

FEBRUARY 26, 1975

- I. Meeting called to order; determination of quorum, introductions.
- II. Amending IAC Capital Budget 1975-77, State Parks and Recreation Commission.
(Blakely Island).
 - a. Jan Tveten and Bill Bush presentation
 - b. Charles Odegaard - history of the project
 - c. Dan Keller OPPFM - suggested resolution of the problem involved
 - (1) Advantages to be derived from OPPFM resolution of the problem.
 - c. Charles Odegaard's concerns about the project.
 - d. Stan Francis, Admin., IAC - resolution of the problem - proposed.
 - e. Charles Murphy, A.G., input and suggestions.
 - f. MOTION TO AMEND THE CAPITAL BUDGET OF STATE PARKS/IAC -- \$1,700,000 for Blakely Island. Approved by Committee.
- III. Legislation report - Charles Odegaard HB 204 - HB 744

Adjourn.

INTERAGENCY COMMITTEE FOR OUTDOOR RECREATION
OLYMPIA, WASHINGTON

SPECIAL MEETING

February 26, 1975
Wednesday

11:00 a.m.

Office of the Commissioner of Public Lands
Public Lands Building, Olympia, Washington

INTERAGENCY COMMITTEE MEMBERS PRESENT: Dr. Adele Anderson; Warren A. Bishop; Micaela Brostrom; Carl N. Crouse, Director, Department of Game; Honorable Bert L. Cole, Commissioner of Public Lands, Dept. of Natural Resources; Charles H. Odegaard, Director, Parks and Recreation Commission; Madeline Lemere.

IAC MEMBERS ABSENT: John A. Biggs, Director, Department of Ecology; George A. Andrews, Director, Department of Highways; John S. Larsen, Director, Department of Commerce and Economic Development; Michael Ross; Thor C. Tollefson, Director, Department of Fisheries.

STAFF OF TECHNICAL ADVISORY COMMITTEE AND MEMBER AGENCIES PRESENT:

Assistant Attorney General
Charles Murphy

Commerce and Economic Development
None

Ecology, Department of
Beecher Snipes

Fisheries, Department of
Richard Costello

Game, Department of
James Brigham

Highways, Department of
None

Interagency Committee for Outdoor Recreation
Kenn Cole, Agency Accounts Officer
Stanley E. Francis, Administrator
Marjorie M. Frazier, Administrative Secretary
Robert S. Lemcke, Coordinator
Roger Syverson, Chief, Project Administration

Natural Resources, Department of
Al O'Donnell
Lloyd Bell

Park and Recreation Commission
Jan Tveten
William Bush

Program Planning and Fiscal Management
Dan Keller
Michael Stewart

LOCAL AGENCY TECHNICAL ADVISORY COMMITTEE MEMBERS PRESENT:

William Hutsinpillar, Director, Parks and Recreation, City of Yakima

I. Meeting called to order; determination of quorum, introductions: Chairman Warren Bishop called the meeting to order at 11:00 a.m., declaring a quorum of seven members. He noted the Special Meeting had been called for discussion of an amendment to the Interagency Committee for Outdoor Recreation's Capital Budget 1975-77, State Parks and Recreation Commission (Blakely Island, San Juans).

II. Amending IAC Capital Budget 1975-77, State Parks and Recreation Commission (Blakely Island): Mr. Odegaard called on Jan Tveten and William Bush of State Parks and Recreation Commission staff to describe the project in detail. Mr. Bush referred to a map of the project indicating the minimum program of future proposed development, the extended program, optimum program and the park boundary. The following points were made in his presentation:

(1) Blakely Island consists of some 4,400 acres; located in San Juan Archipelago on Thatcher Pass and Rosario Strait, San Juan County, Washington. The proposed project consists of the acquisition of 1,265 acres on the island with approximately 4.5 miles of salt-water shoreline and approximately two miles of freshwater shoreline on 64-acre Spencer Lake.

(2) Access to the island is via private boat or float plane; and no public transportation is currently available or anticipated.

(3) Minimum future development program could include:

Armitage Bay: Construction of dock/float complex, moorage buoys, primitive picnic/overnight camp sites, water system, site regarding.

Thatcher Bay: Dock/float complex, moorage buoys, picnic/campsites; possible 3 bay shop/park aide quarters bldg., with power/water utility system.

Spencer Lake: Picnic areas, adjacent fishing docks.

(4) Extended future development program:

Thatcher Bay: Construct moorage islands in southern portion of bay.

Armitage Island: Small dock and campsites developed.

Near Willow Island: Construction of primitive picnic/campground.

(5) Optimum future development program:

Thatcher Bay: Floating breakwater; additional mooring.

Development of hiking and fire control trails between Armitage Bay, Spencer Lake and Thatcher Bay.

Amended 5/26/75

Armitage Bay: Mooring islands installed; second dock/float complex on west end of bay; additional primitive picnic and campsites; extended water system.

Spencer Lake: Primitive walk-in campsites along south shore of lake in conjunction with lakeside loop trail.

(6) Acquisition within the amendment re Blakely Island:

- (a) The Nature Conservancy intends to acquire the proposed park site and hold it for resale to the Commission. Exact costs to the Parks and Recreation Commission are not known but purchase price will not exceed fair market value which will be established in accord with the IAC guidelines. Current estimated cost to the Commission is approximately \$1.7 million.
- (b) Acquisition of the southwest quarter of the island is desirable as the area offers excellent potential for development of both on-shore and off-shore marine park recreation facilities. The area's location in the east central portion of the San Juan Archipelago will permit quick and easy access to the site by boat during the prime boating season. It was noted that few areas of this size and recreation value remain in the vicinity and none offer such a wide range of potential land as well as marine park activities.

Following Mr. Bush's presentation, Mr. Crouse asked concerning the proposed future plans for the land remaining in private ownership on the island. Mr. Bush discussed those areas owned privately and the involvement of State Parks at some future time in certain portions adjacent to the areas to be acquired under the present Blakely Island State Parks' project proposal. He stated that it was the intent of the owners of the remaining private property to log a portion of the lands and it would be necessary to negotiate easements across the proposed Parks' acquisition for purposes of log removal because of the physical terrain. There followed discussion on the remaining land in private ownership: (1) Whether there would be proposed condominium development and where; (2) the fact that much of the shoreline of the island consists of high bank areas; (3) the use of private automobiles on the island by Blakely Island residents, and the condition of the roads; (3) and the logging operations contemplated in certain areas near the proposed project for a four-year period.

The Chairman asked Mr. Odegaard to detail the history of the project. Mr. Odegaard brought out the following points:

(1) State Parks is requesting their 1975-77 Capital Budget be amended to include \$1.7 million for the acquisition of the 1,265 acres on Blakely Island. The Commission has agreed that the \$1.7 million (or as much as may be spent for the purchase of the island properties) shall be subtracted from the allocation to be made to the Parks and Recreation Commission from the Outdoor Recreation Account in the 1977-79 biennium. A considerable savings in cost will be realized if State Parks is able to acquire the properties now rather than wait and include it as their No. 1 priority in the 1977-79 biennial budget request.

(2) The Nature Conservancy has assured State Parks it would be able to obtain control of the property to hold for resale to State Parks.

(3) The Washington Statewide Comprehensive Outdoor Recreation and Open Space Plan (SCORP) indicates a need for additional 675 acres of freshwater shorelands in 1970 and 857 acres of freshwater shoreland by 1980 in Planning District 3.

(4) State Parks' Long-range 1972-1982 Capital Investment Needs report of May 1973, identifies a net need in 1975-77 in Planning District 3 for 2,887 picnic units, 3,364 camping units, 46 swimming units, and 269 boat mooring units.

(5) The Puget Sound and Adjacent Waters Study shows a need for 2,080 additional summer moorages in Planning District 3, Sub-area 2.

(6) There are two freshwater lakes on Blakely Island -- Spencer and Horseshoe lakes -- containing 64 to 80 acres respectively; (only Spencer proposed for acquisition).

(7) Acquisition of the proposed area includes both Armitage Bay and Thatcher Bay for seasonal moorage, camping, picnic areas, skindiving, etc.

Mr. Bishop stated the Committee would need to resolve (1) recognition of the Blakely Island area as an emergency acquisition site in order to move it into the Capital Budget planning as proposed by State Parks; and (2) approval (or disapproval) of the procedures under which the action could be accomplished financially. He called on Dan Keller, Office of Program Planning and Fiscal Management, for a description of how the financing for the project could be handled.

Mr. Keller offered the following financing resolution:

(1) \$1.5 million had been approved in the 1975-77 IAC Operating Budget grant-in-aid program as a reserve from the BOR source -- to be held in abeyance until State agencies could demonstrate their ability to utilize and maximize budgeted Outdoor Recreation Funds.

(2) While the Parks Commission action presumes assigning the impact of this "advance" funding to the 1977-79 biennium, OPPFM suggested moving part of the impact into the 1975-77 biennium. \$1.7 is needed for Blakely Island; \$1.5 of BOR money has been set aside; one-half of the project cost, \$850,000, could be derived from this BOR source; additional Init. 215 revenue, accruing because of the increase in percentage of marine fuel to overall fuel use, could be earmarked also in the amount of \$300,000 -- making a total of \$1,150,000. The balance of \$550,000 required for Blakely Island could be the amount considered as moved forward from the 1977-79 biennium.

(3) Advantages:

- (a) Makes use of known available resources for 1975-77 biennium.
- (b) Uses a portion of BOR money set aside for additional distribution.
- (c) Uses 215 money that was not anticipated (budgeted/appropriated) but is now being generated due to additional percentage allowance.
- (d) Impacts the ensuing biennium by a much lesser amount.

Mr. Keller asked that the Committee in taking its action attempt to approve the project in such a manner that the IAC staff, State Parks and the other state agencies involved would be allowed to work on the proposal rather than committing the monies outright. He suggested approving the project out of the Outdoor Recreation Account

and having the detailed financing taken care of through OPPFM, State agencies concerned and the IAC, then presenting the overall plan to the Committee at the April 1975 meeting.

Mr. Odegaard pointed out the time element and the fact that The Nature Conservancy must exercise its options to the private landowners prior to the April meeting; State Parks would need to bring the entire project back to the IAC in August, 1975. However, the IAC Special Meeting had been called for the express purpose of approving the intent (concept) of the project due to the time element in procuring the land and the necessity to act immediately through The Nature Conservancy.

Mr. Bishop then explained the sacrifices which would be made by the other state agencies involved in the grant-in-aid program who would have to forego certain of their project proposals to allow Parks the use of the monies. Mr. Crouse inquired whether State Parks could not reorganize its priorities and place the Blakley Island project in the 1975-77 biennium so that it would not be necessary to "borrow" the funds. Mr. Odegaard stated it would not be possible to do this since State Parks' programs had already been approved and set up concerning the Green River Gorge, Mercer Slough and ocean beaches projects. To reprogram these it would be necessary to consult with the Parks and Recreation Commission and the State Legislature. He stated technically it could be done but from a practical viewpoint, it would not be strategic.

Mr. Odegaard stated he had three basic concerns about the project:

- (1) Regardless of how the project was approved through the IAC, he did not want to jeopardize other Parks and Recreation Commission projects;
- (2) Each state agency should receive its fair share of the monies being discussed;
- (3) In August 1975, following the review by the IAC of the eligibility of the state agencies to use the \$1.5 million based upon their performance in expending the 73-75 biennium appropriations, if certain state agencies were declared ineligible for a portion of the balance of these funds, would State Parks still be ineligible for any of this money because of the Blakely Island project funding as proposed by OPPFM?

Mr. Odegaard was informed by the Chairman that the \$1.5 million within the Operating Budget of the IAC for the 1975-77 biennium was not necessarily to be used solely by state agencies but it could be used for local agencies as well. Mr. Odegaard said it was his understanding the \$1.5 was for State agencies only, and asked that this be checked and clarified.

There followed discussion of the state agencies and "sacrifices" they would need to make in order to assist State Parks with the funding for Blakely Island. Mr. Bishop indicated that State Parks would have to forego any intended usage of the \$650,000 remaining from the \$1.5 LWCF in the IAC Operating Budget.

In response to Mr. Crouse's request for a tabulation (breakdown) of funding in 1977-79, Mr. Francis indicated the following approximate figures:

Referendum 28	\$ 10,000,000	}	\$ 17,500,000
LWCF	6,000,000		
Init. 215	1,500,000		
State Agencies portion approximately:	\$ 9,000,000		

Mr. Crouse wanted to see the program of other state agencies and that of State Parks in actual dollar figures. Mr. Bishop presented the following figures:

	<u>Proposed Funding</u>	<u>"Normal" State Parks share - 75-77</u>	<u>Difference</u>
Bureau of Outdoor Recreation	\$ 850,000	\$ 710,000	\$ 140,000
Initiative 215	300,000	140,000	160,000
Referendum 28	550,000	(advance from 77-79)	550,000
	<u>\$1,700,000</u>		<u>\$ 850,000</u>

A total of \$850,000 is the amount State Parks would need to "return" to the other state agencies in the 1977-79 biennium.

At this point, Mr. Francis stated it was necessary for the Committee to (1) amend the Capital Budget of the IAC to provide the \$1.7 million; and (2) give the IAC staff directions as to which alternative should be followed to work out the total amount involved. Using the figures provided, State Parks has agreed to return \$850,000 to the other state agencies in 1977-79. Mr. Crouse asked the percentages involved. Mr. Francis suggested IAC staff be requested to work out a stylized approach to bring back to the Committee in April 1975, taking into consideration Mr. Crouse's and Mr. Odegaard's suggestions.

Mr. Rich Costello, representing the Dept. of Fisheries, expressed that agency's interest in pursuing use of some of the \$1.5 million BOR "set-aside" funds and noted that in the 1975-77 proposed budget, the Department of Fisheries would be coming in with projects to compete for these monies.

Mr. Charles Murphy, Assistant Attorney General, commented on Mr. Crouse's desire to have precise, definite figures, and asked whether actual dollars would exchange hands in the proposed transaction regarding Blakely Island. Mr. Bishop stated OPPFM has the ability to carry forward into another biennium the resources being discussed, and no actual dollars would be changing hands because the \$1.5 million so far has not been allocated. The entire method of funding Blakely Island would require review by the Assistant Attorney General and OPPFM. It was the consensus that future Interagency Committee members should be fully aware of the Blakely Island project funding and the record be completely outlined by IAC staff for clarity.

The motion proposed by staff was then discussed. Mickey Brostrom suggested inserting the wording "to the extent possible from balances on hand". Mr. Francis pointed out this would not be appropriate since the Capital Budget was being amended for the next biennium. Mr. Francis read the motion as proposed by staff incorporating the changes which had been discussed at the meeting.

IT WAS MOVED BY ADELE ANDERSON AND SECONDED BY MRS. BROSTROM, THAT THE INTERAGENCY COMMITTEE FOR OUTDOOR RECREATION HEREBY AMENDS THE 1975-77 CAPITAL BUDGET, WHICH WAS PREVIOUSLY APPROVED ON JUNE 27, 1974, BY ADDING THE BLAKELY ISLAND PROJECT FOR THE STATE PARKS AND RECREATION COMMISSION, IN THE AMOUNT OF \$1,700,000, FROM THE OUTDOOR RECREATION ACCOUNT.

THE AMENDED CAPITAL BUDGET, IN THE TOTAL AMOUNT OF \$7,050,000 IS PROGRAMMED FOR THE INDIVIDUAL STATE AGENCIES AS FOLLOWS:

STATE PARKS AND RECREATION COMMISSION	\$ 4,170,000
DEPARTMENT OF GAME	1,097,500
DEPARTMENT OF FISHERIES	1,062,689
DEPARTMENT OF NATURAL RESOURCES	719,811
	<hr/>
	\$ 7,050,000

THE COMMITTEE FURTHER DIRECTS THE INTERAGENCY COMMITTEE STAFF TO FORWARD TO THE OFFICE OF PROGRAM PLANNING AND FISCAL MANAGEMENT THE AMENDED 1975-77 CAPITAL BUDGET.

MOTION WAS CARRIED.

Mr. Francis then read the suggested motion regarding the \$1.7 million, its relation to the 1977-79 Capital Budget distribution, and advising of the IAC action to deduct this amount from State Parks' allocation. Mr. Odegaard suggested adding that the procedure concerning the project as determined by OPPFM and IAC staff be brought back to the April 1975 meeting for discussion. Mr. Crouse suggested wording to insure that State Parks' future capital funds deduction would also come from the allocation which State Parks might normally expect to receive. He, too, suggested the guidelines or procedures devised by the IAC staff be considered at the April 1975 IAC meeting.

IT WAS MOVED BY MR. CROUSE AND SECONDED BY MRS. LEMERE, THAT THE INTERAGENCY COMMITTEE RECOGNIZES THAT THE \$1,700,000 FOR THE ACQUISITION OF BLAKELY ISLAND IS IN THE FORM OF AN INCREASE TO THE STATE PARKS AND RECREATION COMMISSION AND THAT DURING PREPARATION OF THE 1977-79 CAPITAL BUDGET AND/OR DURING THE DISTRIBUTION OF OTHER FUTURE CAPITAL FUNDS WHICH MIGHT BECOME AVAILABLE IN THE 1975-77 BIENNIUM, ACTION WILL BE TAKEN TO DEDUCT THIS AMOUNT FROM THE ALLOCATION WHICH STATE PARKS AND RECREATION COMMISSION MIGHT NORMALLY EXPECT TO RECEIVE, BY SUCH PROCEDURE AS THE INTERAGENCY COMMITTEE MAY APPROVE AT THE TIME, AND

FURTHER, THE INTERAGENCY COMMITTEE STAFF IS DIRECTED TO PREPARE IN CONCERT WITH THE OFFICE OF PROGRAM PLANNING AND FISCAL MANAGEMENT, A PROPOSED PROCEDURE TO ACCOMPLISH THE ADJUSTMENT OF SUCH FUNDS ON ALL AFFECTED STATE AGENCIES AND SHALL REPORT ON SUCH PROCEDURE AT THE APRIL 28-29, 1975 INTERAGENCY COMMITTEE MEETING.

MOTION WAS CARRIED.

Mr. Bishop suggested the IAC staff work with OPPFM staff and advise the Interagency Committee members regarding progress.

III. Legislation: Mr. Odegaard brought to the attention of those present House Bill 204 and House Bill 744:

- (1) House Bill 204: Marine Fuel tax bill. He felt the boater recreationists were against this bill and asked cooperation of Committee members in support of the bill.
- (2) House Bill 744: State Parks will oppose the IAC having responsibility to publish an Outdoor Recreation Guide (or map) as recommended in this bill. The bill does not include an appropriation.

Mr. Bishop thanked Mr. Bert Cole for the use of his office and advised that the next IAC meeting would be held in Everett on April 28-29, 1975.

RATIFIED BY THE COMMITTEE *as amended and corrected*

DATE

6/16/75

Warren A. Bishop
WARREN A. BISHOP, Chairman