

October 9, 1965

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- III. Additions to agenda
- IV. OLD BUSINESS
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 - b) Report on meeting with Subcommittee on Parks, Recreation and Tourism of Legislative Council
 - c) Report of receipt of proceeds of first sale of Outdoor Recreation bonds - \$2 million funds in State Treasury
 - d) Attorney General's Opinion of September 17, 1965 regarding authority to participate in Land and Conservation Fund
 - e) Interim Statewide Outdoor Recreation Plan - Report
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- V. Project applications
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 - b) Local agencies - letters received
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 - b) HUD
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VIII. ADJOURNMENT

INTERAGENCY COMMITTEE FOR OUTDOOR RECREATION

American Motel - Tacoma, Washington

Saturday, October 9, 1965 -9:10 A. M.

Marvin Durning, Chairman

MINUTES

MEMBERS PRESENT:

Chairman Durning; John A. Biggs, Director, Department of Game; Warren A. Bishop; Keith H. Campbell; Jack Hilson; Charles H. Odegaard, Director, State Parks and Recreation Commission; Charles G. Frahl, Director, Department of Highways; Thor C. Tollefson, Director, Department of Fisheries; Thomas O. Wimmer; Judson Wonderly, Acting Director, Department of Commerce and Economic Development; Einar H. Hendrickson, Administrator,

MEMBERS ABSENT

Bert L. Cole, Commissioner of Public Lands.

STAFF OF MEMBER AGENCIES PRESENT.

Parks and Recreation Commission

John A. Clark, Supervisor of Planning and Development

Bill Bush, Coordinator, Statewide Outdoor Recreation and Open Space Plan

Department of Natural Resources

A. R. O'Donnell, Technical Assistant

Department of Fisheries

Elmer Quistorff, Assistant Chief, Contract Services

Department of Game

Norman Knott, Chief, Land Management Division

Stanley Scott, Acting Outdoor Recreation Coordinator

Department of Highways

Mrs. Willa Mylroie, Research Engineer

Department of Commerce and Economic Development

Paul Benson, Chief, State Planning Section

REPRESENTATIVES OF OTHER AGENCIES

State Parks and Recreation Commission

Mrs. Eleanor Berger

Attorney General

Lloyd W. Peterson, Assistant Attorney General

Federal Bureau of Outdoor Recreation

Dale Haskins, Supervisory Recreation Resources Planner

City of Tacoma

David Rowlands, City Manager

Seattle Park Board

Mrs. Frederick LeMere, Member

Mrs. Ruth Peterson, Member

Housing and Home Finance Agency
Kenneth James, Sr. Field Representative

- I. Opening of Meeting, Roll Call, Guests. The meeting was called to order by Chairman Durning at 9:10 a.m. Members and special guests were introduced as identified above. Marvin Vialle and Mrs. Amy Bell were presented as new employees in the Interagency Committee office.
- II. Minutes of Previous Meeting. IT WAS MOVED by Mr. Prah!l, SECONDED by Mr. Bishop and PASSED that the reading of the minutes of the previous meeting be dispensed with. Mr. Wonderly asked that the minutes include the name of Paul Benson, Department of Commerce and Economic Development, as having been present at the September 10 meeting. The amendment was unanimously accepted. Mr. Bishop MOVED, Mr. Tollefson SECONDED that the minutes be approved as amended. PASSED.
- III. Additions to Agenda. Mr. Hendrickson read a memo from the Governor concerning items for the agenda of the sub-cabinet meeting on Natural Resources to be held on October 18. The Chairman placed this item under Part VII of the agenda.
- IV. Old Business
 - (a) Report on Correspondence: Resolution regarding sale of surplus Federal property for recreation purposes. The Administrator read into the record responses from Federal officials regarding House Resolution H. R. 924, H. R. 8637 and S. 707 that GSA lands be made available to outdoor recreation agencies without cost. The letters included were from President Lyndon B. Johnson (Sept. 8), Senator Henry M. Jackson (August 27), Senator Warren G. Magnuson (August 26), Members of Congress: Mrs. Julia Butler Hansen (August 30), Lloyd Meeds (August 26), Thomas M. Pelly, (August 26), Catherine May (August 30), Floyd V. Hicks (August 30), Thomas S. Foley (September 1), the G. S. A. (September 13) and BOR (September 14). Each letter indicated interest and concern about the prospects of the pending legislation even though no action is envisioned in the immediate future on such change of policy.
 - (b) Report on meeting with Subcommittee on Parks, Recreation and Tourism of Legislative Council. The Administrator made a progress report on the meeting held by the Legislative Sub-committee on Parks, Recreation and Tourism. Minutes of their meeting of September 18 were distributed and attention invited to the page two resume of I. A. C. efforts.
 - (c) Report of receipt of proceeds of first sale of Outdoor Recreation Bonds - \$2 million funds in State Treasury. The Administrator presented a report on the sale of bonds for \$2,000,000 from Referendum 11 at a favorable rate of interest. Central Budget Agency had been asked for procedure on disbursing money now that it is available and guidelines for receiving

project applications. A report from Mr. Stastny entitled "Procedures and Requirements for Allocation and Disbursement of Outdoor Recreation Funds" dated October 6 was provided each member. Mr. Bishop assumed that the Committee could take action in allocating and obligating moneys hereby in the ways set up by the procedures of the State of Washington.

- (d) Attorney General's Opinion of September 17, 1965 regarding authority to participate in Land and Conservation Fund. In answer to the BOR request for an interpretation of several questions regarding authority for the Committee use of Land and Conservation funds, there was submitted the Attorney General's opinion answering these points. This opinion was reproduced for the Committee and included in the Comprehensive Statewide Outdoor Recreation plan. The Chairman stated that the State was fully qualified to enter into and carry out responsibilities under this legal opinion. Mr. Durning thanked Mr. Peterson and the Attorney General's office for a job well done.
- (e) Statewide Outdoor Recreation Plan. A book entitled "State of Washington, Official Outdoor Recreation Plan" dated October 1, 1965 was distributed to the members and five copies were signed by the Chairman for the U. S. Bureau of Outdoor Recreation to comply with Committee modifications of the Statewide comprehensive plan as accepted at the previous meeting. The Administrator emphasized that it contained the certification letter, statements on methodology, and such data including refinements of an action program as required by the BOR. The Chairman reviewed his action in clearing certain substantive content by telephone to Washington, D. C., particularly, additions to the action program. In answer to a question by John Porter of Puget Sound Governmental Conference and others, the listing of covered urban and local activities and uses was discussed. It was indicated that activity analysis rather than jurisdictional responsibilities were primarily emphasized in this volume. Pursuant to the action of the Committee at its September 10 meeting, the Chairman transmitted the documents to the Bureau of Outdoor Recreation representative present at this meeting.
- (f) Outdoor Recreation and Open Space Plan due December 3 from Parks and Recreation Commission. This item was entered on the agenda for consideration of improvements in the statewide plan to be contemplated in the immediate future. In view of the scheduling of work sessions by those in charge, and the conclusion of a series of regional meetings by officials of the State Parks and Recreation Commission, questions were raised about attaining a better understanding and utilization of the factual data being analyzed. The Administrator discussed a blackboard illustration of a tabulation approach to measuring the sufficiency of activities by computation from participation rates, population, standards, unit costs, demand, supply and need data. The outline (below) was discussed as one method of attaining agreement upon the "level of sufficiency" for priority determinations that face the I. A. C.

INTERAGENCY COMMITTEE FOR OUTDOOR RECREATION

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EXAMPLE OF A METHOD FOR SUMMARY OF NEEDS - STATEWIDE OUTDOOR RECREATION PLAN

Activity or Use	1965 Part. Rate	FACE STANDARD	Facility Unit		DEMAND		SUPPLY		NEED		SUFFICIENCY INDEX
			Land	Improv.	Area	Value	Area	Value	Area	Cost	
Camping	1.19	30A/100,000 pop.							1125	\$10.6	(?) %
Picnicking	2.18	25A/100,000 pop.							100	2.0	(?) %
Swimming											(?) %
GOLF											(?) %
Bird watching											(?) %
Fishing											(?) %
TOTALS					xxx	\$\$\$?	?	zzz	\$\$\$	Ave. %

It was pointed out in the discussion that statewide and regional measurement of sufficiency for between twenty to forty activities or uses was desired. The Administrator's letter of October 7, 1965 to Mr. Charles Odegaard called attention to obtaining agreement on participation rates and space standards as a basis for understanding and acceptance of the statistical plan proposed for delivery in December. It was pointed out that a theoretically sound approach was of dubious value in the planning process unless the resultant plan became acceptable as a basis for determining project priorities. The summary ought to lend itself for making regional judgments about the relative importance of local and state projects by types of activity. Some questions were raised by members but action was reserved for the 701 contractual parties who must produce a more sophisticated plan by December.

Mr. Porter asked for a description of how the Puget Sound Governmental Conference Plan, and other local plans, were being incorporated. Mr. O'Donnell, sitting for Mr. Cole, asked if the series of meetings to "tie the ends together", requested by the September 17 letter from Mr. Odegaard were still scheduled to be held. Mr. Odegaard replied that in the series of meetings throughout the State held to get information on needs, contact was made with all local agencies to assist in their inventory, however, the Parks Commission did not feel obligated to prepare or modify local plans.

- (g) Procedures for project application and acceptance. The Chairman called for the Administrator to discuss (a) the letters sent to member agencies regarding the six-year plan requirement and capital improvement procedure (copies of this letter were provided in the members' folders) and (b) the letters of intent on projects from local agencies. Reference was made to the companion BOR forms, Central Budget Agency procedures and the promise of help from the State Auditor's office in preparing application forms for projects. Concern was expressed about moving the deadline for local applications some sixty days ahead in order for all to have an opportunity to qualify. No action was necessary inasmuch as a recommendation of a simple procedure to accommodate all situations and agencies was not yet possible.

Mr. Durning stated that the Committee had been trying for nearly a year to assume its responsibilities under the Initiative passed last November. A full opportunity to study and think about the local agencies should involve local discussion. The Committee is considering a workshop to discuss the problems of the local agencies.

V. Project Applications

- (a) State Agencies. Mr. Durning discussed a refinement of the action program about to be sent to the BOR; it was a joint recommendation of the Chairman and Administrator to meet needs for outdoor recreation. The biennium estimate of funds available, as set out in the plan was \$5,600,000; for this fiscal year, the estimate was \$2,800,000. The shares for state and local agencies respectively, would be \$1,400,000. The recommendation following was for the State Agency share for the fiscal year 1965-66.

The interim Statewide outdoor recreation plan clearly indicates a present large unmet need for outdoor recreation land and facilities for almost every kind of outdoor recreation. Projections of population growth, urbanization and rate of increased demand for use of the outdoors make action urgent, let opportunities be lost and facilities be damaged by further overcrowding.

The estimates of funds available to the Committee from State (Initiative 215 and Referendum 11) and Federal sources for the biennium (set out in the plan in the table between pages 8 and 9) show about \$5,600,000 conservatively available (including a very tentative and perhaps overly conservative estimate of unreclaimed marine gas tax). For this year ending June 30, 1966, the estimate is about \$2,800,000. Pursuant to the action of the Committee dividing these funds equally between State and local shares, the shares for each year would be about \$1,400,000.

The following recommendation related only to the State share; with the local share to remain unaffected, reserved exclusively for local projects. It was based also on the requirement of the Land and Water Conservation Fund and our State legislation that this program be a comprehensive one, including all areas of the State and so far as possible all major outdoor recreation needs of the people of the State.

To begin to meet these needs of the people of the State, it was recommended that the estimated State share of \$1,400,000 for this fiscal year ending June 30, 1966 be apportioned as follows:

- (i) To the State Parks and Recreation Commission to meet the needs of the people for additional State parks and development of urgently needed facilities \$ 630,000.00
- (ii) To the Department of Game for fresh and salt water access, public fishing and hunting areas, for wildlife habitat, and for the many other outdoor activities for which these various areas are used 420,000.00
- (iii) To the Department of Natural Resources for primitive camp and picnic areas, waterfront access, boat ramps, hiking and riding trails on State lands 140,000.00
- (iv) To the Department of Fisheries for public access to presently inaccessible beach areas now under the control of the Fisheries Department 70,000.00
- (v) For a contingency fund; \$140,000 for later projects at the discretion of the Committee 140,000.00

Against these working apportionments, specific projects should be considered by the Committee. These sums are not actually allocated but only established as a framework against which to qualify projects. Agencies must present projects to meet requirements as otherwise provided.

It was clarified for Mr. Wimmer that the proposals applied only for this fiscal year ending June 30, 1966 and that shifts could be made if some agency did not utilize its apportionment.

Mr. Wimmer asked why the Highways Department was not mentioned; that he would like to see them develop some roadside parks and picnic areas. Mr. Prah said they were basically interested in building highways. However, there exist legislative provisions to provide rest areas. Such areas can be built from funds already available through passage of the new Federal beautification bill, and other sources.

Mr. Wonderly MOVED that we adopt the recommendation as read to the Committee. Mr. Prah SECONDED the motion. After some discussion about the "target" nature of these goals, the MOTION WAS CARRIED UNANIMOUSLY.

Chairman Durning asked if any member agencies wished to present projects applications as modified by this policy. The represented agencies were asked whether they could abbreviate their six-year plans to submit shorter lists of priorities. Fisheries, Game, Natural Resources and Parks expressed their intention to do so. Each responded that their needs far exceeded the limited funds; however, based upon this conservative allocation of funds, they would submit the highest priority projects.

Mr. Biggs said Game priorities, though more extensive, could be abbreviated; there was urgency to take action on certain projects of pressing needs. Mr. Odegaard said he wanted to submit six specific requests today. Mr. O'Donnell said Natural Resources had a plan with 23 projects and that some development could be made on each. Mr. Quistorff said that the Department of Fisheries was ready to proceed.

Mr. Odegaard asked if these projects could be approved subject to refinement of details by the Administrator; Mr. Durning said Mr. Hendrickson should have a chance to examine them and if there were any legal barrier the administrator should defer action so long as it did not give him a veto power. Mr. Prah suggested that Natural Resources should think about completing some projects rather than starting all 23 proposals. It was pointed out that the Natural Resources projects were for primitive campgrounds or access and not much work and money would be required for any one project.

Departmental six-year plans were then presented to the Committee members for review. Top priorities therefrom were made known by Agency heads. The Administrator certified that each submission appeared to satisfy the 6-year plan requirement of Section 12, Initiative 215.

- (1) Game Department. Game Department proposals were submitted by Mr. Scott; all were for the acquisition of land.
- ((a)) Water access providing for acquisition of land on lakes, streams and salt water of the State of Wash., partial purchase . . . \$ 145,000.00
 - ((b)) Hole-in-the-Ground, a combined fish and game management and hunting and fishing area of approximately 12 thousand acres in Southern Spokane and Northern Whitman Counties, partial purchase 50,000.00
 - ((c)) Nisqually delta, Northern Thurston and Southern Pierce Counties, approximately 5 thousand acres, to be used for management of waterfowl and upland birds and for hunting, fishing, nature study and allied uses, partial purchase 100,000.00
 - ((d)) Colockum Game Range addition, proposed addition of approximately 18 thousand acres of deeded land and 12 thousand acres of leased State and Federal lands, located between the present boundaries of the Colockum Game Range and the Vantage Highway on the Columbia slope, partial purchase . . . 100,000.00
 - ((e)) Multi-purpose public hunting area in Southern Thurston County, approximately 540 acres, as an addition to the present Scatter Creek management area, partial purchase 25,000.00
- \$ 420,000.00

Mr. Wimmer asked if more shouldn't be spent on water access even though Initiative funds were not yet available. Mr. Scott explained that statewide balance seemed more appropriate particularly since Initiative funds were as yet uncertain in quantity.

It was MOVED by Mr. Campbell, SECONDED by Mr. Hilson that the Interagency Committee find the aforementioned projects of the Department of Game to be consistent with the statewide outdoor recreation plan adopted by the Committee, consistent with the statutory requirements for a six-year capital budget for outdoor recreation facilities to be submitted by each department, and in accordance with the other criteria adopted by the Committee, and therefore approve as projects the above requests and the amounts requested are hereby allocated from funds available to the Interagency Committee, subject to securing an allotment for the expenditure of funds from other authorities. MOTION CARRIED UNANIMOUSLY.

The Administrator and Chairman believed these proposals to be in compliance with all known requirements.

(2) Department of Natural Resources. Mr. O'Donnell asked to defer the request of the Department of Natural Resources until the next meeting pending a decision from the BOR. Furthermore, Natural Resources would want its projects to complement plans of other agencies. Mr. Wimmer asked if access roads listed were primarily for recreation or for fire roads, etc; and interpretation from the BOR on the extent to which access would qualify. The proposals were outlined in detail in the Brochure entitled "State of Washington, Department of Natural Resources" distributed to the members.

(3) Parks and Recreation Commission proposals. Mr. Odegaard presented the evaluation and proposals prepared by Mr. John Clark as follows:

((a)) Acquisition

i. <u>Fort Worden</u> , Jefferson County 209 acres	\$ 107,250.00
ii. <u>Fort Ebey</u> , Island County, 204 acres	57,500.00
iii. <u>Walter Daniels</u> , Pacific County, 160 acres	<u>292,000.00</u>
	\$ 456,750.00

((b)) Development

i. <u>Twin Harbors</u> , Grays Harbor Co, campground	\$ 59,100.00
ii. <u>Fort Canby</u> , Pacific County, campground	59,100.00
iii. <u>Lake Chelan</u> , Chelan County, Banks protection, regain campground	<u>26,000.00</u>
	\$ 144,200.00
TOTAL	\$ 600,950.00

It was discussed that Ft. Worden and Ft. Ebey should be procured immediately to satisfy the GSA deadline of November 30 without further concern inasmuch as BOR/HHFA funding would not be involved. Mr.

intent for funding projects. The purpose of such letters as outlined to local agencies by a memorandum dated September 28, 1965 was to learn which agencies were ready in the immediate future to fund 25% of outdoor recreation project costs.

The administrator provided a resume dated October 8, 1965 of letters of intent to sponsor projects received from some local agencies:

Clallam County, Salt Creek Recreational Area
"Voice of America" Recreation
City of Edmonds
Town of Fircrest
Highline College
King County
Town of Lake Forest Park
City of Lynnwood
City of Okanogan
City of Omak
City of Port Angeles
City of Renton
City of Sumner
Thurston County

This summary, although incomplete, was made from those letters which contained sufficient information to allow tabulation of possible costs. Another sixteen agencies indicated intent but information on these was incomplete so as to require additional qualifying information to be submitted. These included: City of Bellevue, Benton County, Clark County, Cowlitz County, City of Des Moines, Ellensburg Public Schools, City of Everett, City of Fife, City of Milton, Port of Kingston, City of Richland, City of Selah, City of Spokane, City of Tacoma, City of Vancouver, City of Yakima. It was stressed that these responses were merely serving as a basis to organize procedures for compliance with the 6-year plan, capital improvement requirement of Initiative 215 and Committee policy. Refinement of all proposals would be necessary in order to provide uniform, analytical methods by which the Committee might evaluate which ones are truly priority projects and in scale with resources that the Committee has ready to allocate.

Mr. Odegaard MOVED, Mr. Bishop SECONDED that the report of the Administrator be accepted. CARRIED. The Staff was directed to obtain help in working out suitable application procedures.

VI. Other Reports

- (a) Bureau of Outdoor Recreation. Mr. Dale Haskins reported that to date four plans have been received from other states in the region, 36 project proposals have been processed. Mr. Overly regretted his absence

in Idaho making it impossible to attend the meeting of the IAC.

- (b) Housing and Home Finance Agency. (Soon to be Department of Housing' and Urban Development, either on November 6 or sooner if Administrator appointed.) Mr. James reported that (a) the Open Space Program was processing deferred applications and giving the local governmental units an opportunity to reconsider their applications, (b) applications approved can still be amended to include relocation costs that are now 100% reimbursable, (c) new applications will use new forms, although interim forms can be used in case of emergency. In answer to inquiries Mr. James said they were able to qualify golf courses as far as acquisition of land was concerned but not for the purpose of development; development requiring this large a sum of money could not be qualified.

Mr. James stated that the Beautification Program was ready for application. The program is based on reimbursing the local governmental unit on a matching basis for funds used for beautification above the level of funds which had been previously expended by a particular unit for this purpose. In answer to Mr. Durning's query Mr. James said that the Congressional supplemental appropriation had not yet been passed.

VII. New Business

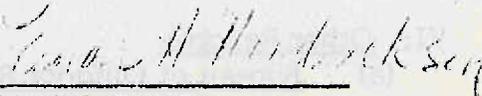
- (a) Meeting of Sub-cabinet meeting on Natural Resources. A letter from Governor Daniel J. Evans announcing the meetings of his sub-cabinet on Natural Resources and his request for agenda items was included in the members' folders. Mr. Durning asked Mr. John Biggs to discuss staffing needs of the IACOR office at the October meeting of the Sub-cabinet.
- (b) Governor's Conference on Natural Beauty. Mr. Durning announced the scheduling of the Governor's Conference on Design for Washington to be held December 3 and 4 of this year at the Pacific Science Center, Seattle. The Chairman expressed gratification that he and Mr. Wimmer had been asked to serve on the Planning Committee for this Conference and that Mr. Odegaard's Department was providing staff assistance for the Conference.

VIII. Adjournment. Mr. Odegaard MOVED, Mr. Wonderly SECONDED that the meeting of the Interagency Committee on Outdoor Recreation be adjourned. MOTION CARRIED. Time 11:30 a.m.

APPROVED:


Marvin B. Durning
Chairman

Respectfully submitted


Administrator