

## Proposed Agenda & Meeting Materials

### January 22, 2019



Regular Meeting

Natural Resources Building, Room 172, 1111 Washington Street SE, Olympia, WA 98501

**Time:** Opening sessions will begin as shown; all other times are approximate.

**Order of Presentation:** In general, each agenda item will include a presentation, followed by board discussion and then public comment. The board makes decisions following the public comment portion of the agenda item.

**Public Comment:** To comment at the meeting, please fill out a comment card and provide it to staff. Please be sure to note on the card if you are speaking about a particular agenda topic. The chair will call you to the front at the appropriate time. Public comment will be limited to 3 minutes per person. You may also submit written comments to the board by mailing them to RCO, attn: Wyatt Lundquist, Board Liaison, at the address above or to [wyatt.lundquist@rco.wa.gov](mailto:w Wyatt.lundquist@rco.wa.gov).

**Meeting Accommodations:** Persons with disabilities needing an accommodation to participate in RCO public meetings are invited to contact us via the following options: 1) Leslie Frank by phone (360) 902-0220 or email [leslie.frank@rco.wa.gov](mailto:leslie.frank@rco.wa.gov); or 2) 711 relay service. Accommodation requests should be received by January 8, 2019 to ensure availability.

## TUESDAY, JANUARY 22<sup>ND</sup>

### OPENING AND MANAGEMENT REPORTS

<b>9:00 a.m.</b>	<b>Call to Order</b>	<i>Chair Willhite</i>
	<ul style="list-style-type: none"> <li>A. Roll Call and Determination of Quorum</li> <li>B. Review and Approval of Agenda</li> <li>C. Remarks of the Chair</li> </ul>	
<b>9:10 a.m.</b>	<b>1. Consent Agenda</b> <i>(Decision)</i>	<i>Chair Willhite</i>
	<ul style="list-style-type: none"> <li>A. Board Meeting Minutes: October 17-18, 2018</li> <li>B. Time Extensions               <ul style="list-style-type: none"> <li>• Department of Fish and Wildlife, Heller Bar Boat Ramp Improvement (<a href="#">14-1751D</a>)</li> </ul> </li> <li>C. Cost Increase Request: Jefferson County, Memorial Field Lighting Replacement, RCO #<a href="#">16-1845D</a></li> <li>D. Cost Increase Request: Mason County, Port of Grapeview, Boat Launch Renovation, RCO #<a href="#">14-1866D</a></li> <li>E. Volunteer Recognitions (7)</li> </ul> <p style="margin-left: 40px;"><a href="#">Resolution 2019-01</a></p>	
<b>9:15 a.m.</b>	<b>2. Director's Report</b> <i>(Briefing)</i>	
	<ul style="list-style-type: none"> <li>A. Director's Report</li> <li>B. Legislative and Budget Update</li> <li>C. Grant Management Report               <ul style="list-style-type: none"> <li>• Featured Projects                   <ul style="list-style-type: none"> <li>○ Island County, Barnum Point Acquisitions, RCO #<a href="#">10-1438A</a>, #<a href="#">16-1834A</a>, and #<a href="#">16-1984A</a></li> <li>○ City of Selah, Volunteer Park Development, RCO #<a href="#">14-1143D</a></li> </ul> </li> </ul> </li> <li>D. Performance Report (written only)</li> </ul>	<p><i>Kaleen Cottingham</i></p> <p><i>Wendy Brown</i></p> <p><i>Marguerite Austin</i></p> <p><i>Allison Dellwo</i></p> <p><i>Alison Greene</i></p> <p><i>Brent Hedden</i></p>

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E. Fiscal Report (written only)

Mark Jarasitis

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9:45 a.m. 3. Introduction of New Director of Fish and Wildlife: Kelly Susewind

Chair

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10:15 a.m. 4. State Agency Partner Reports

- Governor's Office
- Department of Natural Resources
- State Parks and Recreation Commission
- Department of Fish and Wildlife

Jon Snyder  
Brock Milliern  
Peter Herzog  
Joe Stohr

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10:30 a.m. **General Public Comment** for issues not identified as agenda items. Please limit comments to 3 minutes.

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10:35 a.m. BREAK

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## BOARD BUSINESS: DECISION

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10:50 a.m. 5. Department of Fish and Wildlife (WDFW) Policy Waiver Request: Boating Facilities Program (BFP) Multi Site Cost Limits Increase

Rory Calhoun

[Resolution 2019-02](#)

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11:05 a.m. 6. Recommendation on Whether to Conduct Supplemental Grant Rounds for the Farm and Forest Account (Washington Wildlife and Recreation Program)

Marguerite Austin

[Resolution 2019-03](#)

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11:20 a.m. 7. Changes to Recreational Trails Program Grants Necessitated by New Federal Rules

Marguerite Austin

[Resolution 2019-04](#)

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11:45 a.m. LUNCH

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12:45 p.m. 8. Proposed Changes to Board's Compliance Policies

Myra Barker  
Ashly Arambul

[Resolution 2019-05](#)

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1:15 p.m. 9. Royal City Conversion ([76-001A](#))

Myra Barker

[Resolution 2019-06](#)

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## BOARD BUSINESS: BRIEFINGS

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1:45 p.m. 10. Kenmore Swamp Creek Squires Landing Conversion ([91-234A](#))

Myra Barker

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2:05 p.m. 11. Plan Submitted to Joint Legislative Audit and Review Committee (JLARC) Responding to Recommendation to Measure Acquisition Outcomes

Ben Donatelle

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2:25 p.m. BREAK

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2:40 p.m. 12. Update on the Efforts to Review Policies and Criteria in the Washington Wildlife and Recreation Program (WWRP), Urban Wildlife Habitat and Riparian Protection Categories

Ben Donatelle

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- Process for the Reviews
  - Incorporating Climate Change
  - Timeline
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**3:20 p.m. 13. Update on the Recreational Assets of Statewide Significance Study** *Adam Cole*

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**3:50 p.m. 14. Feedback from Previous Grant Cycle (ALEA, BIG, LWCF, WWRP and YAF)** *Brent Hedden*

- Results of Survey of Applicants and Advisory Committee Members
- Feedback from Advisory Committees *Marguerite Austin*
- Staff Recommendations for 2021-23 Biennium

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**4:50 p.m. 15. Preparing for the Board's June Retreat** *Director Kaleen Cottingham*

- Whether or not to hire a facilitator
- Surveying Board Members
- Reviewing strategic plan
- Pulling together list of policies/criteria to revise in 2019 and 2020
- Pulling together list of topics for future board briefings
- Location of Retreat (LOTT in Downtown Olympia, WA)

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**5:15 p.m. ADJOURN**

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**Next Meeting:**

April 24-25, 2019, Natural Resources Building, Room 172, Olympia, WA

## Recreation and Conservation Funding Board Briefing Memo

### APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

**Meeting Date:** January 22, 2019

**Title:** Time Extension Request

**Prepared By:** Recreation and Conservation Section Grants Managers

#### Summary

This is a request for the Recreation and Conservation Funding Board to consider the proposed project time extension shown in Attachment A.

#### Board Action Requested

This item will be a:

<input checked="" type="checkbox"/>	Request for Decision
<input type="checkbox"/>	Request for Direction
<input type="checkbox"/>	Briefing

**Resolution:** 2019-01

**Purpose of Resolution:** Approve the requested time extension.

### Background

Manual #7, *Funded Projects*, outlines the Recreation and Conservation Funding Board's (board) adopted policy for progress on active funded projects. Key elements of this policy are that the sponsor must complete a funded project promptly and meet the project milestones outlined in the project agreement. The Recreation and Conservation Office (RCO) director has authority to extend an agreement for up to four years. Extensions beyond four years require board action.

RCO received a time extension request for the project listed in Attachment A. This document summarizes the circumstances for the requested extensions and the expected date of project completion. Board action is required because the project sponsor is requesting an extension to continue the agreement beyond four years.

General considerations for approving time extension requests include:

- Receipt of a written request for the time extension;
- Reimbursements requested and approved;
- Date the board granted funding approval;
- Conditions surrounding the delay;
- Sponsor's reasons or justification for requesting the extension;
- Likelihood of sponsor completing the project within the extended period;
- Original dates for project completion;



- Current status of activities within the grant;
- Sponsor’s progress on this and other funded projects;
- Revised milestones or timeline submitted for completion of the project; and
- The effect the extension will have on re-appropriation request levels for RCO.

### **Plan Link**

Consideration of this request supports the board’s goal of helping its partners protect, restore, and develop habitat and recreation opportunities that benefit people, fish and wildlife, and ecosystems.

### **Summary of Public Comment**

At the time of the writing of this memo, no public comment on the project has been received.

### **Staff Recommendation**

Staff recommends approval of the time extension request for the project listed in Attachment A.

### **Attachments**

- A. Time Extension Request for Board Approval

## Time Extension Requests for Board Approval

## Washington Department of Fish and Wildlife

Project number/type	Project name	Grant program	Grant funds remaining	Project start date	Current end date	Extension request	Reasons for Delay and Justification of Request
<a href="#">14-1751</a> Development	Heller Bar Access Site Improvements	WWRP State Lands Development Category	\$198,667 (42%)	8/01/2015	2/29/2019	12/30/2019	<p>The Department of Fish and Wildlife (WDFW) was awarded a WWRP State Lands Development category grant in 2014 for Heller Bar water access improvements. The site is located in Asotin County on the Snake River in Hells Canyon, near the mouth of the Grande Ronde River. The project includes a boat ramp replacement and upland work for a large staging and parking area that will provide relief while launching and retrieving all kinds of water craft used on the Snake River for recreation.</p> <p>Most of the upland work is complete, however, the in-water work window is August 1<sup>st</sup> thru August 31<sup>st</sup> each year. The Army Corp of Engineers permit was delayed due to tribal concerns and WDFW was unable to secure the permit in time to complete the boat ramp in 2018. The Corp permit has now been approved and issued to WDFW and they plan to renovate the ramp during the August 2019 fish window. The tribes have been working with WDFW to reach an agreement through a Memorandum of Understanding for mitigation for the cultural resource impacts of this project. RCO's Director approved using \$150,000 in Boating Facilities Program funds in 2018 to partiality fund this mitigation.</p> <p>A time extension will allow WDFW time to address the mitigation and complete the construction this summer. The site would then be updated to meet the increasing demand for motorized and non-motorized recreation.</p>

## Recreation and Conservation Funding Board Briefing Memo

### APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

**Meeting Date:** January 22, 2019

**Title:** Cost Increase Request: Jefferson County Parks and Recreation,  
Memorial Field Lighting Replacement, RCO #16-1845D

**Prepared By:** Beth Auerbach, Outdoor Grants Manager

### Summary

Jefferson County Parks and Recreation is asking the Recreation and Conservation Funding Board (board) for approval of a cost increase for Memorial Field Lighting Replacement (RCO# 16-1845D). The cost increase will help offset the unexpectedly high cost for cultural resource mitigation following the discovery of archeological artifacts at the project site.

The requested cost increase exceeds ten percent of the total cost, therefore policy requires board consideration of this request.

### Board Action Requested

This item will be a:

- Request for Decision
- Request for Direction
- Briefing

Resolution #: 2019-01 (*Consent Agenda*)

Purpose of Resolution: Approve the cost increase request.

## Background

Jefferson County Parks and Recreation (County) received a Youth Athletic Facilities (YAF) grant for \$112,500 to replace 48 year-old field lights, install new aluminum light poles, and run new electrical utilities. The County contributed 55 percent of the overall project costs, which under the original agreement was a total of \$250,000. At the April 2018 Recreation and Conservation Funding Board (board) meeting, RCO presented a cost increase request to cover the expense of installing LED lights instead of the now obsolete halide lights that were originally proposed. With board approval of the earlier increase, the total project cost prior to this new request is \$361,730 with 45 percent (\$162,450) from YAF.

## Project Status

The project was on schedule to close on time and within budget when an "inadvertent discovery" was made during excavation for the base of the final light post. "Inadvertent discovery" means that during the course of construction, archaeological or historic materials are found on the site. A special condition in the project agreement with RCO specifies that if archaeological or historic materials are discovered while conducting ground disturbing activities,

work in the immediate vicinity must stop and the sponsor must ensure compliance with applicable laws, which includes addressing Governor’s Executive Order 05-05, Archaeological and Cultural Resources.

In this situation, artifacts were found in an excavated light post hole and within soil that had been carried offsite. Following the discovery, work was immediately stopped. RCO staff then mediated discussions between the County, local tribes, and a consulting archaeologist, and a mitigation plan was created. Staff identified three mitigation items that would meet program eligibility requirements:

1. Screen the excavated materials to identify any additional cultural materials -,
2. Create signage for Memorial Field to depict the history of the site and its cultural significance to affected Tribes, and
3. Establish a maintenance work plan to eliminate any possible future degradation of known or unknown cultural sites within the project area.

Jefferson County was asked to develop a mitigation work plan for all county recreation facilities, however, this is beyond the scope of the board funded project and the consulting parties agreed that this effort should be undertaken outside the grant funded project.

## Discussion and Analysis

The mitigation plan and cultural resource investigation will add an additional \$150,000 to the total project cost. Here is a breakdown of the current grant and the proposed increase:

RCO #16-1845D	Current Project Agreement	Cost Increase Request	Proposed Project Agreement
<b>YAF Grant</b>	\$162,450	\$67,000	\$229,450
<b>Sponsor Match</b>	\$199,280	\$83,000	\$285,280
<b>Total Project Cost</b>	<b>\$361,730</b>	<b>\$150,000</b>	<b>\$511,730</b>

### Cost Increase Policy

The Board’s policy on cost increases is outlined in *Manual 4: Development Projects*. Specifically, the policy states:

*On occasion, the cost of completing a project exceeds the amount written into the agreement. Such overruns are the responsibility of the project sponsor. The Recreation and Conservation Funding Board may consider a cost increase in some grant programs if funds are available and the grant recipient submits a written request. The director may approve requests for increases up to 10 percent of the total project cost and the board may approve increases above 10 percent.*

*To request an increase, the project sponsor must submit a written request to RCO addressing the following:*

1. *The sponsor must have fully explored all practical alternatives to completing the intent of the agreement.*
2. *The sponsor must have had little control over the conditions causing the overrun.*
3. *Any increase must only be used for elements in the project agreement.*

*A sponsor must obtain director or board approval for any significant change in project scope or design that results in a cost increase request. This approval must be granted before or simultaneously to the cost increase*

## **Analysis**

Jefferson County is asking the Recreation and Conservation Funding Board for a cost increase of \$67,000, which is 45 percent of the mitigation cost. There are enough funds available in the Youth Athletic Facilities Account to cover the amount requested. This request, however, exceeds 10 percent of the project's initial approved grant amount and thus requires approval by the board.

### *Alternatives Considered*

In this case, no other reasonable alternatives exist for completing the mitigation requirements set forth by the consulting parties.

Funding scenarios RCO staff considered includes:

Option 1: Do not approve the cost increase. Under this option, Jefferson County would be responsible for the full cost of mitigation. This means their share of the revised total cost would be \$349,280 or 68 percent of the revised total cost (\$511,730). This would be a hardship to the County since the mitigation amount is more than 29 percent of the revised total.

Option 2: Approve the cost increase, but limit the amount to 10 percent of the total project cost. While this option would help the County recover some costs. The amount (\$36,173) is relatively small (24 percent of the required mitigation cost) compared to the overall request and the County's stated need.

Option 3: Approve the cost increase, as requested. This would allow Jefferson County to complete the required mitigation and maintain their proportional share of the total project cost.

### *Conditions Causing the Overrun*

The sponsor had little control over the conditions causing the overrun. The inadvertent discovery occurred after the cultural resources survey was completed and construction was well underway.

### *Elements in the Agreement*

If approved, the increased budget will only pay for costs associated with the cultural resources response and mitigation. Addressing cultural resources is an eligible item and is included in the project agreement.

## **Considerations**

Youth Athletic Facilities (YAF) funds for the 2017-19 biennium totaled nearly \$4.1 million. This combined with unused funds from previous biennium, was more than enough to fully fund the 2016 ranked list. At this time, there is more than \$278,000 in unused YAF funds for this program. The funds are from projects that did not use their full grant amount. Board policy allows applicants to request funds to help mitigate costs for a funded project, however, the amount is limited to 25 percent of the total project cost. In this instance the mitigation amount exceeds 25 percent, however, there are few alternatives for meeting the mitigation requirements agreed upon in the inadvertent discovery plan.

Therefore, staff is recommending the board approve option 3, which provides a 41 percent cost increase of \$67,000. This increase will help the County cover required mitigation costs, while maintaining the approved percentages of grant and sponsor match.

### **Strategic Plan Link**

Consideration of this proposal supports the board's strategy to provide funding to protect, preserve, restore, and enhance recreation opportunities statewide.

### **Staff Recommendation**

Staff recommends approval of a \$67,000 cost increase.

### **Next Steps**

If the board approves the cost increase request, RCO staff will execute the necessary amendment to the project agreement.

**APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM**

**Meeting Date:** January 22, 2019  
**Title:** Cost Increase Request:  
Port of Grapeview Boat Launch Renovations, RCO #14-1866D  
**Prepared By:** Kim Sellers, Outdoor Grants Manager

**Summary**

The Port of Grapeview is asking the Recreation and Conservation Funding Board to approve a cost increase for the Port of Grapeview Boat Launch Renovations, RCO #14-1866D. The cost increase is needed because permits from the Army Corps of Engineers required significant mitigation work to protect endangered flora and fauna occurring in the area.

The requested cost increase exceeds ten percent of the total project cost, therefore staff is presenting it to the board for consideration.

**Board Action Requested**

This item will be a:  Request for Decision  
 Request for Direction  
 Briefing

Resolution #: 2019-01 (Consent Calendar)

Purpose of Resolution: Approve the cost increase request

**Background**

In 2014 the Port of Grapeview (Port) applied for a development grant in the Boating Facilities Program (BFP) to renovate their boat launch and associated floats (Port of Grapeview Boat Launch Renovations, RCO #[14-1866D](#)). The Recreation and Conservation Funding Board (board) approved the final ranked list of BFP projects at its June 2015 meeting and the project ultimately received funding through the 2016 supplemental capital budget. The Port ran into some cost overruns due to requirements associated with the permitting process and feared they would have to reduce the scope of their development grant.

In 2016 the Port applied for a second BFP grant to acquire three parcels located adjacent to their boat launch (Port of Grapeview Property Acquisition, RCO #[16-2774A](#)). Because of delays with the 2017 budget, this acquisition grant did not receive funding until February 2018. By this time all three of the parcels being targeted by the Port had been sold on the open market to

two different individuals. One of the new landowners is an unwilling seller, however the Port is currently in negotiations with the second landowner to purchase two of the original parcels targeted in their application. Purchasing only two parcels instead of three means that there are cost savings that the Port will turn back to the Boating Facilities Program. The Port is asking that these funds instead be used to fund a cost increase to cover the permit-related mitigation associated with their development grant.

### Project Status

The Port of Grapeview initiated project design in 2014, well before a grant agreement for the development project was signed. The agreement for the development grant was signed in November of 2016 and they worked with a contractor to complete needed permitting applications and required mitigation. The construction work was slowed due to a narrow work window to protect sensitive species in the area (known as the "fish window"). Despite the delays, the Port has completed the installation of a new pay station and the new boat launch. They are ready to install the pilings and floats in early 2019 and plan to complete paving and electrical work in the summer of 2019.

### Discussion and Analysis

The Port estimates that they will need an additional \$109,189 to complete their development project. If the cost increase is denied, the Port will need to shorten the loading float running alongside the launch. This would be unfortunate because one of the main benefits of the boat launch at the Port of Grapeview is that the topography of the tidelands allows visitors to launch their boats at extreme low tides, something that is not possible at any of the other launches in the area. Although the longer launch has already been installed as planned, a shorter loading float would present problems to visitors trying to load in low tides, thus lessening the benefits that this site has to offer. Due to permit requirements, the Port would not likely have the means to go back at a later time to extend the floats out to the full length of the ramp, as originally planned.

The original budget included \$528,279 in Boating Facilities Program grant funds. The sponsor match for the project is a little more than 25 percent making the original total budget \$705,279. Adding an additional \$81,786 in grant funds, with an additional \$27,403 in sponsor match, preserves the original match ratio and increases the overall project budget to \$814,468. This cost increase amount appears in the table below:

#### Cost Increase for Port of Grapeview #14-1866D

RCO #14-1866D	Original Project Agreement	Cost Increase Request	Proposed Project Agreement
BFP Grant	\$528,279	\$81,786	\$610,065
Sponsor Match	\$177,000	\$27,403	\$204,403
<b>Total Project Cost</b>	<b>\$705,279</b>	<b>\$109,189</b>	<b>\$814,468</b>



## Cost Increase Policy

The board's policy on cost increases is outlined in *Manual 4: Development Projects* on page 29.

*The Recreation and Conservation Funding Board may consider a cost increase in some grant programs if funds are available and the grant recipient submits a written request. The director may approve requests for increases up to 10 percent of the total project cost and the board may approve increases above 10 percent.*

*The project's total approved cost is the basis for such cost increases which must meet the following criteria:*

- *The sponsor must have fully explored all practical alternatives to completing the intent of the agreement.*
- *The sponsor must have had little control over the conditions causing the overrun.*
- *Any increase must only be used for elements in the project agreement.*

Additionally, *Manual 9: Boating Facilities Program* further defines the cost increase policy for requests within the BFP program on page 3 and page 29. A project cost increase of more than 10 percent of the total in the project agreement must be approved by the board.

## Analysis

The funds that the Port of Grapeview will be returning associated with their acquisition grant (#16-2774) are enough to fully fund the Port's cost increase request. This request exceeds 10 percent of the project's initially approved grant and thus requires approval by the board.

## Alternatives Considered

The Port has considered shortening the boarding float that runs alongside the boat launch. This would result in the boarding float being shorter than the boat launch and creating a situation where in extreme low tides boats would be able to launch, but users would not be able to use the boarding float to access their boats. The fact that the launch is accessible during extreme low tides was a feature that was looked upon as an asset by evaluators scoring this project. Not having access to the boarding float during extreme low tides would limit the use of the launch during these conditions.

## Conditions Causing the Overrun

The sponsor had little control over the conditions causing the overrun. The permitting process required more mitigation and analysis than was originally anticipated.

## Elements in the Agreement

If approved, the increased budget will only pay for the costs associated with purchasing and installing the new boarding float, as described in the project agreement.

## Strategic Plan Link

Consideration of this request supports the board's strategy to provide funding to protect, preserve, restore, and enhance recreation opportunities statewide.

### **Staff Recommendation**

Staff recommends approval of the cost increase as requested.

### **Next Steps**

If the board approves the cost increase request, RCO staff will execute the necessary amendments to the project agreement.

## Recreation and Conservation Funding Board Briefing Memo

### APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

**Meeting Date:** January 22, 2019  
**Title:** Recognition of Volunteer Service  
**Prepared By:** Tessa Cencula, Volunteer and Grants Process Coordinator

#### Summary

This action will recognize the years of service by agency and citizen volunteers on the advisory committees that the Recreation and Conservation Office uses to assist in its grant programs.

#### Board Action Requested

This item will be a:

- Request for Decision
- Request for Direction
- Briefing

### Background

The Recreation and Conservation Office relies on volunteers to help administer its grant programs. Volunteers provide a strategic balance and perspective on program issues. Their activities, experience, and knowledge help shape program policies that guide us in reviewing and evaluating projects and administering grants.

The following individuals have completed their terms of service or have otherwise bid farewell after providing valuable analysis and excellent program advice. Outdoor recreationists in Washington will enjoy the results of their hard work and vision for years to come. Staff applauds their exceptional service and recommends approval of the attached resolutions via Resolution 2019-01 (consent).

#### Nonhighway and Off-Road Vehicle Activities Advisory Committee

Name	Position	Years
Mary Bean	Federal Agency Representative (U.S. Forest Service)	4
Richard Haydon	Nonhighway Road Representative	6
Melinda Posner	State Agency Representative (Washington Department of Fish and Wildlife)	3

#### WWRP Farmland Preservation Advisory Committee

<b>Name</b>	<b>Position</b>	<b>Years</b>
Alison Halpern	State Agency Representative (Washington Department of Agriculture)	2
Stu Trefry	State Agency Representative (Washington State Conservation Commission)	4

#### WWRP Forestland Preservation Advisory Committee

<b>Name</b>	<b>Position</b>	<b>Years</b>
David Overton	Forest Management Representative	2

#### WWRP Local Parks Advisory Committee

<b>Name</b>	<b>Position</b>	<b>Years</b>
Paul Kaftanski	Local Government Representative (City of Everett)	7

#### WWRP Trails Advisory Committee

<b>Name</b>	<b>Position</b>	<b>Years</b>
Melinda Posner	State Agency Representative (Washington Department of Fish and Wildlife)	4

### Attachments

- A. Individual Service Resolutions



A Resolution to Recognize the Service of

*Mary Bean*

To the Residents of Washington State and the Recreation and Conservation Funding Board

**WHEREAS**, from 2014 through 2018, Mary Bean served the citizens of the state of Washington and the Recreation and Conservation Office by participating on the Nonhighway and Off-Road Vehicle Activities (NOVA) Advisory Committee; and

**WHEREAS**, the result of this service was the provision of valuable analysis and excellent advice that assisted in the development of exemplary program policies, program planning, and the evaluation of NOVA projects for funding;

**WHEREAS**, members of the Recreation and Conservation Funding Board wish to recognize this support and service,

**NOW, THEREFORE BE IT RESOLVED**, that in recognition of Ms. Bean's dedication and excellence in performing these services, the board and its staff extend their sincere appreciation and compliments on a job well done, and

**BE IT FURTHER RESOLVED** that a copy of this resolution be sent along with a letter of appreciation to Ms. Bean.

Approved by the Recreation and Conservation Funding Board  
in Olympia, Washington  
on January 22, 2019

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Ted Willhite, Chair



A Resolution to Recognize the Service of

*Richard Haydon*

To the Residents of Washington State and the Recreation and Conservation Funding Board

**WHEREAS**, from 2012 through 2018, Richard Haydon served the citizens of the state of Washington and the Recreation and Conservation Office by participating on the Nonhighway and Off-Road Vehicle Activities (NOVA) Advisory Committee; and

**WHEREAS**, the result of this service was the provision of valuable analysis and excellent advice that assisted in the development of exemplary program policies, program planning, and the evaluation of NOVA projects for funding;

**WHEREAS**, members of the Recreation and Conservation Funding Board wish to recognize this support and service,

**NOW, THEREFORE BE IT RESOLVED**, that in recognition of Mr. Haydon's dedication and excellence in performing these services, the board and its staff extend their sincere appreciation and compliments on a job well done, and

**BE IT FURTHER RESOLVED** that a copy of this resolution be sent along with a letter of appreciation to Mr. Haydon.

Approved by the Recreation and Conservation Funding Board  
in Olympia, Washington  
on January 22, 2019

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Ted Willhite, Chair



A Resolution to Recognize the Service of

*Alison Halpern*

To the Residents of Washington State and the Recreation and Conservation Funding Board

**WHEREAS**, from 2016 through 2018, Alison Halpern served the citizens of the state of Washington and the Recreation and Conservation Office by participating on the Washington Wildlife and Recreation Program Farmland Preservation Advisory Committee;

**WHEREAS**, the result of this service was the provision of valuable analysis and excellent advice that assisted in the evaluation of Farmland Preservation projects for funding;

**WHEREAS**, members of the Recreation and Conservation Funding Board wish to recognize this support and service,

**NOW, THEREFORE BE IT RESOLVED**, that in recognition of Ms. Halpern's dedication and excellence in performing these services, the board and its staff extend their sincere appreciation and compliments on a job well done, and

**BE IT FURTHER RESOLVED** that a copy of this resolution be sent along with a letter of appreciation to Ms. Halpern.

Approved by the Recreation and Conservation Funding Board  
in Olympia, Washington  
on January 22, 2019

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Ted Willhite, Chair



A Resolution to Recognize the Service of

*Stu Trefry*

To the Residents of Washington State and the Recreation and Conservation Funding Board

**WHEREAS**, from 2014 through 2018, Stu Trefry served the citizens of the state of Washington and the Recreation and Conservation Office by participating on the Washington Wildlife and Recreation Program Farmland Preservation Advisory Committee;

**WHEREAS**, the result of this service was the provision of valuable analysis and excellent advice that assisted in the evaluation of Farmland Preservation projects for funding;

**WHEREAS**, members of the Recreation and Conservation Funding Board wish to recognize this support and service,

**NOW, THEREFORE BE IT RESOLVED**, that in recognition of Mr. Trefry's dedication and excellence in performing these services, the board and its staff extend their sincere appreciation and compliments on a job well done, and

**BE IT FURTHER RESOLVED** that a copy of this resolution be sent along with a letter of appreciation to Mr. Trefry.

Approved by the Recreation and Conservation Funding Board  
in Olympia, Washington  
on January 22, 2019

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Ted Willhite, Chair





A Resolution to Recognize the Service of

*David Overton*

To the Residents of Washington State and the Recreation and Conservation Funding Board

**WHEREAS**, from 2016 through 2018, David Overton served the citizens of the state of Washington and the Recreation and Conservation Office by participating on the Washington Wildlife and Recreation Program Forestland Preservation Advisory Committee; and

**WHEREAS**, the result of this service was the provision of valuable analysis and excellent advice that assisted in the development of exemplary program policies, program planning, and the evaluation of WWRP Forestland Preservation projects for funding;

**WHEREAS**, members of the Recreation and Conservation Funding Board wish to recognize this support and service,

**NOW, THEREFORE BE IT RESOLVED**, that in recognition of Mr. Overton's dedication and excellence in performing these services, the board and its staff extend their sincere appreciation and compliments on a job well done, and

**BE IT FURTHER RESOLVED** that a copy of this resolution be sent along with a letter of appreciation to Mr. Overton.

Approved by the Recreation and Conservation Funding Board  
in Olympia, Washington  
on January 22, 2019

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Ted Willhite, Chair



A Resolution to Recognize the Service of

*Paul Kaftanski*

To the Residents of Washington State and the Recreation and Conservation Funding Board

**WHEREAS**, from 2012 through 2018, Paul Kaftanski served the citizens of the state of Washington and the Recreation and Conservation Office by participating on the Washington Wildlife and Recreation Program Local Parks Advisory Committee; and

**WHEREAS**, the result of this service was the provision of valuable analysis and excellent advice that assisted in the development of exemplary program policies, program planning, and the evaluation of WWRP Local Parks projects for funding;

**WHEREAS**, members of the Recreation and Conservation Funding Board wish to recognize this support and service,

**NOW, THEREFORE BE IT RESOLVED**, that in recognition of Mr. Kaftanski dedication and excellence in performing these services, the board and its staff extend their sincere appreciation and compliments on a job well done, and

**BE IT FURTHER RESOLVED** that a copy of this resolution be sent along with a letter of appreciation to Mr. Kaftanski.

Approved by the Recreation and Conservation Funding Board  
in Olympia, Washington  
on January 22, 2019

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Ted Willhite, Chair



A Resolution to Recognize the Service of

*Melinda Posner*

To the Residents of Washington State and the Recreation and Conservation Funding Board

**WHEREAS**, from 2016 through 2018, Melinda Posner served the citizens of the state of Washington and the Recreation and Conservation Office by participating on the Nonhighway and Off-Road Vehicle Activities (NOVA) Advisory Committee; and from 2015 through 2018, Ms. Posner served the citizens of the state of Washington and the Recreation and Conservation Office by participating on Washington Wildlife and Recreation Program Trails Advisory Committee and;

**WHEREAS**, the result of this service was the provision of valuable analysis and excellent advice that assisted in the development of exemplary program policies, program planning, and the evaluation of both NOVA and WWRP Trails projects for funding;

**WHEREAS**, members of the Recreation and Conservation Funding Board wish to recognize this support and service,

**NOW, THEREFORE BE IT RESOLVED**, that in recognition of Ms. Posner's dedication and excellence in performing these services, the board and its staff extend their sincere appreciation and compliments on a job well done, and

**BE IT FURTHER RESOLVED** that a copy of this resolution be sent along with a letter of appreciation to Ms. Posner.

Approved by the Recreation and Conservation Funding Board  
in Olympia, Washington  
on January 22, 2019

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Ted Willhite, Chair

## Recreation and Conservation Funding Board Briefing Memo

### APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

**Meeting Date:** January 22, 2019

**Title:** Director's Report

**Prepared By:** Kaleen Cottingham, Director

#### Summary

This memo outlines key agency activities and happenings.

#### Board Action Requested

This item will be a:

<input type="checkbox"/>	Request for Decision
<input type="checkbox"/>	Request for Direction
<input checked="" type="checkbox"/>	Briefing

#### In this Report:

- Agency, budget, and policy update
- Grant management report
- Fiscal report
- Performance report

### Agency Updates

#### RCO Highlights its Work at Results Washington

Governor Jay Inslee took the Results Review on the road in September to the University of Washington's Pack Forest near Eatonville. The review focused on how state government improves the lives of Washingtonians through outdoor recreation, stewardship of public lands, and the many quantifiable benefits of our ecosystems. Some highlights:



- State government collectively manages more than 4.2 million acres of public lands, 1,100 parks and recreation sites, and 2,500 trail miles.
- RCO's study found that outdoor recreation results annually in nearly \$22 billion in spending, \$5 billion in wages, and nearly 200,000 jobs
- Nature provides many benefits including: averting \$100 million in costs from storm damage, adding \$650 million in property value through irrigation, and avoiding \$532 million in social costs through carbon sequestration.

RCO presented the work it is doing to make the outdoors more equitably accessible to everyone. I reported on our new way of prioritize funding for parks using the priorities in the new *State Recreation and Conservation Plan* aimed at serving underserved populations and improving health outcomes. I also talked about how two grant programs (the Washington Wildlife and Recreation Program and Youth Athletic Facilities program) used the new match reduction policy to help low income and distressed communities overcome financial barriers to support their parks and recreation needs.



RCO is increasing access and equity by prioritizing high-need communities and lowering the match requirement to access certain grants. One project highlighted was the Bacon and Eggs Skate Park in the Town of Wilkeson. This the top ranked project on the Washington Wildlife and Recreation Program local parks list and will take advantage of a reduced match requirement.

Finally, one of our No Child Left Inside grant recipients, the University of Washington’s Mount Rainier Institute, presented its efforts to expose underserved youth to science education and the outdoors. The institute serves 4th through 12th grades, and 55 percent of their students qualify for free or reduced lunch and 56 percent are students of color. Students from the institute demonstrated to the Governor how to measure the carbon a tree can capture.

Results reviews are meetings, usually monthly, at which the Governor and state agency directors discuss efforts to improve the services and programs government provides.

### Washington State Trails Conference

Several RCO staff and Recreation and Conservation Funding Board chair Ted Willhite attended the Washington State Trails Coalition’s 12<sup>th</sup> Biennial Trails Conference in Wenatchee. More than 250 people participated. It was a great opportunity to think about Washington’s trails, consider what the future holds, and connect with project sponsors, user groups, and fellow trail professionals and advocates. This year’s conference had 36 sessions focused on four key areas: shared trails and shared advocacy; inclusivity, diversity, and access; public lands- multiple uses and balancing values; and managing for change. RCO’s policy specialist, Ben Donatelle, participated in a panel discussion titled, “Bikeable, Walkable Washington: Creating a Complete, Connected Statewide Network,” which dove into how to coordinate across state agencies and local trails groups to fill in gaps and create a truly connected trail network to and through every town in Washington. RCO staff were available to answer questions at an exhibit table during the conference and are looking forward to the 2020 conference.



### NASORLO Award and Meeting

I attended the National Association of State Outdoor Recreation Liaison Officers (NASORLO) annual conference in New Hampshire, where I received the association's service award. The award recognizes significant contributions to the association, which is committed to the administration and reauthorization of the Land and Water Conservation Fund.



Although it's hard to see in this picture, we are all soaking wet from a wonderful visit to local state parks during a huge fall storm.

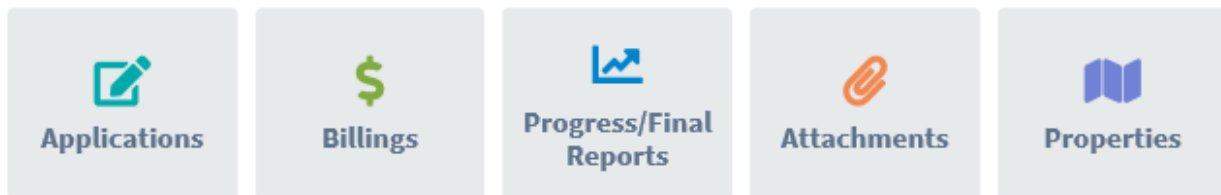
### Study Underway on Statewide Recreational Assets

Staff are hard at work implementing a 2017 budget proviso that directs the agency to produce a study that identifies recreational assets of statewide significance, gaps, and recommendations. Towards this end, staff convened an advisory committee to detail what types of recreational facilities should be included in the study and methodologies for measuring gaps in service. Staff and the committee is putting this information together as well as an outreach plan to engage recreational user groups about which assets they value and where additional needs may exist. The study needs to be completed and to the Legislature by June 30.



### PRISM Gets Update

This month, we updated PRISM with a new home page for our grant sponsors. The new home screen organizes the information into five main actions: Applications, billings, reports, attachments, and properties. It also gives them a chance to see their recent activity and a list of their projects. The PRISM Team also made dozens of other changes that help all of us do our work better.



### Department of Fish and Wildlife Gets New Director

I had the opportunity to meet the new director of the Department of Fish and Wildlife, Kelly Susewind. Kelly lives in Olympia and has worked at the state Department of Ecology since 1990, most recently as the director of administrative services and environmental policy. Kelly will oversee 1,800 employees and an operating budget of \$460 million. Kelly will come to the January RCFB meeting to introduce himself.





## Report on Potential State Agency Land Purchases Published

The Habitat and Recreation Lands Coordinating Group has published its [2019-21 State Land Acquisition Forecast Report](#), which identifies the state recreation or habitat lands proposed for acquisition or disposal in the coming biennium. In all, the three state agencies (Department of Fish and Wildlife, Department of Natural Resources, and State Parks and Recreation Commission) plan to buy more than 17,000 acres for nearly \$50 million. The lands group was created to improve the visibility and coordination of state land purchases and disposals. The members include representatives of state and local governments, private landowners, and conservation organizations. RCO provides staff support.



## Staff Changes

**Ashly Arambul** joined RCO December 3 as our new compliance specialist. Ashly has spent most of her professional career managing and maintaining recreation sites for the Department of Natural Resources. She was a grant writer and has developed and presented multiple applications in RCO's Nonhighway and Off-road Vehicle grant program. With more than 12 years of experience, she comes to us equipped with a vast knowledge of recreation management and practices. She graduated from Northland College in Wisconsin, where she received her degree in natural resources management and biology. She is an avid outdoor recreationist who loves to hike, camp, hunt, and fish.



## Board Updates

The **Salmon Recovery Funding Board** held its last annual meeting December 5-6 and approved its ranked lists of projects. At its September meeting, the board heard briefings on the Orca task force, the Lean study, the Department of Fish and Wildlife's new habitat and priority species document, the Effectiveness Monitoring Workshop, and the Puget Sound marine survival and Hood Canal bridge study. The board also made decisions about the Puget Sound Rapid Response Plan and Assessments and planning and grants eligibility.

The **Washington Invasive Species Council** had its final meeting for the year on December 13, with a packed agenda. The meeting highlighted work to address northern pike, a new transboundary action plan to address European green crab, a new council-led project to increase preparedness to new forest pests, and approval of a 2019-2020 work plan.

The **Habitat and Recreation Lands Coordinating Group** held a half-day meeting in September and heard overviews of RCO's response to the Joint Legislative and Audit Review Committee's recommendation on measuring outcomes of habitat acquisition projects, the impacts of House Bill 2382, and the Department of Natural Resource's natural heritage plan.

**Recreation and Conservation Grants**

By the November 7 deadline, applicants had submitted 231 grant proposals, requesting nearly \$44 million for boating access sites, trails, and shooting ranges. RCO accepted applications for the Boating Facilities Program, Firearms and Archery Range Recreation, Nonhighway and Off-road Vehicle Activities, and the Recreational Trails Program. Although the number of applications is down about 9 percent from 2016, the amount requested is slightly higher.

**Technical Review Underway for Several Recreation Grant Programs**

Advisory committees for boating and shooting range grants reviewed more than 40 grant proposals during in-person technical review meetings. Staff are working to complete site visits and reviews of 231 applications for the Boating Facilities Program, Firearms and Archery Range Recreation program, Nonhighway and Off-road Vehicle Activities program, and the Recreational Trails Program. Evaluation of these grant applications is scheduled for early next year. We will be taking the preliminary ranked list of projects to the Recreation and Conservation Funding Board for approval at the April board meeting. We expect the board to award grants in July following legislative approval of the 2019-21 capital budget.



**Using Returned Funds for Alternates and Partially-Funded Projects**

RCO’s Director has approved more than \$1.5 million in grants for five alternate or partially funded projects. This funding is for Washington Wildlife and Recreation Program, State Parks Category and Local Parks Category projects. These are unused funds from previously funded projects that did not use the full amount of their grant awards. Attachment A shows the grant awards for alternate projects (Table A-1) and the additional funding for partially funded projects (Table A-2).

**Project Administration**

Staff administer outdoor recreation and habitat conservation projects as summarized in the table below. “Active” grants are those currently under agreement and in the implementation phase. “Director Approved” grants includes grant awards made by the RCO director after receiving board-delegated authority to award grants. Staff are working with sponsors to secure the materials needed to place the Director Approved grants under agreement.

<b>Program</b>	<b>Active Projects</b>	<b>Director Approved Projects</b>	<b>Total Funded Projects</b>
Aquatic Lands Enhancement Account (ALEA)	26	3	29
Boating Facilities Program (BFP)	50	3	53
Boating Infrastructure Grant (BIG)	9	1	10
Firearms and Archery Range Recreation (FARR)	6	0	6
Land and Water Conservation Fund (LWCF)	16	4	20
Nonhighway and Off-road Vehicle Activities (NOVA)	116	0	116
Recreation & Conservation Office Recreation Grants (RRG)	33	1	34
Recreational Trails Program (RTP)	44	1	45



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Washington Wildlife and Recreation Program (WWRP)	159	6	165
Youth Athletic Facilities (YAF)	24	3	27
<b>Total</b>	<b>483</b>	<b>22</b>	<b>505</b>

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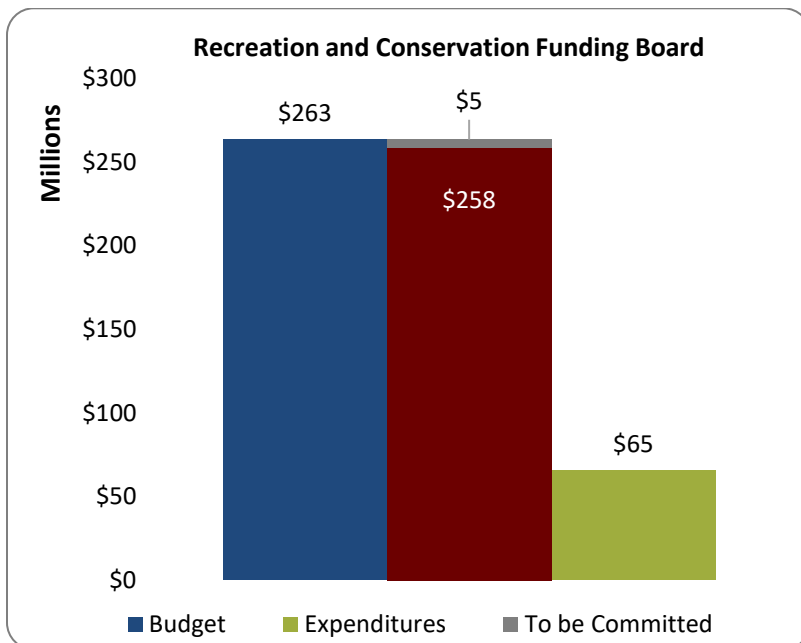
### Viewing Closed Projects

Attachment B lists projects that closed between October 1, 2018 and December 15, 2018. Click on the project number to view the project description, grant funds awarded, and other information (e.g., photos, maps, reports, etc.).

## Fiscal Report

For July 1, 2017-June 30, 2019, actuals through Dec 14, 2018 (Fiscal Month 17). Percentage of biennium reported: 70.8 percent. The "Budget" column shows the state appropriations and any received federal awards.

Grant Program	BUDGET	COMMITTED		TO BE COMMITTED		EXPENDITURES	
	Re-appropriations 2017-2019	Dollars	% of Budget	Dollars	% of Budget	Dollars	% Expended of Committed
<b>Grant Programs</b>							
ALEA	\$16,732,166	\$15,948,933	95%	\$783,233	5%	\$3,404,522	21%
BFP	\$30,471,144	\$30,162,397	99%	\$308,747	1%	\$5,856,292	19%
BIG	\$3,824,028	\$3,824,028	100%	\$0	0%	\$646,633	17%
FARR	\$1,414,298	\$1,086,798	77%	\$327,500	23%	\$159,409	15%
LWCF	\$6,717,430	\$6,717,430	100%	\$0	0%	\$2,839,825	42%
NOVA	\$18,007,269	\$17,342,358	96%	\$664,911	4%	\$5,184,032	30%
RTP	\$5,953,317	\$5,625,837	94%	\$327,480	6%	\$2,207,127	39%
WWRP	\$136,856,500	\$135,361,596	99%	\$1,494,904	1%	\$27,315,756	20%
RRG	\$25,765,297	\$25,075,517	97%	\$689,780	3%	\$10,007,976	40%
YAF	\$9,775,000	\$9,496,258	97%	\$278,742	3%	\$2,976,365	31%
<b>Subtotal</b>	<b>\$255,516,449</b>	<b>\$250,641,152</b>	<b>98%</b>	<b>\$4,875,297</b>	<b>2%</b>	<b>\$60,597,937</b>	<b>24%</b>
<b>Administration</b>							
General Operating Funds	\$7,871,177	\$7,871,177	100%	\$0	0%	\$4,928,849	63%
<b>Grand Total</b>	<b>\$263,387,626</b>	<b>\$258,512,329</b>	<b>98%</b>	<b>\$4,875,297</b>	<b>2%</b>	<b>\$65,526,786</b>	<b>25%</b>



Acronym	Grant Program
ALEA	Aquatic Lands Enhancement Account
BFP	Boating Facilities Program
BIG	Boating Infrastructure Grant
FARR	Firearms and Archery Range Recreation
LWCF	Land and Water Conservation Fund
NOVA	Nonhighway and Off-road Vehicle Activities
RTP	Recreational Trails Program
WWRP	Washington Wildlife and Recreation Program
RRG	RCO Recreation Grants
YAF	Youth Athletic Facilities

## Board Revenue Report

For July 1, 2017-June 30, 2019, actuals through October 14, 2018 (Fiscal Month 16).  
 Percentage of biennium reported: 66.7%.

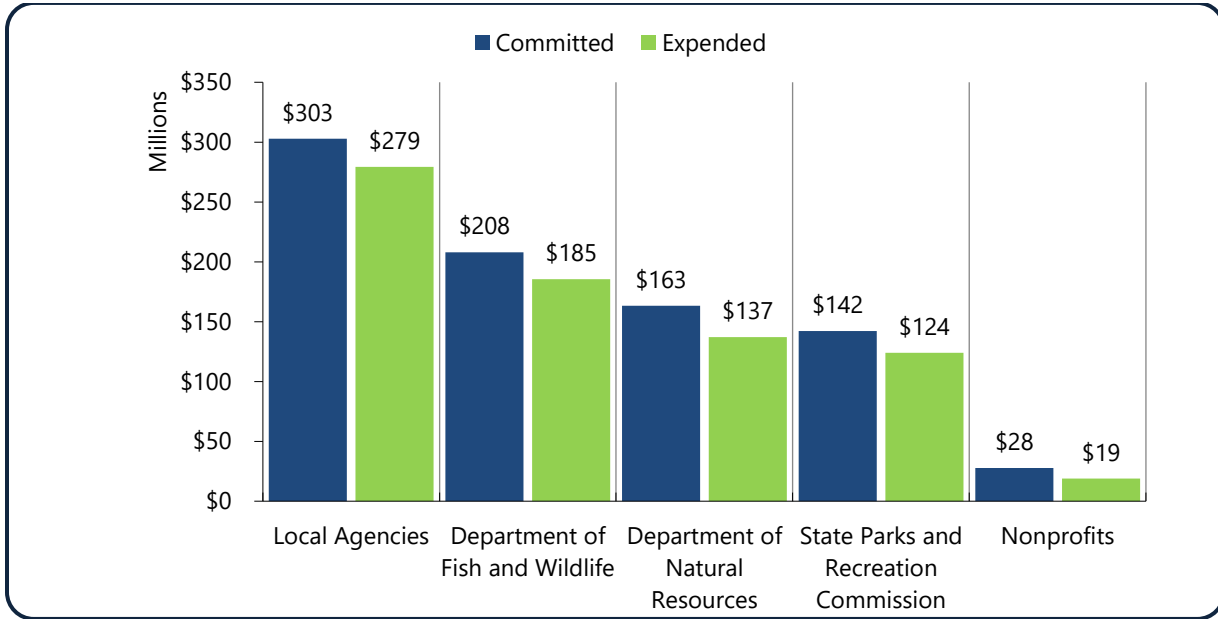
Program	Biennial Forecast	Collections	
	Estimate	Actual	% of Estimate
Boating Facilities Program (BFP)	\$20,884,263	\$13,925,737	66.7%
Nonhighway, Off-Road Vehicle Program (NOVA)	\$14,551,217	\$9,750,239	67.0%
Firearms and Archery Range Rec Program (FARR)	\$572,647	\$414,443	72.4%
<b>Total</b>	<b>\$36,008,127</b>	<b>\$24,090,420</b>	<b>66.9%</b>

### Revenue Notes:

- BFP revenue is from the un-refunded marine gasoline taxes.
- NOVA revenue is from the motor vehicle gasoline tax paid by users of off-road vehicles and nonhighway roads and from the amount paid for by off-road vehicle use permits. NOVA revenue is from the motor vehicle gasoline tax paid by users of off-road vehicles and nonhighway roads and from the amount paid for by off-road vehicle use permits.
- FARR revenue is from \$2.16 of each concealed pistol license fee.
- This reflects the most recent revenue forecast of November 2018. The next forecast is due in February 2019.

### WWRP Expenditure Rate by Organization (1990-Current)

Agency	Committed	Expenditures	% Expended
Local Agencies	\$302,760,477	\$279,196,079	92%
Department of Fish and Wildlife	\$207,950,100	\$185,469,329	89%
Department of Natural Resources	\$163,194,891	\$137,039,325	84%
State Parks and Recreation Commission	\$142,051,053	\$124,095,075	87%
Nonprofits	\$27,856,928	\$18,832,973	68%
Conservation Commission	\$3,840,040	\$381,918	10%
Tribes	\$741,411	\$741,411	100%
<b>Other</b>			
Special Projects	\$735,011	\$735,011	100%
<b>Total</b>	<b>\$849,129,912</b>	<b>\$746,491,120</b>	<b>88%</b>





### Performance Measures for Fiscal Year 2019

The following performance data are for recreation and conservation projects in fiscal year 2019 (July 1, 2018-June 30, 2019). Data are current as of December 17, 2018.

#### Recreation and Conservation Funding Board Performance Measures

Measure	Target	Fiscal Year-to-Date	Status	Notes
Grant agreements mailed within 120 days of funding	90%	<b>83%</b>	●	34 of 41 agreements were mailed to sponsors within 120 days
Grants under agreement within 180 days of funding	95%	<b>87%</b>	●	238 of 275 agreements were under agreement within 180 days of funding.
Progress reports responded to within 15 days	90%	<b>88%</b>	●	RCFB staff received 292 progress reports and responded to them in an average of 6 days.
Bills paid in 30 days	100%	<b>100%</b>	●	413 bills have come due and all were paid within 30 days. On average, staff paid bills within 11 days.
Projects closed within 150 days of funding end date	85%	<b>79%</b>	●	46 of 58 projects have closed on time.
Projects in Backlog	5	<b>28</b>	●	There are 28 RCFB projects in the backlog

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Compliance inspections done	125	<b>112</b>		There has been 112 worksites inspected.
Annual bills submitted	100%	<b>61%</b>		Bills for 224 of 370 projects have been submitted thru December 17, 2018. The remaining projects have until June 30, 2019 to submit a bill.

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## Funds for Alternate and Partially-Funded Projects

**Table A-1: Funds for Alternate Projects,**

Project Number <sup>1</sup>	Project Name	Sponsor	Grant Request	Funds Approved	Grant Program, Category <sup>2</sup>
<a href="#">16-1926A</a>	Willapa Hills Trail: Marwood Farms Acquisition	Washington State Parks and Recreation Commission	\$676,871	\$661,825	WWRP State Parks
<a href="#">16-2068D</a>	North Head Lighthouse Access Improvements	Washington State Parks and Recreation Commission	\$406,920	\$406,920	WWRP State Parks

**Table A-2: Funds for Partially Funded Projects**

Project Number <sup>1</sup>	Project Name	Sponsor	Grant Request	Previous Grant Awards	Current Grant Funding	Grant Program, Category <sup>2</sup>
<a href="#">16-1612D</a>	Conklin Landing Park Expansion Phase 3	Bridgeport	\$273,144	\$175,646	\$200,476	WWRP Local Parks
<a href="#">16-1887D</a>	The Klickitat Trail: Bridging the Final Gap	Washington State Parks and Recreation Commission	\$1,522,500	\$1,202,357	\$1,522,500	WWRP State Parks
<a href="#">16-1950A</a>	Moran State Park: Jones Property Acquisition	Washington State Parks and Recreation Commission	\$2,182,300	\$2,006,752	\$2,182,300	WWRP State Parks

<sup>1</sup> A=Acquisition, C=Acquisition and Development, D=Development

<sup>2</sup> WWRP = Washington Wildlife and Recreation Program

## Projects Completed and Closed from October 1, 2018 to December 15, 2018

Project Number <sup>i</sup>	Project Name	Sponsor	Program <sup>ii</sup>	Closed On
<a href="#">14-1240A</a>	Jacobs Point Phase II	Anderson Island Park District	Aquatic Lands Enhancement Account	12/13/2018
<a href="#">16-2302D</a>	Bloedel Donovan Park Dock and Piling Replacement	Bellingham	Boating Facilities Program, Local	11/28/2018
<a href="#">14-1386P</a>	Keller Ferry Boat Launch	Colville Confederated Tribes	Boating Facilities Program, Local	11/27/2018
<a href="#">14-1394D</a>	Saint Clair Lake Access Redevelopment	Washington Department of Fish and Wildlife	Boating Facilities Program, State	12/11/2018
<a href="#">16-2481D</a>	Lynden Shotgun Club Equipment Upgrades	Lynden Shotgun Club	Firearms and Archery Range Recreation	12/11/2018
<a href="#">16-2336D</a>	Rattlesnake Mountain Shooting Facility Improvement	Tri-Cities Shooting Assn	Firearms and Archery Range Recreation	11/13/2018
<a href="#">14-1798E</a>	Naches District Off-highway Vehicle Rangers 2015-16	U.S. Forest Service, Okanogan Wenatchee National Forest, Naches Ranger District	Nonhighway and Off-road Vehicle Activities, Education and Enforcement	12/10/2018
<a href="#">14-2154M</a>	Pomeroy RD Campgrounds and Trailheads Maintenance and Operation	U.S. Forest Service, Umatilla National Forest, Pomeroy Ranger District	Nonhighway and Off-road Vehicle Activities, Nonhighway Road	11/13/2018
<a href="#">14-1839D</a>	East Tiger Mountain Trail Connections Final Phase	Natural Resources	Nonhighway and Off-road Vehicle Activities, Nonmotorized	11/19/2018
<a href="#">14-1856D</a>	Deep Creek Trailheads Reconstruction	U.S. Forest Service, Okanogan Wenatchee National Forest, Naches Ranger District	Nonhighway and Off-road Vehicle Activities, Nonmotorized	12/11/2018
<a href="#">14-2081M</a>	Wenatchee River Ranger District Off-road Vehicle Maintenance and Operation 2016-2017	U.S. Forest Service, Okanogan Wenatchee National Forest, Wenatchee River Ranger District	Nonhighway and Off-road Vehicle Activities, Off-Road Vehicle	10/09/2018
<a href="#">14-1434D</a>	Skate Darrington	Darrington	RCO Recreation Grants, Local Parks	11/13/2018
<a href="#">14-1361D</a>	Hansen Park Completion	Kennewick	RCO Recreation Grants, Local Parks	11/20/2018
<a href="#">14-2041E</a>	Cle Elum Winter Trail Patrol 2015-17	U.S. Forest Service, Okanogan Wenatchee National Forest, Cle Elum Ranger District	Recreational Trails Program, Education	11/15/2018

Project Number <sup>i</sup>	Project Name	Sponsor	Program <sup>ii</sup>	Closed On
<a href="#">14-2093M</a>	I-90 Corridor Non-Motorized Plowing and Grooming	State Parks	Recreational Trails Program, General	11/19/2018
<a href="#">14-2046M</a>	Lake Chelan Down Lake Trail Maintenance	U.S. Forest Service, Okanogan Wenatchee National Forest, Chelan Ranger District	Recreational Trails Program, General	10/4/2018
<a href="#">12-1270D</a>	Pinnacle Peak Trailhead Development	King County	WWRP Local Parks	12/10/2018
<a href="#">14-1143D</a>	Volunteer Park Development	Selah	WWRP Local Parks	10/4/2018
<a href="#">14-1465D</a>	Spokane-Adaptive Baseball Field at Mission Park	Spokane	WWRP Local Parks	11/27/2018
<a href="#">10-1643D</a>	Swadabs Waterfront Park Expansion	Swinomish Tribe	WWRP Local Parks	12/3/2018
<a href="#">14-1121D</a>	Randall Park Renovation	Yakima	WWRP Local Parks	12/10/2018
<a href="#">10-1087D</a>	Pearygin Lake Expansion Phase 1	State Parks	WWRP State Parks	11/7/2018
<a href="#">16-1404A</a>	Lower Henderson Inlet Habitat Acquisition	Capitol Land Trust	WWRP Urban Wildlife Habitat	11/14/2018
<a href="#">14-1756A</a>	Maple K Meyers Place	Palouse Land Trust	WWRP Farmland Preservation	11/27/2018

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<sup>i</sup> A=Acquisition, C=Acquisition and Development, D=Development, E=Education/Education and Enforcement, M=Maintenance, O=Operation R=Restoration

<sup>ii</sup> WWRP = Washington Wildlife and Recreation Program



**APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM**

**Meeting Date:** January 22, 2019

**Title:** Policy Waiver Request:  
Boating Facilities Program Multi-Site Cost Limit Increase

**Prepared By:** Rory Calhoun, Outdoor Grants Manager

**Summary**

Current board policy allows an applicant to apply for a boating grant that covers multiple sites, but the applicant is limited to spending no more than \$50,000 at each site. The Washington Department of Fish and Wildlife (WDFW) is asking the Recreation and Conservation Funding Board (board) to waive the maximum per site cost for a multi-site Boating Facilities Program project because of escalating construction costs. They are asking the board to allow it to spend up to \$65,000 per site.

The only way for the sponsor to complete this project is for the policy to be waived. This is a decision to be made by the board.

**Board Action Requested**

This item will be a:

- Request for Decision
- Request for Direction
- Briefing

Resolution #: 2019-02

Purpose of Resolution: Approve a waiver of the grant limit for WDFW's Region 6 Boating Access Site Improvements, RCO #18-2422D.

**Background**

The Boating Facilities Program (BFP) provides grants to acquire, develop, or renovate motorized boating access sites and facilities on fresh or saltwater. Recreation and Conservation Funding Board (board) policies for this program are outlined in Manual 9, *Boating Facilities Program*. Board policy limits the amount of funds an applicant may request for a multi-site boating project. The amount is \$50,000 per site. Multi-site projects must comply with several other eligibility policies, which include the following:

- All work types, which means the specific work proposed for the project (i.e. boat launch development, dredging, installing boarding float, etc.), across all worksites must be the same.
- All work types must meet the Office of Financial Management's capital project criteria.
- All worksites must be on either saltwater or freshwater. No combination of saltwater and freshwater in the same project.
- All worksites must be in no more than two adjacent counties, and
- Each worksite must be available and accessible to RCO staff for inspections.

The Washington Department of Fish and Wildlife (WDFW) submitted nine BFP grant applications this year. One grant request is for a multi-site project. The scope of the project is to replace old outdated toilets with new accessible CXT toilets. To ensure the toilets meet today's accessibility requirements, WDFW plans to install hard surface parking areas and accessible routes to the toilets in compliance with the Americans with Disabilities Act (ADA). The work will be completed at five popular freshwater lakes in Thurston and Mason counties.

WDFW has estimated that the construction cost for each site is approximately \$65,000, which exceeds the \$50,000 per site grant limit. WDFW brought this issue to RCO staff's attention when they were preparing their applications and asked if the board might consider increasing the limit to address escalating construction cost. RCO staff advised them to submit the grant application and bring it forward through technical review, pending board review of their waiver request.

## Analysis

The board adopted the current multi-site development policies for BFP projects in 1994. While it was hard to predict what the construction climate would be like in the future, the board established what appeared to be reasonable grant limits for individual worksites. Although it is unclear why the board set a \$50,000 limit, RCO staff believes that at the time \$50,000 was an average cost and a reasonable amount given the construction costs at the time. While reviewing the 2018 grant applications, staff recognized that for most development proposals, applicants increased the amount of grant funds requested this year. The increase seems to be in response to escalating construction costs.

WDFW crews have a lot of experience building public access sites. The agency has set a minimum level of development for each site when replacing toilets. The goal is to ensure that they have a fully accessible facility that meets current ADA standards. This means, in addition to replacing the toilet, WDFW must consider ADA parking and access routes. WDFW does not want to compromise their accessible designs nor would RCO let them use grant funds to build something that did not meet or exceed today's accessibility standards.

While reviewing this request, staff considered three options.

**Option 1:** Ask the board to waive the grant limit for each worksite and allow the project to move forward as proposed. Although there are other options, it is clear that the cap on multi-

site development costs has the unintended effect of not allowing WDFW to make minimum upgrades to much needed toilet facilities and meet current ADA standards.

**Option 2:** Require WDFW to break the proposal into separate grant applications for each worksite. While this option is possible, the work that goes into preparing individual applications and presentation materials could prove to be costly. It would result in more work for the applicant, RCO staff, and the Boating Programs Advisory Committee since it would result in the development, review, and evaluation of five separate grant proposals.

**Option 3:** Require WDFW to break the proposal into separate applications for each work type. This would result in two separate multi-site applications; one for installing toilets and one for upgrading the parking and access routes. The key challenge with this option is not knowing how the individual projects would score and rank. This could ultimately result in development of incomplete facilities that would not meet current ADA standards.

**Staff is recommending approval of Option 1.** The intent of the multi-site development policy is to allow for upgrades or development of basic facilities at similar sites in a manner that is cost effective and efficient. A typical multi-site project would include development or renovation of one element, however, it is clear that upgrading the toilets without the appropriate upgrades to parking and access routes would result in an incomplete facility.

In addition, the limit of \$50,000 per worksite has been in place for nearly 25 years. Staff considered asking the board to modify the existing policy and increase the worksite limit for all multi-site projects. Because this policy is so seldom used, staff believes additional analysis is needed to determine what an appropriate amount is considering today's escalating construction costs. Therefore staff is bringing forward WDFW's request for a single project to facilitate the 2018 grant cycle.

Although the Boating Programs Advisory Committee conducted the technical review of the proposal in November, pending board approval of this request, they will evaluate and rank the final proposal in February.

### Strategic Plan Link

Consideration of this proposal supports the board's strategy to provide funding to protect, preserve, restore, and enhance recreation opportunities statewide.

### Staff Recommendation

Staff recommends the board approve Option 1 and waive the grant limit for each worksite and allow WDFW's Region 6 Boating Access Site Improvements project to move forward as proposed.

### Next Steps

If the board approves the waiver request, WDFW will finalize the grant proposal and prepare for the upcoming evaluation meeting. The Boating Programs Advisory Committee will evaluate BFP projects in February and staff will present the final ranked list for board consideration at their upcoming April meeting.

## **Attachment**

Attachment A: Resolution 2019-02, *Approval of a Waiver of the Per Worksite Limit for Region 6 Boating Access Site Improvements*, RCO #18-2422D.

**Recreation and Conservation Funding Board  
Resolution 2019-02  
Approval of a Waiver of the Grant Limit for Region 6 Boating Access Site  
Improvements, RCO #18-2422D**

**WHEREAS**, the Washington Department of Fish and Wildlife (WDFW) has submitted a multi-site grant proposal for the Boating Facilities Program (BFP), and

**WHEREAS**, the WDFW is requesting an amount that exceeds the \$50,000 per worksite limit, and

**WHEREAS**, the additional funds are needed to ensure the improvement are designed and built to meet current accessibility standards as specified in the *Americans with Disabilities Act*, and

**WHEREAS**, the Boating Programs Advisory Committee will evaluate this project to ensure consistency with the objectives of the BFP; and

**WHEREAS**, this assessment by the committee promotes the board's objectives to conduct its work with integrity and in an open manner; and

**WHEREAS**, consideration of this policy waiver supports the board's strategy to provide funding to protect, preserve, restore, and enhance recreation opportunities statewide;

**NOW, THEREFORE BE IT RESOLVED**, that the Recreation and Conservation Funding Board approves a waiver of the per worksite limit to allow a grant request of up to \$65,000 per worksite for the Washington Department of Fish and Wildlife's Region 6 Boating Access Site Improvements (RCO #18-2422D).

*Resolution moved by:*

*Resolution seconded by:*

*Adopted/Defeated/Deferred (underline one)*

*Date:*

## Recreation and Conservation Funding Board Briefing Memo

### APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

**Meeting Date:** January 22, 2019

**Title:** Recommendation on Whether to Conduct a Supplemental Grant Round for the Washington Wildlife and Recreation Program, Farm and Forest Account

**Prepared By:** Marguerite Austin, Recreation and Conservation Section Manager

#### Summary

The Legislature is expected to adopt a state capital budget for the 2019-21 biennium during the 2019 Legislative session. If they approve the Governor's proposed budget for the Washington Wildlife and Recreation Program, there will be funds for the Farm and Forest Account above the amount needed to fund the applications received in 2018 for both the Farmland Preservation category and the Forestland Preservation category. Staff is asking the Recreation and Conservation Funding Board to consider opening a grant cycle for this account to solicit additional project proposals to use all available funds.

#### Board Action Requested

This item will be a:  Request for Decision  
 Request for Direction  
 Briefing

Resolution: 2019-03

Purpose of the Resolution: Approve a supplemental grant round for the Washington Wildlife and Recreation Program's Farm and Forest Account.

### Background

After funds are set aside for program administration, funding for the Washington Wildlife and Recreation Program (WWRP) is split into three accounts. Forty-five percent is allocated to the Habitat Conservation Account, forty-five percent to the Outdoor Recreation Account, and the remaining ten percent goes to the Farm and Forest Account. The Recreation and Conservation Funding Board (board) proposed a budget request of \$130 million for WWRP in July. On December 13, the Governor released the proposed State Capital Budget for the 2019-21 biennium. Book 1 provides \$80 million for WWRP, while book 2 includes \$115 million for WWRP. The table below shows the funds available to each account at various funding levels.

<b>WWRP Account</b>	<b>Percent</b>	<b>Governor's Book 1</b>	<b>Governor's Book 2</b>	<b>Board Request</b>
Farm and Forest Account	10%	\$7,676,800	\$11,035,400	\$12,474,800
Habitat Conservation Account	45%	\$34,545,600	\$49,659,300	\$56,136,600
Outdoor Recreation Account	45%	\$34,545,600	\$49,659,300	\$56,136,600
Administration	---	\$3,232,000	\$4,646,000	\$5,252,000
<b>Total</b>	<b>100%</b>	<b>\$80,000,000</b>	<b>\$115,000,000</b>	<b>\$130,000,000</b>

The board adopted ranked list of WWRP projects for the 2019-21 biennium at their October 2018 meeting. Although there was a reasonable amount of interest in the Farm and Forest Account, the ranked list only includes 16 proposals requesting just over \$5 million for Farmland Preservation Category projects and one proposal requesting \$350,000 for the Forestland Preservation Category. Grant funds for these categories allow applicants to purchase and protect working lands, such as farmland or forestland. If the Legislature adopts either of the Governor's proposed budgets, there are not enough pending Farm and Forest Account projects to use all of the available funds.

## Options and Analysis

After discussing the issue described above, staff outlined three options for board consideration.

### *Option 1: Do Nothing*

If the Legislature adopts a budget that exceeds the funds requested, money would remain in the account until the Legislature re-appropriates the funds and approves new ranked lists for the 2021-23 biennium.

### *Option 2: Authorize a Supplemental Grant Round*

Provide applicants with another opportunity to submit grant proposals for board consideration this fall for the 2019-21 biennium. To facilitate this option, RCO would open PRISM and accept new applications through June 1<sup>st</sup>. RCO staff and advisory committees would review and rank projects and present for board approval by October 2019. If the Legislature pre-approves, the board would have authority to approve the list and award grants in October. If not, the list would be submitted to the Governor and Legislature for approval as part of the 2020 Supplemental Capital Budget.

### *Option 3: Wait Until the Budget is Approved then Authorize a Supplemental Grant Round*

This option is identical to option 2, with one key change -- the timeline. RCO would open PRISM, however, applications would be due in July, following Legislative approval of the capital budget.

## Analysis

Option 1, *Do Nothing*, is a medium risk option. However, it means the loss of valuable time for project implementation. In general, WWRP funds are appropriate once and can be re-

appropriated at least once. If we wait, it will be two years before we have a new ranked list, get approval from the Governor and Legislature, and approval of a new capital budget. This could result in increased costs, loss of willing sellers, and potentially the loss of matching resources for projects that must expend funds within a specified timeframe.

Option 2, *Authorize a Supplemental Grant Round*, is a lower risk option that could work for farmland and forestland projects. Although the board has adopted a biennial grants cycle, this option would give applicants an opportunity to access grant funds much sooner. The timeline for application, technical review, evaluation, and board approval of ranked lists is more consistent with the regular grant cycle. Applicants know what to expect and the timeline allows staff to keep its focus on issuing agreements for funded projects, active grant management, and preparing for the 2020 grants cycle, since a 2019 grant cycle would involve only two WWRP categories.

Also, with expedited approval of the board's authority to adopt the ranked lists and award grants, projects could be underway four months after the Legislature approves the state capital budget. If the board forwards its ranked lists to the Governor and Legislature for approval, the projects still could be underway within nine months. One area of concern is that if the Legislature adopts a lower budget there could be little or no funds available for the supplemental lists of projects.

Option 3, *Wait Until the Budget is Approved then Authorize a Supplemental Grant Round*, if selected, has most of the advantages of option 2. There are, however, two primary differences:

1. Everyone would know, in advance, how much money would be available for grants, and
2. There would be a much more compressed timeline between application submittal and board adoption of the ranked list.

### **Advantages and Disadvantages**

If the board selects options 2 or 3, these options would allow eligible applicants to apply for grants during the supplemental cycle and begin project implementation early on. Approval has several possible advantages. For example, it would:

1. Allow applicants another opportunity to seek funds for important farmland and forestland projects within the 2019-21 biennium.
2. Allow applicants to take advantage of available match for proposed projects.
3. Allow applicants the opportunity to get projects underway more quickly thus increasing the likelihood of reducing future reappropriation requests.
4. Reduce the time from application submittal to actual project implementation. The timeframe for most projects is 14-15 months from the application deadline. With this option the timeline would be five to 10 months.

There are some possible disadvantages to these options or issues to consider. For example:

1. Applicants could submit a project proposal that would not receive funding. However, that is expected in all of the board's competitive grant programs.
2. Outside of this memo, there has been no public review of this proposal, although the director has had conversations with several key stakeholders, who are supportive of this option.



3. The Legislature could enact a budget that would not include enough funds to support a supplemental grant round.
4. These options will increase the workload issue for RCO staff.

## Implementation Strategy

After considering the options staff outlined an implementation strategy for the preferred Option 2 as compared to a schedule for Option 3. This timeline will be finalized following board approval of an option.

	<i>Tentative Schedule for Option 2</i>	<i>Tentative Schedule for Option 3</i>
<i>Application Webinar</i>	March 7, 2019	May 1, 2019
<i>PRISM Opens for Applications</i>	March 7, 2019	May 1, 2019
<i>Pre-Applications Due</i>	May 1, 2019	June 2, 2019
<i>Applications Submitted</i>	June 4, 2019	July 16, 2019
<i>Technical Review Meetings</i>	June 17-21, 2019	July 23-31, 2019
<i>Technical Completion Deadline</i>	July 15, 2019	August 6, 2019
<i>Evaluation Meetings</i>	August 13-14, 2019	August 20-21, 2019
<i>List Submitted to the Board</i>	October 1-2, 2019	October 1-2, 2019

### Strategic Plan Link

Consideration this policy supports the board’s goal to help our partners protect, restore, and develop habitat and recreation opportunities that benefit people, wildlife, and ecosystems. It also supports the board’s goal to achieve a high level of accountability in managing the resources and responsibilities entrusted to us and to ensure funded projects and programs are managed efficiently.

### Public Comment

No public comment has been received to date. The director has had conversations with several key stakeholders, who are supportive of this option. Staff is circulating this proposal for public review and will update the board on comments received at the upcoming board meeting.

## Staff Recommendation

Staff recommends that the board approve Options 2, which would allow RCO staff to offer a supplemental grant cycle on a timeline that more closely mirrors the traditional cycle.

## Next Steps

If approved by the board, RCO staff will notify applicants of the upcoming grants cycle and then begin the work needed to prepare projects for board consideration at their October 2019 meeting.

## Attachments

- A. Resolution #2019-03, *Conducting a Supplemental Grant Round for the Washington Wildlife and Recreation Program, Farm and Forest Account*

**Recreation and Conservation Funding Board  
Resolution #2019-03  
Conducting a Supplemental Grant Round for the  
Washington Wildlife and Recreation Program, Farm and Forest Account**

**WHEREAS**, the Recreation and Conservation Funding Board (board) provides grants for the Washington Wildlife and Recreation Program (WWRP), Farm and Forest Account, and

**WHEREAS**, applicants submitted 17 Farm and Forest Account projects requesting \$5.4 million in grant funds during the 2018 grants cycle, and

**WHEREAS**, the Legislature is expected to adopt a state capital budget for the 2019-21 biennium that may include more funds than needed for the 2018 grant applications submitted, and

**WHEREAS**, the board recognizes and wants to be responsive to the need for grants for Farmland Preservation and Forestland Preservation and ensure there are enough projects to use all available fund, and

**WHEREAS**, the Farmland Preservation and Forestland Preservation advisory committees support offering a supplemental grant cycle to allow submittal of additional grant proposals for the 2019-21 biennium; and

**WHEREAS**, offering a supplemental grant cycle supports the board’s goal to help its partners protect, restore, and develop habitat and recreation opportunities that benefit people, wildlife, and ecosystems,

**NOW, THEREFORE BE IT RESOLVED**, that the Recreation and Conservation Funding Board authorizes a supplemental grant cycle to solicit additional grant proposals for the Washington Wildlife and Recreation Program, Farm and Forest Account for the 2019-21 biennium, and

**BE IT FURTHER RESOLVED**, that the Director is delegated authority to administer this supplemental grant cycle consistent with board adopted policies and guidance provided by the Governor or Legislature.

*Resolution moved by:*

\_\_\_\_\_

*Resolution seconded by:*

\_\_\_\_\_

*Adopted/Defeated/Deferred (underline one)*

*Date:*

\_\_\_\_\_

## Recreation and Conservation Funding Board Briefing Memo

### APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

**Meeting Date:** January 22, 2019

**Title:** Changes to Recreational Trails Program Grants Necessitated by New Federal Rules

**Prepared By:** Marguerite Austin, Recreation and Conservation Section Manager

#### Summary

Federal legislation requires expenditure of Recreational Trails Program (RTP), Education Category funds within the federal fiscal year that the funds are allocated. New guidance from the Federal Highways Administration (FHWA) results in a much shortened window for use of the funds. Staff is asking the Recreation and Conservation Funding Board for a policy decision on a proposed strategy to manage grant proposals to ensure funds can be expended within the federal timeframe.

#### Board Action Requested

This item will be a:  Request for Decision  
 Request for Direction  
 Briefing

Resolution: 2019-04

Purpose of the Resolution: Approve an advance implementation policy for RTP Education Category projects to ensure expenditure of funds within the federal fiscal year.

### Background

The Recreational Trails Program (RTP) is a federal assistance program to help states provide and maintain recreational trails for both motorized and nonmotorized uses, including walking, hiking, bicycling, horseback riding, cross-country skiing, snowmobiling, off-road motorcycling and all-terrain and four-wheel vehicle riding. Each state develops its own procedures to solicit and select projects for funding in response to its recreational trail needs. In Washington State, the Recreation and Conservation Funding Board (board) has chosen to use RTP money to reduce

the backlog of “deferred maintenance”<sup>1</sup> on recreational trails that provide a backcountry experience.

RCO accepts applications for two categories of RTP grants each biennium. “General Category” projects involve development, renovation, or maintenance of recreational trails. “Education Category” projects provide information, education, training, or outreach that benefits recreational trail users. Here are examples of board funded Education Category projects:

- The Mount Baker-Snoqualmie National Forest’s Snoqualmie Ranger District hired a volunteer program coordinator to recruit, train, supervise, and support volunteer ranger patrols in the Alpine Lakes, Clearwater, and Norse Peak Wilderness areas. The rangers contact visitors to provide education, information, and assistance while promoting safety and stewardship.
- The Okanogan-Wenatchee National Forest’s Cle Elum Ranger District hired two education and safety rangers to patrol 10 sno-parks, 560 miles of winter trails, and about 300,000 acres of backcountry area open to winter recreation. Snow rangers and volunteers educate users about safe and courteous snowmobile operation, trail conditions, avalanche awareness, winter survival, trail etiquette, and respect for non-motorized areas.
- The Mount Baker-Snoqualmie National Forest’s Mount Baker Ranger District hired a second climbing ranger. The district’s climbing program on Mount Baker had only one ranger, who could not work safely alone. Together, the two rangers work as a rope team on the mountain to access camps, routes, and the summit to interact with climbers. Thousands of climbers attempt to summit Mount Baker’s 10,781-foot peak each season. As a skilled and experienced rope team, the rangers contact climbers and educate them about how to minimize their impacts on the alpine environment including disposing of waste, selecting campsites, preparing properly for climbing, and safe climbing practices.
- The Department of Natural Resources (DNR) hired a backcountry educator to patrol trails in the Mount Si and Middle Fork Snoqualmie Natural Resources Conservation Areas, located in east King County. The educator teaches non-motorized users about trail etiquette and regulations. Funds also allowed DNR to develop educational materials to distribute to recreationists. Properly educated recreationists lead to a decrease in search and rescue missions and less damage to sensitive ecosystems.

The federal guidelines for RTP allows states to use up to five percent of its apportionment for “Education Category” projects.

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<sup>1</sup> Deferred maintenance generally is work that is left undone due to the lack of resources or perceived lower priority. Failure to perform deferred work may result in the progressive deterioration of the facility, and if not addressed, will significantly increase restoration cost.

Washington State receives approximately \$1.8 million in RTP funds for each federal fiscal year (FFY). In past years, the board has elected to set aside five percent of the funds (approximately \$90,000) for "Education Category" projects as recommended by the RTP Advisory Committee. Each biennium, the board adopts the final ranked lists of projects and delegates authority to the director to apply two years' worth of funding to the project lists.

### **Washington's Education Category Projects**

The board awarded grants to 134 Education Category projects between 1999 and 2017. Almost half of the funding has gone to projects that support winter recreation. The vast majority (two-thirds) of the winter recreation funding is for snowmobiling, with the remaining funds going to projects that support multiple uses that involve snowmobiling. It is important to note that education associated with snowmobiling activities is unique to RTP. Statutorily, this type of recreation is not supported by either the Nonhighway and Off-road Vehicle Activities (NOVA) program or the Washington Wildlife and Recreation Program (WWRP). These are the primary programs that provide funding for trails, with NOVA being the only other program that provides funding for trail related education.

### **Federal Rules Governing Education Costs**

The "assured access" requirement in the federal RTP legislation is designed to ensure equitable distribution of funds for both motorized and nonmotorized trails. Thirty percent of the funds must be used for motorized trails, thirty percent for nonmotorized trails, and the remaining forty percent can be used for diverse trails, or trails that allow multiple motorized or nonmotorized trail uses. The director follows this formula when distributing funds to General and Education Category projects. See Attachment B for more information.

While the federal legislation allows use of RTP funds for education projects, the FHWA guidance limits use of those funds to what can be expended within a federal fiscal year. Specifically, the guidance states that "RTP funds obligated for educational costs but not expended within a fiscal year must be deobligated and used for on-the-ground trail projects." The FHWA recently clarified the interpretation of this guidance to ensure states are compliant.

The most significant challenge for us in complying with the new interpretation is timing. We often receive the actual funds late in the federal fiscal year. While the federal fiscal year begins October 1st of each year, Washington State, like many others, typically does not receive its federal apportionment until six months after the start of the federal fiscal year. This means, there are only six months remaining for allocation and expenditure of funds for education projects. This also complicates the use of funding for winter recreation, which generally occurs in the following fiscal year, which isn't allowed under the new interpretation.

While RCO can make adjustments to the RTP grant cycle to ensure projects are ready to go as soon as the state receives funding and Legislative authority for expenditure of those funds, the timing of the federal award would still severely limit the implementation period for Education Category projects.

## Alternative and Options for Consideration

After reviewing and discussing this issue with FHWA, who oversees the administration of RTP, staff learned of an alternative that could help our state address the timing issue and still provide funds for summer and winter Education Category projects.

FHWA allows states to set aside RTP funds for program administration. To cover administrative costs at the beginning of a federal fiscal year, States may request authorization to obligate administrative cost as an “advance construction” project.<sup>2</sup> Advance construction procedures provide an option for states to move forward with a federal-aid project before the federal funds are allocated to the State. The State Department of Transportation may submit a written request to the FHWA that a project be converted to a regular federal-aid project as soon as there are sufficient funds and obligation authority.

To implement this alternative, at the beginning of each federal fiscal year, RCO staff would submit a request to FHWA for approval of an advance construction project for RTP. FHWA would issue a contract that would give authorization for expenditure of funds. RCO could not request reimbursement of funds expended until the federal funds were actually obligated to the state, however, cost incurred under the terms of the contract would be eligible for reimbursement when funds become available. This approval is much like the board’s Waiver of Retroactivity policy described below.

Staff proposes board consideration of the following options.

**Option 1:** *Allow Applicants to Proceed in Advance with Education Category Projects.* Provide for a waiver of retroactivity, using guidelines set up for advance construction, for Education Category grants.

**Option 2:** *Provide Education Category Grants for Summer Recreation Only.* Authorize grants only for projects that can be implemented during the remaining federal fiscal year after funds are allocated to the State.

**Option 3:** *Do Not Fund Education Category Grants.* Each state decides whether it uses a portion of its RTP allocation for Education Category grants. The board could choose to no longer offer grants for education projects.

**Option 4:** *Expand Eligible Pre-agreement Costs.* This option would expand the eligible pre-agreement costs to include elements appropriate for education projects.

## Analysis

Option 1: *Allow Applicants to Proceed in Advance with Education Category Projects.* If this option is selected applicants could request a waiver for advanced implementation of an Education Category project. With federal approval of the advance construction alternative, RCO staff could

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<sup>2</sup> 23 United States Code 115 and [23 Code of Federal Regulations 630 Subpart G](#)

issue a waiver that would allow applicants to incur costs for a pending project. It is important to note that under this waiver option, applicants will be taking a risk. They would have to use their own funds and there is no guarantee that they will be awarded a grant. When federal funds became available, however, and upon approval of a grant award, a successful applicant would be issued a project agreement. The sponsor could then request reimbursement for eligible costs. Grants would be available for both summer and winter recreation programs.

*Option 2: Provide Education Category Grants for Summer Recreation Only.* Provide grants only for projects that can be implemented during the remaining federal fiscal year after funds are allocated to the State. This option provides funds for the late spring or early summer season. Grants would no longer be available for winter recreation projects. All funds must be expended by September 30 of the year awarded.

*Option 3: Do Not Provide Funds for Education Category Grants.* Each state decides whether it uses a portion of its RTP allocation for Education Category grants. If the board selected this option funds would not be lost, they would simply be used for General Category projects. However, this option would mean the loss of valuable educational activities for both winter and summer recreationist. This option will most likely be of concern to the RTP Advisory Committee. RTP advisors are responsible for making recommendations for use of RTP funds. These advisors have consistently recommended that the board use a portion of RTP funds for Education Category projects.

*Option 4: Expand Eligible Pre-Agreement Costs to Include Education Cost Elements.* After reviewing the board's administrative rule, it was determined that the rule gives authority for the board to establish eligible pre-agreement costs for acquisition, development, or restoration projects. There are no eligible pre-agreement costs for education projects. If this was a viable solution, as described in Option 1, the applicant would be taking a big risk, since they would have to use their own funds not knowing if they would subsequently receive a grant.

To maintain consistency with board practices, RTP Advisory Committee recommendations, and the expectation of affected applicants, staff is asking the board to consider approval of Option 1, *Allow Applicants to Proceed in Advance with Education Category Projects.*

## Implementation Strategy

The board has an administrative rule<sup>3</sup> called a Waiver of Retroactivity for acquisitions that is similar to the federal advance construction rule. The board's policy allows an applicant to ask RCO for advance approval to purchase a property and preserve the eligibility of the acquisition and incidental cost incurred before a project agreement is executed. The approval is called a Waiver of Retroactivity, which waives the prohibition to reimburse costs incurred before the project agreement. All acquisition costs that would be eligible during the project agreement period become eligible for reimbursement when a Waiver of Retroactivity is issued (not just pre-agreement costs).

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<sup>3</sup> Washington Administrative Code 286-13-085



If the board approves Option 1, applicants could submit a request for an Advance Implementation Waiver for an RTP Education Category project. The mechanism for approval would be a special waiver for these project types. The waiver would not be construed as or represent approval of funding for the project. A waiver would, however, allow reimbursement of eligible costs if and when the project was subsequently awarded a grant and there was a fully executed agreement on file with RCO.

### **Waiver for RTP Education Category Projects**

Applicants would submit a waiver request for the specific pending project. Staff could approve the waiver if the applicant has met all program eligibility and application requirements. Staff would remind applicants to proceed with caution, since there is no guarantee that funds would become available. Before issuing the waiver, RCO must have approval for advance construction from FHWA. The applicant must:

1. Submit a written request with justification regarding the critical need to begin project implementation,
2. Submit the required certification of match,<sup>4</sup> and
3. Provide RCO with all required pre-agreement materials.

Applicants may begin work upon receipt of an Advance Implementation Waiver from RCO. The sponsor must have met all applicable federal and state program policies to receive reimbursement or to use project activities as match toward a grant award. This includes following applicable state and federal procurement rules, including the Buy America Act that places restrictions on purchase of all steel and iron incorporated into a funded project.

### **Strategic Plan Link**

Consideration of this proposal supports the board's strategy to provide funding to protect, preserve, restore, and enhance recreation opportunities statewide. It also supports the board's goal to achieve a high level of accountability in managing the resources and responsibilities entrusted to us and to ensure funded projects and programs are managed efficiently, with integrity, in a fair and open manner, and in conformance with existing legal authorities.

### **Public Comment**

No public comment has been received to date. Staff is circulating this proposal for review and will update the board on comments received at the upcoming board meeting.

## **Staff Recommendation**

Staff recommends the board approve Option 1, *Allow Applicants to Proceed in Advance with Education Category Projects*.

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<sup>4</sup> Washington Administrative Code 286-13-045(3)

## Next Steps

If the board approves this option, staff will update Manual 16, *Recreational Trails Program*, and notify applicants of this policy change.

## Attachment

- A. Resolution 2019-04, *Recreational Trails Program Advance Implementation Waiver for Education Category Projects*
- B. Assured Access Allocation of Funds

**Recreation and Conservation Funding Board  
Resolution #2019-04  
Recreational Trails Program  
Advance Implementation Waiver for Education Category Projects**

**WHEREAS**, the Federal Highway Administration (FHWA) provides funding for the Recreational Trails Program (RTP) and authorizes the Recreation and Conservation Funding Board (board) to adopt policies to govern its administration of the program in Washington State; and

**WHEREAS**, the RTP Advisory Committee has recommended use of RTP funds for both General and Education Category projects; and

**WHEREAS**, federal program rules limit expenditure of funds for Education Category projects to the federal fiscal year in which the funds become available; and

**WHEREAS**, federal RTP funds are often obligated months after the federal fiscal year begins, thus creating a hardship for some Education Category projects; and

**WHEREAS**, the FHWA can authorize advance construction, which would allow applicants to incur costs for a pending project and retain eligibility for reimbursement once federal funds were obligated; and

**WHEREAS**, allowing advance implementation of Education Category projects would provide for continuation of funding for both summer and winter education and trail safety programs, thereby supporting the board's strategy to provide partners with funding to enhance recreation opportunities statewide; and

**WHEREAS**, approval of a board policy to allow advance implementation supports the board's objective to ensure projects and programs are managed efficiently, with integrity, in a fair and open manner, and in conformance with existing legal authorities,

**NOW, THEREFORE BE IT RESOLVED**, that the board adopts the proposed advance implementation waiver for RTP Education Category Projects as described in this memo, and

**BE IT FURTHER RESOLVED** that the board directs RCO staff to incorporate this change into Manual 16, *Recreational Trails Program*, and begin implementation during the current grant cycle.

*Resolution moved by:*

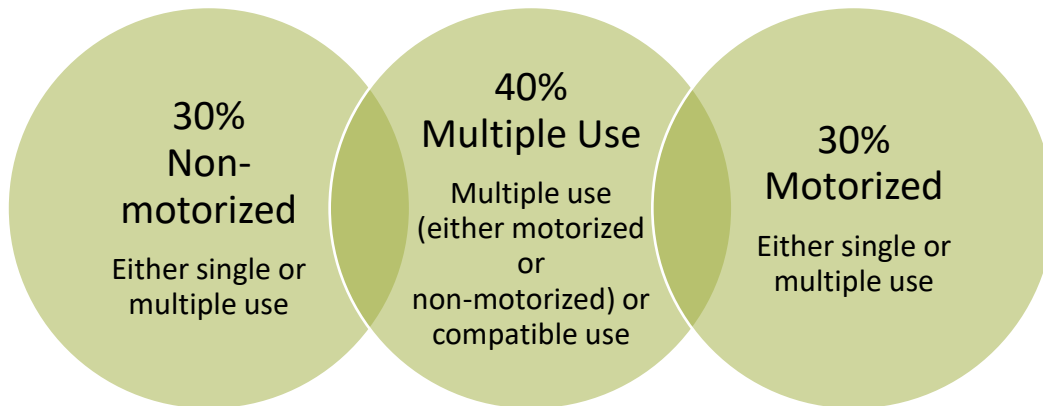
*Resolution seconded by:*

*Adopted/Defeated/Deferred (underline one)*

*Date:*

## Assured Access Allocation of Funds

### 40-30-30 Requirement



Federal legislation<sup>5</sup> requires that not less than:

- 40 percent of this program's funds must be used for multiple recreational trail uses in trail corridors, trail sides, or trailheads. This means more than one trail activity. That is:
  - More than one non-motorized trail activity (multiple use), or
  - More than one motorized trail activity (multiple use), or
  - A combination of compatible non-motorized and motorized trail activities.
- 30 percent of this program's funds must be used for motorized recreation, either multiple or single use.
- 30 percent of this program's funds must be used for non-motorized recreation, either multiple or single use.

RCO applies the 40-30-30 formula to the money it receives from the federal government. It then applies the formula to the amount of money awarded in the general and education categories. These percentage requirements may not be waived and the money must be carried over to the next grant cycle if there are insufficient project applications to meet the 40-30-30 minimums.

By federal rule and board practice, no more than 5 percent of RTP funds may be allocated to education projects.

**Note:** It is possible to exceed the minimum percentage requirements. For example, a diverse motorized project, such as snowmobile and motorcycle trails, may satisfy the 40 percent diverse use requirement and the 30 percent motorized use requirement simultaneously. The same applies for non-motorized use.

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<sup>5</sup>23 U.S. Code 206, (d)(3)(A)

## Recreation and Conservation Funding Board Briefing Memo

### APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

**Meeting Date:** January 22, 2019

**Title:** Proposed Revisions to the Board's Compliance Policies

**Prepared By:** Myra Barker, Compliance Specialist

#### Summary

Revising compliance policies has been identified as a priority in the agency's policy work plan. The board's compliance policies were last updated in 2007. Staff proposes policy revisions to streamline the approval process by modifying the approval level for common and non-controversial conversions; to provide flexibility in the timeframe for a non-permanent, non-conforming use; and to identify exceptions to conversion.

This memo describes the proposed changes to the compliance policies based on feedback from the Recreation and Conservation Funding Board, the Salmon Recovery Funding Board, and completion of the public comment period.

#### Board Action Requested

This item will be a:  Request for Decision  
 Request for Direction  
 Briefing

## Background and Summary

A conversion of the use of a portion or all of a funded project area is allowed by state law<sup>1</sup>, administrative rule<sup>2</sup>, and board policy<sup>3</sup>. Board policy defines the actions that create a conversion. Administrative rule and board policy describe the alternative analyses and justification needed for a proposed conversion and replacement, and how the public must be involved in the evaluation of alternatives. A sponsor must document completing these requirements when seeking approval of a conversion. The sponsor must also provide replacement property of at least equal value and reasonably equal usefulness (recreation or conservation, depending on the funding source).

<sup>1</sup> RCW 79A.15.030; RCW 79A.25.100.

<sup>2</sup> WAC 286-13-160; 286-13-170; 286-13-180.

<sup>3</sup> Manual 7 Long-term Obligations

The proposed policy changes would modify the decision level for approving a conversion and identify exceptions to conversion. (Attachment A)

The proposal has been presented to the Recreation and Conservation Funding Board (RCFB) at its April and October 2018 meetings, and presented to the Salmon Recovery Funding Board (SRFB) at its December 2018 meeting. The proposed changes were posted on RCO's website from November 13 through December 13 and were distributed to over 1,300 individuals for public comment. (Attachment B)

In addition, from April 2018 through December 13, 2018, staff have had informal discussions with project sponsors on the proposed changes.

## Current Policy

Conversion is a tool available to sponsors and RCO to address changes in ownership, management and use of a funded site that conflicts with, or is inconsistent with, the purpose of the grant. In addition to statutory<sup>4</sup> and administrative rule<sup>5</sup> requirements, prior approval of a conversion has been a condition in the board's project agreements beginning with the first agreement that was issued in 1966. A conversion is referred to as a use other than what is described in the original grant.

Board policy defines the actions that create a conversion (see [Manual 7.](#)) These are:

- Property interests are conveyed for non-public outdoor recreation, habitat conservation, or salmon recovery uses.
- Property interests are conveyed to a third party not otherwise eligible to receive grants in the program from which funding was derived.<sup>6</sup>
- Non-outdoor recreation, habitat conservation, or salmon recovery uses (public or private) are made in a manner that impairs the originally intended purposes of the project area.
- Non-eligible indoor facilities are developed within the project area.
- Public use of the property or a portion of the property acquired or developed/restored with RCO assistance is terminated, unless public use was not allowed under the original grant.
- If a habitat project, the property or a portion of the property acquired, restored, or enhanced no longer provides the environmental functions for which RCO funds were approved originally.<sup>7</sup>

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<sup>4</sup>RCW 79A.15.030; RCW 79A.25.100

<sup>5</sup>WAC 286-13-160; WAC 286-13-170; WAC 286-13-180.

<sup>6</sup> An exception is allowed under Salmon Recovery Funding Board rules: Property acquired for salmon recovery purposes may be transferred to federal agencies, provided the property retains adequate habitat protections and with written approval.

<sup>7</sup> Manual 7 Long-term Obligations

## Approving a Conversion

The board has the authority to approve all conversions. By policy, the board has delegated authority to the RCO director to approve a conversion that “is less than 20% of the original scope; AND is less than \$75,000 in value”.<sup>8</sup> The director may either approve or deny the request, or forward the request to the appropriate board for decision. The director’s decision may be appealed to the board.

In addition, board policy permits a 180-day closure of a project area. This policy has been also been applied to temporary non-conforming uses of a project area. Exceeding the 180-day closure, without prior board approval, creates a conversion.

## Final Proposed Changes to the Compliance Policies

The proposed policy changes are found in Attachment A and include:

- Expanding the director’s authority to approve common and non-controversial conversions;
- Extending the non-permanent, non-conforming use time limit; and
- Identifying specific actions that may be considered as exceptions to conversions.

In addition, and as directed by the board, a proposed policy to address agricultural-related use by adjacent landowners on the Washington State Parks and Recreation Commission Palouse to Cascade State Park Trail is included in the proposal.

## Summary of Public Comments

The proposed policy changes were distributed to over 1,300 individuals and posted on RCO’s website. The comment period began November 13 and concluded on December 13. Eight (8) comments were received and are found in the attached table. (Attachment B) Staff response to each commenter is included in the attachment. (Attachment B)

Of the comments received, two (2) expressed support of the proposed changes; one (1) was opposed to approving any change to a project area; two (2) were neutral; one (1) requested changes to the project agreement terms and conditions, which is beyond the scope of the proposed changes; and two (2) of the commenters had specific comments on the proposed changes.

Staff will summarize the comments specific to the proposal and staff response. The full comments are found in Attachment B.

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<sup>8</sup> The thresholds for director’s approval of a conversion were last revised in 2007, the prior threshold was less than 10% of original scope and value of less than \$25,000.

**Summary of comment: Allow for exceptions for road frontage improvements and utilities at a project site.**

Staff response: Road frontage improvements and installation of utilities that occur during construction of a funded project may be included in the scope of a funded project.

Exceptions are proposed for right-of-way for street/road improvements that improve access to the project area and for underground public utility easements for water, sewer, stormwater, and fiber optic when the sponsor has demonstrated there is no permanent impact to the purpose, use and function of the project area.

**Summary of comment: Allow for exceptions for multiple uses of a trail corridor.**

Staff response: Non-motorized use of trail corridors for recreation and as an alternative to other forms of transportation is allowed. Unclear if the comment is related to other transportation-related uses.

**Summary of comment: Allow for exceptions for changes in future needs.**

Staff response: The existing policy on obsolescence addresses changes to the built recreational elements at a site and/or significant changes in recreational demand. Obsolescence may be applied when a sponsor provides justification and supporting documentation and when the underlying land (project area) remains available for the intended use (such as public outdoor recreation).

**Summary of comment: Consider exceptions for the impact of climate change to a project area.**

Staff response: Changes that occur as a result of climate change to a funded site will need to be addressed on a case-by-case basis.

**Summary of comment: Allow for exceptions for recreation sites for habitat restoration, and passive stormwater treatment facilities (e.g. rain gardens).**

Staff response: Habitat restoration and stormwater treatment (rain gardens) may be included in the scope of a funded project when it benefits the project area and is not to mitigate for actions occurring off-site or outside of the project area.



**Summary of comment: Allow for exceptions for flood plain improvements (levee relocation) that enhance the hydrological and habitat functions of the recreation site while impacting less than 20% of the original project.**

Staff response: Levee relocation usually results in opportunities to improve and expand habitat rather than resulting in improvements and expansion of outdoor recreation opportunities and facilities. Limiting the exception to habitat-funded sites is consistent with intended purpose of habitat project areas. Expanding the exception to include outdoor recreation project areas was not included in the proposed policy changes discussed by the funding boards or distributed for public comment.

## **Staff Recommendation and Next Steps**

Staff recommend board approval of the final proposed changes to RCO's compliance policies. Staff will revise the policies as directed by the board and incorporate the changes into Manual 7.

## **Attachments**

Attachment A: Proposed Changes to the Board's Compliance Policies

Attachment B: Public Comments Received

Attachment C: Resolution 2019-05

## Attachment A: Proposed Changes to the Board's Compliance Policies

The following table describes the proposal for changes to the compliance policies.

Current Policy	Proposed Policy	Proposed Change	Expected Outcome/Result
<p>The director may approve a conversion of use:</p> <p>a. that impacts less than 20% of the original scope;</p> <p>AND</p> <p>b. when the dollar value of the conversion is \$75,000 or less at current value.</p>	<p>The director may approve a conversion of use:</p> <p>a. that impacts less than 20% of the original scope;</p> <p>OR</p> <p>b. when the dollar value of the conversion is \$75,000 or less at current value;</p> <p>OR</p> <p>c. a conversion that is created by the following action:</p> <ul style="list-style-type: none"> <li>• Land exchange with adjacent landowners to consolidate a sponsor's ownership and management; or</li> <li>• Trail realignments.</li> </ul>	<p>Expand the director's authority to approve conversions<sup>9</sup>.</p>	<p>Reduce the timeframe for RCO approval. The decision can be made when sponsor has submitted the required documentation and completed public involvement.</p>
<p>Prior approval of temporary closure of public access sites will not result in a conversion if the sponsor demonstrates that the closure will last 180 days or less.<sup>10</sup></p>	<p>A non-permanent, non-conforming use that will have minimum impact to the project area (or portion of) that will last 180 days or less does not require RCO review.</p> <p>A non-permanent, non-conforming use that will have minimum impact to the project area (or</p>	<p>Clarifies when RCO review of a non-conforming use is required.</p> <p>Extends the timeframe permitted</p>	<p>Provides flexibility to the timeframe for a non-permanent, non-conforming use that may exceed 180 days.</p>

<sup>9</sup> Retain existing policy regarding options for the director to approve or deny the request or defer the decision to the appropriate board; and the director's decision may be appealed to the appropriate board. (Manual 7)

<sup>10</sup> Staff have applied the 180-day temporary closure policy to non-conforming uses of a project area.

<b>Current Policy</b>	<b>Proposed Policy</b>	<b>Proposed Change</b>	<b>Expected Outcome/Result</b>
	<p>portion of) that exceeds 180 days and will last no more than 2 years must be reviewed by RCO and may be approved by the director. The project area impacted must be restored<sup>11</sup> within a specified period of time following the use.</p> <p>The board may approve an extension of the non-permanent, non-conforming use.</p> <p>RCO will consider the cumulative impacts of previously approved non-permanent uses of a project area.</p>	<p>for a non-permanent, non-conforming use of a project area (or portion of).</p>	
<p>A conversion would be determined when one or more of the following takes place, whether affecting an entire site or any portion of a site funded by RCO.</p> <ul style="list-style-type: none"> <li>• Property interests are conveyed for non-public outdoor recreation, habitat conservation, or salmon recovery uses.</li> <li>• Property interests are conveyed to a third party not otherwise eligible to receive grants in the program from which funding was derived.</li> <li>• Non-outdoor recreation, habitat conservation, or</li> </ul>	<p>A sponsor may request RCO review for an exception to conversion for the following actions when demonstrating the action will have no permanent impact to the intended purpose, use, and function of the project area. RCO will consider the cumulative impacts of previously approved exceptions and encumbrances. Exceptions that may be considered include:</p> <ul style="list-style-type: none"> <li>• Relocation of existing easement/s that would result in a benefit to the intended purpose and use of the project area, with restoration within a specified period of time;</li> <li>• Right-of-way for street/road improvements that improve access to the project area;</li> <li>• Underground public utility easement for water, sewer, stormwater, or fiber optic, with restoration within a specified period of time;</li> </ul>	<p>Identify exceptions to conversion for specific actions subject to RCO review and approval.</p>	<p>Provide flexibility for non-permanent uses and for actions that have minimum impact to the project area that may result in a benefit to the original purpose, use, and function of a site.</p>

<sup>11</sup> The portion of the project area impacted by the action is returned to its original (or better) surface condition.

<b>Current Policy</b>	<b>Proposed Policy</b>	<b>Proposed Change</b>	<b>Expected Outcome/Result</b>
salmon recovery uses (public or private) are made in a manner that impairs the originally intended purposes of the project area.	<ul style="list-style-type: none"> <li>• Temporary construction easement, with restoration within a specified period of time;</li> <li>• Levee and related infrastructure relocation that result in expanding and supporting the original habitat purpose of the project, this exception is limited to habitat funded sites.</li> </ul>		
	RCO approval is not required for agricultural-related use of the John Wayne Pioneer Trail by adjacent landowners when permitted by the Washington State Parks and Recreation Commission (WSPRC).	New policy.	WSPRC permits provide adequate control of use and RCO review is unnecessary.

## Attachment B: Public Comments Received

	Public Comment	Staff Response to Comment
<p>Dan Martini</p> <p>Tri Cities Shooting Association</p> <p>Benton City, WA</p>	<p>I don't have any issues with proposed changes you indicated in your message. Our Range is located in a fairly safe area as far as neighbors are concerned. I don't see how this change would be an issue about which we should be concerned.</p>	<p>Thank you for your comments on the proposed changes. We appreciate you taking the time to review the proposal and will be sharing the comments we receive with the Recreation and Conservation Funding Board (RCFB) at their January 2019 meeting.</p>
<p>Kelley Jorgesen</p> <p>President of Conservation – Wapato Valley Mitigation and Conservation Bank</p> <p>Ridgefield, WA</p>	<p>I do not support making it easier to compromise protections or conditions on habitat areas restored or protected using public funds. Salmon habitat and intact ecological functions are compromised enough.</p> <p>I do not support any of these changes.</p> <p>I think you can say "no" quite quickly, actually. You just need the political will to do so. That will speed up the process as they seek to.</p> <p>Thanks for listening,</p> <p>Kelley</p>	<p>Thank you for your comments on the proposed changes. We appreciate you taking the time to review the proposal and will be sharing the comments we receive with the Recreation and Conservation Funding Board (RCFB) at their January 2019 meeting.</p>
<p>Kali Robson</p> <p>Senior Biologist (Botanist), History/Archaeology Program, Traditional</p>	<p>Dear Staff,</p> <p>These proposed changes look fine to me, providing some flexibility that is probably needed.</p>	<p>Thank you for your comments on the proposed changes. We appreciate you taking the time to review the proposal and will be sharing the comments we receive</p>

<p>Cultural Plants Project- Confederated Tribes of the Colville Reservation  Nespelem, WA</p>	<p>I wanted to mention, however, that I don't think I've been the contact on a funded grant (fish habitat improvement) for many years – since around 2003. I left that job (Cowlitz Conservation Dist.) long ago and have no idea what happened with that grant – I hope it was successful.</p> <p>Regards,  Kali</p>	<p>with the Recreation and Conservation Funding Board (RCFB) at their January 2019 meeting.</p>
<p>James Yap  Park Planning supervisor, Snohomish County Parks, Recreation and Tourism  Snohomish WA</p>	<p>Comments on proposed changes and more.</p> <ol style="list-style-type: none"> <li>1. Rights-of-way and utilities: To elaborate on these two items, they come with project development. They are part of the project and should <u>not</u> be treated or looked at separately. Road frontage improvement is through a dedication and easement(s) for utilities should be allowed not be considered a conversion. There is a degree of uncertainty and interpretation on the word <u>may</u> under exceptions. Recommend the sentence be read "Exceptions to include the following:"</li> <li>2. Trail corridor: Future needs may require another form of transportation added to within the trail corridor. Do not know whether this potential transportation element is been discussed or addressed. If not, the recommendation is to consider this element an allowed use and not a conversion. It still meets the original intent of the project which is to provide users to recreate on the trail.</li> <li>3. Future needs: Over time some of the recreational elements may not meet or function as originally proposed. New and different recreation elements may replace the existing (non-functional/obsolete) that better serve the needs of the communities. Recommend these form of changes be allowed and <u>not</u> be considered a conversion.</li> </ol>	<p>Thank you for your comments on the proposed changes. We appreciate you taking the time to review the proposal and will be sharing the comments we receive with the Recreation and Conservation Funding Board (RCFB) at their January 2019 meeting.</p> <p>Staff response to #1: Road frontage improvements and installation of utilities that occur during construction of a funded project may be included in the scope of a funded project.</p> <p>Staff response to #2: Non-motorized use of trail corridors for recreation and as an alternative to other</p>

	<p>4. Channel migration and sea level rising: This goes back to part of item # 3 and modification question. How is this been addressed and is there a policy on the subject matter?</p>	<p>forms of transportation is allowed. Unclear if the comment is related to other transportation-related uses.</p> <p>Staff response to #3: The existing policy on obsolescence addresses changes to the built recreational elements at a site and/or significant changes in recreational demand. Obsolescence may be applied when a sponsor provides justification and supporting documentation and when the underlying land (project area) remains available for the intended use (such as public outdoor recreation).</p> <p>Staff response to #4: Changes that occur as a result of climate change to a funded site will need to be addressed on a case-by-case basis.</p>
<p>Paul Knowles Parks Special Projects Manager, Spokane County</p>	<p>Hi Myra,  Thank you for the opportunity to provide comment on the proposed conversion policy changes. The only comments I have at this point are as follows:</p>	<p>Thank you for your comments on the proposed changes. We appreciate you taking the time to review the proposal and will be sharing</p>

<p>Parks, Recreation &amp; Golf</p> <p>Spokane WA</p>	<ul style="list-style-type: none"> <li>Under "Policy #3" – A conversion occurs when... – The exceptions that could be considered by RCO might also include <i>habitat restoration, passive storm water treatment facilities (e.g. rain gardens) or flood plain improvements (levee relocation) that enhance the hydrological and habitat functions of the site while impacting less than 20% of the original project.</i> The last bullet under this section dealing with levees kind of touches on that, but that exception is specific to habitat-funded sites. I would suggest that that exception <u>not</u> be limited to habitat-funded sites because there are many recreation-funded sites in the state that could provide either multiple benefits for local and state jurisdictions and / or might benefit from hydrological improvements such as levee relocation that allows the river to overspill its banks enough to not flood out the rest of the facility. Maybe a 20% impact restriction is added to non-habitat funded sites only.</li> </ul> <p>Anymore, park facilities are being looked at to maximize public benefit and these comments sort of aim at that effort.</p> <p>Thanks for everything you and RCO do!</p> <p>Best Regards,</p>	<p>the comments we receive with the Recreation and Conservation Funding Board (RCFB) at their January 2019 meeting.</p> <p>Staff response to restoration and stormwater treatment comment: Habitat restoration and stormwater treatment (rain gardens) may be included in the scope of a funded project when it benefits the project area and is not to mitigate for actions occurring off-site or outside of the project area.</p> <p>Staff response to flood plain/levee relocation comment: Levee relocation usually results in opportunities to improve and expand habitat rather than resulting in improvements and expansion of outdoor recreation opportunities and facilities. Limiting the exception to habitat-funded sites is consistent with intended purpose of habitat</p>
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		project areas. Expanding the exception to include outdoor recreation project areas was not included in the proposed policy changes discussed by the funding boards or distributed for public comment.
Bob Orth President, Spokane Rifle Club Spokane WA	Thanks for the opportunity to comment on the changes to the FARR policy. I do not see this affecting the Rifle club, as we are already under the State Parks interest.  Thanks again.	Thank you for your comments on the proposed changes. We appreciate you taking the time to review the proposal and will be sharing the comments we receive with the Recreation and Conservation Funding Board (RCFB) at their January 2019 meeting.
Aaron Peterson Managing Director, Regional Fisheries Coalition	Dear RCO: The Regional Fisheries Enhancement Groups (RFEG's) are requesting RCO to consider revisions to the standard agreement for SRFB grants regarding long-term obligations and conversions. We understand that the policy changes you are currently considering are related to these concepts; and ask that you expand the scope of the proposed changes to address this issue. The current agreement (2017 restoration project agreement attached) commits project sponsors to a minimum 10-year obligation for salmon recovery projects. Our boards, staff, lawyers, and landowners have reviewed these clauses and find them concerning, especially since our RCO agreements are usually only 2-4 years and do not fund maintenance and stewardship beyond the agreement period. In the past, RFEGs have met with RCO staff on this issue, and one RFEG has worked with RCO	Thank you for your comments.  Your comments are very much appreciated but are beyond the scope of the proposed changes at this time to the compliance policies.

	<p>staff to add clarifying language to the “special terms and conditions” of the grant agreement to add clarifications. One simple improvement, would be to clarify the language in the Project Agreement on long term agreements to change the sentence from... “unless otherwise identified in the agreement” to “unless otherwise identified in the landowner agreement.”</p> <p>There are additional clarifications and simplifications needed to the language in both the project agreement and the landowner agreement. For example, it is our understanding that the ten-year commitment in the Project Agreement supersedes the perpetuity language in the standard terms and agreements. It would be helpful to have that clarification from RCO.</p> <p>Project sponsors share the Salmon Recovery Funding Board’s goals of salmon recovery and de-listing. However, most project sponsors lack the capacity to assume the kind of liability that is created by the current language in the Project Agreement. In past years, the standard terms and agreement language included more flexibility and was less stringent. The current agreement language creates a significant disincentive for non-government organizations to serve as project sponsors, especially for projects on private property, since these projects have a greater risk of third-party actions that could damage a project. One RFEG that has received permission to add clarifying language to the “special terms and conditions”, however this language has simply transferred the increased liability from the Project Sponsor to the landowner via the landowner agreement. Not all private landowners will be willing to accept this added liability incorporated into the landowner agreement and ultimately this language will likely become a dis-incentive for private landowners to participate in SRFB funded projects. For salmon recovery to be successful, the state needs both public and private owners to be willing to participate in projects. We are now at a point in salmon recovery where the easy projects are complete, and the remaining projects are complex and include uncertainties and risk. The current agreement language makes that situation even worse, by placing significant long-term liabilities and risks on project sponsors. This language may inadvertently discourage restoration on private property and reduces the likelihood of achieving</p>	
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	<p>recovery. We ask that RCO revise the standard terms and conditions to address this issue or offer 10-year agreements and funding to cover long term maintenance. On a related topic, we ask RCO to provide project sponsors with a list of agreement changes annually, perhaps ahead of the contracting cycle. This would help us better track small changes to the contract language.</p> <p>We are happy to work with RCO on new language that will help projects and sponsors be successful!</p> <p>Sincerely,</p>	
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<p>Matt Finch Director of Facilities Operations, Edmonds School District</p>	<p>Hi Myra, The Edmonds School District is in favor of the proposed Compliance Policy Changes as summarized in the following document <a href="https://www.rco.wa.gov/documents/NCLI/CompliancePolicyChangesSummary.pdf">https://www.rco.wa.gov/documents/NCLI/CompliancePolicyChangesSummary.pdf</a>.</p> <p>Attached is an example of a conversion that has no impact on the project area's use and function from when the project was funded. The project area has been maintained for its intended purpose.</p> <p>Please let me know if you have any questions. I look forward to the outcome of these proposed policy changes and starting the conversion approval process for this project.</p> <p>Thanks,</p>	<p>Thank you for your comments. Because this is a conversion at a Land and Water Conservation Fund site, it is subject to National Park Service policies. I will respond to next steps in resolving the conversion in a separate message.</p>
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**Recreation and Conservation Funding Board  
Resolution 2019-05  
Changes to the Board's Compliance Policies**

**WHEREAS**, the Revised Code of Washington 79A.15.030 authorizes the Recreation and Conservation Funding Board (board) to adopt rules and procedures governing approval of conversions; and

**WHEREAS**, updating the board's compliance policies is desired for transparency and flexibility in having sponsors meet the board's long-term grant obligations and the Recreation and Conservation Office's grant management and contracting requirements; and

**WHEREAS**, retaining compliance policies help insure completed projects remain in the public domain for the respective compliance period; and

**WHEREAS**, the board solicited and heard public comments on the policies recommended in this memorandum in an open public meeting on January 22, 2019, and

**WHEREAS**, staff reviewed and considered public comments on the recommendations contained in this memo.

**NOW, THEREFORE BE IT RESOLVED**, that the board approves Resolution 2019-05 and the policy recommendations contained in this memo.

*Resolution moved by:* \_\_\_\_\_

*Resolution seconded by:* \_\_\_\_\_

*Adopted/Defeated/Deferred (underline one)*

*Date:* January 22, 2019

## Recreation and Conservation Funding Board Decision Memo

Item **9**

### APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

**Meeting Date:** January 22, 2019  
**Title:** Conversion Request: Royal City Park  
RCO Project #76-001A  
**Prepared By:** Myra Barker, Compliance Specialist

#### Summary

The City of Royal City requests that the Recreation and Conservation Funding Board (board) approve a conversion of 8.35 acres. The conversion is due to the sale of the property in 1994 for affordable housing. After being presented in October, the board asked for additional information before making a decision. Staff will be presenting further clarification on the conversion and the process used by the sponsor.

#### Resolution 2019-06

#### Board Action Requested

This item will be a:

<input checked="" type="checkbox"/>	Request for Decision
<input type="checkbox"/>	Request for Direction
<input type="checkbox"/>	Briefing

### Summary of the Conversion

The subject of this memo is the conversion of property acquired with a grant from state bonds in 1975. The sponsor, the City of Royal City, is requesting approval of a conversion that occurred in 1994. The property was never developed as a park and remained undeveloped until it was sold for multi-family housing.

The City of Royal City is located in Grant County, approximately 32 miles southwest of Moses Lake and about 17 miles from the Columbia River. Primarily a farming community, the city is governed by a mayor and city council and is supported by four staff. The city has one park, Lions Park, a 1.49-acre site that offers a play structure, covered pavilion, restrooms, basketball court, open grassy areas, pathways, and parking.

## Summary of the October Meeting

The Recreation and Conservation Funding Board (board) tabled the conversion decision at the October 2018 meeting and requested additional information from the City of Royal City and from staff. Responses are provided below.

The board asked staff to clarify the criteria for replacement property. State law<sup>1</sup> and administrative rule<sup>2</sup> cite two criteria for replacement property. Replacement property must provide at least equal fair market value at the time of conversion and of as nearly as feasible equivalent usefulness and location.

Determination of equal fair market value is supported through the appraisal requirement. Determination of replacement providing “as nearly as feasible equivalent usefulness and location” is subjective and at the board’s discretion.

When evaluating “as nearly as feasible usefulness” for replacement of a conversion of undeveloped property, the board may consider the other criteria for approving a conversion. Those are:

- Eligibility of the replacement property in the respective grant program that funded the converted area;
- How the replacement property helps meet an identified need in a sponsor’s plan; and
- How the sponsor plans to meet the board’s policy to develop the replacement property within 5 years.

The board has approved replacement property with usefulness described broadly as “usefulness for public outdoor recreation” and “usefulness for State Park purposes”. Examples of approved replacement property “usefulness” include:

- Replacement property that provided an additional access point and trail into an existing park;
- Replacement property that will be developed for passive recreation with soft-surface trails and benches; and
- Replacement property for open space and wetland habitat that provides a connection between previously separated parts of the park.

The board has not required an acre-to-acre ratio for approving a conversion or conditioned approval on a sponsor developing the replacement property as proposed in the original grant application. Adding a requirement of an acre-to-acre ratio for replacement and prescribing the development would establish a new precedent. Potential outcomes could result in conflicts in

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<sup>1</sup> RCW 79A.25.100

<sup>2</sup> WAC 286-13-160

meeting equivalent value and requiring development that is no longer needed, supported, or unable to be permitted by regulatory agencies.

Conversions have been approved in situations where the replacement property is smaller than the conversion area. Sponsors seek replacement property that is available from a willing seller, will provide equivalent value, and meets other eligibility requirements to satisfy a conversion.

The city has provided the following information to address the board's questions.

- **How has the public been informed about the conversion and proposed replacement property, specifically, was the public made aware the conversion-to-replacement acre ratio is approximately 8-to-1?**

**City's response:** The city published and described the conversion of 8 acres of park land. The replacement property was described as 12 parcels adjacent to Lions Park, but no acreage was given. Two public meetings were held regarding the conversion during regular council meetings in May and November 2018. To meet the board's public involvement requirement, the city published a notice in the area newspaper in June 2018 that described the conversion of 8 acres and proposed replacement of 12 parcels adjacent to Lions Park. No comments were received.

At the May meeting, city council authorized staff to proceed with acquiring the replacement property. The November council meeting included a previously advertised public hearing specifically on removing the grant restrictions on the converted property and on the proposed replacement. No one present offered comments on the conversion and no one had suggestions on developing the proposed replacement property.

- **How has the public been informed on the proposed development of the converted property as described in the 1975 grant application?**

**City's response:** The city did not include a description of the proposed development envisioned in the 1975 grant application in the information that was distributed. The original grant project agreement describes the project as acquiring 8 acres for a public park. The description of the conversion published in the newspaper seeking public comment included "a conversion of park land that was acquired with a state grant from the RCO. In 1975, the city acquired approximately 8 acres for a public park". The public had an opportunity to participate in two city council meetings and through the publication of a public notice soliciting comments on the conversion and proposed replacement. No comments were received. RCO staff did not inform the city that the public notice must include a description from the grant application of the future development that was planned in 1975 for the converted property.

- **How have the recreational needs that were described as future development in the 1975 grant application been met?**

**City's response:** The grant application described future development that would include a playground, ballfield, tennis court, parking, and an outdoor pool. Most of those recreational needs are currently being met by the facilities at the local high school and at Lions Park. The high school ballfields and tennis courts are available to the public when not in use for school events. Lions Park has a playground and off-street parking. An outdoor pool was not constructed in the community. The nearest aquatic facility is located at the City of Moses Lake about 32 miles away.

- **How has the public had been invited to provide comments on future outdoor recreation needs that may be addressed with future development of the proposed replacement property?**

**City's response:** In February 2018, the city posted on its Facebook page a request for public comments for the types of park features the public would like to see at Lions Park. The posting did not reference the conversion or potential replacement property. The city received 26 comments suggesting a splash pad, pool, walking pathways, picnic area/covered picnic area, play structure, skate park, combination courts, beach volleyball, and a play area. At the November 2018 public hearing, there were no comments or suggested recreation development for the replacement property.

- **How does the city plan to develop the replacement property to meet the community's expressed needs and desires for outdoor recreation amenities and facilities?**

**City's response:** Expanding Lions Park has been a need for some time. Adding park land is an identified need in the city's current comprehensive plan. The replacement property will be used for the city's annual Summerfest celebration. The city is committed to developing the replacement property within 5 years to meet RCO policy. A proposed site plan for the replacement will be provided to the board. The plan is to develop a multi-use playfield and walking paths.

The city has submitted a letter to the board requesting approval and an explanation of their due diligence to resolve the outstanding conversion. (Attachment E).

## Overview of the Board's Role and Applicable Rules and Policies

### The Role of the Board

Because local needs change over time, state laws and Recreation and Conservation Office (RCO) rules allow conversions of grant-funded projects if the project sponsor provides for adequate substitution or replacement as listed below.

The role of the Recreation and Conservation Funding Board (board) is to evaluate the practical alternatives considered for the conversion and replacement (including avoidance) and to



consider whether the replacement property meets the requirements set in RCO administrative rules and policies. The board does not have the authority in statute to levy penalties or dictate the future use of the property being converted.

### **Applicable Policies and Rules**

The project was funded from Referendum 28 bonds, which had no specific restriction on conversion. However, the project agreement included the condition and restriction on conversion without approval, and current laws<sup>3</sup> and administrative rules<sup>4</sup> apply to the conversion.

For the Royal City park project (RCO #76-001A), the action is considered a conversion because property interests were conveyed for private use.

In accordance with state law,<sup>5</sup> the board has adopted administrative rules to address a project sponsor's obligation to resolve a conversion for an acquisition project.<sup>6</sup> Neither administrative rule or board policy require replacement to provide a property of equal size. The applicable rules that apply to an acquisition project are as follows:

- All practical alternatives to the conversion have been evaluated and rejected;
- The project sponsor will provide another interest in real property and/or facilities to serve as replacement. The replacement must:
  - Be of equivalent or greater usefulness and location;
  - If an acquisition project, be interests in real property of at least current market value to the converted property;
- Evidence that the public has been given a reasonable opportunity to participate in the identification, development, and evaluation of alternatives. The minimum requirement is publication of notice and a 30-day public comment period;
- Be administered by the same project sponsor or successor unless otherwise approved;
- Satisfy needs identified in the most recent plans on file at RCO related to the project sponsor's eligibility; and
- Be eligible in the grant program of the original project unless otherwise approved.

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<sup>3</sup>RCW 79A.25.100

<sup>4</sup>WAC 286-13-160

<sup>5</sup> RCW 79A.15.030(8)

<sup>6</sup> WAC 286-27-066

## Background

The project in question is RCO #76-001A, Royal City Park.

<b>Project Name:</b> Royal City Park	<b>Project #:</b> 76-001A
<b>Grant Program:</b> Bonds	<b>Board funded date:</b> August 1975
<b>Bonds Amount</b> \$4,920	<b>Original Purpose:</b> This project acquired 8.35 acres for future development of a city park.
<b>Project Sponsor Match</b> \$3,280	
<b>Total Amount:</b> \$8,200	

The city was awarded a grant in August 1975 and acquired the property in October 1975. The city planned to develop the property as a park with a playground, ballfield, tennis court and parking. The grant application indicated the city also envisioned an outdoor swimming pool at the site. The property was never developed and remained vacant from 1975 to 1994.

### The Conversion

The conversion occurred in 1994 when the property was sold for development as affordable multi-family housing. It appears from documentation in the project file that a deed of right on the property acquired did not get recorded by Royal City. When the property sold, the title insurance for the property did not include an exception for the deed of right. Construction on the housing development began sometime in 1996. (Attachment B)

The proceeds from the sale were placed into a park fund that was understood to be used for a future property purchase to replace the park. The city's mayor and staff and RCO staff have been in discussion over the last twenty years on resolving this conversion.

## Details of Proposed Replacement Property

### Location

The proposed replacement property is approximately 1 acre and is adjacent to Lions Park. Lions Park is 1.49 acres located in the south central part of the city. (Attachment A).

### Property Characteristics

The proposed replacement property is level, undeveloped and has sparse vegetation. It is zoned as commercial. (Attachment C).

## Analysis

In summary, the board considers the following factors in addition to the scope of the original grant and the proposed substitution of land or facilities:

- All practical alternatives to the conversion have been evaluated and rejected on a sound basis.
- The fair market value of the converted property has been established and the proposed replacement property is of at least equal fair market value.
- Justification exists to show that the replacement property has at least reasonably equivalent utility and location.
- The public has opportunities for participation in the process.

**Evaluation of Practical Alternatives**

Neither the city nor RCO staff can determine whether alternatives were considered before the sale of the funded property. As noted earlier, the property title insurance did not include an exception for the deed of right.

The city has considered at least two other sites in addition to the proposed replacement property as alternatives. The city acquired property in 1995 for a park that might have served as replacement. Unfortunately, it did not meet eligibility requirements because it was not acquired under a waiver of retroactivity.

Another site was considered in 2014, when the city had an appraisal report prepared for irrigated cropland property located on the eastern edge of the city’s boundary and adjacent to the wastewater treatment plant. The value of the property was not sufficient to meet the replacement requirements.

The current proposed replacement property provides an opportunity to expand the city’s only park in an area that encompasses other city services (city hall, city library).

**Evaluation of Fair Market Value**

The conversion property and replacement property have been appraised for fee title interests with market value dates previously approved.

	<b>Conversion Property</b>	<b>Replacement Property</b>
<b>Market Value</b>	\$25,000	\$26,000
<b>Acres</b>	8.35 Acres	1 acre

**Evaluation of Reasonably Equivalent Location**

The replacement property is located adjacent to Lions Park and about 3 blocks south of the converted property.

**Evaluation of Reasonably Equivalent Utility**

The replacement property has similar characteristics as the converted property. It is an undeveloped, level area with little vegetation. The replacement property will expand the existing

park to approximately 2.5 acres. The city plans to develop the replacement with a multi-use playfield and walking paths.

### **Evaluation of Public Participation**

A public notice of the conversion and replacement property was published in the Columbia Basin Herald, the area newspaper for Grant and Adams counties. The public comment period ran from June 5, 2018 through July 6, 2018. There were no public comments received.

In addition, the city council discussed the conversion and proposed replacement at its May 2018 meeting. A public hearing was held on November 21, 2018 specifically on the conversion and replacement. There were no public comments offered at the hearing,

### **Other Basic Requirements Met**

#### [Same Project Sponsor](#)

The replacement property will be administered by the same project sponsor (City of Royal City).

#### [Satisfy Needs in Adopted Plan](#)

The city's comprehensive plan identifies a need and goal for open space that provide opportunities for recreational activities. The plan also supports the expansion of existing parks. The replacement property helps to meet those goals.

#### [Eligible in the Funding Program](#)

The replacement property was privately-owned and met eligibility requirements. The city has acquired the properties under an RCO waiver of retroactivity which preserves eligibility.

## **Conversion Policy Requirements**

RCO staff have reviewed the sponsor's conversion documentation and verify that all requirements are met.

## **Next Steps**

If the board chooses to approve the conversion, RCO staff will execute all necessary amendments to the project agreement, as directed.

## **Attachments**

- A. Location and Aerial Parcel Maps of Conversion and Replacement Property
- B. Site Photos of Conversion
- C. Site Photos of Replacement Properties
- D. Site Development Plan Replacement Property (will be submitted)
- E. Correspondence: City of Royal City Letter to the RCFB (will be submitted)
- F. Resolution 2019-06

# Attachment A: Location and Aerial Maps of the Conversion and Proposed Replacement Property





Attachment B: Site Photos - Conversion



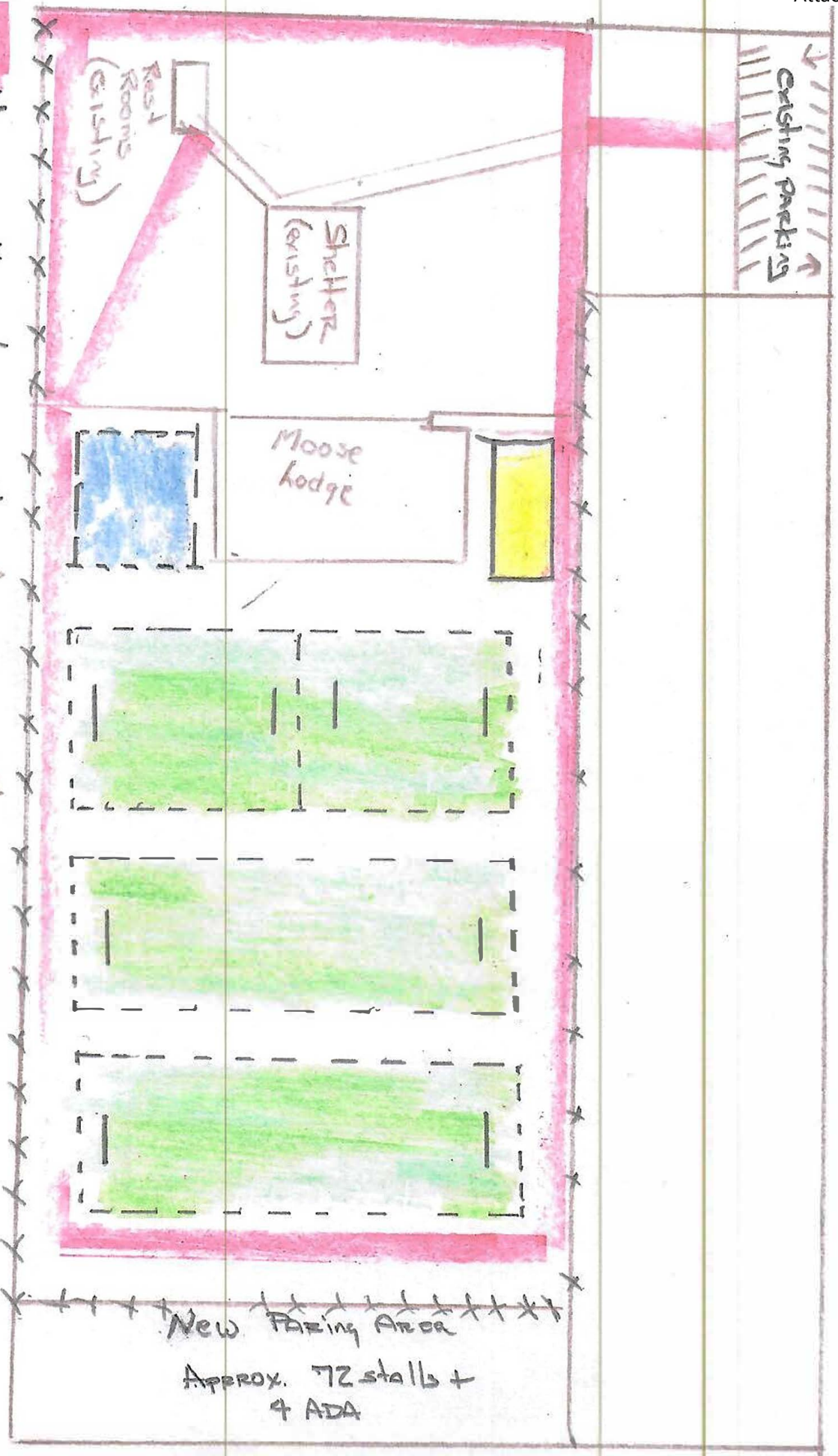
# Attachment C: Site Photos – Replacement Property





Conceptual Site  
Development Plan

Camelia St



- █ New walking/running path
- █ New multi-purpose athletic fields
- █ New playground
- █ New Restroom / concession bldg
- x x x New Fence

Scale 1"=100'



## Attachment E. Correspondence

City will submit a letter to the RCFB

**Recreation and Conservation Funding Board  
Resolution 2019-06  
Conversion Request: Royal City, Royal City Park (RCO #76-001A)**

**WHEREAS**, the City of Royal City used a state Bonds grant to acquire property for a future park; and

**WHEREAS**, the city converted the property acquired; and

**WHEREAS**, as a result of this conversion, the property no longer satisfies the conditions of the RCO grant; and

**WHEREAS**, the city is asking for Recreation and Conservation Funding Board (board) approval to replace the converted property; and

**WHEREAS**, the proposed replacement property is adjacent to the city's park, has an appraised value that is greater than the converted property; and

**WHEREAS**, the proposed replacement property will provide an opportunity to expand the city's only park, thereby supporting the board's goals to provide funding for projects that result in public outdoor recreation purposes; and

**WHEREAS**, the sponsor sought public comment and held a public hearing on the conversion, thereby supporting the board's strategy to regularly seek public feedback in policy and funding decisions;

**NOW, THEREFORE BE IT RESOLVED**, that the Recreation and Conservation Funding Board Recreation and Conservation Funding Board hereby approves the conversion and replacement; and

**BE IT FURTHER RESOLVED**, that the board the Board authorizes the Director to execute the necessary amendments.

*Resolution moved by:*

*Resolution seconded by:*

*Adopted/Defeated/Deferred (underline one)*

*Date:*

## Recreation and Conservation Funding Board Briefing Memo

### APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

**Meeting Date:** January 22, 2019

**Title:** Briefing on Conversion Request: City of Kenmore, Swamp Creek / Squires Landing Conversion, RCO #91-234A

**Prepared By:** Myra Barker, Compliance Specialist

#### Summary

The City of Kenmore is asking the Recreation and Conservation Funding Board (board) to approve a conversion of approximately 7.25 acres of property acquired with a grant from the Washington Wildlife and Recreation Program (WWRP) Urban Wildlife category. The conversion is due to the city's plan to develop the property for non-habitat related uses. Staff will ask for board comments and questions at the January 22, 2019 meeting in order to prepare for a decision at the April 2019 meeting.

#### Board Action Requested

This item will be a:  Request for Decision  
 Request for Direction  
 Briefing

### Overview of the Board's Role and Applicable Rules and Policies

The subject of this memo is a proposed conversion of property acquired with a grant from the Washington Wildlife and Recreation Program (WWRP), Urban Wildlife Category. The sponsor, the City of Kenmore, plans to convert 7.25 acres to an active park with a plaza, picnic shelter, launches, walkways, and parking. The proposed development is a non-habitat use of the project area and exceeds the limited, passive recreational development that is allowed for a property funded in the Urban Wildlife category.

#### The Role of the Board

Because local needs change over time, state laws and Recreation and Conservation Office (RCO) rules allow conversions of grant-funded projects if the project sponsor provides for adequate substitution or replacement as listed below.

The role of the Recreation and Conservation Funding Board (board) is to evaluate the practical alternatives considered for the conversion and replacement (including avoidance) and to consider whether the replacement meets the requirements set in RCO administrative rules and

policies. The board does not have the authority in statute or rule to levy penalties or dictate the future use of the property or project area being converted.

### **Applicable Policies and Rules**

The state law<sup>1</sup> for the Washington Wildlife and Recreation Program (WWRP) includes a prohibition against conversion without board approval. Specifically:

Habitat and recreation land and facilities acquired or developed with moneys appropriated for this chapter may not, without prior approval of the board, be converted to a use other than that for which funds were originally approved. The board shall adopt rules and procedures governing the approval of such a conversion.

The board has adopted Washington Administrative Code<sup>2</sup> and policy that defines when a conversion occurs, the appropriate replacement measures, and the steps that sponsors must take to request approval. The rule that applies to acquisition projects is as follows:

- The sponsor has demonstrated the need to convert the project area<sup>3</sup> including all efforts to consider practical alternatives, how they were evaluated, and the reasons they were not pursued;
- Provide an opportunity for the public to participate in the identification, development and evaluation of the alternatives, including a minimum public comment period of at least thirty days; and
- Provide another project area to serve as replacement. The replacement for conversion of property acquired with a grant must:
  - Be interest in real property of at least equal current market value to the converted property;
  - Be of reasonably equivalent usefulness and location;
  - Be administered by the same sponsor unless otherwise approved by the board;
  - Satisfy need(s) identified in the sponsor's current plan, or other relevant local or statewide plan;
  - Be eligible in the WWRP account or category of the original project unless otherwise approved by the board; and
  - Satisfies the conversion without grant assistance from the board.

### *Board Policies for All Conversions*

The board has adopted policy that requires the project sponsor supply the following for any conversion<sup>4</sup>:

---

<sup>1</sup>RCW 79A.15.030 (9)

<sup>2</sup>WAC 286-13-160; WAC 286-13-170

<sup>3</sup>WAC 286-04-010 (19) Project area is a geographic area that delineates a grant assisted site which is subject to application and project agreement requirements.

<sup>4</sup> Manual 7, Section 2

- A list and discussion of all alternatives for replacement or remediation of the conversion, including avoidance; and
- Evidence the public has been given a reasonable opportunity to participate in the identification, development, and evaluation of alternatives. The minimum requirement is publication of notice and a 30-day public comment period.

**Background – RCO Projects Impacted**

<b>Project Name:</b> Swamp Creek/Squire’s Landing		<b>Project #:</b> 91-234A
<b>Grant Program:</b> Washington Wildlife and Recreation Program Urban Wildlife Category		<b>Board funded date:</b> July 1990
<b>WWRP Amount</b>	\$645,333	<b>Original Purpose:</b> The original sponsor was King County. The project acquired 19 acres for habitat to remain in a natural state to provide nesting and resting areas for migratory waterfowl and for a nearby heron rookery.
<b>Project Sponsor Match</b>	\$1,682,166	
<b>Total Amount:</b>	\$2,327,499	

King County was awarded a grant in 1990 to acquire property located at the confluence of the Sammamish River and Swamp Creek located in the Kenmore neighborhood. (Attachment A). In addition to the 19 acres acquired with the grant, the county acquired several properties within the overall Swamp Creek boundary with other funding. The property was described as containing prime habitat and would function as a major nesting site, destination and resting place for migratory waterfowl. The property was managed as habitat and open space with passive use. It remains undeveloped.

In 1998, the City of Kenmore was incorporated. King County transferred the grant funded properties along with the other properties that had been acquired that comprised Swamp Creek to the city in 2009. The city subsequently acquired adjacent property located on the western boundary using other funding. The city acquired the westernmost parcel in 2014 under an RCO waiver of retroactivity. Grant funding for the property was awarded in 2017 through a RCO Recreation Grant-Local Parks<sup>5</sup>. The result of those combined acquisitions form the 41-acre current boundary for Swamp Creek/Squire’s Landing. (Attachment B)

**The Conversion**

The city has limited public access to waterfront. Improving public access for water-based recreation was identified as a priority in the 2015 “Imagine Kenmore” outreach initiative. Three city park sites, which included Swamp Creek/Squire’s Landing, were identified for future development of waterfront improvements.

<sup>5</sup> The RRG-Local Parks grant acquired 0.65 acres and is outside of the conversion area.

The city is requesting approval of a conversion so they can proceed with developing a portion of the property with facilities for active recreational use. The proposed conversion area is larger than the currently planned development in anticipation of future demands for increased recreational development at the site.

The planned changes exceed the level of development for a habitat-funded project area. The development includes a plaza, picnic shelter, paved pathways, boardwalks, restroom, boat storage, gangway, boarding floats, and parking. The conversion area is approximately 7.5 acres located on the western quarter of the Swamp Creek/Squire's Landing boundary. (Attachment B)

## **Details of Proposed Replacement Property**

### **Location / Property Characteristics**

The city has identified potential properties for the replacement. (Attachment C) The properties being considered are located adjacent to the city's Swamp Creek Wetland Open Space and adjacent to the existing Swamp Creek/Squire's Landing Park on its eastern boundary. The properties consist of primarily wetlands, with some open grassy areas and mature trees. Expanding existing public open space provides an opportunity for creating and improving habitat.

Staff will provide details on the proposed replacement property at the April 2019 meeting.

## **Analysis**

In summary, the board considers the following factors in addition to the scope of the original grant and the proposed substitution of land or facilities:

- All practical alternatives to the conversion have been evaluated and rejected on a sound basis.
- The fair market value of the converted property has been established and the proposed replacement property is of at least equal fair market value.
- Justification exists to show that the replacement property has at least reasonably equivalent usefulness and location.
- The public has opportunities for participation in the process.

### **Evaluation of Practical Alternatives for Conversion**

The city contacted RCO in 2016 to begin discussions on changes to the project area. City and RCO staff met in 2017 to discuss the planned development. As a result, it was determined the level of development created a non-habitat use of a portion of the project area and would exceed what is allowed for habitat-funded projects.

Due to the preferences identified by the community during the "Imagine Kenmore" initiative and envisioning process, community support, and the passage of the bond measure to help fund

improved public access to and water-based recreational facilities the city decided to proceed with converting a portion of Swamp Creek/Squire's Landing Park site.

### **Evaluation of Practical Alternatives Considered for Replacement Property**

The city is considering several properties as potential replacement (Attachment C). Staff will provide the city's alternatives analysis and proposed replacement property at the April 2019 meeting.

### **Evaluation of Fair Market Value**

The city has completed the appraisal for the conversion area. The 7.5-acre area is valued at \$1,150,000. Staff will provide the appraised value for the proposed replacement property at the April 2019 meeting.

### **Evaluation of Reasonably Equivalent Location**

Staff will provide the location information after the city has completed the public involvement requirement and identified the replacement properties at the April 2019 meeting.

### **Evaluation of Reasonably Equivalent Usefulness**

Staff will provide the city's justification of the replacement meeting reasonably equivalent habitat usefulness at the April 2019 meeting. As noted earlier, the city is seeking property that will expand existing open space to provide opportunities for increasing habitat areas.

### **Evaluation of Public Participation**

The city delayed the start of the public involvement process until after the board's meeting to be able to address the board's comments on the conversion and proposed replacement. The city will complete the required public involvement and the alternatives analysis before requesting board approval. Staff will provide a summary of the city's public involvement process at the April 2019 meeting.

### **Other Basic Requirements Met**

#### *Same Project Sponsor*

The replacement property will be administered by the same project sponsor (City of Kenmore).

#### *Satisfy Needs in Adopted Plan*

Staff will provide the city's justification on how the replacement property satisfies the needs as described in the city's plan at the April 2019 meeting.

### *Eligible in the Funding Program*

Staff will provide the information on the proposed replacement property eligibility at the April 2019 meeting.

### **Next Steps**

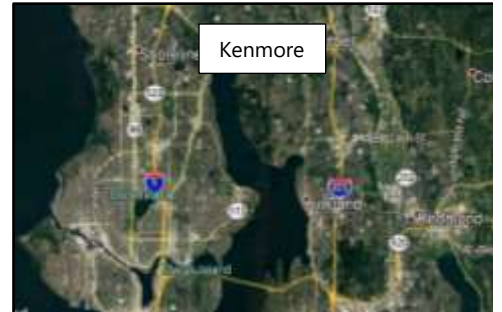
RCO staff will work with the City of Kenmore to comply with the conversion requirements and finalize the conversion request for a board decision at the April 2019 meeting. These preparations will take into account any questions raised by the board at the January 22 meeting.

### **Attachments**

- A. Location and Aerial Maps
- B. Swamp Creek/Squire's Landing Parcel Map and Proposed Conversion Area
- C. Potential Replacement Properties
- D. Swamp Creek/Squire's Landing Site Photos



# Attachment A: Location and Aerial Map Kenmore



# Attachment B: Swamp Creek-Squire's Landing Parcel Map and Proposed Conversion Area





Attachment C: Potential Replacement Properties (Outlined in Red)





Attachment D: Swamp Creek/Squire's Landing Site Photos



**APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM**

**Meeting Date:** January 22, 2019

**Title:** JLARC Study: Measuring the Outcomes of Land Acquisitions and Related Grant Programs

**Prepared By:** Ben Donatelle, Policy Specialist

**Summary**

This memo summarizes RCO's response to the Joint Legislative Audit and Review Committee's final recommendation in their report, *Measuring Outcomes of Land Acquisitions and Regulations*, to develop a plan detailing the costs, actions and timelines needed to measure the outcomes of land acquisitions and related grant programs.

**Board Action Requested**

This item will be a:

<input type="checkbox"/>	Request for Decision
<input type="checkbox"/>	Request for Direction
<input checked="" type="checkbox"/>	Briefing

**Background**

In January 2018, the Joint Legislative Audit and Review Committee (JLARC) released their final report, *Measuring Outcomes of Land Acquisitions and Regulations*. JLARC's review concluded that statutes requiring RCO to develop and use outcome measures to evaluate the success of land acquisition grant programs have not been implemented by the agency. The Legislative Auditor recommended the Recreation and Conservation Office (RCO) work with the Office of Financial Management (OFM) to submit a joint plan detailing the actions, costs, and timelines needed to comply with the statutes.

The statutes cited by JLARC are (in order of chapter):

- **RCW 43.41. 270(1)** – Natural resource related and environmentally based grant and loan programs – Administration and monitoring assistance  
*The office of financial management shall assist natural resource-related agencies in developing outcome-focused performance measures for administering natural resource-related and environmentally based grant and loan programs. These performance measures are to be used in determining grant eligibility, for program management and performance assessment.*
- **RCW 79A.15.065** – Habitat Conservation Account – Statement of Environmental Benefit – Development of outcome-based performance measures.



*In providing grants through the habitat conservation account, the board shall require grant applicants to incorporate the environmental benefits of the project into their grant applications, and the board shall utilize the statement of environmental benefits in the grant application and review process. The board shall also develop appropriate outcome-focused performance measures to be used both for management and performance assessment of the grant program. To the extent possible, the board should coordinate its performance measure system with other natural resource-related agencies as defined in RCW 43.41.270. The board shall consult with affected interest groups in implementing this section.*

- **RCW 79A.25.260(3)g** – Habitat and Recreation Lands Coordinating Group – Members – Progress reports – Duties  
*The group must...develop an approach for monitoring the success of acquisitions.*

## The Plan Summary

This plan includes three options, each building upon the previous, which could be implemented individually or cumulatively in stages. None of these options are currently funded or included in any budget submitted to the Office of Financial Management. Option 1 proposes to enhance RCO's existing project management system (PRISM) with metrics that collect targeted species and habitat information. Option 2 proposes to integrate PRISM project data with species range and habitat type GIS layers in the Public Lands Inventory and develop a publicly accessible reporting dashboard. Option 3 proposes to develop a full ecological assessment and monitoring program coordinated with the State Parks and Recreation Commission, Department of Fish and Wildlife, and Department of Natural Resources. Please see *Attachment A* for the full plan.

### Option 1

RCO would enhance PRISM so that species and habitat data targeted for conservation can populate the PRISM database from a Habitat Conservation Account project's application. RCO would also modify the final project report to verify habitats and species targeted by the project were acquired. Finally, RCO will consider a policy recommendation to allow applicants to use a portion of grant funds to conduct formal baseline surveys on properties acquired in fee. These surveys could provide more in depth assessments of the environmental benefits of the acquired properties, which could serve as a backdrop so more in-depth monitoring could occur.

**Total Budget:** \$71,000

**Total Timeline:** 12 months

### Option 2

RCO would enhance the Public Lands Inventory (PLI) to include habitat type, species range, recreational inventory and other selected GIS data layers, and link with PRISM to overlay property acquisition data. It would also develop a public-facing data dashboard to enable contextualized filtering, analysis and visualization of completed projects to improve transparency and communicate outcomes of land acquisition projects. Developing such a tool

would enable the visualization of acquired property parcels and project metrics collected at application and project completion. The dashboard would enable the public, legislators, and conservation planners to visualize RCO supported acquisition projects overtop specific species ranges or habitat types. Outcome reports could be custom tailored based on the user's area of interest.

**Total Budget:** \$319,000

**Total Timeline:** 12 months

### Option 3

RCO and the other land managing agencies would develop a standardized ecological integrity monitoring and reporting program, which all three agencies can use to report performance measures and progress towards meeting habitat conservation goals on lands acquired with RCO habitat funds. Ecological condition would be graded based on protocol developed for each habitat type and used to set management objectives for future desired conditions. Acquisition project outcomes would be identified per the project's articulated goals and objectives and progress towards desired outcomes would be measured and compared over time. The three agencies will use the Ecological Integrity Assessment (EIA) method developed by NatureServe and the Natural Heritage Network and adapt the methodology to their specific conservation and management objectives.

**Total Initial Development Budget:** \$2.35 Million, first biennium

**Total ongoing program support:** \$1.3 million/biennium ongoing

**Timeline:** 24 months for initial set-up with ongoing program support

### Next Steps

The plan will be transmitted to JLARC as requested by December 31<sup>st</sup>.

### Attachments

Attached is the full plan and transmittal letter submitted to JLARC.

Natural Resources Building  
P.O. Box 40917  
Olympia, WA 98504-0917

1111 Washington St. S.E.  
Olympia, WA 98501



(360) 902-3000  
TTY: (800) 833-6388

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Web site: [www.rco.wa.gov](http://www.rco.wa.gov)

STATE OF WASHINGTON  
RECREATION AND CONSERVATION OFFICE

December 21, 2018

Keenan Konopaski, Legislative Auditor  
Joint Legislative Auditor & Review Committee  
Post Office Box 40910  
Olympia, WA 98504-0910

Dear Keenan:

In the 18-01 Final Report of the Joint Legislative and Audit Review Committee, *Measuring Outcomes of Land Acquisitions and Regulation*, the Recreation and Conservation Office was directed to work with the Office of Financial Management to develop and submit a joint plan to the Legislature detailing the actions, costs and timelines needed to comply with statutes that direct them to measure performance of land acquisitions and related grant programs.

Please accept the attached report that outlines three options, each building upon the previous, which could be implemented individually or cumulatively in stages. We are happy to answer any questions you might have on the report. Please feel free to contact me or my staff, Wendy Brown, at 360-902-3021 or [wendy.brown@rco.wa.gov](mailto:wendy.brown@rco.wa.gov).

Happy Holidays!

Sincerely,

Kaleen Cottingham  
Director

Attachment





# Measuring Outcomes of Land Acquisitions and Regulations

Response to the Joint Legislative Audit and Review Committee (JLARC) *18-01 Final Report: Land Acquisitions and Regulations*.

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## Introduction

In 2017, the Joint Legislative Audit and Review Committee (JLARC) conducted a review of outcome measures for specific acquisition and regulatory programs intended to protect and conserve habitat and expand outdoor recreation.<sup>1</sup>

JLARC's review concluded that statutes require RCO to develop and use outcome measures to evaluate the success of land acquisition grant programs, but has yet to do so. The Legislative Auditor recommended the Recreation and Conservation Office (RCO) work with the Office of Financial Management (OFM) to submit a joint plan detailing the actions, costs, and timelines needed to comply with statutes requiring the development of outcome performance measures for land acquisitions and related grant programs.<sup>2</sup> RCO has worked with OFM and the other natural resource agencies to develop the plan and options that follow. In addition, OFM will continue to provide assistance to state agencies on developing appropriate performance measures as developed through this plan. The plan that follows fulfills that recommendation.

## Statutes directing RCO to measure performance

The statutes cited by the Legislative Auditor that direct RCO to develop outcome measures for land acquisitions include the following:

- **RCW 43.41.270(1)** – Natural resource related and environmentally based grant and loan programs – Administration and monitoring assistance  
*The office of financial management shall assist natural resource-related agencies in developing outcome-focused performance measures for administering natural resource-related and environmentally based grant and loan programs. These performance measures are to be used in determining grant eligibility, for program management and performance assessment.*
- **RCW 79A.15.065** – Habitat Conservation Account – Statement of Environmental Benefit – Development of outcome-based performance measures.  
*In providing grants through the habitat conservation account, the board shall require grant applicants to incorporate the environmental benefits of the project into their grant applications, and the board shall utilize the statement of environmental benefits in the grant application and review process. The board shall also develop appropriate outcome-focused performance measures to be used both for management and performance assessment of the grant program. To the extent possible, the board should coordinate its performance measure system with other natural resource-related agencies as defined in RCW 43.41.270. The board shall consult with affected interest groups in implementing this section.*
- **RCW 79A.25.260(3)g** – Habitat and Recreation Lands Coordinating Group – Members – Progress reports – Duties

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<sup>1</sup> Programs reviewed that are administered by RCO include: Salmon Recovery Funding Board (SRFB), Puget Sound Acquisition and Restoration (PSAR), Puget Sound Estuary and Salmon Restoration Program (ESRP), Washington Wildlife and Recreation Program (WWRP), Aquatic Lands Enhancement Account (ALEA), Nonhighway and Off-Road Vehicle Activities (NOVA), Boating Facilities Program (BFP), Firearms and Archery Range Recreation program (FARR), and the Youth Athletic Facilities (YAF) program.

<sup>2</sup> Joint Legislative Audit and Review Committee (JLARC). *18-01 Final Report: Land Acquisitions and Regulations*. January 2018. Available: <http://leg.wa.gov/jlarc/reports/2017/HabitatLands/f/default.html>; pg. 27.

*The group must...develop an approach for monitoring the success of acquisitions.*

While RCW 79A.15.065 is limited to grant programs funded from the Washington Wildlife and Recreation Program (WWRP) Habitat Conservation Account, RCO believes it is the intent of the legislature to examine acquisitions throughout the portfolio of RCO grant programs. The options presented in this plan are framed with the WWRP Habitat Conservation Account as the primary focus, but the methodology could be scaled up, and if implemented, outcome indicators could be developed for the broad range of RCO grant programs that fund land acquisition.

Regarding the monitoring required by RCW 79A.25.260(3), RCO believes that the success of acquisitions as reported in the Habitat and Recreation Lands Coordinating Group's monitoring report fulfills the requirements of the statute. The Lands Group produces two biennial reports for the Legislature: an acquisition forecast and a monitoring report that both provide detailed information on each acquisition project proposed for RCO grant funding. As a result of a 2015 JLARC report, *State Recreation and Habitat Lands*, the Lands Group augmented both the forecast and monitoring reports to include information on an acquisition project's link to the sponsoring agency's strategic plan, desired future outcomes for the property, and progress towards achieving those outcomes. See the most recent Habitat and Recreation Lands Group monitoring report [[CLICK HERE](#)] for details on the outcomes of the 2018 acquisition projects.

## Plan Outline

This plan includes three options, each building upon the previous, which could be implemented individually or cumulatively in stages. Option 1 proposes to enhance RCO's existing project management system (PRISM) with metrics that collect targeted species and habitat information. Option 2 proposes to integrate PRISM project data with species range and habitat type GIS layers in the Public Lands Inventory and proposes to develop a public facing reporting dashboard. Option 3 proposes to develop a full ecological assessment and monitoring program coordinated with the State Parks and Recreation Commission, Department of Fish and Wildlife, and Department of Natural Resources. The three options presented here exist on a spectrum ranging from relatively low-cost, easy-to-implement through a high-cost option that requires a great degree of program development and interagency coordination. In addition, all three options are cumulative, meaning the ability to build option two is dependent on the completion of option one. Existing agency resources do not provide the capacity for the implementation of any of the three options, therefore the costs and resources outlined in this plan are assumed to be in addition to existing agency resources and budgets.

### Option 1: PRISM reporting

#### Summary of Proposal

Upgrade RCO's Project Information System (PRISM) to include habitat and species data on properties proposed for acquisition in the PRISM database. Upgrade the PRISM final project report to verify the targeted habitats were acquired.

#### Details

Currently, RCO collects information in PRISM on federally threatened or endangered fish species targeted by Salmon Recovery Funding Board grant projects. Also, with each project application in the Washington Wildlife and Recreation Program Habitat Conservation Account, RCO requires a *Species with Special Status Table* and a *Statement of Environmental Benefits* as separate attachments.

In this option, RCO would enhance PRISM so that consistent species and habitat data targeted for conservation can populate the PRISM database from a Habitat Conservation Account project’s application. RCO would also modify the final project report to verify that habitats and species targeted by the project were acquired. Finally, RCO will consider a policy recommendation to allow applicants to use a portion of grant funds to conduct formal baseline surveys on properties acquired in fee. These surveys would provide more in depth assessments of the environmental benefits of the acquired properties which could serve as a backdrop from which more in-depth monitoring could occur.

RCO will coordinate the PRISM refinements with DFW, DNR, and State Parks including standard criteria, definitions and other assumptions for identifying species and habitat data at the time of application. With the enhancements proposed under this option, RCO will be able to develop customized reports from PRISM summarizing species and habitat types targeted by selected projects.

**Total Budget:** \$71,000

**Total Timeline:** 12 months

**RCO Actions**

Action	Cost	Timeline
Project Coordination and Policy Development	\$24,000	12 months
Develop PRISM habitat and species metrics	\$15,000	6-9 months
Add metrics to final project report in PRISM	\$1,000	1 month
Develop PRISM acquisition summary report	\$1,000	1 months
<b>TOTAL</b>	<b>\$41,000</b>	<b>12 months</b>

**Other Agencies’ Actions**

Action	Cost	Timeline
Coordinate with RCO to define appropriate metrics and indicators, share data	\$30,000	6-9 months
Submit periodic monitoring reports	Anticipated to be Minimal	ongoing
<b>TOTAL</b>	<b>\$30,000</b>	

**Achievements**

This option enables the ability to report in PRISM, for each acquisition project funded in the WWRP Habitat Conservation Account, the species and types of habitats targeted for conservation at a project, agency and statewide level.

**Achievement Gaps**

This option creates the ability to report the species or habitats targeted for conservation in acquisition projects. However, because it only aggregates project metrics from PRISM, this option does not provide an assessment of condition, viability or spatial distribution of the habitats or species.

## Option 2: Public Lands Inventory Upgrade

### Summary of Proposal

This option requires the completion of Option 1 and does not require any additional reporting effort by the other agencies. RCO would enhance the Public Lands Inventory (PLI) to include habitat type, species range, recreational inventory and other selected GIS data layers. RCO will also link the PLI with PRISM to overlay property acquisition data. Finally, RCO will develop a public-facing data dashboard to enable contextualized filtering, analysis and visualization of completed projects to improve transparency and communicate outcomes of land acquisition projects.

### Details

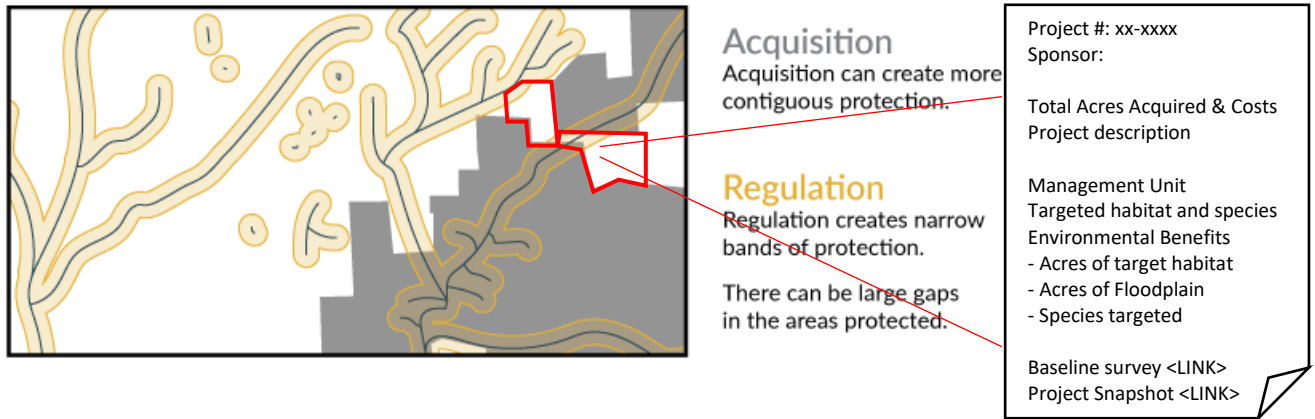
JLARC's report suggests that a GIS-based conservation planning dashboard would allow evaluation of a parcel by its characteristics, such as information on species of concern, the protection status of a species, and the level of threat of land conversion. In this option, RCO will enhance the Public Lands Inventory to include GIS data layers representing priority habitat types, species ranges, and RCO's recreational inventory data. RCO will manage the Public Lands Inventory and work with the other agencies to coordinate periodic updates as new spatial data becomes available. RCO will also link PRISM property acquisition data to the Public Lands Inventory, enabling acquired properties to be overlaid on the habitat, species, and recreational inventory data layers.

RCO's approach to developing this option is largely based on examples identified by the Oregon State University Institute for Natural Resources report as best practices. For example, the Florida Natural Area Inventory (FANI) within the Florida Natural Heritage Program developed a GIS-based data system that enables the Florida Forever project to communicate the outcomes of land acquisitions based on indicators such as acres of habitats of concern, number of rare species protected, and acres of floodplain or riparian area. Florida's indicators were developed using goals and desired outcomes specifically set forth in legislation that created the Florida Forever project and a "conservation blueprint" that was developed to guide the prioritization of statewide land acquisitions. The data system allows the Florida Natural Areas Inventory to annually report changes in the selected ecological indicators on the acquired lands. FANI also annually reports the number of historical sites protected and the number of trail miles built on protected lands.

Developing such a tool would enable the visualization of acquired property parcels and project metrics collected at application and project completion. Properties could be overlaid on any combination of the available data layers within the Public Lands Inventory (see example below in Figure 1). The dashboard would enable the public, legislators, and conservation planners to visualize RCO supported acquisition projects overtop specific species ranges or habitat types. Multiple parcels could also be selected to analyze, for example, a specific geographic region, and the relationship of funded projects to specific species ranges, ecosystem types, recreational amenities, or any combination data layers within the Public Lands Inventory. Outcome reports could be custom tailored based on the user's area of interest.

The completion of Option 2 as presented here is dependent on the completion of the PRISM enhancements discussed in Option 1 above. This modification of the Public Lands Inventory is also consistent with JLARC's 2015 recommendation to create a centralized data resource for all the agencies and the legislature to find acquisition information.

Figure 1: Example of Public Lands Inventory with acquisition project overlay



**Total Budget:** \$319,000

**Total Timeline:** 12 months

**RCO Actions:**

Action	Costs	Timeline
Project management and coordination	\$24,000	12 months
Compile new data layers in Public Lands Inventory	\$200,000	12 months
Create PLI data filter and reporting dashboard	\$5,000	1 month
<b>TOTAL</b>	<b>\$229,000</b>	<b>12 months</b>

**Other Agencies' Actions**

Action	Costs	Timeline
Coordinate w/ RCO to identify and provide data layers	\$60,000	6-9 months
Interagency agreement to provide updated spatial data as they become available	\$30,000	6-9 months
<b>TOTAL</b>	<b>\$90,000</b>	<b>9 months</b>

**Achievements**

Option 2 enables the visual representation of properties acquired on a GIS-based mapping tool with species and/or habitat attributes provided through PRISM in Option 1. It would also visually overlay the acquired property on data layers representing basic ecological composition.

**Achievement Gaps**

This option would not provide an assessment of habitat condition, species viability or progress toward agency identified management goals.

**Option 3: Ecological Monitoring**

**Summary:**

This option would develop a standardized ecological integrity monitoring and reporting program from which all three agencies can report performance measures and progress towards meeting habitat conservation goals on lands acquired with RCO habitat funds. Ecological condition would be graded based on protocol developed for each habitat type and used to set management objectives for future

desired conditions. Acquisition project outcomes would be identified per the project's articulated goals and objectives and progress towards desired outcomes would be measured and compared over time.

### **Details**

In this option, RCO and the other land managing agencies would create a comprehensive, statewide ecological monitoring program to report the ecological condition and integrity of habitats acquired with funds from the WWRP Habitat Conservation Account. This option would be developed with the acquisitions funded by the Washington Wildlife and Recreation Program, Habitat Conservation Account, as the primary focus and pilot program. This option is consistent with the recommendation from the Legislative Auditor to use ratings to explain resource condition. This option is also consistent with approaches used by the Washington Department of Transportation, and the National Park Service highlighted in JLARC's report.

The three agencies will use the Ecological Integrity Assessment (EIA) method developed by NatureServe and the Natural Heritage Network beginning in the early 2000s. DNR-Natural Heritage has worked with WDFW, WA State Parks, U.S. Fish and Wildlife Service, The Nature Conservancy, King County Dept. of Natural Resources and Parks, and the Columbia Land Trust to adapt EIA protocols to their specific conservation and management objectives. WDFW's work has been focused on shrub-steppe (Shroeder et al. 2011 is an excellent example of how WDFW has adapted EIA for their agency needs. However, this is just one potential application of EIA.); DNR has developed protocols for all upland and wetland ecological systems; and, State Parks has its own Natural Heritage Initiative, which has a focus on describing the ecological condition of upland habitats.

Ecological integrity can be defined as the natural range of variability associated with the structure, composition, and function of an ecosystem exposed to minimal human-induced impacts (Schroeder et al. 2011). Regardless of which metric is being measured, a standard ecological integrity ranking scale is used to score each measurement. A report-card style scale is used and metrics, cutoff points for measurements, key ecological attributes, or overall ecological integrity is ranked from 'excellent' to 'degraded' or 'A', 'B', 'C' or 'D'. In order to make such rankings operational, the general ranking definitions are specifically described. These descriptions provide guidance when developing specific metric rankings and helps ensure that all metrics, regardless of the actual unit of measurement, are ranked on a comparable scale.

The methodology for assessing ecological integrity takes place at three levels of intensity depending on the purpose and design of the data collection effort. These levels range from the use of remote sensing and GIS based indicators (e.g., road density, vegetative cover) to intensive, field-based assessments that provide higher resolution information on the integrity of ecological systems within a site. More intensive field-based surveys can be used to verify observations of lower level assessments.

The agencies will coordinate with RCO to identify and standardize the ecological monitoring program using a common set of metrics and reporting methods over time. The program will include recommendations for ongoing monitoring, for which costs and timelines will be developed after the ecological monitoring program is established. (Note: ongoing monitoring costs are not included in this proposal and would need to be developed after the ecological monitoring program is established.)

RCO would develop and maintain a standardized reporting module in PRISM and manage the public lands inventory data layers. Developing and maintaining an ongoing program assessing and monitoring habitat conditions, such as described here, can provide the agencies and public with an accurate picture

of habitat quality over time. This recommendation is consistent with the Legislature’s desire for centralized, coordinated information resource on state land acquisitions. Such an outcome is entirely dependent on future legislative support (funding) to RCO and the Agencies’ monitoring programs. As with option two above, the implementation of this option is predicated on the completion of the PRISM enhancements from option one and the development of the GIS platform discussed in option two.

**Total Initial Development Budget:** \$2.26 Million

**Total ongoing program support:** \$1.3 million/biennium

**Timeline:** 24 months for initial set-up with ongoing program support

**RCO Actions – work with the other natural resource agencies to:**

Action	Cost	Timeline
Project Coordination and management to identify standardized list of ecological systems and indicators	\$48,000	24 months
Develop centralized GIS data base and integrate spatial data from other agencies	\$400,000	18-24 months
Develop reporting methodology for tracking progress of RCO funded projects.	\$100,000	9-12 months
Maintain data system and update layers as needed or developed	\$3,000/year	ongoing
<b>TOTAL</b>	<b>\$551,000</b>	<b>24 months</b>

**Other Agencies Budget: \$1.7M first biennium; \$1.3M/biennium ongoing until protocol development and validation is complete**

**Other Agencies Actions – work with RCO to:**

Action	Cost	Timeline
Develop and validate ecological assessment and monitoring protocols	\$1.3 Million	Ongoing
Provide RCO with spatial data for acquired properties	\$30,000	1 <sup>st</sup> biennium
Coordinate with RCO and the other agencies to identify the list of ecological systems, metrics and reporting methods	\$30,000	1 <sup>st</sup> biennium
Develop internal database system for monitoring and reporting (Note: The cost of ongoing monitoring will be determined after the program is established and is not included in this budget)	\$350,000	1 <sup>st</sup> biennium
<b>Total initial biennium</b>	<b>\$1.71 million</b>	<b>Ongoing</b>
<b>Ongoing support</b>	<b>\$1.3 million</b>	

### Budget Assumptions

- Budget estimate includes costs for each agency to set up their program, and develop and validate protocols for ecological system groups, but it does not include monitoring costs after program is established.
- The costs to develop and validate protocols will vary by ecological group but validation will be the larger portion of the budget.
- First biennium costs include estimate of \$350,000 to \$400,000 for database development work by an outside contractor.



- Agencies will develop protocols for 2 systems in the first biennium; and 2-3 systems in subsequent biennia.
- An iterative process will be used in the first biennium to simultaneously develop protocols for ecological systems and design and refine the database to support ongoing EIM work.
- There will be the need for additional database design refinements as each new ecological system is addressed; however, the level of effort will be significantly less than what is needed to develop the overall framework in the first biennium.
- Budget estimate includes costs for an ecological assessment and monitoring team consisting of a project manager, two field crews, and other technical staff including IT specialists, and fish and wildlife scientists and technicians.
- Budget estimate includes costs for two field crews for each of the biennia for validation. Tasks include collecting one full season's worth of data, conducting analysis, and refining the protocols. Additional work in the first biennium includes creating and assigning workflows for data management, maintenance and refinement and institutionalizing this among RCO and all three agencies.

### **Achievements**

This option will implement a statewide ecological monitoring program for WDFW and State Park lands, and DNR's Natural Areas. It will identify target species and habitats, identify and track goals associated with acquisition projects, and provide spatially represented and data reporting of ecological condition.

## Challenges, Assumptions and Limitations

As population, development pressure and the impacts from climate change increase, so too does the need for protecting and restoring habitat, preserving representative ecosystems, and ensuring linkages for species migration, habitat adaptability and climate refuge.

Several layers of Ecological Integrity Monitoring (EIM) could be deployed; representative sampling and remote sensing could save costs while monitoring every acquisition or management area would provide the most detailed assessment of outcomes. A hybrid approach, using remote sensing to identify detrimental changes that trigger in-field monitoring is proposed here.

One challenge for developing outcome measures for RCO grant programs is that Washington statutes don't define specific goals or desired outcomes beyond broad mandates as they do in Florida, nor are RCO's grant program acquisition priorities defined by a coordinated statewide conservation strategy. Additionally, neither RCO nor the other State Agencies receive dedicated resources for monitoring the effectiveness of their programs or management actions.

Outcomes can be measured at different levels: programmatic and project. RCO has broad programmatic goals. DNR, DFW and State Parks have unique agency and programmatic goals while each project is developed for achieve specific goals identified by area management plans or agency strategic plans. RCO attempted to develop coordinated outcome measures with the other state agencies when RCW 79A.15.065 was adopted in 2001, but the effort was ultimately abandoned because of the inherent complexity and the agencies couldn't come to agreement on standardized outcome indicators or metrics.

**APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM**

**Meeting Date:** January 22, 2019

**Title:** WWRP Urban Wildlife Habitat, Riparian Protection Category Reviews and Climate Change Criteria

**Prepared By:** Ben Donatelle, Policy Specialist

**Summary**

This memo summarize progress to date on the WWRP Habitat Account category reviews and the development of the Climate Change evaluation criteria.

**Board Action Requested**

This item will be a:

<input type="checkbox"/>	Request for Decision
<input type="checkbox"/>	Request for Direction
<input checked="" type="checkbox"/>	Briefing

**Project Summary**

The 2018-2022 State Recreation and Conservation Plan’s Unifying Strategy adopted by the Recreation and Conservation Funding Board (board) in November 2017 set a policy goal to review, within the next five years, the Washington Wildlife and Recreation Program’s (WWRP) Urban Wildlife Habitat and Riparian Protection categories. The goal of this review is to assess whether the policies and evaluation criteria are meeting the statutory intent. Further, the board committed to consider how the categories can best provide opportunities to align with the goals to get youth outside and to improve the equity of parks, trails, and conservation lands.<sup>1</sup>

The Unifying Strategy also acknowledges that a changing climate affects the recreation opportunities and conservation measures in which this board invests and encourages applicants to account for the anticipated effects of climate change in land use planning. In January 2018, the Board requested RCO staff to determine how to address climate change in the Riparian Protection and Urban Wildlife Habitat categories alongside any changes proposed as part of the programmatic reviews.

RCO staff is preparing to conduct program reviews of the Urban Wildlife Habitat and Riparian Protection categories in 2019. The reviews will assess the strengths and challenges of the programs as they currently exist, identify areas for improvement, and develop policy

<sup>1</sup> <https://www.rco.wa.gov/StateRecPlans/scorp/unifying-strategy/>

recommendations for the board to consider implementing for the 2020 grant cycle. Recommendations may include but are not limited to proposing new or updated program funding priorities and developing new or revised evaluation criteria.

Simultaneously, RCO staff will work with stakeholders to determine the most appropriate approach to accounting for or measuring climate change impacts in these two categories and pilot the approach in the 2020 grant round.

The program reviews will occur between January and October of 2019. Recommendations for changes to board policy will be presented in October 2019 so any recommendations the board chooses to adopt can be implemented for the 2020 grant cycle.

This memo serves to provide some background context as well as a preview of the work to come. It also summarizes a few potential policy framing questions for the board to consider.

## Urban Wildlife Habitat

Urban Wildlife Habitat is defined in statute as lands that provide habitat important to wildlife in proximity to a metropolitan area. RCW 79A.15.010(8). Since WWRP was first established in 1991, RCO has revised the eligibility and evaluation criteria of the Urban Wildlife Habitat category three times in 1994, 1999, and 2007. The law (RCW 79A.15.060(5)(a,b)) requires the board to consider certain habitat and community benefits of a project proposed for funding but gives wide discretion to the Board in assigning value to the required considerations.

As part of the 2007 policy review, RCO Staff summarized the changes adopted in 1994 and 1999 and the effects on project funding in a white paper, available [HERE](#). One change adopted from the 1999 review was to redistribute the point values in the evaluation criteria to favor projects that contributed to biodiversity and “big picture conservation,” or to balance the habitat considerations with the public access and urban proximity considerations. The consequence was a trend of funded projects that were large land acquisitions, further from the urban centers, and increasingly dominated by the Departments of Natural Resources and Fish and Wildlife.

In response to the shift towards more state projects, in 2008 the board adopted three policies intended, in part, to increase awards to local agencies (Resolution 2008-06). The adopted policies:

- dedicated a more equitable percentage of funds to local agency and state agency projects,
- revised the evaluation criteria scoring to award more points for projects that address the criteria specific to the Urban Wildlife Habitat category, [and](#)
- encouraged more participation for local agency representatives on the evaluation team.

In 2016, in response to the WWRP program review, the Legislature merged the Riparian Account into the Habitat Conservation Account, created a Riparian Protection category, and redistributed

the funding allocation between categories. RCO again reviewed the policy guiding how funding is distributed between state and local agencies in the Urban Wildlife category. The Board decided to maintain the funding allocation adopted in 2008 and to include nonprofit nature conservancy organizations in the portion of funding reserved for local agencies and Native American tribes.

The current funding distributed to the Urban Wildlife Habitat category is 6.75% of the overall WWRP allocation, or roughly \$5.4 million of the \$80 million in the current (2017-2019) biennium. Urban Wildlife Habitat funding is proportionately split, with 40% dedicated to State Agency sponsors, and 40% to local sponsors, including non-profit nature conservancies and Native American tribes. The remaining 20% is then allocated first to any partially funded local projects, then to partially funded state sponsored projects, and finally to the first ranking alternate project regardless of category.

Staff is working to analyze the funding trends since 2008, and will prepare a summary for the board to review at a later time. The evaluation question point values generally have not changed since the 2008 policy review and favor the habitat criteria (45 points, or 53.6%) over the public access criteria (39 points, or 46.4%). In past iterations of the evaluation criteria, habitat criteria were weighted as much as 75% of the overall point value.

At the board meeting in July 2016, in Bellevue, when the concept of a programmatic review was first discussed, one of the main topics of interest was whether the policies and criteria favored projects aimed at recovering endangered species or favored projects that gave all wildlife refugia in the urban/suburban environment. Board members commented that the ability to get people out in nature to observe wildlife might need to be a more prevalent priority for these projects. This will be evaluated as part of this review.

### Potential Policy Questions

- The evaluation criteria, through past policy revisions, is weighted to favor habitat characteristics of projects. The Board's Unifying Strategy provides direction to consider how Urban Wildlife Habitat funds can better address priorities to improve equity of parks, trails, and conservation lands, and get youth outside. There is a tension between the habitat values of projects in closer proximity to urban areas and those that are further afield. Should evaluation criteria prioritize funding projects that address the needs of underserved communities and that increase potential for the public to access the acquired lands?
- Is there value in revising the project location eligibility criteria to enable smaller, urbanizing communities to apply for funds to protect conservation values in designated critical areas?
- Is the formula for distributing funding between state and local agencies helping to fund the highest value projects?

The evaluation criteria have mirrored the board considerations enumerated in statute but there is not a requirement to use all considerations as scored questions. Is there value in developing evaluation criteria that address but don't directly mirror the statutory considerations?

## Riparian Protection

### Background

The Riparian Protection Account was established within the Washington Wildlife and Recreation Program (WWRP) in 2005. Riparian Habitat is defined in statute as land adjacent to water bodies and submerged land that can provide functional habitat for salmonids and other fish and wildlife species. It includes shorelines, near-shore marine habitat, estuaries, lakes, wetlands, streams, and rivers (RCW 79A.15.010(11)). The first projects were funded in the 2007-2009 biennium. In 2015 the Riparian Protection Account was merged with the Habitat Protection Account and the funding was redistributed to simplify and balance the allocation formula. Current funding is allocated at 6.75% of the total WWRP budget, or roughly \$5.4 million of the \$80 million in the current (2017-2019) biennium.

Based on advisory committee feedback from the past several grant cycles, the riparian protection category is largely effective in funding high-quality riparian habitat. However, the evaluation criteria is complex and could benefit from some simplification. Like the Urban Wildlife Habitat category, the law (RCW 79A.15.060(5)(c)) requires the board to consider certain habitat benefits and community support of a project in prioritizing funding decisions, but gives wide discretion to the board in assigning value to the required considerations. Currently, the evaluation criteria point values slightly favor the public support/benefit criteria (66 points, or 52.8%) over the habitat criteria (59 points, or 47.2%). However, one advisory committee member from the 2018 grant evaluation cycle identified a tension between funding properties that are highly threatened but lesser quality habitat and funding projects that are higher quality habitat but less threatened.

WDFW is finalizing new guidance on riparian management and restoration actions. WDFW expects to finalize the new guidance within the next six months. Our advisory committee requested this revised guidance be given greater consideration in project design, specifically in defining the riparian area. The advisory committee has also struggled with the number of evaluation questions over the past several grant cycles. The detailed evaluation questions require sponsors to race through their presentation but cannot meaningfully address the criteria, which makes it difficult to effectively score projects. Evaluators felt like the multiple-benefits criterion added in the 2018 grant cycle created further challenges in that both sponsors and the advisory committee needed further guidance to understand the meaning and intent of the question.

## Potential Policy Questions

- The past evaluation criteria have mirrored the considerations enumerated in statute but there is no requirement to use all considerations as scored questions. Is there value in developing simplified evaluation criteria that address but don't directly mirror the statutory considerations?
- Should projects be better integrated, coordinated, or focused on Salmon and Orca Recovery, or should the board strive to maintain a distinction between Riparian Protection and Salmon Recovery funding by focusing on other benefits of protecting riparian habitat (e.g. water quality, mitigation of flood impacts, aquifer recharge, etc.)?
- How to balance competing priorities of protecting threatened property with protecting property that is of higher conservation value but less threatened?
- Does having no maximum grant limit substantially reduce the number and distribution of projects? Would imposing a maximum grant limit increase or reduce the impact of funded projects?
- How should sponsors define and delineate riparian area, and how much upland property is appropriate to include in a riparian project?

## Climate Change

### Background

The board has expressed increasing concern over the anticipated impacts of climate change on grant funded projects. At the November 2015 meeting, RCO staff provided a memo summarizing approaches taken by other state and federal agencies to integrate climate change considerations into planning and policy decisions [[Item 16; November 2015](#)]. In the 2016 and 2018 grant cycles, at the direction of the board, RCO included a non-scored application question asking, "Does your project address or accommodate the anticipated effects of climate change? If yes or maybe, please describe how." Answers ranged widely from describing no anticipated effects, to reflecting a high level of climate analysis and risk assessment in choosing the project location and developing the site design. After the 2016 grant cycle, answers to this non-scored question were summarized for the board and reflect that project sponsors show a general awareness of the anticipated impacts of climate change and are considering them in their projects [[Item 12; February 2017](#)].

In 2016, the board deferred implementing a scored evaluation question on climate change and chose instead to continue collecting information using the non-scored question. After a presentation by the University of Washington's Climate Impacts Group and a lively discussion in January 2018, the Board directed RCO staff to develop an approach to addressing climate change in the Urban Wildlife Habitat and the Riparian Protection categories.

## The plan

RCO staff is designing an approach to begin in January that will create a climate-informed strategy and an effort to better understand how a changing climate intersects with projects proposed for Board funding. Staff assembled a Climate Change Panel, consisting of local and state agency stakeholders and climate experts to advise the board. Three board members have volunteered to serve on the panel: Chair Ted Willhite, and members Kathryn Gardow and Danica Ready.

At the time of this writing, RCO staff and the RCFB members have had one conference call to frame the discussion, but quickly discovered more research and information is needed in two major areas: 1) to better understand how climate change intersects with RCO funded projects; and 2) how communities, agencies and other funding entities are addressing climate change in their comprehensive planning and project design, and funding strategies. RCO staff has conducted initial outreach with several stakeholders and outside experts. Here is a summary of some broad themes from these preliminary discussions.

- Effective climate strategy addresses specific impacts (floods, wildfire) or desired outcomes (connected habitat corridors, restored to desired future climate-adjusted condition, maximize sequestered carbon)
- Effective climate response aggregates and complements other community benefits or development goals (open space purchased for storm water abatement doubles as mountain bike skills park; urban forest restoration reduces heat stress and sequesters carbon)
- Effective climate strategy is founded on an in-depth, scientific understanding of the risks to and vulnerabilities of the specific products of work.
- Effective climate strategy is integrated into work already being done (comprehensive community planning, accommodating increased streamflow in culvert design, etc.)

Many communities and agencies are conducting their own vulnerability assessments and developing adaptive strategies. For example, the City of Olympia is finalizing a Sea Level Rise response strategy developed over years of public engagement and analysis of climate projections.<sup>2</sup> State Parks and Recreation Commission recently completed (with the Climate Impacts Group) a vulnerability assessment<sup>3</sup> of all its state parks and is in the midst of developing an adaptation plan. Examples abound of how communities (defined loosely) are preparing for

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<sup>2</sup> <http://olympiawa.gov/city-utilities/storm-and-surface-water/sea-level-rise.aspx>

<sup>3</sup> <https://doi.org/10.7915/CIG6B27QV>

climate impacts and mitigating its effects. The challenge the board faces is how best to leverage its resources and authority to support and aggregate those efforts.

### Potential Policy Questions

- What value is gained from asking specific climate questions in the evaluation criteria?
- How can RCO balance the burden of a new project application requirement with the benefits that could come from climate-informed planning and project design?
- How can the board integrate climate science to further justify or modify already established funding goals and priorities?
- How can the RCFB best use its resources to help increase community resiliency, adaptive capacity, and mitigation action statewide?
- How should the board address the differing abilities of applicants to respond to grant application requirements relating to climate change?

### Next Steps

At the time of this writing RCO staff has recruited workgroups which will work independently to address the three work tasks of the project:

1. Review the policies and evaluation criteria of the Urban Wildlife Habitat category
2. Review the policies and evaluation criteria of the Riparian Protection Category
3. Develop climate change scored evaluation criteria questions in the Urban Wildlife and Riparian Protection categories.

The workgroups (Attachment A) consist of stakeholders, advisory committee members, and citizens with experience in one of the three project areas. While each workgroup will address their tasks independently, the process will allow for cross-pollination between the three groups.

### Proposed Timeline

Action	Timeframe
First UW/RP workgroup meetings – scoping and goal setting	January 2019
First Climate Panel meeting	February 2019
Workgroup meetings – policy and evaluation criteria review	February – April 2019
First Board Briefing – Preliminary recommendations and request for direction	April 2019
Workgroup meetings – Refine options, recommendations	May – June 2019
Second Board briefing	June 2019
Public Comment	August-September 2019
Final Recommendations for Board Consideration	October 2019



## Attachment A: Workgroups

### Urban Wildlife Habitat Workgroup Stakeholders:

Name	Representing
Bill Robinson	Advisory Committee
Mickey Fleming	Advisory Committee; NGO – Land Trust
Anne VanSweringen	Advisory Committee, Citizen
Kelly McCaffery	Advisory Committee, Citizen
Pene Speaks	Advisory Committee, Citizen
Nick Norton	Washington Association of Land Trusts
Christine Mahler	Washington Wildlife and Recreation Coalition
John Gammon	State Agency – Department of Natural Resources
Dave Erickson	Local Agency – City of Wenatchee
Laura Keehan	Local Agency – City of Olympia

### Riparian Protection Workgroup Stakeholders:

Name	Representing
Nate Ulrich	Advisory Committee, NGO - Land Trust
David Lindley	Advisory Committee, Tribal Government
Steve Erickson	Advisory Committee, NGO – Advocacy Organization
Rollie Geppert	Advisory Committee, Citizen
Curt Pavola, DNR	Advisory Committee, State Agency – Department of Natural Resources
Christine Mahler	Washington Wildlife and Recreation Coalition
Nick Norton	Washington Association of Land Trusts

### Climate Change Workgroup Stakeholders:

Name	Representing
Ted Wilhite	RCFB Member
Danica Ready	RCFB Member
Kathryn Gardow	RCFB Member
Lynn Helbrecht	State Agency – Department of Fish and Wildlife
Kurt Pavola	State Agency – Department of Natural Resources
Lisa Lantz	State Agency – State Parks
Amy Snover	Climate Impacts Group
Andrew Austin	Local Agency – Tacoma Metro Parks
Brad Case	Local Agency – Ellensburg Parks and Recreation
Nick Norton	Washington Association of Land Trusts
Christine Mahler	Washington Wildlife and Recreation Coalition

**APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM**

**Meeting Date:** January 22, 2019

**Title:** Update on the Recreational Assets of Statewide Significance Study

**Prepared By:** Adam Cole, Natural Resource Policy Specialist

**Summary**

This memo summarizes staff's work to date on an RCO study of recreational assets of statewide significance. The study is mandated by a budget proviso in the 2018 capital budget, which directs RCO to conduct a study that identifies recreational assets of statewide significance, where gaps in recreational assets exist, and investment strategies and options for addressing those gaps. The study must address existing and projected future needs of the people of Washington state. To date, staff have hired two GIS contractors, established and met with a statewide Advisory Committee, and conducted outreach to scope out the study and identify which assets to include. The study is due to the legislature by June 30, 2019.

**Board Action Requested**

This item will be a:

<input type="checkbox"/>	Request for Decision
<input type="checkbox"/>	Request for Direction
<input checked="" type="checkbox"/>	Briefing

**Summary**

This memo summarizes staff's work to date on an RCO study of recreational assets of statewide significance. The study is mandated by a budget proviso passed as part of the 2018 capital budget. The proviso states RCO must conduct a study that identifies recreational assets of statewide significance, where gaps in recreational assets exist, and investment strategies and options for addressing those gaps. The study must address existing and projected future needs of the people of Washington State, and help to fulfill the goals of the [2018 Washington State Recreation and Conservation Plan 2018-2022](#).

The proviso included \$100,000 from the state building construction account to complete the study. To date, staff have:

1. Hired two GIS contractors to conduct spatial analyses and create map applications;
2. Established and met with the statewide Recreational Assets of Statewide Significance Advisory Committee to help scope out the study and make recommendations; and
3. Conducted outreach to identify which assets to include.

The study is due to the Legislature by June 30, 2019.

The Recreational Assets of Statewide Significance Advisory Committee (RASS) consists of the following representatives:

- Nancy Lilquist, Ellensburg City Council Member
- David Schaub, Spokane County Parks and Recreation Advisory Committee
- Jon Snyder, Recreation Policy Advisory, Governor's Office
- Peter Mayer, Deputy Executive Director, Metro Tacoma Parks
- Larry Otos, Principal, The Otos Group
- Andrea Imler, Advocacy Director, Washington Trails Association
- Doug Levy, Principal, Outcomes By Levy
- David Patton, Northwest Director, Trust of Public Land
- Mike Racine, Washington SCUBA Alliance
- Peter Schrappen, Director of Government Affairs, Northwest Maritime Trade Association
- Owen Rowe, Government and Legislative Affairs Director, State Parks
- Tim Stapleton, Recreation Program Manager, Department of Natural Resources
- Cynthia Wilkerson, Land Division Manager, Department of Fish and Wildlife

For verbatim language and citation of the study proviso see Attachment A.

## Scope of Study

Based on staff's outreach with study stakeholders and meetings with the Advisory Committee, the current scope of the study is two-fold. We shall evaluate the following two levels of recreational assets of statewide significance:

1. Foundational Assets. These are assets with amenities that support the most popular recreational activities in the state.
2. Exceptional Assets. These are assets that represent the most popular, destination-oriented, and iconic places in the state to recreate.

These two groups of assets are not mutually exclusive.

The focus of the study will be on publicly-owned outdoor facilities. However, private recreation facilities such as sport stadiums, marinas, and golf courses shall be included provided they are primarily open and available to the general public<sup>1</sup> and not for the purpose of professional or semi-pro sports.

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<sup>1</sup> Anyone may use them for no cost or an affordable price.

## Foundational Recreation Assets

Foundational recreation assets are those that support the most popular activities as determined by the Washington State Recreation and Conservation Plan 2018-2022. These assets are considered important to have in or nearby every community in the state because they are important for every locale in the state. These assets strengthen the livability, vitality, and the economic and public health of a community. These facilities likely also provide needed ecosystem services.

The most popular activities and the related foundational assets are:

<b>Most Popular Activities</b> <small>(At a minimum, roughly one third of residents participate in these)</small>	<b>Foundational Assets</b>
<ul style="list-style-type: none"> <li>• Walking</li> <li>• Hiking</li> <li>• Bicycling</li> </ul>	Trails, Urban Bicycle and Pedestrian Networks <sup>2</sup>
<ul style="list-style-type: none"> <li>• Leisure Activities (picnicking, socializing, events)</li> </ul>	Neighborhood/Community Park
<ul style="list-style-type: none"> <li>• Nature Activities</li> <li>• Sightseeing (including by car)</li> </ul>	Natural Areas (Geographies that provide multiple benefits to include recreation, conservation, education, and ecosystem services)
<ul style="list-style-type: none"> <li>• Fishing</li> <li>• Swimming</li> <li>• Paddling (floating)</li> </ul>	Water Access Sites/Water Bodies, Marine Parks, Marine Trails,
<ul style="list-style-type: none"> <li>• Playing Sports</li> </ul>	Local Parks and Regional Athletic Complexes
<ul style="list-style-type: none"> <li>• Swimming (pool)</li> </ul>	Outdoor and Indoor Pools
<ul style="list-style-type: none"> <li>• Motor boating/Sailing</li> </ul>	Launch Sites, Moorages, Marinas, Water Bodies
<ul style="list-style-type: none"> <li>• Camping</li> </ul>	Campgrounds (developed or undeveloped)

<sup>2</sup> A community with an approved and funded bike or pedestrian master plan.

<ul style="list-style-type: none"> <li>• Snow and Ice Activities</li> </ul>	Trails, Winter Recreation Facilities
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This study shall:

1. Identify the current mapped inventory of these foundational assets (to include those where construction is imminent).
2. Establish standards for the public opportunity for each asset (acres/person within a geography, means of access and distance of travel, etc.) and use these as metrics to establish gaps.
3. Identify how gaps may exist into the future based on demographic changes.
4. Display data in a map application.

## ***Exceptional Recreation Assets***

Exceptional recreation assets of state-wide significance are specific places that provide regional or “destination” recreational experiences. Exceptional recreational assets will be identified through outreach to stakeholder groups and should include two or more of the following criteria:

1. A “destination” type facility that is well-known, a major gathering place, and important to an organized statewide or regional user group(s), and these groups provide advocacy and resources (volunteers, donations) to support the facility.
2. A centerpiece outdoor recreation attraction that draws significant number of visitors, particularly from other areas, other states, and even other countries.
3. Is highly important to a specific user group that has disproportionately limited opportunities, or those under threat of closer.
4. Enhances Washington’s economic standing with particular user groups; supports the tourism sector and other businesses.
5. Popular venues that host large events or competitions.
6. Sites that are connected to larger recreational goals (example: national trail system or scenic roadway system, National Wildlife Refuges)
7. Large or otherwise significant sites that combine recreation and high conservation and aesthetic/scenic value, and significant ecosystem services contributions.

This study shall:

1. Identify these exceptional assets through interviews and tours with state-wide user and advocacy groups, community groups, land managers and government officials, elected officials, retailers, trade associations, focus groups, and individuals.
2. Establish standards for the public opportunity for each asset (acres/person within a geography, means of access and distance of travel, etc.) and use these as metrics to establish the gaps for each asset.

3. Identify how gaps may exist into the future based on demographic changes.
4. Display data in a map application, or story map format.

## ***Supporting the Washington State Recreation and Conservation Plan***

Through staff's analysis of the 2018 [Washington State Recreation and Conservation Plan 2018-2022](#) (Plan), the study will help fulfill the goals of the following sections of the plan:

1. Sustain and Grow the Legacy of Parks, Trails, and Conservation Lands
  - a. Renovate facilities to meet today's recreation needs.
  - b. Pursue regional solutions to recreation and conservation.
  - c. Maintain residents' level of satisfaction in recreation.
2. Position Recreation and Conservation as a Vital Public Service
  - a. Promote the outdoor recreation economy and other benefits.
3. Improve Equity
  - a. Locate and build recreation facilities for underserved populations<sup>3</sup>.
  - b. Connect more people to popular activities.
  - c. Provide experiences where people go the most.
  - d. Enhance community health and safety.
4. Get Youth Outside
  - a. Provide a variety of activities for youth.
  - b. Build and renovate athletic facilities.
5. Plan for Culturally Relevant Parks and Trails to Meet Changing Demographics
  - a. Create new and diverse opportunities.
  - b. Accommodate the Active Senior Population

### **Study Format**

The assets featured in the study shall be displayed on one or more map applications which show the service area of the asset (still to be determined) and associated service gaps. The study will identify important assets across a multitude of jurisdictions without being limited to a single agency's or organization's priorities, needs, mission, authority, or geography. The study will include a written report with recommendations and projected future needs. In addition, the mapped inventory shall include a layer of all recreational assets categorized more generally by

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<sup>3</sup> ...often referred to as "at-risk populations"

their “classes” or “level” of development and intended public utility. This will provide a broader and more generalized picture of where more intensive recreational development exists vs areas where there is less recreational development (and more conservation lands).

## **Next Steps**

Based on the information generated from a GIS analyses of outdoor statewide recreational assets, and feedback and input from the Advisory Committee and those included in our outreach, the study will identify recommendations and strategies to fill the gaps in foundational and exceptional assets now and into the future.

The study will also highlight those significant assets that are threatened due to loss of funding, development pressure, or other means.

The study may also make recommendations on addressing important immerging issues such as the need to fund deferred maintenance on assets of statewide significance.

## Attachment A

### [2018 Session Laws of the State of Washington Volume 3](#)

NEW SECTION. **Sec. 3051.** A new section is added to 2018 c 2 (uncodified) to read as follows:

**FOR THE RECREATION AND CONSERVATION OFFICE**

Recreational Assets of Statewide Significance (92000446)

The appropriation in this section is subject to the following conditions and limitations: The appropriation is provided solely to conduct the study required in section 7012 of this act.

Appropriation:

State Building Construction Account—State	\$100,000
Prior Biennia (Expenditures)	\$0
Future Biennia (Projected Costs)	\$0
TOTAL	\$100,000

NEW SECTION. **Sec. 7012.** A new section is added to 2018 c 2 (uncodified) to read as follows:

(1) The legislature recognizes that outdoor recreation in Washington provides multiple benefits including significant business and retail tax revenue, business and job creation, improved physical and mental health, higher quality of-life that attracts and retains businesses and workers from beyond the recreation sector, and conservation and education values. To fulfill the goals of the 2018 recreation and conservation plan for Washington State, the recreation and conservation office must conduct a study that identifies recreational assets of statewide significance, where gaps in recreational assets exist, and investment strategies and options for addressing those gaps. The study must address existing and projected future needs of the people of Washington State.

(2) The office must submit a report with its findings and recommendations to the appropriate committees of the legislature by June 30, 2019.



**APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM**

**Meeting Date:** January 22, 2019  
**Title:** Preparing for the Board's June Retreat  
**Prepared By:** Scott Robinson

**Summary**

RCO staff will have a discussion with board members about the June 2019 retreat.

**Board Action Requested**

This item will be a:

- Request for Decision
- Request for Direction
- Briefing

**Background**

Over the past 2 biennium the Recreation and Conservation Funding Board (board) has met for a retreat in the odd numbered year. A retreat is an opportunity for board members to have free flowing discussions about topics important to members and the agency and to set the board's priorities for the biennium. Staff will have a discussion with the board about the agenda and planning for the June 27, 2019 retreat.

Possible retreat agenda topics for discussion include:

- Review of the board's strategic plan
- Discuss board's performance measures
- Discuss the potential list of policies for the 2019-2021 RCO work plan
- Review success of the past 2 years.

Questions for the board to consider include:

- Should we hire a facilitator to lead the retreat?
- Should we invite an inspirational/informative speaker?
- What other topics should be on the agenda?

**Next Steps**

Staff have already secured a location in Olympia for the retreat and will take the information received from the board in January and move forward to set-up the June 2019 retreat.

## RECREATION AND CONSERVATION FUNDING BOARD SUMMARY MINUTES

**Date:** January 22, 2019

**Place:** Natural Resources Building, Olympia Campus, First Floor, Room 172, 1111 Washington Street SE, Olympia, WA 98501

### Recreation and Conservation Funding Board Members:

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<b>Ted Willhite</b> , Chair	Seattle	<b>Kathryn Gardow</b>	Seattle
<b>Mike Deller</b>	Mukilteo	<b>Brock Milliern</b>	Designee, Department of Natural Resources
<b>Michael Shiosaki</b>	Seattle	<b>Peter Herzog</b>	Designee, Washington State Parks
<b>Danica Ready</b>	Winthrop	<b>Joe Stohr</b>	Designee, Department of Fish and Wildlife

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*This summary is intended to be used with the materials provided in advance of the meeting. The Recreation and Conservation Office (RCO) retains a recording as the formal record of the meeting.*

### Opening and Call to Order

Chair Willhite began the meeting at **9:00 am**, welcomed the board, staff and members of the public in attendance. In his opening remarks, the chair conveyed his excitement for the new beginnings of 2019, and the responsibility public officials and board members have toward climate change mitigation and anticipation. Chair Willhite also expressed his congratulations to Wyatt Lundquist on his upcoming nuptials.

### January 2019 Meeting Agenda

**Moved by:** Member Shiosaki

**Seconded by:** Member Herzog

**Decision:** Approved

### Item 1: Consent Agenda

Member Milliern moved to approve the October 2018 meeting minutes, and the following consent agenda items:

- Time Extension: Department of Fish and Wildlife, Heller Bar Access Site Improvements, RCO #14-1751D
- Cost Increase Requests:
  - Jefferson County Parks and Recreation, Memorial Field Lighting Replacement, RCO #16-1845D
  - Port of Grapeview, Boat Launch Renovations, RCO #14-1866D
- Recognition of Volunteer Service
  - Mary Bean, Richard Haydon, Melinda Posner, Alison Halpern, Stu Trefry, David Overton, and Paul Kaftanski

## Resolution 2019-01

**Moved by:** Member Milliern

**Seconded by:** Member Ready

**Decision:** Approved

### **Item 2: Director's Report**

#### **Director's Report:**

**Kaleen Cottingham** shared a few updates with the board:

- Director achievement awards given to Karl Jacobs and Leslie Frank in 2018 for their contribution to RCO.
- Cottingham introduced new staff member Ashly Arambul who has inspected 52 worksites in the two months since being hired.
- A new chair has been appointed to the Salmon Recovery Funding Board (SRFB), Phil Rockefeller.

**Scott Robinson** gave a brief overview of the Prism Online system updates, including the progression from a client-based system to a system entirely online.

**Wyatt Lundquist** shared survey results about board management and support. The board discussed the structure of meetings and shared ideas with staff:

- Shorten policy presentations;
- Move decision items to earlier in the meeting;
- Move project highlights to later in the meeting;
- Encourage stakeholders and sponsors to attend meetings; and
- Provide a social media update.

Staff will incorporate board ideas into future agendas.

#### **Legislative Update:**

**Wendy Brown**, RCO Policy Director, gave an update to the board. She talked about OFM's report on bond capacity revenue and shared proposed Capital Budget funding with the board:



Program	2017-19	2019-21 RCO Request	2019-21 Governor
Washington Wildlife and Recreation Program	\$80,000,000	\$130,000,000	\$115,000,000
Aquatic Lands Enhancement Account	\$12,285,000	\$6,600,000	\$4,963,000
Youth Athletics Facilities Program	\$4,077,000	\$12,000,000	\$5,035,000
Boating Facilities Program	\$17,175,000	\$17,872,000	\$17,872,000
Nonhighway and Off-Road Vehicle Activities Program	\$13,195,000	\$13,911,000	\$11,411,000
Firearms and Archery Range Recreation Program	\$813,000	\$735,000	\$735,000
Boating Infrastructure Grants – Federal	\$2,200,000	\$2,200,000	\$2,200,000
Land and Water Conservation Fund – Federal	\$4,000,000	\$6,000,000	\$6,000,000
Recreational Trails Program – Federal	\$4,000,000	\$5,000,000	\$5,000,000

Ms. Brown also stated there was \$50,000 included in the operating budget to update the 2015 economic analysis of outdoor recreation in Washington State. If passed, it would be due January 1, 2020.

### Project Highlights:

In reference to time, Chair Willhite deferred Item 2.C in order to introduce Kelly Susewind.

### Item 3: Introduction of New Director of the Department of Fish and Wildlife, Kelly Susewind

**Kelly Susewind** was appointed Director of the Washington Department of Fish & Wildlife (WDFW) in 2018. He detailed how the cost of managing fish, wildlife and habitat exceeds the agency's budget and leaves them with a perpetual \$31 million gap in funding. He also stressed the importance of social media and broadcasting positive messaging. 1.5 million of Washington's 7 million residents interact directly with the agency through licensing and permits. Director Susewind also relayed the importance of making sure the public knows WDFW is a resource for non-consumptive users as well.

### General Public Comment

**Jean Bray**, a citizen from 3060 NE Dewatto Road, Dewatto Washington spoke against RCO #18-1518A, Dewatto NRCA. The Department of Natural Resources (DNR) withdrew the grant proposal in October.

**Christine Mahler**, executive director of Washington Wildlife and Recreation Coalition (WWRC) invited the board to a reception at the Governor's mansion on February 7, 2019 at 5:30 p.m. hosted by WWRC.

### **Break from 10:45 – 10:55**

**Bob Pastore**, Port of Grapeview, stated how important RCFB is to small communities. RCO is an agency that helps small communities build better futures. Play is a big part of life, and RCO provides play for small ports. Thank you!

*With the conclusion of general public comments, Chair Willhite reintroduced Item 2.C: Director's Report.*

#### **Grant Management Report:**

**Marguerite Austin**, Recreation and Conservation Grants Section Manager, provided an update on the work her staff completed since the last reporting period:

- RCO staff conducted outreach at the Washington Port Association Conference in Bellevue. Participants were interested in Boating Infrastructure Grants and grants for development of local parks or trails.
- RCO staff extended submittal deadlines for Nonhighway and Off-road Vehicle Activities (NOVA) and Recreational Trails Program (RTP) applicants to mitigate the effects of the federal shutdown. Plans are to award grants by June 2019.

**Alison Dellwo** presented Island County's, Barnum Point Acquisitions (RCO #10-1438A, #16-1834A, and #16-1984A). The official grand opening is summer 2019.

**Alison Greene** presented the City of Selah's, Volunteer Park (RCO #14-1143D). The city utilized RCO grants and a large amount of citizen contributions to develop a universally accessible playground. **Teresa Morales**, the City of Selah's Recreation Director, commented on what a unique and necessary site Volunteer Park is for the public and thanked the board for their assistance.

#### **Item 4: State Agency Partner Reports**

**Brock Milliern** gave a report from the Department of Natural Resources (DNR). Mr. Milliern highlighted an upcoming asset management study that looks at the value of trust lands, recreation value and services value. Deloitte Touche will work on this study in partnership with Earth Economics. The 2019 budget was not what DNR had hoped for; Recreation and Conservation funds are well under what the agency asked for.

**Peter Herzog** gave a report from the State Parks and Recreation Commission. There are much larger re-appropriation rates than last budget, although there still is a budget



increase year over year. The Governor's budget is slightly less than what State Parks asked for however, it is still bigger than historical ask. Mr. Herzog is excited for the introduction of many improvements to the central reservation system that will launch mid-January.

**Joe Stohr** gave a report from the Department of Fish and Wildlife (WDFW). Mr. Stohr spoke of the WDFW's revenue that cannot keep up with costs. WDFW has developed a long-term funding plan to close the \$31 million gap which includes increasing licensing fees however, revenue derived from licenses only account for 27% of their overall operating budget.

**Item 5: Policy Waiver Request: Boating Facilities Program Multi-Site Cost Limit Increase**

**Marguerite Austin** presented on behalf of Rory Calhoun. Current board policy allows an applicant to apply for a Boating Facilities Program (BFP) grant that covers multiple sites. The applicant is limited to spending no more than \$50,000 at each site, a limit established in 1994. The Washington Department of Fish and Wildlife (WDFW) asked the board to waive the maximum per site cost for their Region 6 Boating Access Site Improvements (RCO #18-2422D) project because of escalating construction costs. WDFW wants to spend up to \$65,000 per site to ensure a universally accessible facility. Staff recommended approval WDFW's request.

**Resolution 2019-02**

**Moved by:** Member Gardow

**Seconded by:** Member Deller

**Decision:** Approved

**Item 6: Recommendation on Whether to Conduct a Supplemental Grant Round for the Washington Wildlife and Recreation Program, Farm and Forest Account**

**Marguerite Austin** shared that the Governor's proposed budget for the Washington Wildlife and Recreation Program (WWRP) has excess funds for the Farm and Forest Account above the amount needed to fund all of the applications for both categories. As a result, staff recommended the board approve a supplemental grant cycle for the account to solicit additional project proposals to use all potentially available funds. The application deadline for the supplemental cycle would be May 1, 2019.

**Public Comment:**

**Hannah Clark**, the Regional Director of American Farmland Trust, addressed the board in strong support of a supplemental cycle. Sharing that there are projects ready to submit applications immediately should the board agree to a supplemental cycle.

**Nick Norton**, the executive director of Washington Association of Land Trusts, stated that the delay in the capital budget resulted in match not being available prior to application submittal in 2018. The Agricultural Conservation Program, which is a federal program for agricultural easements, could not provide secured match due to delays in the farm bill funding. He has recruited 10 land trusts ready to submit applications should there be a supplemental grant round in 2019.

**Christine Mahler**, executive director for the Washington Wildlife and Recreation Coalition (WWRC), voiced her support for a supplemental grant round to the board. Member Gardow asked Mahler why the Conservation Commission (CC) did not submit applications to WWRP in 2018. Mahler mentioned that the CC has redirected its grant efforts to pursue the Farmland Acquisition Protection Investment (Farm-PI), a subsidized housing grant with funds directly appropriated from the legislature. Working as a loan project for beginning farmers.

Forterra, Northwest Watershed Institute, PCC Farmland Trust, and Cynthia Nelson, Nelson Ranch owner and RCO Farmland Advisory Committee Member provided written support of a supplemental grant round for the board's consideration.

### Resolution 2019-03

**Moved by:** Member Deller

**Seconded by:** Member Ready

**Decision:** Approved

### **Item 7: Changes to Recreational Trails Program Grants Necessitated by New Federal Rules**

**Marguerite Austin** presented the change to the Recreational Trails Program (RTP), Education Category. Per federal legislation, the expenditure of federal funds must occur within the federal fiscal year that the funds are allocated. New guidance from the Federal Highways Administration (FHWA) results in a much-shortened window for use of the funds. Ms. Austin asked the board for a policy decision on a proposed strategy to manage grant proposals to ensure the expenditure of funds within the federal timeframe. Once the sponsor receives federal approval via an RCO grant agreement, those costs would be eligible for reimbursement by RCO, much like a waiver of retroactivity for acquisition projects. Ultimately, the risk is on the sponsor, but this allows more time to spend program funds. Staff recommended approval of an advance implementation policy for RTP Education Category projects.



### Resolution 2019-04

**Moved by:** Member Shiosaki

**Seconded by:** Member Milliern

**Decision:** Approved

### **LUNCH 12:10-12:50**

#### **Item 8: Proposed Revisions of the Board's Compliance Policies**

**Myra Barker** shared the proposed compliance policy revisions with the board. The proposed revisions streamline the approval process by modifying the approval level for common and noncontroversial conversions. The policy also provides flexibility in the timeframe for a non-permanent, nonconforming use and identify exceptions to conversion. Concerns were expressed regarding:

- Right-of-way access: sometimes a right-of-way project improves public access to the area, but not always.
- Underground easement for public utilities: it is hard to know how much room an easement is going to take and how long instillation will render the site useless.

The board approved the proposed changes, Resolution 2019-05.

### Resolution 2019-05

**Moved by:** Member Deller

**Seconded by:** Member Herzog

**Decision:** Approved (Member Gardow voted nay)

#### **Item 9: Conversion Request: Royal City Park, RCO Project #76-001A**

**Myra Barker** presented the Royal City conversion request. Royal City is asking the board to approve a conversion of 8.35 acres. This was a follow-up to the presentation in October 2018, when the board asked for additional information, regarding reasonable usefulness of the replacement property, before making a decision.

To help address the replacement's usefulness, the mayor of Royal City, **Kent Andersen** was present and spoke to the board. The Mayor stated that the city owns and intends to develop the land around the replacement property into public facilities that may include a library. The city is engaged in developing potential designs for the public space. Mayor Andersen agreed to expand the replacement to include a portion of this area, excluding ineligible structures a from the boundary, if necessary for the conversion approval.



Discussion ensued and the board instructed staff to revise [Resolution 2019-06](#) to include language reflecting the Mayor's agreement to expand the replacement property. The board postponed approval of resolution 2019-06 until it was revised.

### **BREAK 2:25**

*Ms. Barker was not ready to present Item 10, the meeting moved onto item 11.*

### **Item 11: JLARC Study - Measuring the Outcomes of Land Acquisitions and Related Grant Programs**

**Ben Donatelle** summarized RCO's response to the Joint Legislative Audit and Review Committee (JLARC) final recommendation in their report, *Measuring Outcomes of Land Acquisitions and Regulations*, to develop a plan detailing the costs, actions and timelines needed to measure the outcomes of land acquisitions and related grant programs. There were three options provided to JLARC:

1. Incorporate additional attachment types into PRISM to record and sort data already collected by sponsors in the application process.
2. Build on to the Public Land Inventory mapping system, updating layers to capture more complex on the ground data.
3. Implement an ecological integrity program, which is currently being developed independently by: DNR, WDFW and State Parks.

The RCO response to JLARC was sent to the legislature this January. Agencies will brief JLARC again in July 2019.

### **Item 12: WWRP Urban Wildlife Habitat (UWH), Riparian Protection (RP) Category Reviews and Climate Change Criteria**

**Ben Donatelle** updated the board on the WWRP Habitat Account category reviews and the development of the climate change evaluation criteria. This policy review was requested by the board previously to ensure the funding of high integrity projects and to extend the reach of our applicant pool. Mr. Donatelle will be examining what the focus of UWH category is, and what how it can be strengthened. The RP advisory committee has asked to make the evaluation questions more streamlined. Mr. Donatelle gave an overview of the two categories since the account was created in 2006 along with the intent of the two separate workgroups.

*At this point, with amendatory language completed, and in respect to Mayor Anderson's time, Chair Willhite stopped Mr. Donatelle and called for a vote on item 9. The board continued discussion with more refinement and the revised resolution was put to a vote.*

**Revised Resolution 2019-06 (Conversion Request: Royal City Park, RCO Project #76-001A)**

**Moved by:** Member Gardow

**Seconded by:** Member Milliern

**Decision:** Approved

**Item 10: Conversion Request: City of Kenmore, Swamp Creek / Squires Landing Conversion, RCO #91-234A**

**Myra Barker** briefed the board on a conversion request from the City of Kenmore. The city wishes to convert 7.25 acres of property acquired with a grant from the Washington Wildlife and Recreation Program, Urban Wildlife Habitat category into a developed public park. This is a non-habitat related use and creates a conversion. City of Kenmore staff, Debbie Bent and Maureen Colaizzi, were present to ask questions in preparation for the formal submittal of their conversion request to the board for approval at the April 2019 meeting. Public involvement and alternatives analysis have yet to be completed for this conversion. Potential replacement properties being considered are located near the city's existing open space areas.

The board entered into discussion. Overall, they expressed a concern of the potential replacement providing equivalent habitat usefulness. The board recommended the city conduct a biological assessment of the replacement property to support it providing equivalent habitat usefulness.

*At this time, Chair Willhite called Ben Donatelle back to the table to finish his presentation of item 12.*

**Item 12: WWRP Urban Wildlife Habitat (UWH), Riparian Protection (RP) Category Reviews and Climate Change Criteria – Continued**

**Ben Donatelle** briefed the board on the Climate Change Technical Panel, in which some of the board members are participants. In the last two grant cycles, RCO has had an unscored question about how the project addresses climate change (concerning the anticipated effects) resilience and buffers, more than mitigation of causes. RCO and the work group is working to decided how to better incorporate climate change or if this unscored question will reflect as sufficient. Mr. Donatelle finalized by saying he would continue to brief the board on the work groups' progress at future meetings.

**Item 13: Update on the Recreational Assets of Statewide Significance Study**

**Adam Cole** summarized work to date on an RCO study of recreational assets of statewide significance. The study, mandated by a budget proviso in 2018's capital

budget, directs RCO to identify recreational assets of statewide significance, where gaps in recreational assets exist, and investment strategies and options for addressing those gaps. This is the first actionable item requested by the caucus. Director Cottingham added that it started as a negative question, and Mr. Cole has turned into a positive one.

Mr. Cole has divided recreational assets of statewide significance into two categories:

1. Foundational – Sites every community should have, assets that residents use the most, and use every day.
2. Exceptional – Specific user groups, the most iconic and popular. Assets that support a user group with disproportionate opportunities.

Foundational assets will be tracked through GIS mapping and data; Metrics based on how far residents have to go to access foundational assets will be added.

Exceptional assets will be explored using a narrative or anecdotal approach. Mr. Cole hopes our stakeholders to inform policy will utilize this study. The board then discussed different ways the study could influence the public and agency policies.

The study is due to the legislature by June 30, 2019.

#### **Item 14: Feedback from Previous Grant Cycle (ALEA, BIG, LWCF, WWRP and YAF)**

**Brent Hedden and Marguerite Austin** summarized feedback from the previous grant cycle collected via surveys from applicants and advisory committees. Overall, the satisfaction of both applicants and advisors have steadily increased over the past few grant cycles. Applicants and advisory committee participants had mainly positive responses toward RCO staff and the quality of applications.

- 141 applicants responded
  - 34% of respondents were first time applicants
- 61 advisory committee members responded

The majority of feedback was positive, averaging at about an 84% positive feedback rate. Some of the things listed as positive include:

- The two-step process of technical review before evaluations
- Reviewing the projects in advance
- In-person presentations
- Pre-evaluation sessions
- PRISM Online
- RCO staff

Although the majority of the feedback was positive in all categories, Ms. Austin also shared some of the frustrations expressed from applicants. These included:

- The competitiveness of some programs or categories,
- RCO staff turnover during the application cycle,
- Using PRISM is sometimes difficult, and
- Presentation times were too short.

The board thanked staff for their presentation.

**Item 15: Preparing for the Board's June Retreat**

**Director Kaleen Cottingham** asked the board members what they would like to work on at the June 2019 retreat. The board expressed the following:

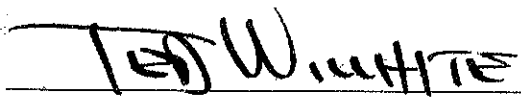
- RCFB should hire a facilitator;
- Prior to the meeting, a survey should be sent to the board members to identify the priority topics for discussion;
- Time should be reserved for open discussion;
- Time should be reserved for a speaker of note;
- Members will send Cottingham agenda topic ideas.

**Closing:**

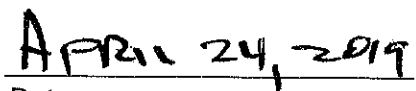
Chair Willhite adjourned the meeting at 4:57 p.m.

The next meeting is scheduled for April 24-25, 2019 – Olympia, WA

**Approved by:**



Theodore Willhite, Chair



Date

**Recreation and Conservation Funding Board  
Resolution #2019-01  
January 22, 2019 - Consent Agenda**

**BE IT RESOLVED**, that the following January 22, 2019 Consent Agenda items are approved:

- A. Board Meeting Minutes: October 17-18, 2018
- B. Time Extensions
  - Department of Fish and Wildlife, Heller Bar Boat Ramp Improvement ([14-1751D](#))
- C. Cost Increase Request: Jefferson County, Memorial Field Lighting Replacement, RCO [#16-1845D](#)
- D. Cost Increase Request: Mason County, Port of Grapeview, Boat Launch Renovation, RCO [#14-1866D](#)
- E. Volunteer Recognitions (7)

Resolution moved by: Member Milliern

Resolution seconded by: Member Ready

**Adopted**/~~Defeated~~/~~Deferred~~ (*underline one*)

Approved Date: January 22, 2019

**Recreation and Conservation Funding Board  
Resolution 2019-02  
Approval of a Waiver of the Grant Limit for Region 6 Boating Access Site  
Improvements, RCO #18-2422D**

**WHEREAS**, the Washington Department of Fish and Wildlife (WDFW) has submitted a multi-site grant proposal for the Boating Facilities Program (BFP), and

**WHEREAS**, the WDFW is requesting an amount that exceeds the \$50,000 per worksite limit, and

**WHEREAS**, the additional funds are needed to ensure the improvement are designed and built to meet current accessibility standards as specified in the *Americans with Disabilities Act*, and

**WHEREAS**, the Boating Programs Advisory Committee will evaluate this project to ensure consistency with the objectives of the BFP; and

**WHEREAS**, this assessment by the committee promotes the board's objectives to conduct its work with integrity and in an open manner; and

**WHEREAS**, consideration of this policy waiver supports the board's strategy to provide funding to protect, preserve, restore, and enhance recreation opportunities statewide;

**NOW, THEREFORE BE IT RESOLVED**, that the Recreation and Conservation Funding Board approves a waiver of the per worksite limit to allow a grant request of up to \$65,000 per worksite for the Washington Department of Fish and Wildlife's Region 6 Boating Access Site Improvements (RCO #18-2422D).

*Resolution moved by:*

Member Gardow

*Resolution seconded by:*

Member Deller

**Adopted**/~~Defeated~~/~~Deferred~~ (*underline one*)

*Date:*

January 22, 2019

**Recreation and Conservation Funding Board**

**Resolution #2019-03**

**Conducting a Supplemental Grant Round for the**

**Washington Wildlife and Recreation Program, Farm and Forest Account**

**WHEREAS**, the Recreation and Conservation Funding Board (board) provides grants for the Washington Wildlife and Recreation Program (WWRP), Farm and Forest Account, and

**WHEREAS**, applicants submitted 17 Farm and Forest Account projects requesting \$5.4 million in grant funds during the 2018 grants cycle, and

**WHEREAS**, the Legislature is expected to adopt a state capital budget for the 2019-21 biennium that may include more funds than needed for the 2018 grant applications submitted, and

**WHEREAS**, the board recognizes and wants to be responsive to the need for grants for Farmland Preservation and Forestland Preservation and ensure there are enough projects to use all available fund, and

**WHEREAS**, the Farmland Preservation and Forestland Preservation advisory committees support offering a supplemental grant cycle to allow submittal of additional grant proposals for the 2019-21 biennium; and

**WHEREAS**, offering a supplemental grant cycle supports the board’s goal to help its partners protect, restore, and develop habitat and recreation opportunities that benefit people, wildlife, and ecosystems,

**NOW, THEREFORE BE IT RESOLVED**, that the Recreation and Conservation Funding Board authorizes a supplemental grant cycle to solicit additional grant proposals for the Washington Wildlife and Recreation Program, Farm and Forest Account for the 2019-21 biennium, and

**BE IT FURTHER RESOLVED**, that the Director is delegated authority to administer this supplemental grant cycle consistent with board adopted policies and guidance provided by the Governor or Legislature.

*Resolution moved by:*

Member Deller

*Resolution seconded by:*

Member Ready

**Adopted**/~~Defeated~~/~~Deferred~~ (*underline one*)

*Date:*

January 22, 2019



**Recreation and Conservation Funding Board**  
**Resolution #2019-04**  
**Recreational Trails Program**  
**Advance Implementation Waiver for Education Category Projects**

**WHEREAS**, the Federal Highway Administration (FHWA) provides funding for the Recreational Trails Program (RTP) and authorizes the Recreation and Conservation Funding Board (board) to adopt policies to govern its administration of the program in Washington State; and

**WHEREAS**, the RTP Advisory Committee has recommended use of RTP funds for both General and Education Category projects; and

**WHEREAS**, federal program rules limit expenditure of funds for Education Category projects to the federal fiscal year in which the funds become available; and

**WHEREAS**, federal RTP funds are often obligated months after the federal fiscal year begins, thus creating a hardship for some Education Category projects; and

**WHEREAS**, the FHWA can authorize advance construction, which would allow applicants to incur costs for a pending project and retain eligibility for reimbursement once federal funds were obligated; and

**WHEREAS**, allowing advance implementation of Education Category projects would provide for continuation of funding for both summer and winter education and trail safety programs, thereby supporting the board's strategy to provide partners with funding to enhance recreation opportunities statewide; and

**WHEREAS**, approval of a board policy to allow advance implementation supports the board's objective to ensure projects and programs are managed efficiently, with integrity, in a fair and open manner, and in conformance with existing legal authorities,

**NOW, THEREFORE BE IT RESOLVED**, that the board adopts the proposed advance implementation waiver for RTP Education Category Projects as described in this memo, and

**BE IT FURTHER RESOLVED** that the board directs RCO staff to incorporate this change into Manual 16, *Recreational Trails Program*, and begin implementation during the current grant cycle.

*Resolution moved by:*

Member Shiosaki  
\_\_\_\_\_

*Resolution seconded by:*

Member Milliern  
\_\_\_\_\_

**Adopted**/*Defeated/Deferred (underline one)*

*Date:*

January 22, 2019  
\_\_\_\_\_

**Recreation and Conservation Funding Board  
Resolution 2019-05  
Changes to the Board's Compliance Policies**

**WHEREAS**, the Revised Code of Washington 79A.15.030 authorizes the Recreation and Conservation Funding Board (board) to adopt rules and procedures governing approval of conversions; and

**WHEREAS**, updating the board's compliance policies is desired for transparency and flexibility in having sponsors meet the board's long-term grant obligations and the Recreation and Conservation Office's grant management and contracting requirements; and

**WHEREAS**, retaining compliance policies help insure completed projects remain in the public domain for the respective compliance period; and

**WHEREAS**, the board solicited and heard public comments on the policies recommended in this memorandum in an open public meeting on January 22, 2019, and

**WHEREAS**, staff reviewed and considered public comments on the recommendations contained in this memo.

**NOW, THEREFORE BE IT RESOLVED**, that the board approves Resolution 2019-05 and the policy recommendations contained in this memo.

*Resolution moved by:*                    Member Deller

*Resolution seconded by:*            Member Herzog

**Adopted**/*Defeated/Deferred (underline one)*

*Date:*                                        January 22, 2019

**Recreation and Conservation Funding Board**

**Revised - Resolution 2019-06**

**Conversion Request: Royal City, Royal City Park (RCO #76-001A)**

**WHEREAS**, the City of Royal City used a state Bonds grant to acquire property for a future park; and

**WHEREAS**, the city converted the property acquired; and

**WHEREAS**, as a result of this conversion, the property no longer satisfies the conditions of the RCO grant; and

**WHEREAS**, the city is asking for Recreation and Conservation Funding Board (board) approval to replace the converted property; and

**WHEREAS**, the proposed replacement property is adjacent to the city's park, has an appraised value that is greater than the converted property; and

**WHEREAS**, the City has agreed to expand the boundary of the replacement property to adjacent city owned property with provisions to exclude ineligible buildings and/or related facilities from the boundary.; and

**WHEREAS**, the proposed replacement property will provide an opportunity to expand the city's only park, thereby supporting the board's goals to provide funding for projects that result in public outdoor recreation purposes; and

**WHEREAS**, the sponsor sought public comment and held a public hearing on the conversion, thereby supporting the board's strategy to regularly seek public feedback in policy and funding decisions;

**NOW, THEREFORE BE IT RESOLVED**, that the Recreation and Conservation Funding Board Recreation and Conservation Funding Board hereby approves the conversion and delegates authority to the Director to approve the final boundary for the replacement property; and

**BE IT FURTHER RESOLVED**, that the board the Board authorizes the Director to execute the necessary amendments.

*Resolution moved by:*

Member Gardow

*Resolution seconded by:*

Member Milliern

**Adopted**/~~Defeated~~/~~Deferred~~ (*underline one*)

*Date:*

January 22, 2019

