of training sites across the three geographic areas in western Washington ensures that new locations and the varied amount of training locations within the training block would prevent familiarity with a common training environment and continually challenge the naval special operations units conducting the training.

17. Describe your operating plan including number of personnel, supervision and monitoring, public safety plan, public interaction protocol, and notification and coordination with Park protocol:

**Number of Personnel, Supervision and Monitoring:**

During any training exercises, there may be up to 84 naval special operations trainees and support personnel (safety observers, medical support, boat drivers, vehicle drivers, evaluators, and equipment repair/maintenance support) on site at a time. Monitoring measures will be implemented to minimize any potential interaction with the public, which are described below.

The use of shipboard lookouts is a critical component of all Navy protective measures. Navy shipboard lookouts are highly qualified and experienced observers of the marine environment. Their duties require that they report all objects sighted in the water to the Officer of the Deck (e.g., trash, a periscope, marine mammals, sea turtles) and all disturbances (e.g., surface disturbance, discoloration) that may be indicative of a threat to the vessel and its crew.

Because of the relatively smaller number of support boats that accompany submersibles and swimmers during in-water training activities, and the limited number of personnel that can be on a support vessel, dedicated lookouts would not likely be on board the small support boats. However, boat operators will have completed the Marine Species Awareness Training (MSAT), which provides information on sighting cues, visual observation tools and techniques, and sighting notification procedures.

In addition, best management practices (BMPs) and standard operating procedures (SOPs) are used during naval special operations training activities for naval special operations personnel. BMPs are existing policies, practices, and measures that the Navy would adopt to reduce the environmental impacts of designated activities, functions, or processes. BMPs mitigate potential impacts by avoiding, minimizing, reducing, or eliminating impacts. Naval special operations training would also follow the current version of the Northwest Training Range Complex (NWTRC) User's Manual and the Keyport Range Operating Procedures (ROP) Manual. In addition to the BMPs, Navy special operations training would follow the Protective Measures Assessment Protocol (PMAP) general training category.

Below are some of the Activity Specific Best Practices and SOPs:

Water-Based Activities:

- Swimmer/Diver: Diving and swimming events would have on-site safety support. For dives there would be a minimum of two boats with support personnel. Boat 1 would have the Safety Supervisor with coxswain, crewperson, and qualified medic. Boat 1 would maintain proximity to the divers or swimmers. Boat 2 would serve as a lookout boat and interdict oncoming vessel traffic. Additionally, depending on the length of the dive or swim, jet skis would be onsite to provide additional safety coverage.
- All Activities: Vessels would avoid contact with hard surfaces during in-water training activities, vessels and personnel would avoid marine mammals, and vessels would remain within the water column (with the exception of small inflatable boats, which would be carried ashore).

Land Based Training Activities:

- All Activities: Land-based training would have onsite safety personnel. At a minimum, there would be three personnel, a Lead Safety Supervisor, Assistant Safety Supervisor, and a qualified medic. The medic would stage an emergency response vehicle onsite.
  - Vehicles would remain on existing established roadways, and sound would be minimized during training to avoid detection.
  - Activities are coordinated with local and tribal law enforcement, park rangers and property owners. All training events would be conducted in accordance with military training procedures, approved standard operating procedures, and protective measures, including Chief of Naval Operations Instruction 5100.23G, Navy Safety and Occupational Health Program Manual (2011). Training activities would be consistent with management objectives of individual parks, including prohibiting training in sensitive areas containing important natural and cultural resources. For example, if a site has been revegetated with native plants and the public is prohibited from entering that area, Navy Special Warfare Center (NSWC) would also observe this restriction and not enter the area.

**Public Safety Plan and Public Interaction Protocol:**

There are numerous policies in place to protect public safety. The United States Coast Guard Navigation Rules and Regulations Handbook will apply to any in water training. For example, navigation lights on a dive boat or a dive flag indicate that a dive is in progress and other vessels should keep well clear and at slow speed. Dive site locations avoid locations that experience heavy traffic patterns, such as Washington State Ferry System routes or fishing activities. In the event maritime vessels approach an active dive site, safety personnel would utilize Channel 16 (intended for international distress, safety, and calling) to contact vessels. If an oncoming vessel does not respond, a safety boat would approach the vessel and, depending on the situation, ask it to (1) hold its position; (2) go around the

dive site; (3) if necessary, be escorted by the safety boat around the dive site; or (4) recall its divers to the surface or go to deep submerge. This ensures safety for the trainees and the training vessels as well as for any commercial and civilian craft that may transit adjacent to the event location.

**Notification and Coordination:**

Naval special operations personnel conducting training activities at state parks, would act in accordance with the real estate agreement and associated approval and notification requirements. NSWC would coordinate with law enforcement, park managers (where applicable), and property owners prior to use of property for training. NSWC would secure the appropriate State Park required passes prior to performing activities on these properties.

18. What measures will be implemented to eliminate or minimize any potential for public interaction?

Support staff would typically visit a site prior to the training event to ensure there is minimal public in the area. If there is a public presence or if public enters the training area while training is underway, the safety support personnel will assess the situation and, based upon safety considerations of all, will determine the best plan forward. The following is a summary of possible operational options if public presence exists: ceasing to start training, continue training temporarily, suspend training, completely stopping training, or relocating training to another approved training site. As such, any effect on the public would be fleeting.

19. Do you have any plans for future additions, expansion, or further activity related to or connected with this request; (if yes, explain):

There are currently no plans for future additions, expansions, or further activity related to or connected with this request aside from the continuation of such activities that are encompassed in the context of this request through the period of performance.

DATED this 11th day of February, 2020.

Print Name: Connor Watson

Title: Realty Specialist

Signature: Connor Watson

**PLEASE PROVIDE A SEPARATE APPLICATION FOR EACH PARK PROPERTY YOU ARE REQUESTING USE OF. A COMPLETE APPLICATION WILL INCLUDE THE FOLLOWING:**

- FULL LEGAL DESCRIPTION OF THE PARK LAND TO BE USED**
- ACCURATE SCALE DRAWINGS or MAPS**
- COMPLETED SEPA CHECKLIST**

***For State Park Use Only:***

Application No. \_\_\_\_\_ Fee Amount/Paid \$ \_\_\_\_\_

Date Filed \_\_\_\_\_

ASSIGNED TO: \_\_\_\_\_ DATE ASSIGNED: \_\_\_\_\_



# LEADBETTER STATE PARK



**LOCATION:** Leadbetter State Park  
**LOCATION NUMBER:** WA29  
**LOCATION CITY:** Oysterville  
**LOCATION COUNTY:** Pacific County  
**LOCATION REGION:** Pacific Coast Region  
**LOCATION STATE:** Washington State  
**PROPERTY TYPE:** State Property

