
Habitat and Recreation Lands Coordinating Group

2016 Progress Report



Habitat and Recreation Lands Coordinating Group
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Background

In 2007, the Washington State Legislature created the Habitat and Recreation Lands Coordinating Group¹ (lands group) to improve the visibility and coordination of habitat and recreation land purchases and disposals by state agencies. The Legislature wanted to ensure that state agencies acquiring lands were coordinating their efforts with one another and making their efforts more visible to the public.

WHAT STATE LAWMAKERS ASKED STATE AGENCIES TO PROVIDE

In creating the lands group, state legislators are expecting that state agencies acquire habitat and recreation lands strategically and not just as opportunities arise. They are also expecting state agencies to talk to each other about land transactions on a regular basis, not duplicate roles, and maintain programs that have distinct purposes complementary to one another.

WHAT CITIZENS AND LOCAL GOVERNMENTS ASKED STATE AGENCIES TO PROVIDE

A combination of state, federal, and nonprofit land buyers using different planning processes has made it difficult for citizens to know what recreation and conservation land purchases are being planned and occurring in their communities. Citizens and local governments want to know which purchasers are planning to buy recreation and conservation land in their communities. What land is planned for purchase? Why is the land being purchased? What are the longer-term priorities and how are they set? How can citizens get involved in the planning process?

Since 2007, the lands group has been the key vehicle for improving the visibility, coordination, and transparency of land purchases by the Department of Fish and Wildlife, Department of Natural Resources, and the State Parks and Recreation Commission. The lands group makes state land acquisitions more visible and coordinated at key points before, during, and after the acquisitions are completed.

The lands group process occurs on the biennial funding cycle and includes the following components:

- **Annual Coordinating Forum:** The Annual State Land Acquisition Coordinating Forum brings together legislators, state agencies, local governments, non-government organizations, landowners, tribes, and citizens to learn about and share ideas on proposals for state habitat and recreation land purchases and disposals.
- **Biennial Forecast Report:** The *State Land Acquisition Forecast Report* gives information about state land purchases and disposals planned for the next biennium.
- **Biennial Performance Monitoring Report:** The *Biennial State Land Acquisition Performance Monitoring Report* shows whether state agencies achieved their initial acquisition project objectives.

¹Substitute Senate Bill 5236

The lands group membership includes representatives from the following state agencies:

- Department of Ecology
- Department of Fish and Wildlife
- Department of Natural Resources
- Department of Transportation
- Puget Sound Partnership
- Recreation and Conservation Office
- State Conservation Commission
- State Parks and Recreation Commission

The lands group also includes representatives of local governments, the Legislature, and others including the Trust for Public Land, The Nature Conservancy, Washington Forest Protection Association, Pacific Coast Joint Venture, and Washington Association of Land Trusts (see Attachment A for a list of members). The Washington State Recreation and Conservation Office (RCO) provides staff support and hosts the lands group Web site.

The lands group is assigned 11 legislative directives aimed at improving state land acquisition and disposal coordination and visibility. If resources are scarce, five of these tasks are to be prioritized. The lands group meets quarterly and makes a difference in the following ways:

Improving coordination – The annual State Land Acquisition Coordinating Forum and the quarterly meetings enable interagency coordination of land acquisition projects to improve strategic planning; help agencies identify partnering opportunities and reduce duplicative efforts; and help produce best management practices for land purchases. Another benefit is improving coordination of information between local governments and citizens in counties where acquisitions are proposed.

Addressing key policy issues – The annual forums encourage open discussion of key policy issues, such as funding for land maintenance, with citizens and state lawmakers. With an increased interest in public land conservation, the forum gives an opportunity for agencies to hear about the issues that are important to lawmakers and the public, and for legislators and citizens to learn about projects in their areas and about state land purchasing practices.

Improving transparency – The lands group reports give timely information to citizens about land purchase plans in their areas. The annual progress report (this document) is submitted on behalf of the group to satisfy the reporting requirement in the Revised Code of Washington 79A.25.260². The *State Land Acquisition Forecast Report* shows maps and detailed information about proposed projects, such as project boundaries, intended uses, purchasing agency, cost, and number of acres. It

² Attachment B: Enabling Legislation

rolls up the data by county and statewide to show the big picture of what the state is planning. Local and state planners say the report helps them make more informed decisions about land purchases.

2016 Progress on Statutory Tasks

The lands group is responsible for accomplishing 11 statutory tasks. In 2012, the Legislature amended the statute to prioritize five. The progress achieved for each of the five priority tasks is outlined below.

TASK 1 | *Review agency land acquisition and disposal plans and policies to help ensure statewide coordination of habitat and recreation land acquisitions and disposals.*

The lands group accomplished this through publication of the [2017-19 State Land Acquisition Forecast Report](#) in 2016 and with the annual coordinating forum on March 18, 2016.

TASK 2 | *Produce an interagency, statewide biennial forecast of habitat and recreation land acquisition and disposal plans.*

The lands group published the [2017-19 Biennial State Land Acquisition Forecast Report](#) on its Web site in May 2016. The forecast report provides information about the state land purchases that are being planned around the state. This early reporting process provides advance notification to stakeholders and the Legislature about planned purchases in their areas, meaningful opportunity to engage in the planning process, and complete and accessible information about proposed projects.

As mentioned in more detail below, the lands group was responsive to the Joint Legislative and Audit Committee's findings in 2015 that there needed to be a single, easily accessible source of information on land transactions that included information not previously collected by the lands group or other entity. New information fields were added to the 2017-19 Biennial State Land Acquisition Forecast Report on current use of the property, how the acquisition ties to the agency's larger strategic planning efforts, what are the project outcomes and the agency's current progress on achieving those outcomes, who are the partners, and what are future operation and maintenance costs of the acquisition.

TASK 3 | *Establish procedures for publishing the biennial forecast of acquisition and disposal plans on Web sites or other centralized, easily accessible formats.*

The *State Land Acquisition Forecast Report* provides early notification about plans for land purchases by the state natural resource agencies. The report also gives a comprehensive look at what's being planned around the state, through county-wide, statewide, and project-specific maps and data. In preparing the 2016 report, RCO partnered with Department of Fish and Wildlife, Department of Natural Resources, and State Parks and Recreation Commission to compile and refine state land acquisition data. RCO packaged and submitted the *2017-19 State Land Acquisition Forecast Report* to the Legislature in May 2016. The forecast also was distributed to other interested parties.

TASK 4 | *Develop and convene an annual forum for agencies to coordinate their near-term acquisition and disposal plans.*

The lands group hosted the seventh annual State Land Acquisition Coordinating Forum on March 18, 2016. The forum is an opportunity for citizens, legislators, state and local planners, tribes, and others to learn about habitat and recreation lands that state agencies propose for state and federal funding in 2017-2019. This past year, participating agencies presented maps and information about their proposed projects and how their projects complimented those proposed by other agencies. A roundtable discussion offered the opportunity to identify efforts, opportunities, and issues for improving transparency and coordination of state land acquisitions. Attendees were encouraged to discuss the projects openly at the forum. The forum is intended to generate questions and discussion about policy and coordination with other state agencies.

TASK 5 | *Develop an approach for monitoring the success of acquisitions.*

The third *Biennial State Land Acquisition Performance Monitoring Report* was released in January 2016. This report monitors the success of state habitat and recreation land acquisitions by examining whether state agencies achieved their acquisition objectives. Data from the report can be used to identify strengths and weaknesses in state acquisition processes and inform decisions made by the Legislature, state agencies, local governments, and others.

Other Activities that Support the Lands Group

LEGISLATIVE ACTION RELATED TO THE LANDS GROUP

Joint Legislative Audit and Review Committee Final Report: State Recreation and Habitat Lands (July 2015). In this study, the Joint Legislative Audit and Review Committee concluded that the Legislature would benefit from additional information about detailed outcomes and future costs of recreation and habitat lands when considering funding requests. The recommendations from the report include the following:

- The State Parks and Recreation Commission, Department of Natural Resources, Washington Department of Fish and Wildlife, RCO, and the Office of Financial Management should develop a single, easily-accessible source for information about acquisitions, detailed outcomes, and costs. In undertaking this effort, the agencies can build on work they already are doing. This work includes lands group reports, budget documents, land management plans, and grant program applications. These agencies also should establish guidelines and reporting protocols so that they are providing consistent information to the Legislature.
- The Office of Financial Management should develop guidelines that standardize the cost estimates. Guidelines should address, at minimum, the number of biennia that estimates must cover and the types of expenses to be included. The Office of Financial Management also should develop a process to reconcile estimated costs with actual expenditures. The Office of Financial Management and the agencies should use that reconciliation to inform future cost estimates and budget requests.
- The State Parks and Recreation Commission, Department of Natural Resources, Washington Department of Fish and Wildlife, RCO, and the Office of Financial Management should report to

the Legislature by January 1, 2016 with a proposal that outlines how the recommendation will be implemented and estimates of any associated costs.

To take a step towards providing more easily-accessible information, as well as more information on detailed outcomes and future costs, the lands group made modifications to the 2016 forecast report. In the current forecast report, new fields of information were included:

Project Name and Year		5
Agency	Department of Natural Resources	Proposed Acres
Proposed Project Description and Purpose	Describe the project and what the significance is to the bigger picture.	Proposed Funding Source
Current Use	Describe how the property is currently being used.	Type of Acquisition
Location	Description of location	Proposed Acquisition Cost
Legislative District	#	Anticipated Future Costs
Planning Link	How does the acquisition relate to the agency's current ownership and its plans for an entire management unit? What are the outcomes for the entire management unit and how will the acquisition contribute to achieve those outcomes? Explain how the project is a strategic investment for the agency.	Include the following estimates per OFM guidance: <ul style="list-style-type: none"> • Future capital costs for the property. • Future operating costs for the property. • Future maintenance costs for the property. • Additional costs incurred to the management unit from the addition of the property.
Project Outcomes	Describe the anticipated outcomes of the acquisition in detail, including specific development plans, service improvements, staffing levels, habitat restoration needs, and projected accomplishments (e.g., recreational opportunities for XX community, population enhancement of XX sensitive species)	Revenue Generation
Current Progress on Outcomes	Describe the agency's current progress towards achieving the detailed outcomes as explained above.	Partnerships
		List Partners and what partnerships will contribute to the long-term success of the project.

NAME OF COUNTY PROPOSED ACQUISITION

Figure 1. Revised template for the Habitat and Recreation Lands Coordinating Group forecast report. New information as requested by the Joint Legislative Audit and Review Committee is shown in red.

Regarding the guidelines on standardized costs, the Office of Financial Management did prepare these guidelines on future operation and maintenance costs associated with proposed acquisition projects and requested that RCO begin collecting this information during the 2016 grant round for the Washington Wildlife and Recreation Program (WWRP). RCO modified its PRISM database to collect these data and has reported these future cost estimates to OFM along with the WWRP LEAP list.

AN ACT Relating to extending the expiration date of the habitat and recreation lands coordinating group (SB 6296). In a sign of support for the work of the lands group, the 2016 State Legislature extended the Habitat and Recreation Lands Coordinating Group's expiration date from 2017 to 2027.

Washington Wildlife and Recreation Program Review and SSB 6227. The 2015 review of the WWRP program identified a role for the lands group to play in developing a coordinated, statewide conservation and outdoor recreation strategy among the departments of Fish and Wildlife and Natural Resources and the State Parks and Recreation Commission. From existing planning documents and strategic plans, the strategy will identify action areas for the next six years and, to the extent applicable, reference the State Comprehensive Outdoor Recreation Plan, Washington Department of Fish and Wildlife's species recovery plans, Washington Department of Natural Resources' Natural Heritage Plan, and State Parks and Recreation Commission's statewide park acquisition and development strategy.

This coordinated plan was included in the bill language (SSB 6227) that passed the Legislature in 2016, and the lands group has started working on developing the plan. This work will continue in 2017 and be included in the 2017 State Comprehensive Outdoor Recreation Plan that the state of Washington prepares every five years.

2017 Action Plan

- Host 8th Annual State Land Acquisition Coordinating Forum
- Publish *Biennial State Land Acquisition Monitoring Report*
- Complete the WDFW/DNR/State Parks coordinated statewide conservation and outdoor recreation strategy

Attachment A | Habitat and Recreation Lands Coordinating Group

As of December 2016

Affiliation / Organization	Member / Alternate
Washington State Legislature	Senator Linda Evans Parlette Alternate: Grace Edwards
City Government Park Planners / Washington Recreation and Park Association	Leslie Betlach Alternate: Shelley Marelli
County Governments / Okanogan County	Commissioner Sheilah Kennedy
County Governments / Douglas County	Commissioner Steve Jenkins
Forest Products Industry / Washington Forest Protection Association Member	Rick Shmel
Pacific Coast Joint Venture	Lora Leschner
Puget Sound Partnership	Jeff Parsons
The Nature Conservancy	Tom Bugert
Trust for Public Land	Bill Clarke
Washington Association of Land Trusts	Hannah Clark Alternates: Gary Schalla, Joe Kane
Washington Department of Ecology	Heather Kapust
Washington Department of Fish and Wildlife	Cynthia Wilkerson Alternates: Clay Sprague, Eric Gardner
Washington Department of Natural Resources	John Gamon
Washington Department of Transportation	Paul Wagner
Washington Recreation and Conservation Office	Kaleen Cottingham Alternate: Wendy Brown
Washington State Conservation Commission	Ron Shultz Alternate: Josh Giuntoli
Washington State Parks and Recreation Commission	Steve Hahn Alternate: Shannon Stevens

Attachment B | Enabling Legislation

REVISED CODE OF WASHINGTON 79A.25.260

Habitat and recreation lands coordinating group — Members — Progress reports — Duties.

(Expires July 31, 2017)

- (1) The habitat and recreation lands coordinating group is established. The group must include representatives from the office, the state parks and recreation commission, the department of natural resources, and the department of fish and wildlife. The members of the group must have subject matter expertise with the issues presented in this section. Representatives from appropriate stakeholder organizations and local government must also be considered for participation on the group, but may only be appointed or invited by the director.
- (2) To ensure timely completion of the duties assigned to the group, the director shall submit yearly progress reports to the office of financial management.
- (3) The group must:
 - a. Review agency land acquisition and disposal plans and policies to help ensure statewide coordination of habitat and recreation land acquisitions and disposals;
 - b. Produce an interagency, statewide biennial forecast of habitat and recreation land acquisition and disposal plans;
 - c. Establish procedures for publishing the biennial forecast of acquisition and disposal plans on web sites or other centralized, easily accessible formats;
 - d. Develop and convene an annual forum for agencies to coordinate their near-term acquisition and disposal plans;
 - e. Develop a recommended method for interagency geographic information system-based documentation of habitat and recreation lands in cooperation with other state agencies using geographic information systems;
 - f. Develop recommendations for standardization of acquisition and disposal recordkeeping, including identifying a preferred process for centralizing acquisition data;
 - g. Develop an approach for monitoring the success of acquisitions;
 - h. Identify and commence a dialogue with key state and federal partners to develop an inventory of potential public lands for transfer into habitat and recreation land management status; and
 - i. Review existing and proposed habitat conservation plans on a regular basis to foster statewide coordination and save costs.
- (4) If prioritization among the various requirements of subsection (3) of this section is necessary due to the availability of resources, the group shall prioritize implementation of subsection (3)(a) through (d) and (g) of this section.
- (5) The group shall revisit the planning requirements of relevant grant programs administered by the office to determine whether coordination of state agency habitat and recreation land acquisition and disposal could be improved by modifying those requirements.

- (6) The group must develop options for centralizing coordination of habitat and recreation land acquisition made with funds from federal grants. The advantages and drawbacks of the following options, at a minimum, must be developed:
 - a. Requiring that agencies provide early communication on the status of federal grant applications to the office, the office of financial management, or directly to the legislature;
 - b. Establishing a centralized pass-through agency for federal funds, where individual agencies would be the primary applicants.
- (7) This section expires July 31, 2027. Prior to January 1, 2027, the group shall make a formal recommendation to the board and the appropriate committees of the legislature as to whether the existence of the habitat and recreation lands coordinating group should be continued beyond July 31, 2027, and if so, whether any modifications to its enabling statute should be pursued.

[2012 c 128 § 1; 2007 c 247 § 1.]

Notes

Finding – 2012 c 128: "The legislature finds that participation by the state's habitat and recreation land management agencies in the habitat and recreation lands coordinating group is an inherent part of transparent, efficient, and effective state habitat and recreation land management, and must be conducted within existing resources." [2012 c 128 § 2.]